



## Notice of a public meeting of

### Economy & Place Policy Development Committee

- To:** Councillors Cuthbertson (Chair), Kramm (Vice-Chair), Cullwick, Dew, Looker, D Myers and Richardson
- Date:** Wednesday, 21 March 2018
- Time:** 5.30 pm
- Venue:** The Snow Room - Ground Floor, West Offices (G035)

### AGENDA

#### 1. **Declarations of Interest**

At this point in the meeting, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

#### 2. **Minutes** (Pages 1 - 4)

To approve and sign the minutes of the last meeting of the Economic & Place Development Committee held on 24 January 2018.

#### 3. **Public Participation**

It is at this point in the meeting that members of the public who have registered their wish to speak can do so. The deadline for registering is by **5pm** on **Tuesday 20 March 2018**. Members of the public may speak on an item on the agenda or an issue

within the Committee's remit. To register, please contact the Democracy Officer responsible for the meeting (the contact details are available at the foot of the agenda).

### **Filming or Recording Meetings**

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The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at [http://www.york.gov.uk/download/downloads/id/11406/protocol\\_f\\_or\\_webcasting\\_filming\\_and\\_recording\\_of\\_council\\_meetings\\_20160809.pdf](http://www.york.gov.uk/download/downloads/id/11406/protocol_f_or_webcasting_filming_and_recording_of_council_meetings_20160809.pdf)

**4. Asset Management Strategy (Pages 5 - 50)**

This report provides Members with an overview of the work undertaken to refresh and update the Council's Asset Management Strategy for the period 2017-2022. Members are asked to consider the principles and approaches therein, and comment on the planned programme of works to develop comprehensive asset plans for all the Council's property assets.

**5. Presentation on CYC's current Cycling Strategy & Requirements for a Local Cycling & Walking Infrastructure Plan (LCWIP)**

Members will receive a presentation from the Head of Transport giving an overview of previous work to improve the city's cycle network and the process for introducing an LCWIP.

**6. Briefing Update on York's Creative Industries Sector**

(Pages 51 - 56)

This paper provides Members with an introduction to the ongoing work of partner organisations across the city which will address some of the findings arising from the previously completed scrutiny review on the 'Impact of the Arts and Culture Sectors on the Economy of York'. The report proposes Members continue their consideration of the ongoing work at their next meeting in May 2018.

**7. Workplan 2017/18 and review of Committee's performance during trial period** (Pages 57 - 58)

Members are asked to consider the Committee's draft work plan for the municipal year and review the Committee's performance during trial period.

**8. Urgent Business**

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Angela Bielby

Contact Details:

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For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

**This information can be provided in your own language.**

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

City of York Council

Committee Minutes

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Meeting	Economy & Place Policy Development Committee
Date	24 January 2018
Present	Councillors Cuthbertson (Chair), Kramm (Vice-Chair), Cullwick, Dew, Looker, D Myers and Richardson

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**26. Declarations of Interest**

Members were asked to declare any personal interests not included on the Register of Interests or any prejudicial or disclosable pecuniary interests that they might have in respect of the business on the agenda. None were declared.

**27. Minutes**

Resolved: That the minutes of the last meeting held on 22 November 2017 be approved as a correct record and then signed by the Chair.

**28. Public Participation**

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

**29. Overview on Renewal of Make it York Service Level Agreement**

Members considered a report which provided details of the process for entering into a new contract between the Council and Make it York (MIY) for the period 2018-21. The Assistant Director, Communities and Equalities, advised that they were seeking Members views on issues that they would like to see considered within the process for negotiating a new contract with MIY, ahead of a report being presented to the Executive and then onto the Executive Member for approval.

Members commended MIY for their work over last three years and expressed the view that they had made some strong achievements, especially in relation to Visit York.

It was suggested that the renewal of the contract would provide the opportunity to create clear lines of communication and accountability between MIY and the Council, which could benefit from clarification.

Officers confirmed that it was CYCs role to drive the Economic Strategy, set priorities and appoint relevant agencies and that it was important to maintain a balance of responsibilities but give MIY clear leadership. The Chair advised that he would prefer to refer to strategic leadership rather than a military command model and use the terminology “Strategic, Tactical and Operational” rather than “Gold, Silver, Bronze” as detailed in the report.

It was agreed that a workshop be organised to enable committee Members to consider the renewal of the MIY contract in the next couple of weeks, and arrangements for this would be discussed during consideration of the work plan item.

Resolved: That the report be noted and members comments, on issues that they would like to see considered within the process for negotiating a new contract with MIY, be taken into account.

Reason: In order that Members views on the contract with MIY be taken into account.

### **30. Draft Fleet Replacement Policy**

Members considered a report which put forward proposals for improving the decision making process around fleet replacement. The Assistant Director, Transport, Highways and Environment, was in attendance to present the report which set out proposals based on suggestions made and options discussed by members following a presentation they had received at a previous workshop.

He then responded to questions asked and provided more information in response to particular issues raised by Members. He stressed the need to consider the whole life cost of vehicles and the importance of using expertise to ensure the council got the best value out of equipment purchased over a 7 year term.

Members expressed their support for the conclusions reached in the report and noted that this would be developed in to a paper to put forward recommendations to the Executive.

Resolved: That the report be noted and Members comments on the proposals be taken into account.

Reason: To improve the decision making around fleet replacement.

### **31. Work Plan 2017/18**

The committee considered its work plan for the 2017-18 municipal year.

The Scrutiny Officer proposed some potential dates to hold a workshop to discuss the Make it York contract renewal, and the majority of Members expressed their preference for 20 February, subject to the Managing Director of Make it York being able to attend on that date. The Scrutiny Officer agreed to send confirmation of this date to Members.

In addition the Scrutiny Officer proposed the addition of the following items for the next meeting of the Committee in March 2018:

- Asset Management Strategy – Following up on the Committee’s informal meeting in November 2017 at which they received a presentation on the refreshed and updated Strategy, it was proposed that the Committee now needed to agree a formal response to the Executive.
- Local Walking and Cycling Infrastructure Plan (LWCIP) – At its meeting in November 2017, the Committee had expressed an interest in the Council’s LWCIP and requested that it be considered at a future meeting. The Scrutiny officer informed Members that at present the Council only had a cycling strategy in place and no LWCIP. Members agreed to examine the Council’s current cycling strategy and examples of any available LWCIPs from elsewhere, before deciding how to move forward on the issue.

Also for the March meeting, the Chair suggested the Committee have an initial discussion around Creative Industries. Reference was made to a recent motion to Council in December 2017 submitted by Cllr

Hayes on the importance of Arts, Culture and the Creative Industries for the City's future, both from a social wellbeing and economic development perspective, which recommended that a cross party group of members be established to move the debate forward. As Members were not aware of any work that had taken place in relation to Councillor Hayes' motion, it was agreed that this item be added the agenda for the March meeting.

In regard to possible topics for scrutiny review, it was suggested that the committee consider a Zero Plastic Strategy/Policy, to look at ways to minimise its own use and promote a reduction in use of plastics in the city. Members again referenced a recent council motion on non recyclable materials which requested the appropriate Scrutiny Committee consider the merits of undertaking a scrutiny review on that subject. Members noted that the Economy and Place Scrutiny Committee were also considering looking at recycling and performance, and it was agreed that the two scrutiny chairs should liaise to determine the remits of both proposals before deciding how to move forward, in order to ensure no duplication of effort.

Finally, river usage and the use of water buses/taxis was suggested as a possible scrutiny topic. However, following advice from officers, the majority of Members agreed it was not a priority for the committee and agreed not to progress the topic at the present time.

Members agreed that it would be beneficial to look at the Council's policy forward plan to help them decide what areas of policy development to look at in the future.

Resolved: That the work plan for the remainder of 2017-18 be approved subject to additions to the 21 March meeting detailed above.

Reason: To ensure that the Committee has an agreed programme of work in place.

Councillor D Taylor, Chair

[The meeting started at 5.30 pm and finished at 7.00 pm].





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**Economy & Place Policy Development Committee**

21 March 2018

Report of the AD Legal &amp; Governance

**City of York Council Asset Management Strategy 2017-2022****Summary**

1. This report provides Members with an overview of the work undertaken to refresh and update the Council's Asset Management Strategy for the period 2017-2022. Members are asked to consider the principles and approaches therein, and comment on the planned programme of works to develop comprehensive asset plans for all the Council's property assets.

**Background**

2. In September 2017 the Assistant Director for Regeneration and Asset Management presented a report to the Executive which set out a refreshed and updated Asset Management Strategy for the Council, covering the period 2017-2022 (see Annex A).
3. The new Strategy aimed to update the current Asset Management Plan 2011-2016 to make it relevant for the next five years and set out a new context, delivery models and methodologies for engaging customers and communities, all of which had evolved since 2011. To this end three objectives and a set of principles had been developed that would drive future planning, (see Annex A, paragraphs 9 & 10).
4. The Executive report detailed the proposed approach to each separate 'block' of the council's large and varied property estate (see paragraphs 12-35).
5. In respect of **operational and community assets** the report identified the need for a significant programme of work to develop a Community & Operational Asset Strategy, and the Executive agreed to provide additional funding of £165k from contingency for a project manager, and building condition surveys.

6. At the time of the Executive report, **commercial assets** were on track to achieve their income target, and work is now ongoing to identify further opportunities to create income, whilst enabling the improvement and regeneration of areas of the city.
7. Work was also ongoing to develop **assets for housing delivery**, in line with the approach agreed by the Executive in March 2017 to use surplus public sector land assets to increase the volume and accelerate the pace of housing delivery in York. In support of this, a later report presented to the Executive in November 2017, detailed proposals for the development of some affordable houses for rent on two council owned sites, and for the disposal of some other council owned land to generate a capital receipt.

### **Consultation**

8. The Executive agreed that the Asset Management Strategy should be referred to this Committee in order to provide cross-party input into the:
  - i. Establishment of some clear principles to guide and shape future use of the Council's assets and;
  - ii. Development of comprehensive asset plans for all Council property assets
9. The Executive requested that a further report be brought back in early 2018.

### **Analysis**

10. Strategic Principles  
In early November 2017, an informal meeting of this committee was held to consider a presentation on the strategic Management of the council's commercial portfolio and the development of the council's Asset Management Strategy – see copy of presentation at Annex B.
11. In regard to the proposed principles within the refreshed Strategy aimed at driving future asset planning, those Members who attended the November meeting identified the need for an additional principle around the protection of the Council's heritage buildings.

12. Council Property Asset Plans

The Executive Report at Annex A details the planned process for developing each of the three blocks of the council's large and varied property estate which includes:

- The creation of three area based community assets plans - see paragraphs 19 & 20 of Annex A.
- The proposed way forward for the Council's commercial assets - see paragraphs 28 & 29 of Annex A.
- The progression of ongoing works to develop opportunities for housing development across the city – see paragraphs 32-35 of Annex A.

**Options**

13. At this meeting, Members may choose to:

- Comment further on the proposed principles within the refreshed Strategy, and suggest additional principles if necessary;
- Comment on the plans in place for all Council property assets;
- Seek further involvement in the development of the Community Asset Strategy following the public engagement and consultation stage

**Council Plan**

14. Implementation of the refreshed Strategy attached at Annex A will assist in ensuring a 'Prosperous City for All', and better enable the Council to 'Listens to Residents'.

**Implications & Risk Management**

15. The implications and risks associated with the refreshed strategy are detailed in the Executive report at Annex A.

**Recommendations**

16. Members are recommended to:

- a) Provide feedback on the Asset Management Strategy for 2017-2022 by commenting on:
- The objectives & principles within the Executive report at Annex A
  - The planned way forward for each block of the council's property estate
- b) Seek further involvement in the development of a Community Asset Strategy following the public engagement and consultation stage.

Reason: To assist in the establishment of an appropriate Asset Management Strategy for the Council.

### Contact Details

**Author:**

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Scrutiny Services  
Tel No. 01904 552054

**Chief Officer Responsible for the report:**

Andrew Docherty  
AD Legal & Governance

**Report Approved**



**Date** 29 Jan 2018

**Specialist Implications Officer(s)** See Executive Report at Annex A

**Wards Affected:**

**All**



For further information please contact the author of the report

**Background Papers:** N/A

**Annexes:**

**Annex A** – Executive Report dated 28 September 2017

**Annex B** – Copy of Presentation dated 8 November 2017

**Abbreviations:** N/A



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**Executive****28 September 2017**

Report of the Director of Economy and Place

Portfolio of the Executive Leader (incorporating for Finance &amp; Performance)

**Asset Management Strategy 2017-2022****Summary**

1. This report sets out a refreshed and updated Asset Management Strategy for the Council for the period 2017-2022. It sets out work undertaken over the last 2 years to improve the financial performance and social outcomes arising from the Council's land and property assets and sets out the developing principles that will drive future decision making on our assets. The report also recommends further Scrutiny Committee consideration of these principles and the work we are doing to develop detailed asset plans for all aspects of our property assets.

**Recommendations**

2. The Executive is asked to :
  - a) Agree the principles and approaches set out in the Corporate Asset Strategy and to use these to shape future asset decisions;
  - b) Agree to refer the Asset Management Strategy to Economy and Place Policy Development Committee to review and provide input and to bring back a report to Executive in the new year;
  - c) Agree the approach to developing a Community and Operational Asset Strategy;
  - d) Agree to use of contingency funding of £165k to fund the proposals set out in paragraph 22.

**Reason:** To establish clear principles to guide and shape future use of our assets and set out a programme of work to develop comprehensive plans for all Council assets.

**Background**

3. Executive agreed the Housing Revenue Account (HRA) Asset Management Plan in February 2016 which covers all social housing assets held in the Housing Revenue Account and which sits outside the General Fund. An updated HRA Business Plan will be brought to Executive in November 2017.
4. The current Asset Management Plan 2011-16 needs updating to make it relevant for the next 5 years and to make it more specific and actionable. The key principles that have driven work to date are:-
  - a. Make best use of publicly owned assets across York
  - b. Encourage shared use of property resources
  - c. Minimise cost of occupation of land and buildings
  - d. Ensure the assets comply with the Council's Sustainability policies including the Carbon Management Policy.
5. Whilst these principles remain relevant they do not go far enough to lead our decision making about the future of our assets. The new strategy needs to respond to the Corporate Strategy with a new context, new delivery models and new methodologies for engaging customers and communities, all of which have changed and evolved significantly since 2011.
6. We can see this evolution by looking at work already underway on :-
  - a. **Council accommodation** – in 2012 we moved from 17 buildings into 2, supporting service integration with partners and reducing costs by over £1m pa with a target of generating rental income and contribution towards running costs from West Offices in excess of £1m pa.
  - b. **Regeneration of key city centre areas** to make them economically and socially active e.g. York Central and Castle Gateway.
  - c. **Finding new economically viable uses for historic buildings** – e.g. West Offices and The Guildhall.
  - d. **Investing in important historic buildings** to make them fit for purpose for the next generation e.g. Mansion House.
  - e. **Proactive expansion and commercially focussed management** of our Commercial Estate which generates over £4.28m pa revenue to support Council service delivery.

- f. **Strategic acquisitions of high performing commercial assets** (such as Swinegate) and the disposal of poor performing assets (e.g. Stonebow House).
- g. **Disposal** of a number of surplus assets to generate capital receipts.
- h. **Older People's Accommodation** – remodelling of service provision around the need to move away from provision of general residential accommodation to increasing the private sector supply of specialist dementia nursing provision with our focus on enabling support at home and provision of more extra care beds – leading to an overhaul of the Older Persons Accommodation estate and a disposal and reinvestment model.
- i. **Libraries** – the development of library premises into multi-use community facilities (the Centre@Burnholme, New Earswick Folk Hall, and Haxby Memorial Hall) to provide a more holistic offer to communities, whilst seeking income generating models like Rowntree Park Reading Cafe.
- j. **Community Centres** – Undertaking community asset transfer where there is a strong voluntary group with a compelling business case. For those community groups not ready for a full asset transfer, a medium term lease has allowed them to still take control with limited liability. This approach has allowed voluntary groups to flourish and increase activity, improve outcomes and attract external funding. Closure of older community centres has created opportunities to create multi-use facilities. For example; Clifton's residents support the closure of Burton Stone Community Centre to develop more extra care homes whilst integrating a small community centre for use by all the community.
- k. **Young People's Services** – Youth Centres have moved from direct CYC delivery to create community capacity allowing voluntary and charitable youth providers to use CYC assets.





board has also given greater focus to the opportunities for joint working on health and social care and opportunities are already being worked upon.

### **Strategic Objectives and Principles**

9. From this work we have developed three objectives and a set of principles to drive future asset planning. The Objectives are:-
  1. To use our assets to deliver policy goals;
  2. To operate our estate efficiently and dynamically to support the effective delivery of council services;
  3. To use council assets to generate maximum income in order to support the delivery of council priorities.
10. These objectives are broken down into more detailed principles which guide our activity planning and decision making, the principles are :-
  - a. We will use our assets to maximise positive outcomes for our communities;
  - b. In order to protect direct services we should reduce the overall cost of the estate through:-
    - I. rationalisation of assets
    - II. disposal of poor quality assets
    - III. exploiting commercial opportunities
    - IV. co-location of Council and other public sector services (inc Health, care, police, education);
  - c. We will use our commercial assets to generate income to support service delivery;
  - d. We will use our assets to create efficiencies and reduce service costs, for example to reduce reliance on out of city placements for people with complex needs;
  - e. Assets should support CYC and partners to achieve joined up services and improved outcomes - buildings should not be exclusive to one particular service and community spaces should where possible be flexible and adaptable to support a range of uses.
  - f. We will acquire or hold assets to drive economic development or regenerate an underperforming part of the city;
  - g. We will use assets to deliver and accelerate housing provision in the city.

- h. We will ensure assets comply with the Council's Sustainability policies and we will explore opportunities, where financially viable, to reduce the carbon footprint and water use across our retained estate;
- i. Assets should be operated by the community where a community group is best placed to deliver outcomes;
- j. We should use assets to support area based working - through a three zone city model;
- k. Where schools become Academies we will work to maximise the use of education land to the benefit of education and wider community use.

### **Our Estate**

11. The councils' property estate is large and extremely varied with 1250 assets with a value of £367m (including schools valuing £188m) generating an annual income of £5.29m. This estate can be classified into three separate blocks:-
  - Operational and Community Assets
  - Commercial portfolio
  - Surplus land for housing delivery

### **Operational and Community Assets**

12. In addition to our core administrative buildings at West Offices and Hazel Court, council staff operate out of a number of buildings in community settings. In addition we own and operate community facilities in the same communities, some of which are operated by the council whilst others are operated by other organisations such as community groups.
13. These arrangements are largely historic but over the last few years we have implemented programmes of service change which have led to remodelling of the asset base e.g. Children's centres and Older People's Accommodation.
14. The rationalisation of administrative and community buildings and centralisation of staff, coupled with the letting of office space in West Offices to achieve income generation, have placed a pressure on council space in the building. A further report will be brought back to Executive setting out plans for core office provision for staff and the delivery of the income target.

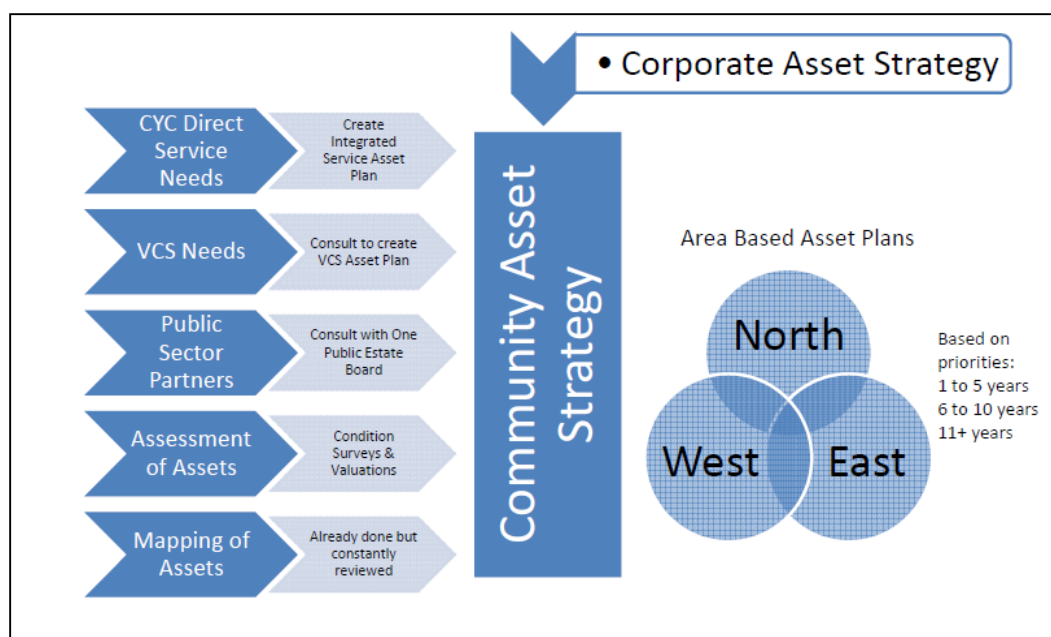
15. There are however still a large number of staff working out of community settings and we need to develop proposal for the future location of staff in community settings that align with community provision in those same areas. As we develop our future plans we want to apply the principles set out in this report to maximise the positive impact of our estate and to ensure a cohesive plan for the location of CYC staff and the effective operation of community assets.
16. We have continued to transfer assets to the community where a community group are able to use the asset for improved community or social outcomes but this process is most effective when it is developed in partnership with communities to develop shared visions, collaborative proposals and when we ensure that groups taking on the responsibility for operating assets have the support and capability to do this successfully. This can be a resource intensive and time consuming process carefully managed and properly resourced.
17. There is not a one size fits all solution to shape community provision. Each area has a different starting point and has different needs. Rather than devising a high-level, theoretical vision and then trying to apply this top down approach across a range of different localities with different needs and starting points we need to do a more detailed piece of work to understand :-
  - Changing service delivery models in our people and place based services
  - The potential for collaboration with our partners in the city especially health and specifically GPs
  - The state of our estate, the future liabilities and the potential of our assets.
  - Through engagement with our communities, to better understand what they value and what they need.

### **Developing detailed plans for Community Assets**

18. The principles set out in this report need to be built into a comprehensive plan for our community assets. In order to create this plan we need to :-
  - a. Update our intelligence on our current estate – undertaking up to date condition surveys and valuations

- b. Capture service needs and build into an integrated CYC service strategy
- c. Work with partners to develop ideas for co-location and integrated service delivery
- d. Pursue options within the OPE programme for specific exemplar projects with partners
- e. Escalate the importance of asset strategy with partners and seek top level commitment to joint working on specific projects.
- f. Develop a programme of community engagement in three zones to develop our understanding of community capacity, strengths, needs, aspirations and opportunities.
- g. Develop a high level business plan and phasing plan to deliver the Community Asset vision. This will potentially require investment which will need to be delivered by some disposals and will also need to deliver some ongoing revenue savings. This may be expressed as a series of opportunities that will be decided upon on a case by case basis as each proposition is worked up in detail.
- h. Revise the Administrative Accommodation strategy for the next 5-10 years. In order to achieve budget income targets from leasing desk space out at West Offices.
- i. The development of a Community Asset Strategy will require additional resources estimated at £165k over 2 years to fund staff resources, surveys and valuations.

19. The diagram below shows how the Community and Operational Asset Strategy can be developed through a sequential process of identifying needs through to the completion of three area based community assets plans.



## Indicative Programme

20. The development of the Community Asset Strategy will take time to coordinate and evolve through community and partner conversations. It is important to note that this will be an iterative process that will require flexibility in terms of application. The speed of delivery and results will highly depend on the volume of resources targeted to this work stream. The programme shown below is only indicative but sets out an early view of how phasing this project could be achieved.

No.	Indicative Programme	2018				2019				2020			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1	<b>Create Integrated Service Asset Plan</b>												
	Review Library Service Asset needs												
	Review Children's Service Assets needs												
	Review Adult's Service Asset needs												
	Review Housing Service Asset needs												
	Review Public Health Service Asset needs												
	Other service reviews to be determined												
2	<b>Creating a central data base on assets</b>												
	Mapping assets												
	Space appraisals												
	Condition & valuations												
3	<b>Consultation with Voluntary Community Sector</b>												
	Community engagement - North area												
	Community engagement - East area												
	Community engagement - West area												
4	<b>One Public Estate Partnership Consultation</b>												
	OPE Partners Meetings												
5	<b>Area Asset Based Plans Created</b>												
	North Area Draft Community Asset Plan												
	East Area Draft Community Asset Plan												
	West Area Draft Community Asset Plan												
	Consultation on draft plans												
	Short, Medium and Long term priorities set												
6	<b>Implementation</b>												
	Resources identified to delivery projects												

Phases	One
	Two
	Three
	Four

## Resources

21. This is a significant programme of work which will require investment to deliver and cannot be accommodated from within existing limited staff resources. The management of this work stream will be the responsibility of the whole Corporate Management Team.
22. This work is substantial and cannot be achieved within existing staff resources his will require a full-time project manager to drive the work streams, have responsibility for creating the community relationships that are needed if this approach is going to be successful and report progress back to the Corporate Management Team. In addition, a part-time surveyor will be required from the Asset Management Team to coordinate all the space appraisals and building condition surveys. The estimated cost over two years is £115k based on 1.5 FTE at grade 9. A budget will also be required of approximately £50k to commission building condition surveys

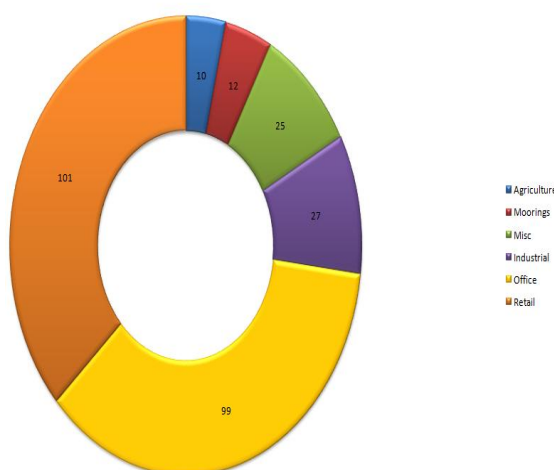
and valuations to inform the strategy, giving a total budget requirement of £165k.

- 23. It is proposed that the one off costs of preparing the strategy are met by contingency. The council's contingency currently stands at £926.6k and this allocation will reduce the value to £761.6k.
- 24. The strategy will give rise to a series of business cases which may deliver ongoing savings but may require investment in order to do so which could be funded from the potential disposal of surplus assets.

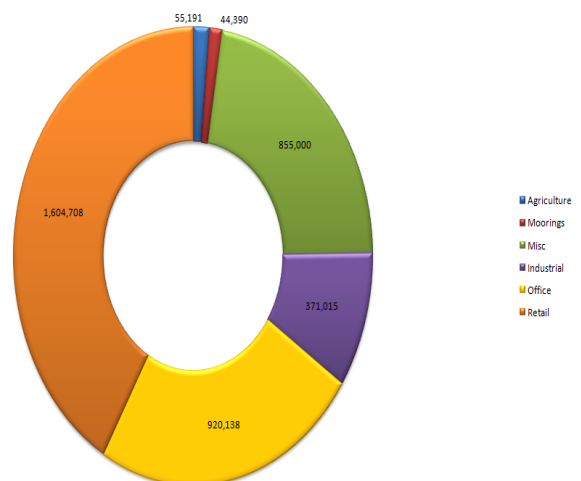
**Commercial Assets**

25. Our Commercial Estate is an essential income generator. The council owns 492 commercial assets and there are 1,074 occupational commercial agreements relating to those assets. The portfolio generates £4.28m pa, rising to £5.29m when you include West Offices. These figures do not yet include the newly acquired Swinegate properties which are subject to contract and which will substantially increase the portfolio's annual income. The assets range in use with the majority office and retail with some use types such as retail generating higher yields than others such as agricultural. The graphs below illustrate the property portfolio by asset use. These figures exclude minor agreements as well as operational property such as school and community lettings and the income from West Offices.

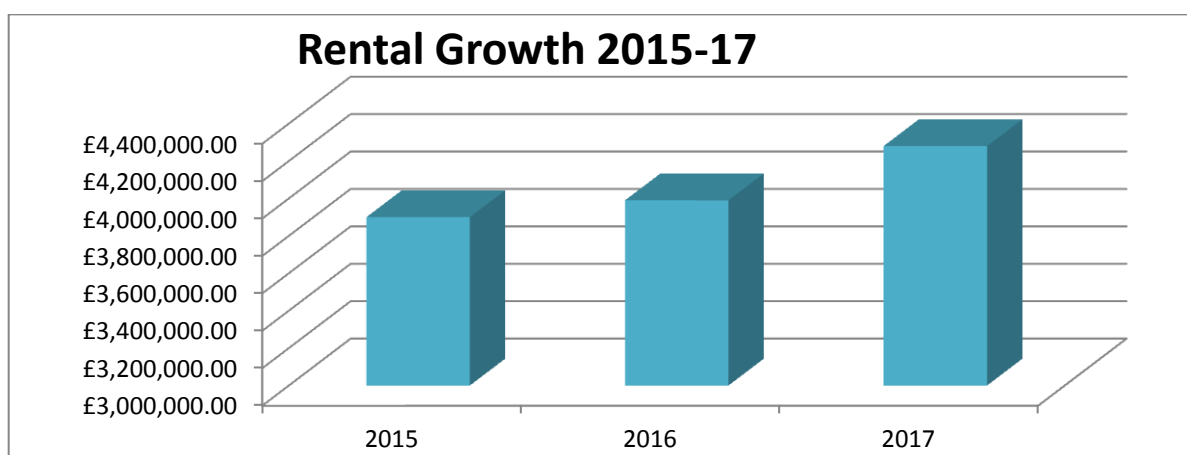
No's of Asset by Type



Asset Type by Annual Income



26. The Estate was assembled over a long period of time often to safeguard buildings at risk (the Shambles) or to prepare for large capital schemes. We purchased a number of premises on Gillygate for an aborted inner ring road scheme in the 1960s. Many of these assets deliver a good financial yield and the income is an important part of our overall financial strategy.
27. The long term financial strategy identifies an increased income target of £1m pa over 4 years (excluding West Offices for which there is an additional target of £1m pa.) This has been achieved to date and through strategic acquisitions such as Swinegate and Hospital Fields Road and plans are in place to deliver the full target. The graph below shows the increase in commercial rental income over the last 2 years.



28. It is proposed that the Commercial Asset team continue to explore further commercial investment opportunities and bring back to members opportunities to generate further income whilst enabling the improvement and regeneration of areas of the city that may be struggling to maintain their character or economic vibrancy.
29. The Commercial Asset team recently took the management of the Eco Centre at Clifton Moor back in house from an outsourced contract and through effective management have managed to turn a fairly significant loss into a small surplus. When the Guildhall opens it is proposed that that will also be internally managed to ensure the council take the full financial benefit from the scheme.

### **Assets for Housing Delivery**

30. In March 2017 Executive considered a report setting out the principle of using surplus public sector land assets to increase the volume and accelerate the pace of housing delivery in the city. The report identified that York needs more homes to address the shortage of supply across all tenures and to address a local housing market that is characterised by high

demand and high prices. The existing market dynamic of mismatched supply and demand leads to :

- Difficulty in providing affordable housing for those in greatest need (high land prices)
- An inflationary impact upon private rent levels creating an affordability gap even for those on middle incomes
- Escalating house prices meaning that the option for home ownership is out of reach even for those on median incomes

31. This in turn impacts upon the long term health and growth potential of our economy which requires a readily available and diverse housing supply at different price points. There is a strong need for affordable housing in York, both because house prices (to buy and to rent) are higher than regional averages and incomes are lower than regional averages:

32. Executive agreed to :-

- Enter into a Memorandum of Understanding (MoU) to establish a strategic partnership for housing development and investment with the Homes & Communities Agency.
- Agree that a detailed business case for council-led housing development, including project management, governance, funding arrangements and risk assessments be presented for Executive approval.
- Agree that the council will explore partnership and funding opportunities to deliver accelerated housing on public land.

33. A Memorandum of Understanding (MoU) has been agreed with the Homes and Communities Agency (HCA) and the HCA have selected 5 CYC sites to go through to the next round of the bidding process for the Accelerated Construction programme. This will involve the development of site by site business cases prior to a further stage of evaluation which may eventually lead to some upfront enabling financial support and risk sharing.

34. The detailed business case work is ongoing and a report will come to Executive in November setting out the business case and analysis of different delivery mechanisms, the relative timescales of each of these approaches, the legal advice regarding our powers to develop housing outside the HRA. It is likely that the council will need to establish an arms length trading company in order to either directly deliver housing outside the HRA or enter into a joint venture to do so.



35. The November report will also identify which sites will be recommended for consideration for housing development and which will be proposed for disposal to generate a capital receipt. It will summarise financial commitments already agreed by Executive based upon earmarked capital asset receipts and will demonstrate how these will be delivered.

### **Consultation**

36. The Asset Management Strategy is an important area of long term policy development and would benefit from cross party input before detailed plans are devised. It is therefore recommended that the Economy and Place Policy Development Committee are asked to consider the Asset Management Strategy as part of their work plan for the year, and to bring back to Executive any suggested amendments to this strategy. In the meantime the principles set out in this report will continue to inform decision making.
37. The next stage in the development of the Community Asset Strategy will require significant public engagement and consultation.

### **Council Plan**

38. The strategy will assist in the creation of a Prosperous City for All, and be a Council that listens to residents particularly by ensuring that :
- i. Everyone who lives in the city can enjoy its unique heritage and range of activities.
  - ii. Residents can access affordable homes while the greenbelt and unique character of the city is protected.
  - iii. Visitors, businesses and residents are impressed with the quality of our city.
  - iv. Local businesses can thrive.
  - v. Environmental Sustainability underpins everything we do.
  - vi. We are entrepreneurial, by making the most of commercial activities.
  - vii. Engage with our communities, listening to their views and taking them into account.

### **Implications**

39. Financial - The budget strategy has identified that additional budgetary targets are to be set relating to increasing revenues from the council's commercial portfolio and West Offices. The need for an updated and refreshed asset strategy is a key tool in being able to deliver these increased revenues.

Human Resources (HR) – Recruitment to new posts will be undertaken in line with HR policies

Equalities – There are no equalities implications

Legal – There are no legal implications

Crime and Disorder – Crime and disorder implications for individual assets and community facilities will be considered as part of the development of the Community Asset Strategy.

Information Technology (IT) – There are no information implications.

Property – Implications are included in this report.

### **Risk Management**

40. The risk of not developing an Asset Management Strategy would leave the Council with a very short term view of its own assets and will not fully consider the range of possibilities for their future use and may endanger the achievement of financial targets associated with the council's property portfolio.
41. New service delivery models such as; Local Area Co-ordination and Local Area teams are seeking efficiencies from tactically moving into community buildings to not only save money but to provide better outcomes. Without this overarching strategy there is a risk that services may not be able to make the savings they have identified based on new delivery models.

### **Contact Details**

Authors:	Chief Officer Responsible for the report:
Tracey Carter - Assistant Director for Regeneration and Asset Management	Neil Ferris Corporate Director of Environment & Place

Report  
Approved



20.09.17

Specialist Implications Officer(s) List information for all

Financial

Patrick Looker

Finance Manager

551633.

Legal

Gerard Allen

Senior Solicitor

552004.

Wards Affected

All



For further information please contact the authors of the report

Background Papers:

[Corporate Asset Management Plan 2011 – 2016](#)

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Annex B

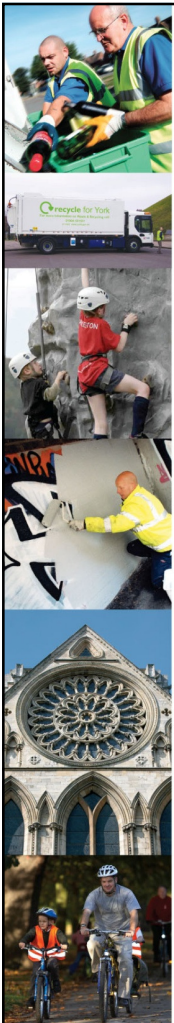
**Economy & Place Policy Development  
Committee  
8<sup>th</sup> November 2017  
CYC Asset Management Strategy**



Annex B

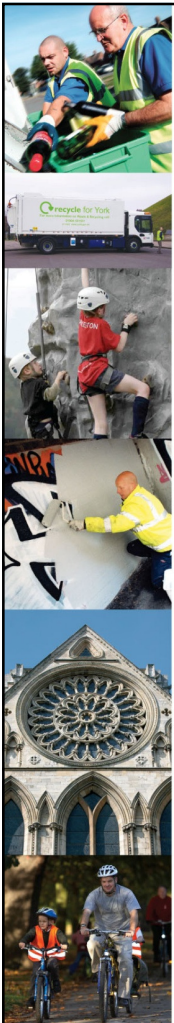
## Old Strategy

- Make best use of publicly owned assets across York
- Encourage shared use of property resources
- Minimise cost of occupation of land and buildings
- Ensure the assets comply with the Council's Sustainability policies including the Carbon Management Policy.



# Direction of Travel

## Annex B

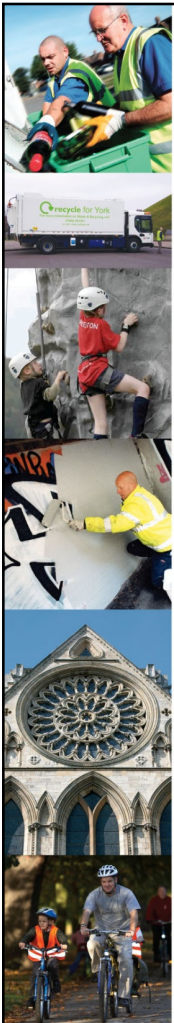


- **Council accommodation** – in 2012 we moved from 17 buildings to 2
- **Regeneration of key city centre areas** to make them economically and socially active e.g. York Central and Castle Gateway.
- **Finding new economically viable uses for historic buildings** – e.g. West Offices and The Guildhall.
- **Investing in important historic buildings** to make them fit for purpose for the next generation e.g. Mansion House.
- **Proactive expansion and commercially focussed management** of our Commercial Estate which generates over £4.28m pa revenue to support Council service delivery.
- **Strategic acquisitions of high performing commercial assets** (such as Swinegate) and the disposal of poor performing assets (e.g. Stonebow House).
- **Disposal** of a number of surplus assets to generate capital receipts.





Annex B



- **Older People’s Accommodation** – remodelling of service provision
- **Libraries** – the development of library premises into multi-use community facilities (the Centre@Burnholme, New Earswick Folk Hall, and Haxby Memorial Hall)
- **Community Centres** – Undertaking community asset transfer where there is a strong voluntary group with a compelling business case.
- **Young People’s Services** – Youth Centres have moved from direct CYC delivery to create community capacity allowing voluntary and charitable youth providers to use CYC assets.
- **The development of Local Area Teams** (LATs) has included the rethinking of how to use Children’s Centres. The alternative use of these buildings has been informed by the Haxby Road development.
- **Sports provision** - Bowling Greens/tennis clubs/cricket pitches etc – asset transfers to community groups
- **Allotments** –transfer to a community group.
- **Public Toilets** – leased as part of a service contract to bring in capital investment and reduce costs.

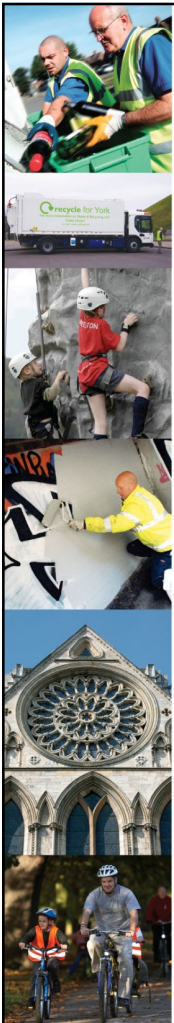




Annex B

# One Public Estate

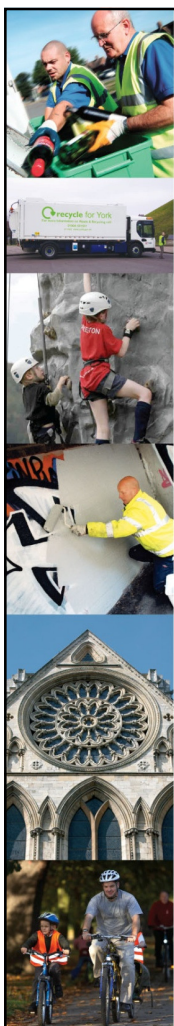
- Create economic growth (homes and jobs)
- Encourage more integrated and customer-focused services
- Generate capital receipts
- Reduce running costs



Annex B

# New Objectives

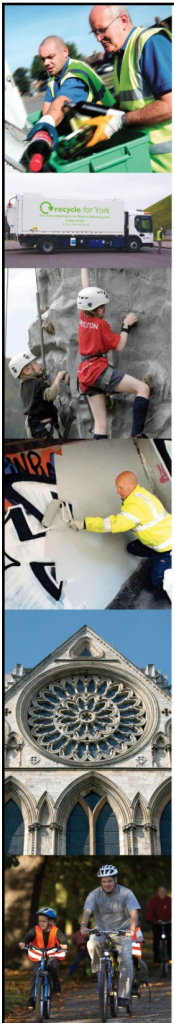
1. To use our assets to deliver policy goals
2. To operate our estate efficiently and dynamically to support the effective delivery of council services;
3. To use council assets to generate maximum income in order to support the delivery of council priorities.



# New Principles - 1

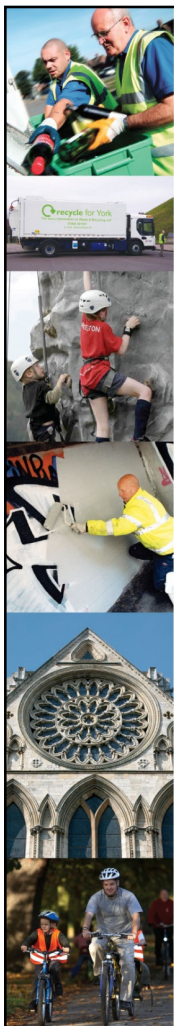
Annex B

1. We will use our assets to maximise positive outcomes for our communities;
2. In order to protect direct services we should reduce the overall cost of the estate through:-
  - rationalisation of assets
  - disposal of poor quality assets
  - exploiting commercial opportunities
  - co-location of Council and other public sector services (inc Health, care, police, education);
3. We will use our commercial assets to generate income to support service delivery;
4. We will use our assets to create efficiencies and reduce service costs, for example to reduce reliance on out of city placements for people with complex needs;
5. Assets should support CYC and partners to achieve joined up services and improved outcomes - buildings should not be exclusive to one particular service and community spaces should where possible be flexible and adaptable to support a range of uses.



## New Principles - 2

Annex B



6. We will acquire or hold assets to drive economic development or regenerate an underperforming part of the city;
7. We will use assets to deliver and accelerate housing provision in the city.
8. We will ensure assets comply with the Council's Sustainability policies and we will explore opportunities, where financially viable, to reduce the carbon footprint and water use across our retained estate;
9. Assets should be operated by the community where a community group is best placed to deliver outcomes;
10. We should use assets to support area based working - through a three zone city model;
11. Where schools become Academies we will work to maximise the use of education land to the benefit of education and wider community use.



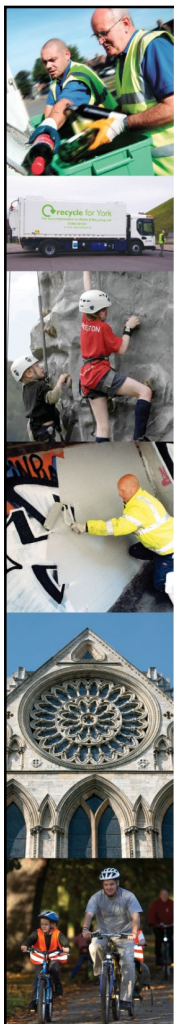
Annex B

# CYC Portfolio

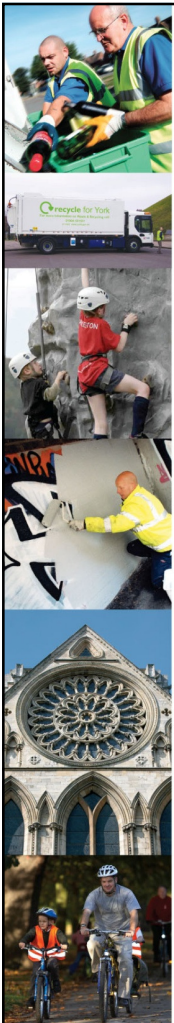
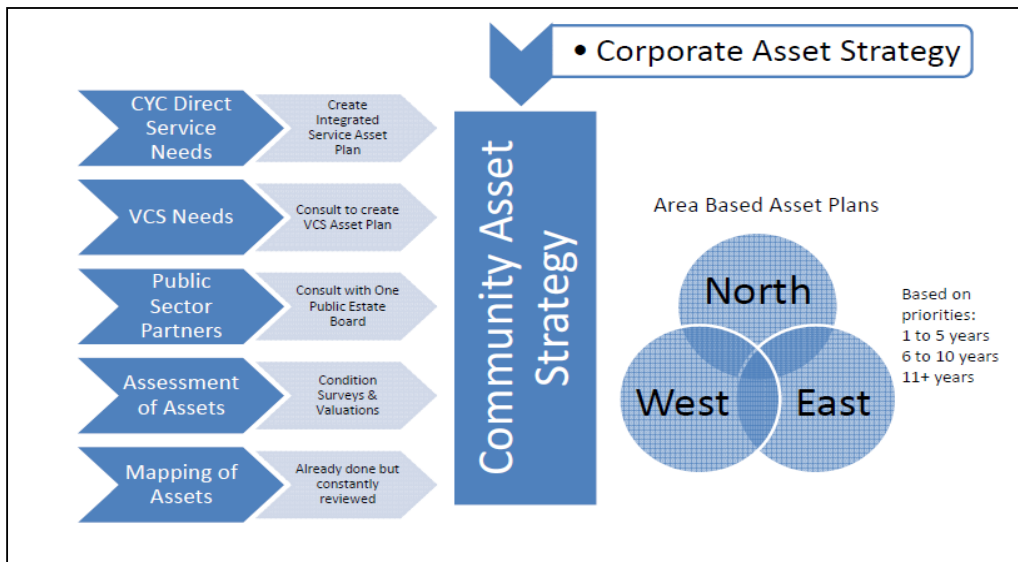
1250 assets with a value of £367m (including schools valuing £188m)

Generating an annual income of £5.29m.

- Operational and Community Assets
- Surplus land for housing delivery
- Commercial portfolio



# Developing a Community Asset Strategy

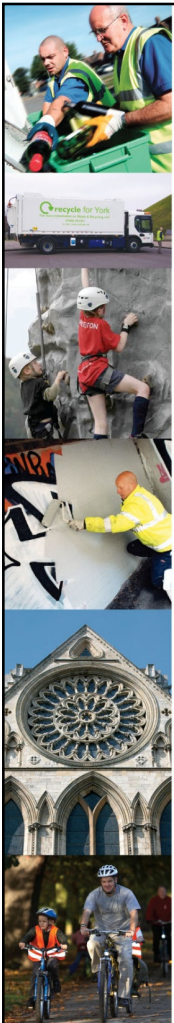


# Housing Delivery

Annex B

Executive agreed in March 2017 to:

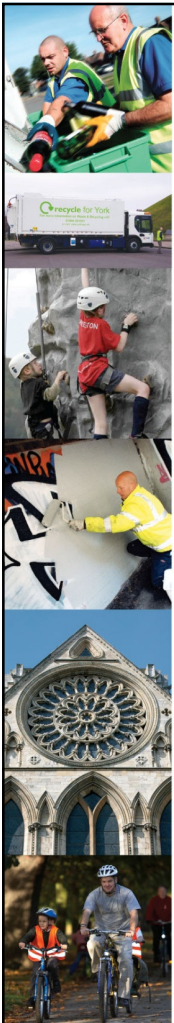
- Enter into a Memorandum of Understanding (MoU) to establish a strategic partnership for housing development and investment with the Homes & Communities Agency.
- Agree that a detailed business case for council-led housing development, including project management, governance, funding arrangements and risk assessments be presented for Executive approval.
- Agree that the council will explore partnership and funding opportunities to deliver accelerated housing on public land.





# Commercial Portfolio Annex B Composition

- CYC owns 1,246 property assets (comprises all assets such as; schools; commercial property; land).
- Of these; 492 assets have 1 or more commercial tenants. Some assets have multiple tenants.
- There are 1,074 occupational commercial agreements within the 492 asset base.





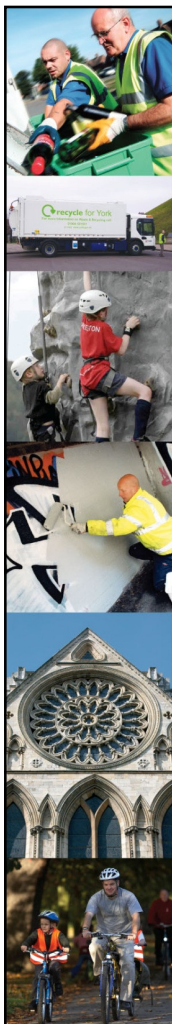
Annex B

# Portfolio Composition

- Assets provide CYC with £5.29m per annum.
- This is made up of commercial assets' rental income, including West Offices
- £1.01 million pa is rental and contribution to running costs from commercial lettings within West Offices.
- £4.28m pa from portfolio exc. West Offices

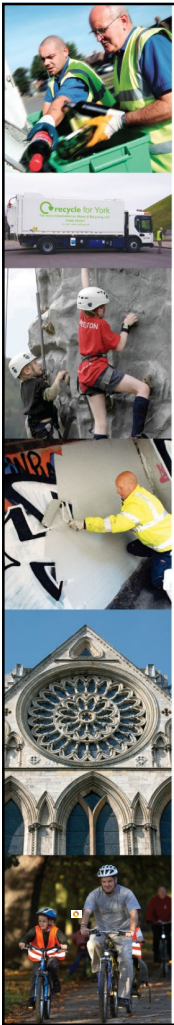
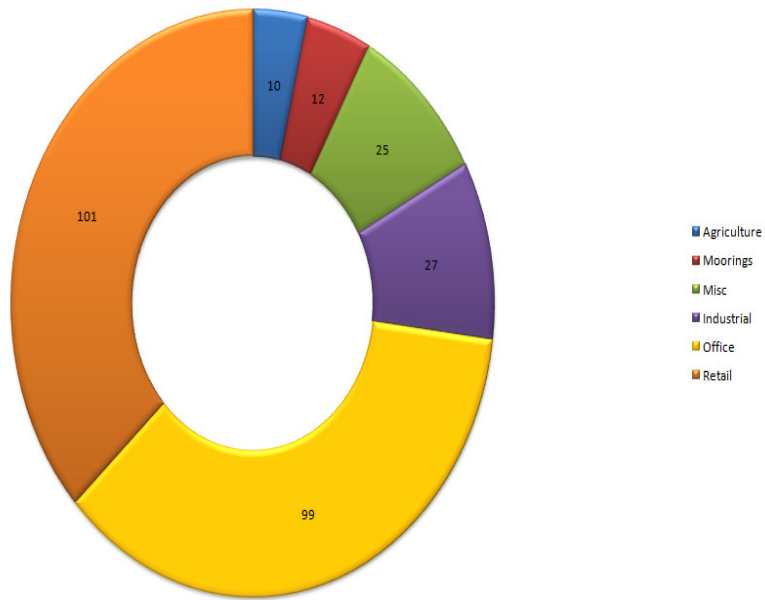
Of which;

- c.£3.4m pa is from just 270 commercial assets



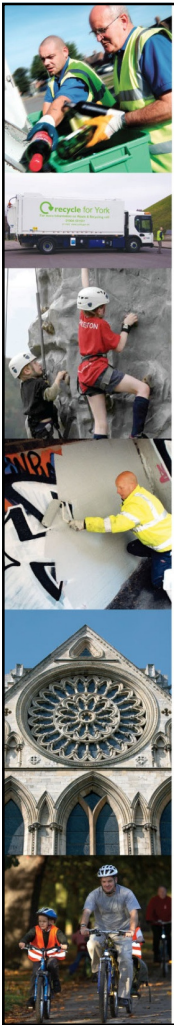
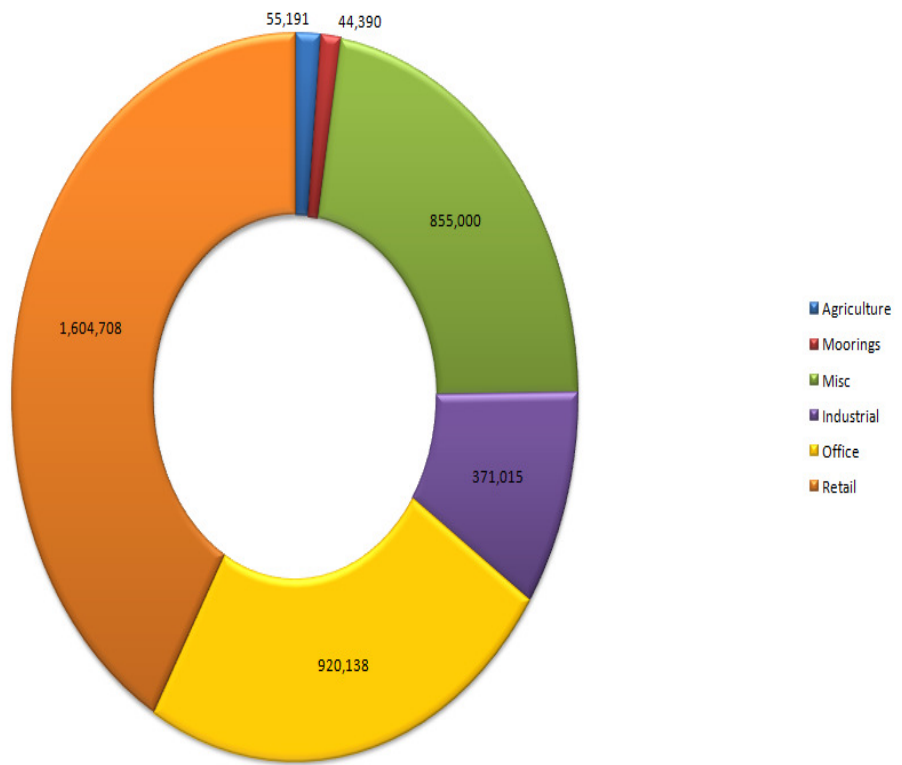
# Portfolio Composition Annex B

No's of Asset by Type



Annex B

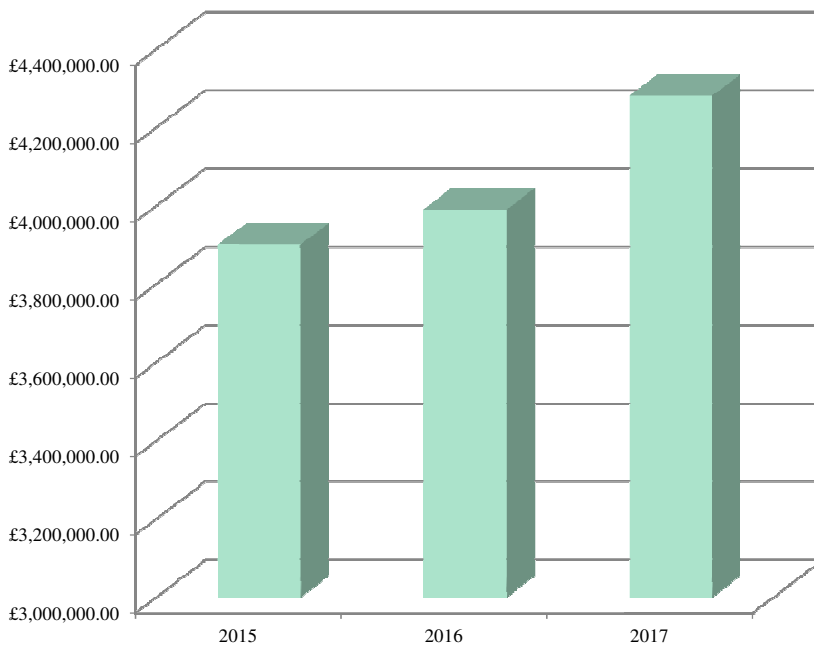
Asset Type by Annual Income



Annex B

# Portfolio Performance **Exc.** West Offices

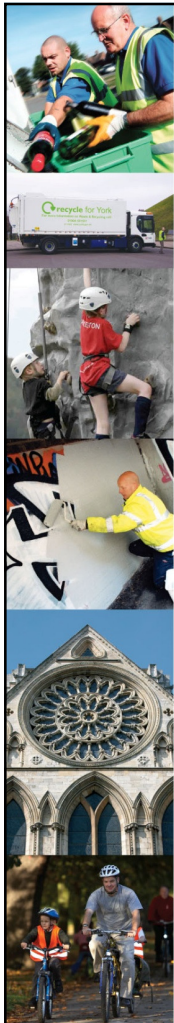
Rental Growth 2015-17



Increase of  
£380,000pa  
since 2015,  
plus Eco  
Centre mgt  
cost savings



# Top Growth 'Performers' over 2 years



+£664,000pa New West Offices rents & service charge income

+£75,000pa Racecourse

+£71,000pa Hospital Fields Rd acquisition (gross income after acquisition)

+£51,000pa Eco Centre plus additional mgt costs saved (c. £130,000pa total)

+£30,000pa Shambles

+24,000pa The Hub, Wellington Row

+£15,000pa Archways

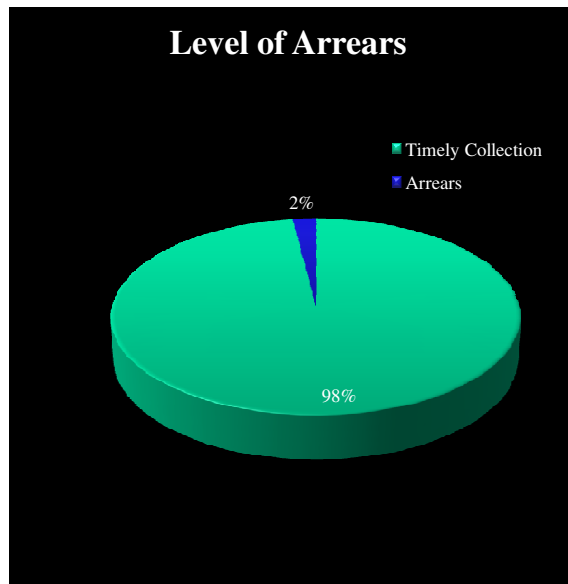
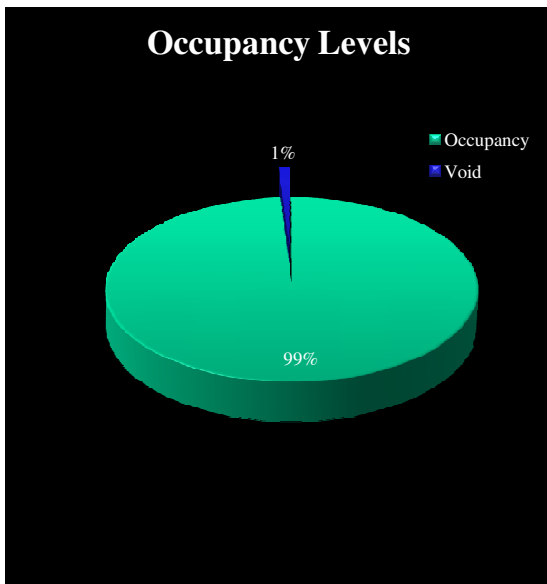
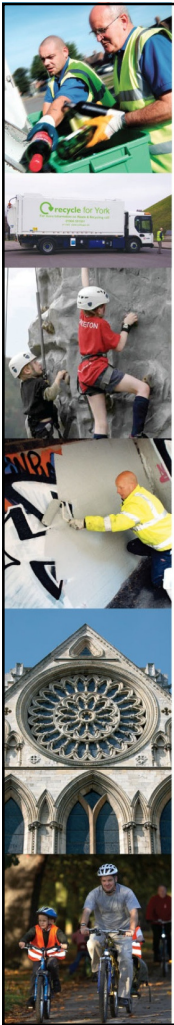
+13,000pa Caravan Club Terry Avenue



Annex B

# Key Performance Indicators

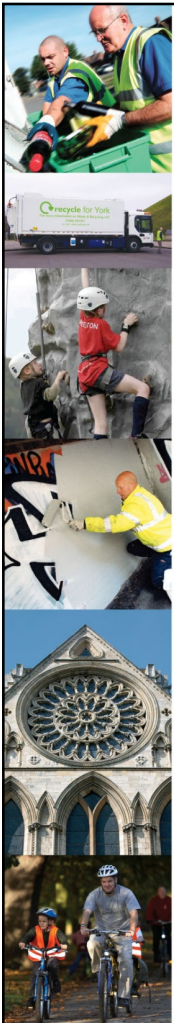
Low vacancy rate 1%    Low Arrears Levels 2%





Annex B

## Eco Centre Amy Johnson Way (63 unit office / workshop facility)



- Brought management in house & achieved considerable savings.
- Premises now fully let and have increased lettable space by leasing previous management suites.
- Removal of significant fees to mgt company.
- Significant annual loss turned to small annual surplus
- Future opportunity in 2019 to restructure head lease.

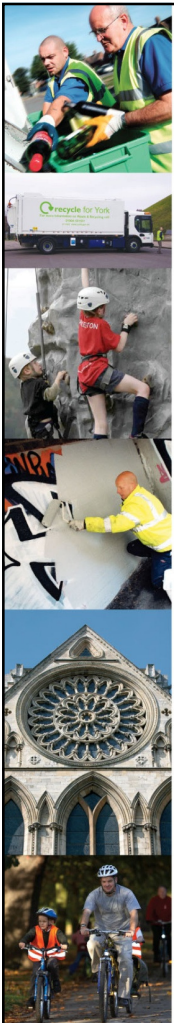


# The Shambles

Annex B



- Increased income across key asset of Shambles through successful letting of empty units which has established higher rental tone.
- Rental levels up by c.15-20%
- Council own c.70% of street
- Good sense to acquire remainder if opportunity arose
- Investment in improved fire protection being looked at





# Strategic Sales & Acquisitions <sup>Annex B</sup>



- Sale of ground leases (Stonebow House and Layerthorpe) achieving high capital values at low yields.
- Acquisition of high income producing strategic assets with future potential (Hospital Fields Road)
- Sale receipts c£1m with present income of £11,500pa
- New purchases c£1.1m with income of c£90,000pa



# Swinegate

Annex B



- Full Council & Executive approved the purchase of Swinegate East & West July 2017 setting a capital budget of £15m. Purchase price confidential.
- Anticipated completion of purchase early October 17.
- c40,000 sq ft of accommodation providing retail, leisure and office space, fully let or under offer to multiple occupiers
- Income from property will significantly exceed council borrowing costs, thus helping to plug the savings gap.
- Voids & mgt costs have been factored in.

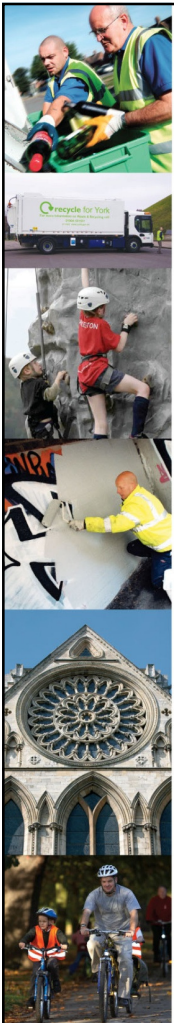


# Guildhall

Annex B



- £12 million scheme to refurbish and provide lettable accommodation in heart of city.
- Seeking tenant for restaurant
- Planning consent achieved
- Construction contractor procured
- Renegotiation of mooring leases to accommodate Guildhall works
- Increase in mooring and boatyard rents



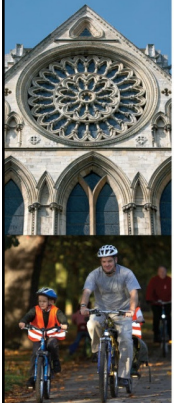


# Castle Gateway

Annex B



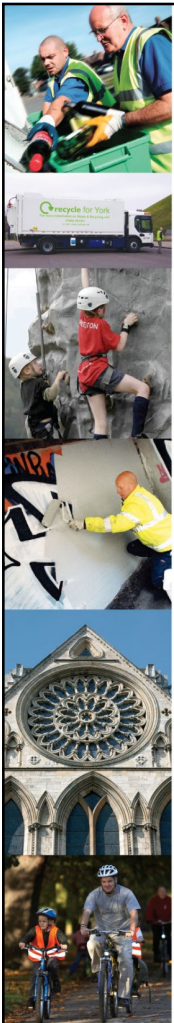
- My Castlegateway consultation
- Master planning underway
- Commercial development potential from:
  - St George's Field
  - Castle Car Park
  - Castle Mills Car Park
  - Coppergate lease extension
  - 17-21 Piccadilly



# Summary

Annex B

- Strong performance of property portfolio in terms of rental growth and low vacancies/ levels of arrears.
- Income supports funding of council services
- Pro active opportunities taken to restructure leases and facilitate redevelopment/ regeneration
- Pro active acquisition of property offering strong rental performance and providing greater ownership of York centre to ensure ongoing economic vibrancy.
- Further purchase opportunities to be considered going forwards which would benefit the council financially/ facilitate regeneration/ protect character of City.



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**Economy & Place Policy Development**

21 March 2018

Report of the AD Legal &amp; Governance

**Creative Industries Update****Summary**

1. This paper provides Members with an introduction to the ongoing work of partner organisations across the city which will address some of the findings arising from the previously completed scrutiny review on the 'Impact of the Arts and Culture Sectors on the Economy of York'. The report proposes Members continue their consideration of the ongoing work at their next meeting in May 2018.

**Background**

2. In January 2018 this Committee concluded the 'Impact of the Arts and Culture Sectors on the Economy of York' scrutiny review, originally undertaken by the former Economic Development & Transport Policy & Scrutiny Committee.
3. As part of their work on the scrutiny review, the Scrutiny Task Group used the findings from an independent review of Creative Industries undertaken by Sir Peter Bazalgette (published in September 2017), to reflect on their findings.
4. The Bazalgette Review was commissioned by the Government's Business and Culture Secretaries as part of the activity projected by the Industrial Strategy Green Paper. In preparing the Review report, its author worked closely with the Creative Industries Federation (a large membership based advocacy body) and the smaller industry-led Creative Industries Council.
5. The recommendations arising from the Bazalgette Review formed part of ongoing Government policy, including 'Sector Deals' for specific areas of the economy, with a core recommendation that a £500m fund be used to support Creative Clusters as part of a Sector Deal, using the City Deal model currently employed in English regions.

6. The Review Report also referred to the existing Arts and Humanities Research Council Creative Clusters programme to invest £39m in industry-driven research and development activity.
7. The Bazalgette Review focussed on 47 creative clusters across the country previously identified within a similar report published by NESTA in September 2016 - 'The Geography of Creativity in the UK'. Those clusters had been identified based on 'travel to work areas' and using economic indicators.
8. The scrutiny review Task Group found that even though York was named in the report as an example of a location where there was significant creative activity, and that it had many of the same preconditions for success, it was not identified as one of the 47 creative clusters. The Task Group concluded that in part, this was due to the way the supporting data had been collected and that the city had not contributed the appropriate data at the appropriate time (the Creative and Digital Industries in the city have not been mapped in 9 years since the Burns Owen Partnership report in 2009).
9. When considering the draft final report, this Committee therefore questioned whether there was anything the Council could do to support the city's creative industry sector, particularly with regard to improving recognition of its strengths and raising the city's profile as a creative hub, and thereby improving its opportunities to access the available associated funding.

### **Update on York's Creative Sector**

10. Since the conclusion of the 'Impact of the Arts and Culture Sectors on the Economy of York' scrutiny review, Science City York (SCY) have been mapping, surveying and consulting with the existing Creative and Digital businesses in the city, trying to understand the strengths and challenges those industries are facing and where most value can be added now and over the next 5 years. They have consulted with over 200 creative businesses, including 138 businesses in our survey, 15 one to one interviews, 4 workshops (average 15-20 people per workshop) and 3 creative dinners (20 per dinner).
11. Initial findings show 4 main areas for development:



- **Visibility** of the businesses at a local, regional and national level to encourage new businesses and freelancers, inward investment and increased opportunities for those businesses.
  - **Talent Pipeline** in a way that reflects the nature of the business needs. Traditional apprenticeships were seen as the least desirable way of introducing new talent into the industries.
  - **Business Development** including portfolio development, regularity of work, pricing and education of non-creative businesses in how to engage with the Creative Sector.
  - **Workspace** is paramount, and the preference is city centre, applying a 'hub and spoke' model of linking together the different 'creative camps'.
12. SCY are now developing a Creative Industries Strategy for the city with Actions in advance of a May Launch. They envisage a longer piece of work setting out the background, policy evidence and rationale, a shorter strategy document and a section on short, medium and long terms actions to be delivered by SCY, the Guild of Media Arts, the business community, the Universities and the Council where appropriate.
13. Workspace  
Initial actions will be around identifying spaces for businesses to start, grow and thrive in the city and early conversations are underway with partner organisations across the city on a number of possible opportunities.
14. Business Development  
Initial conversations with York St John University are underway to explore a Summer Business boot camp, to provide a comprehensive route for new businesses to learn and grow. Networking events and opportunities for businesses to meet new people and find shared opportunities has also been flagged as really important.
15. Talent Pipeline  
Work is ongoing to explore (a) the alternatives to the apprenticeships route for creative and digital micro-businesses, with a particular focus around freelancers and flexible work based development of emerging creative and digital practitioners and (b) how to retain graduates and attract new, wealth generating individuals and businesses to set up and stay in the city.

16. Visibility

Suggestions include developing a new platform for sharing good news stories and successes, and new cutting edge content in a multimedia format. This is intended to reflect the 'Media Arts' nature of the businesses in York and will contain film, moving image, animation, podcasts, vlogs, blogs and images. The content could be generated by SCY, businesses and wider stakeholders. There is also a PR and Communications need to communicate the successful nature of the city's cutting edge businesses at a national and international level. A recent good example is the inclusion of a York Company 'Bright White Ltd' in the latest Digital Culture paper from the Cabinet office – see:

<https://www.gov.uk/government/publications/culture-is-digital/culture-is-digital>

### **Next Steps**

17. Endorsement - The draft strategy will need to be endorsed by the city stakeholders i.e. CYC, the Universities, the large creative and cultural institutions and the businesses, to demonstrate it is the right direction of travel and that the city is committed to supporting the delivery of its action plan over the next 5 years. The Council's new Head of Economic Growth is currently in negotiations with SCY on the draft strategy and on the Council's role in supporting it.
18. Governance - The creation of a steering group which includes an officer representative from CYC, to help ensure the activities and recommendations are carried out over the next 5 years in the city.
19. Visibility - 100 creative digital stories will need producing in the first instance and a platform to house the content will need to be developed. SCY are committing some staff resource to this but will need help with funding this extra work.

### **Report Recommendation**

20. It is proposed that the Council's new Head of Economic Growth be invited to attend the next meeting of this Committee to:
- i) Further explore the Council's role in supporting the city's new Creative Strategy

- ii) Provide a progress update on the priorities within the city's current Economic Strategy

Reason: To assist the committee in identifying items for its workplan for the coming municipal year.

**Contact Details**

**Author:**

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel No. 01904 552054

**Chief Officer Responsible for the report:**

Andrew Docherty  
AD Legal & Governance

**Report Approved**  **Date** 12 March 2018

**Specialist Implications Officer(s)** N/A

**Wards Affected:**

**All**



For further information please contact the author of the report

**Background Papers:** None

**Annexes:** None

**Abbreviations:**

CYC – City of York Council

PR – Public Relations

SCY – Science City York

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### Economy & Place Policy Development Committee Workplan 2017-18

22 June 2017	<ol style="list-style-type: none"> <li>1. Workshop on Long Term Workplan 2017/19 - Officer Presentations on Policy Opportunities in Transport, Regeneration Waste &amp; Public Realm</li> <li>2. Draft Workplan 2017/18</li> </ol>
26 July 2017	<ol style="list-style-type: none"> <li>1. Attendance of Deputy Leader (Economic Dev) &amp; Exec Mbr for Environment - Priorities &amp; Challenges for 2017/18 (attendance confirmed)</li> <li>2. Introductory Presentation on CYC Fleet Generated Emissions in support of proposed CYC Emissions Policy Development Review</li> <li>3. Workplan 2017/18</li> </ol>
27 Sept 2017	<ol style="list-style-type: none"> <li>1. Attendance of Exec Mbr for Transport &amp; Planning - Priorities &amp; Challenges for 2017/18</li> <li>2. Presentation on the Medium Term Future of Urban Transport (Darren Capes)</li> <li>3. Impact of Arts &amp; Culture on York Economy Scrutiny Review - Draft Final Report</li> <li>4. Workplan 2017/18</li> </ol>
Early Nov 2017 - TBA	<p>Informal Workshop – Presentation on the Strategic Management of CYC’s Commercial Portfolio &amp; the Development of CYC’s Asset Management Strategy</p>
22 Nov 2017	<ol style="list-style-type: none"> <li>1. Attendance of Exec Mbr for Transport &amp; Planning - Priorities &amp; Challenges for 2017/18</li> <li>2. ‘Impact of Arts &amp; Culture on the Economy’ Scrutiny Review Draft Final Report (MC)</li> <li>3. Workplan 2017/18</li> </ol>
27 Nov 2017 – TBC	<p>Informal Meeting - CYC Fleet Replacement Review - Consideration of Draft Policy &amp; Process (JG)</p>
24 Jan 2018	<ol style="list-style-type: none"> <li>1. Overview on Renewal of Make it York Service Level Agreement (CC)</li> <li>2. Draft Fleet Replacement Policy (JG)</li> <li>3. Workplan 2017/18</li> </ol>

21 March 2018	<ol style="list-style-type: none"> <li>1. Asset Management Strategy (Tracey Carter)</li> <li>2. Presentation on CYC's current Cycling Strategy &amp; Requirements for a Local Cycling &amp; Walking Infrastructure Plan (Tony Clarke)</li> <li>3. Briefing Update on York's Creative Industries Sector</li> <li>4. Workplan 2017/18 and review of Committee's performance during trial period</li> </ol>
Date TBC	Informal Meeting - Renewal of Council's Contract with Make it York, with attendance of Steve Brown
16 May 2018	1. Workplan 2017/18

- Economic Strategy – Building in Economic Metrics & Performance Assessment
- iCASP, Flood Defences & Surface Water Flooding
- Use of Plastics