

## Appendix 4

### Covered Market Traders

1. The project team shared a “Trader Charter” with Traders in June and July 2022 and these principles have guided and would continue to guide our engagement with Traders in future stages of the project:
  - The Council will invest to improve the overall trading environment in the Market.
  - We will work to ensure that the limited number of Traders who need to relocate are offered an alternative option within the Market.
  - Where there is disruption, we will support the most affected Traders on a case-by-case basis.
  - While there may be periods where part of the Market is inaccessible due to construction, we will work to minimise this disruption as far as possible.
  - We will work to ensure, where possible that the most disruptive works happen outside of key trading period of mid-Oct to Xmas and as where possible avoiding secondary peak of April to July.
  - We will keep Traders up to date with plans as they develop and will continue to work with Traders that may be affected.
  - We will work with Traders to ensure that deliveries in and out can be maintained, although this may be restricted at different points of the day and we will support Traders on an individual basis to manage this change.
2. Covered Market Tenants have received bespoke and prioritised engagement throughout the project. They have consistently been the first people outside of the Council to receive information about the project and the project manager has met with them virtually and in person at the regular monthly meetings, as well as at project-specific workshop sessions in 2021 and 2022.
3. Over 2021 and 2022, 35 Traders have contributed to the project, either at meetings, over email or by responding to the public consultation. This is well over half of the Traders in the Market. Traders who have not engaged will all be aware of the important information, which has been shared over email and at meetings.
4. In June 2022, when the Council first spoke to external parties about the Masterplan proposals involving the “three big changes”, the first people to hear about this were the four Market Traders whose businesses would need to relocate due to the proposed new communal area and the relocation of the public toilets. Conversations with Alpha Bar, Leonard Jay, Auto Models and Cardews have all progressed positively, with individual proposed solutions in place in order to keep the businesses trading within the Market even if the proposals are delivered. Each business’s situation is unique and the terms of any agreement reached following a Cabinet decision would be confidential.
5. The other Traders who have required considerable attention by the project team and consultants are those who make the most use of Market Street for servicing their business and for customer deliveries. Many Traders receive limited amounts of deliveries and do not make deliveries to customers, therefore the proposed vehicle

restrictions on Market Street outlined in the Masterplan proposals (Appendix 1 of the cabinet paper, the Gort Scott final report) do not present significant challenges to them – and the benefits of the proposed changes in terms of a likely increase in customers is significant. However, there is a sizeable minority of Market Traders who receive a significant number of bulky deliveries, as well as making deliveries out to customers throughout the day.

6. Therefore, in July, September and November 2022, the project team ran detailed workshop-style sessions which focused specifically on the Market Street implications of the proposals. The final proposals for the experiment have revised significantly based on these sessions, so that the operational changes required by Traders are more manageable than the original proposal. While this compromises the envisaged placemaking and public realm benefits in the initial experiment, the project team could not recommend proposals which would create unmanageable challenges for the operation of any Market Traders. The “sweet spot” the project is aiming for should not lead to any Traders perceiving that the overall proposals are a net negative for their business. However, it is understood by all Traders who have engaged with the project, that everyone will need to make some compromises and adjustments in order to support the greatest overall benefit.

#### **Adjacent Landowners**

7. The Market is surrounded by adjacent landowners, therefore engagement with them in developing the proposal and understanding the best path to implementation has been important.
8. To the north, Jesus College has been a key stakeholder due to its long-standing ownership but also because of its more recent development of the Northgate House site (now called the Cheng Building). They are supportive of the Council’s proposals and have contributed in particular to the conversations around Market Street – sharing their operational concerns and those of the new GP surgeries, as well as their interest in coordinating the long-term improvements to the street, including funding and Planning commitments relating to their own development. The latest project meeting with senior college representatives in November 2022 concluded with agreement around the latest Market Street proposals.
9. To the west, the Golden Cross landowner is supportive of the Council's proposed masterplan and the significant investment associated with it, however it is not currently in a position to fund improvement works to the flooring, decoration and seating under its ownership. In the recommended masterplan, the project team is therefore reducing the recommended committed works to the absolute minimum required by the Covered Market and suitable for Council financial contribution (i.e. signage from Cornmarket Street and wayfinding within Golden Cross). Other recommended works to the Golden Cross, would be subject to ongoing discussion between the parties as the masterplan project continues towards implementation. It is hoped that the Golden Cross will be able to make comparable improvements to its asset before the Covered Market intends

to conclude its own period of major improvements in the 2025-26 financial year, but this is beyond the Council's control.

10. To the south, All Souls College owns the High Street frontages connected with 3 out of the 4 avenue entrances into the Covered Market (with Lincoln College owning the fourth, as well as the Turl Street buildings which flank the Market to the east and a portion of Market Street). As per the Golden Cross, the colleges are supporters of the Council's proposed improvements to the Covered Market. After discussions throughout 2021 and 2022 between the City Council and All Souls College, the City Council project team's view is that the benefits for the Covered Market from the proposed works to the High Street entrances are direct and significant enough to warrant the budget allocation within the masterplan project. Therefore, they are included in the recommended option. Ongoing dialogue between the Council and the landowners in 2023 and beyond will be essential to resolve detailed plans for the frontages and the Covered Market in a mutually beneficial way and with the right timing.

### **Market Street GP surgeries**

11. Three GP surgeries (King Edward Street, 27 Beaumont Street and 28 Beaumont Street) have co-located in the basement floor of the Cheng Building since spring 2022. The building and their use of it is subject to car-free planning conditions, however they also require adequate access for time-sensitive deliveries (such as for vaccines) and as convenient as possible location for disabled or physically frail patients' drop off and pick up by car or taxi. Market Street is already a challenging and constrained environment and the GPs are aware of the commitment by both the City and County councils for Market Street to become more pedestrian-friendly and less vehicle-dominated. As with Traders and Jesus College, the latest proposed design arrangement and operating plan for Market Street seeks to mitigate concerns raised by GPs. The current proposals rely on manageable compromises from all parties, a shared commitment to keeping vehicle movements to an absolute minimum during pedestrian-friendly hours and for a transparent process of information-sharing during any experimental period, where close monitoring would be essential.

### **Oxford City Council Pre-application advice**

12. With most of the Covered Market Masterplan addressing the building of the Grade-II-listed Market itself, Planning advice has been integral to the project development to date and would continue to be so. Planning and Heritage officers have informally contributed to the project's development since the start and there have been two formal moments where pre-application advice has been given, one in 2021 and most recently in November 2022.
13. The summary of advice in November 2022 is, "It is considered and appreciated that the proposed masterplan is essential to secure the future viability of the Covered Market not only as a destination for shopping, eating and evening entertainment but also as a heritage asset. The impact on the listed building should be at the forefront of any decisions and any harm to the heritage asset would need to be fully justified. In

general, officers are broadly supportive of the approach and progress to date but further consideration and detail needs to be given to the areas highlighted in the report.”

14. The conclusion of the advice in November 2022 is, “It is considered that the proposed masterplan is essential to ensure the continued maintenance of the building and future use. The masterplan originally started with the vision that it would be a heritage led masterplan. This original vision appears to have been lost and the benefits of heritage led regeneration should not be downplayed. Many of the heritage benefits of the scheme which may have the potential to be used to justify any harm of the scheme have been moved to phase 2 or the maintenance plan to which there is no guarantee that they benefits would come forward. It is recommended that further investigations and details of the proposal and brought forward through project meeting and a 3rd pre-app so further advice can be given on the level of harm that would be caused by the proposal and whether the public benefits of the scheme would outweigh the harm to the designated heritage assets (listed building, setting of neighbouring listed buildings and the Central Conservation Area).”
15. Subject to this Cabinet paper’s approval, the project team is therefore recommending further pre-application advice once more detail is available from surveys and other work, including discussions with County Council Highways Officers to finalise details about vehicular movements, timings and operations in Market Street. Planning colleagues would be able to give more advice on issues above and included in their November letter. The project team would also seek to demonstrate to Planning colleagues that while operating under significant financial and other constraints, the project continues to be heritage-led and strategic, even if the scope of heritage-led improvements has had to reduce during the project’s development.

#### **Oxfordshire County Council Pre-application advice**

16. If only changes to the operation or traffic management layout of Market Street are sought, then decision-making for any change to Market Street will only sit with the County Council, as the Highway Authority. Whereas, if there is a change of use of development, then it will generally also require planning permission from the City Council.
17. Planning and transport strategy officers from the County have therefore been engaged throughout the Masterplan project. There was informal engagement in early 2021, attendance at a transport workshop in October 2021 and then formal pre-application advice was given in August 2022.
18. County officers’ advice was clear at the August 2022 meeting that an Experimental Traffic Regulation Order would be an appropriate first step for changes to Market Street, due to the amount of inevitable uncertainty around the transport and servicing impacts of the proposed changes. Furthermore, any permanent changes would be more appropriate after the County Council has updated its movement and connectivity strategy for the city centre. Much like the “Broad Meadow” City Council project on Broad Street in 2021 and the County’s newer, larger trial on Broad Street in 2022, a

temporary scheme would enable the City and County councils and other stakeholders to assess details before reaching a more settled approach and a permanent arrangement.

19. County officers commented that more significant vehicle restrictions on Market Street (in terms of time and space) than currently included in the project team's recommendations should be carefully considered. This would enable better tie-in with other city centre restrictions e.g. the 10am to 6pm loading ban on Cornmarket/Queen Street. This would make enforcement easier and Market Street safer and more attractive for pedestrians and cyclists. The latest proposal to start the restrictions later in the morning is due to the ongoing engagement undertaken in 2022 with Market Street stakeholders and the objective of finding a deliverable set of changes which relies on manageable compromises by all parties and stepping stones towards more permanent changes. Engaging with County transport strategy and planners would be a key step in the next phase of the project. Naturally, the County Council, as highway authority, may revisit traffic management arrangements on Market Street at a later date.

## Historic England

20. The project team engaged with Historic England and National Amenity Societies in April 2022. Historic Buildings & Places, Victorian Society and Council for British Archaeology contributed views at a meeting. In October 2022, Historic England's latest response was:

*Firstly, Historic England continue to support the aims of the Council to upgrade and breathe new life into the Cover Market building, which has been in need of focus and investment for some time. The plans are an exciting opportunity to see the fabric and use of the building made fit for purpose for the next decade or more.*

*Whilst the consultation was, very understandably, user and trader-focussed, as custodians of this important listed building I would like to see a clear understanding of the significance of the covered market taken into account, carefully conserved and enhanced where opportunities exist, undertaken by appropriately experienced heritage specialists. This should be made clear within the Masterplan documents. Details of how the building will be upgraded will of course be needed, and we are interested to see these as they develop, alongside a clear understanding of why the building is so special. A key aim of the project should be a robust management plan for the future conservation-sensitive maintenance of the building (a good example of this was the Heritage Partnership Agreement for Kings Cross station [https://www.mcaslan.co.uk/files/kings\\_cross\\_hpa\\_agreement\\_context\\_march\\_2020.pdf](https://www.mcaslan.co.uk/files/kings_cross_hpa_agreement_context_march_2020.pdf) which dealt with all things ranging from M&E, timber repairs, paint colours and more), with easy to understand guides for shop lessees and for the Oxford City Council property management team. It may be that at masterplan stage something akin to a design code would be useful, to establish principles. Overall, these things*

*would help protect, long-term, the investment that is to be made into the listed building.*

*And it remains really disappointing to see Market Street largely unchanged – this is a considerable missed opportunity to transform the approach and environs to the market place which in placemaking terms is critical to changing the perceptions of the market as a whole. Without this the masterplan cannot hope to reach anywhere near full potential, despite fairly ambitious proposals to transform areas within the building itself, and we believe the Council should look again at how more could be done there.*

21. Engaging with Historic England and the National Amenity Societies will be an important part of the ongoing strategy.

### **Summary of all stakeholders engaged during the Masterplan project 2020-2022**

The following organisations have contributed to the project's development, either at meetings, over email or by responding to the public consultation. More organisations have been contacted.

22. Covered Market Traders:

- Nothing
- Next to Nothing
- iScream and Wicked Chocolate
- Auto Models
- The Cake Shop
- Ansari and Burrows & Hare
- Cardews
- Browns
- Colombia Coffee
- Taylors
- The Garden
- David John
- Alpha Bar
- Covered Arts
- Oxford Soap Company
- Market Barber
- Brothers
- Pieminister
- Fellers
- Leonard Jay
- Oxford Sandwich Company
- Donburi Inn
- Sofi de France

- Sasi's Thai
  - Teardrop Bar
  - Bonner's
  - Blueblood Sports
  - Jemini
  - Oxford Cheese Company
  - YOU Underwear
  - The Hat Box
  - Wool Hound
  - Gulp Fiction
  - John Gowing
  - Sartorelli's
23. Emergency services:
- Thames Valley Police
  - South Central Ambulance Service
  - Oxfordshire Fire & Rescue
24. City ward and County division councillors (in addition to relevant cabinet members):
- Cllr Lizzy Diggins, Cllr Alex Hollingsworth, Cllr Michael O'Connor
25. Adjacent landowners and operators:
- All Souls College, Jesus College, Lincoln College, Exeter College, Oriel College, Trinity College, Brasenose College and the Conference of Colleges
  - Golden Cross Shopping Centre
  - Boot's
  - Objects of Use
  - Shepherd & Woodward
  - Northgate (Market Street) GP centre surgeries: King Edward Street, 27 Beaumont Street and 28 Beaumont Street
  - St Michael's at the North Gate church
26. Local interest and advocacy groups and other business and transport groupings:
- City Council's Inclusive Transport & Movement Focus Group
  - City Council's "City Centre Taskforce" and "Talk of the Town" business engagement forums
  - Oxford Preservation Trust
  - Oxford Civic Society
  - Oxford University Student Union
  - Experience Oxfordshire
  - Oxford Bus Company
  - Stagecoach
  - COLTA (hackney carriage trade) and private hire firms
  - Coalition for Healthy Streets and Active Travel
  - Cyclox

- Oxford Pedestrians Association
27. Historic England and National Amenity Societies:
- Historic Buildings & Places
  - Victorian Society
  - Council for British Archaeology