

Agenda

www.oxford.gov.uk



Scrutiny Committee

Date: **Tuesday 2 June 2015**

Time: **6.00 pm**

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

For any further information please contact:

Catherine Phythian, Committee Services Officer

Telephone: 01865 252888

Email: cphythian@oxford.gov.uk

As a matter of courtesy, if you intend to record the meeting please let the Contact Officer know how you wish to do this before the start of the meeting.

Scrutiny Committee

Membership

Councillor Craig Simmons
Councillor Tom Hayes
Councillor Mohammed Altaf-Khan
Councillor Van Coulter
Councillor Roy Darke
Councillor James Fry
Councillor Sam Hollick
Councillor David Henwood
Councillor Ben Lloyd-Shogbesan
Councillor Linda Smith
Councillor Sian Taylor
Councillor Louise Upton

The quorum for this Committee is four, substitutes are permitted.

HOW TO OBTAIN A COPY OF THE AGENDA

In order to reduce the use of resources, our carbon footprint and our costs we will no longer produce paper copies of agenda over and above our minimum internal and Council member requirement. Paper copies may be looked at the Town Hall Reception and at Customer Services, St Aldate's and at the Westgate Library

A copy of the agenda may be:-

- Viewed on our website – mycouncil.oxford.gov.uk
- Downloaded from our website
- Subscribed to electronically by registering online at mycouncil.oxford.gov.uk
- Sent to you in hard copy form upon payment of an annual subscription.

AGENDA

Pages

1 ELECTION OF CHAIR FOR THE COUNCIL YEAR 2015/16

The Committee is asked to elect a Chair for the Council Year 2015/2016.

The Chair must be a Scrutiny Councillor from one of the Opposition Political Groups.

2 ELECTION OF VICE-CHAIR FOR THE COUNCIL YEAR 2015/16

The Scrutiny Committee is asked to elect a Vice-Chair for the Council Year 2015/2016.

The Vice-Chair must be a scrutiny councillor and can be from any political group.

3 APOLOGIES FOR ABSENCE

4 DECLARATIONS OF INTEREST

5 UPDATES SINCE THE LAST MEETING

For Chairs of Standing Panels and Review Panels to update the Committee on any developments since the last meeting.

The next Housing Standing Panel is scheduled for 4 June
The next Finance Standing Panel is scheduled for 5 July

6 SCRUTINY OPERATING PRINCIPLES AND PREPARATION FOR THE 2015/16 WORK PROGRAMME

9 - 16

Contact Officer: Andrew Brown, Scrutiny Officer Tel: 01865 252230
abrown2@oxford.gov.uk

Background Information
<p>The Scrutiny Committee operates within a work programme and this new Committee needs to start the process of setting this for the coming year.</p> <p>The Committee will not be able to set the full programme at this meeting.</p>

Why is it on the agenda?
<p>The Committee needs to agree:</p> <ol style="list-style-type: none"> I. Its operating principles for 2015/16 II. Any items carried forward from the 2014/15 work programme III. Any new additions and priorities IV. Which Standing Panels it wishes to set and the membership of these <p>The operating principles document agreed in June 2014 for general working arrangements is attached. The Scrutiny Officer has suggested some changes for the Committee to consider for 2015/16.</p> <p>Carried forward proposals are attached. The Committee is asked if it wishes to include these in outline.</p> <p>All members have been asked to propose items or issues for review by scrutiny by 12 June. The final list will be available in on the agenda of the next Committee meeting. In the meantime, the Committee may wish to review the provisional list attached.</p> <p>The Committee is asked to set a maximum of 2 Standing Panels for the year. Previously these have been:</p> <p>Finance Panel Housing Panel</p> <p>The Committee is asked if it wishes to reappoint these or change the focus. It has been suggested that, should the Committee agree to continue with a Housing Panel, its membership should be increased from 4 to 6 Councillors.</p>
Who has been invited to comment?
<p>The Scrutiny Officer will present the item and support the Committee in its decision making.</p>

7 REPORT OF THE LOCAL ECONOMY SCRUTINY PANEL

Contact Officer: Andrew Brown, Scrutiny Officer Tel: 01865 252230
 abrown2@oxford.gov.uk

17 - 32

Background Information
<p>The Scrutiny Committee commissioned a Local Economy Panel in the 2014/15 municipal year. The scope of the Panel's work was agreed by the Committee on 19 January 2015.</p> <p>This is the report of the Panel.</p> <p>The Panel's recommendations will be presented to the City Executive Board on 11 June 2015.</p>

Why is it on the agenda?
For the Scrutiny Committee to review and comment on the Panel's findings.
Who has been invited to comment?
Councillors Fry, Benjamin and Gotch, as members of the Panel, will present their report and invite feedback on it.

8 CITY CENTRE PUBLIC SPACES PROTECTION ORDER (PSPO)

33 - 68

Contact Officer: Richard J Adams, Housing and Communities Tel: 01865 252283 rjadams@oxford.gov.uk

Background Information
The Scrutiny Committee has asked for this item to be included on the agenda for pre decision scrutiny.
Why is it on the agenda?
The City Executive Board on 11 June 2015 will be asked to agree the report. This is an opportunity for the Scrutiny Committee to provide comments to the City Executive Board.
Who has been invited to comment?
Councillor Sinclair and Richard Adams will attend to answer the Committee's questions.

9 COVERED MARKET LEASING STRATEGY

69 - 82

Contact Officer: Elaine Philip, Markets Manager Tel: 01865 252358 ephilip@oxford.gov.uk

Background Information
The Scrutiny Committee has asked for this item to be included on the agenda for pre decision scrutiny.
Why is it on the agenda?
The City Executive Board on 11 June 2015 will be asked to agree the report. This is an opportunity for the Scrutiny Committee to provide comments to the City Executive Board.
Who has been invited to comment?
Jane Winfield and Elaine Philip will attend to answer the Committee's questions.

10 REPORT BACK ON RECOMMENDATIONS

83 - 112

Contact Officer: Andrew Brown, Scrutiny Officer Tel: 01865 252230
abrown2@oxford.gov.uk

Background Information
The Committee makes a number of recommendations to officers and decision makers, who are obliged to respond in writing.
Why is it on the agenda?
For the Committee to review the results of all scrutiny recommendations made during the 2014/15 municipal year. Since the last Committee meeting, the following items have resulted in recommendations to the City Executive Board: European Funding Safeguarding Children Action Plan 2014-2015 Covered Market Action Plan Capital Strategy
Who has been invited to comment?
The Scrutiny Officer will present the report.

11 MINUTES

113 - 116

Minutes from 27 April 2015

Recommendation: That the minutes of the meeting held on 27 April 2015 be APPROVED as a true and accurate record.

12 DATES OF FUTURE MEETINGS

Meetings are scheduled as followed:

30 June
7 September
6 October
2 November
8 December
12 January
2 February
7 March
5 April

All meetings will begin at 6pm.

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.

*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.

This page is intentionally left blank

Operating Principles 2015/16

The operating principles agreed by the Scrutiny Committee in 2014/15 are set out below. The Scrutiny Officer has suggested text that the Committee may wish to consider adding (***bold italics***) and removing (~~strikethrough~~).

Operating Principle	Comment
<p>10 meetings are provided during the year to fit with the City Executive Board cycle.</p>	<p>Meetings are provided in this way to allow Scrutiny to pre-scrutinise reports/issues on their way to the City Executive Board for decision.</p> <p>The committee does not have to meet on all occasions provided and is able to add meetings at different times if this proves necessary.</p>
<p>There will be a Chair and Vice Chair elected by the committee who will administer the work programme outside of committee meetings.</p>	<p>Committee members will be encouraged to take themed leads to reflect the priorities of the scrutiny programme.</p>
<p>Panels will be commissioned to conduct more detailed scrutiny work.</p> <p>Panels do not have to be politically balanced but the Committee will use the following guide for appointment:</p> <p>All Panels should have between 3 and 6 members:</p> <ul style="list-style-type: none"> • 3 member Panel – 1 from each party or 2 from the administration plus 1 other. If a party does not want to take a place then committee agree on the allocation of that place. • 4 member Panel – 1 from each party plus another administration member. If a party does not want to take a place then committee agree on the allocation of that place. • 5 member Panel – 1 from each party plus another administration member. Committee agree the 5th member. If a party does not wish to take a place the committee agrees on the allocation of that place. 	<p>The Scrutiny Committee will continue to hold the Executive and Senior Officers to account publicly at committees but will also set Panels drawn from all non executive councillors to consider issues in more detail.</p> <p>Themed Lead Members will lead or actively engage with Panels within their area and report back to the Scrutiny Committee on progress and outcomes.</p> <p><i>Chairs of Standing Panels will be elected at the first meeting of the Standing Panel in the municipal year and must be a member of the Scrutiny Committee.</i></p> <p><i>The Scrutiny Committee will appoint Chairs of Review Panels and where possible, these should also be members of the Scrutiny Committee.</i></p>

<ul style="list-style-type: none"> • 6 member Panel - 1 from each party plus another administration member and another opposition member. Committee agrees the 6th. member. If a party does not wish to take a place the committee agrees the allocation of that place. 	
<p>Panels and Standing Panels may have a degree of autonomy from the Scrutiny Committee.</p>	<p>The general principle is that the Scrutiny Committee commissions and scopes the work of Panels and therefore has final agreement on their recommendations. On occasions this may not be possible so Panels will then report directly to decision makers. This is most likely if the Scrutiny Committee sets Standing Panels and these are pre-scrutinising reports/issues on their way to the City Executive Board for decision.</p> <p>Recommendations from all Panels that go directly to decision makers will be circulated to all committee members for comment.</p> <p>All scrutiny reports to the City Executive Board that do not relate to a decision on the Council's Forward Plan and are not time critical will go to the Scrutiny Committee for final approval first, unless the Committee agrees otherwise.</p> <p>No substitutions will be allowed on Panels.</p>
<p>Residents and other specialists will be co-opted onto the Committee and Panels as the subject matter dictates. The Committee will actively consider the appointment of a resident to sit as part of the Committee on a non voting basis.</p>	<p>If the committee feel that a Panel or a Committee debate will benefit from the advice or views of a citizen or expert these will be appointed.</p> <p>For the year 2013/2014 the resident appointed to the Housing Panel will sit as part of the Committee (unless a Housing Panel is set)</p>
<p>The work programme will consist of a</p>	<p>Items will be taken forward as</p>

<p>number of issues for consideration informed by consultation with all councillors. A points system criteria agreed by the Committee will be used as a guide to prioritise consideration.</p>	<p>resources allow and scoped before Panels are commissioned.</p> <p>As a first principle all scrutiny will be done in public.</p> <p>The only movement from this will be with the agreement of the Committee at the time of scoping.</p> <p>Consideration will be given by the Scrutiny Committee to the hosting of a scrutiny conference in an effort to engage a wider audience in the formation of topic lists.</p>
<p>The management of the work programme will be with the whole Committee with the Chair and Vice-Chair taking an “organisational role” between meetings.</p>	<p>The Forward Plan will continue to be used as a tool to select items for pre-scrutiny.</p> <p>Scrutiny Members or any 4 other members will be able to put an item on the agenda of a Scrutiny Committee and all Councillor Calls for Action and Call Ins will be considered at a public meeting of the Scrutiny Committee.</p>
<p>Communication</p>	<p>The Scrutiny Chair will report regularly to Council on the work of the Scrutiny Committee and officers will take a regular slot on the member briefing sessions to update members and seek views and comments.</p> <p>The Scrutiny Committee may want to give consideration to varying the venue of Committee meetings.</p>

This page is intentionally left blank

Preparation for the 2015/16 Scrutiny work programme

These are for the Committee to agree as carry forward items:

Items carried forward	Suggested approach	Suggested / possible timing
Budget Review	Finance Panel Review	Dec 15-Feb 16
Neighbourhood working / community engagement	Review Group	
Local Economy Panel	Review Group	
Thames Water investment	Ad hoc Panel	16 July
Oxfutures	Member briefing	
Covered Market Leasing Strategy	Scrutiny Committee (pre-scrutiny)	2 June
Public Spaces Protection Orders	Scrutiny Committee (pre-scrutiny)	2 June and on-going monitoring
Proposed Lease and Monitoring Arrangements for Community Centres	Scrutiny Committee (pre-scrutiny)	30 June
Oxford Railway Station Redevelopment	Scrutiny Committee (pre-scrutiny)	30 June
Leisure and Wellbeing Strategy	Scrutiny Committee (pre-scrutiny)	30 June
Statement of Community Involvement 2015	Scrutiny Committee (pre-scrutiny)	30 June
Summary of Monitoring Information Reported by Community and Voluntary Organisations 2014/15	Scrutiny Committee (pre-scrutiny)	30 June
Fusion Performance 2014-15	Scrutiny Committee (pre-scrutiny)	30 June
Taxi Licencing	Scrutiny Committee	2 November
Discretionary Housing Payments	Scrutiny Committee	Mid-year
Performance Monitoring (corporate)	Scrutiny Committee	Quarterly
Budget monitoring	Finance Panel	Quarterly
Low Carbon Hub	Finance Panel	2 July
Municipal Bonds / Local financing	Finance Panel	2 July
Corporate Debt Policy	Finance Panel (pre-scrutiny)	2 July
Performance Monitoring (housing)	Housing Panel	Quarterly

Houses in Multiple Occupation (HMO) Licensing Scheme	Housing Panel (pre-scrutiny)	4 June
Housing Development delivery models	Housing Panel (pre-scrutiny)	4 June
De-designation of 40+ accommodation	Housing Panel	9 September

These are new suggestions that have been made by Councillors. This is a provisional list as Councillors have been given until 12 June to provide suggestions. The Committee may wish to set up a separate meeting of all or part of the Committee to advise or make suggestions on which items should be taken forward in the 2015/16 scrutiny work programme:

New additions and priorities	Suggested approach / comment
Mental health services	Review Group / Scrutiny Committee
Educational Attainment	Review Group / Considered by Inequality Panel
Tree cover, biodiversity and the work of the Forest of Oxford	Review Group / Scrutiny Committee
School/employer links and careers advice	Review Group / Scrutiny Committee
Tackling loneliness among the elderly	Review Group / Scrutiny Committee
The Council's external contracts and their impacts	Review Group / Ad hoc Panel
Better Partnership with the County Council	Review Group / Ad hoc Panel
Guest House regulation	Scrutiny Committee / Ad hoc Panel
Heritage listing process / Heritage & Conservation / impact of the Design Review Panel	Scrutiny Committee / Ad hoc Panel
How to ensure that the County Council improves the maintenance of roads and pavements / Highways works.	Scrutiny Committee
Public Communications / Consultation	Scrutiny Committee
Graffiti	Scrutiny Committee
Youth Ambition	Scrutiny Committee
Whether the Council would benefit from having a Personnel Committee to deal with employment, training and HR matters for staff	Scrutiny Committee
Complaints received by the City Council	Scrutiny Committee
Equalities	Scrutiny Committee
Employment of interns, apprentices and work experience students	Scrutiny Committee

Contact Centre performance	Scrutiny Committee
Review of the Homelessness Action Plan 2013-18	Housing Panel – 9 September
Sustainability of the Council's Housing Stock	Housing Panel
The use of S106 funds and what influence Councillors have	Considered by Cycling Panel
The Oxford Transport Strategy	Considered by Cycling Panel
Economic Development	Considered by Local Economy Panel
Child Poverty	Considered by Inequality Panel
How to improve the health of people in the city	Considered by Inequality Panel
Primary care in Oxford	Considered by Oxfordshire County Council's Health Overview and Scrutiny Committee

Draft Scrutiny Committee Agenda Schedule

15

Date	Agenda Item	Lead Member / Officer(s)
30 June 2015, 6pm, St. Aldate's Room	1. Fusion Lifestyle – Performance Report 2014/15	Lucy Cherry
	2. Leisure and Wellbeing Strategy (pre-scrutiny)	Ian Brooke
	3. Proposed Lease and Monitoring Arrangements for Community Centres (pre-scrutiny)	Mark Spriggs
	4. Statement of Community Involvement 2015 (pre-scrutiny)	Lyndsey Beveridge
	5. Summary of Monitoring Information Reported by Community and Voluntary Organisations 2014/15 (pre-scrutiny)	Julia Tomkins
	6. Oxford Railway Station Redevelopment (pre-scrutiny)	Fiona Piercy

2015/16 Scrutiny Committee dates: 2 June, 30 June, 7 September, 6 October, 2 November, 8 December, 12 January, 2 February, 7 March, 5 April

Draft Finance Panel agenda schedule

Date and room (all 5.30pm, St. Aldate's Room)	Agenda Item	Lead Officer(s)
2 July 2015	1. Municipal/Local Bonds	Steve Drummond (Low Carbon Hub), Aidan Brady or Christian Wall (Local Capital Finance Company)
	2. Low Carbon Hub	Steve Drummond (Low Carbon Hub); Anna Winship
	3. Corporate Debt Policy (pre-scrutiny)	Nigel Kennedy

Provisional 2015/16 Finance Panel dates: 2 July, 3 November, 14 January, 28 January & 7 April.

Draft Housing Panel Agenda Schedules

Date, room and time	Possible Agenda Items	Lead Officer(s)
4 June 2015, Plowman Room, 5pm (Provisional)	1. Asset Management Strategy (including the Oxford Standard) (pre-scrutiny)	Martin Shaw
	2. Houses in Multiple Occupation (HMO) Licensing Scheme (pre-scrutiny)	Adrian Chowns

Provisional 2015/16 Housing Panel dates: 4 June, 9 September, 8 October, 9 December & 9 March.

To: The Scrutiny Committee

Date: 11 June 2015

Report of: The Local Economy Panel

Title of Report: Support for Businesses in the City Centre

Summary and Recommendations

Purpose of report: To present the recommendations of the Local Economy Panel.

Scrutiny Lead Member: Councillor James Fry

Recommendations of the Local Economy Panel to the Scrutiny Committee:

1. We recommend that the City Council:
 - a) Ensures that information about appealing to the Valuation Office Agency is made available to local businesses. In particular, this information should be communicated to all independent traders who may be affected by the major redevelopments taking place in Oxford.
 - b) Takes any opportunities to join with other local authorities to lobby the new Secretary of State for Communities and Local Government for more council controls over business rates.
2. We recommend that the City Council works with the County Council through the Town Team to agree on a single united channel of regular communications to businesses, such as about travel disruptions, supported by a single online source of information.
3. We recommend that the City Council develops a more corporate approach to communicating with businesses, including guidance for all departments whose work has an impact or involvement with businesses. This could take the form of defining a central point of contact within the City Council, which can identify the appropriate unit to respond on specific issues, including the County Council as appropriate.
4. We recommend that the City Council works with partners through the Town Team to reinforce the coordinated overall marketing and publicity campaign for Oxford in ways that cover all major potential audiences.
5. We recommend that the City Council develops a one stop shop function for events. This exercise should include a review of the costs and processes associated with aspects such as permission for road closures, stall licences and permits for distributing leaflets.

6. We recommend that the City Council produces a simple analysis of the costs and benefits of pop up shops to landlords and the City Council.

7. We recommend that the City Council takes a lead in establishing and facilitating a city centre commercial property landlord forum. This would be intended to bring together the owners of commercial properties, including the City Council, to ensure that there is a coordinated approach towards issues affecting the city centre, such as the minimisation of the time during which premises are empty. The forum could be chaired by the Leader of the Council and linked to the work of the Town Team.

8. We recommend that the City Council leads on the development of a long term strategy for the city centre as a whole. This should include a commitment to developing and supporting vibrant and distinct city quarters away from prime sites, in locations such as Gloucester Green, Jericho/Observatory Quarter, Market Street, Broad Street and a possible arts quarter around the Ashmolean Museum.

9. We recommend that dedicated officer time is allocated to the development and delivery of this city centre strategy. This could be funded wholly or in part via a BID and by additional business rates income that the role will generate, via reduced voids in commercial properties.

10. We recommend that the City Council's next Asset Strategy (2016-2020) builds upon the aim (not always presently achieved) of utilising City Council assets in ways that can provide wider strategic benefits to the city centre. The Asset Strategy could provide clear guidelines on the use of City Council-owned commercial premises to ensure the diversity and vitality of the city's wider retail offer.

Appendices

Appendix 1 – Scope of the Local Economy Review

Appendix 2 – Town Team responses to Local Economy Scrutiny Panel

Foreword from the Chair of the Local Economy Panel

The Panel was formed to examine the situation of small and medium enterprises, in particular, in and near the city centre during a time of major developments which will affect the trading environment while construction occurs. The Panel considered how the City Council could make the city centre even more attractive to the public and to local businesses.

We would like to thank Andrew Brown for the amount of work he put into his role as Secretary to the Group. The Panel is intended to complement the initiatives of the Town Team and would like to thank Laurie-Jane Taylor, the City Centre Manager and a lead member of the Oxford Town Team for the enthusiastic help that she has provided to the Panel during its deliberations.

Introduction

1. The Local Economy Panel is a cross-party working group established by Oxford City Council's Scrutiny Committee during the 2014/15 municipal year. Its membership comprises Councillors Fry (Chair), Benjamin, Darke, and Gotch.

Background

2. Oxford city centre is entering a critical time, with three years or more of major redevelopments taking place in key strategic locations, such as the Westgate Shopping Centre and Oxford Station, as well as numerous road works. City centres also have to respond to competition from out of town supermarkets and retail parks, as well as from other towns and cities.
3. A key ambition of Oxford City Council is to move beyond being a service delivery organisation to becoming a 'leader of place' through partnership working and collaboration. This means that the City Council wants to be widely recognised as being the leading authority and voice for Oxford.

Terms of reference

4. The Panel met four times from January to May 2015 to investigate the following lines of enquiry. These were agreed by the Panel at its first meeting in January and subsequently signed off by the Scrutiny Committee:
 1. *What can the City Council can do to mitigate disruption to the city centre economy while major developments are taking place? How can communications be improved for lasting benefit to residents and visitors?*
 2. *What scope does the City Council have to minimise the time shop units are left empty, and to improve the appearance of empty units?*
5. The city centre is broadly speaking the geographical area that covers the Holywell and Carfax wards, with the High Street, St Aldate's, Queen Street and Cornmarket being the major roads centred on Carfax. We chose to focus on the city centre on the basis that it is going through a significant period of change and is of interest to Oxford's economy as a whole. We recognise that there is also a role for the City Council in promoting district centres in Oxford, some of which also have issues with disruption from major new developments in the city and with empty shops, but these centres are outside the scope of this review.
6. The Panel also recognises that transport is a major issue for Oxford and its economy. However, given that we have limited scope to influence transport, which is largely a County Council function, we chose to focus on transport only to the extent that it relates to the first line of enquiry.

Methods of investigation

7. The findings of the Panel have been informed by verbal evidence provided by officers and witnesses at meetings, as well as by written submissions and desk research. The Panel has:
 - Met the Retail Group, a working groups of the Oxford Town Team,
 - Reviewed written submissions from members of the Oxford Town Team,
 - Held a discussion with two major city centre landlords,
 - Held discussions with council officers,
 - Reviewed briefing notes and responses to written questions provided by council officers.

Findings

Mitigating disruption and improving communications

How other local authorities have responded

8. The City Centre Manager made enquiries into what some other local authorities have done to mitigate the effects of major city centre developments. We were advised that no particular steps had been taken in the cities she had contacted and there definitely does not seem to be one single strategy that cities apply.

The City Council's approach

9. The City Council's response to the disruption and pressures facing the city centre economy is largely being delivered in partnership with key stakeholders through the work of the City Centre Manager (a post that is jointly funded with Oxfordshire County Council) and the Oxford Town Team.
10. The Oxford Town Team is a partnership of businesses and public sector organisations. It has a steering group which meets quarterly and six working groups with specific sets of objectives. These objectives include:
 - Producing a free map of the city centre featuring independent retailers and transport links,
 - Improving visitor journeys into and around the city centre,
 - Developing a late night information pack or mobile app,
 - Creating a city centre charter which includes a customer service standard that all businesses can sign up to,
 - Circulating a monthly newsletter to all businesses that provides a health check on the city centre economy, information about key events and an update on Oxford road works,
 - Encouraging businesses to identify ways in which they can take better advantage of events such as Alice's Day and the Christmas Lights Festival.
11. The Panel wholeheartedly supports the work of the City Centre Manager and the Oxford Town Team. We note in particular that there is significant scope to improve visitor journeys into and around Oxford. For example, visitors arriving from Heathrow airport often do so using buses that do not accept card payments,

and are dropped off at the central bus station in Gloucester Green, far from the taxi rank. We have asked that these issues be considered as part of the work on visitor journeys. The Panel welcomes the appointment of two City Centre Ambassadors, funded by the City Council, who are making the city centre more welcoming.

12. Different parts of the city centre are being showcased through the promotion of events such as Small Business Saturday and the Covered Market overspill into Market Street on certain days. The City Council is also focusing on building up the market at Gloucester Green. We strongly endorse these plans and would like to see a focus on these areas developed further as part of a long term strategy for the city centre (see recommendation 8).

Business rates

13. Business rates are governed by a national regime and rates payable are controlled by the Valuation Officer Agency (VOA). We note that the Westgate redevelopment has led to a drop in business rates income for the City Council because nearby traders are receiving a discount on their business rates from the VOA.
14. Some businesses based in different parts of the city away from the centre have reported that their footfall is down since the redevelopment of Westgate started. This would indicate that its impact on Oxford's economy is more widespread. However, the reduced revenue that these businesses are experiencing is not being mitigated by discounted business rates.
15. We suggest that the City Council ensures that information about the VOA appeals process is communicated to local businesses, particularly independent traders who might not otherwise be aware of it. This kind of information should also be made available online in a central place alongside other information relevant to Oxford businesses (see recommendation 2). We note that any discounts offered by the VOA will have a revenue impact on the City Council.
16. We would also like to see greater control over business rates devolved to local authorities as this would provide Councils with a useful new policy lever. We suggest that the City Council partners with other local authorities to lobby the new government for additional powers over business rates.

Recommendation 1 – We recommend that the City Council:

- a) Ensures that information about appealing to the Valuation Office Agency is made available to local businesses. In particular, this information should be communicated to all independent traders who may be affected by the major redevelopments taking place in Oxford.***
- b) Takes any opportunities to join with other local authorities to lobby the new Secretary of State for Communities and Local Government for more council controls over business rates.***

Business Improvement District (BID)

17. A BID is a business-led partnership in a defined area that funds additional resources or services beyond those provided by the local authority, doing so

through a 1-2% levy on business rates. These partnerships can agree to fund things like marketing or public realm improvements, and businesses that would be required to pay the levy vote in a ballot to determine whether the scheme goes ahead.

18. A partnership of city centre businesses attempted to create a BID in 2008 around the start of the last recession. However, it narrowly missed out on achieving a majority in the ballot.
19. We heard at a meeting of the Town Team Retailing Group that plans for a BID in Oxford city centre are once again being progressed. A business plan will be developed over the next 6 months, with a view to holding a ballot within a year. All retailers in the city centre will be included in the development of these plans, even those that wouldn't be affected by the levy. The Panel is strongly supportive of a city centre BID. We note concern that retailers will be asked to pay a levy at a time when footfall is down. However, we believe that these concerns are outweighed by the wider benefits on offer, which are particularly needed during a phase of major redevelopment.

Improving Communications

20. Members of the Oxford Town Team were asked to contribute ideas relating to the Panel's first line of enquiry. A number of their responses focused on the need for closer working between public sector organisations to deliver better and more joined up communications to both businesses and visitors. The responses are including in full in appendix 2 and summarised below:
 - The message that Oxford is still open for business during major developments is one of the key communications that needs to be sent out, both from the perspective of businesses and as part of Experience Oxfordshire and the visitor economy perspective.
 - There should be an identifiable person and phone number that concerned businesses can contact for more information about disruptions and what the impact might be on their business.
 - It needs to be explained in advance to visitors what disruption is going to take place and why. Park and Ride bus stops could be used as mini information centres, and later used to showcase the different areas in the centre of Oxford.
 - The City and County Councils should work together to decide what the united channel of communication should be and stand behind it. This could make use of existing channels such as 'Transforming Oxford', 'Oxfordshire Travel Choices' or the Town Team newsletter.
 - With super-connected broadband across the city, it would be good to have a central online source of information on a whole range of things. The City, County and Experience Oxfordshire (and other stakeholders that are trying to improve the visitor experience) should get together to agree a single web address. This should be promoted widely with a very high profile campaign.
 - Lots of emails are received from the City Council's Events Team. These should be rationalised or circulated only to those who actively subscribe to them.

21. The Panel strongly supports the development of a single united and proactive channel of regular communications to businesses about issues such as travel disruptions, preferably giving advance notice of forthcoming disruptions, supported by a central online resource.

Recommendation 2 – We recommend that the City Council works with the County Council through the Town Team to agree on a single united channel of regular communications to businesses, such as about travel disruptions, supported by a single online source of information.

22. We heard that a number of different council services currently have some level of contact with businesses. However, in many cases, this contact is relatively infrequent and council officers are not necessarily close to business or empathetic to its needs.

23. We suggest that a more corporate approach should be taken to improve the quality and consistency of council communications to businesses and build stronger relationships, particularly with independent businesses. This approach could include the issuance of guidance to officers, and the identification of a lead officer for businesses within the City Council who can coordinate responses on a range of different issues.

Recommendation 3 – We recommend that the City Council develops a more corporate approach to communicating with businesses, including guidance for all departments whose work has an impact or involvement with businesses. This could take the form of defining a central point of contact within the City Council, which can identify the appropriate unit to respond on specific issues, including the County Council as appropriate.

24. Town Team members identified the need for a more concerted overall marketing campaign for Oxford. This should involve a more co-ordinated rolling programme of publicity that reaches all the different audience groups in the city, such as residents, businesses, visitors and students.

Recommendation 4 – We recommend that the City Council works with partners through the Town Team to reinforce the coordinated overall marketing and publicity campaign for Oxford in ways that cover all major potential audiences.

25. We note that it can be difficult for businesses and others to navigate the process of applying to hold events in Oxford. The Council's events team and licensing team are both involved, and applicants are required to go through separate processes to obtain permissions for things like road closures, stall licences and leaflet distribution. The Panel would like to see the City Council making this process easier as this would help to encourage and support events. We suggest that one stop shop function should be developed in order to provide applicants with a single council interface when planning events.

Recommendation 5 – We recommend that the City Council develops a one stop shop function for events. This exercise should include a review of the

costs and processes associated with aspects such as permission for road closures, stall licences and permits for distributing leaflets.

Parking incentives

26. The Panel investigated the possibility of offering discounted parking incentives at off-peak times to encourage shoppers into Oxford. We found that no cost benefit analysis has been undertaken on this option. However, the limited availability of parking and the complexity of the tariff structure mean that changing tariff rates on a short term basis is difficult to do. Retailers have previously been given the opportunity to offer discounted parking to their customers. This scheme was widely publicised but despite some interest, no businesses took up this facility.
27. We also found that the closure of the Westgate car park had not had a significant impact on visitor numbers. The provision of the alternative car park at Oxpens together with increased use of park and rides mean that usage levels are broadly in line with last year's results.
28. The Panel considered the option of offering discounted parking at park and ride sites, as this would have the benefit of keeping any additional traffic out of the city centre. We were concerned that parking discounts could be tricky to implement at park and rides and might encourage shoppers from nearby towns to drive rather than use buses. We are not making a specific recommendation at this stage but this issue may warrant further consideration in the coming municipal year.

Minimising the time for which shop units are left empty, and improving their appearance

The extent and impacts of empty premises

29. A City Council survey in January 2015 found that there were 20 empty shop units in the city centre. This equates to some 6% of the total 325 ground floor shop units.
30. The City Council is itself a major city centre landlord and now generates in excess of £10m per annum in commercial rents, which is equivalent to nearly half of the Council's net budget requirement. This income stream is affected when City Council-owned units are empty.
31. Empty units owned by other landlords have an impact on the City Council's business rates take. The standard business rate exemption period for empty units is 3 months but for listed buildings, which are numerous in Oxford, the exemption applies to the whole period that they are unoccupied. Units used for charitable purposes are subject to rates relief while occupied, which reduces the revenue impact of these being unoccupied. Empty units can also have wider effects on the city centre economy in terms of their visual impact on the street scene and their impact on footfall. We would like to see local authorities having more powers to vary business rate exemptions based on local circumstances (see recommendation 1b).

32. The closure of the Westgate Shopping Centre does seem to be having an effect on the number of empty units in the city centre. Further movement should be expected as the prime pitches gravitate towards the new Westgate Centre. This process is normal and is expected to settle down once the new Westgate Centre opens. Nevertheless, empty shop units in prime locations are relatively few in number and, from discussions with landlords, there tends to be a particular story behind each specific situation.

The City Council's approach

33. The City Council is extending its surveys of empty residential dwellings to include commercial properties. The Council's Empty Property Officer has also contacted a number of owners and leaseholders of empty commercial properties and offered advice and assistance. We welcome this approach and note that the City Council has powers to tackle empty properties and improve the appearance of the street, which could be used as a last resort, such as Compulsory Purchase Orders.

Demand for retail space

34. Demand for retail units is currently greater than the supply of empty premises. Rent levels in prime locations are therefore high and were largely unaffected by the last recession. In this environment, landlords are able to take a relatively passive approach to empty units, knowing that asset values and rent levels they can charge will continue to rise. Rent levels in secondary locations drop off significantly compared to prime locations, but they are still relatively high compared to other cities.
35. Cities such as Bath have successfully developed thriving independent retail sectors, but this is lacking in Oxford. Smaller retailers need the right sort of space in which to develop their businesses but we found that there is no clear pathway for traders to progress from Gloucester Green to the Covered Market to secondary retail spaces. Currently, there is no spare capacity in the Covered Market and were told that the Market Manager is taking action to deter owners of shops from keeping them empty in the hope of profiting from rising values. We are also unaware of any mechanism or hub that matches seed capital to entrepreneurs, which could help to get new independent retailers off the ground.

Promoting pop-up shops

36. The Panel investigated what scope the City Council has to promote pop up shops to provide small traders with opportunities while also making use of empty units between tenancies. Pop up shops can potentially provide benefits to landlords, shoppers and traders, and generate additional business rates revenue for the City Council.
37. The City Council has recently started to explore the option of having pop up shops in its own empty premises. However, we could only find one space in Oxford advertised online as a location for pop-up retail, in Golden Cross. This compares with four spaces Bath and seven in Royal Tunbridge Wells.
38. We heard from landlords that there are a number of barriers to pop up shops, including length of term, fit out costs, and EPOS and Wi-Fi connections, which

can take 2-3 weeks to set up before a pop up shop is able to operate. We also recognise that suitable locations are very important to the success of pop-up shops, and that they should complement the wider retail offer in any given location. However, pop-up shops can work really well where the conditions are right and targeted flexibility for particular usages could form part of a wider long term strategy for the city centre (see recommendation 8).

39. We would like to have a better understanding of the costs of pop-up shops to landlords. We suggest that a simple analysis is done on the costs and benefits of pop-up shops to landlords and the City Council. This may help in promoting the benefits of pop-up shops to landlords at forum meetings (see recommendation 7).

Recommendation 6 – We recommend that the City Council produces a simple analysis of the costs and benefits of pop up shops to landlords and the City Council.

Virtual windows

40. The Panel also looked into the option and costs of virtual windows to improve the appearance of empty units, which can look neglected and thus deter customers from visiting nearby shops. Virtual windows can be a viable and attractive option for improving the city centre street scene in interesting and innovative ways. This option could be promoted to landlords of empty units in prime locations as an alternative to pop-up shops.

Working with landlords

41. We are unaware of any formal commercial property landlord forum in Oxford. This would provide a mechanism for landlords and public bodies to discuss issues affecting the city centre economy, such as empty premises.
42. From discussions with landlords, the City Council has the profile and presence to facilitate a commercial property landlord forum and lead in establishing a strategic direction for the city centre. This forum would enable the City Council and landlords to share information and intelligence (including when units are becoming empty), and to discuss and negotiate on issues affecting the city centre as a whole. The residential landlord forum may be a suitable model for this forum but we suggest that it should be chaired by the Leader of the Council, whose executive remit includes corporate strategy and economic development. This would be consistent with the City Council's ambition to be the leading authority and voice for Oxford. We also suggest that City Councillors should be able to observe meetings of the forum.
43. The City Council, University of Oxford and Oxford University Colleges are some of the main owners of city centre property and should be included in the membership of the forum.

Recommendation 7 – We recommend that the City Council takes a lead in establishing and facilitating a city centre commercial property landlord forum. This would be intended to bring together the owners of commercial properties, including the City Council, to ensure that there is a coordinated approach towards issues affecting the city centre, such as the minimisation

of the time during which premises are empty. The forum could be chaired by the Leader of the Council and linked to the work of the Town Team.

Shaping a strategic direction for the city centre economy

44. Given that the prime retail locations are the most economically resilient, the strategic focus should be on areas where there are opportunities to shape the development of different offers located near to, but not on, the main shopping streets. These 'quarters' could be based around Gloucester Green, Jericho/Observatory, Market Street, Broad Street, and around the Ashmolean Museum. There may also be a case for having other quarters further out from the city centre, in areas such as Cowley Road and Summertown.
45. A strategy for the city centre should consider the total environment of the city centre, as well as the health of the retail sector. We note for example that there is a shortage of office space within the city centre and that the number of jobs located in the city centre has actually reduced slightly over recent years. The strategy should seek to address these kinds of issues over the longer term.

Recommendation 8 – We recommend that the City Council leads on the development of a long term strategy for the city centre as a whole. This should include a commitment to developing and supporting vibrant and distinct city quarters away from prime sites, in locations such as Gloucester Green, Jericho/Observatory Quarter, Market Street, Broad Street and a possible arts quarter around the Ashmolean Museum.

46. We note that Cheltenham Borough Council created a partnership arrangement to look strategically at the re-use and development of sites around Cheltenham town centre. This function was branded as Cheltenham Development Task Force and supported by one or more dedicated members of staff.
47. The development of a long term strategy for Oxford city centre would need to be similarly supported by a dedicated resource, rather being an add-on to an existing role. This resource could actively broker ideas between different stakeholders and move the strategic agenda forward more quickly. It could become wholly or partly self-funded through additional business rates income from reduced voids in commercial properties, or by a BID if businesses support this.

Recommendation 9 – We recommend that dedicated officer time is allocated to the development and delivery of the city centre strategy. This could be funded wholly or in part via a BID and by additional business rates income that the role will generate, via reduced voids in commercial properties.

48. Given that the City Council is a major city centre landlord, it has scope to use its own assets in ways that support its longer term strategic aims for the city centre. In some cases this has already happened but in other instances the City Council has instead opted to maximise its commercial property income. This approach may involve foregoing short term income in favour of wider long term benefits to

the city centre economy. We would like to see this ambition articulated in the City Council's Asset Strategy for 2016-2020.

Recommendation 10 – We recommend that the City Council's next Asset Strategy (2016-2020) builds upon the aim (not always presently achieved) of utilising City Council assets in ways that can provide wider strategic benefits to the city centre. The Asset Strategy could provide clear guidelines on the use of City Council-owned commercial premises to ensure the diversity and vitality of the city's wider retail offer.

Further consideration

49. We recommend that the Scrutiny Committee continues to prioritise a Local Economy Panel in the 2015/16 municipal year. A number of important issues have been raised that warrant continuity of consideration over the coming months. This panel could monitor and build on the recommendations above and seek to inform the city centre strategy and the development of city quarters, if this approach is supported by the City Executive Board. The Panel may also wish to consider the business case for a BID in Oxford city centre.

Acknowledgments

50. The Panel would like to thank all those who have provided evidence to inform the findings of this review. We appreciate the willingness to co-operate we have received from the below named:

- a) Laurie-Jane Taylor (City Centre Manager)
- b) Michael Crofton-Briggs (Head of City Development)
- c) Michael Scott (Senior Asset Manager)
- d) Julia Castle (Senior Lettings and Disposals Surveyor)
- e) Mel Mutch (Empty Property Officer)
- f) Jason Munro (Parking and Shopmobility Officer)
- g) Ann Harvey-Lynch (Revenues Manager)
- h) Gary Lloyd (University of Oxford)

Name and contact details of author:-

Andrew Brown on behalf of the Local Economy Panel
Scrutiny Officer
Law and Governance
Tel: 01865 252230 e-mail: abrown2@oxford.gov.uk

Scope: 'Local Economy' Scrutiny Review

Review Topic	Local Economy
Lead Member Review Group	Councillor James Fry
Other Panel Members	Councillors Elise Benjamin, Roy Darke and Mike Gotch
Officer Support and allocate hours	Scrutiny Officer approx. 2-4 days per month. Additional support from the Town Centre Manager.
Rationale (key issues and/ or reason for doing the Review)	Scrutiny Members are keen to understand what the City Council already does to support the local economy, particularly small businesses, and what more could be done. The Scrutiny Committee prioritised this review when agreeing its work programme for 2014-15
Purpose of Review/Objective (specify exactly what the Review should achieve)	To identify how the City Council currently supports small and medium sized businesses in the city centre and what further support is possible. Key lines of inquiry are: 1. What can the City Council do to mitigate disruption to the city centre economy while major developments are taking place? How can communications be improved for lasting benefit to residents and visitors? 2. What scope does the City Council have to minimise the time shop units are left empty, and to improve the appearance of empty units? A third line of inquiry was identified by the panel but this will only be considered in so far as it relates to 1 because it is likely to require a separate scrutiny review: 3. What could feasibly be done to improve transport in and around the City Centre? To engage with officers and stakeholders and produce evidence based recommendations to the City Executive Board.
Indicators of Success (what factors would tell you what a good Review should look like)	Good Quality engagement with stakeholders that delivers a range of opinion. Broad agreement on recommendations amongst Panel Members, Officers and stakeholders. The majority of recommendations are agreed by the City Executive Board and implemented.

Out of scope	The Covered Market		
Methodology/ Approach (what types of enquiry will be used to gather evidence and why)	Evidence gathering to include: <ul style="list-style-type: none"> - Evidence sessions with officers and witnesses - Document and Policy review - Considering what could be learnt from other Local Authorities 		
Specify Witnesses/ Experts (who to see and when)	Evidence sessions to be held with: <ul style="list-style-type: none"> - Laurie-Jane Taylor, City Centre Manager - Michael Crofton-Briggs, Head of City Development - Members of the Town Team, including those representing SMEs - Two city centre landlords <i>Other witnesses and experts to be identified</i>		
Specify Evidence Sources for Documents (which to look at)	The following documents may be used as evidence: <ul style="list-style-type: none"> - Town Centre Manager report - Oxford City Council's Corporate Plan - Discretionary Rate Relief Policy - Other City Council policies 		
Specify Site Visits (where and when)	A visit to meet the Town Team TBA		
Projected start date	January 2015	Draft Report Deadline	April-May 2015
Meeting Frequency	TBA	Projected completion date	May-June 2015

Draft outline of meetings (Not in necessarily in chronological order and some meetings may be combined)

Meeting one
7 January 2015 – Meeting held with Michael Crofton-Briggs and Laurie-Jane Taylor to consider the Town Centre Manager Report and identify how the City Council currently supports small and medium sized businesses in the city centre. Lines of inquiry identified.
Meeting two
TBA – Meeting with two city centre landlords to discuss issues around empty properties.
Meeting three
TBA – Meeting with members of the Town Team to understand their views relating to both lines of inquiry.
Meeting four
TBA – Meeting with the Town Centre Manager to discuss how other local authorities have handled major development projects and about their policies on other topics covered by the Town Team.
Meeting five
TBA – Meeting to consider evidence gathered and agree recommendation areas.

Town Team's Written Responses to Local Economy Scrutiny Panel

March 2015

The Local economy Scrutiny Panel posed the following questions to members of the Town Team:-

What can the City Council can do to mitigate disruption to the city centre economy while major developments are taking place?

How can communications be improved for lasting benefit to residents and visitors?

The following responses have been provided:-

Oxford has gained itself an awful reputation for being difficult to get to. When Oxford is mentioned people invariably mention the transport problems, even if they never actually come to Oxford. This needs to be counteracted through positive publicity. The message that Oxford is still open for business during the Westgate refurbishment and the road infrastructure works is one of the key communications that needs to be sent out, both from the perspective of the retailers and other businesses in Oxford and also as part of Experience Oxfordshire and the visitor economy perspective.

It needs to be explained what is going on and why, in such a way that visitors actually see and understand the potential impact.

A key issue that needs to be addressed is who leads on this type of communication? The City it is felt has traditionally seen the County as the Highways Authority so 'anything to do with roadwork's is their responsibility'. Is this a particularly helpful approach?

The City and the County need to get together and decide what the united channel of communication is going to be and stand behind it with everybody's logo included etc. This could make use of existing channels such as the new 'Transforming Oxford' campaign, the 'Oxfordshire Travel Choices' bulletins or indeed our own Town Team fact sheet to increase awareness of the disruption at Stage 1. Park and Ride bus stops would make ideal mini exhibition centres, with large posters showing the completed vision with the intended benefits, and giving current information of how best to travel around the centre avoiding any construction work, Enabling information on potential disruption to get out much further in advance. These exhibition sites could become a permanent feature and later be used to showcase the different areas in the centre of Oxford.

There are virtually daily e-mails from the city events team on what event applications have been submitted so perhaps anybody interested in how events might affect them should be encouraged more proactively to subscribe to this system and comment accordingly?

If the City feels it can make a contribution there needs to be an identifiable contact number and person that concerned retailers / restaurant owners / accommodation providers can contact for more information on disruptions and what the impact might be on their business. Who should this be? It will require some serious thought as the last thing people want to hear is 'that isn't us, it's them at the County' or similar. Joe public doesn't really understand the difference.

It is felt that perhaps City, County and Experience Oxfordshire (and other key stakeholders that are trying to improve the visitor experience) all need to get together and agree a single web address that can be accessed in advance via the web with links to all the different things that people look for. It could be called something like 'Oxford at your finger tips' and could be promoted widely with a very high profile campaign. With super connected Wi-Fi throughout the city, including on all the buses it would be really good to have a central source of info on a whole range of things that people can access.

Improving the appearance of empty units in the city centre is purely dependent on who owns the unit. There are however many examples across the country where this has been achieved and the opportunity has been taken to use the window space either to market the unit, or to rent the space for advertising.

To: City Executive Board
Date: 11 June 2015
Report of: Executive Director Community Services
Title of Report: City Centre Public Spaces Protection Order (PSPO)

www.oxford.gov.uk



Summary and Recommendations

Purpose of report: To report on the consultation regarding a Public Spaces Protection Order for the city centre, and to seek approval of a draft Order.

Key Decision: Yes, affects two or more wards

Executive lead member: Councillor Dee Sinclair, Board Member Crime, Community Safety and Licensing

Policy Framework: Corporate Plan priorities – Strong, Active Communities; Cleaner, Greener Oxford

Recommendations:

1. That the City Executive Board:-
 - a. Considers the case for a Public Spaces Protection Order for the city centre and
 - b. If that case has been made, confirm or amend as appropriate the draft order and associated Codes of Conduct attached to this report.
 - c. If the Order is made to specify the date on which the Order is to come into force and the duration of the Order (maximum three years).

Appendix One: Draft PSPO

Appendix Two: The eConsult consultation survey and results as at 31st March 2015

Appendix Three: Crisis Skylight email and signatory list

Appendix Four: Oxford City Council response to On Your Doorstep petition

Appendix Five: Oxford City Council Homeless Budget 2015-16

Appendix Six: Consultation methods

Appendix Seven: Code of Conduct for Busking and Street Entertaining in Oxford

Appendix Eight: Code of Conduct for Pedlars and Peddling in Oxford

Appendix Nine: Risk assessment

Appendix Ten: Equality assessment

Introduction to Public Spaces Protection Order

1. The Anti-Social Behaviour, Crime and Policing Act 2014 gained Royal Assent in April 2014. The Public Spaces Protection Order provision has been in operation since 20th October 2014.
2. Public Spaces Protection Orders (PSPOs) are intended to provide means of preventing individuals or groups committing anti-social behaviour in a public space where the behaviour is having, or likely to have, a detrimental effect on the quality of life of those in the locality; be persistent or continuing in nature; and be unreasonable.
3. PSPOs create a framework that either replaces or updates existing public space restrictions such as alcohol Designated Public Place Orders and Dog Control Orders and permits local authorities to introduce new regulations.
4. The power to make an Order rests with local authorities, in consultation with the police and other relevant bodies who may be affected.
5. A local authority can make a PSPO in respect of any public space within its administrative boundary. The definition of public space is wide and includes any place to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission.
6. A PSPO can be in force for any period up to three years maximum.
7. Appeals against a draft PSPO can be lodged by anyone who lives in, or regularly works in or visits the area in the High Court within six weeks of issue. Further appeal can be made when a PSPO is varied by the local authority.
8. When making a PSPO a local authority must have particular regard to the rights of freedom of expression and freedom of assembly set out in the European Convention on Human Rights and the Human Rights Act. A PSPO may be applied wherever there is material evidence of anti-social behaviour, for example, in reports to the police, local authorities or partner agencies.

Restrictions on anti-social behaviour

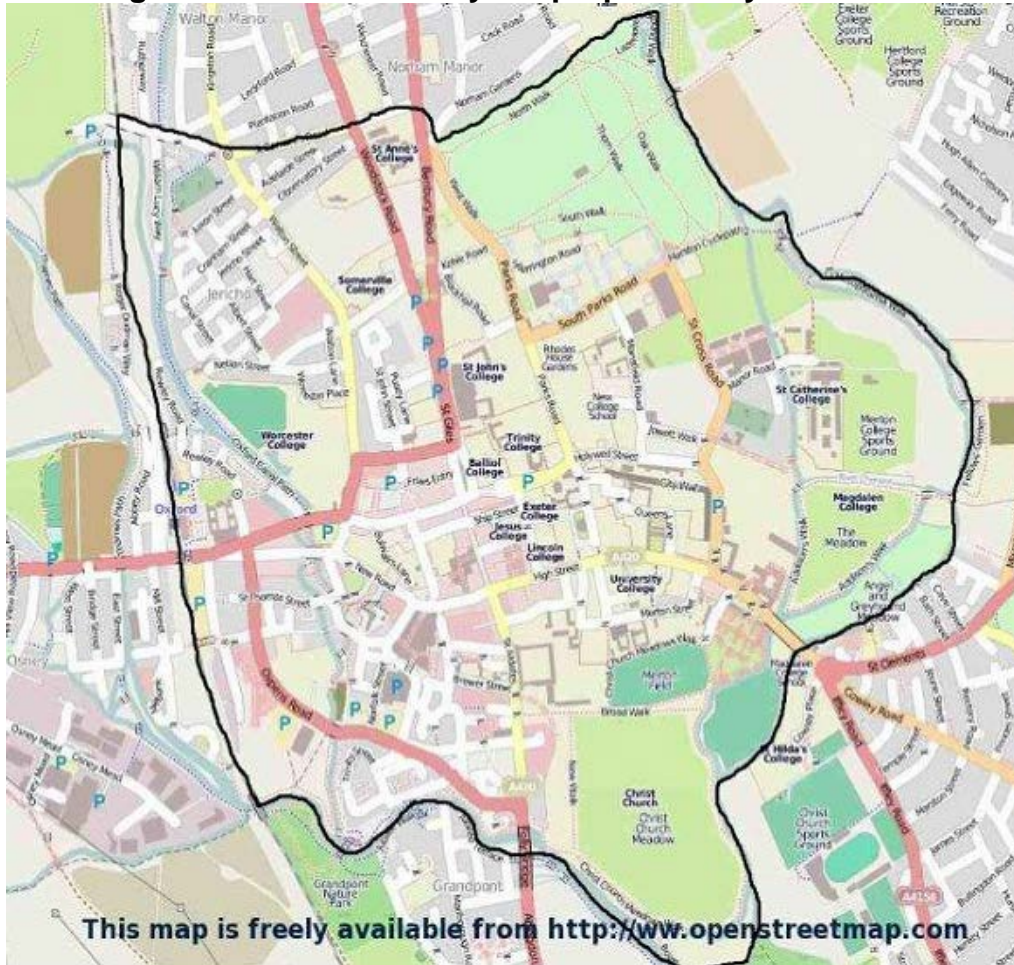
9. The restrictions and requirements included in a PSPO may be comprehensive or targeted on specific behaviours by particular groups and/or at specified times.
10. Orders can be enforced by a police officer, a police community support officer, designated council officers and employees of other delegated organisations.
11. A breach of the PSPO can be dealt with through the issuing of a Fixed Penalty Notice of up to £100, or a level 3 fine, £1000, on prosecution.

12. In establishing a PSPO, appropriate signage must be displayed in accordance with the requirements of the Act.
13. Public spaces protection orders are intended to deal with a particular nuisance or problem in a particular area that is detrimental to the local community's quality of life, by imposing conditions on the use of that area. They are designed to ensure that the public can use and enjoy public spaces and do not face incidents of anti-social behaviour.

Consultation on the creation City Centre Public Spaces Protection Order

14. In light of significant concerns over a long period of time about anti-social behaviour in the city centre a Member Reference Group was set up to consider the need for and potential content of a PSPO for the city centre area. This group comprised ward councillors, the Board Member for Crime and Community Response and a Scrutiny Committee Member. The group has been extensively involved in the process of developing the draft order.
15. The first briefing took place on Tuesday, 3rd February 2015. The group was presented with a long-list of anti-social behaviours that officers had identified as having a negative impact on the City centre. From this initial list, the group, weighing the evidence of anti-social behaviour and applying their local knowledge, agreed particular topics for the public consultation exercise that would shape the scope of a draft Public Spaces Protection Order.
16. From the outset Members and officers agreed that any eventual Order would be used as part of a wider process of support and engagement with people committing anti-social behaviour who may have complex needs. Any officer who is empowered to enforce the Order will receive specific training. These principles will be incorporated into the Council's Enforcement Policy. This will ensure that only where individuals or groups committing behaviour that is having, or is likely to have, a detrimental effect on the quality of life of those in the locality, being persistent in nature and is unreasonable, would enforcement action be taken.
17. A full programme of public consultation began on Monday 9th February and concluded on the 31st March 2015. Consultation methods used included:
 - Media coverage and press release
 - Use of the web-based eConsult,
 - Over 3000 letters sent to businesses, universities and residents
 - Public consultation face-to-face on the street
 - Representation at key forums
 - Consultation with Thames Valley Police and the Police Crime Commissioner's office
18. The group also agreed that the potential area to be covered by an Order would be as shown on the map below.

Map showing area to be covered by the proposed city centre PSPO



19. The Member Reference Group received an update on the progress of the consultation on Thursday 26th March 2015. The group highlighted their requirement that the PSPO should be managed in accordance with the ethos and principles of Oxford City Council in the provision of support for vulnerable people and ensuring a proportionate approach to enforcement.

20. The table below illustrates the results of the eConsult consultation received up to the closing date on the 31st March 2015 and for 26th March 2015 when they were presented to the Member Reference Group. During the final five days of the consultation period and subsequently there was significant media interest in the proposals generated by an on-line petition. The eConsult response increased in the final five days by 128%. The table shows whether responses were for (Yes) or against (No) the inclusion of each prohibition in the Order.

Behaviour	Responses received across the 7 weeks consultation up to 26/03/2015	Responses received across the consultation period, up to 31/03/2015	Increase in responses
Persistent Begging	Yes 52%(154)	Yes 34%(187)	33
	No 28%(84)	No 54%(294)	210
Sleeping in toilets	Yes 51%(150)	Yes 33%(180)	30
	No 23%(68)	No 48%(264)	196

Behaviour	Responses received across the 7 weeks consultation up to 26/03/2015	Responses received across the consultation period, up to 31/03/2015	Increase in responses
Urinating / Defecating	Yes 75%(223) No 13%(39)	Yes 58%(317) No 29%(161)	94 122
Cycling prohibitions	Yes 56%(165) No 30%(90)	Yes 40%(221) No 44%(238)	56 148
Sleeping on the streets when accommodated	Yes 46%(136) No 36%(107)	Yes 28%(152) No 60%(330)	16 223
Busking / Street entertainment	Yes 49%(145) No 35%(103)	Yes 32%(176) No 53%(289)	31 186
Peddling	Yes 55%(160) No 19%(56)	Yes 37%(201) No 34%(185)	41 129
Street Drinking	Yes 73%(218) No 16%(47)	Yes 52%(285) No 36%(197)	67 150
Graffiti / Street art	Yes 56%(167) No 31%(92)	Yes 38%(210) No 49%(268)	43 176
Pigeon feeding	Yes 53%(159) No 28%(84)	Yes 43%(232) No 38%(212)	73 128
Dog Control	Yes 70%(203) No 15%(45)	Yes 55%(292) No 28%(150)	89 105

21. In response to the Reference Group's concerns about the prohibition on feeding pigeons, this section has been removed from the draft order. While acknowledging the anti-social impact of the large flock of pigeons in Bonn Square in particular, members felt that there were more effective methods for controlling numbers.
22. Since the end of the consultation period a number of additional representations have been made to the Council concerning:
- Sleeping on the streets when accommodated
 - Persistent begging
 - Enforcement of the busking code of conduct
23. The Board should have regard to the entirety of the consultation responses set out in Appendix 2. Responses made outside of the formal consultation period are also included in this report.

Sleeping on the streets when accommodated

24. Ten organisations working with the single homeless community in Oxford submitted an email stating they were "very concerned" that the PSPO appeared to be restricting or banning rough sleeping and begging. Full details of the email can be found in Appendix Three.
25. A petition sponsored by the Oxford University Student Union homeless campaign group, On Your Doorstep, was emailed to Council officers on the final day of the consultation. The group is also one of the co-signatories of the email

in Appendix Three. The petition contained 900 signatories, the majority of whom appear to be Oxford students.

26. The petition is entitled “Don't make life harder for Oxford's rough sleepers” and the email t expressed concern over what was described incorrectly as “Oxford City Council’s proposal to ban rough sleeping from the city centre”. The petition was registered with Change.org and by the 15th April 2015 the number of on-line signatories reached 66,700.
27. Since the petition was based on an incorrect interpretation of the Order’s provisions, the City Council issued a statement clarifying that the Order related to a small number of people who beg and sleep on the city’s streets despite having been allocated accommodation and receiving support from the appropriate agencies. A copy of the statement can be found in Appendix Four.

Oxford City’s services for rough sleepers

28. Oxford City Council has a strong record of supporting people who are sleeping rough or at risk of becoming homeless. Through the No Second Night Out project, the council funds services that assist individuals into appropriate accommodation and that work with homeless individuals to access education, training and employment. The Council’s current financial investment in homeless prevention totals £1.4m p.a. Details of these budgets can be found in Appendix Five.
29. Oxford is one of nine areas in the country that was selected to take part in the Making Every Adult Matter (MEAM) project designed to improve outcomes and interventions for people with multiple needs. Since August 2014 clients who are hard to engage, live chaotic lives and have a multitude of support needs have been identified by services within the homelessness, mental health, substance misuse and criminal justice services. Clients are ‘case conferenced’ in order to put sustainable support in place for each individual and enable him/her to receive the services and support that they need to stabilise their lives.
30. The Tenants At Risk meeting is managed by the City Council and brings together agencies including floating support services, housing associations and hostels. The meeting identifies individuals that may be struggling with sustaining their tenancies and are at risk of being evicted. The aim is for support agencies around the table to make sure relevant support is put in place for the individuals in order to ensure they do not lose their tenancies and become homeless.
31. It is incorrect to assert or imply that the proposed Order would criminalise homelessness; it was confined to the objective of seeking to control the anti-social behaviour of a small group of people who drink overnight on the streets and/or beg, while nevertheless being provided with accommodation.

Begging

32. Begging is illegal under the Vagrancy Act 1824 and can be enforced by the police by way of arrest. The inclusion of persistent begging in the Order will

provide other staff to regulate this behaviour and will provide an updated legal remedy, including the use of fixed penalty notices. This is likely to prove a more cost effective and proportionate approach to controlling this activity.

Busking

33. Since the beginning of the consultation period there have been a number of comments about restrictions on busking. Local buskers who have been spoken to by council officers and the local press have expressed support for the Code of Conduct, which has operated for over a decade. Linking the Code of Conduct to the PSPO provides a means of enforcement of the Code for flagrant breaches which do occur infrequently, causing considerable nuisance to people in the street and occupiers of nearby premises. In the light of the comments received we have amended the Code, in particular removing the requirement to obtain a permit.
34. This Code has operated successfully for a long time, bringing music and entertainment into the city centre on a controlled basis. Only where behaviour associated with busking is having a detrimental effect on the quality of life of those in the locality, is persistent in nature, and is unreasonable would enforcement action be taken. Experience to date would suggest that such occasions are rare but where there is flagrant abuse of the Code the nuisance caused is significant.

Conclusion

35. The consultation findings of the first seven weeks of the eight week consultation period, showed majority support for the inclusion of all the identified behaviours in the Order. The petition and related activity during the final week on the consultation reversed that position in respect of persistent begging, sleeping in toilets, cycle in a controlled zone, sleeping on the street when accommodated, busking and graffiti.
36. Having considered the results of the consultation and reviewed them with partner organisations and Members, it is proposed to remove two elements from the draft Order. Pigeon nuisance has been assessed as more effectively tackled by methods other than fining people who feed them; and the issues related to the small number of people who sleep on the streets despite having accommodation are likely to be addressed more effectively through reinforcement of the existing multi-agency homelessness approach.
37. The following behaviours are included in the draft PSPO, as set out in Appendix One:
 - Persistent begging
 - Sleeping in toilets
 - Urinating or defecating in public places
 - Cycling in prohibited areas
 - Breaches of the Code of Conduct for Busking and Street Entertaining in Oxford
 - Breaches of the Code of Conduct for Pedlars and Peddling In Oxford

- Street drinking
- Graffiti and street art
- Control of dogs

Environmental

38. No expected issues

Risks

39. See Risk Assessment in Appendix Nine.

Financial Implications

40. The cost of implementing PSPOs will be funded through existing budgets.

Name and contact details of author:-

Name: Richard Adams
Job title: Environmental Protection Service Manager,
Communities Services
Tel: 01865 249811 e-mail: rjadams@oxford.gov.uk

Appendix One: Draft PSPO

OXFORD CITY COUNCIL

ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014

PART 4, SECTION 59

PUBLIC SPACES PROTECTION ORDER

Oxford City Council (the Council) in exercise of the power under section 59 of The Anti-Social Behaviour, Crime and Policing Act 2014 (the Act) being satisfied that the conditions set out in section 59 of the Act have been met makes the following order:

- 1 The Order applies to the public areas shown delineated by the black line on the plan annexed to this Order (the Restricted Area):
 - a) No person shall within the restricted area persistently beg. Persistent begging involves begging on more than one occasion and includes all passive and active methods used to receive alms.
 - b) No person shall within the restricted area remain in a public toilet without reasonable excuse. Using a public toilet to sleep in is specifically included in this prohibition.
 - c) No person shall within the restricted area urinate or defecate in a public place. Public place can include the doorway or alcove of any premises to which the public would normally have access.
 - d) No person shall within the restricted area shall cycle in designated zones outside the permitted cycling times.
 - e) No person shall within the restricted area busk or carry on any other form of entertainment unless it is in accordance with the Council's Code of Conduct for Busking and Street Entertaining in Oxford. A copy of the said code of conduct is annexed to this Order.
 - f) No person shall within the restricted area trade as a pedlar unless it is in accordance with the Council's Code of Conduct for Pedlars and Peddling in Oxford. A copy of the code of conduct is annexed to this Order.
 - g) No person shall within the restricted area refuse to stop drinking alcohol or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required to do so by an authorised officer to prevent public nuisance or disorder.
 - h) No person shall within the restricted area carry out any form of graffiti on any surface by any means. This includes any form of art/drawing which is applied

directly onto any highway or pavement BUT does not include any form of art/drawing which is on a canvass affixed to any highway, pavement or structure.

- i) Any person in charge of a dog within the restricted area shall be in breach of this Order if he/she:
- fails to keep the dog on a fit and proper lead and under physical control at all times.
 - is found to be in charge of more than four dogs at any consecutive time whilst in a public place
 - allows the dog to foul in a public place and then fails to remove the waste and dispose of it in an appropriate receptacle.
 - allows dog to enter any covered public space.

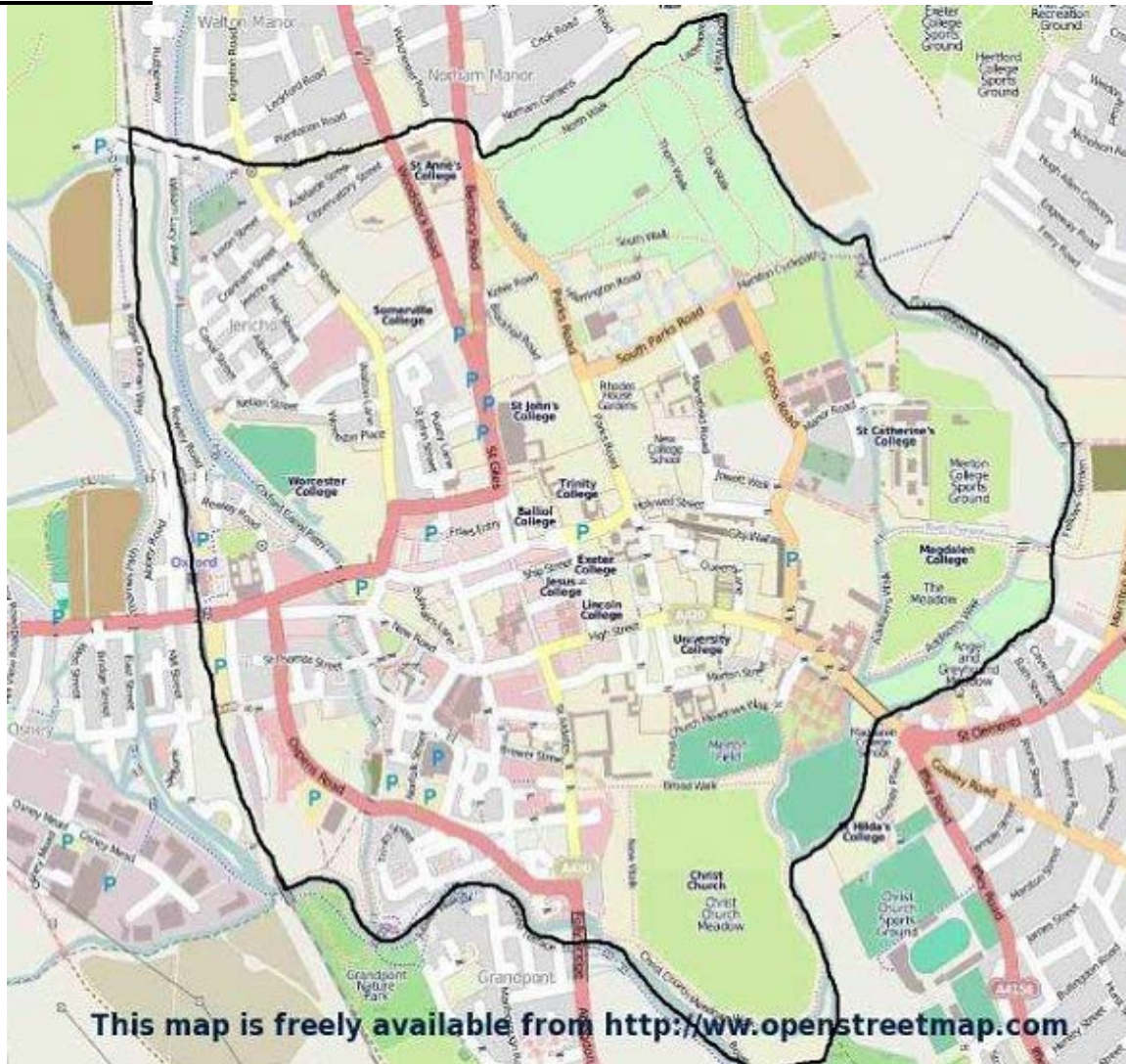
The provisions of this order relating to the control of dogs shall not apply to any person who is registered blind in accordance with section 29 of The National Assistance Act 1948, to any person who is deaf and in charge of a dog trained by Hearing Dogs for Deaf People and to any person suffering a disability and in charge of a dog trained to assist with his/her mobility, manual dexterity, physical coordination or ability to lift and carry everyday objects and the said dog has been trained by a prescribed charity.

- 2 Any person who without reasonable excuse fails to comply with the requirements of this Order commits an offence and shall be liable, on summary conviction to a fine not exceeding level 3 on the standard scale.,
- 3 This Order shall come into force on and remain in place for a period of three years.

Dated 2015

Signed EXECUTIVE – CITY EXECUTIVE BOARD

SCHEDULE



CHALLENGING THE VALIDITY OF ORDERS

An interested person may apply to the High Court to question the validity of—

- a) This Order, or
- b) A future variation of this Order.

“Interested person” means an individual who lives in the restricted area or who regularly works in or visits that area.

An appeal against this Order or a future variation of this Order may be made to the High Court within six weeks from the date on which the order or variation is made, on the grounds that:

- a) Oxford City Council did not have power to make the order or variation, or to include particular prohibitions or requirements imposed by the order (or by the order as varied);
- b) a requirement under Chapter 2 of the Anti-Social Behaviour, Crime and Policing Act 2014 was not complied with in relation to the order or variation.

Appendix Two: The eConsult consultation survey and results as at 31st March 2015

Closing date: 31st March 2015.

Topography of respondents

I live in Oxford city centre 44% (240)
I live in Oxford, but not the city centre 39% (215)
I live outside Oxford 8% (44)
I work in Oxford city centre 27% (146)
I am a visitor to Oxford 4% (22)
Other 2% (11)

Consultation topics

1 Persistent begging

Oxford City Council and Thames Valley Police are working together to tackle persistent begging, which is an offence under the Vagrancy Act 1824. Under the Public Spaces Protection Order people persistently begging will be identified by a multi-agency working group, warned about their behaviour and encouraged to access the support available to them. If their behaviour continues they could be in breach of the Order.

Have you seen people persistently begging in Oxford city centre in the last 12 months?

Yes 81% (444)
No 19% (102)

Has this got better or worse in Oxford city centre in the last 12 months?

Better 9% (48)
Worse 16% (88)
No change 53% (292)
Don't know 22% (119)

Have you been affected by this issue in Oxford city centre in the last 12 months?

Yes 40% (220)
No 60% (324)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?

Yes 34% (187)
No 54% (294)
Don't Know 12% (67)

2 Sleeping in public toilets

Oxford City Council has identified that toilets are sometimes being used to sleep in and other associated behaviour. This can prevent access to the facilities by the public.

Have you seen people sleeping in public toilets in Oxford city centre in the last 12 months?

Yes 9% (47)

No 91% (501)

Has the issue got better or worse in Oxford city centre in the last 12 months?

Better 1% (7)

Worse 4% (23)

No Change 15% (82)

Don't Know 79% (432)

Have you been affected by this issue in Oxford city centre in the last 12 months?

Yes 6% (31)

No 94% (514)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?

Yes 33% (180)

No 48% (264)

Don't Know 19% (103)

3 Urinating or defecating in public places

The problem of people urinating or defecating in Oxford city centre has been identified by partners as an issue that affects the public, public services and traders alike.

Have you seen this issue in Oxford city centre in the last 12 months?

Yes 32% (172)

No 68% (373)

Has the issue got better or worse in Oxford city centre in the last 12 months?

Better 1% (6)

Worse 10% (53)

No Change 26% (143)

Don't Know 63% (341)

Have you been affected by this issue in Oxford city centre in the last 12 months?

Yes 25% (136)

No 75% (408)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?

Yes 58% (317)

No 29% (161)
Don't Know 13% (69)

4 Cycling prohibitions

Oxford City Council fully supports cycling throughout the city. However, for public safety reasons there are some roads with cycling prohibitions, and these prohibitions are sometimes being ignored.

Have you seen this issue in Oxford city centre in the last 12 months?
Yes 67% (365)
No 33% (180)

Has the issue got better or worse in Oxford city centre in the last 12 months?
Better 3% (16)
Worse 19% (102)
No Change 48% (262)
Don't Know 31% (167)

Have you been affected by this issue in Oxford city centre in the last 12 months?
Yes 41% (222)
No 59% (321)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?
Yes 40% (221)
No 44% (238)
Don't Know 16% (87)

5 Sleeping on the streets

Oxford City Council strongly supports agencies to help people who find themselves sleeping on the city streets due to difficult circumstances. However, a small number of people who have been provided with support and accommodation choose to continue to sleep on the streets, putting their health and well-being at risk. These people are identified by a multi-agency working group, are encouraged to access the support available to them and could be warned about their behaviour.

Have you seen this issue in Oxford city centre in the last 12 months?
Yes 80% (432)
No 20% (109)

Has the issue got better or worse in Oxford city centre in the last 12 months?
Better 5% (25)
Worse 22% (120)
No Change 40% (219)
Don't Know 33% (181)

Have you been affected by this issue in Oxford City Centre in the last twelve months?

Yes 29% (160)
No 71% (383)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?

Yes 28% (152)
No 60% (330)
Don't Know 12% (66)

6 Non-compliant busking and street entertainment

Oxford City Council encourages safe busking and street entertainment in Oxford city centre. A voluntary code of practice has been developed over a number of years to support this aim for the benefit of the public and the entertainers. The code of practice covers noise levels, length of time in one place, authorised locations, size of pitch area and the authorised period of entertainment. The code of practice is available on the City Council's [website](#). However, some entertainers do not comply with the code resulting in unfair and sometimes unsafe practices.

Have you seen this issue in Oxford city centre in the last 12 months?

Yes 54% (296)
No 46% (248)

Has the issue got better or worse in Oxford city centre in the last 12 months?

Better 4% (21)
Worse 11% (60)
No Change 43% (234)
Don't Know 42% (227)

Have you been affected by this issue in Oxford city centre in the last 12 months?

Yes 26% (137)
No 74% (398)

Should the busking and street entertainment code of practice be regulated through the Public Spaces Protection Order?

Yes 32% (176)
No 53% (289)
Don't Know 14% (77)

Should the Public Spaces Protection Order regulate behaviour(s) that are not covered by the busking and street entertainment code of practice?

Yes (please comment) 13% (72)
No 51% (277)
Don't Know 36% (194)

7 Illegal peddling

Oxford City Council supports legal peddling in accordance with the Pedlars Act 1871. There is a code of practice available on the City Council's [website](#) that identifies what peddling is and how it should be conducted in order to comply with the law.

However, there are certain people who do not comply and therefore unfairly disadvantage others within the city centre.

Have you seen this issue in Oxford city centre in the last 12 months?

Yes 36% (193)

No 64% (349)

Has the issue got better or worse in Oxford city centre in the last 12 months?

Better 2% (12)

Worse 8% (46)

No Change 31% (167)

Don't Know 58% (317)

Have you been affected by this issue in Oxford city centre in the last 12 months?

Yes 15% (83)

No 85% (455)

Should the peddling code of practice be regulated through the Public Spaces Protection Order?

Yes 37% (201)

No 34% (185)

Don't Know 28% (153)

Should the Public Spaces Protection Order regulate behaviour(s) that are not covered by the peddling code of practice?

Yes (please comment) 14% (74)

No 41% (221)

Don't Know 46% (248)

8 Street drinking

Oxford City Council currently has a Designated Public Protection Order in place for the whole city with regard to anti-social behaviour associated with street drinking. The order doesn't stop street drinking but does deal with the associated anti-social behaviour. The new Act requires current Designated Public Protection Orders to be replaced by Public Spaces Protection Orders.

Have you seen anti-social behaviour associated with alcohol consumption in Oxford city centre in the last 12 months?

Yes 72% (393)

No 28% (150)

Has the issue got better or worse in Oxford city centre in the last 12 months?

Better 4% (20)

Worse 17% (93)

No Change 52% (280)

Don't Know 27% (148)

Have you been affected by this issue in Oxford city centre in the last 12 months?

Yes 43% (235)

No 57% (307)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?

Yes 52% (285)

No 36% (197)

Don't Know 12% (65)

9 Graffiti and pavement drawings

Graffiti is defined as a criminal damage offence. Drawing directly onto pavements is also an offence. Oxford City Council is working closely with its partners to clean up and prevent graffiti. However it encourages responsible street art that is not placed directly onto structures or highways.

Have you seen this issue in Oxford city centre in the last 12 months?

Yes 69% (374)

No 31% (171)

Has the issue got better or worse in Oxford City Centre in the last twelve months?

Better 5% (29)

Worse 16% (88)

No Change 49% (263)

Don't Know 30% (160)

Have you been affected by this issue in Oxford city centre in the last 12 months?

Yes 26% (143)

No 74% (399)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?

Yes 38% (210)

No 49% (268)

Don't Know 13% (69)

10 Pigeon feeding

Pigeon feeding is littering and encourages an overpopulation of pigeons within the city centre. The food not eaten encourages vermin such as rats and the pigeons cause significant damage to properties within the city. Certain areas of the city require the presence of a hawk to try and reduce the impact of the large population of pigeons in their area.

Have you seen pigeon feeding in Oxford city centre in the last 12 months?

Yes 36% (196)

No 64% (347)

Has the issue got better or worse in Oxford city centre in the last 12 months?

Better 3% (15)

Worse 8% (43)

No Change 39% (209)
Don't Know 50% (270)

Have you been affected by this issue in Oxford city centre in the last 12 months?
Yes 21% (111)
No 79% (428)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?
Yes 43% (232)
No 39% (212)
Don't Know 19% (101)

11 Out of control dogs

Dog control orders are being phased out and where necessary are being replaced by Public Spaces Protection Orders. Out of control dogs and dog mess are issues that Oxford City Council believes should be controlled within the City centre.

Have you seen this issue in Oxford city centre in the last 12 months?
Yes 39% (209)
No 61% (330)

Has the issue got better or worse in Oxford city centre in the last 12 months?
Better 3% (18)
Worse 14% (76)
No Change 38% (205)
Don't Know 45% (241)

Have you been affected by this issue in Oxford city centre in the last 12 months?
Yes 28% (152)
No 72% (384)

Should Oxford City Council seek to prohibit this activity through a City Centre Public Spaces Protection Order?
Yes 55% (292)
No 28% (150)
Don't Know 17% (91)

To what extent do you agree with the following proposals?

- All dogs to be on a lead
- No more than 4 dogs to be walked by one person
- Dog mess to be cleaned up by the person walking the dog
- No dogs allowed in indoor/covered areas of the City (medical exemptions)

Appendix Three: Crisis Skylight email and signatory list

“Dear Sirs

We are responding to this consultation as a group of organisations and individuals who work with homeless people or are concerned about homelessness in Oxford. We are sending this consultation response by email as we do not consider the tick boxes given on the online questionnaire to be sufficient to give our considered view on these important issues

Rough Sleeping

We are very concerned that, as part of the consultation on the new proposed Public Spaces Protection Order, Oxford City Council appears to be considering banning or further restricting rough sleeping. While we appreciate that no specific plans have been announced, we believe that any such policy would be particularly ill thought out and likely to be counter-productive.

We do appreciate that Oxford residents and businesses can experience problems from rough sleeping in the city centre. It is also to be welcomed that the reasons the council uses to defend their proposals include a commitment to outreach work and an acknowledgement that, wherever possible, rough sleepers should be supported into hostels and other services. However, we simply do not see how making rough sleeping a criminal offence will contribute to the council’s aim of ‘reducing rough sleeping to as near zero as we can achieve.’

We believe that any such ban or further restriction would be ill-conceived for the following reasons:

- Moving rough sleepers out of the designated area with the threat of criminal charges will only result in them moving to another location, which could include moving out of sight and away from services. It will not help them to resolve their homelessness, nor will it be a constructive way to encourage them to engage with services.
- Imposing fines on rough sleepers which they have no possible way of paying is an ultimately pointless exercise, and giving extremely vulnerable people a criminal record could jeopardise their chances of recovery.
- It is likely to antagonise a range of voluntary and statutory bodies which work with rough sleeping and will damage their relationships with Oxford City Council.
- The police and the council already have extensive powers to deal with any criminal and anti-social behaviour by rough sleepers, so new legislation is unnecessary.

We reject the notion that underpins this proposal and suggests that rough sleeping and particularly vulnerability is in some instance a “life style” choice - which needs enforcement action taken against it. We believe instead it is a situation which requires society and statutory and voluntary agencies to actively work together to engage the individuals involved as quickly as possible and then provide a holistic

package of support for as long as is necessary to help them out of homelessness and back into society.

We do not believe that criminalising the act of rough sleeping has any benefits at all for the individuals concerned, for the local community, for society at large or for any other statutory or voluntary agency working to tackle rough sleeping and help the individuals involved in Oxford.

‘Persistent’ begging

We are also concerned that, as part of the consultation on the new proposed Public Spaces Protection Order, Oxford City Council appears to be considering banning or further restricting begging.

We believe that such a ban on begging would be ill-conceived for the following reasons:

- People who beg are some of the most vulnerable in our society and begging is a sign of deeper rooted problems, including homelessness, mental health and addiction problems.
- Though there is little evidence or research available on the people who beg, we know that the majority sleep rough or live in hostels and night shelters.
- We do not condone aggressive or threatening behaviour. However, homeless people are actually more likely to be the victims of violent crime than the perpetrators – with homeless people 13 times more likely to be a victim of violent crime than the general public.

We are also unclear as to why the focus is on “persistent” begging—as begging may be persistent without being in any way aggressive or threatening. As with rough sleeping, we believe that banning begging could criminalise vulnerable people, lead to fines being levied which cannot be paid (except, perhaps, through further begging) and displace vulnerable people away from services which can support them. Ultimately, the solution lies in society and statutory and voluntary agencies to actively working together to engage the individuals involved as quickly as possible and then provide a holistic package of support for as long as is necessary to help them until their issues have been addressed and they no longer turn to begging.

Signed

Organisations

Crisis, Crisis Skylight Oxford, Aspire Oxford, Emmaus Oxford, Affordable Oxford, On Your Doorstep (Oxford University Students Union), The Gatehouse”

Subsequent additional organisations:

North Oxford Action Against Homelessness, The Big Issue Foundation, Homeless Link, Oxford Homeless Pathways

Appendix Four: Oxford City Council response to On Your Doorstep petition

“We understand and share the concerns raised about criminalising those that are homeless. This is not what we are proposing to do.

We have an excellent track record of supporting homeless people and helping them find a bed or a home. Oxford City Council spends over £1 million on support for homelessness. It is wrong to suggest the proposed Public Spaces Protection Order (PSPO) would change any of that support. It is also untrue that the proposed Order would 'criminalise' rough sleeping.

The proposed City centre PSPO is aimed at tackling persistent types of anti-social behaviour which can spoil the experience of using the city centre for residents, businesses and visitors.

The Council works closely with a multi-agency team and St Mungo's to help rough sleepers, many of whom have complex needs. The experience of that team is that a small number of people continue to beg and sleep on the city's streets despite receiving support and having been allocated accommodation. It is only that behaviour that would be covered by the proposed PSPO.

The consultation process has been widely supported and before any decision is taken, the Council will be looking closely at what residents, businesses and visitors have said.

There is a housing crisis in Oxford and homelessness is a problem here as it is elsewhere. We have made housing our number one priority and remain committed to helping the homeless get off the streets.”

Appendix Five: Oxford City Council Homeless Budget 2015-16

Organisation and Purpose of Grant	Allocation for 15/16
Assertive Outreach, Reconnection, Move-on	
<p>Single Homeless Outreach and Assessment Service – a team of 9 FTE with a combination of a Project manager, Outreach workers, Assessment workers and trainees.</p> <p>This service will incorporate the functions previously carried out by Oxford City Outreach, the NSNO Pathway Leader, NSNO Assessment Worker and the advice services for single homeless people who may be in precarious housing.</p>	£350,893
<p>Specialist Homelessness Liaison Service (Thames Valley Police)</p> <p>We have taken a different approach to last year where we are commissioning a service to be delivered by the City Centre Unit as opposed to a specific post holder. This may be delivered by the same individual but the focus will be for the unit to deliver specific outputs such as, number of outreach shifts, key meetings attended, tackling begging and anti-social behaviour, attending rough sleeping hot-spots and so on.</p>	£40,000
<p>O’Hanlon House (Oxford Homeless Pathways)</p> <p>This grant jointly commissions the service with Oxfordshire County Council. The money specifically commissions the day service that works with vulnerable adults who present with needs such as substance misuse, mental health and alcohol needs. The day service aims to provide a bridge between the service users and other meaningful services such as GP practices, Social services, DAAT teams and mental health teams. There is a reduction of £8k to reflect the reduction that County council have made. However the saving from this will be used to develop alternative initiatives with other day centres.</p>	£124,756.92
<p>Sit-Up service</p> <p>The Sit-up service was commissioned to mitigate for the lack of move on from the Adults homeless pathway. This function will be taken into account when the new pathway/service is commissioned. The cost attached is only for a year and will end on in March 2016.</p>	£54,903
<p>Severe Weather Provision</p> <p>This funding is to cover the cost of running additional services for rough sleepers during periods of severe weather.</p>	£15,000
<p>Housing First Project</p> <p>Housing First will be commissioned for the next year; the project has shown that it can work with some of the most complex/entrenched clients and deliver positive outcomes.</p>	£47,800
Improving Mental Health/Complex Trauma	
<p>Mental Health Practitioner (Luther Street Medical Centre)</p> <p>This post has continued to be a success and it is recommended that funding in partnership with Oxford Health and Oxford Homeless Medical fund is continued for this post. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.</p>	£25,000

<p>Complex Needs Service This funding has been allocated to fund a joint project next year. The service will be funded in conjunction with CCG and Public Health department to cater for a cohort whose needs are not met by both the Adults homeless pathway and the supported independent living pathway.</p>	£40,000
<p>Elmore In-reach (1 month) This service is being decommissioned but will be given a one month extension to ensure they have a 3 month period for a closedown period.</p>	£3,394.40
Tackling Worklessness and Improving Positive Activities	
<p>Aspire Oxfordshire Aspire provide social enterprises, work placements, employment opportunities and benefits' advice to Oxford's homeless network in order to develop progression pathways into sustainable independent living. We also fund <i>Two FTE Education, Training and Employment Workers</i> to further develop Aspire's social enterprises, work placements, employment opportunities to Oxford's homeless network in order to develop progression pathways into sustainable independent living. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.</p>	£88,691.50
<p>Emmaus Oxford Furniture Store This money supports Emmaus to provide accommodation for homeless people but also gives them an opportunity to work in their social enterprise; a second-hand furniture store. They have plans to taper the grant they receive from us; however this can only happen once they are operating their store from the new site on Barns Road.</p>	£25,000
<p>The Gatehouse Café This provides some core funding to the Gatehouse daycentre. They open six evenings a week and engage with the hard to reach clients that traditionally do not use mainstream services.</p>	£5,580
<p>Steppin Stone Day Centre This provides core funding to the Steppin Stones daycentre to work with vulnerable adults who are aiming to get back into training, education and employment. Steppin Stones also provide individuals with an opportunity to train in their social enterprises; their allotment, the daycentre kitchen or Porch Pickle enterprises. The daycentre is based away from the city centre, which allows for individuals to move away from the street activities such as begging, drinking and other anti-social behaviour.</p>	£55,000
<p>One FTE Service Broker (Big Issue Foundation) This post tackles the lack of engagement of Big Issue sellers with accommodation offers and to improve the partnership working with this organisation. This contract will continue to be within a payment by results framework this year, where 25% of the total grant is paid out only upon evidencing certain set outcomes. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.</p>	£25,000
Priority Services for Young People	

Young Persons Pathway This grant is part of Oxford City Council's contribution to joint commissioning of the Young Persons pathway (for vulnerable & homeless 16 – 22 year olds) with the County Council.	£42,992
Prevention of Eviction Young People Beds To cover the shortfall in DWP benefits received by someone under the age of 25 and those over the age of 25 in order to ensure under 25s can afford to paid their rent/service charge and thus prevent eviction. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.	£5,000
Emergency Bed (within Oxford City) This funding provides one emergency bed for use by Oxford City.	£6,134.28
Homelessness Prevention	
Welfare Reform Outreach Team This funding contributes towards the work of the team focussing on the impact of welfare reform on the City Council and its tenants.	£75,188.15
Discretionary Housing Payments This money has been allocated to ensure that we can mitigate the impact of welfare reform.	£150,000
Target Hardening/Sanctuary Scheme Provided to ASBIT, this is a service for victims of domestic abuse to enable them to stay in their own homes.	£30,000
Elmore Community Services This funds one post within the Elmore team; the post is called a Tenancy Sustainment officer. The officer works with residents of OCC who are finding it difficult to manage their tenancies. This allocation is on a yearly basis and the council have the right to terminate funding if the grant is stopped or reduced beyond March 2015.	£35,630
Business Rates at the Old Fire Station As required by previous CEB report to provide financial relief to Crisis and the Arts at the Old Fire Station in the first years of service.	£3,152
Pre-tenancy course As mentioned before; this will be subject to a review of the service. Should the outcome be positive this will be renewed for the year 2015/2016.	£16,000
MEAM pilot project This amount will be set aside to provide flexibility in extending the pilot project.	£20,000
CHAIN The web-based database management system that currently collates all data and provides monitoring reports on rough sleepers. This service is being extended for a year with the expectation that this will be paid for by the County council as it will be used for the Adults pathway in its entirety.	£8,093
Single Homelessness The funding is to be used to contribute towards the Council's operational activity supporting the work assisting Rough Sleeping and Single Homelessness activities.	£100,000
Total	£1,393,208

Appendix Six: Consultation methods

The Consultation involved:

- Letters to all businesses within the city centre (over 3000 letters)
- Letters to the Universities within the city centre
- Letters to the residents in the city centre (as per businesses)
- Public consultation on the street by city centre Ambassadors - to capture the opinion of the transient population (tourists etc) using a 1000 business cards.
- Representation at key forums – NAGS, business meetings and resident associations
- Media – Press release given to Oxford Mail in first week of March. This release is a continuation of a number of PSPO press releases since the new powers were released.
- Social media –released on Twitter
- Webpage – full details placed on the council website
- Buskers and street entertainers- City centre Ambassadors and Community Response Officers have approached a number of buskers.
- BBC Radio Oxford – Cllr Dee Sinclair (Board Member for Crime) took part in a radio show about the PSPO.
- Discussions with Area Commander Thames Valley Police and the Police Crime Commissioner's office
- 1000 registered members of eConsult contacted

Appendix Seven: Code of Practice for Busking and Street Entertaining

CODE OF CONDUCT FOR BUSKING AND STREET ENTERTAINING IN OXFORD

www.oxford.gov.uk



We welcome most buskers and street entertainers and feel they add a lot to the street scene in Oxford. To help buskers and entertainers perform in a responsible way alongside local businesses and to avoid complaints we have a code of practice. We have also designated street entertainment areas. Following the code of practice will help you maintain good relations with other users and occupiers of the area, and not breach the City centre PSPO.

Nuisance

On occasions however, particularly for people living or working in the city centre, performances may be intrusive, annoying or disturbing. As a result, the Council and the Police receive complaints about the volume and sometimes the nature of busking and street entertainment, and about obstruction to the highway caused by gathering crowds.

Under the Environmental Protection Act 1990 (as amended) noise in the street may be a statutory nuisance. The Council has a duty to abate noise nuisance and prohibit recurrence, and may take formal enforcement action to deal with performers who are not following the code and are causing a nuisance. This may include the confiscation of musical instruments.

Public Spaces Protection Order

Oxford City Centre is covered by a PSPO under the Anti-social Behaviour, Crime and Policing Act 2014. It is a breach of the PSPO to busk or carry out any other form of entertainment unless it is in accordance with this Code of Conduct for Busking and Street Entertainment in Oxford.

Please note - If you are 16 or under you will be asked to provide written consent from one of your parents or legal guardians. We would also recommend that they accompany you when out busking.

DO:

1. Only perform at the designated pitches.
2. Perform only between 10 a.m. and 8 p.m.
3. Enjoy yourself and entertain others!

DONT:

4. Busk in a way that is repetitive, intrusive or causes a nuisance in nearby premises*. Consideration should be given to neighbouring businesses and residents (including those above street level) who are affected by street noise. Whilst we prefer acoustic only performance, responsible use of amplification is tolerated, provided that you carefully consider volume and comply with requests by a neighbour or Council Official to turn it down.

5. Busk for more than 60 minutes in any one place. Busking shall not be repeated in that place for the next 2 hours.
6. Obstruct the highway (road, pavement or open pedestrian area). You are responsible for ensuring that any people gathering to watch or listen to them also do not obstruct the highway. Cordoning off any part of the pavement (with rope or using any other method) to create a performance area is not permitted
7. Make use of the street furniture, e.g. public seats, lamp posts, railings.
8. Busk within 50 metres of another busker or group of buskers.
9. Sell CDs or other merchandise. It is an offence to sell goods in the street without consent.
10. Ask for donations or payment for performing.
11. Perform in a manner that is dangerous to you or to the public.
12. Act in a way, or say anything that is likely to cause an offence to a member of the public.

*as prescribed in the Environmental Protection Act 1990 [as amended].

OXFORD BUSKERS' AND STREET ENTERTAINERS' CODE OF PRACTICE DESIGNATED STREET ENTERTAINMENT AREAS

Sites

A - Cornmarket Street / St Michael's Street

B - Cornmarket Street / Market Street (outside Carphone Warehouse)

C - Cornmarket Street / Carfax

D - Covered Market (11:00 – 15:00 Fridays and Saturdays only)

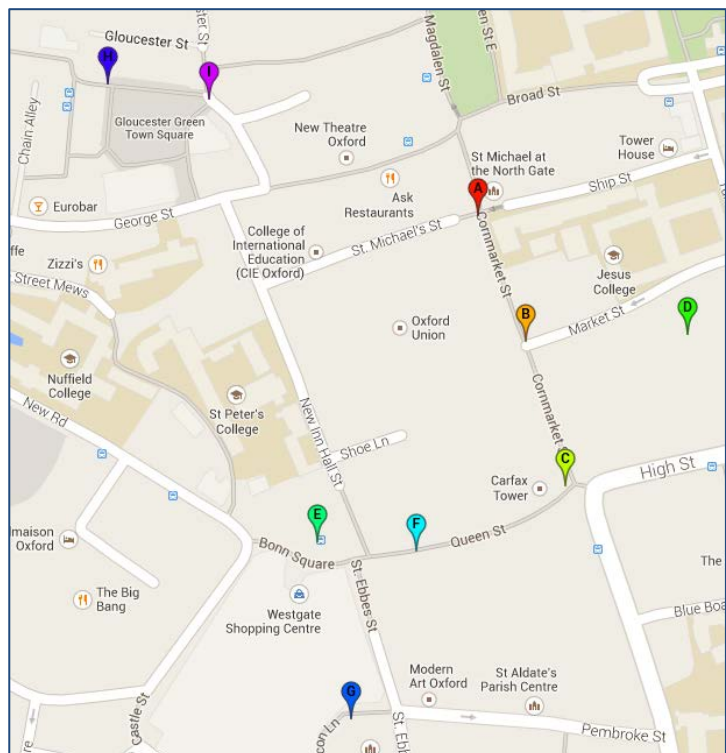
E - Bonn Square (**when no events taking place – check Events Diary on Oxford City Council Website**)

F - Queen Street (outside M&S)

G - Pennyfarthing Place (back entrance of Sainsbury's)

H - Gloucester Green / Friars Entry

I - Gloucester Green / Old School House



If you wish to make a complaint about buskers in Oxford or would like to discuss issues relating to buskers, please contact:
 Oxford City Council, St. Aldate's Chambers, 109 – 113 St. Aldate's,
 Oxford, OX1 1DS
 Telephone: 01865 249811

Appendix Eight: Peddling Code of Conduct

CODE OF CONDUCT FOR PEDLARS AND PEDDLING IN OXFORD

Guidance for Pedlars

Oxford City Council welcomes pedlars and has developed a code of conduct in order to enable genuine pedlars to continue to trade and to deal with illegal street trading activity in the City. The following the code of practice will help you stay on the right side of the law.

www.oxford.gov.uk



Public Spaces Protection Order

Oxford City Centre is covered by a PSPO under the Anti-social Behaviour, Crime and Policing Act 2014. If you breach the Code of Conduct for Pedlars and Peddling in Oxford you could be in breach of the PSPO.

YOU MUST

1. "Go from town to town"- You must not frequent Oxford City Centre every day. You must trade as you travel, as distinct from someone who merely travels to a particular location to trade.
2. Produce a Pedlar's Certificate. Pedlar's Certificates can be obtained from Thames Valley Police. St Aldate's Police Station Oxford OX1 1SZ. It is an offence to peddle without a certificate
3. Keep on the move (unless you are making a sale or are approached by a customer). You can only peddle in the same location for 10 minutes. By remaining in the same street for long periods of time you may be illegally street trading.

YOU MUST NOT

1. Use someone else's certificate or lend your certificate to another person.
2. Remain in any location for more than 10 minutes unless you are in the process of making a sale or you are approached by a potential customer. You must then move immediately after completing the sale. Your new location must be at least 50 metres away.
3. Return to any location that you have already occupied in the last 3 hours.
4. Trade from large wheeled trolleys or similar as these can cause an obstruction of the highway. This is an offence under the Highways Act 1980.

For further information please refer to our Pedlar Guidance which is available on our website.

If you wish to occupy a street trading consent site, which will allow you to trade from a fixed position, please visit the Street Trading pages on our website http://www.oxford.gov.uk/PageRender/decB/Street_Trading_occw.htm or contact the Miscellaneous Licensing Team on 01865 249811 or email street_trading@oxford.gov.uk.

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progr ess %	Action Owner
City Centre Public Spaces Protection Order	Multi agency enforcement	Lack of enforcement officers	financial cutbacks in police and council	Ineffective legislation and negative public feedback	30th March 2015	Daryl Edmunds	4	2	4	2	2	2	Delegation of PSPO enforcement powers to the City Centre Ambassadors will ensure consistent presence and enforcement	Ambassadors will be trained by the ASB service to enforce in accordance with the Oxford City Council enforcement policy	11th June 2015	On-going		Simon manton / Laure Taylor
City Centre Public Spaces Protection Order	Negative public perception due to negative press	Council reputation	Lack of clear communication over the introduction and management of the PSPO	Negative reputation of council	30th March 2015	Daryl Edmunds	3	3	3	3	2	2	Regular press briefings will continue to be managed through the council media office	Regular clear positive press briefings explaining ethos of council	11th June 2015	On-going		Chafhomba Sithole / Daryl Edmunds
City Centre Public Spaces Protection Order	Council reputation with regard to zealous enforcement and targetting vulnerable members of society	Council reputation	Mismangement of enforcement of the PSPO	Negative reputation of council, wasted resources, failure of prosecutions.	30th March 2015	Daryl Edmunds	4	3	3	3	2	2	Enforcement policy is being written in line with the ethos of Oxford City Council	Strong management of staff in accordance with Oxford City Councils enforcement policy	11th June 2015	On-going		Daryl Edmunds / Richard adams

This page is intentionally left blank

Appendix 10



63

Full Equalities Impact Assessment

Service Area: Environmental Development		Section: ASB service	Date of Initial assessment: 5 th January 2015	Key Person responsible for assessment: Daryl Edmunds	Date assessment commenced: 5 th January 2015		
Name of Policy to be assessed:			City Centre Public Spaces Protection Order				
1. In what area are there concerns that the policy could have a differential impact			<i>Race</i>		Disability		<i>Age</i>
			<i>Gender</i>		<i>Religion or Belief</i>		<i>Sexual Orientation</i>
Other strategic/ equalities considerations			Safeguarding/ Welfare of Children and vulnerable adults		Mental Wellbeing/ Community Resilience		<i>Marriage & Civil Partnership</i>

<p>2. Background:</p> <p>Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.</p>	<p>Oxford City Council is proposing to introduce a City Centre PSPO covering a number of behaviours within the city centre such as begging and sleeping on the streets if accommodated. A breach of the order is a criminal offence which can either be resulting in the offender being reported to the local court or the breach being discharged through a £100 Fixed Penalty Notice.</p> <p>A multi-agency panel currently discusses individuals known to be causing anti-social behaviour. The forum looks at problem solving individual's behaviour and considers complex needs such as mental health, alcoholism or drug addiction. Individuals are referred to this group and given all the circumstances the group will decide whether enforcement through the PSPO is appropriate. This is to ensure the most vulnerable members are being supported with their needs whilst the people that choose that way of life at the detriment of others are also dealt with appropriately.</p>
<p>3. Methodology and Sources of Data:</p> <p>The methods used to collect data and what sources of data</p>	<p>All relevant people are referred through to the working group for assessment of their needs. Currently a small number of people are housed and are receiving benefits whilst still choosing to beg and sleep in the city centre.</p> <p>Officers know the individuals and provide information on accommodation to the panel.</p>
<p>4. Consultation</p> <p>This section should outline all the consultation that has taken place on the EIA. It should include the following.</p> <ul style="list-style-type: none"> • Why you carried out the consultation. • Details about how you went about it. • A summary of the replies you received from people you consulted. 	<p>The Anti-social Behaviour Crime and Policing Act 2014 requires full consultation. This has been done in conjunction with the councils Public Involvement Board. The public have clearly stated they want people who sleep on the streets when accommodated and begging to be included in a PSPO. We have also consulted with members who have wards covering the city centre. The members have reflected the concerns and thoughts of the public. The main concerns are over the PSPO being fully enforced without any consideration being given to supporting and problem solving the complex needs of the vulnerable people involved. The PSPO is a tool that will be used against those described box 2 above. The ethos of Oxford City Council is support of the vulnerable and all enforcement will be conducted with this in mind.</p> <p>Please refer to the consultation report at appendix two of the City Centre PSPO CEB report.</p>

<ul style="list-style-type: none"> • An assessment of your proposed policy (or policy options) in the light of the responses you received. • A statement of what you plan to do next 	
<p>5. Assessment of Impact:</p> <p>Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults</p>	<p>Vulnerable adults and adults with complex needs such as mental health will in the first place be referred to the working group of key agencies. Each individual is then looked at separately to see if support can be offered. The working group will arrange for the necessary safeguarding referral to any other agency that is deemed necessary.</p>
<p>6. Consideration of Measures:</p> <p>This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy</p>	<p>Currently the multi-agency panel is working very well. It is under constant review for improvement and is currently chaired by the Environmental Protection Service Manager, Oxford City Council. This joined up approach ensures everyone is working together with common purpose of dealing with all the complex issues of each individual. This includes enforcement issues by the police or any other agency. The needs of the general public, residents and businesses are also taken into consideration. The health of individuals is of paramount importance given the drastically reduced life dependency of people who live on the streets.</p>
<p>6a. Monitoring Arrangements:</p> <p>Outline systems which will be put in</p>	<p>All agencies will update directly into the working group so each nominated persons progress is monitored throughout the process.</p>

place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.		The City Centre PSPO will be referred to the scrutiny panel for monitoring purposes. Expected period is 6months and 1 year.				
7. 12. Date reported and signed off by City Executive Board:		11 th June 2015				
8. Conclusions: What are your conclusions drawn from the results in terms of the policy impact		The policy will have a direct impact on vulnerable adults with complex needs such as mental health. However the PSPO will be integrated with current policy with an ethos of support. If enforcement is required then it will be as a result of a decision made by the working group and therefore deemed necessary.				
9. Are there implications for the Service Plans?	YES	NO	10. Date the Service Plans will be updated	11 th June 2015	11. Date copy sent to Equalities Officer in HR & Facilities	30 th March 2015
13. Date reported to Scrutiny and Executive Board:	2 nd June 2015		14. Date reported to City Executive Board:	11 th June 2015	12. The date the report on EqlA will be published	22 nd May 2015

Signed (completing officer)

Signed (Lead Officer)

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

Organisational Development & Learning Advisor
Richard Adams Service Manager
Daryl Edmunds ASBIT Manager
Jeremy Franklin, Solicitor

This page is intentionally left blank

To: City Executive Board
Date: 11 June 2015
Report of: Regeneration and Major Projects Manager
Title of Report: Covered Market Leasing Strategy Update

Summary and Recommendations

Purpose of report: To update CEB in respect of the updated Covered Market Leasing Strategy 2015

Key decision: No

Executive lead member: Councillor Ed Turner, Board member for Finance, Corporate Asset Management and Public Health

Policy Framework: Vibrant and Sustainable Economy, Efficient & Effective Council

Recommendation: That the City Executive Board approve the updated Covered Market Leasing Strategy 2015

Appendices:

Appendix 1 Updated Leasing Strategy document 2015

Appendix 2 Summary of principal changes in Leasing Strategy

Appendix 3 Risk register

Background

1. The previous covered market leasing strategy was written in 2007 and was intended to have a 10 year life, but with the provision that it should be reviewed, if appropriate, within 5 years of adoption.
2. The Council undertook a review of the covered market management and operations in 2013 and commissioned an independent assessment from specialist advisers, The Retail Group. The review was adopted by the Council following public consultation. The review identified a range of improvements which were needed to raise the market's trading performance. This included the need for a change in the retail mix and

improvements in the quality and range of traders. This recommendation was carried into the Action Plan for the covered market which was reported earlier this year to CEB.

3. The Retail Group undertook the review of the leasing strategy and submitted a draft revised strategy in January 2015. This was shared in a meeting with covered market traders in February 2015 and circulated to all traders for a month's consultation. No substantive responses or concerns were received by officers.
4. The updated Leasing Strategy builds on the 2007 leasing strategy, by incorporating the conclusions and recommendations of the 2013 Retail Group's Retail Strategy report, which were subject to extensive trader and public consultation.
5. The principal changes in the updated strategy are given in Appendix 2, and include the following:
 - Supporting a progressive move to supporting an increase in the proportions of fresh food and food and beverage representation (from 20% to 25% for each category) and a reduction in comparison goods (from in the order of 50% to 40%);
 - Guidance on the types of trading activity encouraged and criteria for assessing proposed new traders who wish to trade the market;
 - The Council's process for permitting assignment of leases; and
 - Criteria for decisions on the amalgamation and division of units.

Financial Issues

6. None arising out of this report

Environmental Impact

7. None arising out of this report

Level of Risk

8. A risk assessment has been undertaken and the risk register is attached, see Appendix 3

Equalities Impact

9. None arising out of this report

Legal Issues

10. None flow directly from this report.

Name and contact details of author:-

Name	Elaine Philip
Job title	Markets Manager
Service Area / Department	Regeneration & Major Projects
Tel:	01865 252358
e-mail:	ephilip@oxford.gov.uk

Oxford Covered Market Leasing Strategy – January 2015

1. Background & Introduction

- 1.1 The aim of this Leasing Strategy is to set out the Council's direction and ambition for the leasing activity and tenant mix management for the Oxford Covered Market over the next 5 and 10 year periods. It builds on the previous 2007 Leasing Strategy, by referencing and including the conclusions and recommendations of the 2013 Future Retail Strategy and Business Plan Report, which was developed with extensive trader engagement and underwent a public consultation process.
- 1.2 The Oxford Covered Market is a major asset for Oxford City Council. Whilst it generates income through rents from the tenants, it is also recognised as an asset on a variety of levels. It is part of the heritage and history of Oxford City Centre. It is part of the city centre core retail offer and has the potential to help extend footfall across the city centre post the redevelopment and extension of the Westgate Centre. The market appeals to local shoppers, residents, tourists and visitors and provides essential retail, catering and services to the thousands of workers, residents, visitors and students in the city centre. Furthermore it is a shared asset for all those traders that operate within and near it.
- 1.3 The Council is committed to maintaining its unique and historic character through adopted planning policies, and is also committed to enhancing its future performance and that of the tenant traders through maximising its appeal to all potential customer groups.
- 1.4 The ability to manage the tenant mix through a clear Leasing Strategy is a key element of maintaining its appeal and improving performance. Other initiatives and actions being completed by the Council to enhance the collective performance include appointing a dedicated Markets Manager, developing a Signage Strategy, proactive new tenant recruitment, introducing a Tenants Handbook and others as identified in the Retail Strategy Report.

2. Current Mix & Leasing Structure

- 2.1 The following four paragraphs are carried forward from the 2007 Leasing Strategy as they effectively set the historic context for the current unit sizes and retail offer provided.

The present building was rebuilt and enlarged throughout the 19th century and is now listed Grade II. Designed on a grid basis with 4 cross-sectioned north-south avenues, the Market comprises 152 individual shop units. These units are the subject of 55 separate leases, under which the tenants are responsible for the internal repair of their units and shop fronts.

The Council provides all other cleaning, maintenance and repair services to the avenues and structure, as well as providing porters who deal with housekeeping and low level security issues.

Many of the units have been extended beyond their original building line into the Avenues and a large number have been annexed to form larger units. The result of these changes has produced a range of shop sizes ranging between 65 sqft and 1,167sq ft. With a total ground floor retailing area of around 25,000 sqft, the average size of unit in the Covered Market based on its current configuration is 450 sq ft.

The small size of the units provides space for many smaller, locally based, independent traders who would otherwise find difficulty in obtaining a retailing presence in the centre of Oxford. Originally designed as a meat market, the Covered Market now contains a highly diverse range of traders.

Oxford Covered Market Leasing Strategy – January 2015

2.2 The current offer, summarised by retail product group, is as follows.

Product Group	Indicative Products	Number of units	Mix Composition
Comparison Goods - Clothing	Apparel and personal accessories (footwear, leather goods, jewellery)	15	45%
- Home	Home fashion, gifts, stationery and souvenirs	12	
Service	Florist, barber, cobbler, charity	6	10%
Convenience Food	Convenience; butcher, fruit & veg, cheese, etc.	12	20%
F&B / Catering	Cafes Takeaway	7 units 6 units (+ 2 vacant)	25%

- 2.3 The 2013 Future Retail Strategy and Business Plan Report research identified a broad mix at that time of 48.5% comparison goods, 20% convenience foods, 20% F&B / catering and 11.5% service providers. An earlier detailed analysis of the balance of traders completed at the end of 2012, and based on unit sizes, identified a broad split of 59% non-food and 41% as food. It is clear therefore that even over a short period of three years that the overall mix of core groups flexes and changes slightly.
- 2.4 The ability to proactively flex and manage the ongoing mix of offers and use of trading space within the Covered Market is a key element of the future trading strategy and therefore a requirement of the Leasing Strategy.
- 2.5 Whilst there are 60 retail units overall, certain categories have a visual dominance; including butchers, footwear, F&B and clothing. This is either as a result of multiple representation, high-profile locations, or visual impact.
- 2.6 The current 60 trading fascias offer over 25 different product categories and even some of these are easily broken down into subcategories. The diversity of offer is a recognised strength of the Market, however there is also a need for a consistent and collective quality and market positioning so as to help traders benefit from linked trips and critical mass.
- 2.7 The 2013 Future Retail Strategy and Business Plan Report has identified the need for more anchor status stores, more destination traders to drive footfall, more choice and variety in both food and non-food categories and improvements to the catering offer in terms of variety and customer appeal.

3. Leasing Strategy Framework

Purpose and Vision

- 3.1 The Leasing Strategy is part of the “toolkit” that the Markets Manager will utilise in order to deliver the defined vision and strategic objectives as set out and adopted in the 2013 Oxford Covered Market Future Retail Strategy and Business Plan report. That report defined the Vision for the Covered Market as:

Oxford Covered Market will be a very visible, relevant and integral part of the city's retail landscape.

It will host high quality, best in class independent retailers and innovative caterers in an outstanding and memorable environment and building.

It will be a must visit experience, with a local, national and international reputation that will have multiple attractions and be focussed on the needs of all key Oxford consumer groups.

- 3.2 The Vision section also stated that aims for the Covered Market are for it to have more anchors, more destination retailers, more eat-in food, and more best in class retailers; but with a retained focus on independent operators.

Balance Of Trade

- 3.3 In order for the Covered Market to improve its performance, individually and collectively, it is vital that the offer becomes and then remains in balance with consumer demand. Whilst the historic nature of the building is an asset, it would be inappropriate to retain outdated and historic offers that are no longer appealing to consumers, commercially viable and sustainable. The Covered Market tenants need to stimulate customer usage and footfall for their own business as well as for the collective good of the market. Therefore the Market Management are committed to proactively manage and improve the market mix and offer.
- 3.4 There is currently a healthy mix across the four core groups and the Council wish to continue this. Section 9.6 of the 2013 Future Retail Strategy and Business Plan Report set the broad targets of:
- 40% comparison goods
 - 25% fresh food
 - 25% catering
 - 10% services.
- 3.5 As previously stated a small degree of flexibility across these groups will be essential as at any one time. However the Council is clear in its intention to maintain and enhance the variety and diversity of the retail offer; and to actively manage the offer at all times.
- 3.6 The Markets Manager will identify priority target uses to expand the offer, complement existing uses and to optimise customer appeal, in response to the evolving and changing retail and customer trends. The priority targets list of uses and types of operator, but not the detail of any specific applicant or application, will be agreed with the Markets Board on a periodic basis.

Trading Style

- 3.7 The Council wishes to encourage the continuation of the boutique style of the Market, with the emphasis on specialist or otherwise high quality products, which differentiate the trader from normal or mainstream high street operators.
- 3.8 The Council recognises that there has been a trend in the Market towards dominance by individual traders, some of whom occupy more than one (enlarged) unit. Generally, it is felt that further domination by existing traders beyond the present levels is to be discouraged, in favour of new tenants not already represented in the Market.
- 3.9 The trading style and trading activity of tenants will be influenced by the guidance and direction contained in the accepted Retail Strategy Report. It is recognised that there are opportunities to improve the collective standards of presentation and service to meet those delivered by the better retailers in the Market. The effective use and presentation of shopfronts is a particular area to improve upon. This will help to attract footfall into the Market and to disperse it more effectively throughout the Market.
- 3.10 The Council is committed to providing a high-quality trading environment and location for best in class “independent” retailers that can demonstrate that the Covered Market is the right place for them to trade and that they are right for the Covered Market.

Unit Size

- 3.11 The Council wishes to ensure that the Market continues to offer a range of size of units, both larger and smaller. The trend towards greater annexation of individual stalls needs to be closely managed, and only permitted in exceptional circumstances where clear benefits will accrue to the Market overall. Single units within blocks are particularly vulnerable and should generally be protected.

Planning Uses

- 3.12 The Leasing Strategy will support Section 12.3.7 of the Adopted Local Plan 2001-2016, which briefly sets out the Council’s aims for the Covered Market.
- 3.13 Many of these have already been referenced and used in this Leasing Strategy. It is also clear that A1 uses should not dominate the Market and that A3-5 uses (food & drink) should not result in A1 uses falling below 80%. Note that some take away F&B uses are classed as A1. For ease of reference the relevant class types are described below:
- A1 uses relate to shops including comparison, convenience, many service providers and sandwich shops
 - A3 uses relate to restaurants and cafes (sale of food and drink for consumption on the premises)
 - A5 uses relate to hot food takeaway.
- 3.14 These are guides and the Oxford City Council Planning Department will determine which uses fall into a specific class type.
- 3.15 In regard to the Oxford Covered Market Leasing Strategy and the balance of trade set out in Section 3.2; comparison goods, fresh foods and most services will be within the use class A1. Catering will be within A3 and A1/A5 dependent on the level of on-site cooking from fresh and the level of on-site or off-site consumption.
- 3.16 The stated broad group targets in Section 3.2 remain the key objectives.

4. Guidelines

Products

- 4.1 Section 8.14 of the 2013 Future Retail Strategy and Business Plan Report identifies a selection of target new uses.
- 4.2 A core principle for the ongoing management of the Covered Market offer is that new uses should complement and enhance the existing character, mix, quality and offer of the Market offer. Whilst existing anchor offers should be retained, flexibility is encouraged to facilitate the offer and appropriate unit sizes/trading style of new entrants.
- 4.3 There are opportunities to enhance the comparison goods offer with more handmade, artisan, quality goods; as there is for more variety in convenience food goods including a delicatessen and other grocery specialists. The future F&B requirement has already been identified. The Markets Manager will regularly (annually) produce a priority target category list to direct leasing activity, advise agents and help existing traders. This list will be approved by the Markets Board
- 4.4 Uses which detract from the Market's special character will be discouraged, for example, electrical/white goods, mobile phones, travel agents, estate agents, nailbars and other 'high street' type operators.
- 4.5 No one category should exceed 20% of total floor area.
- 4.6 No one defined trade should represent more than 10% of ground floor area, except where sufficient diversity is able to exist within a trade e.g. clothes.
- 4.7 Catering including A1 (meaning food outlets for immediate consumption) and A3 food uses taken together, should not exceed their present levels of total ground floor area occupancy, currently circa 25% including outstanding approvals not yet implemented. Within this limit, A1 food and A3 uses can generally be interchangeable, subject to the proposed use satisfying the other criteria of diversity of trade and specialist offering etc and the upper limit on A3 of 20%.
- 4.8 New specialist food product shops in trades not already represented would generally be welcomed subject to the wider balance of trades issue between food and non-food uses.

Occupiers

- 4.9 The Council has identified a variety of criteria that future tenants will need to satisfy a selection of in order to successfully trade in Oxford Covered Market. The criteria include:
 - Be an identified target use
 - Complement existing uses, and / or expand the choice / offer. Provide additional "retail theatre".
 - Established and proven, either as operators or for the proposed use
 - Best in class status, either proven or by design and delivery of shop fit/environment
 - Award winners
 - "Independent" with limited (typically less than 10) other shops
 - Supply a quality business plan and sustainable trading forecast, and have a clear marketing plan
 - Trade in accordance with the guidelines of the Retail Strategy Report.
- 4.10 The Council wishes to encourage occupation by sole traders, independents and local retailers. Proposed tenants, who meet these criteria, will generally be accepted on assignment, subject to receipt of satisfactory references/financial investigations and completion of the necessary Licences. The provision of acceptable surety (i.e. guarantors and/or rent deposits) will always be sought from incoming tenants before consent is given in principle.
- 4.11 Applications for change of use where the lease is to be assigned to a high street multiple will generally not be permitted unless there is a real and positive benefit to the balance of trades / diversity.

Oxford Covered Market Leasing Strategy – January 2015

- 4.12 No Tenant (including family members) should own or control more than 3 separate leases/units within the Market, nor more than 10% of ground floor area.
- 4.13 The Council will seek to market any vacant units that revert to its control in a timely manner.

Assignment

- 4.14 Whilst the Leasing Strategy is set out to assist the continued improvement and performance of the market the principles and guidelines are equally applicable to the Assignment of Leases from existing tenants to new tenants.
- 4.15 It is the responsibility of the Assignor tenant to ensure that the prospective Tenant complies with the priority target tenant list as set out by the Market Manager. The Assignor tenant will need to contact the Markets Manager to ensure that a prospective new tenant meets the criteria for new occupiers.
- 4.16 Having established that the incoming tenant is suitable and appropriate in terms of trading style, offer, skills, permissions (planning or change of use etc) and experience, the assignor is then able to follow the existing and detailed procedure for assigning the lease, in conjunction with the Councils Corporate Assets team. For ease of reference the process is summarised below and further described in the Appendix of this document.
- 4.17 Assignor tenant applies to assign their lease, in full or in part with appropriate permissions from the Markets Manager; they then complete the Assignment Proforma and provide solicitors contact details.
- 4.18 On receipt of the completed Proforma, and any other required information such as undertaking to meet all costs etc, the Corporate Asset team then complete the assignment process and instruct solicitors to issue a draft Licence to assign and a Rent deposit Deed if required.
- 4.19 Solicitors are instructed to contact each party, references and / or guarantees are secured as appropriate. Once the legal documentation is agreed, the assignment can be completed.
- 4.20 The council is committed to enabling the swift and efficient assignment of leases from outgoing tenants and will make every effort to facilitate the process. It is the outgoing tenant's responsibility to ensure that the incoming tenant is of suitable calibre to meet the tenant and trading requirements of the Covered Market.

Physical Considerations

- 4.21 The annexation of adjoining units and/or the amalgamation of adjoining units to create large footprint retail premises will not be permitted other than in exceptional circumstances that offer a premium benefit to the balance of traders and the overall performance of the Market. The provision of new anchor status units and/or a shop with multi departments that are visibly different would be considered.
- 4.22 The splitting / redivision of large units to form small individual units will be considered providing that the resultant units are of sufficient size to be commercially viable.
- 4.23 Tenants will be encouraged to have more open and active trading frontages to the units so as to create stronger visible retail activity throughout the Market.
- 4.24 Tenants will be expected to comply with the direction of their lease at all times.

General

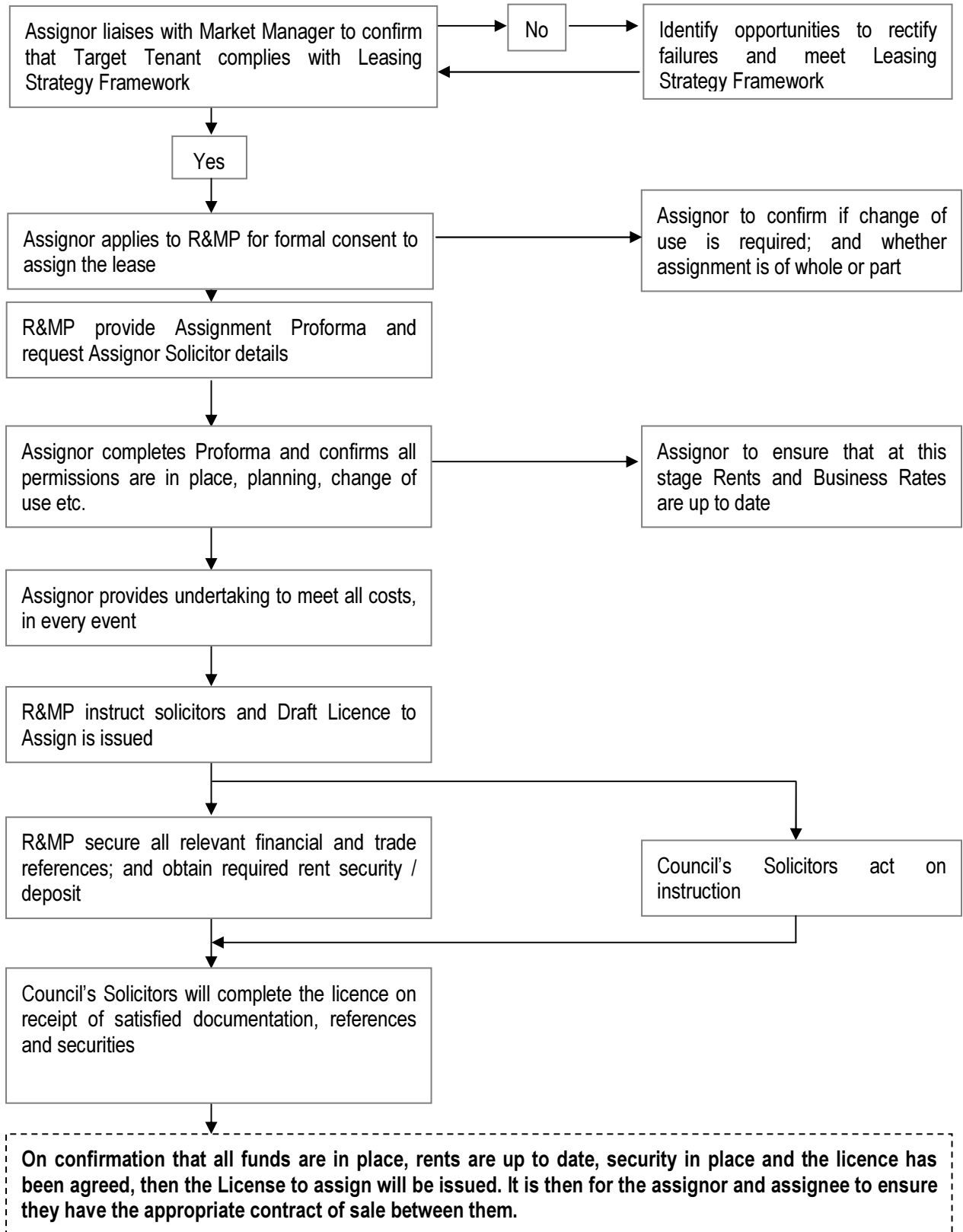
- 4.25 The Markets Manager is the primary contact for all matters relating to the Leasing Strategy.
- 4.26 The Council is committed to helping the traders to improve their performance and the performance of the Market as a whole.
- 4.27 The Markets Manager will prepare, annually as a minimum, an up-to-date list of priority target categories for the Market. To be agreed by the Markets Board. Target categories and types of operator will be agreed with the Markets Board, individual applicant details will not be put before the Markets Board.
- 4.28 The Market mix will be managed in accordance with the broad group targets set out in Section 3.2. Individual lease use clauses will more closely define what each trader is committed to sell.

Oxford Covered Market Leasing Strategy – January 2015

- 4.29 Individual exclusivity of products cannot be provided as the Market already contains multiple tenants selling similar products.
- 4.30 The Leasing Strategy is expected to be valid for 10 years, although it should be updated after 5 years.
- 4.31 This Leasing Strategy will replace the 2005 version upon formal adoption.

Appendix: Oxford Covered Market Assignment Process

This diagram summarises the Assignment process detailed in July 2011, and brings it up to date with the overarching Leasing Strategy guidelines.



Oxford Covered Market Leasing Strategy 2015

Appendix 2

Summary of key areas of update from the 2007 Leasing Strategy

1. The 2015 Leasing Strategy builds on many of the points and topics listed in the 2007 Leasing Strategy, therefore there is a lot that is consistent across both versions.
2. The 2015 Leasing Strategy now clearly references the 2013 Strategic Review and Business Plan project, as well as a number of other inter-related initiatives such as the Tenants Handbook, Signage Strategy, lease review etc; shown in **Section 1.1-1.4**.
3. The current offer and space allocation is based on the contemporary and widely used classifications. It is also based on unit numbers and percentages rather than floorspace. **Section 2.2**.
4. The future target mix is set out, however it is also based on the extensive research in the strategy study; and reflects the outputs of the 2013 report. **Section 2.3-2.7**.
5. The 2015 Leasing Strategy purpose and vision is clearly defined, as is its role in helping to achieve the recommendations and vision as set out in the 2013 Report. **Section 3.1 and 3.2**.
6. The balance of trade aspect now includes the need to be in balance with customer demand, and that the market management are committed to pro-actively managing and improving the market mix. **Section 3.3**.
7. The Market Manager is responsible for identifying priority target tenant categories and for providing guidance to tenants on future uses. **Section 3.6**.
8. The need for collective improvement in standards and performance is detailed, and the need to comply with the Tenants Handbook. **Section 3.9**.
9. The guidelines for indicative target operators are set out, however it is also clearly stated that the Market Manager will provide regular (annual) lists on priority target uses. **Section 4.3**.
10. The 2015 Leasing Strategy also now sets out the selection criteria for new traders, both for vacant shops and also for any assignment of leases. **Section 4.9**.
11. In the case of a tenant assigning their lease, they are responsible for ensuring the new incoming tenant is as per a use identified on the priority list, and that they satisfy the selection criteria. The Market Manager will be available to provide assistance. **Section 4.15-4.17**.
12. The preferred trading style for tenants is to have a more open and or active trading frontage, as per the new draft lease requirements and the Tenants Handbook. **Section 4.23**.
13. The Markets Manager is now the primary point of contact for Leasing Strategy matters. **Section 4.25**.
14. The assignment process diagram is now provided as an appendix to the 2015 Leasing Strategy.

This page is intentionally left blank

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		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					
1	Inconsistency in dealing with prospective new traders	1 2	P 3	Decisions on leasing can be made on the hoof which could lead to the risk of discrimination	Set out clear strategy guidelines, consult with tenants and get their acceptance	1 2	P 3	Ensure that the strategy is being followed and reviewed at periodic intervals						
2	Inappropriate tenant mix	2	3	Inappropriate traders are attracted to the market, leading to a disjointed consumer mix	Set out and maintain a clear vision on tenant mix	2	3	Prioritise a priority order of who we want to attract						
3	Potential drop in general standards	2	3	We attract traders with low service and operational standards	Set clear guidelines through the tenant handbook of the service standard expectations.	2	3	Manage standards to prevent a drop in levers which could lead to higher turnover of trader						

81

This page is intentionally left blank

Scrutiny Recommendation Tracker 2014-15

European Funding – Finance Panel 28 April				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. We recommend that the City Council actively looks to bid for LEP managed funding in priority issue areas (see recommendation 2).		<i>To follow</i>	Cllr Ed Turner / Nigel Kennedy	
2. We recommend that the City Council identifies a small number of priority issue areas for future EU bids. We suggest that these priorities should be drawn from the following short-list: - Housing (see recommendation 3) - Low Carbon Economy - Sustainable transport - Recycling - Air pollution			Cllr Ed Turner / Nigel Kennedy	
3. We recommend that the City Council keeps a watching brief on details of the EU Strategic Investment Plan, including whether this covers housing, with a view to identifying viable projects in Oxford.			Cllr Ed Turner / Nigel Kennedy	
4. We recommend that the City Council explores whether there is an appetite amongst regional partner organisations for the establishment of a South East England European Office, similar to the East of England European Partnership Office.			Cllr Ed Turner / Nigel Kennedy	
5. We recommend that the City Council encourages Oxfordshire LEP to develop expertise and provide advice to local organisations on obtaining European funding.			Cllr Ed Turner / Nigel Kennedy	
6. We recommend that a member or officer champion is appointed to raise the profile of EU			Cllr Ed Turner / Nigel Kennedy	

funding. Given that maximising non-government funding streams is increasingly important to the City Council, this role could be explicitly set out in the responsibilities of an Executive Board Member.			Kennedy	
7. We recommend that the City Council discusses the option of joint EU funding bids with Oxford's Twin Towns and identifies other cities across the EU to partner with on future bids. This could involve working with historic cities in Southern Europe on sustainable transport solutions, for example.			Cllr Ed Turner / Nigel Kennedy	
8. We recommend that the City Council identifies local businesses that it could potentially collaborate with on future EU funding bids.			Cllr Ed Turner / Nigel Kennedy	
9. We recommend that the City Council promotes the Low Carbon Hub model through MEPs or other suitable channels, and encourages its replication across the EU.			Cllr Ed Turner / Nigel Kennedy	
Capital Strategy – Finance Panel 28 April				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
<p>We recommend that the City Executive Board approve the Capital Strategy subject to the following suggestions:</p> <p>a) To enable more accurate and consistent ratings, Key Outcomes in the Capital Project Scoring Guidance should be more clearly defined and explicitly aligned to the Council's corporate objectives (Appendix B).</p> <p>b) The Project Delivery Process and the Gateway Process should be better integrated and provide similar levels of detail at each stage (Appendix F,</p>	Y		Cllr Ed Turner / Nigel Kennedy	20 July 15

<p>pages 1 and 2).</p> <p>c) A member briefing on the capital process should be offered to all City Councillors.</p> <p>d) The City Council should look to improve its project management function by exploring what can be learnt from Royal Institute of British Architects (RIBA) guidance and from partners who do project management successfully, such as the University of Oxford.</p>				
Covered Market Action Plan – Scrutiny Committee 27 April				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
<p>We recommend that the City Executive Board note the following comments:</p> <p>a) Wifi in the Covered Market should remain a priority for the City Council, even if traders do not want to invest in this.</p> <p>b) The Covered Market website should be updated more regularly as the News section is several months out of date.</p> <p>c) Improvements to signage are very welcome and we would like to see progress in developing an overall brand identity for the Covered Market, which should be tied in with on-going improvements.</p> <p>d) A new leaflet promoting the Covered Market that includes a map showing transport links would be welcome.</p>	In part	<i>To follow</i>	Cllr Ed Turner / Jane Winfield	

e) Consideration should be given to providing signage and menus in different languages to cater for the needs of the main visitor groups.				
f) Moving the gates to the Covered Market would push rough sleepers somewhere else.				
Safeguarding Policy – Scrutiny Committee 27 April				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
Recommendation 1 – We recommend that the City Council strengthens engagement and protocols with Housing Associations in relation to vulnerable groups that they house.	Y	Yes we do want to strengthen our engagement and protocols with Mental Health. For Clarification We do not have such protocols with Housing Associations. We are, however, working with Housing associations and other housing providers to develop information sharing and an interface with the MASH	Cllr Pat Kennedy / Val Johnson	
Recommendation 2 – We recommend that the City Council prioritises the following in the next budget round: a) Continuing to fund the Safeguarding Coordinator post, b) Supporting the Multi-Agency Safeguarding Hub.	Y		Cllr Pat Kennedy / Val Johnson	Dec 15
Recommendation 3 – We recommend that the City Council ensures that feedback from frontline staff is sought more widely when monitoring the effectiveness of training and policy.	Y		Cllr Pat Kennedy / Val Johnson	
Recommendation 4 – We recommend that the City	Y	Yes we can do some engagement with	Cllr Pat	

Council monitors feedback from children to test the effectiveness of Safeguarding policies and plans on the ground and to identify any blockages.		young people around safeguarding issues through the youth Ambition Programme and Young Engagement Officer. For clarification. We would not monitor feedback directly from children involved in safeguarding cases. This would be done through OSCB Case File Reviews.	Kennedy / Val Johnson	
Recommendation 5 – We recommend that the City Council ensures that training for City Councillors includes a focus on their role as being the eyes and ears of their communities.	Y		Cllr Pat Kennedy / Val Johnson	
Recommendation 6 – We recommend that the City Council raises the following with the County Council: a) The need for schools to be issued with guidance on safeguarding policies, including the role of elected Councillors in safeguarding, b) Concern that some School counsellors have been cut and that some pupils have to wait a long time to be able to access this provision.	Y	Yes we could pass on members' concerns to the County Council.	Cllr Pat Kennedy / Val Johnson	
Fusion Lifestyle Annual Service Plan 2015/16 – Scrutiny Committee 23 March				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. We recommend that a more ambitious performance target is adopted for increasing the participation of users resident in the most deprived wards in our city (the existing proposal is for the	Y	We will liaise with Fusion and report at CEB what we feel is doable.	Cllr Mike Rowley / Ian Brooke	Y

target to increase from 110,000 visits in 2014/15 to 114,000 visits in 2015/16).				
2. We recommend that a more ambitious performance target is adopted for increasing the participation of disabled users (the existing proposal is for the target to increase from 15,000 visits in 2014/15 to 16,000 visits in 2015/16).	Y	We will liaise with Fusion and report at CEB what we feel is doable.	Cllr Mike Rowley / Ian Brooke	Y
3. We recommend that the City Council continues to work with Fusion Lifestyle to remove barriers to participation for our target groups, for example by seeking to extend crèche provision at Council leisure facilities.	Y	Agreed - it describes what we're doing and intend to keep doing.	Cllr Mike Rowley / Ian Brooke	March 16
4. We recommend that the utility consumption performance target is changed to a carbon reduction target, measured on a per user basis. This could be in line with the City Council's corporate target of reducing carbon emissions by 5% per annum.	Y	Happy to report on a per user basis for carbon.	Cllr Mike Rowley / Ian Brooke	Y
Living Wage – Scrutiny Committee 2 March				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. We recommend that the City Council surveys all suppliers to measure compliance with paying the Oxford Living Wage.	Y	We should make every effort to ensure that our contractors are paying the Living Wage, but it may be difficult to achieve a full coverage of the very large number of suppliers, some of which provide very small volumes.	Cllr Bob Price / Simon Howick & Jane Lubbock	Nov 2015
2. We recommend that the City Council reviews whether the Oxford Living Wage should continue to be set at 95% of the London Living Wage.	Y	The original figure was determined on the basis of a comparison of housing and transport costs in Oxford and London. It should be possible to repeat that exercise. The Council motion which committed us to the LW,	Cllr Bob Price / Simon Howick & Jane Lubbock	Nov 2015

		proposed a £7 OLW against the £7.20 LLW, taking account of the work undertaken by the original research by Loughborough University and the Mayor of London and using Oxford housing and transport data. That relationship was subsequently translated into a 95% figure, in order to ensure that the OLW was maintained in line with a figure for the LLW that was well researched and supported by time series evidence. This percentage link makes the administration of the OLW straightforward and avoids the need for complex research to be undertaken locally at regular intervals.		
3. We recommend that the City Council seeks to increase apprentice pay in the next budget round.	N	This issue was considered carefully at the time of the decision on apprentice pay. The current apprenticeship rates are well above the national rates, but a move to the OLW would result in a reduction in the number of apprenticeships.	Cllr Bob Price / Simon Howick & Jane Lubbock	N/A
4. We recommend that the City Council actively explores the merits of incentivising businesses to pay the Oxford Living Wage through offering business rate discounts.	Y	We should consider this, but there are difficult issues of practical implementation as well as a potentially significant cost to the Council's budget.	Cllr Bob Price / Simon Howick & Jane Lubbock	Nov 2015
5. We recommend that the City Council seeks to be more pro-active in engaging with employers and encouraging them to pay the Oxford Living Wage. This could also involve raising the profile of the Oxford Living Wage on the City Council website and listing employers that have committed to	Y	As the portfolio holder, I have written to all the major employers to encourage them to pay the Living Wage and have engaged with many of them in the course of my visits to them over the	Cllr Bob Price / Simon Howick & Jane Lubbock	Nov 2015

paying it.		past two and a half years. The suggestions about the website and employer listings are very good ones and will be adopted.		
Culture Strategy – Scrutiny Committee 2 March				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. We recommend that there is an objective to extend cultural opportunities to excluded communities under priority for culture 2.	Y	<p>Section 2 of the Strategy states that 'We are committed to providing and supporting opportunities for all of Oxford's residents to engage with arts and cultural events and activities, with a particular focus on work which reaches our young people and diverse communities.' and</p> <p>'Our aim- working with our partners in the cultural sector- is to increase access from all our communities to good quality cultural opportunities and events, at affordable prices, in a range of venues and locations'.</p> <p>This represents a clear and robust commitment to working with all communities including excluded groups. However, the phrase 'including excluded groups' could be inserted after 'increase access from all our communities' to strengthen the point.</p>	Christine Simm / Peter McQuitty	Y
2. We recommend that the City Council asks Experience Oxfordshire to convene a seminar with	Y	Excellent suggestion which will be actioned within the next two months,	Christine Simm / Peter	May2015

elected members.		giving the new incumbent a little to time to settle in to her new role.	McQuitty	
Discretionary Housing Payment Policy – Scrutiny Committee 2 March				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
We recommend that the City Executive Board approve the revised Discretionary Housing Payment Policy.	Y	An update paper will come to Scrutiny and CEB at the end of quarter 2 at the latest.	Susan Brown / Paul Wilding	Y
Budget Review 2015/16 = Finance Panel 5 February				
Recommendations	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That reserves and balances are reviewed with a view to investing any overstated reserves.	Y	Agree. This is something that we are undertaking anyway, as we want to maximise return on investment. It is worth noting that reserves may not be “over-stated” but may still be suitable for investment if they are held against a risk or item of expenditure occurring in a future year.	Cllr Turner	Sept 2015
2. That the City Council explores new ways of increasing public engagement in its budget setting process.	In part	We can look at the consultation and welcome suggestions. However, it is important to note that the budget is a politically-led process and that it would need to be consistent with the aims and values of the administration setting the budget.	Cllr Turner	Dec 2015
3. That Council Tax is increased by 1.99% (rather than the proposed 1.50%) in 2015/16.	Y	Agreed.	Cllr Turner	Y
4. That the City Council continues to engage constructively with other Oxfordshire Councils in order to optimise any potential benefits available from business rates pooling and distribution	Y	Agreed. We already do work with the other councils on this, but at present pooling is not to our advantage.	Cllr Turner	Y

arrangements.				
5. That the City Council looks at ways of mitigating the impacts of higher than average rents on those Council tenants who will be most affected.	N	The overall average rent rise for council tenants is 3.49% but the range is -6.58% to 6.25%. If a tenant faces into difficulties, s/he should approach the Council for assistance. For instance, there may be tenants who are not receiving all funds to which they are entitled, or in some cases a claim for Discretionary Housing Payment might be appropriate. However, the far bigger issue is for tenants in privately rented accommodation, rather than those paying comparatively low council rents.	Cllr Turner	N/A
6. That further consideration is given to covering more enforcement costs through higher, related fees and charges. This should include keeping legislation under review and asking the LGA what other local authorities charge for.	Y	We are happy to do this, but it should be noted that some budgets are ring-fenced and there is a limit to what can be charged for.	Cllr Turner	Sept 2015
7. That to protect future Park and Ride incomes, the City Council seeks agreement with the County Council on consistent charging rates across all Oxford Park and Rides.	Y	We want to have common charges with the County Council, to avoid extra journeys being made to visit a cheaper park and ride. Ultimately the charges levied by the County Council are a matter for that authority. Our budget figure is our best estimate of the approach to be taken by the County Council.	Cllr Turner	Dec 2015
8. That the City Council explores mechanisms for the earlier release of land value locked up in the Barton Park development.	N	This does not look feasible or desirable. If the desire is to release waterfall payments earlier, that would	Cllr Turner	N/A

		not be possible without renegotiating the whole deal, which would not appear to be an endeavour with great prospect of success. Alternatively, if it is to borrow off the back of the deal, this would present the authority with additional risk, and it is not clear what the borrowing would for. We are already providing well over £100 million of investment over the next ten years, and are borrowing around £232 million.		
9. That the following efficiency savings are re-rated as high risk: a) Shifting services towards community settings and online (£126k from 2017/18 in Customer Services), b) Application portfolio & telephony review (£150k from 2015/16 in Business Improvement & Technology).	N	a) We believe this saving is deliverable and the risk rating is appropriate. b) The applications review should deliver savings through reduced maintenance and reduced staffing resources that's why its medium risk. It doesn't make a difference to the budget since we provide a 40% contingency against unachieved savings for high and medium risks.	Cllr Turner	N/A
10. That there is a re-energising of attempts to identify new invest-to-save opportunities in future budget rounds (see recommendation 17d).	In part	We are very ambitious here already but will continue to look.	Cllr Turner	Dec 2015
11. That sufficient flexibility is in place to mitigate the risk of the City Council having to repay £7m to the Housing Revenue Account.	Y	We will be in a position to mitigate this, but would be undesirable.	Cllr Turner	Y
12. That the City Council explores how it can become a more agile operator in the housing market to ensure it secures best value for new property acquisitions.	In part	We believe we are appropriate and agile in this area of work, but are always happy to receive suggestions.	Cllr Turner	N/A

13. That half of the additional waste disposal costs pressure is re-instated in the budget from 2016/17.	N	Not agreed. It would not be in the interests of the authority to make this change, and if the budget is not deliverable it will be reviewed next year.	Cllr Turner	N/A
14. That off street parking income is re-modelled in light of the most recent parking data and experience with the temporary Westgate car park.	N	At this stage we do not see any evidence to suggest remodelling is necessary.	Cllr Turner	N/A
15. That any savings achieved through lower than assumed energy prices are invested in energy efficiency improvements.	N	We will continue to prioritise energy efficiency regardless of the movement on energy prices.	Cllr Turner	N/A
16. That HRA void losses are modelled at 1.0% (rather than the proposed 1.2%), at least in the early years of the budget period.	N	It would be prudent to retain potential void losses at 1.2%, in case void levels are higher when the Barton development becomes available. The impact upon the budget is minor.	Cllr Turner	N/A
<p>17. That the following areas should be priorities for further spending in the event that additional general fund resources become available (we have identified some options for raising revenue in the short to medium term). These suggested priorities are listed in no particular order:</p> <p>a) Staff Training and Wellbeing – continue funding the training budget increase (£100k) and funding for staff wellbeing (£75k) beyond 2016/17,</p> <p>b) Apprenticeships – reinstate £50k from 2015/16 or a sufficient amount to fund no fewer than 25 apprentices in future cohorts,</p> <p>c) Community Development (Social Inclusion) Fund – reinstate £60k from 2015/16,</p> <p>d) Business Improvement staffing reductions –</p>	In part (N a-f, Y g, in part h)	<p>On all of these, they are really matters for councillors and groups to take a view of when it comes to budget setting.</p> <p>On “Beds in Sheds”, we are proposing a carry forward to continue to fund some of this work.</p> <p>Discretionary Housing Payments – continue the current level of funding to April 2016. We will, of course, review the situation with respect to DHP in the light of the coalition government’s dramatic, inappropriate reduction of our budget. We could, if needs be, support it from the homeless</p>	Cllr Turner	Y

reverse the £110k cut in 2016/17 in full or in part (see recommendation 10),		contingency, in some circumstances from the HRA, and we may also need to revisit the criteria for the scheme.		
e)Partnership development – new investment,				
f)Fund raising – new investment,				
g)Planning enforcement – continue funding the Beds in Sheds project at the post April 2015 level to April 2016. A more detailed review of alternative funding streams should be undertaken during this period,				
h)Discretionary Housing Payments – continue the current level of funding to April 2016.				

Treasury Management Strategy 2015/16 – Finance Pane 6 February

Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That paragraph 14 in appendix 2 and the title of table 5 are reworded before Council is asked to approve the Treasury Management Strategy.	Y		Cllr Turner	Y
2. That the City Council considers all options for refinancing the £20m repayment of its external debt, which is due to be repaid in 2020/21.	Y		Cllr Turner	July 2015
3. That the City Council pursues 'real asset lettings' at a pace. This could be both a good investment and one which supports the City Council's objectives.	Y		Cllr Turner	July 2015
4. That the City Council obtains independent advice on its liquidity and borrowing potential.	Y		Cllr Turner	July 2015

Grant Allocations to Community and Voluntary Organisations – Scrutiny Committee 3 February

Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date

<p>1. That the City Council works with OCVA to improve outreach and engagement activities with diverse community and voluntary groups, with a focus on building capacities and supporting bid-writing.</p>	Y	<p>I am happy to accept this recommendation. Given the concerns that were expressed at the meeting about the capacity of overarching support services to reach minority communities, we will also explore other ways of making those communities aware of what we can (and cannot) offer. We will include in the OCVA specification for 15/16 that they must follow up any unsuccessful applicants to any of the grants funding pots to offer them support and guidance. We already offer bid writing workshops for all community groups through OCVA, and this will continue.</p>	Cllr Rowley	
<p>2. That consideration is given to providing a greater separation between grants allocated to smaller, localised community groups and those that seek to achieve wider community benefits.</p>	In part	<p>I agree that full consideration should be given to the difference between larger voluntary-sector organisations and smaller groups based in local communities, and the need to strike a balance, as well as to ensure Oxford retains a wealth of groups that come from within local communities to achieve collective goals.</p> <p>The Council awards grants solely on the basis of the proposal's contribution to achieving the Council's local objectives, as well as evaluating applications on the basis of how closely the applicant works with local communities and how well they establish the specific local need. We also offer dedicated support to community groups in preparing bids, both directly and</p>	Cllr Rowley	

		<p>through OCVA, and this will continue.</p> <p>I am not convinced that a formal separation between different kinds of bidder would help to achieve this. The Council already has different a number of different grants budgets: for commissioning, with no bid limit and divided according to the Council's objectives; open bidding grants up to £10,000, and small grants up to £1,000 both very much aimed at local community-based groups; specific grants budgets for meeting particular needs. I think that considering applications separately according to the type of organisation they come from, rather than simply always bearing in mind the considerations outlined in my first paragraph above, could add complexity and diminish flexibility in achieving the Council's objectives.</p> <p>However, there could be more we could do to ensure that small community-based groups are fully aware of what we can and cannot offer, and have the capacity to make appropriate applications; and our work on Scrutiny's first recommendation will be structured in order to address this.</p>		
Activities for Older People and Preventing Isolation – Scrutiny Committee 3 February				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
That a high level review takes place to flag up any issues of non-compliance with the Equalities Act.	Y		Cllr Simm	June 15

Communities and Neighbourhood Services – Scrutiny Committee 3 February				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
That the review of priority areas draws on the findings of the Inequalities Scrutiny Panel, as well as the latest social research data.	Y	I am fully in support of work being undertaken to identify areas deprivation throughout the City outwith the seven identified areas. Work is underway to provide an evidence based report to identify demographic change and areas of need drawing upon multiple indices of deprivation. The findings of the Inequalities Scrutiny Panel will inform this undertaking and I expect to be able to present a completed report in the summer of this year.	Cllr Simm	June 15
STAR Survey results – Housing Panel 22 January				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That the City Council reviews the methodology used to measure tenant satisfaction, and aims to make personal contact with tenants in future.	Y	Cllr Seamons, Board member for Housing and Estate Regeneration said the Council needed to set out its response to the STAR survey. He asked that Scrutiny assist in reviewing the methodology used to measure tenant satisfaction and said that once the Oxford standard was implemented - it would raise the standard of peoples' homes.	Cllr Seamons	TBC
2. That the City Council sets out its response to the STAR Survey 2014 results, including any improvement measures taken or planned.	Y		Cllr Seamons	Y
Fuel Poverty – Housing Panel 22 January				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That tenant-facing staff in Direct Services are encouraged to offer appropriate advice on the use of free electricity.	Y	Cllr Seamons, Board member for Housing and Estate Regeneration agreed the two recommendations and would look into	Cllrs Turner & Seamons	TBC

2. That the City Council explores the possibility of buying energy in bulk.	Y	both pieces of work. Cllr Turner explained that the consultation budget recommended a free energy efficiency review for every council home.	Cllrs Turner & Seamons	TBC
Banking Services Provider – Finance Panel 21 January				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That the City Council monitors the added social value provided by its new bank.	Y	<p>The Report to Finance Scrutiny Panel gives examples of areas where Barclays bank gave added value in support to local business and communities in Oxford, including :</p> <ul style="list-style-type: none"> a. Skills based volunteering with schools across Oxfordshire b. Staff volunteering to carry out activities in the local community of Oxford c. Life skills – education programme for 11-19 year olds d. Money skills – supporting disadvantaged people to make financial decisions e. Organising events and workshops for local businesses to help them market their products and service and to educate them in such areas as finance <p>Pending the Bank taking over the Council's banking contract in March, the Council have already set up a meeting with the internal Welfare Reform Group to examine ways in which the bank can help our customers engaged with the Direct Payment Project on managing basic bank accounts. Over the coming months we will</p>	Cllr Turner	July 2015

		engage with the bank on other areas that we believe may be of assistance directly or indirectly to the Council.		
2. That the terms and conditions for all tenders are revisited to ensure that they fully reflect the Council's ethical policies.	Y	In all of our major procurements (over £100k) the Council requires the following commitment from the successful bidder to; <ul style="list-style-type: none"> • Comply with our bribery and corruption policy • Comply with our safeguarding policy • Commit to our Living Wage policy • Identify and report on local jobs and apprenticeships created as a result of the contract • Carbon reduction targets • Arrangement for any prompt payment arrangements for SMEs • Support the Council in creating opportunities within the Social value act • Evidence of their business commitment to corporate social responsibility All of the above form part of the final contract conditions.	Cllr Turner	Y
3. That the City Council continues to monitor which banks other former Co-op customers are switching to, and whether 'challenger banks' begin taking on local authority customers.	Y	The City Council will continue to monitor which banks other former Co-op customers are switching to, and whether 'challenger banks' begin taking on local authority customers. The Council obtains some information from trade press from time to time on the movement of local authorities from the Co-Op and the activities of challenger banks. Information to date suggests that most ex local authority Co-Op customers are moving to either Barclays or Nat West. Whilst Challenger Banks have submitted a	Cllr Turner	July 2015

		small number of bids for local authority contracts their activities to date have been limited and represent a 'dipping of a toe in the water', although clearly over time this has the potential to change.		
Capital Programme Management – Finance Panel 21 January				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That sustainability is formalised throughout the capital gateway process.	Y	The Executive agrees that sustainability is a key consideration for the delivery of our capital investment programme. Sustainability is already an integral part of the key stages of our Gateway delivery process.	Cllr Turner / David Edwards	May 2015
2. That the City Council continues to develop a more flexible approach to the delivery of its capital programme.	Y	The Executive will continue to look at ways to improve our overall delivery process and will review the impact of the changes we have already made. Decisions on how we package and procure works in order to make the best use of resources and deliver value for money have been strengthened and are again an integral part of our revised processes.	Cllr Turner / David Edwards	May 2015
New Council controls over anti-social behaviour – Scrutiny Committee 19 January				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That a Scrutiny Councillor is included in the membership of the oversight group.	Y	Recommendations are fine. Happy to have one member from Scrutiny on the oversight group. Good idea on the LA Forum input.	Cllr Sinclair / Richard Adams	Y
2. That City Council officers engage with Local Area Forums regarding the application of new anti-social behaviour powers.	Y		Cllr Sinclair / Richard Adams	Y
Educational Attainment – Scrutiny Committee 19 January				

Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
<p>That any future City Council educational programmes are co-designed with schools and are cohesively focused on achieving long term improvements in educational attainment and reductions in inequalities.</p>	Y	<p>I welcome the comments of the Scrutiny Committee and the acknowledgement that the City Council's Programme has raised achievement in schools.</p> <p>I agree with the proposals that any future education attainment programme is planned jointly with schools. This is what we did in setting up the programme being scrutinised and its evaluation. An evaluation of the Leadership for Learning Programme is currently taking place with individual visits to every school in the programme. As part of this school leaders are being asked what support they feel would most help them to continue to raise attainment in future.</p>	Cllr Kennedy / Tim Sadler	N/A
Oxfordshire Growth Board – Scrutiny Committee 19 January				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
<p>That the City Council's representative on the Oxfordshire Growth Board conveys the following suggestions to the Board and reports back to Scrutiny:</p> <ol style="list-style-type: none"> 1. That the Growth Board takes a more holistic approach to sustainability, ensuring that it is a key consideration in all planning and development activities. 2. That the Growth Board considers whether it can and should have a wider brief in order to achieve 	Y	<p>The Committee's proposals are very much in line with Oxford City Council's strategic approach to the role of the Growth Board and I am happy to adopt them in the Board's future deliberations.</p>	Cllr Price	June 2015

greater benefits from collective working. This could include having scope to promote innovative ways of delivering new affordable housing, and further joint lobbying to Government.				
3. That all reports to the Growth Board are available in document form.				
Older Person's Housing Review – Housing Panel 10 December				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That residents are surveyed face to face and that the City Council seeks to involve Oxford Brookes University in conducting these surveys. Tenant volunteers should also be closely consulted throughout the review.		<i>To follow</i>	Cllr Seamons / Allison Dalton	TBC
2. That the scope of this review is expanded to include older persons living in their own homes and to those in privately rented housing. Consideration should be given to how best to do this, perhaps using sample surveys.		<i>To follow</i>	Cllr Seamons / Allison Dalton	TBC
3. That the timescale of the review is extended by 6 months (to September 2015). If required, additional resources should be allocated in the current budget round to enable this.		<i>To follow</i>	Cllr Seamons / Allison Dalton	TBC
4. That the review is focused on understanding the future requirements of people at the younger end of the 'Older Persons' category, so that the City Council can plan to best meet their future needs.		<i>To follow</i>	Cllr Seamons / Allison Dalton	TBC
5. That the Board Member prioritises the creation of new social housing for single older people if the review provides evidence that this could reduce under-occupancy or meet the current or future requirements of older tenants.		<i>To follow</i>	Cllr Seamons / Allison Dalton	TBC
6. That a Steering Group is established to oversee		<i>To follow</i>	Cllr Seamons /	TBC

the review, and that this group includes at least two elected members.			Allison Dalton	
Asset Management Strategy – Housing Panel 10 December				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That the City Council reviews whether it is doing all it reasonably can to ensure that tenants leave their homes in good condition before vacating them.	Y	I can agree to all the recommendations for the AMS. Mould would not be covered in detail in a Strategy document but it is important.	Cllr Seamons / Martin Shaw	June 2015
2. That the City Council strengthens partnership working to ensure that the advice and materials provided to tenants by the City Council and other agencies is joined up and consistent.	Y	Information about the National Home Swap Scheme is made available but we can tighten this up.	Cllr Seamons / Martin Shaw	June 2015
3. That the City Council reviews whether mould is a recurring issue in the stock condition survey, and ensures that where mould occurs, it is treated effectively.	Y		Cllr Seamons / Martin Shaw	June 2015
4. That the City Council ensures that information about the National Home Swap scheme is made available to tenants who are under-occupying, in addition to other options.	Y		Cllr Seamons / Martin Shaw	June 2015
Oxford Standard – Scrutiny Committee 8 December				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. To include the Oxford Standard in the developing Asset Management Plan and provide a clear and “action planned” commitment to delivery.	Y	All recommendations are accepted with the exception of some details in recommendation 3. Budgetary constraints ultimately mean the council cannot deliver on all tenant aspirations with regards to bathroom and kitchen specifications, having instead prioritised improvements in energy efficiency.	Cllr Seamons / Stephen Clarke	June 2015
2. To include the following categories of work within the Oxford Standard: • Bathrooms • Kitchens • Security • Efficiency and Heating	Y		Cllr Seamons / Stephen Clarke	June 2015

<ul style="list-style-type: none"> • Environment <p>All these categories of works should include some degree of choice for tenants where this is possible.</p>		<p>The extensive summer consultation made clear that tenants see delivering energy efficiency measures as a top priority. The kitchen and bathroom specifications will however be upgraded, including with respect to the following points:</p>		
<p>3. That the following works are included in the Oxford Standard across the categories recommended. The Panel recognise that the view they have taken of best practice, within social housing providers, has been limited by time and therefore wish to propose this Standard as a minimum. This work should be carried out to programme regardless of condition... (<i>detailed proposals</i>)</p>	In part	<p>- Renewal cycle for bathrooms to be reduced from 30 to 25 years. The renewal cycle for kitchens will remain at 20 years in accordance with best practice.</p>	Cllr Seamons / Stephen Clarke	June 2015
<p>4. The priority for delivering the Oxford Standard should be decided by a combination of significant pockets of disrepair (identified with the stock condition survey) and the views of residents. The Panel was conscious that respondents to the surveys were not necessarily representative geographically so would recommend that more work is done on an area by area basis to determine local priorities.</p>	Y	<p>- The Council will now provide a shower over bath as standard and only provide a shower instead of a bath where this is required to meet the needs of someone with a disability.</p>	Cllr Seamons / Stephen Clarke	June 2015
<p>5. Works should be packaged together so that more efficient outcomes for residents and the Council can be achieved. For example:</p> <ul style="list-style-type: none"> • If we replace windows then doors should be done at the same time (if needed) to give optimum benefits. • If the heating is to be replaced or upgraded we should consider insulation and other connected repairs at the same time. <p>This should be a fundamental part of the planning process</p>	Y		Cllr Seamons / Stephen Clarke	June 2015
<p>6. Delivery of the Oxford Standard should be on an area by area basis with good communication both within and outside of the area so that all tenants</p>	Y		Cllr Seamons / Stephen Clarke	June 2015

can easily access information on when, where, how and why. The Panel would like to review the proposals for this communication.				
7. Individual tenants should not be able to “opt out” except in very exceptional circumstances. If there are difficulties these should be recognised and support offered so that the work can take place. Properties should be maintained for both the present and the future.	Y		Cllr Seamons / Stephen Clarke	June 2015
8. As the Panel considered their recommendations a number of principles were voiced that can be found in the recommendations but the Panel wanted to put these in one place for clarity. <ul style="list-style-type: none"> • Homes should be maintained for the present and the future so opt-outs from repairs should not be allowed except in very exceptional circumstances. • Difficulties of individual tenants should be recognised and support offered. • Optimum result for residents for the work commissioned • The “like for like principle” should be removed • Allow “choice” for tenants wherever possible • A joined up approach to delivery • Improved communication plans for tenants on what, where, when and why. Timescale for delivery of the Oxford Standard is available for each area. • The quality of work should be of a high standard judged both by the Council and tenants. 	Y		Cllr Seamons / Stephen Clarke	June 2015

Discretionary Rate Relief Policy – Scrutiny Committee 8 December

Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That non-profit making organisations are clearly encouraged to contact the City Council for an early assessment of whether they may be entitled to	Y	All rate payers receive an annual bill which contains information about reliefs. Smaller start-ups are more difficult to identify but	Cllr Brown / Tanya Bandekar	Y

discretionary reliefs.		perhaps Scrutiny could help with this.		
Clean Streets – Scrutiny Committee 8 December				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That consideration is given to how street cleaning can be sufficiently resourced whilst the Streetscene Service responds appropriately to future flooding events.	N	As the public understands, at times of emergency such as flooding, it is vital that City Council staff are deployed to safeguard life and property. Sometimes this will mean some street cleaning being postponed until after the emergency is over.	Cllr Tanner / Doug Loveridge	N/A
2. That the street cleaning service standards are circulated to elected members, so that any Member requests for additional work can be costed and considered within the current budget round.	Y	I am very happy to ask officers to circulate streets cleaning standards to be circulated to all councillors.	Cllr Tanner / Doug Loveridge	Y
3. That clarification is provided as to what legal powers the City Council has to ensure the removal of graffiti from privately owned properties. Any guidance provide (e.g. online, written correspondence) should be reviewed and updated accordingly.	Y	This seems timely and Legal colleagues will review what powers (if any) are available. The Council is also planning to invest in a new officer post to encourage graffiti removal from private properties.	Cllr Tanner / Doug Loveridge	Y
Statement of Community Involvement 2014 Review – Scrutiny Committee 10 November				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That the Statement of Community engagement clearly sets out how members of the public can access paper versions of planning documents	Y	Very happy to accept that change to the report	Cllr Price / Lyndsey Beveridge	Y
Towards Mental Health and Wellbeing – Scrutiny Committee 6 October				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That the establishment of the Member Challenge Panel for Mental Health and	Y	I would anticipate this challenge panel being member led, and operating for the	Cllr Turner / Val Johnson	Y

Wellbeing does not divert officer resources away from other Member Services such as Scrutiny. Consideration should be given to whether a budget bid is required to support this new Member Panel.		most part informally, rather than drawing upon extensive officer support.		
2. That the Action Plan is updated and elaborated upon to include progress made against actions that are due.	Y	These are sensible comments on how to develop the action plan, and we had certainly hoped to update and monitor it.	Cllr Turner / Val Johnson	Y
3. That resources required to deliver the Action Plan are fully identified and costed, so that any bids for additional resources can be made as part of the current budget setting process.	Y		Cllr Turner / Val Johnson	Y
4. That consideration is given to the role of ethnic minority groups and faith leaders in supporting mental health and wellbeing in Oxford, and to how these can be included in the action plan.	Y		Cllr Turner / Val Johnson	Y
5. That consideration is given to how the action plan supports the mental health and wellbeing of service personnel and veterans, and to whether more focus on these specific groups is required.	Y		Cllr Turner / Val Johnson	Y

Draft Culture Strategy 2015-18 – Scrutiny Committee 6 October

Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That the Culture Strategy presents the fullest picture of Oxford's cultural offering, including cultural experiences that the City Council is not directly involved in.	Y	The Strategy is focused on cultural offerings and experiences that the Council supports (by funding or partnership working) or delivers. There's no reason why we can't explore these links.	Cllr Simm / Peter McQuitty	Y
2. That the Culture Strategy sets out how City Council functions such as licencing and planning can play an important role in supporting culture.	Y	Yes	Cllr Simm / Peter McQuitty	Y
3. That the list of organisations invited to contribute to the Culture Strategy is shared with elected	Y	Yes. Happy for this to be shared with anyone else members think would be	Cllr Simm / Peter McQuitty	Y

members, so that they can make any further suggestions.		helpful.		
4. That consideration is given to how the City Council can encourage visitors to spend more time in Oxford, and to whether increasing visitor length of stay should be made a priority in the Culture Strategy.	Y	This will be considered by Experience Oxfordshire, who are funded by the City Council, and included in their Service Level Agreement. It will also be considered in the action plan under priority one; Support the sustainability of Oxford's cultural sector and improve the skills and diversity of the city's current and future creative workforce.	Cllr Simm / Peter McQuitty	Y

Budget Monitoring 2014/15 – Quarter 1 – Finance Panel 4 September

Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. That urgent action is taken to avoid a loss of subsidy relating to the overpayment of benefits.	Y	Extra action is already being taken, looking at training and processes. The threshold is more stringent this year due to the removal of Council Tax benefit from this calculation.	Cllr Turner / Helen Bishop	Y
2. If necessary to avoid slippage, a flexible approach should be taken to spending the £2m investment in Homelessness Property Acquisitions in 2014/2015. This could include investing in social housing instead.	In part	Note sentiment but other uses are likely to take longer.	Cllr Turner	N/A
3. The premises for the heavy vehicle testing facility should be flexible enough that it can be used for other purposes in the event that the testing facility is not successful.	Y	The facility is expected to be successful.	Cllr Turner	Y
4. The capital programme should be a red risk in performance reports until the new capital gateway process proven to be effective.	N	Risks are measured using the Risk Management Framework agreed by Council.	Cllr Turner	N/A

Treasury Management – Finance Panel 4 September

Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
----------------	------------	--------------------	-----------------------	----------------------------

1. That consideration is given to how the capital process can be made more flexible so that approved projects can be brought forward to mitigate slippage elsewhere in the programme.	In part	Noted. Where possible a flexible approach will be taken. Changes to the capital programme have to be agreed by Council.	Cllr Turner	N/A
Oxfordshire Growth Board - Scrutiny Committee 2 September				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. For the Terms of Reference to explicitly set out that meeting agendas and minutes will be publicly available and that access to meetings will be possible for Councillors and members of the public.	Y	This suggestion will be referred to the Board March 2015: As the Board is covered by the LG Act, meetings have to be open and the usual notice periods and rules on the publication of agendas and minutes apply. This was confirmed at the first meeting. Hope this allays any concerns!	Cllr Price	Y
Community Engagement Policy Statement - Scrutiny Committee 23 June				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N / due date
1. To provide a clear statement in the principles on the ambition for engagement focusing on depth as well as breadth.	Y	Merged with recommendation 3.	Cllrs Price & Simm; Sadie Paige	N/A
2. To provide information on the engagement ambitions set for all consultations during the last year, what was achieved and how this fits with the principles set within the Policy Statement.	Y	To provide this information for all consultations would be a huge piece of work so a sample will be used instead, together with a forward-looking approach.	Cllrs Price & Simm; Sadie Paige	Y
3. To suggest to the Scrutiny Committee an up and coming engagement/empowerment exercise that can act as a pilot study to demonstrate the effectiveness of the principles within this report.	Y	Two consultations identified as candidates for the pilot as per CEB suggestion. Project brief created for the pilot, which includes the objectives, and a reporting template.	Cllrs Price & Simm; Sadie Paige	Y
4. To provide a table that shows how all	Y	Expected at 10 November Scrutiny	Cllrs Price	Y

comments received during the consultation on this Policy Statement have been handled.		Committee meeting.	&Simm; Sadie Paige	
End of Year Integrated Report – 2013-2014 - Scrutiny Committee 23 June				
Recommendation	Agreed Y/N	Executive response	Lead Member & Officer	Implemented Y/N
1. The Committee supports the purchase of the Iffley Road building as an asset of value to the community and recognises that negotiations are on-going. There is a gap between the asking price and the money available and the City Executive Board is asked to do what it can within reasonable value for money criteria to secure the purchase of this property.	Y	Noted (£250k has been earmarked for acquisition of property).	Cllr Turner; Nigel Kennedy; Jane Lubbock	N
2. To consider the contingency available to support homelessness in light of county proposals for implementing cuts in the Supporting People and if underspends from 13/14 should be maintained within this budget.	N	Current level of contingency considered to be sufficient.	Cllr Turner; Nigel Kennedy; Jane Lubbock	N/A
Fusion Lifestyle Performance 2013-2014 - Scrutiny Committee 23 June				
Additional information requested	Agreed Y/N	Outcome	Lead Member & Officer	Implemented Y/N
Facility running costs It was agreed at the June meeting in 2013 that the running costs of the facilities would be shown including all capital investment and loan cost in the next report. This hadn't been done.	N/A	Information papers considered by Scrutiny Committee on 2 September. Meeting offered to Chair to discuss finance investment financing.	Cllr Rowley; Lucy Cherry	Y
Performance outside of expectations Members asked how poor performance was addressed and asked to see the issues raised and the actions/penalties taken over the last year.				
Publicity Campaign				

<p>An issue was raised concerning literature used to highlight the Active Women Campaign. The images used were considered to be too stereotypical and gendered. The Committee asked that this issue be taken up with Sports England who run this national campaign.</p> <p>Views of non-card users at facilities The Committee asked to see any information on the views and experiences of non-card users.</p> <p>Falling attendance amongst young people The Committee were concerned to see this and wanted some more detailed data and information to understand more fully the reasons behind it and whether it was a particular set of circumstances or a trend.</p> <p>Information excluded from the public The Committee heard a complaint from a member of the public that the information provided outlining the running costs to the Council of each Leisure Facility should be made public because if the Council was still running these centres then the information would be available publically. The Committee heard that this was commercial information but asked that this exclusion is reconsidered by Fusion.</p> <p>Investment financing Members were interested in why the City Council financed investment spending that Fusion Lifestyle was originally required to finance, and in how much this saved the partnership.</p>				
--	--	--	--	--

SCRUTINY COMMITTEE

Monday 27 April 2015

COUNCILLORS PRESENT: Councillors Simmons (Chair), Altaf-Khan, Anwar, Darke, Fry, Hollick, Henwood, Lloyd-Shogbesan, Smith and Upton.

BOARD MEMBER PRESENT: Councillor Pat Kennedy, Board Member for Educational Attainment and Youth Ambition

OFFICERS PRESENT: Jane Winfield (Regeneration and Major Projects - Team Manager), Val Johnson (Policy Team Leader), Elaine Philip (Markets Manager), Andrew Brown (Scrutiny Officer) and Sarah Claridge (Committee Services Officer)

110. APOLOGIES FOR ABSENCE

Apologies were received from Cllrs Coulter and Hayes

111. DECLARATIONS OF INTEREST

None

112. UPDATES SINCE THE LAST MEETING

Cllr Hollick updated the Committee on the progress of the Housing Panel. The City Council continues to provide non-statutory housing services to minimise the effect of the County Council's service cuts.

The next Housing Standing Panel is scheduled for 4 June 2015.

Cllr Upton updated the Committee on the progress of the Cycling Review Panel. At their last meeting the Chair of Cyclox attended. The County Council has allocated £50,000 to improve cycle provisions in the city, the panel has drafted a list of priorities which they will submit to the County for consideration.

The Finance Panel's next meeting is scheduled for 28 April 2015 where they will be discussing bonds and low carbon initiatives.

113. SAFEGUARDING CHILDREN ACTION PLAN 2014-2015

The Policy Manager and Cllr Pat Kennedy, Board Member for Educational Attainment and Youth Ambition presented the proposed amendments to the Safeguarding Children action plan (part of the Safeguarding Children Policy).

The Policy Manager explained the Council's duty to make arrangements to look after children under section 11 of the Children Act 2004. The new changes included:

- The creation of the Multi-Agency Support Hub (MASH) to co-ordinate and share information on vulnerable children within the county.
- Amending taxi licensing regulations to educate taxi drivers on the signs of vulnerable children and who to report it to.
- Challenging unacceptable behaviour in the community.

All Councillors would receive safeguarding training as part of the compulsory members training organised for May and June 2015. If Councillors are concerned about the safety of any children in the city they should contact the Policy Manager.

The Chair thanked the Policy Manager for the hard work done.

The Committee discussed the following:

A Members Briefing with Maggie Blythe, Chair of the Oxfordshire Safeguarding Board (OSCB), was rearranged from a general introduction to the work of the OSCB to become a Serious Case Review meeting. The meeting on the overall work of the OSCB will be rearranged for the summer.

Councillors working with local schools to spread the message. As all schools are required to have a safeguarding policy, the City Council needs to work with the County Council to ensure Councillors can communicate this message to schools. Council officers are trained to identify vulnerable children in the community and report incidents they witness.

The MASH has helped improved council procedures, allowed officers to work closer and develop stronger relationships with other agencies.

An interim budget has paid for a consultant to assist officers in the development of the action plan. A longer term budget will need to be sought.

There is no national legislation that regulates guest houses, can Council do anything under its licensing regime?

Despite the small number surveyed, officers felt the training review questionnaire had provided a good cross section of responses.

The Committee made the following recommendations to CEB:

- That further engagement with housing associations is needed to assist vulnerable people.
- Note the need for additional funding for safeguarding measures.
- Future feedback training sought
- Request a review of what Council could do to licence guesthouses
- Outreach work aimed at students needed to be monitored more effectively.
- Raise with the County Council the need for every school to have and retain a school counsellor.

114. COVERED MARKET ACTION PLAN

The Regeneration and Major Projects Manager presented the report which provided costs for the projects listed in the Covered Market action plan. The action plan is a combination of recommendations from the Retail Group's Covered Market strategy, the Scrutiny Covered Market Panel and officers' ideas. She explained that priorities in the plan were listed as short, medium or long term projects.

The Committee discussed the following:

- Traders are not interested in paying for free wi-fi in the market. Many of them already pay for their own internet access and see little benefit in paying extra for public wi-fi.
- The Market Manager is working on a common signage policy for the market. She is liaising with the owners of the Golden Cross arcade to possibly incorporate it into the common signage area.
- There are aspirations to create zones in the covered market which contain stores that complement each other. There is also potential to have more dining areas available outside of shops.
- The website is currently out of date and the market manager is working with the Covered Market Traders Association (CMTA) to rectify this.
- The leasing strategy will be reviewed by CEB in June, there is no change proposed in the store ratio for food to retail, but a move to improve the offer and mix of food stores available. The Scrutiny Committee asked to pre-scrutinised the strategy.
- There is a plan to move the gates forward on the High Street entrances to deter rough sleepers.

The Scrutiny Committee made the following recommendations to CEB:

- Invest in public wi-fi in the market
- Build brand identity through a common signage policy, up-to date website and multi-lingual advertising.

115. SCRUTINY SURVEY RESPONSES

The Scrutiny Officer presented the results of the scrutiny survey that was sent to all non-scrutiny members. He summarised the following comments made:

- A number of ideas for future review panels had been offered.
- The balance of scrutiny reviews vs pre-scrutiny work was commented on – however there are no extra resources to do additional review work.
- Currently the timetable for pre-scrutiny items is very tight – to meet the CEB meeting schedule. However the Committee could review scrutiny reports more thoroughly before they go to CEB.
- The Standing Panels could increase their membership to include more backbench councillors.

116. WORK PROGRAMME AND FORWARD PLAN

The Scrutiny Officer presented the work programme and Forward Plan. The Committee noted the progress of the review groups. They asked for a safeguarding in guest houses review to be added to the list of possible reviews for next year.

The Committee listed the following Forward Plan items they wished to pre-scrutinise:

Scrutiny Committee

- City Centre Public Spaces Protection Orders
- Covered Market Leasing Strategy
- Oxford Railway Station Re-development
- Leisure and Wellbeing Strategy
- Statement of Community Involvement 2015

Housing Panel

- HMO Licensing Scheme

Finance Panel

Corporate Debt Policy

117. REPORT BACK ON RECOMMENDATIONS

The Scrutiny Officer presented the report back on recommendations. Work is on-going to develop an effective implementation tracking system.

The Committee noted the report.

118. MINUTES

The Committee resolved to APPROVE the minutes of the meeting held on 23 March 2015 as a true and accurate record.

119. DATE OF FUTURE MEETINGS

The Committee noted the next meeting was scheduled for 2 June at 6pm.

The meeting started at 6.15 pm and ended at 7.40 pm