



Notice of meeting of

Executive

To:	Councillors Waller (Chair), Ayre, Steve Galloway, Moore, Morley, Reid and Runciman
Date:	Tuesday, 6 July 2010
Time:	2.00 pm
Venue:	The Guildhall, York

AGENDA

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10:00 am on Monday 5 July 2010, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 8 July 2010, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

1. **Declarations of Interest**

At this point, Members are asked to declare any personal or prejudicial interest they may have in the business on this agenda.

2. Minutes (Pages 3 - 12)

To approve and sign the minutes of the Executive (Calling In) meeting held on 15 June 2010 and the Executive meeting held on 22 June 2010.

3. Public Participation

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or a matter within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 5 July 2010**.

4. Executive Forward Plan (Pages 13 - 18)

To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.

5. Minutes of Working Groups (Pages 19 - 46)

This report presents the minutes of meetings of the Local Development Framework (LDF) Working Group and the Mansion House and Mayoralty Advisory Group and asks Members to consider the advice given by the Groups in their capacity as advisory bodies to the Executive.

6. Community Stadium Business Case (Pages 47 - 168)

This reports presents the Executive with the findings of the feasibility work for a community stadium.

Note: An additional annex to the above report, Annex 15, was published on-line with this agenda on 5 July 2010.

7. York Sports Village Swimming Pool (Pages 169 - 192)

This report sets out a proposal from the University of York to provide a competition standard swimming facility for the City, to be located adjacent to the Grimston Bar Park and Ride site, and asks Members to recommend that Council approve a £3m capital grant to the project.

8. Water End Councillor Call for Action (Pages 193 - 244)

This report presents the findings of the Task Group set up to consider a Councillor Call for Action submitted by Councillors Scott,

King and Douglas in relation to traffic issues at the junction of Water End and Clifton Green, Westminster Road, The Avenue and Clifton Green. Councillor Hudson, Chair of the Task Group, will be in attendance to present the report.

9. Forward Plan Review Final Report (Pages 245 - 260)

This report presents the findings of the Effective Organisation Overview & Scrutiny Committee following their review of the Effectiveness of the Executive Forward Plan. Councillor Watt, the Chair of the Committee at the time of the review, will be in attendance to present the report.

10. Changing Executive Arrangements (Pages 261 - 266)

This report seeks support for proposed consultation arrangements prior to the determination of changes to the Council's Executive arrangements required by The Local Government and Public Involvement in Health Act 2007.

11. Organisation Review Phase 2 (Pages 267 - 316)

This report presents a proposal, and recommendations, for restructuring of roles at Assistant Director level across the City of York Council.

12. The Corporate Workforce Plan 2010-2012 (Pages 317 - 372)

This report introduces the first corporate Workforce Plan for City of York Council, setting out priority actions to take the Council's workforce through the challenging times ahead, including developing staff to deliver timely, efficient and excellent services to customers.

13. Proposal to Merge the Youth Offending Team with Young People's Services (Pages 373 - 386)

This report invites Members to agree in principle to the merger of the Youth Offending Team (YOT) with Young People's Services (YPS) under a combined Head of Service, and to commence the HR processes associated with this.

14. Urgent Business

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

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 551027
- E-mail – fiona.young@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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- find out about the rules for public speaking from the Democracy Officer.

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Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

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Holding the Executive to Account

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

MEETING	EXECUTIVE (CALLING IN)
DATE	15 JUNE 2010
PRESENT	COUNCILLORS WALLER (CHAIR), AYRE, STEVE GALLOWAY, MOORE, MORLEY AND RUNCIMAN
APOLOGIES	COUNCILLOR REID

1. **DECLARATIONS OF INTEREST**

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. No interests were declared.

2. **PUBLIC PARTICIPATION**

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

3. **CALLED IN ITEM: 20 MPH SPEED LIMIT PETITIONS FOR SOVEREIGN PARK AND DODSWORTH AVENUE**

Members re-considered the decisions taken by the Executive Member for City Strategy on 1 June 2010 in relation to a report which presented a proposed response to two petitions requesting 20 mph speed limits in Sovereign Park and Dodsworth Avenue.

The Executive Member's decisions on this item had been called in by Cllrs Horton, Pierce and Simpson-Laing and subsequently considered by the Scrutiny Management Committee (SMC) (Calling In) at a meeting on 14 June. The SMC (Calling In) had resolved:

"That Option B be approved and Resolution (ii) only, relating to Sovereign Park, be referred back to the Executive with a strong recommendation that a 20mph zone be implemented at Sovereign Park."

It was noted that no members of the SMC were in attendance. Having heard the comments of the Executive Member for City Strategy and considered the decisions in the light of the advice offered by the SMC (Calling In), it was

RESOLVED: (i) That the decisions on prioritisation agreed by the Executive Member for City Strategy, and specifically the substantial weighting given to reducing accidents when determining the use of limited resources, be supported.

(ii) That the Executive believes it is important to evaluate the results of the trial 20 mph zone in the Fishergate area, together with the results of the proposed residents' survey on introducing a city-wide 20 mph zone, before committing further resources to changing speed limits on an ad hoc basis.

(iii) That it is recognised, however, that the Sovereign Park estate does not have any through traffic and that therefore decisions on neighbourhood traffic issues such as speed limits should principally rest with local residents; consequently, the Executive would raise no objection to the early introduction of a 20 mph limit in that estate if all the costs of so doing were covered by the local ward committee.¹

REASON: In accordance with the calling-in procedure and to take account of the advice offered by the Scrutiny Management Committee (Calling In), whilst ensuring that limited resources are focused upon areas with the highest accident rate.

Action Required

1. Ensure the matter is referred to the appropriate ward committee RS

4. CALLED IN ITEM: WATER END CYCLE SCHEME EVALUATION

Members re-considered the decisions taken by the Executive Member for City Strategy on 1 June 2010 in relation to a report which advised of the outcome of the monitoring of the Water End cycle scheme and considered the effectiveness of the scheme in encouraging increases in cycling levels.

The Executive Member's decisions on this item had been called in by Cllrs Douglas, King and Scott and subsequently considered by the Scrutiny Management Committee (SMC) (Calling In) at a meeting on 14 June. The SMC (Calling In) had resolved:

“(i) That Option B be approved and Resolutions (i) to (iv) be referred back to the Executive with a recommendation that they request the Executive Member to:

- Confirm the terms under which he considered the Water End Cycle scheme a success as referred to in Resolution (i) of the minutes of the City Strategy Executive Member Decision Session.*
- Reconsider the decisions in the light of the emerging final report of the Councillor Call for Action Task Group and specifically to indicate how Resolution (ii) would address the consequences for residents of Westminster Road and The Avenue.*

(ii) That Resolution (v) not be referred back but that this Committee express its strong concern that in effect the Executive Member had pre-empted the proper constitutional and full consideration by the Executive of the final CcfA Task Group report and recommendations, on 6 July 2010.”

It was noted that no members of the SMC were in attendance. Having heard the comments of the Executive Member for City Strategy and considered the decisions in the light of the advice offered by the SMC (Calling In), it was

RESOLVED: (i) That Resolutions (i) – (iv) of the Executive Member for City Strategy be confirmed.

REASON: For the reasons set out in Minute 5 of the Executive Member for City Strategy Decision Session held on 1 June 2010.

(ii) That consideration of the results of the CcfA Scrutiny report, the Executive Member's recommendations on them and the views of the Scrutiny Management Committee, be deferred for consideration at the Executive meeting scheduled to be held on 6 July.¹

REASON: In accordance with the calling-in procedure and to acknowledge the advice offered by the Scrutiny Management Committee (Calling In), whilst ensuring that all views on this matter can be taken into account at an appropriate time.

Action Required

1. Ensure that the views of SMC (Calling In) and Executive Member are referred to in report to Executive on 6 July TW

5. CALLED IN ITEM: A LOW EMISSION STRATEGY FOR YORK

Members re-considered the decisions they had taken at the Executive meeting on 8 June 2010 in relation to a report which sought approval for the development of an overarching low emission strategy for York and provided an update on the Council's successful joint bid with Leeds City Council to become regional low emission champions.

The Executive's decisions on this item had been called in by Cllrs Alexander, Gunnell and King and subsequently considered by the Scrutiny Management Committee (SMC) (Calling In) at a meeting on 14 June. The SMC (Calling In) had resolved:

"That Option B be approved and the matter be referred back to the Executive with a request that they should note the urgency of developing a Low Emission Strategy for York and request its production before November, with the Strategy detailing by when the various standards, actions and targets should be met."

Having reconsidered their decisions in the light of the advice offered by the SMC (Calling In), it was

RESOLVED: (i) That the Executive's original resolutions be confirmed.

REASON: For the reasons set out in Minute 6 of the Executive meeting held on 8 June 2010.

(ii) That Officers be requested to bring forward a timetable for the early introduction of an LES in York, together with additional details of how such a zone could be enforced and funded.¹

REASON: In accordance with the calling-in procedure and to take account of the advice offered by the Scrutiny Management Committee (Calling In).

Action Required

1. Prepare timetable for early introduction of an LES, with details of enforcement and funding AH

A Waller, Chair

[The meeting started at 2.10 pm and finished at 2.25 pm].

MEETING	EXECUTIVE
DATE	22 JUNE 2010
PRESENT	COUNCILLORS WALLER (CHAIR), AYRE, STEVE GALLOWAY, MOORE, MORLEY, REID AND RUNCIMAN

7. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. No interests were declared.

8. MINUTES

RESOLVED: That the minutes of the Executive meeting held on 8 June 2010 be approved and signed by the Chair as a correct record.

9. PUBLIC PARTICIPATION

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

10. EXECUTIVE FORWARD PLAN

Members received and noted details of those items listed on the Forward Plan for the next two Executive meetings at the time the agenda was published.

It was noted that: the Executive Member responsible for the Barbican Update report should have been listed on the Plan as the Executive Member for Leisure, Culture & Social Inclusion and that there had been a request to move the Area Working Pilot Proposal report to the meeting on 20 July. (*The Forward Plan has since been updated to reflect these amendments*).

11. YEAR END FINANCIAL AND PERFORMANCE REPORT FOR 2009-10

Members considered a report which provided details of the Council's performance during the period 1 April 2009 to 31 March 2010 in respect of financial out-turn, National Performance indicators, Local Area Agreement (LAA) targets and key projects.

The out-turn position on the General Fund budget for 2009-10 was a provisional underspend of £322k, representing an improvement of £2,655k since the third monitoring report. This was due mainly to stringent cost controls implemented across directorates in the second half of the year. Overspends in Housing & Adult Social Services and Learning, Culture & Children's Services indicated that the pressures in these areas reported earlier in the year continued to be an issue. Savings required in the 2010-11 budget, together with Government cuts, meant that cost controls would need to be accepted as standard practice in the future. Requests had been made to carry forward into 2010-11 unspent budgets totalling £334k, reducing the out-turn position to an overspend of £12k. A request to carry forward £20k for re-allocation to the York Mystery Plays 2012 Partnership had already been approved. The level of reserves as at 31 March 2010 was projected to be £6,718k before any adjustment for year-end variations.

With regard to performance, York had improved overall against 62% of the 138 national indicators and against 58% of the 38 LAA targets. Highlights included:

- recorded crime - reduced overall by 24%
- pupils achieving 5 or more A*-C GCSEs – increased to 59%
- children / young people participating in PE – increased to 87%
- citizens supported to live independently – increased by 22%
- continued reduction in the number of households in temporary accommodation, despite a national increase
- people killed / seriously injured on York's roads – reduced by 38%
- unemployment rate in York lower than regional and national average.

Members commented favourably on the budget out-turn and performance improvements and thanked Officers for their efforts to ensure that residents did not experience service reductions despite budget pressures. Having noted the comments of the Labour Group spokespersons on this item, it was

RESOLVED: (i) That the performance issues identified in the report be noted.

REASON: So that corrective action on these issues can be taken by CMT and directorates and key areas for improvement can be fed into future corporate planning.

(ii) That the underspend of £322k be noted and the cost control measures outlined in paragraph 8, continuing into 2010-11, be endorsed.¹

REASON: So that consideration can be given to areas of under and over spending and key areas can be fed into the financial planning process.

(iii) That the following requests to carry forward funds into 2010-11, as detailed in paragraphs 70 and 86 of the report,

be approved and that the £20k already carried forward (paragraph 30) be noted:²

- Target Hardening underspend (£13k)
- Your City, Your Ward (£5k)
- Community Centres (£12k)
- Ward Committees (£100k)
- Parking Service (£40k)
- York Pride (£42k)
- Efficiency Staffing (£22k)
- South Bank 20 mph Speed Limit Scheme (£30k)

(iv) That the following carry forward request not be approved:

- Neighbourhood Management Unit underspend (£50k)

REASON: So that resources can be directed into those areas that meet corporate priorities.

Action Required

1. Ensure continued implementation of cost cutting measures
2. Ensure that the agreed changes to budgets are implemented

KB
KB

12. CORPORATE STRATEGY - YEAR TWO MILESTONES (2010-11)

Members considered a report which sought approval for a set of milestones for the second year of the Council's Corporate Strategy, representing the short term element of the Strategy for the period 2009-2012.

The three-year Corporate Strategy, agreed by the Executive on 31 March 2009, was structured around eight themes, each consisting of two elements; commitments and milestones. The commitments described what the Council aimed to achieve by 2012. The milestones, which were refreshed on an annual basis, described actions towards achieving the commitments.

A progress report on the first year of the strategy was attached at Annex 1 to the report. This informed the revised milestones attached at Annex 2, which had been agreed by Corporate Management Team and Executive portfolio holders for inclusion in the strategy for 2010-11.

Having noted the comments of the Labour Group spokespersons on this item, it was

RESOLVED: That the refreshed Corporate Strategy milestones set out in Annex 2 to the report be approved.

REASON: To confirm that the revised milestones are appropriate to deliver the Council's commitments as set out in the three-year Corporate Strategy for 2009-12.

13. COUNCIL HOUSING: A REAL FUTURE - CLG CONSULTATION PAPER & OPPORTUNITIES / IMPLICATIONS FOR CYC

Members considered a report which presented a draft response to consultation on Government proposals to dismantle the Housing Revenue Account (HRA) subsidy system and introduce a system of self financing from April 2011.

The changes proposed, if implemented, would have a significant impact on the Council's HRA business plan and stock retention strategy. Key proposals included:

- A notional re-allocation of £25.1bn of debt between 177 authorities, with an option to use a discount rate to allow new build to take place
- Further guidance to give greater clarity on the HRA ring fence
- An end to the pooling of all capital receipts as part of the self financing settlement, with 75% of HR receipts to be used for affordable housing / regeneration projects.

A draft response to the specific consultation questions was set out in Annex 1 to the report. This indicated that the Council would favour self-financing, subject to further clarification on key areas - including the circumstances under which the proposed settlement could be re-opened and technical issues regarding depreciation - before proceeding further. Members were invited to approve the response and to consider making a number of additional comments, as set out in paragraph 33 of the report, in response to a recent announcement by the Housing Minister inviting the views of 'councils and other experts' on the proposed new system.

RESOLVED: (i) That the proposed response to the consultation paper, as set out in Annex 1 to the report, be approved.¹

(ii) That the additional comments set out in paragraph 33 of the report, in relation to making a case for York to acquire only that level of debt which is reasonable given the prudent operation of the Housing Revenue Account in the City, be approved.¹

REASON: To respond appropriately to the consultation and to ensure that the Council is able to continue to deliver an effective, value for money, housing service.

Action Required

1. Submit the approved response, incorporating the additional comments agreed

SW

A Waller, Chair

[The meeting started at 2.05 pm and finished at 2.25 pm].

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EXECUTIVE FORWARD PLAN (as at 25 June 2010)

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 20 July 2010		
Title & Description	Author	Portfolio Holder
<p>Area Working Pilot Proposal</p> <p><i>Purpose of report: To seek approval to implement a 6-month pilot scheme in 6 wards to the west of the City to test an area working model for York.</i></p> <p><i>Members are asked to: Approve the proposal to implement a pilot area working model for 6 months. [Originally listed for 06/07/10]</i></p>	Kate Bowers	Executive Member for Neighbourhoods
<p>Barbican Update</p> <p><i>Purpose of report: To update members on progress in identifying a development partner for the Barbican Auditorium.</i></p> <p><i>Members are asked to: Note the Barbican progress and recommendations.</i></p>	Pete Dwyer	Executive Member for Children & Young People's Services
<p>Treasury Management Annual Report & Review of Prudential Indicators 2009/10</p> <p><i>Purpose of report: To update the Executive and full council on Treasury Management performance for 2009/10 compared against the budget taken to Council on 25 February 2009. The report summarises the economic environment over the 2009/10 financial year and reviews treasury management performance.</i></p> <p><i>Members are asked to: Note the outturn and performance for Treasury management during 2009/10 in accordance with the regulations.</i></p>	Louise Branford-White	Executive Leader
<p>Operation of the City of York CCTV System</p> <p><i>Purpose of report: Report to update members on the development of the City of York CCTV system. The report will seek approval to adopt a revised Code of Practice for the operation of the system, seek approval for a formal protocol for funding the provision and maintenance of new cameras, and establish the</i></p>	Darren Capes	Executive Member for City Strategy

<p><i>principal of Network management as the Systems Technical Authority.</i></p> <p><i>Members are asked to: Note the update information provided in the report. Consider approval of the items outlined above.</i></p>		
<p>2011/12 Budget Process Planning Framework and MTFF Update</p> <p><i>Purpose of report: To outline a proposed planning framework for the setting of the 2011/12 budget, as well as provide an update on the Council's medium term financial position.</i></p> <p><i>Members are asked to: Consider and agree to the planning framework. [Originally listed for 22/6/10]</i></p>	<p>Peter Lowe / Nigel Batey / Janet Lornie</p>	<p>Executive Member for Corporate Services</p>
<p>Review of Kerbside Recycling Project Roll-Out</p> <p><i>Purpose of report: To update Executive Member on progress of roll-out project and to seek approval of options for continuing the project.</i></p> <p><i>Members are asked to: Approve the recommendation(s) in the report.</i></p>	<p>Geoff Derham</p>	<p>Executive Member for Neighbourhoods</p>
<p>Review of CYC's Winter Maintenance Policy Final Report</p> <p><i>Purpose of report: To present the Executive with the final report arising from the review of the Council's winter maintenance report.</i></p> <p><i>Members are asked to: Approve the recommendations arising from the review.</i></p>	<p>Melanie Carr</p>	<p>Executive Member for Neighbourhoods</p>
<p>Review of Winter Maintenance Service</p> <p><i>Purpose of report: To advise Executive of the progression of the review of the winter maintenance policy and response to issues arising from the severe weather of the 18 December 2009 to 10 January 2010</i></p> <p><i>Members are asked to: Note the report and to agree to amendments of the policy, especially in the area of network coverage, footpath treatment, provision of self help salt bins, of road cycle way treatment, communication and emergency response.</i></p>	<p>Richard White</p>	<p>Executive Member for Neighbourhoods</p>

<p>York Community Stadium Update</p> <p><i>Purpose of report: To report back on the implications for funding pending decision from Full Council on 15 July.</i></p> <p><i>Members are asked to: Consider the options whether or not to proceed with the outline business case detailed in the report.</i></p>	<p>Tim Atkins</p>	<p>Executive Member for City Strategy</p>
<p>2009/10 Capital Programme Outturn</p> <p><i>Purpose of report: To present the outturn position of the 2009/10 Capital Programme and updated budget position for 2010/11 -2014/15 following the outturn amendments.</i></p> <p><i>Members are asked to: Note the outturn and the funding of the capital programme and recommend to Council the requests for slippage and adjustments where appropriate.</i></p>	<p>Ross Brown</p>	<p>Executive Leader</p>
<p>Accommodation Project Update – Property Exit Strategy</p> <p><i>Purpose of report: To provide an accommodation project update-Milestones and targets, budget and timescales. To present the findings from the Office of the future pilot study and the proposed property exit strategy in support of the final move to the new Headquarters at the end of 2012.</i></p> <p><i>Members are asked to: Note the findings of the pilot study and proposed exit strategy to the new Headquarters in 2012.</i></p>	<p>Maria Wood</p>	<p>Executive Member for City Strategy</p>
<p>City Strategy Blueprint</p> <p><i>Purpose of report: The report sets out the blueprint for achieving savings in City Strategy.</i></p> <p><i>Members are asked to: Approve the initiation of the work detailed.</i></p>	<p>Michael Slater/Neil Hindhaugh</p>	<p>Executive Leader</p>
<p>Procurement Blueprint</p> <p><i>Purpose of report: The report sets out the blueprint for achieving savings in</i></p>	<p>Tracey Carter</p>	<p>Executive Leader</p>

<p><i>Procurement .</i></p> <p><i>Members are asked to: Approve the initiation of the work detailed.</i></p>		
<p>CYC Apprenticeships & Other Word Based Learning Opportunities Scrutiny Review - Final Report.</p> <p><i>Purpose of report: To present the Executive with the Final Report arising from the CYC Apprenticeships & Other Word Based Learning Opportunities Scrutiny Review.</i></p> <p><i>Members are asked to: Approve the Recommendations arising from the review.</i></p>	Melanie Carr	Executive Member Corporate Services
<p>Traffic Congestion Final Report</p> <p><i>Purpose of report: To present Executive with the Final Report arising from the review.</i></p> <p><i>Members are asked to: Approve the Recommendations arising from the review.</i></p>	Melanie Carr	Executive Member for City Strategy

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 7 September 2010		
<p>Minutes of Working Groups</p> <p><i>Purpose of Report: This report presents the minutes of recent meetings of the Young People's Working Group, the LDF Working Group, the Social Inclusion Working Group and the Mansion House and Mayoralty Advisory Group and asks Members to consider the advice given by the groups in their capacity as advisory bodies to the Executive.</i></p> <p><i>Members are asked to: Note the minutes and to decide whether they wish to approve the specific recommendations made by the Working Groups, and/or respond to any of the advice offered by the Working Groups.</i></p>	Jayne Carr	Executive Leader

<p>Treasury Management Monitor 1 and Prudential Indicators 10/11</p> <p><i>Purpose of report: To update the Executive and full council on treasury management performance for 3 months of the year 10/11, the Prudential Indicators and compare against the budget taken to Council on 25 February 2010.</i></p> <p><i>Members are asked to: Note the performance of the treasury management activity for monitor 1 10/11.</i></p>	<p>Louise Branford-White</p>	<p>Executive Leader</p>
<p>2010/11 Capital Programme Monitor 1</p> <p><i>Purpose of report: To present the projected outturn position of 2010/11 Capital Programme and updated budget position for 2011/12 - 2014/15 following the monitor amendments.</i></p> <p><i>Members are asked to: Note the monitoring position and the funding of the capital programme and recommend to Council the requests for slippage and adjustments where appropriate.</i></p>	<p>Ross Brown</p>	<p>Executive Leader</p>
<p>First Performance and Financial Monitor 2010/11</p> <p><i>Purpose of report: To provide details of the headline performance and finance issues from the period 1 April 2010 to 30 June 2010.</i></p> <p><i>Members are asked to: Consider the issues highlighted</i></p>	<p>Peter Lowe/Janet Lornie/ Nigel Batey</p>	<p>Executive Member for Corporate Services</p>
<p>York Renaissance</p> <p><i>Purpose of report: To acknowledge receipt of the final draft report including high level officer views and recommend the report is circulated for wider public consultation.</i></p> <p><i>Members are asked to: To note receipt of report and endorse the recommendations.</i></p>	<p>Derek Gauld</p>	<p>Executive Member for City Strategy</p>

Table 3: Items slipped on the Forward Plan with the agreement of the Group Leaders

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Area Working Pilot Proposal</p> <p><i>Purpose of report: To seek approval to implement a 6-month pilot scheme in 6 wards to the west of the City to test an area working model for York.</i></p> <p><i>Members are asked to: Approve the proposal to implement a pilot area working model for 6 months.</i></p>	Kate Bowers	Executive Member for Neighbourhood Services	6 July 2010	20 July 2010	To allow additional consultation and further work to be undertaken on the report.
<p>City Strategy Blueprint</p> <p><i>Purpose of report: The report sets out the blueprint for achieving savings in City Strategy.</i></p> <p><i>Members are asked to: Approve the initiation of the work detailed.</i></p>	Michael Slater/Neil Hindhaugh	Executive Leader	6 July 2010	20 July 2010	To acquire more information.
<p>York Renaissance</p> <p><i>Purpose of report: To acknowledge receipt of the final draft report including high level officer views and recommend the report is circulated for wider public consultation.</i></p> <p><i>Members are asked to: To note receipt of report and endorse the recommendations.</i></p>	Derek Gauld	Executive Member for City Strategy	6 July 2010	7 September 2010	To allow further work to be undertaken on the report.



Executive

6 July 2010

Report of the Head of Civic, Democratic and Legal Services**Minutes of Working Groups****Summary**

1. This report presents the minutes of meetings of the Local Development Framework (LDF) Working Group and the Mansion House and Mayoralty Advisory Group and asks Members to consider the advice given by the Groups in their capacity as advisory bodies to the Executive.

Background

2. Under the Council's Constitution, the role of Working Groups is to advise the Executive on issues within their particular remits. To ensure that the Executive is able to consider the advice of the Working Groups, it has been agreed that minutes of the Groups' meetings will be brought to the Executive on a regular basis.
3. Members have requested that minutes of Working Groups requiring Executive endorsement be submitted as soon as they become available. In accordance with that request, and the requirements of the Constitution, minutes of the following meeting are presented with this report:
 - Mansion House and Mayoralty Advisory Group of 24 February 2010 (Annex 1)
 - Mansion House and Mayoralty Advisory Group of 21 April 2010 (Annex 2)
 - LDF Working Group of 22 March 2010 (Annex 3)
 - LDF Working Group of 12 April 2010 (Annex 4)

Consultation

4. No consultation has taken place on the attached minutes, which have been referred directly from the Working Groups. It is assumed that any relevant consultation on the items considered by the Groups was carried out in advance of their meetings.

Options

5. Options open to the Executive are either to accept or to reject any advice that may be offered by the Working Groups, and / or to comment on the advice.

Analysis

6. Members are asked to consider the following recommendation to the Executive contained in the draft minutes of the Mansion House and Mayoralty Advisory Group meeting held on 21 April 2010 (minute 11 refers) - attached as Annex 2 and Annex 2A.

“That the Executive be requested to recommend to Council that it approves the proposed revisions to Article 5 of the Constitution, as agreed by members of the Advisory Group (attached as Annex A to the minutes)”.

7. The proposed revisions to Article 5 of the Constitution include the proposed addition of the role and function of the Deputy Lord Mayor and some minor amendments to the written roles and functions of the Lord Mayor, Deputy Lord Mayor and Sheriff.

Corporate Priorities

8. The aims in referring these minutes accord with the Council’s corporate values to provide strong leadership in terms of advising these bodies on their direction and any recommendations they wish to make.

Implications

9. There are no known implications in relation to the following in terms of dealing with the specific matter before Members, namely to consider the minutes and determine their response to the advice offered:
 - **Financial**
 - **Human Resources (HR)**
 - **Equalities**
 - **Legal**
 - **Crime and Disorder**
 - **Property**
 - **Other**

Risk Management

10. In compliance with the Council’s risk management strategy, there are no risks associated with the recommendations of this report.

Recommendations

11. Members are asked to note the minutes attached at Annexes 1 to 4 and to decide whether they wish to:

- a. Approve the specific recommendation made by the Mansion House and Mayoralty Working Group, as set out in paragraph 6 above, and/or;
- b. Respond to any of the advice offered by the Working Groups.

Reason:

To fulfil the requirements of the Council's Constitution in relation to the role of Working Groups.

Contact details:

Author:

Jayne Carr
Democracy Officer
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Chief Officer Responsible for the report:

Andrew Docherty
Head of Civic, Democratic and Legal Services

Report Approved ✓

Date 24 June 2010

Specialist Implications Officer(s) None

Wards Affected:

All

For further information please contact the author of the report

Annexes

Annex 1 – Minutes of the meeting of the Mansion House and Mayoralty Advisory Group of 24 February 2010.

Annex 2 – Draft minutes of the meeting of the Mansion House and Mayoralty Advisory Group of 21 April 2010.

Annex 2A – Proposed revisions to Article 5 of the Constitution.

Annex 3 – Minutes of the meeting of the LDF Working Group held on 22 March 2010.

Annex 4 – Draft minutes of the meeting of the LDF Working Group held on 12 April 2010.

Background Papers

Agendas and associated reports for the above meetings (available on the Council's website).

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City of York Council

Committee Minutes

MEETING	MANSION HOUSE AND MAYORALTY ADVISORY GROUP
DATE	24 FEBRUARY 2010
PRESENT	COUNCILLORS GALVIN (CHAIR), HOPTON, VAUGHAN, CRISP, SUE GALLOWAY, HORTON, TAYLOR, B WATSON AND WOOD MRS J HOPTON, MR P VAUGHAN AND HONORARY ALDERMAN K WOOD.

1. DECLARATIONS OF INTEREST

Councillor J Galvin declared a personal interest in agenda item 6 (Co-option to the Advisory Group) as he is the president of York Archaeological Trust.

Mrs J Hopton declared a personal interest in agenda item 6 (Co-option to the Advisory Group) as she is a member of the Board of York Civic Trust.

(amended at the meeting on 21 April 2010)

2. PUBLIC PARTICIPATION

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

3. ELECTION OF VICE-CHAIR

RESOLVED: That Mrs Janet Hopton be elected as Vice Chair of the Mansion House and Mayoralty Advisory Group.

4. REMIT AND WORK PLAN

The Chair welcomed everybody to the first meeting of the Mansion House and Mayoralty Advisory Group.

The Group considered a report which set out the Advisory Group's remit as approved by Full Council in December 2009 and provided an outline of a proposed work plan for the group for the coming year.

The Group agreed that the first item of business for the meeting on 21 April should be to look at the role of the Lord Major and Civic Party and suggested that it would be beneficial to have sight of the Civic Guide in advance of the meeting.

Members noted that 30 June, a provisional date for a future meeting of the Group, conflicted with the *York Design Awards Evening*, and they agreed to discuss future meetings dates at the next meeting on 21 April. (*amended at meeting on 21 April 2010*)

RESOLVED:

- (i) That the Group's remit set out in paragraph 3 of the report be noted.
- (ii) That the proposed work plan outlined at paragraph 6, with the reordering of business for the meeting on 21 April 2010, be approved as a basis for future work planning.
- (iii) That the workplan be reviewed at every meeting.
- (iv) That a copy of the Civic Guide be circulated to members of the Group prior to the next meeting.¹

REASON:

In order to ensure the Group has a framework in place for planning its work.

Action Required

1. Democratic Services Manager to circulate copies of "A DS Civic Guide" to the Group in advance of the next meeting.

5. DEVELOPMENT OF THE MANSION HOUSE - PROGRESS UPDATE

The Group considered a report which set out the development work to date that is being carried out on the Mansion House. Officers provided additional information and answered queries on the following specific issues:-

The Future of the Guildhall

The Democratic Services Manager advised the Group that a meeting of all relevant parties lead by the Chief Executive would be taking place to discuss this issue and that she would update the group on its outcome.

The Group noted the links between the Mansion House and Guildhall due to their historical significance and location and stated that in terms of corporate hire, it would be beneficial to be able to offer both buildings as a combined package. However they stressed that progress in relation to the Guildhall should not delay the development of the Mansion House and the Group should not lose the focus of their role. They requested that they are kept up to date with plans for the Guildhall.

Promoting York

It was noted by the Group that Promoting York had been inadvertently omitted from the list of consultees and specifically it was agreed to

recognise the invaluable contribution of Charles Hall in instrumentally setting up the association with York Archaeological Trust.

Mansion House and Mayoralty Website

Some members of the Group wished to comment on the website brief and the Mansion House and Guildhall Manager circulated copies of the brief at the meeting for information. Those interested members of the Group agreed to provide comments on the brief by return to the Mansion House and Guildhall Manager.

Tours

Some concerns were raised regarding the potentially limited availability of the Mansion House for use by the Lord Mayor as a result of the proposed increase in the number of tours from 4 to 9 each week. Officers outlined the need to open up the building for both public and private tours as well as corporate hire but added that tours would be organised in such a way as to provide flexibility to allow any Lord Mayor or civic commitments and undertook to provide in due course an diarised outline timetable of civic tours and other events taking place in the Mansion House for the new municipal year. ¹ It was agreed that tours would be advertised as being “normally” available on Thursdays, Fridays and Saturdays at 11.00am, 12.30pm and 2.00pm. (*amended at meeting on 21 April 2010*)

York 800

The Group asked to be kept up to date with plans in relation to York 800, which will see city wide events being organised to mark 800 years of local democracy in York in 2012.

Security

Concerns were raised about access from the adjacent restaurant into the Guildhall Yard and general issues about security of the yard and discussed the possibility of an automated locking gate at the entry to the yard and removing any right of access to the yard from the adjacent restaurant.

Weddings and other ceremonies

Concerns were raised about the possibility of using the Mansion House for weddings and officers confirmed this would be for ceremonies only and not receptions.

Both officers and members of the Group recognised the need to retain a balance between the Mansion House being the home of the Lord Mayor and the need to open it up for use by members of the public.

RESOLVED:

- (i) That the approach set out in the report, taking on board the comments made by the Group, be endorsed as the basis for the future development of the Mansion House Business and Development Plan.
- (ii) That the Group recognises the linkages between the Mansion House and Guildhall due to their historical significance and location

and that an update on plans for the future of the Guildhall be presented to a future meeting.

REASON:

To ensure that progress continues to be made towards the development of the Mansion House.

Action Required

Democratic Services Manager to provide Group with a diarised outline timetable of civic tours and other events taking place in the Mansion House for the new municipal year. DS

6. CO-OPTION TO THE ADVISORY GROUP

The Group considered a report which advised them of proposals to co-opt those external organisations onto the Group, with whom work is currently ongoing in relation to progressing developments with the Mansion House.

The Chair asked for the Group's agreement to co-opt representatives from the York Archaeological Trust and York Civic Trust to the Advisory Group. Members agreed that no further co-optees were required at present.

The Chair expressed his thanks to both organisations for their help with work undertaken in conjunction with the Mansion House team during the past year.

RESOLVED:

- (i) That representatives from York Archaeological Trust and York Civic Trust be co-opted onto the Advisory Group with immediate effect. ¹
- (ii) That no further representatives be co-opted onto the Group at the present time.

Action Required

1. Democracy Officer to write to York Archaeological Trust and York Civic Trust inviting them to nominate representatives to sit on Advisory Group CC

Councillor J Galvin, Chair

[The meeting started at 4.00 pm and finished at 6.10 pm].

City of York Council

Committee Minutes

MEETING	MANSION HOUSE AND MAYORALTY ADVISORY GROUP
DATE	21 APRIL 2010
PRESENT	COUNCILLORS CRISP, SUE GALLOWAY, HORTON, TAYLOR AND B WATSON. MRS J HOPTON (VICE CHAIR IN THE CHAIR), MR P VAUGHAN AND HONORARY ALDERMAN K WOOD. MR J WALKER (CO-OPTED NON STATUTORY MEMBER)
APOLOGIES	COUNCILLOR GALVIN AND MR P BROWN (CO- OPTED NON STATUTORY MEMBER)

7. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. No interests were declared.

8. MINUTES

RESOLVED: That the minutes of the meeting of the Mansion House and Mayoralty Advisory Group held on 24 February 2010 be approved subject to the following amendments.

- Minute 1 (Declarations of Interest) be amended to read “Councillor J Galvin declared a personal interest in agenda item 6 (Co-option to the Advisory Group) as he is the president of York Archaeological Trust. Mrs J Hopton declared a personal interest in agenda item 6 (Co-option to the Advisory Group) as she is a member of the Board of York Civic Trust.”
- Minute 4 (Remit and Work Plan - paragraph 4) be amended to read “Members noted that 30 June, a provisional date for a future meeting of the Group, conflicted with *the York Design Awards Evening*, and they agreed to discuss future meeting dates at the next meeting on 21 April.”
- Minute 5 (Development of the Mansion House – Progress Update - paragraph title “Tours”) End of paragraph to be amended to read “.....It was agreed that the tours would be advertised as being

normally available on Thursdays, Fridays and Saturdays at 11.00am, 12.30pm and 2.00pm”.

9. PUBLIC PARTICIPATION

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

10. CHAIR’S REMARKS

The Chair welcomed Mr John Walker, Chief Executive of the York Archaeological Trust to his first meeting as a Co-opted Member of the Group and advised the Group that Mr Peter Brown, the Director of York Civic Trust, had also agreed to join the Group as a Co-opted Member (Minute 6 (24 February 2010) refers) but had been unable to attend this meeting.

11. REVIEWING THE ROLE OF LORD MAYOR AND CIVIC PARTY

The Group received a report which asked them to consider some options for reviewing the current operational and constitutional roles of the Lord Mayor and Civic Party.

The Group discussed a set of proposed revisions to Article 5 of the Constitution, including the proposed addition of the role and function of the Deputy Lord Mayor and agreed some minor amendments to the written roles and functions of the Lord Mayor, Deputy Lord Mayor and Sheriff. The Group was asked to consider whether Article 5 should be actively promoted and sent out to interested parties in future and they agreed to consider this issue at a future meeting once the amendments had been approved by Council.

They then discussed and agreed amendments to the Civic Party Roles, particularly the duties of the Lord Mayor, detailed within the Civic Guide. It was suggested that the relationship between York’s Lord Mayor and the Lord Mayor of London should be strengthened as this would assist in raising both the profile of the city and the Lord Mayor of York. They noted that if the relationship was left to diminish it may be lost completely.

The Group considered the template for the annual civic calendar and put forward some additional events to be included in the template.

RESOLVED: (i) That the Executive be requested to recommend to Council that it approves the proposed revisions to Article 5 of the Constitution, as agreed by members of the Advisory Group (attached as Annex A).

- (ii) That the current roles defined for the Civic Party in the Civic Guide, as amended by the Group, be agreed. ²
- (iii) That the annual civic template/calendar of events, as amended by the Group, be agreed. ³

REASON: To ensure that the roles of the Lord Mayor and Civic Party are regularly reviewed and updated as necessary.

Action Required

- 1. Democratic Services Manager to update Article 5 of the Constitution, prior to approval by Council DS
- 2. Democratic Services Manager to update profiles in Civic Guide. DS
- 3. Civic Services Manager to update civic template/calendar of events. AP

12. VERBAL UPDATE ON THE FUTURE OF THE GUILDHALL

Members received a verbal update from the Mansion House and Guildhall Manager on the future of the Guildhall. He reported that he had met with the Chief Executive, Head of Property Services and Interim Head of Civic, Democratic and Legal Services to discuss plans for the future of the Guildhall. He updated the Group on discussions which had taken place and advised that the Head of Property Services would be producing a report providing further information in due course. He stated that the Chief Executive had given an assurance that a full consultation on the future of the Guildhall would take place and that any decision taken would be made democratically.

RESOLVED: That the update on the future of the Guildhall be noted.

REASON: In order that the Group is kept informed on plans for the future of the Guildhall.

13. DRAFT OUTLINE FRAMEWORK - MANSION HOUSE BUSINESS AND DEVELOPMENT PLAN 2010-2015

The Group considered a report which set out an outline framework for the Mansion House Business and Development Plan which the Group is scheduled to receive in October 2010. The Group discussed the draft outline framework which sets out the eight areas to be covered in the actual plan. Officers provided additional information and answered queries on the following areas of the framework:-

Collection Management/Development

The Group discussed the issue of gifts received by the Lord Mayor which are currently displayed or stored in the Mansion House and it was suggested that some members of the Group should spend some time

looking through these items and decide on the most suitable way of managing them. ¹

Income Generation/Public access

The Group raised concerns that the upper limit of 60 persons in the State Room would hinder use of the Mansion House for conferences, meetings etc. Officers explained that this restriction was due to fire regulations and the limited ways of exit from the room. In response to a request from members of the Group, the Mansion House and Guildhall Manager agreed to look at the possibility of obtaining advice from a fire consultant on what work would be required in order to increase the number of persons permitted in the State Room and update the Group on the outcome.

Building Maintenance

The Group noted the intention to consider options for ensuring the environmental sustainability of the Mansion House and two members of the Group agreed to pursue this issue with the City of York Council's Conservation Architect and the Historic Buildings Officer at the Council for British Archaeology (CBA) and report back to the Group. ²

Marketing

The Group was advised that the brief for the website to promote the Mansion House and Mayoralty had been issued, and this embraced comments made by members of the Group. The Democratic Services Manager reported that a provider had now been selected and that a meeting to discuss specifications would take place in due course.

Financial

The Democratic Services Manager advised the Group that she had liaised with finance managers and that the establishment of a "ring-fenced" fund would become a realistic proposal when the Mansion House was earning in excess of its income target. The Group suggested that it may be worthwhile speaking to other councils who have a Mansion House to find out how they deal with their finances.

RESOLVED: That the report and draft outline framework for a 5 year Business and Development Plan for the Mansion House be noted and that the Group's comments be taken into account.

REASON: To ensure an effective business and development planning approach is in place for the Mansion House for the foreseeable future.

Action Required

1. Mr K Wood, Cllr B Watson and Cllr S Crisp to familiarise themselves with the collection of gifts stored in the Mansion House and update Group. RP
2. Mrs J Hopton and Cllr D Taylor to make contacts in order to discuss environmental sustainability issues and report back to Group. RP

14. CO-OPTION - FORMER LORD MAYOR/HONORARY ALDERMAN CHARLES HALL

The Group was asked to consider whether to formally co-opt Honorary Alderman Charles Hall, a former Lord Mayor and Trustee of York Archaeological Trust, onto the Group.

The Group agreed that Honorary Alderman Charles Hall was a key player in establishing the link with York Archaeological Trust and that he would play an important role in ensuring that this link was maintained.

RESOLVED: That Honorary Alderman Charles Hall be co-opted onto the Group with immediate effect.

REASON: In order to ensure the Group is involving appropriate organisations.

15. WORKPLAN

The Group considered a draft workplan for future meetings of the Mansion House and Mayoralty Advisory Group.

The Group considered that it would be useful to capture the experiences of every Lord Mayor and, at the end of each term of office, be able to determine whether they had realised their aims and objectives. This information would form a knowledge base which the Council could learn from and use to inform plans for the next term of office.

The Group also stressed the importance of networking and recognised the need to keep a record of contacts made by each Lord Mayor and Civic Party during their term in office.

The Democratic Services Manager noted these comments and suggested that an analysis of visits made by former Lord Mayors be included in the report on Promoting the Civic Function and Mansion House which is to be presented at the next meeting.

RESOLVED: (i) That the changes to the work plan be noted.
(ii) That the meeting scheduled for 30 June be rearranged for an alternative date to be agreed with Group members.

Mrs J Hopton, Chair
[The meeting started at 4.00 pm and finished at 6.05 pm].

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Proposed Revisions to Article 5 of the Constitution

The Lord Mayor of York, The Sheriff of York and Chairing the Council

Role and function of the Lord Mayor

- 1 The Lord Mayor will be elected by the Council at its Annual Meeting, from amongst serving Councillors. The Lord Mayor must have 5 years service as an elected Councillor. Upon election, the Lord Mayor will have the following responsibilities:

To **act as an ambassador** for the City locally, nationally and internationally, as its elected First Citizen, by;

- i. upholding the historical and ceremonial traditions of the Office of Lord Mayor;
- ii. attending and supporting civic events and community activities which demonstrate the first citizens commitment to the Council's Corporate Strategy;
- iii. actively promoting and supporting local business and economic activity in the City
- iv. actively promoting and supporting local tourism
- v. carry out any duties in support of the specific objectives set for the Year of Office;
- vi. becoming patron/president to local organisations;
- vii. being the ceremonial host to official visitors and dignitaries to the City;
- viii. representing the City at ceremonial events;
- ix. respecting the privilege of residency in the Mansion House and access to the civic collection, whilst holding office ;
- x. actively promoting and supporting the Mansion House as a cultural, business and community venue for the City
- xi. representing the City on other occasions as determined by Council;
- xii. chairing and presiding over meetings of Full Council, upholding, promoting and interpreting the Constitution as necessary, in accordance with the Standing Orders for Council meetings.
- xii. carrying out all duties in a manner appropriate to the status and traditions of the Office.

2. Role and function of the Sheriff of York

The Sheriff of York will be elected by the Council at its Annual Meeting. The Sheriff of York will have the following responsibilities, **acting as an ambassador** for the City locally, nationally and internationally, supporting its elected First Citizen, the Lord Mayor;

- i. to support the Lord Mayor in his/her duties and activities;
- ii. to undertake ceremonial activities as required;
- iii. to act as patron/president to local organisations;
- iv. to maintain the historical and ceremonial traditions of Sheriff;
- v. to carry out other duties as deemed appropriate by the Council, consistent with the traditions of the office; and
- vi. to carry out all duties in a manner appropriate to the traditions and status of the office.

3. Role and function of the Deputy Lord Mayor

The Deputy Lord Mayor will normally be elected by the Council at its Annual Meeting . The Deputy Lord Mayor is the outgoing Lord Mayor and fulfils the following duties, as required by the absence of the Lord Mayor or Sheriff, on occasion:

- i. to support the Lord Mayor in attending civic functions when the Lord Mayor or Sheriff are unable to attend;
- ii. to chair full council meetings in the absence of the Lord Mayor
- iii. to chair the pre-council seminar;
- iv. to carry out all duties in a manner appropriate to the traditions and status of the office.

More detailed examples of day to day operational duties of the Lord Mayor and Civic Party, based on these constitutional roles, are set out in the 'Civic Guide', copies of which are received by the Civic Party every year.

City of York Council

Committee Minutes

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	22 MARCH 2010
PRESENT	COUNCILLORS D'AGORNE, STEVE GALLOWAY (CHAIR), MERRETT, POTTER (VICE-CHAIR), SIMPSON-LAING, R WATSON, WATT AND AYRE (SUBSTITUTE)
APOLOGIES	COUNCILLOR REID

12. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda.

Councillor Simpson-Laing declared a personal interest in agenda item 4 as she resides adjacent to the site

13. MINUTES

RESOLVED: That the minutes of the meeting of the Local Development Framework Group held on 4 January 2010 be agreed, subject to the amendments suggested by Councillor Merrett which were as follows:

Minute 9 - add the additional Member comments regarding the requirement for lifetime housing and comments regarding concern over the inclusion of Option 4 regarding major retail at York Central and potential impact on City Centre.

Minute 10 – add Member comments in relation to the following:

- Question 4 – concern regarding York Central retail.
- Question 8 – change of use and potential loss of larger offices a concern and should be resisted.
- Question 15 – Options 1 and 2 potentially prejudiced by the proposed St. Samson's square taxi rank.
- Question 33 – add the words “and look at the diversion of stage carriage services to provide late night connections”

Vision Prospectus – add Member comments regarding financial viability of document given limited redevelopment opportunity in City Centre and concern at limited reference to Environment and Sustainability.

Minute 11 – add Member comments regarding validity of response to the housing questions given the wording and order of questions and note the lack of support for the highest level of development approach and retail on York Central.

14. PUBLIC PARTICIPATION

It was reported that two people had registered to speak at the meeting under the Council's Public Participation Scheme.

Mark Warters referred to the timetable on Page 23 of the agenda and commented on the slippage. He queried whether officers or Members could explain what had happened, as he felt that the slippage was unacceptable.

Tom Hughes asked 3 questions. At this point the Chair advised Mr. Hughes that Public Participation at meetings of the Council is not the forum to enter into questions and answers with Members and should be utilised to make a statement in order to get views across to a Committee.

15. YORK NORTHWEST AREA ACTION PLAN - UPDATE ON PLANNING PROGRESS AND YORK CENTRAL REVIEW.

Members considered a report which provided an update on the joint review work carried out between the Council and the York Central Consortium following the suspension of the developer procurement process.

The report outlined the headline findings of the review and issues arising from it. It asked Members to consider and agree a number of objectives for the York Central Site.

Officers updated the Committee with the following information:

- In relation to the Urban Eco Settlement (UES), City of York Council has access to £275k share of the Eco Development fund for a show home. Officers are currently in dialogue with Leeds City Region and the other 3 UES areas for a share of the £750k revenue award.
- A draft City Region Investment Plan had been produced. This would form the basis of the City region funding discussions and negotiations with the Homes and Communities Agency (HCA). The three main areas where City of York Council are looking for HCA funding relate to increasing levels of affordable housing, uplift to

Code level 4 of the Code for Sustainable Homes and uplift to improved code level performance to levels 5 and 6 for specific elements (e.g. energy and water).

- Master planning- Associated British Foods are in the process of appointing consultants to carry out master planning for the British Sugar site. It is anticipated that the master planning will commence in a few weeks time.
- York Central Review – The headline findings of the review were presented to a meeting of the York Central partners on 11 March. Work with the York Central Consortium is ongoing with a further workshop scheduled for after Easter.

In response to questions from Members, officers advised the following:

- A changed planning approach for the York Northwest area is possible due to changes in the PPS12 which now allows identification of strategic sites in the Core Strategy which would then become part of the statutory development plan when the Core Strategy is adopted. Site specific detail could now be included in Supplementary Planning Documents (SPD's) which sit alongside an adopted Core Strategy.
- This approach would offer more flexibility and would allow officers to prepare SPD's for any further sites coming forward for development in the area.
- In response to questions regarding how well traffic issues can be addressed in the Core Strategy as opposed to an AAP, officers advised that further reports and updates in relation to transport and accessibility would be brought to future LDF Working Group meetings for Members' consideration.
- In relation to Members' queries regarding retail provision at the site, officers advised that a detailed report on retail would be brought to a future meeting of the LDF Working Group for Members consideration.

After raising concerns about the level of retail provision to be included in the York Central site, Councillors D'Agorne and Merrett moved the following amendment:

- That objective v) at paragraph 31 be amended to read " Creation of a new urban quarter for York with local retail provision".

The following Councillors voted in favour of the amendment, Councillors D'Agorne, Merrett, Potter and Simpson-Laing. The rest of the Committee voted against the amendment and the Chair used his casting vote and the amendment was then lost.

Councillor Potter then moved the following amendment which was seconded by Councillor Simpson-Laing:

- That an Area Action Plan (AAP) be produced for both the York Central Site and the York Northwest site.

This amendment was lost when put to the vote.

Councillor Potter then suggested the following amendment which was seconded by Councillor Simpson Laing

- That officers continue with an AAP for York Central and Members accept a SPD for the British Sugar Site.

This amendment was lost when put to the vote.

Certain Members raised concerns about the objectives at paragraph 31 of the report not highlighting the importance of the provision of buildings for business use at the York Central site and requested that the wording of objective ii) be changed to reflect this as follows:

“ii) Provision of a new employment area for high quality new offices, with a Central Business District for the City which will contribute to the overall economic prosperity of the city”.

Members took a vote on this amendment and the amendment was agreed.

RESOLVED (1) That Members note the progress with York Northwest and agree the programme of work and indicative SPD process as outlined in Appendix 1 and Appendix 2

REASON: To ensure work being undertaken for York Northwest is progressed.

RESOLVED (2) That Members agree that the planning framework for York Northwest is provided within the Core Strategy, with York Northwest identified as a zone of change and York Central and the former British Sugar sites identified as strategic sites.

REASON: To ensure the regeneration of both major development sites is delivered within an overarching framework and within anticipated timeframes.

RESOLVED (3) That Members agree to the preparation of separate supporting Supplementary Planning Documents for York Central and the former British Sugar site and the preparation of a development framework for York Central.

REASON: To ensure the regeneration of both major development sites is delivered within an overarching framework and within anticipated timeframes.

RESOLVED: (4) That Members agreed that policies are included within the Core Strategy seeking to achieve PPS1 standards for Eco Towns for the York Northwest area.

REASON: To meet the requirements for Eco Towns and possible designation as part of the national programme of Eco Towns.

RESOLVED: (5) That Members agree the objectives for the York Central site as outlined in paragraph 31 subject to the amendment to objective ii) as requested by members to reflect the importance of a business district, and reaffirm the Council's commitment to bringing forward the site for redevelopment

REASON: To ensure continuing commitment to moving the project forward.

RESOLVED (6) That Members agreed that the Council should take a proactive approach to public funding for the York Central site and investigate alternative delivery mechanisms in collaboration with the York Central partners.

REASON: To enable delivery issues to be addressed.

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City of York Council

Committee Minutes

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	12 APRIL 2010
PRESENT	COUNCILLORS STEVE GALLOWAY (CHAIR), D'AGORNE, MERRETT, REID, SIMPSON-LAING, MOORE (SUBSTITUTE), PIERCE (SUBSTITUTE) AND BROOKS (SUBSTITUTE)
APOLOGIES	COUNCILLORS POTTER, R WATSON AND WATT

16. DECLARATIONS OF INTEREST

At this point in the meeting Members were asked to declare any personal or prejudicial interests in the business on the agenda.

Councillor Reid declared a personal non-prejudicial interest in relation to the reference to YorWaste on page 34 of the agenda, due to her role as Executive Member for Neighbourhood Services.

Councillor D'Agorne declared the same interest as above due to him being a member of the Green Party.

17. MINUTES

RESOLVED: That the minutes of the last meeting of the LDF held on 22 March 2010 be approved and signed by the Chair as a correct record subject to the following amendments requested by Councillor Merrett:

- Minute 15 – add to bullet point 6 “ but would not have the same weight of an examination process as the AAP”
- Add to bullet point 7 “ and a commitment to providing a strategic transport link through the York Northwest site could be written into the Core Strategy”
- Add a bullet point to state that Officers indicated that consultation with residents over the British Sugar Site would begin over the Summer and feed into an Autumn report.

18. PUBLIC PARTICIPATION

It was reported that there had been two registrations to speak under the Council's Public Participation Scheme.

Mark Warters raised concerns regarding the Core Strategy and the Green Belt. He disagrees with the content of the Core Strategy and urged further appraisal.

John Reeves raised concerns on the issue of supply of affordable housing. He advised that in his opinion, the present policies are not working and the Council and Developers need to hold meaningful consultation to find a solution.

19. CITY OF YORK LOCAL DEVELOPMENT FRAMEWORK (LDF) - CORE STRATEGY UPDATE AND PREFERRED OPTIONS CONSULTATION

Members considered a report which provided them with an update on the ongoing work relating to the LDF Core Strategy, including the outcomes of the Core Strategy Preferred Options consultation.

Annex A to the report provided a draft summary of the responses to the Core Strategy Preferred Options document and Annex B, which had been made available to Members, contained a full detailed summary of all the consultation responses. Officers advised that the feedback, alongside technical work would be used to inform the production of the Core Strategy pre-submission draft for the consideration of Members in Summer 2010. Members were then invited by Officers to comment on Annexes A and B.

Due to the volume of Annex B, the Chair advised that if any Members of the Committee felt that comments contained in Annex B should be considered for inclusion in Annex A, the Draft Consultation Summary, then they should email Officers with the details. Members proceeded to offer comments on the Officers report and Annex A.

Report.

- Paragraph 17(i) – Members commented that the way the percentages are expressed are misleading and that while 52% felt York's economy should grow by 1000 more jobs, a similar amount, 48% had suggested a lower amount would be preferable and the wording should reflect this. Members commented there were other examples of this throughout Annex A and Officers advised they would look into the matter.
- Members also requested a breakdown of the results by postcode to be shown on a map.
- Paragraph 19 – It would be useful for Members to have a bar chart or similar which outlined the timescales for producing the technical work. Officers confirmed that a chart could be produced and would be tabled with a future report to the LDF Working Group.

Annex A – Core Strategy Preferred Options Draft Consultation – Summary.

Officers advised that Annex A and the current comments included in it are what they felt were 'headline' comments. The status of the comments

included in Annex B are not diminished by not being included in Annex A and reiterated the Chairs advice to Members to email Officers with anything they wished to be included in Annex A. Members comments below are referenced by Section of Annex A:

Section 2 Consultation Documents.

- Para 2.1: Include web links to the original consultation documents.

Section 6 General and Key Diagram.

- Include comments from Government Office Yorkshire and Humber (GOYH) on deliverability and viability testing, as well as comments from others on air quality; emissions; and the Climate Change Act.

Section 9 Spatial Strategy.

- Spatial Principles - In relation to agricultural land not being listed as an area of constraint, Members expressed their disappointment over this. Officers advised they are in continued talks with Natural England.
- Questions were raised regarding the flood maps used for the Spatial Strategy. Officers advised that maps which support the Strategic Flood Risk Assessment were currently being updated based on new information from the Environment Agency.

Section 10 The Role of York's Green Belt.

- Members commented that a single comment from English Heritage regarding the safeguarding of York's special character is not adequate and felt that this aspect needs to be addressed further, in particular in reference to sites such as Whitehall Grange identified by map in Section 9.
- In relation to the following sentence 6) under 'Do you think that the proposed lifespan of 20 years is appropriate?' A Member considered that it was important to include additional comments made by GOYH.

Section 11 York City Centre.

- Members commented again on the way some of the percentage figures had been expressed, particularly in relation to the matter of shops being built on York Central.

Section 13 York's Special Historic and Built Environment.

- Members had an in depth conversation regarding the matter of Design Policy in particular the matter of innovative design versus conservative design in a historic City such as York.
- Members discussed comments made about the need to identify the special qualities of York in determining the future development strategy for York.

Section 14 Housing Growth, Distribution, Density, Mix and Type.

- Members queried where the statement of needing to increase the 36 additional pitch requirement by a factor of 6 had come from. Officers agreed to look into this.

Section 15 Access to Affordable Housing.

- Members discussed the matter of the supply of affordable housing in particular the need to promote mixed communities and for developers to provide housing rather than cash payments as at the moment they are concerned it is not happening. Other Members commented that it is important to retain flexibility at this stage and not to rule out any options at stage one.
- Officers agreed to circulate a breakdown of the levels of support for Options detailed at 9b, page 55 of the agenda.
- Under the heading 'Other Issues', page 56,, Officers agreed to look into where the comment contained at number 2 had come from.

Section 17 Future Economic Growth.

- Members commented that provision for industrial land would need to be looked at. In particular B1c and B2 uses need to have the option to develop in locations other than in existing industrial buildings.

Section 19 Sustainable Transport.

- Members asked officers to amend the questionnaire box to indicate that only some parts of question 16 were relevant to section 19 on transport.

Section 20 Green Infrastructure.

- On the deliverability of Green Infrastructure, a Member queried why an SPD may not be the best vehicle for a Green Infrastructure policy. Officers confirmed this was a technical issue and they are still in discussions with relevant bodies such as Natural England and Sport England to identify the best approach.

Section 21 Resource Efficiency.

- A Member expressed concern over the 10% Renewable Energy Target.
- A Member requested that comments on biomass boilers and air quality were included.

Section 22 Flood Risk.

- A Member queried whether foul water flooding had been addressed under 'Policy and General Approach' as it is known there is a problem with this in some areas of York.

Section 25 Delivering New Infrastructure.

- A Member highlighted comments from National Grid, Yorkshire Water and Yorkshire Forward that may be of importance. Officers agreed to review the relevant section in Annex B.

Section 27

- Members questioned how sustainability Appraisal comments would be integrated into the production of the Core Strategy pre-submission draft. Officers said that a clear audit trail would be provided for Members at the next stage.

- RESOLVED: (i) That Members noted the comments received from consultees in response to the Preferred Options consultation and noted the next steps in developing the Core Strategy.
- (ii) That Officers will circulate revisions to Annex A and Members to email any further comments to Officers as soon as possible.¹

REASON: To keep Members informed of the consultation responses and the next stage of the Core Strategy production.

Action Required

1. Revisions/information to be circulated to Members. MG

CLlr S F Galloway, Chair

[The meeting started at 4.30 pm and finished at 6.40 pm].

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Executive

Report of the Director of City Strategy

Community Stadium – Business Case

Summary

1. The purpose of this report is to present the Executive with the findings of the feasibility work for a community stadium. The report illustrates that there is a business case for a community stadium development in York that is cost effective, commercially sustainable and meets the project objectives whilst also maximising the potential for external funding, income generation as well as offering community access and benefits. However, it must be recognised that this is dependent on a significant funding gap being met by a commercial enabling development. Thus, successful delivery is dependent on commercial development and market forces. In the current economic climate this adds significant risk.
2. The feasibility work and demand analysis concludes that as a minimum the project can deliver a stadium and county standard athletics facilities. A strong case exists for the inclusion of additional components to which will offer social and economic benefits and ensure the stadium is commercially sustainable and will have a wider positive impact on the City.
3. As part of the site selection and costing exercise the facilities considered were determined as 'essential' or 'desirable'. Two different facility mixes have been established with the potential of other additional options. The costs, external funding opportunity and net revenues are summarised in Table 1 below.

Table 1: Essential and Desirable facility mix costs

Facility Mix A (Essential)	Capital Cost (£000s)	Net revenue position for stadium management company (£000s)
6,000 all-seat stadium	9,000	-220
Athletics off-site	1,238	-126
Total	10,238	-346
Facility Mix B		
6,000 all-seat stadium	9,000	-220
Athletics off-site	1,238	-126
3G Pitches	1,508	86
Budget Hotel	4,490	313
Total	16,236	53
Additional Options		
Flexible Office Space	2,600	18
Commercial Health and Fitness	3,000	200
Cycle Track	956	-57

All figures are indicative and do not represent a proposal

Table 1 Assumptions: Capital costs include fees / contingency and inflation, but not taxation. Revenue figures assume stadium management company costs included. Scope exists to reduce revenue and capital costs if the athletics and other sports facilities are provided off-site in partnership with the university.

4. Consideration has also been given to a lower specification core stadium. If the number of stands are reduced the cost becomes less. For example, Oxford United have only 3 sides to their ground. The final end stand is proposed to be completed when funds are available or the need arises. A cheaper solution would be for two main stands only. This could reduce the cost by c. 11% for the lowest grade option. Costs could be further reduced if the amount of seating was reduced. All these options run the risk of undermining the stadium commercial appeal. In addition the Football Stadium Initiative Fund (FSIF) funding requirement is for an all seated stadium.
5. Consideration also needs to be given to the 'do nothing' option. Clearly this would leave the City without all the advantages flowing from a community stadium development.
6. The revenue position for the two facility mixes is based on a detailed financial model. For Facility Mix A there would be an operating deficit of -£346,000 per annum. Facility Mix B, with its higher capital spend and inclusion of more commercially focused activities, would result in an operating surplus of £53,000. That represents a difference of £399,000 per annum. Expressed as a return on the additional capital invested, it would be c. 7%.
7. A three stage site selection exercise was undertaken in line with the sequential approach set out in national Planning Policy Statement 4 (PPS4). The work undertaken has identified a final short list of four sites. These are:

- Bootham Crescent
- Hull Road/Heslington East University campus
- Mille Crux/North of Nestle
- Monks Cross

8. Detailed development appraisals have been undertaken for each of the sites. The two facility mix models have been applied to each of the short-listed sites. A summary of the findings is set out below in Table 2.

Table 2: Capital costs and funding gap for short-listed sites

Facility Mix A	Bootham Crescent £000s	Hull Road £000s	Mille Crux £000s	Monks Cross £000s
Total costs	(13,188)	(11,988)	(16,988)	(11,488)
CYC Funding	4,000	4,000	4,000	4,000*
Other 3 rd Party Funding	330	3,330	3,330	3,330
Funding Gap	(8,858)	(4,658)	(9,658)	(4,158)
Facility Mix B				
Total Costs	(19,186)	(17,986)	(22,986)	(17,486)
CYC Funding	4,000	4,000	4,000	4,000*
Other 3 rd Party Funding	1,000	4,000	4,000	4,000
Funding Gap	(14,186)	(9,986)	(14,986)	(9,486)

All figures are indicative and do not represent a proposal

Figures in brackets are negative values (deficit).

* Issues relating to the disposal of Huntington stadium are covered in the 'closing the funding gap' section paras 99 to 102 later in this report.

9. The current information available suggests that the principal stakeholders cannot directly fund the project from the budgets that are available. Therefore project delivery will be dependent on an enabling development to generate the necessary funds to facilitate the community stadium scheme. A more detailed analysis of issues relating to enabling development is provided in Annex 12. Projects have been delivered elsewhere with similar funding gaps using enabling development as the principle funding mechanism. Of particular relevance are schemes at St Helen's, Warrington, Southend, Chesterfield and Grimsby. Other options exist to reduce the funding gap which include value engineering, specification reduction and procurement strategy.
10. The most effective, timely, risk averse and deliverable method of achieving enabling development is through a single site solution (where the enabling development and stadium are considered as one application).
11. To achieve the necessary level of uplift in value to fund the project a strong and robust planning case. There are a number of principles that would need to be established to justify the use of enabling development and these are explored more fully in the body of the report. Under all options considered this development would likely be led by retail or residential development on a site that is zoned for another planning use. If the project is to be delivered, a policy decision will need to be taken to assess the impact of, for example, some form

of retail development or a relaxation of s106 contributions for residential development.

12. The potential site options are as follows:

- **Bootham Crescent / Dunscombe Barracks:** A split site solution that would require enabling development at Monks Cross South and a core stadium on the Bootham Crescent site and the adjacent MOD land with community sports facilities off-site. This would have complex land assembly issues, higher delivery risks and represent a higher capital cost than the single site options.
- **Hull Road:** A comprehensive single site development at Hull Road Sports Village. A good location with potential to link to the wider university campus extension. However, there is a higher planning risk as the majority of the land is in the Green Belt and therefore 'very special circumstances' would need to be demonstrated. Opportunity does exist for the outdoor sports facilities to be provided as part of the 'sports village' as a sub-option.
- **Mille Crux / Nestle:** A split site solution that would require enabling development at Monks Cross South with the Community Stadium and sports pitches to be delivered at Mille Crux. However the land assembly issues are complex including a potential land swap and there is limited scope for enabling development on-site. As with Bootham Crescent it would have higher capital costs and more delivery risks than a single site option.
- **Monks Cross South:** A comprehensive single site redevelopment of Monks Cross South which is not a green belt site. The Vanguard site already site has planning permission for business use and there is commercial potential/interest. There is an existing stadium on the site, a council asset, with the opportunity to incorporate community uses and it already has good transport links.
- **Off-site outdoor sports provision:** For all options, the possibility exists to provide off-site community sport facilities at the Hull Road Sports Village University which maximises potential for external funding, income generation and offers community access / benefits. Discussions with the University on this option are currently underway.

13. The next steps needed to take the project forward are to agree a preferred option / site and undertake further work to secure delivery which might include:

- Market testing
- Develop a procurement strategy that will enable the delivery of the stadium component uses on a prioritised basis to ensure the delivery of the highest quality, most commercially sustainable and greatest community benefit, which can be delivered using the most cost effective use of resources, in the shortest timeframe.
- Agreeing terms with the relevant bodies to the particular option, which could include the following:

– York University

- MOD
 - Project partners (Sports clubs) re governance and operation
 - Other appropriate landowners / developers
 - Other potential partners
- There will be financial implications to deliver this project. It is recommended that a procurement strategy be developed once a preferred site is identified. It is estimated that the total project costs for a project of this nature will be approximately 20% of the total capital cost. Until the exact proposal is known the amounts are difficult to quantify. For this reason it is proposed to proceed in stages. (further details provided in Finance Director's comments paras 129 –132. The first stage will work towards procurement and include the following key actions:
 - Negotiation with landowners / partners and developers etc
 - Land assembly
 - Legal support
 - Development of planning / development briefs
 - Initiation of 1st stage of procurement process
 - Undertake further feasibility work as appropriate
- Based on other key CYC capital projects the estimated cost for the pre-procurement and land assembly stage is c. £200K. It is proposed that the funding for these initial project costs could be met from existing unallocated Local Authority Business Growth Initiative (LABGI) money. £12k of previous LABGI allocations is available to use in addition to the £186k received in 2009/10 totalling £198k.

Structure of Report

14. This report presents the business case for a community stadium. It is a summary of the findings as there are many complex issues associated with the project. Much of the detail is provided in annexes, which draws on more detailed feasibility work and studies that have been commissioned. Details regarding the different strands of work undertaken are provided in Annex 6.
15. The report looks at the case for uses and components that could contribute to a community stadium in York. A menu of essential and desirable components is established. These are applied to a short-list of potential sites and the options are appraised against the success criteria set for the project. Assessment of risks is undertaken with particular reference to capital cost, ongoing revenue commitment, funding, planning, land assembly, procurement, complexity, timescale and legal considerations.

Annexes

16. More detailed information / evidence from the feasibility study is provided to support the report, set out in the following annexes:

Annex	Document
1	Bootham Crescent/Duncombe Barracks Appraisal Proforma
2	Hull Road/Heslington East Appraisal Proforma
3	Mill Crux/North Nestle Appraisal Proforma
4	Monks Cross South Appraisal Proforma
5	Option for off-site sport provision
6	Feasibility work undertaken
7	Comparator Study (from the Outline Business Case 23 June 2009)
8	Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis
9	Detailed Strategic Fit Matrix
10	Economic Impact Assessment
11	Planning and Transport Issues (summary)
12	Principles & analysis of enabling development and relevant case law
13	Operating / Management Issues
14	Capital and Revenue Cost Table

Background

17. In 2003, in a move to help to ensure the continuation of York City Football Club (YCFC), the Football Foundation (FF) through the Football Stadia Improvement Fund (FSIF) provided YCFC with a loan of £2M. With the council's commitment to work in partnership with the football club to deliver a community stadium an agreement has been reached with the FSIF, providing a suitable application is submitted by May 2012, the loan can be converted into a grant towards a new stadium (subject to compliance with FSIF funding requirements). Thus, if the project is not progressed to a well advanced stage by May 2012, the FSIF loan

and subsequent grant may be lost. As things stand , YCFC would then have to find the means to repay the loan.

18. Alongside this there is an overriding need to improve and develop other sporting / well-being facilities in the City, as set out in the council's strategy for sport and leisure. The council has seen an opportunity to work with YCFC, York City Knights and City of York Athletics to improve the range and accessibility of sports and well being facilities and to achieve results which benefit all parties to a greater degree than could be achieved working separately. The council has identified the project as a corporate priority and has allocated resources to assist in its delivery.
19. An Outline Business Case, submitted to Executive on 23rd June 2009, established the vision of a hub of sport, well-being and learning. It was agreed that more detailed feasibility work be commissioned to develop a robust and deliverable proposal which would be brought to Executive by July 2010. Details of the different strands of work undertaken that contributed to the feasibility are set out in Annex 6. This work provides an evidence base for the business case and options appraisal. It has been undertaken by the council's project team and supported internally by CYC's professional services and externally (where the relevant expertise was not available).

What is a Community Stadium?

20. There are many community stadiums across the United Kingdom. All have different ways of engaging with the community but are similar in that they provide facilities and services to local communities over and above their 'primary' sporting facilities (which are often provided to enable professional football, rugby league and/or rugby union matches to be played). A comparator study detailing stadium facilities / services was undertaken and presented in the Outline Business Case (Executive 23 June 2009). It has been attached as Annex 7 for information.
21. The goal of many of these stadia is to become an accessible hub in terms of geographic accessibility and affordability for the community. They range from a base for outreach community sports initiatives to full sports villages. These facilities are available to residents from all backgrounds and abilities (including young people and adults with disabilities), as well as local schools, universities and clubs. They can also provide facilities for elite sports people from the local area.
22. There have been a number of innovative new approaches to provide the 'community' element of the stadium. Healthcare and education provision have been used to generate an income stream and are provided as part of the wider stadium complex. Successful examples of this are with the PCTs at both Preston and Warrington and with higher / further education colleges at Headingly and Hull.
23. Many community stadiums have received support from councils. The Local Government Act 2000 gives councils wellbeing powers to use resources on projects with tangible community/economic benefits. This support has ranged

from assistance with infrastructure to direct funding. Where councils have got behind stadium projects, exciting community focused initiatives have been delivered with impressive outputs for the community. However, State Aid rules strictly prohibit councils from giving money (or state aid) to other bodies.

24. In a number of instances councils have supported projects with some of the indirect costs relating to land assembly, infrastructure and wider accessibility issues. St Helen's is an example where other types of support were provided by the council that amounted to £6M towards the project.

Potential for a Community Stadium in York

25. A detailed needs analysis has been undertaken to determine the potential components that could make up the facility mix of the Community Stadium. This is essential from a project affordability and commercial viability perspective. Furthermore, a clear evidence base demonstrating need is also essential to make a robust planning case.

26. In assessing the potential options that could comprise a Community Stadium it is important to consider the criteria they will be judged against. The principles established for the delivery of the project are set out below. The targets of the Community Stadium sought by the Stadium Partnership Group and the council Executive that project might:

- Provide a modern stadium shared between YCFC and York Knights RLFC that meets minimum league requirements
- Provide a replacement athletics facility to a minimum of county standards
- Maximise opportunity for the people of York and its visitors
- Maximise community use including sport, education and health / well-being
- Be commercially sustainable, the project must result in a viable business venture
- Be an environmentally sustainable development

27. The work undertaken in evaluating the potential for the community stadium concludes that that the project offers a wide ranging wealth of benefits and opportunities for the community (these are explored in detail in Annex 8):

28. **Core Stadium:** The principal component of the project is the core stadium. As a minimum the core stadium should:

- Have a minimum capacity of 6,000
- Meet criteria for both football and rugby leagues at least one tier above current position
- Be capable of being extended to 12,000 to allow for entry requirements for the higher tiers of the football and rugby leagues
- Incorporate income generating uses
- Designed to comply with FSIF grant requirements (which require the stadium to be all seated).
- Not have an athletics track inside the main stadium

29. **Sport:** Promote a sporting culture to the community through the council's commitment to the support and development of a new home for YCFC and York Knights. Community sport facilities will advance and expand grass root sport development. A demonstrable need has been identified for the following sports to be incorporated:
- **Sports Pitches:** There is a demonstrable need in the city for additional 3rd Generation (3G) sports pitches, particularly focused around mini-soccer. The Football Foundation are supportive, particularly if part of a wider sports village / community stadium complex and have indicated funding would be available.
 - **Cycling:** With the York's Cycling City status and the lack of off-road facilities in the region, there is a case to provide a closed circuit cycling track as part of a wider sports village / stadium complex. Offering scope for cycling development, school's use, safety training, club training, time trials, as well as recreational cycling, running and triathlon. British Cycling are very supportive of the scheme and have indicated that funding would be available.
 - **Athletics:** Huntington stadium has the only synthetic athletics track in North Yorkshire and needs significant financial investment for modernisation and ongoing maintenance. Nationally, there is significant growth in participation rates in athletics (athletics field, athletics track, running track, running cross country/road, running road, running ultra marathon and jogging). There is a significant opportunity that the athletics facilities could be provided in 2012, contributing to York's Olympic offer and legacy. Though the athletics facilities could be part of the wider stadium development they could also be located off site:
 - **Provide the athletics facilities as part of the stadium complex:** offers considerable benefits in terms of the management of the facility and links between the other sporting uses.
 - **Provide the athletics facilities off-site:** opportunity exists to integrate a new athletics facility as part of Hull Road Sports Village.
30. **Associated Commercial Activity:** detailed feasibility and market testing has been undertaken to assess the uses that are compatible with the stadium but also offering commerciality. The exercise concludes that 3G Pitches, private health and fitness, pre-let commercial floor-space and a budget hotel are commercial uses that may compliment the community stadium development and bring essential revenue streams. The appropriateness of these uses to each of the short-listed sites is covered later in this report.
31. **Health and Wellbeing:** The provision of new, quality sporting facilities will increase sport and active leisure participation levels. All members of the community would be able to access the potential health and wellbeing facilities offered as part of a stadium development. These include:
- **Health care services:** After detailed discussions with the Hospital Trust (over the past 12 months) including possible service provision and

floor plans, it is recognised that, subject to funding, there is a potential opportunity to incorporate health services into the Community Stadium.

- **Independent Living Demonstration and Assessment Centre:** There is an opportunity for CYC to work with its partners to provide an Independent Living Demonstration and Assessment Centre as part of the stadium development. Locating the centre at the stadium will uphold and aid independent living, increase accessibility and promote a sense of inclusiveness amongst its users.
- **Stadiums and Health Initiatives:** The stadium could be used as a tool to deliver health initiatives to the community. Examples from around the UK include:
 - ‘FitFans’ Weight Management scheme in Hull, KC Stadium and Craven Park
 - Health Checks in Leeds, Carnegie Stadium
 - ‘Playing Safely’ Sexual Health Initiative in Oldham
 - ‘It’s a Goal’ Mental Health Initiative in Macclesfield

32. **Learning, Training and Skills:** Opportunities exist to use the project as a tool to encourage and deliver learning, training and skills.

- **Targeted Recruitment and Training:** The project can be used to secure commitment from developers to deliver apprenticeships, work placements and training to the community. Depending on the scale of the development a commitment to deliver approx. 617-1028 training weeks could be achieved.
- **Social Enterprise:** A social enterprise, similar to Krumbs Café or the Blueberry Academy could be included in to the stadium, increasing the learning and skills provision available to the community.
- **Institute of Sport:** York St Johns University would like to locate their Institute of Sport at the stadium. This would act as a central hub for sport within the city, embracing the Council of Europe’s definition of sport.
- **Training / conference venue:** CYC and other public bodies around the city and the region have identified the need for training facilities. Discussions with Hospital Trust, North Yorkshire Police and North Yorkshire PCT and York St Johns have shown that there is interest in using the stadium facilities as a training venue. Furthermore there is also the opportunity and support for creating a public sector training partnership through the stadium’s facilities.
- **Job Creation:** The stadium has the potential to create 220 direct and 81 indirect employment opportunities. This is explored further later in this report and in Annex 10.

33. **Environmental Sustainability:** The community stadium could be designed to incorporate environmentally sustainable elements and is likely to be able to

access other external funding streams. The opportunity also exists for York to set the benchmark in 'green' stadium design. Detailed work has been undertaken in exploring the scope for making this a highly environmental sustainable project. The more activity included on one site, the greater the scope for energy efficiencies and the use of green technologies. An outline business case has been established for environmental sustainability opportunities. This awaits completion as it relies on site specific data. Once a preferred site is agreed, the work can be finalised and opportunities for delivery and funding can be further explored. Further details are provide in Annex 8 para 73.

34. **Contribution to city and regional objectives:** The community stadium has a very strong strategic fit. It will enable the council and its partners to deliver many of their strategic commitments and priorities. It also facilitates further partnership working which could include a public sector training hub, health services and education provision. (This is covered in more specifically in Annex 9).

Conclusion of need / demand assessment

35. The Community Stadium project presents a significant opportunity for York. Detailed and robust evidence demonstrates a need for a community stadium incorporating a wide range of facilities in York. It could deliver a diverse range of benefits and would be a significant and valuable asset to the City, incorporating significant community and stakeholder opportunities. It is clear from the work undertaken that the following components should be considered to be incorporated into the stadium subject to funding and site location:

- 6,000 all seat capacity stadium with the potential to expand
- Athletics track (on or off site)
- 3G pitches
- Cycle track
- Health and fitness facilities
- Budget Hotel
- Pre let commercial / community floor space

Note: some of the above uses may not be suitable for specific sites e.g. Health and fitness is already provided at Monks Cross South. This is covered later in the report.

Appraisal of Potential Options

36. Each of the short-listed sites offer different funding and development opportunities. It is therefore important that some flexibility is provided when setting out the options that can be assessed. There is little point in providing a very prescriptive mix of component options. It is likely that the decision regarding the facility mix will be subject to a number of important factors relating to the preferred site, the procurement route, market conditions, land values and the success of potential external funding bids. Thus, a menu of capital / operating costs along with their economic and community impact is provided, so they can be judged against each another.

Financial Analysis

37. A detailed financial model has been developed that illustrates different operating positions for the stadium and its component uses. The figures are based on best estimates from a wide evidence base of other stadia, sport facilities, the sports clubs current positions and market intelligence. They are provided as 'best estimates' and should be treated so. It is also important to add, that the model has been designed on the basis that the stadium would be financed, built and operated directly by a Stadium Management Company (SMC). This is the most transparent way to assess the real cost of all the components, establish where there are financial risks and which offer best / worst yields. It will also be useful to inform any future market testing or procurement exercise. It also identifies the capital funding gap.
38. The operating, management, maintenance and lifecycle costs are apportioned on a percentage basis to provide a reasonable indication of on-costs.
39. Table 3 (provided in Annex 14) illustrates the potential capital costs, external funding, net revenue position and annual return on capital. Before considering the possible mix of uses, an analysis of the capital and revenue is undertaken.

Capital Cost Analysis

40. The principal and most expensive component of the project is the core stadium. Table 4 below sets out a range of capacities and specification costs. For the purposes of this feasibility cost of £9M for the core stadium has been assumed.

Table 4: Stadium capacity and specification costs

Capacity	Low specification (£m)	High specification (£m)
6,000	£9m	£13m
10,000	£12m	£17m
12,000	£15m	£25m

All figures are indicative and do not represent a proposal

Below are a set of assumption that relate to all capital costs:

- The stadium costs identified range from essential through to a higher quality specification. There are many different options that can be considered. Minimum would include 15 executive boxes / hospitality facilities, support facilities for professional sports teams and small element of car parking.
- All core stadium costs assume compliance with FSIF requirements, a minimum capacity of 6,000 (all seat).
- Commercial floorspace costs are based on a category A fit-out. Thus scope exists for reducing costs depending on the requirements of the potential tenants.

- Athletics costs are for the provision of an 8 lane county standard track.
- Pavilion facility costs are spread between the athletics and sport pitch costs for off-site sports provision costs.
- Health and Fitness assumes the capital costs for the development and fit-out of the facility but it to be run under management contract.
- Budget Hotel assumes the capital costs for the development and fit-out. The facility would be run under a management contract.

Note: some of the above uses may not be suitable for specific sites e.g. Health and fitness is already provided at Monks Cross South. This is covered later in the report.

Revenue analysis

41. Commercial sustainability is one of the essential success criteria of the project. This presents a significant challenge, as the benchmarking exercise has shown, that most stadiums operate with some form of subsidy. There is no budget identified to provide ongoing revenue for the stadium's operation. The sports clubs have a limit on the amount they can pay for its operation, if running costs increase or income generation targets are not reached it will threaten the position of the sports clubs.
42. The design and feasibility work has been approached to ensure there is sufficient income generating potential in and around the facility to address any operating losses. This has involved the potential inclusion of the following components:
 - Pre-let commercial floorspace
 - Hospitality facilities / executive boxes
 - 3G sports pitches
 - Budget Hotel
 - Health and fitness
43. The components listed above represent opportunities to generate income net of cost and the needs analysis shows they can work as part of the stadium complex. Some of the components have the additional benefit of contributing to the wider community offering and strengthen the achievement of another essential criteria of the project. However, the appropriate stakeholder interest in the scheme will be site dependent.
44. There is a relationship with the level of revenue generated and the capital costs of the project. In assessing the options of what should be included in the stadium model, serious consideration needs to be given to their capital cost, operating costs and income generation potential against the ability to meet the project objectives.
45. The sports clubs have high expectations of the new facility and would like to see their revenue positions improve to assist in their sustainability and progression. The first call on any income generation must be the basic operation of the

stadium. Once these costs are covered, a profit share mechanism will distribute funds.

46. Potential options for governance and management of the facility are discussed later in this report and in Annex 13.

Funding

47. **Council Capital Contribution:** £4M has been identified in the council's capital programme to support the delivery of the community stadium project. The main restriction over the use of this money is that it complies with the council's well-being powers under the Local Government Act 2000 and complies with the European State Aid regulations. Details regarding these issues are covered later in this report.
48. **Football Stadia Improvement Fund (FSIF) grant.** This will cover the £2M loan made to YCFC into a grant providing a suitable application is made by May 2012 which is compliant with the fund's conditions. The rolled-up interest on the loan will need to be repaid (an additional £231,330) on this date. There is a time limitation risk with this funding. The FSIF have re-affirmed that their funding criteria require the stadium to be all seated in order to receive the football league entitlement of £2M.
49. **Disposal value of Bootham Crescent:** Any receipt from Bootham Crescent would probably be cancelled out by existing debt that would have calls on any equity from the sale. Dependent on the market value at the time of sale, it is possible this could result in a small deficit, not a surplus.
50. If Bootham Crescent was not disposed of and the site used for the redevelopment of the stadium the outstanding debts would need to be funded from an alternative source.
51. **External funding opportunities:** Funds relating to other aspects of the project may be available although in the current financial climate public sector funding opportunities will be severely limited. Discussions have been on-going with the following relevant funding agencies and governing bodies. Estimates of available funding are included in Table 3 in Appendix 14 and come from the following organisations:
- Football Foundation – 3G mini soccer and full size sports pitches
 - British Cycling – Cycle Track
 - UK Athletics – County standard athletics facility
 - Sports England – Support facilities for sustainable sports facilities
 - Environmental sustainability grants – where there is a strong case to use some green technologies

If funds are available it considerably strengthens the business case for their inclusion as part of a sports village or stadium complex.

52. **Other partner funding:** YCFC are the only club with any significant assets. In current market conditions it is unlikely they or any other of the partners of the project will be able to make a capital contribution.
53. If outdoor sports facilities are provided off-site in partnership with the university, the opportunity exists for capital and revenue contributions towards the development, maintenance and ongoing operation of the facilities, strengthening the business case for the inclusion of a wider range of facilities.
54. **Funding conclusion:** The identified funding streams will not cover the cost of the simplest stadium development (a core stadium and replacement athletics track). The options to close the funding gap form the main focus of the remainder of this report, particularly the opportunity that may arise from the site selection exercise.

Economic Impact Assessment

55. In considering the business case it is important to understand the economic impact the potential different uses/components will have and how they contribute to the key criteria for the success of the project.
56. The table below provides an initial quantification of the possible economic outputs which could be created by each facility/component. More details regarding the Preliminary Economic Impact Assessment can be found in Annex 10.

Table 5: Community Stadium potential economic outputs (by facility)

Facility	Gross Direct Effects (£000s)	Net Additional Effects (£000s)	Construction Employment (temporary effects) (FTEs)	Direct Employment (FTEs)	Indirect Employment (FTEs)
Stadium	2,417	2,496	23	73	35
Athletics track	22	22	6	0	0
Full-size 3G pitch	113	117	1	0	2
Mini soccer pitches (3G)	168	174	2	0	2
Cycle track	-	-	2	0	-
Flexible office space	69	71	-	120	1
Branded budget hotel	1,635	1,689	9	10	24
Private health club	1,200	1,239	7	17	17
TOTAL	4,424	4,569	50	220	81

All figures are indicative and do not represent a proposal

Conclusion of economic and financial analysis of potential components

57. In evaluating a potential mix of uses for the delivery of the project, consideration needs to be given to the capital cost, the ongoing revenue position, yield and to what extent the uses contribute to economic and community benefits.
58. Table 6 below summarises an overall position for each of the potential components drawing on the information set out in this report. The scores used provide a simplified indication of the each components strengths and weakness.

1 = Weak
2 = Average
3 = Strong

59. It demonstrates that there is a stronger business case for the provision of some components compared with others. The more components provided, the greater the capital cost. As the capital cost increases either the socio-economic outputs will increase or the more chance there is for generating additional income.

Table 6: Relative strengths / weakness of component uses

	Capital Cost	External Funding	Revenue position	Yield	Economic Benefits	Community Benefits	Overall weighting (out of 18)
Essential components							
Stadium & site works	1	2	1	2	2	2	10
Athletics (on site)	2	2	1	1	2	3	11
Athletics (off site)	3	2	2	1	2	3	13
Desirable components							
Flexible office space	2	1	3	2	3	2	13
3G pitches (inc pavilion)	2	3	3	2	2	3	15
3G pitches (exc pavilion)	3	3	3	3	2	3	17
Cycle track	3	3	1	1	1	3	12
Hotel (Budget)	1	1	3	3	3	1	12
Private health & fitness	1	1	3	3	3	2	13

The scorings in this table are purely for illustrative purposes

60. To assure that the site selection exercise is assessed on a fair basis, two facility mix models are to be applied to each short-listed site. These are not proposals, simply examples of two options.

Facility Mix A – essential components for the base model

- Core Stadium (essential)
- Off-site athletics (essential)

Facility Mix B – commercially / community focused model

- Core Stadium (essential)
- Off-site athletics (essential)
- 3G pitches (strong financial / community)
- Budget Hotel (strong financial / economic)

61. The following uses could also be considered. In all cases non essential components will require a site specific justification or access to additional funding (commercial or external agency / partner).

- Pre-let commercial floor space: if a long-term tenancy can be secured with the Hospital Trust or other public body there is a strong business case for its inclusion.
- Private Health and Fitness there are only a number of sites where this might be appropriate and will be dependent on market interest and competition.
- Cycle Track: This would be a strong addition to a sports village, however it generates minimal income streams.

Site Selection

62. A three stage site selection exercise was undertaken adopting the sequential approach set out in PPS4 starting with Areas of Search across the City, which identified a long list of sites, which has now been narrowed down to a short list. Detailed planning analysis, transportation studies and development appraisals have been prepared and developed at all three stages. These have involved CYC internal professional team and external specialist support. A summary of the methodology used and the wider planning and transport issues are contained in Annex 11.

63. When the outline business case was presented to the Executive in June 2009, it was clear that the project could not be delivered without some form of enabling development to close the funding gap. Due to the nature of the city, only two sites have been identified that can deliver all facilities on one site. The other sites would require the delivery of facilities on split sites. In all cases it is more cost effective to deliver some facilities off-site, notwithstanding the location.

64. Under all the sites and options considered, enabling development will need to be the principal tool in order to fund the project. To provide a commercially sustainable community stadium it is estimated, in the assessment below, that a funding gap exists. The feasibility and development appraisal work has established that it is possible to fund a gap of this magnitude through enabling development for this project. However, it must be stressed, compliance with the strict planning tests must be demonstrated. Furthermore, the greater the economic and social benefits / impact the stronger the planning case will be. Annex 12 provides details of the principles and analysis relevant to this project of enabling development and relevant case law.

Analysis of Short Listed Sites

65. As part of the sites selection exercise two generic facility mix models have been applied to each site. These are not proposals. Facility Mix A: providing the essential components and Facility Mix B: providing a mix which offers wider community benefits and commercial sustainability. Any mix of the components set out in the appraisal of options section of this report (tables 3-6) above could be considered.
66. It is assumed for each site that the athletics and other outdoor facilities will be provided off-site. In each case the funding gap / scope for enabling development is identified. A more detailed information regarding each site and their development potential is set out in Annexes 1-5.

SITE 1: Bootham Crescent / Dunscombe Barracks

67. This would have to be a split site development proposal. Due to the funding gap it would rely on funding from the Monks Cross south site as an 'enabler'. The stadium and some limited on-site commercials development would be delivered at Bootham Crescent and Dunscombe Barracks. There is no scope for on-site outdoor sports facilities.

Table 7: Bootham Crescent/Duncombe Barracks Development Appraisal (Indicative)

Bootham Crescent	Facility Mix A £000s		Facility Mix B £000s	
	Capital	Operator Revenue	Capital	Operator Revenue
Land assembly cost	(2,200)		(2,200)	
Stadium costs	(10,238)		(16,236)	
Project costs	(750)		(750)	
Total costs	(13,188)		(19,186)	
CYC Capital	4,000		4,000	
FSIF Grant	0		0	
3 rd party contributions	0		0	
External Funding sources	330		1,000	
Total funds	4,330		5,000	
Net Funding Gap (capital) / operating surplus (revenue)	(8,858)	(346)	(14,186)	53

All figures are indicative and do not represent a proposal

Assumptions

- Land can be acquired from the MOD for the Dunscombe barracks site
- Huntington site preparation costs included
- FSIF capital not realised as there will be no receipt for the asset

- Assumes that the football club will clear other outstanding debt before option can proceed.

Strengths / Opportunities

- YCFC are principal land owner and are motivated to drive project forward.
- Likely to be popular with football fans.
- This is a brownfield site, and the sequential most desirable site in planning terms.
- This site has the best potential to offer a green transport plan.
- MOD have expressed interest in disposal / joint development of their site.

Weaknesses / Risks

- Split increase planning risks, potential timescale risk and increase complexity.
- Equity of site would not be realised, thus debts remain outstanding.
- May undermine financial stability / sustainability of YCFC
- Four separate land interests – complex land assembly issues.
- Tight development site with potential residential amenity issues
- CPO not possible on MOD land and Monks Cross enabling land
- Limited revenue generation possibilities (non-match day income)
- Limited community opportunities
- Limited car parking / vehicular access
- Most expensive site to develop

Critical Success Factors

- Capital receipt will not be realised for BC. Assumes debt free ground, which effects FSIF grant being realised.
- This option might place YCFC under additional financial pressure – threaten future of club.
- Split site relies on funds from separate site / planning / procurement process. High planning risk. Possible delay in delivery.
- Mix B revenue represents 7.5% return on capital difference between A&B.
- Mix A has a operational deficit (before sensitivity).
- Limited market interest in Hotel at BC. Potential to explore commercial Health and fitness under Mix B.

SITE 2: Hull Road / Heslington East

68. This would be a single site comprehensive development. A number of options exist as to how the enabling and stadium facilities could be delivered. An independent developer has approached the council with a alternative option. The stadium and outdoor sports facilities could link into the University's campus extension (which is currently under construction). The enabling development would likely be focused on the land identified in the draft local plan as 'safeguarded' for future development.

Table 8: Hull Road/Heslington East University Campus Development Appraisal (Indicative)

Hull Road	Facility Mix A £000s		Facility Mix B £000s	
	Capital	Operator Revenue	Capital	Operator Revenue
Land assembly cost	(1,000)		(1,000)	
Stadium costs	(10,238)		(16,236)	
Project costs	(750)		(750)	
Total stadium costs	(11,988)		(17,986)	
CYC Capital	4,000		4,000	
FSIF Grant	2,000		2,000	
3 rd party contributions	1,000		1,000	
External Funding sources	330		1,000	
Total funds	7,330		8,000	
Net Funding Gap (capital) / operating surplus (revenue)	(4,658)	(346)	(9,986)	53

All figures are indicative and do not represent a proposal

Assumptions

- Land is acquired from university and other parties for stadium site
- Huntington site preparation costs included
- University require some additional increase in footprint / density of their site as part of the proposal
- FSIF capital will be realised from disposal of Bootham Crescent.
- Scope to enhance receipts through joint disposal of Bootham Crescent and Dunscombe Barracks (c.£1M).

Strengths / Opportunities

- Single site solution – less complex delivery.
- Option to be delivered as split site (using Monks Cross as enabler) if enabling development in green belt consider a higher risk.
- Excellent links for community sports / education with University
- Additional interest from independent developer for scheme involving site and land at North of Hull Road.
- Good access, adjacent to P&R (university now own freehold)
- Extension of sports village model / partnership with University
- Option to provide all sports facilities on-site

Weaknesses / Risks

- Green belt status would add planning risk to proposal – national planning policy, exceptional circumstances need to be argued.
- Enabling development also in green-belt
- Transportation issues relating to A64 junction
- University objectives for increase in campus size may also impact on planning risk.

Critical Success Factors

- Assumes 3rd party contribution from joint disposal of BC & DB (£1M)
- Green Belt status of land increases planning risk and potential delay (call-in)
- Requires leadership of University to deliver project.
- Mix B revenue represents c.7% return on capital difference between A&B.

SITE 3: Mille Crux / Nestlé North

69. This would have to be a split site development proposal. Due to the funding gap it would rely on funding from the Monks Cross south site as an 'enabler'. It would rely on a development agreement with Nestle (the principal land owner) and the Bio-Rad site (an old industrial site). The stadium would be located on the northern part of the site and allowing for on-site enabling development closer to the residential properties. Replacement pitches and allotments would need re-provided on the Nestle North site (Green Belt). Scope does exist to provide outdoor sports facilities on-site.

Table 9: Mille Crux/Nestle North Development Appraisal (Indicative)

Mille Crux / Nestle North	Facility Mix A £000s		Facility Mix B £000s	
	Capital	Operator Revenue	Capital	Operator Revenue
Land assembly cost	(6,000)		(6,000)	
Project costs	(750)		(750)	
Stadium costs	(10,238)		(16,236)	
Total costs	(16,988)		(22,986)	
CYC Capital	4,000		4,000	
FSIF Grant	2,000		2,000	
3 rd party contributions	1,000		1,000	
External Funding sources	330		1,000	
Total funds	7,330		8,000	
Net Funding Gap (capital) / operating surplus (revenue)	(9,658)	(346)	(14,986)	53

All figures are indicative and do not represent a proposal

Assumptions

- Land acquisition costs to include Bio-Rad and Nestle land, as well as sports pitch / allotment re-provision.
- Huntington site preparation costs included
- FSIF capital will be realised from disposal of Bootham Crescent.
- Scope to enhance receipts through joint disposal of Bootham Crescent and Dunscombe Barracks (c.£1M).

Strengths / Opportunities

- Equi-distanced between two existing stadiums
- Sustainable location, good scope for green travel
- Good community and commercial opportunities

- Opportunity to deliver on-site outdoor sports facilities and other community uses.

Weaknesses / Risks

- Split increase planning risks, potential timescale risk and increase complexity.
- Four separate land interests – complex land assembly issues.
- Bio-rad site adds complexity and is higher value.
- CPO not possible to secure Monks Cross land.

Critical Success Factors

- Split site relies on funds from separate site / planning / procurement process. High planning risk. Likely delay in delivery.
- Would require significant on-site enabling development to be deliverable.
- Assumes 3rd party contribution from joint disposal of BC & DB (£1M)
- Mix B revenue represents c 7% return on capital difference between A&B.
- Mix A has a operational deficit (before sensitivity).

SITE 4: Monks Cross

70. This would be a single site comprehensive development. The site would include the Vanguard site and Huntington stadium. The new stadium and its supporting facilities would be built on the existing stadium site. Scope exists to build around the existing Waterworld facility. There is a scheduled ancient monument to the open land to the east. The wider site would be developed as part of a comprehensive scheme including enabling development. The Monks Cross Park and Ride site is directly adjacent to the site.

Table 10: : Monks Cross South Development Appraisal (Indicative)

Monks Cross	Facility Mix A £000s		Facility Mix B £000s	
	Capital	Operator Revenue	Capital	Operator Revenue
Land assembly cost	(500)		(500)	
stadium costs	(10,238)		(16,236)	
Project costs	(750)		(750)	
Total Costs	(11,488)		(17,486)	
CYC Capital	4,000*		4,000*	
FSIF Grant	2,000		2,000	
3 rd party contributions	1,000		1,000	
External Funding sources	330		1,000	
Total funds	7,330		8,000	
Net Funding Gap (capital) / operating surplus (revenue)	(4,158)	(346)	(9,486)	53

All figures are indicative and do not represent a proposal

* issues relating to the disposal of Huntington stadium are covered in the 'closing the funding gap' section (para 100 later) in this report.

Assumptions

- Option for land acquisition for open land to west (not included in costs)
- Huntington site preparation costs included (to allow for new stadium on-site)
- FSIF capital will be realised from disposal of Bootham Crescent.
- Scope to enhance receipts through joint disposal of Bootham Crescent and Dunscombe Barracks (c.£1M).
- CYC land included for stadium in addition to CYC capital contribution (£4M).

Strengths / Opportunities

- Single site solution, Vanguarde site adjacent to stadium
- Strong planning case for enabling development – potential uplift in land value to deliver project with community facilities
- Good opportunity for community focus
- Opportunity to secure future of swimming and health and fitness at Monks Cross.
- Minimal land assembly costs
- Option to acquire land to west for sports pitches etc
- Commercial interest / scope for commercial support uses
- Good access / adjacent P&R
- No reliance on other planning permission or land assembly
- Existing stadium could form part of application site
- Lowest funding gap out of short-listed sites

Weaknesses / Risks

- Quantum of development envisaged by developer could create planning risks
- Scheduled Ancient Monument on adjacent land. May add complexity, however initial feedback is that project could enhance access
- Increase in traffic movement has been previous concern

Critical Success Factors

- Relies on negotiated approach with land owner / developer.
- Option for CPO to drive project forward possible as fall back.
- Assumes 3rd party contribution from joint disposal of BC & DB (£1M)
- Mix B revenue represents c. 7% return on capital difference between A&B
- Swimming / H&F future at Waterworld is an important consideration
- Huntington stadium would remain CYC asset

Timeline for all sites

71. The project plan set out below summarises the key strand as work required to deliver the project for the different sites. They are shown as single sites (Monks Cross and Hull Road), Split sites (Bootham Crescent and Mile Crux) and Outdoor sports facilities at the university. The key issues relating to timescale are:

- The outdoor sports facilities could be delivered in the shortest timeframe. Outline planning permission already exists for the provision of these facilities.

Procurement could be straight forward and facilities potentially opened by 2012 for Olympics.

- All stadium options require a complex planning and procurement process. The dotted lines represent potential delays. The main areas where delays are possible are land assembly (agreeing terms etc), procurement (depending on the nature of what is being procured), planning (there is a chance applications may be called-in or there is a 3rd party challenge).
- The split sites have a critical dependency on funding from the Monks Cross site. It is likely the procurement for the stadium development could not start until the funds were in place. This would mean that at a minimum outline planning permission (but more likely full planning permission) would need to be secured for the Monks Cross Development.
- The earliest completion date for a single site development would be 2014. For a split site this would probably be 2015.

Conclusion of site appraisal

Single sites (Monks Cross South and Hull Road)

72. The single sites offer potential for an earlier completion date. The land assembly issues are less complex. They have the potential to be delivered as a single comprehensive development agreement. The risk for call-in / external challenge will depend on the nature of the enabling development. Both sites have potential planning risks relating to the quantum of development (Monks Cross South) and Green Belt (Hull Road). Monks Cross South has an existing stadium within its site, is not in the green belt, there is an extant planning permission for 500,000 sq ft of business use and the council own Huntington stadium, Waterworld and the adjacent P&R site.

Split sites (Bootham Crescent and Mille Crux)

73. The split sites would take longer to develop than the single site options. The land assembly issues are more complex and there is greater risk of challenge. Both sites have a critical dependency on the Monks Cross planning permission and development agreement. Unless funds can be provided from another source, the procurement will not be able to begin for the stadium until there is some certainty regarding the funds. This will normally require outline planning permission for the enabling development (at Monks Cross South). This could add (at a minimum) one year to the timescale. Bootham Crescent is the tightest site to develop and has least opportunity to generate other commercial income streams.

Outdoor sports Facilities:

74. If terms can be agreed with the university, it is possible that outdoor sports facilities could be delivered by 2012. This may offer scope for capital and revenue costs to be shared. Outline planning permission already exists for such uses. If the council's capital for the project is used to pump-prime this strand, it would simplify the planning issues for Monks Cross South (replacement athletics facilities) and enable a simple procurement to start.

Project Timeline for short-listed sites and off-site outdoor sports options

Procurement / planning/ build	Qtr	2010			2011				2012				2013				2014				2015				2016			
		2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Feasibility	Single																											
	Sports																											
	Split																											
Project Team Procurement	Single																											
	Sports																											
	Split																											
Land Assembly	Single																											
	Sports																											
	Split																											
Procurement	Single																											
	Sports																											
	Split																											
Outline Planning	Single																											
	Sports																											
	Split																											
Full Planning	Single																											
	Sports																											
	Split																											
Build	Single																											
	Sports																											
	Split																											

Single Site	Single
Sports Facilities	Sports
Split Site	Split

Closing the Funding Gap

75. To deliver this project the funding gap could range from c. £4m to £15M. As stated earlier, there is considerable scope for closing this gap. As there is no certainty over the options and amounts that might be achievable, they have not been factored into the financial model. Furthermore, the measures that can be used will change with each of the options considered. Each of the potential options is considered below.

Commercial / enabling development

76. The success of this project relies on the on finding a site which has scope to provide an enabling development to close the funding gap. Even the base option will rely on enabling development. It has been successfully used across the country as a means of funding stadium developments. In some cases the full capital value of the project has been funded as an enabling development. St Helens, Southend, Warrington, Chesterfield, Wakefield and Grimsby are just some examples where development that would not normally have been granted planning permission has been approved as a means of delivering a much needed wider public benefit i.e. a stadium. Independent commercial and planning advice, based on case law and practice elsewhere in the UK, has identified that there is scope to close the funding gap through an enabling development for this project and deliverer a facility mix offering a commercially sustainable facility with wider community use. Considering the sites under consideration there is scope to use enabling development as the principal tool in closing the funding gap for the delivery of this project.
77. In practice, it is impossible to use precise analysis of the financial contributions. Commercial reality dictates that that land owner and developer must see value in any project to make it deliverable. Thus the mix of proposed uses and assessment of land values must be balanced and judged against how proportionate any uplift is. Evidence suggests that such issues have been successfully resolved, by the significant number of other commercial driven stadia projects.
78. The Vanguard site (30 acre site at Monks Cross) offers the greatest opportunity to provide enabling development for this project. It became available at the beginning of 2010, when HSBC's development option lapsed. It has an extant business use and the owner is keen to pursue a scheme for the site. Huntington Stadium is directly adjacent to it.
79. There are though significant legal issues associated with the use of enabling development. In principle the enabling development would secure the funding to establish the community stadium by means of a planning obligation. In order for such an obligation to be lawfully entered it would have to be shown that the obligation meets the tests set out in italics below:
- *“necessary to make the proposed development acceptable in planning terms”*
- in order to bring a development in line with the objectives of sustainable development as articulated through the relevant local, regional or national planning policies.

- *“directly related to the proposed development”* – there should be a functional or geographical link between the development and the item being provided as part of the developer’s contribution.
- *“fairly and reasonably related in scale and kind to the proposed development”* – excessive levels of inappropriate development going beyond what is necessary to enable the stadium element weigh the balance against the grant of planning consent. Obligations should not be used solely to resolve existing deficiencies in infrastructure provision or to secure contributions to the achievement of wider planning objectives that are not necessary to allow consent to be given for a particular development.

80. There is no case law as yet directly on these provisions. However, a recent Compulsory Purchase case suggests that the Courts will require there to be a real connection between the off-site benefits and the development other than the simple fact that one would subsidise the other.

81. Further, it appears from the cases where sports stadia have been the subject of enabling development that, in order for weight to be attached to enabling development, it is necessary to clearly demonstrate that:

- there is an overriding or urgent need for the facility or that it will have regeneration benefits;
- that there are negative consequences of not providing the new facilities which outweigh the harmful consequences of the inappropriate development and tip the balance in favour of the development;
- that the need can only be met through the enabling development
- that there is certainty that the scheme is deliverable
- the scale of enabling development proposed should not exceed what is necessary to fund the development of the community stadium.

Once there are identified sites and outline proposals for the enabling development further advice will be required as to the extent that those proposal meet the legal tests for use of a planning obligation.

82. In assessing the material planning considerations, a key issue will be whether the overall need for the community stadium outweighs the objections to the enabling development. In making a case for an enabling development a clear need for the project has been established. This will be more convincing the greater the community benefit and social / economic impact of the project and if it can be demonstrated that there will be negative impacts if the project is not delivered. Thus, the greater the outputs the greater the chance of increasing the financial contribution. The amount that can be achieved is dependent on the site, the existing / zoned use for the site, the quantum / extent of development, assessment of planning harm against the socio-economic benefits the stadium offers.

Naming rights / Sponsorship

83. There is considerable scope for attracting funding for either capital or ongoing revenue payments for sponsorship or naming rights. The level of funding is

likely to increase the wider the community and commercial impact. An assessment of the types of funding that might be assessed has been undertaken as part of the comparator exercise.

84. If there proves to be a business case for increasing the 'green' aspect of the development the naming scope may increase. Opportunities also exist through ESCOs (Energy Service Companies) now the government has published its proposals for feed-in tariffs. This would be again be dependent on the specific site.
85. Commercial opportunity also exists for advertising, pouring rights and other smaller revenue generators. These could offer between £50K and £300K per annum. (The financial model has assumed £150K per annum, however scope exists to improve this figure).

Borrowing

86. Prudential borrowing could be considered as an option to help address the funding gap although the approval of such funding would need to meet the strict criteria of being affordable, prudent and sustainable. Therefore the use of prudential borrowing could only be considered if there is a strong business case and the risks could be sufficiently mitigated to not place the Council at risk of carrying the revenue costs of borrowing without a matching income. Below are a range of examples for prudential borrowing for a payment period of 25 years.

Table 11: Prudential borrowing rates over 25 years

Amount borrowed (£s)	Annual repayment (£s)
2,000,000	£136K
4,000,000	£272K
6,000,000	£408K
8,000,000	£544K

87. The table shows for every £1m borrowed there is a annual cost of c£68k (£6.8k for every £100,000 borrowed). It could be used particularly as a means of strengthening the commerciality of a facility mix, in particular if there is a strong case for the provision of pre-let commercial floorspace, offering a guaranteed revenue stream and good community / economic outputs.
88. Borrowing could also be considered to 'pump prime' a development partnership or joint venture where the funding from elements of the enabling development might only be able to be delivered until a later phase (for example housing).

Reducing specifications / value engineering / procurement strategy

89. The estimated costs used are not bare minimums because our estimations include allowances for some reductions. Evidence suggests that in the current competitive construction market a number of stadium contracts have been completed close to the £1,000 per seat benchmark. (Chesterfield Stadium contract awarded last year). However, care must be taken when using figures from other schemes as it is not always exactly clear what these include.

Construction deflation is expected to continue for the next two years, thus they maybe be scope for savings.

90. If necessary, scope exists to examine the option of building a number of stands around one of the existing stadiums in phases (this would be easiest at Huntington stadium, using the existing main stand as a base). This would reduce the cost, but may impact on the ability to meet the FSIF's funding requirements. Thus, care must be taken to ensure the £2M grant award is not jeopardised.
91. The concept of value engineering through the procurement process also offers some potential to either reduce costs or improve the specification / range of facilities provided. Such benefits are usually maximised when the specification is not too clearly defined. The less tightly defined the specification the greater the scope for cost reduction or 'value engineering'.
92. If there is a commercial offering as part of the development package the procurement process may provide opportunity for bidders to put forward different ideas of how the project might be delivered for a more competitive price. For example a mix with private health & fitness, a hotel and commercial floorspace may attract greater market interest, offering more scope for cost reduction. This may also include options for the stadium's operation / management (covered below).
93. If procured as part of a single site comprehensive redevelopment with a significant enabling development it would be developer led. The larger the project, the greater the scope for other economies in scale. This would be particularly the case if the mix of facilities was more commercially attractive (covered above).
94. The level of savings this could offer is very hard to predict as it is very much dependent on the facility mix (the bigger the spend the greater the opportunity), the market at the time of going to tender, the site chosen and the level of associated commercial development / opportunity.

Disposal of Bootham Crescent

95. Three of the four options for the site selection involve the disposal of Bootham Crescent. Assuming current market conditions , S106 contributions and YCFC's debts / call on capital receipts, there may not be a surplus from the sale.
96. Discussions with the MOD have been initiated regarding the possible disposal of part or all of the Duncombe Barracks site. Subject to the retention or satisfactory re-provision of the facilities on site and the MOD approving a appropriate business case, scope exists to include this land as part of a joint disposal. This may bring some small benefits and could potentially enhance the value of the overall site.
97. If linked to the development of a new stadium elsewhere, an argument may be established to reduce the social housing and other S106 contributions for housing use. This has been used at the recent planning decision at St Helens

that involved split sites, as the 'gain' was needed to fund the wider community benefits that outweighed the social housing need.

98. This could possibly add value to the capital receipt, but is subject to further feasibility and discussion with key stakeholders (this figure has been included as a third party contribution in the development appraisals above).

Disposal of Huntington Stadium

99. In previous reports the position regarding the disposal value of Huntington stadium has been unclear. This is partly due to uncertainty over the location of the new stadium, and whether might involve the redevelopment of the existing facility for that purpose. Like Bootham Crescent one of the site selection options involves the re-provision of the new stadium at Huntington Stadium (or land adjacent to it).
100. There is a restrictive covenant affecting the land which purports to restrict its use for leisure and recreational purposes. There is also a right for the original vendor to repurchase the site if that use were to change. This adds to the complexity and may require either a legal or commercial solution if the Council's options are not to be limited.
101. If developed in isolation Huntington stadium is unlikely to achieve its full market potential. It is potentially more valuable as part of a wider redevelopment of the adjacent Vanguard site than on its own. Under both disposal options, it is unlikely the site will realise a significant capital receipt. The development appraisals undertaken identify three possible options for this site:
- a) Redevelopment for the new community stadium. This would mean that the value of the site would not be realised by the council. However, it would remain as a council asset and would have a greater value if included other associated uses (particular pre-let commercial uses).
 - b) Disposal in isolation and used as part of an enabling development for a split site development. Any uplift in value would be secured using an S106 agreement and funds transferred to build the new stadium at another location (see next section).
 - c) Disposal as part of the wider redevelopment of the site and the stadium being built as part of the wider development scheme, but elsewhere on the site.
102. The council's £4M contribution to the project is included under all options, it is an essential element in driving the project forward. It could be used to 'pump prime' the re-provision of the athletics and provide temporary relocation costs. However if the stadium were to be built at Huntington as part of the Monks Cross South redevelopment, the value of the stadium would not be realised as a capital receipt within the council's overall capital programme. There is scope to consider options for the repayment of the capital under this scenario, possibly through a precept payment to the Stadium Management Company over a long-term period.

Operating / management arrangements

103. The financial model has assumed the operation of the facility by a stadium management company being operated directly so all associated costs can be identified. There are a number of alternative options for the management of the facility. These will be dependent on the mix of facilities, level of associated commercial activity and site.
104. There scope for efficiency savings, however these are difficult to estimate until a proposal has been finalised. It is possible that capital contributions can be achieved as part of a long-term management contract. As the project develops all options should be carefully considered. Details regarding governance and management issues are discussed later in this report.

Funding gap conclusion

105. The delivery of this project is entirely dependent on the ability to close the funding gap (between £4 to £15M). The principal tool in delivery this will be enabling development,. Thus the project success is reliant on site selection and external market forces.

Other Key Considerations

Governance, operation and management

106. A number of options need to be considered for the operation of the stadium following construction:
- Who will own the stadium?
 - Who will occupy the stadium?
 - Who will manage the stadium?
 - How is use of the stadium regulated?
107. These matters need to be addressed prior to the procurement process beginning. However the options will be different dependent on the size and nature of the facility the number of partners involved, how it was procured and the extent of influence / control the council requires. Detail regarding these matters is included in Annex 13.

State Aid

108. Consideration needs to be given to the council's role in this project and the whether its actions / assistance is captured by the State Aid Rules. Generally speaking State Aid is unlawful unless covered by one of the limited exceptions allowed by EU law. In relation to this project, state aid can arise under the following circumstances:
- £4m development costs from the Council to the developer
 - Benefit of the new stadium to commercial users e.g. the Clubs
 - Benefit to the Clubs of the Council injecting money into the refurbishment of the current stadium
109. In order for there to be a State Aid, all components of the State Aid test in Article 87(1) of the EC Treaty must apply, namely:

- The measure is granted through state resources;
- It confers an economic advantage to an undertaking;
- The aid is selective and favours a particular undertaking or category of undertaking; and
- The aid has the potential to distort competition and affect trade between Member States.

110. The council's contribution to the development should not constitute State Aid if it is given as part of an open and competitive procurement process which complies with the Procurement Regulations, and which details that the funding is available from the Council., Such a process should ensure that the aid is not selective and will not distort competition/affect trade.
111. If the Council allows the Football and Rugby Clubs to use the facility on proper commercial terms then no economic advantage will be conferred on to the clubs and there will be no distortion of completion or affect to trade and so no state aid. However, a lease at undervalue would be a subsidy which would give them an economic advantage.
112. There is also an argument that as the Clubs are so small in scale, the potential state aid can be held to be so local that it does not have the potential to distort competition or affect trade between member states. As such this could be said not to be state aid and will not need to be notified to the Commission.
113. In summary therefore although there are potential State Aid issues the risk of these arising can be minimised if not removed entirely.

Compulsory Purchase Order (CPO)

114. If a project of this magnitude is to be successfully delivered, potential developers / bidders will require some assurance that the procurement process will result in a deliverable scheme. Thus, it is necessary to provide some degree of certainty over land assembly.
115. To this end, the council would have the option to seek to exercise its powers to compulsorily purchase sites should that be necessary. Whilst at the stage that a procurement is commenced the council does not need to have selected a specific site. This could be explored with bidders as part of the process.
116. There are a range of compulsory purchase powers potentially available to the council. In order to exercise then the council would need to show that the purchase was within the particular power being used, that the public benefit outweighed the interference with individual property rights, the acquisition of the land is necessary, the site is the most appropriate one and that planning permission is obtainable.
117. Compulsory purchase can be a lengthy process and where there are objections would normally involve a public inquiry.

118. Whilst the details of any proposed approach would require careful consideration it is likely that a comprehensive single site development of the Project using CPO powers for site acquisition could be justified. By way of contrast the position on any split site development would be significantly more difficult given the Supreme Court decision referred to earlier.

Procurement Strategy

119. The project will undoubtedly require the use of an EU compliant procurement procedure. A number of different procedures may be available. Decisions regarding the procurement route will be informed once more is known about the site, land interest and mix of potential uses.
120. However, it is vital that at this stage the council respects the principles of transparency and non discrimination – particularly in respect of any discussions with potential developers or service providers.
121. If there is a strong response to the initial stages of the procurement process, this will be a good indication of the potential success of the project and the likely delivery of wider community benefits. If there is a poor response, the opportunity to rethink the options exists.

Deliverability

122. If the Council is to maximise the community opportunity from this scheme, advice suggests a single site comprehensive redevelopment appears to be the strongest option.
123. In all circumstances, the most reliable means of securing and delivering the project would be for the council to drive forward this as a regeneration project. It would likely fall under EU Procurement Regulations and be subject to competition.
124. It may be possible to reach agreement with existing land owners / developers and deliver the project as some form of joint venture, however there are risks in demonstrating best value and maximising the potential benefits the scheme may offer. It is possible that this may create planning problems over the justification for the enabling development, particularly if there was limited control or lack of certainty regarding the deliverability of the 'gain'.
125. A single site is the safest and simplest solution. It strengthens the planning case, providing better justification for the use of enabling development. A split site (Mille Crux or Bootham Crescent) would be far more complex, involving more land owners and increasing deliverability and planning risk. If a split site project is pursued, a single developer and linked application may assist in mitigating some of those risks.
126. As set out above, the council should be prepared to use Compulsory Purchase Order powers (CPO) to secure the land assembly for the procurement exercise. It is desirable to have 'options' on all non CYC land and work with 3rd parties by agreement.

Corporate Priorities

127. The provision of a new community stadium for the City is a priority action in the Corporate Strategy 2009-2012 which states: "We will develop proposals to complete the building of a Community Stadium for the City that will provide high quality sport recreation and other community focused opportunities." It is also identified in Active York's 'Sport and Active Leisure Strategy' which was signed up to at the Leisure and Heritage EMAP in June 2005. The facilities section of this strategy was updated in May 2007.
128. As set out above in the section, the project has the potential to deliver significant outputs that will contribute to the wider objectives of the Corporate Strategy, the Sustainable Community Strategy, Strategic Partnership and key organisations across the City and region.

Implications

Financial

129. The majority of the financial issues around the costs of the Community Stadium are contained in the main body of the report which sets out a range of options and associated costs. It should be noted that the report highlights that a funding gap of between £4m - £15m exists before any enabling development is considered and therefore financial shortfall remains a significant risk for the project.
130. Currently the Capital Programme contains an approved amount of £4m toward the development of a Community Stadium, with a total cost of between £10M and £20M (dependent on the option chosen). This funding can only be used on the basis of a robust business case and will then be deemed to be capital.
131. Further funding is therefore requested as a result of this report in the form of revenue funding which allow the project to progress towards the procurement stage. £12k of previous LABGI allocations is available to use in addition to the £186k received in 2009/10 totalling £198k. Members are therefore asked to approve the use of £198k of LABGI funding to progress the scheme towards the procurement stage. It should be noted that there is a risk that if the stadium does not progress the LABGI funding will not produce an output.
132. The likely total cost of design, procurement and project management of the community stadium is likely to be in the order of 20% of the total cost. This amount is included in the total capital estimates set out for the different options within this report.

Equalities

133. Consideration is being given to the impact the project will have on equalities. As part of the detailed feasibility study the Social Working Inclusion Group was encouraged to comment on the project at an Equalities Impact Assessment Fair.

The Equalities Impact Assessment will be further progressed once a site and proposal has emerged.

Risk Management

134. The successful delivery of this project is subject to a number of key risks. There is scope to deliver an impressive community focused facility that will have local and possible regional importance. All options require some degree of enabling development. Thus, there are critical dependencies with the planning system and market forces. Throughout the course of the project risks have been updated using the Council's Risk Management System 'Magique'. The key risks are summarised below:
135. **Financial:** The figures, costs and values used in this report are only intended for illustrative purposes to provide an idea of the potential capital and revenue costs of the options. Capital costs, maintenance and lifecycle costs have been provided by Gardiner & Theobald. A detailed set of assumptions is set out in the Master Planning Design and Costing Report undertaken.
136. The revenue figures provided are also estimation based on market intelligence, benchmarking and other data. A detailed financial model has been developed by Five Lines Consulting and a sensitivity analysis has been undertaken looking at different operating scenarios.
137. There is a considerable risk that if the stadium operates at a loss it will place a financial pressure on the sports clubs. This may have a future impact on the council. There is no budget identified for the ongoing operation of the stadium, thus it must be a commercially sustainable facility with sufficient operating surplus to allow for fluctuations in costs / income.
138. **Funding:** The figures and values identified as capital contributions are based on best estimates. Where partner contributions are mentioned – these are based on discussions with the relevant bodies. A financial review of the partner organisations has been undertaken, but this does not constitute formal due diligence. All land values are estimates and have been provided by Savills and the council's Property team. Market conditions are difficult to predict and significant risk is attached to any valuation.
139. All assumptions regarding funding from external agencies is based on preliminary discussions. The mechanisms / amounts available will be reliant on the specific nature of the options pursued and the contribution they make to relevant objectives. Any reliance on external funds has a high risk associated with it.
140. The FSIF funding criteria require an all seat facility and an application to be made by May 2012. There is a risk these requirements might not be met (though all efforts will be undertaken to do so). This would not be critical to the project, although the specification of the facility would have to be significantly reduced and larger areas of terracing introduced etc.

141. **Planning:** The project is reliant on the planning system as one of the primary tools for delivery. This has been the case with many stadium schemes across the country. However, care must be taken in how this is managed. The planning risks increase if a split site is preferred to a single site. If the level of inappropriate or harmful development increases so does the risk of call-in or third party challenge.
142. Enabling development schemes and major projects in general can often provoke interest and objection. A key risk for any scheme promoted by or on behalf of a local authority is that the planning determination process is said to be biased on predetermined. If this project is taken forward the council must ensure that any risk of third party challenge is minimised. Further legal advice on this matter will be sought.
143. **Partnerships:** Many of the concepts that make up the options are based on discussions with potential partners. There is a risk that as the project progresses the position of these bodies may change. This will impact on the nature and make-up of the options. If a preferred site is chosen and the decision to progress with the project is taken, it will be possible to develop these partnerships in further detail. At that stage heads of terms / memorandums of understanding should be prepared to firm-up potential opportunities.
144. **Legal:** There are numerous issues and risks that affect the council, its role and powers. Detailed consideration needs to be given to this, as the project progresses. In particular, the issue regarding overall responsibility if revenue targets / commercial performance is not achieved must be considered and addressed. Detailed legal comments are set out below and incorporated throughout this report.

Legal

145. Legal comments have been included at relevant sections within the report. From a corporate point of view it is evident that the social and economic benefits to the residents of York associated with a Community Stadium would satisfy the tests for the Council to use its well being powers in support of the project.
146. There are though still areas of legal uncertainty – particularly in relation to the use of planning obligations to secure the enabling development. Further legal advice will be required once more detail is available in respect of the proposals.
147. At this stage only limited information is available in respect of legal and title issues affecting land that might be required for the development. Again further advice will be required.

Human Resources – There are no implications.

Crime and Disorder – There are no implications

Information Technology – There are no implications

Property

148. As with some of the other areas highlighted, such as finance and planning, getting the right structure for the various property transactions will be a key area for delivery of this proposal, especially as the Council have ownership, and therefore control, of only part of one of the sites. As stated there are a number of factors outside of the Council's control which will have an effect on the deliverability and affordability and timescales of each option - these include:
- the willingness of land owners to sell their sites (CPO should only be seen as a last resort once all other methods have failed - we will need to show we have tried negotiations etc before any CPO is confirmed)
 - the state of the market which will affect acquisition and disposal values
 - the planning uses permitted on each site
 - any legal issues associated with each site which could have an affect on value/disposal/use etc. - such as the restrictive covenant on the Council's site
 - the timing of any sales/disposals
149. It is suggested that the next step, once the preferred option or options are chosen that a detailed look is taken of all property issues so a better understanding can be obtained of all factors, risks and outcomes.
150. In respect of the site the Council owns, it is suggested we carry out a full assessment of all factors such as legal, value, planning to obtain a full report on the site - we will need to do the same with the other sites which are contained in any option going forward.
151. Due to the complicated nature of the land transactions for each of the options and the risks, some of which are outlined above, it would be the Corporate Landlord's view that at least 2 options are chosen so that full investigation can be carried out which may eliminate one of the options for reasons stated above.

Recommendations

1. Members consider the options and findings of the Business Case and identify a preferred site for the location of a Community Stadium and associated community facilities.
2. Subject to 1) above, the Director of City Strategy to develop a procurement strategy that will enable the delivery of the community stadium and its component uses on a prioritised basis to ensure the delivery of the highest quality, most commercially sustainable and greatest community benefit, which can be delivered using the most cost effective use of resources, in the shortest timeframe.
3. The Executive are requested to recommend to Full Council the approval of the use of LABGI money to the value of £198k to progress the scheme towards the procurement stage, with further costs being reviewed as the project commences subject to a future report back to the Executive / Full Council.

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Wards Affected: *List wards or tick box to indicate all*

All *tick*

For further information please contact the author of the report

Background Papers:

- Community Stadium Report to Staffing and Urgency Committee 21st May 2008
- Staffing and Urgency Committee Minutes 21st May 2008
- Deloitte report on community stadium for CYC 20th June 2008
- Active York's Sport and Leisure Strategy
- Executive Report 15th July 2008
- Executive Report 9th September 2008
- Executive Report 20th January 2009
- Executive Report 28th April 2009
- Executive Report 23rd June 2009
- Executive Report 16th February 2010

Annex 1: Bootham Crescent/Duncombe Barracks Appraisal Proforma

SITE 4: Bootham Crescent / Duncombe Barracks: Split site development 1) Bootham Crescent and Duncombe Barracks Site 2) Comprehensive development of Monks Cross South as enabling development

Development Proposal: Stadium / small scale development on site 1). Enabling development at Monks Cross South (site 2).

Strengths

- The football club own the largest part of the site and are motivated to drive project forward.
- It would be a favourite with the football fans retaining sports uses at Bootham Crescent.
- This is the only true brownfield site. All associated development would be on already developed sites.
- Most sequential desirable site in planning terms.
- Potential to use enabling funding from uplift from the commercial redevelopment of Monks Cross South.
- This site has the best potential to offer a green transport plan.

Risks

High

- Two separate planning applications are needed leading to higher planning risk and more open to challenge.
- Weakest capital position.
- As a split site development it relies on funds from Monks Cross South. These would need to be higher in value than the composite scheme on the same site, increasing the risks.
- Delivery relies on use of the MOD land. CPO powers cannot be used on Crown land, thus there is no certainty over land assembly.
- The equity in the site would not be realised and the club's debts would need to be met from another funding source.
- Strict planning tests for enabling development must be met.

Medium

- Restrictive covenant on use of Huntington Stadium if redeveloped may impact funding available.
- Limited scope to maximise non-match day income due to site constraints (car parking and access).
- Limited revenue generation could mean operating losses fall to the council.

Timescale

- Two separate planning applications required. The application for the stadium and associated uses could be determined in advance of the Monks Cross application).
- The development would be reliant on enabling funds from Monks Cross thus there is a critical dependency on the other application.
- Planning: A comprehensive scheme for the Monks Cross development would take between 6 -24 months (allowing for a call-in Planning Inquiry).
- The development at Bootham Crescent would need to be EU procurement. This would take between 8 - 18 months.
- Off-site athletics facilities could be delivered in advance c. 12-18 months

Total project delivery time: c. 64months min.

Earliest competition date : 2015.

Complications with land assembly, procurement, planning and other legal challenge may add significant delay.

Implications to the Council

- Unless alternative funding source can be found, the project would be c. £4.5M more than at Monks Cross South with a higher delivery risks.
- This option has the least opportunity for non-match-day income generation. (The council could be exposed to the risk presented by any operating deficit associated with this option)
- If split site option chosen, the restrictive covenant on future use of Huntington stadium may limit the disposal value of the asset.
- Care must be taken to ensure that a state aid situation does not arise.
- If this option is to be considered, more detailed external legal advice is required regarding strength of planning case relating to enabling development (split site and the quantum of development required) with relation to the CILR and recent Supreme Court ruling.

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Annex 2: Hull Road/Heslington East University Campus Appraisal Proforma

SITE 2: Land at Hull Road / Heslington East Campus: Composite single site redevelopment of land potentially including: safeguarded land to south of Hull Road, land to the south of Grimston Bar Park & Ride.

Development Proposal: Core Stadium and Budget hotel close to road frontage, Athletics and 3G pitches as part of University sports village, enabling development on 'safeguarded land'.

Strengths

- Can be delivered as a composite single site development.
- Excellent links with university's sports village developing council's partnership for sports provision.
- Would strengthen business case for community pool at university campus.
- Good market interest in potential for associated commercial development .
- Council has been approached by another developer regarding an alternative option for delivery on this site.
- Potential for inclusion of pre-let health / community uses as part of stadium from a number of public sector stakeholders.
- Good access and transport links, adjacent to Park & Ride site.
- Good access from A64 and Hull Road
- Second strongest capital position.
- Best option for the delivery of the outdoor sports uses for all site options as part of the University's sports village.
- Extant Outline Planning permission for outdoor sports uses.

Risks

High

- The enabling development, core stadium and additional development potentially required by the university would add planning risk.
- The site is in the Green Belt. There is a significant risk this would result in a call-in inquiry.
- The scheme would require significant commercial enabling development to provide the necessary uplift in value.
- The quantum of development required would put pressure on the junction with the A64 and require significant mitigation.
- There are considerable land assembly issues, with potentially 4 separate land interests.
- The recent Heslington East Call-In inquiry made clear judgement regarding the open nature of the site, the low density development and importance of the green travel plan.
- Strict planning tests fro enabling development most be met.

Other

- There was strong opposition to the previous Heslington East application, from a well organised protest group.

Timescale (see timeline plan attached)

- One planning application would required.
- A comprehensive scheme for the Hull Road development would take between 6 -24 months (allowing for a call-in Planning Inquiry) for OPP.
- Procurement could be between 6 – 18 months depending on route taken.
- University sports village (without stadium) could be delivered in advance c. 12-18 months (outline permission exists at Uni site) i.e. before Olympics.

Total project delivery time c.. 48months min.

Earliest competition date: 2014.

Complications with land assembly, procurement, planning and other legal challenge may add significant delay.

Implications to the Council

- The proposal would add robustness to the joint venture for the provision of a swimming pool at the university campus and develop the potential for a community sports village at the university.
- Providing terms can be agreed with the university the option to separate the core stadium from the outdoor sports uses and deliver them at as part of the Heslington east Sports village should be considered for all options.
- Use of CPO powers would add time, cost and complexity to the project, though must be considered as a fall back option if project is to be delivered.

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Annex 3: Mille Crux/North Nestle Appraisal Proforma

SITE 3: Mille Crux / Nestle North: Split site development for Site 1) the land to the east of Haxby Road (Mille Crux and Bio-Rad sites) and the land to the north of the Nestle site (west of Haxby Road) and Site 2) Comprehensive development of Monks Cross South as enabling development.

Development Proposal: Core Stadium / Budget hotel + open air sports to east of Haxby Road. Replacement sports pitches and allotments on west of Haxby Road.

Strengths

- It is well located for all modes of transport and offers good scope for the development of a green transport plan.
- The site is equi-distanced between the two existing stadiums
- This is the preferred site of the hospital trust for the provision of some of its potential services.
- The majority of the site is not in the green belt
- There is an established industrial / business use on the site
- Opportunity for on-site outdoor sports provision
- There are other commercial opportunities. As part of the market testing exercise hotel operators expressed an interest in the site.
- Opportunity for some on-site enabling development

Risks

High

- Two separate planning applications are needed leading to higher planning risk and more open to challenge.
- Weak capital position.
- As a split site development relies on funds from Monks Cross South. These would need to be higher in value than the composite scheme on the same site, increasing the risks.
- There is some scope for enabling on-site. However, this would be dependent on the land swap arrangements with the bio-rad site.
- Complex land assembly issues.
- Strict planning tests for enabling development must be met.

Other

- Part of the site is used for allotments and sports pitches, these would need to be re-provided.
- CPO unlikely to be option on Monks Cross land assembly.
- Restrictive covenant on use of Huntington Stadium if redeveloped.

Timescales

- Two separate planning applications required. The application for the stadium and associated uses could be determined in advance of the Monks Cross application).
- The development would be reliant on enabling funds from Monks Cross thus there is a critical dependency on the other application.
- Planning: A comprehensive scheme for the Monks Cross development would take between 6 -24 months (allowing for a call-in Planning Inquiry).
- The development at Mille Crux would need to be EU procurement. This would take between 8 - 18 months.
- Off-site athletics facilities could be delivered in advance c. 12-18 months

Total project delivery time: c. 64months min.

Earliest competition date : 2015.

Complications with land assembly, procurement, planning and other legal challenge r add significant delay.

Implications to the Council

- Unless alternative funding source can be found, the project would be c. £4M more than at Monks Cross South with a higher delivery risks.
- If split site option chosen, the restrictive covenant on future use of Huntington stadium may limit the disposal value of the asset.
- If this option is to be considered, more detailed external legal advice is required regarding strength of planning case relating to enabling development (split site and the quantum of development required) with relation to the CILR and recent Supreme Court ruling.

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Annex 4: Monks Cross Appraisal Proforma

SITE 1: Monks Cross South: Composite single site development of Huntington Stadium (9 acres), the Vanguard site (30 acres)

Development Proposal: Core Stadium and budget hotel at Huntington Stadium site, enabling development on Vanguard site, Athletics and 3G pitches as part of University sports village.

Strengths

- Composite single site development, strengthens planning case.
- Strong planning case for enabling development as application site can include existing stadium.
- Vanguard site has extant planning permission for business use and is not in the Green Belt.
- CYC has land interest (Huntington Stadium).
- Principal land owner is motivated to make project move forward.
- Good market interest in potential for associated commercial development.
- Strong option for community offering – it may assist in securing future of swimming and Health & Fitness at Monks Cross.
- Options for on-site and off-site community sports provisions. Scope to deliver acquire additional land if necessary for on-site option.
- Scope for alternative community uses including Explore library and health uses on pre-let basis.
- Restrictive covenant on use of Huntington stadium, no issue under this scenario.
- A strong case for CPO of land if required.
- Adjacent to existing park & ride facility.
- Good accessibility
- Scope for development of green travel plans.
- Transport improvements / mitigation measures have already been implemented for this site.
- Strongest capital position for all options.
- Fall back options exist for the delivery of open sports uses on nearby sites.

Risks

High

- The quantum of development required to deliver the options may weaken planning case
- Difficult to demonstrate best value for development agreement if a negotiated solution with the land owner / developer is preferred.
- Strict planning tests for enabling development must be met.

Other

- The scheme would require significant commercial enabling development to address funding gap
- Principal land owners expectations for land values may be unrealistic and threaten delivery. The uplift in value must be 'proportionate'.
- A call-in inquiry would add considerable cost and time to the delivery of the project. It is essential the planning risks are carefully assessed.

Timescales

- One planning application would be required.
- A comprehensive scheme for the Monks Cross development would take between 6 -24 months (allowing for a call-in Planning Inquiry).
- Procurement could be between 6 – 18 months depending on route taken.
- Off-site community sport facilities could be delivered in advance c. 12-18 months (outline permission exists at Uni site) i.e. before Olympics.

Total project delivery time c.. 48months to

Earliest competition date Open Date: 2014.

Complications with land assembly, procurement, planning and other legal challenge may add significant delay.

Implications to the Council

- Restrictive covenant on future use of Huntington stadium, not an issue under this scenario, it would remain in leisure use.
- Providing terms can be agreed with the university the option to deliver outdoor sports facilities off-site as part of the Heslington East Sports village would add strength to the business case.
- Use of CPO powers would add time, cost and complexity to the project, though must be considered as a fall back option if project is to be delivered.
- Huntington stadium would remain a council asset.
- Opportunity for CYC to secure future of swimming and health and fitness at Monks Cross.

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ANNEX 5: Provision of outdoor facilities off-site

1. There is considerable planning and community merit in delivering the outdoor sports uses as part of the Hull Road Sports Village proposals in partnership with the University. It develops the approach proposed with the council and university in providing a competition community pool. It also offers efficiencies in management / operational costs and would provide excellent links with other university facilities. The site is very accessible there are options to develop the sustainable travel plan.
2. The Athletics Club are supportive of the proposals. Although it may involve increased participation from University students, they are concerned that the move may undermine the socially inclusion agenda. They also have concerns regarding the ongoing costs and that if fees for use increase it will discourage participation. UK athletics are supportive of a move of the facility to the university.
3. Formal terms need to be agreed with the University, particularly to ensure social inclusion for all sports uses and address the concerns of the athletics club and other users. Other options do exist for the off-site provision of the sports facilities in partnership with other sports providers.

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Annex 6: Community work undertaken.

1. **Design and costing:** This work examined the design options for a stadium, how it could accommodate different community and commercial uses, identify the land take required, prepared master-plan sketches for the short-list sites. A range of designs were assessed offering low to high specifications and capacities. Detailed capital and revenue models have been developed for the different options and considered against the short listed sites. Architects The Miller Partnership and cost consultants Gardiner & Theobold have supported this work.
2. **Comparator analysis:** A detailed benchmarking exercise was undertaken looking at other stadia and relevant sports / community facilities across the UK. This examined costs, design, funding arrangements, planning issues, operating arrangements, community benefits, partnerships, performance of the teams before and after and impact on attendances.
3. **Need assessment:** A more focused and detailed analysis of need has been undertaken. This covers the case for the stadium itself, what constitutes a community stadium and what it could be in York. It looks at the business case for the provision of community sports facilities and other potential community uses. It also uses demographic data and profiling to establish demand for different facilities in the City and how these align with the short-listed sites. This work was supported by Five Lines Consulting.
4. **Consultation:** Extensive consultation with education, health, sports, cultural and commercial stakeholders / providers across the City has been undertaken to establish how the community stadium could help deliver or contribute to the objectives of these organisations.
5. **Financial modelling:** A detailed financial model has been developed using the cost analysis undertaken by Gardiner & Theobold. Drawing on data from the comparator analysis and using market intelligence a revenue and capital cost model has been developed for each of the options considered in this paper. This work was supported by Five Lines Consulting.
6. **Site selection:** A detailed site selection exercise has been undertaken using the sequential approach set out in PPS4. It identified 'Areas of Search' across the City, and then established a long-list of potential sites, working outwards from the city centre. A short-list was then established, which has been narrowed down to four potential sites. This exercise has been led by the council's planning service (projects team), supported by Halcrow on transport and access issues and Savills have provided planning and commercial advice.
7. **Commercial opportunity:** Detailed property assessments and valuations for the short-listed sites have been undertaken. Development appraisals have been prepared for each site, which

Annex 6: Feasibility work undertaken.

identifies their development potential, limitations and value. This process has been undertaken by the council's property team, legal services, planning services and supported externally by Savills commercial property and regeneration team.

8. **Economic Impact Assessment:** A detailed economic impact assessment has been undertaken. This initially assessed the economic impact of a generic community stadium on the city. This has now been revised and applied to each of the options under consideration on a site specific basis. This work has been supported by Five Lines Consulting.
9. **Environmental sustainability:** An outline business case for the potential and extent to which the stadium could be environmentally sustainable has been undertaken. This has been completed to draft format. Further work will be undertaken when a preferred site / option is chosen. This work has been supported by Gardiner and Theobald.
10. **Legal issues:** There are a large number of legal issues raised by this project particularly in relation to planning, procurement, state aid, well-being powers and other constitutional issues for the council. As the project has progressed the legal issues and risks affecting the council have been updated. This work has been undertaken by the council's legal team and supported by specialist advice from its external legal framework providers.

APPENDIX 1 – COMPARATOR ANALYSIS

Table a) Summary of selected stadium case studies

Case study	Key learning points for City of York Council
Liberty Stadium, Swansea	<ul style="list-style-type: none"> • The stadium build was financed principally through land receipts from an out of town retail park development – together with a small amount of Sports Lottery Funding. • The stadium is owned by the City and County of Swansea. • The stadium is operated by a commercial operator ('FMC'), which is overseen by a stadium management company. • The Council, the Football Club and the Rugby Club each have two Directors on the Board of the stadium management company. • The Council holds a 'golden share' on certain issues. This relates to a long list of detailed points, but covers issues such as appointing a Chief Executive, the ability to hold events, and the treatment of the stadium sinking fund. • Income is apportioned via a complex formula, which holds some relationship with attendances. • The Council is not under that arrangement obliged to financially support the stadium on a revenue basis, nor do they generate significant annual income as a result. • Our consultations suggest that a tripartite arrangement may not be recommended in York. It was noted that the different sporting clubs operate to very different business models (for instance with different regulations, income streams, and variable costs) which make the tripartite approach difficult to maintain in practice. It was also noted that the clubs will always have more in common with each other – in terms of interests and priorities – than they will have with the Council. • The Council has numerous learning points with regards to predictions on business plans, the importance of design, and establishing proper project management. They are happy to continue to share these as the York project develops, but by way of example, this includes giving proper consideration to the impact of items such as test events, fixing an appropriate rental agreement on club shops, 'park and ride', production and design of match day tickets, pouring rights deals, and marketing of premium seats (recommended to sell boxes before selling premier club seats). • The Council noted that their experience of hosting concerts has been mixed. It is possible to make some money on concerts, but the negotiations are typically lengthy and complex.

Case study	Key learning points for City of York Council
	<ul style="list-style-type: none"> • It is recommended that York think long and hard about the question "do we want to do this with these partners?" before entering into a Community Stadium development, given the typically political and unstable nature of sporting clubs (in particular football clubs). • It was also recommended that York should seek to arrive at an arrangement whereby (1) all responsibility for match day operations (including post match clean up) is passed to the clubs under a lease arrangement, with flexible income share arrangements put in place as appropriate, and (2) all responsibility for non match day income and expenditure is retained by the Council.
Keepmoat Stadium, Doncaster	<ul style="list-style-type: none"> • The total cost of the development was £32 million (c. £2,038 / seat). We understand that Doncaster Metropolitan Borough Council provided £30 million of the funding (some of which was raised via land sales), and the Football Foundation provided £2 million. • The stadium is managed by a 'not for profit' stadium management company (a LLP). The facility is leased to the stadium management company – via a long-term / rent free – by the Council. • Keepmoat plc (a local regeneration and social housing company) paid a reported £1 million for the naming rights of the stadium, suggesting that naming rights could be an important element of the York Community Stadium's funding mix. • The stadium is home to Doncaster Rovers FC (25 year lease to use the stadium), Doncaster Belles, Doncaster Lakers rugby club (also a 25 year lease), and Doncaster Athletics Club. All tenants had their requirements considered during the consultations during the planning stage of the project. • The stadium management company acts as ticket issuer to all tenants – passing 100% of gate money to the clubs, as well as providing all services in exchange for rent. The shared stadium does create some conflicts, but tenants can see the benefits of cross-marketing apparently. • The stadium has a capacity of 20,000 for pop and rock concerts. Vomitories (entrances) are in place to allow bands get their equipment in and out of the stadium easily. • The stadium management company's main revenue streams are: (1) rents from occupier licenses granted to the clubs, (2) the 5 and 7 a side soccer centre and athletics track, (3) the health and fitness suite, (4) sponsorship, car parking and conference facilities, and (5) sponsorship and advertising • However, in October 2007 it was reported that the Council had been asked to double the overdraft it guarantees for the stadium with its bankers, taking its commitment from £500,000 to £1 million. It was reported that the stadium had lost nearly £1 million within six months of opening, primarily due to an over-optimistic business plan – e.g., the five and seven-a-side football pitches, and the health and fitness centre, had failed to attract projected visitors ("although use was increasing"). Also, two major events held at the

Case study	Key learning points for City of York Council
	<p>stadium during the summer of 2007 (i.e., Bryan Adams and Ronan Keating / McFly) lost money due to below expected attendances. In light of this, consideration should be given to merely renting out the York Community Stadium for any similar events to a concert promoter, who then takes on the risk of any loss on the event.</p> <ul style="list-style-type: none"> • The recent trading performance of the stadium also illustrates that even though an arm's length stadium management company was set up to operate the stadium, the Council is still exposed to any operating losses incurred by that company. • A Council report published in 2007 said that the stadium management company would make losses until 2009, then break-even. In October 2007, the Council also enacted other actions to help the stadium management company (in addition to the extension of the overdraft limit), namely interim management support to the stadium management company, strengthened the Council's interface with the stadium management company and monitoring arrangements, help address any areas of non-profitable trading, changes in board membership, and examined the operating costs of the stadium. • The performance of the stadium has improved significantly since 2007. The 2008/9 revenue budget forecasts a loss for the year of £107,000, which is far better than the early years of trading. In light of this, the Council agreed to extend the £1 million overdraft facility until 31st March 2010.
Crawley Broadfield Stadium	<ul style="list-style-type: none"> • The Football Club has had a presence in the town for 100 years and was previously based on a town centre site – on which it paid a peppercorn rent of c £2,000 each year. • There is a long history – up to the 1990s – of various loans from the Council to the Club, which have eventually been written off as bad debts. • A development consortium led by Frogmore came to the Council in 1993 with a proposal for a leisure complex, which necessitated relocation of the Football Club. • Note that the leisure complex has been considered highly successful as a civic resource and attracts in the region of 2 million to 3 million visits per annum. • The stadium development was financed through a capital receipt associated with the development of the leisure complex. • The Taylor report was a factor in influencing the scale and specification of the stadium – although it is noted that an upgrade of 1,000 seats and upgraded floodlighting would be required in the event of promotion to the Football League. • The stadium has income generating facilities – in particular a function suite and 5-a-side pitch.

Case study	Key learning points for City of York Council
	<ul style="list-style-type: none"> • The stadium is owned by the Council and leased to the Football Club. • The detail of those arrangements has varied on a regular basis since the stadium was built – in which time the Football Club has had four owners and gone into administration several times. Under certain arrangements the Council has entirely managed the stadium and charged the Football Club a rent plus a contribution to cover running costs. Under other arrangements, the operation of the stadium has been handed back to the Football Club – typically once the Council trusted the owners to maintain and manage to an appropriate standard. • As a result of instability and administrations at the Football Club, the Council has several times lost out on rent payments. York were advised to note the trend amongst Blue Square Premier League clubs for running up financial deficits, going into administration, accepting a points penalty at the beginning of the season and repeating the cycle – three or four Blue Square Premier League clubs are currently believed to be on the verge of administration.
Princes Park Stadium, Dartford	<ul style="list-style-type: none"> • The stadium cost c. £7.5 million, which included the cost of the full size 3G synthetic pitch (which alone had a cost of £605,000 before site preparation and ground works). The stadium has a capacity of 4,100, of which 642 is seated. • The capital cost of the stadium was funded by Dartford Borough Council (out of their reserves). • There was a major focus on sustainable design. The stadium is described as one of the most sustainable sports stadia in the UK – e.g., it has solar panels, green roof, under floor heating, high levels of insulation, low energy lighting, etc. • The Council managed the stadium procurement process themselves (i.e., they produced the development brief, went out via OJEU for the design team, employed the project manager, worked with the architects who drew up the planning application, went out to tender for the building contractor, etc.). The project was procured under a design and build contract. • The Council leases the stadium to Dartford Football Club on a 25 year lease where the football club is responsible for repairs and maintenance, and insurance. The lease includes responsibility for the 3G community pitch. The football club therefore receives all income from the stadium and pitch.

Table b) Summary of findings from comparator exercise

Stadium	Capacity	Sports teams	Facilities and services provided	Original Capital cost (£ m)	Cost / seat	Funding sources
Pirelli Stadium, Burton	6,068 (of which 2,034 seated)	Burton Albion Football Club (Blue Square Premier League during 2008/9)	<ul style="list-style-type: none"> ▪ One main (seated) stand and three stands of terraces ▪ 9 executive boxes ▪ 300 capacity function room ▪ Youth training facilities ▪ Activity centre for children 	£6.5	£1,071	<ul style="list-style-type: none"> ▪ Part funded by Burton Albion Football Club's sale of Eton Park (their previous ground) - c. £6 million was raised from the sale of that site (the Eton Park site was then used for residential development) ▪ Grants from the Football Foundation and other sporting bodies
Colchester Community Stadium	10,000	Colchester United Football Club (Coca Cola League 1 during 2008/9)	<ul style="list-style-type: none"> ▪ 24 executive boxes ▪ Two 5-a-side pitches ▪ Training and conference centre (400 delegate capacity) ▪ Office accommodation (for Colchester United Football Community Trust) 	£14.0	£1,400	<ul style="list-style-type: none"> ▪ Colchester Borough Council (£10m via prudential borrowing) ▪ Football Foundation Stadia Improvement Fund (£2m) ▪ East of England Development Agency (£1m) ▪ Department for Communities and Local Government (£1m)
Liberty Stadium, Swansea	20,520	Swansea City Football Club Ospreys Rugby Union Club	<ul style="list-style-type: none"> ▪ 9 conference and function rooms (with dedicated conference reception area) ▪ 29 executive boxes ▪ 780 car parking spaces 	£32.0	£1,580	<ul style="list-style-type: none"> ▪ Financed primarily by the City and County of Swansea Council through land receipts from an (355,000 sq. ft.) out of town retail park development ▪ Small amount of Sports Lottery funding

Keepmoat Stadium, Doncaster	15,700	Doncaster Rovers Football Club Doncaster Belles Ladies Football Club Doncaster Rugby League Club Doncaster Athletics Club	<ul style="list-style-type: none"> ▪ 8 conference and banquet rooms ▪ 16 executive boxes ▪ 'Soccer Centre' (with 8 five a side pitches, 3 seven a side pitches, and 1 third sized pitch; all floodlit) ▪ Private health & fitness club ▪ Six-lane athletics track and 500 seat stand (located adjacent to the main stadium) ▪ Car parking for 1,000 cars (£5 charge on match days) 	£32.0	£2,038	<ul style="list-style-type: none"> ▪ Doncaster Metropolitan Borough Council provided £30m (some of which was raised via land sales) ▪ Football Foundation Stadia Improvement Fund (£2m)
Halliwel Jones Stadium, Warrington	14,000 (of which 7,000 seated)	Warrington Wolves Rugby League Club (Super League during 2009)	<ul style="list-style-type: none"> ▪ Conference and banquet suite (500 capacity) ▪ 10 executive boxes ▪ Primary Care Trust facility (focused on poor health prevention, and promoting healthier lifestyles) 	£12.0	£857	<ul style="list-style-type: none"> ▪ Commercial development involving a Tesco food store on the previous Carlsberg-Tetley Brewery site
Princes Park Stadium, Dartford	4,100	Dartford Football Club (Rymans Football League Premier Division during 2008/9)	<ul style="list-style-type: none"> ▪ 2 conference and banquet rooms (200 capacity in total) ▪ Full size Astro turf pitch is located adjacent to the main stadium (available for community use) ▪ Focus on the environmental sustainability of the building (e.g., solar panels, reclaiming rainwater, etc.) 	£7.5	£1,829	<ul style="list-style-type: none"> ▪ Financed by Dartford Borough Council (out of their existing reserves)
Crawley Broadfield Stadium	4,800 (of which 1,000 seated in the main stand)	Crawley Town Football Club (Blue Square Premier League during 2008/9)	<ul style="list-style-type: none"> ▪ Function suite (160 capacity) ▪ 4 catering kiosks for spectators ▪ 7-a-side all-weather pitch ('Sporturf' brand) 	£5.2	£1,083	<ul style="list-style-type: none"> ▪ Financed by Crawley Borough Council via a capital receipt associated with a new leisure development

Case Studies Innovative Approaches

Preston North End: Cost effective stadium design and PCT Partnership

There are of course many other examples of stadia which incorporate the types of community facilities included in the above table. These include Deepdale Stadium (the home of Preston North End Football Club). Preston North End Football Club currently plays in the Football League Championship. The present capacity of Deepdale is 24,000. The average gate in 2007/8 was 12,647 (i.e., 53% of capacity). This compared to an average gate in the whole FLC during 2007/8 of 17,024). The stadium is owned and operated by Preston North End FC.

The stadium has undergone significant redevelopment since the mid-1990s. Each of the 'old' stands has since been replaced, the most recent of which – 'the Invincibles Pavilion' (with 4,000 seats and 24 corporate boxes) cost c. £10 million to build (i.e., £2,500 per seat), but this included the cost of the Primary Care Trust health centre which is housed within the stand. The Invincibles Pavilion opened in 2008. The Invincibles Pavilion has a 24,000 sq. ft. Primary Care Trust health centre for local residents needing continuous or long-term care within it (called 'the Minerva Health Centre'). The Centre is located on two floors within the stand. The PCT has a 25 year lease from the football club. The total rent per year is £368,200 (or £15 per sq. ft). For this, the Centre also gets use of 256 car parking spaces until 5pm each day, but when matches are on they have access to 15 spaces. The PCT's rationale for the health centre was based on its desire for a long term conditions centre in Preston, as Preston has above national average levels of diabetes, coronary heart disease and respiratory disease, and health needs analysis identified the incidence of long-term conditions as one of Preston's major health inequalities. On the ground floor, there is a Lifestyle Centre and cafe open to everyone not just patients. It is envisaged that 800 patients each week will attend the centre, and that c. 130 staff will operate from it.

Deepdale Stadium is also home to the National Football Museum. This was developed by and is operated by a charity. Following a development cost of c. £15 million (of which Heritage Lottery Fund provided £9.3 million), the attraction opened in 2001. The attraction had financial challenges during its early years of trading. In 2003, NWDA gave a grant of £2 million to the museum to allow it to acquire its lease from the football club. The attraction also benefited from £300,000 of revenue funding from the Football Foundation, on the basis that the museum made access 'free for all'. In 2006/7, the museum attracted 105,000 visits. It is a DCMS sponsored museum receiving a £100,000 revenue grant each year from the DCMS. Although a football themed museum / visitor attraction clearly adds to the 'destination appeal' of stadia (e.g., generating additional footfall and generally raising the profile of the stadium), care should be given before considering a football based museum at the new Community Stadium in York, primarily

because of the likely capital costs and the apparent need for on-going revenue funding, particularly if the attraction is operated as a charitable trust (as in the case of the National Football Museum in Preston).

Sheffield United, Bramhall Lane: Business Cenbre and hotel:

An example of a football club which has generated additional income streams within a relatively tight land area around an existing ground is Sheffield United. Sheffield United's Bramall Lane ground has also incorporated a range of ancillary facilities which have been developed to generate non-match day income, including serviced business accommodation centre ('Blades Enterprise Centre') and a new hotel, as discussed previously in this chapter. The Blades Enterprise Centre opened in 2002. It provides 40,000 sq. ft. of serviced office space and conference rooms to local businesses. Room sizes range from 100 sq. ft. to 2,000 sq. ft.

Dartford (Prince's Park):Sustainable Development

The stadium cost c. £7.5 million, which included the cost of the full size 3G synthetic pitch (which alone had a cost of £605,000 before site preparation and ground works). The stadium has a capacity of 4,100, of which 642 is seated. The capital cost of the stadium was funded by Dartford Borough Council (out of their reserves).

There was a major focus on sustainable design. The stadium is described as one of the most sustainable sports stadia in the UK – e.g., it has solar panels, green roof, under floor heating, high levels of insulation, low energy lighting, etc. The Council managed the stadium procurement process themselves (i.e., they produced the development brief, went out via OJEU for the design team, employed the project manager, worked with the architects who drew up the planning application, went out to tender for the building contractor, etc.). The project was procured under a design and build contract.

The Council leases the stadium to Dartford Football Club on a 25 year lease where the football club is responsible for repairs and maintenance, and insurance. The lease includes responsibility for the 3G community pitch. The football club therefore receives all income from the stadium and pitch.

Swansea (Liberty Stadium): Management arrangements

The stadium build was financed principally through land receipts from an out of town retail park development – together with a small amount of Sports Lottery Funding. The stadium is owned by the City and County of Swansea.

The stadium is operated by a commercial operator ('FMC'), which is overseen by a stadium management company. The Council, the Football Club and the Rugby Club each have two Directors on the Board of the stadium management company. The Council

holds a 'golden share' on certain issues. This relates to a long list of detailed points, but covers issues such as appointing a Chief Executive, the ability to hold events, and the treatment of the stadium sinking fund. Income is apportioned via a complex formula, which holds some relationship with attendances. The Council is not under that arrangement obliged to financially support the stadium on a revenue basis, nor do they generate significant annual income as a result.

Our consultations suggest that a tripartite arrangement created complications. It was noted that the different sporting clubs operate to very different business models (for instance with different regulations, income streams, and variable costs) which make the tripartite approach difficult to maintain in practice. It was also noted that the clubs will always have more in common with each other – in terms of interests and priorities – than they will have with the Council. More detailed analysis of the management and governance issues relating to the project are set out in the appropriate Annex.

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Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

Professional Sport and the Core Stadium

1. The city's sports teams play an important role in York and their development and betterment is important to its sporting culture. The teams have an important emotional attachment for many residents and this can contribute to the feeling of civic pride and identity.
2. The council's involvement with the city's key sports clubs is already well established. As elsewhere in the UK council's have acted in an attempt to support their professional sports teams, in times of need.
3. When YCFC faced the threat of closure the council took reasonable steps to assist. This came in the commitment to build a community stadium, which is now a corporate priority.
4. The reason for council involvement is clear. There is a direct link with the city's economy and grass roots participation. Strong local role models who compete at a high level have a direct influence and impact on the community, in particular young people. A whole host of issues relating to promoting good health, fitness, well being, reducing anti-social behaviour and crime are associated with this involvement.
5. The current facilities and conditions at both Bootham Crescent and Huntington Stadium are not fit for purpose. They both require significant levels of financial investment to bring them up to current standards. Compared to modern recently-developed stadia provided in towns within an hour of York (i.e. Doncaster, Middlesbrough, Huddersfield, Darlington and Hull), York fails to provide its football and rugby league club customers with such an attractive proposition.
6. The principal component of the project is the core stadium. The needs assessment undertaken as part of the two-stage feasibility exercise has identified that as a minimum the core stadium should:
 - Have a minimum capacity of 6,000
 - Meet criteria for both football and rugby leagues at least one tier above current position
 - Be capable of being extended to 12,000 to allow for entry requirements for the higher tiers of the football and rugby leagues
 - Incorporate income generating uses
 - Designed to comply with FSIF grant requirements (which require the stadium to be all seated).
 - Not have an athletics track inside the main stadium.
7. A new stadium in York will mean a fit-for-purpose shared ground and home for both York City Football Club and York Knights Rugby League Club. It will be a stadium that the city and its professional teams can be proud of. It will have a minimum capacity of 6,000 with the potential to expand to 12,000. If either or both clubs sustain on pitch success and get promoted into higher leagues, match day attendances will increase. In addition by incorporating the possibility to expand capacity it enables the

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

teams, especially rugby, to meet licence and eligibility criteria should they progress to higher leagues. It is essential the site and design are future proof.

8. A new stadium will bring increased supporter attendance as evidence suggests York has untapped and dormant support for both rugby league and football. Thus, if sporting performance were to improve, and/or new facilities were provided, attendances could significantly increase in a city the size of and with demographic like York's.
9. There is a recognised requirement for the new Community Stadium to provide appropriate visitor and player facilities, including circulation areas, toilets, changing rooms for players and officials, administration and ticket offices, security rooms, storage space, laundry room etc. The specifications of these will need to adhere to relevant football and rugby league regulations.
10. Both clubs realise the importance of having hospitality and executive box facilities to maximise match-day income. The use of a stadium for its primary purpose, hosting professional sports matches, represents a 5% utilisation of its facilities. Thus facilities can remain unused for 95% of the time. Many clubs have strived to address this by using hospitality and other facilities to generate non-match-day income. They are often promoted as conference, meeting, seminar, exhibition, corporate entertainment, banqueting venues or similar. Clients are attracted by the prestige of having events at sporting stadia as well as the flexible space that they offer.
11. There is a pressing need for the community stadium in York to be commercial sustainable, thus careful consideration has been given to the design and site selection criteria to ensure non-match day income can be maximised. Visit York suggest that there is market potential for additional conference and function space of this scale and type in York, particularly if the space is flexible and accessible. To this end as part of the core stadium a hospitality and function area of 1,000sq m and 15 executive boxes / meeting rooms looking on to the pitch area are included.

Community Sport - Athletics

12. In addition to football and rugby the other major sport being considered as part of the project is athletics. The current athletics track is situated at Huntington Stadium and sits around the rugby field which is not ideal for either sports club.
13. Nationally, there is significant growth in participation rates (as a percentage of the population) in athletics (athletics field, athletics track, running track, running cross country/road, running road, running ultra marathon and jogging). Table 2 below presents the results from the Active People Survey undertaken by Sport England, showing this increase.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

Table 1: Sport England Active People Survey - Athletics Participation Rates

Year	% of People Active	Number	% Change
2005/06	5.05%	2,054,000	N/A
2007/08	6.07%	2,514,400	22%
2008/09	6.39%	2,670,500	6.21%

14. Huntington stadium has the only synthetic athletics track in North Yorkshire and needs significant financial investment for modernisation and ongoing maintenance. UK Athletics recognises in its 'Athletics Facilities: Planning and Delivery 2007-2012' strategy the priority locations for new projects. Despite the stated priority for an outdoor six or eight lane track in Yorkshire to be in Scarborough, UK Athletics confirmed that they are currently reviewing this strategy and are changing and developing the criteria by which they assess demand for facilities. They are open to discussions on the merits of new and improved facilities in York and in competition terms, they state that 'there is always a need for good training facilities' and that 'a case could certainly be made' for a competition track in York though this would need to be underpinned by a strong club, and evidence of use
15. The City of York Athletics Club, who train at Huntington Stadium, support a move of the track to be part of a wider sports village, providing the facilities are a) at par with those they have at the moment (as a minimum) and b) in a location that is accessible and will promote the use by all social groups.
16. A new athletics facility could include an eight lane track, throwing and training areas, a covered spectator stand with a capacity of 500 as well as access to a club house facility. However, as an absolute minimum a like for like re-provision of the current athletic facilities would be required because of a planning requirement.
17. Though the athletics facilities could be part of the wider stadium development they could also be located off site:
 - **Provide the facilities as part of the stadium complex.** This offers considerable benefits in terms of the management of the facility and links between the other sporting uses. However, it is a land intensive use, and could be threaten the success of the overall project due to land assembly and cost issues.
 - **Provide the athletics facilities off-site.** An opportunity exists to integrate a new athletics facility as part of Heslington East Campus Sports Village that will also include community sports pitches, a swimming pool and health and fitness suite. There are other options that have also been investigated regarding the integration with other sports facilities with one of the City's educational providers.
18. The City of York Athletics Club currently has about 600 members. Membership levels are growing, but the club believe that the standard of current facilities restricts potential growth. Sport England's Active People

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

Survey 2007/08 also shows that the largest increase in participation, as a percentage of the population, was in athletics (including track, field, running and jogging). Furthermore in 2012 Great Britain will host the Olympics. A great opportunity exists to use this project to increase participation in a sport that is very accessible to all abilities and social groups.

19. One of the recent developments in athletics in the UK is the creation of Athletics Networks, bringing clubs together to access funding from UK Athletics. The stadium project is involved in and working with the North Yorkshire Network which is made up of 13 athletics and running clubs, including City of York Athletics Club. UK Athletics are interested in ensuring that Athletics Networks are linked to appropriate facilities and therefore the opportunity exists to consider the new athletics facilities in York as a 'host', or hub stadium for such a network.

Community Sport – 3G Pitches

20. Artificial grass surfaces that replicate the playing qualities of good quality natural grass, if designed to the correct specification, can be used by a variety of sports, for example, football, rugby and hockey. This is particularly the case with 3G pitches, which have been shown to be attractive to a wide range of user groups across different sports. As part of the stadium development the opportunity exists to include one full sized 3G pitch as well as four mini 3G pitches that cater for junior and 'small-sided' teams.
21. York has an active club football network, with over 650 FA-affiliated teams (2008/9). Currently York has one full sized 3rd Generation All-Weather Pitch (3G), located at York College, which has shared use between the College and local football clubs. Sport England and the FA advise that there should be three 3G pitches per 200,000 residents. As York's population is c. 200,000 this suggests a need for two additional 3G pitches.
22. Discussions with the football foundation, governing bodies and county representatives has shown that there is significant demand for the provision of 3G mini soccer pitches. All stakeholders are particularly supportive if this was to form part of a community stadium complex.
23. Furthermore 3G pitches can be used for many educational, community, club and competitive uses and would also offer a valuable facility for the sports clubs for training purposes during low peak hours. They can also be used by other sports such as Hockey, which in York, has higher participation rates when compared to the national average.
24. Since 3G pitches are increasingly used for amateur competition in football the Federation of International Hockey (FIH) has approved certain artificial pitches and therefore have established a basis upon which local and regional competition hockey can be played on 3G.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

25. 3G pitches would clearly complement the Community Stadium as a sporting venue. It would also encourage and increase levels of participation, widen accessibility, have beneficial health and wellbeing purposes and, as part of the operating model, could act as a form of revenue generation.

Community Sport – Cycle Track

26. British Cycling has reported exceptional growth in cycling with a record number of cyclists holding racing licenses as well as a record number of members and is recognised as the second fastest growing sport in the country. The number and variety of cycling events has also grown significantly for example a 14% rise in the number of competitive events between 2005 and 2007, and with non-competitive events increasing by 47% in the same period. Furthermore the results from the Active People Survey also show that there is an increase in cycling participation rates. This is demonstrated in Table 3 below.

Table 2: Sport England Active People Survey - Cycling Participation Rates

Year	% of People Active	Number	% Change
2005/06	7.95%	3,235,700	N/A
2007/08	8.73%	3,615,700	11.74%
2008/09	9.30%	3,884,100	7.4%

27. There is a good case for the inclusion of a cycle track, particularly considering York's commitment to cycling, it's status as a 'Cycling City' and there is no closed cycling provision in the north/north east of England.
28. A closed circuit track is a secure tarmac track with street lighting. It would be 1.5km long and can be used for a wide range of different uses including schools, children's tuition and development, through to informal off-road cycling, club riding and time trailing. It also can be used for triathlon and running.
29. British Cycling are very positive about the potential for such provision in York, and should such a facility go ahead the White Rose Youth League could be extended to York. There would be potential to hold National Youth Series events on such a facility, though not elite or professional events. In addition such a track could also be utilised for other community sports activities such as measured and timed running activity.

Community Sport – Pavilion/Support Facilities

30. If any of the above community sports facilities are to be provided, there will be a number of support requirements. At a minimum some changing facilities, a reception and access to a café or bar. On a smaller scale these could be provided within the stadium itself and integrated with other stadium uses such as reception, office, café, bar and possibly community meeting rooms.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

31. However, if athletics is provided as part of the core stadium development along with other sports facilities it is possible a stand alone pavilion may be required. The range of facilities provided and design would very much depend on the uses it needed to support. Thus, this should be dictated by the other uses and the potential operating options.

Associated commercial components

32. Market testing has indicated that there are a number of commercial uses that may compliment the community stadium development. These would add to the overall attractiveness of the facility and bring essential revenue streams required to operate it and ensure this ongoing financial burden does not fall on any of the key partners.
33. In some cases these would also have a positive impact on the community offering, bringing revenue streams and socio-economic outputs. The more these types of uses can be incorporated into the proposal, the greater the chance of it meeting one of the key criteria; to be commercially sustainable. The following uses may contribute to the stadium commercial sustainability:
- **3G sports pitches:** Could be considered under this heading as they have the potential to deliver an operating surplus. Providing an effective balance is made between community access, charging policy, maintenance requirements and overheads, it is possible to run these facilities profitably.
 - **Health and Fitness:** Market testing identified that there was commercial appetite and demand for the inclusion of a health & fitness facility. This is now a very competitive market, however, if provided as part of a stadium complex, in a good location, it has significant income generating potential.
 - **Hotel:** Market testing undertaken with a range of hotel operators and developers established market interest for the inclusion of a hotel as a part of the stadium offering. All operators were provided with the same information and were asked to comment on the short-listed sites as potential locations. The results demonstrate that there is a strong case for the inclusion of a budget hotel as part of the stadium package (subject to site constraints) and the outcomes were as follows:
 - The strongest type of hotel to provide in the current economic climate would be a budget hotel for under 100- 120 rooms.
 - There was a strong response, suggesting that the concept of including a hotel as part of the stadium had potential
 - The site which all operators felt offered limited scope for the inclusion of a hotel was at Bootham Crescent
 - A number of operating and procurement options exist.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

- Likely yield on a capital investment would be circa 4-10% dependent on exposure to risk.
 - **Pre-let commercial floor space:** Designing commercial floor space into stands is an integral feature becoming common place in modern stadiums. Grounds around the UK are also retro-fitting floor space to use for community and commercial purposes. Part of Blackpool FC's recent success on the pitch has been resourced through a particularly focused business approach with their ground. 5,000sqm of offices have been retro-fitted in and around the ground which are leased (over a long period) to the PCT and other community focused services. For a club that was in the lower leagues, with a ground with only three useable sides and average crowds well under 10,000 it shows how a stadium can be utilised as a income generation stream and be at the heart of key community services.
 - Design and costing work has demonstrated that up to 4,000sq m of flexible commercial floor space could be incorporated in and around the stadium (subject to specification, design and capacity). The Hospital Trust, PCT and some CYC uses have expressed an interest in the provision of community services which could be integrated on a pre-let basis. This would contribute to two of the key criteria for the project; commercial sustainability and community access. The extent and specification would need to be further examined as the procurement process develops.
34. In the current market the inclusion of long-term pre-let public sector uses adds significant value to the freehold offering. This could be either used as an invest-to-save strategy (whereby the capital is funded directly to benefit from the ongoing revenue stream), or where the wider commercial offering is used included in the procurement for the design, build and operation arrangement (reducing the funding gap and assisting with risk transfer).

Wider Community and Stakeholder Opportunities

35. Considerable work has been undertaken with stakeholders in the City to identify community focused uses that have a synergy with the stadium project. These uses could be incorporated within the stadium itself or adjacent to it, forming part of the hub of health and well-being. Not only would this add to the wider community benefit, in most cases it would bring long term tenants and a pre-let commercial revenue stream. The scope to include any of these services and uses is dependent on the location of the stadium. The ability to incorporate such uses will be a consideration of the site selection process.

Independent Living Demonstration and Assessment Centre

36. There is an opportunity for CYC to work in partnership with the PCT and York Council for Voluntary Services to provide a purpose built Independent Living Demonstration and Assessment Centre as part of the stadium development.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

37. At the centre staff from CYC Occupational Therapy service will offer a free and impartial assessment and information service, assess resident's needs and demonstrate a large range of equipment for daily living and mobility. The centre does not sell equipment but will house a permanent display of equipment that assists with independence and caring in all aspects of life displayed in realistic settings; kitchen, bathroom, bedroom and living room. Residents will be able to try different pieces of equipment and identify what is suitable for them. There is also the potential to include tele-care and tele-health services into the centre and these also promote and aid independent living. The Centre is not just for people with disabilities but it also supports carers. Information will be given on what is available, including information on disability benefits. Support and information provided will help to develop independence or maintain current skills.
38. Locating the centre at the stadium will mean that services and facilities will be accessible for all the residents of York. Moreover it will also promote a sense of inclusiveness amongst its users.

Social Enterprise

39. The different services and facilities available within the stadium development, for example hospitality facilities, have the ability to enable a social enterprise to be successfully established.
40. Social enterprises are businesses driven by a social (or environmental) purpose focussing on and benefiting the community that they serve by supporting people in learning and skills development.
41. There are 62,000 social enterprises in the UK, contributing over £24bn to the economy, employing approximately 800,000 people. Well known examples of social enterprises include The Big Issue, Jamie Oliver's restaurant Fifteen, and the fair-trade chocolate company Divine Chocolate. More local examples include Krumbs Café and The Blueberry Academy.

Healthy Stadia Initiatives

42. 'Healthy Stadia' is a concept which uses the power of sport to tackle health inequalities. Local authorities, PCTs, sports clubs and stadiums across the United Kingdom and Europe are using stadia as a tool to promote the health of visitors, fans, players, employees and the surrounding community. It is a place where people can go to have a positive, healthy experience, playing or watching sport.
43. Discussions with the PCT, Hospital Trust, York Health Group and the Department of Health have indicated strong support to incorporate such initiatives in York. This is also supported by the Healthy City Strategic Partnership.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

44. Some initiatives that have been successfully employed and delivered in the UK include:
- **'FitFans' Weight Management scheme – Hull – KC Stadium and Craven Park:** The FitFans project has been commissioned by the Health Authority in Hull to provide free weight loss support for all people in Hull delivering safe effective weight loss through specialist lifestyle and exercise programmes. It is a 12-week programme covering important nutritional information and exercise advice (with the opportunity for participation in exercise sessions) and is held at the KC Stadium or Craven Park. A 300% increase in success rates were seen in the first year of this programme compared to the previous scheme.
 - **Health Checks – Leeds - Carnegie Stadium:** Leeds Rhinos, in partnership with the Change 4 Life Team at the Department of Health and the Centre for Men's Health at Leeds Metropolitan University offer male fans a range of health advice services and free health checks are offered by the specialist nurses from Men's Health Plus, before, during and after the match.
 - **'Playing Safely' Sexual Health Initiative – Oldham:** A partnership with the Professional Footballers Association to provide Sexual Health Awareness programmes including Chlamydia screening to professional sports club academies. The pilot for the programme ran from March to April 08 and worked with six clubs as well as the progression 08 event. Chlamydia screenings were also conducted at home games of Oldham Athletic Football Club and Oldham Roughyeds Rugby League Club.
 - **'It's a Goal' Mental Health Initiative – Macclesfield:** Involves a community psychiatric nurse working within the club and uses the stadium as a base for the service which uses a group work approach to focus on mental health awareness and mental health promotion activities. By basing the project within the local club and using the popularity and attraction of football, the programme helps to engage men who had previously been reluctant to seek help for mental health problems.

Potential Hospital Services

45. In line with national direction, the PCT are currently reviewing all of the community services that they provide, which will result in a transfer of some services to other providers. Potential outcomes of the review could see the responsibility of some services falling to the Hospital Trust.
46. After detailed discussions with the Hospital Trust (over the past 12 months) which included possible service provision and floor plan layouts, it is recognised that there is a potential opportunity to incorporate health services into the Community Stadium. However this is dependent upon the outcome of the PCT review in early summer 2010 and future funding issues.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

47. The positioning of the health services in relation to the stadium would be on a principle similar to the Minerva Centre in Preston. The Minerva Centre is a state-of-the-art facility for treating long-term conditions and is located over two floors in Preston North End's new Invincibles Pavilion.
48. Services offered to people at the Minerva Centre include retinal screening, therapy, phlebotomy services (taking blood), diabetes care, nutritional advice, a chronic fatigue service, rheumatology, respiratory care, heart care, physiotherapy/occupational therapy and treatment reviews. Additionally on the ground floor there is a Lifestyle Centre and café, which is open to all the community, not just patients.
49. Providing health services which are incorporated into a community stadium in York could affect people's lives in many different ways; addressing access and health inequalities, ensuring people get the treatment they need on a regular basis at an easily-accessible venue as well as helping to prevent further ill health in the future by providing information and advice.

Targeted Recruitment and Training

50. Targeted recruitment and training (TR&T) provides a means of implementing strategy and policy commitments by including requirements into contract specifications and planning policy.
51. TR&T allows the local authority to take a more effective leadership role in relation to the sustainable development of their local economies. This is necessary to achieve aspirations for local development rather than left to market forces to deliver. It provides a level of intervention that is a step up from assuming that the benefits of regeneration and development will trickle down to all local communities, or that private sector companies will deliver the required (and often promised) social and environmental benefits through corporate social responsibility. The benefits of incorporating TR&T in contracts and agreements include:
 - Maximise training opportunities and jobs for disadvantaged groups from public and private investment
 - Improvement of educational opportunity for young people
 - Acquisition of skills for adults
 - Provision of jobs in the local community
 - Increase in businesses understanding how they can work with the council
 - Provide business opportunities for small and medium-sized enterprises
 - Increase value for money from public expenditure
 - Demonstrate a commitment to disadvantaged communities
52. Construction Futures, established by West Northamptonshire Development Corporation and partners, has developed a model which estimates the required quantity of training to be provided by developers. The model is based on the type of work (i.e. private building, new

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

housing, public building etc), the cost of construction and the relevant identified needs in Northampton, Daventry and Towcester.

53. Below is Table 4 which demonstrates an indicative number of potential training weeks that the Community Stadium Project could achieve based on the cost of the development of a public building, calculated using the Construction Futures model.

Table 3: Potential number of training weeks the community stadium could generate – calculated using Construction Futures’ Model

Potential Development Cost	Potential Training Weeks
£15m	617
£20m	822
£25m	1028

All figures are indicative and do not represent a proposal

54. Successful case studies that use TR&T include:
- Raploch Urban Regeneration in Stirling has pioneered the use of TR&T in regeneration in Scotland, first in a roads contract and then in it’s public-private partnership contract to build 900 homes.
 - J.21 supports Rochdale and Oldham Councils in using the TR&T approach e.g. highways maintenance contracts, a development agreement for housing regeneration and the Rochdale Town Centre redevelopment.
 - Construction Futures are working with Daventry District Council, Daventry and District Housing and the Connaught Group in the delivery of the town’s decent homes standard refurbishment programme. Working in partnership with the local college they place work ready trainees with Connaught, where they gain on site skills to supplement their college-based learning, earn a decent wage and generate real added value for the public sector partners.
55. More locally BAM Construction are currently working on the Heslington East site at the University of York. Their program to increase the number of apprentices and deliver a target number of work placement hours has helped the site to achieve Construction Skills status. This status could also be rolled out to the stadium site if TR&T was included in the procurement and planning processes
56. Discussions and meetings held between developers, Higher York, NYBEP and CYC show that TR&T is an achievable, positive and effective route for the Council and its partners to deliver on their commitments to social inclusion, learning, training and skills as well as sharing the benefits of the development with all sections of the community.
57. Some of the identified issues currently facing the city include development and retention of talent, employment, community engagement with developers and inclusively. The construction of a community stadium in

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

York would address these social and local economy issues as well as those around the construction industry and for the end users of the building.

Public Sector Training

58. The stadium could be a high-quality training venue and asset for the City and region. The space and capacity that the hospitality suite and executive boxes offer at the stadium give the council and other public sector organisations the opportunity to use the venue for conferences and training not only as individual bodies but also together as a partnership.
59. There is a possibility that CYC will need space and a location for training provision once the move to the new HQ has been accomplished. Discussions have been undertaken with Corporate HR and Corporate Asset Management Team at the potential benefits of having CYC training at the stadium. These include:
 - Hospitality facilities
 - On-site parking
 - Highly accessible
 - High quality modern facilities
 - Dedicated flexible space
 - Exhibition space
 - Breakout rooms
 - Potential ICT suite
 - Capacity for audiences of approx 400 theatre style or 300 banquet style
60. Additionally off-site / outside the workplace training is a positive experience for staff. Training away from the office makes staff feel valued and consequently motivated. Off-site locations offer fewer opportunities for staff, colleague and work related interruption and therefore offer a very focussed and professional learning environment.
61. Other public bodies around the city and in the region have identified the need for training facilities. Discussions with Hospital Trust, North Yorkshire Police and North Yorkshire PCT has shown that there is interest in using the stadium facilities as a training venue.
62. Furthermore the aforementioned public bodies including CYC have expressed a keen interest in forming a public sector training partnership which would be held at the stadium. (York St John University would also be interested in being a part of a public sector training partnership. Discussions with the Ambulance Service, Fire Service, Prison Service and the University of York are still to be held.) Public bodies are often affected by the same legislation, use the same business management practices and deliver the same or very similar training courses. By working together in partnership training and conferences can be delivered more effectively and efficiently. Other benefits include shared training facilities costs and expertises, consistent messages, networking and facilitating further partnership working.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

St Johns University – Institute of Sport

63. The Institute of Sport would embrace the Council of Europe's definition of sport 'all forms of physical activity which, through casual or organised participation, aimed at expressing or improving physical fitness and mental well-being, forming social relationships or obtaining results in competition at all levels'. Under the leadership of York St John University it would aim to draw academic expertise from the educational establishments who have common interests in community based sport, exercise science, health related subjects within the city. Such an approach to stadium use would help York to achieve its aspirations for an Olympic legacy that gets more people active, inspires young people through sport, and facilitates elite achievement. The approach would be congruent with the Yorkshire and Humberside strategy for the 2012 Olympics and beyond that seeks to make Yorkshire a world leading sporting region.
64. An Institute of Sport would act as a central hub for sport within the city and would aim to:
- Promote sport in the community including projects that utilise sport as a vehicle for other social benefits e.g. cohesive and safe communities, health benefits.
 - Deliver sport opportunities e.g. physical activity programmes for a range of individuals including children and disabled participants
 - Deliver education and training for sport professionals and volunteers to raise standards of sports provision in the city e.g. coach education courses, vocational related qualifications, continuing professional development courses, vocational experience, undergraduate and post-graduate modules and programmes.
 - Provide sports science support for talented athletes e.g. strength and conditioning, performance appraisal, injury management, talent identification.
 - Evaluate sports interventions e.g. provide the expertise to evaluate and monitor sport programmes applied across the city by bringing local and regional experts together to conduct and disseminate research.
 - Identify funding sources to promote sport within the city and work with partners to attract external income.

Learning, Training and Skills

65. The Community Stadium team are working very closely with educational establishments across the City, Higher York and NYBEP to encourage the project to be used as a tool for learning, training and skills. For example detailed work and discussions have been undertaken with secondary schools regarding the 'Sport and Active Leisure Diploma' which will be available from September 2010 to students aged 14-19.
66. The Diploma in Sport and Active Leisure will prepare young people in England for higher and further education as well as the world of work, in an innovative and exciting way. Students will develop the knowledge,

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

understanding, skills, and attitudes of the sport and active leisure industry and apply them to work scenarios.

67. The Community Stadium project is helping to support and provide for the diploma's 'Schemes of Work' through meetings, discussions, real project scenarios and utilising publicly available resources that can be turned into briefs for the students.

Socio-Economic Impact

Contribution to city and regional objectives

68. A significant number of possible stadium development outputs, qualitative and quantitative, have been identified and analysed in conjunction with relevant local, regional and national strategic ambitions and priorities.
69. The project has a very robust strategic fit. It has the potential to deliver a significant variety of outputs that can contribute to the wider objectives of the Corporate Strategy, the Sustainable Community Strategy, Strategic Partnership and key organisations across the City, region and national sporting agendas. This is shown in Annex 9. However the final offer and facility mix of the community stadium will determine the extent of the strategic fit of the project.

Economic Opportunities

70. As a major community-based project, the proposed Community Stadium is likely to have a positive economic impact which will benefit local people, businesses and visitors, as well as potentially the wider Yorkshire and Humber economy (if of a significant scale with regional connectivity).
71. As a major community project, the Community Stadium could generate a variety of important strategic, economic, social and environmental benefits. These include the following:
- Civic pride and involvement
 - Service an identified need
 - Attracting residents and visitors, for example through the hosting of sporting events and conferences
 - Benchmark for environmental sustainability
 - Increasing, encouraging and facilitating participation in sport and active leisure
 - Provide fit-for-purpose facilities for elite athletes
 - Expand York's visitor offer, especially if there was a hotel on site
 - Provide educational, learning, training, skills and development opportunities
 - Site dependent, there maybe be possible regeneration benefits
 - Increase in total spend made by visitors including outside of the venue i.e. the local area
 - Increase in permanent direct and in direct employment
 - Provide temporary construction employment opportunities
 - Would cause some, though probably limited, displacement and substitution from existing sports facilities

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

72. The detail of the possible economic outputs vary significantly according to the different facility mix options and are covered in more depth later in the report. The economic appraisal will need to be developed further once the site and facility mix for the Community Stadium has been confirmed, as there are likely to be a number of site-specific benefits which should also be considered. .

Environmental Sustainability

73. A high level sustainability and energy assessment has been undertaken. It considers the sustainable elements that will need to be considered as part of the future detailed design and energy systems for the Community Stadium. The potential elements include:
- Rainwater Harvesting
 - Biomass Boilers or combined heat and power (CHP) gas or biomass
 - Recycling facilities
 - Geothermal ground source heating/cooling
 - Photovoltaic solar panels
 - Thermal (water heating) solar panels
 - Wind energy
74. The possibility to include these elements will be entirely dependent on the final facility mix, scale of development and site. Consequently a second, more detailed assessment, will be undertaken once a decision on the Community Stadium has been made.
75. There is also opportunity to establish an ESCO dependednt on the energy system installed. This could allow the council to supply other projects with excess heat or electricity produced by its CHP unit, or sell energy back to the national grid. If such arrangements could be established this would affect the economics of developing the CHP option.
76. Dartford's Princes Park is currently considered to be the most environmentally sustainable stadium in the UK. The building includes a sedum roof, solar water heating, reclaimed water and low energy lighting. Though Dartford have gone a long way in making their stadium sustainable scope exists for York to set the new benchmark.
77. An environmentally sustainable stadium, in conjunction with the Eco Depot and the Eco business centre supports York's commitment to reducing our impact on the environment.

Conclusion

78. Detailed and robust evidence demonstrates a need for a community stadium incorporating a wide range of facilities in York. It could deliver a diverse range of benefits and would be a significant and valuable asset to the City, its residents, the professional sports teams and its visitors.

Annex 8: Potential for a Community Stadium, Wider Stakeholder and Community Opportunities – full analysis

79. The stadium has the potential to incorporate significant community and stakeholder opportunities. These will be discussed and explored further once a facility mix and site is chosen.
80. It is clear from the work undertaken in 'Part 1' of this report that the following components could be incorporated into the stadium subject to funding and site location:
 - 6,000 all seat capacity stadium with the potential to expand to 12,000
 - Athletics track (on or off site)
 - 3G pitches
 - Cycle track
 - Health and fitness facilities
 - Budget Hotel
 - Pre let commercial / community floor space

Annex 9: Community Stadium Detailed Strategic Fit Matrix

How could the Community Stadium help to address the needs, challenges & issues as well as deliver the desired outputs highlighted in both the City's & Region's Strategies

Potential Stadium Outputs Grouped into Strategic Themes							
Strategies ↓	Thriving	Sustainable	Safety	Learning	Inclusivity	Culture	Health
	<ul style="list-style-type: none"> Job Creation Learning, training & skills Hotel Conference/Exhibition Resident & visitor economy Office space 	<ul style="list-style-type: none"> Carbon Neutral New technologies Leading by example Re-useable energies Reduce waste/increase recycling Accessible Sustainable materials 	<ul style="list-style-type: none"> Blue light services Closed road cycling Community hub & centre Community engagement 	<ul style="list-style-type: none"> Learning, training & skills Non-traditional educational setting NEET Science City 	<ul style="list-style-type: none"> Area of deprivation Easily accessible Community Sport Community hub/centre Volunteering opportunities 	<ul style="list-style-type: none"> Community sport Professional sport Sports village Sporting culture Improved facilities Events & Hospitality Conference/Exhibition Volunteering New sporting pathways 	<ul style="list-style-type: none"> Health services Hub of well being Encourage sport participation Community Sport Service accessibility New Sporting Pathways
York – a city making history. Vision and Sustainable Community Strategy 2008-2025	<ul style="list-style-type: none"> Use York's distinctiveness to improve the city further by enhancing its physical & cultural qualities for community & economic development Keep York's employment levels high & economy buoyant by supporting local employers, developing a diverse economy & balanced employment structure. Use York's brand & position to promote the city within the global network Improve the tourism offer (including retail & business tourism) Broaden York's economic base Address skills gaps, income disparities & low aspiration to minimise economic differences. Need to build resources to drive ambitions when York has a low resource base 	<ul style="list-style-type: none"> Endeavour to balance physical growth & environmental sustainability with responsible choices in respect of climatic & environmental challenges 	<ul style="list-style-type: none"> We will maintain community cohesion & develop strong, supportive & durable communities. Improve levels of democratic activity & civic engagement 	<ul style="list-style-type: none"> We will encourage partnerships within the city and beyond that benefit everyone and achieve mutual advantage Address skills gaps, income disparities and low aspiration to minimise economic differences 	<ul style="list-style-type: none"> Use York's distinctiveness as a way to improve the city further by enhancing its physical & cultural qualities as a basis for community & economic development We will maintain community cohesion & develop strong, supportive & durable communities. Address skills gaps, income disparities and low aspiration to minimise economic differences Decide on the most appropriate way to improve travel and transport to address blockages and increase connectivity and accessibility. Improve levels of democratic activity and civic engagement 	<ul style="list-style-type: none"> We will assert our role as an important regional city. We will use York's brand and position to promote the city within the global network Use York's distinctiveness as a way to improve the city further by enhancing its physical & cultural qualities as a basis for community & economic development improve the tourism offer (including retail and business tourism) Improve levels of democratic activity and civic engagement 	<ul style="list-style-type: none"> We will encourage partnerships within the city and beyond that benefit everyone and achieve mutual advantage Decide on the most appropriate way to improve travel and transport to address blockages and increase connectivity and accessibility.
City of York Council Corporate Strategy 2009-12	<ul style="list-style-type: none"> Continue to support York's successful economy to make sure that employment rates remain high & that local people benefit from new job opportunities 	<ul style="list-style-type: none"> Aim to be clean & green, reducing impact on the environment while maintaining York's special qualities & enabling the city & it's communities to grow & thrive 	<ul style="list-style-type: none"> We want York to be a safer city with low crime rates & high opinions of the City's safety record 	<ul style="list-style-type: none"> Make sure local people have access to world-class education & training facilities & provision. Develop skills & aspirations to play an active part in society & contribute to the life the city. 	<ul style="list-style-type: none"> All citizens feel included in the life of York. Improve prospects for all, tackle poverty & exclusion & make services & facilities easy to access 	<ul style="list-style-type: none"> Inspire residents & visitors to free creative talents & make York the most active city in the country. Provide providing high quality cultural & sporting activities for all 	<ul style="list-style-type: none"> Residents enjoy long, healthy & independent lives. People are supported to make healthier lifestyle choices & health & social care services are quick to respond to those that need them

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York – Sustainable City WOW Partnership Plan	<ul style="list-style-type: none"> To secure a sustainable environment for York and its people so that they may enjoy high quality natural and built environments that are also attractive to enterprise. 	<ul style="list-style-type: none"> Emphasize the need for everyone in York to reduce their impact on the local and global environment and to measure their carbon and ecological footprint To promote good sustainable location, design, construction and use of all buildings through planning policies and guidance. To promote techniques and methods for producing less domestic, commercial and industrial waste, and to maximise the proportions of waste going for reuse, recycling and composting. 			<ul style="list-style-type: none"> To promote pride of place amongst local residents and support them in improving the quality of their communities; 	<ul style="list-style-type: none"> To promote a green infrastructure approach to planning with green linkages between open spaces to maximise their benefit to people and wildlife. To enable everyone in York to enjoy, conserve and enhance the natural and built environment for the benefit of present and future generations. 	<ul style="list-style-type: none"> To reduce, by progressive planning, the distances people need to travel for all purposes and to promote walking and cycling.
York – Thriving City (Business) WOW Partnership Plan	<ul style="list-style-type: none"> Being at the forefront of innovation and change with a prosperous and thriving economy Support the progress & success of existing businesses & encouraging new enterprises that will sustain high employment rates Have a leading edge, modern, knowledge & science-based economy To be ranked as an international quality leisure & business visitor destination. A focus for high quality external investment & supportive of local business and small business development Lack of quality employment sites & accommodation Be at the forefront of innovation & change 	<ul style="list-style-type: none"> Balancing & using the successful economy to achieve high environmental standards & quality of life, taking account of the commitment to limit any impact on the carbon footprint of the city. 		<ul style="list-style-type: none"> To have a leading edge, modern, knowledge and science-based economy To have a broad based economic structure, characterised by good working practices, and with a highly skilled and motivated workforce Skill levels within the York workforce will be enhanced through partnership working with the Learning & Skills Council, Lifelong Learning Partnership, education and training providers and Future Prospects. 	<ul style="list-style-type: none"> Ensuring that all sections of the community are able to benefit from economic opportunities. 	<ul style="list-style-type: none"> To be ranked as an international quality leisure and business visitor destination. Lack of investment in the city's heritage & tourist industry 	

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York – The Healthy City – WOW Partnership Plan	<ul style="list-style-type: none"> Plan ahead so workforces are skilled and supported to meet future needs 	<ul style="list-style-type: none"> Everyone...has easy access to responsive health and social care services. 		<ul style="list-style-type: none"> Using projections of future need health and social care employers will work with partners to identify and skill up the future workforce required. 	<ul style="list-style-type: none"> Everyone...has easy access to responsive health and social care services. Address inequalities in health outcomes and in the determinants of health To develop safe, effective, quality services in the right settings, as close to home as is possible and clinically appropriate Addressing health needs of those who are at risk of exclusion or isolation, such as older people, new entrants to the country, travellers and the homeless 	<ul style="list-style-type: none"> Supporting individuals & communities to make healthy choices 	<ul style="list-style-type: none"> Engage community in planning & development of health & social care services & pathways. Jointly commission health & social care to meet needs of the population, combining expertise & resources of NHS & LA. Prevent ill health & promote well being by supporting individuals & communities to make healthy choices Work together to halt the rise in obesity in children & adults Develop & deliver service to ensure more residents enjoy good physical & mental health, that comes from increased participation in active lifestyles. Continue to improve access to treatment in hospitals, general practice, dentistry & community services.
York - The Safer City – Wow Partnership Plan	<ul style="list-style-type: none"> To involve residents, tourists & businesses in making York a safer city 		<ul style="list-style-type: none"> To make certain that high visibility patrols & enforcement activities are swift & locally responsive To reduce the levels of anti-social behaviour in our neighbourhoods Design principles are incorporated into all new developments To work with Safer Neighbourhoods Policing teams to develop short, medium and long term responses to issues of anti-social behaviour at neighbourhood level 		<ul style="list-style-type: none"> Empower & encourage residents to actively participate in the life of the community & look out for their neighbours To overcome barriers of community cohesion & ensure that no-one is excluded In partnership with other agencies, develop a range of social programmes for young adults aimed at those deemed to be most at risk from offending and anti-social behaviour To work with partners to ensure all sectors of the community are involved in community consultation and problem solving 	<ul style="list-style-type: none"> To work with others to provide a range of positive social activities for young adults 	<ul style="list-style-type: none"> To work with others to reduce drug and alcohol misuse in the city

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York - The Learning City - WOW Partnership Plan	<ul style="list-style-type: none"> To enhance the employability skills of young people (in response to employer's needs), particularly at age 16 & 18, through the improved quality & choice of learning opportunities Work closely with partners in the business sector & in economic development to ensure that economic & learning plans address skills gaps. 			<ul style="list-style-type: none"> Continue to improve quality & choice of learning provision, aspiring to be outstanding for all types of provision to meet needs of children & young people, adults, families, communities & employers Enhance the employability skills of young people (in response to employer's needs), through the improved quality & choice of learning opportunities Improve learning pathways & progression opportunities for 14-19 year olds & mature learners, to develop an appetite for study through to higher education Increase number of learning opportunities accessible in neighbourhoods & at non-traditional venues Develop a York recognition framework for work-related competency skills & attributes gained through both formal & informal learning, appropriate to meet the needs of employers, employees & those seeking to return to work. 	<ul style="list-style-type: none"> Increase the achievement of all children & young people with a focus on narrowing the gap in attainment for the most vulnerable & disadvantaged groups of learners The LA will continue to use innovative & targeted interventions at school & pupil level to narrow the gap at all key stages for pupils working below age-related expectations. Increase the number of young people actively engaged in education & training, by ensuring that those facing additional barriers have access to appropriate opportunities, support & advice Raise skills levels throughout working age population to support York's increasingly diverse economy, ensuring all the city's residents can access new employment opportunities. 		

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York – A city of Culture – WOW Partnership Plan	<ul style="list-style-type: none"> Cultural activities will help develop local creativity, skills and talent and promote community enrichment, wealth and job creation 	<ul style="list-style-type: none"> The city will be known for cultural developments that are green and eco-friendly 	<ul style="list-style-type: none"> A vibrant city centre will be matched by a strong neighbourhood culture 	<ul style="list-style-type: none"> Residents will use cultural provision for informal and formal learning opportunities that benefit the city's skills and its economy Partnership working between our universities and business will nurture creative career opportunities for arts graduates, help promote the City's cultural offer, and driving innovation across the cultural, scientific and economic sectors 	<ul style="list-style-type: none"> Young people will be welcome, visible and prominent in the city. The perception that there is not enough provision for them will be addressed 	<ul style="list-style-type: none"> To be proactive in developing our cultural offer for residents and visitors To improve the public realm in the city To be recognised internationally as a cultural city Cultural quarters will be developed to stimulate cultural developments, building on existing strengths, linking together existing attractions and facilities, and providing the highest quality of infrastructure A more cosmopolitan, more youthful profile will be projected through cultural product that is more distinctive and "edgy" rather than safe and traditional To be a city of high quality spaces Cultural venues and spaces will be readily available, and of a quality to inspire people to take part 	<ul style="list-style-type: none"> Three quarters of the population of York are physically inactive The city's cultural provision will engender wellbeing, and promote activity friendly opportunities notably to walking and cycling by day and after dark
York – The Inclusive City – WOW Partnership Plan					<ul style="list-style-type: none"> For residents to share in the city's economic, environmental & social well being, Promote & support good citizenship through volunteering Improve access to services, information & facilities for all residents 		<ul style="list-style-type: none"> Take the lead in assessing the impact that population change will have on the city and developing the services that will be required to meet the changing needs of all York's citizens.
England Hockey – Strategy 2009-13					<ul style="list-style-type: none"> Help clubs and associations to develop and thrive 	<ul style="list-style-type: none"> Raise the sport's profile Achieve international podium success Embed the Single System 	<ul style="list-style-type: none"> Attract and retain more people in the sport

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England Athletics Mission Statement and England Athletics Strategy - What we are going to do and how we are going to do it 2009-2013	<ul style="list-style-type: none"> Working with competition providers to deliver an integrated nationwide calendar of events that enables all athletes to challenge themselves at an appropriate level. 		<ul style="list-style-type: none"> Providing more opportunity for people to run, more safely, more often. 	<ul style="list-style-type: none"> Supporting affiliated clubs & associations to access the expertise, facilities & welcoming environments that will develop every athlete, coach, official & volunteer to their full potential. 	<ul style="list-style-type: none"> To increase participation across a wider cross-section of the community Access the expertise, facilities & welcoming environments that will develop every athlete, coach, official & volunteer to their full potential Improving performance levels & growing the next generation of champions Embracing athletes of all abilities, from all communities Everyone can participate in a safe & enjoyable environment free from the threat of intimidation, harassment, neglect & abuse. Increase diversity in the sport, reducing inequalities, tackling gender, ethnicity & disability inequalities Develop & deliver a nationwide disability athletics development programme that is integrated, wherever possible improve access to training facilities to support aspiring coaches and athletes. 	<ul style="list-style-type: none"> Providing development opportunities for the most talented athletes to compete To deliver an integrated nationwide calendar of events that enables all athletes to challenge themselves at an appropriate level. Growing & sustaining participation levels in the sport Improving experience of every participant in sport Improving performance levels & growing the next generation of champions Focused on continuous improvement Deliver a nationwide volunteer recruitment campaign Support the growth & maintenance of athletics facilities. to influence local planning frameworks, growth agendas & local authorities to improve local athletics facilities. Excellent communications, to support existing volunteers & participants & to welcome newcomers to the sport 	<ul style="list-style-type: none"> To increase participation across a wider cross-section of the community Growing & sustaining participation levels in the sport

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Sport England Strategy 2008-2011					<ul style="list-style-type: none"> Talented people from all backgrounds are identified early, nurtured & have the opportunity to progress to the elite level Everyone who plays sport has a quality experience & is able to fulfill their potential 	<ul style="list-style-type: none"> Maximise volunteering focus Create a world leading community sports system Create a vibrant sporting culture in England Develop & accelerate talent Sustain current participants Ensure people have a high quality experience Increase regular participation in sport Engage with LAs to influence investment Ensuring quality sport opportunities exist beyond the school gates Enabling children & young people to migrate seamlessly from school environment to community sport. 	
England Disability Federation Sports Strategy 2007 to 2012					<ul style="list-style-type: none"> Support the development of quality inclusive opportunities through key sports, recreational & leisure service providers Promote inclusion & achieve equality of sporting opportunities for disabled people To increase participation in sport Ensure disabled people can access the sport & physical activity of their choice, at a level of their choice & the venue of their choice. 	<ul style="list-style-type: none"> To support the development of quality inclusive opportunities through key sports, recreational, and leisure service providers To increase the number of volunteers working within disability sport To increase participation in sport 	<ul style="list-style-type: none"> To increase participation in sport
Cycling City Annual Report 2007-08		<ul style="list-style-type: none"> Demonstrate that investment in cycling brings wider benefits to key major Government departments & helps them achieve targets related to congestion, air quality, & sustainability. 	<ul style="list-style-type: none"> More people cycling, more safely, more often. 		<ul style="list-style-type: none"> Demonstrate investment in cycling brings wider benefits to key major Government departments & helps them achieve targets related to accessibility. 	<ul style="list-style-type: none"> Cost-effective cycling projects through partnership with local authorities More people cycling, more safely, more often. 	<ul style="list-style-type: none"> Demonstrate that investment in cycling brings wider benefits to key major Government departments & helps them achieve targets related to physical activity.

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British Cycling – The Whole Sport Plan 2009-2013		<ul style="list-style-type: none"> Inspire participation in cycling as a sport, recreation & sustainable transport through achieving worldwide success 	<ul style="list-style-type: none"> Create a comprehensive network of accessible traffic free multi-disciplined cycling facilities enabling the effective & safe delivery of cycling activities Continue to work with the appropriate agencies to ensure the public highway is a safe environment for all cyclists. 	<ul style="list-style-type: none"> More young people participating in leadership & volunteering 	<ul style="list-style-type: none"> More young people participating in club activities Promote & encourage all groups to participate in cycling as a leisure pursuit 	<ul style="list-style-type: none"> Inspire participation in cycling as a sport, recreation & sustainable transport through achieving worldwide success A quantifiable increase in satisfaction More young people participating in club activities More young people participating in leadership & volunteering Develop an effective, well-trained, motivated and appropriately resourced volunteer workforce, to support the development & growth of all aspects of Cycling. Integrate cycling into daily life, such as riding to school, work, to the shops or socially Create a comprehensive network of accessible traffic free multi-disciplined cycling facilities enabling the effective and safe delivery of cycling activities Encourage & support clubs & groups who wish to develop new...facilities & infrastructure. 	<ul style="list-style-type: none"> to encompass cycling as...active living Promote & encourage lifelong participation in cycling as part of an enjoyable & healthy lifestyle amongst all groups Integrate cycling into daily life, such as riding to school, work, to the shops or socially.

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Regional Economic Strategy for Yorkshire and the Humber 2006 - 2013	<ul style="list-style-type: none"> Improve workforce skills from basic to graduate level More people to have the skills business needs Big increase in the numbers of people with basic skills & above, with 'Level 2+' as the norm The economy's skills needs met by improved links between supply & demand More businesses (because higher levels of enterprise are important). Competitive businesses (making indigenous businesses more productive because they innovate & invest). Skilled people (with talents that employers value & which offer due reward). leadership & ambition (the region raises its sights & promote s a culture where people, businesses & agencies aim high & drive change). 	<ul style="list-style-type: none"> Protect, enhance & utilise the environment & natural resources 		<ul style="list-style-type: none"> Improve workforce skills from basic to graduate level More people to have the skills business needs More young people in education or training until 19 Increase in the numbers of people with basic skills & above Create a new enthusiasm for learning & increase attainment Improve skills...to ensure appropriate skills for employability and suitable career progression routes Improve skills of people in work & the potential workforce Improve higher level skills to capture potential of people with degrees Skilled people (with talents that employers value and which offer due reward). 	<ul style="list-style-type: none"> Diversity (ensuring all people and businesses realise their potential & contribute to a better economy), 	<ul style="list-style-type: none"> Utilise the voluntary sector to reach local people & improve service delivery. Use culture to contribute to the economy 	<ul style="list-style-type: none"> Capitalise on ...health and other public sector investment
Football Foundation	<ul style="list-style-type: none"> Support projects that use football & sport to contribute to ... training & employment. 	<ul style="list-style-type: none"> Respect the environment - promote environmental best practice. 		<ul style="list-style-type: none"> Support projects that use football & sport to contribute to educational attainment, closing the skills gap, improving lifelong learning 	<ul style="list-style-type: none"> Improve health and wellbeing - support projects that use football and sport to contribute to tackling health inequalities Build equality - projects that use football & sport to increase participation Consider equality of access 	<ul style="list-style-type: none"> Improve health and wellbeing - support projects that use football and sport to contribute to tackling health inequalities, major health killers and improving mental health and wellbeing. Support projects that use football & sport to contribute to...personal development from participation through volunteering 	<ul style="list-style-type: none"> Improve health and wellbeing - support projects that use football and sport to contribute to tackle...major health killers and improving mental health and wellbeing.

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Strategies ↓	Thriving <ul style="list-style-type: none"> • Job Creation • Learning, training & skills • Hotel • Conference/Exhibition • Resident & visitor economy • Office space 	Sustainable <ul style="list-style-type: none"> • Carbon Neutral • New technologies • Leading by example • Re-useable energies • Reduce waste/increase recycling • Accessible • Sustainable materials 	Safety <ul style="list-style-type: none"> • Blue light services • Closed road cycling • Community hub & centre • Community engagement 	Learning <ul style="list-style-type: none"> • Learning, training & skills • Non-traditional educational setting • NEET • Science City 	Inclusivity <ul style="list-style-type: none"> • Area of deprivation • Easily accessible • Community Sport • Community hub/centre • Volunteering opportunities 	Culture <ul style="list-style-type: none"> • Community sport • Professional sport • Sports village • Sporting culture • Improved facilities • Events & Hospitality • Conference/Exhibition • Volunteering • New sporting pathways 	Health <ul style="list-style-type: none"> • Health services • Hub of well being • Encourage sport participation • Community Sport • Service accessibility • New Sporting Pathways
Yorkshire and Humber Visitor Economy Strategy	<ul style="list-style-type: none"> • Develop region's tourism offer based on identified strengths & opportunities. • To ensure that the development of great places in region maximizes the potential for growth of the visitor economy • To raise the quality of the tourism offer in the region. • To promote a positive image of the region in a contemporary way that inspires visitors to experience Yorkshire. 					<ul style="list-style-type: none"> • promote strategic direction for growth of the visitor economy behind which the tourism sector can align develop the region's tourism offer of the future based on identified strengths and opportunities. 	
Visit York Tourism Strategy and Action Plan 2007	<ul style="list-style-type: none"> • Investment in the quality of place, corridors and linkages between the key attractions. • Supporting major investment propositions that benefit tourism. • Support for events & festivals as a means of brining new, & returning longer stay, visitors to York. • Attracting high quality hotel development. • Developing York as a Gateway to the rest of Yorkshire 					<ul style="list-style-type: none"> • Support for events & festivals as a means of brining new, & returning longer stay, visitors to York. 	

Annex 9: Community Stadium Detailed Strategic Fit Matrix

How could the Community Stadium help to address the needs, challenges & issues as well as deliver the desired outputs highlighted in both the City's & Region's Strategies

Potential Stadium Outputs Grouped into Strategic Themes							
Strategies ↓	Thriving	Sustainable	Safety	Learning	Inclusivity	Culture	Health
	<ul style="list-style-type: none"> Job Creation Learning, training & skills Hotel Conference/Exhibition Resident & visitor economy Office space 	<ul style="list-style-type: none"> Carbon Neutral New technologies Leading by example Re-useable energies Reduce waste/increase recycling Accessible Sustainable materials 	<ul style="list-style-type: none"> Blue light services Closed road cycling Community hub & centre Community engagement 	<ul style="list-style-type: none"> Learning, training & skills Non-traditional educational setting NEET Science City 	<ul style="list-style-type: none"> Area of deprivation Easily accessible Community Sport Community hub/centre Volunteering opportunities 	<ul style="list-style-type: none"> Community sport Professional sport Sports village Sporting culture Improved facilities Events & Hospitality Conference/Exhibition Volunteering New sporting pathways 	<ul style="list-style-type: none"> Health services Hub of well being Encourage sport participation Community Sport Service accessibility New Sporting Pathways
North Yorkshire's Joint Strategic Needs Assessment 2008/11	<ul style="list-style-type: none"> Increase the availability of affordable housing. Develop sustainable employment opportunities. Increase the number of training and employment opportunities for young people aged 16-19 years. Increase support for preparing pupils for employment or further education. Increase the diversity & level of skills. 		<ul style="list-style-type: none"> Reduce deaths & serious injuries on the roads. 	<ul style="list-style-type: none"> Enable all children & young people to attend, participate in, and enjoy their learning. Increase the number of training and employment opportunities for young people aged 16-19 years. Increase support for preparing pupils for employment or further education. 	<ul style="list-style-type: none"> Improve health outcomes for people living in the most deprived areas of North Yorkshire. Create more opportunities for social inclusion, activity and occupation. Improve support and services available to parents & families of children with learning difficulties & disabilities Enable all children & young people to attend, participate in, and enjoy their learning. Create more opportunities for social inclusion & occupation. Improve the local environment and access to the community. Increase the availability of affordable housing. Improve access to services for children & young people. Improve equality of access to specialist services & support for all children & young people. 	<ul style="list-style-type: none"> Increase physical activity in children, young people and adults, but particularly amongst sedentary people. Increase access to sports, arts and cultural opportunities for all children & young people. Improve access to sport & leisure facilities. 	<ul style="list-style-type: none"> Improve health outcomes for people living in the most deprived areas of North Yorkshire. Reduce the rate of premature death from Coronary Heart Disease (CHD). Improve mental health & wellbeing. Increase physical activity in children, young people & adults, but particularly amongst sedentary people. Improve diet & nutrition. Reduce levels of obesity in both children & adults. Improve the local environment and access to the community. Improve access to services for children and young people.

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Rugby Football Union Strategic Plan 2008/09 to 2015/16		<ul style="list-style-type: none"> reduce carbon footprint in all areas of its business, agree suitable carbon reduction targets 	<ul style="list-style-type: none"> Provide leadership, support, guidance & monitoring of safeguarding & child protection issues across the game 	<ul style="list-style-type: none"> Qualify new referees Provide a referee of suitable ability, who will have access to high quality courses, awards & products to every game 	<ul style="list-style-type: none"> A game that is representative of the community that it serves. increase the number of players, coaches & volunteers from groups currently under-represented across the game Provide leadership, support, guidance & monitoring of safeguarding & child protection issues across the game 	<ul style="list-style-type: none"> increase the number of players, coaches & volunteers from groups currently under-represented across the game encourage optimum participation & enjoyment at every level of community sport. Encourage & support all those who want to participate (playing, coaching, refereeing, administrating or spectating.) Increase the number of under 16-19 age group club & school players A targeted recruitment campaign & retention programme in colleges & universities to increase the number of players Increase the number of active coaches Increase the number of volunteers Draw up & implement National Volunteer recruitment & promotion schemes 	<ul style="list-style-type: none"> Provide a focus for guidance to participants in the game in the area of sport science, medicine, fitness & nutrition. Provide a focus for improving the awareness & understanding of health & safety issues across the game Increase adult participation in clubs Increase the number of Under 16-19 age group club & school players Develop a targeted recruitment campaign & retention programme in colleges & universities to increase the number of players
Football Association Vision 2008-2012	<ul style="list-style-type: none"> Developing a skilled football workforce 		<ul style="list-style-type: none"> Ensure that children in our sport are protected, 	<ul style="list-style-type: none"> Development opportunities to recruit more referees & retain existing ones. Developing a skilled football workforce English football becomes a major ambassador for... education in our society. 	<ul style="list-style-type: none"> Focus on making the game accessible to all. Support every player to reach their potential English football becomes a major ambassador for fairness and social inclusion. 	<ul style="list-style-type: none"> maintain & increase the levels of participation of both adults & children to protect & nurture its invaluable volunteer workforce improving football facilities affordable, new & improved facilities 	<ul style="list-style-type: none"> maintain and increase the levels of participation of both adults & children English football becomes a major ambassador for ...health ...in our society.
Rugby Football League Annual Report and Customer Charter		<ul style="list-style-type: none"> Care for the environment 			<ul style="list-style-type: none"> To foster, govern, develop, organise & manage the game, in respect of all age groups, at all levels & for both sexes. Fair, open, honest & inclusive demonstrating integrity to all 	<ul style="list-style-type: none"> To foster, govern, develop, organise & manage the game, in respect of all age groups, at all levels & for both sexes Committed to managing, developing & promoting Rugby League & providing excellent, high quality services for the whole Rugby League family Dare to achieve our objectives through innovation 	<ul style="list-style-type: none"> To foster, govern, develop, organise & manage the game, in respect of all age groups, at all levels & for both sexes Dare to achieve our objectives through innovation

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York Council for Voluntary Service Objectives					<ul style="list-style-type: none"> • Working to ensure that all York citizens can participate in & benefit from community action 	<ul style="list-style-type: none"> • Helping people find the right volunteering activity for them • Working to ensure that all York citizens can participate in & benefit from community action • play a part in planning local services, through representation & partnership working 	<ul style="list-style-type: none"> • Working to ensure that all York citizens can participate in & benefit from community action
Active York Vision and Objectives					<ul style="list-style-type: none"> • Encouraging & enabling more people to take part in sport & active leisure 	<ul style="list-style-type: none"> • Encouraging and enabling more people to take part in sport & active leisure • Improving the quality, range & accessibility of both facilities & provision across the city, through enhanced co-ordination, effective prioritisation, strong advocacy & targeted investment • Raising the profile of sport and active leisure in York 	<ul style="list-style-type: none"> • Encouraging and enabling more people to take part in sport & active leisure • Improving the quality, range & accessibility of both facilities & provision across the city, through enhanced co-ordination, effective prioritisation, strong advocacy & targeted investment

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Date: 7th June 2010

YORK COMMUNITY STADIUM – PRELIMINARY ECONOMIC IMPACT ASSESSMENT

Introduction

Five Lines Consulting has been commissioned by the City of York Council ('the Council') to undertake market and financial feasibility analysis on the Council's proposals for a new Community Stadium. Five Lines Consulting is part of a wider project feasibility team, which includes Gardiner & Theobald (as cost consultants), the Miller Partnership (architects and master-planners), and Walker Morris (legal advisors).

Over recent months, a considerable amount of research and analysis has been completed to shape the possible facility mix, as well as identify potential sites, for the development. In order to assist this process further, this letter report examines the potential economic, social and community benefits which could be generated by different sports, leisure and other facilities that could 'make-up' the Community Stadium destination. These facilities are as follows:

- The Community Stadium itself which would accommodate both York City Football Club and York City Knights Rugby League Club home games. It is assumed that the Community Stadium will have a range of hospitality and conference facilities.
- An athletics track (which could either be on the same site as the Community Stadium, or at another location within York).
- A 3G full-size pitch and four 'mini soccer' / 5-a-side pitches (also 3G).
- A closed circuit cycle track.
- Flexible office space (1,500 sq. m. of gross space).
- A branded budget hotel (possibly with 120 bedrooms).
- Private health and fitness club (2,000 sq. m.).

Purpose of this letter report

As a major community-based project, the proposed Community Stadium is likely have a positive impact which will benefit local people, businesses and visitors, as well as potentially the wider



Yorkshire and Humber economy (if of a significant scale with regional connectivity). These outputs and outcomes are considered in this letter report.

As aspects of the Community Stadium project still need to be confirmed (including the site, facility mix, and levels of investment), this economic appraisal can only be regarded as an initial view of possible benefits that could be generated by this project.

An overview of potential strategic, economic, social and other benefits

As a major community-based project, York's Community Stadium could generate a variety of potentially-important strategic, economic, social and other benefits. These include the following:

- The project could help build a sense of pride and involvement from the local community, particularly with regards to the supporters of York City FC, York City Knights Rugby League Club, and the City of York Athletics Club, as well as the wider communities (if the stadium is successful in actively engaging local residents).
- Increasing access to sports and leisure activities is a key priority of the Council and many of its partners such as Sport England and sporting National Governing Bodies (due to the widespread community health and well-being benefits). This is an important goal as the Active People Survey 2007/08 found that sports participation overall in York (local authority area) fell from 24.8% in 2005/6 to 19.4% of the population in 2007/8, which dropped York below the national average of 21.32%. The 'Evidence of Need' report (produced by Five Lines Consulting in March 2010) details those sports which either (1) have below national average levels of participation in York, or those where (2) there have been a growth in participation. If carefully planned and managed, the stadium could act as a catalyst for further raising interest and participation in certain sports (e.g., junior, youth and adult football, rugby league and rugby union, athletics, cycling, etc.). There is also an opportunity for the new Community Stadium to tap into the legacy effects of the '2012 Olympic and Paralympic Games' in London (and the increased awareness and interest in sport that this event will hopefully generate throughout the UK).
- Certain components of the new Community Stadium have the potential to generate a disproportionately positive economic impact. For example, the stadium and the wider facilities would be capable of hosting occasional major sports events and conferences, which – based on evidence from other UK stadia - can attract large numbers of visitors from outside of the region (although it should be noted that there is often a cost attached to attracting major sporting events, conferences and other peripatetic events to destinations).
- The project could become a national benchmark for the sustainable development and operation of community stadia. For example, there is a desire within the Council for the project to have a focus on energy efficiency and related carbon mitigation measures, air and water quality, protection of the local environment (i.e., green spaces, biodiversity, and

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quality of life), resource efficiency (to minimise waste and encourage recycling), sustainable transport, and sustainable construction. In addition to being positive outcomes in their own right, this could result in significant ‘free’ publicity for York and the wider region because of the high impact and widespread coverage the new Community Stadium will generate in regional, national, international and ‘on line’ media, including TV / radio programmes, magazine articles, and newspapers. Furthermore, such a sustainable stadium could create naming rights and other sponsorship opportunities (e.g., pouring rights, advertising boards, etc.), as some companies may be willing to sponsor the stadium in return for it being named after them for a certain period of time. There are a variety of stadium naming rights deals in existence (e.g., Doncaster’s Keepmoat Stadium).

- The Community Stadium will enable local and regionally-based elite sports people to train in state-of-the art facilities on their ‘door step’, rather than having to travel long distances to other facilities (e.g., Sheffield).
- York’s visitor economy is of regional and national significance, and is therefore a key strategic policy priority for the Council and partners such as Yorkshire Forward. With the inclusion of new hotel, and conference and other hospitality facilities (within the Stadium), the project could serve to assist in diversifying York’s visitor offer, which will help broaden the market profile of the city, strengthen year-round tourism demand (particularly if the new stadium attracts both leisure and business tourists), and generally support the on-going success of York’s visitor economy.
- The new Community Stadium will create a number of opportunities for local people to become trained and skilled within specialist areas such as sports management and administration, sports development, marketing and promotions, and hotel management. There are many other educational and training opportunities, including forging effective links and learning opportunities with the two universities in York, local colleges and schools.
- A new Community Stadium funded wholly or (as is more likely) partly by the public sector would address an identified market failure, as the financial returns generated by community projects such as this are typically insufficient to attract significant levels of private sector investment. For example, both ‘Sportcity’ (in East Manchester) and Sheffield’s various sporting venues and facilities (e.g., Don Valley, English Institute of Sport, Ponds Forge, etc.) required significant levels of public sector grant funding.
- A new Community Stadium would facilitate and contribute to learning, training and skills opportunities in the city and across the region. The Community Stadium Team is the Business Model Champion for the Sport and Active Leisure Diploma which is available to 14 to 19 year olds from September 2010. The diploma changes the current way sports education is delivered, as it is driven by employer needs. The team is working with schools, sixth forms and colleges to enable learning to take place in a range of contexts, to develop



knowledge, understanding and skills that are transferable across the industry. Initial forecasts show that 60 pre-16 students and 20 post-16 students may take up the diploma. Additionally, one of the project's key goals is to maximise skills opportunities and enable new channels of learning. These goals include applying for funding for an education coordinator, rolling out the 'Playing for Success' scheme for under-achieving children and young people, promoting adult learning, skills and training in a non-traditional environment settling as well as specifying clauses in contracts to ensure apprenticeships and work experience placements can be utilised as part of the Community Stadium Development.

- Once a site has been identified for the Community Stadium, there are possible regeneration benefits which could be created. Depending on the type of site identified, these benefits may include the redevelopment of 'brownfield' or redundant land, and bringing it back to economic use (through private and public sector investment). Given the likely scale of the development (which could be up to c. 40 acres), such a redevelopment could be significant.

In addition to the above, jobs will be created directly within the Community Stadium and the ancillary facilities, and employment will be supported in York and the wider region through the injection of additional income into the local, sub-regional and regional economies via the users of the Community Stadium.

Further to the direct and indirect employment supported by the on-going operations of the Community Stadium, a significant number of temporary jobs would be created and supported during the construction phase of its development. In the next section of this letter report, we provide an initial estimate of the possible construction and on-going economic impacts.

Preliminary quantification of the economic impacts

In order to support a case for grant funding (from the Council, as well as potentially Yorkshire Forward and other economic development / regeneration funding bodies), there is a need to quantify the possible economic impacts of the project. In order to illustrate the economic impact of the proposed Community Stadium, we have completed preliminary economic impact assessments on each of the facility mix options. We stress that this analysis is preliminary. As with other elements of this feasibility study, the economic appraisal will need to be revisited, reviewed and revised as the project progresses.

Most capital projects will have both positive and negative impacts. In light of this, there is a need to reflect this in order to assess the additional impact (or 'additionality' of the project). HM Treasury's 'Green Book'¹ states that an impact arising from an intervention (e.g., grant or other

¹ HM Treasury's Green Book sets out the core principles on which all public sector economic assessment should be based. It has been designed to help decision makers appraise and evaluate capital expenditure decisions more effectively



financial support) is additional if it would not have occurred in the absence of the intervention². Given this, the approach adopted for this preliminary economic impact assessment is in line with guidance provided within the Green Book.

To identify the potential 'Total Net Additional Effects' which could be generated by the new Community Stadium, the following have been investigated in relation to each of the facilities which could be part of any new Community Stadium destination:

- The **Gross Direct Effects**: This consists of total spending made by visitors to the facility (including visitor spending outside of the venue - in the local area - during their trip).
- **(Less) Leakage**: This reflects the proportion of the gross direct effects which benefit those outside of the area of benefit (which in this case is Yorkshire and the Humber given the potential scale and impact of the Community Stadium³).
- **(Less) Deadweight**: This reflects the outcomes that would have occurred without the development of the facility.
- **(Less) Displacement / Substitution**: Displacement and substitution are closely related concepts. Where the outputs of the proposed facility result in reduced outputs elsewhere in the area of benefit, displacement occurs (e.g., the displacement of certain events from other venues in Yorkshire and the Humber to the new stadium). Related to the displacement concept is substitution, which is the effect whereby a firm substitutes one activity for a similar one (e.g., recruiting a jobless person while another employee loses a job).
- **(Plus) Economic Multiplier**: Economic multiplier effects involve further economic activity (e.g., jobs, expenditure or income) associated with additional local income and local supplier purchases. The multiplier reflects therefore the income created across the regional economy through the injection of the facility's gross expenditure (as discussed above).
- The **Total Net Additional Effect** is then used to derive an indication of the ('in-direct') employment supported. This is achieved by adjusting the figure to take account of the proportion spent on salaries, wages and other payroll costs, and then dividing this by the average annual earnings in the region.
- **Direct and indirect employment** supported is then estimated.

² Source: English Partnerships (2004) *Additionality Guide – A Standard Approach to Assessing the Additional Impact of Projects* (prepared by AMION Consulting on behalf of English Partnerships).

³ It is important to note that the nature and scale of economic benefits will vary according to the geographic scope of the analysis.



As an 'ex-ante' assessment (i.e., before any intervention), and given the early stages of the planning and development of the proposed Community Stadium, assumptions have been used in relation to each of the above. We have sought to minimise potential optimism bias through conducting what we regard is a cautious preliminary economic assessment in order to illustrate the possible economic benefits which could be generated.

Gross Direct Effects

In order to estimate the possible Gross Direct Effects of the Community Stadium project, we have made the assumptions as detailed in the following table.

Table 1: Proposed Community Stadium Gross Direct Effect assumptions

Facility component	Assumptions	Outputs (£)
Stadium	<ul style="list-style-type: none"> Assumed 'match day' income – gate receipts, season tickets, programmes, general catering, and hospitality income. 	£2,013,948

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	<ul style="list-style-type: none"> Assumed 'non-match day' income – conference and function income. This figure excludes non visitor-related income (e.g., central funding from leagues, sponsorship, pouring rights, advertising income, etc.). 	
Athletics venue	<ul style="list-style-type: none"> Assumed income from users of the venue (e.g., hire charges). Excludes Pavilion income. 	£18,000
Other community sports facilities (i.e., full-size 3G pitch, four mini-soccer 3G pitches, and closed circuit cycling track)	<ul style="list-style-type: none"> Assumed income from users of the facilities (e.g., hire charges). 	£234,805
Grade A office space	<ul style="list-style-type: none"> Assumed income from office tenants (e.g., catering within the site). Assumes 120 people spending an average of £10 per week (for 48 weeks each year). 	£57,600
Branded budget hotel	<ul style="list-style-type: none"> Assumed total budget hotel revenue (i.e., from guests spending on room rates, and food and beverage). Hotel total income assumes 120 bedrooms, 365 days per year trading, 80% occupancy, £35 average achieved room rate, and rooms income representing 90% of total income (with the remaining income being food and beverage revenue). 	£1,362,667
Private health and fitness club	<ul style="list-style-type: none"> Assumes a 2,000 sq. m. private health and fitness club. Assumed total income from members (i.e., membership, food and beverage, retail, guest fees, etc.). 	£1,000,000
'Off site' expenditure	<ul style="list-style-type: none"> In addition to the 'on site' spending by users and visitors, there is likely to be some 'off site' expenditure during their trip (e.g., spending by Community Stadium users and visitors in local bars, restaurants and cafes, shops, and evening entertainment, as well as on regional public transport such as buses and trains). At this nascent stage, it has been assumed that the total Gross Direct Effects are increased by 20% to reflect this wider spending. 	Above figures increased by 20%

Leakage

In considering the potential proportion of outputs that will benefit those outside of Yorkshire, we have reflected on the following:



- The primary users and beneficiaries of the Community Stadium project will be local residents, and – in relation to the office space – local businesses and other organisations (and the employees of these tenants).
- It is expected that the Community Stadium project will be planned to optimise local, sub-regional and regional benefits. For example, the Community Stadium’s supply chain (of supplies of goods and services) will predominantly be local and sub-regional.
- Given that York is located centrally within Yorkshire, the majority of staff would be expected to live in York and the wider region.

In light of the above, the leakage of the Gross Direct Effects outside of Yorkshire is likely to be low. To reflect this, this preliminary economic appraisal assumes a leakage rate of 10%. According to English Partnerships⁴, assuming such a leakage effect is reasonable where the majority of benefits will go to people living within the target area (which in this case is Yorkshire).

Deadweight

In considering the possible deadweight of this project, we have assessed the following:

- Without this project, York City FC, York City Knights Rugby Club, and City of York Athletics Club would continue to operate within their existing venues (or alternative facilities in the city), albeit with lower attendances in the case of the football and rugby league clubs, and lower members in terms of the athletics club.
- The Community Stadium has the potential to bring together – on a single site – a wide range of community sports and commercial facilities (some of which would be new to York) which could create a unique destination in the city.

Based on the above, we have assumed that the deadweight for this project will be 25%. The possible deadweight effect of the project should be examined - in more detail - when the facilities and their occupiers (e.g., office tenants) are confirmed.

Displacement and substitution

As with all major sporting and leisure venues of this type, there will be some displacement and substitution, as a number of users will be diverted way from existing sports facilities in the area

⁴ Source: English Partnerships (2004) *Additionality Guide – A Standard Approach to Assessing the Additional Impact of Projects* (prepared by AMION Consulting on behalf of English Partnerships), page 18.



(even though many of the facilities at the Community Stadium will be servicing an identified need which is currently not being met by the existing range of facilities).

Given this, a figure of 10% has been assumed to reflect the impact of displacement and substitution. This figure is at the low end of English Partnerships' benchmarks⁵ for the effects of displacement and substitution, recognising the assumption that there will only be limited displacement / substitution effects.

Economic Multiplier

Because of the likely economic connectivity and local linkages (e.g., employment of staff from the local area / sub-region), and the creation of local, sub-regional and regional supply chains, additional income will be generated by the Community Stadium within the local and regional economies.

Reflecting this, an economic 'multiplier effect' of 1.7 has been assumed. This assumes strong local supply linkages and income effects⁶.

Direct employment effects

This comprises the people that will be employed directly within the Community Stadium and the other facilities. At this early stage of the project, it is only possible to estimate possible direct employment, as detailed in the following table.

Table 2: Community Stadium direct employment assumption ('full-time equivalent' jobs)

⁵ Source: English Partnerships (2004) *Additionality Guide – A Standard Approach to Assessing the Additional Impact of Projects* (prepared by AMION Consulting on behalf of English Partnerships), pages 21 and 22.

⁶ Source: English Partnerships (2004) *Additionality Guide – A Standard Approach to Assessing the Additional Impact of Projects* (prepared by AMION Consulting on behalf of English Partnerships), page 24.

Facility component	Assumptions	Outputs (FTEs)
Stadium	<ul style="list-style-type: none"> Assumed employment within (1) York City FC, (2) York City Knights Rugby Club, (3) the Stadium Management Company, and (4) catering permanent, part-time, and casual staff. Based on initial estimates, it is possible that there would be 35 full-time equivalents ('FTEs') employed within the football club (i.e., 21 players and 14 other staff), ten FTEs within the rugby club. In terms of the Stadium Management Company, the financial modelling suggests a total of eight FTEs. Catering permanent, part-time, and casual staff. Although this is difficult to estimate at this stage, we have assumed 20 FTEs. 	73
Athletics venue	<ul style="list-style-type: none"> No athletic club FTEs (as it has been assumed that the club will continue to operate on a voluntary basis). 	0
Other community sports facilities (i.e., full-size 3G pitch, four mini-soccer 3G pitches, and closed circuit cycling track)	<ul style="list-style-type: none"> It has been assumed that members of staff which are involved with the operation of these facilities have been included in the Stadium Management Company staffing. Contractor employment is excluded (e.g., security, maintenance and cleaning). 	0
Grade A office space	<ul style="list-style-type: none"> Assumes 100% occupancy of 1,200 sq. m. of net lettable office space. Assumes 10 sq. m. of space per employee, which is a reasonable assumption at this stage (i.e., 1,200 sq. m. divided by 10). 	120
Branded budget hotel	<ul style="list-style-type: none"> Based on initial discussions with Accor, a budget ETAP brand hotel would require no more than ten FTEs (for a 120 bedroom hotel). Although there are clearly other options for the hotel (e.g., other types, sizes and quality of hotels which could form part of the Community Stadium destination), the above are regarded as useful assumptions at this stage. 	10
Private health and fitness club	<ul style="list-style-type: none"> Assumes 30% of total income spent on payroll and an average payroll cost – per FTE – of £17,500. This is an initial assumption. 	17

Indirect employment effects

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In addition to those people employed directly within the Community Stadium and the wider facilities, there will be jobs supported within the wider area through the spending of users and visitors to the destination.

In order to estimate the potential Net Additional Effects which are spent on payroll (i.e., wages, salaries and related costs), a figure of 35% of the Net Additional Effects has been assumed. To then convert this figure into an estimate of indirect FTEs (which could be supported by the Community Stadium), the proportion of Net Additional Effects spent on payroll has been divided by an assumed average payroll cost of £25,000.

Construction employment effects

Temporary construction jobs would also be created, providing a valuable boost to the area's economy. Depending on how long it takes for the UK economy to fully recover from the recent recession, this may be a significant impact (particularly if construction sector output growth remains slow for sometime).

The construction employment effects will be related to the total cost of the development and the length of time the development will take to bring to fruition. Below are the build and fit-out cost estimates (excluding professional fees, contingency, VAT, inflation, etc.) for each component of the Community Stadium (as prepared by Gardiner & Theobald):

- Stadium: £10.00 million.
- Athletics track: £2.60 million (assumed to be 'on site' for the purposes of this economic appraisal).
- 3G pitch: £0.55 million.
- Mini soccer pitches: £0.74 million.
- Closed circuit cycle track: £0.85 million.
- Flexible office space: £2.31 million.
- Branded budget hotel: £3.99 million.
- Private health and fitness club: £3.00 million.

In order to illustrate the potential construction period employment effects, we have assumed that £80,000 represents one 'person year'. HM Treasury convention for economic appraisals is that ten person years of employment is treated as equivalent to one FTE. In addition to the direct jobs



created through the construction phase of the project, there will be indirect and induced employment resulting from the construction activity.

Potential outputs (by potential facility)

Based on the above assumptions, the following table illustrates the possible economic outputs which could be created by each facility. It should be noted that the possible outputs are annual outputs, with the exception of the construction outputs which are temporary (during the Community Stadium's construction period only).

Table 3: Community Stadium potential economic outputs (by facility)

Facility	Gross Direct Effects (£)	Net Additional Effects (£)	Construction Employment (temporary effects) (FTEs)	Direct Employment (FTEs)	Indirect Employment (FTEs)
Stadium	2,416,737	2,495,885	23	73	35
Athletics track	21,600	22,307	6	0	0
Full-size 3G pitch	113,406	117,120	1	0	2
Mini soccer pitches (3G)	168,360	173,874	2	0	2
Closed circuit cycle track	-	-	2	0	-
Flexible office space	69,120	71,384	-	120	1
Branded budget hotel	1,635,200	1,688,753	9	10	24
Private health and fitness club	1,200,000	1,239,300	7	17	17
TOTAL	4,424,423	4,569,323	42	203	64

So far, this letter report has (1) summarised the general economic and other benefits which could be generated by this project, and (2) provided an initial quantification of some of the possible



economic outputs. In the table below, we highlight other benefits which are specific to the potential facilities.

Table 4: Other possible facility-specific benefits

Facility	Other potential benefits
Stadium	<ul style="list-style-type: none"> • Raise York's professional football and rugby league profile nationally, and - possibly - internationally. There are a host of benefits associated with this (e.g., enhanced media profile, increased visitors, etc.). • Increase the provision of high quality, flexible hospitality and conference space in York. This is a priority of Visit York, given the existing success of York as an association and corporate conference destination, and the increasing competition - across the UK and internationally - for these markets).
Athletics track	<ul style="list-style-type: none"> • Raise the profile of athletics locally, and nationally. Would be the leading venue of its type in North Yorkshire. • Could be used for community, club training and elite use.
Full-size 3G pitch / Mini-soccer pitches (3G)	<ul style="list-style-type: none"> • Facilitate increased participation – across different ages and community groups – in terms of football, rugby league, rugby union, and hockey. • Provide important facilities for school, college and university sports.
Closed circuit cycle track	<ul style="list-style-type: none"> • Enable York (and the wider region) to 'tap into' the growth in national interest and participation in cycling. • Could be used for community, club training and elite use.
Flexible office space	<ul style="list-style-type: none"> • Provide good quality, flexible office space, particularly for organisations that would benefit from being co-located with the Community Stadium (and other facilities) (e.g., sporting, health, and education oriented organisations).
Branded budget hotel	<ul style="list-style-type: none"> • Increase the provision of good quality, but 'affordable', hotel accommodation in York. • Would enable Community Stadium visitors to stay 'on site' (therefore helping to support local area economic impacts).
Private health and fitness club	<ul style="list-style-type: none"> • Increase the provision of good quality, but 'affordable', private health and fitness club provision in York.

Conclusions

By way of conclusion, we make the following remarks:



- The proposed Community Stadium has the potential to generate a variety of important strategic, economic, social and environmental benefits for York residents, businesses and visitors. Amongst other things, this report illustrated the scale of possible economic outputs (i.e., additional visitor-related income and jobs) which could be created / supported by the project.
- The report also highlighted areas where the project aligns with the strategic and policy objectives and priorities of the Council and its partners, including the goal of increasing sports and leisure participation across York (due to the many positive health and well-being effects associated with a more active resident population).
- Unsurprisingly, the possible economic outputs vary significantly according across the different potential facilities.
- Once the facility mix has been confirmed (and the site determined), there will be a need to complete a detailed appraisal to identify the complete range of likely positive economic, social and other impacts which could be generated by the Community Stadium project, as well as assess any associated negative impacts. At this stage, it would also be important to analyse how best to enhance the positive effects through the planning, development and operational stages of the project, as well as ways to mitigate any adverse impacts.

Yours sincerely

A handwritten signature in black ink, appearing to read "Rob Bailey", with a horizontal line extending to the right.

Rob Bailey
Director

A summary of Planning and Transportation Issues

Note; Issues relating to enabling Development are contained in Annex 12.

1. A three stage site selection exercise was undertaken adopting the sequential approach set out in PPS4 starting with Areas of Search across the City, which identified a long list of sites, which has now been narrowed down to a short list. Detailed planning analysis, transportation studies and development appraisals have been prepared and developed at all three stages. These have involved CYC internal professional team and external specialist support.
2. This work is underpinned by the following documents:
 - York Community stadium Planning Issues. A detailed paper examining all planning issues and methodology for the Council's site selection Process (this document will remain confidential as it contains commercially sensitive information).
 - York Community Stadium – Initial Planning and development Advice. Prepared by Savills (this document will remain confidential as it contains commercially sensitive information).
 - York Community Stadium – Transport study (this document will remain confidential as it contains commercially sensitive information).
3. When the outline business case was presented to the Executive in June 2009, it was clear that the project could not be delivered without some form of enabling development to close the funding gap. Due to the nature of the city, only two sites have been identified that can deliver all facilities on one site. The other sites would require the delivery of facilities on split sites. In all cases it is more cost effective to deliver some sports facilities off-site, notwithstanding the location.

Summary of Planning & transportation study:

Part 1 Site Finding

4. In order to create a long-list of potential sites for the community stadium project, there was first a search for brownfield/greenfield sites of a suitable size within the York urban area. Then a search for green belt sites adjacent to the York urban area following a process of 'sieving out' areas of constraint – consistent with the spatial strategy of the emerging Core Strategy.
5. This produced a long-list of 20 sites. These sites were analysed against a range of criteria, including both planning and delivery issues. This produced a short-list of sites at Monks Cross, Hull Road and Haxby

Road. This process has produced a 'sequential test' of sites. PPS4 identifies intensive sports and recreation uses as a town centre use to which the test applies.

Part 2 – Appraisal of Short-listed Sites

6. The short-listed sites have been analysed in detail with supporting work from Savills and Halcrow. This included a review of a number of issues including: accessibility, landscape, nature conservation, hydrology, environmental protection, archaeology, open space and sustainability. There are a number of detailed site issues that the community stadium project would have to address, however none of these would prevent the project going ahead.

Part 3 – Delivery and Planning Policy

7. The conclusions of development appraisal work is that the community stadium can only be delivered with a financial contribution from enabling development. This approach has been used to deliver other stadia in the UK. This would involve use of a S106 agreement to link the delivery of the stadium to the enabling development. A range of development options have been produced to outline how this might work on the short-listed sites. The potential of a range of enabling uses has been reviewed. There is limited capacity in the city for further out-of-centre retail development. Through the LDF there is a need to provide sufficient sites for both employment and residential uses. An exception to planning policy may be necessary to deliver the value needed to fund the stadium. A decision will need to balance the degree of planning harm associated with the enabling development against the wider social, cultural and economic benefits of the sporting development that it would help to secure

Part 4 – Conclusions

8. Huntington Stadium and Monks Cross South combined would present the planning case with the least risk, with the community stadium replacing the existing stadium and enabling development on Monks Cross South, a site already committed for development. This option would allow the full stadium model and the enabling development to be delivered on a single site.
9. The other sites would be more complex in planning terms. The split sites would require additional S106 contribution from the redevelopment of Huntington Stadium/Monks Cross South.
10. Hull Road/Heslington East is considerably more constrained sites in planning terms due to the green belt status.
11. The full planning study is a background paper to this report.

Summary of specific issues relating to the short-listed sites

Bootham Crescent

- The site is the most central, thus most sequentially desirable and only true brownfield site. It is close to the largest population base and is likely to be a popular choice with the football fans.
- It is a very tight site, surrounded by residential properties and there is limited scope for car parking. The master planning exercise demonstrates that it would be possible to get the maximum size stadium on site, however this does not take account of residential amenity and other important planning issues.
- Although this scores highly for green travel opportunities, it is limiting for the generation of non-match day revenue and other commercial opportunity.
- This option would require a split site solution, thus more complex. It will require two separate planning applications.
- As with Mille Crux, the enabling development guidelines and recent supreme court ruling will have a significant impact on this site as a deliverable option as there may be limitations on the amount of funds that could be transferred from Monks Cross as an enabling development.
- Not only will it require enabling development from two separate sites, it will require a greater quantum of enabling development at Monks Cross (to make up for the additional funding gap), adding further planning risk.

Hull Road

- The site is part of the green belt and consequently very special circumstances would need to be demonstrated except for the outdoor recreational uses.
- The SoS Call-In decision established the campus extension as low density development in the green belt. It set density and building height limits, setting the importance of the open nature of the site.
- The package of development would involve significant commercial development. The university also has aspirations to increase the built development footprint by c. 10 hectares. The overall package of development may be too much for such a sensitive location.
- Commercial advice and market testing has demonstrated that there is sufficient uplift value in the site to deliver the project.

As with the Monks Cross development appraisal, retail would offer a greater commercial value, but add further risk. As the site has been identified in the draft SHLAA a housing led proposal would reduce the risk however may not provide the uplift required unless s106 contributions were reviewed.

Mille Crux / Nestle

- This site is an open and attractive site on one of the city's main routes to the ring road. It provides an important green and open space. Part of the land (to the west) is Green Belt.
- The site is equi-distanced between the two existing stadium sites. It has good access and excellent opportunities for green travel / transportation measures.
- This option would require a split site solution, thus more complex. It will require two separate planning applications.
- As with Bootham Crescent, enabling development guidelines and recent supreme court ruling will have a significant impact on this site as there may be limitations on the amount of funds that could be transferred from Monks Cross as an enabling development.
- Not only will it require enabling development from two separate sites, the amount required from Monks Cross will be similar to that required for the single site scheme proposed there, adding complexity and planning risk.

Monks Cross

- The two parcels of land that make up the development site are not in the green belt.
- There is an extant outline planning permission for business use for the vanguard site.
- HSBC had a development option for this site, but it has now lapsed. The owner and developer are keen to bring forward a new development scheme.
- As the stadium is directly adjacent to the vanguard site it could form part of a comprehensive development site. This would strengthen the planning case for enabling development considerably. There would be a direct relationship between the enabling uses and the gain and could form part of the application site, thus there is a strong case for enabling development.
- The land value of the site based on extant consents / existing uses is relatively low in the current market. The site is commercially attractive and has potential to be used for a range of more valuable uses, although contrary to planning policy.
- There is market interest in the site for retail and residential uses. Both are contrary to policy. However, it is felt there is a strong planning case that could be developed for enabling development.
- Consideration needs to be given to the archaeological interests around the site. Further feasibility work would be needed to assess the impact this may have on the scheduled ancient monument. Initial advice is that the land to the west could be enhanced to be a feature of potential stadium redevelopment – offering greater community access.

Principles and analysis of enabling development

1. Under all the sites and options considered, enabling development will need to be the principal tool in order to fund the project. To provide a commercially sustainable community stadium it is estimated, in the assessment below, that a significant funding gap exists. The feasibility and development appraisal work has established that this is possible.
2. The success of this project relies on the on finding a site which has scope to provide an enabling development to close the funding gap. Even the base option will rely on enabling development. It has been successfully used across the country as a means of funding stadium developments. In some cases the full capital value of the project has been funded as an enabling development. St Helens, Southend, Warrington, Chesterfield, Wakefield and Grimsby are just some examples where development that would not normally have been granted planning permission has been approved as a means of delivering a much needed wider public benefit i.e. a stadium. Independent commercial and planning advice, based on case law and practice elsewhere in the UK, has identified that there is scope to close the funding gap through an enabling development for this project and deliverer a facility mix offering a commercially sustainable facility with wider community use. Considering the sites under consideration there is scope to use enabling development as the principal tool in closing the funding gap for the delivery of this project.
3. In practice, it is impossible to use precise analysis of the financial contributions. Commercial reality dictates that that land owner and developer must see value in any project to make it deliverable. Thus the mix of proposed uses and assessment of land values must be balanced and judged against how proportionate any uplift is. Evidence suggests that such issues have been successfully resolved, by the significant number of other commercial driven stadia projects.
4. The Vanguard site (30 acre site at Monks Cross) offers the greatest opportunity to provide enabling development for this project. It became available at the beginning of 2010, when HSBC's development option lapsed. It has an extant business use and the owner is keen to pursue a scheme for the site. Huntington Stadium is directly adjacent to it.
5. There are though significant legal issues associated with the use of enabling development. In principle the enabling development would secure the funding to establish the community stadium by means of a planning obligation. In order for such an obligation to be lawfully entered it would have to be shown that the obligation meets the tests set out in italics below:
 - “necessary to make the proposed development acceptable in planning terms” - in order to bring a development in line with the objectives of

Annex 12: Principles and analysis of enabling development and relevant case law

sustainable development as articulated through the relevant local, regional or national planning policies.

- “directly related to the proposed development” – there should be a functional or geographical link between the development and the item being provided as part of the developer’s contribution.
 - “fairly and reasonably related in scale and kind to the proposed development” – excessive levels of inappropriate development going beyond what is necessary to enable the stadium element weigh the balance against the grant of planning consent. Obligations should not be used solely to resolve existing deficiencies in infrastructure provision or to secure contributions to the achievement of wider planning objectives that are not necessary to allow consent to be given for a particular development.
6. There is no case law as yet directly on these provisions. However, a recent Compulsory Purchase case suggests that the Courts will require there to be a real connection between the off-site benefits and the development other than the simple fact that one would subsidise the other.
7. Further, it appears from the cases where sports stadia have been the subject of enabling development that, in order for weight to be attached to enabling development, it is necessary to clearly demonstrate that:
- there is an overriding or urgent need for the facility or that it will have regeneration benefits;
 - that there are negative consequences of not providing the new facilities which outweigh the harmful consequences of the inappropriate development and tip the balance in favour of the development;
 - that the need can only be met through the enabling development
 - that there is certainty that the scheme is deliverable
 - the scale of enabling development proposed should not exceed what is necessary to fund the development of the community stadium.
8. Once there are identified sites and outline proposals for the enabling development further advice will be required as to the extent that those proposal meet the legal tests for use of a planning obligation.
9. In assessing the material planning considerations, a key issue will be whether the overall need for the community stadium outweighs the objections to the enabling development. In making a case for an enabling development a clear need for the project has been established. This will be more convincing the greater the community benefit and social / economic impact of the project and if it can be demonstrated that there will be negative impacts if the project is not delivered. Thus, the greater the outputs the greater the chance of increasing the financial contribution. The amount that can be achieved is dependent on the site,

Annex 12: Principles and analysis of existing development and relevant case law

the existing / zoned use for the site, the quantum / extent of development, assessment of planning harm against the socio-economic benefits the stadium offers.

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Stadium Management and Operating Issues

1. It is possible the operation of the stadium could be included as part of the procurement (design, build and operate). Thus a more detailed consideration of these issues are covered in the main body of the report.
2. A detailed review of the options and issues surrounding the operation of the stadium was undertaken as part of the outline business case. It was clear that the costs of running the stadium were a significant risk to the financial sustainability of the overall project. It modelled costs to set up and operate a stadium management company. This option is more cost effective the greater the size of the operation. However, for the stadium only option and stadium with limited community sports facilities the overheads were significant.
3. Further feasibility has concluded the most cost effective option for the stadium's operation would probably be a management contract. This is similar to the arrangement that the Council has with Nuffield to run Waterworld. There would need to be sufficient commercial opportunity in the contract to make it attractive. It may prove less cost effective for a core stadium only option with limited additional commercial activity.
4. The advantages of the management contract is that it will limit the operating costs and bring expertise in running such facilities, including catering / facilities management etc. Community sports elements can also be included. The disadvantage is that another company will take a greater share of any profits generated. However, it comes with a significantly lower risk. In many instances, any potential profits made would be mitigated by the additional costs and overheads associated in running a stadium management company.
5. The exact costs / arrangements will not been known until the market has been tested. The most effective way to do this would be to include the operation of the stadium as part of the procurement. This would be essential as part of a concession, but also desirable as part of a Competitive Dialogue. Thus we would be seeking a developer and operator.
6. For a stadium only option, it may be more appropriate to consider an operation by the principal tenants, particularly if the there was few additional parties involved and minimal commercial activity. This would need to be undertaken by agreement between the Rugby and Football Club. Evidence suggests that such arrangements may lead to conflict, however it does offer a very cost effective solution if agreement can be reached.

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ANNEX 14 CAPITAL AND REVENUE COST TABLE

Table 3: Summary of capital / revenue costs and potential return

	Capital cost (including fees /contingency / inflation)	Potential External Funding	Revenue Income (per annum)	Revenue Costs (per annum)	Operator Net revenue (per annum)	Return on capital
	(£000s)	(£000s)	(£000s)	(£000s)	(£000s)	
Essential Components						
Stadium & site works	9,000	2,000	372	593	-220	-2.4%
Athletics (on site)**	2,925	780	38	199	-161	-6%
Athletics (off site)	1,238	330	18	144	-126	-10%
Desirable components						
Flexible office space	2,599	0	180	162	18	1%
3G pitches (inc pavilion)	1,929	858	255	203	52	5%
3G pitches (exc pavilion)	1,508	670	235	149	86	10%
Cycle track	956	425	0	57	-57	-6%
Hotel (Budget)*	4,489	0	313	0	313	7%
Private health & fitness*	3,000	0	200	0	200	7%

All figures are indicative and do not represent a proposal

* Assumes that these facilities are managed by a third party operator as opposed to a stadium management company.

** Assumes the extra cost of community sports pavilion to be provided.

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ANNEX 15 – RESPONSE TO ISSUES RAISED

Below are responses to the questions raised from a number of different sources regarding the community stadium business case, to be considered at Executive ion 6th July.

A) Questions from Conservative Group

1) The Council 'Pump-Priming' contribution of £4,000k is based on the sale of Huntingdon Stadium at Monks Cross. If the site selected is Monk Cross where does the £4m come from? Can you confirm the valuations given to Bootham Crescent and Ryedale and tell us when were the sites were last valued?

This allocation was made in the Council's capital programme in 2009. Funds for approved capital projects in the programme are not linked to the disposal of assets. The £4M would be funded from the Council's Capital Programme. The replacement of an athletics facility / stadium would be a planning requirement whether redeveloped as a new stadium or for other uses. This would need to be completed before development started, thus some of the council's capital could be used to pump prime the delivery of the replacement facilities.

As the stadium project has progressed, it has been suggested that if the new stadium were to be provided elsewhere in the city, Huntingdon Stadium (Ryedale) could be disposed of. No formal decision has been taken on this matter.

Huntington Stadium is used as a stadium for rugby and athletics. It is in public (CYC) ownership and if redeveloped, planning restrictions would require replacement facilities (as described above). A restrictive covenant, with complex buy-back clause restricts the use of the land for sport and recreation. Thus, commercial redevelopment is not a simple option. Commercial valuations and development appraisal work has suggested that if redeveloped in isolation the site may struggle to achieve a good market value. This strengthens the case for the use of Huntington stadium, as it is likely that (even if possible to dispose commercially) the resultant value may be below £4M.

There may be scope to see the use of the Council's £4M as a loan, if Huntingdon Stadium cannot be disposed of (based on the fact that CYC is donating the land). This would require the repayment of funds over a long-term period from any surpluses made by the stadium management company (or other body set up to run the facility). If this option is to be considered, it must be noted that sufficient commercial activity needs to be included in the wider stadium package, to ensure that a surplus (not a deficit) can be made. There may be many calls on any surpluses made, particularly from the sports clubs who see the new stadium as an opportunity to generate additional funds. The more commercial activity included, the greater the capital cost of the scheme. There is a risk that this may put more pressure on the on-going revenue position of the clubs and stadium management company.

Valuations for all sites considered have been undertaken by the council's property service and supported by external specialist. These were last updated in April 2010. In the

ANNEX 15 – RESPONSE TO ISSUES RAISED

current market it is difficult to provide accurate indications, thus all figures have risk associated with them. Due this and other commercial sensitivities they are not provided in this report. Bootham Crescent and Huntington stadium have authorised uses for sport and recreation. If to be redeveloped for any other use this would require planning permission and should not be considered as a given. Any application for an alternative use would need to demonstrate the adequate re-provision of existing facilities.

2) Is a Developer contribution of £4,158k to £9,486k from the Monk Cross site to close the funding Gap realistic in the current economic climate?

The scope to close the funding gap through developer contributions is considered achievable. However, there are considerable risks associated with any commercial dependencies in the current economic climate. Success is entirely dependent on the site agreed and the type / quantum of development to be proposed. Experiences from across the UK and development appraisal work undertaken in relation to the short-listed sites identified in the report, demonstrate there is potential to achieve the necessary uplift in value to deliver a contribution of up to c. £15M. Schemes at St Helen's, Chesterfield, Grimsby, Southend, Wakefield and Warrington are examples of how enabling development has been used to deliver similar stadium projects.

It is impossible to predict what will happen to the economy of the country / region in the current climate. The delivery of this project will be reliant on market forces. Thus, there are significant risks that relate to this. However, in the absence of any other significant funding stream, it is the only realistic option. Scope does exist to close some of the gap through other means, including costs reduction, value engineering, specification reduction etc. Thus if developer contributions are less than anticipated there is scope to deliver the project, although the specification / wider benefits may be reduced.

3. What would be the consequence for YCFC, Knights RL and Athletics if the earliest completion date of Q3, 2014 isn't achieved?

All partners are aware of the risks related to the timescale for delivery. These are clearly set out in the report and have been discussed at the Partnership Board. Dependent on the option chosen the delivery date will differ. There are variables which may be out of the control of the council and the partner bodies in the delivery of this project. It is therefore prudent to consider the chance of the project delivery being later than Q3 2014.

Temporary ground share arrangements will need to be put in place whilst development is underway. This will have an impact on all of the clubs. Contingencies will need to be considered if there are delays, thus a contingency plan will need to be developed and agreed with the partner organisations to ensure any impact can be effectively managed.

The Football Stadia Improvement Fund (FSIF) provided York City Football Club (YCFC) with a loan of £2M. An agreement has been reached stating that if YCFC make an application for a grant (subject to compliance with funding requirements), the loan will be converted to a grant, providing it is made by May 2012. The interest payments

ANNEX 15 – RESPONSE TO ISSUES RAISED

will be rolled-up but need to be repaid at this date. If no application is made (or it is unsuccessful) the loan and interest must be repaid. FSIF rules require full planning permission for the grant to be approved. If the project is delayed, there is a chance this milestone will not be met, which may threaten the award of the grant. Steps to manage / mitigate this issue are in place and regular discussions / updates are taking place with the FSIF.

The risks associated in slippage with the replacement athletics and other outdoor sports facilities if moved to the Hull Road Sports Village would be less. Outline Planning Permission already exists. Providing the council capital identified in the capital programme was used the is limited risk regarding the delivery, procurement and planning. The athletics club favour this approach.

B) Labour Shadow Executive requested more information regarding transport issues relating to the stadium

A detailed transport assessment was undertaken by Halcrow. The summary of the findings relating to the 4 short-listed sites are as follows:

Huntington Stadium

- Within the zone of high bus accessibility: there is a number of high frequency direct bus services from the city centre prior to match start times. However frequency following matches is poor especially on weekday evenings – this would need to be addressed.
- Limited walking access (30 min journey)
- Cycle access relatively good
- It may result in the generation of a greater number of cars: A1036 Malton Road is deemed to have a capacity of over 1,000 trips at weekday evening match times however no capacity for Saturday lunch times. Thus some mitigation measures will be required.
- The Vanguard Site has an extant outline planning permission for 500,000 sq m of business uses. If this site is developed as part of the stadium development, the traffic impact of this permission must be considered.
- Advantage can be taken of the Park and Ride facilities though this will be limited on weekends
- Visiting fans can use the relatively uncontested A64 providing access to the stadium itself if necessary parking can be accommodated.
- There is scope for other ancillary business uses, particularly those with non-weekend peaks (health care / education / office etc).

Mille Crux

- Within the zone of bus accessibility site at principal match times on both weekdays and weekends
- Limited space for parking provision
- Exhibits some of the highest proportions of the demand market located within an acceptable walking and cycling distance of the stadium, thereby maximising sustainable accessibility and minimising resulting car journeys.

ANNEX 15 – RESPONSE TO ISSUES RAISED

- The more distant location of Mille Crux away from the city centre may not capitalize on the viability of using P&R sites.
- If dedicated shuttle services to the stadium were provided across more than one P&R site it would be expected to disperse any highway impacts and reduce increases in demand at any particular site. Though the provision of more than one shuttle service increases associated costs and may prove problematic in signing.
- Significant additional commercial development would cause traffic problems that may require considerable mitigation.

Bootham Crescent

- The site is well within the zone of high bus accessibility to and from the site at principal match times on both weekdays and weekends.
- As the site is within walking distance of the city centre it can capitalise on all surrounding P&R sites, dispersing stadium demand across available capacity around the city.
- It exhibits some of the highest proportions of the demand market located within an acceptable walking and cycling distance of the stadium, thereby maximising sustainable accessibility and minimising resulting car journeys.
- Limited space for parking provision: Trips to York City FC matches at the current stadium are adequately accommodated on the existing transport network but any increase in attendances aspired to through the community stadium project would necessitate exclusive use of sustainable travel choices due to limited available highway and parking capacity in the city centre.
- Limited scope for additional commercial development that requires vehicular access.

Heslington East University Campus

- Could accommodate a large car park though it's location may constrain feasible capacity.
- Following both weekend and weekday matches, direct high frequency bus services are available however late evening return services into the city centre following weekday evening matches are less frequent in nature.
- Heslington East campus in particular will benefit from the proposed public transport interchange to be developed on-site as part of the university development.
- Could attain higher mode splits for walking and cycling modes than in other parts of the city from the greater presence of dedicated walking and cycling infrastructure, combined with a series of additional socio-demographic factors.
- Any significant volumes of away fans traveling by car from the west could potentially bypass the city centre via the comparatively uncongested A64; assuming parking requirements could be accommodated at their destination.
- Congestion possibilities to A64 junction, requiring significant mitigation if large scale commercial development proposed on site.

A summary table for all the long-listed sites considered is set out below.

C) Summary of responses received on Council website / e-mail address to Business Case Report

ANNEX 15 – RESPONSE TO ISSUES RAISED

As part of the press conference held on Friday 25th June 2010 a consultation process was launched which asked members of the public to feed back their opinions on the York Community Stadium Business Case Report.

To date (Monday 5th July 2010, 11am) there have been 95 email responses. The emails received have been sent by people who live locally, regionally, nationally and even abroad (Finland, Czech Republic and Australia). The main themes of the emails are similar and are as follows:

- All but one email supports a community stadium development in York
- Ask Members to back and actively support the plans for a community stadium in York
- Emphasise that the community stadium will be a valuable asset to the community, showcasing what the clubs and city have to offer.
- Should be a community and sporting venue the York can be proud of
- The development is an opportunity that should be seized to provide first class community facilities
- The need for a new stadium for professional clubs to survive
- Importance of Athletics provision
- Declining attendance/accessibility concerns if the stadium is out of the city centre
- Travel plan/reduced travel costs for football supporters if at an out of town site
- City centre spend/ economic impact/pre and post match experience will suffer if stadium is out of town.
- Traffic volume / movement and parking issues if the stadium is at Bootham Crescent
- General traffic/vehicle volume concerns
- The stadium should not be at the expense of the tax payer
- Timely delivery

Site Preference:

	Preferred Site	Not preferred site
Bootham Crescent	III III I	III
Hull Rd	III	II
Mille Crux	II	I
Monks Cross	III	III

Please note that not all of the emails have stated a site preference or non-preference, yet some have detailed both.

Attachments:

1. Summary table for long-list sites:

- Site 1: Hull Road Sports Village
- Site 2: Mille Crux / Nestle North
- Site 4: Bootham Crescent
- Site 5: Huntington Stadium

ANNEX 15 – RESPONSE TO ISSUES RAISED

Table 6.1 Summary of Transport Benefits Influencing Site Selection

THEME	PARAMETER	A			B	C		D		E	F			G		H		
		1	10	16	17	3	5	12	2	4	6	7	11	14	15	8	13	9
SUSTAINABILITY	Stadium site located within zone of high public transport bus accessibility	✓	✓		✗		✓	✓	✓	✓	✓	✓	✓	✗	✓	✓		✓
	High proportion of stadium demand located within 30 minute walking catchment	✗		✗		✗	✓	✓	✓	✓	✓	✓	✗	✗		✓		✗
	High proportion of stadium demand located within 15 minute cycle catchment			✗		✓	✓	✓	✓	✓	✓				✓	✓		✗
	High proportion of stadium demand within direct bus access	✓	✓	✓	✗				✓	✓						✓	✓	✗
	Resulting proportion of car trips to core stadium likely to be minimised				✗		✓	✓		✓	✓			✗				✗
HIGHWAYS	No major highway network capacity issues in immediate vicinity of the site	✓	✓			✗	✓	✓				✗	✗	✓	✗	✗	✓	
	Ability to mitigate increased vehicular demand on surrounding highway network			✓		✓						✗	✓		✓	✗		
	Highway network mitigation measures likely to be 'affordable'					✓							✗		✗			
ENABLING USES	Connectivity with local community facilitates 'community' land uses (healthcare and education)	✓	✓		✓		✓	✓	✓	✓	✓	✓	✗		✗	✓		✗
	Potential to accommodate office land uses			✓						✓		✓	✗	✗	✗	✗		✗
	Potential to accommodate large food retail store up to 7,000sqm				✗	✗			✗	✗	✗	✗	✗		✗	✗		
	Potential to accommodate small food retail store up to 2,000sqm		✓	✓		✓	✓	✓		✓		✗		✗			✓	
FUTURE PROVISION	Potential to accommodate non-food retail store up to 7,000sqm		✓			✓	✓		✗			✗		✗	✗	✓	✓	
	Site likely to benefit from future tram-train provision	✗	✗	✗	✗	✗	✗	✗	✗	✓	✓	✓		✓				✗
	Potential for dedicated or shared use car parking provision on-site	✓	✗		✓	✓	✓		✗	✗			✓	✓	✓	✗		
	Opportunities to exploit P&R in accessing the facility								✓	✓								✓
	Stadium provision unlikely to impact on spatial strategy preferred options		✗	✗	✗	✗			✓	✓			✗		✗	✓	✓	✓
Total		3	3	0	-4	1	7	7	4	4	8	2	-3	-2	-4	0	6	-3

✓ Parameter TRUE at site location (+1)
 ✗ Parameter FALSE at site location (-1)

Blank cells observe no significant benefit or disbenefit



Meeting of the Executive

6 July, 2010

Report of the Director of Communities and Neighbourhoods

York Sports Village Swimming Pool**Summary**

1. This report sets out a proposal from the University of York to provide a publicly accessible competition standard swimming facility for the city to be located close to the Grimston Bar Park and Ride site. Members are asked to agree to make a £3m capital grant to the project.

Background

2. The context for this project is the Council's agreed vision for swimming facilities:
 - We should have facilities that encourage all York citizens to swim
 - Sufficient sports facilities should be available for casual (pay as you go) use
 - Swimming should include opportunities for:
 - fun activities, especially for children and families
 - open swimming for casual users
 - courses and lessons
 - clubs
 - regular fitness and competitive swimmers
 - There should be a good quality environment for sports activities (wet and dry), which is bright, safe and clean
 - All school children should be able to achieve the National Curriculum requirements for swimming
 - Facilities should be accessible to all
 - The City's pools between them need to cover the full range of requirements: Facilities for local competitions, schools use, club development, teaching, fitness swimming, and family swimming
3. To inform its pool strategy the Council previously carried out an analysis of supply and demand for swimming facilities using the appropriate nationally recognised planning model. This shows that we have a current demand for an additional twelve, 25m lanes of swimming space in the city. By 2015 this is likely to have increased in line with the projected population increase such that there will be demand for a further pool. When the results are broken down

geographically it is clear that the demand is greatest in the South and East of the city.

Consultation

4. Extensive consultation has been undertaken over the years in which the Council's pools strategy has been developed: With citizens through city-wide exercises, with user groups, clubs, other institutions in the city, with the Amateur Swimming Association, and with Active York.
5. Active York's sport and active leisure plan for the city identifies that "The city has no swimming facilities that meet modern competitive requirements or dedicated training facilities. This need, coupled with the need for public swimming facilities, can logically be met by the provision of a publicly accessible county standard pool (25m, 8 lane (or more) pool with training / teaching pool)." It comments that, "The development of a county standard pool would create a logical home for the city's competitive swimming club and would allow the existing and new community pools to cater predominantly for community and fitness users."
6. Other consultees have also identified the desire for a competition facility to ensure that local swimmers can achieve their potential. An even more important factor emerging from consultation is a pool that is available at all times when people want to use it.

The Current Strategy

7. In response to this analysis the Council set out its current swimming facilities strategy in October 2007. This strategy is designed to:
 - Deliver the vision for swimming set out in paragraph 2 above
 - Provide effectively for all the city's needs in a coherent way avoiding unhelpful competition between facilities
 - Be deliverable within the capital resources currently available to the Council
 - Maximise the potential of partnership working in order to achieve best value for money for Council Tax payers
 - Aim to reduce the Council's revenue subsidy requirement
8. The key deliverables of the strategy with respect to facilities are:
 - Refurbishment and modernisation of Yearsley Pool: Completed in 2008
 - Construction of the Energise facility on the west side of the city: Successfully opened in December last year
 - A partnership with the University of York to deliver a short course competition standard swimming pool with full public access as part of their planned "York Sports Village" development
 - Further development of the strategy from 2012 on to pursue options for a city centre pool that will address additional demand arising from an increased population beyond 2015

The York Sports Village Swimming Pool

9. The University of York's Section 106 agreement requires a scheme for the provision of public access to:
 - A competition standard swimming pool
 - Indoor sports provision equivalent to 12 badminton courts and 3 tennis courts, and
 - Outdoor sports facilities
10. There is no end date by which the University has to deliver these facilities and it will not be in a position in the foreseeable future to complete the facilities within its own resources. The University therefore invited the Council to make a one-off capital contribution in order to:
 - Bring forward the date of the start on site, and
 - Enhance the project to deliver a comprehensive, publicly accessible programme covering clubs, general swimming, schools, classes, family sessions, targeted sessions, galas, etc.
11. The proposal is based on the following principles for the pool, previously agreed by members, that it should:
 - Be accessible to all York citizens and members of the University, including club use
 - Encourage participation by promoting the benefits of a healthy active lifestyle
 - Provide facilities for a range of abilities and actively encourage participation by all members of the communities
 - Promote use by people with disabilities
 - Be designed and maintained as a high quality environment
 - Have a flexible charging and admissions policy that promotes the maximum use of the facilities during the day and encourages widening participation
 - Be financially self-sufficient including an allowance for sufficient ongoing maintenance and renewal
 - Have an independent identity
12. The University's independent steering group (which includes a wide range of University, Council and community representatives together with a representative of the Amateur Swimming Association and has met 7 times between February 2007 and May 2010) is recommending a design developed by Space Architects including:
 - A 25m x 17m 8-lane pool (depth to be determined but including a deep end)
 - Health and fitness facilities
 - Dance / aerobics / martial arts studio
 - Training Pool, 4 lane, 0.8m to 1.2m deep
 - Spectator gantry seating with 150 seats

There will be a high level of environmental specification. Outside, there will be a full size 3g football pitch as well as 3 x 3g 5-a-side football pitches. Outline drawings are at Annex A.

13. Considerable work has been done over the period February 2007 to May 2010 to:

- Develop a design that meets the full specification at the most affordable price
- Maximise the potential for external funding
- Produce a revenue business plan that would at least break even

14. The final proposal represents the best that can be achieved against the above 3 points. The University has costed it at just under £9m. Funding would come from:

- The University £5m
- The Council £3m (grant funding)
- External funding £1m (grant funding)

(The project is contingent in its currently stated form on the external funding. It has passed stage 1 approval and a final decision is expected later in the year).

15. The facility will provide a much higher specification than anything previously available in the city. As well as a comprehensive, publicly accessible programme it will provide for sport and club development and short course competitions. As well as swimming it is planned that there would also be a wide range of facilities on hand for fitness, dance, aerobics, martial arts, and a café as well as external sports pitches. In the longer term the University has plans to provide additional facilities including a sports hall. An indicative programme is set out at Annex B.

16. In consideration of the Council's grant funding the University is offering a 25 year agreement. The key terms proposed are set out in Annex D. The following are the main features of the proposed scheme:

- Around 97 hours of public opening per week
- Guarantees on galas and club use
- Protection of pay as you go access for swimming and application of YorkCard discounts
- Indicative swimming prices of £4.25 for an adult and £3.00 for concessions with YorkCard (approx £4.45 and £3.20 without) – based on current VAT rates. There will be discounts for regular users. This compares to £3.35 and £2.20 in our facilities but is less than in other cities in the region e.g. Sheffield where at Hillsborough Leisure Centre a lane swim costs £4.40 and a leisure swim £4.90 (at peak times)
- The fitness facilities will be run on the basis of monthly memberships only (ranging from £28 to £45 per month) – based on current VAT rates - in order to generate sufficient income to subsidise the pool
- A significant sinking fund is provided to ensure that the facility is maintained to the highest standards

- Continuation of the Steering Group in an appropriate format as a consultative body for stakeholders
 - The University will be responsible for the construction of the facility and all risks associated with delivering the project.
 - The University will bear the full financial risk of operating the facility. Their draft business plan is at Annex C. This shows a loss in year 1 with surpluses thereafter.
17. A 25 year agreement is offered because at the end of this time the facility is likely to require major refurbishment beyond what can be delivered through the sinking fund. The design life of the structure as a whole, however, will be 50 years therefore it can be expected that the University will seek to continue to operate the facility.

Options

18. Members can:
- Accept the University's partnership offer through the proposed agreement, or
 - Act alone to develop the required short course competition standard facility

Analysis

19. The University's partnership offer provides in full the city's requirements for a short course competition standard facility over 25 years for a one-off capital contribution of £3m. It will be delivered by early 2012. The pool will be of a standard far higher than anything previously seen in the city.
20. To go it alone on the other hand would be far more expensive. The Council would need to fund the initial capital cost of £9m plus, potentially, the cost of land acquisition. There would also be the capital investment requirement over the 25 years for which the University are allocating a further £8m (through a sinking fund). This is a prudent figure. This gives a total capital outlay of £17m plus land acquisition if the Council were to deliver its own pool.
21. In revenue terms the University's proposal is at no cost to the Council. A pool run within a traditional Council model on the other hand will require subsidy. On this basis a new competition pool would cost over £25m in capital and revenue combined over the 25 years.
22. Finally, it would take longer for the Council to be able to deliver its own pool, since no site has been identified to date.

Implications

Finance

23. The Council has previously allocated £2m to this project within its approved capital programme. Options to allocate an additional £1m are:
1. To redirect resources from within the Leisure and Culture Capital Programme. Schemes in the programme that have not yet commenced:

- £200k for refurbishment of the Museum Gardens by YMT: This is scheduled to go ahead in 2011
- £200k contribution for the Millfield Lane community sports pitches scheme: The changing rooms now have planning permission and will be delivered this year
- £60k for repair of Energise sports hall floor
- £500k for relocation of the City Archive as a phase 2 of York Explore, spread over 2011-13

2. To redirect resources from elsewhere with the Council's Capital Programme.

3. To fund the additional capital through disposal of capital assets:

As reported to the Executive in February officers have carried out an assessment of the Council's assets that are surplus to requirements and been unable to identify any additional assets that are surplus to requirements. Furthermore, Officers have carried out a detailed review of all approved asset sales to ensure the projected sale value and timings are reasonable. This has resulted in a number of revisions to the asset values giving a bottom line position of a £3.772m deficit over 5 years.

4. To provide the additional funding required from council reserves:

At the end of March 2010 reserves stood at around £7m against minimum levels of £5.9m; however, given the impending reductions in public spending it is not recommended that reserves are used.

It is therefore unlikely that there will be sufficient reserves to fund this additional contribution, either in 2010/11 or early in 2011/12.

5. To use borrowing. Options for funding the revenue cost (approximately £71k p.a. for £1m to be repaid over 25 years) would be:

- a) through the assets secured: In this case, however, the facility is additional and does not lead to withdrawal of other facilities with consequent savings. The business plan for the new facility does not provide for the cost of repaying the Council's borrowing.
- b) revenue savings within the Leisure and Culture budget: All options were considered as part of the 2010/11 budget process. Any options to be revisited are likely to be difficult ones.
- c) revenue savings from other areas of the wider council budget: These would need to be identified as part of the 2011/12 budget process.

24. The Executive is recommended to fund the borrowing from future revenue savings (option 5c) above) and to recommend to Council on 15 July that £3m is allocated to this project within the Council's capital programme.

Legal

25. A comprehensive legal agreement will need to be drawn up between the Council and the University of York covering both the conditions to be fulfilled before the Council's funding can be drawn down and what will be provided over the 25

years. A clawback provision will ensure a measure of repayment of the Council's grant in the event of any default. The key heads of this agreement are set out in Annex D.

Planning

26. The University will need to submit the scheme for detailed planning permission. The University have indicated that since the pool represents a significant additional public facility on the new campus they will require an additional 250 car parking spaces over and above the existing allocation of spaces. (The total planning consent required for Heslington East car parking spaces would rise from the 1,500 currently approved to 1,750.)

Corporate Objectives

27. The project contributes to the following Corporate Objectives:
- Healthy City – by increasing participation in health and wellbeing programmes
 - City of Culture – by increasing participation in sporting activity

Next Steps

28. Key milestones are:
- University submits detailed planning application August 2010
 - Start of site Spring 2011
 - Opening Spring 2012

Risk Management

29. Failure to deliver this project is an identified risk in the Corporate Risk Register and is rated 'red'. The proposals in this report address the risks identified through a funding package that allows the project to move forward.
30. Risks to the Council associated with implementation of the project will be managed through the legal agreement. This will ensure that no grant funding is made until the robust arrangements are in place to deliver the project and provides for clawback of funding in the event of any default.
31. If the Council does not support the University's proposal there is a risk that the city will not have a competition standard facility for many years to come and there will be no alternative prospect of delivering a new pool for the city. The Sport England funding will be lost.

Recommendations

32. Members are recommended to:
- i) Agree to the University's partnership proposal including the allocation of a £3m capital grant
 - ii) Recommend to Council an increase in the capital programme of £1m for the York Sports Village Swimming Pool (from the existing £2m), this to be financed from prudential borrowing with the consequential revenue

implications of £71k being accepted as committed growth for the 2011/12 budget

- iii) Note the draft heads for the legal agreement set out in Annex D and delegate authority to the Head of Legal Services to finalise the heads and conclude the agreement

Subject to the University being in a position to start on site during 2011.

Reason: To further the city's swimming strategy and to create excellent facilities for the people of York to use.

Annexes

- A. Outline drawings
- B. Indicative programme
- C. The outline business plan
- D. Heads of terms of legal agreement

Contact Details

Authors:

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Chief Officer Responsible for the report:

Sally Burns
Director of Communities and Neighbourhoods

Report Approved ✓ **Date** 24.6.10.

Specialist Implications Officers:

Richard Hartle
Finance Manager

All ✓

Wards Affected:

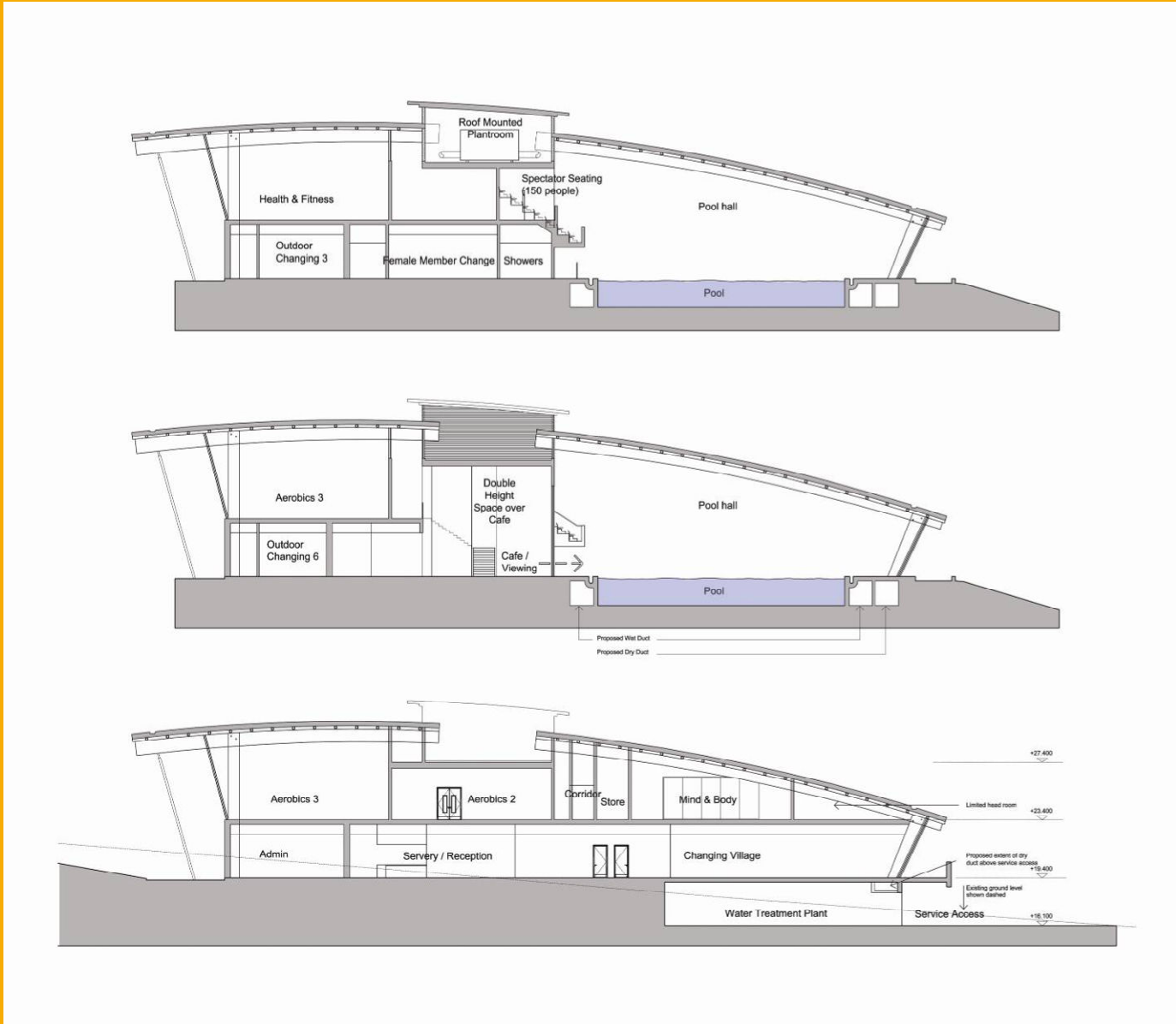
For further information please contact the author of the report

Background Papers:

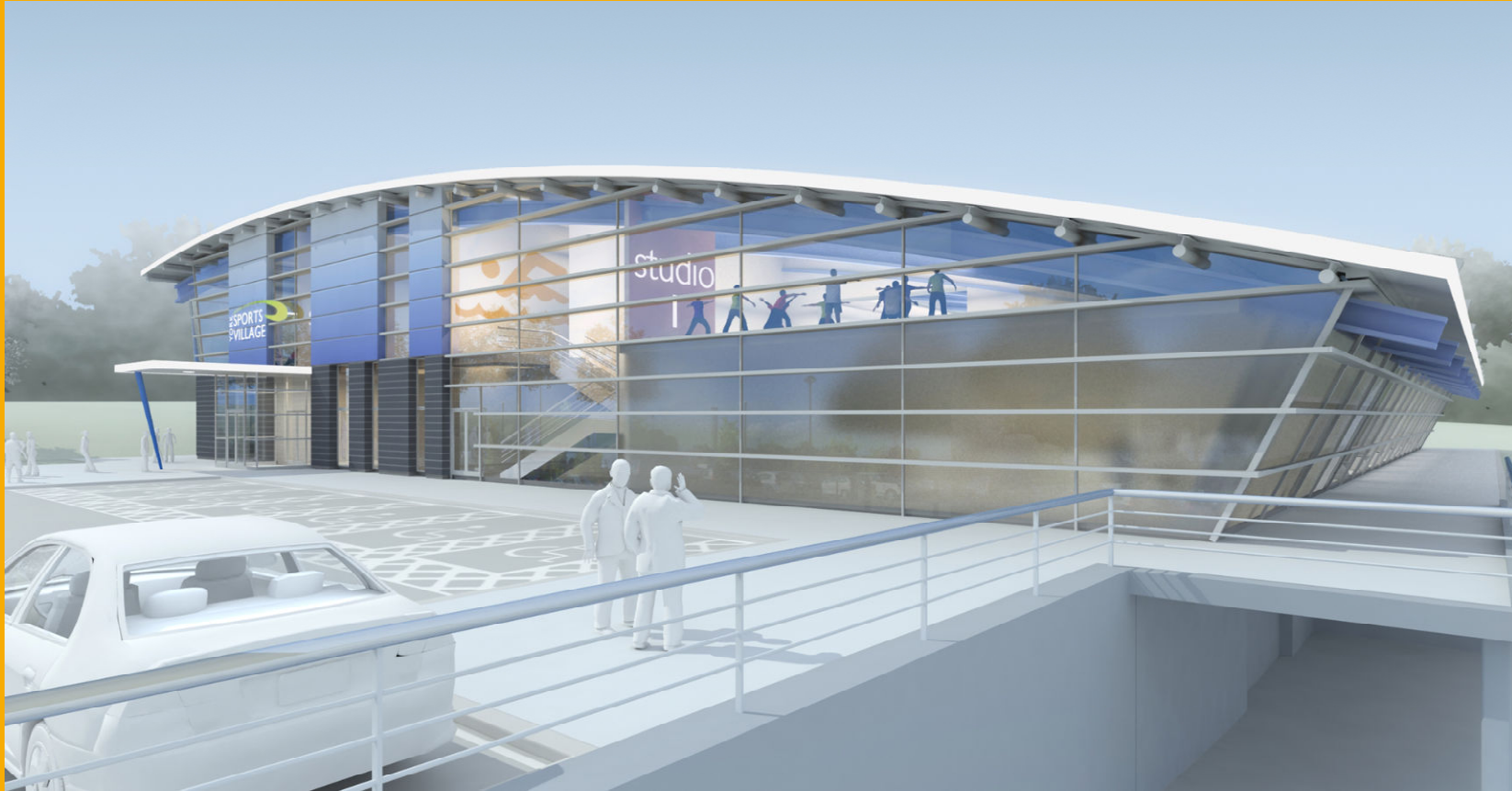
Review of the Leisure Facilities Strategy (Swimming): Report to the Executive, 23 October, 2007

Masterplan





Sections



View of south west corner



View of main entrance

Swimming Pool
Lower Charges Option A

Detailed Budget

ANNEX B

Size of Building 4,000 m2

	Year 1	Year 2	Year 3	Year 4	Year 5
Throughput					
Health & Fitness	228,021	250,052	261,226	266,894	269,769
Aerobics Studios	21,701	21,701	21,701	21,701	21,701
Swimming	359,004	359,004	359,004	359,004	359,004
Health Suite	-	-	-	-	-
Estimated Total	608,725	630,757	641,931	647,598	650,473

	Volume/Rate Year 1	Year 1	Year 2	Year 3	Year 4	Year 5
Total Income	412.24	1,648,971	2,037,069	2,138,700	2,200,088	2,241,891
Total 'Operating' Expenditure	338.94	1,355,755	1,415,641	1,477,547	1,514,910	1,553,219
Net Profit/(Loss)		293,216	621,428	661,154	685,179	688,672
	Variance %		111.94	6.39	3.63	0.51
Income						
Health & Fitness Membership		803,762	1,170,049	1,250,464	1,291,251	1,311,938
Swimming		553,396	567,231	581,412	595,947	610,846
STP		205,021	210,147	215,400	220,785	226,305
Casual Income (Fitness Classes)		25,919	26,567	27,231	27,911	28,609
Sub-Total		1,588,098	1,973,993	2,074,507	2,135,895	2,177,698
Secondary Spend	Spend per Head					
Sub Total Secondary Spend		60,873	63,076	64,193	64,193	64,193
Total Income		1,648,971	2,037,069	2,138,700	2,200,088	2,241,891
Expenditure						
Staffing						
Staffing Sub Total		657,752	674,195	691,050	708,327	726,035
Premises	Rate per m2					
Premises sub total		528,000	561,280	595,260	610,566	626,268
Administration and Marketing	Marketing as a % of turnover					
Sub Total Admin, Marketing & other		120,479	129,404	139,205	142,685	146,253
Supplies and Services						
Sub Total Supplies and Services		49,524	50,762	52,031	53,331	54,665
Support Costs						
Sub Total Support Costs		-	-	-	-	-
Total Operating Expenditure		1,355,755	1,415,641	1,477,547	1,514,910	1,553,219
Net Operating Surplus / (Loss)		293,216	621,428	661,154	685,179	688,672
Depreciation/Sinking Fund		368,161	368,161	368,161	368,161	368,161
Amortisation of grants		(163,627)	(163,627)	(163,627)	(163,627)	(163,627)
Interest		280,000	274,602	268,902	262,882	256,526
Sub Total Financing Costs		484,534	479,136	473,436	467,416	461,060
Net Trading Surplus / (Loss)		(191,318)	142,292	187,718	217,762	227,612

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Lower Charges Option A

Detailed Budget

Size of Building 4,000 m2

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Health & Fitness	228,021	250,052	261,226	266,894	269,769
Aerobics Studios	21,701	21,701	21,701	21,701	21,701
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Term Time 30 Weeks

DAY	LANE	6-7	7-8	8-9	9-10	10-11	11-12	12-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10
Monday	1					Schools			Schools					Adult Lessons	Club 1	University Swim Club	University Water Polo Club
	2											Junior Lessons					
	3																
	4																
	5																
	6																
	7																
	8																
Tuesday	1		Club 2	University Swim Club		Schools			Schools						Tri Club	University Swim Club	University Canoe Club
	2												Staff Training				
	3																
	4																
	5																
	6																
	7																
	8																
Wednesday	1					Schools									Club 1	Tri Club	University Water Polo Club
	2																
	3																
	4																
	5																
	6																
	7																
	8																
Thursday	1		Club 1	University Swim Club		Schools			Schools						Club 2	University Swim Club	University Canoe Polo Club
	2																
	3																
	4																
	5																
	6																
	7																
	8																
Friday	1					Schools			Schools						Club 1	Tri Club	
	2																
	3																
	4																
	5																
	6																
	7																
	8																
Saturday	1							Club 1	Club 2			University Swim Club					
	2																
	3																
	4																
	5																
	6																
	7																
	8																
Sunday	1								University Swim Club								
	2																
	3																
	4																
	5																
	6																
	7																
	8																

University of York - Programme for a 25m 8 Lane Swimming Pool

Non Term Time 21 Weeks

DAY	LANE	6-7	7-8	8-9	9-10	10-11	11-12	12-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10
Monday	1					Schools	Junior Class	Schools	Junior Class					Adult Lessons	Club 1		
	2																
	3																
	4																
	5																
	6																
	7																
	8																
Tuesday	1		Club 2			Schools	Junior Class	Schools	Junior Class								
	2																
	3																
	4																
	5																
	6																
	7																
	8																
Wednesday	1					Schools	Junior Class			Junior Class					Club 1		
	2																
	3																
	4																
	5																
	6																
	7																
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Schools 9 Weeks in the Non-Term Time

Galas Assumed the facility will host approximately 8 Galas per annum

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amer Pool

Term Time 30 Weeks

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University of York - Programme for a 4 lane Training Pool

Non Term Time 21 Weeks

DAY	LANE	6 - 7	7 - 8	8 - 9	9 - 10	10 - 11	11 - 12	12 - 1	1 - 2	2 - 3	3 - 4	4 - 5	5 - 6	6 - 7	7 - 8	8 - 9	9 - 10																																																																
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York Sports Village – Heads of Terms

It is proposed that the Agreement will contain the following heads of terms:-

- 1 The amount of the Council's grant:
 - £3m

- 2 Conditions as to the grant application to the development of the project:
 - the facilities to comply with ASA and other standards
 - construction to be supervised by appropriately qualified professionals
 - appropriate consultation to take place to ensure that the needs of people with disabilities are met in the design
 - approved procurement arrangements to be used

- 3 Definition of the project:
 - definition of the swimming facilities to be constructed i.e. short course competition standard
 - the service to be provided over 25 years – to be included in a schedule: see below
 - equality of access to the facilities to be ensured
 - treatment of "distributable profit" - proposing that any profit made from the operation of the swimming facilities is reinvested in the development of the publicly accessible Sports Village facilities
 - acknowledgement of Council funding on the building and materials relating to running the service

- 4 Defined payment dates of the capital grant
 - ensuring that the capital project commences in 2011 and is completed in 2012
 - the conditions on which staged payments will be made

- 5 Warranties by the University as to financial stability and land ownership

- 6 Monitoring of the project and sharing of information
 - monitoring and evaluation reports to be provided by the University
 - specific data to be provided
 - rights of access for the Council for inspection
 - audited financial accounts to be provided for the facilities

- 7 Management of the facilities
 - ensuring ongoing repair and maintenance including the provision of a sinking fund for long-term renewal
 - compliance with all relevant legislation
 - protection of the Council's interest with regard to any mortgage, disposal, lease, or change of use of the facilities proposed by the University

- 8 Clawback mechanism
 - specification of a reducing repayment scale over the 25 years
 - security will be achieved for example by way of a legal charge or a restriction on the title to the land owned by the University
 - the clawback provision will be exercised in relation to: Failure to complete the construction, breach of conditions of the Grant Agreement (such as insolvency and fraud), failure by the University to comply with the service requirements of the Grant Agreement (such as failure to give access to the public)

- 9 Participation of stakeholders throughout the project
 - The University to maintain a stakeholder group to consult on the operation of the facilities, the membership to include the Council

- 10 Other legal terms as to liability, indemnity and insurance

- 11 Duration
 - 25 years from opening of the facility

York Sports Village Swimming Pool – Items for Schedule

Overarching Principles

The swimming pool facility will:

- Be accessible to all York citizens and members of the University, including club use
- Encourage participation by promoting the benefits of a healthy active lifestyle
- Provide facilities for a range of abilities and actively encourage participation by all members of the communities
- Promote use by people with disabilities
- Be designed and maintained as a high quality environment
- Have a flexible charging and admissions policy that promotes the maximum use of the facilities during the day and encourages widening participation
- Be financially self-sufficient including an allowance for sufficient ongoing maintenance and renewal

- Have an independent identity

It will meet the city's need for short course competition standard facility and will provide a comprehensive publicly accessible programme covering clubs, general swimming, schools, classes, family sessions, targeted sessions, and galas.

The Service

- The facility will provide the full range of facilities and equipment that constitute a short course competition standard pool (as defined by the Amateur Swimming Association)
- A minimum of 90% of the facility's opening hours will be public opening hours (with an absolute minimum of 70 hours per week of public opening (averaged over the calendar year)). Public opening hours are defined as access to at least part of the main tank (i.e. a minimum of 2 lanes). It may include open sessions, sessions reserved to targeted groups within the community of York, bookings by York clubs, school swimming, lesson programmes open to the public, galas organised by external organisations, and/or bookings by other York organisations or individual citizens of York
- A minimum of 80% of the public opening hours as defined above will be available on a Pay as You Go basis (averaged over the calendar year)
- Time will be made available for 5 galas per year (at a charging rate commensurate with comparable local authority facilities in the region)
- Pay as You Go prices will be set at a level designed to stimulate increased participation. (Membership rates may be made available that give discounts for regular use but Pay as You Go prices must be maintained at a level that encourages casual use). A scheme of concessionary prices will be maintained
- Any concessionary prices provided for students of the University of York will be made available equally to all students of comparable status living in York
- A minimum of 16 hours per week made available to elite squad training at a charging rate that ensures they are able take up the time
- The facility will enter into and maintain an agreement with the ASA to act as an Approved Regional Training Centre throughout the term of the agreement

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Executive6th July 2010

Report of the Head of Civic, Legal & Democratic Services

Cover Report – Water End Councillor Call for Action**Summary**

1. This report presents the final report (Appendix 1 and its associated annexes refer) arising from the Water End Councillor Call for Action (CCfA). Councillor Hudson, Chair of the Task Group, which undertook the work on this matter, will be in attendance to present the report.

Background

2. In coming to a decision to review this topic, the Economic & City Development Overview & Scrutiny Committee recognised certain key objectives and the following remit was agreed:

Aim

3. To determine the best solution for the problems local residents are experiencing and to look at what lessons can be learnt in order to inform the implementation of similar schemes within the city.

Key Objectives

- i. To establish whether local concerns still exist in the light of the Executive Member's decision
- ii. To explore whether further improvements can be made to address the current traffic issues
- iii. From experience to date, identify those measures or actions that can be taken to assist in the smooth implementation of similar schemes in the City
- iv. To understand the context of the Land Compensation Act 1973 in relation to this CCfA

Consultation

4. Consultation took place with the relevant technical officers within the Council. A public event was also held to hear residents' views. In addition to this residents

have spoken under the Council's Public Participation Scheme at various public meetings where this issue has been discussed.

Summary of Recommendations Arising from the Councillor Call for Action

5. The recommendations arising from the Councillor Call for Action are as follows:
 - i. That Council Officers urgently develop new, comprehensive proposals for the Water End junctions to improve the current junction and reduce greatly traffic flows in Westminster Road/The Avenue
 - ii. That the Council should, in future, use traffic models which incorporate side streets when assessing and designing junction improvements
 - iii. That the present policy of reviewing new highway schemes only after a period of 12 months should be modified to enable a review after three months when unforeseen consequences have arisen and when Ward Members request.

Options

6. Having considered the findings contained within the final report and its annexes, Members may choose to support all, some or none of the recommendations shown in paragraph 5 of this report.

Analysis

7. In regards to the aims and objectives of this review, the final report attached analyses all of the information gathered. The final report was presented to the Economic & City Development Overview & Scrutiny Committee on 17th May 2010 and they endorsed the recommendations within it.
8. At a meeting of the Executive Member for City Strategy on 1st June 2010 the final report was annexed (for information) to the Water End Cycle Scheme Evaluation Report in relation to the alterations at this traffic junction. The Executive Member noted the recommendations arising from the Councillor Call for Action and:
 - i. Suggested that the Scrutiny Committee, in the light of Officer concerns about the limited options available to them, should make it clear precisely what changes they would expect to see covered by the recommendation for 'new comprehensive proposals for the Water End junctions to improve the current junction and reduce greatly traffic flows in Westminster Road and The Avenue'
 - ii. Indicated that the Executive would, on 6th July 2010, endorse recommendation (ii) and (iii) arising from the review.

9. In light of the request from the Executive Member for City Strategy, detailed in paragraph 8 (i) of this report the Task Group have provided the following clarification in relation to recommendation (i) of their final report:

'The Task Group's response to the request of the Executive Member for an indication from Members of the Task Group, as to what it is they envisage could be done is for the reinstatement of the left hand turning at Water End by cutting back the hedges, removing the cobbles and providing enough space for the footpath, cycle path and the left hand filter lane for motor vehicles. In addition to this we would suggest the installation of chicanes in Westminster Road in order to discourage / divert traffic from this route whilst trialling the new 20 mph limit.'

10. The decision of the Executive Member for City Strategy, made on 1st June, was subsequently called in by Councillors Douglas, King & Scott on the grounds that:

'The Executive Member misdirected himself

- *He failed to approach the report objectively and to make proper enquiries of the Officers*
- *He failed to consider the definition of a 'success' of the cycling scheme*
- *He failed to consider whether the traffic implications of the cycling scheme are proportionate and a legitimate consequence of the scheme*
- *He failed to take any positive action to alleviate the problems identified by residents of Westminster Road and The Avenue*
- *He failed to honour his commitment to re-instate the left hand turn lane at the Clifton Green junction as promised at the City Strategy EMAP of October 2008*
- *He failed to consider the reputational issues identified in the report to the City Strategy EMAP of October 2008 and to take steps to resolve them*

The Executive Member has pre-determined his response to the Scrutiny Committee report before it has been before the Executive Committee.

The Executive Member has reached a decision that no reasonable Executive Member could have reached.'

11. At a meeting of the Scrutiny Management Committee (Calling In) held on 14th June 2010 the item was referred back to the Executive for reconsideration. In particular resolutions (i) to (iv) arising from the decision made on 1st June were referred back with the request that the Executive Member:

- Confirm the terms under which he considered the Water End Cycle Scheme a success as referred to in resolution (i) of the minutes of the City Strategy Executive Member Decision Session (held 1st June 2010)
- Reconsider the decisions in the light of the emerging final report of the Councillor Call for Action Task Group and specifically to indicate how

resolution (ii) would address the consequences for residents of Westminster Road and the Avenue.

And that:

- Resolution (v) not be referred back and this Committee (Scrutiny Management Committee Calling In) expresses its strong concern that in effect the Executive Member had pre-empted the proper constitutional and full consideration by the Executive of the final CCfA Task Group report and recommendations on 6th July 2010.
12. At a meeting of the Executive (Calling In) held on 15th June 2010 it was resolved that resolutions (i) to (iv) made by the Executive Member for City Strategy on 1st June 2010 be confirmed.
 13. Consideration of the outcome of the CCfA Task Group's Final Report, the Executive Member's recommendations on them and the views of the Scrutiny Management Committee was deferred for consideration at the Executive Meeting scheduled for 6th July 2010.

Corporate Strategy 2009/2012

14. Although this topic does not directly fall in line with any of the themes in the Corporate Strategy 2009/2012, the Economic & City Development Overview & Scrutiny Committee had an obligation to address the issues raised within the formally registered CCfA. They have done this by forming a Task Group, which directly reported to the Economic & City Development Overview & Scrutiny Committee with their findings.

Implications

15. There are no implications associated with this report. The implications arising from the Councillor Call for Action and its subsequent recommendations are set out in paragraphs 128-133 of the final report.

Risk Management

16. Risks associated with the outcome of the Councillor Call for Action are identified at paragraphs 134 to 136 of the final report.

Recommendations

17. Members are asked to
 - i. Note the contents of the attached final report and its annexes and the clarification from the Task Group at paragraph 9 of this report
 - ii. Approve the recommendations arising from the Councillor Call for Action (paragraph 5 of this report refers)

Reason: To inform the Executive's consideration of the final report.

Contact Details

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Andrew Docherty
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Report Approved Date 25.06.2010

Specialist Implications Officer(s) Detailed in the final report at Appendix 1

Wards Affected: Clifton

All

For further information please contact the author of the report

Background Papers:

Detailed within the Final Report attached at Appendix 1 to this report

Annexes

Appendix 1 and Associated Annexes – Final Report of the Water End Councillor
Call for Action

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Economic & City Development Overview & Scrutiny Committee

May 2010

Water End Councillor Call for Action –Final Report

Background

1. At a meeting of the Economic & City Development Overview & Scrutiny Committee held on 12th August 2009 Members were asked to consider a Councillor Call for Action (CCfA) submitted by Councillors Scott, King & Douglas in relation to traffic issues at the junction of Water End and Clifton Green, Westminster Road, The Avenue and Clifton Green.

Background Information on CCfA Process

2. Ward Councillors play a central role in the life of a local authority, as a conduit for discussion between the Council and its residents and as a champion for local concerns. To strengthen Councillors' ability to carry out the second role the Government has enacted in the Local Government and Public Health Act 2007, provisions for a 'Councillor Call for Action (CCfA)'. This provides Councillors with the opportunity to ask for discussions at Scrutiny Committees on issues where local problems have arisen and where other methods of resolution have been exhausted.
3. CCfA is a tool that can be used by Councillors to tackle problems on a neighbourhood or ward specific basis that it has not been possible to resolve through the normal channels. CCfA is a means of last resort when all other avenues have been exhausted and the Council has been unable to resolve the issue.

Background Information on Steps Taken to Resolve the Traffic Issues at the Junction of Water End

4. The topic registration form, attached at Annex A to this report, states that the following took place to try and resolve the traffic issues in the Water End area of the City:
 - Ward Committee meeting 21st April 2009 – City of York Council Officers attended this meeting and noted residents concerns.
 - Special Ward Committee meeting on 10th June 2009 – results of recent traffic surveys were reported to this meeting. However, whilst these figures were considered to be flawed, they indicated an increase of traffic along Westminster Road and The Avenue of over 50%.

5. A further informal Ward Committee meeting was held on 6th July 2009, which involved holding a mobile surgery at three locations in the ward; one of which was Clifton Green. Among the issues raised by residents were the ongoing traffic problems on Water End and Clifton Green. Residents pointed out that the increased traffic on Westminster Road and The Avenue was a safety issue, and suggested that it be addressed by road closure or preventing motorists from turning right/left in to the area. Residents also suggested that there be greater cooperation between various council departments, e.g. between Transport Planning and the Cycling City project.
6. In addition to the above, two separate petitions had been submitted to the Council by residents from the Westminster Road, The Avenue and Greycliffe Drive areas. The first of these, received on 10th June 2009, contained 95 signatures from 62 properties mainly from Westminster Road and called for the Council to instigate the closure of Westminster Road. The second petition received on 11th June 2009 came from residents of The Avenue; it contained 20 signatures covering 12 properties and also requested the closure of Westminster Road. There are approximately 158 properties along the three roads in this area. Both of these petitions were submitted to Full Council on 9th July 2009. A report regarding these petitions was subsequently presented to the Executive Member for City Strategy at a Decision Session in September 2009.
7. Having taken all the above information into consideration the Economic & City Development Overview & Scrutiny Committee agreed to progress this Councillor Call for Action to review and in doing so recognised certain key objectives and the following remit was agreed:

Aim

8. To determine the best solution for the problems local residents are experiencing and to look at what lessons can be learnt in order to inform the implementation of similar schemes within the city.

Key Objectives

- i. To establish whether local concerns still exist in the light of the Executive Member's decision
 - ii. To explore whether further improvements can be made to address the current traffic issues
 - iii. From experience to date, identify those measures or actions that can be taken to assist in the smooth implementation of similar schemes in the city
 - iv. To understand the context of the Land Compensation Act 1973 in relation to this CCfA.
9. A scoping report was presented to the Economic & City Development Overview & Scrutiny Committee on 8th December 2009, which further expanded the information to be received under the key objectives of the remit. It was also agreed that the work would be undertaken by a small Task Group

comprised of several Members of the Committee namely Councillors D'Agorne, Holvey, Hudson and Pierce.

Consultation

10. Consultation took place with the relevant technical officers within the Council. A public event was also held to hear residents' view. In addition to this residents have spoken under the Council's Public Participation Scheme at various public meetings where this issue has been discussed.
11. A list of all documentation received as part of the review is attached at Annex B to this report.

Information Gathered

12. During the course of this review, at informal sessions, a public event and formal meetings Members gathered the following evidence in relation to this CCfA:

Key Objective (i)

To establish whether local concerns still exist in the light of the Executive Member's Decision¹

Executive Member for City Strategy Decision Making Meetings

13. At a meeting of full Council on 9th July 2009 residents of the area presented two petitions regarding traffic issues in the Water End area of the City.
14. A report was subsequently prepared in response to these petitions and presented to the Executive Member for City Strategy on 1st September 2009 for decision. The report detailed the results of initial survey information and options in response to the two petitions received regarding the change in traffic conditions due to works carried out on Water End earlier in 2009. The Task Group prepared comments on this report, which were presented to the Executive Member for City Strategy for consideration.
15. As part of their commentary the Task Group recognised the difficulties being faced by the residents of the area. They acknowledged that the introduction of the Water End Cycle Scheme, the burst water main and the removal of the speed cushions along Westminster Road had had a significant impact on traffic issues in the area. They did however, acknowledge, that this series of events was an abnormal combination and would not usually have happened.
16. The Task Group also acknowledged that no speeding problems had been reported and once the speed cushions along Westminster Road had been reinstated then the speeds would fit with the criteria for a 20mph zone.
17. They then made the following comments on the options set out in the report to the Executive Member for City Strategy dated 1st September 2009:

¹ This refers to reports that were presented to the Executive Member for City Strategy, for decision, on 1st September 2009 & 5th January 2010.

- There was already some through traffic in the area prior to the changes being made
 - It would be hard to judge whether this would change when the speed cushions in Westminster Road were reinstated
 - The Task Group supported that a survey be started by the end of September 2009 to allow for the return to school and the report be completed by October 2009 (on the understanding that the speed cushions would be replaced by the end of August 2009)
 - They supported the introduction of a 20mph speed limit and a review of the St Peter's School Travel Plan
 - The Task Group did not believe that the introduction of an access only order or banned turning manoeuvres would be an effective deterrent. Both of these options would be difficult to enforce and could be more disadvantageous to local residents than to occasional users of the route
 - The introduction of a one-way route could be disadvantageous to residents, particularly in terms of speed
 - The Task Group accepted that point closure was a possible solution but it would need very careful exploration due to the knock on effect it may have on other streets in the area, access for emergency services and increase in pressure on other highways
 - The Task Group suggested that the installation of chicanes be explored
18. On consideration of the report and its associated annexes the Executive Member for City Strategy agreed that:
- Further surveys should be undertaken once the road humps on Westminster Road had been replaced and the outcome of these surveys should be reported to a future decision session.
 - To progress the introduction of a 20mph speed limit and undertake a review of St Peter's School Travel Plan.
 - Point closure along The Avenue or Westminster Road be given further consideration as part of reporting of the above 2 points
 - That the option of introducing build outs or chicanes as a method of controlling traffic speed and volumes be evaluated and reported back
19. The three Clifton Ward Councillors subsequently called this decision in for the following reasons:
- “That the Executive Member misdirected himself in:
- Failing to follow the representations of local Councillors
 - Failing to follow the representations of the residents of Westminster Road
 - Failure to opt for a point closure”
20. The decision of the Executive Member for City Strategy was then referred to the Scrutiny Management Committee (SMC) for consideration at a meeting on 14th September 2009. SMC referred the matter back to the Executive (Calling in) for reconsideration with a recommendation that further consultation be carried out with residents with the aim of reporting the results to the Executive

Member for City Strategy on 1st December 2009, or at the same time as the results of the further surveys.

21. At the Executive (Calling in) meeting held on 15th September 2009 the Executive agreed to accept the recommendations of SMC.
22. A further report was presented to the Executive Member for City Strategy at a decision session on 5th January 2010 which detailed the key results of vehicle surveys and a questionnaire carried out in relation to the through traffic in the Westminster Road area following the introduction of the Water End Cycle Scheme.
23. On consideration of this report the Executive Member for City Strategy agreed to implement a 20mph zone for the area. He noted the outcome of the traffic surveys and decided to take no further action in terms of a point closure. However he did agree that the results of the survey be considered as part of any future evaluation² of the Water End Cycle Scheme. He also requested that the Police monitor the junctions in this area with a view to addressing any examples they may find of inappropriate driver behaviour.
24. The decision of the Executive Member was subsequently called in by Councillors Scott, Douglas and King for the following reasons:

“That the Executive Member misdirected himself by: -

 - Failing to listen to the representations of residents;
 - Failing to listen to the representations of Ward Councillors;
 - Failing to recognise and correct the deficiencies in the consultation process;
 - Failing to act so as to alleviate the increased traffic volumes and flow on Westminster Road and The Avenue;
 - Failing to comply with the Council's own highway design guide; and
 - Failing to honour his commitment on the issue given at an EMAP meeting in 2009.”
25. On consideration of the call in Scrutiny Management Committee upheld the decision of the Executive Member for City Strategy.

Public Event

26. As part of key objective (i) of the remit the Task Group held a public event on Thursday 18th February 2010 to listen to the views of members of the public, to hear their concerns and to try and establish whether local concern still existed. The following paragraphs are a summary of the views received at that event and are sub-divided into road user categories.

Cycling

27. A member of the Cyclists Touring Club (CTC) expressed the view that the work that had been carried out at the Water End junction had been beneficial to

² The Task Group understood that there would be an evaluation of the scheme after the changes to the junction had been in place for one year

cyclists, especially as many people in the city commuted to work by bicycle. He stated that a recent survey had highlighted that 57% of cars in the peak period were undertaking short journeys and there was a need to encourage a move to alternative modes of transport for these.

28. The Water End scheme was not a 'stand alone' scheme and was just one part of an orbital cycle route that was being built around the city.
29. Traffic counters will be in place to monitor and prove change of usage.
30. A local resident expressed the view that there were very few cyclists using the new cycle lanes. They did not believe that cyclists should have any more leeway than other road users. A short car journey via the new junction could now take up to 20 minutes.
31. During a 20 minute journey from Leeman Road to Clifton Green one resident said they saw only 1 cyclist. They questioned why priority was given to cyclists when so few were using the facilities.

Pedestrians

32. 'Rat running' was not good for pedestrians, especially those with pushchairs and/or small children. One resident with small children had had a 'near miss' at The Avenue.
33. It was quite difficult to cross the road at The Avenue at peak times. Even if vehicles were not going at more than 20 miles per hour it was still awkward for the elderly and those with pushchairs and small children.
34. A Representative from the Cyclists Touring Club North Yorkshire said that there was a pedestrian footway on the south side of Clifton Bridge, however many pedestrians did not cross to use this.
35. A Westminster Road resident said that having safe walking routes was fundamental. National Guidance suggests that we need them, especially for children and young people to play in the street. Westminster Road and The Avenue were less attractive for pedestrians since the changes to the junction. There were 486 vehicle movements on Saturday 6th February 2010 between 2pm & 3pm.
36. One resident asked whether Council policy was to prioritise in the following order; pedestrians followed by cyclists followed by vehicular traffic.³

Motorists

37. There has been a significant increase in traffic over recent years and the City of York Council's traffic engineers have not taken the impact of this into consideration when implementing/designing new schemes.
38. There is no consistency in City of York Council policy

³ The answer to this question is addressed at another point in this report

39. Residents in the area have had to bear the brunt of the introduction of this scheme.
40. A resident, who was both a cyclist and a motorist, was in favour of the cycling provision at Water End and felt the changes to the junction had made the area safer for cyclists. As a motorist he expected to be delayed and felt that motorists were part of the problem.
41. The Police do not have the resources to monitor traffic flow, junctions or 'rat running'.

Local Residents' Views

42. Changes to major junctions must be well planned through traffic modelling that takes into consideration the impact changes may have on suburban roads. This was not taken into consideration when the modelling for the junction changes at Clifton Green was undertaken.
43. There was a 97% increase in through traffic volume in Westminster Road and The Avenue.
44. 93% of residents in Westminster Road and The Avenue petitioned for point closure such was the negative impact of increased traffic on their community.
45. Many letters have been sent to the Chief Executive and to the Executive Member for City Strategy.
46. The increase in through traffic is not in dispute but the solution is. The proposed 20mph speed limit is a token gesture and will not address the problems being experienced.
47. Generally local residents welcomed the fact that the scheme would be evaluated a year after installation (March/April 2010). They did, however, believe that any evaluation should include the impact the changes to the junction had had on Westminster Road and The Avenue.
48. 50% of the increased traffic flow is not at peak times, so there is no let up in traffic even at weekends. There is an overall increase in traffic on Westminster Road as a result of the changes made to the junction.
49. A resident living on the corner of Westminster Road and The Avenue said that a 20mph limit was counter-productive as it highlights that it is a main road that people may consider using. They did not feel enough was being done on the phasing of traffic lights. The only solution was to close the road, which the majority of residents were in favour of. They could not understand why the Council were too afraid to do this.
50. A Resident living at the junction of Westminster Road and The Avenue said that due to increased traffic travelling in both directions there had been many near misses.

51. As cars frequently had to queue for 20 minutes at a time to pass through the junction there were concerns about the air quality in this area. Residents asked if there were air quality statistics available for before and after the changes to the junction.⁴
52. Residents asked if there were statistics showing the amount of cyclists that used the junction both before and after the changes were made.⁵
53. If you introduce a point closure then the traffic on the main highway would increase and people would have to queue for much longer. People will always drive, so we shouldn't be making changes to the highways just to accommodate a few cyclists.
54. Clifton planning panel should have been involved/consulted on the junction changes.
55. Motorists prefer to cut through Westminster Lane to go north onto the A19 rather than wait in a queue of traffic.
56. The pattern of traffic using Westminster Road is now established; adjusting the traffic lights will now no longer address the issue.
57. Many residents feel that closing the road would be the lesser of two evils.
58. Chicanes would cause further pollution.

Other views

59. There has been a large increase in traffic around the end of the day, in part due to St Peter's School. However, this view was counteracted by a resident who expressed the view that it was the through traffic that was the problem rather than the school traffic. He believed that the school was also in favour of a point closure.
60. Whilst cycling is important, the infrastructure needs to accommodate all modes of transport including cars.

Written Representations

61. In addition to the views expressed above several written representations were received from members of the public who were unable to attend the meeting. Some of these views have already been detailed in the paragraphs above and the list below sets out points not previously made:
 - Introduce a 20mph speed limit on Clifton Green on the stretch from the junction with Clifton to Water End
 - Position a belisha beacon at the crossing to the bus stop by The Old Grey Mare
 - Install a solar-powered 20mph sign to alert motorists to their speed
 - Tighten the chicane on Clifton Green to further reduce speed

⁴ This question is addressed at another point in this report

⁵ This question is addressed at another point in this report

- Despite the vast sums of money spent improving cycling facilities on Water End many some people still seem to prefer to cycle on the pavement.
 - Westminster Road is being used as a rat run
 - Cars are speeding and even overtaking in the residential streets in the area
 - Dangerous driving in the Westminster Road area
 - A house wall in The Avenue was destroyed by a Council vehicle trying to avoid oncoming cars
 - Traffic chaos at peak times
 - Difficult to cross Westminster Road at peak time due to the increase in traffic
 - Why is an evaluation needed? It is quite obvious that the remodelling at Water End is a complete failure
 - A 20mph speed limit would have little or no effect
 - Environmental issues due to constant traffic jams caused by the removal of the filter lane
 - The size of vehicles now using the once quiet residential streets
 - Feel that the Council deceived us in their previous questionnaire. The Council didn't ask if we wanted to close the road, which I'm sure we would nearly all have agreed to, they (City of York Council) knew that there would be disagreement in where to close it so gave us lots of choices so no one would agree
 - Risk of damage to parked cars
62. In addition to the above a report was received from the Informal Traffic Group for Westminster Road and The Avenue, which had been annexed to the report presented to the Task Group on 23rd March 2010. The views expressed in this document generally reflected the same public concerns that have been expressed elsewhere within this report.

Task Group's Comments

63. The Task Group acknowledged the views that had been expressed at the public event and within the written representations and appreciated that these had generally been consistent throughout the course of the review.⁶ The Task Group made the following comments in relation to the views expressed:
- The junction at Water End and Clifton Green lies within a Conservation Area. There were cobbles on one side of Water End and Clifton Green itself on the other. This made it difficult to widen the road; it also made it difficult to provide a safe pedestrian crossing at this point
 - Point closure could set a precedence and the wider implications, for the rest of the City, of having a point closure at Westminster Road needed to be explored
 - The possibility of a temporary closure of Westminster Road to assess the impact on the main highway and traffic trends
 - The possibility of using a rising bollard at any point closure
64. The Task Group thought that, perhaps, there were lessons to be learned in relation to including secondary channels within modelling schemes, thus

⁶ Views expressed at the public event were the views of those that had attended the event or provided a written representation. These were the personal opinions of attendees at the event and of other respondents to this CCfA

allowing peripheral roads (such as Westminster Road in this instance) to be taken into consideration prior to a scheme being implemented. Any impact that a new scheme may have on peripheral roads may then be gauged prior to works being undertaken.

Officers' Comments

65. In response to some of the comments made at the public event officers said that through traffic using Westminster Road and The Avenue was not a new situation. However, they had not been able to predict the actual increase in traffic and the impact this might have had. The removal of the road humps to allow the works to be undertaken at St. Peter's School had not helped the situation as this had made it easier to use Westminster Road and The Avenue as a 'rat-run'.

Questions Arising from the Public Event

66. A number of questions were raised at the public event and officers were asked to respond to these at a meeting of the Task Group on 23rd March 2010. Whilst these questions and their responses do not fully sit under key objective (i) of this remit they are included below for continuity.

Question

67. Are there air quality statistics for Clifton Green, Westminster Road and The Avenue before and after the changes?

Answer

68. The Task Group were informed that data was not specifically available for these roads, however data was available for a number of locations surrounding them and this is set out in Figures 1 & 2 of Annex C to this report.
69. Members were informed that diffusion tubes did not distinguish between traffic pollution, industrial pollution or background pollution but they could provide an indication of traffic emissions where they were co-located with traffic counters. Whilst traffic counters are located on Clifton Bridge and Shipton Road they are not co -located with diffusion tubes.
70. Further data was provided to indicate that there was a similar upward trend in air quality in other areas of the city and this is presented in Figures 3, 4, 5 and 6 of Annex C
71. On consideration of the information provided in relation to this question, the Task Group highlighted the following issues:
- After discussion with officers there appeared to be a general increase in Air Quality (AQ) levels across the city not just in the area around Water End
 - It was noted from officers' comments that 'Real Time Monitoring' was more accurate than diffusion tube monitoring

Question

72. What is the methodology of the evaluation, how has it/will it be used?

Answer

73. The Task Group were informed that the Clifton Green cycle scheme was part of the wider orbital route. The orbital route had been identified as part of the strategic cycle network in an effort to join the east/west routes either side of the river. The Clifton Bridge scheme was identified as an obvious gap in the cycle network and was included in the list of capital schemes to be progressed to address the issues raised by a previous Scrutiny Committee considering cycling several years ago. A significant amount of consultation had been carried out as part of that process and cyclists had advised that it was a location that needed addressing.⁷
74. The methodology to assess the success or otherwise of the scheme is a comparison of before and after data from key locations along the route:
- Clifton Bridge cycle counts
 - Clifton Bridge vehicle counts
 - Cycle City project monitoring (area wide cycle usage)
 - Turning counts at Salisbury Road and Clifton Green
 - A check of the modelling outputs and predictions against the actual flows and delay times (from the traffic master data set)
75. On consideration of the information provided in relation to this question, the Task Group highlighted the following issues:
- Traffic queues are difficult to model; whilst queues are longer delays can actually be shorter

Question

76. Is Council policy still to prioritise pedestrians over cyclists over motorists?

Answer

77. The Council has a Road User Hierarchy (RUH) that places pedestrians at the top followed by people with mobility problems and then cyclists. Car borne commuters are at the bottom of the hierarchy. It does not mean that pedestrians have absolute priority; it means that their needs should be considered before other modes in making any improvements or alterations to the highway.
78. Council Officers did, however, say that it might be how well we do this as a Council, that is the issue.
79. On consideration of the information provided in relation to this question, the Task Group highlighted the following issues:

⁷ This issue is further discussed under key objective (ii) of this report

- As previously mentioned, there were constraints on the junction design due to it being in a Conservation Area and this is why there hasn't been provision for pedestrians to cross Water End near Clifton Green.

Question

80. What cycle data is available to show the use of the route before and after the alterations?

Answer

81. Peak time cycle flow data for Clifton Bridge, for before and after the scheme, was implemented is set out in the table below.

Clifton Bridge												
Eastbound												
AM peak				PM peak				12 hour				
	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians
Sep-08	791	627	85	N/A	702	605	23	N/A	6477	5241	388	N/A
Sep-09	816	558	126	46	661	548	39	33	7286	5688	521	326
Nov-09	688	582	114	N/A	666	566	49	N/A	7373	5888	491	N/A
Westbound												
AM peak				PM peak				12 hour				
	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians	All traffic	Cars	Pedal Cycles	Pedestrians
Sep-08	753	616	38	N/A	1260	1054	92	N/A	8660	7075	406	N/A
Sep-09	843	611	57	34	1110	850	98	44	9102	6942	495	313
Nov-09	852	699	50	N/A	1135	900	118	N/A	9224	7435	537	N/A

82. On consideration of the information provided in relation to this question the Task Group highlighted the following issues:

- There had been a significant increase in all westbound traffic

Other

83. In addition to the public views expressed at the event held on 18th February 2010 members of the public have spoken at various public meetings since the works have taken place at Water End and a summary of their views is set out in the paragraphs below:

Residents' Views expressed under the Council's Public Participation Scheme

84. On 12th August 2009, when the feasibility study was considered, a resident, who was a member of an informal traffic group, was concerned about the disruptive influence that traffic had been causing on Westminster Road. He suggested that the disruption had been caused by two situations. Firstly, the new cycle facilities at Water End and its effect on traffic management. Secondly the removal of speed cushion humps from Westminster Road due to

construction work at St Peter's School. He added that residents had been upset by the dust, noise and vibration of additional traffic that had been using the roads in question and that they had signed a petition for closed bollards to be constructed on Westminster Road to solve the traffic problems. This petition was presented at the Full Council meeting on 9th July 2009.

85. On 1st September 2009 representations were made to the Executive Member for City Strategy at his decision session. A resident spoke in support of a point closure on Westminster Road, as they did not feel that speed cushions or road signage would have any affect on through traffic in the area.
86. Another resident referred to the increased volume and speed of through traffic on every day of the week. He pointed out that residents felt that point closure was the only lasting method of resolving the traffic problems being experienced. He stated that the recently replaced road humps were less robust then those that had previously existed.
87. At a meeting of the Task Group on 15th December 2010 a resident of Westminster Road said that the scheme had led to an increase in through traffic on Westminster Road and The Avenue. He felt that the modelling used for the scheme was at fault, as it did not look at the effect the scheme would have on the nearby residential areas. He said that more traffic was coming down Westminster Road and The Avenue and traffic was increased by 97%. He thought that the solution to the problem was to install bollards (exact location to be determined), which would create a point closure and effectively stop the through traffic.
88. The same resident did not feel that the cycle route was used as much as it should be and mentioned a nearby pathway that could be used by cyclists if the overgrowth were cleared from the area. When asked whether the reinstatement of the road humps had lessened the traffic he responded it was not speed that was an issue but the quantity of traffic using the residential roads.
89. On 5th January 2010 representations were made to the Executive Member for City Strategy at his decision session. A local resident spoke in support of point closure of Westminster Road and referred to the detrimental impact of through traffic on the residential road since the nearby cycle scheme had been implemented. He confirmed that these issues had been raised with local Councillors, the Ward Committee and Officers. He stated that the increase in traffic was affecting residents' well-being and quality of life as the road was being used as a 'rat run' and that the only effective solution would be point closure.
90. A further representation was received from a resident of Westminster Road who confirmed that he had spoken to the Task Group and that residents were looking for a lasting solution to the traffic problems in the area. He stated that residents had seen a 97% increase in through traffic since the changes at Water End which had resulted in deterioration in their environment.
91. At a meeting of Economic & City Development Overview & Scrutiny Committee on 26th January 2010 a local resident explained that she was increasingly

finding it difficult to manoeuvre out of her driveway owing to the increase in the volume of traffic. She also raised concerns on the grounds of safety, particularly in relation to the left turn into the Avenue. She requested the closure of Westminster Road.

92. Another resident spoke at this meeting on behalf of himself and his neighbours. He was a long term resident of the area and a frequent pedestrian in the vicinity of Water End. He referred to the increase in the volume of traffic, which made the area unsafe for local children. He confirmed that traffic had increased since the changes to the Water End junction. He felt that the only solution was to block the road to prevent through traffic and suggested that the area should be made more attractive for pedestrians.
93. At a meeting of the Water End CCfA Task Group held on 23rd March Members heard from two local residents. The first stated that it had been almost a year since the scheme had been implemented and it was now well documented that it was having a negative impact on local residents. The second resident reiterated a point previously made, namely that there had been a 97% increase in traffic and Westminster Road was now being used as a relief road.
94. The Water End Task Group met again on 14th April when they heard from two local residents who reiterated points that had previously been made. The Task Group were also addressed by a representative of the Cyclists Touring Club who believed that the full value of the scheme would not be realised until the orbital cycle route had been completed. He hoped that any future evaluation of the scheme would indicate that there had been an increase in cyclists using this route.

Key Objective (ii)

To explore whether further improvements can be made to address the current traffic issues

Site Visit

95. On 18th November 2009 at 5.30pm the Water End Task Group observed the traffic flow at the junction of Water End, Clifton and Bootham. They also spent time observing traffic at the junction of Water End and Westminster Road.
96. The Assistant Director (City Development & Transport) gave a guided tour and explanation of the improvement works. He explained that whilst queues back along the bridge were longer the actual delay was shorter because of the recently changed traffic light sequencing. Considerable traffic flow data had been obtained (including CCTV) which demonstrated the greater efficiency of the new junction arrangements and increased bicycle flows. He explained that vehicular traffic had not been excluded from the space occupied by the previous left turn into Shipton Road as a pecked line, from which traffic was not excluded, marked the cycle lane.

Information received at a meeting on 15th December 2009

97. At a meeting on 15th December 2009 the Task Group considered the following information:

Report to the Executive Member for City Strategy & Advisory Panel on 20th October 2008 (Water End – proposed improvements for cyclists)

98. The report dated 20th October 2008 presented Members of the Task Group with information regarding the results of consultation on proposals to introduce cycle facilities on Water End from the Clifton Green traffic signals to the junction with Salisbury Road. Over a period of time ideas regarding improvements for cyclists in this area had gained momentum and the report of 20th October 2008 highlighted all that had been done to that date.
99. Discussions around this report highlighted the following:
- There were still 3 more sections needed to complete the 'orbital route'

Technical reports/modelling data [including looking at 'before' & 'after' traffic survey data and any forecasts made to substantiate the case for the improved junction proposals]

100. Officers confirmed that the works in this area commenced on 19th January 2009 and were substantially completed by 31st March 2009, and completely finished towards the end of April 2009. The cyclist traffic signal opposite the junction with Salisbury Road was reinstated in June 2009.
101. Discussions ensued around the above subheading and are detailed below:
- The junction at Water End/Clifton Green had been modelled both with and without a filter lane
 - Modelled using the SATURN (Simulation and Assignment of Traffic to Urban Road Networks) transport model, which shows how the traffic would load onto the network. This predicted the diversion of some traffic onto the outer and inner ring roads.
 - Modelling did not indicate that any displacement would be to Westminster Road and/or The Avenue. Modelling was undertaken on a much larger scale and smaller roads such as these would not be part of the model.
 - Queues and delays under differing circumstances were compared to show how traffic might impact on Water End
 - When the filter lane was in place between 5 and 7 vehicles could stand before the traffic had to go to single file
 - The traffic lights are biased towards traffic along the 'Park & Ride' route although changes were made in April 2009 and more traffic light 'green time' was given to traffic turning out of Water End (the time mainly came off the 'green time' at Water Lane to try and reduce the queues at Water End)
 - Currently analysing 'post scheme traffic data' (including pedestrian and cyclist usage) & indications are that less traffic is using Water End. There is an Automatic Traffic Counter (ATC) in the area but the results from this are inconclusive.
 - There are natural variations in the traffic – route choices and the times people choose to travel vary daily
 - Knock on effects from traffic displacement
 - Need to wait before see trends developing

- Queue lengths were difficult to measure - a 'before & after' queue length survey had not been undertaken
- Queue lengths could be longer but delays shorter due to the green light phasing
- New traffic counter can count on and off carriage cycle usage
- The use of a pecked line to mark the edge of the cycle lane rather than a solid lane (a pecked line allows motorists to cross it)
- The original ATC was damaged during the works to the carriageway (the ATC on the North East Loop stopped recording from 10th March 2009 until 25th August 2009) A new ATC was installed on 27th August 2009, this also counts cycle movements

York's cycling infrastructure, in particular the Orbital Cycle Route, the rationale of the scheme & how the works in the Water Lane area fit with this

102. Members of the Task Group considered an e-mail from an officer in Transport Planning (Strategy), the content of which is set out below:

York had been striving to build a cohesive cycle route network for several decades and adopted a proposed network of routes following the publication of its first Cycling Strategy in the late 1980's. Following a Local Government reorganisation in 1996 the proposed network was expanded to cover the new areas, which had passed to York from surrounding authorities. This adopted network tended to focus on the city centre and many of the proposed routes radiated outwards from it. Consultation exercises undertaken as part of a previous scrutinisation of cycling and from a city-wide questionnaire have both tended to indicate that many cyclists and non-cyclists see the main radial routes as a barrier to cycling in the city and also highlight the inner and outer ring roads as dangerous.

As part of the preparatory work for the Cycle Town Bid an orbital route was proposed which would run between the inner and outer ring roads and would cater for trips around the city centre whilst avoiding the radial routes except where the route crossed them. This proposed route would be suitable for all types of cyclist and utilised existing infrastructure wherever possible. The main aim of the route was to link (either directly or indirectly) as many cycle trip generators and attractors as possible. Examples of these attractors and generators include large employment sites (Nestle, York Hospital, Clifton Moor, Foss Islands Retail Park, University of York, Hospital Fields Road and the former Terry's site.) The route also links to several schools, leisure facilities, both universities and recreation areas.

Wherever possible the route uses off-road paths but where this isn't possible it uses quiet or traffic-calmed streets. Improved crossing facilities will be provided where the route crosses the main radial routes into the city centre. The vast majority of residents won't use the whole route but will find it a useful means to reach many of their destinations by hopping onto and then off the route as it suits them.

One of the key links in the orbital route was the section constructed along Water End between the Salisbury Road and Clifton Green junctions. This particular link had the potential to provide a visible link for cyclists between the large residential areas on the west side of York with the large employment sites over the other side of the River Ouse and would give users an alternative to the less attractive route around the outer ring road.

The Crichton Avenue section of the orbital route is currently under construction and feasibility work is also currently underway on the other three missing sections between Clifton Green and Crichton Avenue, James Street/Hallfield Road and Walmgate Stray and finally Hob Moor to Water End/Boroughbridge Road. The intention is to finish the feasibility work on these links by the end of the 2009/10 financial year with a review to them being built during the 2010/11 financial year.'

103. Members discussed the following in relation to the Orbital Cycle Route:

- Whether the Orbital Cycle Route was too far out and whether it should be nearer the centre of town
- Whether the Orbital Cycle Route deflected people too far from their destination and was therefore an indirect route which took too long to traverse
- The fact that the current Orbital Cycle Route identified some of the quieter routes but there was a huge array of cycle networks & links within this circle
- The difficulties in crossing the river/lack of river crossings
- Safety issues on some of the off road cycleways
- The need to facilitate across town cycle movement
- The network was designed to be 'hop on and hop off'
- The fact that the Orbital is part of the Cycle City Strategy and is funded through this
- What the penalties are if City of York Council fails to achieve an orbital route:
 - There would be a penalty if the Local Authority didn't deliver what they had agreed as part of the Cycling City bid. This could mean withdrawal of funding.

104. The following further clarifying information was received from officers via e-mail after the meeting:

'As part of York's Cycling City bid, the creation of an "orbital" cycle route was proposed to provide better links to many destinations including schools, leisure facilities, employment sites, shops and healthcare sites. The aim is to connect as many of these as possible to the main residential areas using a combination of off-road paths, signed routes via quiet less-trafficked streets and some on-road cycle lanes where other alternatives aren't possible. The route will also provide improved crossing facilities across many of the main radial routes into the city, which it crosses.'

Some sections of the route have been in place for a long time already, such as the University to Hob Moor route which crosses the Millennium Bridge to the south of the city centre, and the Foss Islands Path between Nestle and James

Street to the north of the city centre. More recent additions are the improved facilities along Water End and the facilities currently under construction along Crichton Avenue. A further three sections are proposed for possible construction in 2010/11, which will substantially complete the Orbital Route. These are:

- Clifton Green to Crichton Avenue
- Water End to Hob Moor
- James Street to Heslington Road

The next step is to take a report to the City Strategy Decision Session on 5th of February, to seek in principle support, with a view to funding being allocated in the 2010/11 Capital Programme. If this is successful, public consultation on more detailed proposals would take place in the spring of 2010.'

105. On discussion of these e-mails the Task Group raised the following further points:

- The Sustrans route from the Hospital to James Street is unsuitable for 24 hour use because, despite the street lighting, it is largely in a cutting or 'not over-looked' and does not provide a route, which most cyclists regard as safe.
- Whether it would be possible to use linear programming to devise an optimal route
- Ways of enhancing all routes that may be attractive to cyclists
- When this scheme was originally discussed it was asked why there couldn't be a contra flow cycle lane along the one-way road beside the Green. Various reasons were given as to why cyclists had to be routed via the junction rather than provide for this route, which cyclists wishing to go via Bootham might see as logically most convenient.
- The orbital route is policy and monies have already been invested in it and we need to build on the strategy we already have

106. Officers also provided the following additional comments:

- The route has already been decided and there has been significant amounts of money spent on this
- Looking at a new route now would be very costly
- In trying to cater for most needs especially the target audience of this programme (lapsed cycle users) off road is more preferable

107. The Task Group queried whether there were alternative, viable cycle routes and were informed that as part of the public consultation on the Water End proposals in September 2008, a resident of Westminster Road had suggested using a nearby pathway alongside the John Berrill Almshouse as an alternative route for cyclists. A response was sent to the resident stating that for several reasons the path was not suitable. The main reasons being as follows:

- The middle part of this existing pedestrian footpath is too narrow for pedestrians and cycles to share. It could not be widened without land purchase on one side or the other

- The actual benefit cyclists appears to be minimal, given that the proposed scheme safely guides cyclists to Clifton Green signals, and that after making the left turn, there is just a relatively short section of the A19 leading to the Rawcliffe Lane signals.
- A relatively narrow route that mixes pedestrians and cyclists (which is also overgrown and not particularly well lit) is not likely to be considered an attractive route to the vast majority of cyclists and is therefore not likely to be well used. This tends to be confirmed by the fact that it is not well used at the moment by cyclists.

Breakdown of the cost of the works at Water End/Clifton Green to date

108. Members received information on the cost of the programme of works at the Water End/Clifton Green junction. A briefing note was circulated comparing the original funding allocation and the forecast out-turn costs. Discussions regarding these figures ensued and the following points were made:
- The final cost of the scheme was £540k but the original budget had been £300k; this was because it was decided to upgrade the traffic lights at the same time
 - Originally there was going to be a cycle lane on both sides of Water End but these proposals were revised
 - £85k was saved on works to the bridge which was subsequently made available for cycling facilities
 - Opportunities to manage and deliver all within that years budget (the upgrade to the traffic lights was not originally forecast for the same financial year)
 - What schemes were pushed back to allow this to happen (the Task Group were referred to the Capital Monitoring Reports for the 2008/09 financial year)

Viability & the cost of restoring the road to its original layout

109. The cost of restoring the road to its original layout would be in the region of £6000 (rough estimate). This would allow some of the filter lane to be put back. Full restoration of the original layout on the approach to this junction may well be in the region of £30k.
110. Officers would not recommend restoring the road to its original layout, as there could be repercussions from Cycling England who may reconsider their funding arrangements. Also this was the area where the water main was fractured and there would be reluctance to work above this area again.

Further Information Requested

111. Having taken all the information received to date into consideration the Task Group asked Officers to prepare a briefing note on what impact a point closure would have on the main highway. This is attached at Annex D to this report.
112. The Task Group discussed Annex D at their meeting on 14th April 2010 and noted that the left hand lane turn outlined was shorter than it was prior to the scheme being implemented. The briefing note clearly indicated that a point

closure would create an increase in the amount of traffic using the main highway. Concerns were raised about how the re-introduction of a left hand turn would impact on cyclists and the rationale of creating an orbital cycle route.

113. If a left hand turn were to be reintroduced then, in order to maintain the status and quality of cycling provision the road would need to be widened. This may be difficult due to the constraints of the Village Green on one side of the highway and the cobbled area to the other.
114. The Task Group also received some updated information on cycle flows on Clifton Bridge and this is attached at Annex E to this report. Members were informed that there were certain difficulties in monitoring cycle usage and to gather the most accurate data monitoring needed to take place for about a year; thus allowing for seasonal fluctuations in usage to be recorded.

Key Objective (iii)

From experience to date, identify those measures or actions that can be taken to assist in the smooth implementation of similar schemes in the city

115. At a meeting on 23rd March 2010 Members of the Task Group received information on the following:

The Consultation Processes used for Highway Schemes

116. A briefing note was received detailing the consultation exercise undertaken for the Water End/Clifton Green Cycle Scheme and for comparison a similar summary for the A19 Fulford Multi-Modal Corridor Improvement Scheme. Copies of the consultation documentation were circulated at the meeting held on 23rd March 2010.
117. Discussion between the Task Group and officers drew out the following points:
 - The first consultation document in relation to the Fulford scheme went to approximately 4700 homes. There was a 13% response rate, which officers confirmed was good.
 - Enough views were received back on the Fulford scheme to see what the representative views were
 - Only a small portion of homes in Westminster Road received consultation documentation on the Water End scheme (approximately 25)
118. The Task Group asked why similar consultation, to that on the Fulford scheme, was not undertaken at Water End and if it had been would it have highlighted the potential impact on Westminster Road and The Avenue? Officers said that consultation must be pitched to each individual scheme. It was already known from previous consultation that this was area of the City needed improved provision for cyclists.

Trial Highway Schemes

119. At the same meeting a briefing note on the possibility of trialling highway schemes, prior to full implementation, was considered by the Task Group. The briefing note stated that there were a number of factors that could make implementation of a scheme on a trial basis an impractical proposition.
120. On discussion of this document with officers the Task Group were advised that it was only practical to undertake trials on small, simplistic schemes.
121. Members of the Task Group felt that trialling was possible in certain circumstances and it was not difficult to re-sequence traffic lights or cordon off part or all of a carriageway with temporary bollards in order to create a temporary cycle lane. This would be a lot less expensive than installing a permanent change only to find it did not work.

Key Objective (iv)

To understand the context of the Land Compensation Act 1973 in relation to this CCfA

122. At a meeting on 26th January 2010 Members received information on the Land Compensation Act 1973. This contained a summary of the law for Members' information.
123. A Council Legal Officer was in attendance at the meeting and confirmed that public works and increases in traffic flows on side roads would not give rise to a claim for compensation. He also confirmed that he was unaware of any successful claims that had been agreed by the authority.

Analysis & Key Findings

124. On considering all of the information received as part of this Councillor Call for Action the Task Group acknowledged that the set of circumstances leading to the problems being experienced were unique. It was clear that this was an exceptional set of circumstances and they felt that because they had, in part, been caused by the changes to the junction the Council had some responsibility to attempt to resolve them.
125. The Task Group drew the following conclusions based on the evidence they had received:
 - As a consequence of the Water End highway project, traffic levels in Westminster Road and The Avenue have increased substantially
 - These consequences were unforeseen during the testing of the future traffic flows using the macro traffic model which did not include Westminster Road, The Avenue or other side streets
 - The consequences were also unforeseen by the large number of agencies, Councillors and residents who were also consulted about the proposals

- The new junction arrangements were undertaken as part of a longstanding, well-considered cycling strategy and partially funded by a Government grant for Cycling City
 - The sought increased usage by cyclists has been achieved
 - The delays encountered by other traffic using the junction have not been greatly increased
 - However, the increase in cycle movements and absence of significant delays has been achieved by a driver instigated diversion of some traffic along Westminster Road and The Avenue
 - On its own, point closure of Westminster Road and/or The Avenue would lead to substantial congestion at Water End.
126. It was apparent that there was very limited space to widen the carriageway as the Village Green could not be impinged on and the cobbles on the other side were part of the Conservation Area. The Task Group were not prepared to support the loss of the cycle lane in order to reinstate the left hand turn. However, they realised that if there were to be a point closure on either Westminster Road or The Avenue then there would need to be a left hand filter lane to aid traffic flows on Water End.

Corporate Strategy 2009/2012

127. Although this topic does not directly fall in line with any of the themes in the Corporate Strategy 2009/2012, the Economic & City Development Overview & Scrutiny Committee had an obligation to address the issues raised within the formally registered CCfA. They have done this by forming a Task Group to investigate the issues. The Task Group directly reported to the Economic & City Development Overview & Scrutiny Committee with their findings.

Implications

128. **Financial** – Funding will need to be found to update the SATURN modelling programme to incorporate side streets as suggested in recommendation (ii) of this report. The financial implications are, however, unknown at this time because it will be dependent on the number of side streets included in any updates to SATURN. Financial costs could include traffic counters, cameras and extra staffing costs in order to survey further streets. This could amount to a significant sum of money dependent on how many side streets were incorporated. Officers in the City Strategy Directorate are planning a refresh of the model for LTP3 and may increase the level of detail in the model in some areas - although expanding the area of coverage is probably more of a priority. Officers have also indicated that whilst it may not be practicable to include all road links in the transport model, for individual schemes a greater level of detail in the modelling is possible and in some circumstances desirable. Another financial implication is that the design cost of schemes may rise due to additional surveys and modelling time, this would need to be factored against the delivery of the individual schemes.

129. Additional costs could also be incurred (as yet unknown) if further alterations to the junction and/or Westminster Road and The Avenue are made. Any costs would have to be identified as part of the development of any new comprehensive proposals as suggested in recommendation (i) arising from this review.
130. **Human Resources** – Appropriate staffing resources will need to be made available to implement recommendation (i) of this review.
131. **Legal** – Under The Planning (Listed Buildings & Conservation Areas) Act 1990 the Local Authority has a legal duty to preserve or enhance the character or appearance of conservation areas. Any further alterations to the junction should mitigate the likelihood of causing damage to the conservation area and may need to be addressed under recommendation (i) arising from this review.
132. Clifton Green is a registered village green and is protected from development. The cobbles, as part of the highway, are not formally protected although the duty under the 1990 Planning Act to preserve and enhance the special character conservation areas does extend to highways schemes. The cobbles are considered to be part of the character of the conservation area along with trees, verges, boundary walls and urban form in general – all the elements that make for distinctive townscape interest in the area. Conservation Area Consent may be necessary for any further engineering works.
133. There are no known equalities, property, crime & disorder or other implications associated with the recommendations in this report.

Risk Management

134. This Councillor Call for Action was raised by the Clifton Ward Councillors in response to significant dissatisfaction amongst local residents regarding the changes to the junction at Water End. Failure to respond to these concerns and the recommendations within this report could lead to the issues raised in this CCfA remaining unresolved.
135. However, there is also a risk that a solution may not be found that can adequately address recommendation (i). The Task Group has already established that there is no room for two traffic lanes and a cycle lane. They have also expressed the wish that the cycle lane remain. This, therefore, leaves limited possibilities to adapt the junction. Those possibilities that do remain may have a negative impact on the conservation area, which would need to be very carefully considered, and the appropriate officers in the Council would need to be consulted.
136. It could also lead to potential problems elsewhere in the city as the orbital cycle route is developed and other major junctions are changed to accommodate this.

Recommendations

137. In light of the above report the Task Group have agreed the following recommendations:

- i. That Council Officers urgently develop new, comprehensive proposals for the Water End junctions to improve the current junction and reduce greatly traffic flows in Westminster Road/The Avenue
- ii. That the Council should, in future, use traffic models which incorporate side streets when assessing and designing junction improvements
- iii. That the present policy of reviewing new highway schemes only after a period of twelve months should be modified to enable a review after three months when unforeseen consequences have arisen and when Ward Members request.

Reason: To address the concerns raised in the Councillor Call for Action

Contact Details

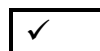
Author:

Tracy Wallis
Scrutiny Officer
Scrutiny Services
Tel: 01904 551714

Chief Officer Responsible for the report:

Andrew Docherty
Head of Civic Legal & Democratic Services
Tel: 01904 551004

**Final Draft Report
Approved**



Date 6th May 2010

Specialist Implications Officers

Legal - Andrew Docherty
Tel: 01904 551004

Financial – Patrick Looker
Tel: 01904 551633

Wards Affected: Clifton

All

For further information please contact the author of the report

Background Papers:

A list of the documentation received as part of this review is attached at Annex B to this report.

Annexes

- Annex A** Topic Registration Form
Annex B List of Documentation Received as part of the Review
Annex C Air Quality Statistics
Annex D Effects of Point Closure on the Main Highway/Junction Analysis
Annex E Cycle Flows on Clifton Bridge



SCRUTINY TOPIC REGISTRATION FORM

PROPOSED TOPIC: Councillor call for Action in relation to traffic issues at the junction of Water Lane and Clifton Green, Westminster Road, The Avenue and Clifton Green

COUNCILLOR(S) REGISTERING THE TOPIC: David Scott, Helen Douglas, Ken King

SECTION 1: ABOUT THE TOPIC

Please complete this section as thoroughly as you can. The information provided will help Scrutiny Officers and Scrutiny Members to assess the following key elements to the success of any scrutiny review:

How a review should best be undertaken given the subject

This is a Councillor Call for Action and should be conducted in accordance with the agreed "protocol" and legislation

Who needs to be involved

Officers, Ward Councillors, Executive Member for City Strategy, Local Residents

What should be looked at

Traffic issues at the junction of Water Lane and Clifton Green, Westminster Road, The Avenue and Clifton Green

By when it should be achieved;

This should be treated as an urgent matter. It has been the subject of a 2 ward committee meetings – including a special Ward Committee and a petition is due to be presented to Full Council on 9th July 2009

Why we are doing it ?

All usual avenues have been exhausted. There is significant resident dissatisfaction

Annex A

Please describe how the proposed topic fits with 3 of the eligibility criteria attached.				
<i>As a general rule, topics will only proceed to review if they meet 3 of the criteria below. However, where it is adequately demonstrated that a topic is of significant public interest and fits with the first criteria but does not meet 3, Scrutiny Management Committee may still decide to allocate the topic for review. Please indicate which 3 criteria the review would meet and the relevant scrutiny roles:</i>				
	✓	Policy Development & Review	Service Improvement & Delivery	Accountability of Executive Decisions
Public Interest (ie. in terms of both proposals being in the public interest and resident perceptions)	X	X	X	X
Under Performance / Service Dissatisfaction	X		X	X
In keeping with corporate priorities	X		X	X
Level of Risk	X	X	X	X
Service Efficiency	X	X	X	X
National/local/regional significance e.g. A central government priority area, concerns joint working arrangements at a local 'York' or wider regional context	X			

Further Information on how topic fits with Eligibility Criteria

Public Interest –

The traffic issues in question are related to a major arterial road. It has links to the provision of better cycling provisions as part of Cycling City

Under Performance / Service Dissatisfaction –

There have been significant concerns expressed from resident regarding the structure, consultation and implementation of the revision to the Water Lane/Clifton Green junction

In keeping with Corporate Priorities –

It has links to the Healthier City and the Thriving City Corporate Priorities

Level of Risk –

The level of risk was incorrectly assessed initially when this project was assessed.

Set out briefly the purpose of any scrutiny review of your proposed topic. What do you think it should achieve?

If you have not already done so above, please indicate in response to this, how any review would be in the public or Council's interest e.g. reviewing recycling options in the city would reduce the cost to the Council for landfill

This is a Councillor Call for Action raised because of significant resident dissatisfaction following amendments to the traffic flow at the junction of Water Lane and Clifton Green. This was implemented following the decision of the Executive Member for City Strategy at the City Strategy EMAP in October 2008.

Changes to the junction have resulting in additional congestion in the area and "rat running" along Westminster Road, The Avenue and Clifton Green.

The previous Cycling Champion, Cllr Watt, resigned because of the changes to this junction.

Officers from City Strategy attended the normal Clifton Ward Committee and noted residents concerns. Traffic surveys were conducted and reported to a special meeting of the Ward Committee on 10th June. However whilst the figures were considered to be flawed they indicate an increase of traffic along Westminster Road and The Avenue of over 50%.

Officers have indicated any changes cannot be agreed until December 2009 at the earliest with work to commence after that time. This is too long for residents to have to suffer, taking into account the proximity of a school.

The situation has been exacerbated by the removal of speed humps on Westminster Road to facilitate building works at he school

The Executive Member gave an assurance at the City Strategy EMAP in October to review the matter if there were significant difficulties. Those have been clear identified by residents.

Residents require have made various suggestion to solve/reduce the problems. They include:-

- *Closing Westminster Road to through Traffic*
- *Re-instating the left turn at Water lane/Clifton Green junction*
- *NO right turn in Westminster Road*
- *20 mph zone*

Officers have failed to provide any interim or long term solutions or options

Urgent action is therefore needed to break the log-jam.

Please explain briefly what you think any scrutiny review of your proposed topic should cover.

This information will be used to help prepare a remit for the review should Scrutiny Management Committee decide the topic meets the criteria e.g. How much recycling is presently being done and ways of increasing it

See above

Please indicate which other Councils, partners or external services could, in your opinion, participate in the review, saying why.

Involving the right people throughout the process is crucial to any successful review e.g. CYC Commercial Services / other local councils who have reviewed best practice for recycling / other organisations who use recycled goods

Residents of the affected area
Car and Cycling Groups
Police

Explain briefly how, in your opinion, such a review might be most efficiently undertaken?

This is not about who might be involved (addressed above) but how the review might be conducted e.g. sending a questionnaire to each household to gather information on current recycling practices and gathering information on how recycling is carried out in Cities similar to York

It should follow the procedure for the Councillor Call for Action

Estimate the timescale for completion.

Please circle below the nearest timescale group, in your estimation, based on the information you have given in this form.

(a) 1-3 months;

PLEASE ENCLOSE ANY SUPPORTING DOCUMENTS OR OTHER INFORMATION YOU FEEL MIGHT BE USEFUL BACKGROUND TO THE SUBMISSION OF THIS TOPIC FOR CONSIDERATION.

See minutes of Ward Committees meeting for the Clifton ward Committee

What will happen next?

- a Scrutiny Officer will prepare a feasibility study based on the information you have provided above and on further information gathered. This process should take no more than six weeks;
- on completion, the feasibility study will be presented to Scrutiny Management Committee together with a recommendation whether or not to proceed with the review. If the recommendation is to proceed, the feasibility study will include a remit on how the review should be carried out

In support of this topic, you may be required to:

- meet with the Scrutiny Officer to clarify information given in this submission and/or assist with developing a clear and focussed remit for a potential review;
- attend the meeting of Scrutiny Management Committee at which the topic is being considered for scrutiny review in support of your registration

What will happen if the topic is recommended for review?

- The Scrutiny Management Committee will agree a timescale for completion of the review.
- An Ad-hoc Scrutiny Committee will be formed and a series of formal meeting dates will be agreed. These should allow for at least the following:

1st Meeting Scoping Report

2nd Meeting interim progress meeting

Depending on the timescale of the review, a further interim progress meeting may be required

3rd Meeting Agree final draft report for SMC

- The final draft report will be considered by SMC and a final report with recommendations will be produced for consideration by the Executive
- Any decisions taken at Executive as a result will be reviewed after six months to ensure implementation has taken place.

A Member will be nominated to be responsible for monitoring the implementation of the recommendations - you may be asked to take on this role.

Please return your completed registration form to Scrutiny Services or, if you want any more information about Scrutiny or submitting a new topic for consideration then please contact the Scrutiny Team.

Email: Scrutiny.services@york.gov.uk

Tel No. 01904 552038

For Scrutiny Administration Only

Topic Identity Number

Date Received

Feasibility Study to be completed by:

Date of SMC when study will be considered:

SC1- date sent

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List of Documents received to date

Date of Document	Document	Notes
17 th March 2008	Report to the Executive Member for City Strategy & Advisory Panel on the Proposed 2008/09 City Strategy Capital Programme	Received for background information
8 th September 2008	Report to the Executive Member for City Strategy & Advisory Panel on York Cycling City	Received for background information
20 th October 2008	Report to the Executive Member for City Strategy & Advisory Panel on Water End – Proposed Improvements for Cyclists	Received for background information
June/July 2009	Topic Registration Form	Original Topic Registration Form submitted by the Clifton Ward Councillors
12 th August 2009	Feasibility Report & Associated Annexes	Detailing background to the CCfA
29 th September 2009	Interim Report & General Update	Detailing work undertaken to date & comments to the Executive Member for City Strategy on a report presented to him on 1 st September 2009 & his subsequent decision
8 th December 2009	Interim Report of the Water End Task Group	Detailing the scope of the review and the observations from the site visit undertaken on 18 th November 2009
14 th December 2009	E-mail	Information on York's cycling infrastructure in particular the Orbital Cycle Route, the rationale of the scheme and how the works in the Water Lane area fit with this
15 th December 2009	Plans of the Orbital Cycle Route	
15 th December 2009	Clifton Bridge & Water End Cycle Works	Costings

Date of Document	Document	Notes
15 th December 2009	Traffic Flow Chart	Flow change 6th May 2008 to 5 th November 2009
26 th January 2010	Interim Report of the Water End Task Group	Information received to date & Task Group comments to the Executive Member for City Strategy on a report presented to him on 5 th January 2010
26 th January 2010	Briefing Note & Map	Footpath alongside the John Burrill Almshouses and Barleyfields: suggested conversion to shared use for cyclists and pedestrians
26 th January 2010	Briefing Note	Land Compensation Act 1973
18 th February 2010	Summary of Views	Summary of Views expressed at the public event on 18 th February 2010
18 th February 2010	Written Representations	Various – received at the public event held on 18 th February 2010
18 th February 2010	Report to the City of York Council's Water End Scrutiny Task Group	Report from the Informal Traffic Group for Westminster Road & The Avenue
23 rd March 2010	Responses to Specific Questions	Responses to specific questions raised at the public meeting on 18 th February 2010.
23 rd March 2010	Cycle Flow Data for Clifton Bridge	Date for before and after the scheme
23 rd March 2010	Briefing Note	Consultation Processes for Highway Schemes (includes copies of documentation used for consultation)
23 rd March 2010	Briefing Note	Trial Highway Schemes
24 th March 2010	E-Mail	Further & Update Air Quality Information

Date of Document	Document	Notes
14 th April 2010	Briefing Note	Junction Analysis/Impact of Point Closure on Main Highway
14 th April 2010	Modelling Output	Statistical information
14 th April 2010	Briefing Note	Cycle Flow on Clifton Bridge
14 th April	Traffic Counts 1 & 2	Statistical information

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Air Quality Information

Figure 1 - plan showing the location of monitoring equipment in the Water End area

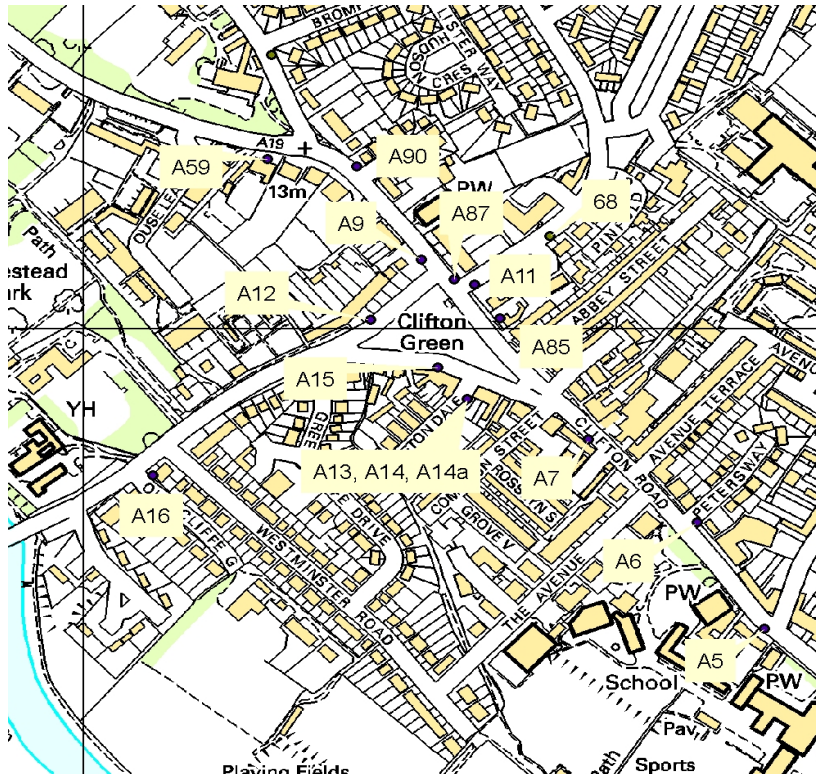


Figure 2 - table detailing the annual average of nitrogen dioxide ug/m3 in the Water End area

Tube reference	Annual Average Nitrogen Dioxide ug/m3			
	2006	2007	2008	2009
68	29	36	31	38
A11	34	42	40	46
A12	35	38	40	49
A13	25	25	29	27
A14	23	26	29	27
A14a	23	26	29	27
A15	27	26	29	30
A16	24	23	27	28
A5	32	34	39	49
A59	31	27	33	28
A6	30	27	32	34
A7	33	33	36	39
A85	22	25	30	31
A87	41	43	39	47
A9	32	37	38	45
A90	39	40	48	51
Explanation of results				
<35ug/m3	Generally not of concern			
35-40	Elevated concentrations approaching objective			
>=40	Breach of air quality annual objective for nitrogen dioxide			

Figure 3 – Monitoring near Gillygate/Lord Mayor's Walk

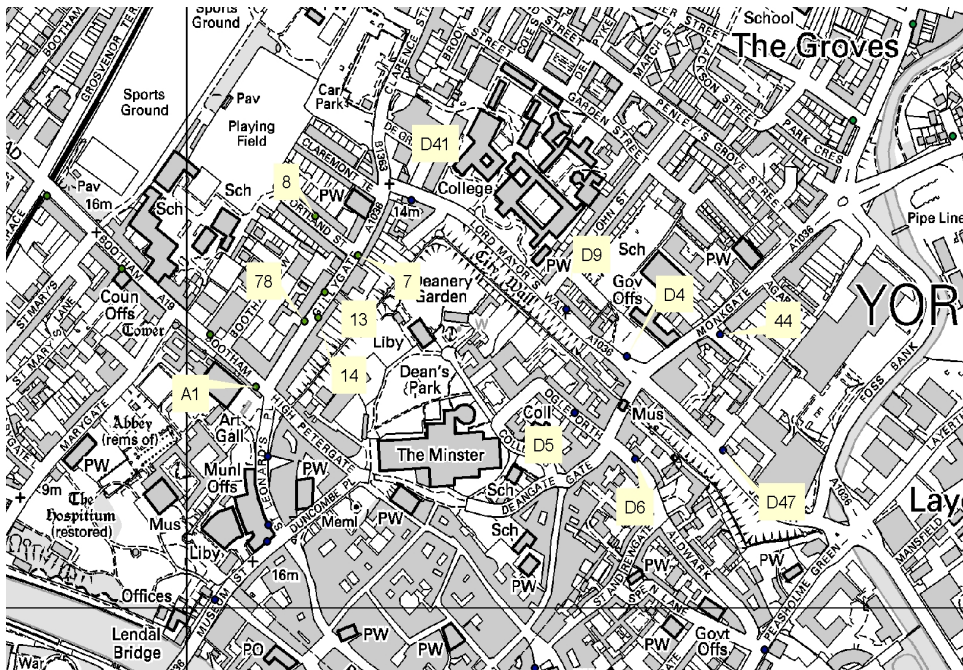


Figure 4 - table detailing the annual average of nitrogen dioxide ug/m3 in Gillygate/Lord Mayor's Walk area

Gillygate / LMW				
Tube Ref	2007	2008	2009	ug/m3
A1	57	59	70	
78	32	36	37	
13	45	52	60	
7	52	55	68	
8	24	26	28	
D41	47	50	56	
D4	34	37	44	
D5	26	27	28	
D6	28	29	29	
D9	47	47	50	
44	32	33	36	
D47	35	40	44	
14	47	54	68	

Figure 5 – Monitoring Equipment in the Nunnery Lane/Blossom Street area

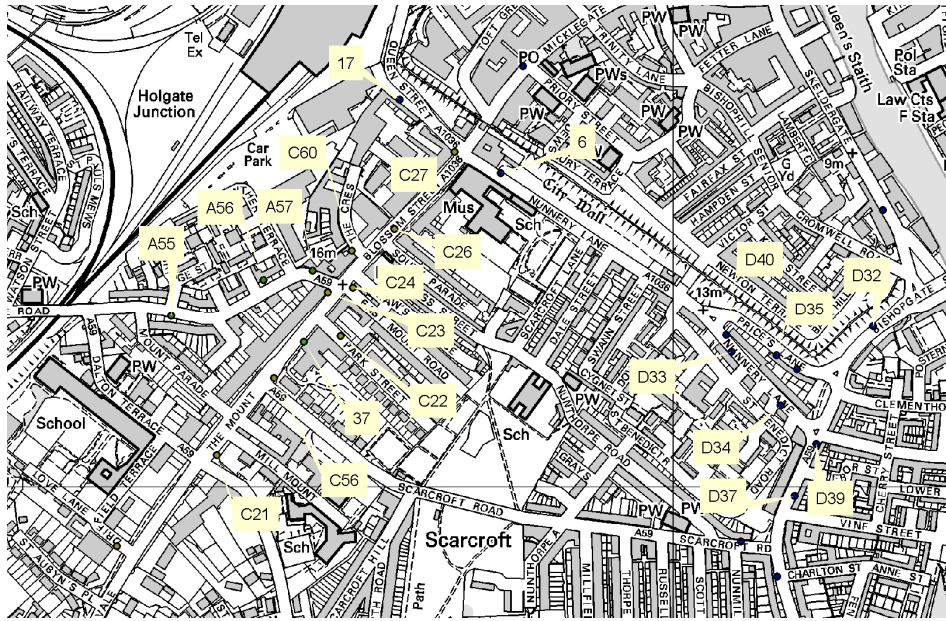


Figure 6 - table detailing the annual average of nitrogen dioxide ug/m3 in the Nunnery Lane/ Blossom Street area

Nunnery / Blossom / Queen		Ug/m3		
Tube Ref	2007	2008	2009	
A55	41	40	44	
A56	30	37	36	
A57	60	60	66	
C60	34	41	42	
17	35	41	44	
C27	51	56	70	
6	51	53	53	
C26	41	49	53	
C23	45	50	50	
C22	29	32	32	
37	39	40	46	
C56	36	41	46	
Nunnery / Blossom / Queen		Ug/m3		
Tube Ref	2007	2008	2009	
C21	32	31	38	
D33	39	42	44	
D34	50	52	57	
D37	38	40	39	
D39	39	43	47	
D40	33	31	37	
D35	40	43	48	
D32	39	43	49	
C24	38	37	40	

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Economic & City Development Overview & Scrutiny Committee

Technical Briefing Note:

Junction Analysis Modelling of Clifton Green – Westminster Road / The Avenue Closure.

Summary

1. This note reports on the highway impacts of the closure of the through route between Water End and Clifton via Westminster Road and The Avenue. It also investigates an option of partially reinstating the left turn lane and filter at the Water End approach to Clifton Green, as mitigation for closure of Westminster Road.

Background

2. The removal of the left turn filter and lane at Water End junction with Clifton Green, as part of the Water End cycle scheme and consequential loss of capacity at the junction resulted in an increase in delay on Water End. Since implementation of the scheme some traffic has redistributed away from the Clifton Green junction to avoid the delays and an element of traffic is using Westminster Road and The Avenue as a through route to avoid queuing at the traffic lights.
3. Modelling work has been undertaken to assess the impact on Clifton Green junction of a closure on Westminster Road or The Avenue. The modelling work is based on traffic surveys undertaken on 29th September 2009 and 5th November 2009. Signal timings used are as provided by the Council's Network Management team.
4. An investigation into the benefits of a partial reinstatement of a short left turn lane and filter on Water End has been made.

Modelling Analysis

5. Ten scenarios were modelled. Table 1 is a summary of the modelling outputs. Practical Reserve Capacity (PRC) is a measure of the capacity of the junction. Negative values indicate that the junction is over capacity and will be experiencing delays. Flow is measured in passenger car units (pcu) where 1 car occupies 1 pcu of road space, a bus occupies 2.5 pcu, HGV =

2.9 pcu. Total delay is measured in pcu hours, this being a measure of the amount of delay experienced over the hour on all legs of the junction.

6. The queue lengths presented in Table 1 are mean queues. Queues at saturated junctions tend to build as the peak hour progresses therefore observed queues can be up to twice the mean queue. It has also been noted that long queues are longer per vehicle than shorter queues because drivers leave bigger gaps when far back in the queue. For reference Westminster Road is 300m back from the signals at Clifton Green, Clifton Bridge 500m, Salisbury Road 1000m and the Boroughbridge Road junction 1500m.
7. The analysis is based on traffic surveys undertaken on 29th September 2009 and 5th November 2009.

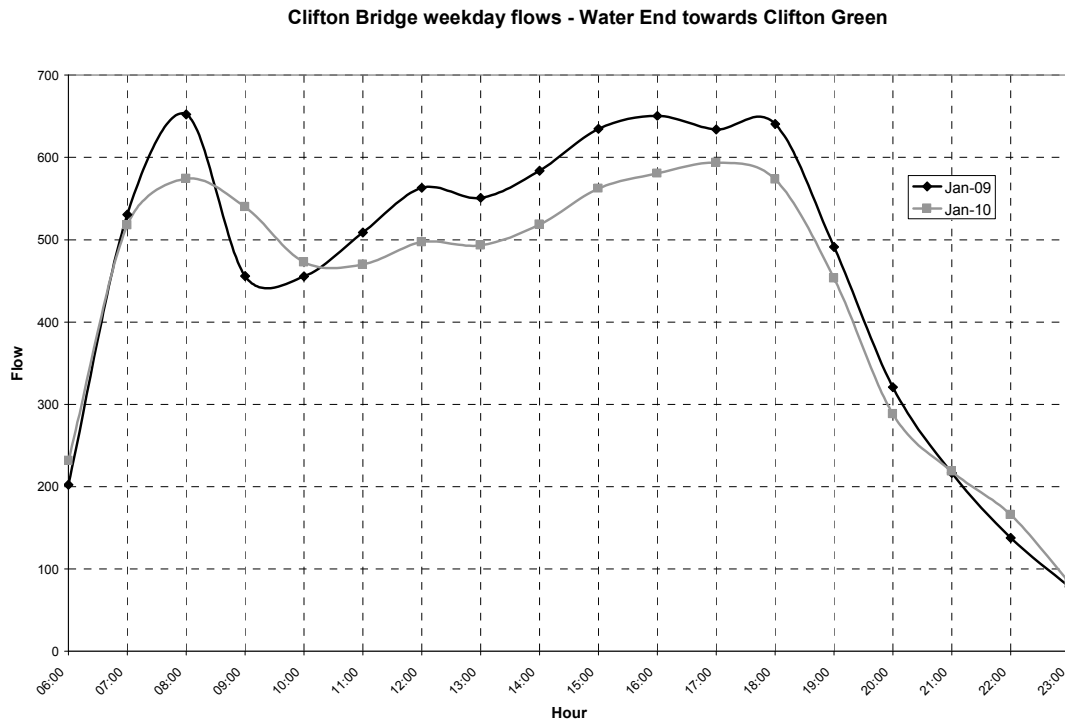
Table 1.

Scenario:	Practical Reserve Capacity	Total delay (pcu hr)	Water End average delay per pcu (mins)	Water End Mean Queue (pcus)	Water End Mean Queue (meters)
1. AM at opening (April 2009)	-111%	270	16.9	263	1576
2. AM peak post scheme (Nov 2009)	-20%	58	3.8	42	253
3. AM peak post scheme + closure	-42%	121	5.7	77	460
4. AM peak post scheme + 8 veh filter	-8%	35	1.0	19	111
5. AM peak post scheme + 8 veh filter + closure	-27%	82	5.0	69	413
6. PM at opening (April 2009)	-94%	195	15.4	186	1115
7. PM peak post scheme (Nov 2009)	-15%	51	2.6	38	230
8. PM peak post scheme + closure	-31%	93	6.1	82	490
9. PM peak post scheme + 8 veh filter	-14%	34	0.9	21	125
10. PM peak post scheme +8 veh filter +closure	-14%	42	1.5	32	191

8. Scenarios 1 and 6 clearly indicate the scale of the delays that were experienced when the scheme was first implemented in April 2009.
9. The changes that have occurred in the months since opening are that traffic has redistributed its self on the network in order to avoid the delays on Water End and some traffic is using Westminster Road and The Avenue to avoid the signals. In terms of traffic volumes during the peaks these are down 10%-15% on Clifton Bridge (Figure 1). It is interesting to note that the post AM peak traffic is up, an indication that people are changing their time of travel to avoid the delays? The signal timings have also been altered to take account of the new arrangement and flows. Scenarios 2 and 7 represent the current situation.
10. It was noted during the analysis that the signal timings that are currently running on the junction are less than optimal particularly for the AM peak. This is due in part to the need to protect the running times on the Rawcliffe Park and Ride service. It is noted however that the latest changes to the signal timings was in April 2009, when there is a possibility that the scheme may still have been 'bedding in'. It is recommended that a further review of the signal timings is made by the Council, making use of the November 2009

survey results. It is also recommended that a Saturday and Sunday survey be undertaken and that the signal timings be reviewed for these days. It is understood from Network Management that they are planning on linking the Toucan crossing with the signals, the review should take place to coincide with this change.

Figure 1.



11. Scenarios 3 and 8 indicate the impact of closure of Westminster Road / The Avenue. The assumption has been made that all traffic turning right into Westminster Road from Water End will post closure make the right turn at Clifton Green. This is a 'worst case scenario' dependant on where the closure was implemented this figure could be less. The modelling shows a significant impact on the level of queuing and delay on Water End. It might be expected that some further redistribution of traffic will take place, although it may be that the traffic that has remained using Water End has little alternative or it would have already done so. If this is the case the further reductions in traffic volumes on Clifton Bridge will be small and the delays will remain at this level. Overall in this situation the modelling is indicating a doubling in the level of congestion (queues and delays) at Clifton Green during both peaks. As a consequence it is likely that there would be a further spreading of the peaks.
12. Scenarios 4 and 9 show the impact of the reinstatement of a filter lane and signal at Clifton Green without the closure. This has been modelled at 7 vehicle lengths (expected use 4 vehicles per cycle of the lights) and is shorter than the pre-scheme situation 18 vehicle lengths (expected use 9 vehicles per cycle). The results indicate a big improvement during the AM peak but only a moderate improvement PM due to there being less vehicles turning left. It should be noted that whilst improvements would be realised on

opening 'day 1' of the proposal it is highly likely that traffic would gravitate back to Water End and the benefits seen would rapidly be reduced. This is not to say that this would not provide some relief on the routes that the traffic has been displaced to i.e. the Outer and Inner Ring Roads.

13. Scenarios 5 and 10 show the impact of closure accompanied by re-instatement of the shorter filter lane. In the AM peak the filter only partially mitigates against the impact of the closure. In the PM peak it more than mitigates and the situation represents an improvement over the current situation. The reason for it not being fully successful in the AM is that there is more traffic displaced onto the right turn with the short lane this blocks the left filter so its benefit is not realised.

Conclusion

14. Point closure on Westminster Road or The Avenue preventing through traffic is demonstrated to have a significant adverse impact on the highway network.
15. The impact of the point closure could be mitigated by the partial reinstatement of the left turn lane and filter at Clifton Green during the evening (and off) peak periods. The morning peak remains problematic, in that the impact of the closure is not fully mitigated by this measure and would see a significant worsening of congestion over the current situation.
16. Should the point closure take place and the left turn be reinstated then ideally these measures should be implemented together so as to avoid traffic trip redistribution taking the benefit of the added capacity afforded by the reinstatement of the left turn.
17. A further review of the signal timings will be made following any changes to include Saturdays and Sundays as well as the peak periods.

Contact Details

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Simon Parrett
Principal Transport Modeller
Transport Planning Unit
Ext 1631

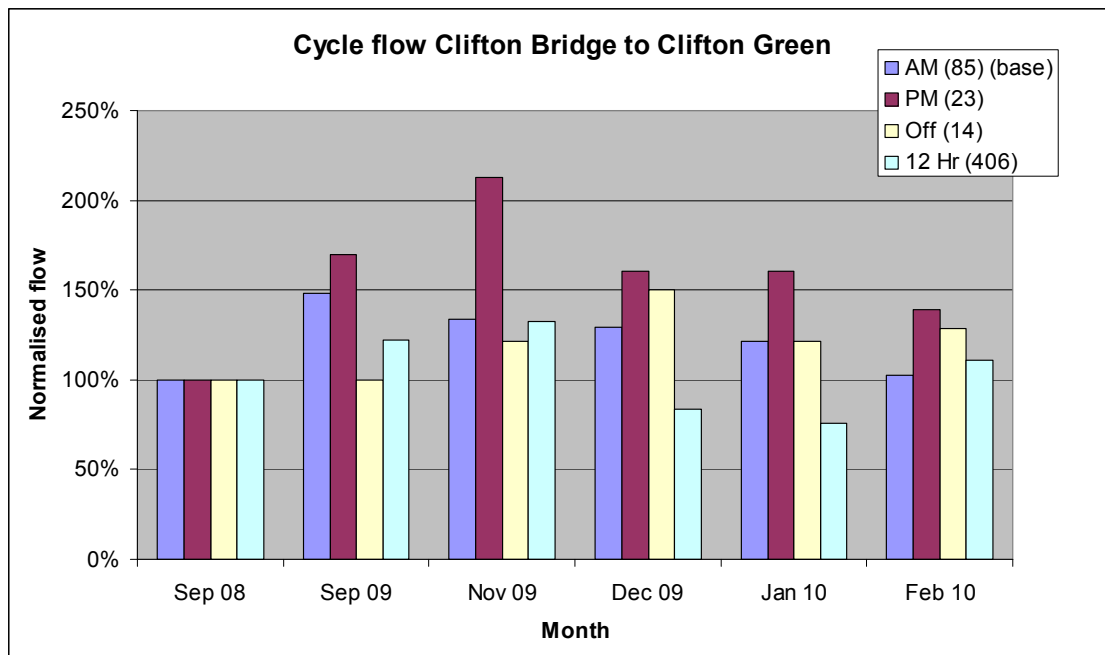
Cycle flow on Clifton Bridge 'Update': 31/3/2010

Chart shows the observed change in cycle flow on Clifton Bridge compared to a base month of September 2008. The base year flows are shown in (brackets) on the key.

An element of caution needs to be applied to the interpretation of the results.

- Cycle data is highly variable on a day to day and month to month level so the above results may be subject to random variation.
- Some of the flows are low so again susceptible to random fluctuations.
- There may be reasons for increased flow not related to the building of Water End cycle route – the Bootham riverside off-road cycle track was closed for bank maintenance south of Clifton Bridge.
- There was a protracted period of poor weather in January.
- Of a lesser impact Scarborough bridge was closed for maintenance 09/10 (reopened early Feb)
- The orbital cycle route is not yet complete.

Despite this the results are promising if not conclusive. The Water End 'End of Year Report' is due to be reported to the decision session of the Executive Member for City Strategy on 1st June 2010.

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Executive

6 July 2010

Report of the Head of Civic, Legal & Democratic Services

Effective Organisation Overview & Scrutiny Committee Final Report on the 'Effectiveness of the Executive Forward Plan'**Summary**

1. This report presents the final report of the Effective Organisation Overview & Scrutiny Committee following their review of the Effectiveness of the Executive Forward Plan. Councillor Watt, the Chair of the Committee at the time of the review, will attend this meeting to present the report.

Background

2. In coming to a decision to review this topic, the Committee agreed to focus their review on the following issues:
 - Should the Forward Plan be limited to 'Key' decisions only
 - The timing of Items appearing on the Forward Plan
 - Identifying an optimum format for the printed Forward Plan

Consultation

3. Both the Democratic Services Manager and the Monitoring Officer were consulted on the information gathered in support of this review. The Committee also sought the views of Executive Members, Group Leaders, Directors, Senior Officers, and FP Contacts

Options

4. Having considered the findings contained within the final report and its annex attached, Members may chose to amend and/or approve recommendations arising from this review.

Analysis

5. An analysis of all of the information gathered, is shown within the final report at paragraphs 8-22, in Annex 1.

Recommendations Arising from the Review

6. The Effective Organisation Overview & Scrutiny Committee agreed to make the following recommendations to the Executive:
 - i. the Constitution be revised to reflect the full requirements of the legislation and that officers be instructed to ensure working practices are in line with these requirements, as identified in paragraphs 9-10 above
 - ii. publication of the FP to revert to once per month, on or around the 14th of each month
 - iii. the 'Internal Clearance Process' section be removed from each FP entry
 - iv. each entry should clearly identify which O & S Committee's remit the issue relates to
 - v. more focus be placed on supervising the use of the FP i.e. the Forward Plan Administrators should ensure all the required information has been included – training to be provided where necessary.
 - vi. Scrutiny leads within each Directorate be identified to work with the relevant Scrutiny Committees, their Chairs and the Scrutiny Officers

Corporate Strategy

7. The scrutiny review of 'The Effectiveness of the Executive Forward Plan' was in line with the Council's aim of improving the Council's organisational effectiveness i.e. 'we shall be a modern council with high standards in all we do, living up to our values and be a great place to work. As members of the public are entitled to participate in the Council's decision making process, it is important that the Council's Forward Plan is robust and informative.

Implications

8. **Legal** - The Council's Constitution will need to be updated to reflect any changes approved by the Executive as a result of this review. The Council must comply with its statutory obligations relating to publication of the Forward Plan and as such, where the Committee has identified the Council is not currently complying effectively, it is important that those changes (identified in paragraphs 9-10 of the attached final report) are implemented with immediate effect.
9. There are no known HR, Financial, Equalities, Crime & Disorder, ITT, Property or Other implications associated with the recommendations arising from the review.

Risk Management

10. There are risks to the Council associated with not adhering to all the legislation associated with the statutory functions listed within the legal implications paragraph above. There is also a potential risk to the Council's reputation if it

fails to implement the necessary measures to address the expected increase in congestion levels

Recommendations

11. Members are asked to:

- i. note the contents of the attached final report and its annex
- ii. approve the recommendations as shown at paragraph 6 of this cover report.

Reason: To fully inform the Executive of the outcome of the Scrutiny Review.

Contact Details

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Chief Officer Responsible for the report:

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Report Approved



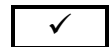
Date

14 June 2010

Specialist Implications Officer(s)

Wards Affected:

All



For further information please contact the author of the report

Background Papers:

Annexes

- Annex 1 – Final Report
- Annex A – Information Gathered In Support of the Review

Committee Members

- Councillor J Watt (Chair)
- Councillor D Horton (Vice-Chair)
- Councillor A D'Agorne
- Councillor P Firth
- Councillor B Boyce
- Councillor J Gunnell
- Councillor K Hyman

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Effective Organisation Overview & Scrutiny Committee

23 March 2010

Report of Head of Civic, Democratic & Legal Services

Review of the Effectiveness of the Executive Forward Plan – Final Report

Background to the Review

1. For some time, scrutiny Members have been expressing concern that their inability to carry out pre-decision scrutiny is due to the limited amount of time available between items appearing on the Executive Forward Plan and the relevant decision making meeting taking place. A majority of items appear on the Executive Forward Plan (FP) on average six weeks before the decision is required and this may be insufficient time to carry out any pre-decision scrutiny of the issues without requiring a deferral of the issue to a later decision meeting.
2. With this in mind, this Committee agreed to look in detail at the current use of the Council's FP in order to identify any methods for improving its use and effectiveness, and to agree a robust method for identifying issues suitable for pre-decision scrutiny.
3. In deciding to undertake this review, Members recognised that the FP is not the only tool available to assist them in identifying suitable topics for pre-decision scrutiny, and that there may be wider planning issues to be addressed which may provide greater assistance.
4. In November 2009, Members received a scoping report that presented information on the legislative and constitutional requirements associated with an FP. The report highlighted a number of requirements that were not currently being met and Members suggested that Democratic Services should make those necessary changes immediately to bring the Council's FP in line with legislation.
5. Having dealt with meeting the legislative requirements, the Committee identified a number of other issues to be addressed by this review:
 - the appropriateness of including only 'Key' decisions on the FP – it was recognised that should they recommend this change, it would limit the public's access to information on forthcoming 'Non-Key' decisions, thereby limiting their participation in the decision-making process. They therefore agreed that if as a result of their review, they were to recommend limiting the FP to 'Key' decisions only, they would also need to make recommendations in regard to an alternative mechanism for identifying forthcoming non-key decisions, in

order to ensure the same level of transparency and opportunity for participation by Members and the public.

- The inability to use the FP as a method of identifying issues suitable for pre-decision scrutiny, due to them appearing on the FP only 4/6 weeks before the decision is required.
 -
 - Whether the current format of the printed FP was overly complicated, and whether the information therein was relevant and/or sufficient
6. With that in mind, the Committee agreed to focus their review on the following issues:
- Should the Forward Plan be limited to 'Key' decisions only
 - The timing of Items appearing on the Forward Plan
 - Identifying an optimum format for the printed Forward Plan

Consultation

7. Both the Democratic Services Manager and the Monitoring Officer were consulted on the information gathered in support of this review. The Committee also sought the views of Executive Members, Group Leaders, Directors, Senior Officers, and FP Contacts.

Information Gathered & Analysis

8. The information gathered in support of this review, is shown in detail at Annex A.
9. In reviewing the Council's current working practices relating to the FP, the Committee identified a number of changes required to bring its operation in line with legislation and the Council's Constitution. These were:
- to carry out the annual publication of its statement of intent
 - to amend the period covered by each published plan to ensure it is produced at least 14 days prior to the first day upon which the plan comes into effect
10. The Committee also recognised that the following information required by legislation was currently missing from the FP:
- A list of the members who make up the Executive
 - The steps that may be taken by any person who wishes to make representations to the Executive or to the decision maker about the matter in respect of which the decision is to be made, and the date by which those steps are to be taken
11. The Committee agreed that it would be better if this missing information appeared in the introduction section at the beginning of the printed FP (and on the FP homepage online), rather than on each individual FP entry.

13. As all of the above are required by legislation, officers within Democratic Services are already making arrangements for these changes to be put in place.
14. In addition, the Committee recognised that:
 - a) information on any consultation due to take place is rarely identified within any of the FP entries. The Council's working practices therefore need to be revised to ensure any consultation due to take place is identified (in line with legislation and the Council's Constitution).
 - b) there is no longer an organisational need to:
 - publish the FP twice a month - in an effort to reduce the amount of work involved in administering and publishing the plan, the Council could revert to publishing only once per month (on or around the 14th of each month) in line with legislation.
 - Include information on the internal clearance process – this could be removed from each entry, thereby limiting the amount of work involved in submitting an entry and helping to focus the public's attention on the key information e.g. the description of the decision due to be made
 - c) the type of decision due to be made could be made clearer on each FP entry by using simpler phrasing e.g. key or non-key, rather than 'Executive Decision of 'Normal' importance'.
 - d) many items submitted are incorrectly identified as 'non-key' decisions when in fact they are 'key'. Members considered recommending the removal of 'non-key' items from the plan (bringing the FP in line with legislation), but recognised the benefit of having all forthcoming decisions recorded in one place. However, if both are to remain in the plan, Members felt the situation could be improved if the definition of a 'key' decision was more clearly defined, and if officers submitting items and administering the plan, were better informed. The Committee therefore agreed to recommend changes to the definition of a 'key' decision.
 - e) it may be beneficial to identify within each FP item the relevant overview & scrutiny committee, whose remit the item relates to. This would assist Members and the public in submitting possible topics for scrutiny review to the correct scrutiny body. It would also provide another mechanism for searching through the online plan for items of interest.
 - f) the Council's Constitution will need to be updated to ensure it fully reflects all the legislative requirements, and any changes required as a result of this review.
15. Finally, the Committee acknowledged that the FP is not the optimum tool for identifying forthcoming issues suitable for pre-decision scrutiny, and agreed that the Council now needs a cultural change in the way that scrutiny is supported within the organisation. They recognised that an improved level of support from Directorates, would help to ensure that the scrutiny committees were kept more informed of future work planned and developing policy changes, thus providing a working

environment which would facilitate opportunities for carrying out pre-decision scrutiny. The Committee therefore agreed that an optimum mechanism needs to be identified to improve:

- buy into the role of scrutiny amongst senior officers across all directorates
 - the working relationship between the Executive and Scrutiny
 - scrutiny's ability to undertake constructive challenge and enhance their role in policy development
16. Having concluded the above, the Committee formed a Task Group made up of three of its members to draw up some draft recommendations for the full Committee's consideration.
17. The interim Monitoring Officer was then consulted on the proposed recommendations, and in reminding the Committee that legally it is the Leader's Forward Plan, she supported the basic changes identified and gave the following advice:
18. Changing the definition of a 'key decision'
The legislation requires a 'key decision' to be defined as those are decisions which have to be taken in public and which therefore have to appear on the FP. Given that this council includes all decisions for the executive and executive members to be included on the FP and all of those decisions are taken in public, it is not immediately clear why the distinction between 'key' and 'non key' items is significant except insofar as officer decisions are concerned. (Officer key decisions have to appear on the FP but do not have to be taken in public)
19. The statutory definition of 'key decision' is one which is:
- likely to result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates, or
 - Significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the area of the Council
20. The proposed financial limit is currently unclear as there is no definition of 'particular area'. The recommendation asks for that to be defined but it would be useful to have an understanding of whether the committee is thinking in terms of cost centres (potentially very small service areas) or Divisions (much larger service areas). Lowering the figure to £100,000 may mean that it falls outside the definition of 'significant' included in the legislation.
21. In terms of the impact on communities, the assumption is that this refers to the impact on two or more wards as that is the statutory definition unless it is the intention of the Committee that this could apply to one ward only. The reputation of the Council does not obviously fall within the definition of 'impact on communities' and this should be removed. Overall it is not entirely clear why this element of the statutory definition needs further elaboration.

22. The interim Monitoring Officer went on to update the Committee on a number of proposed changes to the way scrutiny is supported corporately across the organisation and suggested a way in which key issues for scrutiny could be identified to help shape future policy development or improve working practices, including improving the process of planning Executive agendas. It was felt this would have a positive impact on forward planning throughout the Council which in turn should make the FP a more effective tool for scrutiny.

Corporate Strategy

23. This scrutiny review is in line with the Council's aim to improve the Council's organisational effectiveness i.e. 'we shall be a modern council with high standards in all we do, living up to our values and be a great place to work. As members of the public are entitled to participate in the Council's decision making process, it is important that the Council's Forward Plan is robust and informative.

Implications

24. **Legal** - The Council's Constitution will need to be updated to reflect any changes approved by the Executive as a result of this review. The Council must comply with its statutory obligations relating to publication of the Forward Plan and as such, where the Committee has identified the Council is not currently complying effectively, it is important that those changes (identified in paragraphs 9-10) are implemented with immediate effect
25. There are no known HR, Financial, Equalities, Crime & Disorder, ITT, Property or Other implications associated with the recommendations in this report.

Risk Management

26. If the changes needed to ensure the Forward Plan is meeting the legislative and constitutional requirements are not made, there is a risk to the Council that the Forward plan will remain organisationally ineffective and moreover, not be operating in accordance with statutory requirements.

Recommendations

27. Having considered the information within this report, its associated annexes, and advice from the Monitoring Officer, Members concluded the review and agreed to make the following recommendations to the Executive:
- i. the Constitution be revised to reflect the full requirements of the legislation and that officers be instructed to ensure working practices are in line with these requirements, as identified in paragraphs 9-10 above
 - ii. publication of the FP to revert to once per month, on or around the 14th of each month
 - iii. the 'Internal Clearance Process' section be removed from each FP entry

- iv. each entry should clearly identify which O & S Committee's remit the issue relates to
- v. more focus be placed on supervising the use of the FP i.e. the Forward Plan Administrators should ensure all the required information has been included – training to be provided where necessary.
- vi. Scrutiny leads within each Directorate be identified to work with the relevant Scrutiny Committees, their Chairs and the Scrutiny Officers

Reason: To conclude the work of this review, in line with scrutiny procedures and protocols, enabling the final report and agreed recommendations to be put forward for consideration by the Executive.

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Chief Officer Responsible for the report:

Alison Lowton
Acting Head of Civic, Democratic & Legal Services

Interim Report Approved **Date** 2 February 2010

Wards Affected:

All

For further information please contact the author of the report

Background Papers: N/A

Annexes:

Annex A – Information Gathered In Support of the Review

Review of the Executive Forward Plan

Information Gathered In Support of the Review

The Committee held a number of meetings at which they received a number of reports in support of this review. Each report presented information on City of York Council's Executive Forward Plan, paying particular attention to how it relates to constitutional and legislative requirements.

Limiting the Forward Plan to 'Key' decisions only

Since the introduction of Executive arrangements in York, the Council's FP has always included both 'Key' and 'Non-Key' decisions. The number of 'Key' decisions appearing on the FP is minimal in comparison to the number of 'Non-Key' decisions – as shown below:

Municipal Year	Number of Key Decisions	Number of Non-Key Decisions
2009 – 2010	1 (to date)	81
2008 – 2009	7	219
2007 – 2008	12	173

These figures suggest that items are not being correctly identified as either key or non-key. From a cursory examination of recent Executive agenda it appears that potentially more than one 'Key' decision has been taken this municipal year.

In the case of 'Non-Key' decisions, it is expected that the figures for 2009-10 will be lower than previous years following the introduction of a separate log for 'information only' reports, resulting in their removal from Executive Member agenda.

Council is exceeding its legislative requirement by including non-key decisions on its forward plan. Based on the number of 'Key' and 'Non-Key' decisions shown above, it is clear that there is an issue within the Council of identifying what is a 'Key' decision. This may be as a consequence of the Council's constitutional definition i.e.:

'A decision made in connection with the discharge of a function which is the responsibility of the Executive and which is likely to:

- result in the Council incurring expenditure, or making savings, which are significant having regard to the Council's budget for the service or function to which the decision relates i.e.:
 - make a saving of more than 10% of the budget for a particular area - or be more than £500,000
 - require spending that is more than 10% of the budget for a particular area - or be more than £500,00
- be significant in terms of its effects on communities '

Alternatively, it may be that there is a lack of understanding about the need to make this identification correctly, when the FP contains both 'Key' and 'Non-Key' items. If this is the case, the removal of 'Non-Key' items from the FP may encourage officers to correctly identify the type of decision they require.

There are some consequences to limiting the FP to 'Key' decisions only, e.g.:

Consequence	Effect / Available Solution
It would seriously reduce the amount of work involved and time taken to populate and publish each FP.	Effect - Reduced workload for: <ul style="list-style-type: none"> • Directorate based FP Contacts (currently the Director's PAs act as FP Contact for their Directorate), • Forward Plan Administrator in Democratic Services.
It would require another mechanism for identifying 'Non-Key' decisions items for agendas	Available Solution - The Committee Management System provides a simple mechanism for addressing this issue e.g. <ul style="list-style-type: none"> • an officer writing a report which requires a 'Non-Key' decision can easily submit an agenda item onto the relevant draft agenda via the electronic system, well in advance of the meeting date. • Later, they can attach the associated report they've produced to that agenda item.
It would require more focus on correctly identifying whether an item is 'Key' or 'Non-Key'	<ul style="list-style-type: none"> • The Democracy Officer can see at a glance whether the report has been attached and can chase up the report as the report deadline approaches. • Once attached, the Democracy Officer can check the report in the usual way before publishing the agenda. <p>Effect – Introducing the above mechanism would involve establishing a separate procedure for 'Non-Key' decisions, which may be seen as an unnecessary complication</p>

Timing of Items Appearing on the Forward Plan

The issue of deferring items on a FP has always been contentious, and many Authorities experience this. Historically in York, it has led to many items appearing on the FP only 4/6 weeks in advance of the decision being required. This is limiting the time available for scrutiny members to identify and carry out pre-decision scrutiny of the associated issues.

It should be noted that the longer the period between an item appearing on the FP and the decision date, the more likely it is that the decision date will change, as the entries become more speculative. A necessary consequence of including items

early is that Members understand the need for flexibility around decision dates. It is therefore recognised that an important cultural change at the Council is required in order to ensure an environment exists in which officers work within guidelines on acceptable reasons for deferral of FP items, and where Members accept the necessity on occasion for deferral. The Committee Management System already provides a mechanism for recording reasons for deferral and enables those reasons to be visible online.

The alternative method for identifying forthcoming 'Non-Key' decisions outlined within the table at paragraph 8 above, would not restrict report writers from adding these well in advance of the decision being required, thus enabling their earlier identification by scrutiny, allowing more time for pre-decision scrutiny to take place where necessary.

Optimum Format of Printed Forward Plan

An example of this Council current FP format is shown at Annex A. Only some of the information contained therein is required by legislation, leaving some scope for simplifying the process by reducing the amount of information required per item. However, the current printed format of the Council's FP does not include all of the information required by legislation. Therefore, whatever changes this Committee recommends to the layout and format of the FP, they must allow for the inclusion of the following information:

- the members of the decision making body to be listed i.e. the names of the Executive Members (*in practical terms it would be better for this information to appear at the beginning of the printed FP, rather than on each FP entry*)
- the steps that may be taken by any person who wishes to make representations, and the date by which those steps are to be taken (again, *in practical terms it would be better for this information to appear at the beginning of the printed FP, rather than on each FP entry*)
- a list of the documents to be submitted to the decision maker for consideration, in relation to the matter in respect of which the decision is to be made (*this information would be specific to each individual entry therefore it would need to appear on each one*)

In addition, although the Council's Constitution states that details of any consultation taking place should be included (in line with the legislative requirement), in practice this does not happen in York. The Council's working practices therefore need revising to ensure this is done, where relevant.

There are over a hundred Council's nationally using the same Committee Management System as used by CYC. Each of them produces a FP and many have chosen to adapt the style of their plan to best suit their individual needs. Many of these are much simpler and clearer than the format this council currently has in use and the Committee looked at a number of these when considering the optimum layout and format for use by CYC.

Consultation Feedback

Simultaneously to the work on this review, the Monitoring Officer has been considering how scrutiny and the support given to it might be improved. Her comments and suggestions are shown at paragraph 18 of the draft final report.

The Committee also consulted with Executive Members, Group Leaders, Directors, Senior Officers, and FP Contacts on possible changes to the FP and options for earlier identification of topics for pre-decision scrutiny. It generated a number of responses.

From the Executive Member for City Strategy:

Forward Plan - The existing format is of little use to anyone. We should judge it on the basis of how helpful it is in informing residents about what is happening.

Residents have 5 requirements

- a. What is the decision to be taken?
- b. How will it affect me?
- c. Who will take the decision?
- d. When will the decision be taken?
- e. How can I (a resident) influence the decision?

The rest of the information is essentially an internal administrative process (and can be referred out to a second layer document)

I'm not at all sure that the other formats used by other Councils are actually much better in addressing these questions.

Key Decisions - What forms a Key Decision in York is largely mystic. You can argue that the undefined "community interest" criteria could make all decisions "Key". I doubt whether this would meet national legislative requirements.

Some decisions are, of course, reserved for Council (while others have been delegated to officers, although the delegation in some Departments seems to have gone too far and needs to be reviewed)

One list - Having 2 lists (Key/Non Key) would add more confusion to the process. We need an integrated approach.

Information Register - This has limited value. The Executive members are going to routinely report these items through the decision session simply to provide accessibility for residents (residents should have the opportunity to raise questions on them, publicly, if they wish to).

Mod.Gov alerts - These are largely useless. They don't answer the 5 important questions at a glance (see 1 above) and appear at seemingly random times. Need a facelift

Business Plans - There is an argument for (say) the covering sheet for each Department/Portfolio work plan to be updated in real time and made available on the shared drive. These could include the decisions that are to be taken over the

next 2 months (at least) but it would have to be accepted that these would be subject to change. Some Departments already have a forward programme of decisions and publish it for their internal DMT meetings.

Web Site - "Up coming decisions" need to be added to the home page of the Council web site

From the Corporate Policy Officer:

One issue has always been lack of time for things to be picked up and this applies across a range of policy areas - it is easier to pick up and address issues early than wait until the last minute - i.e. when we have to implement something. However in the past relevant Executive Members have been somewhat reluctant to put items on the agenda that they don't see as important - even if they are a matter of national policy & this has led to us failing to meet requirements or having a motion put at full council and no real response.

If the methods proposed will enable earlier debate of key issues it should improve decision making in the longer term.


However still struggling to see the overall co-ordination of cross-cutting issues in this - who champions something that crosses several areas. At the moment we are setting up a policy network for officers and possibly this might have some potential to link into Directorate plans as there will be Directorate contacts with I hope a co-ordination role. The Chief Executive has also been talking about something for Member development on policy but nothing firm yet.

From the Head of Arts & Culture:

The first thing that strikes me is the issue of defining a Key decision is almost entirely based on budget implications. Is this the same with the other councils using the method of limiting Executive business via the Key decision route? There surely are some decisions whose budget implications are not yet known or have political and cultural implications that the Executive may wish to retain a view on that would be missed by the current definition. Clearly the system needs improvement but one also needs to ensure that appropriate decisions are owned by the Executive. Is this definition of Key Decision one that is legally or constitutionally proscribed or do councils have the opportunity to determine what is key to them?

I'm also not sure how this would then have knock on effects to the Executive decision making level. And the scrutiny procedures operating at that level.

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Executive	6 th July 2010
Report of the Head of Civic, Legal and Democratic Services	

CHANGING EXECUTIVE ARRANGEMENTS

Summary

1. The Council is obliged to change its executive arrangements from next May. The new arrangements need to be determined by full Council before the end of this year and there is a requirement for public consultation prior to the decision making. This report seeks support for the proposed consultation arrangements.

Background

2. The Local Government Act 2000 required most local authorities to operate executive arrangements using one of three model forms of executive provided for in the Act:-

- elected mayor and cabinet
- leader and cabinet
- elected mayor and Council manager

The majority of Councils, including the City of York, opted for the leader and cabinet model.

3. The Local Government and Public Involvement in Health Act 2007 now requires local authorities in England to operate one of two models, namely:-

- elected mayor and cabinet
- “new-style” leader and cabinet executive (England).

4. The new arrangements take effect in York’s case on the third day after the 2011 Council elections. The new Government has announced an intention to legislate to allow Councils to return to a Committee system. The detail behind this is unclear and the amending legislation is unlikely to be in place before York has to comply with the existing provisions.

5. Under the **elected mayor model**, the executive consists of:-

- a mayor elected by the local authority electorate for a four year term,
and
 - between two and nine councillors of the authority appointed to the executive by the elected mayor.
6. Under the **new style leader and cabinet model**, the executive consists of:-
- a councillor of the authority (“the leader”) elected as leader of the executive by the Council, and
 - between two and nine councillors of the authority appointed to the executive by the leader.
7. The new style leader and cabinet executive differs from the existing leader and cabinet model in a number of other ways:-
- the leader is appointed for his current term of office as a Councillor rather than appointed annually. It is though possible to make provision in the Constitution for the Council to be able to remove the leader earlier;
 - the leader rather than the Council determines the size of the executive;
 - the leader rather than the Council appoints the members of the executive and can remove them at any time;
 - the leader must appoint one member of the executive to be deputy leader who will act as leader if the Leader is unable to act. The deputy leader’s term of office will be co-terminus with that of the leader (provided that the deputy leader remains a councillor). However, the leader can remove the deputy leader from office;
 - the leader and not the Council will determine the arrangements for the delegation of executive functions.

With one important difference the powers of the leader and those of an elected mayor are now the same.

8. The key difference in terms of powers is that under the leader and cabinet model, the executive recommends the budget and strategic policies to the council which may approve, amend or overturn them by a simple majority. Under the mayor and cabinet model, the executive submits the budget and strategic policies to the Council. Council can only amend or overturn the proposals by a two-thirds majority.
9. The other significant difference is that an elected mayor (unlike the leader) is not a councillor and would be directly elected by the whole city electorate rather than having his/her own ward.

Consultation

10. Even if the Council is minded to opt for the new-style leader and cabinet model certain legal steps must be taken. In summary these require:-

- Consultation with local government electors and other interested persons in York.
- Following that consultation the Council must draw up proposals for the change.
- The Council must pass a formal resolution to make the change.
- The proposals must be published in accordance with legal requirements

The resolution must be passed no later than 31 December 2010.

11. There was previously a requirement that before the Council could implement proposals for an elected mayor there must be a referendum. This has changed and now the holding of a referendum is discretionary unless the authority's current form of executive was itself approved in a referendum (which was not the case in York). This does not affect the requirement to hold a referendum if at least 5% of the local electorate petitions for a referendum on the council's governance arrangements.

12. There is no guidance on the steps which must be taken to meet the legal requirement that "reasonable steps" to consult local government electors before publishing proposals.

13. Case law though requires that public consultation must:-

- (i) be undertaken when the decision that is being consulted upon is still at a formative stage (i.e. no pre-determined decision has been made and the public body is not merely paying "lip-service" to its obligation to undertake a consultation);
- (ii) include sufficient information to allow interested parties to consider the decision that is being consulted upon and formulate their response;
- (iii) allow adequate time for interested parties to consider and respond to the consultation;
- (iv) take all the responses from the interested parties conscientiously into account when the ultimate decision that is the subject of the public consultation is taken.

14. It is proposed that the consultation should include the following:-

- (i) consultation with each political group;
- (ii) issuing a press release at the beginning of the consultation period and inviting a response to the consultation document;

- (iii) putting copies of the consultation document in public buildings such as local libraries;
- (iv) putting an article Your City (circulated early August)
- (v) putting a copy of the consultation document on the Council's website and publicity as to the consultation on the Council's website;
- (v) consultation through the Without Walls Partnership.
- (vi) An informative to Ward Committees

Proposed Timetable

- 15. Public Consultation Mid July to mid September 2010
- 16. Report with draft proposals to Executive 21st September 2010
- 17. Report with draft proposals to Audit and Governance Committee 29th September 2010
- 18. Report with draft proposals to Council on 7th October 2010
- 19. The new form of Executive implemented after the local government elections in May 2011.

Options

- 20. There is a statutory obligation to change the Council's executive arrangements and to undertake public consultation before doing so. At this stage the options available relate to the timing and method of consultation. In due course Council will have to determine which of the two models of executive it wishes to adopt.

Analysis

- 21. The proposed consultation arrangements will meet legal requirements and provide ample opportunity for views to be put forward by those who may wish to do so.

Corporate Priorities

- 22. Proper and lawful decision making arrangements are integral to the Council delivering all of its priorities but are particularly linked to the effective organisation priority.

Implications

- 23.

(a) **Financial** – No specific implications

- (b) **Human Resources** – No specific implications
- (c) **Equalities** – No specific implications
- (d) **Legal** – Implications are described within the report
- (e) **Crime and Disorder** - No specific implications
- (f) **Information Technology (IT)** - No specific implications
- (g) **Property** - No specific implications
- (h) **Other** – None

Risk Management

- 24. The key risk is failure to comply with legal duties and this is addressed within the report.

Recommendations


- 25. Members are recommended to give support to the proposed consultation arrangements described within the report.

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Specialist Implications Officer(s) None			
Wards Affected: <i>List wards or tick box to indicate all</i>			All <input checked="" type="checkbox"/>
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Background Papers:

All relevant background papers must be listed here. None

 <p>CITY OF YORK COUNCIL</p>	
Executive	6th July 2010
Report of the Chief Executive	

More for York - Organisation Review - Phase 2 - Assistant Director Level

Summary

1. This report presents a proposal, and recommendations to the Executive for restructuring of roles at Assistant Director level across City of York Council (CYC).
2. The objectives of the proposal are to deliver:
 - A smaller, strategic senior management team, focused on delivering:
 - A more responsive service at neighbourhood & community level.
 - Services that respond to an ever-changing population, and that are designed around customer needs.
 - An improved citywide approach to securing economic prosperity for the City of York.
 - A strengthened commitment to partnership working and integration of service provision with partners.
 - The flexibility to respond and adapt to changing central government policy.
 - Agreed savings of 1.658m net (2.293m gross).

Background

3. In July 2009 the Executive commissioned the development of a set of blueprints for the More for York programme, including an organisation review blueprint. The objective of the organisation review blueprint is to create a management structure for CYC that will deliver the priorities of the Council and deliver 2.293m gross savings. The Executive asked for:
 - A full review of senior management structures, ensuring we are fit for purpose and able to deliver services of the future.
 - A review of potential centralisation of all support services.
 - Rationalisation of levels of management to give clear focus and reduce costs.

4. In December 2009 the Executive approved phase one of the organisation review i.e. the establishment of a new organisation structure for CYC. From the 1st April 2010 there are four Directorates:

- Customer & Business Support Services
- City Strategy
- Communities & Neighbourhoods
- Adults, Children and Education

CYC is now managed by a Corporate Management Team of four Directors and the Chief Executive, a reduction of 33% in Director posts, and a saving of £242k per annum gross. This left a balance of £2.051m gross savings to be found from the remaining four tiers of management (337 posts).

5. Phase two of the organisation review has focused on the management structure at Assistant Director level and has been conducted along the same lines as phase one, i.e.

- Appraisal of the City and the Councils priorities both now and in the future.
- Appraisal of strengths and weaknesses of the current structure against these priorities.
- Consultation with staff, Members, partners, regulatory bodies, trade unions.
- Research and benchmarking across LA's.

6. Since the organisation review blueprint was commissioned significant changes have taken place in the fiscal and policy context for local government, which affect what CYC is required to do by central government, and the funding which is available from central government for delivery of services. In year reductions of funding - for 2010/2011 - have been announced and forecasts for reductions in future years funding for the public sector vary between 3% - 7.5% per annum for the period 2011 - 2014. Central government is moving to deregulate public service delivery and localise decision making and has already approved the abolition of:

- Regional Spatial Strategy
- Regional Development Agency
- Comprehensive Area Assessment

with immediate effect, signalling a move to a smaller public sector and local control. These significant shifts have been taken into account in framing the second phase proposals of the organisation review. The priority to protect front line service delivery and sufficient operational management to guarantee quality of service delivery remains.

Consultation

7. Extensive consultation on phase two of the organisation review has taken place in May & June 2010. This feedback has shaped the proposal and the recommendations.

Consultation has taken place through:

- Assistant Director group & individual sessions
- All staff group and individual sessions
- CMT workshops and individual sessions
- Briefings with Leaders & Executive Portfolio Members
- Briefings with Trade Unions
- Submissions received by e-mail or in writing
- Discussions with partners including
- Discussion with the regulatory bodies

8. Consultation was framed around ideas and thoughts put forward by Corporate Management Team (CMT) in a set of documents. These documents presented initial thinking around groupings of services around the Assistant Director Posts. (Appendix 1)

9. Key findings from the consultation are:

10. *Overall* - Staff want to be involved in the whole organisation restructure now and in the future. We need to keep the channels of communication, ideas and thoughts open. Broad support was received for all areas under review, and a clear message there should be no exemptions and all layers should be reviewed. There was appreciation from partners at being included in the discussions and having access to the documents.

11. *Chief Executive* - Staff want to be involved in shaping what the new Directorate looks, feels and operates like. There is an understanding that the next stage of the review - stage three for grades 10/11/12 - will be where the changes are made, and they want to be fully involved in this.

12. *City Strategy* - General support of proposals, there was particular support for bringing together the Development Management Team. Feedback indicated a need to address highway safety and the bringing together of teams on sustainability and carbon reduction. Widespread support for bringing together projects under one single block to improve the consistency and performance on key projects.

13. *Communities & Neighbourhoods* - General support for suggested groupings of services. A strong view that parks and open spaces should remain closely linked to other culture based services. Trade Unions have not responded formally but have expressed an acknowledgement of groupings, together with concern over the reduction in ADP. Partners provided acknowledgement of groupings. Concern was expressed about maintaining links and joint working between Adult Services and Housing, and also balance with the broad culture offer.

14. *Adults, Children and Education* - Cross Directorate support being in place for main proposals. Trade Unions whilst not formally responding have also expressed general support for the approach being recommended at Directorate consultation meetings. Partnership forums and specific partner representations have provided contributions, which will support future implementation.
15. *Customer & Business Support Services* - Feedback acknowledged that structures within CBSS are under blueprint. Strong support to retain focus on key areas of Customers, Finance, HR and Legal. Support for Creditors to move from Customer Finance to Finance. The Audit Commission has no firm views, other than it sees a need to retain the key professional disciplines in whatever structure prevails.
16. *General* - Corporate functions and Directorate based services need to work collaboratively.

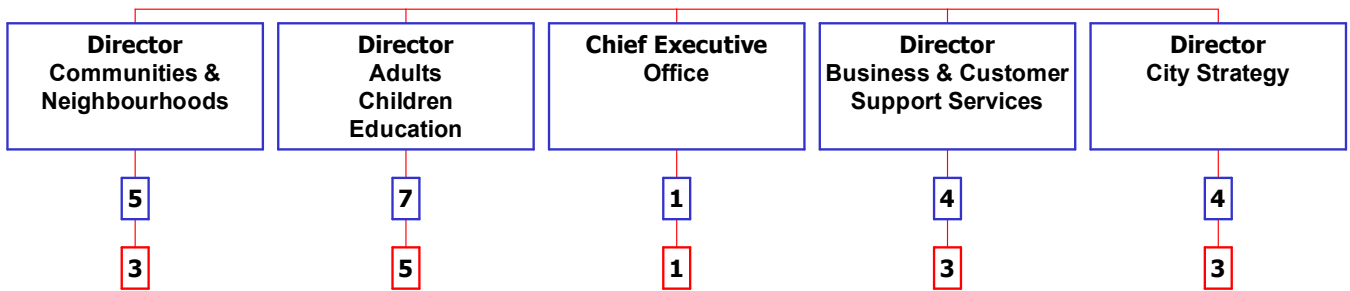
Benchmarking

17. Information was obtained on senior management structures for comparison from a range of authorities.
18. *City Strategy* - Six councils were considered, all northern unitary councils most of whom had recently reorganised - Cheshire West, Cheshire East, North Lincs, Hartlepool, Sunderland and Durham - The number of Assistant Director posts varied from three to six, dependent on actual responsibility in the Directorate differences in numbers varies as to whether Housing and Waste Services were included or not.
19. *Communities & Neighbourhoods* - Comparison with other authorities has been useful, and has challenged thinking but has also made it clear that structures are dependent on particular context and circumstances.
20. *Adults, Children and Education* - An increasing number of authorities have a combined Adults, Children and Education portfolios. Comparison is difficult given the lack of consistent language used in describing structural arrangements. Other authorities which have gone down this path range in scale from large counties to small unitaries. The level of integration of adults and children's functions varies considerably. The feedback from authorities that have directly encompassed health functions is mixed.
21. *Customer and Business Support Services* - The general theme is that most authorities have a clear and senior lead for HR, Finance and Legal. In many cases ICT has its own highly visible lead. Customer Services varies in different Councils, in terms of scale and structure. Comparisons have focused upon Councils who are recognised as high performing, are unitary, and where possible have recently restructured themselves.

Proposal

- 22. The Corporate Management Team have spent time together developing their proposal; assessing what is required for CYC to be able to deliver its priorities in the current financial and policy environment. This with the consultation and benchmarking has produced one proposal, which responds and satisfies the objectives set for the organisation review.
- 23. The structures below Assistant Director level will be developed once the Assistant Director is appointed.

To following is the proposed Assistant Director structure:



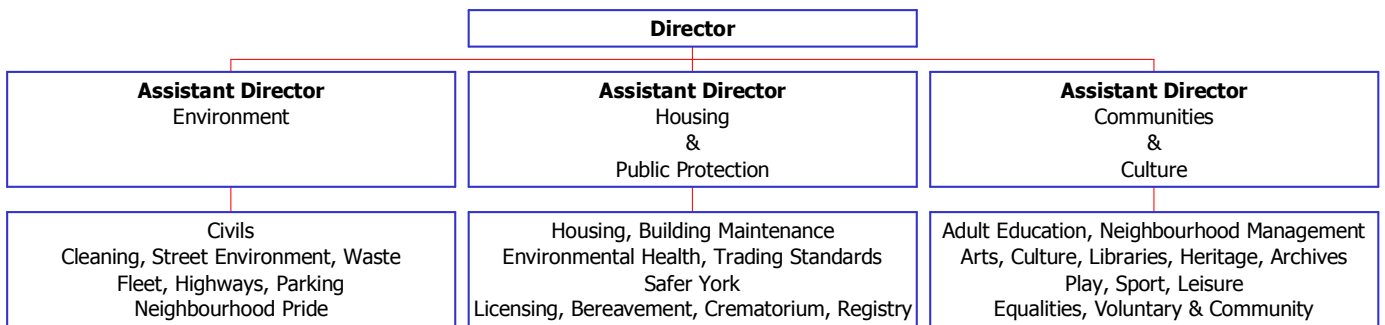
- 24. This proposal delivers a smaller team with a reduction of six Assistant Director posts from a pool of twenty-one; this is a reduction of approx. 28%.
- 25. *Chief Executive Office* - There is one Assistant Director responsible for Policy, Performance and Partnerships; the post holder will work closely with the Assistant Directors in Customer and Business Support Services.



- 26. *City Strategy* - There are three Assistant Directors, responsible for Economy & Asset Management, Strategic Planning & Transport, Planning & Sustainability. This delivers a saving of £85k.
- 27. The service areas reporting into these posts fit into clear groups.



28. *Communities & Neighbourhoods* - There are three Assistant Directors responsible for Environment, Housing & Public Protection, Communities & Culture, including Equalities, previously in Chief Executive. This delivers a saving of £170k.



29. *Adults, Children and Education* - The statutory roles of Director of Adult Social Services and Director of Children's Services were established through legislation and sought to ensure clear leadership and lines of accountability for such services. There are to be five Assistant Directors, delivered over two phases. One to be delivered in line with the other Directorates in December 2010. The second to be delivered by April 2012 by further consolidation internally or through the health partnership. This will deliver a saving of £170k.

30. The interim six portfolio model delivers:



- **Adult Assessment & Safeguarding:** a portfolio responsible for the timely and quality assessment and review of all groups of adult users and their carers, and the development of care and support packages which successfully address holistic individual need, and for the safeguarding of all adult groups
- **Adult Provision & Modernisation:** a portfolio responsible for the provision of high quality home based support, day and residential care services and which leads the modernisation of those services in line with customer opinion and best practice;
- **Integrated Commissioning:** a portfolio that will ensure that outcomes achieved by statutory services and non statutory, in house and external, are of the highest possible quality, at the best possible price, and which address both locally assessed need, future demographic patterns and key strategic priorities. This portfolio will also take the lead with external partners in the health community and elsewhere, and will incorporate the Children's Trust, Adult Commissioning and the DAT;
- **Children with Specialist Needs:** a portfolio that focuses on the most vulnerable children and young people - children in need of safeguarding, direct protection and planning for future care arrangements. In addition the service covers those with significant additional needs arising from particular disabilities;

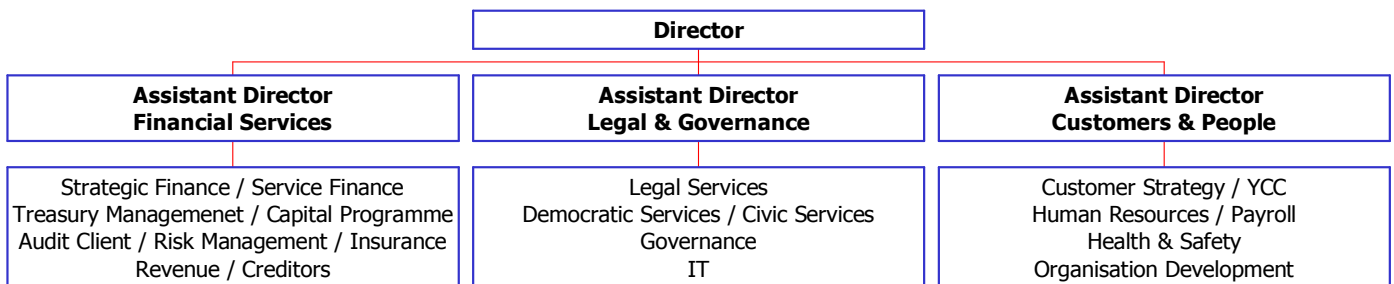
- Education: a portfolio responsible for ensuring that our early years settings, schools and post 16 provision across the city provide the best possible educational outcomes for all our children and young people and that barriers to progress are effectively addressed;
- School Planning and Organisation: a portfolio responsible for the planning and organisation of school places and school admissions, ensuring that capital investment reflects strategic need and local priorities. The portfolio will also provide or commission a range of services supporting schools and the wider directorate. The portfolio will also lead on key Directorate based business continuity, management information, performance, health and safety, industrial relations, complaints and risk management functions.

31. Over the next twelve months a further review of the Directorate will take place, including:

- Assessing joint opportunities around further integration between health and social care
- The nature of future adult services provision
- The location of Community Health Services
- The future of building schools for the future
- The future impact of Academies

32. *Customer & Business Support Services* - The proposed structure is below and delivers three Assistant Directors. The proposal brings together responsibility for Financial Services, Customers & People and Legal & Governance. This delivers a saving of £85k.

33. The four Corporate Assistant Director (3CBSS + 1 CEX) will work together to propose the detailed structure underneath to ensure there is a strong framework in place to deliver the support the organisation needs.



Analysis

34. The delivery of this smaller strategic management team delivers a 28% reduction in posts, together with the already delivered Director reduction of 33%. To complete the organisation review a 9% reduction in management at grades 10/11/12 will be required.

35. There will be a need to support the new management team through the cultural change required to deliver a senior strategic management team with operational management given greater responsibility for decision making in the provision of services for CYC.
36. Chief Executive - Will ensure cost effective focus on delivery of CYC's priorities, and support Elected Members at Leaders of the City.
37. City Strategy - The new portfolios support a citywide approach to securing economic prosperity for the City of York.
38. Communities & Neighbourhoods - New portfolios support a more responsive service at neighbourhood and community level.
39. Adults, Children & Education - Delivering a two phase approach will allow the organisation to respond to the changing demographics of the City, new policy from new government, and changes across partners.
40. Customer and Business Support Services - The Executive has already brought together these services under one Directorate, the creation of these portfolios takes that to the next level.
41. The Councils approach to managing major capital projects has previously been identified as needing strengthening. This has been further emphasised through the staff consultation process. It is therefore proposed to investigate this further and bring another report to Members with options for addressing this matter.

Corporate Priorities

42. The above proposal offers a strong framework for delivery of the corporate strategy.

Implications

Financial

43. The organisation review has a target of £1.6m net saving, this equates to £2.3m gross taking into account redundancies and release costs. The new Assistant Director Structure will deliver a saving of £510k per annum gross. Together with the savings already made of £242k at Director level the balance of £1.5m gross savings will be made from the remaining three levels of management (grades 10/11/12).
44. As a result of the proposal it is anticipated that the regarding of some posts will need to take place to ensure the proposed structure will operate effectively.

45. The cost of this will be managed within the existing budget and as a result of this we would recommend you delegate authority to the Head of Paid Service to determine grading arrangements.

46. As per the report to the Executive on 15th December 2009, 33k per annum (for a duration of three years or until the organisation review is complete) has been approved for the retraining and redeployment of staff.

Human Resources

47. All implications will be managed through the corporate Assessment of Change Process.

48. An important part of this process is the consultation. All staff directly affected have been given the opportunity to discuss ideas and thinking in groups and on an individual basis. Further to this all directly affected staff have been taken through the assessment of change process and given the opportunity to go through it in more detail on an individual basis.

49. Staff have also been offered individual one to one external coaching, developing and mentoring support.

Equalities

50. The organisation review will comply with all Equalities And Employment legislation. The new job descriptions will include a core competence in relation to equalities.

Legal

51. The Monitoring Officer post is governed by S5 Local Government and Housing Act 1989. This requires every authority to designate one of its officers as Monitoring Officer in order to carry out a range of functions under the Act. There is no qualification requirement but the monitoring officer cannot be the Head of Paid Service. There is nothing in the legislation, which specifies at what level the monitoring officer should be appointed.

Crime and Disorder

52. No implications

Information Technology

53. No implications

Property

54. No implications

Other

55. No implications

Risk Management

56. As with any big change there is a risk that focus and energy of staff is distracted and the uncertainty can lower morale. To support staff through this time of change it is important we follow the agreed Assessment of Change process and that we work to clear timescales it is important to take the time to make the right decision, alongside that of moving at a pace that does not prolong any period of uncertainty. That we are in constant conversations with staff about what is happening now and next.

Recommendations

57. Members are asked to approve the proposals put forward for an Assistant Director structure with functional responsibilities as determined in the body of the report.

58. Members are asked to note that the new Assistant Director posts will require grading through the Council's agreed grading structure, this is to be delegated to the Head of Paid Service.

59. Members are asked to approve the proposal to bring a further report with options to address the overall management of key capital projects.

Contact Details

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Specialist Implications Officer(s)

None

Background Papers

None

Annexes

1. Adults, Children and Education Consultation Paper
2. City Strategy Consultation Paper
3. Communities & Neighbourhoods Consultation Paper
4. Customer & Business Support Services Consultation Paper
5. Office of the Chief Executive Consultation Paper

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Annex 1

Establishing the new Adults, Children and Education Directorate

A Consultation Paper

This consultation document is aimed at a range of audiences both internal and external to the Directorate. It is launched in order to initiate dialogue about the future structure and operating practices of the new Directorate. Certain details will inevitably be of more interest to some readers than to others. There will also be opportunities for face-to-face dialogue during the consultation period. All comments received will be non-attributable in any future reports.

Background

1. 1 April 2010 saw the establishment of four new Directorates within the City of York Council (CYC). This paper concerns itself with the options for the high level structure of one of those new Directorates – Adults, Children and Education (ACE), a Directorate that brings together Adult Social Services with all of Children’s Services, including education. This paper also creates an opportunity for both briefing on organisational opportunities but also comment on the proposed culture and operating practices of the new Directorate.
2. Establishing a Directorate of Adults, Children and Education combines a number of significant roles and responsibilities. The statutory roles of Director of Adult Social Services and Director of Children’s Services were established through legislation, which sought to ensure clear leadership and lines of accountability for such services. Both roles in the new structure will be located with the role of Director of ACE. The Directorate delivers key statutory services in both adults and children’s services, which are both heavily regulated and which carry key risks to the overall rating of organisational performance. The scale of the Directorate is reflected in the following key facts:
 - The total expenditure budget for the Directorate is £283m, funded from a wide range of complex funding streams, and with a net call on the council’s budget of £82m
 - The Directorate employs some 2840 staff, 1083 in supply roles including teaching, and if we were to also include school employees we add a further 4624
 - The Directorate has 9 residential homes for the elderly, adult day services, a residential respite unit for people with complex learning disabilities, 2 children’s homes, and approximately 100 foster carers
 - The Directorate is responsible for 7,500 assessments of older/disabled people, delivers over 6,800 packages of support to older/disabled people, and delivers services to nearly 600 carers of older/disabled people,
 - The Directorate has over 1000 open children’s social care involvements at any one time, and 225 looked after children
 - The Directorate works with, supports, monitors, challenges and intervenes as appropriate to enhance the performance of 64 schools and approximately 23,000 school age pupils
 - The Directorate took over the funding responsibility of post 16 provision from 1 April 2010 – this equates to approx £24m
 - The Directorate commissions adult care and housing support services through over 300 contracts worth over £16m
 - The Directorate provides its services from over 100 locations across the city

The Directorate services are delivered within an operating context that sees:

- The highest public expectation around the safeguarding of children and adults
 - A renewed emphasis on prevention, early intervention and wellbeing rather than crisis intervention
 - A drive for transformational movement away from rigid blocks of care and towards higher levels of choice and quality being available to service users and customers through the personalisation agenda
 - Expectations that services will be available when required without historic constraints of delivery within the working week
 - Expectations of higher levels of engagement of service users and customers in the development of strategy, design of services and in the commissioning through individualised budgets of their own support services
 - Expectations that schools actively work within a strong strategic context whilst at the same time being able to exercise greater individual freedoms
 - A growth in the looked after population that has seen an increase of some 13% over the past year in the number of children being taken into the care of the local authority
 - Changing demographic patterns that will see 11,000 more older people within the city by 2025, with 2,900 of these over 85 and more likely to need support.
3. The organisational review of CYC was approved by the Executive of the Council in December 2009. It was always clear that the movement from six to four Directors was to be followed by further management efficiencies as part of the “More for York” programme. This paper deals with the proposed structure at Assistant Director level, on the grounds that early clarity about this will help to remove uncertainty as the new Directorate settles down, and will assist the quest for further efficiencies at other levels. Consideration of further changes to leadership requirements and the implications for managers currently on Grades 10/11 and 12 will be further to future discussion and are not, therefore, specifically covered in the contents of this paper.
4. The consultation timetable is as follows:
- 7 May: Consultation launched
 - 25 May: Date by which consultation on proposed portfolios closes
 - 25 June: Executive report published
 - 6 July: Recommendations on the structure of all four new Directorates to Council Executive
5. In developing the options contained within this paper, opportunity has been taken to:
- learn from the experience of other local authorities and, in particular, from those 12 authorities that have a similarly integrated structure;
 - reflect on the impact of other workstreams of the More for York programme, in particular the impact on Directorate structures of implementing a more centrally managed set of support services;
 - engage in detailed debate with the local health community, in particular the PCT, York Foundation Hospital Trust and York Health Group (the commissioning body for GPs) in the city, about structural changes they are also contemplating;
 - seek early views of our regulators: the Audit Commission, the Care Quality Commission and OFSTED;
 - include the integration of the new discrete York Drug and Alcohol (DAT) team within ACE structures.

Key points from some of these deliberations are highlighted in the next sections.

The External Context

6. **Other local authorities:** There are thought to be approximately 12 other local authorities that have a combined Adults, Children and Education portfolio. A summary of their structures is available on request. Comparison is inevitably difficult given the lack of consistent language used in describing structural arrangements, and care must also be taken not to view any tiers of management in isolation from others. It would appear that York is already at the lower end of the scale in terms of management costs of such a Directorate.
7. The other authorities that have gone down this path range in scale from large counties to small unitaries. They are not specific to particular geographic parts of the country nor are there any two authorities that are exactly alike. The level of integration of adults' and children's functions varies considerably. The feedback from authorities that have directly encompassed health functions is mixed. There are no formally assessed significant performance concerns for adults' or children's services within the authorities identified. In short, there is considerable learning, but no simple transfer of a particular organisational model to the York setting.
8. We need also to take into account a number of discussions currently under way on delivery arrangements within **the local health community**. These include:
 - **North Yorkshire and York PCT Organisational Review.** The need to find 30% management savings at the PCT has prompted a renewed debate on establishing more integrated commissioning structures between health and social care. The PCT has already committed itself to a more localised approach through the establishment of a Locality Director for York, with a key link into the ACE DMT. In addition, the PCT has also committed in principle, to taking opportunities to locate dedicated commissioning and data analyst capacity within an integrated local partnership commissioning function.
 - **Transforming Community Health Services** is a Strategic Health Authority (SHA) driven agenda, on behalf of the Department of Health, which looks to replace existing separate organisational structures for the delivery of community, including mental health, services with a more integrated local solution. The integration of current community elements of the Community and Mental Health Trust with, in some combination, both the local Foundation Trust or the local authority, appears to be the preferred option for York. The details need to be agreed with the SHA by October 2010 and in place by April 2011. Whatever the overall outcome, business cases made through existing commissioning forums may well see opportunities taken for future and more specific service integration under new leadership.
 - **A Local Drug and Alcohol Team:** Whilst City of York currently has its own DAT Partnership Forum, the staffing that supports that agenda are part of a wider DAT that covers North Yorkshire and York. As a result, it has lacked a local focus, and opportunities to integrate its knowledge and skill sets locally have been limited. This has now been recognised as unsatisfactory and a York specific team is being identified, which will be organisationally located within ACE. The PCT has also expressed enthusiasm to locate its alcohol commissioning capacity within the new locally-focussed service.

These developments clearly have great relevance to our own thoughts about developing the new structure for Adults, Children and Education.

Culture and Vision

9. Before we get to structures, however, it is important to say a word about culture. Members of the new DMT are united in their desire to be part of a Directorate that:
 - is outcome focused and resolute in achieving improvements for all customer groups through clear leadership;
 - listens to the views of others both internally and externally, encouraging open dialogue;
 - commits to early intervention and prevention to reduce the need for later, more acute, intervention;
 - recognises that progress, particularly in the current climate, will only be achieved through encouraging creativity, welcoming innovation, and supporting flexibility;
 - encourages and expects the continuous professional development of all – excellence of the workforce delivering excellent provision;
 - is not obsessed with who provides services but ensures that local issues are dealt with in the way that works best for customers, alongside corporate and external partners.

10. The establishment of the new Directorate offers some outstanding opportunities to work more efficiently and effectively with partners for the benefit of all our customers. We can recreate the best of the old links between adults' and children's social services, whilst still building on the progress in establishing integrated services on a wider partnership basis. The new Directorate will:
 - create a new structure which should see greater operational implementation and greater impact of a 'Think Family' philosophy;
 - recognise the crucial importance of *transitions* in all service areas;
 - strive to sustain the excellent relationship that exists between the authority and schools across the city;
 - ensure that practice and budgets reflect need rather than chronological age;
 - promote integrated working whilst still celebrating specialist knowledge and skills;
 - aspire for improvement and excellence across all services whilst being realistic about the timescales for achieving such change;
 - enhance the opportunities for particularly disadvantaged individuals, groups or communities to achieve their potential;
 - reshape existing delivery arrangements to reflect 21st Century expectations, especially in terms of more personalised provision;
 - reduce the historic fragmentation between health and social care provision, and between treatment and prevention services;
 - offer our workforce access to more consistently high quality training and development opportunities within strong partnership frameworks.

In the new ACE Directorate there will be strong and consistent expectations around staff support, communication and overall management, and training and professional development. There will be a genuine commitment to partnership planning activity and a recognition that integrated delivery creates the best opportunities to meet customer needs and expectations. We build from strong performance both in

Children's Services and increasingly in Adult Services, yet recognise that we operate in the most challenging territory both in terms of expectations on performance, changing demographic patterns and financial risks.

11. In my view, the above narrative is best expressed not in a further vision statement, since several such statements already have currency and are available in existing corporate and partnership plans/strategies. Instead, we suggest a simple Directorate strapline that says:

“Adults, Children and Education: Releasing Individual Potential - Achieving Organisational Excellence”

A New Organisational Structure

12. The new Directorate is well placed to embrace these opportunities. At the same time, there is no question that it will also face substantial challenges – including the forthcoming organisational changes in the local health community, the need to deliver more efficiency savings under More for York, and the possibility of significant changes in national policy, after the General Election. In terms of budget and staffing, the ACE Directorate will represent approximately 70% of the Council's resources. The scale of the directorate had been recognised in the original Executive report on the proposed Directorate structure which described how *“where Adult and Children's Services are combined it is clear that one consequence is that the Assistant Director roles within the Directorate carry significant increased operational responsibilities, including management of multi million pound budgets and large staff groups”* and present challenges and risks which must, as a result, be reflected in the management capacity of the Directorate. The movement from 6 to 4 Directors is also recognised as impacting disproportionately on the senior leadership capacity of the newly established Directorate.
13. I have reviewed all of the current Assistant Directorate portfolios in the light of these considerations. Options have been considered for the new directorate structure focusing on models with seven, six and five portfolios.
14. A model with seven portfolios could effectively leave the portfolios close to how they are currently comprised or seek to re-align the responsibilities in any number of ways. This may not take advantage of the opportunities presented by the creation of the combined Adults, Children and Education directorate and would also place extra pressure on the later stages of the Organisational Review in ACE, in terms of the further financial savings needed to achieve efficiency expectations.
15. The model with six portfolios would represent a reduction in some 15% in costs and capacity at senior management level. It is recognised that the Director changes impacted significantly on this area of the council and also that key new service responsibilities around learning disability customers, strategic planning and funding of post 16 provision and responsibility for the drug and alcohol agenda have very recently stretched that capacity. In my view and in brief, the six portfolios could be comprised as follows:
- **Adult Assessment & Personalisation:** a portfolio responsible for the timely and quality assessment and review of all groups of adult users and their carers, and the development of care and support packages which successfully address holistic individual need, and for the safeguarding of all adult groups

- **Adult Provision & Modernisation:** a portfolio responsible for the provision of high quality home based support, day and residential care services and which leads the modernisation of those services in line with customer opinion and best practice;
 - **Integrated Commissioning:** a portfolio that will ensure that outcomes achieved by statutory services and non statutory, in house and external, are of the highest possible quality, at the best possible price, and which address both locally assessed need, future demographic patterns and key strategic priorities. This portfolio will also take the lead with external partners in the health community and elsewhere, and will incorporate the Children's Trust, Adult Commissioning and the DAT;
 - **Children's Social Care:** a portfolio that focuses on the most vulnerable children and young people – children in need of safeguarding, direct protection and planning for future care arrangements. In addition the service covers those with significant additional needs arising from particular disabilities;
 - **School Improvement & Early Years:** a portfolio responsible for ensuring that our early years settings, schools and post 16 provision across the city provide the best possible educational outcomes for all our children and young people and that barriers to progress are effectively addressed;
 - **School Organisation & Resource Management:** a portfolio responsible for the planning and organisation of school places and school admissions, ensuring that capital investment reflects strategic need and local priorities. The portfolio will also provide or commission a range of services supporting schools and the wider directorate. The portfolio will also lead on key Directorate based management information, performance, health and safety, industrial relations and risk management functions.
16. A DMT based on these portfolios could be cohesive and effective. Four of the portfolios would specialise in either "Adults" or "Children". The "Integrated Commissioning" brief would take the opportunity to reap the benefits of combining the current skillsets in the two legacy Directorates and would work across all age ranges. Similarly, the "School Organisation and Resource Management portfolio would focus on the changing education agenda but could also provide capacity to support the wider Directorate during a period of significant change which includes the centralisation and modernisation of support services and a major programme of change through the ongoing "More for York" programme.
17. A five portfolio model could place greater strategic emphasis on managers below DMT level. Such a model delivers greater financial savings at the senior management level. Conversely, others argue that reduced capacity at AD level limits such opportunities. However in summary, a workable model with five portfolios has been difficult to envisage and at present an option that is considered viable has not been identified.
18. In looking at the detail of potential portfolios we have taken the opportunity to consolidate approaches to management information, business support, performance management, data analysis, health and safety, trades union liaison, marketing, & risk management. We have also proposed other modifications in the light of experience, service development, or national expectations, especially:
- the movement of the Early Years and Children's Centres portfolio, and the Extended Services Unit, to the School Improvement team;

- the integration of the Youth Offending Team and Young People's Services – with the location of the combined team within the AD portfolios to be determined at a later date;
 - the integration of the Behaviour Support Service and the Education Welfare Service with the location of the combined team within the AD portfolios to be determined at a later date;
19. Regardless of the model adopted, all members of the ACE DMT will be expected to act as interchangeable senior leaders of the Directorate, and as members of the Corporate Leadership Group.
20. We would not want people to read the wrong message into the fact that certain existing portfolios appear to “disappear” in proposed models. “Commissioning” will be at the heart of one of the portfolios, whilst “partnership” working will underpin everything we do. Similarly, as mentioned earlier, the principle of “early intervention” is now firmly embedded in all of our practices, right across the Directorate.
21. All of the portfolios considered reflect the substantial degree of change management that the new Directorate will be overseeing, even before the impact of any policy changes arising from the General Election is taken into account. The extent of future changes in provision, and the possible need to seek even further efficiencies at a later date, means that we will need to hold open the possibility of reviewing structures again in 2011/12.
22. As this paper describes, the Directorate is being established at a period of wider organisational change. We therefore believe, as described earlier, that we should commit even at this stage to an early review of any new DMT structure, size and portfolio responsibilities in 2011. This reflects a number of current uncertainties relating to:
- the future role of the PCT Locality Director and progress on Integrated Commissioning
 - the outcome of current debate on future location of Community Health Services (CHS) or aspects of CHS
 - the full implementation of the More for York blueprints relating to centralisation of key support services
 - implementation of the More for York blueprint relating to Adult provision
 - post election policy and funding changes
 - the role of the school improvement service following the demise of National Strategies
 - the future of any Building Schools for the Future (BSF) programme
- This second stage review could see further changes in the size and portfolio responsibilities of the directorate management team.

Consultation

23. We are keen to hear feedback from a wide range of staff, as well as internal and external partners, on the proposed portfolios. As described at Paragraph 3 of this document, the consultation period will run from 7 May – 25 May. During that period there will be:

- A sharing of this document with all staff
- Access to a discrete response mailbox
- Managers' briefing session on 7 May and expectations of cascade to teams
- Two open access staff sessions 14 and 17 May with Director and members of DMT
- Discussion within key partnership forums and with key partners.

Consultation questions are set out in Annex A.

Consultation Questions: *Please do not feel you have to complete all questions. Do not be concerned if one response encapsulates many questions – it is the feedback we welcome. Responses are welcomed from individuals, teams, clusters or partnership organisations.*

What do you see as the key opportunities associated with a Directorate of Adults, Children and Education?

What do you see as the key risks associated with a Directorate of Adults, Children and Education?

Do the words at paragraph 9 onwards describe the sort of organisational culture you would wish to see? Does the proposed strapline at paragraph 11 work for you?

What opportunities or risks do you see for the Directorate arising from current debates about the structure of local health services, especially community health services?

Do the portfolios described through paragraphs 12-21 make sense to you? If not, what would you do differently? Can you identify options for further portfolio integration and/or a model with five portfolios?

Do the three suggested changes at paragraph 18 make sense to you?

(These were: the movement of the Early Years and Children's Centres portfolio and the Extended Services Unit to the School Improvement team; the integration of the Youth Offending Team and the Young People's Services – with the location of the combined team within the AD portfolios to be determined at a later date; and the integration of the Behaviour Support Service and the Education Welfare Service – with the location of the combined team within the AD portfolios to be determined at a later date.)

What other comments would you wish to make which will assist decision making on the structure and culture of the new directorate? What do we need to ensure is retained? What do we need to do differently?

Consultation responses can be signed or unsigned and come from individuals or teams/services. They can be sent either electronically or by post to the Director – pete.dwyer@york.gov.uk based at Mill House. Alternatively, you can express your views directly to the "More for York" team, which will be collating responses via chiefexec@york.gov.uk

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Annex 2

More for York – Organisational Review Phase 2 – City Strategy

CONSULTATION

A note from Bill Woolley Director of City Strategy

Introduction

As part of the More For York Organisational Review programme we have now reached phase 2 of the work. Under phase 1 the council's directorate structure was reorganised to create 4 new directorates to replace the previous 6 directorates. In addition there is also the Chief Executive's department which continues under the new structure but with some direct responsibility changes. The new directorates are:

1. City Strategy
2. Communities and Neighbourhoods
3. Adults, Children and Education
4. Customer and Business Support Services

Phase 2 of the review will now examine how each of the 4 new directorates should be structured to ensure we maximise the effectiveness of services within each directorate and help to promote a cross directorate corporate approach to service delivery.

We are also committed as an Authority to reducing our overall management costs by around 20% and both Phase 2 and Phase 3 of the review will need to address this requirement.

At phase 2 however, we will not be proposing detailed family trees for each of the groups but rather looking at the groups from an Assistant Director (AD) level. In other words we will examine the number of Assistant Directors needed and the areas of responsibility under those Assistant Directors. At a later date we will move to phase 3 which will look at management structures of the teams within each Assistant Director group but that is not part of the phase 2 work.

Phase 2 is now underway and the key purpose of this consultation is to gather views and opinions on how services can operate together in the future – not to present a finished structure. Thinking along these lines there are clearly options that can be considered and I'd welcome your input. To help facilitate this you have already received by Email an invitation to attend drop in sessions next week, if you want to share your thoughts (individually or in groups), make representations or just find out more about my current thoughts on where we go next. All contributions will feed into a final report covering the directorate and the wider council which will go to the council's executive at the beginning of July. Of course if you want to let me have any written thoughts by Email or any reasonable form then these will be welcome.

It is expected that any changes approved through that process will be implemented in the autumn and then Phase 3 of the review (as mentioned above) can get under way.

Current position

The directorate is currently structured with 4 Assistant Directors (AD's) with management support. The Departmental Management Team consists of:

Bill Woolley	Director
Mike Slater	Assistant Director Planning and Sustainable Development
Roger Ranson	Assistant Director Economic Development
Neil Hindhaugh	Assistant Director Property Services
Richard Wood	Assistant Director City Development and Transport
Patrick Looker	Finance Manager (part of Customer and Business Support Services directorate)
Annette Keogh	Head of Management Support

It is at AD level within the Management Team that we will decide how to structure the directorate within phase 2.

Current Thoughts

I have now started to give significant thoughts to the options for change to the way the directorate is structured. The principals that guide my thoughts are:

- 'If it aint broke don't fix it' – there has to be a sound reason for change.
- Are we managing services in a way that is efficient and makes best use of the precious resources we have? Certainly in the current national economic climate all Local Authorities will face significant budget pressures and we must respond to these if we are to protect jobs and services in the long run.
- Is the Directorate structured in the best way to deliver the outcomes required – are there new outcomes that need to be addressed?
- No AD's group is a 'silo' and we are all part of the same directorate and same council.
- Are we maximising the potential synergies between services by co-locating them under a particular AD group?
- Are we addressing customer needs in the best way.
- Is the ratio of management to frontline service delivery correct?
- Is 4 the right number of AD's for the directorate and what other options in terms of AD numbers should be considered.

I have not yet reached any conclusions for the future but I have been asking some questions which examine all of the possible options. Firstly are the current group structures the best solution? So are the groupings listed below the best combinations?:

- | | |
|---------|---|
| Group 1 | - Planning DC/Building Control/Land Charges/Urban Design/Conservation/Sustainability and Carbon Reduction |
| Group 2 | - Economic Development/Future Prospects/Training Centre/City Centre Management & Development/Tourism and Visitor Information/Science City |

Group 3	- Asset Management/Design Services/Facilities Management
Group 4	- Transport Planning/LDF/City Development/Network Management/Access York phase1/Engineering Consultancy/Highway Safety/ Emergency Planning & Business Continuity
Director	- Management Support/Customer Services and Administration

In addition there are a number of other major projects:

- Waste Disposal PFI
- Community Stadium
- New Council HQ

All of the above projects report directly to myself as director.

Your Contribution through consultation

In order that we get right any changes for the future I welcome your contributions. To repeat this can be through the drop in sessions we have organised which can be either individuals or groups, or through Email, or any other reasonable communication.

Consultation Process

The Consultation Period will run from 7 to 24 May. During that period there will be:

- A sharing of this document with all staff
- Access to a discreet response mailbox
- Staff drop in sessions
- Discussion with key stakeholders and partners

As feedback is received through this consultation, detailed consideration will be given to how the individual services will operate in the future and will help to inform the next phase of the Organisation Review.

Consultation is already taking place or planned with:

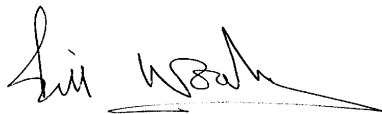
- a) Unions
- b) Elected members
- c) All Assistant Directors in City Strategy
- d) All Assistant Directors in other Directorates
- e) More for York Programme Team
- f) Staff within the directorate

Responses to all the consultation is being co-ordinated through the Office of the Chief Executive, to allow a complete view of feedback across the Council. Please send your responses to either to chiefexec@york.gov.uk by 21 May, or as previously mentioned directly to me.

I would appreciate it if managers with staff who may not receive this document directly for reasons including restricted access to email, maternity/paternity leave, sickness absence or external secondments could make arrangements for staff to see this document.

I look forward to hearing from you.

Best Wishes,

A handwritten signature in black ink, appearing to read 'Bill Woolley', with a horizontal line underneath the name.

Bill Woolley
Director of City Strategy & Deputy Chief Executive

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Annex 3

CONSULTATION PAPER

**THE NEW COMMUNITIES AND NEIGHBOURHOODS
DIRECTORATE**

This consultation document is targeted at a range of audiences both internal and external to the Directorate. The aim of the document is to initiate discussion about the new Directorate, its future structure, and strategic drivers both internal and external.

Clearly certain details of the document will be of more interest to some readers than others. During the consultation period there will also be opportunities for face to face dialogue. All comments received will be non-attributable in any future reports.

Background

1 April 2010 saw the establishment of four new Directorates within the City of York Council (CYC). The new structure will enable the Council to:

- Provide greater levels of Customer Service
- Increase Delivery/responsiveness at neighbourhood level
- Strengthen our focus on securing sustainable economic prosperity
- Anticipate and plan for demographic change
- Work more closely with partners
- Eliminate waste and duplication
- Make efficiency savings

This paper concerns itself with the high level structure of one of those new Directorates, Communities and Neighbourhoods (CANs). This brings together the former group of services known as Neighbourhood Services with Housing Services and Life Long Learning and Culture. It also includes the Corporate Equalities team, Community cohesion and supporting and developing the Voluntary sector.

The Directorate delivers a very wide range of services which together play a significant role in day to day life experienced in York and supports residents, visitors and businesses alike. Services are delivered and monitored against a broad range of national performance indicators, 21 targets within the Local Area Agreement and the Directorate makes a significant contribution to the overall organisational performance.

We work with a large number of partner organisations within a range of formal and informal agreements and contribute to all the key objectives of the Without Walls Partnership. The Directorate also directly supports three groups within the Local Strategic Partnership these being, York@large, Safer York Partnership and the Inclusive York Forum, as well as many of the subgroups.

Key CANs facts are as follows:

- The Directorate has 2400 employees
- The budget is a total of £70.2 Million which is made up of a number of different funding streams
- We support five Executive member portfolio holders
- Services are provided from a very wide range of locations (44 in total!). including key Council premises across the City, Adult Education and Community Centres, Libraries, Energise, the Registry Office and the Crematorium
- We visit every household in York a least once a week, every week of the year.
- Some of our services are provide 24 hours a day
- We estimate that we complete 5 million customer transactions a year.

Operating Environment

We are delivering services in a rapidly changing environment, some of the these are listed below:-

- Increasing pressures on public finances
- Increasing Public expectation and accountability
- Greater need to ensure equality of access to services - to ensure no one is excluded
- Increased demands to transact in different ways with the Council
- Changing demographics of the population
- Sustainability of services and adaptation to climate change
- Dynamic Economic Environment

Culture and Vision

Members of the new CANs Directorate Management Team (DMT) and the extended DMT (all Heads of Service) have set out their drivers for these services both internally and externally. Many of these points pick up the recommendations from the Excellence in Everything programme originally led by Neighbourhood Services. This senior leadership group is very clear, that our developing internal culture must reflect the following:-

- Strong and effective workforce development
- A CAN do culture
- A workforce that is proud to work for the Council
- Open to challenge/new ways of working, innovative
- Strong and effective communications
- High performing, efficient services
- Maximising use of technology
- Strong links corporately
- Demonstrate strong financial management/value for money
- Eliminate waste and duplication
- Lead the way in managing wellbeing/health and safety
- Reducing carbon footprint
- Supports elected members effectively as community leaders
- Outward looking and in touch with National Policy/Planning

The Directorates Business Support team clearly will play a huge role in the coordination of some of the above aspirations. It is evident that the review of this function needs to progress at some pace to support the new portfolios. That function is not within the scope of this paper but the review of this service will be brought forward. This service will continue to report to the Director.

The new Directorate is a huge opportunity to make a real difference and work more efficiently and effectively for the benefit of all our customers. Also, to really focus on the priorities clearly set out in the corporate strategy and by the Without Walls Partnership. Many of the linkages between services have worked very well informally for a number of years. The new structures therefore do give us the opportunity to build further on these relationships and also challenge some of the more traditional approaches to service delivery.

Our developing external culture must reflect the following points:-

- Provide high quality customer experience and excellent levels of Customer Service
- Increase targeted delivery/responsiveness at neighbourhood level
- Strong and effective partnerships
- Improved Engagement/participation/empowerment
- Building Community capacity
- Improving Health and Well being
- Supporting a strong voluntary sector
- Strengthen Community Cohesion
- Equal access to services
- Extended broad Culture Offer
- Extended Learning
- Clean and green open spaces
- A Safe York and safe communities
- Contribution to broader City agendas

Phase 2 of the Organisational Review

The first phase of the organisational review was approved by the Executive of the Council in December 2009. This phase was implemented from 1 April 2010. This paper now deals with phase 2 which relates to the Assistant Director level. The further discussions around the grades 10/11 and 12 are not specifically covered in this document. This will be subject to further discussion at phase 3.

Consultation Timetable

The consultation timetable is as follows:

- 6 May consultation launched
- 25 May consultation on proposed portfolios closes
- 25 June Executive report published
- 6 July recommendations on the structure of all four new Directorates to Executive

Proposed business shape

In developing the proposed business shape detailed within this paper opportunity has been taken to:-

- Seek early views and thoughts from the Assistant Directors and colleagues on Corporate Management Team.
- Take external challenge from the Hay group
- Reflect on the impact of other work streams of the **More for York** programme, in particular the impact of implementing a more centrally managed set of support services.
- Learn from the experience of other local authorities with similar structures or groupings of services.
- Set out through events for DMT and extended DMT the early thoughts around internal and external drivers for the Directorate.
- Reflect some of the developing thinking around working in more focused ways with Partners in neighbourhoods using various sources of data and intelligence more effectively.
- Review the role of the Assistant Director in the strategic development and positioning of services.

The grouping of services set out on Page 6 strengthens delivery against the council and partnership priorities. However, with any option there will be advantages, disadvantages and risks. It would be helpful to receive views on these during the consultation process.

Proposed shape (Three groups of Services)

Corporate Strategy and Sustainable Community Strategy			
Sustainable City	Thriving City Safer City	Learning City Inclusive City Healthy City City of Culture	
Communities and Neighbourhoods			
Organisation design	<p><i>Group 1</i></p> <p>Cleaner and Greener</p> <p>Waste Cleaning Neighbourhood Pride Fleet Street Environment Parking Civil Engineering Highways Infrastructure Parks and Open Spaces</p>	<p><i>Group 2</i></p> <p>Safer and Stronger</p> <p>Licensing Bereavement and Registry Services Environmental Health and Trading Standards Safer York Partnership Housing Services Housing Operations Strategy and Enabling Building Maintenance Private Sector Housing</p>	<p><i>Group 3</i></p> <p>Communities and Culture</p> <p>Libraries and Archives Sport, Active Leisure Play Arts and Culture Adult Learning Community and Voluntary Sector Equalities and Cohesion Neighbourhood Management</p>

Consultation

We are keen to receive feedback from a wide range of staff, internal colleagues as well as our partners. As described earlier in the document our consultation period will run from 6 May – 25 May.

During that period there will be:-

- Sharing of this document with all staff
- Access to a discrete response mail box sally.burns@york.gov.uk
- DMT briefing sessions on 6 and 15 May with expectations of further cascade to teams during team briefings
- Two open access sessions for all staff who wish to attend on 11 and 25 May for discussion with the Director.
- 18 May – Meeting for all Assistant Directors
- Discussion at the Directorate JCC
- Discussion within partnership forums and with key partners
- Discussion with regulators of services or those who have an interest such as the Audit Commission, the Housing Inspectorate, and Lacors

The Consultation questions are set out at Annex A.

Many thanks for your assistance.

Sally Burns
Director of Communities and Neighbourhoods
May 2010

Annex A

Consultation Questions; Please do not feel you have to complete all questions. Do not be concerned if one response encapsulates many questions – it is the feedback we welcome. Responses are welcomed from individuals, teams, clusters or partnership organisations.

What do you see as the key opportunities associated with a Directorate of Communities and Neighbourhoods?

What do you see as the key risks associated with a Directorate of Communities and Neighbourhoods?

Does the section on culture in the paper describe the sort of organisational culture you would wish to see?

Does the grouping of services make sense to you? If not, what would you do differently? Can you identify where services would alternatively go?

What other comments would you wish to make which will assist decision making on the structure and culture of the new Directorate? What do we need to make sure is retained? What do we need to do differently?

Consultation responses can be signed or unsigned and come from individuals or teams/services. They can be sent either in the post to the Guildhall or electronically – sally.burns@york.gov.uk or chiefexec@york.gov.uk

Annex 4

Customer and Business Support Services Directorate

Ways of Working in the Future

From the Director of Customer and Business Support Services

Introduction

1. This consultation document is aimed at a range of audiences, both internal and external to the directorate. I am launching it with the purpose of initiating dialogue about the future structure and operating practices of our new directorate. I am keen to hear your feedback, and happy to discuss matters directly, and all comments received as part of this consultation will be non-attributable in any future reports.

Context

2. 1 April 2010 saw the establishment of four new directorates within the City of York Council (CYC). This paper concerns itself with the high-level structure of one of those new directorates – Customer and Business Support Services (CBSS). This directorate brings together a range of business support activities such as HR, finance, ICT and legal and democratic support, together with frontline customer services activity. As important as structures to the future success of the directorate will be the way in which we work together through our operating practices, culture and approach.
3. The organisational review of CYC was approved by the Executive of the council in December 2009 as part of the More For York programme. It was always clear that the movement from 6 to 4 directors was to be followed by further management efficiencies across the tiers of directorate structures. This paper deals only with the proposed structure at senior levels of the directorate and in particular Assistant Director portfolio arrangements. This reflects both the need to act quickly to achieve efficiencies but also to provide early leadership of restructurings that need to occur at other levels within the new organisation.
4. Following this phase of the organisational review, a further phase will look at management levels below Assistant Directors. As you may be aware however, in many areas of CBSS there are existing reviews of structures as part of the More for York programme. Wherever possible it is my intention that there will only be one restructure in a service area, which meets the needs both of the individual service review already happening and the organisational review.
5. Whilst each director is consulting separately, feedback from all consultations will be reviewed and lead into recommendations on the collective structure of

all four directorates plus the Office of the Chief Executive to go to Council Executive on 6 July.

6. The discussion here is around the ways in which we can group our functions and deliver the services required to drive the council forward. This should not be seen as referring to the position of specific individuals who will be subject to formal consultation at a later date as part of the management of change programme.
7. In looking at options for the future, I will be taking the opportunity to:
 - look at the structures from other similar and high-performing authorities. However, I am already aware that different models operate in different authorities and therefore we will need to not get too focused on any one individual authority but more the general themes that emerge from comparisons
 - reflect on the impact of other workstreams of the More For York programme and, in particular, the impact on directorate structures of implementing a more centrally managed set of support services.
 - consult on modifications to existing portfolios in the light of experience and the future demands on our service.

CBSS

8. The newly formed CBSS directorate brings together a range of business support activities such as HR (including Health & Safety and Organisation Development) , Finance, ICT and Legal, together with frontline Customer Services activity including Housing Benefits and the Council's Contact Centre. These services are all key to the success of the Council in delivering both major projects and improved efficiency, and in the delivery of day-to-day services.
9. The services carry with them various statutory duties and, at a time of significant change, will be crucial to allow the Council to move forward, through support for a range of activities. In addition to providing the foundation of the council's governance structures, they form key aspects of Use of Resources and the Organisational Assessment within CAA. The directorate includes two statutory posts, namely the Chief Finance Officer (which is myself) and the Monitoring Officer (who is currently the Head of Legal and Democratic Services) which may be relevant to the consideration of any structural models.
10. The pressures in terms of the financial climate will put significant pressures on areas of the Directorate, including need for significant financial advice, HR support and advice, cultural change and the need to deal effectively with a range of Customer issues, both in terms of service delivery and also financial aspects (e.g. both the number of benefits recipients and customers with potential problems around payment of bills increases during a recession).

11. Specific descriptions of the challenges faced within service areas are given below. It is accepted that each has an ongoing operational requirement, but the focus here is around those aspects which will go beyond this to create specific challenges beyond business as usual.
12. **Customer Services** – There has been agreement as part of More For York to move towards a consolidated Customer Services division, dealing with the full range of customer contact. At present, customer telephone contact for Communities and Neighbourhoods, Planning, Council Tax and signposting are dealt with through the York Contact Centre (YCC). YCC now has a developing Face-to-Face function, bringing together all reception areas in the council under one structure along with the Housing & Council Tax Benefits function. This activity is planned to increase over the next year to include face-to-face, telephone and internet access for all council services. This presents significant leadership challenges and will require senior management skill and capacity to drive forward changes, ranging from delivering our overall Customer Vision and Strategy, to ensuring effective resolution of day-to-day customer issues, for example, responding to street services issues, and handling of council tax and benefit issues.
13. The availability of more and flexible access channels to council services will increase demand on our customer services over the coming years, and the service requires effective leadership to respond to this whilst implementing the consolidated model, including implementing corporate customer standards, behaviours, centralised complaints procedures, customer insight, channel shift planning for the move to the new council offices and working more in partnership to deliver effective and efficient customer services.
14. **Financial Procedures** - There are key challenges for the financial procedures function in centralising the currently devolved income, recovery and creditors services to provide efficient and co-ordinated corporate systems and teams.
15. The difficult financial situation is likely to lead to an increase in the numbers of customers struggling with payments, and the need for a greater emphasis on flexibility whilst ensuring continuity of income for the council.
16. The Assistant Director role currently provides the Governance lead on all of these financial systems (in addition to Benefits and Council Tax outlined in Customer Services above) and delivers the Income and Debt Policies on behalf of the Council.
17. **Financial Governance** -The portfolio has recently been slightly reduced by the transfer of the Performance & Policy function to the Office of the Chief Executive, but retained financial governance roles which include the client role for the shared internal audit, counter fraud and information governance service (Veritau Ltd), responsibility for promoting and monitoring compliance with the

Financial Regulations and Contract Procedure Rules and officer interface with the Audit & Governance Committee and associated workstreams. The level of change within the council brings new risks which puts increasing responsibility on identifying and managing these.

18. **Financial Services** – Through the Finance Blueprint, the consolidation of financial support services from directorates and corporate teams into a single service creates a distinct cultural change which will need to be managed effectively whilst maintaining support to key stakeholders across the organisation.
19. The focus on efficiency and reduced spending puts higher demand on financial information and advice. The service will need to react to this increased demand, whilst adapting processes and procedures around the consolidated model.
20. Using the key principles set out in the Audit Commission paper 'World Class Financial Management', Financial Services will adopt best practice in order to meet the changing demands of the council and the city, enabling the prioritisation of resources to focus on the authority's strategic aims.
21. Given the continuation of tight financial settlements, Financial Services will itself need to become more cost effective whilst maintaining a professional, flexible and appropriate level of support to key risk areas across the Council.
22. **Information and Communication Technology** – undergoing a similar consolidation, the ICT service has an ongoing challenge to provide high quality support of all corporate systems, whilst undergoing a restructure and associated move to a new operating model.
23. The service must also support the implementation of new systems to facilitate efficiencies in processes across the council. In particular, the MFY streams rely heavily on technical solutions to automate and streamline business processes. The agility and responsiveness of the ICT service in supporting change is critical in the success of several MFY blueprints.
24. ICT has a significant role to play in the accommodation review and subsequent migration into the new HQ. ICT will be designing, installing and supporting the agile and flexible ICT infrastructure within the new HQ, which is necessary to facilitate smarter working and enable the support the move of all the Services that will be delivered there.
25. **Human Resources** – The HR service is undergoing a significant transformation in the way it supports the business. Consolidation of the function is delivering a more consistent and cohesive service across the council, which will be embedded and improved over the next 6 months and

beyond. New systems and processes are being implemented which directly improve the interfaces between staff, managers and HR.

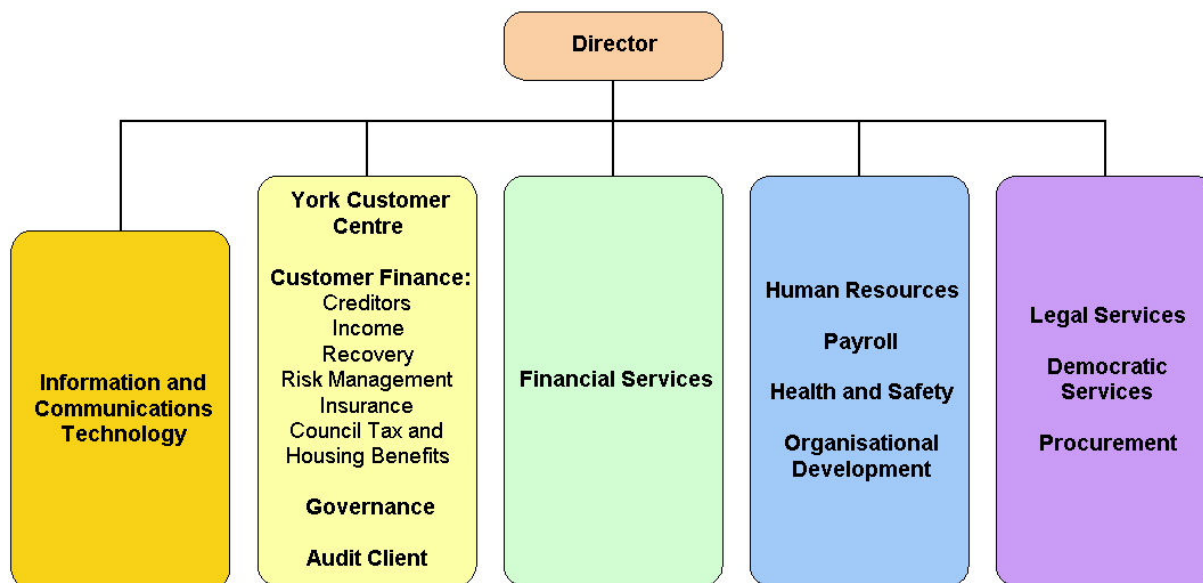
26. The More For York programme places unprecedented demand upon the HR and the Organisational Development function. The current More for York Transformation programme will require culture change and result in significant impacts on staff and jobs on a scale that York, to date, has never experienced. HR must lead and support this in a consistent and precise way to prevent risk for the council and provide the best support for our people. Alongside this is an increased emphasis on organisational development and the behavioural and cultural changes which are necessary to drive the organisation forward.
27. The leadership and delivery of the Workforce Development plan rests with HR and this will directly impact the council's ability to deliver sustained change and efficiencies. The strategic management and delivery of improved Health & Safety practice is similarly critical and requires strong leadership to influence the work of managers across the council.
28. **Civic, Democratic and Legal Services** – There are significant pressures on legal services to provide detailed advice on a greater range of activities. Specifically, the need to maximise efficiency within procurement places an emphasis on a higher volume of advice within commercial contracts.
29. The management balance is towards specialist professionals within Legal Services, with more generalist managers within Civic and Democratic Services. Specialist expertise are essential in minimising legal risk, whilst effective management of the democratic processes are critical for the ongoing operation across the council.
30. From the above, it is clear that there are some specific challenges within CBSS which a new structure must address. Specifically:
 - a. There is a significant range of professional disciplines which require specialised leadership. Creating generalised groupings of functions can create risk if the professional expertise related to the services are not represented at management level. This is particularly acute during major change programmes, where the need for high quality financial, HR and legal advice is essential.
 - b. The Customer Services area provides the customer front door to the full and increasing range of council services. There is rightly greater emphasis on this service delivering and needs to become an even more visible part of what we do. Given the public impact and interest in this function, this area carries significant reputational risk if not properly managed and resourced.
 - c. The corporate nature of the services provided mean that their performance has a critical effect on all other directorates. Driving

forward improvements in our services will support improvements across the council. Conversely, any failure in our services will impact across all service areas.

- d. The current changes are set in the context that an AD post (Public Services) was removed from Resources 18 months ago. This has created pressure as we have grown as a directorate though the consolidation of support services as part of the More for York programme. The creation of the new directorates has also seen the movement of an AD post to the Office of the Chief Executive but we have retained the ICT function. The Procurement function will also return to CBSS when its transformation process is complete.

Building a new structure

31. When considering a new structure, we need to look at how the service areas above can be grouped and managed in the most appropriate way. Questions being asked include:
 - a. Where are there similarities in services?
 - b. Which specialist skills are needed at leadership level within the Directorate?
 - c. Which service areas can or should work closest together?
32. The key purpose of this consultation is to gather views and opinions on how services can operate together in the future – not to present a finished structure. Thinking along these lines, there are clearly many options that can be considered, and this paper sets out some initial ideas.
33. In recognition of the significant demands facing the Directorate, and the issues raised in preceding paragraphs, an option is to take forward a structure based around 4 AD portfolios, in addition to ICT. The diagram below is an **example** of how the portfolios could be formed. Alternative suggestions are also given below. I should stress that this base option is merely a starting point for illustration – it does not confer any preference at this stage for any model over others.
34. The diagram on the next page shows 4 AD portfolios, with ICT reporting directly into the Director.



35. Customer Services, Finance and HR are each shown as a main portfolio. This would provide the visible leadership needed to drive the changes happening within these services, alongside the critical support they are providing to all directorates. Legal and Democratic services is also shown as a portfolio. This reflects the statutory responsibility, as well as the need for this to be a high-profile support service across the council.

Options and Issues

36. Since the formation of the new directorate structure, **Procurement** has moved across under the Chief Executive's Office alongside the More For York team whilst significant change is implemented in terms of how we provide the procurement function. Once the transformation is complete, the service will transfer back to CBSS, which is anticipated to be later in 2010. This could sit within a portfolio together with Legal and Democratic Services. There are currently close relationships between procurement and legal services and this arrangement would strengthen the links. Similarly, there are strong links between Procurement and Financial Services, so there would be an alternative of positioning these functions together.

37. **ICT** is shown as reporting directly to the Director. Similar to the other services, this gives it good corporate visibility and underlines its position as a critical business function. It could, however, be placed within an AD portfolio, perhaps including it within the Customer Services portfolio, or alongside Finance or HR.

38. **Governance and the Audit Client** function is shown within Customer Services (where it currently sits). There are, however, strong links with Finance Services and with Legal, and one option would be to move this activity to either or both of these portfolios.

39. **Customer Finance** is shown within Customer Services, as there are clear links between the function of customer services and the financial transactions being carried out. There is also a clear link between Customer Finance and Financial Services, which suggests an option to place these services together.
40. In all possible models, I would need to take a view about the relative balance of portfolios so as not to overload any one AD post as clearly that would lead to risk of non-delivery.

Consultation Questions

41. I am interested to hear all feedback related to the future of the directorate. Responses around the following questions would be particularly useful in the further development of options. Please don't feel you have to complete all questions, or be concerned if one response encapsulates several questions – it is the feedback we welcome. Responses are welcomed from individuals, teams, or any other groups.
- a. What historic challenges, both internal and external, would you wish to see the new directorate addressing?
 - b. Do the portfolios presented above make sense to you? What would you do differently?
 - c. Can you see opportunities for combining any portfolios to create a Directorate structure around fewer portfolios?
 - d. Do any of the suggestions help to address the challenges of the directorate?
 - e. What other comments would you wish to make which will assist decision making on the structure and culture of the new directorate? What do we need to ensure is retained? What do we need to do differently?

Consultation Process

42. The Consultation Period will run from 7 to 25 May. During that period there will be:
- A sharing of this document with all staff
 - Access to a discreet response mailbox
 - Two sets of staff sessions with Director
 - Discussion within key stakeholders and partners
 - Opportunity for you to contact myself directly on any matters

43. As feedback is received through this consultation, detailed consideration will be given to how the individual services will operate in the future. In many cases, this is already underway through the individual blueprints and will help to inform the next phase of the Organisation Review.
44. Consultation is already taking place or planned with:
- a. unions
 - b. elected members
 - c. all Assistant Directors in CBSS
 - d. all Assistant Directors in other Directorates
 - e. External Audit
 - f. More for York Programme Team
 - g. Staff within the directorate
45. Responses to all the consultation is being co-ordinated through the Office of the Chief Executive, to allow a complete view of feedback across the council. Please send your responses to chiefexec@york.gov.uk by 21 May. Alternatively, if you would like to contact me directly, please feel free to do so.
46. I would appreciate it if managers with staff who may not receive this document directly for reasons including restricted access to email, maternity/paternity leave, sickness absence or external secondments could make arrangements for staff to see this document.

Ian Floyd

Director of Customer And Business Support Services

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Annex 5

More for York – Organisational Review Phase 2

Office of the Chief Executive

Consultation Document

Background

1. 1 April 2010 saw the establishment of four new directorates within the City of York Council (CYC) – City Strategy, Communities and Neighbourhoods Services, Customer and Business Support Services, and Adults , Children and Education. In addition, the Office of the Chief Executive was formed to bring together some key strategic and transformational teams. This completed Phase 1 of the Organisational Review.
2. Phase 2 of the review will now examine how each of the 4 new directorates and the Office of the Chief Executive should be structured at a senior management level to ensure we maximise the effectiveness of services and help to promote a cross-directorate corporate approach to service delivery.
3. This document summarises the ongoing consultation process within the Office of the Chief Executive to assist in the definition of our future operating model.

Current Position

4. Chief Executives office (under the control of the Director of People and Improvement) previously contained, HR, Legal, Democratic Services and Property, and Marketing and Communications, Equalities. Since September 2009, policy also came under the direct control of the Chief Executive.
5. The First Phase of the Organisation Review fundamentally changed the focus of the portfolio to align functions that
 - Set the strategic direction of the city and the Council
 - Drive and embed corporate wide transformation, efficiency and improvement,
 - Enhance the reputation of the Council
 - Support effective service planning and delivery
 - Improve regional and partnership working, leveraging in additional external funding and delivering cross organisational efficiencies
 - Establishing a “One Council”, coherent policy framework
 - Establish procurement as a transformational tool to deliver quality outcomes at best price whilst contributing to broader

organisational aims, sustainability and supporting the local economy.

6. Our group currently contains 2 senior management portfolios. The first, led in the interim by Nigel Burchell, consists of:
 - a. **Policy and Partnerships** – led by Nigel Burchell
Responsibilities: provision of policy guidance, strategic analysis and partnership support to the Council and at City, Sub Region and Leeds City Region levels including the Sustainable Community Strategy and strategic funding work.
 - b. **Performance and Improvement** - led by Marilyn Summers.
Responsibilities: Corporate and Service Planning, Performance review and improvement activity, Research and Consultation, Customer Insight, GIS and spatial mapping, Inspection co-ordination, Comprehensive Area Assessment, Organisation Assessment.
 - c. **Marketing and Communications** - led by Matt Beer.
Responsibilities: Internal and External communications, management of press and broadcast media, Corporate Branding, support for service marketing activities, print unit.
7. The second portfolio is led at AD level by Tracey Carter, and includes:
 - a. **More for York Programme Team** – led by Stewart Halliday
Responsibilities: delivery of the CYC transformation programme, More for York, improving services to customers, driving out waste and inefficiency and delivering financial savings.
 - b. **Procurement** – led by Zara Carter. Responsibilities: management of all corporate procurement activity, ensuring it delivers value for money and appropriate quality outcomes and complies with legislation and Financial regulations. Contract Management of corporate contracts, support to Directorates undertaking procurement and commissioning activity. Development of a commercial approach to procurement and delivery of the More for York Procurement Blueprint
8. For an interim period, Charlotte Jennings is also leading at a senior level on Cultural Change, and the development of customer Insight to support and challenge the organisations during a period of significant change.

Key Issues for the consultation

9. To establish a business model for each services - how should they be delivered and what links need to exist with each Directorate

10. To identify the most appropriate structures to deliver these business models
11. To establish strong strategic and operational bonds between the different functions within the Chief Execs office.
12. To assess links with linked services in other directorates and partners
13. To ensure that the way the Chief Executive Office works is consistent with the objectives of the organisational review and reflects our new culture an ways of working
14. Establish the long term role and location of the Procurement function

Culture

15. The Office of the Chief Executive will be at the heart of supporting the delivery of the ambitions of the Council and Without Walls - the Local Strategic Partnership. Our role will be to drive change that improves delivery of agreed priority outcomes. Critical to this will be a culture within the Office which is about ambition, focus, momentum, collaboration, and responsiveness and which is evident in our dealings with Elected Members, services across the Council and with our partners.

Consultation

16. This forms part of the consultation which is taking place across each directorate. Corporate Management Team are working collectively to co-ordinate work on the Organisation Review which will culminate in an Executive paper containing structural options for the whole organisation due to be considered on July 6th.
17. A staff briefing session was held on 30th April to begin the process of developing a shared understanding of our roles. A further event will take place on 26th May to continue this and to give the opportunity to help shape the content of the report and respond to some emerging options.
18. As always, I am very happy to receive your thoughts individually or as teams at any stage in this process, either by meeting in person, or writing to cexoffice@york.gov.uk. This is also the place to write should you have any queries about any aspect of this consultation or the Organisation Review in general.

Kersten England

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Executive	6 th July 2010
Report of the Director of Customer & Business Support Services	

THE CORPORATE WORKFORCE PLAN 2010-2012

Summary

1. This report introduces the first corporate Workforce Plan for City of York Council. It sets out how we will take our workforce through the challenging times ahead and sets out priority actions including developing staff to deliver timely, efficient and excellent services configured around the needs and choices in customers' lives. The delivery of the Workforce Plan is within existing budgets.

Background

2. Workforce planning is about ensuring the council has the right people, with the right skills, in the right places, at the right time to deliver the right services to our customers. City of York Council has a track record of service planning but this is the first corporate Workforce Plan, identifying future challenges and planning for the organisation's workforce to be ready for them.
3. At this time of huge organisational, budgetary, political and societal change, both at local and national level, there has never been a greater need for the council to give careful consideration to the implications for its workforce.

Delivering Corporate Priorities

4. The Workforce Plan is key to the successful delivery of the Corporate Strategy, particularly the 'Effective Organisation' theme, and to equipping the workforce to effectively face the challenges of unprecedented budgetary pressures, and the drive for improved efficiency and transformation of customer services.
5. This requires a range of actions to deliver excellent customer service with implications for ways of working, our employment practices, how we recruit, develop and retain staff and how we work with partners. None of these are 'quick fixes' but the Workforce Plan takes an important step in focusing on how we will support and develop the workforce to help build an effective organisation.

The Workforce Plan objectives – what difference will the Workforce Plan make?

6. The Workforce Plan identifies the anticipated changes required by the workforce of 'tomorrow'. As a result of this analysis, five strategic workforce objectives have been identified as the focus of the first Workforce Plan 2010-2012: (not in any particular order)
 - Objective One: Transformation and culture change
 - Objective Two: Efficiency
 - Objective Three: Customers
 - Objective Four: Diversity
 - Objective Five: Partnerships

7. The effective delivery of the Workforce Plan will make a significant contribution to the way customers, staff and partners experience the council. In particular,
 - ✓ The council will be externally recognised as ambitious, inclusive, focussed and collaborative
 - ✓ The council will be customer-focused
 - ✓ Staffing costs will be well controlled
 - ✓ We will employ more disabled people, more BME people and more young people and they will describe a culture of inclusivity and fairness
 - ✓ We will work closely with our partners to respond to changing patterns of service delivery
 - ✓ Staff will be engaged in the process of change
 - ✓ Managers and elected members will be skilled in leading change and transformation
 - ✓ All staff will have an effective annual PDR linked to their service plan and with clear customer, efficiency and diversity objectives
 - ✓ Staff will consider the council to be a great place to work, have high job satisfaction, opportunities for flexible working and describe a culture of inclusivity and collaboration

Key priorities in the Action Plan

8. The Action Plan contains over 80 detailed actions to support the 5 strategic objectives. Work on many of the actions has begun, and is planned to come to fruition over the next two years. We have already identified priority actions for the first six months of the plan, which will give us some quick wins and significantly impact on delivering the strategic objectives. These are:

Customers: Work has already started on the consolidation of all face to face reception points prior to moving into the new building and on

establishing a new organisational structure for customer services. Work is underway to deliver an improved Members Service prior to the development of an automated portal.

Following the development of customer service standards and behaviours, work is underway on the implementation approach and on developing customer service staff skills in engaging and consulting with customers, stakeholders and partners.

Diversity: Increasing the number of under 25's employed in the council, getting 16 –18 year olds into apprenticeships and upskilling the young people who work for us is a local, regional and national priority. We have the active involvement of the Organisational Effectiveness Scrutiny Committee, who are scrutinising this area of performance. A key action is to ensure proactive vacancy management, to automatically create apprenticeship opportunities when vacancies arise.

There are about 250 under-25 years olds currently working for the council and we will ensure this young workforce have all appropriate opportunities to develop.

Transformation and culture change: HR has developed a cost-effective management development framework, which equips all managers with the skills, knowledge and attitudes to lead change and transformation. One strand is the imminent launch of the Effective Manager Programme (the EMP). This ambitious comprehensive programme delivers on all aspects of management, including culture, and values and contributes to all of the strategic objectives in the Workforce Plan. However, a key feature of the EMP is the cost-effective use of in-house expertise – staff subject 'owners' have developed their training skills and will share their knowledge to train others across the council.

200 senior managers have had the opportunity to identify their readiness to lead change, using 360 degree feedback based on CYC values, and followed through with a leadership development workshop.

Consultation

9. Wide consultation has been undertaken in the drafting of this Workforce Plan and the views of the following have been taken into account:

- The Social Inclusion Working Group
- HR Advisers and HR Business Partners
- Business Service Managers Group
- Head of Performance & Business Assurance
- Head of Strategic Partnerships
- Equality & Inclusion Manager
- Head of York Customer Centre

- Corporate JCC
- Corporate Leadership Group

10. Consultation showed unanimous support for the production of the corporate Workforce Plan. Feedback highlighted the need to keep sight of the delivery of services to customers as the key driver, and the need for robust performance monitoring measures to ensure delivery of the action plan.

Monitoring the outcomes of the Action Plan

11. The Action Plan covers the period 2010-12 in line with the Corporate Strategy. Implementation leads have been identified for each action along with initial timescales. Monitoring will be in the same format as the Corporate Strategy key actions monitor. After an initial monitor in September 2010 to assess progress on priority actions, a 6 monthly monitoring pattern will be followed.

Implications

12.(a) **Financial** – none outside of existing budgets

(b) **Human Resources (HR)** – there are numerous HR implications as indicated in the strategic objectives and action plan

(c) **Equalities** - there are numerous equality implications as indicated in the strategic objective on diversity and in the action plan

(d) **Legal** - there are no legal implications

(e) **Crime and Disorder** – there are no crime and disorder implications

(f) **Information Technology (IT)** – there are no IT implications

(g) **Property** – there are no property implications

Risk Management

13. Failing to produce a corporate Workforce Plan and to monitor the achievement of its action plan will result in

- risk of failing to respond to changing customer service needs
- risk of failing to prepare the workforce to deliver the transformation and efficiency programme
- risk of being unable to achieve the 'Effective Organisation' objective in the Corporate Strategy
- risk of failing to meet diversity legislation

Recommendations

14. The Executive is asked to
- endorse the first corporate Workforce Plan and its supporting Action Plan
 - indicate specific actions as key priorities.

Contact Details

Author:	Chief Officer Responsible for the report:
Author's name: Jenny Parkin Title: Corporate Adviser (Learning & Development) Dept Name: CBSS Tel No. 1727	Chief Officer's name: Angela Wilkinson Title: Head of HR & OD Director: Ian Floyd, Director of CBSS

Annexes

- Annex 1 - The Workforce Plan 2010-2012
 Annex 2 - The Action Plan 2010-2012

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Delivering through People Workforce Plan 2010 - 2012



Contents

Section 1	Foreword from Chief Executive and Leader of the Council	Page 2
Section 2	Background	Page 3
	What is workforce planning?	Page 3
	Why is workforce planning important?	Page 4
	Diagram of the drivers for and outcomes expected of workforce planning	Page 5
Section 3	Current drivers for the Workforce Plan	Page 6
Section 4	Our workforce today	Page 7
	Overview of current workforce	Page 7
	Overview of the local labour market	Page 8
	What our staff tell us about working for CYC	Page 9
Section 5	Our workforce tomorrow	Page 10
Section 6	Conclusions for workforce planning	Page 12
Section 7	Workforce Planning Strategic Objectives 2010-2012	Page 13
Appendix 1	Full profile of current CYC workforce	
Appendix 2	Current initiatives supporting workforce planning	
Appendix 3	Workforce Planning best practice	

Foreword

We are pleased to introduce City of York Council's first Workforce Plan.

There has never been a greater need for City of York Council to undertake Workforce Planning, nor has there ever been such a time when factors have come together to highlight the massive workforce implications of organisational, budgetary, political and societal changes, at both local and national level.

City of York Council has an overriding priority to deliver more for York - more efficient, convenient and personalised services to customers, often delivered in collaboration with partners, and to deliver those services in more efficient, integrated and effective ways. This will mean significant changes for our workforce which delivers those services. This Workforce Plan identifies the 'council of tomorrow' and what it is likely to mean for the workforce, and sets out actions to support and develop the workforce to deliver the changes required.

There has been a lot of good work happening towards workforce planning in the organisation up until this point, and this Workforce Plan brings these strands together, highlights where improvement is needed and provides a clear and cohesive way forward.

We acknowledge that there is much to do as we continually plan how we will recruit, deploy and develop our workforce of the future. This Workforce Plan is a key first step in that journey.



Andrew Waller
Council Leader



Kersten England
Chief Executive

What is workforce planning?

At its simplest, workforce planning means the council having the right people with the right skills in the right places at the right time to deliver the right services to our customers. It is about ensuring our workforce can deliver what we want it to do now, and planning so that it will be able to deliver what we want it to do in the future. Workforce planning is about anticipating future challenges and opportunities and planning so the workforce is ready for them. Based on information about our current workforce and considering future trends, workforce planning enables us to identify the future people and skills we will need, and to work towards this now.

Embedded into service planning

Workforce planning is not an HR process; to be successful it must be embedded into service planning and become embedded in management practice - it is the business of the whole organisation to plan the workforce required to deliver services to customers to achieve the council's stated objectives.

Workforce Planning helps deliver the Corporate Strategy

Our 2009-12 Corporate Strategy sets out what we are committed to achieving as a council by 2012. One of the eight themes of the Corporate Strategy is to be an 'Effective Organisation',

defined as being 'modern, with high standards in all we do, living up to our values, and being a great place to work'. To achieve this will require a range of developments - in our behaviours and ways of working which helps build a new culture, in our skills and practices, in how and who we recruit and in how we work together to deliver services to our customers. Few of these things are 'quick fixes' – workforce planning focuses on how we will support and develop our workforce to achieve these corporate objectives and build the type of culture outlined in the 'Effective Organisation' objective.



Why is workforce planning important to the council?

Workforce planning will help the council:

- Ensure the way we recruit, deploy and develop our workforce is linked to what we want to achieve as a council and in particular to deliver our Corporate Strategy commitment to being an Effective Organisation
- deliver excellent customer service
- support the delivery of the More for York programme
- identify the people, skills and competencies we will require in the future, and how we are going to get there from where we are now
- be a fair and diverse organisation, and meet equalities legislation
- meet internal and external drivers such as the Comprehensive Area Assessment (CAA), Use of Resources Assessment, e-government, Modernisation agenda and the IDeA & LGE Pay and Workforce Strategy
- cope with peaks and troughs in supply and demand for different skills
- minimise skills gaps and staff shortages so that they will not have to be met through costly interim measures
- respond to changes in the external environment such as:
 - demographic and social changes, such as an ageing population, which affect both demand for services and workforce supply.
 - technological change leading to changes in service delivery, ways of working and skills required.
 - the effects of unprecedented downward pressure on public spending
 - and global and local economic downturn



Overview of drivers for and outcomes expected of Workforce Planning

CYC Workforce Plan 2010 – 2012

Drivers for Workforce Planning

- Inspections**
 - Use of Resources Assessment
 - Comprehensive Area Assessment
 - Comprehensive Performance Assessment Feedback to CYC 2008
- Internal Drivers**
 - More for York and Efficiency Savings
 - Customer & Transactional Services Project
 - Corporate Strategy
 - Equalities Strategy
- Government Drivers**
 - Local Government Equalities Framework
 - IDeA & LGE Pay and Workforce Strategy
 - Local Govt Workforce Strategy
- External Environment**
 - Cuts in Public Funding
 - Demographic changes
 - National skills gaps
 - New technologies
- External Best Practice**
 - Investors in People
 - Customer Service Excellence
 - Audit Commission

- Analysis of current organisational context
- CYC Corporate Strategy
- More for York
- Analysis of current workforce data

Future Workforce Requirements

CORPORATE WORKFORCE PLAN
Including specific objectives to achieve desired outcomes

ACTIONS TO BRIDGE THE GAP

- Directorate Plans/Service Plans with workforce planning considerations
- Directorate programmes of work especially More for York workstreams

Individual learning needs identified through Performance & Development Reviews (PDRs) and Personal Development Plans (PDPs)

Workforce Planning outcomes to support the 4 themes of the 'Effective Organisation'

- A Modern Council**
 - Embracing transformational change and a new culture
 - Readiness for the future
 - Working collaboratively with partners

- High standards in all we do**
 - Talented and well-trained workforce
 - Recruiting and retaining the best people
 - Skills gaps minimised
 - Workforce that is excellent value for money

- A Great Place to Work**
 - High levels of staff satisfaction
 - Staff well developed, rewarded and supported

- Living up to our Values**
 - Workforce reflective of York's communities
 - Workforce Planning embedded into organisation
 - Achieving our Corporate Strategy aims
 - Making a wider contribution

Better services for customers

Current drivers for the Workforce Plan

This Workforce Plan is produced in the context of unprecedented 'big picture' changes (in society and demographics, in customer expectations, in national budgets, and in the political uncertainty in the run-up to a General Election) together with unprecedented 'local picture' changes (with the More for York programme, the organisational review

and the move to a new civic HQ). Such a challenging climate has fundamental implications for our workforce and how they are recruited, developed and deployed in the future.

The downward pressure on public spending against the backdrop of global and local economic downturn has severe implications for council

budgets and will demand both greater workforce efficiency and smarter ways of organising service delivery for customers. Much of this will be addressed through the More for York efficiency programme, out of which will fall many significant issues to be addressed through workforce planning.



The starting point for workforce planning is to understand the workforce of today then anticipate the workforce required in the future and plan the actions that will help bridge the gap, 6

Overview of our current workforce

Key observations

Including casual staff, the council employs over 11,800 people.

The figure excluding casual staff is 8093.

6% of these are on a temporary contract, and 8% are on a fixed term contract.

At 7.8% for 08/09, annual turnover is lower than the local government average, and is forecast to decline to below 7% in 09/10. The average length of time working for CYC is 6.24 years.

59% of staff work part-time, and 87% of these are women.

In 08/09, the average number of days lost to sickness absence per full time employee was 9.08 days.

75% of employees live within the local authority region.

Appendix 1 shows a detailed profile of our current workforce.

Gender

73% of the council's workforce is female, which is similar to the picture in local government in general. Grades 1-9 are predominantly female (around 75%), and men and women are almost equally represented at grades 10-12. Only 30% of chief officers are women.

Black and minority ethnic (BME) people

The council's employment of BME people is less than half of the percentage of BME population in York.

Disabled people

The council's employment of disabled people is very low - significantly less than both the local government average and the profile of disabled people in York.

Age profile

The council's employment of young people (under 25) is less than the local government average and significantly less than the profile of young people in York. The majority of the workforce is aged 40-55 which is common for local government.



Overview of the local labour market

Local labour market	Implications for workforce planning
<p>The population of York in 2009 is estimated to be over 195,000. The city is growing and has an aging demographic.</p>	<p>Increased demand for many services especially adult social care will require new ways of delivering services and new skills to deliver more personalised choice.</p>
<p>Due to the economic downturn, York's unemployment level has risen. However, it is still lower than the national average. In October 2009, there were just over 3,800 residents receiving job seekers allowance. Particularly affected are those aged between 16 and 24.</p>	<p>Supply of applicants may exceed demand during the economic downturn so less immediate difficulty in attracting staff to work for the council, and a potential to recruit better candidates due to increased competition. It is important not to be complacent however and we must equip ourselves to be responsive to an upturn, and take responsibility as a council and the largest employer in the city to look to increase the likelihood of unemployed residents finding work.</p>
<p>Skills deficiencies reported by employers in York are as follows:</p> <ul style="list-style-type: none"> 60% report poor customer handling skills; 53% report poor team working skills; 50% report poor technical skills; 49% report poor oral communication skills; 47% report poor problem solving skills. 	<p>Implications for ability to recruit staff with the right skills especially in customer service and team working. Need to provide training in these vital skills.</p>
<p>In a survey carried out in 2007, the main barriers to learning and work in York were identified to be: 'disability' (18%); 'English as a second language' (likely to increase with York's changing demographic) (11%); 'no relevant qualifications' (11%); 'Returning to Work' (9%); 'Loss of job / facing redundancy' (likely to have increased) (9%) and 'Underemployed graduate' (likely to have increased) (5%).</p>	<p>Taking action to remove these barriers as part of our recruitment practices will enable us to recruit from a wider pool of people and build a more inclusive workforce.</p>
<p>York has a strong track record in learning and skills provision in schools, and further and higher education. It is home to two world-class universities. The University of York is currently expanding which will increase the number of students in the City.</p>	<p>We can work more closely with these institutions to attract talent, especially young people who are under-represented in our workforce.</p>

What our staff tell us about working for CYC

Since 2001 the council has carried out an 18-monthly Staff Survey , which enables us to understand staff views and how they have changed over time. The 2009 response rate was 37%, so we must bear in mind that we have not heard from 63% of staff. However, 37% is considered a reasonable response rate for analysis.

Message from 2009 Staff Survey	Implications for workforce planning
<p>Staff satisfaction Staff satisfaction of rewards other than pay has fallen significantly from 64% in 2005 to 36% in 2009.</p> <p>Staff feeling well enough informed has dropped from 81% in the 2007 survey to 75% in 2009.</p> <p>Big increase in staff awareness of council priorities (from 43% in 2007 to 70% in 2009).</p>	<p>Need to keep staff motivated and informed especially through the uncertainties of the transformational change programme.</p> <p>Need to improve communication with staff.</p> <p>Learn the lessons from recent communications around corporate priorities and apply to future initiatives and the More for York programme.</p>
<p>Performance & Development Reviews Only 64% of survey respondents had a PDR in the last 12 months.</p> <p>Increase from 46%to 54% in those who think their PDR improved their work.</p> <p>Drop from 91% in 2007 to 88% who had roles/objectives identified for next 12 months at PDR.</p>	<p>Need to ensure all staff have an annual PDR.</p> <p>Build on this, and improve the quality of PDRs to further improve the work of staff.</p> <p>Need to ensure objective setting is key in all PDRs.</p>
<p>Management & Leadership What is most important to staff is: Having responsibility Being encouraged and supported in their learning and development.</p> <p>Only 44% of survey respondents agree senior managers provide effective leadership</p>	<p>Need to build a culture of empowering staff and encouraging and supporting their development.</p> <p>Need to build leadership capability and effectiveness.</p>
<p>Equality Only 19% consider equality to be relevant to their job.</p>	<p>Need to significantly improve staff's understanding of diversity and equality.</p>

Our workforce tomorrow

The council is committed to becoming an excellent authority that is ambitious, focussed, and confident with an inclusive and high performing workforce. Services in the future will be delivered by those best placed to deliver them, which may or may not be the council, and will increasingly be in partnership across historic service and budgetary boundaries to realise the emerging concept of 'total place'. The council will increasingly have responsibility for workforces other than its own, as commissioner of services including from 3rd sector partners.

Services will be shaped and organised around the needs of customers rather than by traditional council organisational structures, and business processes will be transformed to ensure they are fully customer facing. These transformations will be

largely driven by the More for York programme and the move to the new civic HQ in 2012.

Further efficiencies and modernity will be achieved by increased use of technology for all including more mobile workers using hand-held electronic devices, more web-based contact with customers, e-trading and customers using text messages to contact the council.

The ageing population will place increased demands on many services, especially adult social care provision and will demand more personalisation and choice in how their increased needs are met. All customers are likely to expect more consultation and engagement with the council and its decisions.

Workforce implications

To achieve these transformations the workforce of tomorrow must be suitably skilled and flexible and work in ways that builds a new culture to support the Effective Organisation theme of the Corporate Strategy – a culture of modernity, with high standards in everything we do, where we live up to the council's values and shape a council that is a great place to work.

Staff will require significant support and development to equip them to operate effectively in the 'council of tomorrow', as will elected members as they become community leaders working with partners on an area basis.

Workforce planning considerations have been integrated into the service planning process from 2010.

Anticipated changes	Implications for workforce planning
Consistent downward pressure on budgets and drive for greater efficiency.	<p>Need for greater control on staffing costs (less overtime, less agency staff) by robust resourcing strategy. Cultural change for all staff to work in most efficient and effective ways.</p> <p>Need for robust procurement strategy.</p> <p>Upskilling managers in financial management, commissioning services and managing services not directly provided by</p>

	the council. Need for a flexible workforce able to cope with change and uncertainty.
Economic downturn	Increased demand on benefits service and increased requirement for workforce to have skills in dealing with debt issues.

Anticipated changes	Implications for workforce planning
<p>An ageing population with greater demand for many services, especially adult social care, and increased expectations of personalised choice from all customers.</p> <p>An ageing workforce is likely to need reskilling and may mean less opportunity for young people to enter the workforce.</p>	<p>We need to develop new ways of delivering services, equipping staff with new skills, and developing new working patterns to meet customers' changing expectations.</p> <p>We need to keep the skills of all staff updated and relevant to the changing culture.</p> <p>We must take care to offer opportunities for employment and training to young people.</p>
<p>Emerging concept of 'total place' requiring future collaborative working with partners across current budgetary, cultural and organisational boundaries to deliver improved services at the best possible value for money.</p>	<p>We must work more closely with partners to plan and develop a joint workforce to deliver services across traditional boundaries.</p>
<p>The council's biggest ever programme of change, the <u>More for York</u> programme requiring fundamental transformation of the council's culture and ways of working, consolidating support services and redefining the concept of the internal customer, empowering front-line staff, increased use of mobile working and new technology, driving down staffing costs and reconfiguring current council functions.</p> <p>Preparations for the move into a new civic headquarters requiring new ways of working and generic and empowered front line staff.</p>	<p>We must understand the skills of our current workforce and help them develop the competencies and behaviours needed for the future including the behaviours needed to lead change and shape a new customer-centric and flexible organisational culture.</p>
<p>Increased use of technology across the council.</p>	<p>Significant training needs for all, especially frontline staff to develop greater confidence and skill in using technology including hand-held devices in many services.</p>
<p>Support services will be consolidated to drive out duplication and inefficiencies.</p>	<p>Changing culture of working with internal customers. Need for professional and technical upskilling of staff in newly consolidated services.</p>
<p>Services organised around cross-cutting needs of customers and in partnership with other providers.</p>	<p>Significant changes in culture, working practices and cross-skilling required to deliver services with partners.</p>
<p>Customers demand more engagement and consultation with service providers.</p>	<p>Implications for member and officer development and for new ways of working with customers.</p>

Conclusions for Workforce Planning

Although this is the first corporate Workforce Plan for City of York Council there is much work already underway across the organisation which contributes to the learning, development, well-being and modernisation of our current workforce (see appendix 2). This work must be taken account of and the strands pulled together to help directly contribute to the objectives of the Workforce Plan.

Links with other workforce strategies in the council

This Workforce Plan takes an overarching strategic view of the workforce planning needs of the whole council. However, service-focused workforce plans have been developed for the diverse range of providers in the children and young people's workforce, and in

response to the 'Working to Put People First' agenda in adult social care. Both these service-focused workforce plans raise key issues around skills development, job design and working patterns and share many common themes with the corporate Workforce Plan.

A key part of service planning

Workforce planning must become a key element of our directorate and service planning. Guidance has been developed to help managers consider current and future staff implications, skills requirements, recruitment difficulties and development opportunities in their service planning so that workforce planning is considered at a service level.

Measuring Success

The Workforce Plan takes a long-term view, initially until 2012, but must remain flexible to reflect changing priorities. The objectives outlined within this document will be the driving force for the longer term, and progress in the action plan will be reviewed regularly to make sure it continues to reflect current needs.

The Action Plan shows how each of the objectives of the Workforce Plan will be measured. A range of high-level measures will also indicate progress including feedback from the Audit Commission's Use of Resources Assessment and Comprehensive Area Assessment, feedback from the staff survey and progress against the Equalities Framework.



Workforce Planning Strategic Objectives 2010 - 2012

Taking into account the current context of City of York Council and the key drivers for change, the following workforce objectives have been identified for the period 2010- 2012. The detailed action plan which follows outlines the specific actions in year one of the Workforce Plan.



Objective One: Transformation and culture change

Support staff through the More for York transformation programme with timely and open communications, a programme of skills development to build leadership and change-management capacity, support for all staff and elected members to embrace change and a suite of 'good employer' support to all.

1a. Engage with staff through the 'More for York' transformational change programme with timely, accurate and open communications.

1b. Support and develop managers to lead change and transformation.

1c. Support and develop elected members to lead change and transformation.

1d. Develop a suite of 'good employer' support for all staff affected by the More for York programme or budget cuts.

1e. Work towards a more ambitious, inclusive,

focussed and collaborative organisational culture.

Objective Two: Efficiency

Develop a culture of efficiency and effectiveness in response to tight budgetary pressures and the need to deliver more with less.

2a. Control staffing costs through a robust resourcing strategy.

2b. Support and develop managers to manage and control tight budgets.

2c. Support and develop all staff to work in the most efficient and effective ways and seek improved ways of delivering services.

2d. Ensure all HR procedures and functions are as efficient and effective as possible.

Objective Three: Customers

Help shape a more customer-centric culture by developing the skills of staff to deliver timely, efficient and excellent services configured around the needs and choices in customers' lives. Develop elected members as community leaders. Respond to the increased demand from customers for more engagement and consultation with service providers.

3a. Become a more customer-focussed organisation with an established single customer services structure.

3b. Review Members 'Portal'.

3c. Develop and implement customer service standards and behaviours across the council.

3d. Develop customer service staff skills in engaging and consulting with customers, stakeholders and partners.

3e. Work in partnership with other organisations to deliver joined up and effective customer services (see 5a.)

Objective 4: Diversity

Help build an inclusive culture in which all are treated with dignity and respect as described in the Fairness & Inclusion Strategy.

4a. Remove barriers to enable our employment opportunities to be accessible to all.

4b. Increase the number of disabled people and BME people at all levels in CYC, and female Chief Officers.

4c. Increase the number of young people (under 25) working for the council.

4d. Ensure our organisational culture and practices are fair and inclusive and support the retention of a diverse workforce.

4e. Develop the skills of staff to better understand diversity issues



Objective 5: Partnerships

5a. Develop the skills of staff and elected members to work with public sector partners, private sector partners and voluntary & community sector/3rd sector partners, across traditional boundaries to deliver customer focussed services.

5b. Work collaboratively with partners to identify future workforce requirements and respond to changing patterns of service delivery.

Appendix 1: City of York Council Workforce Profile as at November 2009

Overall Headcount inc casual staff – 11937
 Full Time Employee equivalent - 5385.44
 08/09 turnover – 7.8%
 09/10 estimated turnover* - 6.6%

Average time working for CYC – 6.24 years
 Employees on a temporary contract – 6%
 Employees on a fixed term contract – 8%
 Employees seconded – 1%

	Total ex casuals	Casual staff	Full time	Part time	Grade					York working age profile*	Local government employees	National economy
					1-3	4-6	7-9	10-12	Chief Officer			
Overall	8093	3844	41.3% (3345)	58.7% (4748)	18% (1457)	35.6% (2879)	17.1% (1385)	4.2% (341)	0.3% (26)			
Of which the following percentage are:												
Male	26.6% (2156)	22.2% (853)	46% (1538)	13% (618)	16.5% (240)	23.6% (679)	29.5% (409)	49% (167)	69.2% (18)	51%	25%	53%
Female	73.4% (5937)	77.8% (2991)	54% (1807)	87% (4130)	83.5% (1217)	76.4% (2200)	70.5% (976)	51% (174)	30.8% (8)	49%	75%	47%
Disabled	1.8% (137)	1.3% (39)	2.2% (70)	1.5% (67)	1.7% (23)	1.4% (38)	1.5% (20)	2.7% (9)	0%	17%	15%	13%*
BME	3.1% (253)	4.1% (153)	2.9% (96)	3.3% (157)	3.8% (55)	2.6% (75)	4.1% (57)	2.9% (10)	7.7% (2)	9%	7%	9%
16-24	4.2% (337)	14.5% 556	4.8% (161)	3.7% (176)	6.8% (99)	4.7% (134)	2% (28)	0%	0%	15%	7%	15%
25-39	30.2% (2445)	26.8% 1032	36.4% (1217)	25.9% (1228)	22.2% (324)	25.2% (726)	30.4% (421)	25.5% (87)	0%	34%	32%	35%
40-55	48.8% (3947)	40.1% 1541	45.2% (1512)	72.8% (2435)	49.6% (723)	52.5% (1512)	49% (678)	60.1% (205)	88% (23)	32%	43%	35%

56-60	10.6% (859)	7.6% 291	10.2% (341)	10.9% (518)	10.8% (158)	10.2% (295)	12% (166)	13.2% (45)	11.5% (3)		10%	11%	8%
60+	6.2% (505)	11.0% 424	3.4% (114)	8.2% (391)	10.5% (153)	7.4% (212)	6.6% (92)	1.2% (4)	0%		8%	7%	7%

* See page 34 for explanations of how figures were worked out.

Chief Executives – Workforce Profile

Headcount - 205

Full Time Employee equivalent - 179.28

08/09 Turnover – 12.2%

09/10 Estimated Turnover* – 11.4%

	Total	Full time	Part time	Grade					Chief Officer	CYC employees	York working age profile*	Local government employees	National economy
				1-3	4-6	7-9	10-12						
Overall	205	72.2% (148)	27.8% (57)	15	57	71	56	2					
Of which the following percentage are:													
Male	35.1% (72)	46% (68)	7% (4)	33.3% (5)	21.1% (12)	39.4% (28)	44.6% (25)	50% (1)	27%	51%	25%	53%	
Female	64.9% (133)	39% (80)	93% (53)	66.7% (10)	78.9% (45)	60.1% (43)	55.4% (31)	50% (1)	73%	49%	75%	47%	
Disabled	2.1% (4)	1.4% (2)	3.8% (2)	25% (2)	2% (1)	0%	1.8% (1)	0%	2%	17%	15%	13%*	
BME	3.9% (8)	3.4% (5)	5.3% (3)	0%	7% (4)	2.8% (2)	3.6% (2)	0%	3%	9%	7%	9%	
16-24	2.4% (5)	3.4% (5)	0%	6.7% (1)	3.5% (2)	1.4% (1)	0%	0%	4%	15%	7%	15%	
25-39	30.2% (62)	28.4% (42)	35.1% (20)	33.3% (5)	33.3% (19)	28.2% (20)	28.6% (16)	0%	30%	34%	32%	35%	
40-55	54.1% (111)	54.1% (80)	54.4% (31)	40% (6)	52.6% (30)	53.5% (38)	60.7% (34)	100% (2)	49%	32%	43%	35%	
56-60	9.8% (20)	11.5% (17)	5.3% (3)	13.3% (2)	7% (4)	12.7% (9)	8.9% (5)	0%	11%	10%	11%	8%	
60+	3.4% (7)	2.7% (4)	5.3% (3)	6.7% (1)	3.5% (2)	4.2% (3)	1.8% (1)	0%	6%	8%	7%	7%	

* See page 34 for explanations of how figures were worked out.

Neighbourhood Services – Workforce Profile

Headcount - 991

Full Time Employee equivalent - 737.28

08/09 Turnover – 10.7%

09/10 Estimated Turnover* – 8.2%

	Total	Full time	Part time	Grade																																													
				1-3	4-6	7-9	10-12	Chief Officer																																									
Overall	991	55.8% (553)	44.2% (438)	326	398	94	51	4	<table border="1"> <thead> <tr> <th>CYC employees</th> <th>York working age profile*</th> <th>Local government employees</th> <th>National economy</th> </tr> </thead> <tbody> <tr> <td>27%</td> <td>51%</td> <td>25%</td> <td>53%</td> </tr> <tr> <td>73%</td> <td>49%</td> <td>75%</td> <td>47%</td> </tr> <tr> <td>2%</td> <td>17%</td> <td>15%</td> <td>13%*</td> </tr> <tr> <td>3%</td> <td>9%</td> <td>7%</td> <td>9%</td> </tr> <tr> <td>4%</td> <td>15%</td> <td>7%</td> <td>15%</td> </tr> <tr> <td>30%</td> <td>34%</td> <td>32%</td> <td>35%</td> </tr> <tr> <td>49%</td> <td>32%</td> <td>43%</td> <td>35%</td> </tr> <tr> <td>11%</td> <td>10%</td> <td>11%</td> <td>8%</td> </tr> <tr> <td>6%</td> <td>8%</td> <td>7%</td> <td>7%</td> </tr> </tbody> </table>	CYC employees	York working age profile*	Local government employees	National economy	27%	51%	25%	53%	73%	49%	75%	47%	2%	17%	15%	13%*	3%	9%	7%	9%	4%	15%	7%	15%	30%	34%	32%	35%	49%	32%	43%	35%	11%	10%	11%	8%	6%	8%	7%	7%
CYC employees	York working age profile*	Local government employees	National economy																																														
27%	51%	25%	53%																																														
73%	49%	75%	47%																																														
2%	17%	15%	13%*																																														
3%	9%	7%	9%																																														
4%	15%	7%	15%																																														
30%	34%	32%	35%																																														
49%	32%	43%	35%																																														
11%	10%	11%	8%																																														
6%	8%	7%	7%																																														
Of which the following percentage are:																																																	
Male	66.7% (611)	84.4% (467)	32.9% (144)	35.3% (115)	73.1% (291)	56 (59.6%)	54.9% (28)	75% (3)																																									
Female	38.3% (380)	16.6% (86)	67.1% (294)	64.7% (211)	26.9% (107)	38 (40.4%)	45.1% (23)	25% (1)																																									
Disabled	0.9% (9)	1.3% (7)	0.5% (2)	1.2% (4)	0.8% (3)	2.1% (2)	0%	0%																																									
BME	3.4% (34)	2% (11)	5.3% (23)	7.7% (25)	1.8% (7)	1.1% (1)	0%	0%																																									
16-24	5.3% (53)	5.8% (32)	4.8% (21)	7.7% (25)	4.5% (18)	1.1% (1)	0%	0%																																									
25-39	24.7% (245)	27.8% (154)	20.8% (91)	20.9% (68)	26.1% (104)	31.9% (30)	37.3% (19)	0%																																									
40-55	49.6% (492)	53.2% (294)	45.2% (198)	44.8% (146)	51.8% (206)	52.1% (49)	52.9% (27)	75% (3)																																									
56-60	10.3% (102)	8.7% (48)	12.3% (54)	11.3% (37)	8.5% (34)	10.6% (10)	9.8% (5)	25% (1)																																									
60+	10.1% (99)	4.5% (25)	16.9% (74)	15.3% (50)	9% (36)	4.3% (4)	0%	0%																																									

* See page 34 for explanations of how figures were worked out.

City Strategy – Workforce Profile

Headcount - 317

Full Time Employee equivalent - 270.42

08/09 Turnover – 7.1%

09/10 Estimated Turnover – 3.2%

	Total	Full time	Part time	Grade					Chief Officer	CYC employees	York working age profile*	Local government employees	National economy
				1-3	4-6	7-9	10-12						
Overall	317	69.4% (220)	30.6% (97)	61	89	107	55	4					
Of which the following percentage are:													
Male	46.7% (148)	55.5% (122)	26.8% (26)	31.1% (19)	29.2% (26)	56.1% (60)	70.9% (39)	100% (4)	27%	51%	25%	53%	
Female	53.3% (169)	44.5% (98)	73.2% (71)	68.9% (42)	70.8% (63)	43.9% (47)	29.1% (16)	0%	73%	49%	75%	47%	
Disabled	4.1% (13)	1.8% (4)	9.4% (9)	11.7% (7)	3.4% (3)	1.9% (2)	1.8% (1)	0%	2%	17%	15%	13%*	
BME	1.3% (4)	0.5% (1)	3.1% (3)	1.6% (1)	2.2% (2)	0.9% (1)	0%	0%	3%	9%	7%	9%	
16-24	5% (16)	5.9% (13)	3.1% (3)	14.8% (9)	7.9% (7)	0%	0%	0%	4%	15%	7%	15%	
25-39	30.3% (96)	32.3% (71)	25.8% (25)	14.8% (9)	33.7% (30)	40.2% (43)	23.6% (13)	0%	30%	34%	32%	35%	
40-55	44.8% (142)	47.3% (104)	39.2% (38)	29.5% (18)	43.8% (39)	43.9% (47)	65.5% (36)	50% (2)	49%	32%	43%	35%	
56-60	11% (35)	10.5% (23)	12.4% (12)	16.4% (10)	4.5% (4)	12.1% (13)	10.9% (6)	50% (2)	11%	10%	11%	8%	
60+	8.8% (28)	4.1% (9)	19.6% (19)	24.6% (15)	10.1% (9)	3.7% (4)	0%	0%	6%	8%	7%	7%	

* See page 34 for explanations of how figures were worked out.

Resources – Workforce Profile

Headcount - 278

Full Time Employee equivalent - 251.09

08/09 Turnover – 7.3%

09/10 Estimated Turnover – 8%

	Total	Full time	Part time	Grade					CYC employees	York working age profile*	Local government employees	National economy
				1-3	4-6	7-9	10-12	Chief Officer				
Overall	278	78.4% (218)	21.6% (60)	30	121	85	37	5				
Of which the following percentage are:												
Male	41.7% (116)	49.5% (108)	13.3% (8)	40% (12)	26.4% (32)	56.5% (48)	59.5% (22)	40% (2)	27%	51%	25%	53%
Female	58.3% (162)	50.5% (110)	86.7% (52)	60% (18)	74% (89)	43.5% (37)	40.5% (15)	60% (3)	73%	49%	75%	47%
Disabled	3.2% (9)	3.2% (7)	3.3% (2)	6.7% (2)	2.5% (3)	2.4% (2)	5.4% (2)	0.0% (0)	2%	17%	15%	13%*
BME	5.4% (15)	6% (13)	3.3% (2)	3.3% (1)	5.8% (7)	3.5% (3)	8.1% (3)	20% (1)	3%	9%	7%	9%
16-24	4% (11)	4.6% (10)	1.7% (1)	20% (6)	4.1% (5)	0.0% (0)	0.0% (0)	0.0% (0)	4%	15%	7%	15%
25-39	35.3% (98)	39% (85)	21.7% (13)	20% (6)	35.5% (43)	42.4% (36)	35.1% (13)	0.0% (0)	30%	34%	32%	35%
40-55	42.4% (118)	40.8% (89)	48.3% (29)	40% (12)	34.7% (42)	44.7% (38)	56.8% (21)	100% (5)	49%	32%	43%	35%
56-60	11.5% (32)	11.9% (26)	10% (6)	10% (3)	15.7% (19)	8.2% (7)	8.1% (3)	0.0% (0)	11%	10%	11%	8%
60+	6.8% (19)	3.7% (8)	18.3% (11)	10% (3)	9.9% (12)	4.7% (4)	0.0% (0)	0.0% (0)	6%	8%	7%	7%

* See page 34 for explanations of how figures were worked out.

Learning, Culture and Children's Services (excluding Schools)

Headcount - 1403

Full Time Employee equivalent – 810.4

08/09 Turnover – 7%

09/10 Estimated Turnover – 6.2%

	Total	Full time	Part time	Grade					Chief Officer	CYC employees	York working age profile*	Local government employees	National economy
				1-3	4-6	7-9	10-12						
Overall	1403	36.1% (507)	63.9% (896)	117	319	552	76	6					
Of which the following percentage are:													
Male	22.4% (314)	32.7% (166)	16.5% (148)	13.7% (16)	16.9% (54)	22.6% (125)	34.2% (26)	83.3% (5)	27%	51%	25%	53%	
Female	77.6% (1089)	67.3% (341)	83.5% (748)	86.3% (101)	83.1% (265)	77.4% (427)	65.8% (50)	16.7% (1)	73%	49%	75%	47%	
Disabled	2.7% (35)	2.5% (12)	2.8% (23)	4.6% (5)	3.1% (9)	1.6% (8)	2.7% (2)	0%	2%	17%	15%	13%*	
BME	4.3% (60)	3.2% (16)	4.9% (44)	3.4% (4)	3.4% (11)	5.8% (32)	0.5% (3)	16.7% (1)	3%	9%	7%	9%	
16-24	5.3% (74)	5.3% (74)	5.2% (47)	9.4% (11)	7.5% (24)	4.2% (23)	0%	0%	4%	15%	7%	15%	
25-39	29.9% (419)	32.1% (163)	28.6% (256)	27.4% (32)	33.9% (108)	30.6% (169)	14.5% (11)	0%	30%	34%	32%	35%	
40-55	46.3% (650)	47.1% (59)	45.9% (411)	39.3% (46)	44.8% (143)	45.5% (251)	63.2% (48)	100% (6)	49%	32%	43%	35%	
56-60	11.7% (164)	3.7% (19)	11.7% (105)	15.4% (18)	10.3% (33)	10.7% (59)	19.7% (15)	0%	11%	10%	11%	8%	
60+	6.8% (96)	3.7% (19)	8.6% (77)	8.5% (10)	3.4% (11)	9.0% (50)	1.3% (2)	0%	6%	8%	7%	7%	

* See page 34 for explanations of how figures were worked out.

Schools

Headcount - 3726

Full Time Employee equivalent – 2273.6

	Total	Full time	Part time	Grade					Chief Officer	CYC employees	York working age profile*	Local government employees	National economy
				1-3	4-6	7-9	10-12						
Overall	3726	33.4% (1243)	66.6% (2483)	704	1298	204	4	0					
Of which the following percentage are:													
Male	17.7% (659)	36.2% (450)	8.4% (209)	4.8% (704)	14.6% (190)	10.8% (22)	75% (4)	N/A	27%	51%	25%	53%	
Female	82.3% (3067)	63.8% (793)	91.6% (2274)	95.2% (670)	85.4% (1108)	89.2% (182)	25% (1)	N/A	73%	49%	75%	47%	
Disabled	0.3% (11)	0.4% (5)	0.3% (6)	0.2% (1)	0.3% (4)	0%	0%	N/A	2%	17%	15%	13%*	
BME	2.7% (100)	2.7% (34)	2.7% (66)	2.8% (20)	2.4% (31)	2.9% (6)	0% (0)	N/A	3%	9%	7%	9%	
16-24	3.9% (144)	5% (62)	3.3% (82)	4.4% (31)	4.9% (63)	0.5% (1)	0% (0)	N/A	4%	15%	7%	15%	
25-39	33.7% (1255)	47.9% (596)	26.5% (659)	23.6% (166)	22.3% (290)	21.1% (43)	75% (3)	N/A	30%	34%	32%	35%	
40-55	49.5% (1843)	37.4% (465)	55.5% (465)	56.4% (397)	58.6% (760)	56.9% (116)	25% (1)	N/A	49%	32%	43%	35%	
56-60	8.9% (333)	100 (8%)	9.4% (233)	8% (56)	8.6% (112)	15.2% (31)	0% (0)	N/A	11%	10%	11%	8%	
60+	4.0% (151)	1.6% (20)	5.3% (131)	7.7% (54)	5.6% (73)	6.4% (13)	0% (0)	N/A	6%	8%	7%	7%	

* See page 34 for explanations of how figures were worked out.

Housing and Adult Social Services – Workforce Profile

Headcount - 1173

Full Time Employee equivalent - 863.38

08/09 Turnover – 8.2%

09/10 Estimated Turnover – 5.8%

	Total	Full time	Part time	Grade					Chief Officer	CYC employees	York working age profile*	Local government employees	National economy
				1-3	4-6	7-9	10-12						
Overall	1173	38.9% (456)	61.1% (717)	204	597	272	62	5					
Of which the following percentage are:													
Male	20.1% (236)	34.4% (157)	11% (79)	19.1% (39)	12.4% (74)	25.7% (70)	38.7% (24)	40% (2)	27%	51%	25%	53%	
Female	79.9% (937)	65.6% (299)	89% (638)	80.9% (165)	87.6% (523)	74.3% (202)	61.3% (38)	60% (3)	73%	49%	75%	47%	
Disabled	4.8% (56)	7.4% (33)	3.2% (23)	1% (2)	2.5% (15)	2.3% (6)	4.9% (3)	0%	2%	17%	15%	13%*	
BME	2.7% (32)	3.5% (16)	2.2% (16)	2% (4)	2.2% (13)	4.4% (12)	3.2% (2)	0%	3%	9%	7%	9%	
16-24	2.9% (34)	2.6% (12)	3.1% (22)	7.8% (16)	2.5% (15)	0.7% (2)	0%	0%	4%	15%	7%	15%	
25-39	22.7% (266)	23.2% (106)	22.3% (160)	18.1% (37)	21.8% (130)	29.4% (80)	19.4% (12)	0%	30%	34%	32%	35%	
40-55	50.7% (595)	52.9% (241)	49.4% (354)	48.5% (99)	49.2% (294)	51.1% (139)	61.3% (38)	100% (5)	49%	32%	43%	35%	
56-60	14.7% (173)	14.9% (68)	14.6% (105)	15.7% (32)	14.9% (89)	13.6% (37)	17.7% (11)	0%	11%	10%	11%	8%	
60+	9% (105)	6.4% (29)	10.6% (76)	9.8% (20)	11.6% (69)	5.1% (14)	1.6% (1)	0%	6%	8%	7%	7%	

* See page 34 for explanations of how figures were worked out.

About the data

The workforce data is based on information on our employee systems as of 1 November 2009. Casual staff are excluded.

For the graded breakdown, job grades not based on the new grading system are not included, so if the numbers do not add up to the total number of employees that is why.

Percentages of disabled and BME are out of those which specified. Only a small number did not specify their ethnicity or whether they were disabled, but they have been discounted from the percentages.

York's working age profile is based on the 2006 estimates from the Office for National Statistics. This data is based on the 2001 census. For disability and ethnicity, the figure is based on the overall population; age and gender are based on those aged between 16 and 64. As many 16-24 year olds are still in full time education, the percentage given is calculated by multiplying the number of 16-19 and 20-24 year olds in York by the percentage of each of those age ranges who are economically active. This includes working students.

The profile of Local Government employees and the national economy are 2009 figures taken from the 'Local Government Workforce Demographic Profile', published by the Local Government Association and Local Government Employees in September 2009. It is worth noting that national economy percentages are based only on those who are working, so for the overall UK population, certain percentages are different (e.g. 19% of the overall population are disabled whereas they represent 13% of the working population).

Cells highlighted in yellow indicate where our workforce is least representative of the community of York. This indicates that there may be barriers to employment which we are not addressing in these areas.

There are further areas where certain groups of people are under-represented at higher grades; these trends have been highlighted in a lighter yellow only for the overall workforce breakdown but they are also present in the directorate breakdowns, which should be identified and addressed by Directorate Management Teams.

Appendix 2: Current Initiatives

Supporting Workforce Planning

Fairness and Inclusion -

We are committed to being a fair employer with a diverse workforce, as outlined in our Fairness and Inclusion strategy. As part of this, we assess the equalities impact of all our major and new employment policies. Our Staff Equalities Reference Group, which represents the 6 equality strands and working carers, will also be looking at these and providing input into other ways to encourage a workforce reflective of York's communities.

The Effective Manager Programme -

a framework of practical support to help managers develop the skills, knowledge and behaviours required to successfully deliver the Business Model. Fronted by the Effective Manager: Effective Organisation workshop focussing on the manager's role in building the Effective Organisation vision in the Corporate Strategy.

The Managing for Results & Leading for Results programmes – over 200 managers have taken part in these 7 day modular management and leadership development programmes aligned to the Institute for Leadership and Management (ILM) standards.

Leadership And Management Standards (LAMS) and LAMS360 -

The Leadership & Management Standards are a practical tool to provide guidance about how we are expected to go about our work, and what behaviours others can expect from us. They are relevant to all posts and roles. The 12 Standards were developed in-house and are structured against the council's aims and Organisational Effectiveness priorities. They are used in PDRs to define objectives and identify individual development needs.

Skills Pledge – CYC has signed the Skills Pledge, demonstrating its commitment to supporting its staff to gain basic skills and qualifications to benefit themselves and their work. This includes Train to Gain (T2G) and Skills for Life (SfL)

Apprenticeships – as part of the Skills Pledge commitment the Council offers apprenticeship opportunities to both staff and young people in the city not in employment, education or training, and those leaving care.

Range of in-house training opportunities -

an annual programme of short courses open to all staff supports the council's values of delivering what our customers want, providing strong leadership, supporting and developing people and encouraging improvement in everything we do. This is further supported by a wide range of job-specific training opportunities provided in directorates.

Out of Hours scheme –

encourages a return to learning by providing monetary support to staff below Grade 6 to pursue adult education courses out of work time, in any subject.

Mentoring –

The council was a founding member of the Yorkshire Accord Mentoring Programme which was Highly Commended at the National Training Awards in 2007. This cross-organisational partnership with other public bodies in the region has offered mentoring opportunities to over 100 CYC staff at first-line manager level and above.

The in-house mentoring scheme, based on the Yorkshire Accord model, offers staff at any level the opportunity to train to be a mentor, or have a mentor, in a different part of CYC.

Excellence in Everything

– Within our Neighbourhood Services directorate, we have improvement teams made up of staff from all levels looking at various cross-cutting themes.

Performance & Development Reviews

– All staff have an annual appraisal to review their job, set objectives and discuss how development needs will be met.

E-recruitment - CYC is modernising the way it carries out both internal and external recruitment using e-recruitment, which enables all recruitment to be done on-line, and provides a single focused site for vacancy advertising. Using this solution means we can reduce time to hire, and postage and advertising costs.

National Graduate Development Programme

- CYC takes part in the IDeA's successful NGDP and currently has national management trainees placed in three directorates offering the trainees structured placements in customer-facing, corporate and support functions.

Internal recruitment agency – the Council has reduced spend on recruitment by over £400,000 in 08/09 by operating an in-house recruitment pool to speedily place suitable candidates in vacant jobs, and this is an important part of the Resourcing Strategy.

Flexible Working - We enable flexible working through compressed hours, job sharing, working from home and mobile technology. We are also currently redeveloping our work/life balance provisions.

Staff benefits – There is a range of staff benefits including staff discounts, a staff lottery, free health checks, help in stopping smoking, occupational health provision and provision of counseling for those suffering from stress.

Staff feedback

mechanisms – As well as the staff survey, the More for York programme will develop a staff suggestion scheme and staff are encouraged to provide their views and suggest improvements to the way we work through a direct email address to the Chief Executive.

Absence Management

- We have robust absence management processes in place which have helped to reduce sickness absence by over 25% in the past 3 years

Appendix 3: Workforce Planning Best Practice

Local authorities will be assessed through the Use of Resources Assessment, and to a lesser extent the Comprehensive Area Assessment, on how well they plan their workforce. These assessments, and a number of other sources including awards criteria, provide a useful framework of best practice in workforce planning.

We have reviewed various assessment regimes and other workforce planning approaches to highlight the key workforce planning 'outcomes'/best practice that each seeks to achieve:

The sources that were used were:

- Audit Commission guidance regarding workforce planning
- Use of Resources Assessment Key Line of Enquiry 3.3
- Improvement & Development Agency (IDeA) Local Government Equalities Framework
- CAA guidance
- Investors in People Framework
- Customer Service Excellence Framework
- IDeA & LGE Pay and Workforce Strategy
- CYC's 'More for York' transformation project
- CYC's YorOK Children's Trust Workforce Plan
- Public Duties

The following pages outline these best practice outcomes, with reference to which sources informed each outcome. The outcomes have been categorised under the four headings set out in our 2009 – 2012 Corporate strategy under 'An Effective Organisation'. These are:

- **A Modern Council**
- **High Standards in All We Do**
- **A Great Place to Work**
- **Living up to our Values**

Workforce Plan ‘Outcomes’ A Modern Council

	AC	UOR	EF	CAA	liP	EiE	WS	YOK	MfY	CSE	PD
1. We understand the profile, needs, motivations and preferences of our current employees and our labour market. We use this information to plan our workforce and act on adverse trends.	■	■	■		■			■		■	
a) We have reliable and fit-for-purpose information about:	■	■	■					■		■	■
• Numbers and equality profile of employees and job applicants											
• Current employees’ needs, motivations and preferences											
• Sickness absence											
• Staff turnover											
• Our local, regional and national labour market’s characteristics, needs and preferences											
• Demand for services											
b) This data is monitored, analysed and benchmarked internally and externally to identify barriers to employment, to plan our workforce and to act on adverse trends.	■	■	■		■			■		■	
2. We anticipate future workforce opportunities and challenges, and plan accordingly.	■	■					■		■		
a) We use a range of resources and plan certain scenarios to build up a complete picture of current and future needs, labour market developments and staffing costs.	■										
b) We regularly evaluate the strategies and processes that affect our workforce.	■										
c) Our workforce is adaptable and able to change according to future needs.									■		
3. We work collaboratively with other organisations to identify future workforce requirements, respond to staff shortages and deliver cost-effective, joined-up services.	■	■							■	■	

Key: AC = Audit Commission Guidance, UOR = Use of Resources Assessment KLOE 3.3, EF = Local Government Equalities Framework, CAA = Comprehensive Area Assessment, liP = Investors in People Framework, WS = IDeA & LGE Pay and Workforce Strategy, YOK = YorOK Workforce Strategy, MfY = More for York, CSE = Customer Service Excellence Framework, PD = Public Duties

Draft Workforce Development Plan Outcomes

High Standards in All We Do

4. We have a talented and well-trained workforce which is used effectively to deliver excellent services.

- a) There is a strong culture of learning, collaboration and improvement where everyone is encouraged to contribute ideas to improve their own and other people's performance.
- b) There are a range of innovative, accessible and flexible ways of developing people, taking into account people's different learning styles, which enable them to achieve their full potential for mutual benefit.
- c) Development opportunities are based on identified organisational and personal needs.
- d) There are effective performance management arrangements which support management in delivering services that are fit for purpose, with examples of action taken to resolve poor performance of teams or individuals.

5. We recruit the best possible people for the jobs we need.

- a) We successfully promote a positive image of working for the Council and the roles within it to the people we want to attract.
- b) We use a range of innovative opportunities to attract new employees, especially groups we know are 'hard-to-reach' or disadvantaged.
- c) Recruitment and selection is fair, efficient, effective and accessible to all.
- d) There is a healthy turnover of staff.

6. The way we recruit, retain and develop our employees is targeted to the areas of highest risk to ensure skills gaps are minimised.

7. Our workforce represents excellent value for money.

- a) Expenditure for training, development and recruiting is linked to LSP, corporate and service plan objectives, and identified areas of risk.
- b) The use of agency staff is monitored to ensure cost-effectiveness.

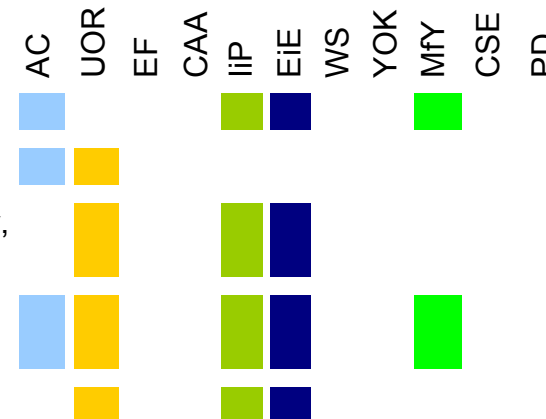
	AC	UOR	EF	CAA	iIP	EiE	WS	YOK	MfY	CSE	PD
4. We have a talented and well-trained workforce which is used effectively to deliver excellent services.	█	█	█	█	█	█	█	█	█		█
a) There is a strong culture of learning, collaboration and improvement where everyone is encouraged to contribute ideas to improve their own and other people's performance.		█			█	█	█		█		
b) There are a range of innovative, accessible and flexible ways of developing people, taking into account people's different learning styles, which enable them to achieve their full potential for mutual benefit.	█				█	█	█	█			
c) Development opportunities are based on identified organisational and personal needs.					█						
d) There are effective performance management arrangements which support management in delivering services that are fit for purpose, with examples of action taken to resolve poor performance of teams or individuals.		█									
5. We recruit the best possible people for the jobs we need.		█	█		█		█	█			█
a) We successfully promote a positive image of working for the Council and the roles within it to the people we want to attract.		█			█		█	█			
b) We use a range of innovative opportunities to attract new employees, especially groups we know are 'hard-to-reach' or disadvantaged.		█	█								█
c) Recruitment and selection is fair, efficient, effective and accessible to all.					█						
d) There is a healthy turnover of staff.											
6. The way we recruit, retain and develop our employees is targeted to the areas of highest risk to ensure skills gaps are minimised.	█	█					█				
7. Our workforce represents excellent value for money.	█	█			█		█		█		
a) Expenditure for training, development and recruiting is linked to LSP, corporate and service plan objectives, and identified areas of risk.		█			█						
b) The use of agency staff is monitored to ensure cost-effectiveness.	█	█					█				

Draft Workforce Development Plan Outcomes

A Great Place to Work

8. Our employees are productive and happy.

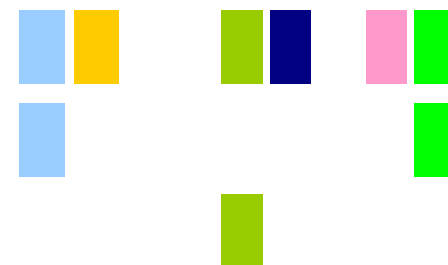
- There are high satisfaction levels across all groups in the workforce.
- There are a range of health, safety and well-being initiatives which are optimising productivity, attendance rates and work-life balance.
- Employees are supported through key life events (parenthood, carer responsibilities, pre- or semi-retirement) and their personal choice regarding flexible working is respected.
- We recognise and reward teams and individuals according to what motivates them.
- Our employees are paid fairly.



Living up to our Values

9. Our current workforce, and the way we recruit, retain and develop our staff, is tailored to achieve the Council's strategic vision, objectives and priorities.

- Services are delivered by those best placed to deliver them according to our customers' needs.
- We monitor and evaluate how our approach to recruiting, retaining and developing our staff has improved the Council's performance.



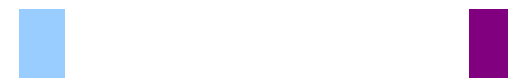
10. Workforce planning is regarded as important to the whole organisation – It is driven by Directors and Members and embedded in service and financial planning.



11. We have innovative processes and an inclusive culture to ensure the profile of our employees and job applicants broadly reflect York's community across all career grades.



12. We contribute to developing the skills of the city, promoting local government as a good employer and addressing national skills shortages.



Workforce Plan 2010 – 2012: Action Plan

Objective 1. Transformation and Culture Change

Commitment	Action	Timescale	Implementation	Outcomes
1A. Engage with staff through the 'More for York' transformational change programme with timely, accurate and open communications.	1A.1 Deliver the More for York Communications Strategy.	By Oct 2010	Director of Adults, Children & Education	More for York Communications Strategy successfully delivered.
	1A. 2 Monitor staff satisfaction and morale throughout the More for York programme.		M4Y Board	Staff satisfaction and morale monitored throughout the More for York programme and maintained at high levels.
	1A. 3 Monitor and evaluate the impact of changes on staff including staff satisfaction with how well senior managers show commitment to engaging staff in the process of change and minimising the impact of change by being sensitive to the organisational culture.		M4Y Board	Staff feel engaged in the process of change and consider senior managers to act with sensitivity to minimise the impact of change on staff.

Commitment	Action	Timescale	Implementation	Outcomes
1B. Support and develop all managers to lead change and transformation.	1B.1 Deliver the 'Effective Manager Programme'.	Begins June 2010	Head of HR & OD	All managers capable of effectively leading change and transformation.
	1B.2 Develop the LAMS 360 to include transformational change competencies and diversity competencies.	By April 2010	Head of HR & OD	LAMS updated.
	1B.3 All senior managers to complete the LAMS 360 and attend a Leadership workshop resulting in personal development plans which aggregate into a corporate managers' development plan	Began April 2010 Complete by Sept 2010	All senior managers and Head of HR & OD	All senior managers have completed the LAMS 360 resulting in a personal development plan. A corporate managers' development plan shapes management development activity.
	1B.4. Align management development investment to the corporate managers' development plan.	By April 2011	AD Corporate Finance	Spend on management development is aligned to need as identified in a corporate managers' development plan.
	1B. 5. Seek opportunities to progress shared leadership development across public agencies in the city	By Oct 2010	Head of HR & OD	

Commitment	Action	Timescale	Implementation	Outcomes
	through Higher York.			
1C. Support and develop elected members to lead change and transformation.	1C.1 Deliver change leadership training to elected members.	By April 2011	Democratic Services	Elected Members have highly developed skills in leading change and transformation.
	1C.2 Attain the IDeA Member Development Charter status	By April 2011	Democratic Services	IDeA Member Charter attained.
	1C.3 Deliver joint development activities for officers and members.	Ongoing	Democratic Services	Members and officers regularly attend development activities together.
1D. Develop a suite of 'good employer' support for all staff affected by the More for York programme or budget cuts.	1D.1 Develop a framework to ensure all newly formed teams are quickly able to be functional and effective with clear objectives and good communications.	By July 2010	Head of HR & OD	All newly formed teams use a team development framework to quickly establish good team working.
	1D.2 Minimise redundancies through a vacancy freeze at grade 10 and higher and maximise redeployment opportunities.	Ongoing	Head of HR & OD	Redundancies kept to absolute minimum.
	1D.3 Provide coaching and careers advice to those who are to be outplaced. (cross	Ongoing	Head of HR & OD	Those outplaced are offered coaching and careers advice.

Commitment	Action	Timescale	Implementation	Outcomes
	reference with Action 4C.4) 1D.4 Develop a package of flexible working options (cross reference with 4A. 8 and 4C. 6)	By April 2011	Head of HR & OD	Flexible working options are available to all.
1E. Work towards a more ambitious, inclusive, focussed and collaborative organisational culture.	1E.1 Ensure all staff have an effective annual PDR resulting in a personal development plan.	April 2010	All managers and Head of HR & OD	All staff have an effective annual PDR which results in a personal development plan.
	1E.2 PDR objectives to clearly link to service plan objectives.	April 2010	All managers	All staff understand how their PDR links to their service plan.
	1E.3 Build diversity objectives into all PDRs (cross reference with 4D. 5)	By July 2010	All managers	All staff have diversity objectives in their PDR helping to build an inclusive organisational culture.
	1E.4 Develop cross-directorate work experience / job shadowing / secondments/ joint learning opportunities for all inc senior staff.	By Dec 2010	All managers	Staff consider the council to be 'a great place to work', have high job satisfaction and describe a culture of inclusivity and collaboration across directorates.
	1E.5 Develop a range of activities to build CYC as 'a great place to work' inc	By Dec 2010	Head of HR & OD	The council is

Commitment	Action	Timescale	Implementation	Outcomes
	ensuring all are aware of the current staff benefits.			externally recognised as an ambitious, inclusive, focussed and collaborative organisation.
	1E. 6 Developing a staff recognition scheme.	By April 2011	Head of HR & OD	
	1E. 7 Track staff job satisfaction through Staff Survey feedback.	By April 2011	CMT	
	1E. 8 Ensure all the council's employment policies undergo Equality Impact Assessment.	By Sept 2010	Head of HR & OD	
	1E. 9 Attain Investors in People accreditation.	By April 2012	CMT	

Objective 2. Efficiency

Commitment	Action	Lead	Outcomes
2A. Control staffing costs through a robust resourcing strategy.	2A. 1 Produce, implement and monitor an organisational resourcing strategy including different contractual arrangements and retraining/multiskilling mechanisms.	Head of HR & OD and all managers	Staffing costs are well controlled by all managers making good use of workforce data, implementing a resourcing strategy and utilising cross-council and partnership workforce

Commitment	Action	Timescale	Implementation	Outcomes
	2A. 2 Managers use quality workforce data on a regular basis to inform decision making and control staffing costs.	Already begun	Head of HR & OD and all managers	pools.
	2A. 3 Develop cross CYC workforce pools and partnership resourcing.	By Sept 2010	Head of HR & OD and all managers	
2B. Support and develop managers to manage and control tight staffing budgets.	2B. 1 Include mandatory budgetary training as part of the Effective Manager Programme.	From June 2010	AD Customer & Business Support Services - Finance	Managers have the skills to manage and control tight staffing budgets.
2C. Support and develop all staff to work in the most efficient and effective ways and seek improved ways of delivering services.	2C. 1 PDRs to discuss suggestions for improved efficiency.	From April 2010	All managers	Staff discuss suggestions for improved efficiency at their PDR and make use of the staff suggestion scheme.
	2C. 2. Continue the improvement in attendance levels.	Ongoing	All managers	
	2C. 3. Encourage all staff to make efficiency suggestions through a staff suggestion scheme.	By Sept 2010	All managers	
2D. Ensure HR processes and functions are as efficient and effective as possible.	2D. 4. Deliver the HR Transformation More for York Blueprint.	Ongoing	Head of HR & OD	The HR Transformation Blueprint is successfully delivered.

Commitment	Action	Timescale	Implementation	Outcomes
Objective 3. Customers				
Commitment	Action	Timescale	Lead	Outcomes
3A. Become a more customer-focused organisation with an established single customer services structure.	3A. 1 Develop and implement customer service standards for all staff.	All customer services staff by Dec 2010. For all staff by late 2012	AD of Customer Service & Governance	The council is a customer-focused organisation with an established single customer services structure.
	3A. 2 Implement, monitor and evaluate the actions in the Joint Customer and Transactional Services Project Plan.	Already started with rolling programme to late 2012	Joint Customer & Transactional Services Project	
	3A. 3 Attain Customer Service Excellence in 'Customer Services'.	Already started with rolling programme to late 2012	Joint Customer & Transactional Services Project	
3B. Review Members 'Portal'	3B. 1 Design and deliver improvements to existing Members Portal linked to the Member Development programme on being community	July 2010	AD of Customer Service & Governance & Joint Customer & Transactional	Initial delivery will be an improved Member service prior to the development of an automated portal. Members have

Commitment	Action	Timescale	Implementation	Outcomes
	leaders.		Services Project	effective and efficient access to log jobs, complaints, comments
3C. Develop and implement customer service standards and behaviours across the council.	3C. 1 Ensure customer service objectives are agreed in all PDRs and how to develop customer service skills is identified in PDPs where necessary.	Already started with rolling programme to late 2012	AD of Customer Service & Governance and all managers All managers	Customer service standards and behaviours are embedded across the council and included in PDR objectives, job descriptions and development opportunities.
	3C. 2 Ensure customer service competencies, as expressed in the LAMS, and customer service behaviours are in all job descriptions.	Already started with rolling programme to late 2012	AD of Customer Service & Governance and Head of HR & OD	
	3C. 3 Build the skills, capacity and attitudes to put customers first throughout the organisation.	Already started with rolling programme to late 2012	Joint Customer & Transactional Services Project	
	3C. 4 Deliver development opportunities to build customer focus skills.	Already started with rolling programme to late 2012	Joint Customer & Transactional Services Project	
3D. Develop staff's	3D. 1 Ensure staff are	Already	AD of Customer	Staff are competent in

Commitment	Action	Timescale	Implementation	Outcomes
skills of engaging and consulting with customers, stakeholders and partners.	competent at using the Engagement Strategy Toolkit to deliver effective engagement and consultation activities	started with rolling programme to late 2012	Service & Governance	engaging and consulting with customers, stakeholders and partners.
	3D. 2 Include mandatory customer skills training as part of the Effective Manager Programme.	From June 2010	AD of Customer Service & Governance	
3E. Work in partnership with other organisations to deliver joined up and effective customer services. (See 5A)	3E.1 Review current partnerships and explore the partnership opportunities on both a process and technical level.	Already started with rolling programme to late 2012	AD of Customer Service & Governance	The council increasingly works in effective partnerships with other organisations to deliver joined up customer services.
	3E. 2 Develop new delivery channels with private, public and 3 rd sector agencies.	Already started with rolling programme to late 2012	Joint Customer & Transactional Services Project	
	3E. 3 Establish shared service arrangements with adjacent authorities.	Already started with rolling programme to late 2012	Joint Customer & Transactional Services Project	

Commitment	Action	Timescale	Implementation	Outcomes
Objective 4. Diversity				
Commitment	Action	Timescale	Lead	Outcomes
4A. Remove barriers to enable our employment opportunities to be accessible to all. And 4B. Increase the number of disabled people and BME people at all levels in CYC, and female Chief Officers.	4.A.1 Further collaboration with community groups to understand why there are a low numbers of disabled people, BME people and under 25s working for the council.	By Sept 2010	Equalities Leadership Group	The council meets the the 'achieving authority' criteria in the IdeA's Equality Framework.
	4.A.2 Work with disability groups in York to communicate what the Council does to encourage and enable disabled people to work for us and how they can find out about and apply for CYC jobs.	By Sept 2010	Equalities Leadership Group	The council employs more disabled people. The council employs more BME people. The council employs more women at Chief Officer level.
	4.A.3 Work with BME groups in York to communicate what the Council does to encourage and enable BME people to work for us and how they can find out about and apply for CYC jobs.	By Sept 2010	Equalities Leadership Group	Disbaled people and BME people are fully enabled to apply for jobs in the council and have the option of utilising a package of flexible working options to enable them to work for us.

Commitment	Action	Timescale	Implementation	Outcomes
	4.A.4 Through taking on best practice and consulting with staff and customers, ensure the new Council HQ has excellent accessibility to all.	Ongoing	Accommodation Project Director	Work placements are offered to people with learning disabilities, often through the process of 'job carving'.
	4.A.5 Encourage wider participation in work placements and employment for those with learning disabilities through Future Prospects.	By Oct 2010	Head of HR & OD	Young people leaving CYC care have a guaranteed job interview scheme.
	4.A.6 Ensure equality needs are built in to job design and job descriptions and reasonable adjustments consider 'job carving'.	By April 2011	All managers	
	4.A 7. Implement and embed a guaranteed interview scheme for those leaving local authority care (Looked After Children - LAC)	By Dec 2010	Director of Adults, Children & Education	
	4A. 8 Develop a package of flexible	April 2011	Head of HR & OD	

Commitment	Action	Timescale	Implementation	Outcomes
	<p>working options (cross reference with action 1D. 4 and 4C.6)</p> <p>4A. 9 Investigate why CYC employs few women at Chief Officer level and propose actions to redress.</p> <p>4A. 10 The council meets the 'achieving authority' criteria in the IdeA's Equality Framework.</p>	April 2011	<p>Equalities Leadership Group</p> <p>CMT</p>	
4C. Increase the number of young people (under 25) working for the council.	<p>4C.1 Work with the local universities, colleges and schools to encourage young people to apply for CYC jobs, and placements</p> <p>4C.2 Develop a programme to offer 3 – 6 month internships for local graduates and young unemployed.</p> <p>4C.3 Increase the number of young apprentices and apprentices from under-represented groups in all</p>	<p>By Dec 2010</p> <p>By Dec 2010</p> <p>By Dec 2010</p>	<p>Head of HR & OD for development.</p> <p>All managers for implementation.</p>	The number of under 25 year olds employed by the council increases and they have the option of utilising a package of flexible working options to enable them to work for us.

Commitment	Action	Timescale	Implementation	Outcomes
	<p>areas of the council.</p> <p>4C.4 Provide an internal careers advice service for young employees (cross reference with Action 1D.3)</p> <p>4C.5 Develop in-house graduate talent by offering structured work experience opportunities across different services.</p> <p>4C.6 Develop a package of flexible working options (cross reference with actions 1D 4 and 4A 8)</p>	<p>By July 2011</p> <p>By April 2010</p> <p>By April 2010</p>		
4D. Ensure our organisational culture and practices are fair and inclusive and support the retention of a diverse workforce.	<p>4D.1 Equality Impact Assessment of all HR policies and practices, and other pieces of work affecting staff, in consultation with the Staff Equalities Reference Group.</p> <p>4D.2 Equality Impact Assessment of the More for York Programme and all 'blueprints' in</p>	<p>By July 2010</p> <p>Ongoing</p>	<p>Head of HR & OD</p> <p>More for York Board</p> <p>CMT</p>	<p>The council's organisational culture and practices are fair and inclusive and support the retention of a diverse workforce resulting in more disabled people, young people and BME people working for us and more women in Chief Officer posts.</p>

Commitment	Action	Timescale	Implementation	Outcomes
	consultation with the Staff Equalities Reference Group		CMT	
	4D.3 Implement and monitor the actions of the council's Fairness and Inclusion Strategy.	Ongoing	Equalities Manager	
	4D.4 Support the further development and embedding of the Staff Equalities Reference Group.	Ongoing	All managers	
	4D.5 Build diversity objectives into all PDRs. (cross reference with 1E 3)	By July 2010		
4E. Develop the skills of staff to better understand diversity issues.	4E.1 Include mandatory diversity training as part of the Effective Manager Programme (EMP)	From June 2010	Head of HR & OD	All council staff have a sound understanding of diversity issues.
	4E.2 Refresh to Leadership & Management Standards	By Sept 2010	Head of HR & OD	

Commitment	Action	Timescale	Implementation	Outcomes
	(LAMS) to include diversity. 4E.3 Ensure diversity awareness is mandatory in the induction of all new staff.	By Oct 2010	Heads of Service	
4F. Work in partnership to deliver the PREVENT Action Plan.	4F.1 Implement and embed the York PREVENT Action Plan in to CYC core business	Ongoing	All directorates	
Objective 5. Partnerships				
Commitment	Actions	Timescale	Implementation	Outcomes
5A. Develop the skills of staff and elected members to work with public sector partners, private sector partners and voluntary & community sector/3 rd sector partners, across traditional boundaries to deliver customer focussed services.	5A.1 Deliver development opportunities for staff and members around working in partnership including the development of cross-organisational learning opportunities such as work experience, job shadowing, mentoring, secondments. 5A.2 Develop an approach to Total Place that will deliver services in collaboration with key partners.	Provisionally by March 2011 ongoing	Chief Executive's Office	Staff and elected members have the skills to work with partners across traditional boundaries to deliver customer focussed services.

Commitment	Action	Timescale	Implementation	Outcomes
5B. Work collaboratively with partners to identify future workforce requirements and respond to changing patterns of service delivery	5B. 1 Develop joint learning/training with partners to develop awareness of each other's business/policy challenges.	March 2011	Chief Executive's Office	Future workforce needs and changing patterns of service delivery are identified and responded to in partnership.
	5B. 2 Set up a programme of joint meetings with senior management teams from our main partner agencies e.g. PCT, the Police.	Ongoing		
	5C. 3 Develop joint approach with partners to utilize customer insight data and service design principles to facilitate future joint workforce planning with partners.	Scoping by March 2011		
6. Actions to improve and further embed workforce planning				
6A. Improve and further embed workforce planning into the council.	6A. 1 Strengthen links between service plans, workforce implications and PDRs.	Ongoing	All managers	Service plans, workforce planning and PDRs are linked by common recognised themes.
	6B. 2 Design a comprehensive toolkit for	By March	Head of Performance & Business	Workforce planning is

Commitment	Action	Timescale	Implementation	Outcomes
	<p>managers to integrate workforce planning into service planning in 'year 2' of the Workforce Plan (ie ready for the 2011 service plans).</p> <p>6C. 3 Provide managers who are responsible for service planning a comprehensive suite of workforce data for their service area, as well as an overview of the organisational and labour market context, to assist in 2011 service planning round.</p>	2011	<p>Assurance</p> <p>Head of HR & OD</p>	fully integrated with service planning.
6B. Review council-wide learning and training provision and spend to ensure it aligns with the Workforce Plan objectives	6B. 1 Incorporate review into HR More for York Blueprint.		Head of HR & OD	Staff training needs from PDRs are collated at organisational level and annual corporate spend on learning and training is aligned to identified training need.

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Executive**6 July 2010**

Report of the Director of Adults, Children and Education

Proposal to merge the Youth Offending Team with Young People's Services**Summary**

1. The purpose of this report is to:
 - a. invite the Executive to agree in principle to the merger of the Youth Offending Team (YOT) with Young People's Services (YPS) under a combined Head of Service, and to commence the HR processes associated with this; and
 - b. convey the results of TUS consultation on this issue; and
 - c. invite agreement to examine a range of subsidiary structural, cultural and HR issues through a Project Board, with subsequent decisions being taken by the Executive Member for Children and Young People.
2. The reason for putting the fundamental decision to the full Executive is that responsibility for these areas to some extent straddles Directorates, in that the YOT Management Board is Chaired by the Director of Communities and Neighbourhoods, and there are important links also to the strategic agenda of the Safer York Partnership.

Background

3. **York YOT** is a statutory partnership service required for each local authority under the Crime & Disorder Act 1998, with City of York Council as the lead partner. The key performance outcomes that the partnership is in business to achieve are:
 - reducing the number of children each year who enter the formal criminal justice system (NI:111) ; and
 - reducing the number of further offences committed by children in the youth justice system (NI19).

Both of these PIs are rapidly improving.

4. The YOT's annual running costs are currently around £1.1 million. Funding is pooled from a variety of sources, including police, probation, health and the

Youth Justice Board (YJB); City of York Council provides approximately half of the funds. A number of funding streams are not guaranteed beyond March 2011. Despite investment decisions made as part of the council's 2010/11 budget round, the team has historic funding pressures which make it poorly equipped to deal in isolation with the present challenging financial times.

5. York's **Young People's Services** were formed in April 2008 by combining the former Youth Service with the Connexions Service – which was at that time brought in-house by transferring in around 37 staff under TUPE. The four main elements to YPS are:
 - Universal Information, Advice and Guidance (IAG), including a statutory duty to provide careers advice to young people in partnership with schools and colleges. Counselling and intensive support for those who require specialist intervention is also provided;
 - Access to a wide range of positive activities, including an appropriate offer of “places to go and things to do”;
 - Empowering young people to influence services and facilities that are available to them and facilitating opportunities to volunteer and contribute to their local community;
 - Targeted support for vulnerable young people experiencing difficulties in their education, health, behaviour, or relationships, with specialist services for disabled young people or those from different ethnic backgrounds.

The YPS is a well-regarded service with many successful programmes including the Network 2 mentoring scheme, the Alternative Learning Programmes and many others. Our Castlegate drop-in facility is regarded as a flagship. YPS has also overseen the creation of the Youth Council, and the City's first Festival of Youth. Our most recent “NEET” (Not in Education, Employment or Training) figures are the lowest in the North of England and amongst the best in the country.

6. YPS running costs currently stand at approximately £4 million pa. The majority of these funds come from the General Fund; however, £1.4 million comes to the Authority in the form of an Area Based Grant. In common with all DfE Area Based Grants, this has just been subject to an in-year cut of 24%, making the medium term financial outlook for this service extremely challenging. The YPS had already committed to finding significant savings in the current financial year through a range of measures.
7. We consider that the financial challenges affecting both services would benefit from being addressed in tandem, allowing for possible management and administrative efficiencies.
8. In addition to financial considerations, however, a number of other authorities that have chosen to combine their YOT, Connexions and Youth Services have done so for strategic reasons: to encourage a holistic approach to this age group, and an appropriate interaction between universal, targeted and specialist services. A combined team can also give priority to measures and interventions

aimed at preventing poor outcomes such as NEET, homelessness, substance abuse or offending.

Consultation

9. The proposal in principle to merge the YOT with Young People's Services has been the subject of initial consultation with staff and with Unison. The consultation paper which was used to initiate this is attached as **Annex A**. Unison have submitted a written response which is attached at **Annex B**; this sets out seven points that they believe would need to be addressed in order for any merger to be successful.
10. Overall the response to consultation with staff could probably be summarised as one of "acceptance", rather than either enthusiasm or outright hostility. The specific concerns that have been raised include:
 - Concern that any merger should not proceed for financial reasons alone;
 - Concern about significant cultural differences between different elements of the combined service;
 - Concern to preserve individual professional specialisms within a combined services;
 - Uncertainty arising from the fact that staff in the combined service would be employed on a variety of different terms and conditions.

Many of these concerns are similar to those that existed before the incorporation of Connexions into YPS; we believe that they can be addressed in a similar way, through open debate and discussion with staff. The issue of terms and conditions will undoubtedly need to be addressed in the longer term, but it is not proposed to start looking at this at the present time. Clearly in the present climate it is not possible to give any guarantees about future job numbers or staffing levels.

11. Some staff have acknowledged that a combined service would provide opportunities for more "joined up" working across the full range of services to young people.
12. We have also consulted a range of external partners about the proposals. No specific concerns have been raised.

Options

13. The basic options are to merge the two services or to retain them as separate entities. Once the principle of a merged service has been agreed, there are then a number of subsidiary options for the structure and scope of the new service; we suggest that these are issues for another day.

Analysis

14. The arguments for merging the two services are, briefly, as follows:

- A combined service will have more flexibility and resilience to rise to the challenges of the next few years;
- Economies in management and administration should be possible, and one senior post will automatically be deleted;
- A new Head of Service can be invited to construct a holistic vision for young people's services in York, embracing universal, targeted and specialist services;
- We can re-examine the relationship with schools and with community groups, with possible options for re-assignment of current roles and responsibilities.

15. It is proposed that this *future* work incorporates:

- the development of a new vision statement that addresses:
 - a commitment to both a universal and targeted Youth Offer
 - the desired balance between universal and targeted services
 - the role of local councillors in delivery on the strategic vision
 - the priority need groups for targeted services
 - the expectations of integration between the business processes and services of both the universal and targeted provision
- recognition of the discrete professional contributions of those providing and promoting Young People's Services;
- maximisation of the use of integrated working practices;
- promotion of youth inclusion by the development of a wider range of community based support activities and facilities;
- engagement of an even wider range of partner agencies in the provision of youth support and positive activities.

16. We believe that this work can best be developed by a single Head of Service reporting to a Project Board and ultimately to the Executive Member for Children and Young People. We propose to establish a formal Project Board to take this work forward over the Autumn, and we are exploring the extent to which this can be supported by More for York. There will need to be further consultation with staff and stakeholders. We have also commissioned some external advice to ensure we draw on best practice from other authorities that have already gone down this path.

17. The arguments against merger are mainly around the creation of organisational uncertainty (but this exists already, given the public expenditure position) and the staff's concerns about loss of professional specialism (which we believe can be allayed). We will also need to ensure that any revised arrangements are accepted by external stakeholders, especially the Youth Justice Board.

Corporate Objectives

18. The work of the YOT and the YPS helps with the following corporate objectives:

- Reductions in levels of NEET and first time entrants into the youth justice system;
- Promotion of positive activities for young people;
- Promotion of active citizenship by young people.

Implications

Financial

19. The overall financial position was covered in the “background” section. We consider that a combined service will be better able to cope with the financial challenges that lie ahead. Deletion of one of the two Head of Service posts will achieve a full year saving of approximately £65k.

Human Resources (HR)

20. The immediate HR consequences of this decision concern the two Heads of Service. Subsequent issues may of course arise through the further decisions that will flow through the Project Board. We propose that Unison are invited to have a representative on the Board, and further discussions are planned to determine key dates for the merger process to ensure that briefing for staff groups and their relevant Associations continues in a timely manner. All decisions with an HR consequence will be handled in accordance with the Council’s established Change Management procedures.

Equalities

21. There are no specific equalities implications.

Legal

22. The Council has a statutory duty to establish a Youth Offending Team in co-operation with police, probation and health services. As a minimum the Team must include a social worker, a police officer, a probation officer, a health and an education representative. The Team has the statutory function of coordinating the provision of youth justice services and of undertaking responsibilities assigned in the multi agency Youth Justice Plan. We will need to ensure that any revised arrangements reflect these legal requirements.
23. The mainstream functions of the Young People’s Services are governed by a range of Acts of Parliament, including the Education Act 1996 which places a statutory duty on local authorities to secure youth provision in their area. A local authority must also, under section 68(1) of the Education and Skills Act 2008, make available such services as it considers appropriate to encourage, enable or assist the effective participation of young people and relevant young adults in education or training. This covers 13-19 year olds and those aged 20 and over but under 25 with an assessment of a learning difficulty and/or disability under section 139a of the Learning and Skills Act 2000.

Crime and Disorder

- 24. The work of the YOT is obviously at the heart of crime and disorder strategies in the city, and links closely with the work of the Safer York Partnership. As already indicated, we will have to ensure that external partners continue to have confidence in the revised arrangements; they have raised no concerns so far.

Information Technology (IT) and Property

- 25. There are no IT or property implications.

Risk Management

- 26. There are some risks to the continuity of services to young people in contemplating any organisational changes, and consequently to the reputation of the Council. However, such risks are more likely to arise from the challenging financial position than from the specific proposals in this paper, and we believe that the overall risk is LOW. It can continue to be monitored via the proposed Project Board.

Recommendations

- 27. The Executive is invited to:
 - agree in principle to the merger of the Youth Offending Team (YOT) with Young People’s Services (YPS) under a combined Head of Service, and to commence the HR processes associated with this; and
 - agree to the examination of a range of subsidiary structural, cultural and HR issues through a Project Board, with subsequent decisions being taken by the Executive Member for Children and Young People.

Reason: To further the Council’s strategic objectives in relation to young people, and to ensure organisational resilience at a time of financial challenges.

Contact Details

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Chief Officer Responsible for the report:

Pete Dwyer
Director of Adults, Children and Education

**Report
Approved**

Date

18 June 2010

Specialist Implications Officer(s)

Finance: Richard Hartle
HR: Mark Bennett

01904 554225
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Wards Affected:

All

For further information please contact the author of the report

Annexes

Annex A – Consultation paper issued to staff

Annex B – *Unison Response*

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ANNEX A

POTENTIAL MERGER OF THE YOUTH OFFENDING TEAM AND YOUNG PEOPLE'S SERVICES

Staff and TUS Consultation Paper

Outline

1. This paper explains briefly the reasons why we want to recommend to the Council's Executive that the Youth Offending Team and Young People's Services be brought together under a single Head of Service.
2. Staff will already be aware this possibility as it has been discussed informally for some time. It was also mentioned in Pete Dwyer's paper on the overall restructuring of the Adults, Children and Education Directorate. This paper represents a more formal opportunity for consultation on the principle of a merger, ahead of the Executive's discussion on 6 July. It will also enable the Trade Union Side (TUS) to canvass their Members' views and convey these to the Executive.
3. The paper is necessarily short on detail, in particular on the structures below the Head of a combined YOT/YPS Service. These issues will need much further debate over the course of the coming months, and there will be further opportunities for consultation on them. We want to proceed initially by creating a combined Head of Service position, and inviting the individual who is appointed to fill this role to work with us on developing the more detailed proposals. In other words, the processes will proceed sequentially, in a similar manner to the Council's overall restructuring.
4. Some might argue that we should wait until these details are clearer before initiating consultation. However, as the TUS have pointed out, the decision to create a position of a combined Head of Service is in itself a significant step, and we think it is right to consult you in two stages: first on the principle of a merger, and at a later date on the details.

Background

5. Both the YOT and the YPS are high performing and highly regarded services. Our Youth Offending rates have reduced significantly in recent years, and our NEET rates are some of the lowest in the country. We also run an impressive range of targeted intervention and support services such as the Network 2 mentoring scheme and the Alternative Learning Programmes. Our community youth clubs and skate parks are well used, and the Castlegate drop-in centre is seen as an exemplar facility.
6. Two years ago the Connexions service was incorporated into Young People's Services: a transfer that worked extremely smoothly and which has opened up new possibilities for integrated working.

7. There are, though, inevitably challenges on the horizon and things we could do better. There's no denying that one of the major challenges is the financial position. Even before the current public expenditure reductions, the Council has been obliged to make substantial savings in its budget, some of which have impacted on Young People's Services. Meanwhile York's YOT, which is small by national standards, has for several years faced a structural deficit in its funding which has been met through a variety of temporary measures.
8. Combining the YOT and the YPS will not make these issues go away or change the wider financial climate, but we believe a combined team will be more flexible and resilient in the longer term. A significant number of local authorities have already gone down this path.
9. We are also mindful of the More for York programme and the Council's stated need to reduce management posts (grades 10-12 and their equivalent) over the next year. Combining the two teams would contribute to this by deleting one of the Head of Service posts. The reason for looking at this now, rather than waiting until a later phase in the organisational review, is that the current Head of YPS, Paul Herring, has stated his intention to retire at some point in the next twelve months, and it is sensible to factor this into the planning.
10. However, the financial arguments are not the most important ones. We also believe that a merger such as this will create an opportunity for a fresh look at the entirety of services for young people in York, whether they be specialist, targeted, or universal. There is arguably a need for a fresh vision for the future of Youth Services which sets out the balance between these elements in the light of the changing policy environment. Such a vision needs to incorporate the role that community groups and partner agencies can play in helping to meet the demand for universal services. Bringing together all of the current services for young people under one Head will help to move this debate forward. We can also explore further the relationship with schools and with the Behaviour Support Service.
11. At this point in time we have no fixed ideas about the structure of the combined service underneath the new Head; that will be the subject of further debate. It is however important to reassure staff that we do think it will continue to be important to retain distinctive professional specialisms within the umbrella of a united service, in much the same way that (for example) careers guidance specialists currently exist within YPS.
12. A unified YOT/YPS team will include staff on many different sets of terms and conditions, including three for employees of CYC. It is likely that management will want to look at this in due course and make proposals for discussion with the TUS; this will however take time and will not feature in our debates over the next few months. We recognise that such matters would need to be the subject of substantial consultation.

Next Steps

13. We intend to invite the Council's Executive on 6 July to approve in principle the decision to merge the two teams. We will take into account any views expressed as a result of this consultation and will convey the TUS response to the Executive.
14. If the decision is made on that date, we will then commence the HR processes necessary to achieve a combined Head of Service in post before the end of the calendar year.
15. We will also establish a formal Project Board to oversee the next stages of the process. This will include TUS representation. The Board will develop more detailed proposals during the Autumn, which will be the subject of widespread debate and consultation. We currently envisage that any further changes that are agreed at this stage will be implemented from 1 April 2011.

Consultation Questions

If you would like to comment on the issues outlined in this paper, please send an email to:

paul.murphy@york.gov.uk

Please head the email "YOT/YPS Consultation"

If you have already commented to Pete Dwyer about on this issue in response to his paper on the wider restructuring of the new Adults, Children and Education Directorate, please rest assured that your comments will be taken into account; there is no need to submit them again.

Your trade union representatives will also be asking for your views, and reasonable facility time will be allowed for consultation meetings.

You might like to think about the following issues:

What opportunities do you think might emerge from a combined YOT/YPS team?

What concerns do you have about a combined YOT/YPS team?

Do you agree there is a case for a new, unifying vision for all services for young people in York, and what should be its components?

Do you agree that it is important to maintain specialist skillsets within a combined service?

Do you have any other matters you want to raise?

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City of York Branch

Response to the proposed merger of Young Peoples Services and Youth Offending Team at City of York Council.

As Young Peoples Services (YPS) delivers both a 'universal' and a 'targeted' service, Unison * recognises that young people who are the client group of the Youth Offending Team (YOT) will also fall within the remit of YPS. As a general principle, Unison is in favour of professionals liaising, sharing relevant information and working together to provide a 'young person-centred' service, and this way of working currently takes place.

In the case of any future merger, however, Unison believes that all parties involved, including the elected members, would need a genuine commitment to address the seven points listed below. Unison does not support the principle of a merger without such a commitment being in place.

1. Maintain the level of the workforce

Unison sees no scope for reducing the number of posts in YPS or YOT as a result of a merger. While there is a small overlap of the 'client groups', it must not be assumed that specific work is duplicated. YPS has been subject to severe cuts in the recent budgetary savings which have already compromised delivery. This point applies to support roles such as administration and line managers as much as to face to face workers.

2. Protect professional specialisms

While different workers share much of their skill set, it is vital to maintain distinct roles for which they have been professionally trained. There needs to be a clear strategy for Continuous Professional Development for all roles.

3. Work towards fairness in pay and grading

There currently exist anomalies in pay and grading between certain posts within YPS. A merger with YOT would further complicate this situation. Unison insists that discussion on how to resolve these anomalies should begin at the soonest opportunity, whilst understanding that this will be complex and time consuming. However, both staff morale and the obligation to address equalities issues make this essential.

4. Protect the delivery of the full range of services

All aspects of the services delivered by YPS and YOT are of value. Unison would not support any assumption that non-statutory services are automatically more dispensable in the event of budgetary pressures.

5. Ensure adequate management support

Unison does not see scope for reducing management posts in the event of a merger, beyond perhaps the possibility of a single head of service. Face to face workers are entitled to adequate levels of supervision, and to preserve quality it is essential in a combined service that the management team includes a cross section of professions. Good Health and safety and Child Protection depend on adequate numbers of managers.

6. Maintain clear, open communication between all parties

Unison is grateful for the opportunity to make its views known at this early stage of the process. It is self-evident that the integrity of any merger and the operation of a combined service require good communication and also adequate facility time for Unison representatives.

7. Ensure an adequate budget

Unison is mindful of budgetary pressures for City of York Council, but a merger cannot be viewed as a money saving exercise. Unison will resist any 'merger' that is simply staffing cuts by another name. In view of all points listed above, Unison believes the budgets of the two services *cannot* be reduced in the event of a merger.

* 'Unison' in this context refers to the views of accredited Unison representatives who are involved in consultations on the proposed merger, and in addition the general view of Unison members across YPS and YOT.

Author: Adrian Fayter, Unison Steward Young Peoples Services.
Date: 21 June 2010