

ANNEX 2

Burnholme Community College Options Appraisal Executive Summary

Burnholme – Executive Summary Report

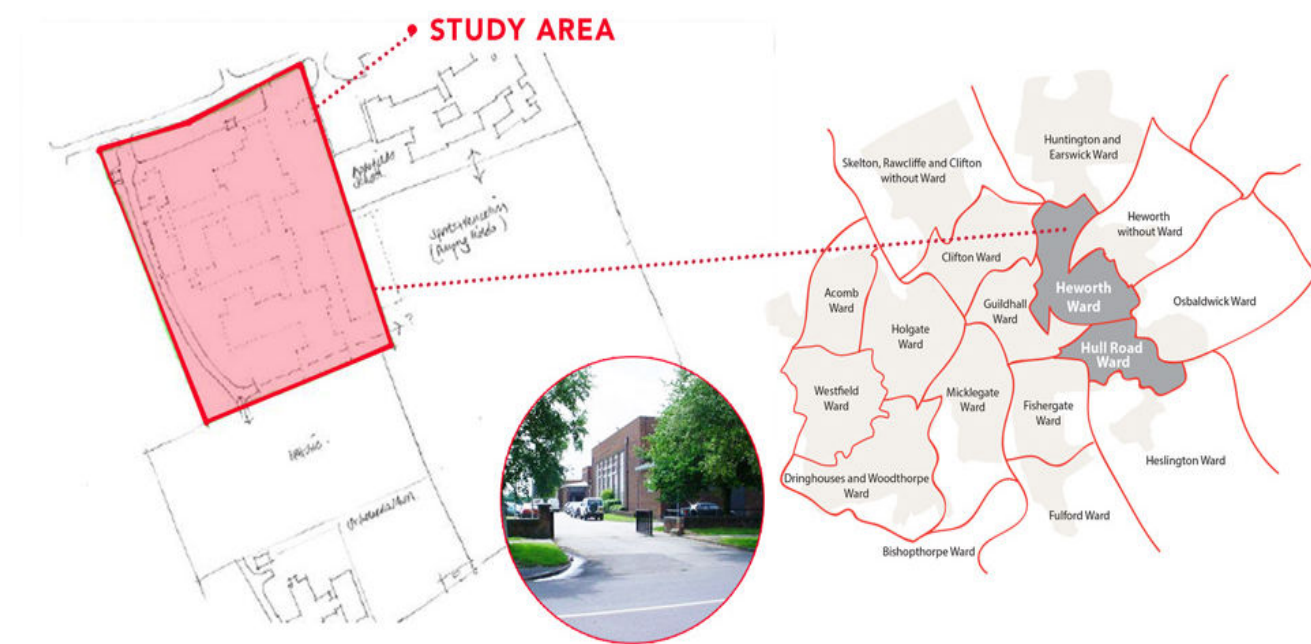
1.0 Introduction

During May 2013, City of York Council commissioned Shared Agenda Solutions Ltd to prepare an options analysis report in respect of the 6.8 hectare Burnholme Community College site to help understand its potential re-use or redevelopment following the school's planned closure during Summer 2014.

This summary paper describes the Council's options regarding the future of the site to ensure that all decisions taken would be with a clear understanding of whole life costs, risks and ongoing management resources required, whilst attempting to also maximize the positive benefit of the site to the local community.

2.0 Background

City of York Council owns the freehold interest in the 6.8 hectare Burnholme Community College site, which currently houses a range of educational buildings, playing fields and sports facilities. The site is bounded by Bad Bargain Lane, Burnholme Grove, St Aelred's RC Primary School site, the Derwenthorpe development and Meadlands.



As a corporate landlord, City of York Council has a duty of care to those people that work or visit its facilities. The Council also has a responsibility as a strategic landowner of c500 properties across the city with a total capital value of c£616m (as at April 2013). The Council can, if it chooses (and subject to due process) use land to strategically reinforce or enable community development/regeneration/policy¹ objectives.

3.0 Study Objectives

Before any assessment of options was undertaken, the study team set out the framework for option analysis to ensure that the study was as objective as possible, before other information (eg. site values or specific interests) were taken into account. The following list sets out the agreed objectives, based on the Council's overarching objectives, and also includes additional Asset Management objectives:

- Create jobs and grow the economy
- Get York moving
- Build strong communities
- Protect vulnerable people
- Protect the environment
- Maximise the use of the asset
- Minimise the cost of delivery and ongoing management to the Council
- Opportunity to partner with other public/third sector organizations

4.0 Current Use of Site:

The College site houses a number of uses in addition to the school (due to close Summer 2014), and provides a home for a number of other organisations on an informal basis (eg sports teams, church activity). The study team commenced consultation with existing occupiers during May 2013, extending these consultations to other potential occupiers, decision makers and the local community through the Big Local Lottery team. All the current users of the site indicated they were very keen to remain in this location. These discussions gave the team a clear

¹ Under powers of wellbeing as defined in the Local Government Act 2000 and as amended by the Localism Act 2011 which defines general powers of competence.

understanding of the needs and expectations of local stakeholders;
 detail of current use is given below:

Table 1: Users of Burnholme Community College site

Occupier	Use	Operation	Notes
Applefields School	Playing field use	Booked sessions only between 9am – 4pm (Term time)	Ongoing requirement noted
Burnholme Nursery	Day Nursery (for pre-school children)	7am – 6.30pm Monday – Friday (all year)	32 children registered
Hempland Kids Club	Afterschool/Holiday Kids Club	3pm-6pm Monday – Friday (Term time) 8am – 6pm Monday – Friday (Holiday period)	200 children registered; Up to 50 per day attend.
Eccles Centre	Teacher training	8am-5pm Monday – Friday (Term time)	Would also consider weekend and evening use if available.
Burnholme Community Church	Church services; office use; space for activities	Sunday use throughout the year	Would like to extend offer on site to include café, food bank and other activities
G2 Church	Church services; office use; space for activities	Sunday use throughout the year	-
Sports Clubs	Sessional use by number of clubs	Evening and weekend use	-

The team also uncovered some potential demand from other public services for space to deliver activity in the Tang Hall area, subject to further discussion and approvals:

- Library Service (& specifically, the 'Explore' model)
- Primary and Community Health services
- Big Local initiatives
- Social Enterprises

This interest again was very strong, particularly from the Library Service and the health sector who saw this location as a key one for delivery of a range of services to the local and wider community. Commercial interests (comparison retail, convenience retail, office and industrial uses) were also explored but, in summary, only housing was felt to be a viable use.

5.0 Site Constraints

Legal title restrictions and obligations, planning context, current building condition and limitations, transport and access considerations and environmental considerations were considered at 'desk top' level. No significant limitations were identified that would limit the range of options discussed. However, further investigations would be required should the Council choose to progress any of the options.

A significant back log maintenance requirement of c£1.15m has been identified should the buildings be retained; this is considered in the analysis of the options. Complex phasing may be required should the existing buildings be considered for re-use/partial demolition.

6.0 Community Engagement

A key part of the study was to ensure local people and community groups were consulted on their preferences for the site as part of the development of viable and supported options. The team worked with the Big Local team and had a presence at the 'Tang Hall Summer Sensation' community event held on the 27th July 2013.

Overall, 47 questionnaires were completed, although in many cases one completed questionnaire represented a wider discussion amongst family members before one person completed the form on behalf of their

group. Some people also sat with members of the team for a more in-depth discussion before summarising their views on the form. The overall atmosphere of the event was very positive and forward looking. Sports, leisure uses, youth activities and central community space were well supported. The potential inclusion of health and Council services was also warmly received. The potential connectivity to neighbouring Derwenthorpe residential scheme and thoughtful landscaping with the creation of areas where green space and wildlife can thrive, were also raised as part of a wider site solution. The community were realistic about the costs of introducing and managing this type of space and the range of future uses for this site, but suggested a variety of solutions.

Almost everyone who attended the event considered whether housing would need to be part of the solution to create the income for the Council to invest in remodelling/developing the site for community based uses if these are to be affordable. On these terms, there was a general wave of support; particularly if affordable housing/social housing could be considered. There was little support for retail, with concerns regarding displacement of other businesses locally. There was also strong support for a model that enabled the Tang Hall Community Centre and Burnholme Community College site to work together to find a sustainable solution, and at the very least, not to be in conflict with each other.

Going forward it is clear that the community would like to be involved further and this should be anticipated in any delivery plan. The people that turned up to the event were very active in their community and desired a full conversation about the possibilities.

7.0 Occupier Requirements

The next step was to establish the exact amount of space required by the different occupiers; this was done over the Summer months via a combination of 1:1 meetings with potential tenants, email and telephone conversations. The following assumptions were made during this process to maximise efficiency and develop the most deliverable solution.

- That appropriate design guidance should be applied for the specified uses (e.g. NHS Design Guidance, Sports Council etc) to

ensure that, where public sector funding is required, the accommodation will meet required standards and has been sized and costed appropriately;

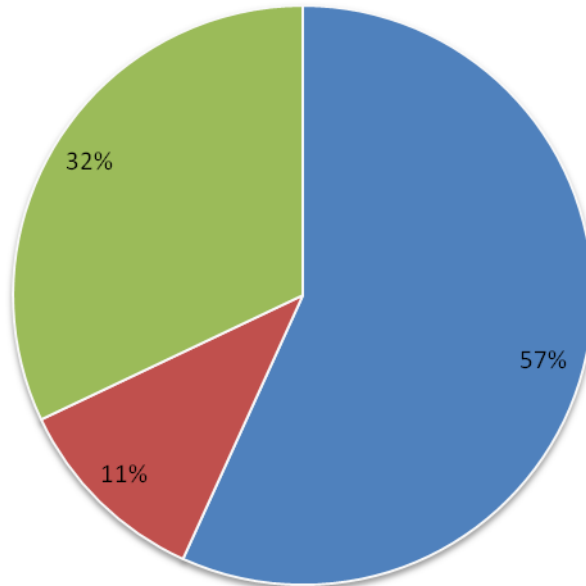
- That any public sector space should be maximised to support an affordable, efficient and viable scheme, and ensure that flexibility is facilitated for a range of different uses;
- Where there is some flexibility on accommodation requirements, affordability has been taken into account for the different users to ensure that the indicative assessments are as realistic as possible;
- That the needs of the adjacent schools (Applefields and St Aelred's RC Primary) should be considered, and if possible, accommodated within the various options discussed.

The following table summarises the overall space requirement suggested by the proposed occupiers to date. The figures used have been discussed with each party, and have been accepted as a fair representation of their needs at this point. For each prospective occupier, an outline accommodation schedule has been prepared and possibilities for sharing space with other users fully explored.

Chart 1: Split of potential occupiers' requirements (September 2013)

Building Space - 4930m²

Sole occupation ■ Shared space ■ Available to book



This chart is indicative only at this stage, but it helped the study team to quantify the scale of development and the costs, and the likely delivery options available to the Council. It is fully anticipated that more detailed discussions would refine this further.

8.0 Options

A variety of solutions that enable the Council to meet the study objectives and the community's expressed objectives were considered. These options considered a range of uses (informed by demand analysis and stakeholder discussions) and a number of different delivery options (e.g new build through to retaining current facilities).

In summary:

Housing Only - Complete clearance of all facilities on the site, relocation of current tenants (where the Council has obligations), and sale of the site for housing development. Although this would result in the largest receipt, and is very feasible given recent housing market activity in the area, there is little community support for housing only. In addition there is currently no Council owned alternative accommodation

in the immediate area which would be suitable for the relocation of current users.

Housing In Part – The community feedback received during the preparation of this report, suggested that there could be support for some level of housing on the site, if it supported improved community facilities/improved access to services. The consultation also indicated that affordable or social housing would be very welcome in this location.

Health & Wellbeing Hub – This option considers bringing together primary and community health services, alongside Explore, sports facilities, current users of the space, cafe and a range of community spaces available to book. Housing could also be included in a later phase on the undeveloped land if required to ‘cross finance’ the scheme. Both ‘new build’ and ‘part new build/part refurbishment’ of existing premises have been considered; the new build would require Council subsidy (even with housing receipt), but the part new build/part refurbishment option could be made affordable with some further design development and the injection of a housing receipt from this and other sites

Small community centre – This option considers the retention of as many of the current users as possible (ie. Social enterprises and sports users). Significant Council subsidy would be required for a new build option, with more modest support required for the refurbishment option, so housing receipts will be required.

Do the Minimum – This option would require a Council ongoing management cost of c£250k p.a. (includes facilities management, utilities, non domestic rates and maintenance costs) with a projected annual income of c£80k p.a. from tenants as contribution (i.e. a net cost of c£170k p.a.). The neighbouring EPH scheme might also face difficulties if the access road could not be accommodated through the site.

Do Nothing – this option would expose the Council exposed to a number of legal, landlord, management and financial risks unless mitigations were put in place. The neighbouring EPH scheme might also face difficulties if the access road could not be accommodated through

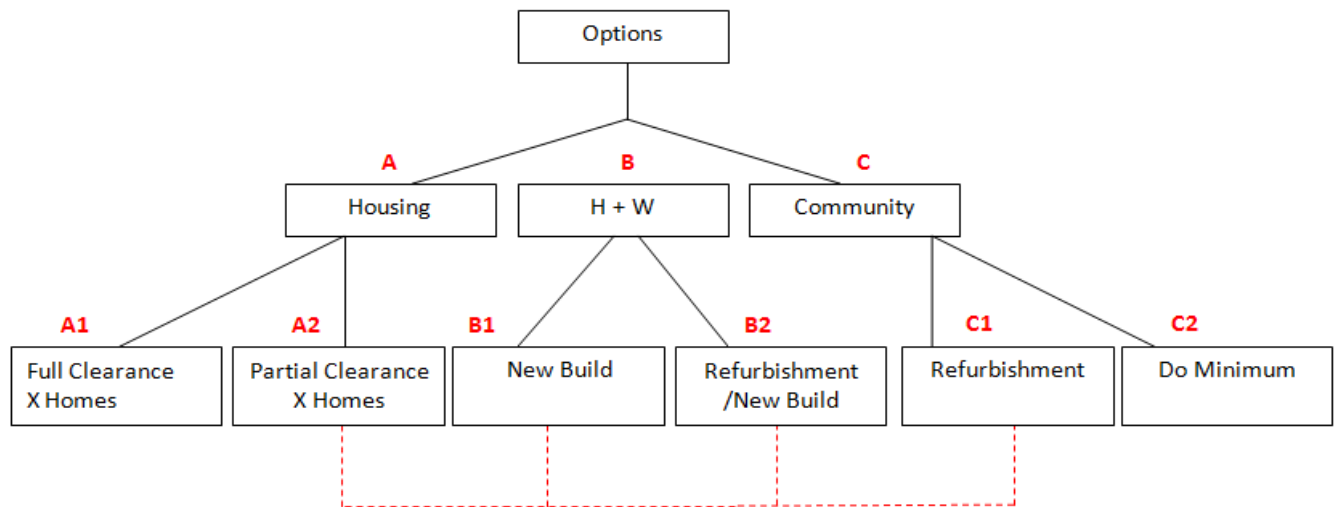
the site. It is not recommended that the Council investigate this option further.

9.0 Assessment of Options

The options have been assessed in turn, to enable the Council to have as much information as is available at September 2013 to support decision making. Taking into account the information presented in previous sections, the following long list of options has been developed.

Table 2 - Long List of options

Option	Narrative
A1	Housing Only
B1/A2	Health & Wellbeing/New Build with partial housing
B2/A2	Health & Wellbeing/Partial Refurbishment/New Build with partial housing
C1/A2	Community Centre/Refurbishment with partial housing
C2	Community Centre/Do minimum



The dotted red line shows that A2 could be delivered alongside B1, B2 or C1. The exact number of houses that could be delivered under A1 and A2 options would depend on the extent of the wider site released for housing.

Each option was assessed against the Council’s corporate objectives and also 3 site specific objectives.

Table 3: Assessment of Options (Green = 2; Amber = 1; Red = 0)

Option	Narrative	Create jobs and grow economy	Get York moving	Build strong communities	Protect vulnerable people	Protect the environment	Maximise use of the asset	Minimise cost of delivery & ongoing management to Council	Opportunities to partner with other public/ 3 rd sector organisations
A1	Housing Only (Score= 7)	Amber	Amber	Amber	Red	Amber	Amber	Green	Red
B1 with A2	Health & Wellbeing New Build with Partial Housing (Score =13)	Green	Green	Green	Amber	Green	Green	Red	Green
B2 with A2	Health & Wellbeing/ Partial New Build & Refurb with Partial Housing (Score =15)	Green	Green	Green	Amber	Green	Green	Green	Green
C1 with A2	Community Centre Refurb	Amber	Amber	Amber	Amber	Amber	Amber	Green	Amber

Option	Narrative	Create jobs and grow economy	Get York moving	Build strong communities	Protect vulnerable people	Protect the environment	Maximise use of the asset	Minimise cost of delivery & ongoing management to Council	Opportunities to partner with other public/ 3 rd sector organisations
	with Partial Housing (Score = 9)								
C2	Community Centre Do Minimum (Score = 4)								

In summary, the highest scoring options, using the criteria set at the start of the study are options:

B1 - Health & Wellbeing /New Build with Partial Housing (13)

B2 - Health & Wellbeing/Refurbishment & New Build with Partial Housing (15)

C1 - Community Centre Refurbishment with Partial Housing (9)

10.0 Next Steps

Before further development work is undertaken, it is recommended that the options assessed in this summary report are presented back to the community and key stakeholders for further discussion and input.

Once a preferred option has been selected, then significant further work will be required to either dispose of the site for housing or progress one of the other options. This may involve further work to secure the tenants and all related approvals, undertake a range of technical studies on the site, develop detailed design proposals, secure planning consent, develop an appropriate funding solution and then proceed to implementation. Whichever option is selected, further legal advice and procurement advice should be sought before the Council proceeds with any option.

The Council may also need to give serious consideration to the management of facilities if the site continues to offer community facilities in some form. In summary, the following options are available to the Council:

- Council direct management – An employed site team to ensure space is well used and well looked after. The cost of this would be included in the service charge to tenants.
- Council indirect management – The Council could contract the service via another service level agreement. The cost of this service would be included in the service charge to tenants.
- Third party management – Following an asset transfer to either a third sector organisation, other lead tenants or development company, the Council would forego all related income, costs and liabilities.

11.0 Programme

Key milestones are as follows:

- Cabinet review options – November 2013
- Development resource secured and project team formed to take preferred option forward - December 2013
- Further community consultation on the options – By January 2014

- Clear decision regarding preferred option, procurement and process commences – March 2014
- Stakeholder scheme development/design work – March 2014 onwards