



**To: The Scrutiny Committee**

**Date: 4<sup>th</sup>. June 2013.**

**Report of: Head of Law and Governance.**

**Title of Report: Scrutiny 2013-2014.**

## **Summary and Recommendations**

**Purpose of report:** To outline working arrangements for the new scrutiny structure and begin preparations for the coming work programme.

**Key decision? No**

**Scrutiny Lead Member: The Committee**

**Recommendations to:**

- 1. Consider and agree the outline operating arrangement for the scrutiny function – Table 1.**
- 2. Agree the starting point for the selection and membership of Panels – paragraph 7.**
- 3. Agree to appoint Lead Members from the Scrutiny Committee – paragraph 8.**
- 4. Agree how to place the current co-optee within the structure – paragraph 11.**
- 5. Agree the framework for the work programme – paragraph 14.**
- 6. Consider and agree the outline scoring for the selection of Panel topics/issues – paragraph 15.**
- 7. Agree which ongoing Panels to take forward and appoint Lead Members – Table 2.**

## Introduction

1. This year scrutiny starts with a new structure built around 1 commissioning committee which will meet publicly about 10 times to coincide with meetings of the City Executive Board. This will allow scrutiny councillors to discharge their public holding to account role well and also allow for the pre-scrutiny of any of the items on their way to the City Executive Board.
2. Panels commissioned by the scrutiny committee will be drawn from the pool of all non executive councillors and they will conduct reviews and debates around subjects and issues drawn from the work programme.
3. The table below outlines the working arrangements suggested by the Cross Party Working Group and the committee is asked to consider these so that outline working arrangements can be finalised.

**Table 1: Operating Principles**

Operating Principle	Comment
10 meetings are provided during the year to fit with the City Executive Board cycle.	<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>
There will be a Chair and Vice Chair elected by the committee who will administer the work programme outside of committee meetings.	Committee members will be encouraged to take themed leads to reflect the priorities of the scrutiny programme.
Panels will be commissioned to conduct more detailed scrutiny work.	<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>Panels and Standing Panels may have a degree of autonomy from the Scrutiny Committee.</p>	<p>The general principle should be that the Scrutiny Committee commissions and scopes the work of Panels and therefore will have 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. No substitutions will be allowed on Panels.</p>
<p>Citizens and other specialists will be co-opted onto Panels but will not be part of the Scrutiny Committee.</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>The work programme will consist of a number of issues for consideration informed by consultation with all councillors. These will be prioritised using a points system devised by the Scrutiny Committee.</p>	<p>Items will be taken forward as resources allow and scoped before Panels are commissioned.  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.  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.  The Scrutiny Committee may want to give consideration to varying the venue of Committee meetings.</p>

4. The Committee may want to give more detailed consideration to the issue of selecting and leading Panels and co-opted members.

**5. Selecting and Leading Panels**

The Committee is likely to set 3 types of Panel:

- Standing Panels – considering a range of issues defined by the Scrutiny Committee on a regular basis through the year.
- Panels (sometimes called reviews) – considering a single issue or topic scoped by the committee.
- Select Committee – taking written and oral evidence, usually in public, around an issue. Conclusions are drawn from this evidence and presented back to the Committee. These could happen as part of the public meetings already agreed for the Committee or by a selected Panel of the Committee.

6. There is no requirement for any of these Panels to be politically balanced but members often want to be clear that the representation is “fair”. Given this there probably shouldn’t be a hard and fast rule for selection but maybe an agreed starting point for membership would allow the Committee to come to reasonable decisions.

7. The following is suggested as that starting point:

- All Panels should have between 3 and 6 members,
- 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 5<sup>th</sup>. member. If a party does not wish to take a place the committee agrees on the allocation of that place.
- 6 member Panel - 1 from each party plus another administration member and another opposition member. Committee agrees the 6<sup>th</sup>. member. If a party does not wish to take a place the committee agrees the allocation of that place.

8. It is important the Scrutiny Committee keeps up to date with the working of its Panels so it would seem sensible that a member of the Scrutiny Committee either takes a lead role on each Panel or keeps in active contact. This will allow a member as well as an officer perspective on progress as well as good links between work both inside and outside of the Scrutiny Committee.

9. All non executive councillors will be asked to express their interest in the various topics forming the long lists in the work programme. When canvassing for interest the Scrutiny Committee may want to use its Lead Councillors to encourage involvement and advise the Scrutiny Committee on selection should this prove necessary. This plus the suggestion at paragraph 8 will spread responsibility and influence across the Scrutiny Committee and provide for much wider member engagement.

#### **10. Co-opted members on the Scrutiny Committee**

The Communities and Partnership Scrutiny Committee has set for the last couple of years a Housing Standing Panel. During 2012 a group of councillors went through a selection process to appoint a Council Tenant to sit with them. The successful candidate was appointed for 2 terms with the agreement that should there not be a Panel set she would sit on the committee as a non voting member until the end of her term. The Co-optee is currently engaged in a review project set by the Housing Panel.

11. When the Cross Party Working Group discussed the issue of co-optees their view was that these should be appointed to Panels based on subject matter and they should not sit on the Scrutiny Committee. The power to appoint co-optees remains so the Scrutiny Committee is at liberty to take a different view. If however the Scrutiny Committee agrees with this view and in turn decides not to set a Housing Panel for the coming year a decision needs to be taken about how to place the Council Tenant that is part way through her term. The options are:

- Allow the Co-optee to complete the review work underway and appoint to the committee but only to comment on Housing issues.
- Allow the Co-optee to complete the review work underway and then end the term of office.

#### **Work Programme 2013-2014**

12. As usual all councillors have been asked to suggest items for the work programme, at the time of writing only a handful have been made. A list of all suggestions will be presented to the July meeting of this Committee and members will then be asked to make their outline choice of issues that will feature in the work programme.
13. As discussed earlier the work programme this year will consist of:
  - Forward agendas.
  - Scrutiny topics/issues taken for debate at committee meetings.
  - Standing Panels their remit and membership.
  - Long list of items taken for review as time and resources allow.

14. The suggestion is that:

**Forward agendas** will be populated by the committee throughout the year with reports for pre-scrutiny taken from the Forward Plan, issues for committee debate suggested by councillors, report backs from Panel and any call ins or councillor calls for action received.

**Standing Panels** will be set at the July meeting when scrutiny members have had the chance to consider the priorities for scrutiny of all members.

**Items for review** will be considered using a “scoring system” agreed by the Scrutiny Committee. Those reaching a threshold will be placed in a list and scoped as time allows. The Scrutiny Committee will decide on the basis of scoping if a Panel should be set.

15. Suggestions for the scoring are below:

Experience has shown that when choosing items for review there are some attributes that are likely to produce successful outcomes and conversely some that are not. These are listed below and members are asked to consider these when agreeing their starting points.

Positive attributes (score 1 for each bullet point)

- The subject matter is contained and focused.
- Some degree of clarity exists about what members might expect to see as measures of success.
- Links to an objective of the organisation.
- Links to or has a significant impact in communities.
- Broad members support exists for the issue or topic.

Negative attributes

- Some other group is already working on the issue.
- Topic is too large scale and therefore difficult to provide focus and commit resources.
- No clear measure of success.
- Polarised support either within the organisation or Member Groups.

Should any of the negatives be present the topic falls otherwise the issue should score at least 3 in the positives.

16. There are 6 Panels still underway from the last programme and the Scrutiny Committee cannot realistically begin any new reviews until these are complete or stopped. Below is a list of these Panels, their remit and progress. Members are asked which of these it wishes to continue with.

**Table 2: Topics currently under review**

<b>Review</b>	<b>Comment</b>
<p>Covered Market Strategy and Leasing Strategy.</p> <p>Councillors Fooks, Campbell, Van Nooijen, Clarkson and Benjamin</p> <p><b>Progress</b> The last update report is attached at <b>Appendix 1</b>. This group is still active and work in underway; they last met on the 28<sup>th</sup>. May. The work links to an issue of significance for the City Centre.</p> <p><b>Continuation is recommended using Councillor Campbell as the Lead Member.</b></p>	<p>Scope:</p> <ul style="list-style-type: none"> <li>• Pre-scrutiny and engagement with the developing Covered Market Strategy and Leasing Strategy.</li> <li>• Independent engagement with the Covered Market Traders Association.</li> <li>• Review of the leasing decision for the unit formerly occupied by Palm’s Delicatessen.</li> <li>• Consideration of comparative data from similar markets.</li> </ul>
<p>Recycling Rates – Are our targets ambitious enough.</p> <p>Councillors Fry, Simmons and Jones</p> <p><b>Progress</b> The last update report is attached at <b>Appendix 2</b>. This group has not met since they reported in April. The committee did suggest a number of lines of inquiry for the group to pursue. At the time of writing the group is arranging to meet to refocus their work. The work links to a corporate priority.</p> <p><b>Continuation is recommended using either Councillor Fry or Simmons as the Lead Member.</b></p>	<p>Scope:</p> <ul style="list-style-type: none"> <li>• Consider our current policies and their effects.</li> <li>• Review with service officers barriers to improvement alongside best practice and new initiatives.</li> </ul>
<p>Enfranchisement and Empowerment.</p> <p>Councillors Jones, Darke and O’Hara.</p> <p><b>Progress</b> The last update report is attached at <b>Appendix 3</b>. The group has not met since this report but officers have been making arrangement for</p>	<p>Scope:</p> <p>As census data is published we begin to see the diverse and changing nature of Oxford and the number of people who failed to complete details without a least 1 reminder. Alongside this there are a number of properties with no one registered to vote.</p> <ul style="list-style-type: none"> <li>• What effect does this have on</li> </ul>

<p>councillors to talk to the communities identified. This is likely to happen in July.</p> <p>This is a new line of inquiry for the authority which commanded broad support and interest from councillors.</p> <p><b>Assuming focus groups can be arranged within a reasonable timeframe continuation is recommended using Councillor Darke as the Lead Member.</b></p>	<p>our understanding of Oxford's communities?</p> <ul style="list-style-type: none"> <li>• Do we understand why some households/communities choose not to engage?</li> <li>• What is the extent of this democratic deficit?</li> <li>• What does this mean for communities, services and funding?</li> </ul>
<p>The effects and value of the City's investment in educational attainment at primary level.</p> <p>Councillors Campbell, Jones, Clack, Kennedy and Khan.</p> <p><b>Progress</b></p> <p>The last update report is attached at <b>Appendix 4</b>. The group has met since then and is in the process of agreeing continuing discussions with its partner school. The group has 5 members 1 of which has had no involvement in the partnership work and 2 others have now become Board Members. This leaves a rather depleted group with the ability to appoint new members limited because of the partnership nature of the work.</p> <p>This work links to a corporate priority.</p> <p><b>Assuming councillors agree that at least 1 new member can be appointed, bought up to speed and accepted by the school partnership, continuation is recommended.</b></p>	<p>Scope:</p> <p>To partner with a participating school to:</p> <ul style="list-style-type: none"> <li>• See the on the ground effects of the KRM model.</li> <li>• Understand the effects for children of all ability types.</li> <li>• Hear and see how the school copes with the cultural and professional challenges.</li> <li>• See how school inspectors respond.</li> <li>• Understand the targets set by the school management team and the part KRM plays in this.</li> </ul> <p>Latterly the group has also decided to look at absenteeism.</p>
<p>Supporting our local high streets.</p> <p>Councillors Clack, Wilkinson and Wolff.</p> <p><b>Progress</b></p> <p>The last update report is attached at <b>Appendix 5</b>. The group has not met</p>	<p>Scope:</p> <p>To understand the background trading conditions in District Centres and the Council's policy approach and investment in "Economic Health".</p> <p>To seek and consider the views of Traders in 2 of our District Centres</p>



<p>since this report and the review has proved difficult to focus. The next step was for councillors and officers to survey traders in the 2 selected areas. This has not got underway. One of the councillors is now a Board Member.</p> <p>It is recommended that this review closes with the issues to date being passed to officers and the Board Member.</p>	<p>(Headington and Cowley Road) with the aim of getting their view of the positives and negatives and likely priorities for action or support.</p>
<p>Mutual Exchanges between Council Tenants.</p> <p>Housing Panel with Linda Hill (tenant).</p> <p><b>Progress</b> This has just started so no progress report is available. This work is being conducted by Linda Hill (co-opted tenant) supported by the scrutiny and housing officers. This work links to a significant issue for the City.</p> <p><b>Continuation is recommended with a choice of councillor from the Committee taking a Lead.</b></p>	<p>Scope: To consider the under occupancy in the Council's stock and the potential for mutual exchanges to support those tenants affected by the changes to benefits and in particular the "bedroom tax".</p> <p>To consider what changes and support is needed to make mutual exchanges a more useful tool for tenants.</p> <ul style="list-style-type: none"> <li>• Interview a range of tenants who have just registered to move.</li> <li>• Interview a range of tenants at the point of swap within the mutual exchange system.</li> </ul>

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**List of background papers: None**  
**Version: 1**

## Appendix 1

**To:** Value and Performance Scrutiny Committee

**Date:** 28 November 2012

**Report of:** Member Review Panel on the Covered Market

**Title of Report:** Covered Market Scrutiny Review: Next Steps

**Lead Members:** Councillors Fooks and Van Nooijen

### Summary and Recommendations

**Purpose of report:** To report to the Value and Performance Scrutiny Committee on the progress of the Review Panel (RP) on the Covered Market, and to make recommendations for the next steps.

**Report Approved by:** Councillor Jean Fooks and Councillor Oscar Van Nooijen

#### **Recommendations:**

1. The Review Panel advises the committee to:

Extend its brief to encompass:

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

2. Councillors Campbell, Clarkson and Benjamin have been helpful in the Review Panel's work to date and the committee is asked to invite them to be part of a future Panel.

3. The Review Panel will report on progress at the January meeting of the committee with a full report before the end of the programme.

## Appendices not included

### Introduction

1. The Review Panel (RP) was constituted in the early summer of 2012 and has held several meetings with officers and other members. Councillors Fooks and Van Nooijen are grateful, on behalf of the Scrutiny Committee, for help which has been afforded them by Sarah Claridge and Steve Sprason in particular.
2. This report sets out:
  - Information considered by the RP
  - Current work underway in the Council
  - Proposals for the way forward for the Scrutiny Committee

### The Brief

To consider the economic health of the covered market and in particular the effects of rents on the diversity of traders
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3. The Value and Performance Scrutiny Committee set the members a brief to gather data and suggest lines of inquiry for a “Select Committee” to be run in January 2013.
4. Without doing a full review into the economic wellbeing of the Oxford retail sector, it is almost impossible to consider the full ‘economic health’ of the Covered Market. Notwithstanding this, the RP decided to concentrate on the following issues:
  - Council’s rent review process.
  - Maintaining diversity in the Covered Market.

### Setting the Scene

5. “The Oxford Covered Market is the Council’s single most valuable investment property asset, generating a gross rental income of £711,000<sup>1</sup> per annum exclusive”. (Covered Market Leasing Strategy, 2006)
6. It is also considered an iconic tourist attraction, often referred to as the jewel of Oxford, it offers a unique retail experience of high quality boutique goods and independent stalls which are sadly missing from the high street. It is an Oxford institution and is recognised by the Council as such in the many Council plans and strategies written to protect its diversity and status.

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<sup>1</sup> Figure from 2005

7. Notwithstanding the market's status as a community asset, the Council requires a financial return from the Market to fund and be able to maintain and enhance the asset so that the long term community objectives can also be met.
8. During the course of the initial scoping work for the inquiry, it became apparent that significant work is already underway to develop a future strategy for the Covered Market. After discussions with Councillor Clarkson, Councillor Campbell, Steve Sprason, (Head of Corporate Property) and Chris Wood, (Corporate Property) the RP discovered that:
  - The current rent review is the last one before the Covered Market leases end in 2017.
  - The Covered Market Leasing Strategy (responsible for maintaining the diversity in the market) is being replaced in 2013 with a protocol more suited to the aspirations of the Council and the Covered Market Traders.
  - A draft 5 year Covered Market Strategy focussing on the future commercial viability of the Market is in development and is expected to be agreed in early 2013.

### **Outline of information considered by the RP**

#### **Rent reviews**

9. The Council reviews and sets the rents in the Covered Market on a 5 year cycle. Rents are based on market evidence and conditions at the time of the review. They then remain unchanged for 5 years.
10. The rent review process often causes publicity in the local media with traders outlining their frustrations at what they perceive to be significant and unaffordable rises and the Council holding the position that rents need to rise to maintain the asset for the future and provide a reasonable income.
11. The Council is currently reviewing rents for 52 leases for 2012 which has caused similar comments in the media with a particular emphasis on current economic conditions. A local independent Chartered Surveyor has been appointed to advise the Council on the rental value of each unit under review. Rents are calculated based on the evidence of open market lettings and other property transactions on comparable properties. The full review process is attached as Appendix 1.
12. Most leases in the Covered Market end in 2017 so this will be the last rent review before leases are re-negotiated.

#### **Maintaining the diversity of traders**

13. The Council strictly controls and maintains the diversity of traders at the Covered Market through the Covered Market Leasing Strategy

2006 which details the leasing structure of the stalls and outlines the Council's vision for the market to remain a destination retail centre, fully occupied and trading to its full potential.

14. The strategy maintains the overall diversity of the market by setting guidelines on who can lease a stall in the market. It maintains the balance of traders by grouping stalls into categories based on type of trade and restricting the categories to set percentages. This strategy is outlined in Appendix 2. It encourages sole traders, independents and local traders and the continuation of boutique and specialist stores.
15. There has been recent criticism of the Council for allowing a chain store to open in the Covered Market. The strategy does not prohibit chain stores from trading in the market but it does discourage them unless "*there is a real and positive benefit to the balance of trades/diversity*". High Street trades that detract from the Market's special character are discouraged for example electrical/white goods, mobile phones and travel agents.
16. Although the Leasing Strategy does protect the diversity of the Covered Market, economic return does play a part.
17. The chain store in question, opened at the Market when a change of use license was granted in December 2011. The timeline outlining this decision for the change of use is attached as Appendix 3.
18. The Covered Market Leasing Strategy 2006 is due to be reviewed in 2013 and is part of current review and negotiation arrangements with Traders.

### **Current work under way**

#### **The Oxford Covered Market Strategy**

19. The Council's Economic Development Team are leading a project to create a five year strategic plan for the future commercial success of the Covered Market. The group is comprised of Covered Market Traders, Councillors, Council Officers and other stakeholders and has been holding quarterly meetings to identify the economic issues facing the Market and ways to overcome them.
20. This strategy's overall goal is to provide a basis for substantive actions to meet the aspiration (endorsed by the Scrutiny Committee and stated in the latest version of the Asset Management Strategy) that the Covered Market should be 'preserved' as 'one of the jewels' of Oxford's cultural, historic and retail offering.
21. The group is currently finalising the draft strategy and this will be available for wider consultation in early 2013.

## **The Covered Market Signage Policy**

22. A new signage policy is being developed to improve the visibility of the Covered Market entrances.
23. The RP would like to do more work to fully understand the ramifications of this proposed policy and where it fits into the larger Covered Market Strategy.

## **Conclusion and recommendations for the way forward**

24. Given the nature of the proposed policy changes, it has become clear to the RP that further time is needed to engage closely with the emerging proposals. This would mean that a full 'select committee' in January 2013 would be both premature and unhelpful. Instead the RP suggests that the Committee establishes a Panel to pre-scrutinise the draft Covered Market Strategy and the reviewed Leasing Strategy due in 2013.
25. The additional time which this report recommends would allow the Scrutiny Committee, through the RP, to engage in effective pre-scrutiny of the emerging proposals as well as to engage in a proportionate retrospective consideration of the current position of the Covered Market.
26. The Review Panel advises the committee to:
  1. Extend its brief to encompass:
    - Pre-scrutiny and engagement with the developing Covered Market Strategy and Leasing Strategy
    - Work to engage with representatives of the Covered Market Traders' Association;
    - Review the leasing decision in respect of the unit formerly occupied by Palm's delicatessen;
    - Consideration of comparative data from similar markets elsewhere
  2. Councillors Campbell, Clarkson and Benjamin have been helpful in the Review Panel's work to date and the Committee is asked to invite them to be part of a future Panel.
  3. The Review Panel will report on progress at the January meeting of the committee with a full report before the end of the programme.

**To:** Value and Performance Scrutiny Committee

**Date:** 3 April 2013

**Report of:** Scrutiny Recycling Panel

**Title of Report:** Recycling Rates and Council Targets – Update on the Panel’s Work

**Summary and Recommendations**

**Purpose of report:** To inform the Committee on the progress made by the recycling panel,

To seek an extension of the panel’s timeframe so that further engagement can be made to determine whether the Council’s ambition to increase household recycling rates to 51% by 2015/16 is ambitious enough and what would be needed to improve this.

**Panel Lead Member:** Cllr James Fry

**Board Member:** Cllr John Tanner, Cleaner and Greener Oxford

**Policy Framework:** Corporate Plan

**Recommendation(s):**

1. That the Committee note and comment on the report.
2. That the Committee extends the panel timeframe so that more work can be done to investigate whether the Council’s recycling target for 2015/16 is ambitious enough.

**At the meeting the committee suggested a number of other lines of inquiry:**

- The effects of the use of fines and incentives.
- How successfully the Council is working with Universities rather than just students.
- How we can work with large letting agents.
- The use and extension of composting.

## **Introduction**

1. The recycling panel is made up of Councillors Fry, Jones and Simmons. It has met three times in the last 6 months to discuss and determine the following brief:

“The Council’s ambition is to increase household recycling rates to 52% by 2015/16. Is this ambitious enough and what would be needed to improve this.”

2. The panel has met twice with Philip Dunston and the recycling services team. The panel would like to thank Philip Dunston, Stewart Downs, Emily Martin and Joseph Jones-Jennings for their helpfulness and support.

## **Background**

### **Why do we need to recycle?**

3. In 1999 the European Union (EU) set strict targets for local authorities in terms of waste to landfill. To encourage councils to meet these targets, the EU set a fine of £150 per tonne of waste exceeding the set target. At that time, for Oxfordshire it was estimated that fines would be in the range of £9.2M in 2012/13 if waste disposal practices in the county did not change. (pg11, Oxfordshire Joint Municipal Waste Management Strategy 2006) As a result, in 2003 the Oxfordshire Waste Partnership (OWP) was formed between the 6 councils in Oxfordshire to investigate ways that the councils could reduce their waste to landfill by recycling more.
4. Extract from OWP  
*“Through this strategy, the OWP is addressing all wastes produced within Oxfordshire that comes under the heading of ‘Municipal Solid Waste’ (MSW). This includes all wastes produced by households, trade wastes collected by District Councils from small businesses, waste deposited at Waste Recycling Centres (WRCs), and fly-tipped materials.”*
5. Legislation strongly encourages the OWP to increase the recycling opportunities to residents and promote waste minimisation campaigns throughout Oxfordshire alongside this the OWP actively promotes the environmental benefits of reducing waste and reusing materials.
6. In 2011/12, the 6 Oxfordshire authorities together recycled 55.9% household waste and 1.4% of non household waste of the total waste they collected. (Defra 2011/12 figures).

### **Breaking down the percentages**

7. The recycling rate is the amount of household dry and green waste (by tonne) recycled as a percentage of the total amount of household waste generated. This is measured on a monthly basis, and reported externally, via Waste Data Flow, on a quarterly basis.



8. Recyclables are broken down into the following categories:

Dry waste

Household collections ie plastics, tins, paper, cardboard etc

Bulky recyclables – fridges, tyres, mattresses etc

Green waste

Garden waste: ie weeds, branches, grass clippings.

Food waste: collected in the food caddies fortnightly.

Mechanical streets recycling

Recycling collected and separated from litter bins and street sweeps

9. Most of Oxford’s recycling comes from dry waste, as the city does not generate a lot of garden waste because of the built up nature of the city. Bulky waste collections contain a mixture of recyclable materials and refuse, they do not contribute greatly to the overall recycling rate. The breakdown of the recycling rate for 2011/12 is as follows:

**Table 1: Breakdown of Oxford City’s recycling rate 2011/12**

Percentage of recycling rate (44.4%) 2011/12				
Dry Waste (excl bulky)	Bulky Waste	Garden and food	Food only	Mechanical streets recycling
27%	<1%	11%	3%	4%

**Comparative bench marked data**

10. When analysing the recycling rate it is important to compare like with like. Non urban councils tend to achieve a much higher recycling rate because they have more households with larger gardens which generate a higher rate of (heavy) garden waste for recycling, as opposed to urban authorities which have more people with smaller sections. Oxford City also has a high transient population which requires re-educating on recycling each year and large numbers of households living in HMOs and flats where recycling is difficult.
11. A WRAP report in 2009 outlined a correlation between Index of Deprivation (IoD), household size and recycling rates. It appears that these areas tend to recycle less, and also tend to have larger households. Deprivation levels however are only one factor contributing to recycling rates. The range of materials that a local authority recycles, the size of bins that householders use to recycle and the frequency of the recycling collection all have a greater effect on recycling rates than the deprivation levels. (p10. WRAP report)

12. The Council does collect a wide range of materials, offers decent sized recycling facilities to residents and collects fortnightly which all positively contribute to the recycling rate. The recycling team is attempting to overcome deprivation inequalities by targeting resources in areas of deprivation to encourage recycling, through the cleaner greener campaigns.

13. The City is benchmarked against the following similar councils for recycling.

**Table 2: Household waste: recycled and composted (%) - compared with similar councils**

Local Authority	Total Population	Students	Rural (%)	2009/10 (%)	2010/11 (%)	2011/12 (%)	2012/13 (March to June 2012) (%)
Royal Borough of Kingston	147115	23135	0.3	46.16	47.40	46.80	48.08
York	181168	13490	17.2	43.26	45.06	46.40	46.66
<b>Oxford</b>	<b>134475</b>	<b>33000</b>	<b>0.9</b>	<b>38.23</b>	<b>43.18</b>	<b>44.40</b>	<b>45.78</b>
Cambridge	108900	18396	0	40.68	43.68	43.20	46.94
Norwich	121607	19585	0.2	34.59	37.88	40.63	37.94
Reading	143139	22805	0.3	33.40	34.91	36.80	38.28
Southampton	217524	24735	0	26.38	25.07	23.30	26.46
Middlesbrough	134937	29285	0.3	22.82	23.36	22.70	25.00

14. Of these councils, Oxford has the highest number of students and in 2011/12 had the third best recycling results, behind Kingston and York. Middlesbrough is the closest to Oxford in terms of population and student numbers, but they are well behind Oxford in the recycling rates. As of December 2012, Oxford's recycling rate was 46.34%

15. Oxford City has made the top 15 of 43 city councils for recycling for the last 4 years. Oxford continues to increase the amount of waste it recycles each year, compared to some city councils which have seen their recycling rates drop. Oxford also produces far less household waste per capita overall compared to similar sized councils; this is despite having one of the largest population turn over rates of all local authorities.

**Table 3: 10 lowest household waste generated per capita of population 2011/12**

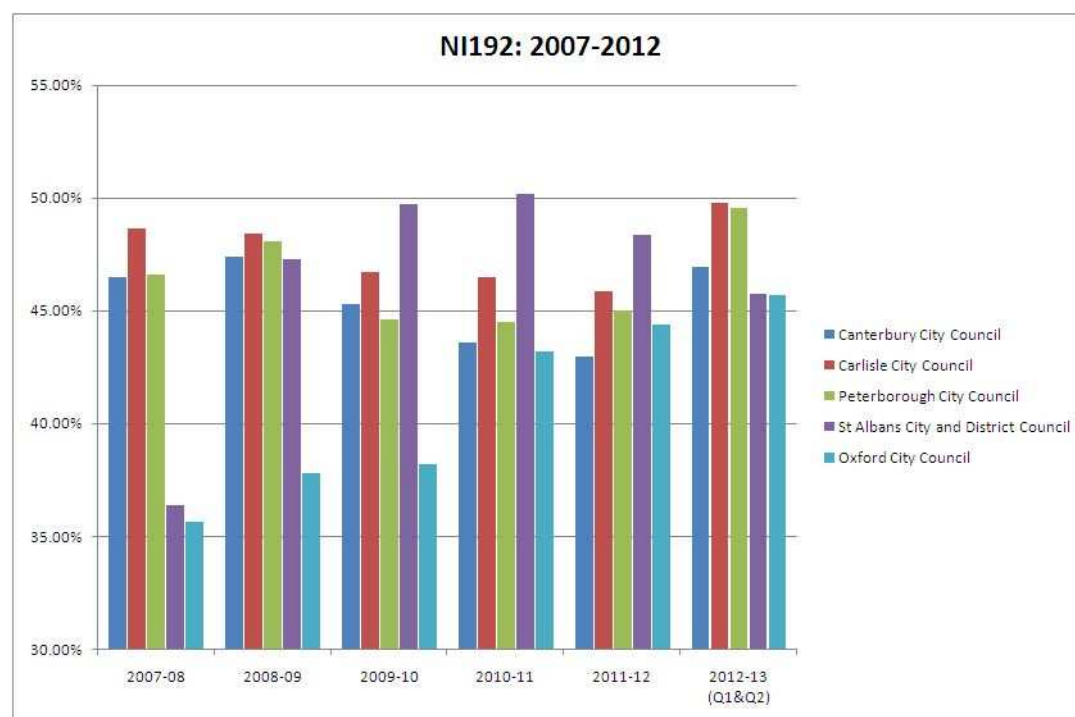
Authority	Total Waste Collection Per capita (kg per head)
Tower Hamlets LB	271.61
Oadby and Wigston Borough Council	273.78
Crawley Borough Council	286.89
<b>Oxford City Council</b>	<b>288.65</b>

Hyndburn Borough Council	292.93
Lambeth LB	293.50
Lewes District Council	293.99
Norwich City Council	296.65
Tendring District Council	299.11
East Devon District Council	299.25

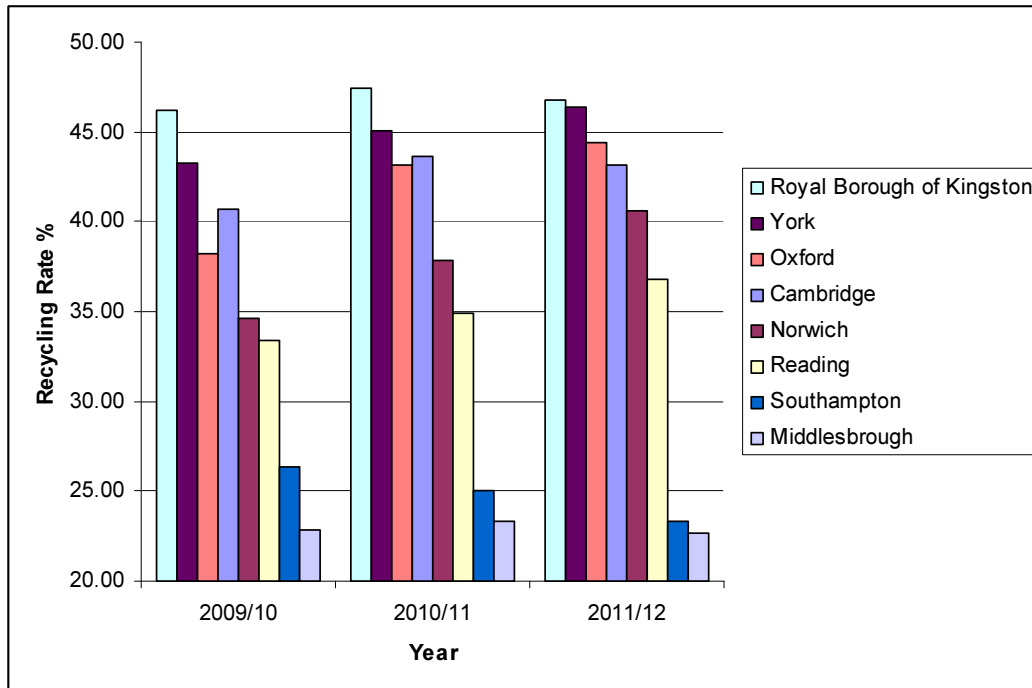
**Table 4: Household waste generated per capita of population 2011/12 for benchmark group**

Authority	Total Waste Collection Per capita (kg per head)
<b>Oxford City Council</b>	<b>288.65</b>
Norwich City Council	296.65
Royal Borough of Kingston	349.27
Cambridge City Council	351.77
Reading Borough	407.97
Southampton	411.88
Middlesbrough	416.34
York City Council	443.26

**Graph 1: Top 4 councils' household recycling rates compared to Oxford 2007-2012**



**Graph 2: Household recycling rate of benchmark group 2009-12**



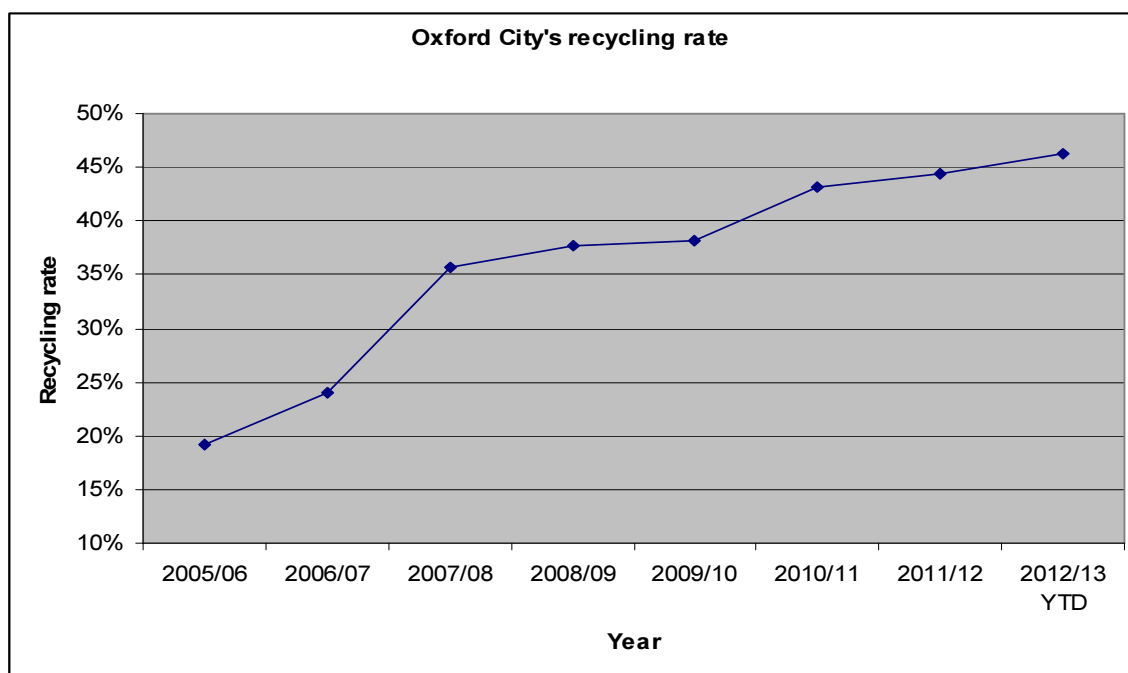
### Oxford's Targets

The Council has two significant waste indicators to measure success: household recycling rate and household waste going to landfill.

#### 16. Household recycling rate (NI 192)

Between April and December 2012, Oxford recycled 46.34% of its waste this is a vast improvement from 2005/06 when only 19% was recycled. The Council's ambition was to recycle 52% of household waste by 2015/16. The target has since been revised and downgraded by the City Executive as they feel that "to achieve 50% for an urban authority is a stretching target and therefore the proposal [is] to maintain it at 50% until 2014/15 and then increase it to 51% thereafter. The cost of achieving every additional 1% to the recycling rate becomes uneconomic as significant investment in the service would be required to increase the recycling rate beyond 51%". (Corporate Plan 2013 – 2017 report to CEB 14 February 2013).

“Significant investment” in the service means the cost of implementing such programmes as introducing a food waste collection to all flats in the city. The panel would like to explore with the recycling team various ideas that might increase the recycling rate which do not require significant investment.



Data from Waste Data Flow

#### 17. Household waste going to landfill (NI191)

The Council’s target is to “reduce the amount of residual household waste collected per household per annum and sent to landfill to 430kg in 2014/15.” In 2011/12, 419.51kg per household was sent to landfill. This figure continues to exceed the target due to a number of initiatives to reduce residual waste and encourage recycling implemented by the recycling team. These include increasing the range of materials that can be recycled ie electronics and textiles and targeted campaigns to encourage recycling amongst different groups in the city.

#### **Current recycling services offered by Oxford City Council**

18. The Council offers a free fortnightly recycling collection to most households across the city. Dry recyclables (plastics, paper, tins etc) are collected in the blue wheeled bin and all food waste is collected weekly in a green caddy. Garden waste can also be collected for an annual subscription of £36.75 or free for those residents who claim benefits. To date, 13,802 households get fortnightly garden waste collection, 10,158 subscribed to the paid service and 2927 are concessionary.

19. All dry recyclables are initially sent to the recycling processing plant at Enstone and then sent to Milton Keynes, where they are sorted and sold to various places across the UK to be re-used. The Council pays a gate fee and a separation fee (per tonne) for the recyclables to be sorted at the plant. This equates to approximately £3 per tonne. Food waste is sent to

the County's processing plants where it is made into fertiliser and re-sold for agricultural use. Garden and food mixed waste is collected and sent to be composted, to be sold for agricultural use.

20. The Council also offers a bulky waste collection which entitles all households to two free inorganic collections ie tvs, mattresses, whiteware etc per year. The Council also provides WEEE banks at bring sites where residents can dispose of small electrical appliances. Any goods disposed of are then pulled apart and recycled. Batteries can be disposed of in a clear plastic bag on top of the blue or green wheeled bin as part of the kerbside collection.

### **Commercial Waste collection**

21. The Council offers a commercial waste collection. Providing this service is not a statutory requirement, but it does give the opportunity to generate revenue and encourage the commercial sector to recycle. The Council's commercial waste service controls approximately 50% of the commercial waste collection market in Oxford. It currently won't accept any new customers unless they choose to recycle. Direct Services currently recycle around 30% of the commercial waste it collects.

22. Unlike household waste, commercial waste is not part of the calculation for NI192. However, commercial recycling contributes to Oxfordshire County Council's objective of reducing the proportion of Municipal Waste sent to landfill.

### **Campaigns and policies to encourage recycling**

23. Officers have run several promotional campaigns to encourage residents to recycle.

#### **24. Cleaner Green Oxford Campaigns**

The recycling team have been involved with a number of the Cleaner Greener Oxford Campaigns including East Oxford, Barton and Temple Cowley. Educational work has been carried out to improve the recycling scheme in these areas.

#### **25. Rebalancing Projects**

A number of rebalancing projects have taken place to increase the recycling in Rose Hill, Barton and currently Blackbird Leys and Greater Leys. The projects aim to remove additional green bins and educate residents in the use of blue recycling bins and food waste caddies. This has encouraged recycling by making it easier for residents. There has been a positive response from residents with the areas achieving the following results.

<b>Area</b>	<b>Recycling rate before campaign</b>	<b>Recycling rate after campaign</b>	<b>Change in recycling rate</b>
Barton	42%	49%	4.9%

Rose Hill	39%	46%	7%
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26. Introducing new material streams

Pink electrical banks (WEEE banks), have been rolled out across the city for residents to recycle small electrical items. Initially 9 banks were introduced and following the popularity, 9 more have recently been sited across the city.

27. A kerbside battery recycling scheme was introduced in September 2012. Residents are able to place batteries in a clear bag on top of their green or blue bin for recycling.

28. Students

Working closely with the student population, officers have door knocked and attended “fresher fairs” to increase awareness of the need to recycle. Working with the British Heart Foundation (BHF), officers ran a student “Moving Out” campaign in which students left out their unwanted furniture and the BHF collected and sold it on.

29. Targeting flats and HMOs

In 2012 The Council extended its household recycling scheme to tenants in Council owned flats by providing large recycling facilities on the ground level of each block. In December 2012 Council amended its Waste Policy so that *“at all relevant sites, the Council shall seek to collect no greater quantity of waste from domestic refuse bins than from domestic recycling bins”*. This policy change forces private property agents to purchase recycling bins for their flats in exchange for the Council collecting the waste/recycling every 3 days. Alternatively, agents can choose a private waste collection firm to collect their waste. So far the take up of privately run flats onto the Council’s scheme is promising.

**Ongoing work of the panel**

**Is the recycling target ambitious enough?**

30. The City’s current recycling rate of 46.34% (Dec 2012) means that the Council is currently 4.66% short of its target of 51% for 2015/16. Given that it is too soon to tell what affect the change in waste policy has had on the recycling rate, the panel would like to continue its investigations, before making a final decision on the ambitiousness of the council’s recycling target.

31. The panel would like to investigate the following issues:

Resident incentive schemes to encourage recycling in low recycling zones of the city.

Collecting food waste from flats.

Direct Services applied for funding from the Government to extend food waste collection into flats but the proposal was unsuccessful. A revised proposal was considered not viable.

The Panel would like to review these costs matched against the current cost of food waste from flats going to landfill.

Garden Waste scheme – the impact of charging for garden waste collection and the effect this has had on the number of households who recycle garden waste.

Is the garden waste collection price sensitive?

Are there ways of encouraging more garden waste into the waste stream.

Promotion/education campaigns – What more can be done to educate and promote recycling, including promoting WEEE banks, and the types of plastics that can be recycled.

## **Conclusion**

32. The panel is still unsure whether the City's recycling target is ambitious enough, as the impact on the recycling rate of several newly implemented recycling initiatives is yet to be assessed
33. The panel would therefore like more time to fully explore the impact of these new initiatives before making a final assessment on the Council's ambitions.

## **Recommendations**

**That the Committee note and comment on the report.**

**That the Committee extends the panel timeframe so that more work can be done to investigate whether the Council's recycling target for 2015/16 is ambitious enough.**

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## **Background papers:**



Oxfordshire Joint Municipal Waste Management Strategy  
[http://portal.oxfordshire.gov.uk/content/publicnet/council\\_services/environment\\_planning/waste\\_recycling/alternative/joint-municipal-waste-management-strategy-2006.pdf](http://portal.oxfordshire.gov.uk/content/publicnet/council_services/environment_planning/waste_recycling/alternative/joint-municipal-waste-management-strategy-2006.pdf)

DEFRA, LOCAL AUTHORITY COLLECTED WASTE MANAGEMENT STATISTICS FOR ENGLAND – FINAL ANNUAL RESULTS 2011/12  
[http://www.defra.gov.uk/statistics/files/mwb201112\\_statsrelease.pdf](http://www.defra.gov.uk/statistics/files/mwb201112_statsrelease.pdf)

[http://www.defra.gov.uk/statistics/files/2011-12-ANNUAL-publication-LA-level\\_WITHOUTLINKS.xls](http://www.defra.gov.uk/statistics/files/2011-12-ANNUAL-publication-LA-level_WITHOUTLINKS.xls)

WRAP report Analysis of kerbside dry recycling performance in the UK 2008/09  
<http://www.wrap.org.uk/sites/files/wrap/EVA143-000%20Kerbside%20Dry%20Benchmarking%20UK%2008-09%20Report%20FINAL%20for%20publication%20V2%201.pdf>

Corporate Plan 2013 – 2017 report to CEB 13 February 2013  
<http://mycouncil.oxford.gov.uk/documents/s12352/Final%20CEB%20Corp%20Plan%20report%20101211.pdf>

**To: Communities and Partnership Scrutiny Committee**

**Date: 4<sup>th</sup> April 2013**

**Report of: Head of Law and Governance**

**Title of Report: Enfranchisement and Empowerment Panel - Update**

### **Summary and Recommendations**

**Purpose of report:** To update the Communities and Partnership Scrutiny Committee on the work carried out to date by the Scrutiny Panel that is investigating this topic.

**Scrutiny Lead Members:** Councillors Darke, Jones and O'Hara

**Executive Lead Member:** Councillor Bob Price, Board Member for Corporate Governance and Strategic Partnerships.

#### **Recommendations:**

- 1. To note and comment on the work of the Panel to date;**
- 2. To recommend continuation of the work of the Panel into the next programme.**

### **Introduction**

- 1** The last meeting of the Communities and Partnerships Scrutiny Committee agreed that the Enfranchisement and Empowerment panel could continue its work into the next Council Year.
- 2** It also agreed the following next steps:-

*As a next step, the Panel would like to speak with diverse groups within the community, whether or not they are eligible to go on the electoral register, to find out where they are and what they want from the City Council.*

*The Panel would also like to ascertain their country of origin, why they chose to come to the UK and in particular Oxford, whether they knew what services were offered and by whom, how to access those services, and for those eligible to vote to ask why they did or did not vote.*

*The Panel would also analyse when available the latest census results on nationality (the electoral register did not show this) as this could have an impact on low voter registration and turnout.*

### **Progress to date**

- 3 Following a useful meeting with Martin Tudge (Team Leader, Communities and Neighbourhoods) , it has been decided to speak with the following communities:-

Somali – to meet separately with adult men and women, and young people. The Council has established some relationships with this community, and it is expected that this community will grow over the next 5 to 10 years;

Pakistani – to meet separately with adult men and women, and young people. This is one of the longest established communities in Oxford, with which the Council already has well established relationships;

Polish – to meet with people of all ages. More Eastern Europeans are settling here, and although many register to vote, many assume they cannot vote (on the basis that non-Polish nationals are not able to vote in Poland.)

- 4 This is potentially a huge piece of work, but the Panel felt that three groups was sufficient to provide an initial “snapshot” of what is happening regarding empowerment and enfranchisement in Oxford.
- 5 Martin Tudge has very kindly offered to set up some focus groups with the above communities at which the Panel can talk over the issues it identified with participants. It is hoped that the first one will meet towards the middle of April.
- 6 The Panel is very grateful to Martin for his enthusiasm and help with this project. Further updates will be given as the issue progresses.

### **Recommendations:**

1. To note and comment on the work of the Panel to date;
2. To recommend continuation of the work of the Panel into the next programme

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(On behalf of the Scrutiny Panel.)

**To: Communities and Partnership Scrutiny Committee**

**Date: 4<sup>th</sup>. April 2013**

**Report of: Scrutiny Panel – Educational Attainment**

**Title of Report: City Council Investment in Educational Attainment**

### **Summary and Recommendations**

**Purpose of report:** To update committee on the work of the Scrutiny Panel on Educational Attainment

**Key decision? No**

**Scrutiny Lead Member: All Panel Members**

**Executive Lead member: Councillor Curran**

**Recommendations:**

- 1. To note and comment on the Panel work so far.**
- 2. To recommend continuation of the work of the Panel into the next programme.**

### **Introduction**

1. The committee set a Panel to consider the benefit being gained from the City Council's investment in primary education. This Panel consists of Councillors Clack, Campbell, Jones, Kennedy and Khan. This report outlines progress made by the Panel so far.

### **Background and Scoping**

2. The City Council in its 2012/2013 budget agreed a 4 year investment in City Primary Schools with the aim of supporting the raising of pupil attainment. This investment amounts to £350k for each of the coming 4 years and was driven by the poor outcomes from many of the Primary Schools in the City and the lack of progress towards improvement. The target for this investment is to raise standards in

Primary Schools to 10% above the national average benchmark for performance at Key Stage 1 (7 year olds) and KS2 (11 year olds).

3. In order to determine the best way of investing this money the City Council employed an Education Advisor, Anna Wright, to engage with key stakeholders in the City and County to identify their views on the key reasons for this underachievement and the best way of raising standards.
4. The results of this consultation led to the agreement that the City should tender 2 contracts to deliver:
  - A world class leadership programme for schools in our deprived areas.
  - A whole class literacy and numeracy programme to support teachers in the classroom.
5. The result of these tendering exercises was:
  - KRM were selected to deliver teaching support.
  - The Oxford Schools and University Consortium were chosen to deliver the leadership programme.
6. These programmes were offered to City Schools focusing on those schools facing the biggest challenges. A programme of seminars and face to face discussions were offered to allow schools to get the information they wanted in order to make the decision if this was the right thing for them. The results of this were very positive with most of the City's worst performing primaries taking on some part of the KRM programme and or the leadership programme. It is still early days with some schools having just started and others planning to start shortly.
7. The Panel considered what it might do to track progress and quickly came to the view that the only way to really see progression and results was to try to partner with one of the participating schools. A local school has agreed to host this partnership and the Panel made its first visit on the 27<sup>th</sup>. February.
8. The school is participating in the literacy programme provided by KRM and started training and implementation just after Christmas 2012. To guide the relationship the Panel have agreed the following lines of inquiry:
  - See the on the ground effect of KRM.
  - Understand the effects for children of all ability types.
  - Hear and see how the school copes with the cultural and professional challenges it throws up.
  - See how school inspectors respond.
  - Understand the targets set by the school management team and the part KRM plays in achieving these.

## Progress

9. The first visit in February allowed Panel Members to understand the school profile, its “journey” to date and ambitions for the future. In addition Members were able to observe the culture and teaching in the school and see “KRM lessons” in practice. Discussions with the Principal and her Management Team allowed members to see the early emerging progress, challenges and changes necessary to drive success.
10. This school along with many others is using many tools to improve outcomes and the KRM programme is only one of these. This of course will make it difficult to separate out the improvement due to KRM or any other tool used. It is likely that the KRM programme will have the most impact on phonics so Panel Members are considering making this their focus.
11. Panel Members will meet on the 22<sup>nd</sup>. March to plan their further visits to the school but early observations are positive.
12. In addition to the school partnership The Panel decided to consider school attendance. The KRM programme is self sustaining and has worked with or without active parental support at home. It does, however, require pupils to be at school to be able to engage. Information gathered by The Panel from the County Council on levels of authorised and unauthorised absence suggests there are some significant issues with City Primary Schools performing poorly against other schools in the County on attendance. The data showed some improvement around absenteeism overall but the unauthorised absence element gave cause for concern. The data collected covered a 3 year period up to the end of the 2011-212. The Panel have asked for any data available for the current academic year plus any national comparisons. When this is received The Panel hope to discuss issues with the County Council.
13. The Panel is focused and engaged and hope Committee will allow the work to continue into the next programme so a full year of the KRM programme can be observed.

**Report Author:**

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**List of background papers:**

**Version number: 1**

**To: Communities and Partnership Scrutiny Committee**

**Date: 4<sup>th</sup> April 2013**

**Report of: Head of Law and Governance**

**Title of Report: “Helping the High Street” – what can Oxford City Council do to help and support the retail environment? - Update**

### **Summary and Recommendations**

**Purpose of report:** To update the Communities and Partnership Scrutiny Committee on the work carried out to date by the Scrutiny Panel that is investigating this topic.

**Scrutiny Lead Members:** Councillors Clack, Wilkinson and Wolff

**Executive Lead Member:** Councillor Colin Cook – Board Member for City Development.

#### **Recommendations;**

- 1. To note and comment on the work of the Panel to date;**
- 2. To recommend continuation of the Panel’s work into the next work programme.**

### **Introduction**

- 7** The last meeting of the Communities and Partnerships Scrutiny Committee received a briefing note from the High Street Panel concerning its focus.
- 2** The Committee noted the Panel’s proposed scope and that it intended to look at two District centres in more detail – Headington and Cowley Road.
- 3** It was agreed that:-



- (a) The Panel should, as its next step, talk to traders in both centres in order to obtain a sense of what was good and what was bad about each area;
- (b) The issue could be carried forwards into the next Council/Scrutiny year if necessary.

### **Progress to date**

- 4 The Panel has met and agreed that it will, over the next few weeks, contact traders in the 2 District Centres chosen – Cowley Road and Headington. It was decided that it was important to have a framework of questions to be asked to ensure consistency. This could be in the form of a survey/questionnaire, and advice is being sought from the Consultation Officer before any work begins.

### **Initial questions**

- 5 It had been agreed at the last Committee meeting that the Panel would talk to traders to find out “what is good and what is bad about your area”. The Panel felt that it is important to concentrate on the area as this is something over which the Council can have some influence. It wishes to need to narrow down the questions to focus on positives and negatives for each area. So these are the proposed **starting point** questions:-
  - (a) Why did you choose to come to this area?
  - (b) Has it worked for you and met your expectations?  
If yes, can you say how?  
If no, can you say why not?
  - (c) Do you think that the location of your business has an influence over the success (or otherwise) of your venture?
  - (d) What do you think are the strong points of your location? What do you gain?
  - (e) What do you think are the weak points of your area? What are the drawbacks?
  - (f) Is there a business association in your area? Are you a member of it?  
If yes, have you found it useful, and in what way/s?  
If no, can you say why not?
  - (g) What do you see as your top three issues for you (1) as traders and (2) in regards to the general area in which you trade?

(h) Any specific comments you would like to make about your District Centre?

- 6 Ideally, members of the Panel (preferably with officer support), would like to go out over the next few weeks and talk to traders within each shopping area (using a traders' association if/where they exist) to gather answers to their questions in order to gain an overall impression of what is happening in each area. This may still be done. However, given the pressure on Member and officer time, and in order to try to gather as broad a range of information and feedback as possible, the Panel would like to send out a very short questionnaire, covering the points identified above, to traders in the areas concerned.
- 7 The Panel will be able to report back to a future Scrutiny Committee when it has gathered in all the comments and answers and analysed them.

**Recommendations;**

1. **To note and comment on the work of the Panel to date;**
2. **To recommend continuation of the Panel's work into the next work programme**

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