

**Notice of a public meeting of
Executive**

To: Councillors Carr (Chair), Aspden (Vice-Chair), Ayre, Gillies, Lisle, Rawlings, Runciman and Waller

Date: Thursday 16 March 2017

Time: 5.30 pm

Venue: The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

Notice to Members – Post Decision 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 **4:00 pm on Monday 20 March 2017**.

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Corporate and Scrutiny Management Policy and Scrutiny Committee.

1. Declarations of Interest

At this point, Members are asked to declare:

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

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

2. **Exclusion of Press and Public**

To consider the exclusion of the press and public from the meeting during consideration of the following:

- Annexes 7a and 7b to Agenda Item 15 (Development of the Guildhall Complex)
- Annex A to Agenda Item 16 (Community Stadium and Leisure Facilities Report)
- Annex 2 to Agenda Item 17 (Update on the Re-Provision of the Ordnance Lane Temporary Homeless Accommodation)

on the grounds that they contain information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

3. **Minutes**

(Pages 1 - 36)

To approve and sign the minutes of the Executive meetings held on 26 January and 9 February 2017.

4. **Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Wednesday 15 March 2017**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Executive Support Officer, on the details at the foot of the agenda.

Filming, Recording or Webcasting Meetings

Please note this meeting will be filmed and webcast and that includes any registered public speakers, who have given their permission. This broadcast can be viewed at <http://www.york.gov.uk/webcasts>.

Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Executive Support Officer (whose contact details are at the foot of this agenda) in advance of the meeting.

The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at http://www.york.gov.uk/download/downloads/id/11406/protocol_f_or_webcasting_filming_and_recording_of_council_meetings_20160809.pdf

- 5. Forward Plan** (Pages 37 - 40)
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.

- 6. Urgent Business**
Any other business which the Chair considers urgent under the Local Government Act 1972.

- 7. City of York Safeguarding Children Board Annual Report 2015/16**
(Pages 41 - 64)
This report presents City of York Safeguarding Children Board's (CYSCB) Annual Report.

Please note that Annex 2 (CYSCB Annual Report 2015-16) is available online.

- 8. Additional Primary School Places for Micklegate**
(Pages 65 - 114)

This report provides information on the cost of changes required at Scarcroft Primary School (part of the South Bank Multi Academy Trust) to allow them to accommodate an increase in pupil numbers. It also provides feedback following a consultation to consider options available to increase outdoor playing space at the same school in order to attempt to accommodate government requirements for sufficient playing areas.

9. Play Provision Scrutiny Review Final Report

(Pages 115 - 140)

This report presents the Executive with the final report arising from the Play Provision Scrutiny Review.

Please note that Annex A (Sample of National Examples of Best Practice) is available on line.

10. Ward Funding Scrutiny Review Final Report

(Pages 141 - 226)

This report presents the Executive with the Final Report arising from the Ward Funding Scrutiny Review.

11. Oakhaven Extra Care Facility: the sale of land to facilitate the development

(Pages 227 - 238)

This report seeks Member agreement to the appointment of the preferred bidder for the provision of an Extra Care facility at Oakhaven in Acomb.

12. Burnholme: the sale of land to facilitate the development of a Care Home; agreement to management arrangements for the Community & Library facilities; disposal of the Tang Hall Library site

(Pages 239 - 260)

This report updates Executive on progress made towards delivering health and wellbeing services at Burnholme. The report seeks consent to enter into a long lease with a care home developer over a portion of the Burnholme Health and Wellbeing Campus site. The report also seeks approval to enter into a head lease over the Community and Library facilities and the disposal of the Tang Hall Library site.

13. Delivering One Planet Council

(Pages 261 - 314)

This report presents the final One Planet Council Framework, which puts forward the vision for what it means to become a One Planet Council, and the practical steps required to see this vision realised.

14. Strategic Partnership opportunities with the Homes and Communities Agency for the Accelerated Delivery of Housing
(Pages 315 - 326)

This report asks the Executive to consider opportunities for closer working with the HCA to deliver the City's Housing needs.

15. The Development of the Guildhall Complex
(Pages 327 - 394)

This report sets out the final business case for the development of the Guildhall complex following the award of planning permission for the scheme in February 2017. The report also requests the necessary budget approval to commence the construction works

Please note that Annex 2 (Planning Pack Scheme Detail Plan) is available on line.

16. Community Stadium and Leisure Facilities Report (Pages 395 - 410)

This report provides the Executive with the findings and recommendations following the conclusion of the Yearsley Review. The report also provides an update on the progress of the wider Community Stadium and Leisure Facilities Project since the last report brought to Executive in December 2016.

17. Update on the Re-Provision of the Ordnance Lane Temporary Homeless Accommodation
(Pages 411 - 434)

This report sets out an alternative proposal to replace the Ordnance Lane temporary homeless accommodation following the demise of the construction contractor for the already agreed scheme.

18. Shareholder Committee – Appointment of Replacement Representative

As a Committee of the Executive, Members are asked to consider the appointment of Councillor Gillies to replace Councillor Steward as one of the representatives on the Council's new Shareholder Committee.

Executive Support Officer:

Name: Carol Tague

Contact details:

- Telephone – (01904) 552094
- E-mail – carol.tague@york.gov.uk

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

City of York Council

Committee Minutes

Meeting	Executive
Date	26 January 2017
Present	Councillors Carr (Chair), Aspden (Vice-Chair), Ayre, Rawlings, Runciman, Steward and Waller
Other Members participating in the meeting	Councillors D'Agorne and Looker
In attendance	Councillors Craghill, Crisp, Douglas, Hayes and Warters
Apologies	Councillor Gillies

95. **Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda.

Developing the Council's Strategic Relationship with Academies and Multi Academy Trusts

Cllr Waller declared a personal non prejudicial interest in relation to this item owing to his role as Chair of Energise in his capacity as a Governor of York High and he left the room for the discussion and voting thereon.

Cllr Steward also declared a personal non prejudicial interest in relation to this item as a Governor of Rufforth School and he also withdrew from the meeting for the discussion and took no part in the voting thereon.

Cllr Runciman confirmed that she was no longer a Primary or Secondary School Governor.

96. Minutes

Resolved: That the minutes of the last Executive meeting held on 7 December 2016 be approved and signed by the Chair as a correct record.

97. Public Participation

It was reported that there had been thirteen registrations to speak at the meeting under the Council's Public Participation Scheme, and that five Members of Council had also requested to speak. The registrations were in respect of the following items:

Matters within the Remit of the Executive

Dave Merrett spoke in relation to the Park and Ride Service Operator Specification agreed by the Executive on 7 December 2016, which had since been called-in for discussion at the Corporate and Scrutiny Management Committee meeting on 3 January 2017. He expressed concern that that the Committee had not had access to important advice from the Council's Public Protection team prior to taking their decision. He asked the Executive to reconsider their decision in the light of further advice received on the impact of not using ultra low emission vehicles.

Cllr Warters spoke in relation to the recommendations of the Protection of Grass Verges Scrutiny Review report which had been agreed at the Executive's meeting on 24 November 2016. In particular he questioned the quality of the remedial works to verges in the Osbaldwick area, following the laying of cables.

Taxi Licensing Policy

Antony Green spoke as a Hackney Carriage Driver, regarding the lack of formal consultation on the decision taken in 2015 to remove the requirement for a telephone number to be included on the door sign and requested Members not to approve the recommended option for the policy.

Alan Davies spoke as Chair of the Independent Taxi Association to confirm their concerns as previously mentioned at the Licensing Hearing on 21 December 2016 for the renewal of a private vehicle operators license by Uber Britannia Ltd. He

confirmed the presence of 60 low emission taxis in the city and requested the reinstatement of telephone numbers on taxis door signs for public safety and requested that any future changes to the taxi licensing policy should be undertaken in consultation with the trade.

Terry Stubbs spoke as a Director of Fleetways, expressing his views on the effects of the proposed changes on the trade and on the cities economy. He claimed standards were lowered by vehicles from outside York being able to trade in the City. He requested full consultation and debate on any future changes in policy.

Terry Osborne spoke as Treasurer of the York Private Hire Association and as a Streamline driver, also to request the reinstatement of telephone numbers on the side of private hire vehicles.

Cllr Crisp highlighted elected members' duty to the city and its residents. She referred to the existing high standards in taxi licensing introduced to protect the city and its economy and to the number of staff required for enforcement. She requested the Executive to approve the option to make further amendments to the policy taking account of the representations and comments received.

Cllr Douglas, as Chair of the Gambling, Licensing and Regulatory Committee confirmed the need to bring the policies and conditions into a formal document and she highlighted the lengthy discussion and consultation undertaken with trade members. She confirmed the need for inclusive local policies which did not discriminate and thanked the Licensing Manager and her team for their work in the production of the policy.

York Castle Gateway

Paul Hepworth spoke on behalf of Cycling UK, in support of proposals for a new Foss Cycle Bridge with appropriate levels of segregation and cycle underpass facilities of the Inner Ring Road at Castle Mills. He also spoke in support of a secure underground cycle parking carousel system known as Biceberg, photographs of which he circulated at the meeting.

Michael Woodward spoke as the Chief Operating Officer of the York Museum's Trust, in support of the Officers'

recommendations for the York Castle Gateway and regeneration of the area. He welcomed the vision for the area and indicated that a partnership approach could assist in obtaining external funding.

York Castle Gateway and Clifford's Tower Visitor Centre

Cllr Hayes spoke in support of the Castle Gateway and the vision for the future, in particular the relocation of the Castle car park. However he expressed concern at the proposed location of the Clifford's Tower Visitor Centre which he felt would detract from the Tower. He requested deferral of decision to sell the land to English Heritage pending the outcome of the Judicial Review into the planning decision, due in early May 2017. He requested public consultation on the sale and questioned the valuation of the land and incorporation of the visitor centre into the Castle Gateway scheme.

Cllr Craghill spoke as a Guildhall Ward Member to express her support for the regeneration of the area and the aims of the vision for the scheme. She expressed concerns however at the siting of the proposed visitor centre at the foot of Clifford's Tower and requested the Executive to note public concerns and defer the sale of the land.

Philip Crowe spoke on behalf of York Tomorrow, a voluntary group, who had submitted a planning application in 2002 for the change of use of the Castle car park to public open space, as an alternative option at the Coppergate Public Inquiry. He confirmed that they welcomed the Council's new initiative however their primary concern related to the composition of the Gateway Advisory Group and he requested the inclusion of York Tomorrow as a member of the Group.

Disposal of Land for the proposed Clifford's Tower Visitor Centre

Cllr Mark Warters spoke to express concern at the proposed siting of the Visitor Centre at the foot of the Tower.

Dr Jeremy Ashbee, the Head Properties Curator for English Heritage, spoke to confirm the need for improvements to Clifford's Tower and the provision of a visitor centre. He explained the rationale for the siting of the visitor centre at the

base of Tower and referred to the timescales involved for development.

Lady Jane Gibson spoke on behalf of Make it York, referring to the strong visitor economy in the city and the need to refresh the visitor offer. She referred to the extensive marketing due to be carried out by English Heritage following the improvement works at Clifford's Tower to promote the new attraction.

Proposed Long Term Leases – Scarcroft Green

John Harris, spoke as Chair of the Scarcroft Green Association, an Association with a membership of over 150 players. He confirmed their request for a 99 year lease which would provide a statement of intent to both the association and funders and assist the Association in applying for capital grants for future improvements, replacement buildings, equipment and resurfacing of the greens.

Developing the Council's Strategic Relationship with Academies and Multi-Agency Trusts

Brian Crosby spoke as the Chief Executive Officer of the Hope Learning Trust in relation to Canon Lee School which been put into special measures in 2015 and which the Trust had been assigned as the sponsor for academy conversion by 1 January 2017. He expressed concern that the conversion had been delayed owing to problems in agreeing the terms of the land lease and highlighted the monthly deficit being accrued and he requested the Executive to approve the land lease to enable the conversion to take place.

Helen Dowds spoke as Principal of the Vale of York Academy, also to express her support for the inclusion of the Clifton Without site in the land lease as the access over the site was currently the main route for pupils walking to school. She stated that the lease was required to ensure the success of the school.

98. Forward Plan

Members received and noted details of the items that were listed on the Forward Plan for the next two Executive meetings, at the time the agenda had been published.

99. Taxi Licensing Policy

Members considered a report, which in accordance with the requirements of the Council's Constitution, sought the Executive's formal adoption of the new and consolidated Taxi Licensing Policy. It advised on the consultation undertaken, the amendments to the draft policy following the consultation and proposed amendments to the policy following earlier approval by the Gambling, Licensing and Regulatory Committee (GLR Committee).

Officers commented on the concerns raised by earlier public speakers and to previous changes agreed to policies and conditions, confirming that consideration had been given to all representations received. In particular they highlighted other licensing authority's requirements for private hire vehicle door signage, at paragraph 29 of the report and the environmental considerations and the need for the Council to meet its health based air quality objectives.

Members expressed their support for the introduction of a Taxi Licensing Policy which could be reviewed, as necessary and to joint work being undertaken with the West Yorkshire and York Combined Authority Group.

Following further discussion consideration was given to the following options:

Option 1- to take into consideration the representation/ comments from the licensed trade and approve the Taxi Licensing Policy in the amended form appended to the Report. Prior to approval of the Taxi Licensing Policy the GLR Committee had taken into consideration the responses received to the public consultation and the representations made at committee.

Option 2 - to take into consideration the representation/ comments from the licensed trade and make further amendments to the Taxi Licensing Policy prior to approval.

Resolved: That the Executive approve Option 1 of the report and adopt a Taxi Licensing Policy. ¹

Reason: This will allow the Council to have all policies and conditions contained in one formal Taxi Licensing Policy.

Action Required

1. Implement the policy.

LC

100. York Castle Gateway

Members considered a report which set out progress to date on the Castle Gateway project and opportunities to partner with other stakeholders to deliver the regeneration aims for the area. Copies of the draft minutes from the Local Plan Working Group meeting, on 23 January were also circulated, which highlighted the suggested amendments in relation to the Draft Area of Opportunity Policy.

Officers confirmed the approach to be taken for the delivery of the vision for the area together with the key challenges and the need for a working group to develop the proposals. Whilst there was a need to keep the membership of the working group targeted it would also engage with a broader group of stakeholders. Members were informed of discussions with Steamrock Capital, owners of a long term lease of the Coppergate Centre and of undeveloped properties on Piccadilly, in forming a partnership with the authority.

Members welcomed the proposals for the enhancement of the public realm and city's heritage and also agreed to the establishment of a cross party working group to receive briefings on progress.

Following further discussion it was

Resolved: That the Executive agree to:-

- (i) The renaming of the regeneration area as Castle Gateway.
- (ii) Approve the vision for the Castle Gateway as set out in paragraph 18, of the report.
- (iii) Approve the revised Castle Gateway draft Area of Opportunity Policy, subject to the inclusion of the two additional points at item vi. raised at the Local Plan Working Group meeting, for progression in the emerging Local Plan process. ¹.

- (iv) Develop a masterplan for the development of the council assets, infrastructure and public spaces within the Castle Gateway area.²
- (v) Create a stakeholder group to guide and develop the masterplan.
- (vi) Note the £100k bid which will be considered as part of the 2017/18 budget to fund the development of masterplan design work for Castle Gateway.
- (vii) Create an advisory group comprising key stakeholders and landowners in the Castle Gateway area and create a community forum for the area.³
- (viii) Explore the business case for the development of the council's assets in the Castle Gateway as part of a potential commercial venture with Steamrock Capital.
- (ix) Bring a future report to Executive setting out the analysis of the Steamrock Capital partnership proposal and alternative delivery options.⁴
- (x) Close Castle Mills Car Park immediately and submit and implement a planning application to demolish it and provide a temporary meanwhile use on the site in advance of any long-term redevelopment.⁵
- (xi) Allocate £80k release from contingency to facilitate consultation and commercial and technical advice.
- (xii) Note the required additional staff resource to deliver the recommendations from existing budgets, and note the likely need of future resource and budget to deliver the project.
- (xiii) Appoint a Council cross party Castle Gateway Member Briefing Group to receive briefings on the project and updates on progress.⁶

Reason: (i) To change the name to better reflect the

geography and nature of the area.

- (ii) To deliver the regeneration aims of the Castle Gateway project.
- (iii) To ensure the Castle Gateway vision is enshrined in planning policy.
- (iv) To provide a cohesive and informed design approach to the Castle Gateway.
- (v) To ensure the masterplan is driven by key stakeholders as principal custodians for this area of the city.
- (vi) To support the masterplan and design work of the cultural partnership.
- (vii) To ensure the public are engaged and consulted in helping to shape proposals for the Castle Gateway.
- (viii) To explore the proposals from the largest neighbouring landowner to work in partnership to jointly develop out land assets.
- (ix) To provide detailed advice to the Executive to make an informed decision on the preferred delivery options for the Castle Gateway.
- (x) To demolish the poor quality existing car park due to Health and Safety concerns and implement a temporary use for the site in advance of a decision being taken on the long-term development options.
- (xi) To fund the additional work set out in this report.
- (xii) To deliver the recommendations outlined in this report and ensure the regeneration of the Castle Gateway.
- (xiii) To ensure Members are kept updated with progress on the regeneration of the area.

Action Required

- | | |
|---|--------|
| 1. Amend the draft Area of Opportunity Policy in line with the changes agreed. | TC, AK |
| 2. Prepare masterplan for Castle Gateway area. | TC, AK |
| 3. Create a stakeholder group and community forum for the area. | TC, AK |
| 4. Add report to Council's Forward Plan following exploration of the business case with Steamrock Capital and alternative delivery options. | TC, AK |
| 5. Implement immediate closure of Castle Mills Car Park, submit planning application for demolition and examine temporary use of the site. | TC, AK |
| 6. Establish cross party Castle Gateway Member Briefing Group. | JP |

101. Disposal of Land for the Proposed Clifford's Tower Visitor Centre

Consideration was given to a report which set out proposals to dispose of the freehold of a small portion of land around Clifford's Tower to enable English Heritage to develop a Visitor Centre following the award of planning permission for the scheme. The report also sought permission to grant a short term lease for a plot of land to deliver a public realm area next to the visitor centre.

Officers highlighted the land arrangements and the reasons for the differing valuations received for the land for the visitor centre, the public plaza area and the section of land in the Council's ownership, but in the guardianship of the Historic Buildings and Monuments Commission for England.

The Chair referred to a speaker's earlier comments and confirmed that the Executive recommendations had taken account of the application for a judicial review of the planning permission.

Resolved: That the Executive agree to:-

- (i) Grant a long lease of the land needed for the construction of the English Heritage Clifford's Tower visitor centre to Historic Buildings and Monuments Commission for England following the final agreement of planning permission, for a sum of £25,000.

- (ii) Lease for a period of 2 years to English Heritage the land to be used as a public plaza at a rate of £5,475 per annum.
- (iii) Transfer to Historic Buildings and Monuments Commission for England the freehold of the area of the motte which is currently in their guardianship.
- (iv) Allow English Heritage to occupy the area of land edged with the blue line in Annex 1 on a temporary licence at a rate of £1k plus VAT per month for the duration of the works to Clifford's Tower as identified above (subject to a maximum period of 15 months).¹

- Reason:
- (i) To enable the development of a new visitor centre at Clifford's Tower, and ensure the land value reflects best consideration.
 - (ii) To allow the building of a small plaza associated with the visitor centre whilst ensuring the council can include the land in any future plans for the area.
 - (iii) To rationalise the land holding of the Clifford's Tower motte and transfer an area of land to Historic Buildings and Monuments Commission for England for which they have responsibility as the current guardian.
 - (iv) To allow English Heritage to carry out the proposed restoration and improvement works to Clifford's Tower.

Action Required

1. Draw up agreed leases and transfer of land for proposed restoration and improvement works.

TC, AK

102. City of York Local Plan - Update Report

Members considered a report which provided an update on the emerging Local Plan and in particular on the initial consideration of the newly submitted Ministry of Defence sites against the

Local Plan Site selection methodology following the report to Executive on 7 December 2016. Consideration was also given to the draft minutes and recommendations of the Local Plan Working Group, from their meeting held on 23 January 2017, which had also considered this report, circulated at the meeting.

Officers acknowledged that further public consultation was required together with work to evaluate the MOD sites. It was therefore anticipated that this would add around 6 months to the Local Plan timetable. Officers also confirmed that the Department for Communities and Local Government were aware of the impact on the timetable and were happy with the approach being taken.

In answer to questions the Chair referred to a recent meeting held with the MOD in an effort to mitigate the effects of any disposal of sites on the local economy.

Consideration was then given to the following options:

Option 1: That the Executive, subject to any recommended changes, approve the recommendations set out in the report.

Option 2: That the Executive request officers to undertake further work not highlighted in the report

Resolved: That the Executive agree to:-

- (i) Note progress on the consideration of the identified Ministry of Defence sites for housing land within the context of the Local Plan.
- (ii) Instruct Officers to produce a report highlighting detailed implications to the Local Development Scheme, including any budget implications.
- (iii) Note the impact of the additional costs that will arise and the requirement to consider as part of the future years budget process.¹

Reason: To produce a National Planning Policy Framework compliant Local Plan.

Action Required

1. Add report detailing the implications to the Local Plan Scheme to Council's Forward Plan.

MG, RM

103. Reinstatement of Gritting Routes

Consideration was given to a report which set out a proposal in respect of the costs and actions required to reinstate streets previously gritted by the Council, details of which were set out at Annex A of the report.

Officers highlighted that the reinstatement of these streets would assist in managing risks around claims for potential injuries and property damage.

Members welcomed the inclusion of a number of streets on industrial estates and bus routes and the Deputy Leader confirmed that the inclusion of these routes would be included in the forthcoming budget.

Consideration was then given to the following options:

Option 1 – Approve the reinstatement of 43km of gritting route, commencing from 1st February 2017.

Option 2 – Approve the reinstatement of 43km of gritting route, commencing from 1st November 2017.

Resolved: That the Executive agree to:-

- (i) Approve the reinstatement of the 43 km of treated network, to commence on the 1st February 2017.
- (ii) To approve the use of contingency of £33k to fund the estimated additional cost of reinstating the 9th gritting route from the 1st February for the current financial year .
- (iii) To note that future years' reinstatement will be subject to approval of the 2017/18 budget by Full Council. ¹.

Reason: The primary gritting routes in York are selected from the advice given in the "Well Maintained Highways, Code of Practice for Highway Maintenance". This incorporates three tiers of areas to be considered for inclusion in Primary Routes

The levels are typically as follows:-

Level 1 – Typically footstreets and important routes from public buildings and major shopping areas eg city centre and routes to the railway station.

Level 2 – Principal roads and other main important distributor roads, including roads carrying frequent bus services of at least one bus every 20 minutes (extended to 30 minutes) in one direction.

Level 3 – All other roads.

The selection of roads and area for treatment on Primary Routes are those normally of categories 1 and 2 including but not exclusively restricted by considerations of the following:-

- Wider transport priorities not included above.
- Safe and reliable access to emergency facilities including Fire and Rescue, Police, Ambulance Services and Hospitals.
- Other public service access needs and critical infrastructure where the maintenance of access may be critical.
- Public transport routes and access to stations, bus garages and depots.
- Safe and reliable access to main industrial and business centres of key importance.
- Consideration for special need for the disabled or older people ie adjacent to homes and sheltered housing.
- Known problems, including significant gradients, exposed areas and other topological factors.

Again the selection of routes is restricted by resources not budgetary constraints and will be limited by what is “reasonably practicable” at any time. This means that the routes highlighted hereafter are those selected as Primary Routes and have met the required criteria and are of the highest priority in the City.

Action Required

1. Reinstate streets listed in Annex 1 to treatment network from 1 February 2017.

BM

104. Proposed Long Term Leases - West Bank Park, Glen Gardens, Scarcroft Green and Clarence Gardens

Members considered a report regarding the granting of long term leases to the following clubs/associations using the bowling / croquet facilities at West Bank Park; Glen Gardens Bowling Green; Clarence Gardens and Scarcroft Green.

Officers confirmed that the clubs had been heavily involved in the process over the last three years and that leasing the sites would enable the clubs to apply for external investment from both local and national funders.

The Executive Member confirmed his support for the leasing of these valuable community assets to provide security for the clubs who aided social inclusion.

Resolved: That the Executive agree to:-

- (i) The letting of West Bank Park Bowling Green, Glen Gardens Bowling Green and Clarence Gardens Bowling Green to the respective Bowling Clubs/Bowls Association, for a Term of 25 years, at a peppercorn rent, in accordance with the lease terms as set out in the Council's Asset Transfer Policy.
- (ii) The letting of Scarcroft Green Bowling Green and Croquet Lawns to Scarcroft Green Association for a Term of 99 years at a peppercorn rent in accordance with the lease terms set out in the Council's Asset Transfer Policy.¹

- Reason:
- (i) To transfer maintenance and repair responsibilities to the club.
 - (ii) To transfer maintenance and repair responsibilities for the respective facilities to the respective clubs/associations.

Action Required

1. Advertise the proposed disposal and consider any objections received prior to drawing up leases for the clubs on the terms stated.

TB

105. Report on Work of the Financial Inclusion Steering Group 2015/16 and 2016/17 Update

Consideration was given to the report of the Financial Inclusion Steering Group which included work in 2015/16 and 2016/17 to date. The report informed Members of the progress made in delivering financial inclusion activity across the city, including the Council's Tax Support Scheme, delivery of the York Financial Assistance Scheme and an update on Discretionary Housing Payments.

The Executive Member welcomed the opportunity to support the Groups financial inclusion work and their promotional activity.

Resolved: That the Executive agree to:-

- (i) Note the work of the Financial Inclusion Steering Group in 2015/16 and 2016/17 to date.
- (ii) Approve further promotional activity, working with partners, on the wide range of support and advice through the activity of the Financial Inclusion Steering Group. ¹.

- Reason:
- (i) To ensure Members are aware of Financial Inclusion activity and how related financial support is administered through Council Tax Support and York Financial Assistance Schemes to inform planning for future financial pressures relating to these schemes and to ensure that support continues to be effectively provided.
 - (ii) To ensure residents and groups are aware of financial inclusion activity and to contribute to achieving the outcomes outlined in paragraph 5 of the report.

Action Required

1. Continue with further promotional activity to tackle financial inclusion.

JM

106. Lord Mayoralty 2017-18

Consideration was given to a report which looked at which of the political groups should be invited to appoint the Lord Mayor for the 2017-18 municipal year. The report considered the existing system for nomination of the Lord Mayor, based on the accumulation of points determined by the number of seats held by each particular Group on the Council.

Details of the number of points accumulated by each party were set out at paragraph 5 of the report, which showed that the Labour Group, with 33 points, qualified for the Lord Mayoralty in 2017-18.

Resolved: That the Executive agree to invite the Labour Group to nominate the Lord Mayor for 2017/2018, in line with the existing accumulated points system. ¹.

Reason: To ensure that the Council secures the necessary leadership to undertake its civic functions and provides continuity for future selection.

Action Required

1. Note that the Labour Group will appoint the next Lord Mayor.

AP

107. Developing the Council's Strategic Relationship with Academies and Multi-Academy Trusts

Members considered a report which outlined the implications of the accelerating pace of academisation in York, which required the local authority to review and develop its strategic working relationship with schools and other partners. It was noted that it was important for the Local Authority to retain an objective relationship with all schools and multi-academy trusts which would require the Council to cease its involvement with the South Bank Academy Trust Board.

Consideration was also given to the Academy Toolkit, at Annex 1 of the report, which provided schools with information on the Local Authority's role in the conversion process. It was noted that owing to the complexity of some school sites that there had been delays in agreeing land leases, therefore in order to avoid future delays, delegations were suggested to Officers in cases

where there were no proposals to change the designation of land.

Officers highlighted work on academising Canon Lee School which it had hoped to complete with the school sponsor the Hope Learning Trust by 1 January 2017. However, following a review of land and property to be included in the 125 year land lease a preference had been expressed to include the Clifton Without site in the lease, as this was part of the main route for pupils walking to Canon Lee School.

Consideration was then given to the following options:

Option 1: The Executive approve the disposal of the site as a capital asset and an application is made to the Secretary of State to dispose of the site under Schedule 1 of the Academies Act 2010.

Option 2: The Executive approve the lease of part of the site to the Hope Learning Trust as part of the academisation of Canon Lee and that an application is made to the Secretary of State to dispose of the remainder of the site. If this is approved Canon Lee School and the Hope Learning Trust will receive a proportion of the proceeds from the disposal of the remainder of the site for reinvestment into the Canon Lee site. If this option is agreed then it is recommended that the agreement of the detail of this arrangement be delegated to the Corporate Director for Children, Education and Communities in consultation with the Executive Member for Education, Children and Young People and the Section 151 Officer.

Option 3: The Executive agree that the Clifton Without site should be included in the 125 year lease to the Hope Learning Trust.

Following further discussion it was

Resolved: That the Executive agree to:-

- (i) Support the development of a new strategic working relationship with all academies and multi-academy trusts and end the current council membership on the Southbank multi-academy trust board.
- (ii) Approve the lease of part of the site to the Hope

Learning Trust as part of the academisation of Canon Lee and that an application is made to the Secretary of State to dispose of the remainder of the site. If this is approved Canon Lee School and the Hope Learning Trust will receive a proportion of the proceeds from the disposal of the remainder of the site for reinvestment into the Canon Lee site.

- (iii) The detail of the above arrangement being delegated to the Corporate Director for Children, Education and Communities in consultation with the Executive Member for Education, Children and Young People and the Section 151 Officer.^{1.}

- (iv) Give delegated powers to the Corporate Director, Children, Education and Communities and the Assistant Director Legal and Governance in consultation with the Executive Member for Education, Children and Young People, to negotiate and conclude the Commercial Transfer Agreements and Land Leases in future academy conversions where there are no proposals to change the designation of land currently used for educational purposes. In circumstances where the council intends to apply for a change of use for land formerly used for educational purposes the decision to apply for disposal will be taken by members of the council's Executive.^{2.}

- (v) Delegate the Private Finance Initiative (PFI) academy conversion process to Officers, in consultation with the Executive Member for Education, Children and Young People, and indemnify the Chief Officer who signs the principal agreement on behalf of the Local Authority.^{3.}

- Reason:
- (i) To allow the Local Authority to have an objective working relationship with all schools and ensure that it can effectively champion the needs of all children, young people and communities.

- (ii) To allow the conversion of Canon Lee School to be completed as required by the Education and Adoption Act 2016.
- (iii) To allow the conversion of Canon Lee School to be completed as required by the Education and Adoption Act 2016.
- (iv) The Local Authority has a statutory duty to facilitate academisation under the terms of the Academies Act 2010 and the Education and Adoption Act 2016.
- (v) To allow the academy conversion process for PFI schools to be completed.

Action Required

- 1. Proceed with lease of part of the site and the sale of the remainder on the terms stated with the detailed arrangements delegated as proposed. MS
- 2. Note delegation of powers in relation to future academy conversions. MS, AD
- 3. Note delegation of PFI academy conversions to Officers. MS

Cllr D Carr, Chair

[The meeting started at 5.30 pm and finished at 8.20 pm].

Meeting	Executive
Date	9 February 2017
Present	Councillors Carr (Chair), Aspden (Vice-Chair), Ayre, Gillies, Rawlings, Runciman, Steward and Waller
Other Members participating in the meeting	Councillors D'Agorne and S Barnes

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS

108. Declarations of Interest

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda. No additional interests were declared.

109. Exclusion of Press and Public

Resolved: That the press and public be excluded from the meeting during consideration of Annex 2 to agenda item 13 (Sale of Land at Fordlands Road as Part of the Older Persons' Accommodation Programme) on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by the Local Government (Access to Information) (Variation) Order 2006).

110. Public Participation

It was reported that there had been 1 registration to speak at the meeting under the Council's Public Participation Scheme. The registration was in respect of the following item:

Financial Strategy

Gwen Swinburn spoke in relation to the budget consultation process and asked why City of York Council was alone in not consulting on its' budget and cuts, why there had been no pre-decision scrutiny and questioned whether equalities legislation with regards to reasonable consultation had been adhered to.

111. Forward Plan

Members received and noted details of the items that were on the Forward Plan for the next two Executive meetings, at the time the agenda had been published.

112. City of York Council Response to the Independent Flood Inquiry

Members considered a report which presented the Independent Flood Inquiry Report and proposals on how the Council would respond.

The findings and the broad themes within the Inquiry's report were welcomed although work further work was required to work through the full range of recommendations and identify if wider actions were required. It was noted that the recommendations had been mapped across to the Council's rolling action list and this was being used to take them forward.

The importance of effective communication and ensuring that residents were involved and informed during such an event was acknowledged. It was anticipated that the one-off funding referred to in the recommendations would be utilised to fund an additional role, with a remit to link with communities in order to build resilience and develop community level involvement.

Members expressed their thanks for the work of the officers, external agencies and the media throughout the flood event.

It was noted that the Chair of the Independent Panel would be invited to attend the meeting of full Council on 30 March 2017.¹

Resolved: That the Executive agree:

- (i) That the Inquiry has achieved the aims of the Terms of Reference as laid down in Annex 1 of this report.
- (ii) That City of York Council accepts the output of the report as set out in the recommendations detailed in Annex 2 of this report.
- (iii) That City of York Council will continue to deliver a range of actions following flood debrief sessions, recommendations from the inquiry have been mapped across to these as detailed in Annex 3 of this report. Further work will be carried out to identify wider actions that may be needed to deliver all agreed recommendations.²
- (iv) To allocate one off funding to assess and deliver the agreed recommendations from the inquiry report.³
- (v) That City of York Council will continue to commit to close working with the Environment Agency and other partners to deliver the Five Year Plan and the emerging catchment wide solutions work. Annex 4 details the recommended approach to deliver the localised defence improvement work and further work will be brought in a later report to detail the approach to progress catchment wide solutions. It is recommended that the Flood Risk and Asset Manager acts as the council Senior User and the Executive Member for the Environment sits on the Executive Steering Group for this project.

Reason: To formally accept the findings of the City of York Council commissioned York Flood Inquiry and identify the approach to develop agreed recommendations from the report. To approve the governance approach for the delivery of the Environment Agency led flood risk management investment programmes.

Action Required

- | | |
|---|----------|
| 1 The Chair of the Independent Panel be invited to attend full Council on 30 March 2017 | NF
SW |
| 2 Identify wider actions that may be needed to deliver all agreed recommendations | SW |
| 3 Monitor and deliver Inquiry recommendations | |

113. Steps Towards a Single Health & Safety Organisation

Members considered a report which provided an update on the current position of the City of York Council Health and Safety Service following the secondment of the current five staff members from City of York Council Health and Safety Service Team to North Yorkshire County Council. The current temporary arrangements were in place until April 2017 and this report and accompanying Business Case (Annex 1) provided an options appraisal for a more permanent structure for a Health and Safety Shared Service between North Yorkshire County Council and City of York Council (referred to as YorSafety).

It was noted that performance would be monitored through an annual report presented at the Executive Member for Environment decision session.

In the longer term, it was hoped to develop a positive growth strategy to maximise commercial revenue streams such as the provision of support to other Councils and public bodies.

Resolved: That having considered the options contained within the body of the report and Annex A, supporting the adoption and implementation of a sustainable shared YorSafety service, the Executive agree to:-

- (i) Approve Option 1 as being the most effective at achieving the aim of creating a resilient and sustainable service in the future.¹
- (ii) Delegate to the Executive Member for the Environment the final arrangements for transfer including sharing agreements for any surplus made by YorSafety.

Reason: To ensure the Executive and residents are informed of the City of York Council / North Yorkshire County Council approach to ensuring both Health and Safety services are resilient and are better able to support the two organisations.

Action Required

1 Implement Option 1 as outlined in the report SL

114. Financial Strategy 2017/18 to 2021/22

[See also Part B minutes]

Members considered a report which presented the financial strategy 2017/18 to 2021/22, including detailed revenue budget proposals for 2017/18 for Council approval.

It was noted that the financial strategy delivered a balanced budget for 2017/18 with savings proposals totalling £6.0m equivalent to 5.0% of the net budget. The report outlined a proposed council tax increase of 0.7% in 2017/18, with an additional increase of 3% in line with the government's social care precept, which provided support for social care. The total council tax increase including the parish, police and fire authority precepts would be agreed at the full Council meeting on 23 February 2017.

It was explained that the final local government finance settlement was not expected until 22 February 2017. Therefore, an additional recommendation which sought Executive's approval to incorporate any changes resulting from the Local Government Finance Settlement into the Budget report to Council on 23 February was presented.

Whilst consultation feedback was included within the report, concerns were raised as to the consultation and its timing and it was acknowledged that the process could be improved. It was confirmed that the Chief Executive would respond in writing to the speaker who had raised issues, under the earlier Public Participation item, regarding the consultation.

The Deputy Leader highlighted the scale of the challenges faced and reaffirmed the Executive's commitment to investment in front line services. The Leader also spoke of the pressure on council finances, particularly in the field of adult social care, but at the same time recognised that household budgets were stretched. The budget proposed reflected a council tax level which was a compromise between those competing aims.

Resolved: That Executive approve:

- (i) The average rent decrease of 1.0% to be applied to all 'social housing rents' for 2017/18, as required by legislation. This is shown in table 13 and described in paragraph 146 of the report.
- (ii) The average rent increase of 2.0% to be applied to all rents which fall outside the definition on 'social housing rents' for 2017/18, as described in paragraph 148 of the report.²
- (iii) That any changes resulting from the Final Local Government Finance Settlement be reflected in the Budget report to Council on 23 February 2017 with the balance of any change being reflected in a change in the Contingency Budget.

Reason: To ensure the ongoing financial stability of the HRA and allow work on improving the quality of the council's affordable housing to continue.

Action Required

1 Implement rent increases and decreases from 1 April 2017

IF

115. Capital Programme - Monitor 3 2016/17

[See also Part B minutes]

Members considered a report which set out the projected outturn position for 2016/17 including any under/over spends and adjustments, along with requests to re-profile budgets to/from current and future years.

The current approved Capital Programme for 2016/17 was £71.066m, following amendments previously reported to Executive and Council. A decrease of £18.638m, details of which were set out in the monitor report, had resulted in a revised Capital Programme of £52.428m. £20.003m of this decrease was due to re-profiling of budgets to future years.

The variances against each Portfolio area, together with a summary of the key exceptions and implications on the capital programme, were set out at paragraphs 8 to 53 and at Annex A of the report. A summary of the revised 5 year Capital Programme incorporating the proposed changes highlighted in the report were shown at Table 2 (paragraph 54) and the proposed financing at Table 3 (paragraph 55).

Some slippage had been reported with funds moved from this year into next, but there were no major issues to highlight. It was noted that the only significant issue in terms of specific scheme funding was the request for Executive approval of £270k from the capital contingency to the Mansion House scheme. This had been reported previously to Executive and was covered within the report.

Resolved: That Executive agree to:

- (i) Note the 2016/17 revised budget of £52.428m as set out in paragraph 6 and Table 1.
- (ii) Note the restated capital programme for 2016/17 – 2020/21 as set out in paragraph 53, Table 2 and detailed in Annex A.
- (iii) Approve the use of £270k from Capital contingency to the Mansion House scheme as set out in paragraph 50.¹

Reason: To enable the effective management and monitoring of the Council's capital programme.

Action Required

1 Implement the use of £270k from Capital contingency to the Mansion House scheme as set out within the report IF

116. 2016/17 Finance and Performance Monitor 3

Members considered a report which provided details of the overall finance and performance position for the period covering April 2016 to December 2016, together with an overview of emerging issues and assessment of performance against budgets, including progress in delivering the Council's savings programme.

With the Council's net budget for 2017/18 at £117.9m, the latest forecasts indicated a modest underspend of £155k which was an improvement on the projected overspend of £480k reported in the previous forecast.

Details of the current financial position in relation to individual directorates was reported at paragraphs 7 to 35 of the report and pressures around the health economy were highlighted as an ongoing risk with significant financial implications.

In response to a Member's question regarding potential costs incurred by delays in the delivery of the Local Plan, the Deputy Chief Executive & Director of Customer & Corporate Services stated that he would provide the information requested further to the meeting.¹

Resolved: That the Executive note the current finance and performance information.

Reason: To ensure expenditure is kept within the approved budget and to ensure continued performance management.

Action Required

1. Provide Local Plan information as requested IF

117. North and Humber Regional Adoption Agency Options

Members considered a report which outlined proposals for the establishment of a North to the establishment of a North and Humber Regional Adoption Agency (to be known as One Adoption North and Humber) formed from the amalgamation of the adoption services of East Riding, North Yorkshire, North East Lincolnshire, North Lincolnshire, Hull and York councils.

The report confirmed that the Children's Services Directors of the other five Local Authorities supported the proposal of York hosting the Regional Adoption Agency and that if the proposal was accepted, then the other Local Authorities would ask their Executives to then formally confirm their existing commitment to a regional agency hosted by City of York.

An in principle agreement was sought to enable officers to work up the detail required to underpin the new way of working.

Resolved: That the Executive agree in principle:

- (i) To the establishment of a North and Humber Regional Adoption Agency (to be known as One Adoption North and Humber) formed from the amalgamation of the adoption services of East Riding, North Yorkshire, North East Lincolnshire, North Lincolnshire, Hull and York councils.¹
- (ii) That the delivery model be the integration of the six Local Authority adoption agencies into a single Regional Adoption Agency led by a host Local Authority.
- (iii) That the North and Humber Regional Adoption Agency is hosted by City of York; that it is a shared service and that the name of the Agency is One Adoption North and Humber.

Reason: The recommendations outline a pro-active response to Government requirements, in a cost effective way that offers York the opportunity to take on a regional leadership role, with the potential for future expansion into other areas of regional provision.

Action Required

1. Proceed with the establishment of the North and Humber Regional Adoption Agency (One Adoption North and Humber) as outlined in the report JS

118. Sale of Land at Fordlands Road as Part of the Older Persons' Accommodation Programme

Members considered a report regarding the sale of the site of the former older persons' home on Fordlands Road, Fulford to a purchaser who proposed to develop a residential and nursing care home on the site as part of the Older Persons' Accommodation Programme.

It was noted that the offer received was strong and compared favourably with the most recent market valuations.

In response to concerns as to longer term use of the site, it was clarified that onerous planning conditions could not be applied to the offer, as this would then become a public procurement exercise to build a care home, rather than the sale of land to facilitate the build by the purchaser.

Resolved: That the Executive agree to accept the offer for the purchase of the freehold ownership of the Fordlands Road site by Octopus Healthcare who propose to develop a new residential and nursing care home (subject to obtaining planning permission and any other necessary statutory consents on terms acceptable to them) as part of the Older Persons' Accommodation Programme.¹

Reason: To receive a capital receipt for use by the Older Persons' Accommodation Programme and with the intention to also deliver much needed new residential and nursing care accommodation for older people, including those with dementia and other complex care needs.

Action Required

1 Proceed with the offer acceptance as set out in the report RW

PART B - MATTERS REFERRED TO COUNCIL

119. Capital Strategy 2017/18 to 2021/22

Members considered a report which set out the Capital Strategy for 2017/18 to 2021/22, and in particular set out new capital schemes.

The current capital programme was approved by Council on 25 February 2016. Since then a number of amendments had taken place resulting in a current approved capital programme for 2016/17 – 2020/21 of £231.324m, financed by £134.499m of external funding and Council controlled resources of £96.825m.

Proposals in the sum of £36.140m had been made to increase the existing programme, details of which were set out in paragraphs 9 to 12 and summarised in Table 9 of the report. With a summary of the new bids set out in Table 2 and the capital programme and growth summary in Annexes A and B. The additions took the total Capital programme over next the next 5 years to £215m and the funding of those schemes was set out within the report.

It was noted that Page 232 within the report highlighted a range of other major projects and schemes within the Capital programme which would come through as individual reports during the year.

Recommended: That Council:

- Agree to the revised capital programme of £215.036m that reflects a net overall increase of £36.140m (as set out in paragraph 54 table 9 and in Annex B). Key elements of this include:-
 - Extension of prudential borrowing funded Rolling Programme schemes totalling £8.240m as set out in table 3 and summarised in table 9;
 - New schemes totalling £11.024m including an increase in prudential borrowing of £11.024m as set out in tables 4 & 5 and summarised in table 9;

- Extension of externally funded Rolling Programme schemes totalling £6.764m as set out in table 5 and summarised in table 9;
- An increase in HRA funded schemes totalling £10.112m funded from a combination HRA balances/Right to Buy receipts as set out in table 6 and summarised in table 9
- Approve the full restated programme as summarised in Annex A totalling £215.036 cover financial years 2017/18 to 2021/22 as set out in table 10 and Annex A
- Approve the proposal to allow wards, if required to bring forward their share of the 2018/19 Highways Resurfacing allocation (£250k in total per annum) to allow the potential for higher impact schemes as set out at paragraph 31.

Reason: To set a balanced capital programme as required by the Local Government Act 2003

Action Required

Refer to Council

CT

120. Treasury Management Strategy Statement and Prudential Indicators for 2017/18 to 2021/22

Members considered a report which presented the Treasury Management Strategy and Prudential Indicators for the 2017/18 financial year for Council approval.

The proposal to change the minimum revenue provision policy statement amount set aside for debt repayment and the potential saving of £750k within the Revenue Budget was highlighted.

Recommended: That Council approve:

- (i) The proposed Treasury Management Strategy for 2017/18 including the annual investment strategy and the minimum revenue provision policy statement.
- (ii) The prudential indicators for 2017/18 to 2021/22 in the main body of the report.
- (iii) The specified and non-specified investments schedule (Annex B).
- (iv) The Scheme of Delegation and the role of the Section 151 Officer (Annex D).

Reason: To enable the continued effective operation of the treasury management function and ensure that all Council borrowing is prudent, affordable and sustainable.

Action Required

Refer to Council

CT

121. Financial Strategy 2017/18 to 2021/22

[See also Part A minutes]

Members considered a report which presented the financial strategy 2017/18 to 2021/22, including detailed revenue budget proposals for 2017/18 for Council approval.

It was noted that the financial strategy delivered a balanced budget for 2017/18 with savings proposals totalling £6.0m equivalent to 5.0% of the net budget. The report outlined a proposed council tax increase of 0.7% in 2017/18, with an additional increase of 3% in line with the government's social care precept, which provided support for social care. The total council tax increase including the parish, police and fire authority precepts, would be agreed at the full Council meeting on 23 February 2017.

Resolved: That the Executive having considered:

- Expenditure pressures facing the council as set out in the report
- Impacts of savings proposals set out in annex 2
- Medium term financial factors facing the council as outlined in the report
- Projected levels of reserves as set out in the report
- Statutory advice from the Deputy Chief Executive/Director of Customer and Corporate Services

It be

Recommended: That Council approve the budget proposals as outlined in this report, and in particular;

- The net revenue expenditure requirement of £119.659m
- A council tax requirement of £81.630m
- The revenue growth proposals as outlined in the body of the report
- The 2017/18 revenue savings proposals as outlined in annex 2
- The fees and charges proposals as outlined in annex 4
- The Housing Revenue Account (HRA) budget set out in annex 5 and the HRA savings proposals set out in annex 6
- The dedicated schools grant proposals outlined in paragraphs 149 to 156

- The use of £147k New Homes Bonus funding to fund one off investment, as outlined in paragraph 73
- The use of £156k funding from the Leeds City Region Business Rates Pool to support cultural and sporting events, including cycling, as outlined in the report in paragraph 104, which will be subject to a report to the Executive during the year
- The use of £750k from the Waste Reserve to fund additional one off waste disposal costs in 2017/18, prior to the planned full operation of the Allerton Waste Recovery Park facility in February 2018, as described in paragraph 108.
- The use of £676k from the Lendal Bridge Reserve to fund transport improvements, including investigating options for cycling improvements and a cycle hire scheme, pothole repairs, and footway repairs, as described in paragraph 110, which will be subject to a further report to the Executive
- The use of £630k from the York Financial Assistance Scheme (YFAS) Reserve to support financial inclusion and investment in mental health, which will be subject to further reports to the Executive or the Executive Member as described in paragraph 111.

Reason: To ensure a legally balanced budget is set.

Action Required
Refer to Council

CT

122. Capital Programme - Monitor 3 2016/17

[See also Part A minutes]

Members considered a report which set out the projected outturn position for 2016/17 including any under/over spends and adjustments, along with requests to re-profile budgets to/from current and future years.

The current approved Capital Programme for 2016/17 was £71.066m, following amendments previously reported to Executive and Council. A decrease of £18.638m, details of which were set out in the monitor report, had resulted in a revised Capital Programme of £52.428m. £20.003m of this decrease was due to re-profiling of budgets to future years.

Recommended: That Council agree to the decrease in the 2016/17 programme of £18.638m as detailed in the report and contained in Annex A.

Reason: To enable the effective management and monitoring of the Council's capital programme.

Action Required
Refer to Council

CT

Cllr D Carr, Chair

[The meeting started at 5.30 pm and finished at 6.50 pm].

Forward Plan: Executive Meeting: 16 March 2017

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 27 April 2017

Title and Description	Author	Portfolio Holder
<p>Adults' Transport – Options and Approaches The Adults Transport Vision (as agreed in March 2015) proposed that CYC should consider implementing a more personalised approach to transport whereby existing adult customers are able to exercise greater choice and control over their transport arrangements - in line with the principles of the Care Act 2014. Prevention is a primary aim, ensuring new adult customers only access commissioned transport provision as an option of last resort.</p> <p>The Executive is asked to approve a recommended option for the future provision of transport for adult customers.</p>	Adam Gray	Executive Member for Adult Social Care & Health
<p>Licensing Policy - Sex Establishments Purpose of Report: To seek final approval of Licensing Policy and conditions in relation the licensing of sex establishments.</p> <p>The Executive is asked to give formal approval of a Licensing Policy and conditions relating to the licensing of sex establishments (sexual entertainment venues, sex shops and sex cinemas). The Policy is expected to be approved by Gambling, Licensing and Regulatory Committee on 6 February 2017.</p>	Lesley Cooke	Executive Member for Housing & Safer Neighbourhoods

Title and Description	Author	Portfolio Holder
<p>Proposed Community Asset Transfer of Tang Hall Community Centre to the Trustees of Tang Hall Community Centre</p> <p>Purpose of report: The report seeks an Executive decision to a community asset transfer of Tang Hall Community Centre by way of a 30 year lease to the Trustees of Tang Hall Community Centre.</p> <p>The Executive are asked to approve or reject the proposed community asset transfer.</p>	Tim Bradley	Executive Member for Environment
<p>Local Area Based Financial Inclusion</p> <p>Purpose of Report: This report outlines plans for the delivery of a new local-area based financial inclusion project (4Community Growth York) to be carried out over 2 years as part of the York Financial Assistance Scheme.</p> <p>The Executive is asked to agree to the delivery of this project.</p>	Mora Scaife	Deputy Leader Executive Member for Economic Development & Community Engagement
<p>Options for the Disposal of 29 Castlegate</p> <p>Purpose of Report: To present to Executive options for the disposal of 29 Castlegate following the decision to relocate and reconfigure services currently operating from the building.</p> <p>Members are asked to consider and make a decision on the options for the disposal of 29 Castlegate.</p>	Tracey Carter	Executive Leader (incorporating Finance & Performance)

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 18 May 2017

Title and Description	Author	Portfolio Holder
<p>Delivery of Shared Ownership Homes Programme Match Funded by Homes and Communities Agency</p> <p>Purpose of Report: to set out detailed proposals for the delivery of 65 shared ownership homes utilising £2.76m of grant funding from the Homes and Communities Agency. The report will seek the approval of the Executive to match fund the HCA grant from the Housing Revenue Account investment fund.</p> <p>Executive will be asked to approve the proposed Shared Ownership delivery programme and a £2.76m budget from the HRA Investment Fund to match fund the grant from the Homes and Communities Agency</p>	<p>Paul Landais-Stamp</p>	<p>Executive Member for Housing & Safer Neighbourhoods</p>

Table 3: Items slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Adults' Transport – Options and Approaches</p> <p>The Adults Transport Vision (as agreed in March 2015) proposed that CYC should consider implementing a more personalised approach to transport whereby existing adult customers are able to exercise greater choice and control over their transport arrangements - in line with the principles of the Care Act 2014. Prevention is a primary aim, ensuring new adult customers only access commissioned transport provision as an option of last resort.</p> <p>The Executive is asked to approve a recommended option for the future provision of transport for adult customers.</p>	Adam Gray	Executive Member for Adult Social Care & Health	16 March 2017	27 April 2017	To conduct further research and analysis
<p>Options for the Disposal of 29 Castlegate</p> <p>Purpose of Report: To present to Executive options for the disposal of 29 Castlegate following the decision to relocate and reconfigure services currently operating from the building.</p> <p>Members are asked to consider and make a decision on the options for the disposal of 29 Castlegate.</p>	Tracey Carter	Executive Leader (incorporating Finance & Performance)	16 March 2017	27 April 2017	To allow ongoing negotiations to continue to ascertain the best value.



Executive

16 March 2017

Report of the Independent Chair of the City of York Safeguarding Children Board (Portfolio of the Executive Member for Education, Children & Young People)

2015/16 Annual Report of the Independent Chair - City of York Safeguarding Children Board (CYSCB)

Summary

1. The purpose of this report is to present the CYSCB Annual Report 2015/16.

Recommendations

2. Members are asked to receive the Annual Report of the Independent Chair of the City of York Safeguarding Children Board (CYSCB).

Reason: For members to have the opportunity to reflect on the key messages and priorities when considering plans.

Background

3. The Independent Chair of the Safeguarding Children Board is required by statutory guidance to publish an annual report on the effectiveness of child safeguarding and promoting the welfare of children in the local area. The report should be submitted to the Chief Executive, Leader of the Council, the local Police and Crime Commissioner and the Chair of the Health and Wellbeing Board.
4. The City of York Safeguarding Children Board has the statutory objective set out in Section 14 of the Children Act 2004 *to coordinate* what is done by each person or body represented on the Board for the purposes of safeguarding and promoting the welfare of children in the area; and *to ensure the effectiveness of what is done by each such person or body for those purposes*

5. To provide effective scrutiny, the CYSCB should be independent. It should not be subordinate to, nor subsumed within, other local structures.
6. This annual report of the City of York Safeguarding Children Board (CYSCB) covers the year ending 31 March 2016.
7. The work of the Board is driven by its vision:
“For all the children of York to grow up in safety and to always feel safe”
8. The last two years have been characterised by continuous improvement and steady forward progress, coupled with growing partnership involvement, purpose, and respect. Consequently, the Board is able confidently to set its priorities for action in 2016 and beyond.
9. Within this Annual Report we have set out the achievements made during 2015/16 but also identified the improvements that we must continue to address.

Current National Issues

Proposed Government changes to safeguarding arrangements in the Children and Social Work Act 2016

10. These changes are contained within Chapter 2 of the Children and Social Work Bill.
11. The primary change is a proposal to abolish LSCBs (Local Safeguarding Children’s Boards) in their current form; however, there will still be a statutory framework for local safeguarding arrangements as set out below:
12. While the Board is confident that safeguarding arrangements in York are robust, they can always be further strengthened. The challenge will be to maintain the progress of the last three years, at a time of unprecedented pressures on public finances, and through a period of national policy changes (including to the focus and remit of safeguarding boards) without losing sight of what matters most: the safety and wellbeing of children in York.

Consultation

13. In the process of compiling the CYSCB Annual Report all CYSCB partners were consulted and key partners contributed to the content of the report. The 'voices', wishes and feelings of children and young people in York were also included in the content.

Options

14. n/a

Analysis

15. n/a

Council Plan

16. The CYSCB Annual Report most closely relates to these sections of the Council Plan 2015-19:
- A Prosperous City for All:
A city where:
 - everyone is supported to achieve their full potential
 - A Focus on Frontline Services:
A city where:
 - all York's residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods
 - delivering frontline services for residents is the priority
 - all children and adults are listened to, and their opinions considered
 - everyone has access to opportunities regardless of their background
 - support services are available to those who need them
 - every child has the opportunity to get the best possible start in life
 - residents are encouraged and supported to live healthily
 - residents are protected from harm, with a low risk of crime

Implications

Financial

17. An agreement is in place for the budget for 2017/18. Costs for any serious case reviews undertaken are not factored into the core budget and will therefore be allocated to funders on the same proportion as core funding.

Other Implications

18. There are no Human Resources, Equalities, Legal, Crime & Disorder, Information, or Property implications arising from this report.

Risk Management

19. Any national proposals emerging from the national review of Local Safeguarding Children Boards and consequent changes made in the Children & Social Work Bill 2016 may impact on Board partner commitment and require further review of the structure, priorities and work of the Board during the 2017.

Contact Details

Author:	Chief Officer Responsible for the report:		
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	Report approved	✓	Date 01.03.17
Specialist Implications Officer(s)			
Wards Affected:	All	✓	
For further information please contact the author of the report			

Background Papers:

None

Annexes

Annex 1: CYSCB Annual Report 2015/16 Executive Summary

Annex 2: CYSCB Full Annual Report 2015/16 (available online)



Annual Report 2015/2016 Executive Summary



**Working with children, families
and professionals to make our
children's lives safer**

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If you see something, say something.

About this Document

This document is a short summary of the 2015-16 Annual Report for the City of York Safeguarding Children Board. The full report, with additional supporting information as appendices, is available on the Safeguarding Children Board website at: <http://www.saferchildrenyork.org.uk/annual-reports-and-business-plan.htm>

Foreword

This is my third annual report as Independent Chair of the City of York Safeguarding Children Board (CYSCB) and covers the year ending 31 March 2016.

The work of the Board is driven by its vision:

“For all the children of York to grow up in safety and to always feel safe.”

The last two years have been characterised by continuous improvement and steady forward progress, coupled with growing partnership involvement, purpose, and respect. As a consequence, the Board is able confidently to set its priorities for action in 2016 and beyond.

In my first annual report I said I was struck by the commitment to continuous improvement in York and that the culture here is child-centred, open and transparent. In my second report I said that partnership working was very strong in operational practice and strategic oversight. That has continued and strengthened over the last two years.

2015-16 has been a period of significant change for the Board as we implemented a new Board structure, working arrangements and staff changes. I want to record thanks to Joe Cocker and Dee Cooley, who left during the year, for their work over a number of years; and to Juliet Burton, our new Business Manager for keeping a focus on improvement through a period of significant change.

Within this report we have set out the achievements made this last year but also identified the improvements that we must continue to address. A particular highlight has been the Board’s work, in partnership with NSPCC, to initiate and carry out a very successful campaign - ‘It’s Not Ok’ - to raise awareness about child sexual abuse and exploitation.



The Board is confident that safeguarding arrangements in York are robust - but they can always be further strengthened. The challenge will be to maintain the progress of the last three years, at a time of unprecedented pressures on public finances, and through a period of national policy changes (including to the focus and remit of safeguarding boards) without losing sight of what matters most: the safety and wellbeing of children in York. It is a challenge for which we are well equipped. On behalf of the Board I want to thank everyone, especially parents and carers for their dedication and effort in helping to make York a safer place for children and young people.

A handwritten signature in blue ink, appearing to read 'S Westwood', with a long horizontal flourish underneath.

Simon Westwood, Independent Chair
City of York Safeguarding Children Board

The City of York Safeguarding Children Board (CYSCB) is a statutory body set up in accordance with the Children Act 2004, and in line with the guidance in Working Together (2015)¹. The Board is a robust partnership of enthusiastic members, dedicated to the improvement of practice which safeguards children in York.

Information about our work, and our current membership, plus advice, guidance and links to other useful websites is available on our website:

<http://www.saferchildrenyork.org.uk/>.

This Report is an Executive Summary of our work during 2015-16. Overall, our Board believes that arrangements for safeguarding children in York during this period were robust and effective; that there is a strong commitment to safeguarding children across the York partnership; and that frontline practice continues to improve.

This Executive Summary sets out brief details as to how we have reached our conclusions. It also describes our priorities for the year ahead, and the key messages we would like readers to take away. There is a great deal of further detail, and supporting evidence, in our full report, which is available on our website.



¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419595/Working_Together_to_Safeguard_Children.pdf

York is a unitary authority with a population of just over 204,000. In 2014, the number of children aged 0-19 living in York was 44,200. The Black and Minority Ethnic (BME) population in 2015 was 9.8% compared to 4.9% in 2001.

The city is relatively prosperous, with the level of people claiming of out of work benefits statistically lower than regional and national averages. However, 7% of York's population (around 14,000 people - adults and children) live in areas classified as being in the 20% most deprived areas in the country.

CYSCB monitors a wide range of performance data from a variety of sources. Our full report contains many facts and figures, including an illustrative scorecard. Some of the most pertinent statistics from last year are as follows:

- 171 Early Help Assessments were recorded by the Advice Team as initiated in 2015-16;
- the number of re-referrals within 12 months to Children's Social Care dropped by half;
- up to 80% of children aged 0-4 who live in the most deprived 10% of local areas have been registered with a Children's Centre;

Up to 80% of children 0-4 who live in the most deprived 10% of areas have been registered with a Children's Centre

- York has better school attendance than the national average;
- the percentage of referrals to Children's Social Care with neglect as a factor has risen during the year to 17.3% at year end and is higher than it was in 2014-15;

- the most recent health data (2014-15) for hospital admissions for dental caries (tooth decay) shows that York has a higher number than the national average;
- the percentage of referrals to Children's Social care with sexual abuse as a factor has remained the same as 2014-15;
- the percentage of referrals in which Child Sexual Exploitation is a concern at the point of referral has risen since last year;
- the number of children recorded as missing from home or care increased slightly;
- the number of first time entrants to the Youth Justice system has risen slightly since last year, but remains low and in line with national trends;
- the rate of young people sentenced to custody continues to remain very low and has fallen over the last two years;

3,600 enquiries in 2015-16

- Children's Social Care received just over 3,600 enquiries in the whole of 2015-16;
- 191 children were receiving a service from the Child In Need teams in March 2016;
- at the end of March 2016, 135 children were subject to Child Protection Plans;
- throughout 2015-16 the average social work caseload has remained at 15 cases;
- the number of children in the care of the local authority has fallen during the year from a peak of 203 to 191 by the end of the year;
- there has been a reduction in the number of children looked after outside of York;
- 100% of care leavers were in suitable accommodation at the end of the year and 70.5% in education, employment or training (an improvement on last year);
- there has been a 13% decrease in the number of child deaths in North Yorkshire and City of York over the last 5 years.



What children and young people have told us

As highlighted in our Annual Report for 2014-15, a joint Voice and Involvement Strategy has been agreed by the YorOK Board² and the City of York Safeguarding Children Board. A detailed report looking at work undertaken against this strategy has been produced and is available on the Children's Trust website³.

Our full report sets out a range of views expressed by children and young people through a variety of means. Our Board particularly noted that, according to the latest U-Matter Survey of children who are looked after:

- 87% of young people felt the council provides good quality placements for children and young people in care;
- most young people (86%) were happy with foster carers.

The Board also noted the extent to which children and young people in York are able to help shape major strategies such as the new Children and Young People's Plan. During consultation on this document, safeguarding was highlighted a number of times as a key priority.

Generally, young people, parents and carers feel that York is a safe place and a good place to live and grow up.

Even though there is much to commend, there are still improvements to be made:

- voice at different tiers of need: so that every child whether receiving support at any level has an opportunity to express a view;
- voice in assessments: every child who participates in an assessment should be able to contribute to that assessment;
- pre-verbal or non-verbal "voice": those children and young people who are unable to express their wishes and feeling verbally because they are too young or because they communicate in a different way, will be heard;
- voice and change: children and young people will be consulted and heard when changes are made to services which affect their lives.

...young people in York are able to help shape major strategies...

² As a reminder, "YorOK" is the name of York's Children's Trust.

³ See www.yor-ok.org.uk/workforce2014/Voice/voice-and-involvement.htm

How we are doing as a Partnership

The Board has reviewed progress against the thematic priorities for development that we set ourselves last year:

- The primary focus of the **Early Help** Group has been the project for remodelling the provision of prevention and early help services across the city. This will see the formation of three local area multi-disciplinary teams working together to ensure a seamless service and robust systems for information sharing. The Board hopes to see that a greater number of situations will be addressed through early working alongside families and communities: we look forward to further updates and to full initiation of the new service in late 2016. The Early Help Group will oversee a full revision of the Board's Threshold Guidance in 2016.
- The **Neglect** Sub-group was set up with the aim of responding to the apparently high levels of neglect cases reaching the threshold for statutory intervention. The Sub-group has developed a city-wide Neglect Strategy, to be finalised later in 2016. In addition, the Sub-group has worked with the local authority and public health services to initiate training on the Graded Care Profile which will see practitioners use a common language and common assessment approach to cases of neglect.
- The **Child Sexual Abuse and Exploitation/Missing from Home and Care** Sub-group has been active in supporting the joint CYSCB/NSPCC 'It's Not Ok' campaign addressing child sexual abuse and exploitation and raising awareness. Around 2000 Year 7 children have seen the play and taken part in the workshop; to date there have been more than 4,500 hits on the 'It's Not Ok' website. The campaign has been a successful collaboration between a range of agencies and organisations; interest has been expressed by other local authorities wishing to use the model.
- A child or young person who goes **missing from home** can be vulnerable to abuse including sexual abuse and sexual exploitation. In 2015-16 there were 657 reports of children or young people missing from home or care. However, many of these were the same individual on more than one occasion. The Board is assured that those individuals who appear to be of particular concern are discussed at a multi-agency meeting so that support can be provided. Every child or young person who has been reported as missing during 2015-16 has been found.
- Children **missing from education** can also be vulnerable. During 2015-16, 124 children were reported as not at the school they were registered at in York. The vast majority were found at other schools or found to have moved elsewhere. For those few not immediately located, consultation takes place with Children's Social care to ascertain whether there is any reason to be concerned.



- The **Domestic Abuse** Sub-group was set up to look at the impact of Domestic Abuse on children in York. Data indicates an increasing percentage of reports of incidents to North Yorkshire Police in which children were present. This does not necessarily mean that more children are witnessing domestic abuse; it may suggest that police officers are getting better at recording this. However, CYSCB has been keen to understand the prevalence of domestic abuse and the perspective of children and young people in York. This understanding can then inform and support the overall Domestic Abuse Strategy.
- CYSCB has worked with North Yorkshire Safeguarding Children Board to raise awareness of **Female Genital Mutilation** (FGM) across the workforce and to provide local guidance. This has included FGM briefings to practitioners and access to e-training. Although the number of suspected FGM cases in York is not high, there has been a rise in the number reported to Children's Social Care as awareness has increased.

...raise awareness of Female Genital Mutilation (FGM) across the workforce and to provide local guidance.

The Board has also assessed **Article 11** work with children and young people, particularly those who are vulnerable:

- Children's Social Care received just over 3600 **contacts** in the whole of 2015-16, 645 met the threshold for referral (i.e. were the subject of further assessment and intervention by CSC). Both these numbers are lower than in previous years. The percentage of repeat referrals has also dropped since the beginning of the year which suggests that cases are being closed or stepped down with a more lasting outcome.
- At the end of March 2016, 135 children were subject to a **child protection plan** with 100% reviewed within timescales. This equates to a rate of 37 children per 10000 population. Over half the child protection plans were listed under the category of neglect. York had 27.3% of children subject to a child protection plan for the second time, more than double the percentage at the same time the previous year. CYSCB understands that this variation was subject to robust scrutiny by Children's Social Care and is assured that no issues of concern were identified.
- The number of **children and young people in the care of the local authority** at the end of March 2016 was 191 (53 per 10,000). There has been a year on year decrease since 2012-13 when the number was 243 (68 per 10,000).
- 100% of York's **care leavers** are living in appropriate accommodation. 6 care leavers are at University.
- Sixty four percent of children waited less than 20 months between entering care and being **adopted**.

- In 2015-16 there were 86 full-time equivalent **Social Workers** in employment working directly with children and families, suggesting an average of 15 cases per Social Worker.
- In 2015-16, 231 families with multiple and complex needs entered the 'Family Focus' programme (known nationally as 'Troubled Families').
- 2015-16 saw 477 new entrants to the youth justice system. The figure has fluctuated over the last 4 years and is on a par with 2013-14. However the percentage of reoffending has dropped since previous years.
- In 2015-16, 90% of final Education, Health and Care Plans were issued within statutory time limits and 90.6% of Year 11 Leavers with special needs were still in learning 3 months after they finished Year 11. We are satisfied that the majority of our disabled children are well supported in their education and aspirations.
- We have also been following with interest the roll out of the School Cluster Pilot to strengthen the emotional and mental health support arrangements for children and young people in universal school settings.
- There has been very positive engagement with schools in 2015-16.

The Board also invited the individual agencies who make up our partnership to submit an up-to-date assessment of the state of safeguarding in their organisation. This enables us to share best practice and, where necessary, to challenge each other. These assessments have been published within our full report: they contain a wide range of innovations and improvements to local safeguarding arrangements. Any general learning points that have emerged have been taken into account in determining our priorities for the year ahead.



Our Board also undertakes a series of more formal audits and reviews in order to provide assurance that safeguarding arrangements are in place, and to serve as a prompt for any improvements that can be made. In 2015-16 we conducted two types of formal audit:

- The “Section 11” Audit: Section 11 of the Children Act 2004 places a statutory duty on key agencies and bodies to make arrangements to safeguard and promote the welfare of children. As usual, in 2015-16 CYSCB worked with the North Yorkshire Safeguarding Children Board on the Section 11 Audit as several partner agencies work across York and North Yorkshire. All key partners who deliver (or commission) services for York responded. There were no significant multi-agency safeguarding concerns across the agencies identified. Some recurring themes were identified, especially around information sharing: these have been followed up.
- Multi-agency Case File Audits: In April 2016 the former Case File Audit Group became the Partnership Practice Scrutiny and Review Group (PPSRG). This multi-professional group met on 6 occasions during 2015-16, looking in particular at processes around child protection, Child In Need Plans, and children in care long term under Section 20 of the Children Act (i.e. with parents’ consent). Findings from all of these audits were shared with CYSCB. Relevant agencies were asked for assurance that findings were noted and actions taken. For example, assurance was given to the board that all Section 20 arrangements now have recorded signed consent from parents.

There were no cases which merited Serious Case Review (SCR) during 2015-16. The Case Review Group has nevertheless reviewed the action plans of earlier Learning Lessons Reviews from previous years, to ensure all actions have been followed up. At year end 2015-16, one Learning Lessons Review is under way in regard to a neglect case. The action plan from this Review will be followed up and monitored in due course.

CYSCB shares the Child Death Overview Panel (CDOP) with North Yorkshire Safeguarding Children Board in order to review the death of every child (up to the age of 18 years). In 2015-16 there were 11 child deaths in York. A Rapid Response audit was completed by the CDOP Coordinator for all unexpected child deaths that occurred between 1 April 2015 and 31 March 2016. The audit gave assurance that there are effective systems in place; however, it did highlight significant cross-boundary issues and a lack of bereavement support; this being addressed by services across the city and county.

There were a total of 50 contacts received by the Local Authority Designated Officer in 2015-2016. This figure has increased marginally since 2014-2015. Out of the 50 contacts, 30 were referrals and 20 were consultations. The largest single category of concern was sexual abuse (48%), followed by physical abuse (28%), neglect (14%) and emotional abuse (4%).

Finally, all agencies and schools are required to give assurance to CYSCB about their safer recruitment practice through the Section 11 audit and an audit of schools’ safeguarding arrangements. The Board is satisfied that partner organisations and schools operate according to safer recruitment guidance.

City of York Safeguarding Children Board meetings, which take place quarterly, are always well attended by members, both statutory and non-statutory, and by advisors. Minutes of our meetings are available on our website, as is an up-to-date list of Members. We have a key strategic relationship with York's Children's Trust (YorOK): the Chair of our Board is a Member of the Trust and reports regularly to it; equally, we review and challenge Trust information on a regular basis.

We consider that we work well as a Board, in a spirit of robust challenge and support. However, we could always improve further, and we therefore agreed a new structure from April 2015. Within the new structure, there is greater input of other agencies

rather than an over-focus on Children's Social Care. The new structure is working well: the Board and the Sub-groups make good use of available data and information. There has been a full revision of the CYSCB Learning and Improvement Framework to reflect changes in the Board's structure and the ways in which it carries out its work. A copy of this is available on our website⁴.

During 2016 we are revising and refreshing our Business Plan. The Business Plan enables us to see progress against agreed priorities and to understand where further progress needs to be made. Our Business Plan relates to our priorities, with the 'voice of the child' and 'children with disabilities' running throughout.



⁴ <http://www.saferchildrenyork.org.uk/cyscb-ways-of-working.htm>



Training and development

The Board has continued to provide a programme of learning and development opportunities throughout 2015-16.

Courses are linked to Board priorities, core knowledge requirements and emerging issues and lessons. Quality and content is overseen by our Learning and Development Sub-group. The latest Training Brochure, which conveys the richness and range of our offering, is available on our website ⁵.

Attendance at our multi-agency training events is usually good, with numbers at, or close to, the preferred target for each course. The Children's Advice Team have delivered a wide range of Early Help training to delegates throughout 2015-2016; in total, 129 professionals attended this training.

The Team also delivered 8 bespoke training sessions at primary schools across York. IDAS (Independent Domestic Abuse Services) delivered training to a total of 29 delegates from various agencies in relation to domestic abuse and managing risk and supporting families.

During 2015-2016, Female Genital Mutilation (FGM) briefing was delivered to professionals to give an understanding of the practice. The Safeguarding Advisor (Education) has continued to deliver whole school safeguarding training to staff in York schools during 2015-16: this training now incorporates important information around FGM and the Prevent duty.

A new learning and development needs assessment will be undertaken in 2016 to ascertain multi-agency training needs across the workforce. This will include scoping the safeguarding training within single agencies in order to avoid duplication and to ensure that CYSCB meets its remit to monitor safeguarding training.

The principles of equality and diversity are at the heart of the all the training we offer. We challenge agency delegates as to whether they make their services accessible to all, including those with physical disabilities or learning difficulties that may require specific tools, aids or language. Our safeguarding training also addresses the issues of cultural norms and whether practitioners understand the difference between a safeguarding matter and a cultural matter. As York's population changes, we will keep these issues under review.

A new learning and development needs assessment will be undertaken in 2016 to ascertain multi-agency training needs across the workforce.

⁵ www.saferchildrenyork.org.uk/learning-and-development.htm



The priorities and challenges for next year

Our view is that the existing priorities identified in last year's Report remain valid – but that some of their component elements may need to change:

- CYSCB has learnt that while robust and effective systems for early help exist already, there are improvements to be made in terms of the rising number of enquiries to Children's Social Care (CSC) which may possibly indicate a lack of confidence amongst early help practitioners. The Board is therefore interested to see the new operating model for Early Help which will be developed during 2016 and which will launch in early 2017. The Board has requested an update on the planning and initiation of the project and hopes to see increased whole-family working, with agencies and organisations collaborating to prevent issues and problems escalating to crisis level such that there is a requirement for statutory intervention.
- The number of referrals and enquiries to Children's Social Care and the percentage of Child Protection Plans under the category of 'neglect' has remained a concern to CYSCB. 2016 will see the launch of the new City of York Neglect Strategy. The Board will then face the challenge of testing the understanding of practitioners in terms of assessing and addressing neglect and of measuring outcomes. CYSCB will stage a Neglect Event later in 2016 in order to raise awareness. The Board will also want to monitor the impact of the new Graded Care Profile on standardisation of assessment of neglect and in improved outcomes for children and young people.
- 2015-16 saw the rollout of the 'It's Not Ok' campaign. In terms of the number of children, young people, practitioners, teachers, parents, carers and members of the public that the campaign reached, it was deemed to be very successful. The challenge for the Board, and partners such as NSPCC, will be to ensure that this good work becomes embedded via the use of tools and information packs in schools.
- CYSCB continues to work with partners on ensuring that the processes for identifying and protecting children who go missing from home and care are improved. CYSCB will monitor and challenge the work of Children's Social Care and North Yorkshire Police in ensuring that information about children who go missing, particularly at night and at the weekend, is shared and that return interviews are carried out in order to understand why and where children are going.
- Whilst a significant amount is now known about the numbers of children witnessing domestic abuse and the percentage of children who are present at reported incidents, the Board is keen to ensure that the plight of, and impact on, children witnessing domestic abuse remains a key priority for strategic leaders in York and North Yorkshire.

The Board has identified the following additional priorities and challenges:

- The national review of Local Safeguarding Children Boards being undertaken in 2016 on behalf of the government - the Wood review⁶ - will result in changes to the way that LSCBs function. CYSCB is prepared for possible changes and confident that it will continue to operate as a strong partnership.
- During 2016, CYSCB will strengthen its relationship with other strategic Boards. A protocol is already in place with the YorOk (Children's Trust) Board and with the Health and Wellbeing Board but CYSCB will seek to extend this to include the Safer York Partnership and the Safeguarding Adults Board.
- CYSCB will be challenging partners to assure the Board that we are doing everything possible to support and improve young people's emotional and mental health.
- CYSCB is committed to refining its capacity to understand outcomes and impact. The revised Business Plan will mean that the objectives set in the Plan are reviewed regularly (formally at least annually but also at more frequent intervals). In addition to scrutinising the data pertinent to their area and

highlighting and responding to issues and exceptions, each Sub-group will look for assurance that outcomes for children and young people in York have been improved.

- During 2016 CYSCB will undertake further work on understanding and analysing multi-agency training needs.
- During the year ahead we will seek advice to ensure the Board is fully up to speed with the current and projected nature of York's population, and any challenges this might pose for our safeguarding work - as well as the opportunity to reach out to new community-based groups.

⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/526329/Alan_Wood_review.pdf



Key messages for readers

This year, the Board would like to convey the following key messages. Many of these messages are the same messages as last year but this is because they still matter:

For children and young people

- We are still listening and your voices are the most important of all voices. We think we are getting better at listening to you but we are continuing to work on new ways of hearing you.
- Your wellbeing remains at the heart of our child protection systems.
- We want to hear from you about how services can be improved to ensure your wellbeing, to prevent you being harmed, and to protect you.

For the community

- You are in the best place to know what is happening to children and young people and to report your concerns if you think something are happening.
- Protecting children is everybody's business. If you are worried about a child, contact the Children's Front Door (contact details below).

For City of York Safeguarding Children Board partners and organisations

- The protection of children is paramount. How do decisions that your agency makes affect children and young people?
- You are required to assure this Board that you are discharging your safeguarding duties effectively and ensuring that services are commissioned for the most vulnerable children.

- Are you making sure that the voices of all children and young people are informing the development of services?
- Take notice of the voices of vulnerable children. Listen and respond, particularly if they disclose abuse.
- Children and young children may not always verbalise their feelings. Be aware of other non-verbal ways they may indicate to you that they are distressed or worried.
- Use your representative on our Board to make sure the voices of children and young people and front line practitioners are heard.
- Ensure your workforce is able to contribute to the provision of safeguarding training and to attend training courses and learning events.
- Know the priorities of the Board and take these into account. Share responsibility in the delivery of the Board's work.
- Be prepared to evidence your agency's safeguarding processes via the annual Section 11 audit and event and via assurance reports to the Board.
- This Board needs to understand the impact of any organisational changes on your capacity to safeguard children and young people.



⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/526329/Alan_Wood_review.pdf

For schools

- Make sure that you are compliant with the processes which all schools, in the maintained, non-maintained or independent sector, must follow to safeguard their pupils.
- In particular ensure that you are familiar and compliant with 'Safeguarding Children in Education' guidance and the new guidance which will be implemented in September 2016.
- Be aware of and compliant with safer recruitment processes.

For practitioners

- Make sure that you attend safeguarding courses and learning events required for your role and that you are constantly up to date with changes in safeguarding practice, guidance and legislation. These change all the time.
- Be familiar with, and use, the multi-agency tools designed for you: e.g. our 'Threshold Guidance' and the online safeguarding procedures .
- Resist complacency. Just because certain issues such as Child Sexual Exploitation, Trafficking, Female Genital Mutilation and other similar problems are rare in our community, does not mean that they are not present. Indeed, they may be even harder to spot.
- Be 'professionally curious' with other practitioners and when working with children and young people.

For everyone

'If you see something, say something'



**If you
see
something,
say
something.**





www.saferchildrenyork.org.uk/

Contact details for the Safeguarding Children Board
CYSCB Chair: Simon Westwood
CYSCB Manager: Juliet Burton

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YO1 6GA
Tel 01904 555695

www.saferchildrenyork.org.uk/contact-us.htm

How to report concerns about a child or young person

If you have a concern that a child is vulnerable or at risk of significant harm please contact the Children's Front Door:
Phone for advice: **01904 551900**
or, using a referral form:
Email: **childrensfrontdoor@york.gov.uk**

Post: The Children's Front Door, West Offices, Station Rise, York, YO1 6GA
More information and a referral form are available at:
www.saferchildrenyork.org.uk/concerned-about-a-child-or-young-person.htm





Executive

16 March 2017

Report of the Corporate Director of Children, Education and Communities (Portfolio of the Executive Member for Education, Children & Young People)

Additional Primary School Places for Micklegate

Summary

1. This paper will provide information on the cost of changes required at Scarcroft Primary School (part of the South Bank Multi Academy Trust) to allow them to accommodate an increase in pupil numbers. The paper also provides feedback following a consultation to consider options available to increase outdoor playing space at the same school in order to attempt to accommodate government requirements for sufficient playing areas.
2. The budget for this project was originally set at £2.5m. As a result of the two consultations which have taken place and the subsequent changes made it is now projected that the funding required will be £1.25m.

Recommendations

3. Members are asked to approve the expenditure of an estimated £225k of Basic Need funding to enable Scarcroft Primary School to increase by 0.5 form of entry (15 pupils per year group) to a 2 form of entry (60 pupils per year group). The funding will cover the cost of making internal refurbishment to the school building to add additional classroom space and other required facilities.
4. Members are also recommended to approve £26k of additional expenditure from Basic Need funding to increase the amount of playing area on the school site (removal of car park spaces).

5. Members are also recommended to approve £1m of basic need funding for a full size multi use games area (MUGA) to be located on the Millthorpe Secondary School site with additional parking spaces. The South Bank Multi Academy Trust has agreed to consult with the local community to determine the most appropriate place to locate these additional facilities on the school site. The Academy Trust has also agreed that during the school day the MUGA would be available for use by a number of schools in the area including Scarcroft Primary.

Reason: To enable the council to meet its statutory duties to provide sufficient school places, it supports the proposed changes to Scarcroft Primary school's building and the need to create additional outdoor play space. As from the 1 April 2016 Scarcroft Primary School became part of the South Bank Multi Academy Trust. This means that although the council remains responsible for ensuring there are enough school places in its area it will be the South Bank Multi-Academy Trust Board who have requested approval for the increase in the size of the school through the Regional Schools Commissioner.

Background

6. This paper provides an update to previous papers that were considered by the Executive on the 17 March (Annex A) and 19 May 2016 (Annex B) on this matter. In March, the Executive was asked to consider the expansion of Scarcroft Primary School. At their meeting in May, the Executive agreed in principle, following widespread consultation with the community, that the expansion should take place on the current site of the school in preference to expanding onto a different site.
7. The need to increase the size of the school is required to meet the increasing demand for places from families who reside within the catchment area. From latest pupil projections it is estimated that by increasing the number of pupils to be admitted to Scarcroft Primary School to 60 pupils each year, will enable the majority, but not all pupils in the local school admissions planning zone to access a place at a local school. The admissions planning zone for this area incorporates the catchment areas of both Scarcroft and Knavesmire primary schools.

8. The Executive were informed that by increasing pupil numbers at Scarcroft Primary School would add to the school's current pressures with regards to sufficient play area. The school are already significantly below the Department for Education's requirements. The Executive therefore supported a feasibility study and consultation process to consider appropriate options for increasing the amount of play area. This included considering additional play area provision on the current Scarcroft site and consulting on a suitable site for a full sized MUGA in the Micklegate ward area. In May 2016 the three sites being considered included the Millthorpe School site, Scarcroft Green and Little Knavesmire.

Consultation

9. In July 2016 in partnership with the South Bank Multi Academy Trust, the council began a six week public consultation on the options for creating additional play space for the school's use. Prior to the consultation taking place it was agreed by both parties not to pursue the options of Scarcroft Green or the Little Knavesmire. A public consultation document was produced (see Annex C) and the four options to be considered were:
- (a) Converting part of the school car park into a playground space;
 - (b) Moving an existing fenced-off area on Scarcroft Green, so that it is adjacent to the school site;
 - (c) Creating a MUGA on the site of Millthorpe School;
 - (d) Creating replacement car parking for Scarcroft School staff on the site of Millthorpe School.
10. The table below summarises the results of the online consultation.

Consultation Responses			
	For	Neutral	Against
Option (a)	18	1	0
Option (b)	14	3	17*
Option (c)	8	6	5
Option (d)	0	2	12
Total number of respondents: 34			

*Of the 17 people who were against this proposal, 6 were for keeping the area in the same location, whilst 11 were opposed to any area of the Green being fenced off.

11. A ward meeting also took place during the period of the consultation. The minutes of the meeting are attached in Annex D.
12. Discussions also continued with Scarcroft Primary School throughout 2016 to finalise proposals and costs for the internal alterations required to the building to accommodate the additional pupils and increasing the outdoor playground space on-site.

Analysis

13. Option (a): was favoured by most respondents. The proposed changes will reduce car parking bays from 42 to 20 places whilst increasing the amount of play space by 1,846m².
14. Option (b): will not be pursued by the South Bank Multi-Academy Trust. The future of Scarcroft Green however has the opportunity to be discussed in more detail, if requested, by residents through the Micklegate Neighbourhood Forum/Plan.
15. Option (c): a small majority of respondents to the consultation were in favour of locating a MUGA on the Millthorpe School site. Some residents who live close to the site did raise concerns around two main areas; increased traffic and the possible impact of flood lighting. These matters will need to be addressed further when deciding on the preferred location of the MUGA on the Millthorpe School site and during the formal planning stage. The South Bank Multi Academy Trust will need to be sensitive to these concerns when developing their plans and it is because of this that they will engage in further consultation with the local community when considering options for its location.
16. Twelve of the fourteen respondents to the consultation were not in support of Option (d). The South Bank Multi Academy Trust has already recognised the need to reduce the number of staff using their car to get to and from school. School Travel Plans will continue to be developed and reviewed to put steps in place to reduce car usage amongst its staff. It is not intended to replace all of the 22 car parking spaces which will be lost. With the proposal to build a MUGA on the Millthorpe School site, some re-organisation of the site will be required and is expected to result in a small increase in car parking bays. As with the MUGA the

Academy Trust will consult with the local community before determining the final number and location of any additional car parking.

17. The extra playing space being made available by the recommendations set out in paragraphs 4 and 5 will increase the amount of playing space by 7092m² (as calculated by Department for Education requirements for play space). Although this will still leave Scarcroft Primary School below the Department for Education outdoor play space recommendations, it does bring it much closer to the recommended requirements and in line with most other primary schools across the city.

Council Plan

18. This proposal links to the following key council corporate priorities:
 - (a) a prosperous city for all - the LA wants to ensure that there is a good quality of education available for all around the city
 - (b) a focus on a frontline service - this proposal links directly to the CEC's objective that all children should be able to go to local schools that are good or outstanding
 - (c) a council that listens to its residents - the LA has consulted and listened to the needs of local school and its local residents

Implications

Financial

19. The latest approved capital programme includes a budget of £2.5m for this scheme, approved by the Executive on the 19 May 2016. This figure was based on initial plans and feasibility studies. The updated plans described in this report now indicate that a budget of approximately £1.25m will be needed to complete the full project, including the internal changes to Scarcroft Primary, the increase in outdoor play space and car parking changes.
20. The scheme in the programme is currently funded by Department for Education Basic Need capital grant. The main capital funding available to local authorities for pupil place expansion. At present, allocations have been confirmed up to, and including, 2018/19, totalling £39.49m, of which £15.1m has been spent, or is committed to ongoing schemes.

21. Initial high level planning had allocated a further £19.8m for schemes to alleviate place pressures across the city, including provision for this scheme.
22. As of January 2017, around £900k of Section 106 has been earmarked for the scheme. These relate to outstanding payments from the Terry's and other sites.
23. Based on the revised estimated budget required for this scheme outlined above, an amount of £1.25m can now be released back to the main Basic Need programme, and will be available to support further schemes across the city. In addition, any section 106 receipts allocated to this scheme will further reduce the required commitment from Basic Need.

Equalities

24. An EIA was undertaken in May 2016 is attached (Annex E).

Property

25. As the Scarcroft Primary School is now part of the South Bank Multi Academy Trust, the council has obtained permission from the academy trust to agree to alteration work taking place on the site.
26. One of the buildings on the school site is sub-let to Scarcroft Green Nursery including car parking rights and allocated parking spaces. Agreement would need to be reached (between the academy trust, as landlord, and the nursery) for any final alterations to the car parking rights/re-location of the nursery parking spaces.

Legal

27. Section 13 of the Education Act 1996 imposes a duty on the council as local education authority to "contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient primary, secondary and further education are available to meet the needs of the population in their area." Section 14 of the Act expands on this duty by requiring the council to secure sufficient schools in "number, character and equipment" to provide all pupils with appropriate education.

28. Members are aware of the duty to have regard to the public sector equality duty. In summary, those subject to the equality duty must, in the exercise of their functions, have due regard to the need to:
- (a) Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - (c) Foster good relations between people who share a protected characteristic and those who do not.

The Act explains that having due regard for advancing equality involves:

- (a) Removing or minimising disadvantages suffered by people due to their protected characteristics.
 - (b) Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
 - (c) Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
29. In accordance with the new DfE guidance (March 2016) it is the South Bank Multi Academy Trust Board who applied for permission from the Regional Schools Commissioner to increase the size of Scarcroft Primary School which triggered a change to their funding agreement with the Education Funding Agency.

Other Implications

30. There is no specific Human Resources (HR), Crime and Disorder or Information Technology implications arising from this report.

Risk Management

31. The need for school places in this area of the city is already significant and will continue to grow. To not add any places would result in many pupils not being able to access their local school, additional transport costs will be incurred, reputational risk to the council and failing in a key statutory duty not to provide sufficient school places.

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**Report
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Wards Affected: Micklegate Ward

All

For further information please contact the author of the report.

Background Papers

None

Annexes

- Annex A – Additional Primary School Places for Micklegate (17th March 2016)
- Annex B – Additional Primary School Places for Micklegate (19th May 2016)
- Annex C – Public Consultation Document (July 2016)
- Annex D – Minutes of Micklegate Ward Committee Meeting July 2016)
- Annex E – Equalities Impact Assessment (May 2016)

Executive

17 March 2016

Report of the Director of Children's Services, Education and Skills

Additional Primary School Places for Micklegate

Summary

1. This paper considers the options for providing additional primary school places in the Micklegate area of York.

Recommendation

2. Members are asked to approve the recommendation to expand Scarcroft Primary School as the preferred option for adding additional primary school places in the Micklegate area. Following more detailed analysis of the feasibility studies, and further discussions with the school's governing body; a paper will be presented to the April Executive meeting providing information about the adaptations to be made to the school and its outdoor space to accommodate additional pupil places.

Reason: Whilst the LA supports proposed changes to Scarcroft Primary School's building and outdoor spaces, further time is required to receive and analyse that information before a preferred recommendation can be put forward.

Background

3. A consistent rise in demand alongside continued popularity of both Knavesmire and Scarcroft schools in the Micklegate area has led to the need to create additional primary school places.
4. Projections show that an additional 41 primary places will be required in the Micklegate area by September 2017. These figures reflect the projected level of future anticipated births, which are based on data supplied by the Office for National Statistics (ONS). By the 2022/23 academic year, as the larger cohorts begin to move through primary year groups, between 100 and 120 places

will be required across Reception to Year 6. The ONS projected births for the city indicate that the Reception cohort will continue to grow beyond this point until around 2025.

5. Projected pupil numbers are calculated from patterns of parental preference using ONS actual and projected birth data and the likely impact from new housing developments. The number of additional places required is calculated as the difference between number of pupils expected and the current capacity of schools serving the area.

Consultation

6. The Southbank cluster of schools were consulted in March 2015. The consultation concluded that an annex to Scarcroft Primary School on the Millthorpe site was the preferred option for adding additional primary school places in the Micklegate area.
7. On 26 January 2016, an information event was held at Scarcroft Primary as an opportunity for parents/carers and the local community to voice their questions and comments about the options being considered.
8. Following this information event, the Ebor Trust approached the council and the Education Funding Agency with a proposal for a city-wide Free School to be built on the former Askham Bar site.
9. A paper was presented to the council's Executive meeting on 11 February 2016. At this meeting, the decision was made to initiate a further period of options appraisals and to organise an informal consultation with parents and the local community. During the five week period of informal consultation, information was made available on a web page, a link and e-mail address at: micklegateschoolplaces@york.gov.uk. This period of consultation has informed the recommendation at paragraph 2.
10. On 8 March 2016, a ward councillors' meeting was held at Scarcroft Primary School to update parents/carers and the community on the results of the informal consultation process and to allowed people to voice further questions and comments.

Options

11. The following are a list of options. Options (b), (c) and (d) are currently being considered or are waiting for further information. Options (e) to (h) have all been rejected. The reasons for their rejection are discussed in the 'Analysis' section.
- (a) provide no additional places in the Micklegate area
 - (b) seek additional feasibility studies to accommodate additional pupils in the existing Scarcroft Primary school building and look at options for providing outdoor spaces
 - (c) consider the option of a city-wide Creative Arts Academy which would be a free school as part of the Ebor Multi-Academy Trust
 - (d) build accommodation for 210 (1 form entry each year) additional places, as an annex to Scarcroft Primary on the Millthorpe School site
 - (e) build a 210 (1 form entry) place primary school on the former Terry's Car Park site at Nun Ings
 - (f) build a 315 (1.5 form entry) place school on land behind The Grove and The Square off Tadcaster Road
 - (g) build a 630 (3 form entry) place school at either Bishopthorpe Infant or Archbishop of York CE Junior school sites
 - (h) exploration of other site options:
 - (i) build a school on Little Knavesmire
 - (ii) build on the allotments adjacent to Millthorpe School
 - (iii) build on the former Askham Bar Park & Ride site
 - (iv) build on Nunnery Lane car park

Analysis

(a) Provide no additional places in the Micklegate area

12. The area is currently served by Scarcroft Primary School, with pupils placed at Knavesmire Primary as part of the wider Southbank area. The demand for pupil places can no longer be met within the current 1.5 form entry Scarcroft Primary school, for the following reasons:

- to mitigate the need for places at both Scarcroft Primary and Knavesmire Primary, an expansion project to provide additional places recently took place at Knavesmire Primary which met the demand from both schools individual catchment areas. Following this extension, it is no longer possible to expand Knavesmire Primary as there is not enough playing space on the site to accommodate additional numbers
- if no additional places were to be provided, transport would have to be arranged for pupils living in the Micklegate and Southbank areas to the next nearest schools that have spaces. At present there are only a limited number of places in other local schools whilst those schools with any significant capacity are in other parts of the city some of which are some distance away from Micklegate and Southbank eg Clifton, Woodthorpe, Tang Hall
- transport costs would be significant. Any transport costs would have to be met out of the authority's revenue budgets. Estimated costs are expected to be in the range of 100k-150k per year
- families in Micklegate would not be able to access places in their locality

13. Therefore, in order to resolve the growing issues in this area, to do nothing is not an option.

(b) Seek additional feasibility studies to expand provision at Scarcroft Primary School

14. Once received, the options will be considered in order to create space at Scarcroft Primary to accommodate additional pupil places with the following implications:
- recognition will need to be given to the school's listed building status. As a grade 2* listed building, any adaptations are likely to be complicated and will need to be very carefully managed
 - consideration will need to be given to the timescales required to make adaptations
 - a key issue to be resolved is the need to increase the school's access to outdoor space and the ways that this could be increased. Options include using a section of the Micklegate Stray; adding a MUGA (multi use games area) onto Scarcroft

Primary's hard standing play ground of which space is already at a premium; adding a MUGA onto the Millthorpe School site; and reducing car parking areas within the school grounds

- additional approvals will need to be sought to fulfil listed building condition requirements
- the feasibilities will not take into account the effect on outdoor space. Whilst Scarcroft Primary will manage the lack of outdoor space by adopting staggered play times, the school has no green field areas or space for a multi use games area (MUGA)

(c) Consider the option of a Free School

15. A free school application is being developed by the Ebor Academy Trust. This application focuses on the development of a 2 form entry city wide Creative Arts Academy.
16. If approved by the Department for Education, parents from across the city would be eligible to seek a place at this school.
17. If additional places become available through a free school, it is predicted that there would be a surplus of places across the city.
18. As the location of this school has currently not been identified this option does not directly resolve the school pupil place issue in the Micklegate area.

(d) Build accommodation for 210 (1fe) additional places, as an annex to Scarcroft Primary on the Millthorpe School site

19. This would provide an annex to the existing Scarcroft Primary site.
20. The position of this building would be at the Nunthorpe Avenue side of the Millthorpe School site in an area not currently identified as playing field. See Annex A.
21. The proposed annex of Scarcroft Primary School would provide 210 additional pupil places, future proofing provision against increasing demand over the next ten years and beyond. Scarcroft Primary currently has an admission number of 45. An additional 30 places will increase Scarcroft's admission number from 45 to 75.

22. The current estimate for the capital outlay suggests approximately £5.3m for a traditional contractual building method, rising to £6.2m for a modular build. There would be no capital receipts gained from this option. The projected costs incorporate an estimate for the completion of the entire project, including fees, surveys, fixed furniture & equipment (ff&e), abnormals, exclusions and contingencies.
23. It is aimed to provide this new building for 1 September 2018. For the school year beginning 1 September 2017, additional pupil places would be accommodated within Scarcroft Primary in larger mixed year groups on a temporary basis.
24. There are a number of advantages in developing the annex on the Millthorpe School site. As the favoured option by the school cluster, the location of the new building would immediately be integrated within the existing school community. It is likely that the older age groups would be based at the Millthorpe site, therefore it is anticipated there could be strong parental support for this option as pupils would gain a familiarity and ease with regards to their transition from primary to secondary schools. The building will also create some flexible space to accommodate the anticipated increase in pupil numbers into the future, if required.
25. With no land purchase costs, this is seen as the best location to meet the demand for additional places in the Southbank area and there would therefore be no catchment changes required. There may be some issues throughout the planning process with regards to the availability of playing field space, highways infrastructure, travel planning, site access during the construction period and impacts on local residents, but it is felt that these problems can be overcome.
26. At present, Millthorpe School, Scarcroft Primary and Knavesmire Primary will be converting to academy status and forming a Multi Academy Trust (MAT). The target date for conversion is 1 April 2016. The freehold interest to the Millthorpe site is currently owned by the council but the whole site is to be leased on a 125 year lease to the MAT following conversion. Under the terms of this lease, the LA would need permission to build on the Millthorpe site. However, as the schools are currently in agreement with the recommended option, and the new building will be providing additional pupil places for the MAT, it is expected that once the

schools are part of a MAT they will continue to agree to the recommendation for the provision of additional pupil places as described.

(e) Build a 210 (1fe) place school on the former Terry's Car Park site at Nun Ings

27. This proposal was for a 2 storey 1fe (210 places) primary school plus an 80 place nursery (age ranges as described in option A) and a multi use games area. This option was rejected for the following reasons:

- as a traditional contractual building scheme, the estimate for capital outlay suggested £7.4m would have been required, which included an estimate to purchase land. This estimate rose to £8.3m for a modular build. The cost per pupil place would be very high at £35,238 for a traditional build and £39,523 for a modular build
- currently the land is owned by Henry Boot Ltd, therefore there would be no capital receipts gained from this option
- CYC Asset Property Management contacted Henry Boot Ltd with regards to the LA's interest in purchasing a section of land. On 16 November the agents of Henry Boot Ltd responded as follows:

'The car park site is not an option my clients wish to explore due to proposed overspill car parking spaces for the uses we have agreed terms with on the Chocolate Works. We can look at the 20 acres of greenbelt land located adjacent in Henry Boot's control. However this will be long term in getting any consent and I believe you are under certain time constraints.'

- further correspondence was received on 27 November that intimated that Henry Boot Ltd might be willing to allow greenbelt land to be sold. However, due to the timescales for the provision of additional pupil places, the length of time and complexity involved in land negotiations and following advice received from Asset Property Management, it has been decided not to pursue the option of purchasing land from Henry Boot Ltd any further
- part of this site is within both flood zones 2 and 3 which would have needed careful consideration throughout part of the planning process

(f) Build a 315 (1.5fe) place school on land behind The Grove and The Square off Tadcaster Road

28. This proposal was to build a 2 storey 1.5fe (315 places) primary school together with an 80 place nursery on land directly adjacent to The Grove and The Square off Tadcaster Road and has been rejected for the following reasons:

- this land is too far away from the Micklegate area to be considered as an option

(g) Build a 630 (3fe) place school at either Bishopthorpe Infant or Archbishop of York CE Junior school sites

29. This proposal was for a 2 storey 3fe (630 places) primary school plus an 80 place nursery and a multi use games area. This option has been rejected for the following reasons:

- this was not an ideal option as the location is further from the Southbank area and would have only provided a partial solution for the need for additional primary places
- there would also have been other complications such as the need to consider changing the catchment area and flooding issues across the Bishopthorpe village area

(h) Exploration of other site options

30. Other options that have been considered and rejected are:

- build a school on Little Knavesmire. This proposal was rejected due to the encroachment onto a large, open community space
- build on the allotments adjacent to Millthorpe School. This proposal was rejected as any loss of allotment land will need to be re-provided in the existing area where space for allotment is at a premium
- build on the former Askham Bar Park & Ride site. This was rejected as this site was identified to be included in the Local Plan as a much needed area for housing
- build on Nunnery Lane car park. This site is very narrow for a school development and is adjacent to the city walls. As such, it is unlikely that planning permission would be forthcoming

Council Plan

31. This proposal links to the following key council corporate priorities:
- a prosperous city for all - the LA wants to ensure that there is a good quality of education available for all around the city
 - a focus on a frontline service - this proposal links directly to the CSES objective that all children should be able to go to local schools that are good or outstanding
 - a council that listens to its residents - the LA has listened to the needs of the school cluster by focussing on the needs of the local school and the local residents to provide enough pupil places in a popular area of the city

Implications

Financial

32. The main capital funding for pupil place expansion is the Department for Education Basic Need Capital Grant. At present, allocations have been confirmed up to, and including, 2017/18, totalling £37.75m, of which £15.1m has been spent, or is committed to ongoing schemes.
33. Initial high level planning had allocated a further £19.8m for schemes to alleviate place pressures across the city, including provision for this scheme.
34. As of March 2016, around £1,094k of Section 106 has been earmarked for the scheme. Of this, only £274k has actually been received by the council. The remainder relates to outstanding payments for the Terry's and York College sites.

Equalities

35. A CIA/EIA is included with this report as Annex B.

Property

36. Please refer to the recommended option for comments.

Legal

37. Section 13 of the Education Act 1996 imposes a duty on the council as local education authority to “contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient primary, secondary and further education are available to meet the needs of the population in their area.”
38. The expansion of an existing school would require a statutory proposal to be published, consulted upon and determined in accordance with the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013. Regard must be had to any statutory guidance. That guidance is currently under review by the Department for Education.
39. If the council thinks that there is a need for a new school then it is required to seek proposals for a Free School.
40. The option of using part of Micklegate Stray to increase the school’s access to outdoor space is complicated by the fact that the Stray is subject to the provisions of the Micklegate Stray Act 1907 which places restrictions on how it could be used. Any proposal would need to be carefully evaluated against the provisions of that Act.

Other Implications

41. There is no specific Human Resources (HR), Crime and Disorder or Information Technology implications arising from this report.

Risk Management

42. The need for school places in this area of the city is already significant and will continue to grow. To not add any places would result in pupils not being able to access their local school, additional transport costs will be incurred, reputational risk to the LA and failing in a key statutory duty not to provide sufficient school places.

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Wards Affected: Micklegate Ward

All

For further information please contact the author of the report.

Background Papers

None

Annexes

Annex A – Position of a new building at Millthorpe School
Annex B – CIA/EIA Form

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Executive

19 May 2016

Report of the Director of Children's Services, Education and Skills

Additional Primary School Places for Micklegate

Summary

1. This paper will explain the preferred option to make changes to internal space within Scarcroft Primary School (part of the South Bank Multi Academy Trust) to allow an increase in pupil numbers. The paper will also explain the options available to increase outdoor space in order to accommodate government requirements for sufficient playing areas.

Recommendation

2. In principle, Members are asked to approve the expenditure of Basic Need funding to allow Scarcroft Primary School to increase by 0.5 form of entry (15 pupils per year group) to 2 form of entry (60 pupils per year group). The funding will cover the cost of making internal modifications to Scarcroft Primary School; putting a small MUGA (Multi Use Games Area) on part of the school's car park; provide additional car parking spaces on Millthorpe School site and to create a full sized MUGA. A full sized MUGA is required as Scarcroft Primary School does not have enough outdoor playing space.
3. In exploring the options for a suitable site for a full sized MUGA the Executive is asked to approve a full consultation. The options to be explored include Millthorpe School, Scarcroft Green and the Little Knavesmire.

Reason: To meet its statutory duties to provide sufficient school places the Council supports the proposed changes to Scarcroft Primary school's building and the need to create additional outdoor spaces. As from the 1 April 2016 Scarcroft Primary School became part of the South Bank Multi Academy Trust. This means

that although the Council remains responsible for ensuring there are enough school places in its area it will be the South Bank Multi-Academy Trust Board who will need to seek approval for the increase in the size of the school through the Regional Schools Commissioner.

Background

4. This paper provides a response to the paper that was presented to the Executive on 17 March 2016. In March, the Executive was asked to consider the expansion of Scarcroft Primary School and a recommendation that further time was required to conduct a feasibility study before a preferred recommendation could be put forward to the Executive.
5. Following Primary National Offer Day on 18 April, expectations regarding the demand for the number of places in the Micklegate and South Bank areas have been consistent with the projections.
6. An admission number of 60 at Scarcroft Primary School from September 2017 will enable around 95% of pupils in the local planning zone, which includes Scarcroft and Knavesmire, to access a place at either primary school up to 2020. This percentage is based on a projection of 126 1st preferences for 120 places at either Scarcroft or Knavesmire in September 2017. The percentage of 1st preferences gaining a place at either school is projected to increase in the following years. Projections show that in September 2018 100% of 1st preferences for Scarcroft and Knavesmire will be met.

Consultation

7. As agreed at the Executive on 11 February 2016, a four week informal consultation took on the options for the provision of school places in the area. The consultation began on 12 February 2016 and closed on 11 March 2016.
8. The public were asked to give their views on seven options:
 - (a) do nothing;
 - (b) build an Annexe to Scarcroft on the Millthorpe School site;
 - (c) build a new school on Nun Ings;

- (d) build a new school on land adjacent to The Square;
- (e) expand places in Bishopthorpe;
- (f) expand at the existing Scarcroft Primary School site;
- (g) recommend an application for a free school.

9. The table below summarises the results of the informal consultation.

Informal Consultation Responses			
	For	Mixed	Against
Do nothing	0	3	4
Scarcroft annexe at Millthorpe site	1	1	24
New school at Nun Ings	2	1	0
New school at The Square	2	1	5
Expand at Bishopthorpe	0	0	0
Expand existing Scarcroft site	22	0	0
Free School	3	4	1
Total number of respondents: 37			

Additional views, comments and question were also requested, which are summarised as follows:

- (a) concerns about changes to catchment boundaries
 - (b) concerns regarding siblings being able to get into the same primary school
 - (c) concerns over the timing of the compliance of statutory duties and the proposal approval
 - (d) concerns about traffic and road safety
 - (e) concerns that parents' views need to be taken into account;
 - (f) concerns that information needs to be shared with all interested parties before decisions are made
 - (g) concerns relating to a split site
10. Two architectural companies with experience of working with listed buildings were commissioned in March 2016 with a brief to illustrate how it might be possible to expand Scarcroft Primary School.

11. As part of their proposals, the architects responded to the need to increase the numbers of classrooms from 12 to 14 by re-purposing the use of other existing rooms. This would allow the school to increase to 2 forms of entry (60 pupils per year group). The plans indicated that even when 14 rooms are utilised as classrooms there are still enough rooms remaining for other purposes, including dedicated music, library, preparation, planning and assessment (PPA) and intervention areas.
12. A meeting was held at Scarcroft Primary School on 13 April with the deputy headteacher and the chair of governors to share and discuss the plans the council has received from the architects. The meeting considered the proposals to increase the number of classrooms from 12 to 14, including the implications and any concerns the school may have regarding additional facilities, such as toilets, cloakroom space, hall space, the kitchen and general circulation.
13. Scarcroft Primary School will be asked to consider the preferred option at their Multi Academy Trust Board. Further discussion and consultation is also needed to resolve the issues of outdoor play and car parking space. The results of this consultation together with a recommendation will be included in the paper to be tabled to Executive in July.
14. A meeting was held at Scarcroft Green Nursery with the nursery manager on 20 April to discuss the impact of the preferred option with regards to car parking.

Preferred Option

15. To internally refurbish Scarcroft Primary School to allow the building to accommodate two forms of entry from September 2017.

Analysis

16. Scarcroft Primary School has 19 classroom sized rooms throughout its building. At present 12 of these rooms are used as classrooms, and 7 others are used for other purposes.
17. To accommodate an increase to 2form entry, 14 classrooms are required. In discussions with Scarcroft Primary School on 13 April, it was agreed that the ICT suite and the Intervention/Group room

could be re utilised as classrooms. Many schools are re purposing their ICT provision through the use of tablets and chrome books. Intervention and group room activities would share flexible and multi use within the Music room and Library.

20. Internal refurbishment may involve:
- (a) re-allocating two rooms for classroom use
 - (b) re-evaluating and updating the kitchen, its ventilation system, cooking equipment where necessary and ensuring there is stainless steel surfaces throughout
 - (c) improving cloakroom and storage areas
 - (d) updating toilet facilities where required
 - (e) improving dining management
 - (f) encouraging staff to streamline existing resources
 - (g) looking in detail at ICT provision

Council Plan

21. This proposal links to the following key council corporate priorities:
- (a) a prosperous city for all - the LA wants to ensure that there is a good quality of education available for all around the city
 - (b) a focus on a frontline service - this proposal links directly to the CSES objective that all children should be able to go to local schools that are good or outstanding
 - (c) a council that listens to its residents - the LA has listened to the needs of the school cluster by focussing on the needs of the local school and the local residents to provide enough pupil places in a popular area of the city

Implications

Financial

22. Initial estimates indicate that a budget of £2.5m would be needed for 1 or more MUGAs, some additional car parking spaces and internal changes to Scarcroft Primary.
23. The main capital funding for pupil place expansion is the Department for Education Basic Need Capital Grant. At present, allocations have been confirmed up to, and including, 2018/19,

totalling £39.49m, of which £15.1m has been spent, or is committed to ongoing schemes.

24. Initial high level planning had allocated a further £19.8m for schemes to alleviate place pressures across the city, including provision for this scheme.
25. As of April 2016, around £1.26m of Section 106 has been earmarked for the scheme. Of this, £0.2m has been received by the council. The remainder relates to outstanding payments for the Terry's and York College sites, and an amount requested for the proposed Hudson House scheme, which is still under planning consideration.

Equalities

26. A CIA/EIA is included with this report as Annex A.

Property

27. As the whole of the Scarcroft Primary site is now leased to the South Bank Multi Academy Trust with effect from 1 April 2016, the Council will need to obtain permission from the academy trust prior to any alteration work commencing on site.
28. One of the buildings on the school site is sub-let to Scarcroft Green Nursery including car parking rights and allocated parking spaces. Agreement would need to be reached (between the academy trust, as landlord, and the nursery) for any alteration to these car parking rights/re-location of the nursery parking spaces.
29. Prior to the school converting to an academy, a small area of fenced land on Scarcroft Green (which forms part of Micklegate Stray) was used by the school on an informal basis. It is now proposed to seek approval in due course for either this arrangement to be more formalised or for an alternative option for playing field space, as referred to in this report. Any such permanent options would be subject to the provisions of the Micklegate Stray Act 1907 as well as s123 of the Local Government Act 1972 relating to Public Open Spaces.

Legal

30. Section 13 of the Education Act 1996 imposes a duty on the council as local education authority to “contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient primary, secondary and further education are available to meet the needs of the population in their area.”
31. The option of using part of Micklegate Stray to increase the school’s access to outdoor space is complicated by the fact that the Stray is subject to the provisions of the Micklegate Stray Act 1907 which places restrictions on how it could be used. Any proposal would need to be carefully evaluated against the provisions of that Act.
32. In accordance with the new DfE guidance (March 2016) it is the South Bank Multi Academy Trust Board who need to seek approval from the Regional Schools Commissioner to increase the size of Scarcroft Primary School. That guidance ‘Making Significant Changes to an Existing Academy,’ states that:

‘Academy trusts will need to ensure that a fair and open local consultation has been undertaken; the change is aligned with local pupil place plans; that all required funding is in place and appropriate planning permissions and other consents have been secured to support all proposals.’
33. In accordance with this document it is assumed that the South Bank Multi-Academy Trust will be able to make a fast track application to increase the size of Scarcroft Primary School and therefore seek approval from the Regional Schools Commissioner to a change to their funding agreement with the Education Funding Agency.

Other Implications

34. There is no specific Human Resources (HR), Crime and Disorder or Information Technology implications arising from this report.

Risk Management

35. The need for school places in this area of the city is already significant and will continue to grow. To not add any places would result in pupils not being able to access their local school, additional transport costs will be incurred, reputational risk to the Council and failing in a key statutory duty not to provide sufficient school places.

Contact Details

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01904 554334

Chief Officer Responsible for the report:

Jon Stonehouse
Director of Children's Services,
Education and Skills

**Report
Approved**



Date

Specialist Implications Officer(s)

Finance – Mike Barugh, Principal Accountant, 01904 554573
Legal – Andy Docherty, Assistant Director of Governance and ICT, 01904 551004
Equalities – Mary Bailey, Head of Communities and Equalities, 01904 551812
Property – Lynn Hanser, Property Surveyor, 01904 553418

Wards Affected: Micklegate Ward

All

For further information please contact the author of the report.

Background Papers

None

Annexes

Annex A – Additional Primary School Places for Micklegate (17th March 2016)
Annex B - CIA/EIA Form

ON BEHALF OF CITY OF YORK COUNCIL & THE SOUTH BANK MULTI ACADEMY TRUST

BACKGROUND PROPOSAL:

To expand Scarcroft Primary School to two-form entry on one site (i.e. taking in 60 pupils per year group instead of 45) in order to meet the additional demand for places currently being experienced by the city and the South Bank area. This will result in an extra 95 pupils at the school by 2022.

NB: Please note that the original proposal for a two-site school has now been rejected, following objections from parents during the consultation facilitated by local Councillors.

WHAT ARE WE CONSULTING ON?

The Department for Education and Sport England set minimum outdoor space requirements based on the number of pupils in a school. To meet these requirements we will have to provide more outdoor playing space than we currently have (to accommodate the additional 95 pupils). We also need to ensure that children have enough space at playtime in order to play safely and reduce the risk of accidents. We are consulting on how to provide this additional space. Possible solutions include:

- A) Converting part of the school car park into a playground space
- B) Moving the existing fenced-off area on the Green so that it is right next to the school
- C) Creating a MUGA (Multi-Use Games Area) on the site of Millthorpe School
- D) Creating replacement car parking for Scarcroft staff on the site of Millthorpe School

Why does the school need to expand?

In spite of a gradual increase in the number of pupils on roll, some families are being turned away even though they are in the school's catchment area. In the past five years the school has been oversubscribed and in some cases, younger siblings have not gained a place at the same school as their brothers or sisters. This has led to real problems for families, who are being asked to get their children to two different schools. Figures from the Local Authority (LA) show that this situation is only going to get worse over the next few years. The school's Governing Body has as its primary goal the desire to meet the needs of its local community. This is supported by the Board of Trustees for the South Bank Multi Academy Trust (MAT).

Why does the school need extra playing space?

The school does not have enough space for the children that are already on roll (see figure 1). There are

currently 327 pupils on roll, which means the school has approximately one third of the space that the DFE requires. With 95 additional children due to join the school over the next few years, the situation would only become significantly worse. The school would experience safety issues as a result of overcrowding. It should be noted that the school has already removed its afternoon playtimes due to overcrowding on the playground.

Can't you use existing space more flexibly?

The school already seeks to mitigate its lack of outdoor playing space by staggering its playtimes—older and younger children currently go out to play at different times so that there are not too many children outside at once. This is more challenging at lunchtime, however, when there is a need to feed every child, as well as allow them enough time for fresh air and physical activity outside. Some additional space is to be created using part of the car park, but this will not be sufficient by itself.

Why can't you use the whole car park for play space?

The school is considering a range of options as to how much of the car park might be used for play space. However, the school will always require some parking spaces for Disabled access and deliveries. In addition, the lease with Scarcroft Green Nursery requires the provision of six parking spaces for their staff, though this may be negotiable. Some school staff need to be on site early in the morning or late at night, for opening up and locking the school. In the winter months, this means that they are doing this as a lone worker in the dark. Providing access to on-site parking meets the school's duty of care as a good employer and allows the staff to carry out their duties safely.

The school also gains a substantial amount of income from its regular lettings—this generates enough revenue per year to pay for a teacher's salary. The vast majority of these lettings find the site an attractive proposition partly because there is on-site parking. The loss of this income stream would have a significant impact on the school's budget, at a time when schools are already under financial pressure during this period of 'austerity'.

It should also be noted that the vast majority of schools in York offer their staff on-site parking. If Scarcroft removed this benefit from the staff, it might make the school a less attractive place to work.

What would the car park at Millthorpe be for?

The proposed car park at Millthorpe school would provide some alternate parking for Scarcroft staff. However, it is currently projected to provide around 20 places, against the 30 that is likely to be lost by converting half of the Scarcroft car park to play space. There is already a shortage of parking spaces at Millthorpe, and so it is likely that the new car park would have to be shared between both schools.

What would be the benefits of moving the existing fenced-off area on the Green?

The school was granted priority use of a fenced-off area on the Green approximately seven years ago. This was an informal arrangement between the school and the LA, following a period of public consultation. This space remains available for public use outside school hours, such as in the evenings, at weekends and during the holidays.

The school is currently able to use this for Sporting activities, but there are Safeguarding challenges if they need to use it for playtimes, as it is not positioned next to the school building. There are difficulties inherent in taking large groups of children across

a public space that potentially contains dogs off the leash and strangers unknown to school staff - safeguarding the children must at all times be the school's priority.

If the space was moved to be adjacent to the school railings, the area would become usable play-space, reducing over-crowding on the playground. There is no intention to change the public access - this fenced-off area would remain available to the local community outside school hours. It would be no bigger, so the public space available would not be affected. The grassed surface would remain unchanged.

How will the MUGA at Millthorpe help?

Even with the additional space on the car park and the moving of the fenced-off area on the Green, the school is unlikely to meet the DFE's requirements for space. However, a MUGA (even if on a different site) would be used by the DFE as part of its calculations to ensure that Scarcroft pupils have access to sufficient outdoor sports space. All-weather surfaces count double, as they are available on a year-round basis, whatever the conditions.

Although it would not be available for playtimes, a MUGA at Millthorpe would be near enough for the school to use it for a number of sports events, including their competitive matches. Currently the majority of these events are played as away matches, as there is nowhere to host them at Scarcroft.

A MUGA would also provide welcome sporting facilities for local people from across the community and across the age-groups. It would be made available for different groups to hire in the evenings, at weekends and during school holidays, thus providing a welcome new resource for the South Bank community. It is possible that it could be floodlit.

Will Scarcroft School need its own MUGA?

The proposal is to use part of the school's car park for playing space. Although it would work perfectly well as a concrete surface, if funding permits, the intention is to cover it with a multi-use year-round sports surface, creating a "mini-MUGA" within the school grounds. There is **no intention or desire** to use any part of Scarcroft Green for a MUGA.

Are there any implications for traffic in the surrounding area?

The increase in pupil numbers is likely to mean more traffic. In addition, any changes to car parking provision at Scarcroft and/or Millthorpe will inevitably change traffic patterns. Any proposed solution will be examined by the LA's Highways and Travel planners to assess its impact on traffic.

What will happen if we are unable to create new playing space?

The expansion of the school to provide additional pupil places has to be approved by the DFE before it can go ahead. If the DFE requirements for outdoor space cannot be met, or good progress made towards them, it is unlikely that this approval will be forthcoming. In that case, we will be looking at a situation where some local children will be provided with school places well outside their catchment area.

There will be a public meeting at Millthorpe School on Wednesday 13th July at 7.00pm hosted by local Councillors. Whether or not you are able to attend this meeting, we encourage you to share your views. These can be emailed to education@york.gov.uk The deadline for responses to be received is 26th August.

Thank you for participating in this consultation. The eventual solution will require a balance between the needs of pupils, staff, parents and other residents. Your input will help South Bank MAT and the City of York Council to understand those needs and priorities, so that a decision can be reached that addresses them appropriately.

FIGURE 1: Existing and proposed new space available

Pupils	EXISTING SPACE			PROPOSED NEW SPACE		Total	DFE Requirement
	Playground & EYFS area	Allotment	Fenced-off area (the Green)	One half of the car park*	Millthorpe MUGA*		
327 (current)	2,184 m ²	251 m ²	1,768 m ²	n/a	n/a	4,203 m ²	13,012 m ²
420 (proposed)	2,148 m ²	251 m ²	1,768 m ²	1,846 m ²	5,246m ²	11,259 m ²	16,679 m ²

Sources: Department for Education, City of York Council, Scarcroft School

* Area is doubled for DFE calculations due to the MUGA surface

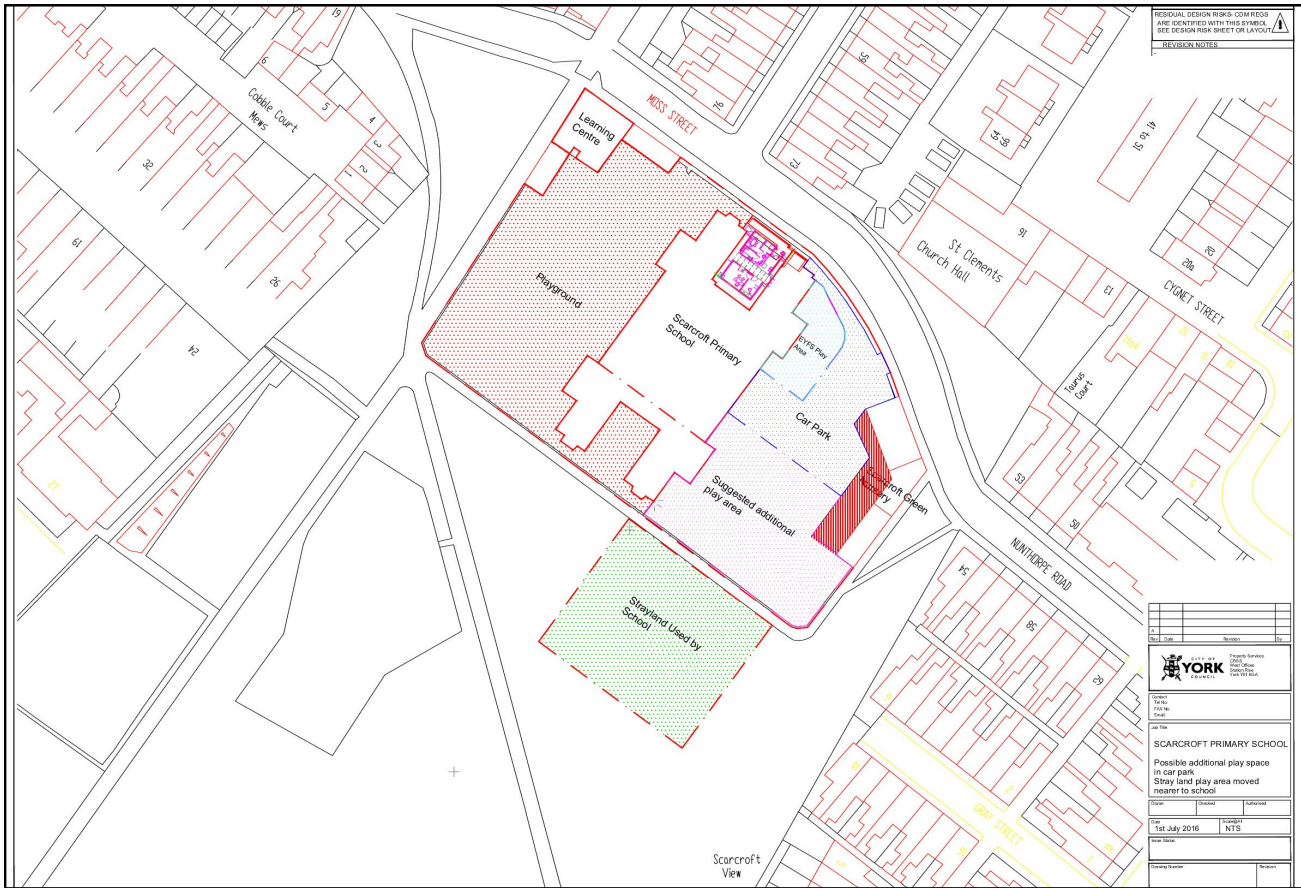
The table above shows how the school can take action in order to meet DFE requirements for outdoor space. It is important to note, however, that not all of the space shown will be available for use at playtimes.

The MUGA at Millthorpe will only be used for sporting activities as it is too far away from Scarcroft School for use at playtimes. The proposed mini-MUGA on the school's car park is actually only **half** the area shown above, as the DFE counts MUGA space double for their calculations.

The area given for the Millthorpe MUGA is only an indicative figure, as the actual size of the MUGA has yet to be determined.

The table shows a small reduction in the existing 'Playground & EYFS area' for 420 pupils. This is because the school would need to convert the shelters in the playground to a Library and an after-school club space to provide for the extra children.

FIGURE 2: Proposed new layout of outside space, showing possible new location of the fenced-off area on Scarcroft Green, and additional play space on the car park.



Sources: City of York Council, Scarcroft School

FIGURE 3: Possible new MUGA and car park at Millthorpe school. Note that the size and location of the MUGA are only indicative. The actual size and position have not been decided. The proposed car park has not yet been assessed by LA Highways and Travel planners.



Sources: City of York Council, Millthorpe School

City of York Council

Committee Minutes

MEETING	MICKLEGATE WARD COMMITTEE
DATE	13 JULY 2016
PRESENT	COUNCILLOR GUNNELL COUNCILLOR HAYES COUNCILLOR KRAMM (CHAIR)
IN ATTENDANCE	Jon Stonehouse – CYC Director of Children’s Services, Education and Skills Maxine Squire – CYC Asst Director Education and Skills Vicky Japes – CYC Public Health Team Edwin Thomas - Chair of the South Bank Multi Academy Trust Neil Gibson – CYC Community Involvement Officer Kay Bailey – CYC Neighbourhood Manager 110 RESIDENTS
APOLOGIES	NONE

1. 6.30PM-7PM DROP IN

Information about the Local Plan and York Central Community Forum were available in the drop in.

2. WELCOME AND INTRODUCTIONS

Cllr Lars Kramm introduced the new Community Involvement Officer for the Micklegate Ward, Neil Gibson. He wished to thank the previous Community Involvement Officer, Joe Ashton, for all of his work on behalf of the residents.

3. OUTDOOR SPACE CONSULTATION - SCARCROFT MUGA

Jon Stonehouse, Director of Children’s Services, introduced the consultation on the provision of school places and sites for play. He stated that Micklegate is the area with the highest rate of growth in pupil numbers in the city, and as a result there is a need to increase the number of primary school places within the area. In 2015 various

options about adding additional school places were discussed including to establish an annex of Scarcroft Primary School on the Millthorpe School site. These options were taken to an informal public consultation process in 2016 and following consultation it was agreed that the preferred option would be to make adjustments to Scarcroft Primary School to allow it to take an additional half form of entry. An increased number of children coming to Scarcroft will require increased outdoor play space. Options to resolve this include establishing a Multi-Use Games Area (MUGA) that could be used by Scarcroft Primary. The executive report has suggested three potential sites for the MUGA: Millthorpe School, Scarcroft Green and Little Knavesmire. This is to go to a formal consultation process. Joe Stonehouse thanked everyone who had put forward views on the matter. He referred to the current area of Scarcroft Green which had been fenced off for the use of Scarcroft Primary pupils and stated that discussion of how this might be used differently would be included in the evening's main body of discussion.

A resident stated that the academy was separate from the Local Education Authority and questioned why the council appeared to be favouring the academy over the community. Joe Stonehouse responded that the LA has a responsibility to analyse future demands for school places, and to work with any school regardless of its status in order to fulfil that duty.

Edwin Thomas introduced himself as the Chair of the South Bank Multi Academy Trust. He stated that the point of the consultation will be to outline the problem and its potential solutions, to listen to what the residents have to say and to make informed decisions with a very clear idea of what matters to the community.

Edwin Thomas outlined the need for more school places via a graph showing that Scarcroft was currently taking pupils beyond its capacity and that this is going to increase. An expansion of Scarcroft will accommodate extra pupils and there will inevitably be a problem of providing sufficient outdoor space for them. In order to take on an extra 95 pupils by 2022, the Department for Education must consider the school's plans and assess whether the Trust has done everything they can to satisfy the need for outside space. Currently the school is well below DfE guidelines for the amount of space required for a one and a half form entry school, being a little over half of what the school should have. He stated that the suggestion of it being a case of

what the school wants against what the residents want is a false distinction.

Edwin Thomas stated that four main elements had been identified as potential solutions, including converting some of the car park at Scarcroft Primary into a play area, building a MUGA nearby (Millthorpe and the Trust Board consider Millthorpe to be the best possible site for this), adding more parking space to Millthorpe to mitigate the car park loss at Scarcroft, and to move the fenced off area in Scarcroft Green closer to the school for use during school hours.

1. Car Park

Edwin Thomas outlined the pros of converting some of the school's parking space into a play area, stating that it causes no harm to the local community, uses available space, can be accessed for playtime and can have a MUGA surface. Cons would be the reduction of on-site parking for staff and for the outside groups from whom Scarcroft derives a lot of valuable income.

2. Scarcroft Green

Pros identified for using an annexed area of Scarcroft Green were that it would require no increase in the amount of space already used on Scarcroft Green and that it would still be publicly accessible outside of school hours. Cons would be concerns of about changes to Scarcroft Green, which have been voiced by representatives of the community.

3. MUGA

Edwin Thomas specified that this was not a finished proposal in any way, but there were ideas about where a MUGA might go, how big it would be, etc. Pros would be that it could be used for sports/fitness, that Millthorpe could use it as well, that it could be let out to community groups outside of school hours and that it would count double for DFE calculations. Cons would be that it would not be accessible for Scarcroft pupils at playtime, and that the use of floodlights might be disruptive to local residents. Edwin Thomas clarified that from the three options in the executive paper to place the MUGA, the Council and the MAT decided to put the only agreeable location at Millthorpe School out for consultation.

4. Millthorpe Car Park

A pro of adding more spaces to Millthorpe car park would be that it could replace lost parking. The cons would be that it could not accommodate all of the staff displaced from Scarcroft, negotiation

would be needed about how many places would be for Scarcroft staff, a loss of space for Millthorpe pupils and additional traffic.

Q & A Session

A statement was made by Penelope Worsley of Friends of Scarcroft Green. She stated that in her opinion the green is one of the most special places for the community to meet, inter-relate, share and support one another, and that it reduces isolation, shares problems, develops friendships, etc. She identified as something that was missing from villages, towns and cities elsewhere in the UK. She is concerned that the prospect of the large open space being cut up and reduced in size will destroy a large aspect of this community and completely change the nature and strength of the green. She stated that she had asked young people if they would use the blue fenced off area of the green to play in and was told that it is too close to the road and that they did not feel comfortable with it. She also stated that historically, it is a stray, and therefore public land, and questioned how the council could give away part of the public open space on the green to an academy trust, which is a private business. She also questioned the legality of the school being originally granted the fenced off area, saying that in spite of the supposed consultation, there is no evidence of any public consultation in this respect. She said that she understood the needs and pressures for the school in its development and future plans, but was not convinced that the Trust have fully exhausted all other options. She stated that Friends of Scarcroft Green would ask for a transport engineer to examine this and for this report to be made available to the public. She then called for Laura Outhard to comment further.

Friends of Scarcroft Green would like assurances that there is no question of commonly owned private land being handed over to a public entity. They would also like to know from the council what consultation there was for the blue fenced off area on the green.

A resident suggested that an opportunity had missed for a new school to be built as part of a recent development at South Bank. Jon Stonehouse replied that discussions had taken place with the developer in question that that they had not been interested. He also stated that the number of new places required at Scarcroft would not have generated enough for a new school. He confirmed that the developer had been asked for a contribution to assist with the new school plans.

A resident suggested that the figures presented in Edwin Thomas's graphs indicated that the school was not going to meet the amount of play space needed and suggested that the issue was being falsely represented as a "crisis" of play space against the wishes of the community. Edwin Thomas replied that the school numbers have crept up gradually and Scarcroft is currently in a worse situation than any other school in the city for play space. The Trust needs to make an application to the Department for Education in order to accept extra pupils, so it was an opportunity to say how they can get it closer to requirements.

A resident suggested that Scarcroft didn't have as much space due to the car park, pointing out that other schools had given up their car parking space. They asked how high the fencing was likely to be if an area of the green was to be used by the school, and if there was still the opportunity to comment on the executive report. Jon Stonehouse confirmed that the report was still publicly available online, and that the objective of the consultation to understand how the community felt about various issues, including fencing.

A resident asked what the Department for Education's view was of the proposal, and stated that from the diagrams shown it was unclear how the new car parking proposals could be used without a turning circle. Jon Stonehouse stated that DFE were aware of the proposal and it was going into a period of consultation, from which they would arrive at an agreement. Edwin Thomas stated that none of the parking space figures represented on the diagram were precise and that it needed to be assessed.

A resident stated that the area of Scarcroft Primary currently being used as a car park was originally a play space and suggested that it would be more appropriate to refer to it as a play space converted into a car park.

A resident asked if the surface of a MUGA was made up of AstroTurf and what would happen to the run-off water. They were also concerned about the possible light pollution caused by floodlights. Edwin Thomas stated that there was no question of the MUGA being built at Scarcroft and that it would be at Millthorpe. The type of surface would be determined by looking at what was needed by the schools and the community.

A resident asked if the proposed MUGA at Millthorpe would be used by the children at Scarcroft. Jon Stonehouse confirmed that it would be,

and that this would be determined in line with the school timetable. Another resident stated that they had been informed that it would be too far for Scarcroft pupils to walk, but the Head of Scarcroft, Mrs Cornhill, confirmed that it would only be used for sporting activities, not play. She stated that in terms of DFE, the space just needed to be usable, but that a MUGA at Millthorpe would not help with play space.

A resident stated that as a former ward councillor the Ward Committee approved a scheme to install a fenced off area to allow for a dog litter free zone.

A resident asked Edwin Thomas to clarify what alternative options there were for car parking. Edwin Thomas explained that the main suggestion was for more car parking space on Millthorpe but that it was still early days. Another suggestion had been for the staff to use the parking at Nunnery Lane. He stated that to turn the entire car park into a play space would help a bit, but not nearly as much as was needed.

Edwin Thomas stated that this was the start of the consultation and that it would be open until the end of August. The views of the community would form a vital part of this consultation. A resident stated that they would prefer to be round the table when it was discussed, not just consulted.

A resident stated that the previous executive report had indicated that the only issue to be consulted was the location of a large MUGA. Jon Stonehouse stated that the executive report did make reference to a large MUGA and a small MUGA.

A straw poll was then taken by Cllr Hayes among residents over the preferred location for the large MUGA. The vast majority of residents voted for it to be at Millthorpe. Alternative voting options had not been given. A second straw poll was initiated by Cllr Hayes among residents over the support for the conversion of the parking spaces into a play area. A majority of residents showed in favour but the poll was not completed due to interventions from the floor.

It was acknowledged that many residents view the blue fenced off area on Scarcroft Green as the thin end of the wedge. The Trust's response will be to look to the car park before considering use of the green. The proposal is to build a large MUGA on Millthorpe and to build a small MUGA with a soft surface upon a portion of the car park at Scarcroft. A

resident expressed concern that if children used the green there was the possibility of this becoming a quagmire in the rain.

A resident stated that the proposed location of the new car parking space at Millthorpe would put the cars above the wall level of the back of the adjacent houses.

A resident stated that, speaking as a parent with pupils at Scarcroft School, they wanted to support the teachers but could not imagine any teachers making decisions about where to work upon the basis of car parking space and questioned if there was any evidence to support this? They also asked if a new MUGA was needed, stating that there was lots of local sports ground available, and asked why the current green space set aside for the school was not being used. They also referred to a new free school that had recently been announced, and asked if the school places had been factored in with this in mind.

Ms Cornhill stated that the fenced off area was the result of a consultation with Parks and Gardens, and that, as a result of the school becoming an academy on 1st April, they were told that they were not allowed to use it until a formal agreement was signed. She stated that she was not concerned so much about the teachers being put off by the loss of car parking space as she was the lower-waged staff. Jon Stonehouse stated that the blue fenced off area would be looked into very quickly. He said that the ongoing discussion with DFE upon the free school had been significant and that they know from previous discussions that it will not be built here due to a lack of land. None of the three ward councillors knew that the school's use of the fenced off area had to be formalised as they were not shown any papers.

A resident asked if there would be free parking for the school staff at Nunnery Lane. Jon Stonehouse stated that this would set a huge precedent. For the academy to pay would be a different proposition.

A resident stated that the idea behind the fenced off area had been to provide an area that could be protected from dog fouling, litter, etc. It had not been located closer to the school because the main triangle area of the green is more popular among residents. It remains a public open space, but the school was to have priority during school hours. It was not known why the area had been padlocked. Another resident stated that the number of times the fenced off area had been used made it unjustifiable and that questions about legality needed to be answered.

Jon Stonehouse stated that the formal consultation period would last until 26th August, and that people had given a very clear indication of their views.

A resident asked for confirmation that no changes were being proposed for little Knavesmire. Jon Stonehouse stated that there were none, in his view, but that it was under the jurisdiction of the executive member to make that decision. He stated that the ward councillors would make sure that the community's voices were heard.

To respond further to the consultation, residents were advised to email education@york.gov.uk or to write to West Offices, Station Rise, York, YO1 6GA. The deadline for responding will be 26th August 2016

The next ward committee meeting is expected to take place in September. Friends of Scarcroft Green have requested being given plenty of notice before the next public consultation.

4. WARD BUDGETS 2016-17

Cllr Kramm gave an update on the ward budget, stating that grounds maintenance was to be devolved from the central city budget into the wards. For information on everything relating to green spaces, street cleaning, etc, residents were advised to contact their local councillors. Community groups have the opportunity to apply for ward grants; residents were advised that grant application forms were available tonight.

5. NEIGHBOURHOOD PLAN UPDATE AND OTHER WARD RELATED BUSINESS

Everybody within the ward is due to receive a letter about becoming a member of the Neighbourhood Plan Forum. Micklegate will be the first urban ward in York to have formed one. The purpose of this forum is to discuss aspects of the ward, eg: green spaces, transport and planning for the future. It requires a minimum number of 21 people who feel that they have something to contribute and can act as representative of the ward. The first meeting will be in September, when the forum is formed.

Selection of Micklegate Planning Panel

The Micklegate Planning Panel meets regularly to discuss planning applications. The panel is there to be involved very early on in the planning process and to be aware of which planning applications are happening in the area. No formal expertise is required and training will be provided. Commitment depends upon the amount of planning applications, and it is a very good opportunity to see what is going on at a local level. Residents were advised to contact their Community Involvement Officer for information about joining the panel. It was advised that the current list of panel members requires updating.

York Central Community Forum

It was announced that a major development will be coming up for York Central affecting this ward. The first level of consultation will be discussed within a Community Forum and representation is currently being sought from residents. Residents were advised that applications for the community forum were also available tonight in the library. The deadline for applications is the 15th August 2016.

6. HAVE YOUR SAY!

There were no items under this topic.

CLLR KRAMM, Chair

[The meeting started at 19:00 and finished at 21:00].

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Annex E
SECTION 1: CIA SUMMARY



Community Impact Assessment: Summary

1. Name of service, policy, function or criteria being assessed:

Additional Primary School Places for Micklegate.

2. What are the main objectives or aims of the service/policy/function/criteria?

To make internal modifications to Scarcroft Primary School to allow the school to increase by 0.5fe (15 pupils per year group) to 2fe (60 pupils per year group). As Scarcroft Primary School does not have enough outdoor playing space, re modelling will include making changes to increase the provision of outdoor play opportunities. This will involve an exploration of the issues for the provision of one or more Multi Use Games Areas (MUGAs). The need to create additional playing space will result in the reduction of car parking bays whilst retaining space for deliveries at the school.

A consistent rise in demand, alongside pressures and trends in the Micklegate and South Bank areas has led to the need to create additional primary school places. The additional places will fulfil the Local Authority's legal obligation to ensure there are enough school places in the Micklegate and South Bank areas to meet the rise in local demand.

3. Name and Job Title of person completing assessment:

Claire McCormick – Policy and Planning Officer

4. Have any impacts been identified? (Yes/No)

Yes

Community of Identity affected:

Age, Race, Disability, Carers of older and disabled people, Pregnancy and Maternity.

Summary of impact:

Positive: Improved educational and sporting facilities for the community.

5. Date CIA completed: 21 April 2016

6. Signed off by:

Mark A Ellis

7. I am satisfied that this service/policy/function has been successfully impact assessed.

Name:

Position:		
Date:		
8. Decision-making body: Executive Meeting	Date: 21 April 2016	Decision Details: Recommendation to seek approval for the estimated expenditure of £2.5m from the School's Basic Need Capital budget for internal modifications to Scarcroft Primary School and external modifications to improve playing space in the area.
<p>Send the completed signed off document to ciasubmission@york.gov.uk It will be published on the intranet, as well as on the council website.</p> <p>Actions arising from the Assessments will be logged on Verto and progress updates will be required</p>		

Community Impact Assessment (CIA)

Community Impact Assessment Title:
Additional Primary School Places for South Bank

What evidence is available to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
Pupils and staff – improved and expanded educational facilities	Education	P	P	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Will increase choice and improve educational outcomes.		Additional places will enable more children from the community to access		

		local high quality education.		
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Community of Identity: Carers of Older or Disabled People				
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Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Disability				
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Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
New educational facilities will comply with appropriate access legislation.		Access to services	P	P
Details of Impact	<i>Can negative impacts be</i>	Reason/Action	Lead Officer	Completion Date

	<i>justified?</i>			
Improves access for disabled pupils, staff and visitors.				

Community of Identity: Gender				
Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Gender Reassignment				
Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)

			None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Marriage & Civil Partnership

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Pregnancy / Maternity

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
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Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Race

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Religion / Spirituality / Belief

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Sexual Orientation

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date



Executive

16 March 2017

Report of the Learning & Culture Policy & Scrutiny Committee

Play Opportunities Scrutiny Review - Cover Report

Introduction

1. This cover report presents the final report from the Play Opportunities Scrutiny Review and asks the Executive to approve the recommendations arising from the review.

Review Recommendations

2. In January 2017, the Learning & Culture Policy & Scrutiny Committee considered the review findings as presented in the Task Group final report at Appendix 1 and agreed to endorse the draft recommendations listed below for the Executive's consideration:
 - i) A Best Practice Guide to be introduced for Members containing a range of information (including those detailed in paragraph 40ii), to be used when committing ward funds to the future development of community spaces schemes which incorporate play provision
 - ii) The Best Practice Guide to be used to support Members when new open spaces improvement schemes come forward. For example the proposed playground capital investment schemes in 2017 (see paragraph 40vi)
 - iii) An appropriate Member training package should be introduced to provide members with the necessary skills to effectively engage with children and young people in their local wards

Reason: To inform future improvements to the neighbourhood working model, and to conclude this review in line with scrutiny procedures & protocols

Implications

3. Financial – The costs associated with the recommendations are minimal and can be contained within existing service budgets. Work is ongoing to source an appropriate provider and training package.
4. HR – As ‘Play’ sits across a number of functions within the authority, a resource commitment from those teams will be required to produce a Best Practice Guide for Councillors (Recommendation i). However, the information needed is already held within those teams so it would be possible if a project team were formed.
5. There are no significant Legal or other implications associated with the Play Opportunities Scrutiny Review recommendations above.

Risk Management

6. There is a risk that without the appropriate support and training to councillors, it will not be possible to sufficiently increase the levels of engagement required to effectively develop local schemes (not just play schemes), in support of the council’s neighbourhood working model, or increase community provision. Specifically in regard to play and the development of open spaces for community use across the city, without quality engagement of all residents there is less chance of increasing community ownership and buy-in of those spaces or allaying the concerns of non users living nearby.

Council Plan 2015-19

8. This scrutiny review supports the following council priorities:
 - All York’s residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods
 - All children and adults are listened to, and their opinions considered
 - Every child has the opportunity to get the best possible start in life
 - Residents are encouraged and supported to live healthily
 - Focus on the delivery of frontline services for residents and the protection of community facilities.
 - Focus on cost and efficiency to make the right decisions in a challenging financial environment.

Options

- 11. Having considered the final report at Appendix 1 and its associated annexes, the Executive may choose to amend and/or approve, or reject the recommendations arising from the review

Recommendation

- 12. Having considered the final report and its annexes, the Executive is recommended to approve the recommendations as set out in paragraph 2 above.

Reason: To conclude the Scrutiny Review in line with CYC Scrutiny procedures and protocols.

Contact Details

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Chief Officer Responsible for the report:

Andrew Docherty
AD Governance & ICT

Report Approved **Date** 30 January 2017

Specialist Implications Officer(s)

Financial:

Richard Hartle
Head of Finance
Adults, Children & Education

Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes:

Appendix 1 – Play Opportunities Scrutiny Review Final Report

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Learning & Culture Policy & Scrutiny Committee**11 January 2017****Play Opportunities Scrutiny Review –Final Report****Background to Scrutiny Topic**

1. At a decision session in June 2016 the Executive Member for Economic Development & Community Engagement (inc. Play) agreed:
 - i. The play policy should be updated to provide a clear steer to direct resources for the development of future play opportunities
 - ii. Criteria for the release of the Council’s capital programme for playground improvement
 - iii. Allocation of £30k of the capital funding as match funding for the Rowntree Park skate park scheme
 - iv. A new playground inspection regime to reflect best practice and local experience
2. Ahead of the Executive Member’s Decision Session, a discussion took place at a Scrutiny Committee pre decision call-in, at which councillors agreed with the general principles of the paper and expressed hope the policy would clearly support the different play needs of both children and young people, and provide effective play areas to support children’s natural inclination to play.
3. However, the discussion included a number of scenarios relating to the difficulties of developing play in community settings and the different perspectives that exist within communities.
4. Those conversations between officers and councillors indicated the need for this agenda to be taken up as a scrutiny topic, which in turn led to a scoping report being considered by the full Learning & Culture Policy & Scrutiny Committee in July 2016. The Committee agreed to proceed with the review with the aim of developing improved play opportunities across the city and identifying ways of enabling communities to bring forward potential schemes. The Committee agreed to form this Task Group to carry out the review on its behalf and set the following review objectives:

- i. Examine national best practice and methodology and consider examples of recent good practice locally from engagement through to delivery of a project
- ii. Identify future positive ways to engage with children, young people and families in order to evidence local need and inform the development of play opportunities at a neighbourhood level.
- iii. Examine how best to allay resident's concerns and improve buy in from the whole community, thereby improving community/ward cohesion
- iv. Identify best ways (methodology) to bring forward/ develop potential new schemes.
- v. Identify where lack of community capacity makes identifying need more challenging

Consultation

5. The review was supported throughout by the Head of Communities & Equalities. In addition, the Council's Public Realm Operations Manager (Strategy & Contracts) provided maps of the city showing current play sites for young children and teenagers, and a presentation giving a detailed overview of a number of recently completed play area improvement schemes.

Information Gathered

6. Background to the Play Agenda
The Children's Plan 2007 introduced by the Government of the time and subsequent play strategy consultation 'Fair Play' in 2008 placed children's play at the centre of one of the great challenges of our time i.e. how better to recognise and respond to children and young people as stakeholders and users of public space.
7. Play England (national charity) aims for all children and young people in England to have regular access and opportunity for free, inclusive, local play provision and play space. It provides advice and support to promote good practice and works to ensure that the importance of play is recognised by policy makers, planners and the public.

8. It is recognised that children's well-being, safety, learning and social development, as well as their essential enjoyment of childhood, are affected by the extent and the quality of their opportunities to play. This requires the cooperation of many different professionals and roles to ensure a cohesive and effective approach. Councillors, children's services professionals, planners, developers, architects, housing managers, landscape architects and designers, play equipment suppliers, parks and recreation managers, community groups, health professionals and, of course, play practitioners, are just some of the people who have, or should have, an interest in promoting enjoyable play spaces that feel safe for children and young people.
9. Play space needs to be of high quality and good design to attract children and families and become a valued part of the local environment. Poor quality unimaginative space will not be attractive to children, will not be valued by the local community and will fall in to disuse and disrepair. Good design is therefore a good investment.

Objective (i) – Examine national best practice and methodology and consider examples of recent good practice locally from engagement through to delivery of a project

10. At the first meeting of the Task Group in August 2016, Members considered information on national best practice and received information on local good practice from the Head of Communities & Equalities.
11. National Best Practice
Play England's guide to creating successful play spaces (Design for Play 2008) explains how good play spaces can give children and young people the freedom to play creatively, while allowing them to experience risk, challenge and excitement. The Task Group viewed the guide containing advice on how play spaces can be affordably maintained, and considered a number of case studies provided within the guide as national examples of good practice – see a sample of those case studies at Annex A.
12. In 2009, as part of their commitment to the play agenda, the then Government invested £235 million nationally in a national Playbuilder Scheme. Its aim was to develop public open access to outdoor play spaces close to where children live that were safe, exciting, stimulating and accessible to all, and promote active, imaginative and adventurous play targeting predominately the 8-13 years age range. In York the

Playbuilder Scheme was overseen by a multi agency steering group and resulted in major investment in 19 play areas across the city – for further information and a list of those schemes, see Annex B.

13. Local Good Practice

The Task Group received information on a previous scrutiny review carried out in 2010 through which scrutiny members were consulted on revisions to the Council's Play Policy (2010-2013), together with an update previously provided to the Learning & Culture Committee in September 2011, on the implementation of the recommendations arising from that earlier review. The Task Group noted that as part of that review, a comparison was undertaken of the play opportunities for 5-13 year olds across a range of different types of local residential areas/wards and consideration was given to the National Playbuilder Scheme ongoing at that time – see paragraph 13 above.

14. Recent Successful Schemes in York

Since 2010 there have been four successful play provision refurbishment projects in York, each requiring major investment between £25k and £55k:

- Acomb Green – lottery funded. Community lead with Communities and Public Realm support
- Arran Place – Housing Revenue Account (HRA) and Section 106 funds (Planning Gain). Public Realm with significant Residents Association input
- Cornlands Road – HRA and 106 funds. Public Realm with support from the local Residents Association and York High School via a public consultation process.
- Clarence Gardens – 106 funds. Public Realm with support from Haxby Road Primary School.

15. In September 2016 the Task Group received a detailed presentation on each of the schemes listed above. This highlighted the application of a strategic approach to developing play opportunities as outlined in the latest version of City of York Council's Play Policy (Taking Play Forward 2016-19) which states that the development of play opportunities should be guided by 5 key principles, i.e. that they:

- Meet a clearly identified need

- Are developed through inclusive involvement and participation that empowers and encourages the community to take a lead
- Are based on the right of the child to access inclusive, quality and locally based play opportunities
- Promote and recognise the benefits of play and its impact on health and development of the child
- Are reflective of best practice

16. Those principles were evidenced by the processes followed for each of the schemes listed above i.e.:

Step 1 - Interested parties, local groups, schools in the vicinity etc were consulted on what they did and did not want, and a standard contract specification was adapted to meet those local community aspirations

Step 2 - The community signed off the tender documents

Step 3 - City of York Council (CYC) ran the tender process which included an opportunity for play equipment companies to meet representatives from the local community

Step 4 - CYC gave consideration to which of the designs met the specification and addressed CYC's needs and aspirations best e.g.:

- Renovation as specified
- There was at least one significant feature item.
- There was new and varied seating included
- The predominant material used was metal; for longevity and to match the immediate surrounding equipment.
- Appropriate safety surfacing was to be provided; with a bias towards grass matting
- The design offered value for money

Step 5 - CYC shortlisted 3-4 submissions and carried out post tender consultation with the local community to choose the winning design.

Step 6 - CYC oversaw the installation

17. Funding

The current policy (Taking Play Forward 2016-19) recognises the importance of play within communities. This administration's commitment to invest has been demonstrated through a capital

programme, which provides a clear focus to respond in a targeted way and to direct funding to identify need.

18. The Task Group learnt that within the capital programme for 2017/18 there is £320k for play area improvements. This is split into two - £150k towards the Rowntree Park skate park scheme (there is also a £120k legacy donation available for that scheme) and £170k for play area improvements across the city that are either in the Council, Town or Parish Council control. The 5 key principles listed at paragraph 16 form the-criteria for allocation of that element of the capital programme. Outside of this, Ward Councillors may also choose to allocate monies from their ward budgets to fund improvements to play areas in their wards.

Objective (ii) - Identify future positive ways to engage with children, young people and families in order to evidence local need and inform the development of play opportunities at a neighbourhood level

19. Recent Examples of Engagement with Children, Young People & Families in York

In support of objective (ii) the Task Group considered the consultation feedback contained within the council's 2016-19 Play Policy gathered from children and young people across the city, as part of the consultation process to develop the 2016–2019 Children and Young People's plan.

20. The Task Group also considered information on the arrangements for the current capital programme which had been launched through Shine¹ and noted that applications for play schemes would only be considered if the location:

- Had been identified within the Open Space and Green Infrastructure Final Report September 2014, as being deficient in play provision.
- Had not previously been in receipt of Playbuilder, or significant lottery or section 106 funds since 2008

21. It was confirmed that completed applications for future play schemes were due to be considered alongside feedback from children and young people, and that to support that process a consultation exercise had been undertaken by Shine, going out to all schools and libraries as well as appearing on associated websites and social media pages.

¹ Shine - A multi agency panel consisting of representatives from the Council, Parish Councils, play organisations and young people's forums

22. The Task Group noted that at the end of the process, taking account of the consultation feedback, the Shine panel would be recommending a final list of schemes to the Executive member for formal approval, to ensure that money is allocated to those play areas with most need.
23. In considering the recent successful schemes here in York listed at paragraph 15 and the processes followed to achieve them detailed in paragraph 17 above, the Task Group received a detailed example of the stage 1 consultation/engagement undertaken for the refurbishment of Clarence Gardens play area, which involved children at the local school being consulted on:
- what age range and ability the new equipment should be for
 - what type of play activities were wanted e.g. swinging, climbing, spinning
 - whether several pieces of equipment or a few larger ones should be installed
 - if the equipment should have a theme e.g. trains or boats
 - should the equipment be mostly wood or metal
 - what other things would make the play area better – more seats for example
 - how we can improve the entrance to the play area
24. In addition the Task Group considered a number of best practice guides on engaging with children and young people:
- *Save the Children's DIY Guide to improving your community – getting children and young people involved.* Based on practical experience, it provides tried and tested methods of working for adults interested in encouraging young people to become actively involved in their local community and its regeneration.
 - *So you want to consult with children – a toolkit of good practice.* Produced by Save the Children to facilitate children's meaningful participation in discussions about issues that affect them.
 - *Engaging Young People – Councillor Workbook.* Produced by the Local Government Association as a learning aid for elected members who want to understand more about how to involve young people in their wards.

25. The Task Group was also made aware of the work of YorOK² who have produced a range of literature that supports and encourages the engagement of children and young people i.e.:
- *York's Involvement Strategy for 2014-17*. Setting out the city's commitment to ensuring that children and young people have a voice and are involved in decision making, planning, commissioning, design and delivery of services.
 - Involvement Toolkit of Resources containing:
 - A series of 'Listen to Me' booklets providing practical and innovative examples of how children can be encouraged to express their views,
 - A booklet aimed at parents and carers who are eager to help their children participate.
 - A range of factsheets on different methods of engagement
 - Guidance notes for involving disabled children and young people in participation and decision making activities.
26. Finally, the Task Group learnt that as part of the previous play scrutiny review (see paragraph 14), parents were consulted on what they considered to be barriers to play, which highlighted their concerns around safety, busy traffic and bullying. At that time in response, the authority produced a leaflet 'Playing Out: A Guide for Parents' containing information for parents on the benefits of free play and a myth busting section – see copy of leaflet at Annex C.

Objective (iii) - Examine how best to allay resident's concerns and improve buy in from the whole community, thereby improving community/ward cohesion

27. As part of this review and in support of Objective (iii), the Task Group considered again, the recently successful refurbishment schemes listed at paragraph 15, who was consulted for each and at what stage in those schemes the consultation took place. They recognised that in the main, the consultation focused on the users of those play spaces and that there was little or no evidence of direct engagement of non-users living in the vicinity of those play spaces. They were also made aware of the types of concerns raised by residents living in those neighbourhoods e.g.

² YorOK is the name of York's Children Trust arrangements. Children's Trusts are local partnerships that bring together all partners and organisations responsible for providing services for children, young people and families.

Cornlands Road, and the steps taken to alleviate those concerns e.g. the repositioning of play equipment to prevent users from being able to see into the windows of nearby houses.

Objective (iv) - *Identify best ways (methodology) to bring forward/develop potential new schemes.*

28. In support of this objective, the Task Group received information on the 5 key principles used to guide the development of play opportunities (see paragraph 16) and the methodology (processes) followed by CYC officers as part of the four recent successful schemes (see paragraph 17).

Objective (v) – *Identify where lack of community capacity makes identifying needs more challenging.*

29. In support of this objective, the Task Group considered the role of ward councillors in wards where there were little or no community groups engaged in championing the needs of children and young people, and the spread of facilities across the city for the various age groups.

Analysis

30. Having considered the maps showing existing plays areas across the city, the Task Group recognised the limited opportunities available for teenagers and that they have very different needs from younger children. They noted that a proposed skate park for teenagers at Rawcliffe Country Park had been withdrawn following feedback from ward members regarding the scale of the proposals. Elsewhere, the Task Group were pleased to note that the council is carrying out an upgrade of the skate park at Rowntree Park. However, whilst they welcomed that upgrade, they recognised it would not improve the limited provision for teenagers across the city or improve the geographical spread of facilities across the city.
31. The Task Group recognised that the active involvement of children and young people was essential in the development of play opportunities, and that it works best when there is a visible commitment to their involvement, and their involvement is valued. Having looked in detail at the recently successful schemes listed at paragraph 15, the Task Group acknowledged that the processes followed as detailed at paragraph 17 had resulted in the full and proper engagement of local children's groups, schools in the vicinity and individual users on what they did and did not

want for those schemes, and therefore agreed those processes were fit for that purpose.

32. However, the Task Group recognised that residents without children may often disassociate themselves from the process of developing/ refurbishing a play space, even though many may later find that the plans have the potential to affect them. For example, the Task Group noted there was evidence of late revisions being required to the four recently completed schemes listed at paragraph 15, as a result of negative feedback from some local residents. This suggests that the methodology (processes shown at paragraph 17) implemented at the early stages of developing those schemes had not been successful in either engaging with and/or allaying the concerns of non users living nearby, or generating greater community buy in to those schemes.
33. Therefore, whilst acknowledging the difficulties of encouraging all residents in a neighbourhood to engage in the process early enough, to ensure their concerns can be designed out, the Task Group agreed that the approach currently in place where only potential users are being consulted on what they want and do not want (see paragraph 17) had the potential to dis-enfranchise half the residents in a neighbourhood, leading to negative engagement later.
34. Moving forward, the Task Group recognised that in response to the changes in managing ward budgets, Councillors will be an integral part of the process for bringing forward / developing potential new play schemes, and noted that a number of wards across the city have identified a ward priority related to children and young people.
35. However, they acknowledged that many ward councillors may find it difficult engaging with the younger residents in their wards. Having questioned what would be the most appropriate way to engage potential users of a play space, the Task Group were pleased to note the very many engagement tools detailed in YorOK's toolkit of resources. That said, they questioned whether all councillors would feel confident carrying out some of those techniques and therefore agreed that in order for Councillors to participate successfully in the process they may need further support/skills training to do so.
36. In regard to barriers to play, the Task Group noted that some of the issues identified as part of the earlier scrutiny review of 'Play' detailed in paragraph 14 were the same as those they were trying to address as part of this review i.e. that in some areas of the city there was zero

tolerance towards children playing near homes, and that other perceived barriers to play still needed addressing. They noted that as a result of the previous review, it was recommended that Ward Committees, Parish Councils and Residents Associations reach out to their local communities and work with them to encourage a more positive attitude. It was also recommended that a pilot scheme be undertaken involving all the relevant agencies to:

- Work with children and parents through schools in the identified areas to identify what they perceive to be barriers to play
- Gather the views of other residents, local businesses and other interested parties
- Create a 'Safe Routes to Play' document for the pilot area
- Identify any improvements required to road crossings/markings to reduce the danger of traffic

37. The Task Group were therefore keen to learn of the findings from the planned pilot scheme as they agreed it could inform their consideration of this review's objective (iii) i.e. '*To examine how best to allay residents concerns and improve buy in from the whole community*'. However, having considered the implementation update of the recommendations arising from that earlier Play scrutiny review, the Task Group were disappointed to note that due to the way the work had been aligned into a pilot introducing a new method for communities to bring forward schemes within their wards, there was no clear evidence that Ward Committees, Parish Councils and Residents Associations had successfully reached out to their local communities to encourage a more positive attitude to play.
38. Finally, in regard to objective (v) and the question of ensuring that facilities are provided for all who need them. The Task Group noted the requirement in the council's play policy that new developments must meet a 'clearly identified need' (see paragraph 16). They agreed that seemed sensible, but questioned how it was being interpreted in practice. For example, residents in some areas may be better at engaging and articulating their needs than residents in other areas, perhaps because some are too busy working several jobs/paying the mortgage/looking after children etc. Others may not engage because they have low expectations of what is possible. The Task Group agreed that a lack of engagement should not be a barrier to getting facilities in an area, as it could be argued those areas need them more than others. If the local community does not take the lead that does not mean there is not a need in the area. The Task Group therefore suggested that

wherever there were families with children and young people living in an area, those areas should be considered as having a need. This also reiterated the role of ward councillors working as advocates for their communities, and suggested that councillors in some areas may need additional support to promote engagement and local 'ownership'.

Conclusions

39. The Task Group concluded that:

- i) Ward Councillors need access to specific training on engaging with children and young people to provide them with the necessary skills to better support the process for developing new/refurbishing existing play schemes. This training would also be beneficial for Councillors needing to engage with children and young people on other local issues including their ward priorities.
- ii) To assist Councillors in progressing play schemes, the Task Group agreed a best practice guide containing a range of information would also be really helpful e.g. *(not intended to be an exclusive list)*:
 - Up to date practical information about who to contact in the Council to get started
 - What support is available from whom both to facilitate engagement and consultation and to facilitate the design and procurement process
 - Examples of best practice both locally and nationally
 - Reading lists including from national organisations and links to the YorOK documents on engagement with children and young people referenced at para. 26 above
 - General advice on the community engagement process - how to engage the wider community as well as children and young people specifically;
 - Up-to-date information about training available to members to support the above, which of course links to our third recommendation that a members training package should be produced particularly relating to engagement with children and young people – which is not a skill all members will necessarily have.

- iii) As their review had focussed on play areas specifically, the Task Group recognised that further work could be done on recreational facilities for teenagers, and agreed that further inquiry into improving the geographical spread of facilities for teenagers across the city, would be useful. They also agreed that quite a lot of the advice in the good practice guide proposed above could apply to ward members seeking to provide facilities for teenagers.
- iv) The methodology used to develop the four most recent schemes, as shown at paragraph 17 of this report, was successful in engaging with users of those play spaces but did not:
- Encourage engagement and buy in of all residents living in the vicinity of a play area, not just those who would use it;
 - Allay residents concerns and improve tolerance towards children playing;
 - Improve community cohesion and community ownership of play/open spaces
- v) To encourage and better support community cohesion and community ownership of open spaces, a more holistic and inclusive approach is required, with the aim of developing spaces where play provision and the provision of community space for all ages are interwoven. This will help to improve tolerance towards children playing and help alleviate some of the perceived barriers to play previously identified by parents. Ward Councillors should be seeking this approach as part of sponsoring a scheme, and before a play scheme is progressed thought should be given to how it will fit into the wider community space, how best to access the play space and what should be adjacent to it etc. information on the more holistic and inclusive approach to open space development – as a community space for all ages – should be included in the best practice guide for councillors suggested at paragraph 39 (ii).
- vi) Finally, the Task Group noted that as a result of the previous decision of the Executive Member for Economic Development & Community Engagement (inc. Play) in June 2016 (see background to scrutiny topic at paragraphs 2-5) and the subsequent applications received over the summer, there will be a number of capital investment applications for play schemes coming forward for approval in the new year. The Task Group recognised the

implementation of those successful applications would provide an opportunity for their review findings and recommendations to be tested and developed.

Council Plan 2015-19

40. This scrutiny review supports the following council priorities:

- All York's residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods
- All children and adults are listened to, and their opinions considered
- Every child has the opportunity to get the best possible start in life
- Residents are encouraged and supported to live healthily
- Focus on the delivery of frontline services for residents and the protection of community facilities.
- Focus on cost and efficiency to make the right decisions in a challenging financial environment.

Review Recommendations

41. Having considered the findings from this review the Learning & Culture Policy & Scrutiny Committee agreed to endorse the Task Group's draft recommendations listed below for the Executive's consideration:

- i) A Best Practice Guide to be introduced for Members containing a range of information (including those detailed in paragraph 40ii), to be used when committing ward funds to the future development of community spaces schemes which incorporate play provision
- ii) The Best Practice Guide to be used to support Members when new open spaces improvement schemes come forward. For example the proposed playground capital investment schemes in 2017 (see paragraph 40vi)
- iii) An appropriate member training package should be introduced to provide members with the necessary skills to effectively engage with children and young people in their local wards

Associated Implications

42. Financial – The costs associated with the recommendations are minimal and can be contained within existing service budgets. Work is ongoing to source an appropriate provider and training package.

- 43 HR – As ‘Play’ sits across a number of functions within the authority, a resource commitment from those teams will be required to produce a Best Practice Guide for Councillors (Recommendation i). However, the information needed is already held within those teams so it would be possible if a project team were formed.
44. There are no significant Legal or other implications associated with the recommendations in this report.

Risk Management

45. There is a risk that without the appropriate support and training to councillors, it will not be possible to sufficiently increase the levels of engagement required to effectively develop local schemes (not just play schemes), in support of the council’s neighbourhood working model, or increase community provision. Specifically in regard to play and the development of open spaces for community use across the city, without quality engagement of all residents there is less chance of increasing community ownership and buy-in of those spaces or allaying the concerns of non users living nearby.

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Report Approved **Date** 20 Jan 2017

Specialist Implications Officer(s)

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

For further information please contact the author of the report

Background Papers: None

Annexes:

Annex A – Sample of National Examples of Best Practice (available on-line)

Annex B – Information on Implementation of Previous National Playbuilder Scheme in York

Annex C – ‘Playing Out: A Guide for Parents’ Leaflet

Report Abbreviations:

CYC – City of York Council

HRA – Housing Revenue Account

Play Opportunities Scrutiny Review

Information on Implementation of Previous National Playbuilder Scheme in York

1. At the time of its introduction, there was a growing focus in York on the importance of play and the Playbuilder funding provided greater access to higher quality outdoor play areas which directly linked to York's then play strategy 'Taking Play Forward', and assisted in the Council's aim to raise the standard of play provision.
2. York was allocated £1,165,391, consisting of £1,120,453 capital and £44,938 revenue and the scheme was overseen by a multi agency steering group representing Play, Parks, Young Peoples Service, Extended Schools, City Development, Transport Safety, Grants & Partnership, and Neighbourhood Management, North Yorkshire Police, Parents & Children Together Charity (PACT), York Centre for Voluntary Service (CVS) and the Executive Member for Children and Young People's services.
3. The plan was to build 22 new and upgraded play sites across the city over a two year period, each to be developed in consultation, and with the participation of local children and young people, families, communities and representatives as appropriate.
4. However, following the general election and resulting change in Government, the Department of Education wrote to all Local Authorities announcing their need to identify savings from a number of capital budgets in 2010-11 where commitments were no longer affordable. This led to the Department of Education reviewing the planned spend on Playbuilder scheduled for the second-year of the project. In the case of York, a majority of the allocation had already been committed and therefore the Council was able to complete the planned works at 19 of the 22 sites – see list below.
5. Play Areas with Major Investment Since 2008

Ward	Site	Funding source	Investment Date
Acomb	Viking Road	Playbuilder	2009/10
Bishopthorpe	Keeble Park	Playbuilder	2009/10

Clifton	Ashton Avenue	Playbuilder	2009/10
Dringhouses & Woodthorpe	Leeside	Lottery	2008/09
Guildhall	Clarence Gardens	106	2015
Haxby and Wigginton	Mancroft (Haxby)	Playbuilder	2010/11
Heworth	Barfield Road	Playbuilder	2009/10
	Bell Farm Adventure Playground	Playbuilder	2010/11
	Arran Place	Housing Revenue Account and 106	2014
Heworth Without	Stray Road	Playbuilder	2010/11
Holgate	Balfour Street (Back Park)	Playbuilder	2009/10
	Sowerby Road	Playbuilder	2009/10
	Garnett Terrace	Playbuilder	2010/11
Hull Road	Hull Road Park - main	Playbuilder	2010/11
	Hull Road Park – small	Housing Revenue Account	
Huntington & New Earswick	Orchard Park	Playbuilder	2009/10
Rural York West	Brecksfield (Skelton)	Playbuilder	2009/10
	Copmanthorpe Recreation Ground	Playbuilder	2010/11
Osbaldwick &	Dunnington	Big Lottery Fund	2010

Dunnington	Recreation Ground		
Strensall		Playbuilder	2010/11
Westfield	Chesney's Field, (Foxwood Lane)	Playbuilder	2009/10
	Grange Lane	Playbuilder and Yorventure	2010/11
	Acomb Green	Big Lottery Fund	2012
	Cornlands Road	106 & Yorventure	2014
Wheldrake	Naburn	Playbuilder	2009/10
	Elvington	Playbuilder	2009/10
		Playbuilder	

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Remember when...

Wasn't it fun when you played out?



playing with friends

making your own fun

having adventures

climbing trees



building dens

freedom to explore



finding special places

getting dirty



Do your children have the same freedoms?

Playing out: busting some myths

It's natural to worry about children's safety when they play out, but some worries are not backed up by the facts...

Stranger danger is at an all time high.

✗ myth

Child abductions in the UK have not increased for the last 30 years (1). Media headlines about the number of "stranger danger" cases make us think they are more common than they really are. (1) NSPCC figures.

✓ fact

Roads too dangerous to let children out on their own.

myth ✗

✓ fact

Decrease in child road injuries in Britain (1). In 1976 there were 668 fatalities amongst children aged 0-15. By 2008 this had reduced to 124. (2)

(1) NSPCC figures.
(2) Department of transport figures.

If we don't let our children out to play, we run a real risk of harming their health and happiness.

Helping children to play out

If a child is lost or in trouble, most adults will help - talk to your child about this.



Learn road safety - walk around local roads with your children, point out danger spots and help them choose safe routes.



When your children are old enough to go out without you, give them time and space limits, and ask them to phone if they get delayed.



Make sure your children know how to use public transport.



Play out with your children in all weathers. Playing out isn't just for fine days.



Make sure your children know how to contact you in an emergency.



Get to know other parents, so that you can keep an eye on one another's children.



Look out for safe and fun places in your neighbourhood where your children can play.



Make sure your children can ride a bike safely - look out for 'bikeability'.



Make sure your children learn how to swim.



For further information phone:
01904 553426



For further information visit:
www.yor-ok.org.uk/play



For further information phone:
01904 553426

All children need play!

Children play because it's fun, but play is good for them too. Play, especially outdoors, helps children to:

build relationships

learn about the world

learn respect for others

feel happy and confident

become independent

become fit and agile

try out new skills

solve problems

learn how to cope with risks

test their abilities

“Play is what I do when everyone has stopped telling me what to do.”

Helping your children to play out

The City of York Council have invested in many parks and open spaces to develop more play areas for children.

York also offers many informal play spaces, all provide ideal environments for children to engage in play.

The City of York Council Play Team provide a range of projects and initiatives that deliver and promote quality play opportunities and experiences.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

☎ 01904 551 550

If you would like this information in an accessible format (i.e. large print, on tape or e-mail) then call 01904 551 550.



This leaflet was funded by the Revenue grant of the Playbuilder Initiative.



For further information phone:
01904 553426



For further information visit:
www.yor-ok.org.uk/play

Children who miss out on outdoor play, are missing out on a big part of their childhood!



Executive**16 March 2017**

Report of the Communities & Environment Policy & Scrutiny Committee

Ward Funding Scrutiny Review - Cover Report**Introduction**

1. This cover report presents the final report from the Ward Funding Scrutiny Review and asks the Executive to approve the recommendations arising from the review.

Review Recommendations

2. In January 2017, the Communities & Environment Policy & Scrutiny Committee considered the review findings as presented in the Task Group final report at Appendix 1 and agreed to endorse the draft recommendations listed below:
 - i) Council be asked to consider introducing mandatory Member Training associated with the future introduction and delivery of any major changes to working practices such as the new neighbourhood working model, through a refresh of its Member Development Protocol
 - ii) A set of standards be agreed to formalise the working arrangements between Communities and Equalities Team (CET) and other CYC teams e.g. Highways, in order to better manage the flow of information and manage Cllr expectations, and speed up the progression of ward funded schemes.
 - iii) Appropriate changes are made to the internal processes to address the Veritau findings and scrutiny review findings, including
 - Improving communication and publicity of ward committee meetings;
 - Replacing the downloadable application form with an online application form, and providing guidance on the frequency that individual wards make their funding decisions, and how long it will take to receive the funding once an application has been approved etc.

- Introducing a form to monitor the implementation and effectiveness of ward funded projects;
- A 'live' system be introduced with the capability to detail successful applications, pending applications, and the balance of available funding

iv) All case studies, fact sheets and other training materials be stored in a central depository made accessible to all Cllrs

3. In addition, the Committee accepted the Task Group's view that some Members are struggling with their ward role and responsibilities, and therefore agreed to endorse the Task Group recommendations that:

v) An additional staff resource be provided in CET, in order to increase support to ward Cllrs, improve communication between ward Cllrs and council departments, and support the flow of information from the new working models being introduced across council services to Cllrs (see paragraph 23). Options for funding this should include funding this from the budget allocated to wards.

vi) CET continues to provide a range of support in a range of ways to suit individual Cllrs preferences and identify future improvements where feasible.

vii) Political Groups provide peer support to their ward members to enable them to progress schemes in their wards

viii) This committee receive a future update on implementation progress of the model in order to assess any outstanding issues.

Reason: To inform future improvements to the neighbourhood working model, and to conclude this review in line with scrutiny procedures & protocols

Implications

4. **Financial & HR** – In regard to Recommendation (v), the cost to the council of an additional staffing resource in CET would be £36,888 per annum per additional CET officer. If a decision were taken to fund this from the ward funding budget, the current year's funding budget would not be impacted as it is unlikely that any additional resource could be employed this financial year. How the additional resource would impact the ward funding budget of each ward will be dependent on whether the cost was shared equally across all 21 wards at a cost of £1757 per ward,

or allocated across the wards in proportion to their budget. This would result in a range of contributions, from £730 (Bishopthorpe) to £2,560 (Guildhall). The implementation update information contained within Annex A shows that a number of wards are likely to spend their full ward funding budget for this financial year. If an additional resource was funded from the ward funding budget, wards will have less money in future years thereby reducing their ability to achieve all of their ward priorities.

5. In regard to Recommendation (ii), this would require a significant piece of work to be undertaken, involving officers from across a number of CYC departments. This would take time and would only be successful if there was appropriate buy-in across those teams. Future changes to structures which affect the operating model of those teams would also affect each team's ability to maintain the agreed standard.
6. **IT** – CET are already in the process of drawing up a specification for the 'live system' proposed in Recommendation (iii). They would need to commission the work from CYC's IT team and the workstream would need to be priorities against other ongoing work and department requests. The costs associated with this piece of work would be identified as part of the specification design stage.
7. There are no legal or other implications associated with the ward funding scrutiny review recommendations listed above.

Risk Management

8. There is a risk that if funds are diverted from the ward funding pot to fund an additional staffing resource in CET (see recommendation v) it still may not guarantee an improvement in the flow of information and support from other CYC teams that Cllrs feel they need to effectively fulfil their ward role. The alternative to this approach would be to agree and maintain a set of working standards across CYC teams (as per recommendation ii) which Cllrs can use to hold to account the support they receive.
9. It is also too early to quantify the benefits to ward Cllrs of the new working models being introduced across other key council service areas, designed to empower communities to make informed choices (see paragraph 23). However, it is clear the introduction of local area teams will enhance the membership of ward teams, which in turn will inform the setting of ward priorities and direct ward spending to those most in need.

Council Plan 2015-19

- 10. The findings from this scrutiny review and the arising recommendations will support Ward Councillors in applying the agreed changes to their ward committees, and the Council's new approach to community engagement through working with local neighbourhoods. This supports the council's priority to listen to residents, protect community facilities and focus on cost and efficiency to make the right decisions at a ward level in a challenging financial environment.

Options

- 11. Having considered the final report at Appendix 1 and its associated annexes, the Executive may choose to amend and/or approve, or reject the recommendations arising from the review

Recommendation

- 12. Having considered the final report and its annexes, the Executive is recommended to approve the recommendations as set out in paragraphs 2 & 3 above.

Reason: To conclude the Scrutiny Review in line with CYC Scrutiny procedures and protocols.

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Report Approved **Date** 30 January 2017

Specialist Implications Officer(s)

Financial & HR Implications:

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Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes:

Appendix 1 – Ward Funding Scrutiny Review Final Report

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**Communities & Environment Policy & Scrutiny
Committee**

25 January 2017

Ward Funding Scrutiny Review Final Report**Introduction**

1. On 30 July 2015 Executive approved the council's new approach to community engagement. This new approach involved the re-establishment of ward committees to enable the council to work in closer partnership with residents, in order to tackle local issues and increase community capacity. Amongst other responsibilities, ward committees are charged with drawing up ward priorities based on engagement with residents, agreeing expenditure and services and stimulating community schemes that meet local needs.

Background

2. In June 2016 the Communities & Environment Policy & Scrutiny Committee received a detailed report on the Council's new approach to community engagement through the establishment of revised ward committees, and the progress to date in embedding them in working practices. This highlighted some areas of operation where there were issues, so it was suggested it would be helpful if the Scrutiny Committee were to undertake a review to assess achievements to date and ambitions for the future for a number of areas which still needed refining e.g.:
 - Process for spending ward funding;
 - Project generation by community groups;
 - Matching spend to residents' priorities;
 - Assessing 'value for money' in terms of outcomes;
 - Commissioning of local schemes.
3. With the aim of increasing the allocation of ward budgets and identifying improvements to the process, the Scrutiny Committee agreed to proceed with a review, and formed this Task Group to carry out the review on its behalf, with support from the Head of Communities & Equalities.

Information Gathered

4. In July 2016 this Task Group met for the first time to receive introductory information in support of this review. This included a progress update on the implementation of the new approach to ward funding – see Annex A, and examples of national and regional good practice.
5. To add to this, the Task Group also received a detailed presentation on the Neighbourhood Working Model, which examined each stage of the process and the differing responsibilities of both officers and ward councillor at each stage – see Annex B. The Head of Communities & Equalities confirmed that in an effort to embed the new arrangements, a number of Member briefings had been held, factsheets outlining the different stages had been shared, and articles had been included in the Members' Newsletter.
6. At the meeting, the Task Group took part in an exercise to identify and examine barriers and issues within the process. This included considering some initial feedback from the Communities & Equalities team (CET) on their experiences to date of implementing each stage, examples of progress in local wards and the barriers that some wards have experienced to date, to which the individual Task Group members added their own feedback on experiences in their wards. Finally, consideration was given to three case study factsheets prepared by CET to illustrate good practice across the different stages of the process.
7. Having considered all the information provided the Task Group agreed that the remit for this review should be based on an assessment of the achievements to date and ambitions for the future in the following areas:
 - Process for allocating ward funding;
 - Project generation by community groups;
 - Matching spend to residents' priorities;
 - Assessing 'value for money' in terms of outcomes;
8. In an effort to achieve the above remit, the Task Group agreed it would be worthwhile consulting with all Councillors (Cllrs) on their experiences to date, and agreed to share with them the Task Group's initial feedback and seek their views on the different stages of the process via a consultation document issued to all Cllrs.
9. In October 2016 the Task Group met to consider Cllrs feedback (shown at Annex C). They considered a written response from CET to the Cllr feedback – see Annex D, together with a number of local good practice

case studies which CET had produced in response to the feedback from Cllrs.

10. At the same meeting, the Task Group learnt that Veritau had recently completed an internal audit to provide assurance to Council management that procedures and controls within the system were appropriate to ensure that:
 - Expenditure addresses ward priorities and/or is supported by full and effective engagement with ward residents
 - The quality of information available to ward committees (and the extent to which this information is being used) is sufficient to enable effective decision making
 - The effectiveness of spending decisions is measured
11. The Task Group noted that a sample of ward councillors had been consulted as part of the audit, to examine the basis on which their spending decisions had been made and how residents had been engaged in those decisions. The Task Group considered the Audit report (see Annex E) and noted that their scrutiny review findings were to be used by CET to inform the actions necessary to address the issues identified by the audit.
12. Finally, the Task Group learnt that the Corporate Management Team were due to receive an update report on the Neighbourhood Working Model, looking at implementation progress and barriers, and a Cross Party Working Group was in place as a conduit for ensuring all Groups/Cllrs participate in embedding the model across the city.
13. Having noted all of the information provided at their October meeting, the Task Group agreed it would be beneficial to meet with some of the local community groups etc who had been through the process of applying for ward funding during the last year to gather their feedback.
14. A consultation session was held in November 2016, attended by a range of previously successful applicants, a number of current applicants and a number of applicants seeking funding for the provision of a service across a number of wards – see list of invitees at Annex F. The following issues were raised by the consultees:
15. In regard to communications:

- Loss of individual ward newsletters makes it more difficult to communicate the availability of ward funding
- Communication in wards needs improving – not evident that all community groups are aware that ward funding is available, particularly new groups and small groups who are not already in the loop
- Parish Councils and Residents Associations could be encouraged to spread the word
- There needs to be consistency in communication across all wards
- Available funding should be advertised regularly
- Better awareness raising of ward priorities with Residents/Community Groups

16. In regard to the application process:

- General consensus amongst consultees that process fairly straight forward – a majority of those present had applied for funding previously and were therefore not new to it
- Some issues around pagination and numbering of sections
- The council website does not allow the application form to be completed online - applicants would welcome an improved online form
- Some information requested in the form is a little repetitive in places
- Community Involvement Officers proved very helpful at this stage and applicants received guidance on how to complete the form and how much to apply for
- Provision of hard copies of applicants constitution not always feasible due the size of the document
- Examples of previous difficulties for organisations working across the city who wished to supply a service in more than one ward where they had identified a local need – clarification was given at the consultation session about how the process had been recently revised to enable citywide organisations to submit one application covering a number of wards where they were able to demonstrate that they met a priority of those wards.

17. In regard to Ward Committee Meetings & Ward Team Meetings:

- Meetings could be advertised in Parish Council newsletters and other local communication could be tapped into
- Need to identify a clear route by which to cascade information throughout each ward e.g. From Council to Ward to Parish Council/Residents Associations, to Community Groups

18. In regard to Ward Funding Decisions:

- It would be helpful to provide a list of current applications showing their status so that applicants can track them
- Each ward needs to provide clear guidance on the frequency of when decisions are due to be made.
- A record of the decisions per ward should be made available online, preferably on each ward's page, together with an record of the remaining funding available for the ward
- The ward letters issued confirming successful applications include a date by which an implementation update is required.

19. Other Issues:

- Examples were given of where local organisations may have identified needs that did not match the aims of the funding (the ward priorities).
- Clarification was given on what would happen if this year's funding was not spent.
- There was no feedback suggesting that applicants had needed to draw excessively on CET officers time to assist them in completing their applications, although in the early days before the decision to allow applications for multiple wards, more support was required for those types of applications e.g. Musical Connections & St Nicholas Fields.

20. Finally, the Task Group queried what role York Centre for Voluntary Service (CVS) may be playing in supporting local charities, voluntary organisations, social enterprises and community groups etc to apply for ward funding. CVS confirmed it can:

- Review a group or organisation's needs and suggest appropriate funding application options, which may result in directing them to ward funding, right the way through to Big Lottery applications.
- Provide free funding advice - they have sign posted 351 service users to online funding but were unable to confirm how many were referred to ward funding or how many went on to apply for ward funding.
- Provide a free online tool for sourcing funding and hold an annual funding fayre
- Provide free advice sessions on governance, which has so far sign posted one organisation to successfully apply for ward funding.

21. A representative of CVS met with the Task Group in January 2017 to further discuss the broad package of support CVS provides and to give feedback on the ward funding application process and how they might best support it through their new advocacy role. A detailed example of how CVS had supported a small local group to successfully apply for ward funding was also provided.

22. Finally the Task Group considered how the changes across a number of council departments within the authority might improve ward Cllrs access to information to help them make informed decisions for ward funding. They noted the cultural shift towards creating additional capacity building resources and stimulating improved community engagement thereby helping to identify future ward priorities and bring forward more community based schemes. For example, Children's Services have recently introduced Local Area Teams to work across the city to bring together a range of existing services to form a new set of preventative arrangements for families from pregnancy through to adult hood (see Executive update report dated 14 July 2016). Adult Social Services are introducing Local Area Co-ordinators who will support people with disabilities, mental health needs, older people and their families or carers to create a network which provides efficient routes to the best outcomes along with an environment which allows access and support when needed (see Executive report dated 25 August 2016). Finally the introduction of the Yor-Wellbeing Services which aligns with the review of the 0-19 early intervention and prevention work concerning early help arrangements and supports the council's move towards the new vision of a place-based operating model (see Decision Session - Executive Member for Culture, Leisure and Tourism July 2016).

Analysis

23. In regard to identifying ward priorities, the Task Group noted that the feedback from Cllrs (shown in Annex C) suggested there were issues for some around defining ward priorities, understanding and getting beneath the surface of the ward profile information, concerns around the accuracy of ward profile information and queries about how often it was updated etc. The Task Group therefore suggested that a member training session be arranged to support ward Cllrs in their use of the profile information. Two training sessions were arranged in December 2016 but the take up was extremely poor with only four members attending each session.
24. The Task Group acknowledged the considerable effort invested by CET in producing fact sheets, information bulletins, and organising those Cllr training sessions. However, it was clear from the responses that some Cllrs were not up to date with the changes that had been made since the scheme was first introduced e.g. that it is now possible to apply for funding across a number of wards. To further illustrate this, Member training records showed that attendance at other scheme related training

and information sessions had also been low which meant some councillors remained unaware of the support and information that was available to support them in undertaking work associated with the scheme.

25. This helped to evidence an underlying problem with the introduction of any new process/working model affecting Cllrs i.e. that they do not always attend essential Member training sessions, unless they are statutorily required to do so e.g. licensing training. This suggested there may be a need for the Council to make some training mandatory.
26. The Task Group identified a number of other issues e.g.:
 - A number of members had referred to the ward funding being in silos, which the Task Group knew to be incorrect. The Task Group agreed that their review final report should provide absolute clarity on this point i.e. *that all wards have their own ward funding pot that they can choose to spend to address their ward priorities. In addition there is a designated highways funding pot held by highways, containing an agreed figure for each ward to allocate to highways schemes in their ward.*
 - The ongoing difficulties Cllrs were experiencing getting information from specific council teams e.g. Highways, CETs inability to access that information on their behalf, and the knock-on effect it had on spending the available ward funding on much needed ward improvements. The Task Group recognised this issue was heightened when a proposed scheme was of a complex nature, requiring input from a number of technical officers. They agreed the management of this information flow needed improving to ensure it did not hinder progress and proposed the introduction of a set of agreed standards.
 - Ward Cllrs would benefit from being able to access information on successful applications in other wards, as it would help to speed up the process of submitting and considering new applications. They questioned whether it may be possible for CET to build up a database of information that all Cllrs could access. However, they accepted this might prove to be labour intensive. The Task Group queried whether a Cllr Forum could be introduced that they themselves could populate, however they recognised this would again increase their workload.

- Improving communication between CET officers and ward Cllrs, and between Cllrs within an individual ward, would benefit everyone involved, which in turn could lead to improved engagement from others. They agreed it would be particularly helpful in split wards where there was evidence to suggest that some Cllrs were struggling to work cooperatively.
- The feedback suggested that the officer role and Cllr role was often not as clearly defined as the consultation document suggested. The Task Group recognised that as all Cllrs were able to choose their own approach and not all employed the same styles of leadership, it was crucial that they formed a good working relationship with their support officers, so that they could work together as a team. To do this successfully, Cllrs needed to give clarity on their expectations and agree their support requirements, to enable officers to effectively support the process. Cllrs could also be more pro-active and perhaps participate in the induction of new officers to the support team as they are the most knowledgeable on their wards etc.

27. The Task Group acknowledged the contribution of the consultees in identifying a number of issues around the application process, and agreed the following improvements were required:

- An online application form and guidance on the frequency that individual wards make their funding decisions:
- Clarity on how long it will take to receive the funding once an application has been approved etc.
- A live document per ward page detailing current applications, successful applications, and balance of available funding

28. The Task Group also acknowledged:

- The feedback from CET shown at Annex D, proposing solutions and minor changes to working practices to address some of the issues identified in the Cllr feedback at Annex C.
- The findings from the Veritau audit identifying a number of issues with the internal processes and the steps to be taken by CET to address them – see Annex E.

29. Having considered all of their findings the Task Group agreed that overall, many Cllrs remain unclear about their ward role and responsibilities. Furthermore, that some do not feel it should be part of

their role and responsibilities as ward councillors, e.g. making assessments about how social care funding should be allocated, and some do not feel they have the time and/or the necessary expertise to undertake the role. The Task Group agreed if this was not addressed it could prove fundamental to the scheme's long term success. They therefore welcomed the forthcoming changes to service delivery in a number of key areas (see paragraph 23) as they agreed it was likely to lead to better and increased support for ward Cllrs and ward teams.

Council Plan 2015-19

30. This scrutiny review will support Ward Councillors in applying the agreed changes to their ward committees, and the Council's new approach to community engagement through working with local neighbourhoods. This supports the council's priority to listen to residents, protect community facilities and focus on cost and efficiency to make the right decisions at a ward level in a challenging financial environment.

Review Recommendations

31. In January 2017 the Task Group presented their findings to the Communities & Environment Policy & Scrutiny Committee and the Committee agreed to endorse all of the Task Group's recommendations below.

That:

- i) Council be asked to consider introducing mandatory Member Training associated with the future introduction and delivery of any major changes to working practices such as the new neighbourhood working model, through a refresh of its Member Development Protocol
- ii) A set of standards be agreed to formalise the working arrangements between CET and other CYC teams e.g. Highways, in order to better manage the flow of information and manage Cllr expectations, and speed up the progression of ward funded schemes.
- iii) Appropriate changes are made to the internal processes to address the Veritau findings and scrutiny review findings, including
 - Improving communication and publicity of ward committee meetings;

- Replacing the downloadable application form with an online application form, and providing guidance on the frequency that individual wards make their funding decisions, and how long it will take to receive the funding once an application has been approved etc.
- Introducing a form to monitor the implementation and effectiveness of ward funded projects;
- A 'live' system be introduced with the capability to detail successful applications, pending applications, and the balance of available funding

iv) All case studies, fact sheets and other training materials be stored in a central depository made accessible to all Cllrs

32. Finally, in recognising that some Members are struggling with their ward role and responsibilities, the Task Group also recommended that:

- v) An additional staff resource be provided in CET, , in order to increase support to ward Cllrs, improve communication between ward Cllrs and council departments, and support the flow of information from the new working models being introduced across council services to Cllrs (see paragraph 23). Options for funding this should include funding this from the budget allocated to wards.
- vi) CET continues to provide a range of support in a range of ways to suit individual Cllrs preferences and identify future improvements where feasible.
- vii) Political Groups provide peer support to their ward members to enable them to progress schemes in their wards
- viii) This committee receive a future update on implementation progress of the model in order to assess any outstanding issues.

Implications Associated with Review Recommendations

33. **Financial & HR** – In regard to Recommendation (v), the cost to the council of an additional staffing resource in CET would be £36,888 per annum per additional CET officer. If a decision were taken to fund this from the ward funding budget, the current year's funding budget would not be impacted as it is unlikely that any additional resource could be employed this financial year. How the additional resource would impact the ward funding budget of each ward will be dependent on whether the

cost was shared equally across all 21 wards at a cost of £1757 per ward, or allocated across the wards in proportion to their budget. This would result in a range of contributions, from £730 (Bishopthorpe) to £2,560 (Guildhall). The implementation update information contained within Annex A shows that a number of wards are likely to spend their full ward funding budget for this financial year. If an additional resource was funded from the ward funding budget, wards will have less money in future years thereby reducing their ability to achieve all of their ward priorities.

34. In regard to Recommendation (ii), this would require a significant piece of work to be undertaken, involving officers from across a number of CYC departments. This would take time and would only be successful if there was appropriate buy-in across those teams. Future changes to structures which affect the operating model of those teams would also affect each team's ability to maintain the agreed standard.
35. **IT** – CET are already in the process of drawing up a specification for the 'live system' proposed in Recommendation (iii). They would need to commission the work from CYC's IT team and the workstream would need to be priorities against other ongoing work and department requests. The costs associated with this piece of work would be identified as part of the specification design stage.
36. There are no legal or other implications associated with the draft review recommendations listed above.

Risks Associated with Review Recommendations

37. There is a risk that if funds are diverted from the ward funding pot to fund an additional staffing resource in CET (see recommendation v) it still may not guarantee an improvement in the flow of information and support from other CYC teams that Cllrs feel they need to effectively fulfil their ward role. The alternative to this approach would be to agree and maintain a set of working standards across CYC teams (as per recommendation ii) which Cllrs can use to hold to account the support they receive.
38. It is also too early to quantify the benefits to ward Cllrs of the new working models being introduced across other key council service areas, designed to empower communities to make informed choices (see paragraph 23). However, it is clear the introduction of local area teams

will enhance the membership of ward teams, which in turn will inform the setting of ward priorities and direct ward spending to those most in need.

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Report Approved **Date** 16 Jan 2017

Specialist Implications Officer(s)

Financial & HR Implications:

Mike Barugh,
Principal Accountant,
ACE Finance

Wards Affected:

All



For further information please contact the author of the report

Background Papers: N/A

Annexes:

Annex A – Progress Update on the Implementation of the New Ward Funding Model

Annex B – Copy of Neighbourhood Working Model Presentation July 2016

Annex C – Cllr Feedback (anonimised)

Annex D – CET Response to Cllr Feedback

Annex E – Veritau Internal Audit Report

Annex F – List of Consultation Invitees

Abbreviations:

Cllr – Councillor

CET – Communities & Equalities Team

CVS – Centre for Voluntary Service

Ward Funding Scrutiny Review

Progress Update on Implementation of New Approach to Ward Funding

1. Under the Council's new approach to ward committees additional budgets were devolved to wards in 2015/16 to create a single pot that wards can use flexibly to help address their priorities and to develop community initiatives which benefit local residents and reduce reliance on Council services. A total of £925k was devolved.
2. For 2016/17 a further £100k was added specifically to assist wards with local environmental schemes. The ward pots are made up of:
 - The general 'Ward Budget'.
 - The 'Pride in York Fund' - made up of both one-off and recurring elements, for the purpose of supporting environmental initiatives.
 - The 'Community Care Fund'- aimed at supporting the prevention or delay of people needing to access formal care packages and statutory support.
3. The ward pot can be spent as wards see fit within Council policies and procedures. The budgets may be used to give grants or to buy services.
4. In addition, a Ward Highways Programme was instituted partly localising the process for allocating highway improvements through the ward committees, and grounds maintenance and cleansing activities in each ward were devolved to the ward.
5. Spend to Date
In 2015/16 only £90k was spent from a budget of £475k, i.e. 19%. £385k was carried forward. As of 10 June 2016, only £61k had been committed from the 2016/17 budget of £910k (which included the carry forward), i.e. 6.7%. Subsequently a further carry forward was agreed of £100k unspent Pride in York money from 2015/16, bringing the total available ward funding budget for 2016/17 to £1010k (£1009,980).
6. An updated breakdown as of 18 January 2017 detailing actual spends, projected spend and planned schemes not yet on FMS at that time, showed a total commitment of £672,307 (67%) as detailed in the table below.

7. Feedback from ward councillors has suggested that they are finding aspects of spending ward funding challenging despite early changes to make it easier, e.g. dropping the grounds maintenance spreadsheet.
8. Publicising Available Budgets
Wards have been made aware of the budgets available and how people can get involved in discussions via a number of routes i.e. social media, residents' email distribution lists, parish council websites, posters in the community, presentations at parish council meetings, and ward web pages. In addition, information was provided to residents via an insert in 'Our City' and the budget commitments to date have been listed on the council website at: <https://www.york.gov.uk/wardfundingdecisions>;
9. Effective Use of Ward Budgets
To date targeted preventative projects have been undertaken for older and vulnerable residents, events and activities for children and young people, and grants to locally based community groups to make improvements to community facilities and the local environment. However, the majority of these have focussed on capital purchases, things where the expenditure is clearly visible. Commissioning projects e.g. a service for a particular group has been much less common.
10. Evidence of Impact (Outcomes & Benefits)
As yet there is insufficient evidence to suggest whether or not value for money through ward spending is being achieved or whether it is making a difference and addressing ward priorities. However in the future, grant recipients will be expected to provide grant monitoring reports to help ward councillors to assess the impact and outcomes, and a annual review sheet has been developed which can be offered to wards.
11. Devolved Grounds Maintenance & Cleansing Activities
Wards have now submitted their recommendations for Grounds maintenance budget for 2016/17, which show that a variety of approaches have been taken to meeting the savings targets. For example, community groups have taken on planting schemes. However there is still a question over whether wards are able to commission sufficient local schemes to meet their maintenance needs.
12. It is planned that maps will be provided at forthcoming ward meetings to show current cleansing arrangements in the ward. Using these, Ward members will be able to re-prioritise activity based on their local knowledge or priorities, or supplement cleansing activity from their ward budgets where they wish to (subject to deliverability).

13. Ward Highways Programme

Originally, each ward received the highways priority list for footways and carriageway works in 2016/17, in order to assist them in identifying locations for potential schemes subject to feasibility, legality and budget availability. To further assist them, improved information is now to be provided to wards to show the schemes in the main highways programme proposed for their wards. Further information will also be developed to assist wards in having an idea about the likely scale of cost for various types of maintenance initiatives and a further member briefing will be arranged. The list of schemes for 17/18 will be available in late summer.

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Ward Funding Scrutiny Review

Update on Ward Funding 2016-17 Expenditure as of 18 January 2017

Ward Committee	Total revenue budget (£)*	Actual % spend to date	% spend including projected spend on schemes in progress not yet on FMS	% spend including actual spend, projected spend not yet on FMS & future planned schemes	Total actual spend, projected spend not yet on FMS & future planned schemes (£)*
Acomb	£40,790	49%	52%	52%	£21,398
Bishopthorpe	£18,460	54%	54%	54%	£10,014
Clifton	£49,090	58%	61%	61%	£30,375
Copmanthorpe	£18,820	36%	59%	59%	£5,407
D/Houses & W/Thorpe	£39,440	49%	49%	49%	£19,363
Fishergate	£51,740	33%	44%	44%	£23,003
Fulford & Heslington	£13,670	65%	65%	66%	£8,977
Guildhall	£90,970	20%	29%	100%	£90,970
Haxby & Wigginton	£55,020	43%	55%	100%	£55,020
Heworth	£81,320	15%	19%	100%	£81,320
Heworth W/out	£17,230	31%	31%	31%	£83,490
Holgate	£83,490	47%	50%	100%	£33,170
Hull Rd	£65,080	15%	19%	19%	£32,205
Huntington & New Earswick	£51,060	53%	64%	64%	£14,206
Micklegate	£108,480	25%	28%	28%	£45,924
Osbalwick & Derwent	£27,920	69%	68%	68%	£13,668
Rawcliffe & Clifton W/out	£69,680	21%	40%	65%	£12,442
Rural West	£33,830	36%	41%	41%	£49,650
Strensall	£28,880	40%	47%	47%	£11,233
Westfield	£49,650	33%	100%	100%	£19,115
Wheldrake	£15,360	73%	73%	73%	£11,357
TOTALS	£1,009,980			67%	£672,307

All figures are correct as at 18 January 2017 and may be subject to change.

* Total revenue figures include carry forward from previous year but do not include Highways budgets.

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Neighbourhood Working Model

Ward priorities

Annex B



Jack the Council officer

Responsibility:

- **Provide Members** with ward statistics through Ward Profile
- **Contribute local knowledge** along with the rest of the ward team



Adam the Politician

Responsibility:

- **Bring their own local knowledge** and use the information provided by Community and Equalities Team (CET) and partners to **identify ward priorities** for the ward team to focus on over a specified period

Ward Committee



Jack the Council officer

Responsibility:

- **Logistical support**
- **Publicise event** in the Ward and social media
- **Organise for minutes** to be taken, written up and published.



Adam the Politician

Responsibility:

- **Decide** when and where to hold their meeting, and style and format
- **Set meeting agenda**
- **Feedback to residents** the previous year's progress, launch their Ward Committee and ward priorities, outline ward funding arrangements for the year ahead.
- **Publicise meeting** through blogs, surgeries and word-of-mouth

Ward Funding



Jack the Council officer

Responsibility:

- **Provide** grant application/commissioning forms and guidance documents for ward funding process
- **Process paperwork, payment of funds and monitoring information** to be fed back to ward team meetings (Director sign-off)
- **Suggest ideas for projects** that could address ward priorities and groups that could deliver them.



Adam the Politician

Responsibility:

- **Decide and announce** how they want to allocate their ward funding
- **Discuss within their ward team** who to issue grants to/ commission projects to
- **Consider inviting recipients** to become ward team members

Ward Action Plan

Annex B

(optional)



Jack the Council officer

Responsibility:

- **Provide relevant information** at ward team meetings
- **Contribute to the discussion** with members and the wider ward team to develop an action plan.
- **Regularly update the plan and circulate** virtually and at ward team meetings
- **Feedback progress to residents** through Your Ward online, Facebook, Twitter etc



Adam the Politician

Responsibility:

- **Lead the discussion** with ward team members to develop a ward action plan.
- **Allocate tasks to ward team members** that will progress the plan
- **Feedback regularly to residents** about progress through residents' forums, surgeries, blogs, partner newsletters and other opportunities

Ward Team Meeting

Annex B



Jack the Council officer

Responsibility:

- **Circulate meeting dates** to ward team partners with up to date ward action plan and other relevant information
- **Book meeting room / venue**



Adam the Politician

Responsibility:

- **Choose regular dates for the meetings** and liaise with CET to organise
- **Invite appropriate ward team members** and liaise with CET
- **Drive the Ward Action Plan** by ensuring all tasks have a dedicated ward team member and encouraging contributions from all ward team members and regular feedback on progress

Feedback to residents

Annex B



Jack the Council officer

Responsibility:

- **Provide feedback on the Ward Action Plans** in the form of case studies on Your Ward Online and in Your Ward
- **Provide updates** on Facebook, Twitter, community notice boards and any other local opportunities



Adam the Politician

Responsibility:

- **Feedback to residents** through Ward Committees, surgeries, blogs, word of mouth, twitter, newsletters, community notice boards etc
- **Visit recipients of funding** to ensure constant support and monitoring



Jack the Council officer

Qualities:

- **Guidance and support**
- **Ability to liaise with Council staff**
- **Logistical support for ward team and committee meetings**
- **Custodian of local community information**
- **SUPPORT**



Adam the Politician

Qualities:

- **Community champion**
- **Custodian of local community challenges**
- **Person-with-the-plan to address community priorities**
- **LEADER**

Ward Funding Scrutiny Review

Feedback from Consultation with Ward Councillors

Total Responses Received = 19 (40%)

- 9 New Members
- 4 Executive Members
- 3 Group Leaders
- 1 Member of the Scrutiny Task Group

Responses by Group:

- 6 Labour Responses = 40%
- 4 Conservative Responses = 28%
- 9 Lib Dem Responses = 75%
- 0 Green Responses
- 0 Independent Responses

Responses from 13 Wards = 62%

- 4 Single Cllr Wards
- 7 Wards with 3 Cllrs of same group
- 1 Ward with 2 Cllrs of same group
- 2 Wards with 3 Cllrs split between 2 groups

Stage 1 Responses - 'Identifying Ward Priorities' = 19

In response to the early feedback:

4 Cllrs Agreed - New people in new roles (Cllrs & officers) so lack of local knowledge

3 Cllrs Agreed - Officer responses not always timely and helpful – need to keep chasing

1 Cllr Agreed - Difficulty accessing and interpreting ward profile information

Stage 2 Responses 'Ward Committee Meetings' = 19

In response to the early feedback:

1 Cllr Agreed - Specialist officers not attending ward meetings when required

2 Cllrs Agreed - Cllrs do not collectively agree a date the meeting

2 Cllrs Agreed - Cllrs do not respond to emails or telephone calls

2 Cllrs Agreed - Cllrs habitually choose the same style of engagement resulting in low attendance from residents

Stage 3 Responses 'Ward Funding' = 19

In response to the early feedback:

- 2 Cllrs Agreed - Cross Ward funding – how to make it work - Joint commissioning is great but huge resource & management issues
- 2 Cllrs Agreed - City wide organisations badgering wards
- 1 Cllr Agreed - How do voluntary organisations feel about the new process of applying for ward funding
- 2 Cllrs Agreed - How to proceed when there is no collective agreement on how to spend the ward money
- 2 Cllrs Agreed - How to Cllrs maintain contact with funded groups to ensure accountability / value for money
- 4 Cllrs Agreed - Information on costings for schemes - some schemes turn out to be so complex that they appear to break the system

Stage 4 Responses 'Ward Action Plans' = 19

In response to the early feedback:

- 2 Cllrs Agreed - Lack of tracked progress makes it difficult for Cllrs/officers to keep partners engaged
- 2 Cllrs Agreed - Too much talking without any action (relevant to all stages of the process)
- 2 Cllrs Agreed - Timescales for schemes are not always clear

Stage 5 Responses 'Ward Team Meetings' = 19

In response to the early feedback:

- 2 Cllrs Agreed - Cllrs struggle to identify mutually convenient meeting dates
- 2 Cllrs Agreed - Officers struggle to set meetings up due to lack of Cllr engagement
- 0 Cllrs Agreed - Difficulties working with Parish/Town Council
- 2 Cllrs Agreed - Ward Teams are not representative of the community
- 0 Cllrs Agreed - Cllrs regularly miss their ward team meetings

Stage 6 Responses 'Feedback top Residents' = 18

In response to the early feedback:

- 3 Cllrs Agreed - Need to improve the way we communicate with residents
- 3 Cllrs Agreed - Lack of understanding of who can get information on notice boards and the internet etc

Responses to 'Roles' Section = 19

In response to the early feedback:

- 2 Cllrs Agreed - Cllrs not understanding their role
- 2 Cllrs Agreed - Cllrs have not got the time to fulfil their role
- 2 Cllrs Agreed - Not all Cllrs have the necessary skills

2 Cllrs Agreed - Confusion of roles

2 Cllrs Agreed - Cllrs awareness of supporting information/documents and access arrangements

Responses to General Section = 19

In response to the early feedback:

1 Cllrs Agreed - How do we align other council processes to enhance community projects e.g. 106 payments & play capital scheme

3 Cllrs Agreed - Poor joint working with other teams across the council

4 Cllrs Agreed - Unaware of other planned CYC work scheduled for wards

8 Cllrs Agreed - Delays in officer responses from other council teams e.g. Highways Team

3 Cllrs Agreed - Not enough officer resource to support the system

4 Cllrs Agreed - Cllrs unsupportive of the model and processes

2 Cllrs Agreed - We need a forum for Cllrs to share good practice

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Feedback from Individual Cllrs

Generally the liaison with communities officers works well. However the response form other sections of the authority to them (and to me as a ward councillor) could be improved.

My belief is that the present system of distributing ward funding is unnecessarily complicated, and is causing Officers to undertake work on administration which is completely over the top! It is also causing difficulty in explaining the process to the end users and indeed to Councillors.

I acknowledge that every ward is different.

In the case of Rural West York, our Ward is spread over a significant area stretching from the A64 at Askham Bryan in the South West to beyond Skelton in the North. Within that area there are eight different villages, and seven Parish Councils, therefore what is right for one is perhaps not right for another. They each have their issues and Chris Steward and I attempt to visit every Parish Council Meeting between us. Whilst some share services such as bus routes, shops, health provision etc., others such as Skelton have no such sharing and have separate priorities. Conversely however, other Wards within the City Boundary have no Parish boundaries, but do have other institutions such as Planning Panels, Neighbourhood Committee's, and other organisations which work with and for communities. My point is that there is a difficulty defining a policy for City Centre, Suburban, Semi-Rural and Rural Wards.

I would suggest that we build on the distribution using the system we employed previously and improving it. I list below a potential way forward:

1. Establish a general policy framework within which funds can be allocated. i.e. Nothing commercial or personal, community based etc
2. Bids for funding accepted from appropriate organisations. Applications can be published in the Ward Newspaper once a year, and submitted.
3. Ward Councillors, in association with Parish Council representatives and Officers meet to discuss applications and accept or discard.
4. Ward Councillors as elected representative to take the final decision on grants, although this I would expect to be in line with the above, and fair to all parts of the Ward.
5. Ward Officers to administrate, audit, and provide the link between the Authority and applicants.
6. No differential between funding pots. Monies should not be in silos
7. All grants within the framework and Ward priorities.
8. Ability to carry money forward, and any substantial grants can be given equitably. (Past grants have provided lighting for Copmanthorpe and Askham Richard kerbing, but because of the sums they were allocated reduced money the following year).

Within my ward there are a number of community groups covering a range of interests and social contact along with of course two Parish Councils. The groups are more or less financially OK, however in the past year a couple of groups have received small grants and also posters have been displayed in the village advising groups of the availability of grants with very little response.

The issue of resident's priorities can be distilled into a number of areas as follows:-

1. Responsible parking especially on Race Days
2. The policing of "Dog Fouling" in other words more positive and visible enforcement.
3. General tidiness and appearance of the village
4. In the fullness of time no doubt Sunday bus service
5. In the summer months overgrown hedges adjacent to footpaths and at highways junctions
6. Road safety coupled with traffic density and size of lorries passing through the village.
7. Street lighting in Sim Balk Lane (Cost to install in excess of £1000,00)

As can be seen, resident's priorities are somewhat fragmented but these are issues which do come to light from time to time and in truth other than point 3 not a lot the ward funding can deal with.

I have set my target to spend money on improving the environment by using Brunswick Organic Nursery to place planters and hanging baskets. Which have been welcomed by residents. It is also intended to have a number of fruit trees planted around the ward.

Speed of dealing with grants needs to be simplified and speeded up so that grants are given closer to the application submission.

Finally the apparent bureaucracy around the ward highways part of Ward Funding is in my opinion cumbersome and long winded, schemes on which to spend the money could be directly dealt with by the various depts. of highways etc. Rather grind it's way through the system as suggested in the briefing note on such spend (Factsheet no 15)

Ward meetings are not generally well supported which is a disappointment, a few residents often turn up usually with a specific issue and of course two or three Parish Councillors turn up to criticise and try to help spend the "Money" when in fact they as a Parish Council have pretty large reserves.

Finally as a resident of the village I do keep my ear to the ground so to speak and also use social media to find out what the concerns of residents are.

The system probably needs a complete overhaul as the distribution of funding is quite complicated and, therefore, causes a considerably unnecessary workload for Officers and Councillors alike.

It must also be appreciated that every Ward is very different. I have four villages within my Ward, Deighton off the A19, Naburn by the Ouse, Wheldrake and Elvington. Each one has very different needs and challenges. I endeavour to attend every Parish Council meeting, but having three every month and one bi-monthly does make that very difficult, but not impossible, however, my attendance does mean that I am aware of issues as they arise.

With regards to the grants monies, I feel that the elected Ward member should make the final decision on grants as they are the ones abreast of problems at source with representatives from Parish Councils and Officers who could meet to approve or reject. The monies should be in 'one pot' and distributed according to need, not split into different categories.

Stage 1 Responses - Identifying Ward Priorities

<p><u>Feedback</u></p>	<p>Frequent changes of Neighbourhood Officer allocation did not help build up local knowledge – hopefully this situation will now settle down</p> <p>Our recent Neighbourhood Officers have been very responsive</p> <p>The ward profile is readily available and could be used better to plan future work</p> <p>This took time to ascertain and digest and added to the initial set up of this whole process. Staffing has changed and we are two new councillors out of 3 who needed to get familiar with our ward; which took time.</p> <p>We have identified our ward priorities, but they don't easily relate to the available information.</p> <p><i>Agree - New people in new roles (Cllrs & officers) so lack of local knowledge</i></p> <p>This can be made to work but relies on officers' and members' understanding of what data is being provided and how it is updated e.g. ward profile info. How often is this updated and how arte Cllrs expected to know when this has happened - a simple email would be suffice. Officers need to be more pro-active in their wards and let Cllrs know when they are in the ward. Some worthwhile training would be really useful here – I'm talking about the running of a scrutiny operation at a practical level rather than some arcane discussion of the merits/demerits of scrutiny.</p> <p>Officer/Member relationships and learning to work together (ie in a different way) need to be examined and reviewed if a constructive approach is to be achieved. Split wards bring their own set of problems - officers need training to facilitate those difficult relationships and to provide Cllrs a with the impetus to co-operate i.e. creating an atmosphere for co-operation. It takes time to agree ward priorities. We have had 4 officers in support in the last 15 months and there has been little of no handover each time. Officers also need training on communicating with the public.</p> <p><i>Agree - New people in new roles (Cllrs & officers) so lack of local knowledge</i></p> <p>I have found it helpful to have the wider ward team involved in discussing priorities for the local area.</p> <p>We have received excellent support from our Community Involvement Officers, who have anticipated issues and dealt with them professionally and punctually.</p> <p>Our Ward Priorities were discussed and agreed by the Ward Team. We plan to review them at our next Ward Team meeting.</p>
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<p>It is some times difficult to assess without having the knowledge or past experience of what would be classed as a ward priority .</p> <p><i>Officer responses not always timely and helpful – need to keep chasing</i></p> <p>I don't feel confident that our ward priorities were discussed or set with any real sense of importance. It felt more of a 'tick box' exercise rather than any real consideration of what was urgent or needed for the people of the ward. The reasons behind could be:</p> <p>i) Sense of rush to implement changes to the system ii) Inconsistency on the approach from ward-to-ward – heard different community involvement officers worked in different ways iii) Changing goal-posts – some budgets were single year, then carried over suddenly – due to evolutionary nature of implementation iv) Ward profile simply a document – no deeper analysis available, offered or undertaken, or encouraged to be undertaken. Do we have access to deeper officer resource to ask for this? <i>Agree - Officer responses not always timely and helpful – need to keep chasing</i> <i>Agree - Difficulty accessing and interpreting ward profile information</i></p> <p>Not always aware of community activity or needs if it has not been drawn to our attention. Some groups/parts of ward have louder voices than others so tend to be noticed more. <i>Agree - New people in new roles (Cllrs & officers) so lack of local knowledge</i> <i>Agree - Officer responses not always timely and helpful – need to keep chasing</i> <i>Agree - Difficulty accessing and interpreting ward profile information</i></p> <p>We have recently had a change of officer responsible for Guildhall Ward after our previous officer – Joe Ashton – left the council. It always takes time for a new person to catch up with things, and certainly get to know the ward. But I think we have a fast learner. - <i>New people in new roles (Cllrs & officers) so lack of local knowledge</i></p> <p>Ward profile info is ok but not necessarily helpful. Identified 3 themes with a number of possible priorities for each. Consulted on those priorities in order to narrow them down. 6 were agreed. Problem of consultees not really representative of ward - usual suspects and organised groups only. It has been difficult to manage the change in officer support staff and there were some handover issues. The team appears overstretched.</p>	<p>Agree -</p> <p><i>Agree</i></p>
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Stage 2 Responses - Ward Committee Meetings

Feedback

Officers are very willing to attend meetings and very helpful when they do
We can usually all agree on dates for meetings if we look hard enough!
As ward councillors, we are in touch with each other regularly

A good variety of meeting formats and venues have been used in the past – the key seems to be having interesting topics of local relevance

We have suffered from occasional low attendance and under representation of certain sectors. On the whole we have been effective at this element probably because we are 3 Labour councillors in one ward and had few of the issues cited in the questionnaire.

Publicising Ward Committee meetings is difficult. Perhaps a budget for flyers could be agreed.

Publicity has in my experience been pathetic. It's no good putting a few leaflets up the week before a public Ward Committee meeting. Ward Cllrs need to be more involved in this – I'm sure others would be willing to join in. Working in a split ward brings its own problems and disadvantages which, in my experience, many officers totally fail to understand and address.

After some initial struggles, we as ward colleagues manage to discuss and agree on meeting dates and agendas, though a planned programme of dates and accompanying outline of agendas has yet to be achieved. Some clear standards for communications between officers and members need to be outlined, discussed and agreed. Logistical support needs improving - officers need training. Social media is not the answer to everything. We need to give more notice of events and longer lead in times. Setting the meeting agenda needs to be done in conjunction with officers not solely by Cllrs. Minutes of previous meetings need providing sooner not just a few days before the next meeting.

Ward Committee meetings need to be publicised in a variety of ways, and not just through social media.

The Community Involvement Officer supporting my meetings provides very useful support in facilitating meetings and has a good understanding of the local community. Some Councillors do promote their Ward Committees individually, but we need to ensure that this activity overlaps to other Council publications such as 'Our City'.

I think we need to determine the dividing line between 'logistical support' and the Ward cllrs' responsibility to decide when and where. I've asked for work to be undertaken into booking a ward committee but no action taken – is this because in fact – as a councillor - I'M supposed to suggest the exact date, time, format, or should it be a collaborative process?

Because this approach is informal, the impetus is lost in ensuring a regular cycle of setting meetings during the municipal year.

I think this approach may work well for single member wards where there are only two people to co-ordinate. Where wards have three cllrs with different styles and/or different political parties, it's a recipe for indecision. I think that rather than the officer responsibility being simply 'logistical', there should be a more managerial aspect in ensuring the councillors live up to their responsibilities and ensuring a regular cycle of meetings rather than waiting for us to make our minds up.

The 'early feedback' above seems to place a lot of initial 'blame' on the cllrs, but this appears to not understand the difficulties in co-ordinating three "leaders" – we are not a hive mind! That's why the officer should take lead. Even once we are at the ward committee meeting, I have felt a bit adrift in not fully having all the information necessary at hand to do the feedback, priorities and funding aspects.

Agree - Cllrs do not collectively agree a date for the meeting

Agree - Cllrs to not respond to emails or telephone calls

We have received excellent officer support.

We have publicised Ward Committee meetings via a number of routes – our newsletter, community noticeboards, websites, Facebook, Twitter. We support moves to improve communication with residents, eg through the new My Account functionality.

We have encountered no issues with agreeing meeting dates.

We have trialled some different formats for Ward Committee meetings, and have found that our residents prefer a more 'formal' structured meeting, where residents can hear others' views and contribute to discussions.

It is very difficult to collectively agree to be able to meet sometimes to arrange the format as to how a meeting should progress and in what style.

I believe for more residents to engage and attend Ward meetings they need to be updated ie venues changed from Church Halls to perhaps a local cafe or a room in a pub.
 Agendas need to be more interesting and we need to try to update the way we contact residents emails as opposed to leaflets (if available)

Attending meetings is not usually a favourite activity for residents so attendance tends to be poor. Those that do attend tend to be the same faces with their own issues and priorities so the same subjects can be discussed every time. The idea of a Ward Committee meeting does not seem to be the best way of obtaining a representative sample of residents so can't be an effective way of learning about priorities. We do use social media to publicise but does not result in greatly increased attendance.

Agree - Specialist officers not attending ward meetings when required

Agree - Cllrs do not collectively agree a date for the meeting

Agree - Cllrs to not respond to emails or telephone calls

The only group who are often difficult to get to attend ward meetings are the police. They have much less flexibility with their shift patterns, and so unless the date of the meeting is built around their timetables they cant always be there.

Where the meeting is held influences the level of attendance - some venues in the ward have accessibility issues and some are not affordable. We have a rota for chairing. We have held committee stlye meetings and run workshops with differing results. Residents expectations are sometimes not realistic We have also done walkabouts to gather casework. Range of officers and external reps invited e.g. Police but attendance has not always been good. To help address officer attendance issues, videos/presentations could be produced for use in multiple wards. Publicising meetings is also difficult

Stage 3 Responses - Ward Funding

Feedback

We have not tried cross ward funding any schemes but would be prepared to consider doing so. We have not had any badgering by city wide organisations
 We have had no comments re the new process of applying for funding which seems to work well. We have had no problems with collectively agreeing on ward funding spend. There have been few delays
 Councillors visit funded groups anyway in the course of their ward work
 We have not had experience of trying to implement a complex scheme

Other than the changes to this by CYC staff we have managed our budgets relatively well and those seeking funds have had a relatively straight forward time of it. We have not had any issues with collective agreement or indecision but have as yet received limited information on accountability. Much of that is down to the fact that this has been slow to roll out due to changes to the process, late inception of the process and necessary time between meetings.

The new approach to asking city wide organisations to work in our ward will be very useful. We ask every grant recipient to confirm what they've done with the funding, and whether they've delivered their planned outcomes.
 The funding for highways work is so small in comparison with typical costs that it's almost not worth having!

I am ignoring the early feedback responses here – these are essentially negative. The system is perfectly workable but it needs competent management from an officer perspective – after all officers are the 'drivers' of this approach from an administrative point of view. I must say that the provision of effective management of the neighbourhood support team has appeared to be an incredibly intractable problem. This stage is haphazard at best.
 Communication is poor. Cllrs need to be kept informed so that they can respond to queries from applicants. We need to know when an application has been signed off and passed on for processing and we need to know when the funding has been released.

The system should be as simple as possible to give Councillors the flexibility to allocate grants, commission projects, and put forward ideas for Highways schemes. I like the idea of developing cross-ward funding solutions.
 Highways Officers need the capacity to give costings and options for highways schemes.
 Agree - *Information on costings for schemes - some schemes turn out to be so complex that they appear to break the system*

There's something fundamentally missing in the division of responsibilities above: advertising the application process. Do groups know what's available? Are you relying 100% on councillors putting forward ideas? If so, then this is a recipe for vanity funding on what the cllr considers important. (or good for their voters) rather than what's right for the ward priorities.

The result is that the ward funding becomes just a grant scheme for charitable groups to get extra funding. When the "devolution" of funding to ward was announced, the rationale was so that local people could decide how to spend money in their wards according to local priorities – NOT councillors' own vanity and NOT as a grants scheme. Again, I feel the officer list of responsibilities lets themselves down – I do feel that the officers have the opportunity to be much more than simply an admin assistant – they can, alongside the councillors, be the hub and heart of their areas.

Agree - How to proceed when there is no collective agreement on how to spend the ward money

Agree - How do delays in the decision making process affect organisations

Agree - How to Cllrs maintain contact with funded groups to ensure accountability / value for money

As a Ward Team we have sought to provide the space for discussion and agreement on funding bids, going back to bidders to request more information where necessary. This has worked well in enabling us to build consensus. Local voluntary organisations seem happy with the way things are going. Where there have been time-critical bids for funding, we have circulated these by correspondence for review.

Successful bidders attend Ward Team meetings, so there is a feedback loop there. We also ask bidders to present at Ward Committee meetings so that the wider community are kept informed.

We recognise that there is a finite amount of officer capacity, and feel that the more streamlined approach to securing quotes should help.

Information on costings for schemes - some schemes turn out to be so complex that they appear to break the system.

Too long a process from ideas to funds been processed.

Organisations need a quicker response in case they need to seek alternative funding. Easier and quicker to get costings perhaps a network system between wards so things do not get duplicated.

Agree -

Difficult to get genuine community groups to apply. Some city-wide organisations seem to think they have a right to large sums from various wards. Members seem to be expected to have the expertise and time to instigate and run projects when this is really a task that should be done by somebody with the appropriate professional skills. There seems to be no requirement for the spending to be accountable or any performance indicators to evaluate success or otherwise. It appears to be a case of handing the money over then no more questions asked by officers. Resources have to be being taken away from city wide schemes where need could be prioritised - resulting in wards desperately looking for ways of spending money which could better have been used where most needed.

Agree - *Cross Ward funding – how to make it work - Joint commissioning is great but huge resource & management issues*

Agree - *City wide organisations badgering wards* Agree -

How to proceed when there is no collective agreement on how to spend the ward money

Agree - *How do delays in the decision making process affect organisations* Agree -

How to Cllrs maintain contact with funded groups to ensure accountability / value for money

It has always seemed to me that many organisations do not work exclusively in one ward – even if tied to a local community these will often cross ward boundaries. So useful to in some cases to get an agreed policy with a neighbouring ward. Eg we had a useful meeting with Micklegate councillors about how to manage City Centre issues around cutting the grass on the city walls, and managing city centre flower beds. But I do think these are not always easy to arrange. I do find some of the tight criteria around what can and cannot be funded difficult to work within. It might be more sensible to have a system of making these funding applications to a central pot that could process them all regardless of limitations as to ward benefit.

Agree - *Cross Ward funding – how to make it work - Joint commissioning is great but huge resource & management issues*

Agree - *City wide organisations badgering wards although I would not call it “badgering”*

Agree - *How do voluntary organisations feel about the new process of applying for ward funding*

Application form for funding could be improved - it should ask which priority/ objective it aims to achieve. Form should also include targets so that providers know how to record their performance for reporting back. Cllrs would benefit from feedback form officers on what would be considered value for money and from officer recommendations. It would also be helpful if each ward page contained monthly funding spends. Group who have bid for funding need to be given regular updates on their applications.

Stage 4 Responses - Ward Action Plans

Feedback

Tracked progress is helpful as would the tracking of spend per ward if it could be regularly reported to ward councillors

Talking has been appropriate and productive

Time scales are sometimes unclear but this can usually be resolved

This is a large amount of work especially when considered against our many other responsibilities. I am so behind on it that I am not even sure if we are on track and do not have the time to check so rely heavily on our staff support.

We haven't as yet attempted an action plan!

We do not have an Ward Action Plan. If one is to be effectively maintained and delivered, this requires far more work than has so far been put into the project by officers. It also requires training in communication and co-operation for members in split wards (officers might find this useful too)

Some consistency in officer support would be welcome – our ward has had 5 neighbourhood officers in the past 3 years and of these only 1 has been with us for any length of time. This has been a significant factor in the poor level of progress to date. Better preparation is needed ahead of ward team meetings and better communication. Cllrs need to be given a heads up of whats on facebook etc. A split ward will bring its own problems in defining an action plan but again these can be overcome. Driving the Action Plan will only happen if having an Action Plan is one of the objectives.

We should look at how we communicate to all Councillors. If factsheets aren't getting through, how do we share best practice – for example by publicising good ward action plans around wards and Councillors.

I've never seen a copy of a ward action plan – in any format. I didn't even know this was a requirement.

We don't have ward team meetings often enough for any real, accurate tracking of progress. I don't really have anything further to say on this because I think this action plan is probably non-existent in my ward, so none of the responsibilities listed above are therefore fulfilled.

<p>If this experience is the same elsewhere then it probably means ward funding is being allocated on basis of councillors' personal vanity. <i>Lack of tracked progress makes it difficult for Cllrs/officers to keep partners engaged</i> <i>Agree - Too much talking without any action (relevant to all stages of the process)</i> <i>Agree - Timescales for schemes are not always clear</i></p>	<p>Agree - We have Ward Priorities which inform our consideration of funding bids and the schemes that we commission. We do not have a formal 'Action Plan'. Again this is the timescale involved, the longer the process is the more time is taken up by officers and Cllrs - Communication is key . Highlight to other Cllrs good positive plans put into action in wards across the city. More bureaucracy endlessly repeated in every ward. Lack of team members with the time and motivation to be actively involved. Officers desperately over-stretched trying to manage multiple wards. <i>Agree - Lack of tracked progress makes it difficult for Cllrs/officers to keep partners engaged</i> <i>Agree - Too much talking without any action (relevant to all stages of the process)</i> <i>Agree - Timescales for schemes are not always clear</i></p>
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Stage 5 Responses - Ward Team Meetings

Feedback

Finding mutually convenient dates has sometimes been a challenge but has always been achieved.

Councillors have always been engaged in the process which works well

As parish as well as city councillors, this has not been a problem

Ward team members sometimes fluctuate but are usually representative and it is always good to welcome new faces round the table

Occasional meetings are missed by a councillor due to another engagement, but very few.

Same response as for stage 2.

Sometimes people don't attend ward team meetings, particularly when we're trying to deal with procedural actions, such as reviewing budgets.

People also don't want to be involved in identifying savings / cuts.

All of these matters can be handled, with a little co-operation and some patience, between officers and members.

But this requires a consistent support person and probably attending some training together.

It would be helpful for split wards to agree which member is to chair the Ward Team for say a municipal year

(chairing of Ward Committee meetings can still be done on a rotating basis). The circulating of meeting dates is

happening too late and choosing dates for the meetings and inviting the appropriate ward team members should be

a joint officer/Cllr responsibility.

Councillors and officers need to continually work to encourage attendance at ward teams and Committees.

Councillors can for example consider giving a theme to their meetings or inviting specific people to attend.

The Parish Councils in my area are very positive and engaged with the new system.

Once again, I feel the division of responsibilities is unfair – especially as the officer is based in their role full-time,

whilst councillors are working part-time.

Again also, the 'early feedback' focuses too much on Cllrs being the problem.

I really would like to see the Community Involvement Officers being Community Involvement Managers.

Sometimes I feel the officers' approach to multi or mixed member wards appears to treat them as a hive mind rather

than three individuals with varying responsibilities. In a three member ward, the agreement of two members for

anything should be sufficient.

Agree - Cllrs struggle to identify mutually convenient meeting dates

Agree - Officers struggle to set meetings up due to lack of Cllr engagement

<p>Ward Team meetings are constructive and enjoyable. They provide a platform for sharing information and issues, and are very valuable for the councillors in particular. We don't have parish councils, so it is an important forum for us.</p> <p>There is a Ward Team e-mail circulation list which is used to keep everyone informed in between meetings.</p> <p>I think if regular fixed dates were organised ie 1st Tuesday every 2mths, it would encourage attendance with guest speakers, demonstrations etc.</p> <p>Partners are expected to attend ward teams yet they may have involvement across various wards – they're expected to attend various meetings and maybe duplicating the work. Not a good use of the time of very busy partners.</p> <p><i>Agree - Cllrs struggle to identify mutually convenient meeting dates</i></p> <p><i>Agree - officers struggle to set meetings up due to lack of Cllr engagement</i></p> <p><i>Ward Teams are not representative of the community</i></p>	<p><i>Agree -</i></p>
<p>I think the issue around Ward Teams is difficult to nail. We have some regulars from the community who do come quite regularly, but they are not representative of the whole ward. We try to identify specific issues that will interest specific people, but it is not always easy to anticipate correctly, And there are large parts of the ward that have no representation and whose voice is not heard.</p> <p><i>Ward Teams are not representative of the community</i></p>	<p><i>Agree -</i></p>
<p>We upload action plan onto ward page after every team meeting. Turnout is usually around 5-12. Each meeting is focussed on a particular objective and meeting dates are diarised</p>	

Stage 6 Responses - Feedback to Residents

<p>Feedback</p> <p>Notifying residents of the dates of ward meetings and agendas via council published documentation could be reviewed and improved</p> <p>No problems here in getting information out via notice boards and social media</p> <p>We have managed this as effectively as possible. Reading the 'Cllr Responsibility' notes I believe this is a completely unrealistic expectation given our many other commitments. We have really only been able to achieve this via ward meetings to those who attended and via staff support and if applicants attended other events we manage in the ward.</p> <p>We involve all grant recipients in our ward team, and provide opportunities for groups to publicise their activities at ward committee meetings.</p> <p><i>Need to improve the way we communicate with residents</i></p> <p>Of course, this is necessary – but there's not much evidence of it so far. Officers might find it difficult to entrust members to "visit recipients of funding to ensure constant support and monitoring" unless the present officer/member relationship is changed.</p> <p>I agree that case studies and reports should be provided more frequently on ward pages.</p> <p>I think the onus of responsibility on the councillor(s) here is far too much and should be more informal. Sure, councillors can do informal sharing of information, but as "community involvement" officers, I do feel the engagement with recipients of funding should lie with the officers.</p> <p>The application process should also be more automated in making one condition of funding a requirement that the recipient provide a report back to the ward team/committee on how funding has been used – with evidence. I don't really understand how you can expect councillors to undertake "constant" support.</p> <p><i>Agree - Need to improve the way we communicate with residents</i></p> <p><i>Agree - Lack of understanding of who can get information on notice boards and the internet etc</i></p> <p>We keep residents informed through a number of channels:</p> <ol style="list-style-type: none"> 1. Ward Team and Ward Committee written reports on the Ward News page of the CYC website, along with regular councillor update reports 2. Our local newsletters 3. Engagement with community groups in the course of our councillor duties 4. Community noticeboards <p>We need to continually evaluate how we feed back to residents and ask their views.</p>
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Don't think the notice boards are used to their full advantage due to out of date information, lack of information . Insufficient keys to allow more access to notice boards. Many look old and tatty. Not inviting to read. Need to communicate through a variety of ways ie social media ,websites local shops and noticeboards.

Not reasonable to expect members to be visiting recipients of funding – the scheme should be monitored but by people with relevant skills, and members cannot always offer any more than any amateur volunteer as they are not experts. Communication is always a problem – the public are often disinterested unless it is their particular enthusiasm. People are not guaranteed to read either notice boards or websites so unless we can get free press coverage it is very difficult.

Agree - Lack

of understanding of who can get information on notice boards and the internet etc

Guildhall ward is increasingly getting more difficult to reach all residents, in part because a significant part of it is not available to reach by traditional means such as putting a letter or notice through a door. We have a number of “gated” communities. Even communicating ward surgeries can be difficult to manage and a regular council bulletin is much missed.

Agree - Need to improve

Agree - Lack of understanding of

the way we communicate with residents

who can get information on notice boards and the internet etc

Roles Responses

<p>Feedback</p>
<p>We have not had any problems with any of these areas</p>
<p>I believe our residents who are aware of this process would say we have done fairly well at achieving the goals outlined but it has not been possible to engage with the entire ward on this and therefore can only be true of the objectives and problems that have been outlined to us.</p>
<p>Sometimes it's difficult to avoid role reversal between councillors and officers</p>
<p>This again needs a very different approach from both sides of the equation. There is limited officer support and members need to understand how best to work with and engage officers, just as much as officers do with members. Again, we need to define and then understand the different terms introduced above – not entirely sure how the role of “custodian” fits in this context, while the words “SUPPORT” and “LEADER” need to be seen in a more interchangeable way. Officers need training to be able to better liaise with other council staff</p>
<p>This is the fundamentally weak area of the whole new ward committee process. Being frank, the whole system is biased to one or both of:</p>
<ul style="list-style-type: none"> - Councillors who have the time to work as councillors nearly full-time (e.g. don't have full-time careers or carer responsibilities)
<ul style="list-style-type: none"> - Parished areas or areas with a multitude of residents associations – these areas are far more able to bring in volunteer resource, ideas generation and where to allocate funding. The roles are defined as 'SUPPORT' and 'LEADER' but everything I've read in the above boxes seem to point to not 'LEADER' but 'MANAGER' and this is also where the system fails, when you're expecting the councillors not to be figureheads but to take on the lion's share of co-ordination, engagement, administration and direction.
<p>My definition of leader is simply someone who guides and inspires a group of hard-working individuals, but doesn't manage and dictate. Additionally for the role of councillor, it says 'person-with-the-plan' which means the original language is fundamentally biased towards single member wards. Councillors in multi/mixed member wards are not a hive mind, and so this language needs to reflect that.</p>
<p>We understand our roles and that of officers.</p>
<p>Not always sure from whom or where to get information from.</p>
<p>Both Cllrs and Officers both benefit from communication, its a two way working partnership</p>

When Linsay Cunningham was the cabinet member for communities, she was leading on work around neighbourhood models of working – and moving towards, I believe, ‘model five’ where the Ward Team LEADS the work and the councillors may be chairing this or being part of this, but the neighbourhood group collectively works towards this end. I felt so strongly that this far better encourages community working and engagement. The system now introduced seems to go all the way back, regressively, to ‘model one’ where the audience may be sat in a theatre style seating arrangement whilst the councillors sits behind a table and dictate everything. I feel sad that this appears to be happening.

Agree - Cllrs not understanding their role

Agree - Cllrs have not got the time to fulfil their role

Agree - Not all Cllrs have the necessary skills

Agree - Confusion of roles

Agree - Cllrs awareness of supporting information/documents and access arrangements

What is expected of councillors is overwhelming and confusing. Being a councillor is not a full-time job and these expectations to be a project manager and monitor is too much to expect.

Agree - Cllrs not understanding their role

Agree - Cllrs have not got the time to fulfil their role

Agree - Not all Cllrs have the necessary skills

Agree - Confusion of roles

Agree - Cllrs awareness of supporting information/documents and access arrangements

The Cllr role is understood, but sometimes it has to be balanced against the needs of the wider community and indeed the city, and the role has become more challenging over the years. One used to be able to do it and work full time. Now I think it is more difficult.

I wish there was more respect for the variety of skills Councillors bring to their role. Community engagement is a skilled role, and not everyone has the necessary skills or the time and desires to acquire them. But there are other very valuable skills which Councillors can bring to their role and all have an important place within the organisation. I am sure there is confusion of roles all the time and both sides should never promise more than they know they can give.

Time is an issue, the Cllr role takes up too much time - I would prefer a centralised system and in these financial times I don't think the current approach is the right one. This approach provides the opportunity for misrepresentation of funds by Cllrs seeking re-election.

General Responses

Feedback

We are parish as well as ward councillors so other funding sources are clear to us and can be aligned where appropriate.

We are used to getting updates in work planned within the ward and officers respond to our enquiries

We support the model and feel that the questions above paint a very negative picture of what is a good and effective system, with decisions being made by ward councillors and residents in a very positive way

We think some case studies or examples of what has worked well would be useful but we do not think a forum is needed – councillors have enough meetings to attend and the system is well established and understood.

I agree with all the above points but would add that the timescales involved in this were unrealistic especially as it took months to get off the ground. The expectations of the outcomes were unrealistic given the limited resources to engage the whole of our communities in terms of time and ability to reach them. I would say we are probably going to find that the perpetually active residents and groups have done well out of this and the disengaged and hard to reach have not. More time and more support will be needed to change this.

Agree - How do we align other council processes to enhance community projects e.g. 106 payments & play capital scheme

Agree - Poor joint working with other teams across the council

Agree - Unaware of other planned CYC work scheduled for wards

Agree - Delays in officer responses from council teams e.g. Highways Team

Agree - Not enough officer resource to support the system

Agree - Cllrs unsupportive of the model and processes

Agree - We need a forum for Cllrs to share good practice

We depend on a range of people providing information about what the council is doing or planning in our wards. That information on S106 or highways priorities is not always available at the point we need the information.

Agree - How do we align other council processes to enhance community projects e.g. 106 payments & play capital scheme

Unaware of other planned CYC work scheduled for wards

Agree - Delays in officer responses from other council teams e.g. Highways Team

Agree -

My view is very firmly that we have a system which offers great potential for increased officer involvement and for member engagement. But the questions in this survey illustrate just how far we have to move from a persistently regulation-based and traditional officer/member division of roles if we are to meet the challenges posed by 21st century society. The questions also underline how much this authority needs to move away from silo-based thinking and management approaches if it is to find solutions by working with residents as opposed to doing things 'to' or 'for' them.

Agree - 'Some' Cllrs unsupportive of the

model and processes

The new Ward Committee system with additional local funding is a welcome way to engage with residents and local community groups.

The system is bedding in and officers from across all areas of the Council need the capacity and the understanding to provide the necessary support.

We need to review how communication to Councillors, Ward Committees, and officers can continually be improved. I was delighted this year to have been able to use ward highways funding, a ward grant, and estate improvement funding on a project to significantly improve an area in my ward – something that has not been possible to bring together for years. This is just one example of how a pro-active ward Committee team can bring about improvements for local communities.

Agree - Delays in officer responses from other council teams e.g. Highways Team

The whole system was introduced in a scatty, barely-formed process, with bolt-ons added on halfway. It was declared a success (with no evidence) and further bolt-ons added to the ward funding process. Councillors with the time and resource to slot into the determined managerial roles have prospered – particularly if they represent areas where there is a high level of engagement and local organisations/resources to assist with projects.

Other areas, where councillors work full-time and represent areas of low engagement, are being rapidly left behind and the system is failing them.

The Labour Group, in their budget amendment last year, budgeted for greater volunteer capacity building. This was because we recognised that if this system is to be a success across the WHOLE city, then we need to understand the best ways to galvanise volunteers, engage them, and bring them on board. I don't think the council has dedicated anywhere near enough resource to make a devolved system of funding a success, and therefore it's failing in many areas. The result of this is, inevitably, that councillors increasingly have the sole responsibility for where thousands of pounds of taxpayers' money are being spent – on their own whims and without a full evidence base of need. It's basically become a vanity grants scheme for local groups. Because funding is already being allocated to wards on a 'per capita' basis and not on basis of need, this further distorts the fairness of the system and drives funding away from essential need and towards vanity.

This is why I'm also hugely concerned about value for money. In a time when the council is facing massive budget cuts, by devolving funds to local areas without any stringent, robust process of determining proper need, I think we are letting the taxpayer down on delivering value for their money. In the meantime, the original aspiration: to offer local people the chance to allocate funding locally on local need has been completely side-lined.

I'm cynical about the whole process because I think it serves "full-time" councillors better than it serves the needs of residents.

working with other teams across the council

Agree - Unaware of other planned CYC work scheduled for wards

Agree - Delays in officer responses from other council teams e.g. Highways Team

Agree - Not enough officer resource to support the system

Agree - Cllrs unsupportive of the model and processes

Agree - We need a forum for Cllrs to share good practice

We feel that the new approach has energised local engagement and involvement, and in particular has helped to empower volunteer groups who we increasingly rely on to make things happen locally where the council has had to pull back. For the system to work, councillors need to be proactive and engaged. We feel that appropriate lessons have been learned from the first year, eg streamlining processes for obtaining bids. We can point to some really positive achievements that would not have happened without the ward funding system now in place.

Agree - Delays in officer responses from other council teams e.g. Highways Team

We need to be able to communicate where there has been good practice in a ward hence there could be savings to be made so as not to duplicate resources.
 Many Cllrs afraid of trying anything new. This new system permits each ward to spend on what they need in their own ward.

Agree - *Poor joint working with other teams across the council*

Agree - *Unaware of other planned CYC work scheduled for wards*

Agree - *Delays in officer responses from other council teams e.g. Highways Team*

Agree - *Not enough officer resource to support the system*

Agree - *Cllrs unsupportive of the model and processes*

I don't know. Do we know what particular benefits are likely to come about because of the focus on ward based working.

Council wards are artificial constructs – not necessarily reflecting true communities, and frequently change quite arbitrarily due to the machinations of the Electoral Commission. At a time of huge pressures on Council budgets, which are not going to go away any time soon, are we absolutely sure that this is the most effective use of Officers and Councillors time. Identifying priorities in your ward is one thing – then subsequently managing the budgets for that work is another.

Section 106 monies is an issue. Better briefings are required from officers on ward level issues for ward cllrs. Ward Cllrs are not always kept informed or consulted, particularly following an election when there may have been a change to the ward Cllrs i.e. new Cllrs need a heads up on ward schemes that have been consulted on previously but not yet implemented. In regard to this new process, there should have been better consultation and a trial before full implementation.

Feedback on	Issued Raised	CET Response
Identifying Ward Priorities	Frequent changes of Neighbourhood Officer allocation does not help build up local knowledge	This is achieved through Officer Handover and Ward Cllr Support
	4 officers in support in the last 15 months and there has been little of no handover each time	
	The ward profile is readily available and could be used better to plan future work	Profiles are updated on a quarterly basis and uploaded on the council website. A Member Briefing has been arranged for 22 Nov 2016 to assist Cllrs in interpreting the data.
	We have identified our ward priorities, but they don't easily relate to the available information	
	How often is ward profile info updated and how are Cllrs expected to know when this has happened	
	Ward profile simply a document – no deeper analysis available, offered or undertaken, or encouraged to be undertaken. Do we have access to deeper officer resource to ask for this	
	Ward profile info is ok but not necessarily helpful	
	Split wards bring their own set of problems - Officer/Member relationships and learning to work together	Discussion Point - Communication
	Officers also need training on communicating with the public.	Part of job specification
	Different community involvement officers worked in different ways	All officers receive the same training and information and are expected to adapt their style of working to suit the needs of the ward
New Cllrs may need assistance in defining Ward Priorities	Case Study A - Identifying Ward Priorities (Guildhall)	
Officers need to be more pro-active in their wards and let Cllrs know when they are in the ward.	Discussion Point - Managing	

	Not always aware of community activity or needs if it has not been drawn to our attention.	Expectations
Feedback on:	Issued Raised	CET Response
Ward Committee Meetings	We have suffered from occasional low attendance and under representation of certain sectors.	Case Study B - Publicising Meetings (Heworth Without). NB: 'Our City' no longer exists
	Publicising Ward Committee meetings is difficult. Perhaps a budget for flyers could be agreed	
	Publicity has in my experience been pathetic	
	Ward meetings are not well attended	
	Some Councillors do promote their Ward Committees individually, but we need to ensure that this activity overlaps to other Council publications such as 'Our City'.	
	Social media is not the answer to everything - Ward Committee meetings need to be publicised in a variety of ways, and not just through social media.	
	We need to give more notice of events and longer lead in times.	
	Attending meetings is not usually a favourite activity for residents so attendance tends to be poor. Those that do attend tend to be the same faces with their own issues and priorities so the same subjects can be discussed every time.	Case Study C - Alternatives to Meetings (Fishergate & Strensall? Walkabouts)
To help address officer attendance issues, videos/presentations could be produced for use in multiple wards.	This may be possible for some issues - needs further consideration to understand the resources required	
Working in a split ward brings its own problems and disadvantages which, in my experience, many officers totally fail to understand and address.	Discussion Point - Communication	

Minutes of previous meetings need providing sooner not just a few days before the next meeting.	Only one formal meeting and the Minutes go on the council website
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Feedback on:	Issued Raised	CET Response
Ward Committee Meetings	Some clear standards for communications between officers and members need to be outlined, discussed and agreed.	Discussion Point - Managing Expectations
	Logistical support needs improving - officers need training.	
	Setting the meeting agenda needs doing in conjunction with officers not solely by Cllrs	
	I think that rather than the officer responsibility being simply 'logistical', there should be a more managerial aspect in ensuring the councillors live up to their responsibilities and ensuring a regular cycle of meetings rather than waiting for us to make our minds up.	
Ward Funding	We have not tried cross ward funding any schemes but would be prepared to consider doing so.	Case Study D - Cross Ward Funding (Clifton & Clifton Without & Rawcliffe)
	Many organisations do not work exclusively in one ward – even if tied to a local community these will often cross ward boundaries. So useful to in some cases to get an agreed policy with a neighbouring ward.	
	Joint commissioning is great but huge resource & management issues	
	The bureaucracy around the ward highways part of ward funding is cumbersome and long winded	Highways Fact Sheet & 2 Briefings have already been provided. Officers have also introduced a process to manage the highways scheme requests.
	The funding for highways work is so small in comparison with typical costs that it's almost not worth having!	

The system is perfectly workable but it needs competent management from an officer perspective – after all officers are the ‘drivers’ of this approach from an administrative point of view.

Discussion Point - Managing Expectations

Feedback on:	Issued Raised	CET Response
Ward Funding	Need to speed up the process of processing grants so that funding is made available sooner	There is an Veritau audit ongoing of the mechanics of the process from start to finish, which will identify areas for improvement. CET will review their processes in light of Cllrs feedback from this review and the Veritau findings. Officers will also review the way successful funded ward schemes are reported.
	The system probably needs a complete overhaul as the distribution of funding is quite complicated and, therefore, causes a considerably unnecessary workload for Officers and Councillors alike	
	Keeping end user informed of when the funding will be made available	
	This stage is haphazard at best. Communication is poor. Cllrs need to be kept informed so that they can respond to queries from applicants. We need to know when an application has been signed off and passed on for processing and we need to know when the funding has been released.	
	Tracked progress is helpful as would the tracking of spend per ward if it could be regularly reported to ward councillors	
	Too long a process from ideas to funds been processed - Organisations need a quicker response in case they need to seek alternative funding.	
	Easier and quicker to get costings perhaps a network system between wards so things do not get duplicated.	Working Group
	Form should include targets so that providers know how to record their performance for reporting back.	Additional question could be added to the form asking applicants to indicate how they will measure success and report back.
	There seems to be no requirement for the spending to be accountable or any performance indicators to evaluate success or other wise. It appears to be a case of handing the money over then no more questions asked by officers	

Feedback on:	Issued Raised	CET Response
Ward Funding	There's something fundamentally missing in the division of responsibilities above: advertising the application process. Do groups know what's available? The result is that the ward funding becomes just a grant scheme for charitable groups to get extra funding. When the "devolution" of funding to ward was announced, the rationale was so that local people could decide how to spend money in their wards according to local priorities – NOT councillors' own vanity and NOT as a grants scheme.	Case Study E - Engaging Residents in Funding Decisions (Westfield & ??)
Ward Action Plans	Some consistency in officer support would be welcome – our ward has had 5 neighbourhood officers in the past 3 years and of these only 1 has been with us for any length of time. This has been a significant factor in the poor level of progress to date.	Discussion Point - Working Together
	This is a large amount of work especially when considered against our many other responsibilities. I am so behind on it that I am not even sure if we are on track and do not have the time to check so rely heavily on our staff support.	Case Study F - Action Plans (Dringhouse & Woodthorpe) Plus Application Form & Guidance. In addition, an annual letter and review form is sent out to all those in receipt of ward funding. In the future, this information will be shared with wards annually to promote good practice
	We do not have an Ward Action Plan. If one is to be effectively maintained and delivered, this requires far more work than has so far been put into the project by officers	
	I've never seen a copy of a ward action plan – in any format. I didn't even know this was a requirement.	
Highlight to other Cllrs good positive plans put into action in wards across the city.		

We have Ward Priorities which inform our consideration of funding bids and the schemes that we commission. We do not have a formal 'Action Plan'.

Feedback on:	Issued Raised	CET Response
Ward Team meetings	It requires training in communication and co-operation for members in split wards (officers might find this useful too)	Discussion Point - Communication
	Better preparation is needed ahead of ward team meetings and better communication.	Discussion Point - Managing Expectations
	I feel the division of responsibilities is unfair – especially as the officer is based in their role full-time, whilst councillors are working part-time.	
	In a three member ward, the agreement of two members for anything should be sufficient.	Discussion Point - Working Together
	Cllrs need to be given a heads up of whats on facebook etc	Each ward has a web page and a twitter account
	Sometimes people don't attend ward team meetings, particularly when we're trying to deal with procedural actions, such as reviewing budgets.	Case Study G - Partner Engagement (Guildhall)
	Partners are expected to attend ward teams yet they may have involvement across various wards – they're expected to attend various meetings and maybe duplicating the work. Not a good use of the time of very busy partners.	
Feedback to Residents	I think the onus of responsibility on the councillor(s) here is far too much and should be more informal. Sure, councillors can do informal sharing of information, but as “community involvement” officers, I do feel the engagement with recipients of funding should lie with the officers.	Discussion Point - Managing Expectations
	Don't think the notice boards are used to their full advantage due to out of date information, lack of information. Insufficient keys to allow more access to notice boards. Many look old and tatty. Not inviting to read.	Case Study H - Use of Noticeboards (Wards?)

Feedback on:	Issued Raised	CET Response
Feedback to Residents	The application process should also be more automated in making one condition of funding a requirement that the recipient provide a report back to the ward team/committee on how funding has been used – with evidence.	An additional question could be added to the form asking applicants to indicate how they will measure success and report back.
Roles	Not always sure from whom or where to get information from.	CET officer first point of contact
	CET Officers need training to be able to better liaise with other council staff	Update Paper to CMT re neighbourhood model highlighting implementation and barriers
	Sometimes it's difficult to avoid role reversal between councillors and officers	Discussion Point - Working Together
	We need to define and then understand the different terms introduced above – not entirely sure how the role of “custodian” fits in this context, while the words “SUPPORT” and “LEADER” need to be seen in a more interchangeable way.	
The Cllr role is understood, but sometimes it has to be balanced against the needs of the wider community and indeed the city, and the role has become more challenging over the years. One used to be able to do it and work full time. Now I think it is more difficult.		
General	Need to review how communication to Councillors, Ward Committees, and officers can continually be improved.	Discussion Point - Communication
	We need to be able to communicate where there has been good practice in a ward hence there could be savings to be made so as not to duplicate resources.	

	Information on S106 or highways priorities is not always available at the point we need the information.	Factsheet & Briefing
	Section 106 monies is an issue.	
Feedback on:	Issued Raised	CET Response
General	Improve response times from service delivery officers in Directorates	Update Paper to CMT re neighbourhood model highlighting implementation and barriers
	New Cllrs need a heads up on ward schemes that have been consulted on previously but not yet implemented.	New & Improved Ward Cllr Induction

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Ward Committee Budget Decision Making

City of York Council

Internal Audit Report 2016/17

Business Unit: Communities and Neighbourhood Services
 Responsible Officer: Assistant Director – Communities, Culture and Public Realm
 Service Manager: Head of Communities and Equalities
 Date Issued: 28 November 2016
 Status: Revised Draft

	P1	P2	P3
Actions	0	1	3
Overall Audit Opinion	Reasonable Assurance		

Reference: 10980/003



Summary and Overall Conclusions

Introduction

On 30 July 2015 Executive considered and approved the council's new approach to community engagement. This new approach involved the re-establishment of ward committees to enable the council to work in closer partnership with residents in order to tackle local issues and increase community capacity. Amongst other responsibilities, ward committees are charged with drawing up ward priorities based on engagement with residents, agreeing expenditure and services and stimulating community schemes that meet local needs.

To support this effort the council invested significant resource in the form of a £925K funding pot allocated between wards. For 2016/17 a further £100K has been added specifically to assist wards with local environmental schemes, taking total spending power to over £1M. The devolved budgets available to ward committees comprise of a one-off and three recurring annual funding streams which can be used flexibly to address ward priorities and to support and develop community initiatives which benefit local residents and may reduce reliance on council services.

Objectives and Scope of the Audit

The purpose of this audit was to provide assurance to management that procedures and controls within the system ensure that:

- Expenditure addresses ward priorities and/or is supported by full and effective engagement with ward residents
- The quality of information available to ward committees (and the extent to which this information is being used) is sufficient to enable effective decision making
- The effectiveness of spending decisions is measured

The audit reviewed the procedures underpinning the approach rather than assessing the validity of the approach itself. It also involved holding discussions with a sample of ward councillors in order to establish the basis on which spending decisions have been made and the approaches that have been taken to engage residents in these decisions. While anecdotal evidence was heard, all findings presented are those which could be readily substantiated. Additional informal feedback has been provided to the service ahead of the publication of this report.

Key Findings

Overall a sound framework for the administration of ward funding was found to be in place but it was observed that the level of resident engagement across wards is not always satisfactory. Although it is not expected that wards operate identically, engagement is fundamental to the neighbourhood working approach and, without it, the system is at risk of breaking down.

A number of wards were selected as part of the audit to be reviewed in detail. Their selection was determined by a stratified random sample that grouped wards based on their total ward budget. The sample was discussed with the service prior to undertaking the audit to ensure that the sample would prove representative of the range of city centre, suburban, rural, single-member, parished, unparished, affluent and relatively impoverished wards that exist across the city.

Not all of the wards selected for review had formally agreed priorities or allowed sufficient opportunity for engagement in their formulation. Similarly, while some ward teams were found to have been making use of ward committee meetings to involve residents in proposed projects and schemes, this is not being done consistently. However, review of the grant application process revealed that all approved applications were justified and could be related back to ward priorities where possible. Spending decisions have also been routinely recorded on the register of ward committee funding decisions, providing a good level of transparency (although its presentation could be improved to allow for greater ease of searching and for the development of a lessons learned approach across wards).

It is clear that the council has put significant effort into publicising ward committee meetings but that this is mainly limited to the council website and to social media which may be excluding a significant proportion of ward residents.

In the main, it appears that ward profiles (documents produced by the council's Business Intelligence Hub containing important social and demographic indicators) have been helpful in the initial setting of ward priorities but that their use on an ongoing basis is limited. The primary use of the document has been to reassure ward teams that significant socio-demographic issues have not been overlooked when setting the priorities. Testing conducted to compare ward priorities to ward profiles provided support for the fact that these documents are used in priority setting and that the priorities being set are appropriate for the wards. Ward councillor experience of data provided by council departments and by ward partners varied markedly and, as such, it is not clear how important this information is to decision making.

At the time of testing only three of 10 grant recipients had returned final reports in support of their applications. The three available reports differed significantly in content and level of detail owing in part to the fact that there is not a template for the report, although expenditure had always been accounted for in this way. Some wards have chosen to use ward committee meetings as a forum for receiving information on the outcome of projects and this acts as a compensating control to an extent. However, as this is not a mandatory element or applied consistently across wards it is not effective enough on its own to negate the requirement for formal reporting.

Overall Conclusions

The arrangements for managing risk were satisfactory with a number of weaknesses identified. An acceptable control environment is in operation but there are a number of improvements that could be made. Our overall opinion of the controls within the system at the time of the audit was that they provided Reasonable Assurance.

1 Resident engagement

Issue/Control Weakness	Risk
Lack of engagement in ward priority setting and in spending decisions.	Inappropriate expenditure. Reputational damage.

Findings

Overall, it is apparent that the level of engagement in ward priority setting and spending decisions is not satisfactory across wards. While it is not expected that wards should operate identically, engagement is the cornerstone of the neighbourhood working approach and so minimum standards in respect of this must be achieved.

Based on the evidence gathered from ward councillors and ward web pages, it is clear that not all wards have set priorities in consultation with residents and also that not all wards have set priorities. Without consultation, it may be that the priorities set are not appropriate for the residents and, without formally agreeing ward priorities, it is difficult to see how consistent and informed decisions can be made on spending proposals. In respect of spending decisions, while some ward teams have used the ward committee correctly as a forum for involving residents in spending proposals, others have not. The ability for wards to take decisions at ward team meetings, although entirely allowable under the neighbourhood working approach, has had the effect of reducing the opportunity for engagement where wards have not made efforts to consult residents at ward committee meetings or through other engagement channels.

There is some limited evidence of other methods being used to engage residents in spending decisions but it is not clear how effective these have been or how often they are employed.

Agreed Action 1.1

Recommendations from the ward funding scrutiny review that is currently in progress will form the basis of future actions in this area.

Priority	2
Responsible Officer	Head of Communities and Equalities
Timescale	March 2017

2 Register of ward committee decisions on funding

Issue/Control Weakness	Risk
The register of ward committee decisions on funding is not readily accessible.	<p>Residents are not able to effectively scrutinise spending decisions.</p> <p>The benefits and efficiencies that could be derived from a lessons learned approach are not realised.</p>

Findings

All approved schemes recorded on the master spreadsheet were found to have been published on the council website as part of the register of ward committee decisions on funding. However, the presentation of this register as monthly scanned PDFs does not provide for easy searching either within or between documents. As a result, it can be difficult to find particular approved spending decisions or spending decisions by ward. The Communities and Equalities Team produces an Excel decision log and, if this were to be adapted for online publication, it would not only enable easier searching and hence greater transparency but could also facilitate a lessons learned approach by allowing ward teams to draw on the outcomes of projects from across wards.

Agreed Action 2.1

A refinement to the current system will be made, allowing the public easier access to the monthly decision log which will include the facility to search by ward. At the end of the current financial year the new system will be used to report on the activity across the whole of 2016/17. This will demonstrate the ability of the new system with a view to formally introducing it at the start of 2017/18.

Priority	3
Responsible Officer	Head of Communities and Equalities
Timescale	March 2017

3 Communication

Issue/Control Weakness	Risk
Communication media used to publicise ward committee meetings has limited exposure.	Ward residents are not aware of ward committee meetings and thus do not have the opportunity to engage in ward priority setting or spending decisions.

Findings

While there was evidence available to support the fact that the council has made efforts to communicate ward committee meetings to residents and that it has done so consistently, these efforts appear limited to internet and social media platforms and thus may exclude a significant proportion of ward residents. Communication to remaining residents is, therefore, reliant on the efforts of ward councillors which testing showed not to be consistent across wards.

Based on ward committee attendance figures alone it is not possible to establish whether or not the low attendance is the result of poor communication, a lack of interest on the part of ward residents or a combination of both. However, when considered alongside discussions with ward councillors, it appears that communication is not as effective as it could be and that this is at the very least a contributing factor in the poor attendance at ward committees.

Agreed Action 3.1

<p>The council’s Your Ward publication (which is delivered to every household in the city) will next be issued in January 2017. Community Involvement Officers are already working with ward councillors to set dates for meetings and events in advance so that, as far as possible, the publication can be used to publicise this to residents.</p>	Priority	3
<p>The publication will also feature a number of stories from across all wards, reporting on the projects and schemes that have been funded through the ward budgets. There will also be a feature promoting the ward funding process with details of how to apply and who is eligible.</p>	Responsible Officer	Head of Communities and Equalities
<p>In addition, any recommendations from the ward funding scrutiny review that is currently in progress will also form the basis of further actions in this area.</p>	Timescale	January 2017

4 Monitoring of scheme outcomes

Issue/Control Weakness

Final reports are not always produced.

Risk

Expenditure is not accounted for.

The effectiveness of spending decisions is not known.

Findings

Only three of 10 grant recipients sampled as part of the audit returned a final report. All but one of the applications for which there was no final report were made in the 15/16 financial year. Therefore, it is highly probable that the projects or initiatives have been concluded for a period of time greater than three months and thus a final report would be expected (even taking into account delays in their receiving funding). The reports received varied in content and level of detail. It was found that, although the council outlines the required content of the final report, there is not a report template.

A compensating control is the fact that three of the five wards tested were found to have used ward committee meetings as a forum for grant recipients to feed back on the outcomes of their respective projects or initiatives. In this way, councillors are able to establish whether or not ward priorities have been addressed as expected and if the project has been a success. This approach seems an appropriate method of accounting for project delivery but is not mandatory and thus the effectiveness of all spending decisions cannot be measured in this way.

Agreed Action 4.1

The Communities & Equalities team is currently designing a monitoring form that will be trialled with projects and schemes that are now complete. The design and content of the form will take into consideration the questions asked in the application stage of the ward funding process. Following feedback from this trial, a final form will be introduced at the start of the 2017/18 financial year so that applicants will not only complete the application form but will also have clear expectations as to what is required by way of monitoring.

Priority

3

Responsible Officer

Head of Communities and Equalities

Timescale

April 2017

In addition, any recommendations from the ward funding scrutiny review that is currently in progress will also form the basis of further actions in this area.

Audit Opinions and Priorities for Actions

Audit Opinions	
<p>Audit work is based on sampling transactions to test the operation of systems. It cannot guarantee the elimination of fraud or error. Our opinion is based on the risks we identify at the time of the audit.</p> <p>Our overall audit opinion is based on 5 grades of opinion, as set out below.</p>	
Opinion	Assessment of internal control
High Assurance	Overall, very good management of risk. An effective control environment appears to be in operation.
Substantial Assurance	Overall, good management of risk with few weaknesses identified. An effective control environment is in operation but there is scope for further improvement in the areas identified.
Reasonable Assurance	Overall, satisfactory management of risk with a number of weaknesses identified. An acceptable control environment is in operation but there are a number of improvements that could be made.
Limited Assurance	Overall, poor management of risk with significant control weaknesses in key areas and major improvements required before an effective control environment will be in operation.
No Assurance	Overall, there is a fundamental failure in control and risks are not being effectively managed. A number of key areas require substantial improvement to protect the system from error and abuse.

Priorities for Actions	
Priority 1	A fundamental system weakness, which presents unacceptable risk to the system objectives and requires urgent attention by management.
Priority 2	A significant system weakness, whose impact or frequency presents risks to the system objectives, which needs to be addressed by management.

Priority 3	The system objectives are not exposed to significant risk, but the issue merits attention by management.
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Where information resulting from audit work is made public or is provided to a third party by the client or by Veritau then this must be done on the understanding that any third party will rely on the information at its own risk. Veritau will not owe a duty of care or assume any responsibility towards anyone other than the client in relation to the information supplied. Equally, no third party may assert any rights or bring any claims against Veritau in connection with the information. Where information is provided to a named third party, the third party will keep the information confidential.

Ward Funding Scrutiny Review

List of Ward Funding Applicants - Scrutiny Review Consultees

Previously Successful Applicants
Arts Barge
Barstow House - Musical Connections
Catalyst@ Bishopthorpe
Community Sparks at Door 84
Deighton Parish Council
Dunnington Playing Fields Association
Elvington Parish Council
Elvington Under 5's Pre School
Explore Clifton Library
Explore Strensall Library
Friends of Chapmans Pond
Friends of Danesmead Wood
Friends of Dringhouses Library
Friends of Glen Gardens
Friends of Guildhall Gardens
Friends of Hob Moor
Fulford Parish Council
Fulford Show
Fulford Tennis Club
Hamilton Panthers FC
Heslington Scout Group
Heslington Village Meeting Room Committee
Heworth Abundance Group
Heworth Scout Group
Heworth Without Parish Council
Junction Cafe
Low Moor Allotment Association
Mayfields Community Trust
Mosaic Community Gardens, Heworth/Friends of Glen Gardens
Musical Connections
Osballdwick Parish Council
Poppleton Road Monday Club
SCYSA
Skelton Village Hall Committee
St Chad's Greys Scout Group
St Edward the Confessor Church
Summer Holiday Childcare Club (Poppy Road Kids Club)
The Groves Association
The Obscura Project
The Occasion Choir
The Wonder Years Childcare Charity
West Thorpe Scout Group
Wheldrake Youth Club
York Flourish
Youth Café at St Mark's Rawcliffe

Citywide Applicants
Arts Barge Musical Connections St Nicholas Fields York City FC York Flourish
Current Applicants
Accessible Arts & Media Skelton Parish Council The Old School Wigginton Upper Poppleton Parish Council Wigginton Sports & Playing Fields York City Football Club



Executive

16th March 2017

Report of the Corporate Director of Health, Housing and Adult Social Care from the portfolios of the Executive Member for Adult Social Care and Health, the Executive Member for Finance and Performance and the Executive Member Housing & Community Safety.

Oakhaven Extra Care Facility: the sale of land to facilitate the development

This report updates Executive on progress made towards delivering an Extra Care facility at Oakhaven on Acomb Road. The report will ask for consent to sell the Oakhaven site to an Extra Care developer. As part of this procurement the Council will secure nomination rights to 25 affordable rented and discount sale apartments.

Recommendations

1. The Executive are asked to:
 - a) Note the appointment of Ashley House plc as the developer and operator of the Extra Care facility at Oakhaven and the securing of nomination rights to 20 affordable rented and 5 discount sale apartments for 80 years.
 - b) Agree to sell to Ashley House plc the 0.87 acres of land at Oakhaven on Acomb Road which will be used for the development of the Extra Care facility.

Reason: To progress to deliver the Extra Care facility at Oakhaven as part of the Older Persons' Accommodation Programme.

Background

2. On 30th July 2015 Executive agreed to seek “the building of a new Extra Care scheme on the site of an existing Older Persons Home”. On 29th October 2015 Executive agreed to close Oakhaven Older Persons' Home on Acomb Road and agreed to “the procurement of a partner to develop the Oakhaven site as an Extra Care facility for Acomb”.

3. The opportunity to develop, construct and operate an Extra Care facility on the Oakhaven site was advertised in the Official Journal of the European Union in November 2016. 0.87 acres of land (see **Annex 1**) was offered for sale to bidders who would use the land to provide the Extra Care facility. As part of this procurement the Council have sought:
 - a) A partner to fund, build and operate an Extra Care facility and, in relation to the design, to propose the best solution for the site in terms of:
 - the quantity and size of units of accommodation, though some units are required to have two-bedrooms;
 - the tenure mix, other than the Council's specific requirements (below);
 - the extent of communal facilities made available; though this must include a cafeteria serving a choice of hot meals; and
 - the provision of gardens and car parking.
 - b) The precise tenure mix is for the Bidder to determine, though:
 - the development is to be of mixed tenure;
 - 20 of the housing units are to be available at a rent which will not exceed the Local Housing Allowance (over which the Council will have nomination rights), 15 of these will be of one-bedroom and 5 two-bedroom units; and
 - 5 units are to be available on a Low Cost Home Ownership for the Elderly lease (over which the Council will have nomination rights).
 - c) The specification of individual units is to be "tenure blind" and affordable/social tenure units are to be pepper-potted around the development.
 - d) The Council's nomination rights will be determined via a Nomination Rights Agreement.
 - e) Personal care will be provided to a standard that ensures that Care Quality Commission registration is obtained and maintained.
4. The cost of personal care will be met by the recipient of care and those recipients who are eligible for local authority financial support will receive this in the form of a Personal Budget/Individual Service Fund.

Recipients retain the right to purchase care from a provider other than the one dedicated to the scheme

5. North Yorkshire Police have indicated that they might be prepared to vacate their adjacent police station and rear yard/outbuildings at a later date. Bidders were required to consider this potential as a later expansion after the procurement process, in the design of their scheme although this is not guaranteed and has no bearing on the procurement process evaluation criteria.
6. Following an initial assessment of those interested in the opportunity, five bidders were shortlisted and invited to tender. Three responses to this Invitation to Tender were received on 8th February 2017.
7. Evaluation of the bids includes the examination of both qualitative (60%) and financial (40%) elements of the proposal.
8. Qualitative elements have been judged against the following criteria:
 - a) Design achieves Council requirements for units with Nomination Rights.
 - b) Design.
 - c) Programme.
 - d) Funding.
 - e) Planning Strategy.
 - f) Delivery Resourcing and Collaborative Working.
 - g) Repair and Maintenance Services.
 - h) Dementia, complex care and safeguarding.
 - i) Social Value Considerations.
9. Financial elements will be judged against the following criteria:
 - a) Capital Receipt for Land.
 - b) Efficiency of delivery costs.
 - c) Building and support service charges.
10. Following this process, Ashley House plc has been selected as Preferred Bidder.
11. The Ashley House plc proposal delivers:
 - a) 56 apartments comprising 48 one bed (54 m²) homes and 8 two bed (68 m²) homes.

- b) Of these apartments, 20 will be for affordable rent, 5 for discount low cost home ownership for the elderly, 15 for market rent and 16 for outright sale.
 - c) They propose a four storey building with a “light touch” approach to communal facilities, providing a lounge, cafe/restaurant, buggy store and staff rooms. This approach is adopted in recognition of the high street location for the Oakhaven scheme and the fact that many facilities are available close by. They also provide 16 car park spaces.
 - d) The weekly rent for the 1 bed affordable rented homes is £99 and £124 for the 2 bed homes.
 - e) The proposed hourly cost of care is £16.14.
 - f) The target sale value of the outright sale apartments is £165,000 for the 1 bed apartments and £195,000 for the 2 bed homes.
 - g) The scheme is expected to be completed by February 2019 (subject to various factors, including this bidder being able to obtain planning permission for their proposed scheme on terms considered to be acceptable by them).
 - h) Should, at a later date, the Police Station site become available, the new building can be extended to accommodate a further 14 apartments and 10 car parking spaces.
12. Ashley House has, as part of their bid, offered to pay £150,000 to the Council for freehold ownership of the site for development of an Extra Care scheme.

Implications

Financial

- 13. The delivery of an Extra Care scheme at Oakhaven forms a key element of the Older Persons’ Accommodation Programme. The Programme is predicated on a financial plan which assumes disposal of the Oakhaven site at nil capital value and for the additional domiciliary care costs which might be incurred as a cost to the Council of the assessed care needs of residents of the Extra Care scheme.
- 14. The preferred bid has delivered a capital receipt of £150,000 which is in excess of the planned receipt. The obtaining of nomination rights to all of the proposed 20 affordable rented apartments and to all of the

proposed 5 discount low cost home ownership for the elderly apartments in the scheme for a period of 80 years also has positive a financial benefit to the Council if compared to the cost of providing those apartments ourselves, preventing the authority having to incur capital expenditure of approximately £2.2 million. These nomination rights will be used to provide accommodation to those in housing and social care need. Therefore, this justifies the sale of the land at less than full market value/best consideration reasonably obtainable.

15. In order to ensure affordability of the rented apartments the Council will need to consider this development to be “Exempt Accommodation” under regulation 10 of the 1995 Housing Benefit regulations.

Legal

16. Under Section 123 of the Local Government Act 1972 the Council needs the consent of the Secretary of State (for Communities and Local Government) if it wishes to dispose of non-housing land for a consideration that is less than the best consideration reasonably obtainable. However under a General Consent Order made in 2003 the Secretary of State has given consent to disposal of non-housing land for less than best consideration reasonably obtainable provided that: (i) the difference between the price obtained and full market value does not exceed £2 million AND (ii) the Council (acting reasonably and properly) considers that the disposal will facilitate the improvement of the economic, environmental or social well-being of the area. In this case the delivery of an Extra Care scheme with local authority nomination rights fulfils this second test of compliance.
17. A fully compliant procurement process has been followed to find a partner to develop and deliver the Extra Care facilities at Oakhaven.
18. The issue of state aid is a factor in this project as council land is being made available as part of the tender. Factors such as size and quality of development, apartment numbers and prices, nomination rights and other facilities offered to the Council or its residents, will have an impact on the value bidders are prepared to offer for the land itself. The offer from Ashley House is below market value and thus potentially be seen as a state resource being made available on preferential terms, which is a characteristic of state aid.
19. However, the fact that the Council has conducted a fully EU compliant procurement process where all parties have had equal chance to express an interest and to bid, and that the price offered for the land is part of the evaluation model, ensures that no advantage is being offered to one organisation over another and that there is no distortion of either

competition or the market. That being the case then it is likely that the Council is not in contravention of EU state aid regulations and unlikely to be subject to any challenge in this respect. It is not unlawful to offer an incentive to allow a project to come to fruition as long as the opportunity is open to all.

20. The Property will be subject to a restrictive covenant prohibiting use for any purpose other than as an Extra Care scheme.

Property

21. The Oakhaven care home site measures 0.87 acres and has been given an open market value of £850,000.
22. The cost of the Council providing similar accommodation as the proposed 20 affordable rented apartments and the proposed 5 discount low cost home ownership for the elderly apartments for which the Council is to have nomination rights for a period of 80 years is estimated at approximately £2.2 million, demonstrating that nominations secured in this way can represent value for money to the authority.

Equalities

23. In considering these matters the Council must have regard to the public sector equality duty. In summary, those subject to the equality duty must, in the exercise of their functions, have due regard to the need to:
 - Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equalities Act 2010.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.
24. The Equalities Act 2010 explains that having due regard for advancing equality involves:
 - Removing or minimising disadvantages suffered by people due to their protected characteristics.
 - Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
 - Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

25. An Equality Impact Assessment (at that time a “Community Impact Assessment”) for the Programme was undertaken in May 2012, has been updated on several occasions (most recently in October 2016) and remains valid.
26. An Older Persons’ Accommodation Project Board and a Reference Group have been established to act as a sounding board for the development of plans as the implementation of the Project unfolds. The project team also continues to use established channels to communicate with, and gather the views of, members of the local community, partners, stakeholders and staff.

Human Resources

27. The Extra Care scheme will be operated by the preferred partner who will employ their own staff to deliver services, or work with partners to do so. Therefore, there are no City of York Council human resource implications relating to this matter.

Crime & Disorder

28. During redevelopment, plans will take account of design features, which minimise opportunities for vandalism and trespass and thus risk to the individuals concerned and ultimately financial risk to the Council.

Information Technology

29. There are no direct Information Technology implications to this report.

Other Implications

30. There are no other implications arising from this report.

Risks

31. The key risks of this proposal are:

	Risk	Mitigating Action
a)	Options for accommodation for older people do not match the expectations and aspirations of current and future residents.	A wide range of options are made available and residents are supported to assess these against their needs and wishes.

	Risk	Mitigating Action
b)	Those with high care needs and their cares/advisers/assessors do not recognise Extra Care accommodation as suitable because there are limited examples in York of this type of accommodation and the care pathways are unclear.	A dedicated care manager will work with residents to explore with them and their relatives how Extra Care operates, how it can be a flexible model for those with high care needs and how it operates in other towns as a viable alternative to residential care.
c)	Insufficient funding to deliver all elements of the project.	The early receipt of capital from the sale of Oliver House and other sites has made a positive contribution to cash flow in the Programme financial model.
d)	Title / related property issues, incorrect procurement of a development partner	Applying due diligence to ensure Council's normal approach to the disposal of land, and/or a development partner is applied.
e)	State Aid challenge.	Final legal advice on Capital Receipt achieved.

Contact Details

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Wards Affected: Holgate			
For further information please contact the authors of the report			

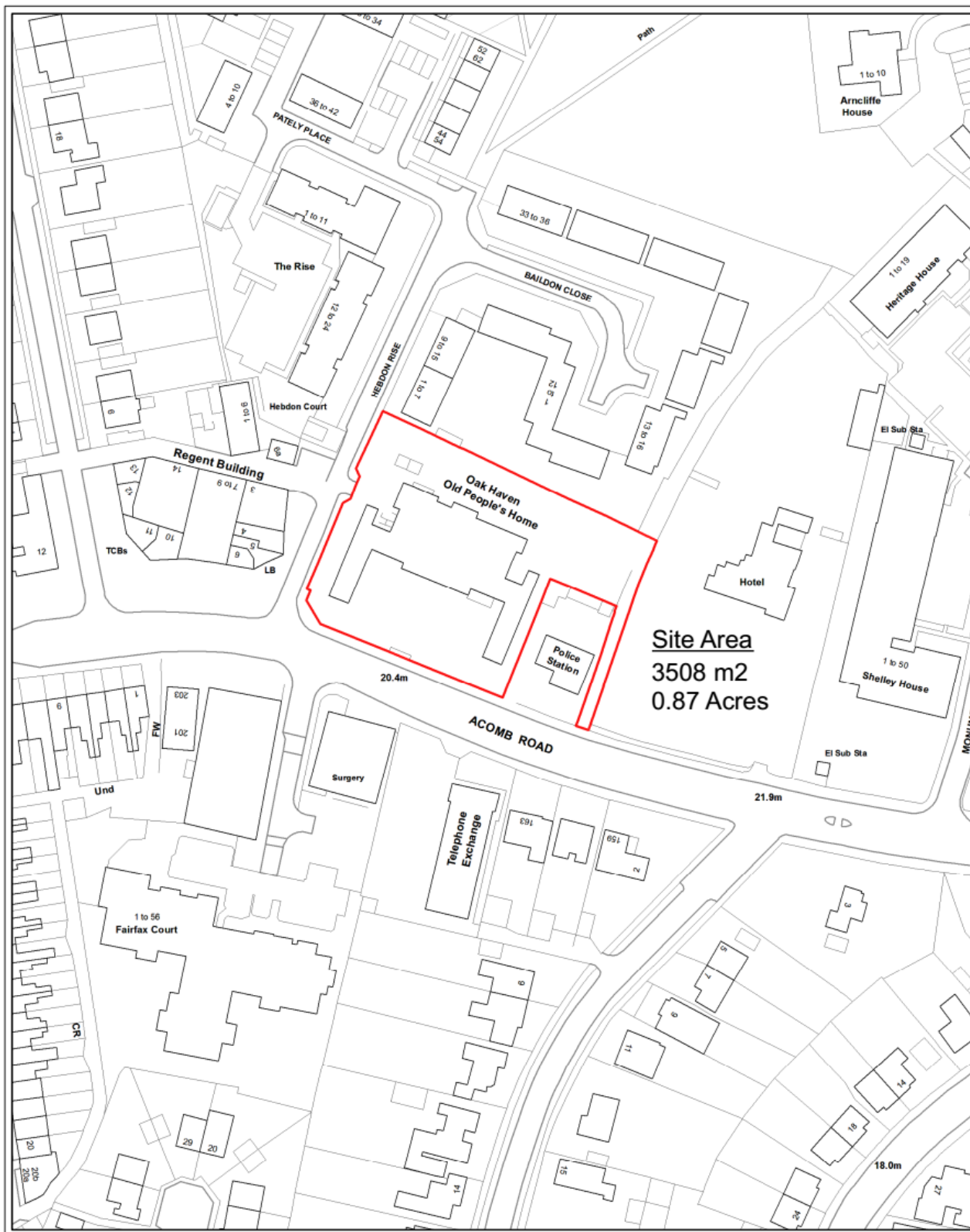
Annexes:**Annex 1** – The Oakhaven Site**Background Papers:**

19 July 2011	Report to Executive giving formal approval for the commencement of the Programme.
1 Nov 2011	Report to Executive giving the results of consultation and proposed a programme of closures, supported by a further consultation period on proposed closures of Oliver House and Fordlands.
10 Jan 2012	Report to Executive authorising consultation with staff, residents and their families and carers on proposal to close Fordlands and Oliver House, including changes to day care services as a result. Recommendation to close Fordlands and Oliver House.
15 May 2012	Report to Executive noting the successful homes closure and transition for residents
4 June 2013	Report to Executive seeking agreement on modernisation programme. The Council to fund the building of the two new care homes and so retain ultimate ownership of the buildings and the land with care homes designed, built, operated and maintained by an external provider.

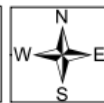
3 Mar 2015	Report to Executive seeking approval of revised proposals based on creating new Extra Care Housing and reforming the Council's existing ECH stock; building a new care home on the Burnholme site as part of wider health and community facilities; and working more closely with current care providers to deliver more specialist dementia accommodation across the city.
30 July 2015	Report to Executive seeking approval of the Business Case for the Older Persons' Accommodation Programme and agreement to proceed.
29 Oct 2015	Report to Executive providing the results of the consultation undertaken with the residents, relatives and staff of Grove House and Oakhaven residential care homes to explore the option to close each home with current residents moving to alternative accommodation. Executive agreed to close Grove House and Oakhaven.
29 Oct 2015	Report to Executive providing the results of the consultation undertaken with the residents, relatives and staff of Grove House and Oakhaven residential care homes to explore the option to close each home with current residents moving to alternative accommodation. Members agreed to close Grove House and Oakhaven and, further, agreed to sell the Grove House site and to seek a partner to develop an Extra Care scheme on the Oakhaven site. The context for this decision is that the Older Persons' Accommodation Programme aims to meet people's changing needs for accommodation with care, and in-particular the needs of those with dementia and the demographic challenges faced by the city, through delivering additional Extra Care accommodation and new, good quality, residential and nursing care accommodation.
14 July 2016	Report to Executive by the Director of Adult Social Care. Agreement to move forward with examination of the development potential for Lowfield, alternatives to closure of Haxby Hall and sanction to consult on the closure of a further two older persons' homes.
28 th Sept 2016	Report to the Audit & Governance Committee by the Programme Director, Older Persons' Accommodation, providing an update on progress of the Programme and actions taken to address External Audit recommendations.

24 th Nov 2016	Report to Executive by the Corporate Director of Health, Housing and Adult Social Care. The Executive received the results of the consultation undertaken with the residents, relatives and staff of Willow House residential care homes to explore the option to close the home with current residents moving to alternative accommodation, and agreement to close Willow House and sell the site.
7 th Dec 2016	Reports to Executive by the Corporate Director of Health, Housing and Adult Social Care providing an update on the Programme and seeking consent to complete the next phase of delivery of the Burnholme Health & Wellbeing Campus, agreement to seek a sustainable future for Haxby Hall and to move forward with the Lowfield Green development.
9 th Feb 2017	Report to Executive by the Corporate Director of Health, Housing and Adult Social Care. The Executive agreed to sell the site of the former Fordlands Road older persons' home to Octopus Healthcare who proposes to develop a residential and nursing care home on the site.

Annex 1 – The Oakhaven Site



Oakhaven



SCALE: 1:1,250 DRAWN BY: DH DATE: 15/09/2015
Originating Group: **Asset & Property Management** Drawing No. **E00646_1**

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Executive

16 March 2017

Report of the Corporate Director of Health, Housing and Adult Social Care from the portfolios of the Executive Member for Adult Social Care and Health, the Executive Member for Finance and Performance and the Executive Member for Culture, Leisure & Tourism

Burnholme: the sale of land to facilitate the development of a Care Home; agreement to management arrangements for the Community & Library facilities; disposal of the Tang Hall Library site

This report updates Executive on progress made towards delivering health & wellbeing services at Burnholme. The report seeks consent to enter into a long lease with a care home developer over a portion of the Burnholme Health & Wellbeing Campus site. The report also seeks approval to enter into a head lease over the Community & Library facilities and the disposal of the Tang Hall Library site.

Recommendations

1. The Executive are asked to:
 - a) Note the appointment of Ashley House working with HC-One Care Group as the developer and operator of the care home on the Burnholme site and the partner in a contract to provide 25 care beds for up to fifteen years at an agreed price.
 - b) Agree to grant Ashley House a long lease of the 1.13 acres of land at Burnholme which will be used for the development of the care home for a term of 125 years in return for the Council receiving payment of a premium of £500,000.
 - c) Agree that the Council enter into a head lease with Explore York Libraries and Archives Mutual Limited for the management of community and library facilities at Burnholme on substantially the terms outlined within the report.
 - d) Agree to sell the Tang Hall Library land on Fifth Avenue for development or alternatively for the Council to undertake development of the land for housing and the funds released by this

sale or development are used to support the provision of community, library and sports facilities on the Burnholme Site.

Reason: To progress to deliver the Burnholme Health & Wellbeing Campus including the delivery of a Care Home as part of the Older Persons' Accommodation Programme.

Background

2. In October 2015 Executive agreed to redevelop the site of the Burnholme School to deliver a Health and Wellbeing campus, as shown in **Annex 1**.
3. Following detailed design work and extensive public engagement, Executive agreed on 19th May 2016 to:
 - a) procure a developer/operator to construct and operate a Care Home on the Site;
 - b) dispose of the site of the Care Home to its developer by way of a long lease in return for payment of a premium/capital sum;
 - c) impose a condition within the lease that the land can only be used as a Care Home for a specified period; and
 - d) procure a contract under which the Council would seek to purchase access to a specified number of beds in the Care Home at a specified rate for a specified number of years.

In order to proceed with the redevelopment of the Burnholme school site to deliver care, health, community and sports facilities as well as new housing.

4. Executive on 19th May 2016 also agreed to receive the recommendation to dispose of land for the Care Home by way of a long lease to the preferred bidder in accordance with Financial Regulations. This report presents that recommendation.
5. Executive on 7th December 2016 agreed to recommend to Full Council the capital investment in the refurbishment and redevelopment of Community and Library facilities at Burnholme (to be called The Centre @ Burnholme), subject to Department for Education (DfE) consent to the sale of redundant land to the south of the site, and requested that a report is brought to Executive in 2017 to agree the management arrangements for the Community and Library facilities.
6. DfE consent for the disposal of the land at Burnholme has been obtained and Full Council has agreed the capital investment in the

Community and Library facilities. This report seeks the agreement to the management arrangements for those facilities and the sale/development of the Tang Hall Library land that will be released by that move.

7. Acting under its powers pursuant to Section 123 (2A) of the Local Government Act 1972 (as amended) the Council gave notice in January 2017 that it intends to dispose of the land to the south of the Burnholme Community & Wellbeing Campus for residential development. The land is proposed to be developed as an integral part of the creation of the Burnholme Health and Wellbeing Campus, this specific area being disposed for residential development. A public notice was published in the York Press on two occasions and a plan showing the land and statement of reasons was available at West Offices reception and on the Council website from 3rd until 31st January 2017. No objections were received.

The Care Home

8. The opportunity to develop, construct and operate a care home on the Burnholme site was advertised in the Official Journal of the European Union in August 2016. 1.13 acres of land (see **Annex 2**) was offered to bidders who would use the land to provide a residential and nursing care home including care for people with dementia.
9. Following an initial assessment of those interested in the opportunity, three bidders were shortlisted and invited to tender. Two responses to this Invitation to Tender were received on 24th January 2017 and following evaluation of both the qualitative and financial elements of each proposal, Officers have selected Ashley House working with HC-One as Preferred Bidder because they scored highest against both the quality and financial evaluation criteria and also scored highest overall because their proposal most closely accords with the specification and financial criteria set down in the procurement exercise.
10. The Ashley House working with HC-One Care Group proposal offers:
 - a) A residential and nursing care (including dementia care) with 70 beds comprising a target of 30 x residential care beds, 10 x nursing care beds, 20 x residential care with dementia beds and 10 x nursing care with dementia beds. The exact mix of beds will be flexible to meet residents' needs.
 - b) Care beds will be "clustered" into sets of 10 beds with each cluster having its own lounge and dining area, outdoor terrace and other dedicated facilities.

- c) The Council will have exclusive access to 10 Residential Care with dementia beds, 5 Nursing Care beds and 10 Nursing Care with dementia beds for up to 15 years and which will be purchased at the Actual Cost of Care rate agreed by Executive in October 2016.
 - d) The proposed new care home will be built on a courtyard plan with 1-storey on the western boundary, stepping up to 2 and then 3-storey in the centre of the site, built around a central garden. Both the first and second floor will have “roof gardens for residents with less mobility”.
 - e) A central “hub area will be a lively space with shops, a gym, hairdressing salon, cinema, activities room and community café”.
 - f) All of the 70 bedrooms will be 15 sq m in size and each will have a 5 sq m ensuite bathroom. There will be 583 sq m of communal space.
 - g) The home is expected to be completed for occupancy between December 2018 and March 2019.
11. The Preferred Bidder has, as part of their bid, offered to pay £500,000 to the Council for being granted a lease of the site for a term of 125 years for development of a care home. The lease will prohibit the site from being used for any purpose other than a care home for the first 25 years of the lease term.
12. The procurement of a new care home at Burnholme, while helping deliver new care beds for the city, is no longer linked to the consultation on closure and, subject to the outcome of that consultation, subsequent closure of a council run care home. For this reason TUPE is not expected to apply to a cohort of staff from a Council-run home in relation to the Burnholme care home procurement. The care beds procured at Burnholme will be allocated to clients who need that type of care at the time that the home is available to let, either in Q4 2018 or Q1 2019. For this reason we are confident that we can properly accept an offer based on TUPE not being applicable, although this cannot legally be contracted out of.

Management of The Centre @ Burnholme

13. The Centre @ Burnholme is focussed around the existing school hall, which is a highly valued facility for the area, and will, on completion, include a reading cafe, library space, children’s reading area, a child care nursery, music workshop spaces, office spaces and meeting rooms. The design of The Centre promotes the sharing of spaces,

which are bookable on a sessional basis, for meetings, education and training and group activity.

14. As described in a paper to Executive in May 2016, negotiations were undertaken with Explore York Libraries and Archives Mutual Limited (“Explore”) to take on the management of this facility, alongside their own activities on site, as an extension of their current service contract with the Council for the operation of libraries.
15. Heads of terms have now been agreed with Explore, as follows:
 - a) Explore will vacate and surrender the lease of its current building at Tang Hall Library.
 - b) The surrender of the lease of Tang Hall Library will not trigger the payment, by the Council, of the Release Value of £20,000 per annum.
 - c) The Facility will be branded “The Centre @ Burnholme” and Explore will brand their occupation as “Explore @ Burnholme”. The “Explore @ Burnholme” branding will be clearly displayed on the front of the building with additional movable and changeable branding also in use and paid for by the Service, and as agreed by the Council.
 - d) The Service will take a head-lease of the whole of the Facility and will enter into sub-leases with current tenants who are Burnholme Nursery, Tang Hall SMART and York Community Church (together the sub-tenants). Any variation to the terms of sub-leases will only be permissible with the express consent of the Council.
 - e) The income from the annual, inclusive rents payable by the sub-tenants along with any reasonable increase (to be approved by the Council) will be payable to Explore as head lessee.
 - f) Other existing community users will be facilitated to continue to book suitable spaces on a sessional basis. These include York Community Church, G2 Church, Slimming World, Fight Fit and the Four Seasons Orchestra. The income from sessional use will also flow to Explore or other future operator of the library service. Fees for sessional use will be set by the Service as head lessee on an annual basis and will only be implemented following approval by the Council as head landlord.
 - g) A new tenant will take up occupation upon opening. This is an Adult Activity Service commissioned by Adult Social Care (currently provided at Burton Stone Lane Community Centre). The inclusive rent, which will not exceed current budgets, will also belong to the Service.

- h) When not otherwise in use, a range of meeting and activity spaces are available to be hired out by the Service to third parties on a temporary basis which will provide additional income to the Service. The task of letting these spaces and maximising income will be the responsibility of the Services.
 - i) Explore/the Service will be expected to operate a reading cafe and will take a commercial view regarding opening hours of this resource.
 - j) Minimum opening hours for The Centre will be agreed with the Council.
 - k) Explore/the Service will take responsibility for the running costs of the building including heat, light, cleaning, rates, security, repairs and maintenance (the Council will insure the building. Day-to-day bookings and sub-tenant requests will also be managed by the Service.
 - l) Explore/the Service will pay the Council £66,000 per annum (£5,500 per calendar month) rental, which will be deducted from the Price paid by the Council to Explore under the terms of the Service Contract signed on 2nd May 2014.
16. The Contract signed on 2nd May 2014 between the Council of the City of York and Explore will be varied to reflect the new arrangements listed above and these new arrangements will be in place until the contractual period of the current contract expires on 31st March 2019.
17. If and when the contract for the library service is re-advertised and re-let, whether to Explore or to an alternative provider, the site will be mandated within the tender and the appointed provider will enter into a new the head lease on substantially the same terms.
18. Once the Library service moves to the Burnholme Site the Tang Hall Library land (see **Annex 3**) on Fifth Avenue will be sold for development or alternatively the Council will undertake the development of the land for housing and the funds released by this sale or development are used to support the provision of community, library and sports facilities on the Burnholme Site.

Implications

Financial

19. The procurement of a block contract to secure both residential and nursing care beds at an agreed price for up to fifteen years will deliver good value for money for the authority. The secured block purchase

prices are lower than our average price paid under spot purchase arrangements, potentially avoiding costs to the Council of £1.6m over the 15 year life of the contract.

20. The financial model and approved capital programme for the Burnholme Health and Wellbeing Campus assumes that capital receipts of £5.998m will be used to fund the demolition and enabling works (£1.071m) and the development of the Centre @ Burnholme, repairs to the sports hall roof and to improve the site infrastructure (£4.927m). The development at Burnholme is part of the wider Older Persons' Accommodation Programme which is anticipated to generate capital receipts (subject to market fluctuation) in excess of the cost of the total programme. Receipts will be generated from the sale of its existing homes and other sites sold for development.
21. A capital receipt will also be generated by the sale/development of the Tang Hall Library land on Fifth Avenue.
22. The operation of community facilities at Burnholme are currently funded from the building development budget while re-development takes place. The requirement is that any new provision is self-funding or income generating. The proposal for the management of The Centre @ Burnholme generates a revenue surplus via contract reduction.

Legal

The Care Home

23. The Preferred Bidder's obligation to:
 - (i) build a care home of the size and design proposed in their bid
 - (ii) provide the Council with access to the care beds at the price referred to in paragraph 9(c)
 - (iii) take a 125 year lease of the site (and therefore pay the Council the capital receipt/Premium offered in their bid)will be conditional upon them being able to secure planning permission (on viable terms acceptable to them) within a specified period.
24. The 125 year lease (to be granted following satisfactory completion of construction of the care home if and when the Preferred Bidder obtains planning permission on acceptable terms) will prohibit the tenant from using the site for any purpose other than as a care home for the first 25 years of the lease term.

25. Section 123 of the Local Government Act 1972 authorises the Council to dispose of non-housing land without the consent of the Secretary of State (for Communities and Local Government) provided that the best consideration reasonably obtainable is being secured. The Council can still dispose of (whether by freehold transfer or grant of lease) non-housing land without the Secretary of State's consent for less than best consideration/full open market value provided that: (i) the difference between the price obtained and full market value does not exceed £2 million AND (ii) the Council (acting reasonably and properly) considers that the disposal will facilitate the improvement of economic, environmental or social well-being of the area.
26. A fully compliant procurement process has been followed to find a partner to develop and deliver care services on the site. The issue of state aid is a factor in this project as Council land is being made available as part of the tender. Factors such as size and quality of development, bed numbers and prices, nomination rights, use restrictions and other facilities offered to the Council or its residents, will have an impact on the value bidders are prepared to offer for the land itself. This has resulted in less than full market value being obtained and thus potentially be seen as a state resource being made available on preferential terms, which is a characteristic of state aid.
27. The fact that the Council has conducted a fully compliant procurement process where all parties have had equal chance to express an interest and bid and that the price offered for the land is part of the evaluation model, should ensure that no advantage is being given to one organisation over another and that there is no distortion of either competition or the market. That being the case, it is highly unlikely that the Council is in contravention of EU state aid regulations and thus unlikely to be subject to any challenge in this respect. It is not unlawful to offer an incentive to allow a project to come to fruition as long as the opportunity is open to all. The actual amount offered by the proposed tenderer shows we are nevertheless getting a reasonable proportion of the market value as set out in paragraph 30 below.

The management of The Centre @ Burnholme

28. The Contract between the Council and Explore dated 2nd May 2014, allows variations to be made if these are agreed between the Parties.
29. If the expiry date of the head lease of The Centre to Explore is to be a later date than 31st March 2019 then the head lease will contain a provision in the Council's favour giving the Council the following options

in the event that the service contract is not renewed with Explore on that date:

- a) require Explore to assign/transfer the head lease to any new alternative library service provider or
- b) obliging Explore to surrender (hand back) the head lease to the Council

failing which the head lease will automatically terminate.

Property

30. The care home site measures 1.13 acres and has been valued at approximately £730,000 with a block contract arrangement in place. This advice regarding value was obtained before undertaking a formal procurement exercise based upon the Council's care requirements and, most importantly, the setting of the price at which the Council is willing to pay for care. As stated above, the financial benefit to the council of both the premium paid for the lease and the beneficial price paid for the use of care beds demonstrates value for money and is compliant with the provisions of Section 123 of the Local Government Act 1972.
31. When the Explore library service vacates the Tang Hall Library building on Fifth Avenue the Council will seek to see this site redeveloped for housing. Members are asked to approve the dispose of the site.

Equalities

32. In considering these matters the Council must have regard to the public sector equality duty. In summary, those subject to the equality duty must, in the exercise of their functions, have due regard to the need to:
 - Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equalities Act 2010.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.
33. The Equalities Act 2010 explains that having due regard for advancing equality involves:
 - Removing or minimising disadvantages suffered by people due to their protected characteristics.

- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
 - Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
34. An Equality Impact Assessment (at that time a “Community Impact Assessment”) for the Site was undertaken in July 2014 and remains valid. It particularly highlighted the positive implications of the Project for the health, security and wellbeing of all residents. This will continue to be updated as the project progresses.
35. An Older Persons’ Accommodation Project Board and a Reference Group have been established to act as a sounding board for the development of plans as the implementation of the Project unfolds. The project team also continues to use established channels to communicate with, and gather the views of, members of the local community, partners, stakeholders and staff.

Human Resources

36. The procurement of a new care home at Burnholme, while helping deliver new care beds for the city, is no longer linked to the consultation on closure and, subject to the outcome of that consultation, the closure of a council run care home. For each home, should the decision be made to close, each resident is supported to move to an Extra Care facility or care home of their choice and thus no single care home is the destination of preference. Further, Executive agreed on 7th December 2016 to consult residents of Haxby Hall on the option to seek a partner to take over the ownership and management of this facility and, should that progress, TUPE obligations for Haxby Hall staff will crystallise into that procurement. For this reason TUPE should not apply to the Burnholme care home procurement. The care beds procured at Burnholme will be allocated to clients who need that type of care at the time that the home is available to occupy, either in Q4 2018 or Q1 2019.

Crime & Disorder

37. Since the school closed and a large part of it is empty, the Site has been the subject of vandalism and trespass, including access to roof areas, which carries significant risk to the persons involved. We therefore seek to move forward with redevelopment as quickly as possible in order to remove these risks.
38. During redevelopment, plans will take account of design features, which minimise opportunities for vandalism and trespass and thus risk to the individuals concerned and ultimately financial risk to the Council.

Information Technology

39. There are no direct Information Technology implications to this report.
40. Provision has been made within the budget for the installation of an appropriate level of IT access for community use.

Other Implications

41. There are no other implications arising from this report.

Risks

42. The key risks of this proposal are:
 - a) The robustness of the care home bid in terms of price and quality.
 - Specialist advice from members of the evaluation team concludes that the successful bid is financially deliverable.
 - Qualitative statements included within the bid will be incorporated into the contract.
 - b) Failure by the care home developer to secure planning consent for the proposed building.
 - Evaluation of bids has included an assessment of bidders' proposals for achieving timely consent. However, this remains a risk to delivery.
 - c) Delay in construction of the care home causes delay to service commencement
 - Evaluation team has concluded that the bidder has submitted a realistic programme of works for the design and development of the care home.
 - Documentation permits an extension of time for delays which are outwith reasonable control.

- d) Relationship between members of the successful bidder consortium break down prior to service commencement
 - The Council will work with the care home developer to identify alternative care provider.
- e) The care home is not attractive to privately funded residents, leading to financial difficulties for the developer/care provider
 - Level of interest from developers and care home providers.
 - Developer's building design, its co-location with other services on site and marketing plans.
- f) TUPE transfer challenge.
 - The procurement of the care beds at Burnholme is separate from any consultation to close and any subsequent closure of a council-run care home.
 - Residents of any care home that is being closed each decide where they wish to move to, choosing from a wide range of Extra Care and care facilities.
 - However, it is noted that TUPE obligations can not legally be contracted out of.
- g) The ability for the Explore Service to manage the Centre and manage relationships with sub-tenants.
 - Meetings between Explore representatives and existing tenants are already being facilitated by the Council Burnholme development team.
 - Provision will be made in the agreement with Explore to have regular meetings between the Council and Explore to review the management of the centre.

Contact Details

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Wards Affected: Heworth, Heworth Without, Osbaldwick,			
For further information please contact the authors of the report			

Annexes:**Annex 1** - Spatial plan for Burnholme**Annex 2** - 1.13 acres of land for the Care Home @ Burnholme**Annex 3** – Tang Hall Library land**Abbreviations:**

DfE Department for Education

TUPE Transfer of Undertakings (Protection of Employment) Regulations 2006 (as amended)

Background Papers:

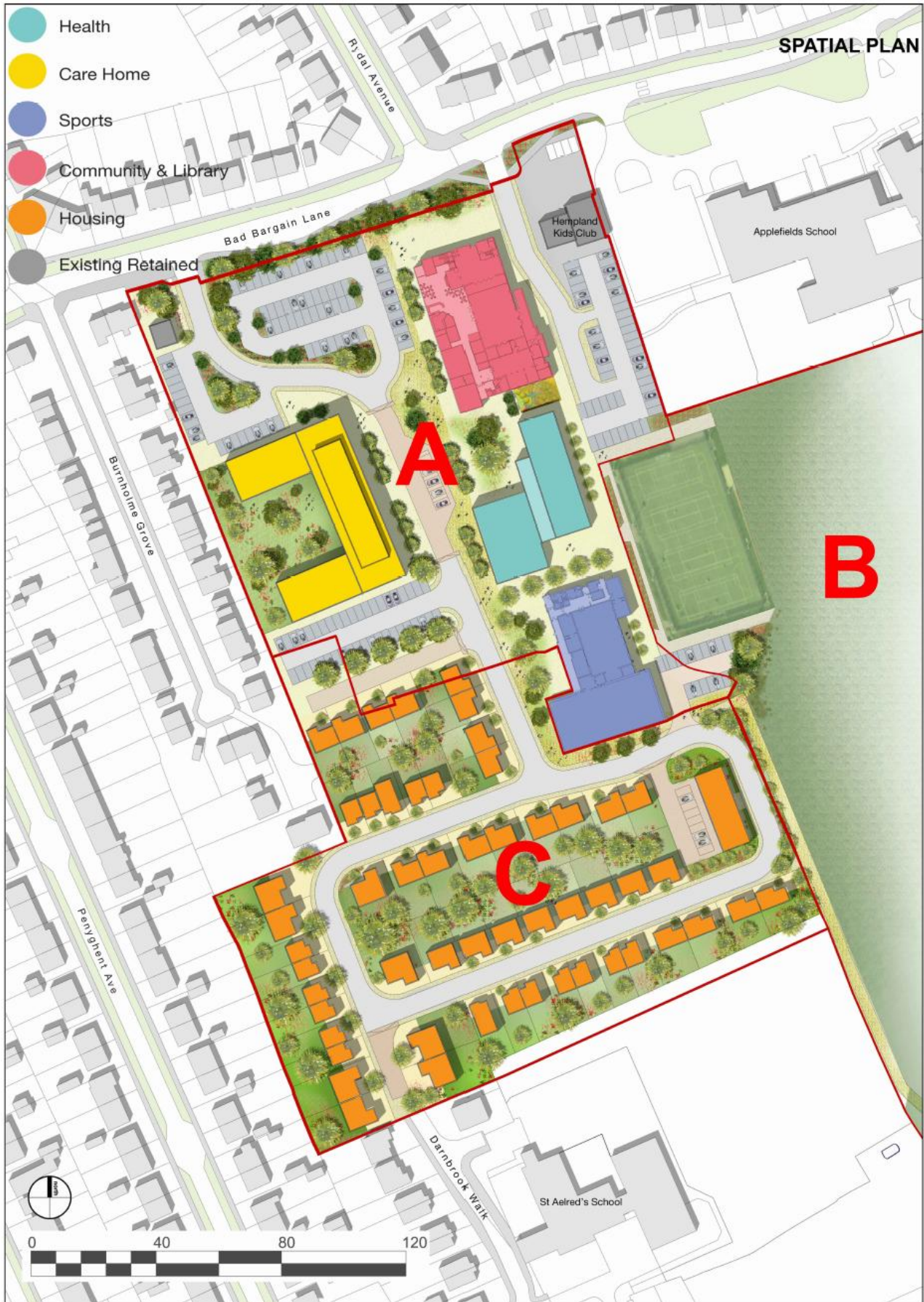
19 July 2011	Report to Executive giving formal approval for the commencement of the Programme.
1 Nov 2011	Report to Executive giving the results of consultation and proposed a programme of closures, supported by a further consultation period on proposed closures of Oliver House and Fordlands.

10 Jan 2012	Report to Executive authorising consultation with staff, residents and their families and carers on proposal to close Fordlands and Oliver House, including changes to day care services as a result. Recommendation to close Fordlands and Oliver House.
15 May 2012	Report to Executive noting the successful homes closure and transition for residents
4 June 2013	Report to Executive seeking agreement on modernisation programme. The Council to fund the building of the two new care homes and so retain ultimate ownership of the buildings and the land with care homes designed, built, operated and maintained by an external provider.
3 Mar 2015	Report to Executive seeking approval of revised proposals based on creating new Extra Care Housing and reforming the Council's existing ECH stock; building a new care home on the Burnholme site as part of wider health and community facilities; and working more closely with current care providers to deliver more specialist dementia accommodation across the city.
30 July 2015	Report to Executive seeking approval of the Business Case for the Older Persons' Accommodation Programme and agreement to proceed.
29 Oct 2015	Report to Executive providing the results of the consultation undertaken with the residents, relatives and staff of Grove House and Oakhaven residential care homes to explore the option to close each home with current residents moving to alternative accommodation. Executive agreed to close Grove House and Oakhaven.
29 Oct 2015	Report to Executive regarding securing a viable future for the Burnholme school site in Heworth ward. Following extensive public consultation Members agreed to sanction further work to identify partners to progress the continued community and sports use of the site, complemented with wider health and enterprise services, the building and operation of a residential care home for older people and the provision of housing.
19 May 2016	Report to Executive that obtained consent to begin to deliver the Burnholme Health & Wellbeing Campus and secure a viable future for the former Burnholme Community College site (the Site) in Heworth ward.
14 July 2016	Report to Executive by the Director of Adult Social Care. Agreement to move forward with examination of the development potential for Lowfield, alternatives to closure of Haxby Hall and sanction to consult on the closure of a further two older persons' homes.

28 th Sept 2016	Report to the Audit & Governance Committee by the Programme Director, Older Persons' Accommodation, providing an update on progress of the Programme and actions taken to address External Audit recommendations.
24 th Nov 2016	Report to Executive by the Corporate Director of Health, Housing and Adult Social Care. The Executive received the results of the consultation undertaken with the residents, relatives and staff of Willow House residential care homes to explore the option to close the home with current residents moving to alternative accommodation, and agreement to close Willow House and sell the site.
7 th Dec 2016	Report to Executive by the Corporate Director of Health, Housing and Adult Social Care. The report obtained consent to complete the next phase of delivery of the Burnholme Health & Wellbeing Campus including sanction for the investment of £4.73m in new and refurbished community and library facilities, subject to Department for Education (DfE) approval to dispose of redundant land, as well as £200,000 in urgent repairs and works to the sports facilities on site.
9th Feb 2017	Report to Executive by the Corporate Director of Health, Housing and Adult Social Care. The Executive agreed to sell the site of the former Fordlands Road older persons' home to Octopus Healthcare who propose to develop a residential and nursing care home on the site.

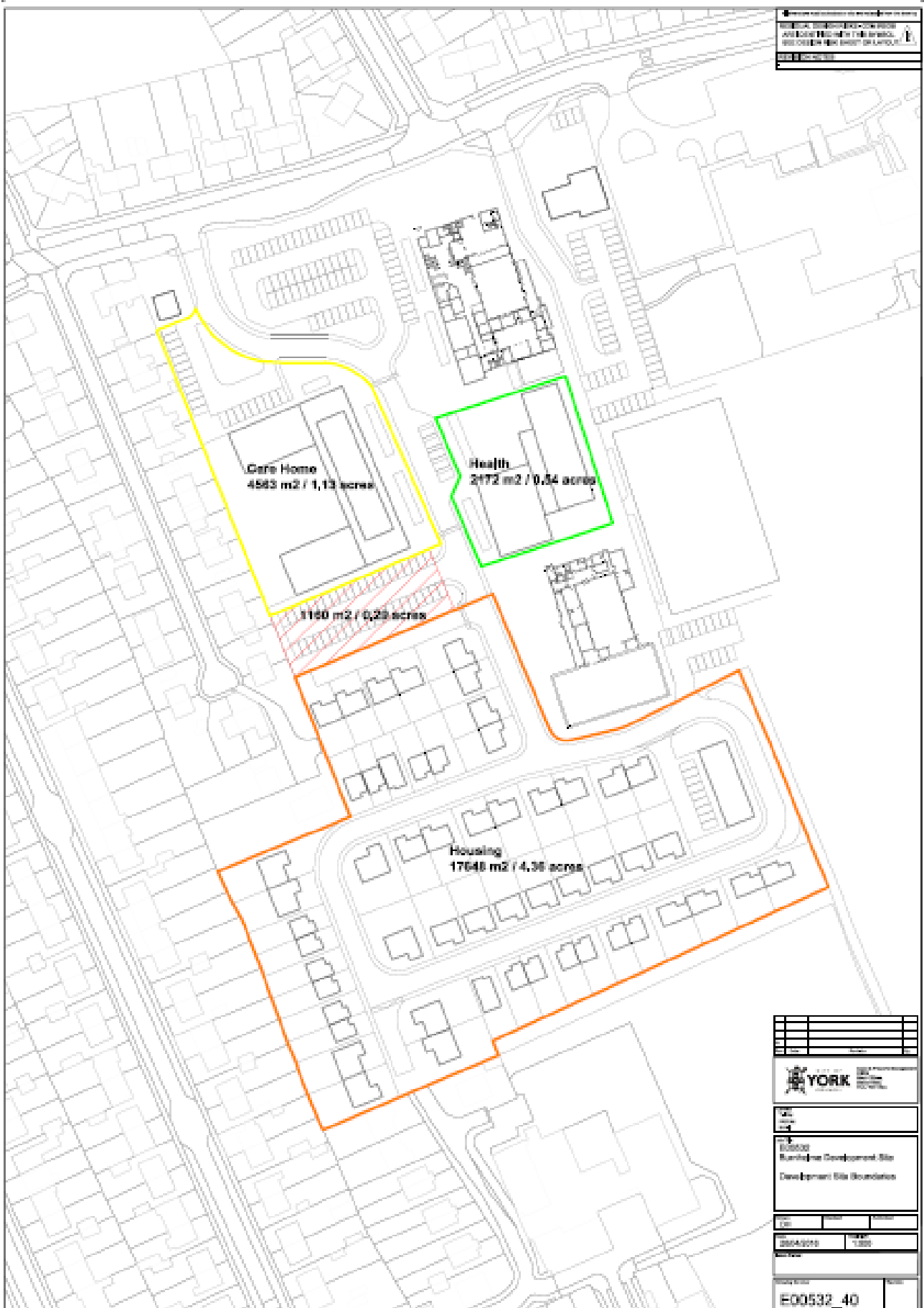
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Annex 1 – Spatial Plan for Burnholme



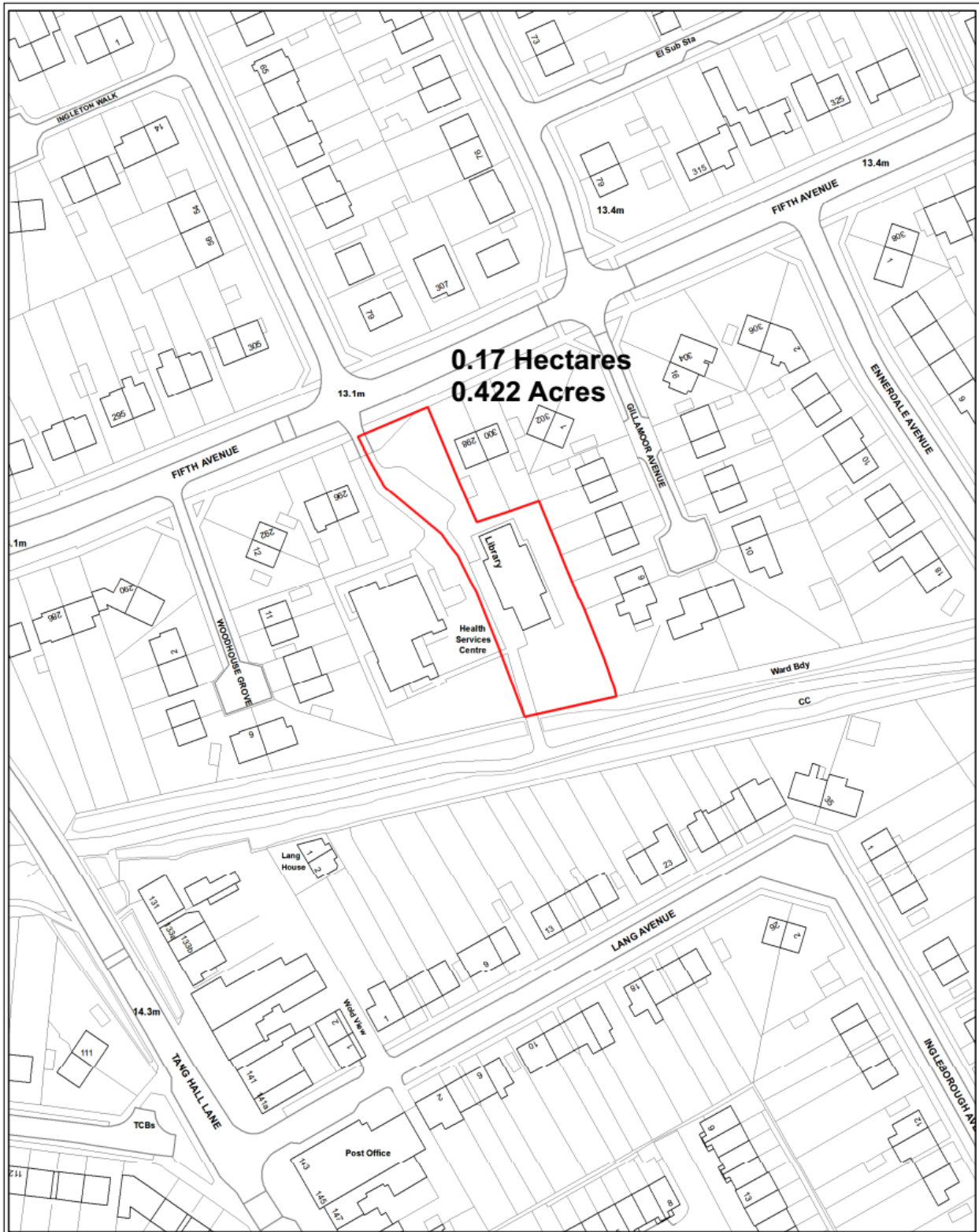
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Annex 2 – 1.13 acres of land for the Care Home @ Burnholme



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Annex 3 – Tang Hall Library land



CBSS
Asset & Property
Management

Tang Hall Library

SCALE 1:1,250

DRAWN BY: DH

Originating Group:

Asset & Property Management

DATE: 26/11/2015

Drawing No.

E00597



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Executive

16 March 2017

Report of the Director of Economy and Place (Portfolio of the Executive Member for the Environment)

Delivering One Planet Council

Summary

1. On 17 March 2016, the Executive approved the development of One Planet Council, a new framework that sets out the Council's ambition to put sustainability and resilience at the heart of its decision-making processes.
2. This report presents the final One Planet Council Framework (Annex 1), which puts forward the vision for what it means to become a One Planet Council, and the practical steps required to see this vision realised.
3. One Planet Council is an integral part of the wider One Planet York programme, which brings together organisations from across York, with a shared aspiration of becoming a more sustainable, resilient and collaborative 'One Planet' city. One Planet Council is CYC's individual commitment to this broader, city-wide effort.
4. One Planet Council aims to:
 - i. Help realise the ambitions set out in the Council Plan (2015–19): to put sustainability at the heart of everything we do, to work towards 'One Planet Living' and to become a more resilient organisation.
 - ii. Encourage decision making that carefully balances social, economic, and environmental considerations, whilst minimising potential negative implications.

- iii. Reduce the Council's carbon footprint, whilst generating significant financial savings.
 - iv. Add value to the work we do by embedding additional 'One Planet' opportunities into the projects, policies, and strategies that are developed.
 - v. Provide strengthened channels of engagement between different service areas on issues related to sustainability, fostering greater collaboration and innovation across the Council.
5. Implementing the One Planet Council Framework is contingent upon the use of the 'Better Decision Making' tool (Annex 2), and the One Planet Council Communication Plan (Annex 3). This report therefore presents these tools for consideration by the Executive.

Recommendations

6. Members are asked to:
- i. Approve the use of the One Planet Council Framework and the associated Action Plan (Annex 1).

Reason:

In order to embed sustainability and resilience into council decision-making processes and work towards 'One Planet Living', as set out in the Council Plan (2015–19).
 - ii. Approve the 'Better Decision Making' tool (Annex 2) for a six-month pilot period for all new proposals going before the Executive (subject to the limitations set out in paragraph 28).

Reason:

The tool is a fundamental practical step to embedding the One Planet principles into decision-making processes across the Council.
 - iii. Delegate to the Director of Economy and Place, in conjunction with the Executive Member for the Environment, the making of any revision to the 'Better Decision Making' tool following the six

month pilot period, as well as the roll-out of the tool for other council decisions.

Reason:

To validate the proposed changes and enable the One Planet Council Programme to move forward.

- iv. Note the use of the proposed One Planet Council Communication Plan (Annex 3).

Reason:

To raise staff awareness of One Planet Council and gain the support of employees from across the Council.

One Planet York

7. One Planet York and One Planet Council originated from an extended period of consultation with businesses and community groups across the city, as part of the Sustainable City Summit. The initiatives were developed to help overcome concerns that the city of York needed a more comprehensive and coordinated strategy to tackle social, economic and environmental sustainability, at both a city-scale and as a council.
8. The aim of One Planet York is to bring together communities and organisations from across the city who share a vision of creating a more sustainable, resilient and collaborative 'One Planet' York. One Planet York provides a platform for networking, sharing ideas, and showcasing good practice across the city.
9. One Planet York draws upon the ideas of 'One Planet Living': a global movement concerned with the rapid and unsustainable rate at which we are consuming resources. At the core of 'One Planet Living' are ten easy-to-understand principles, which encourage organisations to think about different aspects of sustainability and how they apply to their operations. Underlying this is the belief that the principles are interconnected and should be considered in a balanced and systematic way. A key part of One Planet York is to encourage external organisations to embrace these principles in their practices.

10. The ten 'One Planet' principles are:



One Planet Council

11. One Planet Council is CYC's individual commitment to One Planet York, and represents the Council's opportunity to play its part in becoming a more sustainable, resilient and collaborative 'One Planet' city.
12. One Planet Council uses the same 'One Planet' principles, but adapts them to fit the Council's internal operations and the way it provides services, as well as to align them with the Council Plan (2015–19).
13. The intention of One Planet Council is to embed these principles into the heart of the Council's decision making processes, encouraging officers to think more carefully about social, economic and environmental sustainability, and the Council's organisational resilience more broadly.
14. Given the difficult financial climate, the increasing demand for council services, and the challenges posed by climate change, it is essential that sustainability, in the broadest sense of the word, becomes part of everyone's job. This is a key aim of One Planet Council.
15. Although a lot of good work is taking place across the Council, issues of social, economic and environmental sustainability are

currently dealt with by individual teams, without an overarching framework to coordinate their efforts.

16. A more joined-up approach to sustainability is required, with strengthened channels of engagement to share expertise and encourage collaboration between service areas, to ensure that no opportunity to embed sustainability into our operations and service provision is missed. One Planet Council provides a mechanism for doing just this. This strengthened and more pro-active approach to sustainability will help us operate more efficiently and identify financial savings.
17. One Planet Council also seeks to build on the work that is being done to reduce carbon emissions across council services. Through the One Planet Council brand, it is the intention to elevate the importance of this initiative and to encourage individual services to think more about their own energy and water consumption.
18. To highlight the importance of this task, on both a financial and environmental level, in the 2014/15 financial year the Council spent in excess of £5m just on energy related to water, waste and transport. Over 15,000 tonnes of carbon dioxide were also produced through Council activities related to corporate services and schools.

Delivering One Planet Council

19. Delivery of the One Planet Council initiative depends on the development and implementation of the One Planet Council Framework.

Framework

20. The One Planet Council Framework (Annex 1) sets out the vision of what it means to be a One Planet Council and the practical steps required for its realisation.
21. The Framework sets out the ten One Planet principles that all council services should work towards.
22. It further details: specifically how the principles will be incorporated into existing and emerging operating models and decision-making processes, including service planning; how performance will be

monitored; and the governance structures in place to oversee the One Planet Council Programme.

23. The Framework also sets out a One Planet Council Action Plan, which outlines how the framework will be implemented over time, and provides clarity on key milestones, responsible officers, current status, and measures of success.
24. Subject to Member approval, the Framework would be implemented from 1 April 2017.

Better Decision Making Tool

25. A 'Better Decision Making' tool (Annex 2) has been developed to enable the One Planet principles to be embedded within key decision-making processes. The tool encourages council officers to consider broader sustainability issues that extend beyond their own service area — whether social, environmental or economic — and to help them do so in a more balanced, systematic, and evidence-based manner.
26. The tool helps mitigate any potential negative consequences early on in the decision-making process, and provides an opportunity to reflect on any additional positive benefits that could be built into the proposal.
27. The tool also enables officers to think about the impact of the proposal on different 'communities of identity', ensuring that the Council is able to provide inclusive and discrimination-free services.
28. It is proposed that the use of the 'Better Decision Making' tool is considered for all projects, strategies, policies, and changes to services that are going to the Executive as part of the forward planning process. Irrespective of whether the tool is used, consideration must be given to the steps required to comply with the Council's equalities duties.
29. It is proposed that the 'Better Decision Making' tool would be attached as an annex to Executive reports. This is to ensure that all sustainability and resilience implications of a proposal are brought to the attention of the Executive. A summary of a proposal's impact from a 'One Planet' perspective would also be reported in a newly

created One Planet Council implications section of the Executive report (to replace the Community Impact Assessment section).

One Planet Council Communication Plan

30. The One Planet Council Communication Plan (Annex 3) is fundamental to fostering employee engagement with One Planet Council. A range of methods will be used for regular communication with staff at all levels, including staff awareness campaigns, suggestion schemes, competitions, and regular Buzz articles.
31. In addition to raising awareness, many of the activities detailed in the Communication Plan serve the purpose of better sharing ideas and expertise between service areas, since a more joined-up approach to sustainability is central to what One Planet Council is trying to achieve.
32. The One Planet Council Framework and 'Better Decision Making' tool have been designed and branded in line with One Planet York to highlight the connection between the two programmes.

Consultation

33. One Planet York and One Planet Council emerged out of the Sustainable City Summit co-hosted by the University of York, York Environment Forum, and City of York Council. The initiatives came out of an extended period of community consultation and co-design with both the public and a wide range of city stakeholders. This work followed many years of work on sustainability through initiatives such as Agenda 21.
34. Given the council-wide impact of One Planet Council, extensive internal consultation was carried out in relation to the development of the Framework and the 'Better Decision Making' tool.
35. Officers with a broad range of experience and expertise relevant to the One Planet principles were consulted. Consultation began in August 2016 and included officers from: health, economic development, corporate services, arboriculture, public protection, waste services, transport, property, HR, business travel, fleet transport, energy and sustainability, equalities, communities, and All About Projects.

Council Plan

36. One Planet Council directly supports the ambition of the Council Plan (2015–19) to create a prosperous city for all; embed sustainability into everything the Council does; and work towards 'One Planet Living'.
37. The Framework and the 'Better Decision Making' tool draw heavily upon Council Plan priorities, and encourage a joined-up approach to their consideration.
38. One Planet Council also supports the following Council Plan priorities: protecting York's green spaces; encouraging residents to lead healthier lives; increasing recycling rates; cutting carbon emissions; helping residents to participate fully in their communities; improving air quality; and making evidence-based decisions.

Options

39. Officers request that Members consider the following options:

Option 1: That the Executive, subject to any agreed changes, approve the recommendations set out above.

Option 2: That the Executive determine we should continue as usual, delivering sustainability initiatives within existing frameworks.

Option 3: That the Executive request officers undertake further work not highlighted in the report.

Analysis

40. A strengthened sustainability framework is required in order to deliver the aims of the Council Plan: to place sustainability and resilience at the heart of decision making processes; and to work towards 'One Planet Living'.
41. Increased pressures on council services necessitate a more joined-up, balanced, and evidence-based approach to social, economic and environmental sustainability, in order to operate more efficiently and maximise the positive impact of council decisions.

42. It is important that as a council we demonstrate our commitment to the sustainability and resilience aims of One Planet York.
43. Option 1 presents the opportunity to meet all of the above aims and is therefore recommended.
44. It is possible for delivery of Option 1 to commence quickly due to the deliverability of the programme within existing council services, with only modest changes to corporate processes and limited resource implications.

Implications

45. The following implications have been assessed:

Financial – The costs of One Planet Council can be contained within existing budgets.

Human Resources (HR) – The development of One Planet Council and the implementation of the programme will predominantly, although not exclusively, need to be resourced within the Corporate Directorate of Economy and Place. One Planet Council is in keeping with, and indeed actively endorses, the People Plan.

Community Impact Assessment – A Community Impact Assessment has been carried out and is attached as Annex 4.

Legal – The Council has a variety of public law duties when making decisions. In simple terms these include a duty to act within its powers, to act rationally, to act fairly, to act reasonably, to take all relevant considerations into account and to act for proper purpose. Certain decisions have specific statutory requirements e.g. as to consultation. There are also overarching statutory requirements such as to comply with the Human Rights Act 1998, to meet the Council's equalities obligations and to have regard to the crime and disorder implications of decisions. The decision making tool may provide some assistance in ensuring that these issues are considered and that decision making is robust.

Crime and Disorder – None identified.

Information Technology (IT) – None identified.

Property – None identified.

Other – None identified.

Risk Management

46. In compliance with the Council's risk management strategy, the main risks relating to the recommendations of this report have been established.

47. Risk: the benefits of One Planet Council are not adequately communicated and employees are therefore not fully engaged with the programme.

Consequence:

- Employees do not comply with using the 'Better Decision Making' tool.
- Officers do not see the value of embedding the One Planet principles into service plans, and do not review service plan in light of missed 'One Planet' opportunities.

Mitigation:

Ensure engagement with officers at all levels. Frequently monitor employee support for, and understanding of, One Planet Council, and revise communication plan, as necessary.

48. Risk: the 'Better Decision Making' tool is poorly understood or not compatible with the development of certain types of projects, policies or strategies, and is therefore ineffective as a tool.

Consequence:

- Proposals are not adequately revised in relation to social, economic or environmental sustainability concerns.
- Potential negative impacts are not mitigated and opportunities to add value to proposals are missed.

Mitigation:

Ensure adequate training is in place. Review detailed feedback on the tool following six-month pilot; identify common problems; and adapt the tool.

49. Both identified risks would mean that the Council Plan aspirations to place sustainability and resilience at the heart of decision making and work towards 'One Planet Living' could not be fulfilled.

- 50. The Council's role in the emerging One Planet York programme would also be undermined, with potential negative reputational consequences.
- 51. The significance of the identified risks means it is imperative that they are actively managed.

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Councillor Andrew Waller

**Report
Approved**



Date 03/03/2017

Specialist Implications Officer(s):

Andrew Docherty, Assistant Director Legal and Governance

Wards Affected:



For further information please contact the author of the report

Background Papers:

None

Glossary of Abbreviations:

N/A

Annexes:

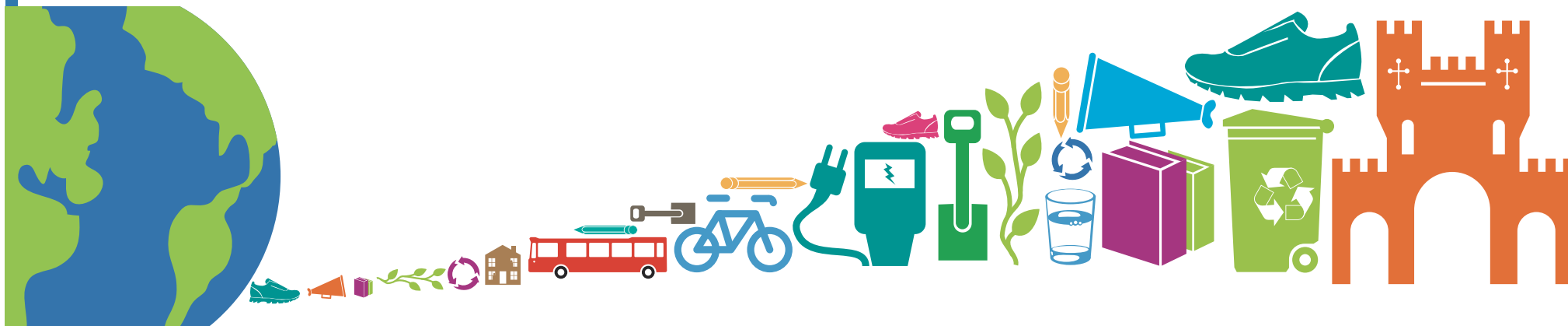
Annex 1 – One Planet Council Framework

Annex 2 – ‘Better Decision Making’ tool

Annex 3 – One Planet Council Communication Plan

Annex 4 – One Planet Council Community Impact Assessment

One Planet Council Framework



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Overview

This document sets out our new One Planet Council framework, supporting our ambition to be a more sustainable, resilient, and collaborative organisation. The framework builds on our long history of considering the sustainability of the work that we do. It presents a strengthened, balanced set of principles for all our council services to work towards, and sets out a strategy for how these principles will be incorporated into the heart of our decision-making processes. One Planet Council encourages us to think carefully about how we do things now and to adapt our behaviour to ensure that we safeguard our ability to provide services in the future. Essentially, the framework is designed to help us to make better and more-informed decisions.

One Planet Council aspires to:

- Foster a vibrant, diverse and fair local economy that is better able to respond to the changing social and economic climate.
- Significantly reduce our environmental footprint, while saving us money.
- Protect and enhance our natural and built environment so that our residents are able to enjoy the city now and for generations to come.
- Improve the health, wellbeing and happiness of our residents, enabling them to fully participate in their communities.

With a challenging financial climate and increasing demand for services, it is crucial now more than ever that we make changes to how we work as a council. Being a resilient and sustainable organisation is about being able to adapt to changing circumstances, and learning about what works for us, both as an organisation and for our residents. The path to becoming a more sustainable and resilient organisation will therefore be a continually evolving journey — and is one which we are very much committed to through One Planet Council.

One Planet Council is an integral part of how we as an authority will meet our commitments in the Council Plan (2015-19). This includes putting social, economic, and environmental sustainability at the heart of everything we do; striving to become a more resilient organization; and creating a prosperous city for all. One Planet Council is very much in keeping with our council vision (2030), which sets out our long-term aspirations for York. Among these, it particularly links to our ambition for York to be the 'Greenest City in the North'; for sustainable transport and development to be prioritised; and to make a real difference, as a city, to combating climate change. One Planet Council also reflects the emphasis the vision places on long-term strategies to improve the health and happiness of communities — investing significantly in early intervention and prevention, and supporting our neighbourhoods to become more self-reliant and resilient themselves.



One Planet York

One Planet Council forms part of the city's wider One Planet York initiative. One Planet York draws upon the ideas of 'One Planet Living': a global movement concerned with the rapid and unsustainable rate at which we are consuming resources, as well as our unsustainable approach to economic and social development. At the core of 'One Planet Living' are ten easy-to-understand principles. These principles provide organisations with a framework that helps: define what it means to be sustainable and resilient; encourage them to determine how sustainable and resilient their current practices are; assess the impacts of their decisions, and establish the progress they are making.

The ten One Planet principles are:

- | | |
|---|--|
|  Equity & local economy |  Zero waste |
|  Health & happiness |  Sustainable transport |
|  Culture & community |  Sustainable materials |
|  Sustainable water |  Local & sustainable food |
|  Zero carbon |  Land use & wildlife |

One Planet York is a city-wide initiative, which encourages external organisations to embrace the ten 'One Planet' principles. It seeks to bring together organisations who share a vision of creating a more sustainable, resilient, and collaborative 'One Planet' York. One Planet York provides a platform for networking, sharing ideas, and showcasing good practice across the city. In this sense, our role within One Planet York is to be a partner with other organisations. This differs to One Planet Council, which is our internal programme of change in relation to sustainability and resilience.

The connection between One Planet York and One Planet Council is an incredibly important one, if we are to be a truly sustainable and resilient city. One Planet York emerged following the realisation that as a council we cannot tackle sustainability and resilience alone, and need to work in close partnership with our communities and organisations across York. At the same time, it is crucial that as a local authority we are seen as leading the way as part of the broader One Planet York programme, through our pursuit of One Planet Council.

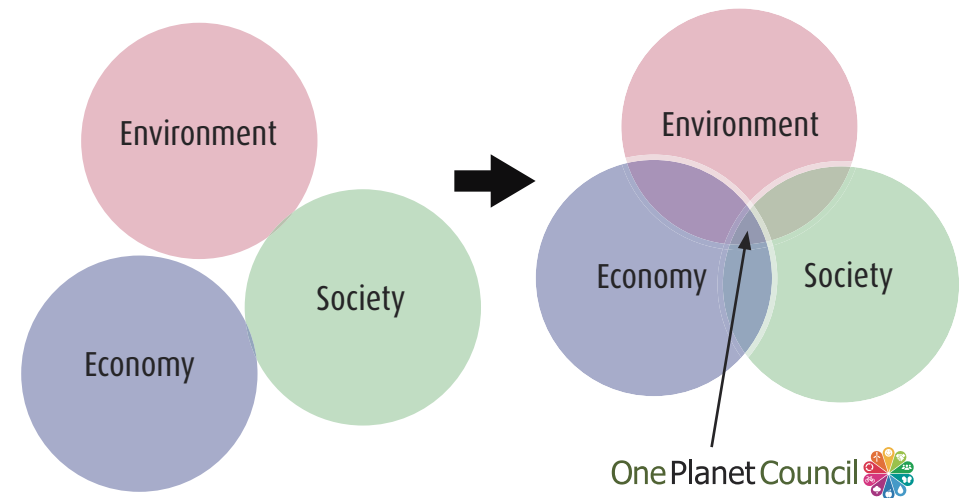
One Planet Council

One Planet Council uses the same One Planet principles, and adapts them to make them relevant to us, for all our internal operations and services.

Vision

Our One Planet Council vision is to embed sustainability and resilience into our culture, so that it is at the heart of everything we do. One Planet Council is about making decisions in an informed, evidence-based way, taking care to understand, and balance, social, environmental and economic concerns.

We know that a strong local economy, happy and healthy residents, and a high quality built and natural environment, are all very much connected. With this in mind, One Planet Council seeks to foster greater collaboration and innovation across the council and make sustainability and resilience part of everyone's job.



One Planet Council is about shifting towards more sustainable and resilient ways of operating, whilst reducing our environmental footprint. It is about making the most of our resources, and maximising the impact of the proposals we put forward, through careful consideration of all ten 'One Planet' principles. Sitting alongside this is the desire to save money and be more cost effective—spending less on energy, water, waste and transport, and promoting greater self-reliance and resilience in our communities. This is particularly important in times of constrained budgets and increased demand for services.

Who is it for?

This framework applies to all our employees, and to all internal and external-facing services, projects, programmes, strategies and policies. It applies to the decisions we make about individual initiatives, as well as how we plan entire service areas.



Principles

The ten 'One Planet' principles help us to make sense of what it means to be sustainable as a council, and provide a framework through which current and future activities can be assessed, and priorities established. Working towards 'One Planet Living' is one of the goals set out in our Council Plan, and the detail accompanying the principles draws heavily upon other Council Plan priorities. Although the principles themselves will remain fixed, the detail accompanying them will be updated periodically, to ensure they continue to support our organisational priorities.

Equity & local economy

1) Continue to support fair pay across the council and help create a thriving economy.

Through the People Plan, we will continue to improve the fairness of our reward and pay practices.

Where appropriate, our services will contribute to the council's efforts to be more 'business friendly' (Council Plan 2015-19), as well as the city's Economic Strategy (2016). This will be in keeping with, and supported by, the emerging Local Plan, and will help us create a thriving city with opportunities for residents to access good quality and well-paid jobs (Council Plan 2015-19).



Health & happiness

2) Maximise opportunities to promote health and wellbeing across our organisation and the city.

We will promote active employee engagement with wellbeing programmes, and this will be aligned with our Public Health Strategy.

Our services will contribute to the creation of a thriving city, where residents are encouraged and supported in living healthier lives (Council Plan 2015-19). We will strive to provide services that enhance residents' feelings of safety and wellbeing.





Culture & community

3) Maximise opportunities to deliver a collaborative, innovative, inclusive and creative culture across the council. Create services which help York's residents feel listened to and live confident and inclusive lives.

Based on the People Plan we will continue to strive to be an organisation that values and engages with employees and has an open culture that is collaborative, innovative, inclusive and creative.

Services will contribute to the creation of a thriving city where all York's residents are able to contribute fully to their communities and neighbourhoods (Council Plan 2015–19). Ward committees will form an important part of this.

Services will be delivered in a way that is inclusive and so that residents feel their views are both listened to and respected (Council Plan 2015–19).



Sustainable water



Zero carbon

4 & 5) Get more of our energy from renewable sources, create energy efficient buildings, and ensure York is climate ready.

We will reduce carbon dioxide emissions from our activities by minimising our energy and water use and making the most out of renewable energy. We will also ensure our operations and services are prepared for current and future changes to our climate.

Through our local plan we will encourage sustainable development that has a low carbon footprint. We will strive to be a leading low emission city (Council Plan 2015–19).



Zero waste

6) Reduce waste, reusing where possible and ultimately sending zero waste to landfill.

We will minimise operational waste across the council, through waste reduction, reuse, recycling and recovery measures and ultimately work towards sending zero waste to landfill.

We will also help increase the percentage of waste recycled across the city (Council Plan 2015–19).



Sustainable transport

7) Reduce the need to travel and encourage employees to use sustainable modes of transport.

Through our internal travel policies we will promote the use of a range of sustainable modes of transport and low emissions vehicles (Local Transport Plan, 2011–31).

We will continue to offer efficient and affordable transport links, enabling residents and businesses to access key services. Changes to the way we operate our services will also help improve air quality across the city (Council Plan 2015–19).



Sustainable materials

8) Use goods from sustainable sources and, where possible, source locally.

We will strive to procure goods and services that are sustainable and sourced locally, where possible.

We will minimise the environmental impact of materials used to build and repair council buildings.



Local & sustainable food

9) Support a thriving local food economy.

We will use and support local and sustainable food initiatives within council services and across the city.



Land use & wildlife

10) Conserve and enhance York's built and natural environment.

We will conserve the city's landscapes, natural environment, and wildlife and actively seek enhancements. We will do this across our estate and the city and also protect York's trees, woodland and the green belt (Council Plan 2015–19).

We will work to improve the quality of the built environment, while being careful to protect the unique heritage and character of the city, maintaining York's reputation as a beautiful city to live in (Council Plan 2015–19).

Through our Local Plan we will ensure that sustainable development is supported and that we meet our city's future needs for housing and employment.

Translating the framework into practice

The One Planet Council principles will be incorporated into existing services and corporate processes, and reviewed as changes are made to our operating model.

Embedding the One Planet Council principles into the heart of our decision making will involve:

- using the 'better decision making' tool when developing new proposals;
- integrating the principles into policies, strategies and service planning;
- developing a comprehensive One Planet Council communication strategy;
- using the One Planet Council Task and Finish Group; and
- developing a One Planet Council programme.

Details of these components will be given below. This information is to sit alongside a detailed action plan (set out in Annex 1). The action plan has been developed to provide clarity on key milestones, timings, responsible persons, current status and measures of success.

'Better Decision Making' tool

The 'better decision making' tool has been developed to help us consider the social, economic and environmental impacts of the proposals we put forward in a systematic and evidence-based way. These impacts relate to the ten One Planet Council principles. In using the tool, we are encouraged to: reflect on implications beyond our own service areas; develop mitigating actions to minimise negative impacts; and consider ways to embed additional 'One Planet' opportunities into our proposals. That is, ways in which we can enhance our proposals from the perspective of sustainability and resilience.

The 'better decision making' tool is to be considered for all proposals going before the executive, when proposing to make changes to services, policies, or strategies. The 'better decision making' tool will be attached as an annex to executive reports, to provide a transparent audit trail of the decision making process. Executive report templates will be amended to include a section where One Planet Council implications can be reported. The use of the 'better decision making' tool will be preceded by staff engagement and training.

Guiding the development of policies, strategies and service planning

In order to become a One Planet Council it is crucial that any new council policies or strategies are in keeping with this One Planet Council Framework and actively help us work towards embedding the One Planet principles into our activities. This would be achieved by a combination of using the 'Better Decision Making' tool during policy and strategy development and by explicitly making reference to the principles within the documents themselves.

The One Planet Council principles will also be embedded into our decision-making processes about how we run our services. Service plan templates will be amended to reference the principles directly. This will be done in a way that enables us to identify missed 'One Planet' opportunities in current plans, encouraging us to revise service plans where it is appropriate.

Key performance indicators (KPIs) reported in service plans will also be reviewed, where appropriate, to ensure that we are using outcome measures that are relevant to our 'One Planet' aspirations. 'One Planet' targets will be set using these KPIs, and performance will be periodically monitored and taken into account during the next service planning period.

In the long-term it is hoped that the One Planet Council principles will be incorporated into full business case development, all stages of the procurement process, and financial planning. In essence, the principles will become instrumental to strategic decision-making.

One Planet Council Communication Strategy

A communication strategy sits alongside the framework and is fundamental to fostering employee awareness of One Planet Council. This is particularly important as One Planet Council hopes to make sustainability part of everyone's job.

The strategy will be key to getting individuals to:

- engage with, and actively endorse, One Planet Council's aims
- understand how One Planet Council fits in with their role as an individual and a council employee; and
- share their suggestions about how we can become a more sustainable and resilient organisation.

In broad terms, the strategy will involve regularly publicising information about the progress we are making with One Planet Council. Another central part of the communication strategy will be to explain how different aspects of sustainability and resilience are connected, as well as providing strengthened channels of engagement for sharing ideas and expertise between service areas. This is crucial, as a more joined-up approach to sustainability is at the very heart of what One Planet Council wants to achieve.

Celebration of our successes as an organisation will also be an important aspect of the communication strategy, and efforts will be made to ensure that information is circulated as widely as possible.

The strategy will share its branding with One Planet York, to reinforce the connection between One Planet York's achievements on a city- scale and our achievements as an organisation as part of One Planet Council.

One Planet Council Task and Finish Group

A Task and Finish Group has been established and involves officers from across our management structure. The purpose of the group is to provide strengthened co-ordination and governance, and to steer the development and implementation of One Planet Council. The group will therefore be critical to the realisation and refinement of the One Planet Council framework, 'better decision making' tool, communication strategy and action plan. The group will also play a central role in overseeing the embedding of the framework into service plans and wider decision-making processes.

Reporting progress and evaluating the impact of One Planet Council

It is essential that we monitor performance over time, in order to understand the impact of One Planet Council. Progress towards becoming a 'One Planet' council will therefore be reported in the One Planet Council programme on an annual basis. This will provide an assessment of how well we are doing in terms of meeting our 'One Planet' targets, as set out in our service plans. This will also be an opportunity to report progress towards reducing our carbon footprint across all council services and operations.

The annual report will also be a chance to review how well the changes to our decision making processes are working in practical terms, and whether our employees have gained a better understanding of what it means to be a One Planet Council.

Implementation date

This framework will apply from 1 April 2017.

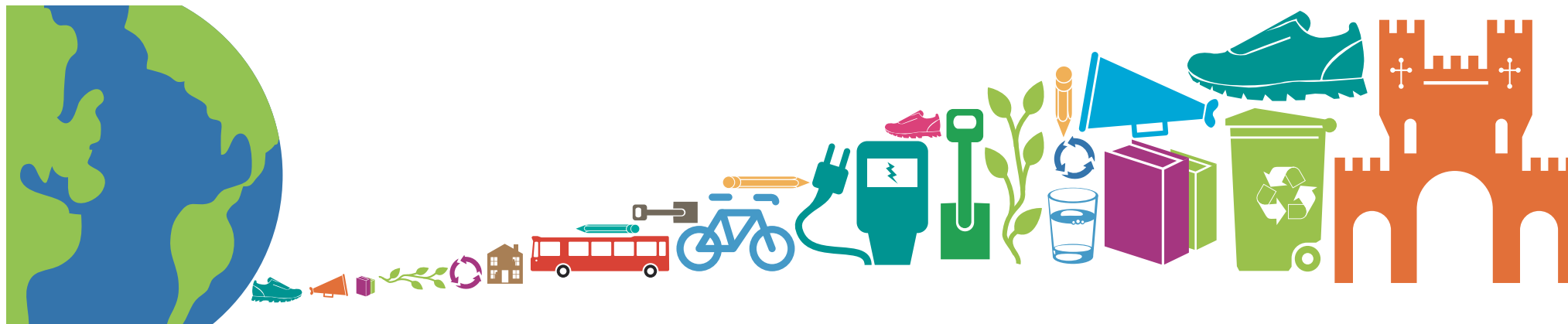
Annex 1: One Planet Council Action Plan

Action	Milestone Tasks	Responsible Person	Target Date	Success Indicator	Progress
Carbon & Energy Audit	<ul style="list-style-type: none"> Update 2014/15 baseline position for the amount of energy, water and waste the council uses. Identify the progress on impact of all projects identified in 2014/15 carbon management plan. Identify and develop new capital projects through internal and external funding eg. Elena and Salix. 	Head of Strategic Planning Sustainability Officer	June 2017	Reports to: OPC Task & Finish Group, CMT and Executive Member briefing session.	Commenced
Carbon & Energy Management Plan	<ul style="list-style-type: none"> Using the information from the Carbon & Energy Audit develop a management plan including improvement measures and recommendations. 	Head of Strategic Planning Sustainability Officer	December 2017	Reports to: OPC Task & Finish Group, CMT and Executive Member briefing session.	Not yet commenced

Action	Milestone Tasks	Responsible Person	Target Date	Success Indicator	Progress
Stage 1: Better Decision Making Tool	<ul style="list-style-type: none"> Pilot the Better Decision Making Tool for all reports to Executive commencing after 1 April 	Head of Strategic Planning Sustainability Officer	April – October 2017	Progress report to OPC Task & Finish group and CMT	Project development work underway
Stage 2: Better Decision Making Tool	<ul style="list-style-type: none"> Evaluate and where appropriate introduce the Better Decision Making Tool for council projects and programmes beyond Executive Reports 	Head of Strategic Planning Sustainability Officer	September 2017 – March 2018	Progress report to OPC Task & Finish Group, Executive member briefing	Not yet commenced
Stage 1: Service Planning	<ul style="list-style-type: none"> Ensure all Service Plans currently under preparation identify actions and KPIs' relevant to One Planet principles 	One Planet Council Task & Finish Group Head of Strategic Planning Sustainability Officer	March 2017	Report to One Planet Task & Finish Group	Commenced
Stage 2: Service Planning	<ul style="list-style-type: none"> Collate, analyse and present information from all service plans 	Head of Strategic Planning Sustainability Officer	September 2017	Reports to: OPC Task & Finish Group, CMT and Executive member briefing	Not yet commenced
Stage 3: Service Planning	<ul style="list-style-type: none"> Evaluate delivery against all identified actions and programme. 	Head of Strategic Planning Sustainability Officer	March 2018	Reports to: OPC Task & Finish Group, CMT and executive member briefing session	Not yet commenced

Action	Milestone Tasks	Responsible Person	Target Date	Success Indicator	Progress
Stage 1: communications strategy	<ul style="list-style-type: none"> See detailed communications plan for further information 	Communications team Head of Strategic Planning Sustainability Officer	March 2017	Reports to: OPC Task & Finish Group	Project development work underway
Stage 2: Review communications strategy	<ul style="list-style-type: none"> Undertake staff survey to evaluate understanding and engagement 	Communications team Head of Strategic Planning Sustainability Officer	September 2017	Reports to: OPC Task & Finish Group	Not yet commenced
One Planet Council annual report	<ul style="list-style-type: none"> Production of an annual report drawing on all the information above 	Head of Strategic Planning Sustainability Officer	April/May 2018	Reports to: OPC Task & Finish Group, CMT and Executive	Reports to: OPC Task & Finish Group, CMT and executive member briefing session

One Planet Council



Contacts and more information:

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 01904 55XXXX

 www.york.gov.uk/xxxxxxxxxxxx



'Better Decision Making' Tool
 Informing our approach to sustainability, resilience and fairness

The 'Better Decision Making' tool has been designed to help officers consider equalities and social, economic and environmental sustainability, when developing a new proposal. The purpose of the 'Better Decision Making' tool is to ensure that the impacts of every proposal are carefully considered and balanced, and that decisions are based on evidence.

The questions contained within this tool draw upon priorities set out in the Council Plan, and will help us to realise its ambitions by maximising the opportunity to embed positive impacts in the new initiatives we put forward. The tool is key to ensuring that we as a council meet our statutory duties set out in the Equalities Act (2010) to provide inclusive and discrimination-free services. Essentially, it is a tool that helps deliver decisions that we can have confidence in.

The 'Better Decision Making' tool should be used for proposals going to the Executive, whether to propose a new project, policy or strategy, or to make changes to services.

Sections 1–7 of this form should be completed as soon as you have identified a potential area for change, and when you are just beginning to develop a proposal. This should be done to identify any potential negative impacts and highlight any areas for improvement. If you are following the All About Projects Framework it should be completed before going through Gateway 2.

Section 8 of this form should be filled in once you have completed your proposal and prior to being submitted for consideration by the Executive. This is to demonstrate how the proposal has been amended in light of information gathered in Sections 1–7. If you are following the All About Projects Framework it should be completed before going through Gateway 5.

Please note that your answer to Question 8.4 in Section 8 must be reported in Executive reports, and the full 'Better Decision Making' tool must be attached as an annex.

Guidance on completing this assessment is available by hovering over the text boxes. The full guidance document can be accessed by following this link to the 'Better Decision Making' tool on Colin.

Please complete all fields (and expand if necessary).

Section 1: Introduction

1.1	Service submitting the proposal:	
1.2	Name of person completing the assessment:	
1.3	Job title:	
1.4	Directorate:	
1.5	Date Completed:	
1.6	Date Approved: form to be checked by service manager	

Section 2: What is the proposal?

2.1	Name of the service, policy or strategy being assessed?	
2.2	What are the main aims of the proposal?	
2.3	What are the intended effects and key outcomes?	

Section 3: Evidence in support of the proposal

3.1	<p data-bbox="233 201 1780 240">What data is available to understand the likely impacts of the proposal? (e.g. hate crime figures, obesity levels, recycling statistics)</p>
3.2	<p data-bbox="233 498 1602 537">What further evidence (including all engagement and co-design feedback) has been used to support this proposal?</p>
3.3	<p data-bbox="233 774 1892 848">Are there any emerging initiatives which will produce a combined impact with this proposal? (e.g. will the same individuals/communities of identity also be impacted by a different project or policy?)</p>

Section 4: Impact on One Planet Principles

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or service users.
 This section relates to the impact of your proposal on the One Planet Principles.

For 'Impact', please select from the options in the drop-down menu.
 If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Equity and Local Economy

Does your proposal?		Impact	What are the impacts and how do you know?
4.1	Impact positively on the business community in York?		
4.2	Provide additional employment or training opportunities in the city?		
4.3	Help individuals from disadvantaged backgrounds or underrepresented groups to improve their skills?		

Health & Happiness

Does your proposal?		Impact	What are the impacts and how do you know?
4.4	Improve the physical health or emotional wellbeing of staff or residents?		
4.5	Help reduce health inequalities?		
4.6	Encourage residents to be more responsible for their own health?		
4.7	Reduce crime or fear of crime?		

Culture & Community

Does your proposal?		Impact	What are the impacts and how do you know?
4.8	Help improve community cohesion?		
4.9	Improve access to services for residents, especially those most in need?		
4.10	Improve the cultural offerings or heritage of York?		
4.11	Encourage residents to be more socially responsible and participate in their communities?		

Zero Carbon and Sustainable Water

Does your proposal?		Impact	What are the impacts and how do you know?
4.12	Minimise the amount of energy we use, or reduce the amount of energy we will use/pay for in the future?		
4.13	Minimise the amount of water we use or reduce the amount of water we will use/pay for in the future?		

4.14	Provide opportunities to generate energy from renewable/low carbon technologies?		
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Zero Waste

	Does your proposal?	Impact	What are the impacts and how do you know?
4.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?		

Sustainable Transport

	Does your proposal?	Impact	What are the impacts and how do you know?
4.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?		
4.17	Help improve air quality?		

Sustainable Materials

	Does your proposal?	Impact	What are the impacts and how do you know?
4.18	Minimise the environmental impact of the goods and services we buy?		

Local and Sustainable Food

	Does your proposal?	Impact	What are the impacts and how do you know?
4.19	Maximise opportunities to support local and sustainable food initiatives?		

Land Use and Wildlife

	Does your proposal?	Impact	What are the impacts and how do you know?
4.20	Maximise opportunities to conserve or enhance the natural environment?		
4.21	Improve the quality of the built environment?		
4.22	Preserve the character and setting of the historic city of York?		
4.23	Enable residents to enjoy public spaces?		

4.24	Additional space to comment on the impacts		

Section 5: Impact on Equalities and Human Rights

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or service users. This section relates to the impact of your proposal on **advancing equalities and human rights** and should build on the impacts you identified in the previous section.

For 'Impact', please select from the options in the drop-down menu. If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'

Equalities

Will the proposal **adversely impact** upon 'communities of identity'?
 Will it **help advance equality** or foster good relations between people in 'communities of identity'?

	Impact	What are the impacts and how do you know?	Relevant quality of life indicators
5.1	Age		
5.2	Disability		
5.3	Gender		
5.4	Gender Reassignment		
5.5	Marriage and civil partnership		
5.6	Pregnancy and maternity		
5.7	Race		
5.8	Religion or belief		
5.9	Sexual orientation		
5.10	Carer		
5.11	Lowest income groups		
5.12	Veterans, Armed forces community		

Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?
5.13	Right to education	
5.14	Right not to be subjected to torture, degrading treatment or punishment	
5.15	Right to a fair and public hearing	
5.16	Right to respect for private and family life, home and correspondence	
5.17	Freedom of expression	

5.18	Right not to be subject to discrimination		
5.19	Other Rights		

5.20	Additional space to comment on the impacts		

	Additional space to comment on the impacts
7.3	

Section 8: Improvements

Section 8 builds on the impacts you identified in sections 1-7. Please detail how you have used this information to make improvements to your final proposal.

Please note that your response to question 8.4 must be reported in the One Planet Council implications section of reports going to the Executive.

8.1	<p>For the areas in sections 4 and 5 where you were unsure of the potential impact, what have you done to clarify the situation?</p>	
8.2	<p>What changes have you made to your proposal to increase positive impacts?</p>	
8.3	<p>What changes have you made to your proposal to reduce negative impacts?</p>	
8.4	<p>Taking into consideration everything you know about the proposal <u>in its revised form</u>, what would you consider the overall impact to be on creating a fair, healthy, sustainable and resilient city?</p> <p>**This information <u>must</u> be input into the One Planet Implications section of the Executive Report**</p>	
8.5	<p>Any further comments?</p>	

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One Planet Council: Communications Plan 2017

PROJECT/ MILESTONE	DATE/ DETAIL	OBJECTIVE /BACKGROUND	APPROACH TO TAKE	LEAD ROLE	SPOKESPERSON
Once Executive reports are published	8 March 2017	Promote the One Planet Council Framework which is being taken to Executive for approval	<ul style="list-style-type: none"> - Press release /statement - Artwork for social media /posters for key partners - Artwork on internal/external screens - Trade media features 	<p>Comms lead: Debbie Manson Michael Hawtin to provide artwork</p> <p>Officer lead: Martin Grainger Josephine Ozols-Riding</p>	Cllr Waller Neil Ferris
Once Executive decision taken	1 April 2017	<p>Promote the Executive's decision and launch the Framework internally to CYC staff</p> <p>To gain a wider and better understanding of One Planet Council and what this means</p>	<p>During meeting:</p> <ul style="list-style-type: none"> - Webcasting during meeting/playback option - Live tweets from the meeting (comms team lead) - Promotion of original press release <p>Post meeting:</p> <ul style="list-style-type: none"> - The new Framework content will be designed into a leaflet so this fits with the similar feel/style of the One Planet York branding - Artwork for social media /posters for key partners - Artwork on internal/external screens - Trade media features 	<p>Comms lead: Debbie Manson Michael Hawtin to provide artwork</p> <p>Officer lead: Martin Grainger Josephine Ozols-Riding</p>	Cllr Waller Neil Ferris



One Planet Council: Communications Plan 2017

			<ul style="list-style-type: none"> - Promotion of One Planet York (OPY) benefits e.g. the OPY app - Buzz article - internal comms needs to co brand with One Planet York initiative using branding guidelines - This also needs to provide context surrounding what One Planet York is, versus CYC's commitment to One Planet Council (and what this means) 		
Launch of new campaign	March/ April 2017 onwards	<p>Encourage staff to bring forward new ideas that would make the council more sustainable.</p> <p>These could be based on each key One Planet Council principle e.g. could we promote/use reusable coffee cups? (links to Zero Waste and Sustainable Materials principles)</p>	<p>Launch new campaign and provide a platform for suggestions/thoughts/ideas through internal comms channels, including:</p> <ul style="list-style-type: none"> - Buzz quiz OR a quick fire survey - Potential for a short video message - Explanation of the key principles using simple narrative/visuals and examples where possible so employees can relate to these e.g. reusable coffee cups can make a real difference - Lunchtime sessions to get staff involved in generating new ideas around sustainability. Each session would consider issues relating to one specific One Planet principle - Artwork on internal/external screens - New policy/leaflets to be placed in break areas/kitchens etc. in West Offices and Hazel Court 	<p>Comms lead: Debbie Manson Michael Hawtin to provide artwork</p> <p>Officer lead: Martin Grainger Josephine Ozols-Riding</p>	<p>Cllr Waller Neil Ferris</p>
Launch of new 'better decision making' tool	March 2017 onwards	<p>A new requirement for employees</p> <p>To ensure that the new One Planet Council Framework is embedded into every report/decision that is made.</p> <p>The 'better decision making' tool will</p>	<p>Publicising through internal channels, including:</p> <ul style="list-style-type: none"> - Email alerting employees to the new requirements - TBC: explore if i-comply is an appropriate channel to promote the new tool/new requirement to use this (<i>discuss with Lorrain Lunt</i>) - Artwork on internal/external screens 	<p>Comms lead: Debbie Manson (on mat leave from June 2017– replacement TBC) Michael Hawtin</p>	<p>Cllr Waller Neil Ferris</p>



One Planet Council: Communications Plan 2017

		be considered for all proposals presented to the Executive.	<ul style="list-style-type: none"> - Buzz article – featuring an explanation of the new Framework and tool - Internal/external screens (artwork to be created) 	Officer lead: Martin Grainger Josephine Ozols-Riding	
6 months on from the launch – refresh of campaign	Sept 2017	<ul style="list-style-type: none"> - Refresh awareness surrounding the Framework and new ‘better decision making’ tool - Keep the momentum going 	<ul style="list-style-type: none"> - Mini One Planet Council survey in buzz for CYC Staff. Feedback will help gauge understanding and awareness of new Framework/tool 	Comms lead: Debbie Manson (on mat leave from June 2017– replacement TBC) Michael Hawtin to provide artwork Officer lead: Martin Grainger Josephine Ozols-Riding	Cllr Waller Neil Ferris
One Planet York Annual Conference	TBC	<ul style="list-style-type: none"> - Promote One Planet Council using co brand with One Planet York 	<ul style="list-style-type: none"> - Publicise through One Planet York events including annual conference and prospectus - Highlight the Council’s work as a key part of One Planet York 	Comms lead: TBC Michael Hawtin to provide artwork Officer lead: Martin Grainger Josephine Ozols-Riding Paul McCabe	Cllr Waller Neil Ferris
One Planet	April /	<ul style="list-style-type: none"> - Produce a One Planet Council 	<ul style="list-style-type: none"> - Press release /statement 	Comms lead: TBC	Cllr Waller



One Planet Council: Communications Plan 2017

<p>Council Annual Report</p>	<p>May 2018</p>	<p>annual report</p>	<ul style="list-style-type: none"> - Artwork for social media /posters for key partners - Trade media features 	<p>Officer lead: Martin Grainger Josephine Ozols-Riding</p>	<p>Neil Ferris</p>
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DRAFT

SECTION 1: CIA SUMMARY



Community Impact Assessment: Summary

1. Name of service, policy, function or criteria being assessed:

One Planet Council

2. What are the main objectives or aims of the service/policy/function/criteria?

One Planet Council (OPC) is CYC's new sustainability framework.

It aims to:

- Improve the health and wellbeing of communities and staff
- Create a more equitable and inclusive city with a more resilient economy
- Enhance the built and natural environment for all residents to enjoy
- Encourage decision making that carefully balances equality considerations, and social, economic and environmental concerns, minimising potential negative impacts.
- Add value to the work we do by identifying and embedding new 'one planet' opportunities into the projects, policies and strategies we develop.
- Reduce the council's carbon footprint whilst increasing operational efficiency and generating savings.
- Provide greater coordination between different aspects of sustainability and foster greater collaboration and innovation across the council.
- Help realise the ambitions set out in the Council Plan (2015-19), to put 'sustainability at the heart of everything we do' and drive wider progress towards more sustainable and resilient 'One Planet living'.

3. Name and Job Title of person completing assessment:

Josephine Ozols-Riding, National Graduate Management Trainee

4. Have any impacts been Identified? (Yes/No) (Positive)**Community of Identity affected:**

All (staff and residents)

Summary of impact:

One Planet Council actively seeks to improve the health and happiness of residents and staff, foster community cohesion and improve equity, amongst other things. It has positive implications for a wide range of quality of life impacts (detailed later in this assessment).

		<p>A key part of One Planet Council is considering how we can ensure that all communities of identity benefit from council activities. This is achieved through the use of the 'Better Decision Making' tool, which explicitly asks officers to consider how their proposal may positively or negatively impact one each community of identity.</p>
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5. Date CIA completed: 03/03/2017

6. Signed off by: Mike Slater

7. I am satisfied that this service/policy/function has been successfully impact assessed.

Name: Mike Slater

Position: Assistant Director (Planning and Public Protection)

Date: 03/03/2017

8. Decision-making body:	Date:	Decision Details:
Executive	16 th March 2017	

Send the completed signed off document to ciasubmission@york.gov.uk It will be published on the intranet, as well as on the council website.

Actions arising from the Assessments will be logged on Verto and progress updates will be required

Community Impact Assessment (CIA)

Community Impact Assessment Title:

What evidence is available **to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect** on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
An extended period of consultation with members of the community and organisations from across York was carried out when developing One Planet Council. The views of these groups fed into, and shaped, the development of the programme.	<p>The ten one planet principles that underpin One Planet Council have implications for a wide range of quality of life indicators. The relevant 'One Planet' principles are given in parentheses.</p> <p>Access to services and employment (equity and the economy), Longevity</p>	P	None

		(health and happiness, land use and wildlife), Physical security (health and happiness), Health (health and happiness, land use and wildlife, culture and community), Education (equity and the economy), Standard of living (health and happiness, equity and the economy), Productive and valued activities (equity and the economy, culture and community), Participation (equity and the economy, culture and community), Identity, expression and self-respect (culture and community).		
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>One Planet Council actively seeks to improve the health and happiness of residents and staff, foster community cohesion and improve equity.</p> <p>One Planet Council explicitly seeks to consider these matters in relation to the specific communities of identity given on this</p>	N/A	N/A		

<p>form (through the use of the 'Better Decision Making' tool). Since this is the explicit aim of the tool, positive impacts are therefore expected for all groups mentioned in this age, gender, race etc.)</p> <p>Fairer pay practice and support for the People Plan also form a key part of OPC.</p> <p>Efforts will be made to communicate with all staff, through a variety of mediums (email, print and TV campaigns, face-to-face sessions, group events, etc.), to ensure that everyone is reached and no particular group is prioritised/excluded e.g. individuals with visual impairments.</p>				
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Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age)		See explanation given for first Community of Identity (age)	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
See explanation given for first Community of Identity (age)	N/A	N/A		

Community of Identity: Disability

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age)		See explanation given for first Community of Identity (age)	P	P
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
See explanation given for first Community of Identity (age). The importance of the multi-modal approach to communicating One Planet council is particularly important here.	N/A	N/A		

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Community of Identity: Gender

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age)		N/A	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
See explanation given for first Community of Identity (age)	N/A	N/A		

Community of Identity: Gender Reassignment

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age)		N/A	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
See explanation given for first Community of	N/A	N/A		

Identity (age)				
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Community of Identity: Marriage & Civil Partnership

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age) See explanation given for first Community of Identity (age)		See explanation given for first Community of Identity (age)	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
See explanation given for first Community of Identity (age)	N/A	N/A		

Community of Identity: Pregnancy / Maternity

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age)			P	None
Details of Impact	<i>Can negative impacts be</i>	Reason/Action	Lead Officer	Completion Date

	<i>justified?</i>			
See explanation given for first Community of Identity (age)	N/A	N/A		

Community of Identity: Race

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age)		See explanation given for first Community of Identity (age)	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
See explanation given for first Community of Identity (age)	N/A	N/A		

Community of Identity: Religion / Spirituality / Belief

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age)	See explanation given for first	P	None

		Community of Identity (age)		
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
See explanation given for first Community of Identity (age)	N/A	N/A		

Community of Identity: Sexual Orientation

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
See explanation given for first Community of Identity (age)		See explanation given for first Community of Identity (age)	P	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
See explanation given for first Community of Identity (age)	N/A	N/A		



Executive

16 March 2017

Report of the Corporate Director of Health Housing and Adult Social Care & the Corporate Director of Economy & Place (Portfolio of the Executive Member for Finance and Performance & Executive Member for Housing and Safer Neighbourhoods)

Strategic Partnership with the Homes & Communities Agency for the Accelerated Delivery of Housing

Summary

1. This report sets out the need for the council to take a strategic lead in addressing the current housing crisis which is being faced nationally and which has specific local factors which impact negatively upon our communities and the growth potential of our economy. It explains how the dynamic of high demand and low supply has inflated housing prices beyond the reach of a large proportion of York residents.
2. The Government's recent Housing White Paper establishes a clear role for local authorities to create radical, lasting reform to boost supply and affordability. The measures proposed are largely targeted at the planning system, and the rules and regulations that govern the relationship between developers and local councils however it is clear from engagement with the Homes and Communities Agency (HCA – the government's house building agency and the national agency charged with accelerating housing delivery) that council's are also being encouraged to use their powers of general competence to actively engage in the facilitation of housing delivery through the exploitation of publicly owned land to promote local solutions that work for local communities and essentially accelerate housing delivery.
3. This report explains the impacts on our city of the housing situation and how the council might act in partnership with the HCA to impact upon some of the root causes – poor housing supply and a limited tenure mix. The report also gives an overview of some of the assets under the control of the council that are immediately available for housing development and how active engagement in direct delivery of housing in partnership with the HCA could contribute to the financial targets set in the budget for the generation of long term revenue streams from the commercialisation of our estate.

Recommendations

4. Executive are recommended to
 - I. Agree to enter into a Memorandum of Understanding (MoU) to establish a strategic partnership for housing development and investment with the Homes & Communities Agency.
 - II. Agree that a detailed business case for council-led housing development, including project management, governance, funding arrangements and risk assessments be presented for Executive approval in the summer of 2017.
 - III. Agree that the council will explore partnership and funding opportunities to deliver accelerated housing on public land.
 - IV. Agree that as part of the development of business cases the council will engage with health and education partners to explore the local impacts of housing development on other strategic services.
 - V. Note that the financial plan for the council requires that an additional £1m of annual revenue is generated from Council-owned property and land by 2020 and using budgets already held for this purpose, establish a project team who will develop proposals for housing development.
 - VI. Note that work has begun to develop proposals for housing on the Burnholme and Lowfield sites [in accordance with Executive decisions of 19th May 2016 and 8th December 2016] and agree that work begins to develop the business case for the development of homes on the Askham Bar site, the former Clifton Without School site and the Manor school site.
 - VII. Note the good progress made in delivering new affordable housing via Housing Revenue Account Investment and agree that this will continue, subject to individual consent for investment in accordance with Financial Regulations.

Reason: To progress with the building of much needed new homes in York.

Background

Housing Demand

5. York needs more homes to address the shortage of supply across all tenures and to address a local housing market that is characterised by high demand and high prices. The existing market dynamic of mismatched supply and demand leads to :-
 - Difficulty in providing affordable housing for those in greatest need (high land prices)
 - An inflationary impact upon private rent levels creating an affordability gap even for those on middle incomes
 - Escalating house prices meaning that the option for home ownership is out of reach even for those on median incomes
6. This in turn impacts upon the long term health and growth potential of our economy which requires a readily available and diverse housing supply at different price points.
7. There is a strong need for affordable housing in York, both because house prices (to buy and to rent) are higher than regional averages and incomes are lower than regional averages:
 - a. A household wanting to purchase a home at the lower quartile average cost of £160,000 with a 10% deposit would need an income of £41,100pa (based on 3.5 times income multiplier).
 - b. For renting, a lower quartile rent of £575 would need an income in the range of £17,250 to £27,600 depending on the threshold for affordability used (usually between 25% and 40%).
 - c. 31% of households have incomes below £20,000 with a further third in the range of £20,000-£40,000. The overall (median) average income of all households is estimated to be £28,000 and the lower quartile earnings figure £19,000.
8. The council's Draft Local Plan currently proposes allocating sufficient residential housing sites to deliver a total of 841 homes each year for the next 15 years; This must include the provision of affordable housing. The highest needs are for two and three bedroom homes in the private market and for one and two bedroom affordable homes. Although snapshots of current housing need are important and informative, strategic housing policy must also be informed by longer term population projections including:
 - a. that the largest growth is projected for people aged 60 and over; an increase of 16,500 (36%) from 2012 to 2031;

- b. that the population aged 75 or over is projected to increase by a greater proportion than this (56%); and
 - c. that, by comparison, only a modest increase in the population aged 15-29 is forecast for the same period – just over 2,000 over the 19 years to 2031.
9. The Strategic Housing Market Assessment (SHMA) (which provides a framework for discussion on a range of policy choices relating to housing mix, type and affordability to support the development of the draft Local Plan) calculates a need for 11% of new housing to be specifically for older people with an approximate split of 50/50 affordable and market housing.
10. These are complex issues to address, but if housing remains unaffordable for the majority of working age households (be it for rent or for sale) then the city could find increasing difficulty in attracting new and retaining existing employees across a whole range of occupations especially in the service sectors on which much of the city's economy depends. There is already evidence of recruitment difficulties in health and social care; two areas that have a direct and profound impact on the well being of York citizens, including older people.

Council Assets

11. The Council has identified, in its financial plan, that an additional £1m of annual revenue should be generated from its' land and property assets. It is proposed to deliver this saving by deploying three approaches with a good balance of the risks relating to delivery of both savings and the strategic objectives of the Council.
12. The council are progressing rent reviews and reinvestment proposals in order to deliver approximately a third of this total. Good progress has been made to date against this target and, at present, achievement of this element of the savings target is classed as low risk.
13. Decisions have already been made to dispose of land and buildings with an estimated value of over £4m [Castlegate, Ashbank, Fordlands Road and Willow House] and this capital receipt can be used to repay existing debt and reduce revenue debt repayments. This will be considered as part of the overall capital financing, but in broad terms can deliver revenue savings of approx £300,000 pa. However, once sold, the land and buildings permanently move outside of the control of the council and the subsequent use of these assets cannot be guaranteed to assist with council priorities such as the provision of new homes. These receipts will potentially be subject to planning consent and therefore this approach is deemed to be of low to medium risk.

14. The Council now have a number of other surplus sites which have already been agreed for disposal or development for housing. These include the former Burnholme and Lowfield School sites. In addition the former Askham Bar Park and Ride site is ready for development for housing, the former Clifton Without and Manor school sites are becoming vacant imminently and there are a number of smaller sites which could be included for consideration to contribute to accelerated delivery of housing.

The Council's accelerated Housing Delivery Proposal

15. The housing delivery challenges are city-wide, across all tenures, and will rely largely on the private sector to deliver more homes. However, the council has an opportunity through its own land assets to deliver new homes now, directly, and thereby to accelerate that delivery. This opportunity can also assist the Council to generate revenue in order to meet its financial targets.

16. It is proposed that the Council consider delivery of new homes in two ways:

- a. By continuing and accelerating Housing Revenue Account (HRA) investment in new council housing:
 - i. 59 homes were completed in the period 2010 to 2015 at Archer Close, Hewley Avenue, Le Tour Way and Lindsey House;
 - ii. 41 are currently under construction at Fenwick Street, Glen Lodge and Pottery Lane and will be completed by 2018;
 - iii. A further 69 are in planning
 - iv. There is current and projected capital investment of £24.3m available to fund new projects including an extension to Marjorie Waite Court Extra Care scheme, the redevelopment of Crombie House and "buying" the affordable housing element of Council developments, as described below. This is possible within the current HRA regulations and the work on agreed capital schemes will continue.
- b. By using council owned General Fund land to facilitate the delivery of mixed tenure housing developments. This will make best use of Council assets, grow the stock of affordable housing, build up a private rented housing portfolio and, thereby, secure a sustainable revenue income for the Council. In order for CYC to facilitate this development it will need to consider a range of mechanisms and decide upon the most appropriate one to deliver the council's objectives taking into account both financial risks, investments and governance issues. This can include on and off balance sheet solutions. A comprehensive business case will be needed before the various alternatives can be considered. This will

include options for creating a joint venture/partnership/company structure or undertaking this work within the council.

17. The commercialisation of land assets could potentially achieve sustainable, long term revenue incomes to the General Fund. This approach would be as an alternative to selling land assets to achieve, via debt repayment, General Fund revenue savings and relying on private developers to bring forward housing and to take the development uplift.
18. Although each site and opportunity would be assessed on its individual merits, broadly it would be expected that site business cases would test the tenure mix in respect of homes for sale on the open market, homes sold at a discount from market value (shared ownership), affordable rented homes transferred/sold to the HRA as new council housing in perpetuity, and other tenure options that may be advantageous for the delivery of council priorities such as self build or private rented
19. It is important that the business case development process will consider a range of viable options for achieving the strategic and financial outcomes and that the financial risks of each options are satisfactorily explored and similarly that the full implications of different delivery mechanisms are explored and understood before bringing options back to Executive
20. The Council owns a number of good quality sites that are ready for development, subject to planning consent, including those listed in Table 1 below: These sites (with the exception of Tang Hall library and Clifton Without Primary School because of their size) are listed in the Draft Local plan as sites suitable for housing development.

Table 1 Initial General Fund sites suitable for residential development

Site	Size in hectares	Estimated number of homes
Askham Bar	1.44	100
Former Lowfield school	5.5	162
Former Burnholme school	1.9	72
Former Manor school	5.6	100
Clifton Without Primary School	0.3	25
Tang Hall Library*	0.15	12
Total		471

*The Tang Hall Library will relocate to the redeveloped Burnholme complex

A Partnership with the Homes & Communities Agency

21. The council is already working in partnership with the HCA to support the development of York Central. Officers have explored the development for the expansion of this successful partnership to consider broader opportunities to accelerate housing delivery by: identifying and utilising vacated government estate, using the HCAs Infrastructure funding to bring forward brownfield sites requiring significant infrastructure or remediation investment with a view to bringing development forward within the 10 year timescale of the council's Draft Local Plan.
22. It is anticipated that through a broader partnership with the HCA it could be possible to deliver over 5000 homes over the next 15 year with the potential for early delivery of over 1000 homes in the next 3 years. All of these are on brownfield sites.
23. The partnership could look to :-
- a) Accelerate the delivery of a significant quantum of housing
 - b) Overcome remediation/infrastructure issues on stalled sites.
 - c) Deliver blended developments of; houses for sale, houses for private rent , discounted purchase schemes, social housing, self build, age related housing, affordable housing schemes for key workers etc.
 - d) Deliver a range of tenure mixes to bridge the affordability gap and to provide intermediate rent levels and promote greater confidence and stability in the renter market.
 - e) Increase the quantum of social housing delivery in a city where, due to high land prices, we struggle to achieve S106 on-site social housing provision or to achieve new off site provision at scale from commuted sums.
 - f) A strategic approach to complimentary community infrastructure
 - g) Develop a reliable construction supply chain to harness the local Small and Medium-sized Enterprise (SME) construction market and therefore increase the bandwidth in the construction industry to match delivery to ambition.
 - h) Make York's economy more sustainable by retaining graduates in the city.
 - i) Combine delivery capacity from the council and HCA – HCA could bring experience, investment and relationships. The council could bring land and capacity and strong local relationships. The partnership would bring increased confidence to both.
 - j) Explore alternative construction methods to accelerate delivery (modular build and off site construction)

- k) Explore the establishment of a Private Rented Sector (PRS) vehicle (with public sector ownership of non social housing) to operate a private rented housing portfolio to generate income stream for the public sector. This has the potential to enable the continued delivery and development of council services.
- l) Moderate the impact of inflationary house price growth by increasing capacity

24. HCA have a range of investment programmes which have traditionally been focused on specific policy initiatives. The HCA are currently considering a range of council funding bids including:- :-

- Delivery Grant - for resources to enable development of some of the proposals set out in this report (decision pending)
- Garden Villages – provision of planning support to develop the proposals for land to the west of Elvington Lane(decision pending)
- Shared Ownership - £2.4m for provision of 65 homes (funds agreed)
- DCLG Regeneration Enabling fund – bid for existing stock to consider adaptations for older people
- Accelerated Construction programme, HCA will provide a tailored package of support to ambitious local authorities who would like to develop out surplus land holdings at pace. The programme aims to deliver up to 15,000 homes nationally (housing starts) on central and local surplus public sector land in this Parliament through £1.7 billion of investment..
- The HCA are currently making strategic purchases of land on the York Central Site as part of the development to the York Central Partnership agreement
- Supported Housing Fund – likely to make a future bid for support for development of homeless provision in the city.

25. A strategic partnership would enable a more coherent approach to seeking funding across these targeted funding streams and would help to create greater synergies in the use of the funds to deliver broader housing outcomes.

26. Delivery arrangements for the partnership would need to be defined once a portfolio of projects has been agreed but this might include a formal joint venture (JV). Detailed governance arrangements would need to be developed that took account of existing arrangements for York Central. Decisions would need to be taken on a case by case basis with a streamlined governance model for the strategic partnership, providing a governance framework to agree individual business cases. The council has developed a model of governance and community engagement that can be replicated on other sites.

27. The arrangements need to allow for the possibility of engaging other public bodies or private sector land owners who may bring additional sites or the potential for inward investment. Such a partnership would also mitigate risks associated with the Council seeking to deliver homes in isolation, whilst maximising external investment.

28. A Memorandum of Understanding will be developed with the HCA.

Moving Forward

29. These proposals represent a significant shift in the ambition of the council to play an active role in the delivery of wider housing solutions through the use of council owned land and through a strong local and national partnership ethos. Each development site will require significant further evaluation work before decisions are made. Signing a Memorandum of Understanding with the HCA is a commitment to pursue a new direction of travel with pace and will enable the council to do this detailed work collaboratively with and benefit from national support and best practice guidance.

30. Executive have already agreed to “seek a developer or alternatively for the Council to undertake development for housing” at Burnholme [19th May 2016] and Lowfield [8th December 2016]. The former Manor School and the former Clifton Without school are also vacant . It is proposed that we put these sites within the proposed programme as early progress sites and proceed to:

- a. Commission design work and development appraisals for the Burnholme, Lowfield and Askham Bar, Manor and Clifton Without sites to determine home sizes and design, layouts, construction costs as well as sale and rent values.
- b. Obtain legal advice on the most appropriate mechanisms and governance arrangements for undertaking development activity and the development of a partnership with the HCA.
- c. Conduct appropriate financial review on the matter of financial modelling, holding & trading arrangements, accounting treatment and tax.
- d. Bring forward a report in the summer of 2017 with the outcomes of this work setting out proposals for approval

31. Good project management, the careful handling of risks and strong governance will be key to the successful delivery of the housing development programme. It is proposed that we adopt a similar approach and project management methodology for the housing development programme as we

have successfully deployed on other major projects, such as the Older Persons' Accommodation Programme, namely:

- a. A Business Plan based on individual site business cases with a supporting delivery programme agreed by Executive.
- b. A Programme Board
- c. The appointment of a programme manager with time dedicated to this task, supported by relevant internal and external resources.
- d. Use of the Verto project management tool to manage gateway reviews, monitor risks and to report delivery.
- e. Regular review and oversight by Executive, Audit & Governance Committee and Corporate and Scrutiny Management Policy and Scrutiny Committee.

32. An indicative timetable for this programme would be:

What	When
Preparation of Business Care	Q1/Q2 2017
Executive approval of Business Care	Q2/3 2017
Procure builders	Q3 2017
Planning	Q4 2017 to Q1 2018
Begin building	Q2 2018
First homes complete	Q1/2 2019

Council Plan

33. The proposals in this report will contribute directly to the following objectives in the Council Plan 2015-19

A prosperous city for all

- Residents can access affordable homes while the greenbelt and unique character of the city is protected
- Local businesses can thrive
- Residents have the opportunity to get good quality and well paid jobs
- Environmental sustainability underpins everything we do.
- Visitors, businesses and residents are impressed with the quality of our city
- Be entrepreneurial, making the most of commercial opportunities

A focus on frontline services

- Everyone has access to opportunities regardless of their background
- All York's residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods
- Every child has the opportunity to get the best possible start in life
- Residents are encouraged and supported to live healthily

Implications

34.

Financial -. An additional £1m of annual revenue needs to be generated from Council-owned property and land. The approach identified in this report will contribute a long term revenue stream to contribute to the achievement of this target.

The initial resources required to bring forward the business case to the Executive can be funded from existing budgets and grants (HRA Housing Development budget and the One Public Estate phase 5). Longer term investment in the Housing Delivery Programme and in other sites will be the subject to business case put before Executive later in the year. It should be noted that there is already an assumed capital receipt for Burnholme in the budget and this will need to be incorporated into the business case analysis.

Human Resources (HR) – In order to deliver the workplan set out in this report a project team will be established. Council policies will be followed for any recruitment.

Equalities - The development of a wider range of mixed tenure housing on the city will contribute to narrow the affordability gap for

Legal - Due consideration will need to be given to a range of legal matters related to this proposal including:

- i. vires issues including but not exclusively on the matter of building homes to sell and to let at market rents;
- ii. the transfer to the Housing Revenue Account of newly built homes that have used General Fund assets; and
- iii. The necessary legal and governance structures needed to operate Council led development activities.

Crime and Disorder - none

Information Technology – none

Property - The proposals in this report will lead to the development of detailed site by site business cases for the future development of surplus council assets.

Risk Management - It is recognised that there are risks associated with housing development, including land acquisition, the achievement of sales and cost/income pressures. A full risk register will be developed as part of the business case development and the early project initiation. Risks would be mitigated by undertaking this activity in partnership with the Homes & Communities Agency.

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Report Approved ✓ Date 7 March
2017

Wards Affected: All

For further information please contact the author of the report

Background Papers: none

Annexes – none

Glossary

DCLG – Department of Communities and Local Government

HCA – Homes and Communities Agency

JV – Joint Venture

PRS – Private Rented Sector

SHMA – Strategic Housing Market Assessment

SME - Small and Medium-sized Enterprise



Executive

16 March 2017

Report of the Corporate Director of Customer & Corporate Services and Corporate Director of Economy & Place (Portfolio of the Executive Member for Finance and Performance)

The Development of the Guildhall Complex

Summary

1. This report sets out the final business case for the development of the Guildhall complex following the award of planning permission for the scheme in February 2017. The report also requests the necessary budget approval to commence the construction works. This mixed use development will secure the future of the historic buildings; maximising the benefits of the different spaces within the complex, its accessible location, and showcasing its heritage significance.
2. The report sets out the detailed proposals to deliver a greatly improved Guildhall with a viable future use, which will :-
 - Continue to host Full Council meetings and other Civic events
 - Provide a high quality serviced office venue with virtual office and business club facilities.
 - Create new spaces for a high quality commercial restaurant
 - Improve the facilities for the medieval Guildhall including; under-floor heating, improved access / circulation, adjacent foyer space, cloaks / toilets and a cafe/bar, bringing this space into more active public use.

Recommendations

3. Executive are recommended to:
 - I. Agree the detailed business case for the regeneration of the Guildhall as set out in this report.

- II. Recommend to Full Council the total capital budget of £12.780m with prudential borrowing of £8.683m to fund the construction works to develop the Guildhall complex.

Agree to accept the terms of the Local Growth Fund (LGF) grant of £2.347m, from the Leeds City Region Local Enterprise Partnership (LCR LEP)

Reason:-to ensure the future viability and effective re-use of the Guildhall as one of the City's most significant historic buildings, through the creation a vibrant business and civic venue, with supporting commercial development on the riverside.

- III. Agree to make a further listed building consent application to add a second lift into the south range to enable disabled access to both sides of the complex.

Reason: - to ensure that the complex is as accessible as possible for disabled users.

- IV. Agree to the award of a 25 year lease to a restaurant operator for the new build north annex riverside restaurant following a competitive marketing exercise.

Reason:- to ensure that the income generated by the Guildhall complex will fund the regeneration costs and will attract the high levels of use necessary to secure future viability, and manage the financial risk to the council.

- V. Agree to put in place arrangements for CYC to manage and operate the serviced office and business club, Guildhall space and to procure an operator for the cafe provision for the Guildhall complex.

Reason:- to ensure that the Guildhall will attract the high levels of use necessary to secure the future viability of the complex; deliver wider economic benefits to the city; manage the financial risk to the council and ensure the continuing civic use of the Guildhall.

- VI. Agree to procure a construction contractor and to commence the construction of the Guildhall project in accordance with the Planning and LBC approvals and business case.

Reason: – to ensure the regeneration of the Guildhall complex and manage the financial risk to the council of developing a historic building.

- VII. Agree the Mansion House, Guildhall and Common Hall Yard Management Plan to establish how the shared elements of the scheme will facilitate the operation of the Guildhall complex and the effective occupation of the Mansion House by the Civic Party.

Reason: - to satisfy the planning conditions and to ensure that the status of the Lord Mayoralty is enhanced, with safe and effective management and use of the public space and amenity for the Civic Party in the Mansion House.

- VIII. To form a cross party working group, working with Civic and Democratic Services to make recommendations to the Executive on refining the Management Plan before completion of the development and to keep the plan under review in operation.

Reason: - to ensure that the status of the Lord Mayoralty is enhanced, with safe and effective management and use of the public space and amenity for the Civic Party in the Mansion House.

Background

4. The council vacated the Guildhall complex in March 2013, when they moved to West Offices. The complex has been largely vacant and underused over the interim 4 years at a cost of c£125k pa.
5. A condition survey undertaken in August 2013 highlighted a backlog of repair and maintenance items, the poor condition of the complex, life expired services and poor accessibility. The costs of remedial action were estimated at £2m.
6. The complex has continued to deteriorate since that time and there are a number of structural problems identified by subsequent site surveys, which need to be addressed to stabilise the complex. In particular there are issues with notable movement in the north annex tower and some distortion of the southern wall of the Guildhall. The scheme has been designed with underpinning to these areas to prevent further structural movement.

7. The Guildhall complex spans six centuries of development on a riverside site that contains evidence of two millennia of urban development. The buildings are listed at Grade I, II* and II – making the site hugely significant. The main elements of the complex are :

- The Guildhall main hall and associated riverside meeting room dating from 1445 – listed at Grade I
- The early C19th Atkinson block – included in the Grade I listing
- The south range – listed at Grade II
- The late C19th Victorian council offices listed at Grade II*
- The riverside block of the early C20th north annex (former post office) – included in the Grade II* listing
- The remainder of the north annex – unlisted
- The hutments site - unlisted
- Common Hall Yard - unlisted

A summary plan is included at annex 1.

8. Since 2013, Executive have considered a series of reports setting out proposals that facilitate the continuation of council and civic uses of the complex and establish a viable future use for the Guildhall complex as a business club / serviced office venue, with supporting commercial development on the riverside.

9. This work culminated in the decisions in July 2016 to proceed with detailed design and planning / listed building consent applications for the scheme, and to bring the detailed business case back to Executive, setting out the budget requirement for delivery, prior to construction works commencing. This work is set out below:

The Scheme

10. The proposals for the Guildhall complex have evolved through a rigorous design process beginning with a thorough analysis of the existing context. The client brief required an imaginative design response to facilitate the retention of council and civic use, whilst maximising the viability of the complex through the provision of complimentary commercial space. The design solution achieves significant improvement to the accessibility and legibility of the complex, with improved facilities and amenities serving both the Guildhall and the council chamber. The additional commercial space is sensitively integrated on the site.

11. The key elements of the scheme are :
 - The refurbished Guildhall and riverside meeting rooms
 - A cafe unit to the south range
 - Refurbished and new build office space
 - A new riverside restaurant unit
12. Plans and illustrations showing the scheme which was granted Planning and Listed building Consent on 16 February 2017 are attached at annex 2.
13. In response to comments made at planning committee it is proposed to make a further Listed Building Consent LBC application for the insertion of a second lift to improve DDA compliance in the cafe unit, ensuring that the complex is more accessible.
14. There are a number of conditions attached to the planning and LBC approvals and the project team will discharge these by working closely with colleagues in the planning service.
15. Sustainable development principles were integral to the design team's thinking and the scheme includes a River Water Source Heat Pump which will contribute to the heating load for the complex and also offers summer cooling potential for the office areas. The flood resilience of the complex will also be improved by upgrading physical defences and the installation of an integrated / automated pumping system to protect the basement areas.

Business Case

16. **Construction costs** - the current construction cost estimate of £10,708,000 is based on the design team's rigorous assessment of the scheme, which recently secured Planning and LBC approvals. There has been some design rationalisation and value engineering responding to the July Executive approval. The cost estimate does, however, reflect: the standards necessary for works to highly graded listed buildings; the complexity of the site; the restricted access and riverside context. The costs are inclusive of an inflation allowance (to the mid point of construction Q1 2018) based on the latest construction cost indices and a review of market intelligence. The costs also include a 15% risk and contingency allowance. This level is considered appropriate for

this project to ensure that: the known risks including; the structural condition of the complex, ground conditions and flooding during construction, can be managed, and that any unforeseen problems encountered during construction can be managed and addressed

17. **Project costs** – the total capital cost of the scheme is estimated at £12,780,000. In addition to the construction costs this includes: all project costs and design team fees from inception through to completion. Current costs, to March 2017, are running at £1.2m with further project management, design team, legal and construction enabling / access costs to follow. The project maintains a costed risk register.
18. A summary of the project costs is set out below:

Project costs	£,000
Project Management	£427
Enabling works / survey / Investigation	£447
Design Team – professional fees	£898
Construction Costs	£10,708
Furnishings	£300
Total Project Costs	£12,780

19. The scheme has been specifically designed to maximise the viability of the refurbished complex whilst ensuring the ongoing council and civic use of the council chamber, Guildhall and ancillary spaces. The project business case is set out at annex 3.
20. **The refurbished Guildhall** will offer unique events space, and in combination with a range of meeting rooms and break out spaces a highly desirable venue. The alterations to the Guildhall have been designed specifically to provide for Civic and ceremonial events with :-
- Increased licensed capacity up from 200 to 300+
 - A foyer / ancillary entrance and reception space
 - Improved toilet facilities,
 - Modern heating and lighting, AV, power and data services
 - A furniture store
 - Fully accessible internal cross circulation.

21. **A cafe / bar unit** – the proposed cafe with associated external space and roof terrace has been carefully conceived to provide service / facilities and amenities to the whole complex. It is located off Common Hall Yard as part of the ancillary entrance to the Guildhall to allow it to act as a focal point and to serve as a wide range of users as possible :
 - Visitors to the Mansion House / city centre tourists
 - Visitors to the Guildhall, both as above and those attending for events / functions
 - Business club members / visitors and serviced office tenants
22. The cafe unit has a market rental valuation of £25,000 pa and the selection of suitable operator will be an important consideration in achieving successful operation of the venue.
23. **Office space** – 1300m² (14,000ft²) net lettable. The intention is that this will be offered on an all inclusive rental basis as; serviced office accommodation on flexible terms, in combination with a business club proposition that will offer individual desks in shared office space and with business lounges / work booths and virtual office services.
24. The business case for council operation of the facility is based on precedent studies and soft market research. To inform the operating proposals we undertook a soft market engagement exercise, based on our outline business case, seeking potential external service providers. We met with two national operators in the serviced office market who provided indicative business plans. Both suggested comparable income positions, but with significant management charges. A summary analysis is provided at annex 4.
25. **A new restaurant** shell of 500m², gross internal area, with additional south facing external riverside terrace areas is a key feature of the scheme and a vital commercial element. Working with to commercial agent's advice the design team have optimised the potential. The market expectation for this unique opportunity is for a 25 year lease where the operator is responsible for fit out and all repair and maintenance costs with an annual lease expectation of £180,000.

26. Following the July 2016 Executive approval an application was made for a grant to support the delivery of the project where the objective of creating high quality serviced office accommodation accords with the Strategic Economic Plan. The LCR LEP grant is specifically targeted at supporting business growth and job creation. A grant award of £2.347m is available, pending formal agreement. Re-payment provisions would apply only where our business case income projections are exceeded.
27. The Guildhall project development work has been funded from the existing, approved capital budget of £1.4m (cabinet July 2013). There is an additional existing capital budget of £350,000 to re-roof the Guildhall.
28. Since the council vacated the complex in March 2013 the annual running costs for the complex of £125,000 have been covered by the approved transition budget and this budget will continue to cover the interim costs until the development is completed in 2019.
29. A summary of the business case for the project is set out below:

Project Costs	Capital £,000	revenue per annum £,000
Total Project Costs	12,780	
Financed from :		
CYC agreed finance	1,750	
LCR LEP grant	2,347	
Prudential Borrowing required	8,683	
Annual cost of new borrowing		443**
Net income from scheme		
Managed Office/Cafe lease		264*
Restaurant lease		180
Total annual Income		444
Net income		1

** assumes borrowing at 3% over 30 years

*Costs include £50k sinking fund

30. To ensure that the development of the Guildhall complex can be successfully delivered, it is vital that the procurement of a construction contractor follows a rigorous process. The project team have undertaken significant work to understand the best 'route to market', with consultancy advice and market engagement. It is proposed that under an OJEU compliant process we will select a contractor for the project using a 2 stage process with a target cost contract mechanism. Following the initial competitive tender and selection process, further work is undertaken with the contractor at stage 2 to confirm the individual work package details, thereby ensuring greater certainty in delivery of the works to time, cost and quality targets.
31. If approval to deliver the scheme is confirmed and financing approved, it is anticipated that construction work would start by the end of the year with completion in early 2019. Therefore the complex will not be available for council / civic use from autumn 2017 until spring 2019. Working with Civic and Democratic Services alternative proposals will be considered by the working group established by the Management Plan.

Council and Civic Use of the Guildhall complex

32. The starting point for the design of proposals for the development of the Guildhall complex has always been to secure the provisions for Full Council meetings in the Council Chamber and ongoing Civic and ceremonial use of the Guildhall. The design proposals for Common Hall Yard also recognise the need for the space to serve both the Mansion House and the Guildhall, supporting the Lord Mayoralty and the important civic role of both buildings.
33. It is important that the detailed physical design of the space and the management of its future use are properly addressed. In accordance with the Planning conditions, a Draft Management Plan is set out at annex 5 covering :
 - Mansion House / Guildhall Yard – Access and use
 - Full Council meetings - the Council Chamber
 - Civic and ceremonial events - the Guildhall
34. It is proposed that a cross party working group is established working with Civic and Democratic Services to inform interim arrangements and agree the detail of the management plan in

accordance with the planning condition, and allowing for appropriate review ahead of completion and during operation.

Operation of the Guildhall complex

35. Following the July 2016 Executive decisions the project team undertook soft engagement with a number of commercial operators in the serviced office provider market. Two providers provided indicative business plans to confirm their interest in the Guildhall opportunity. A summary analysis of these as compared with the CYC outline business case presented to Executive in July is attached at annex 4.
36. Neither commercial operator would commit to a traditional property lease. An alternative management contract would leave the entire financial risk with the council. All operational costs and a set management fee would be paid before any 'profit' is realised and then a further management charge would be levied based on turnover. This model does not achieve the objective of transferring or sharing the financial risk of operation and would tie the council into costs, over which it would have limited control.
37. CYC operates a significant commercial estate with income of in excess of £4m. In addition to operating West Offices and providing managed office facilities for a range of partners, in 2015 the council took over the management of the Eco- Business Centre at Clifton Moor, following the expiration of the commercial operator contract. The centre was making a significant loss, but a year after the takeover the centre has been turned round and is making a modest profit. This indicates that the commercial property team have the capability to effectively manage and operate serviced office facilities.
38. In addition the effective integration of the operation of the Mansion House and the Guildhall complex can be better ensured if the council has control over the operation of both facilities.
39. It is therefore proposed that CYC operate the complex (excluding the restaurant) to ensure our ability to facilitate effective co-operation and cohabitation with the Mansion House and to ensure that CYC retain as much of the income as possible.

40. To maximise the benefits of the venue the procurement of a cafe operator will be important to serve the varied needs of the complex. It is not proposed that this is part of the 'in house' operation and a separate lease will be offered for competitive bids.

Consultation

41. There has been significant consultation on the scheme as it has been developed, through a series of public events, exhibitions, and with information available on line. The project team held a range of informal briefings and more formal meetings with city stakeholders and neighbours.
42. Public Consultation / engagement and exhibition of the proposals was undertaken at key stages; initially over the Residents Festival weekend in January 2016 with over 400 people attending over 2 days and discussing the outline proposals with the Design Team. Residents' feedback provided a clear steer to inform the design development. The designs were further discussed with a range of city stakeholders / neighbours and amenity societies as they were developed and refined – see list at annex 6. The plans were also exhibited at the Guildhall in June / July / Aug 16 in conjunction with tours of the Mansion House works. The plans and proposals were publicised by email to previous participants and made available on line with the opportunity for comments in conjunction with and in follow up to the Executive report in July 2016. Finally there was a formal exhibition of the Planning and LBC application information as submitted in September 2016 as part of the planning process, and a presentation for Members ahead of October's Full Council.
43. As the construction phase commences there will be further and ongoing engagement with key stakeholder groups and the public. Events and exhibitions will be organised as the project progresses to ensure effective engagement with all aspects of the development.

Council Plan

44. The Guildhall project will deliver outcomes which contribute directly to the following objectives in the Council Plan 2015-19.

A prosperous city for all

- Local businesses can thrive
- Residents have the opportunity to get good quality and well paid jobs
- Environmental sustainability underpins everything we do.
- Everyone who lives in the city can enjoy its unique heritage and range of activities.
- Visitors, businesses and residents are impressed with the quality of our city
- Be entrepreneurial, making the most of commercial opportunities

Implications

45. **Financial** - The project business case sets out the prudential borrowing requirement necessary to deliver the scheme. The business case also demonstrates that the project (with the benefit of the LCR LEP grant) covers the borrowing costs from projected future income and provides a small annual surplus. This is a significant reduction in cost when compared to the business case considered in July 2016 which required a council subsidy.
46. The main reason for the improved position is the grant made available from the LCR LEP which has reduced the level of borrowing required to deliver the scheme. There is a condition, that if the project generates a greater surplus than the business plan projection, this will be shared with LCR up to the value of the overall loan.
47. The development will also provide an increase in business rates to the city of circa £45k per annum. Under the current business rates regime 25% of this value will come through to the council, but this could increase under new business rate arrangements.

Use of Venture Fund

48. The business plan also shows anticipated deficits in the early years before full occupancy. It is proposed that these deficits are funded from the Venture Fund allocation set aside for the Administrative Accommodation project in 2010 that has not been drawn down.

49. In July 2010 a sum of £2.127m was approved to fund transitional costs arising from moving out of the authority's accommodation. Of this sum £1.050m has been drawn down leaving a balance of £1.077m available.
50. The value drawn down is currently being repaid at £150k per annum from the savings arising from the Administrative Accommodation project and is planned to be repaid by 2020/21.
51. The business plan shows a further drawdown from the Venture Fund of c £125k per annum in the years prior to completing the development and a maximum cumulative deficit of £568k at three years after opening. This would mean a maximum drawdown of £0.943m from the Venture Fund, which, if fully utilised, would result in a further 7 years of repayments. The Venture Fund would be fully repaid by 2024/25.
52. The forecast level of the Venture Fund as at 31March 2017, as reported to council, is £2.6m. There are forecast commitments of £1.3m for the Community Stadium in supporting the 2018/19 budget. There are also repayments into the fund due over the coming years.
53. **Human Resources (HR)** - The Guildhall was previously managed by the Civic services and Mansion House team. The roles of these staff now relate only to the Mansion House in accordance with the approvals for the HLF funded Opening Doors project. The future management of the Guildhall complex requires a dedicated team and supporting external services such as FM and security. Close liaison with the Mansion House team and Civic and Democratic staff will be a key requirement. The operating costs in the business case assume that CYC recruits to permanent new posts. CYC recruitment policies will be followed.
54. **Equalities** - The scheme will directly address many of the issues of poor accessibility suffered at the Guildhall and access to the complex and the specifically the council chamber including the public gallery will be improved by the development in line with the requirements of the Equalities Act.
55. **Legal** - The procurement process to select the construction contractor will be undertaken in compliance with all provisions of EU procurement law and the public contract regulations.

56. The appointment of the Design Team for the detail design and construction phase work is on a staged basis with break clauses at each stage.
57. Legal advice will be sought to confirm the most appropriate and arrangements for the cafe contract / lease agreement.
58. **Crime and Disorder** - The design of the complex raised no objection from the Police Architectural Liaison officer – however, a site security and management plan will be needed to co-ordinate all uses / users across the site. This will be developed holistically in conjunction with proposals for access control / CCTV and site FM.
59. **Community Planning & Partnerships** - The project delivery phase will involve further and ongoing consultation and engagement with both the public and key city stakeholders and site neighbours.
60. **Information Technology** - The most appropriate arrangements for providing IT services for the serviced offices and business club will be discussed and agreed with the Head of IT.
61. **Property** - It is proposed to offer a long lease (25 years) for the restaurant demise, following a competitive marketing process. The council will retain the freehold to the entire site.
62. The contract / lease arrangements for the cafe will ensure that the council retains full control of the site.
63. **Risk Management** - one of the key project risks is the ongoing deterioration of the complex where much of the space is vacant or under-used. Although interim repair works have addressed immediate problems there is a significant outstanding repair and maintenance backlog. The proposed development will address these and the identified structural problems through a comprehensive refurbishment of the entire complex providing a viable and sustainable future for the complex.
64. Securing appropriate consents from adjoining owners / neighbours is critical to the successful delivery of the project and will require individual agreements to be reached. Although contact has already been made with all relevant parties and initial discussions

have been positive, this still represents a risk to delivery.

65. A project risk register is maintained for the project and will be updated to reflect the revised risks of moving into the delivery and construction phase.

Contact Details

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Chief Officer Responsible for the report:

Ian Floyd – Director of Customer and
Corporate Services Neil Ferris - Director of
Economy and Place

Report Approved ✓ Date 6 March 2017

Background Papers:

Executive reports –
29 Oct 2015 - The Future of York's Guildhall & Riverside
14 July 2016 - The Guildhall – Detailed Designs & Business Case

Annexes

Annex 1 – Guildhall Site Plan
Annex 2 – PLANNING PACK Scheme Detail Plans (available online)
Annex 3 – Project Business Case
Annex 4 – Serviced Office Income Projections & Summary Comparison.
Annex 5 – Draft Mansion House, Guildhall & Common Hall Yard
Management Plan
Annex 6 – Summary of Consultation / Engagement Events

Confidential annexes

Annex 7a – Restaurant valuation report - June 2016 - Cushman
Wakefield.
Annex 7b - Restaurant valuation update letter dated 1 March 2017 -
Cushman Wakefield.

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- The Guildhall main hall dating from 1445 - listed at Grade I
- The early C19th Atkinson block – included in Grade I listing
- The south range – listed at Grade II
- Late C19th Victorian council offices listed Grade II*
- The riverside block C20th north annex Grade II* listing
- North annex – unlisted
- Hutments site - unlisted
- Common Hall Yard - unlisted
- CYC ownership

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Guildhall Project

Open : April 2019

	2013/14 & 2014/15	Year 1 2015/16	Year 2 2016/17	Year 3 2017/18	Year 4 2018/19	Year 5 2019/20	Year 6 2020/21	Year 7 2021/22	Year 8 2022/23	Year 9 2023/24	Year 10 2024/25	Year 11 2025/26	Year 12 2026/27	Year 13 2027/28	Year 14 2028/29	Year 15 2029/30	TOTAL
	£k	£k	£k	£k	£k	£k	£k	£k	£k	£k	£k	£k	£k	£k	£k	£k	£k
Capital Expenditure																	
Project Management	90	78	83	88	88												427
Enabling Works	169	109	169														446
Construction				3,068	7,000	640											10,708
Furniture					300												300
Professional Fees		132	481	202	84												898
	259	319	732	3,357	7,472	640											12,780
Funded by :																	
WYCA (£2,347k)		311	724	1,312													2,347
CYC (£1.75m)	259	8	8	1,475													1,750
CYC Prudential Borrowing				571	7,472	640											8,683
	259	319	732	3,357	7,472	640											12,780

Revenue Income & Expenditure**3 yr Start Up Phase**

<u>Income</u>						543	794	912	990	990	1,010	1,010	1,010	1,010	1,010	1,010	
<u>Expenditure</u>																	
Staff						155	155	155	155	155	155	155	155	155	155	155	
Business Rates						87	87	87	87	87	87	87	87	87	87	87	
Utilities						117	117	117	117	117	117	117	117	117	117	117	
Facilities Management						137	137	137	137	137	139	139	139	139	139	139	
Sinking Fund						0	0	0	50	50	50	50	50	50	50	50	
Finance Costs - paid one year in arrears						443	443	443	443	443	443	443	443	443	443	443	
						939	939	939	989	989	991	991	991	991	991	991	
Transitional costs incurred during closure			125	125	125												
Funded by Venture Fund			-125	-125	-125	-396	-145	-27									-943
Net Surplus / (Deficit)			0	0	0	0	0	0	1	1	19	19	19	19	19	19	
Cumulative Surplus/ (Deficit)						0	0	0	1	2	21	40	59	79	98	117	

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Annex 4

York Guildhall Serviced Office and Business Club venue			
Typical operating year (year 4)			
Income	CYC projection £,000	Operator A £,000	Operator B £,000
Serviced office / Business Club and Events	785	770	940
Cafe	25	inc	inc
Total income	810	770	940
Operating costs	CYC projection £,000	Operator A £,000	Operator B £,000
staff / management	155	285	270
utilities / rates / FM	391	235	380
Total costs	546	520	650
Net annual Income	264	250	290

York Guildhall Serviced Office and Business Club venue

year 4 operating projection

Ref	Area	m2	rental ft2	Desk nos.	Serviced Office £35/ft2	Desk rental £249/mnth
Basement						
I.V.05	Co-working benches	42	452	8		
Ground Floor						
G.A.02	Business Lounge	55	592	10		
G.A.03	Office	35	377	5	£13,193	
G.V.04	Co-working benches	22	237	4		
GH 04 - Com Rm1	Mtg	45	485	0		
G.V.06	Office	35	377	5	£13,193	
G.V.07	Office	35	377	5	£13,193	
G.V.08	Office	34	366	5	£12,816	
G.V.09	Office	50	539	7	£18,848	
G.V.10	Office	31	334	4	£11,685	
G.V.12	Desk rental	89	959	13		£38,844
First Floor						
I.A.02	Business Lounge	58	625	10		
I.V.03	Meeting Room	11	118	0		
I.A.04	Meeting Room	36	388	0		
I.V.06	Meeting Room	33	355	0		
I.V.07	CYC	20	215	3		
I.V.08	Desk rental	109	1174	16		£47,808
I.N.08	Co-Working desks	129	1389	22		
Second Floor						
2.V.03	Office	83	894	12	£31,287	
2.V.06	Office	104	1120	15	£39,203	
2.N.08	Co-Working desks	160	1723	27		
2.N.09	Desk rental	121	1303	17		£50,796
TOTALS		1337	14399	188	£153,419	£137,448

Assumptions

100 members @ £99/month
 100 members @ £199/month
 serviced office rental @ £35/ft2
 desk rental @ £249/month
 additional office services
 GH hire 50% @£600/ day
 Mtg Rm hire 1hr / room / day
 CC hire @ 4x£250 / mnth

Cafe lease as valuation

88% occupancy

club membership basic	£118,800
club membership plus	£238,800
Office rental 88% occ	£135,008
Desk rental 88% occ	£120,954
office services	£25,000
GH hire	£108,000
mtg room hire	£26,000
council chamber	£12,000

£25,000

Total Income	£809,563
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less Costs	£546,000
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net Income	£263,563
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York Guildhall Serviced Office and Business Club venue	
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Operating Cost projections

Core Costs	
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Staffing	£155,000
Business Rates	£87,000
utilities - Gas / Elec / Water	£90,000
Telecoms / fibre rental	£27,000
Buildings Insurance	£12,000
Security	£15,000
Refuse & Waste collection	£5,000
Consumables (inc Light Bulbs)	£3,000

Maintenance Costs	
--------------------------	--

Communal Cleaning	£75,000
Door Entry / Intercom / CCTV Maintenance	£3,000
Fire Alarm & Emergency Lighting	£3,000
Repairs / Maint	£13,000
Window Cleaning	£6,000
Grounds Maintenance	£2,000

Reserves	
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Sinking Fund	£50,000
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Total costs	£546,000
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York Mansion House, Guildhall and Common Hall Yard Management Plan

The purpose of this Management Plan is to set out the arrangements for:

1. Managing Common Hall Yard to ensure that the space effectively serves the operational needs of both the Mansion House and the Guildhall - specifically recognising the requirements of the Civic Party.
2. The management of the Guildhall complex to facilitate Full Council meetings in the Council Chamber and with access to the necessary ancillary spaces
3. The management of the Guildhall complex to facilitate Civic and ceremonial events; specifically including Mayor making and the Annual Freedom Court.

Requirements :

The content of this plan must specifically satisfy the Planning condition attached to the Planning and Listed Building Consents for the refurbishment and redevelopment of the Guildhall complex.

Planning Condition :

Prior to the commencement of internal refurbishment works a detailed management plan to include arrangements for the parking and manoeuvring of vehicles (including delivery vehicles, provision for Mansion House associated parking within the Guildhall yard and the servicing of functions taking place within the complex) shall be submitted to and approved in writing by the Local Planning Authority. The development shall thenceforth be undertaken in strict accordance with the terms of the management plan.

Reason:- To safeguard the character of the Central Historic Core Conservation Area, the significance of this complex of historic assets, and to safeguard the residential amenity of neighbouring properties.

The Plan must also provide a robust framework to guide the day to day operation of the complex where Civic / Ceremonial and Full Council use

is secured as part of the development proposals for re-use as a business club and serviced office venue.

It is essential that the security, integrity and dignity of the historic civic and council uses are not compromised by the operational requirements of the new uses.

- 1. Managing Common Hall Yard to ensure that the space effectively serves the operational needs of both the Mansion House and the Guildhall - specifically recognising the requirements of the Civic Party.**
- a. Improvements to the yard will improve accessibility to the complex for all users; with improved paving, a slightly reduced gradient across the yard and new steps / ramp compliant with latest standards leading to the Guildhall main door.
- b. The physical constraints of the access through the Mansion House archway and the size of the yard impose some restriction, but this has always been the case.
- c. Priority in the yard should be for pedestrians, however access for servicing and the Civic car will be managed to ensure that :
- d. Access for deliveries to the Mansion House and Guildhall complex is controlled by the Mansion House Curator / Guildhall Complex Manager.
- e. Deliveries to office tenants / business club members will be restricted to use of the highway on Lendal and not normally be permitted to access the yard.
- f. Access to the yard for the Civic car will be managed by the Civic team as required, taking account of daily event timings and other events taking place in Mansion House / Guildhall.
- g. Use of the front door of the Mansion House by the Lord Mayor / Civic Party is seen as desirable where ever possible / practicable during daytime hours to increase the ceremonial significance and visibility of the role.

- h. The management of access and security of the site will be integral to these decisions.

2. The management of the Guildhall complex to facilitate Full Council meetings in the Council Chamber and with access to the necessary ancillary spaces.

- a. Improvements to the Guildhall complex provide for an enhanced entrance for members and public attending Full Council meetings.
- b. Entry to the complex and access to the council chamber will be compliant with current access standards.
- c. Access to the first floor will be either via the ceremonial staircase or a new passenger lift. Toilet facilities will be to modern standards and access control (as at West Offices) will separate public access from the business club / office suite areas.
- d. The Council Chamber and all rooms (meeting rooms) off the Council Chamber corridor will be booked out (including for 2 hours in advance) for Full Council meetings in accordance with the annual council calendar. This will allow for pre-meetings and group break out meetings
- e. Staffing of Full Council meetings by Civic and Democratic services staff will continue and with a dedicated security presence as per the existing arrangements linked to the West offices FM contract.

3. The management of the Guildhall complex to facilitate Civic and ceremonial events; specifically including Mayor making and the Annual Freedom Court.

- a. The Guildhall main hall will continue to be used for all civic and ceremonial events as per the existing annual calendar. The dates will be booked in by the Civic team in accordance with the annual calendar as per the existing arrangements and this civic use will necessarily take precedence over commercial hires.
- b. For individual events the need for associated ancillary spaces (the river side rooms) will be assessed and these spaces (otherwise serving as meeting rooms) can also be booked as appropriate.

- c. A room booking system will be administered by the Guildhall complex manager using similar protocols to those operating at West Offices.

- d. The proposed alterations to the Guildhall are specifically intended to enhance its operation for all events and provide improved accessibility and amenity; improved heating / lighting and the foyer / cloaks facilities.

Across all these circumstances co-ordination between the individual Mansion House and Guildhall Complex property managers and the Civic and Democratic Services team is key. A more detailed protocol to cover communication and to ensure continuity and consistency will be developed.

A steering group with cross party member representation as nominated by group leaders and facilitated by Civic and Democratic Services will be constituted to review and approve the plan; initially to comply with the planning condition, but to develop and review this and the associated protocols in greater detail prior to completion and during operation.

Draft v2 3/3/17 DJW

Summary of consultation / engagement events – Guildhall complex development

Public consultation on the Guildhall complex development project has taken place at all stages. In addition to the council's statutory requirements around decision making through the Executive and Scrutiny processes the project has specifically included the following public consultations / exhibitions as an integral part of the project development process. In addition there have been consultations and engagement with CYC Planners, CYC Conservation Architect, Historic England, York Civic Trust and those neighbouring the Guildhall complex site.

Consultation / engagement and briefing sessions have also been held for interested parties who have taken an interest in both the serviced offices and restaurant areas.

The Guildhall Project has also had a webpage under the Major Projects section of the CYC website contact details for the Project team / Project Manager and a project email address - (GuildhallProject@york.gov.uk)

Details and dates of the consultation / engagement events are set out below :

Activity	Date	Summary
<u>PUBLIC CONSULTATION</u>		
Residents Festival in conjunction with Make it York	30 th -31 st January 2016	Over the 2 day period that the residents festival took place the design team and cyc project team welcomed over 200 people to tours of the Guildhall Complex and over 400 people to view and discuss the proposals, all those visiting were given the chance to leave comments.
Public Exhibition of proposals	07/07/2016	An exhibition took place on this date in conjunction with the friends of the Mansion House tour which was also taking place this day, this allowed those taking the tour to view the plans and leave comments.
Public Exhibition of proposals	03/08/2016	The plans were made available in the Guildhall for the public to come down and comment on plus speak to members of the Guildhall Project team. The dates and times for this were highlighted in press release and social media posts.
Pre- Planning submission exhibition	4 th – 12 th August 2016	The plans/model were available to view from the 4 th -12 th of August in the West Offices reception area. The Project Manager and Lead Architect were also available to speak to on selected dates and time. This opportunity was highlighted in a press release, CYC social media posts and on the Guildhall webpage.
Planning App - Exhibition of proposals	21-30 September 2016	The plans/model were available to view from the 21-30 Sept 2016 in the West Offices reception area. The Project Manager and Lead Architect were also available to speak to on selected dates and time. This opportunity was highlighted in a press release, CYC social media posts and on the Guildhall webpage.

Guildhall Planning Panel	13/09/2016	A meeting with members from the Guildhall planning panel was held on the 13 th of September at West Offices, this gave panel members the chance to view the plans that were submitted to planning and comment with queries regarding the plans.
<u>STAKEHOLDERS</u>		
University of York	10/11/2015	An engagement meeting was undertaken on the 10 th of November 2015 with the Vice Chancellor, Pro Vice Chancellor & Dr Mark Mortimer the Director for Research and Enterprise to show the emerging proposals and discuss how the University could get involved.
Conservation Areas Advisory Panel (CAAP)	07/06/2016	A presentation was made on the 7 th of June to the CAAP with feedback then been given to the design team (Burrell Foley Fischer) Future engagement is proposed
York Civic Trust	14/04/2016 06/06/2016	The Project Team has engaged with the York Civic Trust planning committee on the 14 th of April to present the emerging proposals then again on the 6 th of June to show these proposals to the Civic Trust Board. On both occasions there was a helpful commentary and broad support for the project objectives.
York Conservation Trust (Owners of 14-16 Lendal)	01/03/2016 29/06/2016	2 briefing meetings were held on the 1 st of March and on the 29 th of June giving the project team the chance to update York Conservation Trust to the emerging proposals.
<u>NEIGHBOURS</u>		
York Boat (Boatyard)	24/02/2016 27/07/2016 02/11/2016	Meetings with York Boat have taken place on the 24 th of February and 27 th of July to present the emerging proposals. York Boat have actively engaged with the project since 2012 and supported the 2012 RIBA competition. A further meeting on the 2 nd of November went underway to discuss an update renewal on the York boat lease situation with the project & property manager.
Post Office properties (Post Office yard &	16/03/2016 10/08/2016	2 meetings have been held with the Post Office national property manager on the 16 th of March and the 10 th of August 2016 to update them on the emerging proposals however earlier engagement had taken place in 2015.

building)		
City Screen	13/04/2016 18/08/2016	A meeting with City Screen took place on the 13 th of April in London to outline to them the proposed scheme with a further meeting now planned for 18 th August.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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**Executive**

16 March 2017

Report of the Deputy Chief Executive/Director of Customer and Corporate Services (Portfolio of the Executive Member Culture, Leisure & Tourism)**Community Stadium & Leisure Facilities Report****Summary**

1. The main purpose of this report is to provide the Executive with the findings and recommendations of the Yearsley Swimming Pool review (the “Review”).
2. The report also provides the Executive with a brief update on the progress of the wider Community Stadium and Leisure Facilities Project (“Project”) since the last Project report brought to Executive in December 2016.

Recommendations

3. The Executive are asked to:
 - a) Note the work of the Review which was to secure a long-term future for Yearsley Swimming Pool (“YSP”).
 - b) Approve Option A-4 which would allow Greenwich Leisure Ltd (“GLL”) to continue to operate YSP for 91 hours per week under the Design, Build, Operate and Maintain contract (“DBOM Contract”) until 2024/25. (Details of Option A-4 are set out at paragraphs 22 – 24)
 - c) Acknowledge the £300k New Homes Bonus budget allocation previously approved by Members at the 2015/16 Budget Council will be used from 2019/20 to 2023/24 financial years to maintain the operation of YSP.
 - d) Acknowledge that a decision on the continued operation by GLL of YSP and the funding considerations for YSP from 2024/25 onwards can only be made at the point of considering the overall financial position of the DBOM Contract for the full Project. A further report will be brought to Executive detailing the final financial position of the full Project prior to Financial Close later in the year (“Final Executive Report”).
 - e) Approve for the Director of Economy and Place to have delegated powers to agree terms with Nestle to formalise access and use of the adjacent Nestle car park which is used by YSP customers.

Reason: To agree the long-term management arrangements for YSP following the opening of the New Leisure Facility to be delivered as part of the proposed New Stadium and Leisure Complex (“NSLC”) at Monks Cross.

Yearsley Swimming Pool Review

Background

4. At the 2015/16 Budget Council, Members approved the use of up to £0.3m New Homes Bonus per annum funding to maintain the operation of YSP for up to five years. This allows YSP to remain funded through to 2023/24.
5. In August 2015 the Executive agreed that this Review would commence in October 2015 and report back to the Executive when concluded. This reflected the firm commitment given by the new administration for the long-term future of YSP.
6. The Review process has examined different potential operating models for the future management of YSP. This comprehensive assessment has sought to ensure a cost effective solution is identified with minimal disruption to service delivery.
7. The operation of YSP was part of the OJEU competitive dialogue procurement exercise (the "Procurement") that commenced in September 2012 to procure a partner to design, build, operate and maintain a NLSC together with the city's wider leisure facilities (Energise and YSP) under a 13 year contract.
8. At final bid stage of the Procurement the Council stated to bidders that it only required YSP to be operated up until the point that the NSLC was operational as it did not have the budget available to support the ongoing operation of YSP beyond that date. This meaning YSP would only be operated for 18 months under the DBOM Contract.
9. Prior to the Review commencing, the Corporate and Scrutiny Management Committee (CSMC) agreed in January 2015 that an adhoc scrutiny review be carried out on YSP to investigate ways to reduce the subsidy given to YSP while securing its long term future. However, CSMC took the decision on 13 July 2015, to discontinue the scrutiny review on funding arrangements for YSP.
10. The work of the scrutiny review and relevant reports are referenced as a background papers under the Annexes and Information section of this report. The progress made by the scrutiny review has been built upon to support this Review.

Consultation

11. Over the past two years considerable consultation with a wide range of stakeholders has taken place in relation to the Procurement and the future operation of YSP including; Nestle, York St John University, Tadcaster Leisure Centre, Yearsley Pool Action Group, professional bodies such as Amateur Swimming Association and North Yorkshire Sport, aquatic clubs, Officers and Councillors.

12. Consultation has focussed on seeking alternative management arrangements for YSP which has involved discussions with a number of organisations by Officers.
13. Sharing of information has been a key part of the Review, offering a transparent and open process to allow interested parties access to the data they need to be able to engage fully.
14. The sharing of data has allowed detailed reviews of income, expenditure, user figures, pool programming, building lifecycle and maintenance plans. This has been successful and led to financial efficiencies being identified.
15. The Yearsley Pool Action Group as the key community/user representative has been involved in the Review from the start with opportunities to influence and challenge the Review process.
16. The feedback from the consultation has identified that although the New Leisure Facility within the NSLC at Monks Cross will provide adequate fit for purpose facilities, YSP remains an important local facility for local residents and local aquatic clubs. YSP offers a wide programme of activities including; swimming lessons, fitness swimming, aquatic keep fit classes, fun inflatable sessions, school access, training for York's swimming clubs and more unusual activities like under water hockey. YSP also has a regional and national role for elite sport like Canoe Polo. Without YSP the nearest pools for long course training would be Leeds and Sunderland.
17. The scrutiny report of 13th July 2015 sets out in detail the views of stakeholders and users. This report is referenced as a background paper under the Annexes and Information section of this report.

Options considered for Yearsley Swimming Pool

18. At the start of the Review there were initially 3 main YSP operating options considered, each containing different sub options. These are summarised as:
 - Option A - GLL to continue to operate YSP under the DBOM Contract
 - i. at no cost to the Council;
 - ii. operate the pool in its current form;
 - iii. with reduced opening hours;
 - iv. with revised programming model;
 - v. adding a new gym facility.

- Option B – Working with a new community led organisation to take on the operation of YSP
- Option C – Working with an existing organisation to take on the operation of YSP
 - i. York St John University;
 - ii. Nestle;
 - iii. Tadcaster Swimming Pool Trust;
 - iv. Staff led social enterprise.

Rejected Options

19. Following consultation with the relevant stakeholders several of the initial options were concluded to not be viable and rejected from the Review process, these are shown in Table 1 below.

Table 1 – Rejected Options

Option Rejected	Reason
A i - GLL to operate at no cost to the Council	The Council assessed this option within the Procurement. No bidders could come back with a cost neutral option and this was therefore simply not achievable. Since then this option has been re-tested with GLL and there still remains no cost neutral solution.
A iv - GLL operate with a revised programming model	This option does not provide any public access, as YSP would be programmed with private club use only. This option has therefore been rejected as it does not support the Council's commitment to keeping YSP open to the public.
A v - Add a new gym facility	A latent demand survey which calculates the potential demand for a new gym has been considered, but without significant additional dedicated parking, the business case would not be strong enough to justify the potential capital investment. It has not been possible to acquire any new land for this option.
B - Work with a new community led organisation	The Council approached the Yearsley Pool Action Group to establish if they would be prepared to take on the operation of YSP. Following such discussions it was Yearsley Pool Action Group's view that given the responsibilities and liabilities associated with running YSP, YSP should be managed by a professional organisation, rather than by a community led group.
C i - York St John operate the pool	York St John University are not in a position to operate YSP.

C ii - Nestle operate the pool	Nestle confirmed they are not in a position to operate YSP.
C iii - Tadcaster Swimming Pool Trust operate the pool	After significant discussions and sharing of business trading information with Tadcaster Swimming Pool Trust, a view was reached by their board that they were not in a position to operate YSP.
C iv - Staff led social enterprise operate the pool	A meeting with the YSP management team was held in December 2015 to discuss the opportunity to roll out a staff led social enterprise. Following the discussion it was clear the YSP management team did not want to pursue this option.

Analysis Of Options

20. As Table 1 outlines above the Review process showed that many of the initial options for YSP continued operation were not viable and that only the GLL options (Option A) were viable for further consideration under the Review. Therefore at this point Options B and C were not taken forward.
21. To analyse and further develop Option A detailed discussions took place between Officers from the Council's leisure management team, Yearsley Pool Action Group and GLL representatives. This work led to four refined options being agreed for GLL to provide detailed financial forecasts against and consideration be given under each refined option to any implications for users.
22. The final four refined GLL options assessed under the Review were:
- Option A-1: YSP open on the current basis operated by CYC (Approx 100 opening hours a week)
 - Option A-2: YSP open on a single shift (8 hour day) basis which would reduce opening down to 56 hours a week
 - Option A-3: YSP open on a reduced hours basis, following detailed usage analysis to close at the quietest times
 - Monday: 7:00am-5:00pm
 - Tuesday: 7:00am-6:00pm
 - Wednesday: 7:00am-7:00pm
 - Thursday: 7:00am-6:00pm
 - Friday: 7:00am-6:00pm
 - Saturday: 8:00am-4:00pm
 - Sunday: 8:00am-4:00pm
- Total hours: 71 hours

- Option A-4: YSP open (as option 3 above) but allowing club usage concurrent before and after the times shown

- Monday:	5:30am-7:00pm
- Tuesday:	7:00am-7:30pm
- Wednesday:	7:00am-8:00pm
- Thursday:	7:00am-8:00pm
- Friday:	7:00am-8:00pm
- Saturday:	6:00am-9:00pm
- Sunday:	8:00am-7:00pm
Total hours:	91 hours

23. In terms of financial analysis, Table 2 below details the costs of these final four options to operate YSP for a further five years following the first 18 months of operation by GLL already secured under the DBOM Contract.

Table 2 – Final four options cost analysis

YSP operation costs per each GLL option	GLL option A-1	GLL option A-2	GLL option A-3	GLL option A-4
	YSP remains open as per current hours (C.100hrs/wk)	YSP open on a single shift (56 hrs/wk)	YSP open on reduced times (71 hrs/wk)	YSP open on reduced times + club usage (91 hrs/wk) ^{*1}
First 18 months of the Contract	Cost already included in the DBOM Contract			
Next 5 years GLL operating cost	£1,477k	£1,145k	£1,360k	£1,360k
Next 5 years Lifecycle cost ^{*2}	£110k	£110k	£110k	£110k
Total cost	£1,587k	£1,255k	£1,470k	£1,470k
CYC Budget	£1,500k	£1,500k	£1,500k	£1,500k

Table 2 Notes -

**1) Option 4 is the same cost as option 3 as the additional club usage would operate on a full cost recovery basis.*

**2) Budget required for CYC to allocate towards the lifecycle plan to cover CYC liability under the DBOM Contract.*

24. As part of the Review considerable time and effort has been spent working with GLL to analyse all expenditure items to ensure YSP is managed as efficiently as possible in all areas. Those findings have been reflected in the financial figures in Table 2 above. An example of this has been seen by reviewing with GLL the long term building lifecycle model that concluded a £45k saving over a 13 year period, which represents a 6% reduction.

Conclusion Of The Review's Option Appraisal

25. After considering the final four GLL options in consultation with Yearsley Pool Action Group, GLL and Officers it is the conclusion that Option A-4 be the recommended option of the Review. Option A-4 offers reasonable financial revenue savings per year to the Council of C.£117k when compared to carrying on running YSP as it is now, this with very limited impact to the operation of the facility.
26. Under Option A-4 YSP would retain opening hours to accommodate the peak times where the pool is at its busiest, allowing aquatic clubs to continue to operate and overall is only a less than 10% reduction.

Next Steps

27. The Executive is asked under recommendation b) of this report to approve Option A-4 from the Review to be taken forward.
28. A Final Executive Report will be brought to Executive detailing the final financial position of the Project prior to Financial Close later in the year. Only at this point will the Project be able to confirm the funding position for YSP from 2024/25 financial years onwards and whether YSP could continue to be operated by GLL for the remaining term of the DBOM Contract
29. Subject to Members approval of Option A-4 and any subsequent decision by Members following the Final Executive Report, the draft DBOM Contract would be amended before Financial Close to extend the operation of YSP by GLL beyond the first 18 months of the DBOM Contract.

Review Implications

Financial Implications

30. Acknowledge the £300k New Homes Bones budget allocation previously approved by Members at the 2015/16 Budget Council will be used from 2019/20 to 2023/24 financial years.

31. Funding requirements from 2024/25 will need to be considered in the full context and affordability of the DBOM Contract and wider revenue model of the Project, this will be presented within the Final Executive Report later this year. This will also take into account further variables such as inflationary modelling and any financial impacts under the DBOM Contract.

HR Implications

32. The operational staff at YSP will not be impacted by this Review as the staff will have already transferred to GLL on the commencement of the DBOM Contract.

Legal Implications

33. Legal advice has been sought and a summary of this advice, which is legally privileged and confidential, is included at Confidential Annex A to this report.

Property Implications

34. The YSP site has limited public access and the Council recognises the support Nestle already provides to the operation of YSP in terms of access and use of Nestle's east car park. This remains critical to the operation of YSP allowing customers free access to the 50 spaces (subject to availability), 7 days a week.
35. Nestle has a long history of supporting YSP over the years and have always pledged publically to support any long term plan for YSP to remain open.
36. Discussions between the Council and Nestle have taken place over the past 12 months. The outcome of those discussions with Nestle have been very positive with confirmation that the current use of Nestle's east car park will be maintained allowing customers free use of the 50 spaces (subject to availability) for the foreseeable future. Nestle have also agreed to formalise this arrangement to provide access rights to any future operator of YSP.

Equalities Implications

37. There are no equalities issues relating directly to this report.
38. A full Equality Impact Assessment has been completed for the Project and reported previously in the March 2016 Executive Report.

ITT Implications

39. There are no ITT issues relating to this report.

Risk Management

40. The main risk associated with the Review is that it is reliant on Financial Close being reached on the DBOM Contract which is not due until later in the year.

Community Stadium & Leisure Facilities Project Update

41. The purpose of this section of the report is to update the Executive on the progress of the wider Community Stadium and Leisure Facilities Project (“Project”) since the last report brought to Executive in December 2016.
42. In doing so this section of the report provides an up to date position on the following Project areas:
 - The outcome of the Judicial Review Claim (“JR Claim”) into the Project’s planning permission.
 - A progress update on the position with our preferred bidder from the Procurement exercise, Greenwich Leisure Ltd (“GLL”). This prior to entering into the Design, Build, Operate and Maintain Contract (“DBOM Contract”).
 - The latest anticipated Project timetable for delivery of the New Stadium Leisure Complex (“NSLC”).

Planning - Judicial Review Claim

43. The December 2016 Executive report set out in detail the background to this matter, in summary that a claimant (VUE Cinemas) had lodged a JR Claim to the High Court regarding the Local Planning Authority’s (“LPA”) process used to determine the Project’s s73 planning amendment permission.
44. A Court Hearing regarding this JR Claim took place in London on 18th January 2017. At this Court Hearing the Judge found in favour of the LPA and rejected the JR Claim lodged by the claimant. The Judge stated that the process undertaken by the LPA to determine the Project’s planning amendment by way of an s73 application was correct.
45. The period for appeal of this High Court decision has now passed. The planning applicant (GLL) can now therefore proceed to implement this s73 permission in due course.

DBOM Contract with GLL

46. Before the JR Claim arose work was progressing towards concluding all legal agreements in connection with the DBOM Contract by late summer 2016. However, the JR Claim resulted in not being able to conclude these and enter into any of the legal agreements until the JR Claim was satisfactorily resolved.
47. With the JR Claim ongoing until January 2017 previous indicative construction dates outlined to GLL’s Building Contractor, ISG, were not achieved. Further to this whilst the JR Claim had been ongoing it was not possible to provide a definite revised construction start date.

48. Without this definitive position of a revised construction start date it became increasingly difficult for ISG to maintain costs and arrangements with their sub-contractors, from those agreed in the summer. These contributing factors have ultimately led to ISG on 13th February 2017 formerly withdrawing from GLL's consortium. Local media reports to this effect had surfaced in December 2016 but at that time no formal legal separation had occurred between GLL and ISG.
49. GLL have now therefore started their own re-procurement exercise to appoint a new Building Contractor to their consortium team. Through this re-procurement new potential Building Contractors will be asked to submit fixed costs for the construction of the NSLC, accompanied by detailed contractor proposals and construction timetable programmes.
50. It should be noted that the Council through the structure of the DBOM Contract will only be entering into contract with GLL and will have no contractual relationship with the Building Contractor. It is therefore GLL's responsibility to conduct the re-procurement exercise, appoint and then manage a Building Contractor to deliver its legal obligations to the Council under the DBOM Contract.
51. The indicative timescales for GLL to conclude their Building Contractor re-procurement exercise are set out under the Project timetable shown at Table 3.

NSLC Commercial Development

52. The Commercial Development proposed at the NSLC site remains in principle the same as the detailed descriptions set out in the March 2016 Executive Report, with good progress having been made by the Developer to secure legal agreements with end tenant users.
53. The commitment of the Investment Fund purchasing the NSLC Commercial Development remains strong. The freehold land transfer from the Council to the Investment Fund of the Southern Block is now all agreed in principle, along with the terms of Agreement for Lease of the East Stand Retail Units. These final legal agreements are due to be executed at the same time as the Council enters into the DBOM Contract with GLL.
54. Until legal agreements can be concluded, a risk remains that the Investment Fund could look to alter the terms of the proposed deal. This could include a re-appraisal and increase or reduction in the Capital Land Receipt to the Council. Should the Capital Land Receipt reduce from that set out in the March 2016 this would have significant effects to the overall financial position of the Project.

Project Financials Update

55. The detailed financial position/budget of the Project currently remains as outlined in the March 2016 Executive Report.
56. Council instructions to GLL have been very clear in that any revised Construction Cost from their Building Contractor re-procurement must meet the existing approved March 2016 budget. However, until GLL have received final revised Building Contractor cost submissions there remains a risk that the Construction Cost could differ from that presented in the March 2016 Executive Report.
57. A Final Executive Report will be brought to the Executive detailing the final financial position of the Project following the conclusion of GLL appointing a new Building Contractor and prior to Financial Close.

Project Timetable for NSLC Delivery

58. Until GLL have appointed a new Building Contractor and there is an agreed Construction Cost the next phase of the Project is unable to commence or be confirmed. This next Project phase being the execution of the DBOM Contract and construction of the NSLC starting.
59. At this time, the Project is still working towards having the Stadium and New Leisure Facility built and operational by late 2018.
60. Table 3 below sets out an indicative Project timetable that is based on the following key assumptions, each of which currently remain risks to the Project:
 - That GLL have appointed their new Building Contractor following a re-procurement exercise by June 2017. This enabling a revised Construction Cost to be held reflective of a correct construction works start date.
 - The DBOM Contract and associated legal agreements are all agreed and the Construction Cost remains within the March 2016 approved Council budget.
 - The Investment Fund Commercial Development deal is concluded on the same financial terms as set out in the March 2016 Executive Report.

Table 3 - Current anticipated Project timetable

Date	Milestone
Jan – Feb 2017	GLL Building Contractor re-procurement ~ PQQ stage - Pre Qualification Questionnaire (PQQ) stage of GLL’s procurement exercise. Period allows for tenderers to prepare and submit responses followed by GLL evaluation period.
March – June 2017	GLL Building Contractor re-procurement ~ main tender stage - Main tender stage with the potential Building Contractors reviewing all detailed design bid documentation and pricing their build costs in the external market (12 weeks). Bid submission date followed by GLL evaluation and clarification of bid submissions period (4 weeks).
By the end of June 2017	Final Construction Cost agreed - Due diligence through June on GLL’s new appointed Building Contractor and their Construction Cost to reach a final fixed price for the DBOM Contract ahead of Financial Close.
13 th July 2017	July Executive - Project report presented ahead of Financial Close.
August 2017	Financial Close - DBOM Contract + Commercial Development Agreements signed
1 st Sept 2017	DBOM Contract live - GLL operation of Energise and Yearsley commences.
Aug - Sept 2017	Construction site mobilisation - 6 week period assumed. New Building Contractor to confirm.
From late Sept 2017	NSLC construction starts - Exact construction programme will be set by new Building Contractor through GLL’s re-procurement. Indicative 13.5 month (58 week) construction period assumed at present.
Winter 2018	NSLC construction complete - practical completion of NSLC facilities. At this point they will not be operational and will require further GLL and Stadium Operator fit out before use by public and the Sport Clubs.
Late 2018 / Early 2019	NSLC facilities operational - Stadium, Community Hub & new leisure facilities open to public.

Report Annexes and Information

Annexes

Annex A – Confidential – Yearsley Review Legal Risks and Implications

Background Papers

- Item 13 - Community Stadium and Leisure Facilities Report (Executive 17 March 2016) <http://modgov.york.gov.uk/ieListDocuments.aspx?CId=733&MId=8847>
- Item 5 - Community Stadium & Leisure Facilities Report (Executive 27 August 2015) <http://modgov.york.gov.uk/ieListDocuments.aspx?CId=733&MId=9018>
- Item 7 - Yearsley Pool Update Report on the Work of the former Ad Hoc Scrutiny Committee (Corporate & Scrutiny Management Committee 13 July 2015) <http://modgov.york.gov.uk/ieListDocuments.aspx?CId=144&MId=8900>

Defined Glossary of Terms

Definition	Meaning
Building Contractor	GLL's building contractor who will construct the NSLC.
Capital Land Receipt	£11.25m in respect of the land transactions for the Commercial Development. As set out in paragraph 37 (I) and (II) of the March 2016 Executive Report
Commercial Development	the commercial development comprising a state of the art Multiplex Cinema and a number of restaurants and retail units. Set out in full detail within the March 2016 Executive Report at paragraph 11 of the report summary and paragraph 14 of the main report
Community Hub	the community hub to be present within the NSLC, as set out in in the March 2016 Executive Report at detail at paragraphs 8-10 of the summary and paragraph 13(III) of the main report
Construction Cost	the construction costs for the NSLC under the DBOM Contract
Court Hearing	Court hearing for the JR Claim, held in London on 18 th January 2017
DBOM	Design, Build, Operate and Maintain
DBOM Contract	the Design, Build, Operate and Maintain contract
Developer	Wrenbridge Sport
East Stand Restaurant Units	3 Restaurant Units in the Stadium East Stand, of which will form part of the Commercial Development
Executive Report	This report to the Executive on 16 th March 2017
Final Executive Report	A Final Executive Report will be brought to the Executive later in the year detailing the final financial position of the Project following the conclusion of GLL appointing a new Building Contractor and prior to Financial Close.
Financial Close	the date of signature of the DBOM Contract
GLL	Greenwich Leisure Limited

High Court	The court in London that heard the JR Claim
Investment Fund	Entity purchasing the rights of the Commercial Development
ISG	GLL's building contractor within their consortium team up until 13 th February 2017
JR Claim	The JR claim made by VUE Cinemas on the Project s73 planning amendment permission
Judge	The judge reviewing the JR Claim
LPA	Local Planning Authority
March 2016 Executive Report	The Project report presented at the Executive meeting on the 17 th March 2016
Members	City of York Council elected members
New Leisure Facility	the new leisure and sports centre proposed within the NSLC scheme, as more fully set out in the March 2016 Executive report at paragraph 7 (II) of the summary and paragraph 13 (II) of the main report.
NSLC	New Stadium Leisure Complex
Officers	City of York Council employed staff
Procurement	OJEU Competitive Dialogue Procurement undertaken from September 2012
Project	The Community Stadium & Leisure Facilities Project
Review	the review of different potential operating models for the future management of Yearsley Swimming Pool
SoS	Secretary of State
Southern Block	the land adjacent to the proposed South Stand of the NSLC forming part of the Commercial Development and identified on Plan B of Annex A
Sport Clubs	York City Football Club and York City Knights RLFC
Stadium	an 8,000 all seat community sports stadium to host professional football and rugby league games
YSP	Yearsley Swimming Pool

Report contact details

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Executive

16 March 2017

Report of the Corporate Director of Health, Housing and Adult Social Care (Portfolio of the Executive Member for Housing and Safer Neighbourhoods)

Update on the re-provision of the Ordnance Lane temporary homeless accommodation

Summary

- 1 This report sets out an alternative proposal to replace the Ordnance Lane temporary homeless accommodation following the demise of the construction contractor for the already agreed scheme. It proposes the purchase of an alternative facility on James St which will generate a larger number of hostel units, enable additional rationalisation of temporary homeless housing provision, enable the creation of additional general needs housing provision and be more cost effective.
2. In October 2016 the contractor appointed to build a new temporary homeless accommodation hostel at Ordnance Lane entered into administration. Work had not commenced on site and the project was at the stage of revising designs that had been submitted for planning approval. Since then officers have been working directly with the architect on a design that will meet the needs of the homelessness service and achieve planning permission.
3. In December 2016 an opportunity arose to negotiate with a private developer for the purchase of a former office building on James Street that was being converted to 60 flats. Following an assessment of the relative costs of replacement at Ordnance Lane when compared to the acquisition of a new site negotiations were initiated and agreement has been reached subject to contract and Council approval for the purchase of the building with the intention to convert it to an estimated 56 flats for temporary homelessness accommodation plus reception and office areas as a permanent replacement for the Ordnance Lane scheme.

4. This report includes a confidential financial annex due to the commercial sensitivity of the information and the urgency of the approval sought in the recommendations.
5. At the time the report was placed on the forward plan it was to update the Executive on the re-provision of temporary homeless accommodation at Ordnance Lane following the contractor entering administration. During the intervening period an opportunity arose to begin discussions on the possibility of acquiring James House as an alternative to re-developing the Ordnance Lane site. The report then evolved to into one that would require a confidential annex and at that point a request was made for this due to the urgency and time critical nature of the negotiations and any subsequent approval to purchase James House. Deferring the report to a later Executive has not been feasible because the proposed purchase of James House (subject to contract) has been agreed on the basis of an approval from the council by the end of March. To meet this timetable a decision will need to be made at the 30th March meeting of full Council.
6. As with any land deal, the detailed financial information of the proposed purchase of James House must remain confidential. The purchase of James House will be a commercial acquisition and although terms have been agreed with the vendor, the value of the sale and the budget for the subsequent development work to convert it are both commercially sensitive.
7. The main body of the report therefore includes the overall capital cost of the proposals but not the separate values of the purchase price and the projected cost of the refurbishment. To reveal those in a public report at this time will put at risk the acquisition by revealing the offer and making it vulnerable to another party putting in a higher bid. Similarly, if Council approves the purchase of James House then revealing the approved budget for the conversion works may encourage bidders to inflate their bids during the tender process.

Recommendations

8. Executive is asked to:
 - i. Recommend to council a revised overall budget of £10.5m from the Housing Revenue Account for the purchase (subject to contract) and conversion of James House as a permanent replacement for the council's current temporary homeless accommodation at Ordnance Lane.
 - ii. Subject recommendation (i) above, on the completion of the construction works at James House to agree to the disposal of 92 Holgate Road at market value to the highest bidder with the proceeds used towards the costs of the James House purchase and conversion
 - iii. Write off abortive costs relating to the Ordnance Lane scheme of £420k to the Housing Revenue Account funded from the HRA Investment Reserve.

Reason:

- i. To enable the re-provision of the council's temporary homeless accommodation at Ordnance Lane, Holgate Road, Crombie House and Acomb Road to a single service based at James House.
- ii. In order to account for the abortive costs incurred on the project to date.

Background

9. In December 2014 Cabinet agreed to:
 - (i) The demolition of the existing Ordnance Lane hostel to be replaced with a new modular build hostel, with the remainder of the site to be used for new council housing.
 - (ii) The commencement of the proposed procurement for the replacement of Ordnance Lane Hostel.

Reason:

(i) To replace existing poor quality temporary homeless accommodation that is no longer fit for purpose with a high quality new build hostel, and much needed new council housing.

(ii) To allow a new modular build hostel to be built that will minimise the disruption to the provision of temporary homeless services.

10. Cabinet also approved a £3.56m budget from the HRA Investment Reserve for the demolition and replacement of the existing Ordnance Lane hostel and in June 2015 Executive approved a further £3.6m of funding from the HRA Investment Fund to be used to build up to 24 new general needs council flats on the Ordnance Lane site. A key priority at the time was for the development to be of modular or off-site construction in order to minimise the length of time that residents and staff would have to be decanted from Ordnance Lane during the building of the new hostel.
11. The Ordnance Lane redevelopment was tendered in April 2015 and three bids were received. The bid from Bay Construct was the only one within the approved budget for building a 39 unit hostel and 18 two bedroom general needs flats. The approved budget was subsequently reduced to £6.1m to take account of the lower number of general needs flats.
12. Bay Construct was appointed as the contractor for the project in November 2015 with responsibility to work up the design of the new hostel and general needs housing and to obtain the planning consent for this. Until the point at which a planning consent was obtained, Bay Construct worked under a 'letter of intent' from the council rather than a formal JCT Design and Build Contract. This is common practice as the Letter of Intent gives assurance for both sides in the agreement and limits costs and liabilities for each party.
13. A planning application was submitted in April 2016 but the design of both the homeless hostel and general needs housing needed significant changes after concerns were raised by the client team and Development Management. A revised - and anticipated to be final - set of design drawings were not received prior to notification on 31st August 2016 of Bay Construct's intention to enter into Administration which was confirmed on 3rd October 2016. A total of

£420k of costs on the project must now be written off to the HRA Investment Reserve. Most of this - £309k – comprised fees paid to Bay Construct for the work they undertook during this period.

14. In response to these events officers began work with the architect (previously employed directly by Bay Construct) to finalise a design and gain planning consent with a view to then re-tendering for a new contractor to deliver the development.
15. In December 2016 a Feasibility Cost Estimate based on the emerging revised designs estimated that a re-tender of the Ordnance Lane development is likely to cost significantly more than the original tender price from Bay Construct. The estimated revised costs are included in Confidential Annex 2 and are principally due to a combination of build cost inflation, revised larger floor areas for the hostel flats and design changes to the external walkways.
16. This combination of factors has led to increases in the costs to deliver a scheme on Ordnance Lane. Design changes to address operational uses in a sensitive setting close to a conservation area, an initial bid that was in all probability too low to be deliverable and inflationary increase have meant that building a new temporary homeless accommodation at Ordnance Lane will not be possible within the approved budget. Alternative options have therefore been developed and they are set out below.

Options

17. Members are asked to consider three options:
 1. The purchase of James House for the re-provision of the temporary homeless accommodation currently provided at Ordnance Lane. This is the recommended option.
 2. To continue with proposals for the re-provision of temporary homeless accommodation on the Ordnance Lane site.
 3. To seek alternative sites/buildings for the re-provision of the temporary homeless accommodation currently based at Ordnance Lane.

Analysis

Option 1: the purchase of James House as an alternative to the redevelopment of Ordnance Lane

18. This option is to purchase James House on James Street and to convert the building to an estimated 56 flats plus office/reception accommodation as a permanent replacement for the current facility at Ordnance Lane.
19. The current service provision comprises 31 units at Ordnance Lane, plus accommodation for a further 21 households at dispersed hostel accommodation at Holgate Road, Crombie House and to the rear of Howe Hill hostel. The service also uses housing from the council's general housing stock and from time to time bed and breakfast emergency accommodation. The service would be rationalised and consolidated into James House and the properties above thereby released for sale, conversion or redevelopment.
20. James House on James Street was built in 1990 and was used as offices for the Land Registry. It is built of traditional brick and tile roof construction and comprises two rectangular shaped buildings that provide two and three storey accommodation with the two wings linked at first and second floor level. There are 69 car parking spaces and minimal landscaping. A site plan is included at Annex 1.
21. The building was purchased by the current owners in September 2016 and planning consent has been granted for a change of use from offices to 60 one and two bedroom apartments under general permitted development rights.
22. In December 2016 following contact by officers the developer confirmed they would be interested in selling all the finished flats or the unfinished conversion to the council.
23. Conversion of the building started in December 2016 and to date has comprised the removal of internal office walls, false ceilings and floor coverings. Work has also started on installing the frames for stud partition walls for the flats.
24. Following a site visit in January it was clear that the best option is to purchase the partially converted building, draw up the design changes that will be needed, gain planning consent and then tender

for the conversion works. This will give the council control over the design, construction quality and cost.

25. Following an independent valuation of James House negotiations with the owner that have concluded with an agreement to purchase the partially converted building (subject to contract and Member approval). Details of the valuation and purchase price are in Confidential Annex 2 of this report.
26. In considering whether James House offers a better alternative to building a new homeless hostel on the existing site at Ordnance Lane two fundamental questions have been taken into account:
 1. Whether James House will deliver at least an appropriate standard of new hostel accommodation to that proposed at Ordnance Lane.
 2. Whether the purchase of James House can be shown to represent good value for money and is viable to deliver within the HRA Investment Fund or other budgets and including the impact of this option and the alternatives on the release of land and property assets.
27. James House offers a rare and timely opportunity to deliver accommodation that will be superior to that which could be provided at Ordnance Lane. The reasons for this are:
28. Design: The building conversion will be enable a 'traditional' design with flats accessed from internal corridors rather than external walkways and with sufficient space for staff and reception accommodation. A single access point will enable good security for residents and staff. There is a lift in the building already and ample outdoor space for car parking, refuse and bicycle stores and space also to create a safe landscaped play area for the children of families who will be housed temporarily.
29. Location: The building is in an excellent accessible location that is within walking and cycling distance to the city centre and the local retail facilities on Foss Islands Road. It is also close to frequent bus routes and is therefore accessible to and from all areas of the city.
30. Increased number of flats: The increase in the number of flats for temporary homeless accommodation (from 38 currently envisaged

at Ordnance Lane to an estimated 56 at James House) is another advantage. By consolidating accommodation into a single building the service will be more efficient both in terms of cost and service delivery. It will also free up land and property assets for sale/redevelopment.

31. Speed of delivery: The conversion of James House is expected to be completed 8 months sooner than Ordnance Lane. Planning consent will be needed for the change of use to temporary accommodation but this should be more than compensated for by a shorter period of building works. The majority of construction work will be inside the buildings and therefore not at risk of delay due to poor weather. Completing James House more quickly than a re-development of Ordnance Lane is important because it will minimise the length of time that residents and staff have to remain using the Ordnance Lane accommodation which is in very poor condition and where emergency repair costs are increasing year by year. Indicative timescales for both sites (from April 2017) are shown in Table 1 below.

Table 1: Comparative timescales for delivery of new temporary homeless accommodation at James House and Ordnance Lane		
	James House	Ordnance Lane
Design, planning consent and procurement of contractor	4 months	6 months
Conversion/construction	8 months	14 months
Completion	12 months (April 2018)	20 months (December 2018)

32. The purchase of James House also represents good value for money. The cost comparison is set out in Confidential Annex 2.
33. Market testing: The opportunity to purchase James House has been, by definition, a time limited one. Conversion of the building started in December and as each week and month passes more of the conversion works are completed against which there has been an additional cost of acquisition. Understandably the developer would not put on hold the conversion while the council tested the market to see if there were other office conversions or sites currently available. Nor would they agree to a sale 'subject to planning consent' for a hostel use since they already have consent in place for conversion to residential flats.

34. The council must be satisfied that the purchase represents value for money and that there are not alternative buildings or sites currently available that would be equally suitable for the temporary homeless accommodation.
35. A desktop check of commercial and residential property for sale that would meet the essential requirements for the hostel in terms of availability, size, accessible location, proximity to other services, bus routes and cost was undertaken by the external consultants who completed the valuation of James House for the council. They concluded that no suitable properties are currently on the market. Although there are several office-to-residential conversions and bed and breakfast hotels marketed none are suitable for the delivery of the temporary accommodation needed to replace Ordnance Lane.
36. A call for sites to test the market for any emerging opportunities was not undertaken. To do so would simply have delayed the negotiations with the developer for James House and, in all likelihood, led to this opportunity being lost.
37. The value for money analysis of the James House purchase has therefore been primarily through benchmarking costs against the revised estimates of re-provision at Ordnance Lane and the benefit of releasing valuable housing land assets including Ordnance Lane. There are also the clear benefits that James House will bring in terms of speed of delivery, better design and the consolidation of service provision into a single building.
38. Potential for grant funding: Initial 'in principle' discussions have taken place with the Homes and Communities Agency (HCA) regarding the potential for grant funding to support the acquisition and conversion of James House. Although the availability of grant funding cannot be guaranteed – and should not therefore be dependent on supporting this proposal – the initial discussions with the HCA have been positive and are continuing.
39. Release of other assets: The purchase of and conversion of James House will release Ordnance Lane and other sites/buildings currently used for temporary homelessness accommodation.
40. It is a recommendation of this paper that Members agree to the disposal at market value of 92 Holgate Road with the proceeds used towards the cost of the James House purchase and

conversion. The rationale for this is that 92 Holgate Road is a property (5 bedroom house and a basement flat) with a high market value. The other properties that will be released through the development of James House are of lower market value and/or unsuitable for other uses. Table 2 below shows current and anticipated future uses of these subject to necessary Member approval and funding (where needed). The options for the future use of the Ordnance Lane site will be appraised for redevelopment or sale and brought to the Executive in due course for further discussion.

Asset	Current use	Anticipated future use
Ordnance Lane	31 units homeless accommodation	Explore potential redevelopment/sale options.
Crombie House, Viking road	7 units of homeless accommodation	Redevelopment of site for new council housing
92 Holgate Road	7 units for homeless accommodation	Open market disposal with proceeds invested in James House project
Howe Hill, Acomb	6 x 2 bedroom flats used for homeless accommodation	Conversion to general needs council housing or supported housing scheme

41. Oakhaven temporary use: Under the proposals for building a new homeless hostel at Ordnance Lane planning consent was obtained for the temporary use of the former sheltered housing scheme at Oakhaven, Acomb Road to decant staff and residents during the construction period. The cost of essential alterations to Oakhaven to make it suitable for this temporary use are £80,000 and these works have been on hold due to the uncertainty of the Ordnance Lane timetable and latterly the James House proposals. If the purchase of James House is approved there will be no need to decant residents and staff from Ordnance Lane until it is complete thereby saving on the cost of alterations to Oakhaven and delayed re-development of the site.
42. Future Proofing: James House is in a predominantly industrial/commercial location but with nearby residential development at Catherine Court and Elvington Terrace. Over the coming years it may be that further residential development in this area will take place given its close proximity to the city centre,

shops and services thereby making it an attractive area for housing. In this respect James House is considered a good long term investment even if the need for this level of temporary homeless accommodation were to reduce.

43. James House already has planning consent for conversion to residential C3 use. The proposed hostel use will require a new planning consent. However, if planning permission was refused the fall back option will be to develop James House as general needs flats either for sale or rent. This too will represent good value for money as a long term investment in much needed affordable housing.

Option 2: To continue with proposals for the re-provision of temporary homeless accommodation on the Ordnance Lane site

44. This option will continue to work up a revised design for the re-provision of temporary homeless accommodation at Ordnance Lane. If a deliverable scheme of around 38 flats is achievable, it will enable the current dispersed homeless accommodation at Crombie House to be released. It would not, however, mean that dispersed homeless accommodation at 92 Holgate Road and at Howe Hill could be released. Nor, will it release the Ordnance Lane site for re-development.
45. As highlighted in the background information in this report the re-provision of temporary homeless accommodation at Ordnance Lane is urgent and challenging. The timetable has been delayed considerably due to the appointed contractor entering administration and also by the difficulties that remain in designing accommodation that meets planning requirements and service needs without significant compromises.
46. It is still anticipated that a scheme can be designed to re-provide the accommodation at Ordnance Lane but it is also certain that when tendered it will cost considerably more than the previously. These costs are set out in Confidential Annex 2. For the reasons highlighted in Option 1 the opportunity to provide the homeless accommodation at James House will bring considerable benefits over re-provision at Ordnance Lane.

Option 3: To seek alternative sites/buildings for the re-provision of the temporary homeless accommodation currently based at Ordnance Lane.

47. The replacement of the homeless accommodation at Ordnance Lane is an urgent priority. The current accommodation is not fit for purpose in terms of design and is in a very poor and worsening physical condition. The delays in bringing forward the re-provision have inevitably exacerbated an already unsatisfactory situation.
48. Although there remains a possibility that another site or building could become available as an alternative to Ordnance Lane this is considered unlikely and, more importantly, impossible to estimate in terms of timing. A desktop search for current alternatives to James House has not yielded any other suitable buildings or opportunities. If the James House purchase does not proceed then officers would market test again for other opportunities but it is not felt that this could be an open-ended search given the urgent need to re-provide the homeless accommodation at Ordnance Lane.
49. On the basis of this analysis it is recommended that the James House option delivers the greatest benefits and represents the best value.

Consultation

50. Extensive consultation was undertaken with managers of the council's homelessness service on the design of the new scheme proposed for the Ordnance Lane site. Managers and staff have been consulted on the proposal to re-provide the service at James House. Feedback has been universally positive, with James House being viewed as delivering significantly better designed accommodation for both staff and residents and also reducing reliance on dispersed accommodation across several sites.

Council Plan

51. The proposals re-provide the temporary homeless accommodation currently based at Ordnance Lane will meet a number of the council's corporate priorities 2015-19 including the following:
 - Ensuring vulnerable people are safe and feel safe.
 - Use of all council services to protect children and adults from abuse and exploitation.

- Supporting everyone to achieve their full potential.
- Making support services available to those who need them.
- Ensuring all York's residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods.
- Residents can access affordable homes while the greenbelt and unique character of the city is protected.

Implications

52. **Financial** - In 2013 Members agreed to the creation of an investment reserve totalling £20m to support new house building across the city. This can be increased by the use of Homes and Communities Agency grant funding, right to buy receipts, general capital receipts and affordable housing commuted sums to provide a larger sum to support the building programme.
53. To date £14.7m of the investment reserve has been allocated towards the cost of new build schemes including those completed at Le Tour Way, Lindsey House, Pottery Lane and Hewley Avenue. It is also part funding the extension of Glen Lodge and includes £5.6m of the current approved budget of £6.1m for Ordnance Lane.
54. Abortive costs: The abortive costs from the Ordnance Lane scheme are £420k primarily relating to the payments to Bay Construct prior to entering administration. It is recommended that these costs are written off to the Housing Revenue Account with the funding coming from the HRA investment reserve. After this charge the value remaining on the investment reserve is £10,461k
55. Funds available for James House Scheme: There remain a number of HRA funding sources available that could fund the assumed £10.5m revised scheme. These sources are highlighted in Table 3 below.

Table 3. HRA funding available for James House acquisition and development	
	£0'000
Investment Reserve (incl Ord Lane Budget)	10,461
Housing Capital Receipts	6,491
Commutated Sums	730
Values of Released sites from relocation of Hostel	4,100
Potential Funding Available*	21,682

*excludes Right to Buy capital receipts that can only be utilised to fund additional social housing units.

56. There may also be opportunities to utilise Homes and Communities Agency funding to support individual schemes and it is anticipated that a bid for grant funding towards the cost of James House will be made.
57. There are other potential commitments set against the HRA investment reserve for example Marjorie Waite Court, residual costs of Phase 1 projects and match funding for an HCA supported shared ownership scheme. These therefore need to be taken into account when determining the optimal financing levels.
58. It is recommended that the actual funding profile for the scheme be determined by the Deputy Chief Executive / Director of Customer and Corporate Services once the final scheme is developed. This will be reported through to Members as part of the regular capital monitoring cycle.
59. **Human Resources (HR)** - none
60. **Equalities** – A new homeless hostel will significantly improve the quality of accommodation for vulnerable households who are homeless and improve security for residents and staff. Good quality, secure and warm accommodation will improve the health and well-being of homeless households while their needs are assessed and before moving on to permanent accommodation.
61. The current accommodation at Ordnance Lane is not Disability Discrimination Act (DDA) compliant and due to the restrictive nature of the old buildings they can not be brought up to this standard. The James Street proposals will ensure people with a disability could also be supported with lift access to upper floors and the several ground floor flats being designed for wheelchair accessibility.
62. **Legal** - The Council owes various duties to homeless people under Part VII of the Housing Act 1996. In certain circumstances these include a duty to provide “suitable” accommodation which must, where practicable, be in the Council’s area.
63. The Council has ample powers to purchase land to enable it to comply with its homelessness duties. When purchasing land there

are no specific statutory requirements to the price which should be paid. The Council's Contract Procedure Rules also specifically exclude straightforward purchases of land where no other services are to be provided as part of the transaction. Members do though have a fiduciary responsibility towards council tax payers and must make decisions in accordance with normal public law principles. The report sets out the steps that have been taken to ensure that a fair price is being paid for the land.

64. **Crime and Disorder** - The existing hostel accommodation has numerous access/ingress points with poor natural surveillance and is therefore a challenge to manage especially in respect of maintaining security. A new purposely designed hostel would improve the ability to successfully manage the service and reduce the risk of crime and disorder. The police architectural liaison officer will be consulted during the design of the James House scheme with a view to achieving Secure by Design accreditation.
65. **Information Technology (IT)** none.
66. **Property:** These are all included in the body of the report.
67. **Other:** There are no further implications

Risk Management

68. The purchase of James House falls through. – It is the intention to conclude the sale in early April so if this were to fall through it would have little impact on pursuing the alternative to work up the revised Ordnance Lane designs for planning consent subject to Member approval for a revised budget to deliver the scheme.
69. Planning consent is not granted for the change of use at James House from Class C3 Residential (for which planning permission already exists) to temporary/hostel accommodation use. In this case James House would be built out as residential flats and a decision made on whether these are sold, rented etc.
70. The costs of conversion works at James House are higher than the approved budget. This is considered unlikely because almost all the works will be inside the building, surveys show the structural integrity of the building is good and that in a competitive tender we will expect prices to be driven down.

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**Report
Approved**



Date 7 March 2017

Specialist Implications Officer(s)

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List information for all
Legal
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Wards Affected: Hull Road and Fishergate

All *tick*

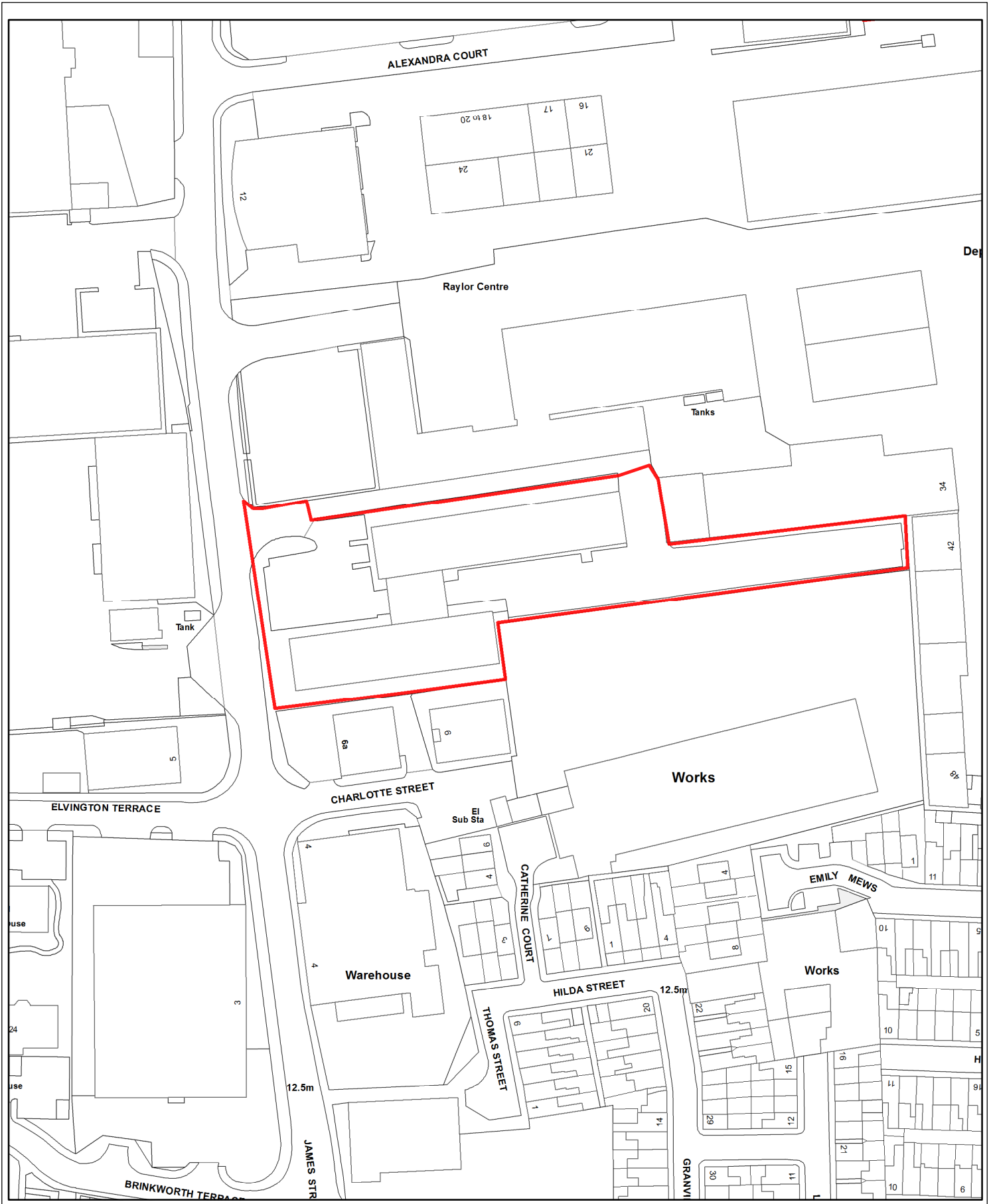
For further information please contact the author of the report

Background Papers:

- The replacement of Ordnance Lane homeless hostel. Cabinet 16th December 2014
- New council housing report and approval for development at Ordnance Lane. Executive 25th June 2015
- Capital Programme – Monitor 2 2015/16. . Executive 26th November 2015

Annexes

- Annex 1 - James House site plan
- Confidential Annex 2 - Comparative Financial appraisal of James House and Ordnance Lane proposals



**Asset & Property
Management**

James House

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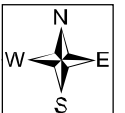
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Asset & Property Management

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