

# Agenda

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## Scrutiny Committee

Date: **Tuesday 4 February 2014**

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Time: **6.00 pm**

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Place: **St Aldate's Room, Town Hall**

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For any further information please contact:

**Pat Jones**

Telephone: 01865 252275

Email: [lstock@oxford.gov.uk](mailto:lstock@oxford.gov.uk)

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# Scrutiny Committee

## Membership

<b>Chair</b>	<b>Councillor Mark Mills</b>	Holywell;
<b>Vice-Chair</b>	<b>Councillor Gill Sanders</b>	Littlemore;
	<b>Councillor Mohammed Abbasi</b>	Cowley Marsh;
	<b>Councillor Mohammed Altaf-Khan</b>	Headington Hill and Northway;
	<b>Councillor Jim Campbell</b>	St. Margaret's;
	<b>Councillor Van Coulter</b>	Barton and Sandhills;
	<b>Councillor Roy Darke</b>	Headington Hill and Northway;
	<b>Councillor James Fry</b>	North;
	<b>Councillor Ben Lloyd-Shogbesan</b>	Lye Valley;
	<b>Councillor Craig Simmons</b>	St. Mary's;
	<b>Councillor Val Smith</b>	Blackbird Leys;
	<b>Councillor Louise Upton</b>	North;

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## AGENDA

Pages

### 1 APOLOGIES FOR ABSENCE

The Quorum for this Committee is four Members and substitutes are allowed.

### 2 DECLARATIONS OF INTEREST

Members are asked to declare any disclosable pecuniary interests they may have in any of the following agenda items. Guidance on this is set out at the end of these agenda pages.

### 3 WORK PROGRAMME AND FORWARD PLAN

1 - 28

Contact Officer: Pat Jones, Principal Scrutiny Officer, Tel: 01865 252191  
Email: [phjones@oxford.gov.uk](mailto:phjones@oxford.gov.uk)

#### Background Information

The Scrutiny Committee operates within a work programme which has been set for the year 2013-2014.

The programme will be reviewed at every meeting so that it can be adjusted to reflect the wishes of the Committee.

In addition, the Forward Plan is attached so that the Committee can decide if it wishes to pre-scrutinise any item.

#### Why is it on the agenda?

This report allows Committee to:

- Hear updates from Lead Members.
- Consider forward agendas and issues.

In particular the Committee is asked to note:

- A verbal update will be given by Tim Sadler on the on-going post flood operational review.
- A verbal update will be given by Councillor Darke on the Flooding Panel.
- The Budget Review Report from the Finance Panel will be circulated before the meeting.
- An additional item has been called from the Forward Plan concerning Educational Attainment.
- Members of the Covered Market Review Panel who are not Committee members may attend to contribute to the discussion on this item.

Who has been invited to comment?
Pat Jones, Principal Scrutiny Officer, will present the work programme, answer questions and support the Committee in its decision making.
What will happen after the meeting?
The work programme will be updated and republished.

#### 4 REPORT BACK ON RECOMMENDATIONS

29 - 40

Contact Officer: Pat Jones, Principal Scrutiny Officer, 01865 252191  
email: [phjones@oxford.gov.uk](mailto:phjones@oxford.gov.uk)

Background Information
The Committee makes a number of recommendations to Officers and decision makers. This item allows Committee to see the result of recommendations since the last meeting and the cumulative results of all its recommendations.
Why is it on the agenda?
The results of recommendations to CEB in December 2013 on: <ul style="list-style-type: none"> <li>• Community Engagement Plan;</li> <li>• Young People who are NEAT;</li> <li>• Housing Strategy refresh (Housing Panel)'</li> <li>• Treasury Management Quarter 2 (Finance Panel)</li> </ul> are the latest items on the list.
Who has been invited to comment?
Pat Jones, Principal Scrutiny Officer will present the item.
What will happen after the meeting?
Any comments or follow up from the Committee will be included in the work programme.

## 5 EDUCATIONAL ATTAINMENT PROGRAMME - PROGRESS

41 - 48

Contact Officer: Anna Wright (Education Advisor) 07415 099245 email: [akwright@oxford.gov.uk](mailto:akwright@oxford.gov.uk)

<b>Background Information</b>
<p>The City Council has made an on-going investment into the educational attainment of City Primary Schools. This investment is supporting school leadership and a teaching programme, KRM.</p> <p>This report outlines progress and outcomes so far and will be presented to the City Executive Board on 12<sup>th</sup> February.</p>
<b>Why is it on the agenda?</b>
<p>The Scrutiny has a Panel working in this area and the Panel Lead Member, Councillor Campbell, has asked for this item to be presented here for pre-scrutiny.</p>
<b>Who has been invited to comment?</b>
<p>Anna Wright (Education Advisor) and Councillor Pat Kennedy (Board Member for Education, Crime and Community Safety) have been invited to attend the meeting, present the update report, and answer questions.</p>
<b>What will happen after the meeting?</b>
<p>Any comments and recommendations will be presented to CEB and the Board Member.</p>

## 6 COVERED MARKET - FINAL PANEL REPORT

49 - 116

Contact Officer: Sarah Claridge (Democratic Services Officer), 01865 252402, email; [sclaridge@oxford.gov.uk](mailto:sclaridge@oxford.gov.uk)

<b>Background Information</b>
<p>The Scrutiny Panel has completed its investigations, during which it:</p> <ul style="list-style-type: none"><li>• Consulted market traders;</li><li>• Visited markets in London and Bristol;</li><li>• Interviewed Officers and Board Members</li></ul> <p>The Panel delayed its report back to the Committee in order that it could consider the Retail Group's proposals and see the results of consultation.</p>

Why is it on the agenda?
<p>This is the final report from the Covered Market Panel. The Committee is asked to decide the recommendations it wishes to make to the City Executive Board on 12<sup>th</sup>. February.</p> <p>Also attached for information is the City Executive Board response to the Retail Groups proposals which have been subject to consultation. This report will be considered at the City Executive Board on 12<sup>th</sup> February.</p> <p><b>The Retail Groups report into the Covered Market will be circulated as a supplement.</b></p>
Who has been invited to comment?
<p>The Panel will present its findings to the Committee. The Lead Member is Councillor Campbell.</p>
What will happen after the meeting?
<p>Any Committee's agreed recommendations will be presented to the Board Member and City Executive Board on the 12<sup>th</sup>. February.</p>

## 7 EMPLOYMENT ANALYSIS - BME GROUPS

Contact Officer: Jarlath Brine (Organisational Development and Learning Advisor, Equalities and Apprenticeships); 01865 252131, email [jbrine@oxford.gov.uk](mailto:jbrine@oxford.gov.uk)

Background Information
<p>Performance measure BV017a concerns the percentage of BME employees within the Council.</p> <p>At its November meeting, the Committee asked for further details on some performance indicators, this being one. As a result a new line of enquiry was opened.</p>
Why is it on the agenda?
<p>At the last meeting the Committee considered information on the success of applicants for jobs from BME groups. In an effort to better understand the employment prospects of individuals from these groups, the Committee asked to see analysis of the reasons applicants fail at each stage of the process (shortlisting and appointment).</p> <p><b>Report to follow as a supplement.</b></p> <p>In addition the Committee asked to see the following:-</p>

<ul style="list-style-type: none"> <li>• The Talent Management Strategy proposals.</li> <li>• A review of the essential criteria in entry level jobs.</li> </ul> <p>These 2 items will be available at the April meeting.</p>
Who has been invited to comment?
Jarlath Brine, Organisational Development and Learning Advisor, Equalities and Apprenticeships.
What will happen after the meeting?
Any comments or recommendations will be presented as decided by the Committee.

## 8 PERFORMANCE MONITORING - QUARTER 3

117 - 120

Contact Officer: Pat Jones, Principal Scrutiny Officer, Tel 01865 252191, [phjones@oxford.gov.uk](mailto:phjones@oxford.gov.uk)

Background Information
<p>The Scrutiny Committee set a small Panel of members to consider the available performance measures and select two sets, linked to the scrutiny programme, for monitoring on a quarterly basis.</p> <p>The sets were to be considered by the Housing Panel and the Scrutiny Committee. The attached table includes the selection for the Scrutiny Committee.</p>
Why is it on the agenda?
<p>These tables represent performance at the end of Quarter 3. The Panel was able to find and select measures that related to the following priorities of the Committee:</p> <ul style="list-style-type: none"> <li>• Youth Ambition.</li> <li>• Reducing Emissions.</li> <li>• Participation in Healthy Activities.</li> <li>• Improved Recycling.</li> <li>• Great Customer Contact</li> <li>• Empowerment.</li> <li>• Corporate Health.</li> </ul>
Who has been invited to comment?
<p>Pat Jones, Principal Scrutiny Officer, will present the report. Any detailed information required by the Scrutiny Committee will be requested and service measures will attend the next available meeting.</p>

What will happen after the meeting?

Any recommendations will be made to the Board Member or the next available City Executive Board.

If the Committee wishes to question Service Officers on performance, the officers concerned can be invited to a future meeting.

**9 MINUTES**

121 - 126

Minutes of the meeting held on 3<sup>rd</sup> December 2013 attached.

**10 DATES OF FUTURE MEETINGS**

The following dates have been agreed:-

4<sup>th</sup> March 2014  
1<sup>st</sup> April 2014



## **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; licences 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". What this means is that 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.

<sup>1</sup> Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those of the member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.



## Scrutiny Committee Work Programme 2013 - 2014

This programme represents the work of the Scrutiny Committee. It is divided between those items to be considered at:

- Full Committee Meetings – Agenda schedules at the end of this document.
- Standing Panels
- Review Panels in progress
- Potential Review Panels

Potential Review Panel items will only come forward for consideration as resources allow.

The programme also lists:

- Decisions called in.
- Councillor calls for action.
- New items suggested for scrutiny by councillors or residents.

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### Full Committee Meetings

Topic	Area(s) for focus	Progress	Lead and other Councillors
Thames Water investment to improve flooding and sewage issues in the City.	To consider the experience of Swindon Council in influencing Thames Water.	Committee agreed to extend the Panel membership to allow a group of councillors to meet officers in October to take a brief on: <ul style="list-style-type: none"> <li>• The amount of investment already made by TW.</li> <li>• What further investment is needed.</li> <li>• Advice on our priorities for this</li> </ul>	Lead: Councillor Darke  Councillors Pressel, Hollick and Jones.

		<p>investment.</p> <ul style="list-style-type: none"> <li>• What are the City Council responsibilities as riparian owners and what money is available to deliver on these responsibilities.</li> <li>• Any lessons that can be learnt from Swindon.</li> </ul> <p>This Group will then advise the committee on the best focus for this item.</p> <p>Briefing meeting for the Panel happened on 30<sup>th</sup>. October. Scope agreed for progress in January.</p> <p>Panel Lead Member had an exploratory meeting with Thames Water in January. An Investment Priority list is being finalised by City Officers after which a meeting between Thames Water, the Panel and others to be confirmed to explore these investment priorities and timetables for action.</p>	
Discretionary Housing Payments	Quarterly updates on spending, claimant/property profiles, and issues and knock on effects.	Report to September meeting. Committee asked for more information	Lead: Councillor Coulter.

		<p>in subsequent reports. Councillor Coulter to pursue.          Meeting with Board Member and Head of Service 8<sup>th</sup>. October.          New framework agreed for presentation to December meeting.          Next presentation in March.</p> <p>Continue to monitor.</p>	
<p>Performance monitoring</p>	<p>Quarterly report on a set of Corporate and service measures chosen by the Committee.</p>	<p>Councillors met and agreed 2 performance sets:</p> <ul style="list-style-type: none"> <li>• Scrutiny Committee</li> <li>• Housing Panel</li> </ul> <p>Qtrly meetings scheduled.</p> <p>5/9/2013 meeting – clarification on LP106 requested – Information reviewed Panel asked for 5% target to be increased.</p> <p>5/11/2013 meeting – more details on CH001, BV017a and BI002a called for to the 3/12/13 meeting. Information received set a new line of inquiry. See item below.</p> <p>Qtr 3 outcomes to march meeting.</p>	<p>Councillors Campbell, Simmons, Coulter and Darke.</p>

Percentage of BME employees (performance measure BV017a)	<p>Analysis of the progress of BME applicants when they apply for job.</p> <p>Consideration of essential criteria for all entry level jobs to ensure there are no unnecessary barriers to employment.</p>	<p>Analysis information to Committee in February.</p> <p>Talent Management Strategy proposals to Committee in April.</p> <p>Review of essential criteria progress to Committee in April.</p>	All Committee
Council Tax exemption for students. Is this being applied consistently and managed.	Two councillors to talk to officers about the process and report back to the committee if there is an issue to follow up on.	No progress. Possibly April meeting.	Lead: Councillor Simmons.
Fusion Leisure Contract	Leisure centre usage and the engagement in all leisure activities across the City with a particular focus on engagement of residents from our most deprived wards.	April meeting.	<p>Lead: Councillor Coulter.</p> <p>Councillor Fry has expressed an interest in this item.</p>
Community Safety	Issue to be decided on after consultation with the Board Member.	<p>Discussion with Board Member at the October meeting.</p> <p>Asked Board Members to express concern to the Local Commander about the operation of NAGs since transfer of administrative responsibilities.</p> <p>Asked to see outcomes from the new</p>	<p>All Committee.</p> <p>Councillor Jones has expressed an interest in this issue.</p>

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		ASB process in a year's time. Scheduled for April 2014.	
		No further issues	
The method by which the scale of new buildings and extensions is indicated in planning applications, in particular an evaluation of the agreed pilot scheme based on the practice in Swiss Cantons.	Evaluation of the pilot in City development.	No progress.	Lead: Councillor Fry.  Councillor Jones has expressed an interest in this issue.
Use of Social Media by the Council	Review proposals within the Public Engagement Strategy.	December meeting alongside the Public Engagement Strategy.  Committee to consider a paper from Councillor Brett during the next cycle.	Lead: Councillor Brett.
Any item called from the Forward Plan for pre decision scrutiny.	To consider and comment on issues to be decided by the City Executive Board.	The following have been considered by the Committee: <ul style="list-style-type: none"> <li>• Discretionary Housing Payments Scheme – <b>Recommendations made to CEB.</b></li> <li>• End of year integrated report – Issues raised for inclusion in the scrutiny programme.</li> <li>• Corporate Debt Management Policy – No actions.</li> <li>• Appointment of the main</li> </ul>	Lead: Councillor Mills.

		<p>contractor for the Affordable Homes Programme – No actions.</p> <ul style="list-style-type: none"><li>• Youth Ambition Strategy – <b>Recommendations made to CEB.</b></li><li>• Low Emissions Strategy and Air Quality Action Plan – <b>Recommendations made to CEB.</b></li><li>• Riverside Land Acquisition – <b>recommendations to CEB 13<sup>th</sup>. November.</b></li><li>• Customer Contact Strategy – September meeting – <b>recommendations made to CEB on the 11<sup>th</sup>. September.</b></li><li>• Oxfordfutures Fund – (item delayed indefinitely).</li><li>• Grants Programme Commissioning Review – October meeting – <b>recommendations to CEB on the 9<sup>th</sup>. October.</b></li><li>• City Deal – October meeting – <b>recommendations to CEB on the 9<sup>th</sup>. October..</b></li><li>• Community Engagement Plan – <b>recommendations to CEB on</b></li></ul>	
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		<p><b>the 11<sup>th</sup>. December 2013.</b></p> <ul style="list-style-type: none"> <li>• Oxpens Master Plan consultation outcome – <b>recommendations to CEB on the 13<sup>th</sup>. November.</b></li> <li>• Waste and Recycling Strategy – Panel – <b>recommendations to CEB on the 13<sup>th</sup>. November.</b></li> </ul>	
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### Standing Panels

Topic	Area(s) for focus	Progress	Nominated councillors
<p>Housing – All strategic and landlord issues considered within the Scrutiny Function.</p>	<p>Issues:</p> <ul style="list-style-type: none"> <li>• Allocation Policies and how we communicate, give advice and take account of feedback.</li> <li>• Decent Homes Standard – where do we go next in investment in our stock?</li> <li>• Regeneration on estates – what are our ambitions and how do we deliver and engage communities.</li> </ul> <p>Items for pre decision scrutiny:</p> <ul style="list-style-type: none"> <li>• Housing Strategy Action Plan periodic review – September meeting</li> <li>• Housing Strategy refresh –</li> </ul>	<p>All items for pre-decision scrutiny taken and recommendations made to CEB.</p> <p>Decent Homes Standard where next to be considered post stock condition survey to see options for the Asset Management Strategy. Suggestion that this is done in partnership with tenants.</p> <p>Estate regeneration – Focus on regeneration in the Leys and in particular:</p> <ul style="list-style-type: none"> <li>• How community capacity is built in preparation for this.</li> <li>• What community influence</li> </ul>	<p><b>No substitutions allowed.</b></p> <p>Lead: Councillor Smith.</p> <p>Co-opted Member – Linda Hill Councillor Hollick, Sanders and McCready.</p>

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	<p>December meeting.</p> <ul style="list-style-type: none"> <li>• Long term affordable housing for homelessness prevention – September meeting.</li> <li>• Allocations review and changes to the Allocations Policy – September meeting.</li> </ul>	<p>practically means for residents.</p> <p><b>New Items added</b></p> <ul style="list-style-type: none"> <li>• Rent arrears analysis</li> <li>• Homelessness in particular “no second night out” and the effects of cuts on hostel accommodation in the City.</li> <li>• STAR survey results/comparisons to other providers/actions for improvement.</li> <li>• Improving quality in the private rent sector – a City Council Letting Agency.</li> <li>• Tenants and Residents Involvement Strategy – Implementation and opportunities for influence for tenants.</li> </ul>	
<p>Finance Panel – All finance issues considered within the Scrutiny Function.</p>	<ul style="list-style-type: none"> <li>• Quarterly budget monitoring.</li> <li>• Medium Term Financial Strategy and budget review.</li> <li>• “Proper Body” for scrutiny of the Treasury Management Strategy and Function.</li> </ul>	<p>Recommendations made on Treasury Management.</p> <p>MTFS review scope and timetable agreed.</p>	<p><b>No substitutions allowed.</b></p> <p>Lead: Councillor Simmons.</p> <p>Councillors Fry, Darke and Fooks.</p>

## Review Panels in progress

Topic	Scope	Progress	Nominated councillors
Covered Market Strategy and Leasing Strategy.	<p>Scope:</p> <ul style="list-style-type: none"> <li>• Pre-scrutiny and engagement with the developing Covered Market Strategy and Leasing Strategy.</li> <li>• Independent engagement with the Covered Market Traders Association.</li> <li>• Review of the leasing decision for the unit formerly occupied by Palm's Delicatessen.</li> <li>• Consideration of comparative data from similar markets.</li> </ul>	<p>The Group is currently observing the Covered Market Stakeholder engagement. Alongside this:</p> <ul style="list-style-type: none"> <li>• Face to face consultation with Market Traders has taken place.</li> <li>• Visits to 4 London markets and Bristol market have happened.</li> <li>• Interviews with Officers and Board Members have taken place.</li> </ul> <p>Interim findings to the October Scrutiny Committee. Final report expected in November.</p> <p>Programmed to finish in November Delayed awaiting Strategy.</p> <p>Panel final report to February meeting.</p>	<p><b>No substitutions allowed.</b></p> <p>Lead: Councillor Campbell.</p> <p>Councillors Fooks , Van Nooijen (resigned), Clarkson and Benjamin</p> <p>Councillor van Nooijen resigned from the Panel. Labour members asked if they wished to replace him.</p>

<p>Recycling Rates – Are our targets ambitious enough.</p>	<p>Scope:</p> <ul style="list-style-type: none"> <li>• Consider our current policies and their effects.</li> <li>• Review with service officers barriers to improvement alongside best practice and new initiatives.</li> </ul>	<p>The Group have identified a number of areas for potential improvement and are currently working with officers to explore these.</p> <p>The Group has agreed to focus its efforts around reward and penalty schemes taking in a broad range of suggestions.</p> <p>Data gathering is underway.</p> <ul style="list-style-type: none"> <li>• Information has been gathered on the incentives currently used by the Council and the effects of these.</li> <li>• Information is being gathered from WRAP and other authorities on incentives and outcomes.</li> </ul> <p>Panel asked and it was agreed that they pre-scrutinise the Waste and Recycling Strategy expected at CEB in November.</p> <p>Programmed to finish in December.</p> <p>Panel delayed scheduled to report in March.</p>	<p><b>No substitutions allowed.</b></p> <p>Lead: Councillor Fry.</p> <p>Councillors Simmons and Jones</p>
<p>Enfranchisement and</p>	<p>Scope:</p>	<p>Planning is underway for the Group to</p>	<p><b>No substitutions</b></p>

Empowerment.	<p>As census data is published we begin to see the diverse and changing nature of Oxford and the number of people who failed to complete details without a least 1 reminder. Alongside this there are a number of properties with no one registered to vote.</p> <ul style="list-style-type: none"> <li>• What effect does this have on our understanding of Oxford's communities?</li> <li>• Do we understand why some households/communities choose not to engage?</li> <li>• What is the extent of this democratic deficit?</li> <li>• What does this mean for communities, services and funding?</li> </ul>	<p>run 3 focus groups talking to the Somali, Pakistani and Polish communities to understand the extent of their knowledge of public services and issues they have with engagement. These will happen in October 2013.</p> <p>Programmed to finish in December.</p> <p>3 focus group dates agreed towards the end of October one more date still to secure. Delayed finish to December to accommodate this.</p> <p>Review report considered in December. Officers to respond to proposals before presentation to CEB.</p>	<p><b>allowed.</b></p> <p>Lead: Councillor Darke.</p> <p>Councillors Jones and O'Hara.</p>
The effects and value of the City's investment in educational attainment at primary level.	<p>Scope: To partner with a participating school to:</p> <ul style="list-style-type: none"> <li>• See the on the ground effects of the KRM model.</li> <li>• Understand the effects for children of all ability types.</li> <li>• Hear and see how the school copes with the cultural and professional challenges.</li> </ul>	<p>The Group has agreed continuing discussions with its partner school which will happen in July.</p> <p>Recent membership changes to the Group have slowed progress.</p> <p>Work with the school will continue for a third term.</p>	<p><b>No substitutions allowed.</b></p> <p>Lead: Not nominated</p> <p>Councillors Campbell, Jones, Coulter, Paule and Khan.</p>

	<ul style="list-style-type: none"> <li>• See how school inspectors respond.</li> <li>• Understand the targets set by the school management team and the part KRM plays in this.</li> </ul> <p>Latterly the group has also decided to look at absenteeism.</p>		
Mutual Exchanges between Council Tenants.	<p>Scope: To consider the under occupancy in the Council's stock and the potential for mutual exchanges to support those tenants affected by the changes to benefits and in particular the "bedroom tax".</p> <p>To consider what changes and support is needed to make mutual exchanges a more useful tool for tenants.</p> <ul style="list-style-type: none"> <li>• Interview a range of tenants who have just registered to move.</li> </ul> <p>Interview a range of tenants at the point of swap within the mutual exchange system.</p>	<p>Interviews with tenants who are at various stages of the Mutual Exchange process have been completed.</p> <p>Interviews with scheme administrators have been completed.</p> <p>Observation of mutual exchange events is underway.</p>	<p><b>No substitutions allowed.</b></p> <p>Housing Panel with Linda Hill (Lead) tenant.</p>
Budget Review	<p>Scope: Review of the budget and Medium</p>	<p>Meeting set to outline scope timetable for the 14<sup>th</sup>. October.</p>	<p>Members of the Finance Standing</p>

	Term Financial Plan – focus to be agreed.	Scope and timetable outlined by Chair for discussion and agreement at the Finance Panel 7 <sup>th</sup> . November.  Report will be completed for presentation to CEB in February.	Panel.
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**Potential Review Panels – to be taken when resources allow (no particular order)**

<b>Topic</b>	<b>Area(s) for focus</b>	<b>Nominated councillors</b>
Tracking the experience of a few families affected by benefit changes to record the affects in a holistic way.	Initial scoping with Lead Councillor	Lead: Councillor Smith

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**Items Called in and Councillor Calls for Action**

None

**New suggestion from Councillors or Residents**

None

## Committee Agenda Schedules

Each agenda will have 2 standing items:

- Work programme and recommendation progress
- Forward Plan

Date	Agenda Item
4 <sup>th</sup> . June	<ol style="list-style-type: none"> <li>1. Scrutiny operating arrangements.</li> <li>2. Forward Plan.</li> <li>3. Pre-scrutiny – Discretionary Housing Payments.</li> <li>4. Pre-scrutiny – End of Year Integrated Report.</li> <li>5. Pre-scrutiny – Corporate Deb Management Policy.</li> <li>6. Pre-scrutiny – Appointment of Main Contractor for Affordable Homes Programme.</li> </ol>
2 <sup>nd</sup> . July	<ol style="list-style-type: none"> <li>1. Work programme selection and set up.</li> <li>2. Fusion Contract End of Year Performance 2012 - 2013.</li> <li>3. Pre-scrutiny – Emissions Strategy and Air Quality Action Plan.</li> <li>4. Pre-scrutiny- Youth Ambition Strategy.</li> </ol>
5 <sup>th</sup> . September	<ol style="list-style-type: none"> <li>1. Performance Monitoring – Qtr. 1.</li> <li>2. Discretionary Housing Payments – Monitoring Report.</li> <li>3. Pre-scrutiny - Riverside Land (item delayed at CEB).</li> <li>4. Pre-scrutiny -Customer Contact Strategy.</li> <li>5. Pre-scrutiny -Oxfutures Fund (item delayed indefinitely)</li> <li>6. Pre-scrutiny – City Deal (item delayed at CEB))</li> <li>7. Pre-scrutiny -Grants Programme Commissioning Review (item delayed at CEB).</li> </ol>
1 <sup>st</sup> . October	<ol style="list-style-type: none"> <li>1. Community Safety issues – Board Member.</li> <li>2. Interim Covered Market – Panel report.</li> <li>3. Pre-scrutiny – City Deal.</li> <li>4. Pre-scrutiny – Review of the Community and Voluntary Organisations Grants Programme.</li> </ol>
5 <sup>th</sup> . November	<ol style="list-style-type: none"> <li>1. Performance Monitoring – Qtr. 2.</li> <li>2. Pre-scrutiny - Oxpens Master Plan – consultation outcome.</li> <li>3. Councillor Calls for Action</li> <li>4. Pre-scrutiny – Riverside Land</li> <li>5. Recycling – Panel update and pre-scrutiny of the Waste and Recycling Strategy.</li> </ol>
3 <sup>rd</sup> . December	<ol style="list-style-type: none"> <li>1. Panel advice on Thames Water investment.</li> <li>2. Enfranchisement and Empowerment – Panel</li> </ol>



	<p>report.</p> <ol style="list-style-type: none"> <li>3. Pre-scrutiny - Community Engagement Strategy.</li> <li>4. Use of Social Media by the Council.</li> <li>5. Discretionary Housing Payments – Monitoring Report.</li> <li>6. Report back on performance Indicators- BI002a, CH001 and BV017a.</li> </ol>
14 <sup>th</sup> . January Meeting cancelled.	<ol style="list-style-type: none"> <li>1. Final Covered Market Report – deferred to February.</li> </ol>
4 <sup>th</sup> . February	<ol style="list-style-type: none"> <li>1. Performance Monitoring – Qtr. 3.</li> <li>2. Employment analysis – BME groups</li> <li>3. Covered Market Panel Report</li> </ol>
4 <sup>th</sup> . March	<ol style="list-style-type: none"> <li>1. Discretionary Housing Payments – Monitoring Report.</li> <li>2. Recycling Incentives – Panel Report</li> </ol>
1 <sup>st</sup> . April	<ol style="list-style-type: none"> <li>1. Leisure centre usage and the engagement in all leisure activities across the City with a particular focus on engagement of residents from our most deprived wards.</li> <li>2. Education Attainment Panel report.</li> <li>3. Progress and outcomes from revised Anti-Social Behaviour structure and processes.</li> <li>4. Options under consideration for the Talent Management programme (particular emphasis on BME groups).</li> <li>5. Student Council Tax Exemptions – issues.</li> <li>6. Review of essential criteria for entry level jobs (particular emphasis young people who are NEAT)</li> </ol>

## Finance Standing Panel

Dates	Agenda Items
6 <sup>th</sup> . September 5.00pm.	<ol style="list-style-type: none"> <li>1. Quarter 1 spending against budget.</li> <li>2. Treasury Management outturn 2012 – 2013.</li> <li>3. Quarter 1 2013 – 2014 Treasury Management performance.</li> <li>4. Panel work programme.</li> </ol>
7 <sup>th</sup> . November 5.30pm	<ol style="list-style-type: none"> <li>1. Quarter 2 spending against budget.</li> <li>2. Quarter 2 2013 – 2014 Treasury Management performance.</li> <li>3. Budget review scope and timetable.</li> <li>4. Contingencies detail 2008 to date.</li> <li>5. Modelled effects of the agreed transfer of assets from the Housing Revenue Account to the General Fund.</li> </ol>
6 <sup>th</sup> . February 2014 at 6.00pm.	<ol style="list-style-type: none"> <li>1. Quarter 3 spending against budget.</li> <li>2. Quarter 3 Treasury Management performance.</li> <li>3. Draft Treasury Management Strategy 2014 - 2015</li> </ol>

## Housing Standing Panel

### Outline –issues still to be developed by Panel

The Scrutiny Committee has asked that this Panel also take issues from the Forward Plan related to the Housing theme. Additional dates have been reserved to allow this to happen if necessary, these are:

- 3<sup>rd</sup> October.
- 5<sup>th</sup> December (used).
- 15<sup>th</sup> January 2014.
- 6<sup>th</sup> March 2014.
- 3<sup>rd</sup> April 2014.

Dates	Agenda Items
3 <sup>rd</sup> . September	1. Housing Strategy Action Plan.

5.00pm.	<ol style="list-style-type: none"> <li>2. Long term affordable housing for homelessness prevention.</li> <li>3. Allocations review and changes to the Allocations Policy.</li> <li>4. Performance monitoring – Housing Measures – Qtr. 1.</li> <li>5. Allocation Policies and how we communicate, give advice and take account of feedback.</li> <li>6. Panel work programme.</li> </ol>
3 <sup>rd</sup> . October 5.00pm	Provisional – not used.
4 <sup>th</sup> . November at 5.00pm.	<ol style="list-style-type: none"> <li>1. Performance monitoring – Housing Measures- Qtr. 2. Item to include a report back on performance against CS002 and CS005</li> <li>2. Follow up on benefits performance indicators.</li> </ol>
5 <sup>th</sup> . December at 5.00pm.	<ol style="list-style-type: none"> <li>1. Housing Strategy refresh.</li> <li>2. Estate Regeneration – Scope</li> <li>3. Management arrangements – Temporary Accommodation?</li> <li>4. Communications Strategy for the Allocations Scheme</li> <li>5. STAR survey benchmarks and methodology.</li> <li>6. Programme details producing results for PIs HC016, NI154 and NI155.</li> <li>7. Current rent arrears profiles.</li> </ol>
15 <sup>th</sup> . January 2014 at 5.00pm.	<ol style="list-style-type: none"> <li>1. No second night out detailed performance information. (confirmed)</li> <li>2. Improving quality in the private rent sector – a City Council Letting Agency.</li> <li>3. Satisfaction with Parks details of survey results.</li> <li>4. Current rent arrears profiles.</li> </ol>
7 <sup>th</sup> . February at 5.00pm.	<ol style="list-style-type: none"> <li>1. Performance monitoring – Housing Measures – Qtr. 3.</li> </ol>

	<ol style="list-style-type: none"> <li>2. Outcome of the interviews with tenants who had been through the mutual exchange process.</li> <li>3. Possible Asset Management Strategy – Oxford Standard</li> <li>4. STAR survey validated benchmark results with demographic breakdowns.</li> </ol>
6 <sup>th</sup> . March at 5.00pm.	<p>Provisional</p> <ol style="list-style-type: none"> <li>1. Temporary Accommodation Management Arrangements – Dave Scholes</li> <li>2. Oxfordshire County Council – Supporting People budget issues – Dave Scholes and Nerys Parry</li> </ol>
3 <sup>rd</sup> . April at 5.00pm.	<ol style="list-style-type: none"> <li>1. Tenants and Residents Involvement Strategy – Implementation and opportunities for influence for tenants.</li> </ol>

#### Items for the 2014/15 Council Year

- (1) May/June - Rents arrears – continued monitoring with 6 monthly reports
- (2) Continued monitoring of satisfaction with Parks Services

# FORWARD PLAN FOR THE PERIOD FEBRUARY - MAY 2014

The Forward Plan gives information about all executive decisions (including "key decisions") the City Executive Board is expected to take over the forthcoming four-month period. It also contains information about key decisions, and decisions of significance to be taken by other council committees and by Council itself that Council officers are expected to take over the forthcoming four-month period. A "key decision", except in special or urgent circumstances, cannot be taken unless it has appeared in the Forward Plan for 28 days before the key decision is made. The Forward Plan also contains information about matters that are likely to be taken in private.

## Key decisions

A key decision as defined in Regulations means an executive decision which is likely:-

- “(a) To result in the council incurring expenditure which is, or the making of savings which are, significant having regard to the council’s budget for the service or function to which the decision relates; or
- (b) To be significant in terms of its effects on communities living or working in an area comprising two or more wards in the council’s area.

The guidance figures for significant items in financial terms as far as the City Council is concerned is £500,000.

## Private meetings

Part or the whole or some or all of the matters in this Forward Plan may be taken at a meeting not open in part or in whole to the press or public on one of the grounds in the Local Government (Access to Information) (Variation) Order 2006. Where a matter is likely to be taken in whole or in part in private, this is indicated in the details about that matter.

## Making representations on matters or objections to taking matters in private

If you wish to make representations about any matter listed in the Forward Plan, or about taking any part of a matter in private then you must contact us at least 7 working days before the decision is due to be made. This can be done:-

- by email to [forwardplan@oxford.gov.uk](mailto:forwardplan@oxford.gov.uk)
- in writing to

William Reed  
Democratic Services Manager  
Town Hall  
St Aldate's Street  
Oxford  
OX1 1BX  
Email: [wreed@oxford.gov.uk](mailto:wreed@oxford.gov.uk)  
Tel.: 01865 252230

## **Inspection of documents**

Reports to be submitted to the decision-maker together with background papers to those reports as listed in the reports are available for inspection at the offices of the Council and appear on our website [www.oxford.gov.uk](http://www.oxford.gov.uk) 5 working days prior to the date on which the decision is due to be made.

## **The Council's decision-making process**

Further information about the Council's decision making process (including key decisions) can be found in the Council's Constitution, which can be inspected at the Council's offices or online at [www.oxford.gov.uk](http://www.oxford.gov.uk)

## **CITY EXECUTIVE BOARD MEMBERSHIP AND RESPONSIBILITIES**

<i>Bob Price (Leader)</i>	<i>Corporate Governance, Strategic Partnerships and Economic Development</i>
<i>Ed Turner (Deputy Leader)</i>	<i>Finance, Efficiency and Strategic Asset Management</i>
<i>Susan Brown</i>	<i>Benefits and Customer Services</i>
<i>Colin Cook</i>	<i>City Development</i>
<i>Steve Curran</i>	<i>Youth and Communities</i>
<i>Pat Kennedy</i>	<i>Education, Crime and Community Safety</i>
<i>Mark Lygo</i>	<i>Parks, Sports and Events</i>
<i>Mike Rowley</i>	<i>Leisure Services</i>
<i>Scott Seamons</i>	<i>Housing</i>
<i>John Tanner</i>	<i>Cleaner Greener Oxford</i>

## FEBRUARY

<b>ITEM 1:</b>	<b>BUDGET AND MEDIUM TERM FINANCIAL STRATEGY 2014/15 TO 2017/18 AND 2014/15 BUDGET</b>
This report will present the Council's Budget for 2014/15 and the Medium Term Financial Strategy for the Board to recommend Council to adopt.	
<b>Target Date:</b>	12 Feb 2014 19 Feb 2014
<b>Decision Taker</b>	City Executive Board Council
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Finance, Efficiency and Strategic Asset Management Executive Board Member for Finance, Efficiency and Strategic Asset Management
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Finance
<b>Contact:</b>	Nigel Kennedy Tel: 01865 252708 nkennedy@oxford.gov.uk

<b>ITEM 2:</b>	<b>CORPORATE PLAN 2014-18 - OUTCOME OF CONSULTATION - PLAN ADOPTION</b>
Target Date:	
	12 Feb 2014 19 Feb 2014
<b>Decision Taker</b>	City Executive Board Council
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Corporate Governance, Strategic Partnerships and Economic Development Executive Board Member for Corporate Governance, Strategic Partnerships and Economic Development
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Policy Culture and Communications
<b>Contact:</b>	Peter McQuitty Tel: 01865 252780 pmcquitty@oxford.gov.uk

<b>ITEM 3:</b>	<b>TREASURY MANAGEMENT STRATEGY 2014/15</b>
This report will present a Treasury Management Strategy for the financial year 2014/15 for the Board to recommend Council to adopt.	
<b>Target Date:</b>	12 Feb 2014 19 Feb 2014
<b>Decision Taker</b>	City Executive Board

	Council
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Finance, Efficiency and Strategic Asset Management  Executive Board Member for Finance, Efficiency and Strategic Asset Management
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Executive Director Organisational Development and Corporate Services
<b>Contact:</b>	Anna Winship awinship@oxford.gov.uk

<b>ITEM 4:</b>	<b>COMMUNITY AND VOLUNTARY ORGANISATIONS - GRANT ALLOCATIONS 2014/15</b>
This report will set out the recommendations from the officer grants panel for the allocation of grant funding to the community and voluntary sector for 2014/15.	
<b>Target Date:</b>	12 Feb 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Education, Crime and Community Safety
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Leisure, Parks and Communities
<b>Contact:</b>	Julia Tomkins jtomkins@oxford.gov.uk

<b>ITEM 5:</b>	<b>TOWN HALL STRATEGY</b>
This report will present a strategy aimed at ensuring that the Town Hall can remain at the centre of civic and cultural life in the City on a financially sustainable basis.	
<b>Target Date:</b>	12 Feb 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Finance, Efficiency and Strategic Asset Management
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Human Resources and Facilities
<b>Contact:</b>	Simon Howick Tel: 01865 252547 showick@oxford.gov.uk

<b>ITEM 6:</b>	<b>COVERED MARKET STRATEGY</b>
This report will deal with the development of a Covered Market retail strategy. The report will present the recommendations made by specialist market consultants following stakeholder consultation and seek agreement to them.	
<b>Target Date:</b>	12 Feb 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Finance, Efficiency and Strategic Asset Management
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Regeneration and Major Projects Team Manager
<b>Contact:</b>	Christopher Wood cwood@oxford.gov.uk



<b>ITEM 7:</b>	<b>EDUCATIONAL ATTAINMENT PROGRAMME - PROGRESS</b>
This report will present progress on the Council's educational attainment programme.	
<b>Target Date:</b>	12 Feb 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Education, Crime and Community Safety
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Policy Culture and Communications
<b>Contact:</b>	Anna Wright awright@oxford.gov.uk

<b>ITEM 8:</b>	<b>LEISURE FACILITIES DEVELOPMENT AND MANAGEMENT CONTROL - REVIEW</b>
Some information in relation to this report will form a not for publication annex to this report.	
<b>Target Date:</b>	12 Feb 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Leisure Services
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Executive Director Community Services
<b>Contact:</b>	Tim Sadler Tel: 01865 252101 tsadler@oxford.gov.uk

<b>ITEM 9:</b>	<b>ROSE HILL COMMUNITY CENTRE DEVELOPMENT - NEXT STEPS</b>
This report will seek delegated authority to the Executive Director, Community Services to approve the main contract tender and appoint a contractor to undertake the building of the Rose Hill Community Centre.	
<b>Target Date:</b>	12 Feb 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Finance, Efficiency and Strategic Asset Management
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Leisure, Parks and Communities
<b>Contact:</b>	Mark Spriggs mspriggs@oxford.gov.uk

<b>ITEM 10:</b>	<b>RED BRIDGE WASTE RECYCLING CENTRE</b>
This report will ask the Board to concur in an agreement officers have reached in connection with outstanding rent reviews under the tenant's lease from the Council of the Red Bridge Waste Recycling site.	
The report may contain a not for publication appendix.	
<b>Target Date:</b>	12 Feb 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Finance, Efficiency and Strategic Asset Management
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Regeneration and Major Projects Team Manager
<b>Contact:</b>	Christopher Wood cwood@oxford.gov.uk

<b>ITEM 11:</b>	<b>BUDGET 2014/15 - CHIEF FINANCE OFFICER'S REPORT ON BUDGET ROBUSTNESS</b>
<p>This report will be made to Council under Section 25 of the Local Government Act 2003. The report will deal with:-</p> <ul style="list-style-type: none"> <li>the robustness of the estimates made for the purposes of the calculations of the budget</li> <li>the adequacy of the proposed financial reserves.</li> </ul> <p>Council in considering its Budget should have regard to this advice.</p>	
<b>Target Date:</b>	19 Feb 2014
<b>Decision Taker</b>	Council
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Finance, Efficiency and Strategic Asset Management
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Finance
<b>Contact:</b>	Nigel Kennedy Tel: 01865 252708 nkennedy@oxford.gov.uk

<b>ITEM 12:</b>	<b>CONSTITUTION REVIEW - FINANCIAL CHANGE PROPOSALS</b>
<p>This report will contain the outcome of the 2013 review of the Council's Constitution and will recommend changes to it.</p>	
<b>Target Date:</b>	19 Feb 2014
<b>Decision Taker</b>	Council
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Corporate Governance, Strategic Partnerships and Economic Development
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Law and Governance
<b>Contact:</b>	Nigel Kennedy nkennedy@oxford.gov.uk

## MARCH

<b>ITEM 13:</b>	<b>FINANCE, PERFORMANCE AND RISK - QUARTER 3 PROGRESS 2013/14</b>
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Finance, Efficiency and Strategic Asset Management
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Executive Director Organisational Development and Corporate Services
<b>Contact:</b>	Nigel Kennedy Tel: 01865 252708 nkennedy@oxford.gov.uk, Jane Lubbock Tel: 01865 252708 jlubbock@oxford.gov.uk

<b>ITEM 14:</b>	<b>CUSTOMER CONTACT STRATEGY</b>
The draft Customer Contact Strategy was considered by the City Executive Board in September 2013. The Board agreed to consult upon it. This report will contain the outcome of the consultation and recommend the adoption of a Strategy.	
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Benefits and Customer Services
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Customer Services
<b>Contact:</b>	Helen Bishop Tel: 01865 252233 hbishop@oxford.gov.uk

<b>ITEM 15:</b>	<b>COUNCIL TAX DISCRETIONARY DISCOUNT POLICY</b>
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Benefits and Customer Services
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Community Services
<b>Contact:</b>	Helen Bishop Tel: 01865 252233 hbishop@oxford.gov.uk

<b>ITEM 16:</b>	<b>HORSPATH ROAD SPORTS PAVILION - REMODELLING OPTIONS</b>
This report will review the options for remodelling the Horspath Road sports pavilion and for improving sports provision at Horspath Road.	
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Leisure Services
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Leisure, Parks and Communities
<b>Contact:</b>	Ian Brooke Tel: 01865 252705 ibrooke@oxford.gov.uk

<b>ITEM 17:</b>	<b>COMMUNITY ENGAGEMENT PLAN 2014-2017 - ADOPTION OF PLAN</b>
<b>Target Date:</b>	12 Mar 2014 14 Apr 2014
<b>Decision Taker</b>	City Executive Board Council
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for Corporate Governance, Strategic Partnerships and Economic Development  Executive Board Member for Corporate Governance, Strategic Partnerships and Economic

	Development
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Executive Director Community Services
<b>Contact:</b>	Peter McQuitty Tel: 01865 252780 pmcquitty@oxford.gov.uk

<b>ITEM 18:</b>	<b>FINANCIAL INCLUSION STRATEGY</b>
This report will set out a strategy defining the Council's approach to financial inclusion including an action plan to achieve objectives in the strategy.	
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Benefits and Customer Services
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Customer Services
<b>Contact:</b>	Paul Wilding Tel: 01865 252461 pwilding@oxford.gov.uk

<b>ITEM 19:</b>	<b>PARKING ON HRA LAND</b>
This report will present options for the control of resident parking on HRA land.	
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Housing
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Housing and Property
<b>Contact:</b>	Alison Dalton adalton@oxford.gov.uk

<b>ITEM 20:</b>	<b>OXFORDSHIRE STRATEGIC HOUSING MARKET ASSESSMENT 2014</b>
The purpose of this report is to set out the implications of the new Oxfordshire Strategic Housing Market Assessment (SHMA). The report will outline what impact the SHMA may have on adopted planning policies in Oxford and on the wider implications for housing land supply across the County.	
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Not Key
<b>Executive lead member:</b>	Executive Board Member for City Development
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of City Development
<b>Contact:</b>	Adrian Roche Tel: 01865 252165 aroche@oxford.gov.uk

<b>ITEM 21:</b>	<b>GRANT ALLOCATION - PREVENTING HOMELESSNESS AND HOMELESSNESS SERVICES</b>
This report will recommend the allocation of grants from the Government under the Preventing Homelessness programme and the City Council's own grant funding for homelessness services.	
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Housing
<b>Is this item to be taken in public?</b>	Yes

<b>Report of:</b>	Head of Housing and Property
<b>Contact:</b>	Nerys Parry nparry@oxford.gov.uk

<b>ITEM 22:</b>	<b>CHILDREN AND YOUNG PEOPLE'S PLAN 2014-2017</b>
This report will present an updated Children and Young People's Plan, following consultation, for adoption by the Board. The primary aim of the Plan is to set out the services the Council will provide for children, young people and families to achieve the Council's vision for young people in the City.	
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Education, Crime and Community Safety, Executive Board Member for Parks and Sports
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Policy Culture and Communications
<b>Contact:</b>	Val Johnson vjohnson@oxford.gov.uk

<b>ITEM 23:</b>	<b>DIGITAL PATHWAYS TO SOCIAL INCLUSION</b>
This report will be an impact study of home internet access and integrated support strategies for workless households	
<b>Target Date:</b>	12 Mar 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Corporate Governance, Strategic Partnerships and Economic Development
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Policy Culture and Communications
<b>Contact:</b>	Val Johnson vjohnson@oxford.gov.uk

## APRIL

<b>ITEM 24:</b>	<b>FUSION LIFESTYLE - ANNUAL SERVICE PLAN 2014/15</b>
This report will ask the City Executive Board to endorse Fusion Lifestyle's 2014/15 Annual Service Plan for the management of the Council's leisure facilities.	
<b>Target Date:</b>	9 Apr 2014
<b>Decision Taker</b>	City Executive Board
<b>Is this a Key Decision?</b>	Yes
<b>Executive lead member:</b>	Executive Board Member for Leisure Services
<b>Is this item to be taken in public?</b>	Yes
<b>Report of:</b>	Head of Leisure, Parks and Communities
<b>Contact:</b>	Lucy Cherry Tel: 01865 252707 lcherry@oxford.gov.uk

## MAY

## BEYOND THE LIFE OF THIS PLAN

## Scrutiny Recommendation 2013 – 2014

### All recommendations

29

<b>Community Engagement Plan</b>		
<b>Scrutiny Committee – 3rd. December 2013.</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
To provide a clear statement in the Plan, supported by guidance to services, of the need for all engagement to link in order to deliver the overall aims of the Community Engagement Plan.	Agreed	City Executive Board 11 <sup>th</sup> . December 2013.
To ensure that the guidance and Tool Kit are fit for purpose for the many diverse groups the Council is seeking to engage with.	Agreed	City Executive Board 11 <sup>th</sup> . December 2013.
To consider in the Community Engagement Plan the role played by councillors, how this is supported through advice and training and is linked into democratic processes.	Agreed	City Executive Board 11 <sup>th</sup> . December 2013.
In order to improve engagement in the consultation process of this document to include: <ul style="list-style-type: none"> <li>• A simple questionnaire built around the main areas of consideration.</li> <li>• Examples of good and poor engagement activities.</li> </ul>	Awaiting	City Executive Board 11 <sup>th</sup> . December 2013.

To emphasis and give more weight in the Plan to looking for and encouraging engagement at a very local level to ensure communities can help shape decisions and issues that matter to them.	Agreed	City Executive Board 11 <sup>th</sup> . December 2013.
To recognise within the Plan and Tool Kit the importance of defining what might constitute a Hard to Reach Group as broadly as possible and on a case by case basis.	Agreed	City Executive Board 11 <sup>th</sup> . December 2013.
<b>Housing Strategy – Refresh</b>		
<b>Scrutiny Housing Panel – 5th. December 2013.</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
That the implementation of a new Landlord and Lettings Agencies Accreditation Scheme be publicised as widely as possible to achieve the greatest impact and that the number of Landlords in the scheme be maximised.	Agreed	City Executive Board 11 <sup>th</sup> . December 2013.
<b>Opportunities for young people that are NEAT</b>		
<b>Scrutiny Committee – 3<sup>rd</sup>. December 2013.</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
To look at the essential requirements for entry level jobs to ensure that there are no barriers to employment that aren't necessary or could be delivered through training, support or	Agreed Will review essential criteria and report results to April meeting.	Head of Human Resources and Facilities.



mentoring . When we are doing this to be prepared to take some chances in an effort to provide employment opportunities to those who would otherwise not be considered.		
<b>Treasury Management – Qtr. 2</b> <b>Scrutiny Finance Panel – 7<sup>th</sup>. November 2013.</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
The Finance Scrutiny Panel has serious concerns about the Co-operative Banks current position and their recent statements. The Panel wishes to see an urgent review of their position as the Council’s in-house bank to allow for more informed choices to be made.	Agreed with amendment.  Will retender at the end of the current contract – April 2015	City Executive Board 11 <sup>th</sup> . December 2013.
Should a change of in house bank prove prudent or necessary; to ensure that ethical standards and investment remain part of the specification.	Agreed	City Executive Board 11 <sup>th</sup> . December 2013.
To provide to the Panel in 6 months time a review of the performance of the Council’s non specified investments considering in particular, diversity and mix, returns and a benchmark across the public sector for the percentage of funds allocated to this type of investment. To provide options based on this to increase returns. □	Agreed	City Executive Board 11 <sup>th</sup> . December 2013.

<b>Oxpens Site Master Plan</b>		
<b>Scrutiny Committee 5<sup>th</sup>. November 2013.</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
To support the Oxpens Site Master Plan noting the concerns made by some committee members.	Agreed with amendment.  The Board commented that this an outline Master Plan and these concerns will be considered in more detail as we move forward through the planning process.	City Executive Board 13 <sup>th</sup> . November 2013.
<b>Riverside Land Aquisition</b>		
<b>Scrutiny Committee 5<sup>th</sup>. November 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
To support the proposals in the report and ask the City Executive Board to note the offer of residents.	Agreed. Officer will talk directly to residents about their offer.	City Executive Board 13 <sup>th</sup> . November 2013.
<b>Waste and Recycling Strategy</b>		
<b>Scrutiny Committee 5<sup>th</sup>. November 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>

That the strategy reflects in its vision the view that waste is a resource and a commodity from which the Council can generate income, and that the Council should continually be looking for further opportunities to benefit financially from the waste that the City produces.	Agreed	City Executive Board 13 <sup>th</sup> . November 2013.
That CEB investigate and cost opportunities to pre-sort and divert recyclables from household waste collection before sending it to landfill.	Refused The Board Member agreed that this was needed within the County but the County Council has decided on incineration. Any consideration of an MRF provided by the City would be unaffordable. We are tackling these issues using other solutions.	
That the City Executive Board provide to the Scrutiny Committee more detailed information on the costing and feasibility for the options to recycle food from flats that have been considered alongside the details of the current capital bid	Agreed	
That CEB more actively use the penalty at its disposal to convince residents who do not present waste in the manner required.	Agreed	
That CEB investigate, through the Oxfordshire Waste Partnership, local opportunities to reduce excess packaging and reduce the use of plastic bags.	Agreed	
That CEB take all opportunities to promote the benefits of food waste separation to commercial customers and investigate	Agreed	

opportunities to offer incentives to new business customers.		
<b>Performance Indicator LP106</b> <b>Scrutiny Committee – 1st. October 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
<p>The Committee is pleased to see improvements in participation amongst target groups and looks forward to reviewing this data in more detail at the end of the year. The overall target improvement of 5% is consistently overachieved so the Committee want to see a more challenging target set to ensure that we are challenging the provider to do the best they can in this important community development area. The target should be at least that achieved in the previous year.</p>	<p>Refused</p> <p>RESPONSE: "While leisure usage by target groups continues to increase, we'd like to do better still. We're looking at why the increase in usage by target groups appears to have slowed down last quarter, including the way usage is measured, the effect of weather conditions, and the deteriorating state of Temple Cowley Pool, as well as what more we could do to publicise what's available and make it more attractive.</p> <p>"The Council and Fusion remain determined to meet and exceed the 5% target, as we have in previous years. However, until the reasons for last quarter's performance have been determined and we have a slightly</p>	<p>Board Member for Leisure Services.</p> <p>Recommendation sent 8<sup>th</sup>. October 2013.</p>

	longer indication of trend to work with, I don't think it would be helpful to adjust the target. We will of course keep this under review."	
<b>Operation of Neighbourhood Action Groups (NAGs)</b>		
<b>Scrutiny Committee – 1st. October 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
As a follow up, I have been asked to remind you that members of the Scrutiny Committee would be very grateful if you could reflect their views when next you contact the local Police Commander; and in particular if you could ask the Commander where he/she sees the role of NAGS – what is their priority in Police work?	Agree.  Response from Cllr. Kennedy on the agenda.	Board Member for Education, Crime and Community Safety.  Recommendation sent 2 <sup>nd</sup> . October 2013.
<b>Grants Commissioning Review</b>		
<b>Scrutiny Committee – 1st. October 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
That a member of the Scrutiny Committee has a seat on the Welfare Reform Members Panel. This would be Councillor Coulter until May 2014.	Agreed with amendment.  Scrutiny Councillor to have observer status on the Welfare reform Members Panel.	City Executive Board 9 <sup>th</sup> . October

<b>City Deal Bid</b>		
<b>Scrutiny Committee – 1<sup>st</sup>. October 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
For the expected future reports (recommendation 4 in the report) to establish the principle of public scrutiny through Local Authority Scrutiny Committees and discuss how this might work.	Agreed	City Executive Board 9 <sup>th</sup> . October
In developing the ambitions and programmes within the “Skills “ heading for Joint Committee Members to ensure that education, training and apprenticeship programmes are accessible to all through local schools and other educational bodies with an emphasis on early advice and guidance to young people so they are “work ready” for real jobs. For the emphasis of these programmes to be in areas of highest deprivation.	Agreed	
<b>Customer Contract Strategy</b>		
<b>Scrutiny Committee – 5<sup>th</sup>. September 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
To ensure that separate arrangements for consultation with the Business Community are included in the information gathering	Agreed	City Executive Board 11 <sup>th</sup> . September

to inform the final Strategy.		
To explore the use of Skype as a communication tool within this Strategy.	Agreed with Amendment  Will explore Skype as a communication tool along with other methods rather than in isolation.	
To ensure that any service developments are evaluated financially around clear value for money principles.	Agreed	
<b>Budget Spending – Qtr. 1</b>		
<b>Finance Scrutiny Panel – 6<sup>th</sup>. September 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
To express concern about the availability of resources to deliver the Capital Programme.	Noted – arrangements already being considered	City Executive Board 11 <sup>th</sup> . September
To reconsider the reporting of the Commercial Property rental measure using dates that align to produce a more accurate picture of performance.	Agreed	
That the City Executive Board bring forward their strategy for the provision of contingencies with the forthcoming medium Term Financial Strategy to the next meeting of the Panel in November.	Noted – will happen as part of the MTFS in December	
<b>Treasury Management – Qtr. 1</b>		
<b>Finance Scrutiny Panel – 6<sup>th</sup>. September 2013</b>		

<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
To raise the non-specified investment limits from their current levels and redefine what is grouped in this area to manage risk, in an effort to encourage investment diversity and higher rates of return.	Refused	City Executive Board 11 <sup>th</sup> . September
Wherever it provides for good value for money to consider using investment funds for internal borrowing in order to avoid prudential borrowing.	Noted this is already done	
<b>Allocation Scheme Review</b>		
<b>Housing Scrutiny Panel – 3<sup>rd</sup>. September 2013</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
A Communication Strategy should be in place to explain the scheme as agreed, what it means for applicants alongside some general information on the likelihood of being housed. Communication should include the opportunity for feedback on the scheme itself and the understandability of it.	Agreed	City Executive Board 11 <sup>th</sup> . September
<b>Youth Ambition Strategy</b>		
<b>Scrutiny Committee – 2<sup>nd</sup> July</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>



To provide now a set of concrete outcome measures focused on the direct effects on the ambitions and pathways of the young people involved in this work.	Agreed	City Executive Board 10 <sup>th</sup> . July
To monitor and revisit regularly the type of activity provided to ensure that it is flexible, contemporary and engaging the right numbers, in the right place, at the right time.	Agreed	City Executive Board 10 <sup>th</sup> . July
To express the need for the provision of safe spaces for young people to express themselves as an overarching priority for all the schemes, actions and outcomes within this Strategy.	Agreed	City Executive Board 10 <sup>th</sup> . July
<b>Low Emission Strategy and Air Quality Action Plan</b>		
<b>Scrutiny Committee – 2<sup>nd</sup>. July</b>		
<b>Recommendation</b>	<b>Outcome</b>	<b>Considered by</b>
To support the setting of the Low Emissions Strategy and ambitions but for the City Executive Board to require early reference of the document to the Carbon and Natural Resources Members Board so that gaps on data, resources and financing can be discussed and a robust action plan produced.	Agreed	City Executive Board 10 <sup>th</sup> . July
<b>Discretionary Housing Payments</b>		
<b>Scrutiny Committee – 4<sup>th</sup>. June 2013</b>		

Recommendation	Outcome	Considered by
To organise a general campaign of clear advice through as many agencies, partnerships and offices as possible making it clear the temporary nature of Discretionary Housing Payments and the requirements to engage in more sustainable solutions.	Agreed	City Executive Board 12 <sup>th</sup> . June 2013
To extend current out reach work to include benefit take-up to maximise benefits to current and potential claimants.	Agreed with amendment.  Clarity in some aspects of Welfare reform is needed.	City Executive Board 12 <sup>th</sup> . June 2013
To keep the Discretionary Housing Payment Policy under review and in particular to revisit it once regulations on further Welfare Reform are clear.	Agreed	City Executive Board 12 <sup>th</sup> . June 2013
For the Scrutiny Committee to be included in the monitoring arrangements for this policy in both financial and outcome terms. To see this at the September Scrutiny Committee.	Agree	City Executive Board 12 <sup>th</sup> . June 2013

**To: City Executive Board**

**Date: 12 February 2014**

**Report of: Head of Policy, Culture and Communications**

**Title of Report: PROGRESS ON EDUCATION ATTAINMENT  
PROGRAMME AND SUPPORT TO DIGITALLY  
EXCLUDED CHILDREN**

## **Summary and Recommendations**

**Purpose of report:** To report progress on the educational attainment programme

**Key decision:** No

**Executive lead member:** Board Member Education, Crime and Community Safety

**Policy Framework:** Strong, Active Communities

**Recommendation(s):** To note progress on the City's educational attainment programme.

## **Introduction**

1. Oxford City Council, under the aegis of the Oxford Strategic Partnership, has committed significant funding to raise attainment in primary schools in Oxford City. It has set an ambitious target of raising levels of attainment in the primaries which serve the most disadvantaged communities to 10% above the national average. This means:
  - 95% achieving level 2 in Reading at age 7 and
  - 84% achieving Level 4 in English and Maths at age 11 by 2016/17
2. The ambition is for schools in Oxford City serving the less advantaged communities to be world class in their ability to raise attainment. The programme is titled 'The Oxford Challenge: Achieving World Class Teaching.'

3. The aim of this report is to provide an update on progress on the two elements of the programme funded by the City Council.

### **Update on the Educational Attainment Programme in primary schools**

4. There are two elements to the education attainment programme. The first, called Leadership for Learning, provides training and development to support leadership in 11 primary schools in Oxford City. The leadership development is provided through a contract with Oxford University Education Department and Oxford Brookes University in collaboration with the Oxfordshire Learning Consortium. The second element is the funding of an instructional programme to improve reading, writing and mathematics. This training and development is provided through a contract with KRM Psychological and Educational Research Consultants.

### **Update on the Leadership for Learning Programme**

5. This programme was launched on 17 January 2013. Forty-one senior leaders from eleven City Schools, agreed to take part in the programme, and they were accompanied by eleven headteachers from Leicester who have significantly improved their schools. Each of these headteachers is linked to a City school. The programme aimed to be, *'a world-class leadership programme to assist school leaders (including governors) to deliver on the ambitions for raised attainment in the City'*. The participants from the City are shown in Table 1 below:

Bayards Hill	5
Church Cowley St James	4
Cuttesslowe	3
East Oxford	3
Larkrise	5
Orchard Meadow	2
Pegasus	6
St Francis	3
St John Fisher	4
Windale	4
Wood Farm	4

6. Each participant in the programme was able to
  - o Receive support to analyse school data and identify challenges for the school;

- Attend 6 public seminars with presentations from leading education experts on topics such as leadership, inclusion and early intervention;
- Engage with other leaders in 3 core workshops focusing on leadership, coaching and analysis of data to ensure progress and accountability;
- Engage in 6 action learning set meetings;
- Work with leaders beyond their context – each school had a link with a Leicester school to undertake visits and share good practice;
- Engage in coaching activity;
- Reflect on learning and record this in a learning log and also submit a project that can be accredited;
- Report how their participation has impacted on their own practice and how far they have disseminated this practice in their schools.

Each headteacher on the programme were also offered coaching from an experienced secondary headteacher.

7. Formal evaluation of the programme is still being completed. However, the programme held a final event on 28 November 2013 when participants reported back on their experience of the programme. Feedback on the programme was very positive. Examples of developments in the schools that took part were given at this event and included the following:

- Increasing the amount of time middle leaders spent in classrooms to work alongside class teachers, which was welcomed by staff as they felt they were getting more support;
- Improving consistency in teaching by introducing lesson demonstrations, filming lessons and reflecting on them together and encouraging teachers to scrutinize each other's lesson plans
- Using coaching to help teachers develop their skills;
- Agreeing standards for teaching assistants and providing training to help them meet them;
- Increasing the number of parent workshops being run by the school, and significantly increasing the number of parents who attend;
- Developing a model to study lessons and encouraging teachers to use it to watch each other teach and give each other feedback;
- Spreading good practice across the schools. One school significantly improved behaviour by introducing a behaviour policy another school in the group had developed.

8. Three head teachers commented particularly on the difference the programme had made to them:

- One described the coaching from a secondary headteacher as brilliant and the best professional development she had experienced in a long time
- Another used the action learning set to reflect on how he could devolve leadership within the school. He moved from all staff meetings being run by him, to a team structure where change teams

- reported on improvements they were making at staff meetings.
- A third talked about the way the course had helped her to market her school more effectively by building the opportunity to be on a leadership programme into its advertising.
- The contract with the Universities funds a second year for the programme. This started on January 16, 2014 with 42 participants from 12 schools. All the schools who participated last year will be sending leaders who did not have the chance to participate in 2013 and one new school – John Henry Newman Academy, is joining the programme.
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### Update on the KRM Reading, Writing and Maths programmes

9. The KRM programme is an instructional programme established by research to particularly enhance reading, writing and numeracy skills in children from disadvantaged communities<sup>1 2</sup>. The attached table shows the start dates for schools in the programme:

<b>School</b>	<b>Programme</b>	<b>Date Started</b>
Larkrise	KRM Maths	November 2012
John Henry Newman	KRM Reading and Writing	November 2012
East Oxford	KRM Reading and Writing	January 2013
St Francis	KRM Maths	January 2013
Pegasus	KRM Reading	April 2013
Orchard Meadow	KRM Reading	April 2013
Windale	KRM Reading	April 2013

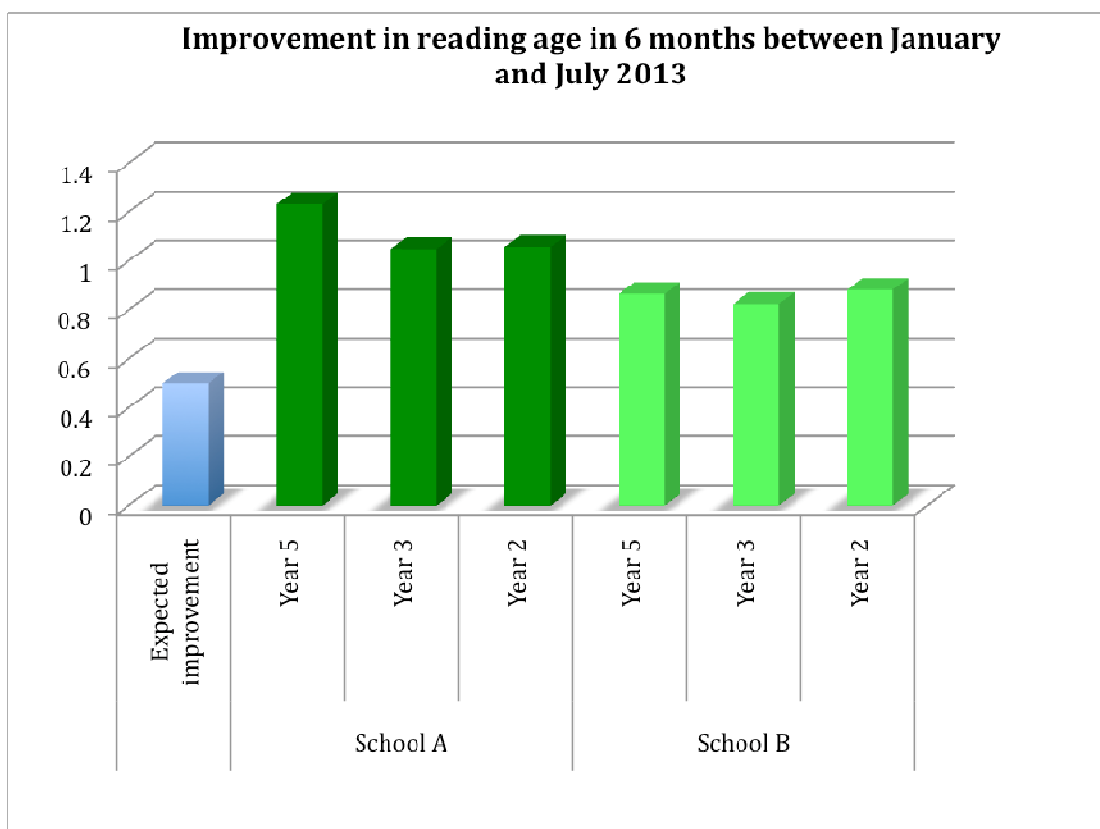
10. Teachers are trained in each programme through six after school workshops of approximately 1.5-2.0 hours. Each workshop is followed by a school visit where each teacher is observed in the classroom and given feedback on how well the KRM Programmes are being implemented in the classroom.
11. In 2012-13 103 workshops and observation visits have taken place in the schools. St John Fisher withdrew from the programme in October 2013 during the period of appointment of an interim headteacher.
12. It is too early to report comprehensively on the impact of the programme as the gains from the research are largely seen within a year to 18 months of implementation. So the first results showing the impact will be published in December 2014. However there are some

<sup>1</sup> Shapiro, L and Solity, J (2008) Delivering phonological and phonics training within whole-class teaching *British Journal of Educational Psychology*, 78 597-620.

<sup>2</sup> Shapiro, L and Solity, J (2009) Developing the practice of educational psychology through theory and research. In *Educational and child psychology* Vol 25, 3 119-145

early signs of progress which are very promising.

13. One of the schools implementing the Maths programme for the longest period showed significant progress in Key Stage 1 results. The number of children aged 7 achieving level 2 and above rose from 82% to 95% between 2012 and 2013 (which actually already reaches the City's target of 10% above the national average). The number of children achieving level 3 (which is an above average standard) rose from 7 to 29% - an extremely significant increase.
14. We do have access to some test results carried out on reading in the two schools that have implemented the reading programme since January 2013. The reading ages of children in years 2, 3 and 5 were assessed in January and July 2013. The results showed an average increase in reading age of 12.5 months in 6 months, almost double the expected rate of progress in reading.



15. A visit to East Oxford School in October 2013 elicited very positive feedback from staff and pupils about the programme. In November 2013, KRM Consultants organised a visit for 10 teachers from the participating schools to Christchurch School In Brixton which has been implementing all three KRM programmes for 2-3 years. This year it succeeded in getting 100% of children to level 4 and above in reading and 100% achieved level 4 and above in mathematics.

## Home access for young people who are digitally excluded

16. A recent research project undertaken in secondary schools within Oxford City by the Internet Institute/Oxford Education Department has brought to our attention the plight of young people in secondary schools who have no access to the internet. The authors of *Teenagers and Technology*<sup>3</sup> have highlighted the ways in which Oxford City teenagers without an internet connection feel shut out from their peer group and disadvantaged in their studies. A 15-year-old interviewed for the book commented, "It was hell gone and I have a lot things that I could write and I was angry that I haven't got a computer because I might finish it at home when I've got lots of time to do it." A 14-year-old boy talked about how much harder it was to complete coursework without a home computer: "People with internet can get higher marks because they can research on the internet." He added that he also felt cut off from friends because of being unable to access social networks.
17. The co-author of the book, Dr. Rebecca Eynon, is working with the City Council and the City's secondary schools on a project to give year 9 students ( and in one school year 10 students) without access to the internet a laptop and broadband connection. There are approximately 10-20 students in year 9 in each school in this category. The schools have agreed to fund the laptop and software for the students. The Internet Institute is providing research funding and advice on how to support the students and the City's role would be to fund and to procure the broadband connection. The intention is to offer broadband access to 50 to 100 students across the 5 schools for 2.5 years at a cost of approximately £12,000 a year. This would take them through to year 11 when they complete their exams, and would aim to raise their attainment, social confidence and ability to use the internet post school to help them seek employment. There is sufficient funding in the City's Education budget to support this. The involvement of the Oxford University Internet Institute will ensure that the outcomes are monitored and the impact on both academic and social outcomes recorded. It is hoped that this project will provide the evidence for schools to make this expenditure part of their core funding in future.
18. 5 secondary schools have signed up to the project and Oxford University is providing significant support in terms of research time and postgraduate students to support the schools in implementing the project.
19. We are currently holding meetings in the schools with parents to secure their consent to the programme and it is proposed that the Home Access will start during March and May 2014. Pupils will be supported through a monthly session in school with a lead teacher and a postgraduate student until the end of the term in which they complete their GCSE exams.

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<sup>3</sup> Davies, C. and Eynon, R. (2012) *Teenagers and Technology*, Routledge



## Risks

20. The following risks have been identified and mitigating action is outlined below:-

- Vulnerable students may put themselves at risk on the internet. The risk is low. The provider is being asked to ensure that content is filtered so that students may not access adult sites. The students will be supported by a teacher who has had training in how to keep students safe online. Students will be helped to devise a set of rules on how to keep themselves safe. Parents are being engaged as part of the programme
- Laptops may be damaged, lost or stolen. Schools are purchasing the laptops and have agreed also to take out insurance against damage and theft. Students will be helped to devise a set of rules for taking care of their laptops.
- Broadband access may not be available for some locations. Students will be offered internet access through a dongle attached to the laptop or via the landline into their home. Suppliers will need to prove that they can offer access and provide support to ensure this is available to each student at home. The supplier will not be paid if access is not achieved.
- Students will become discouraged through lack of ability to use laptops. Schools are providing monthly support for students on the programme and will also provide help when needed from their IT departments.

21. **Climate change / environmental impact:** Students will be able to access the internet at home which may reduce the need for travel. Some schools are able to use recycled/ reconditioned laptops to support the students

22. **Equalities impact:** There is likely to be a significant positive equalities impact as nominated students are more likely to be those on free school meals and have lower attainment levels.

23. **Financial implications:** These programmes can be achieved within the identified budget. Schools are funding the laptops and Oxford University is funding the research.

24. **Legal Implications.** A formal procurement process will be entered into to ensure that invitations to tender are seen by all possible providers.

**Name and contact details of author:-**

Name: Anna Wright

Job title: Education Adviser, Oxford City

Service Area / Department: Policy, Culture and Communications

Tel: 07415 099245

e-mail: akwright@oxford.gov.uk

**Version number: 1.2**

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**To: The Scrutiny Committee**

**Date: 4 February 2014**

**Report of: Covered Market Scrutiny Panel**

**Title of Report: Improving the Economic Health of the Covered Market**

## **Summary and Recommendations**

**Purpose of report:** To present the Covered Market Scrutiny Panel's conclusions and recommendations on its inquiry into the economic health of the Covered Market.

**Scrutiny Lead Member: Councillor Campbell**

**Executive Board Member: Councillor Cook, Board Member for City Development**

**Recommendation(s):** That the Scrutiny Committee consider the Panel report and agree the recommendations it wishes to present to the City Executive Board.

## **Foreword from the Covered Market Scrutiny Panel**

In January 2012 the Council organised a workshop to consider the Future of the Covered Market. Over the last two years, and particularly in the last nine months, a lot of time and effort has been invested into developing ideas that came out of this workshop. Our Scrutiny Panel has been part of this investment.

It is clear to us that the potential for the Covered Market to contribute to Oxford is as great as it has ever been, and also that the majority of stakeholders are committed to make the changes that are needed to realise this potential.

One of the recommended actions following the January 2012 workshop was to "set up a Partnership Charter as a joint statement of intent by landlord and tenants." It is in that spirit that we make these recommendations.

Our recommendations are based on our own findings, on the proposals made by the Retail Group and on the conclusions of the different consultation exercises carried out by the Council. **Our key message, to the Council and to the Traders, is the need for a clearer understanding of the role of the Covered Market, and for greater flexibility and co-operation in fulfilling that role. Doing nothing is not an option.**

## **Introduction and Background**

1. The Covered Market is an iconic attraction of value for residents and tourists alike, offering a unique retail experience of high quality goods and independent stalls different to those offered on the high street. It is an Oxford institution and is recognised by the Council as such in the many Council plans and strategies written to protect its diversity and status.
2. The Council's Asset Management Strategy places the Covered Market within its "Investment Property Portfolio" and highlights it as one of the most important properties within that Portfolio. The overall objective for this class of asset is stated as:

".....to make the greatest possible financial contribution to the Council within the context of the Council's wider Corporate Plan and priorities, good estate management, good investment management, thereby protecting, and where possible enhancing, asset value."

The Plan goes on to recognise the heritage value and contribution to the fabric of the City made by the Covered Market and talks about the current process commissioned through the Retail Group to consider future Business Planning. It is within this context and emphasising this particular status that some of the panel's recommendations are made.

3. The Covered Market Scrutiny Panel (the panel) was established in 2012 by the Value and Performance Scrutiny Committee to review the economic health of the Covered Market, in particular the effect of the level of rents on the variety of independent traders in the market. However the panel quickly realised that the Council was planning to appoint consultants to review the overall performance of the market and so it was felt appropriate that the panel broaden its scope and align its inquiry alongside the consultants' work.
4. In February 2013, the Council commissioned the Retail Group to draft an all-encompassing report for the future operations of the Covered Market. The Retail Group's report provides a vision for the market, strategy and a list of actions to improve performance for Council and traders to consider. The Retail Group's report went out for public consultation in November 2013.

5. This report does not intend to cover the ground analysed in some detail by the Retail Group but aims to emphasise and give importance to recommendations and options supported by the panel's own research and the wider consultation.
6. The Covered Market is a valuable financial asset for the Council and currently makes approximately £500,000 each year contributing to the Council's budget.
7. The Market does not run well. Relationships between landlord and tenant are poor; there is falling footfall, vacant units, concerns about diversity and balance of trades, perceived underinvestment and strained communications. More positively, all recognise these issues and agree that change is needed to secure the Market's economic viability. This report is aimed at contributing positively to that change.
8. The panel would like to thank Council officers, the Board Member, the Council Leader and traders for their contributions, support, time and advice.

### **Review Methodology**

9. The panel used a mix of desk top reviews, financial detail, consultation, visits and observations to gather evidence. These methods have allowed us to gain a better understanding of the current management arrangements, finances and leasing, views of stakeholders and the Council's aims. The panel has:

- Interviewed market traders on a 1-2-1 basis.
- Held discussions with officers and board members.
- Visited 5 markets (4 in London and 1 in Bristol).
- Observed the consultation events run by the Retail Group.
- Reviewed financial and other information held by the Council.

10. The panel's findings can be found in the appendices attached and listed in the table below. The conclusions and recommendations that follow are firmly based on these findings.

Appendix 1 - The panel's scope.

Appendix 2 - Consultation with traders.

Appendix 3 - Key points from market visits.

Appendix 4 - Key points from discussions with the Board Member and Leader.

Appendix 5 - Key points from discussions with Officers.

Appendix 6 - Financial information.

11. The panel has scrutinised the Retail Group's report published in November and has incorporated its thoughts, on the findings and subsequent consultation, into the 4 sections listed below.

## Conclusions and Recommendations

### Council's role in the Covered Market

12. The Covered Market is treasured locally, regionally, nationally and even internationally. The City Council's ownership and stewardship of this asset is complex and multi-faceted. The panel's view of the role of the City Council is that it:
- Owns the asset with a duty to council tax payers to get best value from it.
  - Protects and maintains the fabric as a listed building both as the Planning Authority and owner.
  - Has a commercial role as manager and landlord to 52 tenants.
  - Has responsibility for the development and growth of the City Centre within which the Covered Market plays a significant part.
  - Has a "civic" responsibility and commitment to support this asset for future generations.
13. These are not discussed in detail in the Asset Plan but the "spirit" of most is collectively recognised through broad statements. The tensions between these various roles are obvious with someshowing themselves currently. Consultation evidence suggests that some people believe it is a narrow financial drive that underpins the Council's actions. The panel believe that notwithstanding this complexity it is possible to review the Market and deliver improvements, in partnership with traders. It is important that the Council has clear statements of intent within its Asset Management Strategy that balance the complexity of its involvement and gives weight to the "civic" responsibilities. This intent must then drive actions and solutions.

### Recommendation 1

**The Council should articulate its role in the Covered Market. The Panel believes that this should provide for greater emphasis on the civic importance of the Market and its contribution to the City.**

### Appointing an Autonomous Manager

14. The panel agrees with the Retail Group's report conclusions that "a new management regime with control and complete responsibility is needed to deliver a successful market". The findings from the visits to successful markets elsewhere support this view and the panel are pleased to see funding for this proposed in the budget to enable early implementation. The commercial skills of the Market Manager, along with the autonomy and flexibility allowed, are key to necessary culture change. The panel notes that the post is proposed as a 1 year contract which suggests a combination of role shaping and immediate implementation of short term objectives. The panel wish to emphasise a number of elements that they believe are essential within the role definition. These are listed below:

- Being resident and visible in the Market
- Working with the Council and traders to develop the Market for the future, including discussions on the leasing structure and strategy, and the balance of trades
- Spending the Council's allocated budget for the Market and commissioning services delivered within that
- Promoting the market
- Offering training and support for traders
- Reviewing the website and keeping it up to date.

15. As stated earlier the panel supports the appointment of a Market Manager to provide some immediate and direct focus for change. In the longer term the panel would like to see an evaluation of all the options for the future management of the Market explored.

### **Recommendation 2**

**The Council should appoint a Market Manager who will be based in the Market and accessible to the traders.**

**The role should include the following:**

- **Working with the Council and traders to develop the Market for the future, including discussions on the leasing structure and strategy, and the balance of trades**
- **Spending the Councils allocated budget for the Market and commissioning services delivered within that**
- **Promoting the market**
- **Offering training and support for traders**
- **Reviewing the website and keeping it up to date.**

### **Recommendation 3**

**In the longer term to evaluate all the options for the management of the market around criteria to be developed by the Market Manager, traders and the City Council.**

### **Balance of Trades and Leasing**

16. The Council's Covered Market Leasing Strategy 2006 controls the balance of trades in the Covered Market. Traders hold 15 year leases most beginning in 2002 and ending in 2017 with rents reviewed simultaneously every 5 years. It is clear that to deliver successfully on the future options for the Market the current system needs to be reviewed and, where consent can be achieved, altered.

17. Evidence from successful Markets is clear – economic health is delivered in some part through diversity and flexibility and this requires different trading and leasing arrangements to those currently in existence. The next opportunity to renegotiate leases is in 2017 and the panel wishes to see early discussions with leaseholders. The protection provided by the Tenant and Landlord Act for current leaseholders means outcomes are by

no means certain, but improved relationships within shared ambitions are likely to provide the best basis for discussions.

18. The panel agrees with the Retail Group's report conclusion that the current leasing structure needs to change to "shorter 3 year leases and that it would be good to have 20% of the tenants on leases outside of the Landlord and Tenant Act 1954".
19. It is the panel's view that a more transparent rental structure is required to improve the relationship between Council and traders. The panel believes this transparency is more effectively delivered through a rental structure like that used by Bristol City Council which charges on a per sq.m basis and increases annually by the retail price index (RPI). In addition the panel would like to explore the possibility of "tiering" so more prominent locations in the market are charged a higher rate per sq.m.
20. In addition a mixture of leases and licences of varying length can benefit both traders and the Council. Weekly licences at the other markets allow greater flexibility to both traders and management to change and adapt the market offer and encourage entrepreneurship and therefore variety and interest for customers. A number of such licences could be available to start ups.
21. Whichever structure is ultimately shown to be most effective the panel would like to see early thinking and discussions to support lease negotiation in 2017, and the letting of any new trading opportunities created by vacancies and new development.

#### **Recommendation 4**

**That early negotiations take place between the Council and traders to determine the best rental and licensing structure with the aim of moving as quickly as possible to a clearer and more flexible leasing and licensing arrangement needed to improve relationships and provide the flexibility needed for success.**

#### **Covered Market Development**

22. The Retail Group makes a number of proposals, some smaller scale some more radical, for changes to the physical structure of the market. These proposals if implemented would improve access and increase footfall. While recognising the constraints, particularly of budget and heritage, to which it is subject, the panel hopes that, in consultation with the traders and other stakeholders, the Council will consider these proposals in a positive and imaginative way. The panel would like to see design feasibility studies for all these options brought forward so that a more informed debate can take place between the council and traders.
23. In the following paragraphs the panel wishes to highlight particular proposals.



24. At present, only 14% of the city centre footfall finds its way into the Covered Market despite Cornmarket (the busiest street in the city centre) being less than 50 metres away. The panel agrees with the Retail Group's suggestion that part of the solution to increasing footfall is to develop the Market Street entrance into the Covered Market. For best effect this would require reconsidering parking and loading requirements and relocating the toilets, and the panel would urge Council to support this option through their budget, and open negotiations on necessary restrictions and design as soon as possible. These negotiations should also consider the provision of more cycle parking.
25. In addition, and to further enhance visibility, the panel suggests that an outside market should be run once or twice a week on Market Street. The theme of this market should be a matter of discussion with traders, the Market Manager, the City and County Councils, and other stakeholders. The panel would not wish to see this in direct competition with the trading offer in the Covered Market, but as a complement and enhancement to it.
26. When considering the public consultation the panel noted the desire for the provision of more stalls selling fresh food and flowers and the need for longer and more flexible opening hours. The panel wishes to see these views taken seriously in trading discussions and, in particular, an agreement on opening hours found as soon as possible.
27. Priority should also be given to relocating the toilets, and to reconfiguring the Market Yard to provide better parking and loading facilities. Consideration could also be given to possible development above the Yard.
28. Providing effective signage for the Covered Market on High Street is important and has been problematic because of the listed status of the Market. The panel would like early discussion with Council Planners, traders and the owners of the buildings above to see what else might be done on a temporary basis for example, portable free standing signs.
29. The panel believes the avenues into the Market can provide some of that much needed visibility and that investment in their improvement is essential.
30. As outlined earlier the publicity and marketing of the Covered Market needs to be in the control of the Market Manager and traders with all opportunities through traditional, technological and cultural mediums being exploited. The panel would also like to see the Council more actively promote and include the Covered Market in their communications and event planning. This will not only highlight the Market as a key destination but also attract a more diverse range of people into it.

**Recommendation 5**

**That the Council moves as quickly as possible to improvements to the Market Street entrance to the Market, and begins negotiations with traders on their loading and unloading requirements with the aim of freeing space for the extension of outdoor trading. This should also include discussions on the provision of extra cycle parking.**

**Recommendation 6**

**To come forward with temporary arrangements for more visible signage for the Market on High Street including options using the buildings above and free standing signs.**

**Recommendation 7**

**To provide money as soon as possible for the improvement of the Market Avenues from High Street.**

**Recommendation 8**

**The Council move to commission design options for changes to the Covered Market and for these to include better use of the service yard.**

**Recommendation 9**

**That Council actively promotes and includes the Covered Market in their communications and event planning to take the opportunity to highlight the Market as a key destination and also attract a more diverse range of people into it.**

<p>Report Authors: Councillor Jim Campbell and Sarah Claridge Telephone: 01865 252402 Email: <a href="mailto:sclaridge@oxford.gov.uk">sclaridge@oxford.gov.uk</a></p>
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The Panel's overarching scope is:

*To consider the economic health of the Covered Market and in particular the effects of rents on the diversity of traders.*

At the November 2012 meeting of the Value and Performance Scrutiny Committee, it was agreed that the Panel's brief should include the following lines of enquiry:

- Pre-scrutiny and engagement with the developing Covered Market Strategy and Leasing Strategy<sup>1</sup>
- Work to engage with representatives of the Covered Market Traders' Association;
- Review the leasing decision in respect of the unit formerly occupied by Palm's delicatessen;
- Consideration of comparative data from similar markets elsewhere

The Panel decided not to explore the leasing decision of the unit formerly occupied by The Palm's Deli as it was felt there was little more they could add. The other three lines of enquiry have formed the basis of the Panel's inquiry.

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<sup>1</sup> The Retail Group report

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### Consultation with Traders

On 25 July 2013, the Panel surveyed traders in the Covered Market. The traders were asked three questions:

- Is there a good balance of trade in the Market?
- How successful is your relationship with the Council?
- What was your experience of the rent review process?

The Panel surveyed the following 28 traders.

<b>Non Food</b>			
<b>Fashion clothes</b>	<b>Fashion- shoes &amp; accessories</b>	<b>Traditional Services</b>	<b>Home products, Gifts and toys</b>
TheIna	Macsamillion	Jemini	Fone Exchange
Ansari	East 2 West	The Market Barber	Cardew and Co
	John Gowling Jewellers		Pet Supplies
			Helen & Douglas House
			Oxford Aromatics
			Brown's Saddle Shop
<b>Food</b>			
<b>Raw Food</b>	<b>Food Products</b>	<b>A1 Food - immediate consumption</b>	<b>A3/A5 Foods</b>
David John	Chocology	Oxford Sandwich Co	Ricardos
Fellers and Son	Nash Bakery		Sofi de France
McCarthys Greengrocer	Cake Shop		The Oxford Cafe
Bonnors Greengrocer	Oxford Cheese Shop		Brothers Café
Haymans' Fishmonger			Browns Café

Below are responses from traders and the Panel's findings.

### Q1: Is there a good Balance of Trades in the Market?

- Traders regularly look at each others shops and prices and gradually adopt similar goods which create competing rather than complementary stores. Issuing change of use licences encourage this i.e. one store adding a cake unit – as they had been issued a change of use to become a café.
- Need to protect and promote more food stores – allowing supermarkets in town centre have made it hard to compete and drawn customers away. Don't want to lose any more food stores in the market.
- Don't want multiples, ie charity stores, Timpsons and Cards Galore (are not small businesses)
- Restrictions on what we can sell in the Leasing Strategy not enforced – “cards and gifts” too wide.
- Need to be able to open later – big demand after 5pm (workers etc)
- I expect that we as traders pay a premium through our rent for this privilege but I can't see any advantaged, because it isn't implemented. In what way is the character of the market protected by recent additions such as Cards Galore or the mobile phone shop?
- The leasing strategy is good as it enables the council to control the balance of trades.
- The character of the Covered Market has deteriorated steadily over the 30 years I have been here—lots of cheap catchpenny souvenir sellers (which are found everywhere).
- The market is saturated with food establishments (cafes) making competition high and business tough.
- The leasing strategy is not successful it has been made clear that income is the prime objective (for the Council). It has destroyed the character of the market, which is the main contributor to footfall. No support to maintain or attract traditional users. le Palms deli marketed at £40,000 rent – which is too much.
- Document is ignored if it pleases Council, followed if it pleases the Council.
- Multiples push up rents - traditionally keeping out multiples had helped with rent rises, traditionally the City has kept the independent mix well but the strictness of policy has eased and will open the floodgates if multiples are let in.
- Balance had changed - e.g. Letting Cards Galore as a multiple is against the strategy. "Fresh" now on Avenue 1. There were already enough

clothing/accessories shops and the owner of "Fresh" is now directly competing with me by poaching 2 of my suppliers.

- Estates Department a few years ago (circa Cards Galore time) didn't admit there was a strategy.
- Increase in eating places in recent years and food diversification is good BUT don't need any more.
- Should be more original (and possibly traditional) shops - something to draw people in. Market is unique in many ways. Visitors enjoy and revere the market.

### How would you like to see it changed?

- Stop leaseholders buying up leases when they become vacant, it creates a monopoly and strangles diversity in the long term.
- Multiples push the rent up for everyone as they can afford the higher rent by shouldering the cost on their other stores.
- Would like to see the strategy properly applied, all decisions should be made by councillors not officers who often do not have the knowledge.
- More emphasis on food and quality items – character has been lost. No deli which is bizarre.

### Panel's Findings - Balance of Trades

The leasing strategy needs to be tightened up in terms of the trades allowed to lease in the market to improve the character and the offering of the market. More emphasis should be given to raw food, traditional services and food products and less on stores that sell generic goods available anywhere.

The strategy needs to put more weight on the diversity of the market rather than the financial gains to the Council. A weighted scale which encourages Independent traders over multiples should be introduced.

The number of stores one individual can lease needs to be reviewed, Traders need to be encouraged to sell goods that complement each other rather than the same good. Change of use requests need to consider the effects they may have on other traders and the market as a whole.

The leasing strategy needs to be made more flexible in regards to opening hours, past 5pm.

Council needs to follow and enforce its leasing strategy.

### Q2: How successful is your relationship with the Council?

- Mutual mistrust between traders and Council.
- Not enough support from the Council, Council doesn't buy goods from Covered Market.
- Council doesn't communicate very well with traders. Not enough direct discussions
- Officers don't visit traders,
- Maintenance is slow to get repaired – as it's always another department's responsibility. eg The toilets were closed for 4-5 months but it was meant to only be for 2 weeks.
- Strategy sounds good, but don't believe anything will come of it – as we have been through similar processes in the past and nothing eventuates.
- Council doesn't understand what it's like to be a trader. Not enough professional business people making the decisions.
- Longer term traders are stuck in their ways and prolong mistrust. New tenants have a more modern approach to selling. The Council has a cherry picking attitude to those new traders and attempts a divide and rule with the tenants association and those who don't want to join an elite club.
- Council doesn't understand the needs of businesses –
- It is not a partnership. It does not matter to the Council if any business within the market survive or fail – this is a purely financial interest and the Council simply wants as much money from one tenants as possible (whoever they are) for the least expenditure.
- The rent review has completely damaged the relationship – if ever there was one
- The new signage took too long and although traders were involved in the process they weren't involved in the final decision, therefore there's been no continuity with the signs.
- The relationship is quite poor with the exception of the porters.

### **How to improve the partnership?**

- A genuine interest in the wellbeing of the whole market with a proper landlord and tenant relationship based on mutual respect.
- A proper appeal system against officer decisions.



- There needs to be an operating manager, who keeps the standards up. I very rarely see anyone from the Council in the market.

### **Panel's Findings - Relationship with Council**

Traders mistrust Council and feel that Council does not communicate enough, is dishonest or has an underlying agenda. Many traders perceive Council to be solely financially driven and do not care who leases the stalls as long as they can get as much money as possible. Several traders feel the recent lettings of Palms and Fruitsticks were clearly designed to push up rental values to use at the rent review.

Although the proposed CM strategy sounds great to many traders, they don't believe it will eventuate into any meaningful actions as they have participated in similar consultation processes in the past which have resulted in nothing. Council needs to communicate better with the CM traders. Many traders felt there was no relationship between traders and Council as there is not enough dialogue between traders and council officers to build an effective working relationship. Many traders have no direct communication with officers responsible for the Covered Market and therefore have not been included in any council consultations.

Many traders also feel that maintenance issues are not dealt with by Council effectively. Maintenance is slow and things take too long to get repaired because there is no market manager, it appears that it's always another department's responsibility.

Many traders feel that Council doesn't understand the pressures of working in retail and are making decisions that affect traders without fully knowing the effect these decisions will have. The whole way the rent review process has been run reaffirms this belief, as it is nearly 2 years on from when the rents increases were suppose to start and the process has not been resolved yet.

Rather than fighting with the traders, Council should be supporting them and promoting the market so that it can prosper.

### Q3: Rent Review Process

- It takes too long to finalise and it makes it impossible to plan for the future as the length of time it takes to settle the leases means traders now have rent arrears of 18 months.
- Initially consulted well, but Council/ Marriots wouldn't return my calls. I accepted a compromised rent to secure a change of use.
- Small traders being priced out.
- Reviewing rents does not always have to produce tensions, but it always will if a landlord is unreasonable with its financial demands and refuses to have meaningful discussions with tenants. The attitude of the Council in this respect has been dishonest, uncaring, unreasonable and destructive. They are acting against public opinion but could easily make the whole process simple and fair, we have to assume they don't want to.
- It has been handled badly – the Council is the one who benefits we never win. The rent increase do not reflect the decrease in our profits
- In all the arbitrations the Council has been found wanting, in fact in the last occasion they had to pay our costs as a result of their unrealistic demands.
- Total lack of commitment or sense of urgency on the officers' part to bring or start negotiations to a successful conclusion with or without arbitration. Despite a firm undertaking at a liaison meeting that this would not be the case this time.
- The recent lettings of Palms and Fruitsticks were clearly designed to push up rental values to use at the rent review.

### What would you change?

- We need to shorten the process by Council consulting with traders well before the rent review is due.
- Appointing an external agency is just wasting money.
- If Council had a proper understanding of the current business environment it would help in the negotiations.
- The calculation used to assess rent is unfair – ie proportions used. Need to clearly explain how figure is reached.
- Dialogue and a timeframe – we are now “dug in”

**Panel's Findings Rent Review Process**

The whole rent process is taking too long to complete which makes it very difficult to plan for the future as traders now have rent arrears of 18 months. Traders feel that there is a total lack of commitment or sense of urgency on the officers' part to bring or start negotiations to a successful conclusion with or without arbitration. The process could be shortened if Council consulted the traders well before the rent review is due.

Traders feel that Council is only interested in financial gains and wants to receive as much money from the rents as possible, regardless of whether traders can afford it. Small traders feel they are being priced out of the CM, they believe the calculation and proportions used to determine rent is unfair – as the traders do not have the revenue of chain stores on the high street. Traders feel that the CM is a unique attraction that should be subsidised by Council to protect its future. Some traders also feel there is a lack of transparency in how the figure is reached.

Council appointing an external operator to run the rent review process has not improved the relationship with traders. Successive agents for the CMTA have consistently complained about the difficulty of dealing with the Council. These difficulties have only arisen and got progressively worse since the lease renewal in 2000. Prior to then although there were disputes they were settled amicably without court or arbitration. Ironically these earlier reviews were handled "in house".

If Council had a proper understanding of the current business environment it would help in the negotiations.

### Other Comments made by Traders

#### Council Support (or lack of it)

- Commercial decisions benefit the Council not the traders. This is a unique attraction that should be subsidised to protect its future; it's already too late as most of the true market traders have given up.
- We need support from the City Council but instead we have to fight them
- Slowly losing patience with Council
- Council looking to the short term
- Council too focused on money rather than maintaining diversity. No money if market is only empty stores.
- If you ask anyone – residents, students, visitors or tourists they are amazed that the traders are not support and that the market is so little valued by those who should be its guardians.

#### Lease holders

- All new lease holders should have to be members of the traders association as they provide legal and insurance cover. It is really compulsory in all developed markets.

#### Maintenance

- The building itself with its units is set in the 1960s/70s it is delusional to think, wow aren't we good to have such an historical indoor market! There are far better indoor markets elsewhere.
- More signs/ advertising promoting the independent trades in the market.
- Could be a bit more user friendly - to counter the maze effect.

#### Management

- Everything should be sped up – 3 years for poor signage to go up is a disgrace.
- Potentially there is always a risk of disagreement but successive agents for the CMTA have consistently complained about the difficulty of dealing with the Council. This involves substantial costs on both sides which could be used for better purposes ie market improvements etc
- These difficulties have only arisen and got progressively worse since the lease renewal in 2000. Prior to then, although there were disputes they

were settled amicably without court or arbitration. Ironically these earlier reviews were handled “in house”.

- The operating part and the surveying part should be totally split
- Manager needed to look after tenants
- Officers need to have retail experience/ or an understanding of how retail works
- Tried to rent the Palms unit for a temporary period (which would probably have included Xmas) but the process was too difficult and he gave up.
- Why isn't the whole market a WiFi zone?
- Officers threw away the 2 counters that were left when Palms closed - the counters were worth circa £10,000!

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**Key Points from Market Visits**

In August 2013, the Panel's Support Officer joined traders and council officers on a visit to Covent Garden, Spitalfields, Borough and Brixton Markets in London. The tour was organised and led by Paul Frater from The Retail Group. Later in the month, the Panel and council officers visited St Nicholas Market in Bristol.

<b>Market</b>	<b>Ownership</b>	<b>Speciality</b>	<b>Lease/License</b>	<b>Customer base</b>
Covent Garden	Private	Restaurants retail and events	Leases/Licenses	Tourists and Locals
Spittlefields	Private	Stalls and Events		Locals and Tourists
Borough	Charitable Trust	Food	Licenses	Locals and Tourists
Brixton		Food		Locals and Students
St Nicholas, Bristol	Council	Mix	Licenses	Locals, Tourists
Covered Market, Oxford	Council	Mix	15 year leases	Locals, Tourists and Students

Notes from the market visits and the Panel's findings are listed below.

## Covent Garden

Privately run and owned with limited LA involvement

Core focus is restaurants and retail, market stalls secondary

Vision: high end restaurants and retail experience

Footfall: 40M a year – counted by counting visitors' simcards (so know visitors by nationality etc)

Lots of tourists - performances

Focus is on increasing shopping by Londoners vast majority come to eat and drink

### Management

Manager in charge of tenants, leases, maintenance, website, plus a group of maintenance staff responsible for cleaning and security

The website is run inhouse and the Manager has access to update it.

Food market – 16 stalls runs every Thursday

Competition issue with local restaurants

Yearly licence from Westminster CC

### Licenses and leases

#### Daily licences: Arts and crafts Tues-Sat

Selection process: focus on the quality of goods, must be UK handmade.

Constantly looking at the tenant mix – don't want everyone selling same goods. If tenant passes selection process can book a stall on a daily basis.

£60-75 paid at end of day

80 traders

Must book stall by 9.15am

No storage at market but Covent Garden provides a storage facility and brings/ takes away traders goods each day for a fee.

10am to 6pm core hours but flexibility to stay open till 8pm

#### Leases

Permanent Retail stalls - rent £23,000 a month

Autonomous, book slots

#### Performances to attract and entertain visitors

A range of performances throughout the day

Can cause noise problems as there is sometimes competition between performers

#### Appearance

Clean, tidy, bright – stores are chains, and are presented uniformly ie same signage/colour scheme to show consistency.



Although CoventGarden is a brand the market doesn't sell it. The Jubilee market next door contains stores selling CoventGarden souvenirs which are unavailable in Covent Garden.

Consumers – Tourists, Locals

### **Panel's Findings -Covent Garden**

#### What could be learnt for Oxford CM?

The focus of Covent Garden stallholders is quality British goods. The manager controls and monitors what is sold and by whom. He understands the customers the market sells to and focuses on maintaining quality to meet the customers' needs.

The licence system is flexible and allows the management team to change and adapt what is sold at the market. Having a daily licence, means the manager can select performers and different products to entice a new audience into the market easily.

The manager has the autonomy to monitor and change things without having to get approval from others which means changes can happen quickly and trading is not disrupted.

Understanding the importance of a brand and promoting it is vital, Covent Garden is a world-recognised brand yet the brand is not sold in the market, souvenirs for Covent Garden are sold in the Jubilee market next door. Covent Garden is missing out on customers because they are not exploiting their brand.

### **Spitalfields Market**

Privately owned and operated.

One manager and 4 staff responsible for dealing with traders, promotion and events

Grade 1 listed building – 13 entrances

Dual purpose – stalls and events

Can cause tension – as events need the space stall holders use.

#### Stalls

New stallholder 1-2 month lease

Experienced stallholder – guaranteed space as long as there before 9.15am

Daily lease £20 (mid week) – £85 (sun)

Slightly selective of product

Stalls open 9.30 to 6pm week, 11-5 Sat, 9-5 Sun.

Gates open 8am-11pm

Specialist days ie Antiques fair, Record fair

No storage onsite but car park nearby for stall holders.

Events

Sliding fee scale depending on scale of event and how much floor space it will use.

Restaurants bring people in mid-week, whilst the market is the draw-card in the weekend

Shops either independent or small multiple (fewer than 10 stores) (except Wagamama)

Sept-Xmas is the busy period

Promotion

Vouchers have been used to entice people into the market –vouchers put in newspapers, for people to use at market stalls, stall holders can use vouchers to pay their rent.

A range of pamphlets produced to show upcoming events/ outline of market.

Gates in entranceway are each named to event/person from local history – link to past.

Website managed in-house.

Appearance

Clean and bright,

Good range of different food shops,

Communal dining area

Uniform shop fronts, signage

Several markets in areas that blend into each other, this causes stiff competition between them but also a 'market hub' for consumers. Open plan layout means that consumers unlikely to know where one market stops and another begins. An offer from one must also draw people to the others.

Consumers – Locals, Tourists

**Panel's Findings - Spitalfields Market**

Management actively promotes the market through pamphlets and a website. Clear signage in the market explains where things are.

The range of events, stalls and restaurants complement each other and encourages people to come and spend a few hours at the market, by offering a range of things to do. Offering a range of events encourages new people into the market and new shoppers.

The market encourages independent stalls and food places, offering consumers something that they can't get elsewhere.

The flexibility of opening hours means traders are still open when people are finishing work and are able to entice them to spend on their way home.

## **Borough Market**

Owned and managed by the Borough Market Charitable Trust

Vision: the revival of British food (1998) now to celebrate the diversity of British food. Management has pride in the traders, produce and value  
Sells only food

Open Thursday 10-5 to Saturday 8-5

### Licenses

Umbrella/ casual licence – daily or monthly  
Storeholder – 3 year lease

### Balance of Trades

Rigorous traders' application process

1. Application form – must offer a special/ unique product to sell
2. Interview with management
3. Testing panel – test product to check quality – appearance, aroma, taste

If a trader passes the application process they can apply for a licence

If a trader wishes to change the product they sell – refused, ie can't go from selling coffee to cheese. If they wish to add complementary products ie cheese selling wanting to sell chutneys they need to apply for a new licence and go through the application process again.

Traders are very knowledgeable and can discuss their products with consumers.

Management regularly surveys market – ie number of products sold for £1 for value as well as quality.

The market is currently full; the turnover is very low due to rigorous application process. 3 traders have left in last 3 years.

### Atmosphere

Traditional bustling market,  
Umbrellas uniform

Very busy

Aromatic

huge selection of diverse products – at a cost.

Special occasion food rather than weekly grocery shop

Consumers – locals, tourists

**Panel's Findings - Borough Market**

Borough Market's management demands high quality and unique products to set it apart from other markets and to strengthen its reputation. Their vision is to celebrate the diversity of British food and is backed up by procedures such as the rigorous traders' application process which means that quality is not sacrificed. If a trader's goods do not meet management's quality standards then the trader is not given a licence to trade.

The quality of the product is more important than financial rewards.

**Brixton Market**

Similar layout to Oxford – style of market the same  
Shops focused on providing niche products sought by the local community ie unusual fruits, ingredients.

Goods brought out onto the street – entice consumer into shops.

**Atmosphere**

Light and bright market with a relaxed atmosphere but tired looking shops with old stock, cheap and cheerful.

Consumers: local community, students (restaurants)

**Panel's Findings – Brixton Market**

The Brixton market focus is on providing goods that the local community wants. It sells a wide range of authentic products that are unique to the culinary cuisine of the community and affordable. It fills a need which is not widely available.

**St Nicholas Market- Bristol**

Council owned and run market.

Monday –Saturday trading 9.30-17.00

Pilot night market – food related/events which was successful outside the market but not inside.

Currently piloting opening Sunday – perhaps once a month?

The market is made up of several different sections – an outside area, glass arcade, covered market, exchange hall etc. Each section sells different products ie glass arcade only sells ready to eat food, whilst the exchange hall is made up of open stalls which layout can easily be changed and the covered market contains built in fixed stores (like the Oxford Covered Market).

The market offers a range of different sized stalls so that traders could potentially move to larger stalls as their business grows.

### Management

Run by a manager + 3 FT market officers (promotion, marketing, clerical) and 7FT maintenance attendants - all are Council employees.

### Licenses

All traders on weekly licenses

Currently weekly cash payment but moving to direct debit to improve security and more efficient.

Flat rate £28 p.a. per sq. ft. exchange hall

£21p.a. per sq. ft. glass arcade over 50 weeks (2 weeks rent free)

This include utility costs – excluding business rates

In 1994 Traders lobbied Council on the license price and got a 6 year price freeze, since 2000 – the license goes up by the Retail Price Index (RPI) each year.

All traders only required to give 1 week notice to end licence

### Balance of traders

Balance important

Manager interviews traders

Currently restrictions on stalls selling silver jewellery after consultation with traders.

Traders don't have any direct decision in the type of goods sold.

### Communication with Traders

Manager holds monthly meetings with the traders

Consumers: Locals, Tourists

### **Panel's Findings\_ St Nicholas Market, Bristol**

The St Nicholas Market consisted of several different rooms which all provided a different offer, ie food, giftware, services. Most of the food traders were in one part of the market which meant that it was easy for consumers to see what was on offer and the aromas complemented each other. It has an amazingly diverse range of cooked food which provided many options for the lunch time rush.

Having one manager on site seemed to work very well as all the traders knew who to approach if they had an issue and he appeared to have a good rapport with the traders.

The flexible weekly license encourages entrepreneurship, as traders only have to pay for a weekly licence and can 'test' out their product on the market. If it

doesn't sell well they can walk away, if it does they can renew the license.

The Council is very transparent with the prices – they have a flat rate per sq.ft., irrespective of the size of the stall.

Unlike Oxford, Bristol doesn't seem to have a problem with mistrust between traders and Council. This might be due to the market manager being responsible for all traders and therefore communication between the two groups is better or because the licenses allow for more flexibility than the leasing structure does in Oxford.

**Key Points from discussion with the Leader and Board Member  
5 September 2013**

**Attendees**

Cllr Bob Price, Leader of Oxford City Council  
Cllr Colin Cook, Board Member for City Development  
Cllr Jim Campbell  
Cllr Elise Benjamin  
Cllr Jean Fooks  
Sarah Claridge

**What is your vision of the Covered Market in 5-10 years?**

*Bob Price*

Retail is changing nationwide – independent stores are closing and being replaced by chain store.

Traditional notion of food only offer in market is unrecoverable because of the large supermarket presence in the city centre. The nature of wholesaling means that larger retailers are able to source goods in bulk more cheaply than smaller independents and therefore offer cheaper prices.

The Covered Market needs to concentrate on offering niche goods/services that are unavailable elsewhere in town.

The size of the units are too small and there is limited space for storage and stock. Maybe if we merged some of the stalls they would be more viable.

Need to strike the right balance between food and non-food traders

We need to focus more on making it a tourist site. We need to market it better so that tourists know where it is and make a special trip to see it – ie like the shambles in York – full it with independent, specialist stores.

*Colin Cook*

We're going to have trouble bucking national retail trends and changes to the retail offer will evolve through customer demand ie second hand book stores are not profitable and will not survive.

No intention of clearing the market and starting again.

The retail sector in Oxford is bright – Oxford was the most popular place to set up retail in 2011. We have one of the lowest retail vacancy rate compared to other similar sized cities.

Market traders need to help themselves, Council receives a lot of negativity and petty remarks from Traders. They are unhappy with the signage despite supporting the concept in the first place.

I go on regular inspections of the market and only hear complaints

## Relationship between Council and Traders

Leases create a different relationship to licenses

The overall relationship between the Council and traders has suffered because there is not one person or forum responsible for the market. Delegating the everyday running of the market to officers has meant that traders deal with many officers for different things and so many relationships have had to be formed. A sub-committee of Councillors responsible for overseeing the market could be established which would give the traders a single forum to direct their problems to.

A sub- committee could be responsible for overseeing the long-term capital spending in the market ie maintenance and signage, and the marketing of the market.

A lot of traders have failed because they have had the wrong business plan

### Improving the relationship

Changing the rent review process would improve the relationship  
Communication between Council and traders need to improved, traders need a forum to approach when they have concerns.

### Externalising Management

Could be a possibility – it would all depend on the bid.

### Dedicated manager

A possibility – the question is deciding their job description. Do we want a manger who is responsible for everything - ie leases, maintenance and promotion of market, Who is the effectively the 'face' of the Council at the market – or do we want them only to deal with the day to day running of the market (ie maintenance, communication) – with leases and marketing being dealt with by others?

### Access through Market St

Renovating the Market St entrance to make it the front of the market is an interesting idea. Some form of traffic control would be needed but there are lots of possibilities.

Council is more than just a landlord – we have a responsibility to enhance the retail sector in Oxford.

## **Panel's Findings**

Future vision of the Covered Market

Covered Market traders must accept that market trends are not going to change. For the majority of shoppers, price and convenience has more influence over shopping habits than quality does. This can be seen through the growth of chain stores and the decline in independents throughout Britain.

In order to prosper, Covered Market traders need to concentrate on offering niche goods and services that are unavailable elsewhere in town. They can't compete with the chain stores on price, but they can offer better quality, unique goods that cannot be bought in shopping malls.



Council has a role to play in encouraging this transformation as we have a responsibility to enhance the retail sector in Oxford.

### **Improving the relationship between Council and Traders**

Traders cannot blame the Council for all of their problems; they must take responsibility for their own performance.

The overall relationship between the Council and traders has suffered because there is not one person or forum responsible for the Covered Market. Delegating the everyday running of the market to officers has meant that traders deal with many officers for different things and so relationships have fragmented. A sub-committee of Councillors responsible for overseeing the Market could be established which would give the traders a single forum to direct their problems to and would give Councillors responsibility for building and maintaining the relationship.

The current rent review process needs to change as it is too adversarial to build a meaningful relationship with the traders.

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## Key Points from discussion with Officers

Notes from the Panel's meetings with officers involved in the running of the Covered Market

### Meeting with Officers 27 August 2013

#### Attendees

John Bellinger, Building design and facilities Manager  
Sheralynn Cross, Streetscene Assistant Operations Manager  
Jane Winfield, Regeneration and Major Projects Team  
Ruth Whelan, Senior property Manager/  
Chris Wood, Property Manager

#### Panel

Cllr Jim Campbell  
Cllr Mary Clarkson  
Cllr Jean Fooks  
Sarah Claridge, Democratic Services Officer

Sheralynn explained the role of the porter in the market, they are responsible for:

- Opening market
- Waste collection
- Traffic control
- Cleaning toilets
- Monitoring the cellar space – 15 cellars leased separately for storage.

#### **The Current Leasing structure**

- There are 57 separate leases which set out the responsibilities for both the landlord and the tenant.
- Leases are 15 years in length, they began in 2002 and end in 2017 – every 5 years the rent is reviewed.
- All but 2 leases begin and end on the same day; this makes the landlord/tenant relationship difficult as the rent is reviewed for all the leases at the same time. Normally leases are staggered so a landlord would only deal with reviewing rent for a few leases at a time. However Council has to review 55 leases at the same time, which means that dissatisfaction amongst traders is widespread.

When the leases expire in 2017, the tenants are legally entitled to a new lease and the council can only oppose a request on specific grounds.

The Council could propose a change in the terms of the lease at renewal but this is largely a matter for negotiation between landlord and tenant. It may therefore be possible to agree different lease patterns at renewal ie stagger the leases so they don't all start and end (and require rent review) at the same time.

Council could have a more flexible approach in 2017. It doesn't need to be constrained by tenure as any empty units could be changed to licenses. As long as we are fair to all tenants.

**Q What sort of market would you like to see developed?**

Change of Use requests – currently Corporate Property is responsible for determining Change of Use applications, we consult with the CMTA, look at the leasing strategy and then officers decide whether the proposed Change of Use is good for the Covered Market or not which can create conflict with the CMTA.

Would like to see a more tightly managed user clause similar to Borough market, which would regulate the quality of the food being sold. ie Borough Market has a tightly controlled approach to permitted uses. In Borough, traders are interviewed and their products taste tested before they are given a licence/lease to sell it. Change of Use are rarely given, traders have to re-apply to sell alternative goods.

The Covered Market could be a niche, high quality shopping destination so that it can distinguish itself from the new Westgate and Oxford Castle. It should sell goods/services that are not available on the High St.

Council needs to consider users and where they are placed in the market.

There needs to be a clear theme in the market to draw people in. ie high quality, unique gifts and food

Need to re-create the Christmas shopping atmosphere year round.

Lighting is an issue – Christmas lights are left to collect dust, some traders have set up their own lighting.

Shop fronts have no identity or cohesion and there is a big difference in quality between vendors.

Focus should be on traditional, local and independent vendors with a strong food focus. Revert back to what the market sold 30-40 years ago.

**Improving access to the Market**

Signage

- It is difficult to get people from the High St into the market.
- Installing signage on the High St is problematic as it's a listed building and the frontage is owned by Lincoln College so permission is needed.
- If Market Street became the front of the Covered Market – installing signage is easier as the Council owns the entire frontage so we have more control and opportunity in the signs we install.
- Is there a main entrance?

## **Maintenance**

Fixing the Leaky Roof – part of the backlog maintenance programme to be completed in 2014/15

The roof is a construction of a series of small slopes and narrow drainpipes. When there is a large amount of rainfall the drainpipes overflow and water can leak into the building. The Council looked into replacing the drainpipes, but this was too expensive. Huge gutters have been installed to contain the water on the roof until it can drain away. This work will be completed by the end of 2014/15. Blocked drainpipes are an on-going problem and Porters clean the gutters every week. Since the new gutter has been installed, leaking roof complaints have reduced.

## Fixtures and fittings

*The Panel mentioned how in other markets the stalls were a lot more open and accessible.*

In 2017 it is possible to change the fixtures and fittings in the market, however there is a cost to changing the structure. The tenants will need to agree to the change, as a lot of tenants have spent a lot of money on upgrading their shop fronts.

## **Other**

### Extending opening hours

Changing the opening hours can only succeed if the majority of tenants decided to remain open. They have tried Sunday opening before, but only 50% of tenants were open, which created uncertainty for shoppers – as some avenues appeared closed.

Because of the mix of stores, quite often the food shops want to stay open later midweek and the gift shops want to be open on Sunday so reaching an agreement can be difficult.

### Covered Market Manager

*The Panel explained how the other markets had a manager responsible for running everything ie leases, change of use, promotions and events. Officers were asked what they thought of having a manager for the CM.*

Sounds like a good idea, - Is the Covered Market big enough for 1 FTE? Currently the CMTA is responsible for promotions.

### Relationship with the CMTA

The Council has quarterly meetings with the CMTA, and consults with them on change of use applications. Perhaps we rely on them too much to act as the 'voice of the market' and should consult with non CMTA traders more.

Some traders are very quick to blame the Council for everything ie footfall drops and its Council's fault.

## **Panel's Findings**

### **Future vision for Market**

The Covered Market could be a niche, high quality shopping destination so that it can distinguish itself from the new Westgate and Oxford Castle. It should sell goods

and services that are not available on the High St.

Would like to see a more tightly managed user clause which would regulate the quality of the food being sold. ie Borough Market has a tightly controlled approach to permitted uses. In Borough, traders are interviewed and their products taste tested before they are given a licence/lease to sell it. Change of Use are rarely given, traders have to re-apply to sell alternative goods.

More promotion and marketing of the market needs to occur, shop fronts need more identity and cohesion, work needs to be done to improve the lighting, signage and visibility of the market.

### **Improving the relationship between Council and Traders**

Traders are too quick to blame the Council for everything - ie footfall drops and its Council's fault. The Council has quarterly meetings with the Covered Market Traders Association (CMTA) and consults with them on change of use applications. We rely on the CMTA being the voice of the market and it should communicate with all traders more.

Changing the leasing structure would improve the relationship between Council and traders. The current leases all start and finish on the same day which has meant that 50 rent reviews all take place at the same time. The tension between traders and the Council occurs because the rent review affects the whole market at the same time. When the leases expire in 2017, the tenants are legally entitled to a new lease however it may be possible to agree different lease patterns at renewal ie stagger the leases so they don't all start and end (and require rent review) at the same time.

When the leases end in 2017 the Council could adopt a more flexible approach. It doesn't need to be constrained by tenure - any empty units could be changed to licenses as long as we are fair to all tenants.

It would be possible to change the fixtures and fittings in the market, however there is a cost to changing the structure. The tenants will need to agree to the change, as a lot of tenants have spent a lot of money on upgrading their shop fronts.

**Meeting with Gordon Reid, City Centre Manager  
3 September 2013**

**What is your personal vision for the covered market?**

Would like to see the historic building retained but remodelled and filled with high quality independent retailers. A highly visible and successful retail venue unique from the chain stores found in shopping centres and providing high quality and varied food and catering establishments.

With the proposed Westgate shopping centre being built in the next 4 years would like to see the Covered Market and wider Broad Street/High St develop into an area for high quality specialist stores, that complement the emerging offer in the new Westgate and adds to the overall attraction of the city centre as a regional shopping destination.

**Signage and making the market visible**

At present, approx. 10% of the city centre footfall finds its way into the market; approx. 5% of city centre workers; and 4% of visitors/tourists per year.

The Covered Market is not sufficiently visible to potential shoppers and The Retail Group will bring forward proposals to address this. Most visitors to Oxford arrive on the High Street yet the signage to the market from the High St end is poor. The listed building status restricts the type of signage allowed.

The Panel suggested that vertical banners could be used on the High Street to promote the market.

The Market St end of the market has the largest footfall and has been proposed as the front of the market, yet visibility is currently restricted by delivery vans and toilets and there is limited signage.

The Retail Group have been asked to offer solutions to making the market more visible. These could include transforming Market St so that it is pedestrianised, limiting delivery vans to certain hours (as in Cornmarket) and allowing outside traders.

The Council could pay for such renovations by renting out the 1<sup>st</sup> floor of the market, currently it is not being used but it could be rented as office space or student accommodation.

**Relationship with Traders**

Initially got involved with the Covered Market through the quarterly traders' meetings, where the idea for a long term Covered Market strategy came from.

There appears to be a lot of mistrust between traders and Council that has built up over many years. This needs to be constructively addressed in order that accepted outputs from The Retail Group's work can be successfully implemented in due course.

When asked for his view on the implications for his own job if a market manager was appointed, Gordon stated that he would welcome improved management arrangements for the good of the market itself and the additional capacity it would provide for marketing the city centre. Having a manager at the market would also 'free up' Gordon to pursue other work.

### **The Covered Market Strategy**

Focus is on the strategic outlook rather than the day to day. Gordon realised the Council didn't have the expertise to draft a strategy inhouse so commissioned The Retail Group to draft it.

Commissioning consultants to conduct evidence based research was the correct approach for the Council to take to best understand the challenges and opportunities facing the market. The best means of facilitating commercial success is to align the retail offer with the expectations of the catchment population.

Officers are expecting the draft strategy from The Retail Group on 2 October 2013

### **Future Plans**

Council needs a cohesive approach to developing, promoting and managing markets and events in the city centre. This is a body of work that Gordon plans to pursue.



**Discussion with David Edwards, Director of Housing, City Development and  
Regeneration  
21 August 2013**

Relationship needs to improve between traders and Council

Council needs to decide the purpose of the Covered Market

- Financial/ Social
- Commercial operators
- Good management
- Tenant mix

We have a landlord/ tenant relationship with the leases

Other markets have more flexibility through the licences

**Covered Market leases**

Licenses require a more intensive relationship between management and leaseholders.

Leases offer more security and set out responsibilities for both tenant and landlord.

The CM leases allow tenants to sub-let and several tenants sub-let their leases for significantly more than the lease. As the Covered Market is prime real estate in Oxford.

The leases expire in 2017 and tenants are legally entitled to a new lease with broadly the same conditions as their current lease. Exceptions to this would be a complete re-organisation of the market.

The rent review system causes animosity – as a 5 year lease works well for a High St shop but not for the Covered Market.

Quality and mix of stores in the market

Food offer is important

Use of the first floor – there are always winners and losers with any change,

Signage and management is important

It's important that any changes to the Covered Market needs are value for money.

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## Financial Information

## Covered Market Income and Expenditure

	2008/09 £000	2009/10 £000	2010/11 £000	2011/12 £000	2012/13 £000
City Works/Direct Services					
Management	222	215	194	276	276
Premises Costs (Revenue)	73	88	139	81	74
Premises Costs (Capital Programme)	19	73	1	44	149
Premises Costs					
Depreciation/Impairment	19	73			
Transport	5	5	8	6	6
Supplies & Services	3	4	10	18	22
Support Services	52	41	32	19	17
Total Costs	393	498	385	445	544
Income	- 1,101	- 1,050	- 970	- 992	- 1,026
Net Income	- 708	- 551	- 585	- 547	- 483

**Notes**

- In 2008/09 and 2009/10 backdated rent was collected with interest from the rent reviews completed in 2007/08 resulting in better performance than in 2010/11 and 2011/12
- Overhead apportionment in 2011/12 was inconsistent with both previous and subsequent years and has been amended for comparability.
- No allowance has been made for the rent reviews in the total income reported for 2012/13.
- From 2011/12 the charge for Market Management included recovery of all central overheads which had not been done in previous years.

**Covered Market Arbitration Costs**

The Arbitrator has charged £21,319.20.

This cost will be split between the parties as the Arbitrator considers appropriate so it cannot be said that Oxford City Council has incurred this cost.

It does not include the cost of our expert who will invoice the council on completion. As the matter is on-going, it would not be appropriate for me to provide details of the basis of his charge.

I can confirm the cost of making the applications to the Royal Institute of Chartered Surveyors was approximately £2,000.

Property Manager  
Oxford City Council

**Vacant period former Palm's Deli Unit**

Timeline	Date	Number of months no revenue
Palm's Deli last rent received	29 Sept 2009	
Council takes possession of the lease	9 June 2010	8 month
*Temporary let to Calendar Club		
Property let – rent free period begins	5 December 2011	18 months *Temporary let during this period
Rent free period ends	5 September 2012	9 months

The rent paid by Palms was £25,215 p.a.

The new tenant's rent was £36,500 p.a.

Income earned during this time from temporary lets: £7,800.00

The Panel is also seeking financial information from Bristol City Council and if this arrives we will table it at the meeting.

**To:** City Executive Board

**Date:** 12 February, 2014

**Report of:** Regeneration & Major Projects Manager

**Title of Report:** THE COVERED MARKET RETAIL STRATEGY AND ACTION PLAN

### **Summary and Recommendations**

**Purpose of report:** To report the recommendations made by The Retail Group for the Covered Market, and the proposed development of an action plan.

**Key decision?** Yes

**Executive lead member:** Councillor Colin Cook

**Policy Framework:** Vibrant and Sustainable Economy

**Recommendation(s):**

1. The Council notes the consultants' recommendations and the responses to the public consultation on the consultants' report.
2. The Council instructs the officers to prepare a detailed, costed action plan and programme.
3. The Council endorses the appointment of an interim market manager, subject to the approval of the Council's draft consultation budget.

#### Appendices:

1. Summary of Consultation with the general public
2. Summary of Consultation with key stakeholders and the Covered Market Traders
3. Risk Register

## **BACKGROUND**

1. Council officers commissioned The Retail Group, a specialist markets consultancy, to provide a detailed assessment of the market and to identify a vision, strategy and detailed actions to improve the performance and secure the market's role within the city centre retail hierarchy.
2. Council officers are concerned that the Covered Market is not achieving its potential as an important and distinctive asset within the city centre as part of the retail and service economy. The experience of other markets is that they need to remain relevant and attractive to shoppers if they are to have a successful and viable future, and remain competitive within a growing and dynamic retail sector.
3. The Retail Group's brief included undertaking detailed research, which included catchment analysis, a consumer survey, a trader survey, stakeholder discussions, best practice reviews, a retail review and footfall analysis. This research is set out in the report, which is attached in Appendix 1.
4. The report's findings and recommendations have been the subject of extensive consultation, including traders' workshops, stakeholders and amenity societies and the public.

## **RESULTS OF RESEARCH BY THE RETAIL GROUP**

5. It is estimated the Market is only attracting 5% of the city centre workforce on a weekly basis and 3% of day trippers/tourists. It should be attracting significantly more of the available customers and spend. The Report identifies a number of issues which are undermining the market's performance, summarised below.
  - Lack of visibility: there is no visible main entrance, or frontage. The Market Street entrance is dominated by the service and delivery areas and there is no presence on the High Street.
  - Poor environment: a dated and dark internal environment with poor lighting.
  - Signage: this is ineffective and the entrances are too low-key.
  - Food: the fresh food offer is good, but most of the catering lacks high quality and contemporary dining/ take-away facilities.
  - Retail standards: the customer experience is generally poor with dated product ranges, poor use of space, dead frontages, ineffective window displays and poor use of promotions.
  - Management: there is no proactive market management giving focus to the promotion of the market.
  - There has been a lack of investment with the internal environment needing refurbishment and with the traders needing to invest in their units.

## **STRATEGIC OBJECTIVES AND RECOMMENDATIONS**

6. The strategic recommendations identified in the Report are as follows:

- Improve the retail appeal of the market
- Improve the market's visibility
- Improve the customer experience
- Increase footfall
- Increase performance of the market including traders
- Improve the marketing and promotion of the market
- Improve the operation and management of the market

The recommendations are divided between medium and longer term.

### **Medium Term Recommendations**

7. The medium term recommendations are summarised below.

- Interim specialist manager: the appointment of a specialist interim manager to assume responsibility for the market operation and work to implement an action plan for the market.
- New events programme: traders and the market management to develop a new promotional calendar, including music and seasonal events.
- Trader development: extend training and business development.
- External trading: extension of trading onto Market Street to animate the street and attract customers from Cornmarket.
- Website: a new consumer website to link to trader specific content.
- Marketing: a new campaign and brand to be developed.
- Signage: new signage at access points (Market Street, Golden Cross Centre and High Street) directing consumers to the Market.
- Covered Market quarter: the potential to extend the identity and the brand into the surrounding streets to create a more recognisable destination.
- Car and van free entrances: a vehicle free zone outside the entrance.
- Food and beverage: improve the quality, including casual dining.
- Covered Market 'Oscars': featuring the best performing traders.
- Trader handbook: setting out management and retailer standards.
- Tenant strategy: revising the trader mix policies and including additional product categories (such as local art and young designers) and new convenience food categories (such as charcuterie, artisan breads and herbs and spices) with a checklist to assess new traders, such as: exemplar service, retail theatre, excellent promotions, innovation, unique product and quality of shop fit.

- Refurbishment: entrances, floor finishes, alley ways, public spaces and internal market walls, internal shop fits and frontages.

## **Longer Term Recommendations**

8. The longer term solutions identified will require considerable further assessment, consultation, planning and investment. The works would require planning, Listed Building and highways approvals. The recommendations are summarised below.
  - Development: increasing the size of the market would improve visibility, enhance the external presentation and release under-used ancillary retail space. The proposals would create 410 sq m additional retail floor space at ground floor level and 330 sq m at first floor level (32% floorspaceincrease).
  - New entrance on Market Street: the potential opportunity to create a prominent and attractive market frontage. The illustrative concept in the report shows a new façade with 7 new external facing units on Market Street at ground floor level; and a new open balcony and seating at first floor level extending above the service yard.

## **CONSULTATION**

### **Public Consultation**

9. Consultation has taken place via the Councils website and the responses are analysed in Appendix 2. Overall the responses suggest support for the report's recommendations.
  - 26% of respondents visit once a week and only 17% several times per week which suggests there is potential to increase trading.
  - 32% use the market as a shortcut and 33% visit the market without an intention to buy, which again suggests there is the potential to increase trading.
  - Fresh Food (meat and fish 68% and fruit and vegetables 64%) is the most popular reason for shopping. Areas which need strengthening include Food and Drink(used by 42% shoppers) and areas of less interest, including clothing, fashion accessories and home ware.
  - Only the Fresh Food offer is rated as excellent with Fresh Produce (flowers) and Specialist Services (key cutting, picture framing etc) achieving a good rating. The remaining offer of the market is largely considered only satisfactory. Respondents would like to see more Fresh Food and Produce.
  - The overall experience is considered largely good and the atmosphere/buzz was rated marginally higher, between good and excellent.



- Improved signage is considered a high priority with the remaining proposals (i.e. increased advertising, marketing and the creation of a detailed website) identified as medium priority.
- In line with the recommendations, longer opening hours and more promotions and events are two key items which would encourage people to visit and shop more frequently. Improvement to the physical environment was rated by 39% as important, although others considered the overall experience and the physical environment good.
- There were a range of comments made regarding the contents of the consultant's report. In particular, there was a desire to see the market occupied by independent traders and some reference was made to the level of rents and their potential impact on the tenants. Overall, there was a good level of support, although the support was often mixed with some of the comments favouring certain recommendations but not others. Approximately 18% of the comments provided were negative towards the report and its recommendations. Approximately 38% of the comments were either supportive or demonstrated mixed support.

### **Stakeholders and Organisations**

10. ROX, Oxford Preservation Trust, Oxford Civic Society, Oxfordshire County Council and English Heritage were consulted . (A summary report of the consultation with key stakeholders and the Covered Market Traders is attached at Appendix 3).
11. There was general agreement with the issues identified in the report, but there were some differences which are highlighted below
12. ROX did not want to see the market over gentrified and want it to maintain an offer suitable for those on lower incomes with a strong presence of independent retailers. They also identified the need for independent high profile destination shops. It is supportive of improved signage and marketing, as well as the longer term expansion of the market and re-use of under-used areas.
13. OPT is supportive of improving the trading profile, promotion and signage for the market, and the trading mix. It is also supportive of the identity of wider Market Quarter. There is no objection in principle to the expansion of the market, but the design and development would need careful consideration.
14. The Civic Society agreed that the traffic and car / van parking on Market Street significantly reduces the market's appeal and want any future development plans to reflect the heritage of the market and the surrounding local area in which the market is located
15. Oxfordshire County Council is supportive of the key findings and recommendations of The Retail Group's report. It would also like to see significantly less vehicular movement and increased visibility on Market Street, as well as an improved, more visible offer and improved trader performance. There is support for reviewing the loading and servicing

arrangements but they do not want to see increased loading activity on High Street.

16. English Heritage has commented on the proposals. Their response emphasised the heritage significance of the unique, highly sensitive and highly protected setting of the market and considered that any acceptable development proposal is likely to be a relatively modest addition. It suggests a detailed heritage study of the building to identify the important elements of the structure, and the opportunities for re-using unused space and improving the lighting.
17. Oxfordshire Green Party was largely supportive of the medium term measures but had concerns on the long term future strategy. Increasing the fresh food offer is supported but the catering offer should never be allowed to predominate. There is opposition to the market having more anchors and more destination retailers. There is support for the closure of Market Street to traders' vehicles and traffic and the provision of external trading stalls, subject to provision for deliveries to customers during the working week. There was support for the relocation of the toilets, but the market's character and the main structure should be retained. The first floor might also be used for start-up business units.

### **Covered Market Traders**

18. The consultants met with the traders and representatives at the outset of the study, and they were consulted widely as part of the research, as well as having a workshop to discuss the findings which 22 traders attended (see attached summary report in Appendix 3).
19. The detailed responses from the traders are set out in the report. The summary conclusions are as follows:
  - General support for the focus on improved signage and entrances to the market.
  - General support for an improved website and additional promotional activity.
  - Traders agree the market needs improved internal lighting and circulation.
  - There has to be collective as well as individual responsibility for improvement. More joined up and pro-active management is needed.
  - Traders agree with the report that a focus on quality, destination, best in class independent traders is the right direction for the market.
  - There is support for the view that a bigger and better market, with less dead space and a new clear entrance, could be successful. There is concern that development during construction would disrupt trading.
  - Traders agree that help is needed increase the performance of the market, including the possibility of more flexibility in leasing arrangements in some cases.
  - Traders would like to see a return of a market committee where the traders worked closely with the Council on market operations and governance.

## **ACTION PLAN**

20. It is proposed that a detailed action plan with priorities, costs, funding and timescales will be developed by officers, based on the report's recommendations. The plan will be developed with the traders and their representatives. As a first step an interim market manager is to be appointed who will take responsibility for the operation of the market and the related Council services, and help develop the detail of the action plan.

## **FINANCIAL CONSIDERATION**

21. There is no direct financial consideration arising from this report. Within the draft consultation budget (which will be considered by Council in February) there is a budget for investment in initiatives to support the market, including the appointment of a market manager.
22. The remaining medium term recommendations will need to be assessed in terms of priority, cost and funding as part of developing an action plan.
23. The longer term recommendations covering the extension and development of the market will require a detailed feasibility exercise to assess the viability of the proposals and the business case. This will be considered further once the medium term recommendations have been progressed.

## **RISK IMPLICATIONS**

24. A risk assessment has been undertaken and the risk register is attached at Appendix 4.

## **ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS**

25. None arising out of this report.

## **EQUALITIES IMPLICATIONS**

26. None arising out of this Report.

## **LEGAL IMPLICATIONS**

27. No legal implications identified.

## **RECOMMENDATIONS**

28. It is recommended that:
  1. The Council notes the consultants' recommendations and the responses to the public consultation on the consultants' report.

2. The Council instructs the officers to prepare a detailed, costed action plan and programme.

3. The Council endorses the appointment of an interim market manager, subject to the approval of the Council's draft consultation budget.

**Name and contact details of author:-**

Name:	Christopher Wood
Job title:	Property Manager
Service Area / Department:	Regeneration & Major Projects
Tel:	01865 242120
e-mail:	<a href="mailto:cwood@oxford.gov.uk">cwood@oxford.gov.uk</a>

**Version number: 4**

**Summary of findings report -  
The Retail Group Covered Market recommendations**

The Council commissioned The Retail Group, a specialist markets consultancy, to provide a detailed assessment of the market and to identify a vision, strategy and detailed actions to improve the performance and secure the market's role within the city centre retail hierarchy.

In line with this report the Council produced a questionnaire for members of the public to answer questions and provide feedback on the Covered Market.

The consultation began on 5<sup>th</sup> December 2013 and ended on Friday 13<sup>th</sup> December 2013.

The consultation was publicised through a number of channels including through the local press, local media, Councils website, posters and information packs at libraries in the City.

Members of the general public were invited to respond to the questionnaire through the online eConsult system. There was also the opportunity to request a paper copy of the questionnaire directly from the Council.

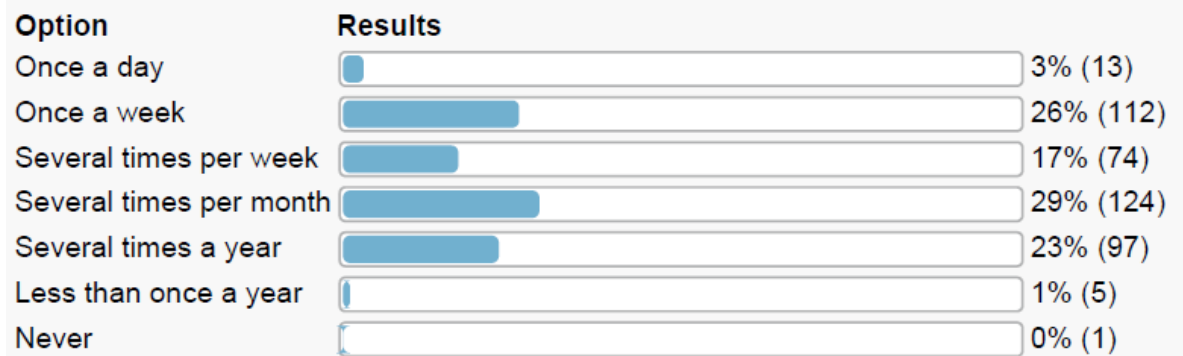
In total, 428 responses were received of which 426 were received through eConsult and 2 were received via paper submissions.

This summary of findings report summarises the responses received to each question.

1. Question 1. *How often do you visit?*

The results show 26% of respondents visit once a week and only 17% several times per week. 29% of respondents visit several times per month and this is the most popular frequency for visiting the market.

Approximately how often do you visit Oxford's Covered Market?

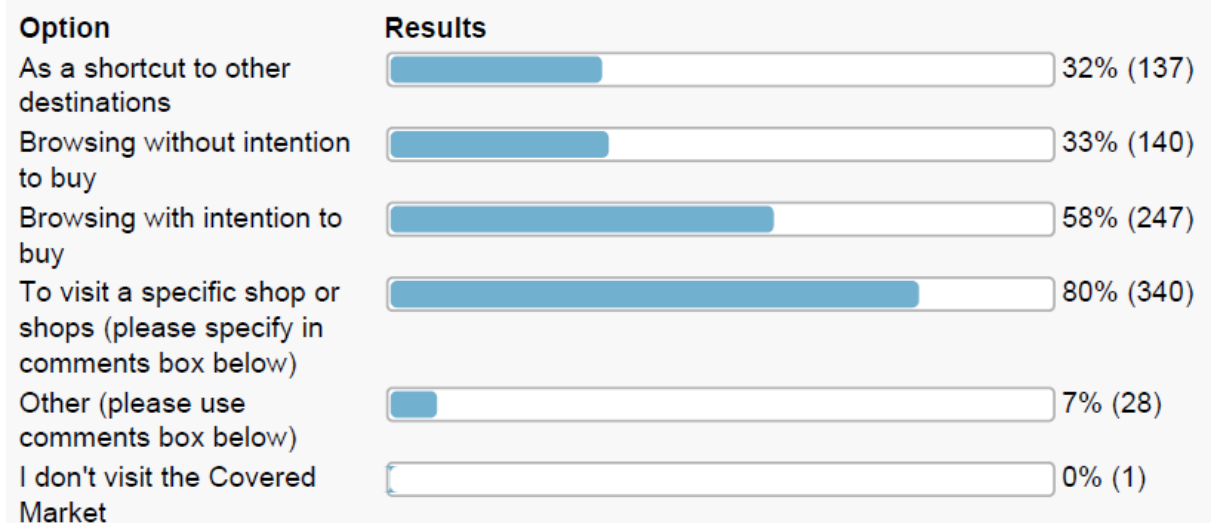


2. Question 2. *Why do you visit?*

The highest proportion of respondents (80%) visit the market to visit a specific shop. This is followed by those who browse with an intention to buy (58%).

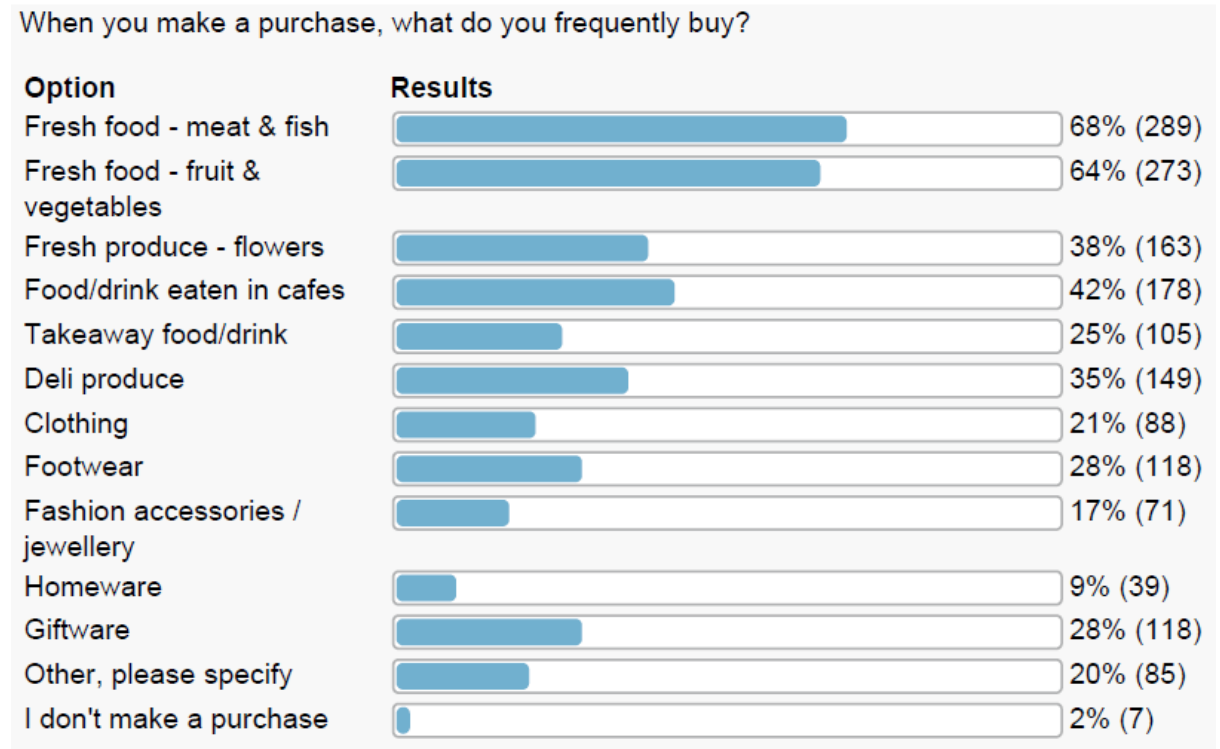
32% of respondents visit as a shortcut to other destinations and a similar proportion (33%) visit to browse without an intention to buy.

Why do you visit the Covered Market?



3. Question 3. *What do you frequently buy?*

The most popular purchase is Fresh Food – (meat & fish 60%), followed by Fresh Food, fruit and vegetables (64%). Items of less interest to purchasers include clothing, footwear, fashion accessories / jewellery, homeware and giftware with all these being below 30% in terms of the percentage of respondents.



4. Question 4. *How do you rate quality?*

Only the Fresh Food (meat & fish) offer is rated as excellent with Fresh Food (fruit & vegetables) between good and excellent and Fresh Produce (flowers) and Specialist Services (key cutting, picture framing etc.) achieving a good rating. The remaining offer of the market is largely considered as only satisfactory.

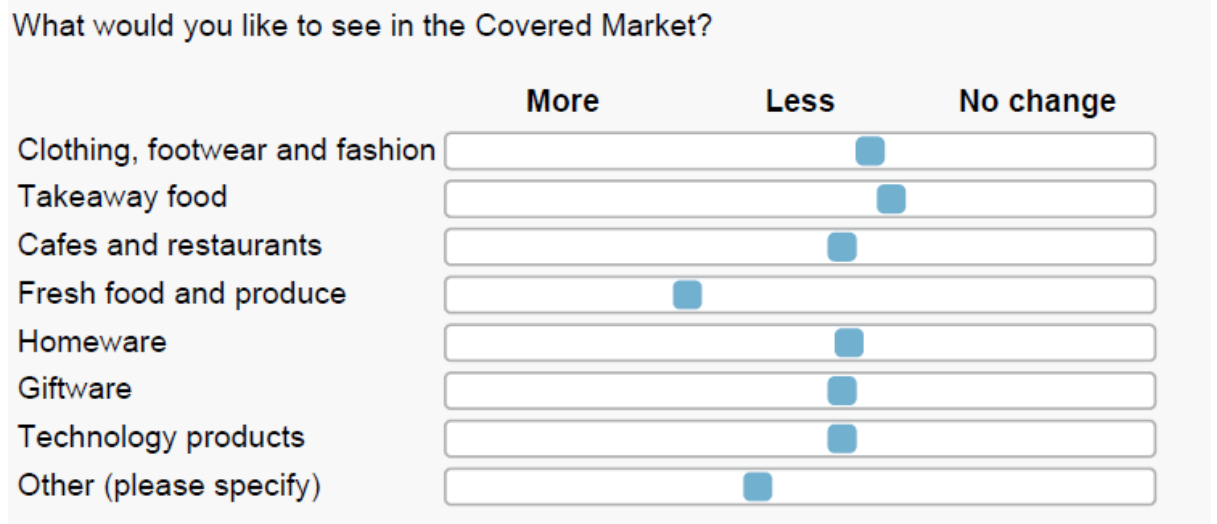
If you have visited the Covered Market, how do you rate the quality of the products on offer?





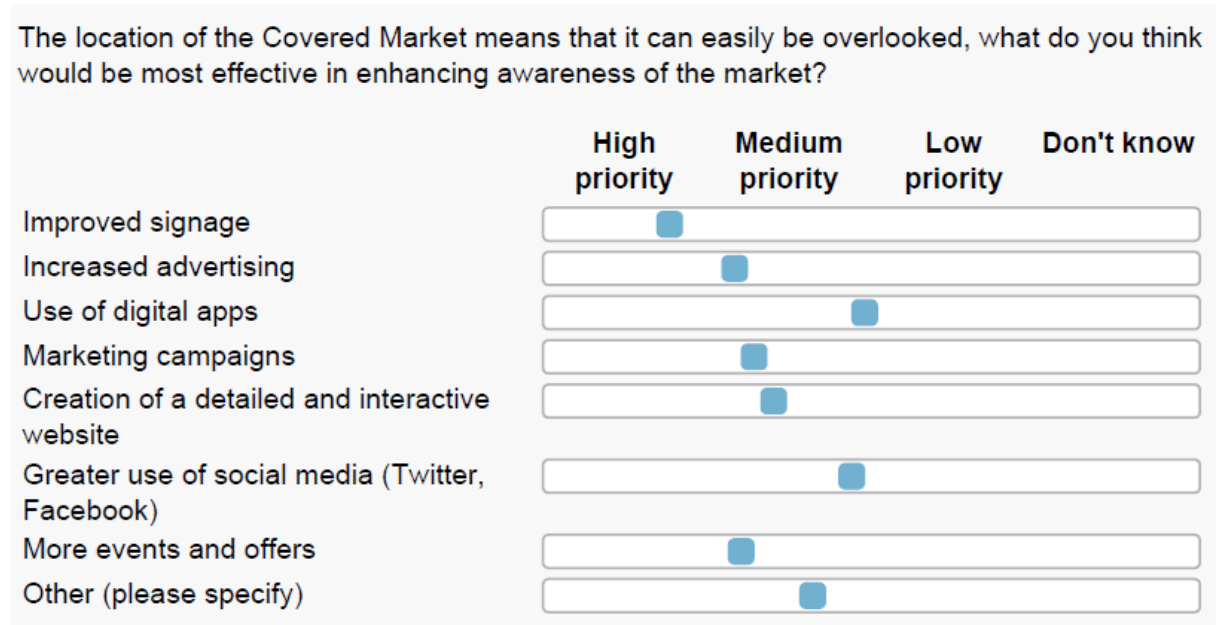
5. Question 5. *What would you like to see in the market?*

The only item which respondents would clearly like to see more of is Fresh Food and produce. The results suggest a desire for less of all other identified items.



6. Question 6. *How would you enhance awareness?*

Improved signage is considered a high priority with increased advertising, marketing and the creation of a detailed website identified as medium priority. Use of digital apps and a greater use of social media is seen as a lower priority.



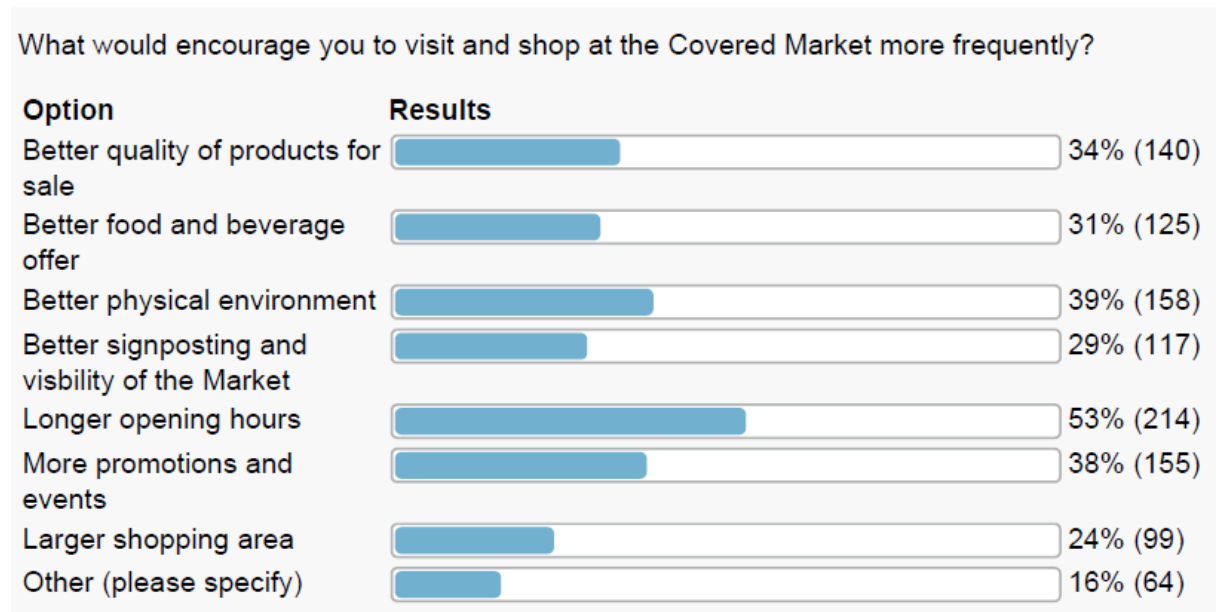
7. Question 7. *How would you rate the overall experience?*

The results suggest the overall experience is mostly considered good although the atmosphere/buzz and customer service were both rated marginally higher between good and excellent. Cleanliness is an area which is considered satisfactory.



8. Question 8. *What would encourage you to visit more frequently?*

The results suggest longer opening hours and a better physical environment are the two key items which would encourage people to visit and shop more frequently, being identified by 53% and 39% of respondents respectively. These are followed by more promotions and events, better quality of products for sale and a better food and beverage offer.



9. Question 9. *Do you have any other comments or feedback relating to The Retail Group Covered Market report?*

This question sought to draw upon individuals responses relating to The Retail Group report and obtain feedback to the recommendations received. The comments have been assessed and categorised and the table below summarises the feedback received.

Very Supportive	Supportive	Mixed	Against	Very Against	Other
22	45	35	37	12	115
8%	17%	13%	14%	4%	43%

There were a number of key themes arising from the feedback to question 9.

Keeping the character of the Market was cited numerous times together with maintaining the current integrity of the Market as a unique destination. It is apparent from the feedback that people wish to see the continuation of independent shops, which differ from the retail offer at the larger shopping centres across the Country which tend to be more brand focused. It was noted from the comments that there is a view that independent shops are able to offer speciality produce not found elsewhere on the typical High Street together with a more personal and higher quality of service.

Respondents also emphasised the need to keep rents affordable so as to ensure the traders can thrive and prosper and add something more to the Oxford retail offer. It was commented that traders in the Market could perhaps not normally afford premises in a City Centre and so the Market provides a good starting point for many new businesses starting out. Respondents wanted to see an offer that is high quality and appealing to both the Oxford resident and tourist visitor.

Respondents mentioned the need to ensure that development would need to reflect the market's historical importance and recognise the current heritage asset that the Market is. Comments were made about the need to ensure any development needed to be made in context with the local area. For example, the colleges within the area are also of historic importance and so consideration needed to be given as to how any proposals would complement these buildings.

Respondents showed support for improving the existing signage offer as the current signage at entrances is considered not particularly visible. Comments surrounding this theme also link with other comments regarding the service delivery yard and current overcrowding of vans and cars in the area which makes the Market

Street entrance look unsightly and unwelcoming. The recommendation of pedestrianizing Market Street was generally welcomed, although there was some concern over the impact reduced loading and unloading times would have on traders.

Overall, there was a good level of support for the recommendations made in the report, although a number of the comments provided mixed feedback with some comments favouring some elements of the recommendations but not others.

Out of the respondents who answered question 9, approximately 18% of the comments provided were negative towards the report and its recommendations. Approximately 38% of the comments were either supportive or demonstrated mixed support.



### **Oxford Covered Market – Strategy for Performance Enhancement Consultation Meetings on The Retail Group’s Study Report**

#### **1.0 Introduction**

In September 2013, Oxford City Council released The Retail Group’s report on the Oxford Covered Market for public consultation. This report contained the findings of an extensive series of bespoke research areas regarding the current performance of the market, as well as its potential going forward. The report contained a variety of conclusions in regards to which elements of the market need fixing, as well as an optimum future vision for the market, and a series of recommendations designed to help the market in the short, medium and longer term.

The Retail Group was subsequently asked to meet with key external stakeholder groups, as well as existing traders in the market, to discuss their views on the conclusions and recommendations of the report, as well as explore other areas where the market could be developed to harness its considerable potential.

#### **2.0 Meeting with Key Stakeholders**

Representatives from The Retail Group and Oxford City Council met with key principals from Rox, Oxford Civic Society and Oxford County Council on 10<sup>th</sup> December 2013. There was broad consensus that the report successfully captured the issues the market faces and the failings that need addressing.

Rox is keen the market is not over gentrified and continues to provide part of its offer suitable for those consumers on lower incomes. Rox is also keen that the market remains dominated by independent retailers and that those retailers are provided with appropriate support to help them trade successfully. As identified in the report, Rox is keen the market retains a focus on food, with 1 or 2 additional and destination anchors needed. It is agreed that the lack of visibility and accessibility through the Golden Cross Centre is a concern. Rox is also concerned that any future development proposals would need considerable increases in rental levels, which could prove problematic for some existing independent traders.

The Civic Society also agreed with the findings of the study in so much that traffic and car / van parking on Market Street is significantly reducing the market’s appeal, on what should be its main entrance and access point. The

Society would be keen to see Market Street pedestrianised. The Society is also keen to ensure that any future development plans reflect the heritage of the market and the surrounding local area in which the market is located.

From the perspective of the County Council, it broadly supports the key findings, conclusions and recommendations of The Retail Group's report. It would also like to see significantly less vehicular movement and visibility on Market Street, as well as an improved, more visible offer and improved trader performance. It is keen that independent traders are supported going forward.

It was broadly felt the market has too much internal clutter, which is reducing its external appeal. Whilst the toilets are an important and well liked civic asset, they would be better utilised under the market at basement level, freeing up space on Market Street to help construct a new entrance.

### **Oxford Covered Market – Strategy for Performance Enhancement Consultation Meetings on The Retail Group's Study Report**

#### **3.0 Meeting with Market Traders**

The Retail Group facilitated a meeting with market traders in the evening of 10 December. All traders were invited to the meeting and 22 traders attended.

The meeting commenced with an introduction from David Edwards on the context and brief for the report, as well as the Council's aims from the study and consultation process. This included clarification that the recommendations and ideas in the report are only that; they are not adopted policy and will require further detailed planning and thought before they are implemented.

The Retail Group then recapped on the objectives of the study and summarised the key findings and conclusions of the report. The workshop attendees were then split into 3 groups, with the objective of further developing some of the recommendations of the report, as well as giving the opportunity to introduce new ideas and best practise initiatives seen elsewhere.

#### **Activity 1 Group 1 – Improving the marketing and promotion of the Market**

- Provide a clear Directory of Traders at each entrance point to the market
- Remove parking from the 3 bays nearest to Cornmarket on Market Street; and use this space to sign post the market;
  - this will also increase visibility to the market
  - use the space for an entrance sign, possibly free standing
- Entrances to be illuminated
- Entrance signage to be easily readable, horizontal
- Touch screen display boards at entrances
- Redesign High Street signs and illumination
- Entrances to be readily identifiable
- Introduce trading stalls into entrances on High Street, narrow stalls or even glazed display cases
- De-clutter entrances, remove A boards
- Install 'Welcome to....OCM' (or consumer brand).



*It is clear from the comments made, that traders support a focus in the report on improved entrances to the Market. Other initiatives include;*

- Develop a collective web site, that promotes the market and its traders; this should link to traders' business web sites and vice versa
- Web site to be separate from council web site
- Web site to be managed and maintained by new Head of Markets
- Develop parking initiatives, parking events to encourage repeat visits, market customer discount days, vouchers, etc.
- Develop the OCM App
- Use the internal PA system to promote traders and their promotions
- Utilise city wide opportunities for remote signage and promotion
  - At arrival points
  - At bus stops
  - Broad Street
  - Railway Station
  - On buses
  - Student locations
  - Work force locations
  - Bicester Village
  - Westgate
  - Hotels and B&B.
- Look at National Trust for lessons to learn
- Plan collective promotions and develop a promotional calendar
- Consider a loyalty card.

*Traders are also keen for additional promotional activity. Self-funded, communal funding and shared funding were all discussed.*

### Activity 1 Group 2 - How the market's layout and signage package can be improved

*Signage comments have been incorporated in Group 1.*

- Improve lighting within the market and also directional signage, illuminated!
- Treat Market Street at Cornmarket as entrance point for the market
- Improved signage through Golden Cross to market
- Use the square in the market for activity
- Introduce temporary hanging banners in Market Street.

*Traders agree that the market needs improved internal lighting and circulation.*

### Activity 1 Group 3 - How the market could be managed and operated more effectively

- There needs to be a focus on actual trading performance and the retail experience in the market, rather than just property
- Consider part-time and temporary uses in vacant stalls / shops
- Provide support and motivation to traders
- Provide a visible Market Manager with the ability to get things done, traders to provide support and heed advice. It's a two way street!
- Visibility on budget control and activity
- Compulsory trading hours, with allowance for temporary traders in front of shops that don't open
- Governance issues to be clarified, clarity on roles and responsibility, input from traders on selection.

*There is widespread agreement with one of the key findings of the report that there has to be collective as well as individual responsibility for improvement. More joined up and pro- active management is needed.*

### Activity 2 Group 1 - How the offer and mix can be repositioned to improve performance

- A focus on unique, independent businesses. Indeed this is a core attribute and part of the future brand identity
- No chain operators
- Traders need help to look fantastic, external support and even trader buddy programmes
- Possibly help priority traders in key locations, although help to be available to all
- Provide a trader's handbook to existing traders and to any visiting traders
- Increase Sunday trading; 'one for all and all for one'. Consider temporary traders to mask closed shops
- Introduce more fresh foods
- A delicatessen is a priority
- More interesting products, interesting traders
- More anchors and footfall generators
- TIC shop or even TIC barrow (as per Lincoln)
- Have a plan and priority for vacant units
- Extend mix with temporary traders and or events, allow test trading.

*Traders agree with the report that a focus on quality, destination, best in class independent traders is the right direction for the market.*

### Activity 2 Group 2 - How the physical configuration and layout could be improved

- Develop Market Street as the main entrance
- Relocate toilets to basement area, retain and improve as a customer facility
- Re-develop toilets space into a unit
- Provide additional communal seating and facilities
- Pedestrianise Market Street

- Repair market structure, windproof building
- Use dead frontages and space for more retail units
- Build 1st floor units
- Use service yard and space above for units.

*There is support for the view that a bigger and better market, with less dead space and a new clear entrance could be successful. There is concern that continuity of trade would be difficult whilst any construction works are underway.*

### Activity 2 Group 3 - Increasing the performance of the Market

Many of the points raised are already identified above;

- Introduce start up businesses
- Consider some short term leases
- Provide flexible occupation
- Focus on increasing footfall, both into and throughout the market
- Work with shops on the outside
- Developed shared promotional calendar.

*Traders agree more support is needed to help increase the performance of the market, including the possibility of more flexibility in leasing arrangements.*

#### **4.0 Conclusion**

There appears to be broad buy-in for the general tone and direction of The Retail Group's study from both stakeholders and traders. Clearly many of the ideas need to be worked through and carefully planned in terms of implementation. There is understandable concern in regards to the need for detailed planning of any physical redevelopment works.

Overall, it can be concluded from the consultation meetings with stakeholders and traders that there is widespread support for The Retail Group's recommended future vision and recommendations for the market.

Appendix 3

CEB Report Risk Register –

No.	Risk Description Link to Corporate Objectives	Gross Risk		Cause of Risk	Mitigation	Net Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid	Monitoring Effectiveness					Current Risk	
Risk Score = Almost Certain		Impact Score: 1 = Insignificant; 2 = Minor; 3 = Moderate; 4 = Major; 5 = Catastrophic						Probability Score: 1 = Rare; 2 = Unlikely; 3 = Possible; 4 = Likely; 5 = Almost Certain							
CEB-001-CA	There is not sufficient budget to implement the recommendations.	1 4	P 3	There is no allocated budget for the recommendations other than for the appointment of an interim manager	Obtain detailed costings and consider other sources of funding including the traders contributing to funding of specific initiatives	1 3	P 2	Work closely with Traders in order that they can see the benefit of contributing to the cost of funding, where appropriate.							
114	The medium term recommendations do not provide the benefit to the market initially identified.	4	3	The true benefits of the recommendations will only be clear following successful implementation.	Ensure the recommendations are fully assessed and detailed plans are prepared with full costs established. Work closely with the market traders on the consideration and implementation of the recommendations.	3	2	Also, ensure further involvement of other stakeholders.							
	The future strategy recommendations (i.e. increase size and new entrance on Market Street) are unable to secure the required permissions (e.g. planning permission)	5	4	The building is Grade 2 listed and is within the Central Oxford Conservation Area.	A detailed feasibility study would be carried out which would involve working closely with the Council's planning department and Heritage officer.	4	4	Consultation would also take place with other relevant organisations such as The Oxford Preservation Society.							

	The future strategy recommendations (i.e. increase size and new entrance on Market Street) are not financially viable.	5	5	The costs are likely to be significant in view of the location, the listed building status and the fact tenants are already trading in the market.	A detailed feasibility exercise will be carried out to fully assess the viability of the future strategy recommendations.	4	4	The detailed feasibility will establish if there is a clear business case on which to proceed with the recommendations which will need to demonstrate financial viability.								
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Measure		Owner	Result 2012/13	Latest Data		Year End Target 2013/14	Trends			Comments
Ref	Description			Target	Result		Prd	Prev Year End	Year on Year	
<b>Corporate Health</b>										
BIT022	BIT022: Level of efficiency savings, income generation identified through service reviews and process/system improvement projects	Jan Heath	Not Recorded	£247,500	£266,274	£330,000				Results include a number of recently completed projects so although efficiencies have been identified, they have not yet been fully realised. Work is still underway to capture and measure additional efficiencies anticipated from completion of ICT projects. Projects will continue to be monitored post-implementation to ensure that we do achieve the full benefits.
CH001	CH001: Days lost to sickness	Simon Howick	7.16 days	6.00 days	5.79 days	8.00 days				Work is in progress regarding sickness absence as the stats look to be identifying risk of a worse outturn than last year., Discussions are being held with trade unions regarding amending the absence triggers (downwards) in order to intervene earlier in employee sickness – to provide appropriate support and challenge. HR will also run further sessions around good practice attendance management over the next couple of months
BV016a	BV016a: Percentage of employees with a disability	Simon Howick	9.35%	10.00%	9.10%	10.00%				Disability figures have remained at broadly the same level during the past recruitment year. The number of applicants declaring a disability has seen a slight drop, but the Two Ticks principles ensure all suitable candidates are interviewed.
BV017a	BV017a: Percentage of black and ethnic minority employees	Simon Howick	5.7%	8.0%	6.9%	8.0%				Figures are consistently around the 7% mark. This reflects some positive work done in response to an internal focus group in June 2013 and plans to do more in 2014/ 2015, including anonymised shortlisting and workshops around making effective applications.
<b>Empowerment</b>										
ED004	ED004: The % of OxFutures programme milestones met	Jo Colwell	100%	100 %	100%	100 %				
LG002	LG002: Achieve the electoral registration rate target	Jeremy Thomas	96.00%	96.00%	96.30%	96.00%				The 2012/13 performance outturn was 96.3% against a target of 96%. 2013/14 data will not be available until March 2014
<b>Great Customer Contact</b>										
BIT019	BIT019: The level of self-service transactions that are carried out using the Council's website	Jane Lubbock	Not Recorded	13.50%	13.84%	18.00%				December is usually a quiet month for online transactions and it was again this year - but figures are still up on this time last year.

**Performance Summary  
Scrutiny Committee**

Trends compare relative performance with

Green = target met  
Amber = within tolerance  
Red = outside tolerance

Prd: previous month

Prev Year End: previous March

Dec-2013

Year on Year: the same period from the previous year

Measure		Owner	Result 2012/13	Latest Data		Year End Target 2013/14	Trends			Comments
Ref	Description			Target	Result		Prd	Prev Year End	Year on Year	
CS001	CS001: The % of customers satisfied at their first point of contact	Helen Bishop	70.00%	75.00%	76.00%	75.00%				Satisfaction increased significantly in December to 84%. Year to date satisfaction overall has increased to 76% as a result. Face to face satisfaction for December was 58% and on the phones it was 93%. Web satisfaction has increased from November's figure (45%) to 50% in December.
PC027	PC027: Increase the Number of people engaging with the Council's social media accounts	Chris Lee	Not Recorded	32,250 Number	41,730 Number	33,000 Number				
CS003	CS003: Customers getting through first time on Councils Main Service lines	Helen Bishop	87.73%	95.00%	92.53%	95.00%				Performance is gradually improving on the telephones. In December, we rolled out the new workforce management system which is really helping us to better plan resources so we maximise our resources. In January, the telephony system will be upgraded to introduce new functionality which enables customers to request a call back rather than wait in a queue and this should further help reduce abandoned calls.
CS004	CS004: Enquiries resolved by customer service centre without hand off	Helen Bishop	91.50%	90.00%	93.30%	90.00%				Our performance remains consistently high as a result of ongoing training and quality checking.

**Improve Recycling**

NI191	NI 191 The Kg of waste sent to landfill per household (YTD)	Geoff Corps	422.63 kgs	333.90 kgs	318.74 kgs	445.00 kgs				In December, the Kg of waste sent to landfill per household was 33.58Kg  The initiatives currently taking place to increase recycling and reduce landfill waste are road shows, press releases, rebalancing projects and flat site door knocking.
NI192	NI192 Household waste recycled and composted (YTD)	Geoff Corps	48.0%	43.2%	45.1%	44.0%				Year to date the overall recycling rate is 45.10%, made up of 15.11% compost and 29.75% dry recycling rate.  The monthly dry recycling rate has yet again increased to 32.96% - the highest rate this year. The initiatives currently taking place to increase recycling are road shows, press releases, rebalancing projects and flat site door knocking.  The composting rate has seen a slight reduction from 17.57% to 11.56%, this is due to the garden collection being stopped over the Christmas period

**Participation in Healthy Activities in the most deprived wards**



**Performance Summary  
Scrutiny Committee**

Trends compare relative performance with

Green = target met  
Amber = within tolerance  
Red = outside tolerance

Prd: previous month

Prev Year End: previous March

Dec-2013

Year on Year: the same period from the previous year

Measure		Owner	Result 2012/13	Latest Data		Year End Target 2013/14	Trends			Comments
Ref	Description			Target	Result		Prd	Prev Year End	Year on Year	
NI008	NI008 The % increase in the number of adults taking part in sport as measured by Sport England's Active People Survey	Ian Brooke	26.4%	26.0%	29.0%	26.0%				Sport England's Active People survey is an annual survey (December) that measures the percentage increase in numbers of adults taking part in regular sport, an interim result is also published in June.  The result shown is the full result of 29.0% which places Oxford City in the top 10% of all districts within the Country and is a 8.3% increase from the baseline figure of 20.7 which was recorded in 2005/6
LP120	LP120: The number of individual people participating in the City Exercise on Referral scheme	Ian Brooke	Not Recorded	70 Number	85 Number	120 Number				85 referrals received April to Dec 13.
LP106	LP106: To increase participation at our leisure centres by target groups	Ian Brooke	13%	5 %	-5%	5 %				Year to Date participation shows 325,137 visits; compared with 341,061 visits for the same period in 2013.

**Reduce Emissions**

ED002	ED002: The reduction in the city council's carbon footprint	Paul Robinson	647 Tonnes	266 Tonnes	392.00 Tonnes	503 Tonnes				Completion of Glos Green toilets lighting upgrade (est 2 tCO2 per year saving); Carbon savings from switch to pool cars from grey fleet/Elec vehicles (total est 12tCO2 [Elec Vehicles = 9tCO2 (from 6 x nissan leaves) + 3 tCo2 saving from switch from grey fleet to pool car system]
LP008	LP008: To reduce the use of utilities in Leisure facilities	Ian Brooke	3 Kgs CO2	2 Kgs CO2	3 Kgs CO2	2 Kgs CO2				We are continuing to implement Carbon projects delivered through Salix funding.

**Youth Ambition**

BI002a	BI002a: The number of training places and jobs created through Council investment projects and other activities	Jane Lubbock	197 Number	500 Number	275.00 Number	586 Number				12 new jobs/apprentices at Blackbird Leys development and 2 from the Pavillions; 1 surveyor and 1 carpenter
BI002b	BI002b: The number of Council apprentices created through Council investment for those who live in Oxford	Simon Howick	22 Number	20 Number	23.00 Number	20 Number				Ahead of target and the Oxford Careers Fest 21/ 22 January will see the Council soft launch its intention to recruit a second cohort of 10 apprentices to start in September 2014
LP119	LP119: The number of young people accessing youth engagement projects and activities outside school hours	Ian Brooke	Not Recorded	4,500 Number	4416.00 Number	5,250 Number				We are waiting on numbers from the Community Sports Activation Fund and from Fusion to add to this periods figure. We are also diligently checking that the numbers are accurate to the best measurement standard possible.
PC019	PC019: To achieve results for Oxford city schools that are 10% above the national average for KS2 by April 2015	Anna Wright	Not Recorded	68.0%	68.0%	68.0%				

**Performance Summary  
Scrutiny Committee**

Green = target met  
Amber = within tolerance  
Red = outside tolerance

Trends compare relative performance with  
Prd: previous month  
Prev Year End: previous March  
Year on Year: the same period from the previous year

Dec-2013

Measure		Owner	Result 2012/13	Latest Data		Year End Target 2013/14	Trends			Comments
Ref	Description			Target	Result		Prd	Prev Year End	Year on Year	
PC004	PC004: Grow level of active participation in dance through programme of events	Claire Thompson	9,400 Number	1,000 Number	5,956 Number	6,000 Number				

## SCRUTINY COMMITTEE

**Tuesday 3 December 2013**

**COUNCILLORS PRESENT:** Councillors Mills (Chair), Abbasi, Altaf-Khan, Campbell, Coulter, Darke, Fry, Lloyd-Shogbesan, Simmons, Smith, Upton and O'Hara.

**BOARD MEMBERS PRESENT:** Councillors Brown and Curran

**SUPPORTING MEMBERS:** Councillors Brett and Jones

**OFFICERS PRESENT:** Helen Bishop (Head of Customer Services), Jarlath Brine (OD & Learning Advisor, Equalities & Apprenticeships), Angela Cristofoli (Communities and Neighbourhoods Manager), Martin John (Principal Elections Officers), Jane Lubbock (Head of Business Improvement and Technology), Peter McQuitty (Head of Policy, Culture and Communications), Tim Sadler (Executive Director Community Services), Jeremy Thomas (Head of Law and Governance), Paul Wilding (Benefit Operations Manager), Pat Jones (Principal Scrutiny Officer) and Sarah Claridge (Trainee Democratic and Electoral Services Officer)

### **53. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Sanders (substitute Councillor O'Hara)

### **54. DECLARATIONS OF INTEREST**

There were no declarations of interest made.

### **55. WORK PROGRAMME AND FORWARD PLAN**

The Principal Scrutiny Officer introduced the current work programme and Forward Plan to the Committee, mentioning the following:

Members had been emailed further information on –

- outlying flooding issues,
- the Finance Panel's timetable for the budget review and
- the capital bid for extending recycling facilities into flats

The panel review on Enhancement and Enfranchisement is on the agenda tonight, and final reports from the Covered Market and Recycling Incentive inquiries are expected in January 2014.

The Education Attainment Panel has stalled due to a change in head teacher; however it is hoping to meet with the new head teacher before Christmas to get the review back on track.

The Committee reviewed the Forward Plan but had no new items they wished to pre-scrutinise.

## **56. REPORT BACK ON RECOMMENDATIONS**

The Principal Scrutiny Officer introduced the report back on recommendations made from the Committee to CEB and announced that all scrutiny recommendations except one had been agreed by the Board. The exception was the recommendation from the Waste and Recycling strategy, to investigate the costs of diverting recyclables before sending it to landfill. The County Council plans to incinerate all of the County's waste in the near future and so investing in a plant to pre-sort waste beforehand would be costly and would not yield the amount of recyclables to outweigh the cost.

## **57. COMMUNITY ENGAGEMENT STRATEGY (2014-2017) DRAFT FOR CONSULTATION - PRE-SCRUTINY**

The Head of Policy and Culture introduced the draft Community Engagement Strategy (2014-2017) and explained its purpose as an overarching strategy which acknowledges that one form of consultation does not work for all and outlines the different methods that can be used to consult with the different communities of Oxford.

The strategy focuses on how the public can engage in the council decision making process and is based on principles agreed to by Council to encourage community engagement and to support, inform and improve elected members decision making.

The Committee made the following questions/ comments:

- No reference in the draft strategy to the need to train councillors to enable better public engagement
- Would like to see case studies which show what does and does not work to improve understanding of the policy.
- Strategy has too much jargon and needs to be written in plainer English if people are to understand it.
- How does this policy fit with public consultation of different services? Is there a link at all?
- How do you plan to consult with communities where there are no organised community groups?
- Need to identify groups and understand the best method to engage them
- Do you liaise with other councils and see what they are doing?

The Committee resolved to make the following recommendations to CEB on 12 March 2014:

### **Recommendation 1**

To provide a clear statement in the Plan, supported by guidance to services, of the need for all engagement to link in order to deliver the overall aims of the Community Engagement Plan.

### **Recommendation 2**

To ensure that the guidance and Tool Kit are fit for purpose for the many diverse groups the Council is seeking to engage with.

### Recommendation 3

To consider in the Community Engagement Plan the role played by councillors, how this is supported through advice and training and is linked into democratic processes.

### Recommendation 4

In order to improve engagement in the consultation process of this document to include:

- A simple questionnaire built around the main areas of consideration.
- Examples of good and poor engagement activities.

### Recommendation 5

To emphasis and give more weight in the Plan to looking for and encouraging engagement at a very local level to ensure communities can help shape decisions and issues that matter to them.

### Recommendation 6

To recognise within the Plan and Tool Kit the importance of defining what might constitute a Hard to Reach Group as broadly as possible and on a case by case basis.

## **58. USE OF SOCIAL MEDIA BY THE COUNCIL**

Councillor Brett explained the importance of social media to engage with the public and suggested ways that Council could develop how it uses social media to engage with the public.

The Committee resolved

That a report be presented to the Committee in January 2014 on ways which the Council could use social media to engage the public and target hard to reach groups.

## **59. ENFRANCHISEMENT AND EMPOWERMENT - FINAL PANEL REPORT**

Councillors Darke, Jones and O'Hara presented their final report on Enfranchisement and Empowerment to the Committee.

The panel outlined the difficulties new migrants have accessing Council service, due to language and cultural barriers and explained that there was more work they would like to do around social cohesion and promoting the diversity of Oxford, the panel asked the Committee whether they could continue their work.

Communities and Neighbourhood Officers and Elections Officers said they could report back to the Committee on the issues the panel raised in the future.

The Committee resolved

1. That given the importance of social cohesion for Oxford's future that further panel work be considered on enfranchisement and empowerment in the new Council year.

2. That the Principal Electoral Services Officer updates the Committee on:
  - the progress towards the implantation of IER in 2014 and how funding, following a successful bid to the Cabinet Office to increase voter registration within IER was to be spent.
  - the current annual update (cavass) of the electoral register, which will be published on 17th February 2014.
3. That the Communities team leader report back to the Committee on how the Council can:
  - Provide better communication and engagement – by investigating how on-going dialogues can be established with as many of the larger communities as possible. Exploring what information would be most useful to them and in what form i.e. leaflets, website information in various languages etc.
  - Discuss partnership and joint/co-ordinated activities between Electoral Services and Communities and Neighbourhoods, with the introduction of IER to provide opportunities for outreach and engagement not only with in-migrants but also with other hard to reach groups such as young people. It provides an opportunity to communicate and inform about the democratic process and the need to sustain the vitality of civic engagement. All efforts should be made to maximise available funds from Government and other sources to produce the widest possible outcomes.
  - To support the consideration of bids within the Social Inclusion Fund Officers should be asked to draw up a “wish-list” of resources needed to take this work further. Working to make Oxford a welcoming, diverse and integrated community is an important aim.
  - Report to the Committee how the integration of recent in-migrants communities has been encouraged in other local authority areas.

The Committee recommended to CEB:

That City Executive Board renew the Council’s Social Inclusion Fund in 2014/15 and to actively seek bids which meet the aspirations of extending the engagement and support work with new and emerging communities

## **60. DISCRETIONARY HOUSING PAYMENTS - MONITORING REPORT**

Councillor Susan Brown, Board Member for Benefits and Customer Services presented the monitoring report on the discretionary housing payment (DHP). The Scrutiny Committee had resolved to receive quarterly reports on the monitoring of the DHP since the policy was amended in June 2013.

To be eligible for the DHP, applicants must be receiving a housing benefit (HB) and must prove that they cannot afford their HB shortfall by filling out a detailed income and expenditure form. Before a payment is made, the applicant must agree to 1 or 2 conditions such as, finding work, finding affordable accommodation or reducing expenditure.

There was a general concern about the number of people needing continual assistance as applicants can apply for the DHP more than once. Whether the budget can continue to afford repeat payments is an ongoing concern.

The Committee noted the report.

#### **61. REPORT BACK ON PERFORMANCE INDICATORS BI002A, CH001 AND BV017A**

The Head of Business Improvement and Technology presented the report on the following corporate performance indicators.

##### B1002a – number of training places and jobs created through council investment

The Head of Business Improvement and Technology explained that the Council expected its contractors and sub-contractors to pay the living wage and to encourage jobs for young people or apprenticeships. Companies that failed to comply with these arrangements would not receive any future council contracts.

##### BV017a – Percentage of Blacks and Ethnic Minority Employees

The OD & Learning Advisor explained that although only 7% of the workforce came from a BME background. Work was ongoing to promote the Council as an employer across all communities in the city and to reduce barriers to employment that might exist.

The Committee resolved:

That the Head of Human Resources and Facilities review the essential requirements for entry level jobs to ensure that there are no barriers to employment that aren't necessary or could be delivered through training, support or mentoring . To be prepared to take some chances in an effort to provide employment opportunities to those who would otherwise not be considered.

In an effort to better understand the employment prospects of individuals from BME groups to provide some analysis of the reasons applicants from BME groups fail at each stage of the process (shortlisting and appointment).

To see the options for the Talent Management Strategy and the possibilities within this to support the progress of staff from BME groups into senior posts within the Council.

#### **62. MINUTES**

The Committee resolved to confirm as a correct record the minutes of the meeting held on 5 November 2013.

#### **63. DATES OF FUTURE MEETINGS**

The Committee noted the next meeting would be held on 14 January 2014.

**The meeting started at 6.00 pm and ended at 8.35 pm**