

**Notice of a public meeting of  
Executive**

**To:** Councillors Steward (Chair), Aspden (Vice-Chair), Ayre, Brooks, Carr, Gillies, Runciman and Waller

**Date:** Thursday, 25 June 2015

**Time:** 5.30 pm

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

**A G E N D A**

**Notice to Members - Calling In:**

Members are reminded that, should they wish to call in any item\* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Monday 29 June 2015**.

\*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 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:

Annex 5 to Agenda Item 12 (Disposal of Oliver House - former Elderly People's Home) 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).

## 3. **Minutes** (Pages 1 - 20)

To approve and sign the minutes of the last Cabinet meeting held on 3 March 2015.

## 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 24 June 2015**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officer for the meeting, 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 Democracy 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/downloads/download/3130/protocol\\_for\\_webcasting\\_filming\\_and\\_recording\\_of\\_council\\_meetings](http://www.york.gov.uk/downloads/download/3130/protocol_for_webcasting_filming_and_recording_of_council_meetings)*

- 5. Forward Plan** (Pages 21 - 30)  
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.
- 6. Entrepreneurship in York Schools Scrutiny Review Final Report** (Pages 31 - 62)  
This report presents the final report from the Entrepreneurship in York Schools Scrutiny Review and asks Executive to approve the recommendations arising from the review.  
*[David Scott the former Chair and Co-opted Member of the Task Group who carried out this review will be in attendance to present the report]*
- 7. Disabled Access to York's Heritage & Cultural Offer Scrutiny Review Final Report** (Pages 63 - 90)  
This report presents the final report from the Disabled Access to York's Heritage and Cultural Offer Scrutiny Review and asks Executive to approve the recommendations arising from the review.  
*[Cllr Julie Gunnell, the former Chair of the Task Group who carried out this review will be in attendance to present the report]*
- 8. Online Skills / E-Commerce Scrutiny Review Final Report** (Pages 91 - 120)  
This report presents the final report from the Online Business / E-Commerce Scrutiny Review and asks the Executive to approve the recommendations arising from the review.  
*[Cllr Ian Cuthbertson the former Chair of the Task Group who carried out this review will be in attendance to present the report]*
- 9. Narrowing the Gap Scrutiny Review Final Report** (Pages 121 - 138)  
This report presents the final report from the Narrowing the Gap Scrutiny Review and asks Executive to approve the recommendations arising from the review.  
*[Cllr Jenny Brooks, a member of the former Task Group who carried out this review will present the report]*
- 10. Draft Council Plan 2015-2019** (Pages 139 - 144)  
This report seeks the approval of the Executive for the draft Council Plan for 2015-2019, as a basis for consultation with residents, businesses and public sector partners.

**11. Organisation Review – Senior Management Arrangements within the City of York Council** (Pages 145 - 156)

This report outlines the case for a review of senior management roles and responsibilities in the City of York Council and seeks approval for the commencement of a review.

**12. Disposal of Oliver House - former Elderly Person's Home** (Pages 157 - 174)

This report seeks an Executive decision to select a preferred bidder for the disposal of the former Elderly Persons Home at Oliver House and the garage site to the rear.

**13. New Council Housing and approval for development at Ordnance Lane** (Pages 175 - 188)

This report seeks approval to include new council housing as part of the ongoing project to demolish and replace Ordnance Lane homeless hostel. It identifies opportunities for potential cost savings by including a development of up to 24 new council flats as part of the contract to build the new temporary homeless accommodation.

**14. Condition of 17-21 Piccadilly** (Pages 189 - 248)

This report updates the Executive on the condition of 17-21 Piccadilly, the former Reynards Garage, and seeks a decision on whether to demolish, or carry out emergency health and safety repairs, to the building.

**15. Procurement of Council Security Services** (Pages 249 - 256)

This report seeks approval to commence a procurement exercise for a comprehensive set of council wide security services.

**16. Urgent Business**

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

Democracy Officer:

Name: Jill Pickering

Contact details:

- Telephone – (01904) 552061
- E-mail – [jill.pickering@york.gov.uk](mailto:jill.pickering@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**

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City of York Council

Committee Minutes

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Meeting	Cabinet
Date	3 March 2015
Present	Councillors Williams (Chair - left the meeting for consideration of Agenda item 14 - Local Flood Risk Management Strategy - Minute 121), Crisp (in attendance for Agenda items 1, 2, 3 and 12), Cunningham, Levene, Looker and Simpson-Laing (Vice-Chair in the Chair for Agenda item 14 - Local Flood Risk Management Strategy)
In attendance	Councillors Burton, D'Agorne, Galvin, Merrett, Reid, Steward, Warters and Watson

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## Part A - Matters Dealt With Under Delegated Powers

### 109. 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.

Councillor Williams, declared a personal prejudicial interest in respect of Agenda item 14 – Local Flood Risk Management Strategy, as an employee of Yorkshire Water, and he vacated the Chair for consideration of this item and took no part in the discussion or voting thereon.

### 110. Minutes

Resolved: That the minutes of the Cabinet meeting held on 10 February 2015 be approved and signed by the Chair as a correct record.

### 111. Public Participation

It was reported that there had been eight registrations to speak at the meeting under the Council's Public Participation Scheme and that four Members of Council had also requested to speak on items, details of which are set out below:

### The Council's Housing for Older People Programme

Dr Andrew Phillips, Deputy Chief Clinical Officer for the Vale of York Clinical Commissioning Group spoke to endorse the programme outlined in the report and their alignment with health sector proposals for older people. He expressed his support for the new approach and the provision of a care hub which would provide the solution to a number of problems.

George Wood, representing York Older People's Assembly spoke of earlier work undertaken by the Council in respect of the Strategic review of council accommodation for the elderly. He expressed concerns that the authorities involvement in competitive dialog had prevented the Assembly being fully informed of progress. However he confirmed the Assemblies full support for the proposals and the need to progress work at the earliest possible date.

Kevin McAleese, as Chair of the York Housing Association, spoke of the Associations range of housing support services and to the issues arising from an ageing population. He expressed support for the commitment to independent living and the full range of provision of services on one site. He highlighted the need to engage with other organisations.

Luke Barnett, Chief Executive of York CVS, spoke to express concerns that the previous plans had not progressed however he looked forward to the involvement of services users and other organisations in co-commissioning.

Cllr Reid expressed concern at the abandonment of the four year procurement process owing to affordability. She asked Members to reject the report and to develop proposals for the former Lowfields School site as originally intended and to keep residents fully informed.

Cllr Warters requested Cabinet's assurance that all the green field site and surrounding playing fields on the Burnholme site would be retained.

### York Outer Ring Road Improvement Scheme

Cllr D'Agorne expressed concern that there had not been sufficient consultation regarding the proposed scheme. He highlighted the Local Transport Plan 2 and other policies

regarding transport proposals' indicating that work was undertaken on transport schemes at the expense of air quality.

Cllr Warters expressed support to a reference to Outer Ring Road 'Changes' rather than 'Improvement' as he felt recent works on the A1237 had not provided an improvement in traffic flow. He asked Members therefore to support Option 2 and suspend the scheme.

#### Report on Interim Evaluation of the Anti Social Behaviour Hub

Cllr Warters expressed concern that this report was being considered by Cabinet, prior to its consideration by the Community Safety Overview & Scrutiny Committee the following day.

#### Economic Infrastructure Fund

Adam Sinclair spoke as Chair of City Team York who were putting forward proposals for a Business Improvement District for the city centre. He highlighted progress made and to the engagement and cross party support already received. He asked Cabinet to endorse the recommendation which he hoped would improve the economy, increase inward investment and ensure that York remained a shopping destination.

Cllr Watson spoke to question details of references in the report, at paragraph 10 to 'improvements to physical surroundings'. He referred to a possible conflict with the CYC's festivals held in the city with the BID proposals referring to city wide promotional activities ie festivals etc.

#### Delivering Marketing, Culture, Tourism and Business Development – Make it York

Steve Brown spoke as Managing Director of Make it York, the new company set up to deliver marketing, culture, tourism and business development for the city which was due to start trading on 1 April 2015. He referred to the work and challenges overcome to meet the 1 April deadline. He confirmed that with the merger of staff from CYC, Science City York and Visit York in to the new organisation formal consultations and briefings had taken place regarding staff transfers.

Andrea Dudding, of UNISON spoke to express their concerns at staff's lack of knowledge of the proposed Service Level Agreement for the new organisation and staffs new terms and conditions. She requested that CYC staff transferring to the new organisation should do so with the same terms and conditions including the Local Government Pension Scheme.

#### Recommendations of Local Plan Working Group – Wheldrake and Strensall Village Design Statements

Cllr Warters expressed his support for the Village Design Statements, but expressed the view that they were only effective if sufficient weight was given to them as part of the planning process.

#### Local Flood Risk Management Strategy

Dennis Martin, spoke as a representative of Dunnington Parish Council expressing the Parish Councils support for the Flood Risk Strategy. He asked Members to note issues in their village which was sited on a hillside which meant that water travelled through the whole village. Although attenuation measures had helped there had been an increase in the use of impervious paving by residents which he felt had exacerbated flooding problems. He highlighted the need to rectify this through the planning process and the requirement to submit planning applications.

Cllr Warters, on behalf of Cllr Richardson, referred to the Internal Drainage Boards and the need for byelaws to provide support to the CYC planning system.

#### **112. Forward Plan**

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

#### **113. Graduate Business Start-ups, Entrepreneurialism and Higher Value Jobs Scrutiny Review Final Report**

Consideration was given to the final report of the Graduate Business Start-ups, Entrepreneurialism and Higher Value Jobs Scrutiny Review. The review had been set up with the aim of identifying cost effective ways to attract graduates and

entrepreneurs to start up or relocate in York enabling the employment of local people at higher than average wages.

Councillor Burton as Chair of the Task Group presented the report and the following recommendations, referring to the work undertaken and the key issues involved.

- i. *That the Economic Development Unit, Make It York and their partners bring forward innovative proposals to increase the amount of city centre space available for start-up and growing businesses in York by 20% by 2020, the amount of extra space to increase year on year and be reviewed annually.*
- ii. *That the Council look to establish a single point of contact for business advice and develop a communications strategy to more effectively inform business owners and new starters of the assistance the Council can provide by clearly signposting services and to examine how local banks, accountants and solicitors could be used to point people in the direction of the council and its partners for advice.*
- iii. *That named Council support officers responsible for liaison with start-up businesses are clearly identified on the York Means Business and other appropriate Council websites.*
- iv. *That the Council and its partners work to increase business-to-business mentoring, peer support and networking opportunities for small businesses and the named contacts in Recommendation iii) be responsible for facilitating networking opportunities.*
- v. *That ECDOSC receives reports within six months on the outcomes of the support being provided to new local businesses by the Council.*
- vi. *That interventions through the Local Growth Fund and Make It York support an increase of 5% in employment in professional, scientific and technical activities by 2030.*

- vii. *That the Council construct a comprehensive database and e-list of businesses in the city.*
- viii. *That existing education providers be encouraged to step up provision of business plan writing so people can be coached to develop business plans.*
- ix. *That the University of York be urged to:*
  - *Reallocate University car parking to improve access and increase the attractiveness to visitors to the Ron Cooke Hub, subject to planning restrictions.*
  - *Make more in its prospectus that the university does not claim the intellectual property rights to undergraduate ideas.*

The Chair and Cabinet Member thanked Councillor Burton and the Task Group for their work on the review, indicating their broad support for the recommendations and confirming that Make it York would pick up a number of the recommendations.

The Chief Executive confirmed that a comprehensive database of businesses already existed in the city and that all the points raised would be reflected in Make it York's Service Level Agreement.

Following further discussion it was

Resolved: That having considered the final scrutiny report and its annexes Cabinet agree to note the Task Groups recommendations and to pursue these as part of the work streams for Make it York and the Economic Strategy. <sup>1</sup>.

Reason: To conclude the Scrutiny Review in line with City of York Council scrutiny procedures

Action Required

1. Pursue recommendations as part of the work streams for Make it York and the Economic Strategy

SB, KE

**114. The Council's Housing for Older People Programme**

Consideration was given to the report of the Director of Adult Social Care which provided an update on the Council's existing



Housing for Older People Programme and which sought Cabinet's permission to pursue an alternative approach.

Members were reminded that the Council were currently involved in a live procurement process to find a partner to deliver new care home facilities and a community village for older people. However, since the procurement began in 2013, there had been changes in York's care and housing sectors and to the national funding framework. It was noted that an alternative approach and resources were now required which were community focussed and progressed the key strategic aims of the city in order to meet the care and accommodation needs of older people.

The report detailed the changes to the funding arrangements and the bid made to the government's New Models of Care Programme for the city to become a vanguard provider and, in view of this the recommendation to abandon the current procurement process.

The Director of Adult Social Care presented the report, acknowledging the frustrations in respect of the procurement process. He highlighted the significant changes which had taken place since the original proposals had been put forward and outlined the alternative approach now put forward.

The Cabinet Member and other Members welcomed the support of the earlier public speakers and expressed her willingness to work in partnership to support the alternative ways now put forward to deliver the scheme.

The Chief Executive confirmed that Mazars the Council's external auditors had been commissioned to review work previously undertaken on the Housing for Older People Programme.

Following further discussion it was

Resolved: That Cabinet agree to:

- (i) A new approach to the provision of accommodation with care for older people which, subject to approval of the detailed business case:
  - makes best use of the existing Sheltered Housing with Extra Care accommodation

owned by the Council by changes to allocations and lettings, staffing changes and capital investment so that residents with care needs, including those with complex needs and those with dementia, can be accommodated;

- authorises officers to develop the business case for an integrated care, health, housing and community facility on the Burnholme School site so that residents with care needs, including those with complex needs and those with dementia, can be accommodated alongside health, sports, library, nursery, other community facilities and family housing.
- supports and encourages the independent sector to develop and provide additional care beds by use of block-purchase, help, advice and (if viable) grants or loans so that residents with care needs, including those with complex needs and those with dementia, can be accommodated;
- authorises officers to seek funding opportunities for, and if necessary an Registered Social Landlord partner to develop, a newly built Extra Care and Health Hub in Acomb on a site made vacant by the closure of an existing Council-run Older Persons' Home (OPH), foregoing a capital receipt for the site;
- allocates the development site at Lowfields for housing use which would include homes to rent and to buy for older residents who down-size from a family home as well as family housing, subject to obtaining a capital receipt for the land;
- authorises the potential disposal and development of up to four sites made vacant by the closure of existing Council-run OPHs for housing use which would include homes to rent and to buy by older

residents who down-size from a family home, subject to obtaining a capital receipt for the land and also the disposal of the remaining sites when they become vacant in accordance with the Council's disposal policy; and

- agrees to the development of a detailed business case which sets out how all of the above proposals can be funded either within existing budget provision or by a combination of council and other external funding.

- (ii) Approve the use of unspent project management funds allocated for this purpose in 2013 to facilitate moving forward this programme of work, with further costs to be included in the business case for specific activities in the plan.
- (iii) Receive further reports to update Cabinet on progress of these plans and to submit for approval the detailed business case for the Burnholme development and other investments.
- (iv) Abandon the procurement of care homes at Burnholme and Lowfields (plus a Community Village and Community Hub) on the grounds of unaffordability.<sup>1</sup>

- Reason: (i) To provide suitable accommodation, ideally in a community setting, for the city's older residents including those with complex care needs, those with dementia and those moving out of, or diverted from moving to, existing Council-run OPHs which are no longer fit-for-purpose.
- (ii) So that the project can progress.
  - (iii) To ensure that Members are kept informed of progress and that the financial implications of investments in property are considered.

- (iv) That the procurement exercise was unable to provide a solution that fulfilled the Council's requirements within the financial resources available to the project.

Action Required

1. Abandon procurement of care homes at Burnholme and Lowfields and proceed with new approach to the provision of accommodation. GD, RW  
2. Add update reports to Council's Forward Plan. GD, RW

**115. York Outer Ring Road Improvement Scheme**

Consideration was given to the report of the Director of City and Environmental Services in relation to progression of the York Outer Ring Road Improvement Scheme (YORR). It was reported that improvements to seven junctions on the A1237 on the YORR was one of the York projects that made up the programme of schemes to be funded through the West Yorkshire plus Transport Fund. Following formal establishment of the fund and approval of the allocation of funding by budget Council the YORR had been identified as a quick-win project for delivery by 2020/21.

The Cabinet Member referred to the help this would provide in improving journey times and the associated dualling of the Ring Road. However he acknowledged the earlier speakers comments and to the work required in obtaining a modal shift.

Members were asked to consider the following options together the associated risks for progressing the project as set out in the report.

Option 1: Continued progression of the design of the overall project

Options 2: Suspension of the project pending the establishment of the WY+TF.

Resolved: That Cabinet agree to instruct officers to progress Option 1 to continue the delivery of the Outer Ring Road Upgrade using funds allocated in 2015/16. <sup>1</sup>.

Reason: To maintain progress on the project pending the formalisation of the West Yorkshire plus Transport Fund.

Action Required

1. Progress ORR project.

TC, RS

**116. Report on Interim Evaluation of the Anti Social Behaviour Hub**

Cabinet considered a report which set out details of the Council's journey in transforming its approach to partnership working with North Yorkshire Police and the Police and Crime Commissioner to tackle anti-social behaviour and nuisance, through the creation of a multi-agency Anti-Social Behaviour Hub.

A key part of the development of the new ways of working had been the integration of Council and police resources into a single co-located team, with 6 Police Officers being dedicated to this work and relocating to West Offices. It was noted that successful bids for funding had subsequently been made, a result of which had been an increase in Neighbourhood Enforcement Officer capacity providing a joined up approach to these anti-social behaviour issues.

To ensure the success of the new approach, an interim independent evaluation had been undertaken by York University between September and December 2014, with the key findings at Annex 1 of the report. It was noted that the majority of the reports recommendations had already been implemented.

Resolved: That Cabinet agree to note the progress on delivering the objectives set out within the November 2013 report in relation to the multi-agency Anti-Social Behaviour Hub.

Reason: To ensure that the council actively addresses the issue of ASB on our communities.

**117. Economic Infrastructure Fund**

Consideration was given to a report which set out proposals for funding from the Economic Infrastructure Fund to support the creation of a Business Improvement District (BID).

A bid for £25k had been made to create a BID in York, to supplement the funding of a Business Improvement District

Manager, the full details of which were set out at Annex A of the report.

It was noted that a successful Business Improvement District would deliver additional services, as outlined in the prospectus, to be funded by an additional levy on businesses. The Council would transfer the levy to the BID company and this could then be used to support promotion of the city, additional security, new events and festivals.

Members welcomed the creation of a BID and expressed their support for funding, confirming that the BID would be aligned with Make it York and would support a number of Council Plan priorities.

Resolved: That Cabinet approves the use of £25,000 from the Economic Infrastructure Fund to fund work to create a Business Improvement District in the City Centre of York. <sup>1</sup>.

Reason: To unlock significant investment and to support the Council Plan priorities of creating jobs and growing the economy.

Action Required

1. Fund work on creation of a BID.

PW

**118. Leeds City Region**

**118a Governance Arrangements - Business Rates Pool**

Consideration was given to a report which set out details of the Leeds City Region Business Rates Pool which had come into being on 1 April 2013. The Pool consisted of seven local authorities which had been brought together to further economic development activities within the region and to allow business rates to be retained locally. With the establishment of the West Yorkshire Combined Authority and the winding up of the Leaders' Board, that the Business Rates Pool sub-committee would be unable continue in its present form.

It was noted that it was proposed to replace the sub-committee by a new joint committee of the seven pool authorities and that the terms of reference of the new committee would be

broadened to include a reference to receipts being used to further economic growth and regeneration across the Pool area.

Cabinet were asked to accept or reject the proposal, however if the proposal was rejected and the Joint Committee was abolished it was noted that there would be no means of administering the business rates pooling arrangement after 31<sup>st</sup> March.

Resolved: That Cabinet agree to:

- (i) Appoint the Leader of the Council to a new joint committee in relation to the Leeds City Region Business Rates Pool from 1<sup>st</sup> April 2015 until the 2016 Annual Meeting, such joint committee to consist of the Leader of each Pool authority, and to have the terms of reference set out in Annex 1 of the report;
- (ii) Approve the revised governance agreement for the Business Rates Pool as set out in Annex 2 of the report. <sup>1</sup>.

Reason: To enable appropriate governance arrangements to be in place following the winding up of the Leader's Board.

Action Required

1. Confirm appointment of Leader to the new joint committee.

AD

**118b Leaders' Board**

Consideration was also given to a report which highlighted that the West Yorkshire Combined Authority was not currently represented on the Leeds City Region Leaders' Board, a joint committee appointed by authorities within the Leeds City Region, to discharge economic development and regeneration functions. It was noted that this could pose operational difficulties from 1 April 2015, when the Authority began to act as the principal accountable body for funding relating to City Region economic development and regeneration activities.

Members noted that if the proposal was rejected it would create operational difficulties and urgent consultation would be required with the other partner authorities.

Resolved: That Cabinet agree to:

- (i) Note that the Leeds City Region Leaders' Board endorsed the proposal to dissolve itself on 31 March 2015, and that the West Yorkshire Combined Authority has resolved to appoint a Leeds City Region Partnership Committee to be established on 1 April 2015;
- (ii) Dissolve the City Region Leaders' Board on 31 March 2015;
- (ii) Delegate authority to the Assistant Director of Governance and ICT to take all necessary steps to dissolve the Leeds City Region Leaders' Board.

Reason: To enable revised governance arrangements to take effect for the Leeds City Region.

Action Required

1. Take all necessary steps to dissolve the Leeds City Region Leaders' Board.

AD

**119. Delivering Marketing, Culture, Tourism and Business Development - Make it York**

Consideration was given to a report which updated Members on the governance and legal framework for Make it York, the new company delivering the new approach to marketing, culture, tourism and business development in the city, prior to it commencing trading in April.

Officers confirmed that the Shareholders Committee had already met a number of times in shadow form and that discussions had been held with staff from the separate services, organisations and partners in order to support them through the process. It was confirmed that any concerns raised by staff would be dealt



with as part of the consultation process and it was noted that this would form part of a future report to Cabinet.

Following further discussion it was

Resolved: That Cabinet agree the legal framework and governance arrangements, as set out in the report, prior to the company trading. <sup>1</sup>.

Reason: To finalise the new approach to delivering marketing, culture and tourism and business development in the city and to enable the company to trade from 1 April 2015.

Action Required

1. Proceed in accordance with the legal framework and governance arrangements for the new company.

SB

**120. Recommendations of Local Plan Working Group - Wheldrake Village Design Statement and Strensall with Towthorpe Village Design Statement**

Members considered a report which presented the recommendations from a meeting of the Local Plan Working Group, held on 29 January 2015, in respect of the Wheldrake and Strensall and Towthorpe Village Design Statements.

Cabinet were asked to consider the advice offered by the Working Group, and / or to comment in relation to the Village Design Statements.

Councillor Merrett, as Chair of the Group, presented the Design Statements, compiled by the local communities, that would following approval become draft supplementary planning documents to the emerging local plan and form a material planning consideration when applications for development were considered. He recommended approval of the documents and delegation for the making of incidental changes to the Statements to the Director of City and Environmental Services in conjunction with the Cabinet Member.

Resolved: That Cabinet agree to note the Local Plan Working Group minutes, from their meeting held on 29 January 2015, and approve the Wheldrake and Strensall with Towthorpe

Village Design Statements, as draft Supplementary Planning Documents to the emerging Local Plan together with the recommended delegations.<sup>1</sup>

Reason: To fulfil the requirements of the council's Constitution in relation to the role of Working Groups.

Action Required

1. Use these Village Design Statements as draft Supplementary Planning Documents.

KA

**121. Local Flood Risk Management Strategy**

Consideration was given to a report and Strategy, prepared following the introduction of legislation for the management of risks associated with flooding and in response to the Council's new responsibilities with new local flood risk management duties. As a Lead Local Flood Authority the Council were required to develop, maintain, apply and monitor a strategy for local flood risk management in its area.

Cabinet were asked to comment on the content and format of the final Strategy prior to publication, following a six week public consultation.

The Cabinet Member and Officers acknowledged the public speakers comments in relation to the topography of Dunnington. However they confirmed that, whilst this was a high level strategy, there was a need for education, in relation to the planning issues raised, rather than regulation or enforcement and that this would be undertaken.

The Chair thanked all concerned for their input into the document and following consideration of the responses and resulting changes to the strategy it was

Resolved: That Cabinet approve the York Flood Risk Management Strategy at Annex 1 of the report.<sup>1</sup>

Reason: To ensure the Council is compliant with its duties in the Flood and Water Management Act (2010) and to ensure that we have a Local Flood Risk Management Strategy that can drive future flood risk investment needs.

Action Required

1. Publish Strategy and review as required.

ET

**122. 2014/15 Performance Monitor Quarter 3**

Consideration was given to the third report of the financial year, which provided details of the Council's performance against key themes and Council Plan priorities, covering the period 1 April to 31 December 2014.

The detail was set out in the York Monitor, at Annex 1 of the report. The Chair highlighted that, whilst the Council had made savings of £89.8m over a four year period, this had generally not affected the authority's performance. Members also reported on the key challenges, including wage levels, gross value added for future years and issues around the transfer of care from accident and emergency departments and the need to build on partnership working in health and social care.

Resolved: That Cabinet agree to note the Council's current performance against its key priorities, from 1 April to 31 December 2014.

Reason: To update Members on the performance of the Council in relation to the priorities set out in the Council Plan

**Part B - Matters Referred To Council**

**123. Yorwaste Limited and Implementation of the Teckal Exemption**

Members considered a report which updated them on progress made towards enabling the award of contracts, for the provision of waste services, to Yorwaste Limited, without competitive tender.

It was noted that this was to be achieved by implementing the 'Teckal exemption' and undertaking a number of actions to facilitate Yorwaste Limited in meeting the conditions required to achieve Teckal status.

Cabinet was asked to consider whether the Council should enter into the arrangements to facilitate Yorwaste Limited (of which the Council was the minority shareholder with a

shareholding of 22.27%) becoming a Teckal compliant company.

Recommended: That Council be asked to confirm:

- (i) The City Council is supportive of the County Council's recommendation to its Executive that the County Council takes the steps necessary to facilitate Yorwaste Limited's obtaining Teckal compliant status.
  
- (ii) That delegated authority be given to the Director of Customer and Business Support Services (acting in consultation with the Director of City and Environmental Services and the Assistant Director (Governance & ICT) to:
  - to adopt new articles of association(as a shareholder of Yorwaste Limited) to evidence the control condition;
  - enter into a Shareholders Agreement with Yorwaste Limited and NYCC to evidence the control condition;
  - enter into a non binding collaboration agreement with Yorwaste Limited and NYCC and other such documents as necessary;
  - take such steps and enter into such documents as necessary to approve the transfer of the shares of SJB Recycling Limited once satisfied that due diligence is complete and legal and financial advice has been provided identifying the most appropriate route;

- take any ancillary steps necessary to meet the control condition or the economic dependence condition required to assist Yorwaste Limited in achieving Teckal compliant status; and
- award future waste management to Yorwaste Limited without the need for a competitive procurement exercise if the tests required to make use of the Teckal exemption have been satisfied. <sup>1</sup>.

Reason: In order to facilitate Yorwaste Limited meeting the control condition and the economic dependence condition required to utilise the Teckal exemption thereby enabling the Council to award contracts for future waste management contracts to Yorwaste Limited without conducting a competitive procurement exercise.

Action Required

1. Refer recommendation to Council.

JP

Cllr D Williams, Chair

[The meeting started at 5.30 pm and finished at 7.25 pm].

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**Forward Plan: Executive Meeting: 25 June 2015**

**Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 30 July 2015**

Title and Description	Author	Portfolio Holder
<p><b>Q4 (Year End) Performance Monitor</b>                      Purpose of Report: This report presents details of the Council’s performance covering 1 April 2014 to 31 March 2015. This is the fourth report of the financial year and assesses performance against key themes, including Council Plan Priorities.</p> <p>Executive are asked to note the Council’s current performance against its key priorities, from 1 April to 31 March 2015.</p>	<p>Ian Cunningham</p>	<p>Executive Leader, Finance &amp; Performance</p>
<p><b>Annual Report of the Financial Inclusion Steering Group 2014/15</b>                      Purpose of Report: To update progress on financial inclusion activities with particular emphasis on the York Financial Assistance Scheme.</p> <p>Executive are asked to receive the report for information as per Cabinet decision 16 December 2014 (Mid Year Report Of The Financial Inclusion Steering Group 2014/15).</p>	<p>John Madden</p>	<p>Executive Leader, Finance &amp; Performance</p>
<p><b>Capital Programme Outturn</b>                      Purpose of Report: To provide Executive with the outturn position on the capital programme.</p> <p>Executive are asked to note the outturn and recommend to full Council any changes as appropriate.</p>	<p>Ross Brown</p>	<p>Executive Leader, Finance &amp; Performance</p>

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>2014/15 Finance and Performance Outturn</b></p> <p>Purpose of Report: To provide Executive with the year end position on both finance and performance.</p> <p>Executive are asked to note the outturn.</p>	Debbie Mitchell	Executive Leader, Finance & Performance
<p><b>Treasury Management Annual Report &amp; Review of Prudential Indicators 2014/15</b></p> <p>Purpose of Report: To provide the annual treasury management review of activities and the actual prudential and treasury indicators.</p> <p>Executive are asked to note the issues and approve any adjustments as required to the prudential indicators or strategy.</p>	Debbie Mitchell	Executive Leader, Finance & Performance
<p><b>Neighbourhood Working Implementation</b></p> <p>Purpose of Report: The report sets out next steps with implementation of the Council's Neighbourhood Working model including allocation of the Environmental Improvement Fund, criteria for the Community York Fund, and the approach to community development.</p> <p>Executive are asked to agree next steps with implementation of the Council's neighbourhood Working model including allocation of the Environmental Improvement Fund, criteria for the Community York Fund, and the approach to community development.</p>	Charlie Croft	Executive Member for Economic Development and Community Engagement (Deputy Leader), Executive Member for Environment



Title and Description	Author	Portfolio Holder
<p><b>Review of Get York Building Programme 2nd Year</b>            Purpose of Report: To review progress of the workstreams under the Get York Building programmes that were agreed at the March 2014 Cabinet Meeting.</p> <p>Executive are asked to note the contents of the report and to consider the recommendations contained within it.</p>	Steve Waddington Paul Stamp	Executive Member for Housing & Safer Neighbourhoods and Executive Member for Transport and Planning
<p><b>Update on the Guildhall Project</b>            Purpose of Report: To provide an update on the delivery of a Media Arts Centre in the Guildhall.</p> <p>Executive are asked to consider a potential proposal for interim use of the Guildhall and the establishment of a new Media Arts Guild.</p>	David Warburton	Executive Leader, Finance & Performance
<p><b>Castlegate: Update and Future Models of Delivery</b>            Purpose of Report: At the 10 February 2015 Cabinet meeting, members received an update report on developments in relation to the transformation of information, advice, guidance and support services for young people currently delivered from Castlegate. The February report outlined the activity which had taken place since October 2014 to review the original business case and to develop alternative models of delivery and identify new sources of funding to inform a revised business case.</p> <p>At the Full Council Budget Meeting in February 2015 funding was agreed to provide funding to support the current model of service delivery from Castlegate whilst alternative options were explored. Exploration of alternative models has continued through meetings of a subgroup of YorOk partners, which has included representatives from health, further and higher education. These models are informing the development of a revised business case.</p>	Steve Flatley	Executive Member for Education, Children and Young People

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p>Members will be asked to approve the work to date to develop a revised business case.</p>		
<p><b>Older Persons' Accommodation Programme Update</b></p> <p>Purpose of Report: To provide an update on the Older Persons' Accommodation Programme.</p> <p>Members are asked to approve the business plan and key steps for the programme.</p>	Roy Wallington	Executive Member for Adult Social Care and Health
<p><b>Holiday Pay and Overtime</b></p> <p>Purpose of Report: To present Members with a report on the implications of legal judgements in relation to the calculation of holiday pay related to non contractual overtime, and any related decisions.</p> <p>Members will be asked to note the implications and agree the rate of Holiday Pay to be applied.</p>	Janet Neeve Pauline Stuchfield	Executive Leader, Finance & Performance
<p><b>York Central and Access Project</b></p> <p>Purpose of Report: To update Members on the current status of the project to develop the York Central site.</p> <p>Members will be asked to consider a range of matters regarding the project.</p>	Sarah Tanburn	Executive Member for Economic Development and Community Engagement (Deputy Leader)

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Local Plan Update - Housing and Employment Demand</b></p> <p>Purpose of report: To update Members on the emerging Local Plan relating to updated evidence on the Objective Assessment of Housing Need and Economic Forecasts.</p> <p>Members will be asked to consider the outcomes of the report relating to housing and employment demand requirements for the Local Plan period up to 2031 and recommend officers to progress with work to support a revised Publication Draft Local Plan.</p>	<p>Martin Grainger Rachel Macefield</p>	<p>Executive Leader, Finance &amp; Performance and Executive Member for Economic Development and Community Engagement (Deputy Leader);</p>
<p><b>Community Stadium and City Leisure Contract</b></p> <p>Purpose of Report: To give Members an update on the progress of the project.</p> <p>Members will be asked to note the content of the report and await a detailed programme and contract decision report.</p>	<p>Tim Atkins</p>	<p>Executive Member for Culture, Leisure &amp; Tourism</p>
<p><b>York Museum Trust Funding</b></p> <p>Purpose of Report: The report sets out potential changes to York Museum Trust's (YMT) charging policy and proposes changes to property leases.</p> <p>Executive are asked to agree changes to YMT's leases to facilitate the revised charging policy.</p>	<p>Charlie Croft</p>	<p>Executive Member for Culture, Leisure &amp; Tourism</p>

Title and Description	Author	Portfolio Holder
<p><b>A Business Improvement District for York: York Business Improvement District (BID)</b></p> <p>Purpose of Report: The report seeks to update the Executive on the progress made in the development of the York Business Improvement District (BID) area proposals</p> <p>Executive are asked to</p> <ul style="list-style-type: none"> <li>• Lend their support to the proposed BID for York</li> <li>• Provide a commitment to maintain provision of statutory services relevant to the BID in the city centre</li> <li>• Approve the arrangements for the Council to operate the ballot and act as the collection agent for the levy</li> <li>• Consider the financial implications of the BID and how the Council manages any costs incurred whilst assisting the establishment of the BID.</li> </ul>	<p>Phil Witcherley Penny Nicholson</p>	<p>Executive Member for Economic Development and Community Engagement (Deputy Leader)</p>

**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 24 September 2015**

Title and Description	Author	Portfolio Holder
<p><b>Q1 Finance &amp; Performance Monitor 2015/16</b></p> <p>Purpose of Report: To provide Executive with an update on the 2014/15 finance and performance information.</p> <p>Executive are asked to note the issues.</p>	<p>Debbie Mitchell</p>	<p>Executive Leader, Finance &amp; Performance</p>

**Table 3: Items slipped on the Forward Plan**

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>The Community York Fund</b>            Purpose of Report: The report proposes criteria for the Community York Fund for the next period.</p> <p>Executive will be asked to agree the proposed criteria.</p>	Charlie Croft	Executive Member for Adult Social Care and Health	9.3.15 then 30.7.15	Withdrawn	It will be covered by the Neighbourhood Working Implementation Report.
<p><b>Neighbourhood Working Implementation</b>            Purpose of Report: The report sets out next steps with implementation of the Council's Neighbourhood Working model including allocation of the Environmental Improvement Fund, criteria for the Community York Fund, and the approach to community development.</p> <p>Executive are asked to agree next steps with implementation of the Council's neighbourhood Working model including allocation of the Environmental Improvement Fund, criteria for the Community York Fund, and the approach to community development.</p>	Charlie Croft	Executive Member for Economic Development and Community Engagement (Deputy Leader), Executive Member for Environment	25.6.15	30.7.15	To allow more time for consultation.

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>Review of Get York Building Programme 2nd Year</b></p> <p>Purpose of Report: To review progress of the workstreams under the Get York Building programmes that were agreed at the March 2014 Cabinet Meeting.</p> <p>Executive are asked to note the contents of the report and to consider the recommendations contained within it.</p> <p>This decision will now be taken by Executive in June in order to allow full year performance figures to be included rather than year end forecast figures.</p>	<p>Steve Waddington Paul Stamp</p>	<p>Executive Member for Housing &amp; Safer Neighbourhoods and Executive Member for Transport and Planning</p>	<p>3.3.15</p>	<p>30.7.15</p>	<p>To assist with the scheduling of business for the first meeting of the Executive.</p>
<p><b>York Museum Trust Funding</b></p> <p>Purpose of Report: The report sets out potential changes to York Museum Trust's (YMT) charging policy and proposes changes to property leases.</p> <p>Executive are asked to agree changes to YMT's leases to facilitate the revised charging policy.</p>	<p>Charlie Croft</p>	<p>Executive Member for Culture, Leisure &amp; Tourism</p>	<p>25.6.15</p>	<p>30.7.15</p>	<p>To assist with the scheduling of business for the first meeting of the Executive</p>

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>Update on the Guildhall Project</b>            Purpose of Report: To provide an update on the delivery of a Media Arts Centre in the Guildhall.</p> <p>Executive are asked to consider a potential proposal for interim use of the Guildhall and the establishment of a new Media Arts Guild.</p>	David Warburton	Executive Leader, Finance & Performance	25.6.15	30.7.15	In order to undertake the review, that the new administration have asked for

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**Executive****25 June 2015**

Report of the Learning &amp; Culture Overview &amp; Scrutiny Committee

**Entrepreneurship Scrutiny Review - Cover Report****Introduction**

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

**Recommendations**

2. Having considered the review findings (at Appendix 1) and its annexes, the Executive is recommended to approve the recommendations shown in paragraphs 8 & 9 below.

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

**Background to Review**

3. At its meeting in June 2014 the Learning & Culture Overview & Scrutiny Committee considered a scrutiny topic proposed by Cllr Semlyen on "School based teaching of skills related to self employment / entrepreneurship at secondary ages and at York College. Cllr Semlyen referenced York's very low record of creating new business or graduate start ups - 316<sup>th</sup> out of 326 English districts, drawing attention to there being 28% fewer York business start ups in the first 3 months of 2014, compared to 2013. It was recognised that this was an important topic, however there was much debate at the meeting about how to do justice to the topic.
4. In response officers suggested a review of broader employability skills, including the development of broader enterprising behaviours and an entrepreneurial 'can do' spirit. Officers suggested that a review of this topic could research best practice in other Local Authority areas, in order to use the findings to influence providers of education and training to adapt successful models to the York context.

5. In June, the Learning and Culture Overview and Scrutiny Committee agreed the topic was suitable for review, and agreed to reform their Careers Education, Information, Advice & Guidance (CEIAG) Task Group to carry out the review on their behalf, as it was felt there was a clear overlap between the previous review and the new topic.
6. In July 2014 the Committee received a further report from officers proposing options for the review, and the Committee agreed the following review aim and objectives:

Aim:

To create a culture in York schools where entrepreneurial learning is embedded, through improving entrepreneurship education and opportunities for employability and enterprise-related activities for York pupils

Objectives:

- i. To identify best practice in other Local Authority areas which perform strongly on relevant performance indicators
  - ii. Review current practices in York to identify:
    - a) The commitment of local schools and colleges to develop the relevant skills and enterprising behaviours
    - b) Local good practice
  - iii. To identify appropriate sources of employability and enterprise-related activities for York schools
7. The Committee set up a Task Group made up of the following Members to carry out the review on their behalf:

Cllr David Scott (Chair & Co-opted Member)  
Cllr Jenny Brooks  
Cllr Fiona Fitzpatrick  
Cllr Ann Reid

## Recommendations

8. In light of the Task Group's work on this review, the Learning & Culture Overview & Scrutiny Committee agreed to:
  - i. Support the Introduction of an Enterprise Governor at each school (See paragraph 67 of Appendix 1).
9. The also agreed to recommend that:
  - ii. An annual 'Tenner' challenge be introduced, funded by £1500 donation, linked to charitable aim (Lord Mayor's Charity) and facilitated by CYC or through partnership working with a "sponsor". Participation in the challenge to be encouraged through the Enterprise Governors.
  - iii. A Young Entrepreneurs Award be introduced as part of the annual Press Awards - for winners of the 'Tenner' challenge, as part of Business Week.
  - iv. Entrepreneurship opportunities and involvement of businesses/employers be included in new Careers, Education, Guidance & Inspiration Menu. (See paragraph 65 of Appendix 1)
  - v. The Children's University and the advantages of participating in their modules and the long term benefits they can bring, to York schools be promoted. (See paragraphs 48-50 and 52-70 of Appendix 1)
  - vi. The review final report to be sent to York's primary schools to help encourage and promote entrepreneurship.

## Associated Implications & Risk Management

10. **Financial** – In regard to Recommendation (i), the 'Tenner' challenge will be dependent on a collaborative/partnership model, as under the model proposed for the School Improvement service transformation it will not be possible for CYC to deliver this type of activity. It is hoped that the £1,500 required to start this project can, in the spirit of entrepreneurial activity, be raised from York companies as part of their Corporate Social Responsibility programs, and therefore be at no cost to the Council. For the other recommendations it is expected that any costs would be minimal and could be contained within existing budgets.

11. There are no **Legal**, other **HR** or other implications associated with the draft recommendations listed above.
12. There are no known **Risks** associated with the recommendations arising from this review.

**Council Plan 2011-15**

13. The review of this topic supports the Council's priority to 'Create jobs and grow the economy'.

**Options**

14. Having considered the review findings at Appendix 1 and its associated annexes, Executive may choose to amend and/or approve, or reject the recommendations arising from the review as set out in paragraphs 8 & 9 above.

**Contact Details**

**Author:**

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel No.01904 552054

**Chief Officer Responsible for the report:**

Andrew Docherty  
AD Governance & ICT

**Report Approved**  **Date** 18 March 2015

**Wards Affected:**

**All**

For further information please contact the author of the report

**Background Papers:** None

**Annexes:**

**Appendix 1** – Entrepreneurship Scrutiny Review Findings

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**Learning & Culture Overview & Scrutiny Committee**      **18 March 2015**  
Report of the Assistant Director Governance & ICT

**Entrepreneurship in York Schools Scrutiny Review – Final Report**

**Summary**

1. This report provides the information gathered in support of the Entrepreneurship in York Schools Scrutiny Review, together with information on the consultation undertaken and the Task Group's analysis.

**Background to Review**

2. At its meeting in June 2014 the Learning & Culture Overview & Scrutiny Committee considered a scrutiny topic proposed by Cllr Semlyen on "School based teaching of skills related to self employment / entrepreneurship at secondary ages and at York College. Cllr Semlyen referenced York's very low record of creating new business or graduate start ups - 316<sup>th</sup> out of 326 English districts, drawing attention to there being 28% fewer York business start ups in the first 3 months of 2014, compared to 2013. It was recognised that this was an important topic, however there was much debate at the meeting about how to do justice to the topic.
3. In response officers suggested a review of broader employability skills, including the development of broader enterprising behaviours and an entrepreneurial 'can do' spirit. Officers suggested that a review of this topic could research best practice in other Local Authority areas, in order to use the findings to influence providers of education and training to adapt successful models to the York context.
4. In June, the Learning and Culture Overview and Scrutiny Committee agreed the topic was suitable for review, and agreed to reform their Careers Education, Information, Advice & Guidance (CEIAG) Task Group to carry out the review on their behalf, as it was felt there was a clear overlap between the previous review and the new topic.

5. In July 2014 the Committee received a further report from officers proposing options for the review, and the Committee agreed the following review aim and objectives:

Aim:

To create a culture in York schools where entrepreneurial learning is embedded, through improving entrepreneurship education and opportunities for employability and enterprise-related activities for York pupils

Objectives:

- i. To identify best practice in other Local Authority areas which perform strongly on relevant performance indicators
- ii. Review current practices in York to identify:
  - a) The commitment of local schools and colleges to develop the relevant skills and enterprising behaviours
  - b) Local good practice
- iii. To identify appropriate sources of employability and enterprise-related activities for York schools

### **Chair's Introduction**

6. This is the second time that I have had the pleasure of working with the members of this Task Group; the first time was in relation to career guidance in schools. Right at the start I want to place on record my thanks to the members of the Task Group (Cllr Reid, Cllr Fitzpatrick and Cllr Brooks) for the time they have spent, the research they have undertaken and their approach to this Review. They have demonstrated throughout how Scrutiny can work effectively.
7. I would also like to place on record my thanks to John Thompson (CYC's Principal Adviser 14-19 & Skills) for his expert advice and guidance. I would in particular thank Melanie Carr (Scrutiny Officer) for her tireless support and commitment to Scrutiny.
8. My final thanks go to all those who gave up their time to meet with the Task Group or members of it. Without this additional input the Task Group would not have been able to come with its recommendations.

9. The Task Group's remit was to investigate how to create a culture in York schools where entrepreneurial learning is embedded, through improving entrepreneurship education and opportunities for employability and enterprise-related activities for York pupils
10. The work done by the Task Group, the investigations, consultations carried out and conclusions can be found at Appendix 1.
11. The first task that we had to do was to agree a definition of what entrepreneurial activity and entrepreneurial education is. We reviewed various definitions and agreed for the purpose of this review, to use the definition adopted by Lord Young in his 'Enterprise for All Report', the Third Part of the Report of Enterprise and Small Firms – The Relevance of Enterprise in Education. That was:

*“Enterprise for All is about motivating young people to learn and excel in theory education and to see the relevance of theory studies. Enterprise is more than the creation of entrepreneurs, it is about a can-do and positive attitude an equipping people with confidence to develop a career and vocational interests. Enterprise therefore supports the development of a wide range of work and professional skills and capabilities, including resilience, risk taking, creativity and innovation as well as a self-belief that starting a business is a viable career choice and one of the most exciting and challenging things a person will ever do.” (see Page 4 of the Department of Business, Innovation & Skills Report shown as Annex B to Appendix 1)*

12. We recognised that there will be those that will say that entrepreneurs are born and not made. No doubt we would also be pointed to a number of high profile entrepreneurs that have made it to the top with few if any formal qualifications. However there are also a number of entrepreneurs that have done so having gained the highest of qualifications and support. We would in any event point out that the promotion of entrepreneurial skills in young people increases their employability, even if they are employed or take the entrepreneurial leap even after years of employment.
13. We would also add a note of caution. Being an entrepreneur should not be seen as an option to avoid 'formal' education. Its promotion in schools should not be seen to derogate employment and the concept of working in the public, voluntary and charitable sectors. Each has a worthwhile contribution to make. Nor should the risks taken by entrepreneurs be under-estimated. The rewards can be great and the contribution to the community and the country tremendous, but it can

never be considered an easy option. It involves hard work and long hours. It can mean risking your saving and home. It can mean employing others who you will have to pay even in hard times, when you yourself take little or nothing by means of a salary.

14. We would highlight that there is a body of thought that if young people are to succeed in the global job market, there needs to be a stronger focus on entrepreneurial education. The future of Europe depends upon 94 million Europeans aged between 15 and 29 years old. But in April 2013, 5.627 million people in the European Union under the age of 25 were unemployed. As this generation will live in an era of globalisation that demands mobility and soft skills, it is a matter of great importance that these young people have been hit so severely by the economic crisis.
15. High unemployment levels co-exist with increased difficulties in filling vacancies. Young people's employability is threatened by labour market mismatches: inadequate skills, limited geographic mobility and inadequate wages.
16. Our current education system needs support if it's going to adapt to such challenges. Tools, such as entrepreneurship education, show good results because they focus on soft and core skills, including: problem-solving; team-building; transversal competences – such as learning to learn, social and civic competence, initiative-taking, entrepreneurship, and cultural awareness.
17. Therefore entrepreneurship education not only enables young people to start a successful business, but also provides them with the relevant employability skills, and it enables them to become valuable contributors to the economy.
18. We spent a great deal of time gathering information in support of this review, both in terms of documents and some empirical research, and we feel the review final report is timely and pertinent to the challenges that face our young people locally, nationally and globally.
19. We noted with pleasure that there is a great desire in schools to participate in projects that increase the learning and skills of their pupils, and that businesses and other organisation are maintaining their desire to work with young people in a learning setting. *(see paragraphs 43, 49 - 51 and 73-91 below)*



20. Linking back to the recommendations of this Task Group on careers education in schools we received evidence on new Careers, Education, Guidance & Inspiration Menu. It appears to us that Entrepreneurship opportunities and involvement of businesses/employers ought to be included in that Menu, and we note that some work has already been done in relation to that.
21. *We were pleased to note that the CYC has been successful in bidding for £7,000 from the Leeds City Region LEP. This will allow an engagement process to begin with York Secondary Schools before the summer break in relation to establishing an Enterprise Governor.*
22. There was clearly great work being done by the Children's University. Whilst not strictly speaking entrepreneurial education, some of the modules offered did promote such entrepreneurial skills. It appeared to us that the Children's University could be a suitable vehicle to offer such modules to schools. We do however note that there could be capacity issues both in terms of increasing the scope or number of modules and the number of schools that can participate with the Children's University.
23. Whilst we could easily have made a recommendation that we follow pilot schemes in some of York schools that emulate the structure and success of Queen's Park Community School in Brent and King James's School in Kirklees, that could have been seen as trite and largely unachievable. However we would refer to Paragraph 59 and Annex E and the report to the Task Group of John Thompson's visit to the School. It is possible within a relative short period of time for a school to introduce an entrepreneurial ethos into their school that can be pervasive within the school and have a real impact. Any school wishing to take this step could do worse than to spend time at King James's School. We understand (and are pleased to do so) that feedback from this visit has already been shared with 14-19 curriculum leaders in York.
24. We have chosen to make recommendations that can work in partnership with the projects that are already underway and would encourage schools to pause and think about how they might promote some form of entrepreneurial activity in their school. We would ask that where it is seen it should be fostered and promoted. That in turn may be the start of an additional avenue of learning within the school.

### **Introduction to Entrepreneurship Education**

25. The Confederation of British Industry (one of the UK's leading independent employers' organisations) believes seven key

'competencies' should be delivered through entrepreneurship education, namely:

- Numeracy;
- Communication & Literacy;
- IT skills;
- Self-management;
- Team working;
- Problem solving;
- Business and customer awareness

26. Unfortunately, vocational education training appears not to have been given the attention it deserves. To address this, greater awareness of the benefits of entrepreneurship education needs generating, and educators need help to engage with it. The European Commission says that 90% of teachers need more training in entrepreneurial learning tools and methods – for further information on preparing teachers for the challenge of entrepreneurship education see European Commission report at **Annex A**.

27. The Department of Business, Innovation & Skills published a report in June 2014 focusing on entrepreneurial spirit in education – 'Enterprise for All: The Relevance of Enterprise in Education'. The report covers the full breadth of education and is aimed at education leaders, teachers and all those involved in policy and delivery of teaching and learning – see **Annex B**.

28. It is the latest in a series of moves from the government to make sure that young people leave education ready to work, with the skills and experience employers are after. The report looks at fostering an enterprising attitude in both formal and informal education, including the desire to become an entrepreneur, and encouraging more to enter self employment or start their own company.

29. The report's recommendations also mean that students will be able to rank university courses by their employment rates and earning potential.

30. Other proposals in the report include:

- The introduction of a new Enterprise Passport – a digital record of all extra-curricular and enterprise-related activities that students take part in throughout their education
- A new national volunteer network of Enterprise Advisers co-ordinated by LEPs, working closely with school heads

## Information Gathered

### 31. Objective (i) Identifying Best Practice

In November 2005 Ofsted reported the danger that schools might view enterprise education as yet another initiative, especially as they were judged on GCSE results and league table positions, and enterprise education would not improve those. Ofsted had found that about one third of schools did not have a clear understanding, or indeed a definition, of what enterprise education was meant to involve.

32. In 2011, Ofsted produced a report which evaluated the effectiveness of economics, business and enterprise education in 28 primary and 100 secondary schools across England, five of which were special schools, in a range of geographical contexts– see **Annex C**.

33. Over 250 lessons in formally assessed economics and business education courses, and approximately 120 lessons relating to enterprise education, were observed in secondary schools during the period of the survey. The report also drew on evidence from 33 institutional college inspections between September 2009 and August 2010 to evaluate the quality of business, administration and law (sector subject area 15) education and training for 16–18-year-olds in colleges.

34. The Task Group also considered a number of good practice guides produced by Ofsted, on developing students' employability and enterprise skills throughout the curriculum, which helped identify the following 4 best practice schools:

#### i. Queen's Park Community School, Brent

The school converted to an Academy in September 2012, and has had no inspection since. Their last inspection took place in March 2012 all grades 2 (good). Contextually the Academy is well away from York - 41% FSM, 12% statements of SEN, Almost four out of five students are from minority ethnic backgrounds, the largest groups being Black Caribbean, Black African and any other White background. The proportion of students who speak English as an additional language is much higher than that found nationally. The inspection identified that "The school's business and enterprise specialism permeates other subjects as well as being a focus for curriculum extension days. Students enjoy these and value their relevance to their futures and the world of work". The Task Group considered Ofsted's best practice guide for the school and the school's latest Ofsted report and school prospectus.

ii. St Mary's RC Primary, Falmouth

In 2006 the school was graded as outstanding and was placed on a reduced Tariff. In 2009 it maintained that grading and in April 2014 the school converted to an Academy. The last inspection report lists a number of awards that the school had won including "Investors in Work Related Learning". In the 2009 report enterprise was referenced briefly: "*The school also places a very good emphasis on promoting our national community. This is developed, for example, through School Council meetings with Members of Parliament to discuss citizenship, a visit to the 'Comic Relief' headquarters to examine national needs and pupils' investigations of Britain's business and enterprise activities.*" The Task Group considered Ofsted's best practice guide for the school and the school's latest Ofsted report and school prospectus.

iii. Manchester Enterprise Academy

The Academy's last inspection in March 2013 stated "Requires Improvement", and was previously deemed inadequate in January 2012. However it did state "*The sixth-form curriculum reflects the strengths of the sponsors (based on links to Manchester Airport) with travel and tourism, sport, business, and information & communication technology (ICT)*". Also, "*Through its links with the sponsors, the wider community and the world of business, the academy's enterprise specialism makes a positive contribution to the curriculum on offer. It is raising students' knowledge of the opportunities available to them both now and in the future, and the belief that they can achieve their goals in life*". The Task Group considered the school's last Ofsted report and its prospectus information.

iv. King James's School, Kirklees

The school was last inspected in September 2009, and received a survey letter in April 2011. Their last deferral covers up to Summer Term 2014. The Task Group considered Ofsted's best practice guide for the school, their 2011 survey letter and information from their school website.

35. In order to help identify best practice, the Task Group also considered information on a number of national and European schemes which encourage enterprise in young people:

- In the Department of Business, Innovation & Skills 2014 report, Lord Young gave his support to the expansion of a Government pilot

called the **Fiver Challenge**. Supported by Virgin Money, the Fiver Challenge is a free, fun and engaging initiative that provides young people aged 5 – 11 years, across the UK with a pledge of £5 for every student taking part. The young people are challenged to set up mini businesses to create products or services they can then sell/deliver at a profit and engage with their local community. The Fiver Challenge introduces young people to the world of enterprise and helps build important employability skills, such as risk taking, team working, problem solving, communication and financial literacy, which they can continue to develop in later life. The scheme is under way at 500 primary schools across the UK, with 20,000 children running their own businesses. In 2011 the Local Authority ran the Fiver Challenge in York but only two schools and York College chose to participate. For further information on the Fiver Challenge see: <http://www.fiverchallenge.org.uk/>

- Another national scheme called '**Founders 4 Schools**' offers a free service for teachers in secondary schools across the UK which enables them to arrange for founders of successful, growing businesses to visit their schools and inspire their students. At high-impact events, business founders speak about what they studied when they were in secondary school, what motivated them to set up their businesses and why they recommend entrepreneurship as a leading career choice for any person keen to have a positive impact on the world. Students also hear about real-life applications from Science, Technology, Engineering and Maths (STEM) subjects, making a critical link to how learning those subjects directly relates to growing and scaling successful enterprises. For further information see: <https://www.founders4schools.org.uk/>
- Across Europe, **Junior Achievement Young Enterprise Europe** (JA-YE) aims to inspire and prepare young people to succeed in a global economy. JA-YE Europe is Europe's largest provider of entrepreneurship education programmes, reaching 3.2 million students in 39 countries in 2013. Funded by businesses, institutions, foundations and individuals, JA-YE brings the public and private sectors together to provide young people in primary and secondary schools and early university with experiences that promote the skills, understanding and perspective that they will need to succeed in a global economy. The JA-YE Company Programme is recognised by the European Commission Enterprise Directorate General as a 'Best Practice in Entrepreneurship Education'. For further information see: <http://ja-ye.org/>

- **Business in a Box** was trialled in Kirklees by the Kirklees Grant Makers Alliance. The idea was to approach the members of the Alliance and their procurement departments asking for items that they felt students could supply the companies with. This was then presented to the schools as a business in a box i.e. a business idea with the customer already lined-up and prepared to buy. The students then ran the business supplying the company with the product. This is very labour intensive and only works if the companies are already involved in Corporate Social Responsibility activities. In this case it was through the Grant Makers Alliance.
- **Not Just a Trading Company** is the UK's leading provider of ethical enterprise learning programme for youth and community groups, schools, academies and colleges. They deliver supportive, fun, life-changing workshops, courses and longer programmes that provide people with the skills and knowledge they need to set up and run ethical enterprises. There is a cost associated with this and they approach entrepreneurship in a different way. They also have a network of schools/community groups that the participants can plug into. Their approach has been developed over the last four years in partnership with young people and with disadvantaged communities. It utilises fair trading networks, and their supply chain expertise. They work with each group of people to help them experience every aspect of setting up and running their own small ethical enterprise. They can create, develop and market fair traded products, or start a service that can generate income for them and/or their community. They also provide groups in the UK with links to producer groups in developing countries, perhaps to co-create a new product, or maybe to build relationships at both ends of the supply chain. They also offer a wide-range of courses and programmes aimed at a huge variety of groups - see [www.njatc.co.uk](http://www.njatc.co.uk) for further information.

36. Objective (ii) – Review Current Practices in York to identify good practice  
Amidst the many recent changes being proposed to the school curriculum by the Government it is clear that the study of Mathematics and Science remains a national strategic priority. In York there is a lot of activity going on around Science, Technology, Engineering and Maths (STEM), much of which is linked to product design, creative and innovative thinking and business related activity. These subjects both enrich the curriculum and help students recognise how what they study at school can lead to rich and varied career pathways.
37. In an effort to increase pupil's engagement in and motivation for the study of STEM subjects, CYC facilitates a STEM network designed to

encourage exciting and innovative projects and experiences for York students.

38. The Network holds an annual 'Inspirations' event, involving approximately 500 students of primary and secondary school age, and over 100 teachers. The event is designed to celebrate student's achievements, raise their awareness of the careers available in the STEM sector, and give the young people the opportunity to practise their skills and display project work. A major part of the event is the opportunity for students to enter their projects into a competition. Judges work in small teams to assess the projects, and prizes are given to individuals and groups of students demonstrating flair and skills in fields such as electronics, engineering, graphics, investigations and sustainability.
39. The latest STEM Inspirations Education Showcase took place in June 2014 at the Yorkshire Air Museum, and a number of York schools received awards. For example:
  - The Intermediate Graphic Award went to a pupil from Archbishop Holgate's School
  - The Senior Graphic Award went to a pupil from Archbishop Holgate's School for their innovative packaging concept
  - The Senior Product Design Award went to a pupil at Fulford School for their kitchen aid designed to help a girl with cerebral palsy prepare food
40. North Yorkshire Business Education Partnership (NYBEP) is the STEMNET contract holder for the area, and they are responsible for running the annual STEM Inspirations event. For further information on this year's event and the award winners see:  
<http://www.steminspirations.co.uk/events/2014.html>
41. Fulford School has a particularly strong set of challenges linked to the STEM agenda. In October 2014, CYC's 14-19 Principal Adviser met with the STEM Coordinator from Fulford School - a Higher Level Teaching Assistant attached to the Science department, and a qualified teacher with experience of working in York and beyond. He has been running a series of half termly challenges for the last four years. The challenges involve teams of four or five pupils problem solving, using materials and teamwork, and the results are aggregated over the year (on a house system basis) to determine an annual winner.

42. In addition to providing inspiration around the STEM agenda, the initiative has also contributed to the school's development of a range of varied international links. Last year following a visit to the school by a group of Head Teachers from Canada, USA and Australia, an international dimension was added to the STEM work when ten schools from around the world became involved (including a girl's school run by the Palestinian Authority in the West Bank). Some of those schools sent videos of their efforts and those were posted on a related YouTube Channel - 'STEM: International Challenge Cup'.
43. The Task Group also received information on Archbishop of York's Junior School who were planning to refurbish their Maths area (a late 80's play area about 10m x 10m). The school had handed over the project to its school Council and Eco Committee (both comprising of pupils representing each year group). The pupils were tasked with developing costed options for the project, to be completed by summer 2015.
44. Objective (iii) - To identify appropriate sources of employability and enterprise-related activities for York schools  
In September 2014, the Task Group received an update on the Local Enterprise Partnership Strategy regarding entrepreneurial skills. The Leeds City Region (LCR) Skills Plan includes a section on building skills in education. The plan includes a priority entitled 'More enterprise and innovation culture in education' and a specific intention to establish an LCR Enterprise Education Task Group to:
- Review and better understand the impacts of the different approaches to enterprise education across LCR;
  - Ensure that providers can benefit from good practice and lessons elsewhere;
  - Exploit opportunities for joint working, shared initiatives and/ or additional funding including from businesses themselves
45. Made up of employers, this group is currently focussing on drawing up tender specifications for the next round of European Social Funding (ESF) with the resulting provision to start from August 2015. ESF funding focuses on disengaged young people, i.e. those who are NEET or at risk of NEET.
46. The York and North Yorkshire Local Enterprise Partnership (LEP) has not yet finalised a Skills Delivery Plan. However it's Strategic Economic Plan includes actions on:



- 'Enterprise, Education and Culture' (Priority 1: Profitable and ambitious small and micro businesses)
- 'Mainstream employability into education and roll out employability charter activity' (Priority 3: Inspired People).

47. North Yorkshire Business Enterprise Partnership (NYBEP)

Along with being the STEMNET contract holder for the York area, NYBEP also works with its employer partners and sponsors to provide a range of enterprise and business related events and challenges. Some of these align with York Business Week (November each year) when CYC's 14-19 & Skills Team seeks to ensure that linked events take place in York schools. Others align with other business and enterprise events such as Venturefest<sup>1</sup>.

48. NYBEP also works with teachers trainees, and has previously been commissioned by some York schools to provide and deliver work related activities in order to develop enterprise and employability skills.

49. Children's University

The Children's University (CU) runs employer-led modules with primary schools who are full members of York Children's University. The enterprise-related modules include: Money (Natwest), Advertising (Aviva), Retail (Designer Outlet), Meet the Merchants (Merchant Adventurers). The CU has also run a specific enterprise module with schools in the past. A whole range of York businesses have participated in the CU modules, as part of their corporate social responsibility activity.

50. The following York primary schools have undertaken one or more of the above modules in the last academic year:

- |                          |                 |
|--------------------------|-----------------|
| • Carr Junior            | • Westfield     |
| • Yearsley Grove         | • Burton Green  |
| • Stockton on the Forest | • Clifton Green |
| • Headlands              | • Osbaldwick    |
| • Woodthorpe             | • Park Grove    |
| • St Barnabas            |                 |

51. The Task Group were made aware that two of the York primary schools listed above had participated in a number of the modules over a number of years. At Osbaldwick, CU recently helped pupils set up their tuck-

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<sup>1</sup> A one-day, free entry event showcasing Yorkshire's most inspiring science, technology and innovative entrepreneurs

shop, and are currently working with Westfield who are hoping to set up a Year 5 bank.

## Analysis

52. In regard to teacher training, the Task Group noted the lack of teacher training in entrepreneurial learning tools and methods identified within the European Commission report (see paragraph 7 & Annex A) which evidenced the need for a complex combination of knowledge, skills and attitudes. Whilst the Task Group endorsed the Commission's views, they recognised their ability to influence such matters was extremely limited.
53. They were therefore pleased to note how the University of York was working with partners to provide opportunities for their teacher trainees. The PGCE Programme Director at the University of York confirmed:
  - History trainees regularly work with NYBEP looking at entrepreneurship and teaching.
  - Science and maths trainees participate in enterprise related events with school children, linking to the STEM agenda
  - They provide teaching sessions on citizenship education, PSHE and the role of the form tutor, all of which have small elements relating to enterprise.
  - Trainees are required to take part in citizenship events during school placements.
  - They also offer a one year teaching qualification available for graduates
54. This led the Task Group to question whether or not any teachers in York schools had received this type of specific training, and whether any enterprise related training was offered through the Schools Direct Programme. To explore this further they agreed they would like feedback from any newly qualified teachers in York Schools in order to identify what (if any) training they had received that had equipped them with the necessary skills to teach/encourage pupils to develop their entrepreneurial skills.
55. Those teachers were subsequently identified and a brief questionnaire was issued via email. However only one response was received which provided no useful information.
56. Having considered the 2014 Department of Business Innovation & Skills report (see paragraph 8 & Annex B), the Task Group agreed with the

definitions therein of entrepreneurship, the behaviours of an entrepreneur and the meaning of entrepreneurship in education.

57. Objective (i) – National Best Practice

The Task Group was particularly impressed with the work of Queen's Park Community School (QPCS) in Brent and King James's School in Kirklees.

58. In regard to QPCS, the Task Group noted Ofsted's view that the school had managed to permeate its business and enterprise specialism into its other subjects (see paragraph 15i). In considering the make-up of the school population i.e. the number of FSM, statements of SEN and the number of pupils from minority ethnic backgrounds, the Task Group were impressed with the school's strong stable and sustainable position, and expressed an interest in learning more about the school's journey to success, so in late November 2014 a member of the Task Group (Cllr Fitzpatrick) visited the school. Information gathered on the visit is detailed in **Annex D**.

59. In regard to King James's School, the Task Group was impressed with the OFSTED letter the school received in April 2011- see paragraph 15iv. They noted that at the time, pupils were developing exceptionally strong work-related and enterprise skills together with very good personal financial awareness and basic business understanding. The Task Group requested further information on how this was being achieved, and CYC's Principal Adviser 14-19 & Skills agreed to visit the school to learn more – see feedback from that visit at **Annex E**.

60. In considering the various national and European schemes (detailed in paragraph 16) the Task Group agreed the Fiver Challenge was a good way to encourage enterprising attitudes in young students. They also questioned whether the 'Founders4Schools' scheme could be adapted to work with primary school children, as they recognised the importance of encouraging entrepreneurial skills at an earlier age. They agreed that as part of their work on the review, they would like to identify a scheme suitable for introduction in York, with the intention of recommending a possible pilot scheme and identifying local entrepreneurs willing to support it.

61. Objective (ii) – Review Current Practices in York to identify good practice

The Task Group were interested in the activity going on across York Schools around Science, Technology, Engineering and Maths (STEM), as detailed in the latest STEM Network newsletter. However, having considered information on a recent STEM Inspirations Education

Showcase, the Task Group agreed that whilst the winning projects were impressive, an opportunity had been missed to support those pupils to further develop their entrepreneurial skills by investigating the opportunities for marketing and selling their winning products.

62. In addition, whilst the Task Group agreed the Fulford School initiative (detailed in paragraphs 22-23) was helping to develop broader employability skills (communication, team work, resilience, flexibility etc), they agreed entrepreneurship was not a key element.
63. In regard to the planned refurbishment of Archbishop of York's Junior School's Maths area (see paragraph 24), the Task Group agreed it was an interesting idea to hand over the project to the school's Council and Eco Committee, and agreed they would like to meet with the pupils tasked with developing costed options for the project. Some members of the Task Group visited the school in November 2014 and met with two teachers and four members of the school council - one from each year group.
64. They learnt that the outdoor maths and science area which had been built in memory of a former teacher had fallen into disrepair and the school wanted to restore it. However, they found that the project was not actually about entrepreneurship but did involve students in fundraising and getting prices for the required work. Members were also given examples of other fundraising by the school - Last year Years 5 & 6 subscribed to a CU Business and Enterprise module. They grew plants with materials supplied by Stockbridge and sold them on, with the earnings put towards resources. The school council is currently in the process of producing a cook book with proceeds going towards a new music room. People have been approached to supply recipes and quotes have been sought for printing. Overall, Members agreed that the children were getting a feel for entrepreneurship through their participation in the various projects.
65. Finally, in support of Objective (ii), the Task Group noted the ongoing work to establish a partnership between the Local Authority, Secondary Schools, employers, Colleges and training providers, HEIs and the voluntary and community sector, to ensure all young people in York have access to high quality careers education and independent information, advice and careers guidance. The offer being drawn up will set out CYC's ambition for a broad framework for careers education, guidance, activities and employer engagement from year 5/6 onwards that will equip young people with the right skills and knowledge to succeed in future employment. The Task Group agreed this should

include entrepreneurship opportunities and were pleased to note the involvement of businesses/employers.

66. Objective (iii) - To identify appropriate sources of employability and enterprise-related activities for York schools

The Task Group were pleased to note the priority within the Leeds City Region (LCR) Skills Plan to have more enterprise and innovation culture in education (see paragraph 25). They agreed a forum for sharing experiences, good practice and collaboration opportunities was a good idea and agreed it would be beneficial if the York and North Yorkshire Skills Plan included a similar priority.

67. They were also pleased to note that Leeds City Region has taken up the Lord Young initiative on Enterprise Advisers and that prior to a release of national funding (which will come through the LEP), CYC has been successful in bidding for £7k to engage its secondary schools before the summer break, to identify a relevant person linked to each governing body and audit provision at five schools.

68. The Task Group agreed it would be useful to meet with NYBEP to discuss its role as STEM contract holder for the York area, their work with teacher trainees through their PGCE Programme, and as the deliverers of commissioned work related activities which seek to develop enterprise and employability skills in York schools (see paragraphs 28-29 & 34 respectively).

69. In regard to the Children's University, the Task Group agreed that with some adjustment and expansion, it may be possible to further develop the Children's University, and encourage more York primary schools to participate. They were pleased to note the involvement of twenty of York's big businesses in the work of the Children's University, and agreed they would like to meet with some of those businesses and with representatives from CU, to explore their work to date and options for the future.

70. They were particular keen to hear from Osbaldwick and Westfield primary schools recognising their long time involvement with the Children's University, to hear how their schools had benefitted from subscribing to the CU modules.

71. The Task Group also queried whether there were any local entrepreneurs and organisations individually offering business engagement support to York schools, recognising it may be helpful to seek their views in support of the review. They therefore agreed it would

be helpful to meet with representatives of York's Chamber of Commerce, and the Federation of Small Businesses, to find out whether any of their members had previously worked with any York schools, and how they might do so in the future.

### Consultation Event

72. In light of to the queries raised by the Task Group (detailed in paragraphs 47-50 above) the Task Group held a consultation meeting in early November 2014, with the following attendees:

- Sue Gradwell – Representative of NYBEP
- Jacqui Gunter - Manager (Community and Volunteering Unit, University of York)
- Representatives from Natwest & Aviva (2 x Children's University Business Partners)
- Tracy Ralph - Westfield Primary School (Children's University Subscriber)
- Lesley Barringer - Osbaldwick Primary School (Children's University Subscriber)
- Emma Smailes - Development Manager (York's Federation of Small Businesses)

### Consultation Findings

73. The Community and Volunteering Unit Manager from the **Children's University** (CU) confirmed the Unit was set up in 2010 with 3 primary schools, with the aim of broadening horizons and raising aspirations, and providing access to positive role models. To remain sustainable they have kept their overheads and staff costs low, with only 2.8 members of staff, concentrating mainly on primary schools. Funding comes from the participating businesses and from school subscription.

74. They currently offer 12 modules to primary schools – see **Annex F**, and the following 16 primary schools have participated (those with an astrix participated in 2014/15):

Burton Green Primary *	Rufforth Primary
Clifton Green Primary *	Scarcroft Primary *
Carr Junior *	St Barnabas C of E Primary *
Dringhouses Primary *	St Lawrence's C of E Primary
Haxby Road Primary	St Paul's C of E Primary *

Headlands Primary *	Stockton on the Forest Primary *
Heworth C of E Primary	Tang Hall Primary
Lakeside Primary *	Westfield Primary Community *
New Earswick Primary *	Wheldrake with Thorganby Primary
Osbalwick Primary *	Woodthorpe Primary *
Park Grove Primary *	Yearsley Grove Primary *

75. In addition to their work with primary schools, the CU has a long history of working with secondary schools on community action and youth volunteering through projects such as V<sup>2</sup> and a York Youth Community Action Programme<sup>3</sup>. They are now looking at how they might develop their primary school activities for secondary schools (working with further and higher education institutions and local employers). Initially the proposal is to focus activity for KS3 (Yrs 7-9) as a way of complementing the University of York's 'Green Apples' scheme<sup>4</sup>, which has a gap in the programme at this point. However it is likely to continue to run some activities with GCSE students too.

76. They are also keen to further the opportunities for secondary pupils to work on creative projects delivered by University students and business volunteers. Much like their CU modules, the aim of those projects would be to inspire secondary pupils in a topic linked to the world of work. Activities are likely to be themed around significant areas of local industry such as finance, engineering, hospitality and science but they have also started to pilot activities designed to build skills and confidence such as mentoring. Examples of projects so far include:

- Huntington Girl's Mentoring Scheme – Students from University of York provided support and mentoring to an identified cohort of Year 10 girls who lacked confidence and aspirations. The students helped the girls consider options for the future including a visit to University of York and Aviva to meet the Women in Business network. The

<sup>2</sup> V was a national youth volunteering programme aimed at accrediting sixth form volunteering activities. It is still running today but has much reduced in scale.

<sup>3</sup> The York Youth Community Action Programme was co run by City of York Council, York Centre of Voluntary Service and York Cares. Together they ran volunteering days with community partners in a range of areas (sports, conservation, heritage, literature) for all Yr 9 pupils in the city. The programme folded early in Sep 2010 due to funding cuts.

<sup>4</sup> Green Apples is a an aspiration raising project for pupils at local primary and secondary schools in York run by University of York with other Further Education and Higher Education institutions – for further information see: <http://www.york.ac.uk/study/undergraduate/outreach/green-apples/>

girls were also encouraged to employ the skills they have to plan and host a large fundraising event in their school.

- Science of Food – The Food and Environment Research Agency piloted an adapted version of the primary school module for Yr 7 pupils at York High. This was entitled 'Is there horsemeat in my burger' and got the children to study a real life application of science.

77. There are currently 40 business partners involved in the work of CU and more businesses are being encouraged to participate. They are particularly keen to explore ways of tapping into more small businesses.
78. The Task Group heard from two business partners - **Aviva & Natwest**. The Business Manager from Natwest provided details on their recent work with Westfield Primary Community School. Initially they ran a 2 hour session in school, talking about money, fraudulent notes, working in a bank, mortgages, loans and loan sharks. Working in groups the children worked on ideas for new businesses, looking at the financing and marketing, creating a business card etc. The children then spent a day in the Natwest. In the morning, touring the bank and meeting with staff to find out what they do, and in the afternoon taking part in a Dragons Dens competition, to present their business ideas - the winners receiving a Golden Moment Award. The Task Group heard how well the children had risen to the challenge coming up with some really good ideas and impressing the staff with their knowledge and interest in the working of the bank.
79. At Aviva, the children who participated were tasked with creating advertising ideas for different Aviva insurance products (Home/Car/Pet/Health). Aviva visited the school to give a lesson on creative advertising, looking at examples of different advertising media, discussing their experiences and use of social media etc. The children were splits into groups and each was given a different brief. This was followed by a day at Aviva. In the morning the groups worked on their advertising ideas which culminated in them filming their advert, and in the afternoon each group gave a presentation to a panel of Aviva executives (like Dragons Den). Aviva were very impressed with the innovative ideas the children came up with, and their commitment to the project. Both companies confirmed they would be keen to participate again having thoroughly enjoyed the process and been impressed by the children's fantastic ideas and standards.



80. The CU has confirmed that **Westfield Primary Community School** worked with the CU in 2011 on its Big Community Challenge to transform their spare playing fields into Community Gardens. They subsequently joined CU in 2012 and have worked on a number of other modules including:

- Chocolate – with York’s Sweet Story
- Law and Justice – with North Yorkshire Police
- Money – with Natwest

81. Quote from a parent of pupil at Westfield School:

*“My daughter Charlotte really enjoyed the law & justice week. She gained lots from the week and would enthusiastically fill me in on the day’s events at the end of each day! She especially liked being given the part of magistrate at moot court & I know she thought carefully about the ‘sentence’ she passed down! I was very proud to see her looking so thrilled in the photograph in the newspaper article. Thank you for organising this special week.”*

82. In addition, the school has engaged in the wider programme of events to promote extra-curricular learning such as family workshops and after-school clubs. Through children attending those events, the head teacher met the founder of York Cocoa House who has since become a Governor at the school. They have also received about 4 Right to Read volunteers per year (employees from local businesses) to support children with 1 to 1 reading for an hour a week.

83. **Osbalwick Primary School** has been involved in York CU (then called York Cares Kid’s College) since 2010. They have run 8 modules including:

- Science of Food – with Food and Environment Research Agency
- Food and Hospitality – with York Marriott Hotel
- Law and Justice – with North Yorkshire Police
- Tracks and Trains – with Network Rail
- Post-it! – with Royal Mail and University of York Post Room

84. Quote from teacher at Osbalwick School about the Post-it! module:

*“Just a note to say how fantastic the post module was and how well the children responded to the content of the module. They were buzzing after the trip and produced books on the iPads about their day. Nigel and Graham came to our celebration assembly on Friday to present copies of*

*the stamps that the children had designed which was a super end to the module. They were brilliant and delivered the module in an interesting way, engaging all the children. They had clearly put a lot of time and effort into planning the work and organising the trip.”*

85. In March 2014 they joined York CU as members and have since engaged in the wider programme of events such as family workshops and after-school clubs. They have also received 4 Right to Read volunteers per year (employees from local businesses) to support children with 1 to 1 reading for an hour a week.
86. Task Group heard from the head teachers from both schools about their experiences of participating in the CU modules and the legacy/long term benefits they had brought to their schools.
87. The Head Teacher at Westfield confirmed that all of their CU modules have had a positive impact at the school and the adults the children have met have directly fed into children's raised career aspirations. For example, in 2013 the School health Nurse/Specialist Enuresis Nurse provided the following feedback:

*“I just wanted to say how impressed I have been with the year 5 and year 6 pupils we have taught this year, they have been a delight to teach. They have behaved impeccably in the lessons and have asked very good questions which have shown maturity. It was wonderful to hear that they had aspirations for further education when we asked what they wanted to do when they reach 18. Many of the children said I want to be a doctor/midwife/teacher/lawyer/vet/electrician/chef etc, I don't think we have had that as much in previous years. Many thanks for letting us be involved in their education.”*
88. As a result of their participation in the modules, the school has also developed on-going links with some of the business partners which has resulted in other benefits to the school. For example, Best Western was so impressed with the children; they started passing refurbished lap tops on to the school that the Best Western hotel chain was going to dispose of (company policy). They trialled this with Westfield initially and they have since provided laptops to other York schools e.g. Tang Hall Primary, and St Lawrences where they have used them to download test SAT exams for the children to practice at home.
89. The Best Western hotel chain has also initiated a bike lights scheme - Lights4Bikes! They learnt that two of the main reasons children often do

not have lights on their bikes is the costs involved with buying the lights and the batteries, and that they don't look cool. Again they chose to trial the scheme with Westfield. They provided the school with 25 sets of the massively bright but tiny silicone LED lights. These are simple to fit and are very trendy due to their small size but amazing brightness. They run on watch batteries which are also very cheap to replace, and they only take seconds to fit as they simply hook around the handlebar and seat post.

90. As before, there was no cost to the school, as Best Western sought some funding to help with the cost through the 95Alive scheme run by the North Yorkshire Police.
91. The Task Group agreed it would be beneficial to other schools who are considering subscribing to the CU, to share feedback from those schools who have benefitted in a range of ways from their participation in the modules.
92. **North Yorkshire Business Enterprise Partnership (NYBEP)** offers a range of support for York schools, students and employers. This year, over 1000 students from York schools will have undertaken a work experience placement (mostly from 4 secondary schools). And a wider range of schools including Applefields and Danesgate have undertaken extended and post-16 placements.
93. Over 2,250 employers in York offer placements. This represents approximately 40% of all York employers (10% higher than in North Yorkshire). Some offer multiple opportunities and will fill those placements on numerous occasions throughout the year, although the peak of activity is May to July.
94. Most schools have participated in a range of challenges and curriculum events involving employers including:
  - Green Energy Challenge
  - Enterprise Days
  - Employability programmes
  - Exploring Pathways, other **careers fairs** and 'speed networking'
95. NYBEP has worked with Nestle to support their employee volunteering programme and have drawn on their resources for many of the above events and programmes (including their UK Chief Exec, Fiona Kendrick, to inspire a female only audience at Millthorpe School). They also created a challenge with York Museums Trust linked to their WW1

displays which was successfully linked to school business studies programmes.

96. As part of a Royal Bank of Scotland Inspiring Youth Enterprise programme, NYBEP have developed an online Young Entrepreneur Platform which points students in the direction of where to find the best resources that will give them the information they might need when setting up their own business. The request for this support originally came from York teachers.
97. Earlier this year NYBEP ran a Careers and Employability Conference to support teachers and other professionals working in the field, and next year NYBEP will be rolling out some new challenges sponsored by Persimmon Homes, FERA, YORnight and RAF Linton and Ouse. They also have ESF funding to work with 14-16 year olds at risk of NEET (an accredited employability programme of 80 guided learning hours).
98. Finally, NYBEP provides Ambassadors to support STEM events and other curriculum work (as part of the STEMNET programme). However this programme is due to end in March 2015. They continue to sustain the annual STEM celebration event at the Yorkshire Air Museum in which York schools have had notable success in winning project entries. The event has increasingly attracted employers who provide hands on activities for visiting students - over 1000 last year. However, this event is dependent upon employer sponsorship.
99. Overall, in confirming that York has a large number of entrepreneurial activities available from various sources, NYBEP expressed the view that some improved co-ordination of these would allow more schools to access the opportunities on offer.
100. The Development Manager from York's **Federation of Small Businesses** confirmed that York businesses have worked with over 6000 young people in York schools, providing careers advice and supporting STEM. They also help run events aimed at improving entrepreneurial and employability skills (less emphasis on running your own business) using funding provided by NYBEP. She also highlighted the work of a young enterprise national charity which offers funding for year long programmes in schools.
101. The importance of entrepreneurial skills was stressed, which are not only great for starting up a business but also for working for a small company, confirming there are over 900 small businesses in York looking for staff who can offer a range of skills.

102. In regard to the low number of small businesses being set up in York, she confirmed that this should not necessarily be seen as a bad thing as it is a positive indication of the low unemployment levels in the city.

### **Review Recommendations**

103. In light of the Task Group's work on this review, the Learning & Culture Overview & Scrutiny Committee agreed to

- i. Support the Introduction of an Enterprise Governor at each school (See paragraphs 18 & 67 above).

104. The also agreed to recommend that:

- i. An annual 'Tenner' challenge be introduced, funded by £1500 donation, linked to charitable aim (Lord Mayor's Charity) and facilitated by CYC or through partnership working with a "sponsor". Participation in the challenge to be encouraged through the Enterprise Governors.
- ii. A Young Entrepreneurs Award be introduced as part of the annual Press Awards - for winners of the 'Tenner' challenge, as part of Business Week.
- iii. Entrepreneurship opportunities and involvement of businesses/employers be included in new Careers, Education, Guidance & Inspiration Menu. (See paragraph 65 above)
- iv. The Children's University and the advantages of participating in their modules and the long term benefits they can bring, to York schools be promoted. (See paragraphs 19, 69-71 and 73-91 above)
- v. The review final report to be sent to York's primary schools to help encourage and promote entrepreneurship.

### **Associated Implications & Risk Management**

105. **Financial** – In regard to Recommendation (i), the 'Tenner' challenge will be dependent on a collaborative/partnership model, as under the model proposed for the School Improvement service transformation it will not be possible for CYC to deliver this type of activity. It is hoped that the £1,500 required to start this project can, in the spirit of entrepreneurial activity, be raised from York companies as part of their Corporate Social

Responsibility programs, and therefore be at no cost to the Council. For the other recommendations it is expected that any costs would be minimal and could be contained within existing budgets.

106. There are no **Legal**, other **HR** or other implications associated with the draft recommendations listed above.

107. There are no known **Risks** associated with the recommendations arising from this review.

### **Council Plan 2011-15**

108. The review of this topic supports the Council's priority to 'Create jobs and grow the economy'.

### **Contact Details**

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**Report Approved**

**Date** 18 February 2015

**Wards Affected:**

**All**

For further information please contact the author of the report

**Background Papers:** None

### **Annexes: Online Only**

**Annex A** – European Commission Report

**Annex B** – Department of Business, Innovation & Skills Report

**Annex C** – 2011, Ofsted 2011 Report on Effectiveness of Economics, Business & Enterprise Education

**Annex D** – Feedback from visit to Queen's Park Community School, Brent

**Annex E** – Information on St James's School, Kirklees

**Annex F** – List of CU Modules

### **Report Abbreviations:**

CEIAG - Careers, Education, Information, Advice & Guidance

CU – Children's University

ESF - European Social Funding

JA-YE – Junior Achievement Young Enterprise Europe

ICT - Information & Communication Technology

LEP – Local Enterprise Partnership

LCR - Leeds City Region

NEET – Not in Education, Employment or Training

NYBEP – North Yorkshire Business Education Partnership

OFSTED – Office for Standards in Education

PGCE – Post Graduate Certificate in Education

PSHE – Personal, Social & Health Education

SEN – Special Educational Needs

STEM - Science, Technology, Engineering and Maths

STEMNET – Stem Network

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**Executive****25 June 2015**

Report of the Learning &amp; Culture Overview &amp; Scrutiny Committee

**Disabled Access to York's Heritage & Cultural Offer Scrutiny Review - Cover Report****Introduction**

1. This cover report presents the final report from the Disabled Access to York's Heritage & Cultural Offer Scrutiny Review and asks Executive to approve the recommendations arising from the review.

**Recommendations**

2. Having considered the final report (at Appendix 1) and its annexes, the Executive is recommended to approve the recommendations shown in paragraphs 5-7 below.

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

**Background to Review**

3. In April 2014 at a meeting of the Learning & Culture Overview & Scrutiny Committee, Members considered a number of ideas around possible topics for scrutiny review in the 2014-15 municipal year. Cllr Barnes suggested a possible topic on disabled access to York's heritage and cultural offer, and this together with a number of other suggestions were put forward for consideration at the annual scrutiny work planning event held in May 2014.
4. In June 2014 the Committee agreed to proceed with the review and set up a Task Group made up of the following Members to carry out the review on their behalf:

Cllr Julie Gunnell (Chair)  
Cllr Jenny Brooks  
Cllr Fiona Fitzpatrick  
Cllr Neil Barnes (Co-optee)

## Review Recommendations

5. In February 2015, the Learning & Culture Overview & Scrutiny Committee considered the Task Group's review findings as presented in the final report at Appendix 1 and agreed to make the following recommendations:
  - i) Continue to commission the services of an organisation (such as DisabledGo) that assesses the accessibility of heritage and cultural facilities in York, beyond the lifetime of the current DisabledGo contract (which ends in 2016).
  - ii) Communicate comprehensively through DisabledGo, with all York venues included on the DisabledGo website the benefits of including a DisabledGo link on their own website – highlighting the benefits it could bring to the venue and its visitors/customers (see paragraphs 77 & 80 of Appendix 1).
  - iii) Introduce an annual event around York's disabled people past and present (see bullet point 7 in paragraph 55 and paragraph 75 of Appendix 1).
  - iv) Improve inter-departmental working e.g. between Reinvalidate York, Planning and Transport staff to raise and make consistent our approach to access, reminding all of the impact on the cultural/heritage offer of the barriers created by poor access to public transport and moving around the city centre (see paragraphs 71 of Appendix 1).
  - v) Liaise with bus providers on policy around access and remind them of the needs of York residents and visitors and the barriers poor access to public transport creates for disabled people trying to access York's heritage and cultural offer (see paragraphs 71 of Appendix 1).
  - vi) Introduce a downloadable mobile application free to the public – the application to contain a comprehensive guide to accessible facilities in York. One example is the 'AccessAble' app provided by DisabledGo (see paragraph 78 of Appendix 1).
  - vii) If such an application is adopted, a marketing campaign should be run advising residents and visitors of the availability of the application and its benefits.

6. Furthermore, the Task Group recommend that following the transfer of CYC's tourist activity to 'Make it York', that:
  - viii) 'Full access for all to the city and its attractions should be one of Make it York's key aspirations'.
7. Finally, the Task Group recommend that 'Make it York':
  - ix. Work with venues to assess their interest in accessing DisabledGo's best practice guides, with the intention of charging a fee covering the costs of those guides.
  - x. Promote and encourage York's live music venues to achieve the Live Music Industry's Charter of Best Practice (see paragraphs 44-45 & 70).
  - xi. Promote and encourage York's heritage and cultural venues to sign up to Visit England's National Code of Visitor Attractions and seek accreditation to Visit England's Visitor Attraction Quality Assurance Scheme (see paragraphs 47-48 & 70 of Appendix 1).
  - xii. Assist in the sharing of good practice across York's network of heritage and cultural providers (see paragraphs 81-82 of Appendix 1), by:
    - Ensuring any future membership scheme they introduce, includes Accessibility (as well as Health & Safety) as a requirement;
    - Promoting the use of the link to the DisabledGo website to the providers it works with, as a minimal standard of access information and;
    - Signposting the link on each venue's website in response to requests for access information from disabled visitors;
    - Promoting the 'Safe Places' Scheme;
    - Including a link to 'yourlocalcinema' when displaying details of cinemas in York
  - xiii. Create a best practice accessibility-related award at the annual Visit York Tourism Awards (see paragraph 74 of Appendix 1).

- xiv. Create and deliver training opportunities for public transport staff and staff at heritage and cultural venues, shops, cafes, restaurants etc to promote good practice (see paragraph 71 of Appendix 1).
- xv. Liaise with those organisations that participate, to improve disabled access to future 'Residents Festival' events (see paragraph 72 of Appendix 1).

### **Council Plan 2011-15**

- 8. The review of this scrutiny topic supports the Council's priority to protect vulnerable people.

### **Options**

- 9. Having considered the final report at Appendix 1 and its associated annexes, Executive may choose to amend and/or approve, or reject the recommendations arising from the review as set out in paragraphs 5-7 above.

### **Implications & Risk Management**

- 10. The implications and risks associated with the recommendations above are detailed in the review final report at Appendix 1.

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**Report Approved**  **Date** 18 March 2015

**Wards Affected:**

**All**

For further information please contact the author of the report

**Background Papers:** None

**Annexes:**

**Appendix 1** – Disabled Access to York's Heritage & Cultural Offer Scrutiny Review Final Report

**Learning & Culture Overview & Scrutiny Committee**  
Report of the Assistant Director Governance & ICT

**18 March 2015**

## **Disabled Access to York's Heritage & Cultural Offer Scrutiny Review – Final Report**

### **Summary**

1. This report presents the findings from the recently completed scrutiny review of Disabled Access to York's Heritage & Cultural Offer, and asks the Committee to agree the Task Group's draft recommendations, to enable the final report to be presented to a future meeting of Cabinet.

### **Background to Review**

2. In April 2014 at a meeting of the Learning & Culture Overview & Scrutiny Committee, Members considered a number of ideas around possible topics for scrutiny review in the 2014-15 municipal year. Cllr Barnes suggested a possible topic on disabled access to York's heritage and cultural offer, and this together with a number of other suggestions were put forward for consideration at the annual scrutiny work planning event held in May 2014.
3. In June 2014 this Committee agreed to proceed with the review of disabled access to and set up a Task Group made up of the following Members to carry out the review on their behalf:

Cllr Julie Gunnell (Chair)  
Cllr Jenny Brooks  
Cllr Fiona Fitzpatrick  
Cllr Neil Barnes (Co-optee)

3. The Task Group met for the first time in early August 2014, and agreed the following review remit:

#### Aim:

To improve all forms of access to York's heritage and cultural offer

Objectives:

- i. To understand legal requirements & identify best practice from elsewhere
- ii. To assess current levels of access for those with a range of impairments
- iii. To identify possible improvements and barriers
- iv. Facilitate the sharing of good practice across York's network of providers

**Introduction**

4. The Equality Act defines disability as 'A physical or mental impairment which has a substantial and long term adverse effect on your ability to carry out normal day to day activities'. The social model of disability uses the term 'disabled people' as a political one. People may have physical or sensory impairments, mental health conditions, or learning difficulties, but they face barriers in daily life because of the way society has developed. They are in essence, disabled by society. For example, a wheelchair user may have a physical impairment, but if buildings are developed with ramps and lifts, they are not 'disabled'. Similarly, if we provide sign language interpreters at meetings, deaf people who use signing are not disabled, but if we do not, they are.
5. Nationally about one in five people live with an impairment or long-term health condition. The population of York is 198,051. According to the 2014 Joint Strategic Needs Assessment for York, 6.6% of the population have a long-term health problem or disability which significantly limits day to day activities, this represents 13,018 people. Additionally, 3.1% of those aged 0-24 have a limitation in day-to-day activities. In 2009, 2,304 people in York were diagnosed as having dementia. By 2015, this number is predicted to increase to 2,708. It is estimated that at any one time there are approximately 170 individuals living with a mental health condition for every 1,000 people aged 16 to 74 years in York. This equates to around 25,000 people experiencing various kinds of mental health conditions ranging from anxiety and depression to severe and enduring conditions including dementia and schizophrenia, (data from 2008). Finally, there are 18,224 self-declared unpaid carers in York, 9.2% of the population. Taken together these statistics represent a significant proportion of the local population who are affected by disability or mental health in some way.

6. In summer 2013, Healthwatch York undertook a survey to look at the discrimination disabled people face in York, predominantly in terms of the attitudes disabled people faced both from service providers (GPs, shop assistants etc.) and the general public. They concluded that disabled people face a variety of discrimination from both service providers and the general public.
7. Beyond the moral and legal perspectives, there is a compelling business case for making an organisation's products and services fully accessible to people with disabilities. For example:
  - A third of people in the UK are disabled or close to someone who is.
  - 10 million disabled people live in the UK with a combined annual spending power in excess of £80 billion.
8. In 2006, the Business Disability Forum<sup>1</sup> and the Royal Association for Disability and Rehabilitation (now Disability Rights UK) undertook a survey into the opinions and shopping habits of disabled customers. What emerged was a picture of informed consumers who will reward good customer service and punish providers who don't make any effort to meet their needs. However, 83% of disabled people had 'walked away' from making a purchase, unable or unwilling to do so. The most important factor was inaccessible premises. Other important factors that discouraged disabled consumers from spending were poorly designed products and staff that were not disability confident, rude or appeared prejudiced.
9. Poor or inappropriate communications was another area that affected spending. Inaccessible websites, telephone systems and printed information were all cited by respondents as reasons they did not make a purchase.
10. Over a third of disabled people said that good disability service was the primary reason for choosing a provider or product. Two thirds chose businesses where they had received good customer service related to their disability. Companies that told disabled people about the accessibility of their products attracted those consumers.

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<sup>1</sup> Business Disability Forum is a not-for-profit member organisation that bringing together business people, disabled opinion leaders and government to understand what needs to change if disabled people are to be treated fairly so that they can contribute to business success, to society and to economic growth.

11. The Business Disability Forum has also developed a communication tool to explain how disability is likely to affect a customer base. These disability profiles provide some basic management information which helps to explain why an organisation needs to be disability-smart. A disability profile can help managers learn how to meet the needs of a wide range of customers and they can be tailored to reflect the reality of any particular business or industry sector. Their UK customer profile for 2014 is shown at Annex A.

## Information Gathered

### Objective (i) - Legal Requirements & Best Practice

12. Disability Law in the UK – The Equality Act 2010  
The Equality Act 2010 is the overarching piece of legislation that protects the rights of disabled people in the UK. It prohibits all discrimination on the basis of a range of characteristics including age and disability. In addition, the Act aims to promote and achieve equal opportunities for all.
13. Prior to the introduction of the Act, duties on service providers towards disabled people had been phased in, over three stages under the 1995 Disability Discrimination Act (DDA):
  - From December 1996 it was unlawful for service providers to treat disabled people less favourably for a reason related to their disability;
  - From October 1999 service providers had to make ‘reasonable adjustments’ for disabled people, such as providing extra help or making changes to the way they provide their services<sup>2</sup>; and
  - From October 2004, service providers had to take reasonable steps to remove, alter or provide a reasonable means of avoiding a physical feature which made it impossible or reasonably difficult for disabled people to use a service<sup>3</sup>.
14. The Equality Act 2010 gives rights to people who have, or have had, a disability. ‘Disability’ covers both physical and mental impairments that have a substantial and a long-term effect on the person’s ability to carry

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<sup>2</sup> This does not place a duty on landlords to make ‘reasonable adjustments’ to their properties.

<sup>3</sup> The *Disability Discrimination (Providers of Services) (Adjustment of Premises) Regulations 2001* (SI 2001/3253) were laid before Parliament in October 2001 and came into force in October 2004. These Regulations were amended twice to take account of changes to the Building Regulations – see SI 2004/1429 and SI 2005/1121



out normal day-to-day activities. A long-term effect is one which has lasted, or is expected to last, at least 12 months or the rest of the person's life (if shorter). Treatment and aids which alleviate or remove the effect of the impairment do not mean a person is not disabled.

15. Progressive conditions are covered, as are conditions that have a substantial effect for short periods but are likely to recur. HIV, multiple sclerosis and cancer are deemed to be disabilities from the date of diagnosis. People with severe disfigurements are also deemed to be disabled by the Act, as are people who are registered as blind or partially sighted with their local authority or an ophthalmologist. People who have had a disability in the past are also protected by the Act. This is the case even if they have now fully recovered.
16. The Act places duties on those providing goods, facilities or services to the public and those selling, letting or **managing premises in the UK**. The Act makes it unlawful for service providers, landlords and other persons to discriminate against disabled people in certain circumstances.
17. People associated with a disabled person and people who are wrongly perceived to have a disability are also protected from direct discrimination and harassment but do not benefit from the duty to make reasonable adjustments.
18. Although current UK equality law says disabled people must receive an equal experience to non-disabled peers, the reality is different. Scotland made disabled access part of its entertainment licensing laws in October 2011 (provision for disabled visitors is now a condition for getting a new alcohol licence), the rest of the UK has no such requirements, and disabled music fans often find themselves excluded from events.
19. Reasonable adjustments – A key aspect of the Equality Act that can impact on organisations is the duty to make reasonable adjustments. A service provider or provider of public functions has a duty under the Equality Act to make reasonable adjustments to prevent a disabled person from being placed at a substantial disadvantage by any provision, criterion or practice, or a physical feature of premises or the lack of an auxiliary aid.
20. Where this is the case reasonable steps must be taken to remove or alter the feature or provide a reasonable means of avoiding the feature. The Equality Act also covers the provision of information which must be provided in an accessible format.

21. The key provision governing reasonable adjustments for disabled people is in section 20 of the Equality Act 2010 and the explanatory notes to the Act explain the duties of service providers under section 20 – see relevant extract from the Act at Annex B.
22. The duty comprises three requirements which apply where a disabled person is placed at a substantial disadvantage in comparison with non-disabled people:
  - The first requirement covers changing the way things are done (such as changing a practice),
  - The second covers making changes to the built environment (such as providing access to a building),
  - The third covers providing auxiliary aids and services (such as providing special computer software or providing a different service).
23. Section 20 makes it clear that where the first or third requirements involve the way in which information is provided, a reasonable step includes providing that information in an accessible format.
24. It sets out that under the second requirement, taking steps to avoid the disadvantage will include removing, altering or providing all reasonable means of avoiding the physical feature, where it would be reasonable to do so. It also makes it clear that, except where the Act states otherwise, it would never be reasonable for a person bound by the duty to pass on the costs of complying with it to an individual disabled person.
25. The Equality Act 2010, as with the DDA before it, cannot require anything to be done that would contravene another piece of legislation. For example, where a service provider must get statutory consent to a particular alteration, including listed building or scheduled monument consent, and that consent is not given, the Equality Act 2010 will not have been contravened. However, a service provider would still need to take whatever other steps under the Act were reasonable to provide the service.
26. Planning Guidance on Disabled Access to Historic Buildings  
Planning Policy Guidance Note (PPG 15) issued by the Department of the Environment, Transport and the Regions makes it clear that:

*'It is important in principle that disabled people should have dignified easy access to and within historic buildings. And that with a proper*

*approach, it should normally be possible to plan suitable access for disabled people without compromising a building's special interest.'*

27. Reconciling the aims of improving access with the needs to conserve the importance and significance of the historic building is the next step. Depending on the sensitivity and importance of the building, owners of historic buildings are advised to seek the advice of the local authority Conservation Officer, English Heritage, the relevant National Amenity Society, and the local Access Officer to ensure that proposals for alterations protect or enhance the historic building, and are of a suitable quality and effectiveness for people with disabilities to justify the alteration.
28. It is not envisaged that every building will have ramps and lifts everywhere, for all sorts of reasons, and on occasions a strategic review of the services provided might be useful. For example if several premises are owned, would it be acceptable and desirable if one venue is easier to adapt and the others left unaltered? Economic constraint is another aspect of reasonableness.
29. Where physical barriers cannot apparently be overcome by making alterations, the Equality Act 2010 allows for alternative means of providing a service (for example such as by mail order or a 'virtual' visit or an alternative venue) or using an alternative route into the building, or providing personal assistance, or ensuring good access to services is provided on the ground floor. These may be referred to as managed solutions. Part M of the Building Regulations 2000 requires the submission of an Access Statement which will explain why the historic specialness of the building requires a deviation away from standard solutions. The Society for the Protection of Ancient Buildings<sup>4</sup> (SPAB) believes this flexible approach is to be welcomed:

*"It is our experience that most buildings can be successfully and effectively altered to provide reasonable access, but this does require a good understanding of both historic building conservation and how to accommodate the needs of people with disabilities. For example, you*

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<sup>4</sup> The Society for the Protection of Ancient Buildings was founded by William Morris in 1877 to counteract the highly destructive 'restoration' of medieval buildings being practiced by many Victorian architects. Today it is the largest, oldest and most technically expert national pressure group fighting to save old buildings from decay, demolition and damage. The Society has a statutory role as adviser to local planning authorities, and must be notified of listed building applications that involve total or partial demolition.

*may have to look at good effective lighting which helps visually and hearing impaired people; sensible choice of colours and tones need not be garish to provide effective contrast to aid identification of possible hazards and changes in levels make the environment safer; automatic door openers may avoid alterations to building fabric being required; and we like to emphasise that beautifully designed and manufactured handrails, for example, and any other additions and alterations, keep our traditional arts and crafts alive.”*

30. The View of English Heritage

English Heritage updated its booklet ‘Easy Access to Historic Properties’, in December 2012 to take account of the 2010 Act and changes to planning legislation – see copy at Annex C. The booklet is designed to help those who own, manage, or are professionally concerned with historic properties to strike a balance between conservation and access.

31. In addition, the English Heritage website contains the following statement on the need to reconcile access requirements without compromising the nature of historic buildings:

*‘Historic buildings, landscapes and monuments, the physical survivals of our past are protected for their sake and for ours. They are irreplaceable but sometimes they need to be changed. Appropriate or sensitive alteration will have due regard for what it is that makes a particular building special or significant. In most cases access can be improved without compromising historic buildings. The key lies in the process of information gathering about the building, understanding its significance and vulnerabilities and knowledge about the needs of people with disabilities.’*

32. English Heritage also provides information on the process through which service providers, including owners of historic buildings that are open to the public, should develop an “access strategy” – see Annex D.

33. Best Practice - Cinemas & Theatres

Cinemas and theatres are popular places for spending leisure time. Most cinemas, especially modern multi-screen types, are able to provide good facilities for people with disabilities, whilst some theatres are more restrictive due to the age and fabric of the buildings. However many disabled people feel that as a disabled customer they often fail to receive the same service as a non-disabled person.

34. In many cinemas and theatres only certain auditoriums are accessible to people with mobility difficulties. This has the effect of leaving disabled people with fewer options and facing discrimination. Disabled people often also have to call cinemas and theatres in advance to find out where performances are taking place which means they cannot make spontaneous choices.
35. Trailblazers, a nationwide organisation of 190 young disabled and non-disabled campaigners<sup>5</sup> reported in 2009 that wheelchair users often had no other option but to sit at the front of the auditorium or stage. This means that they had to lean back to watch the screen or stage - a position that proved tiring and painful for someone with a muscle-wasting condition - rather than straight ahead as a person seated further back in the auditorium would. They also told of being labelled a 'fire risk' by staff members at cinemas, when they transferred from their wheelchairs into a cinema or theatre chair to avoid sitting in an area of the auditorium that caused discomfort.
36. Trailblazers also found it was common for wheelchair users to be refused entry to theatres unless they were joined by a non-wheelchair user and seated in an expensive area, thus being forced to buy a more expensive ticket (although receiving a concession for the PA/carer).
37. The cinema industry however has been commended on its use of the Cinema Exhibitors Association card (CEA) which gives concessionary tickets for carers and personal assistants across the cinema industry. The Cinema Exhibitor Association introduced their card scheme 10+ years ago to assist cinemas in meeting their duties under the Equality Act 2010. It was devised by the CEA in consultation with its disability advisers and representatives from several disability charities.
38. All of the major cinema operators and many smaller cinema companies in the UK accept the CEA card, including all of the cinemas in York. Whilst it is not the only way cinemas can provide assistance to disabled customers, it is widely recognised and accepted as good practice. Most cinemas hold application forms at the box office but they can also be downloaded from The Card Network website: [www.ceacard.co.uk/](http://www.ceacard.co.uk/)

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<sup>5</sup> Trailblazers are part of the Muscular Dystrophy Campaign, the leading UK charity focusing on all muscle disease. They aim to fight the social injustices experienced by young people living with muscle disease and ensure they can gain access to the services they need.

39. The card entitles the cardholder (the person with the disability) to a free ticket for someone to accompany them when they visit the cinema (when one full price ticket is purchased). The CEA card is valid for 1 year, and the cardholder can visit the cinema as many times as they wish during the year. To apply, applicants need to supply a passport-sized photo with their application to appear on the Card, and submit proof to show that they meet one (or both) of the following criteria:
- Be in receipt of Disability Living Allowance, Attendance Allowance or Personal Independence Payment.
  - Be registered blind.
40. Best practice for cinemas suggests the following should be made available:
- Audio description in films for the blind and visually-impaired. This is where the action, scene changes and the actors' body language is described in addition to the dialogue. You listen to the commentary through a lightweight headset. Some cinemas have the system for all their screens which means that every screening of a film can be audio-described. At others, audio-described films are indicated in listings on the cinemas websites.
  - The layout of the cinema complex and other information in Braille and programme times available as a recorded message over the telephone.
  - Induction loops for deaf and hearing-impaired customers (infrared, induction or both). Many cinemas also run subtitled screenings on a regular basis. This is usually indicated in listings.
  - A designated area for wheelchair users. Wheelchair users or those with restricted mobility are encouraged to contact a cinema in advance to check their facilities.
  - For those with an Assistance dog, most cinemas ask to be informed in advance so that they can allocate the most appropriate seating.
41. The 'Your Local Cinema.com' website has country-wide listings of audio-described screenings and subtitled screenings in cinemas, as well as available audio-described DVD titles. Full details of the facilities offered by York's cinemas are given in Annex E.

42. Best Practice - Live Music Venues

The charity 'Attitude is Everything' improves deaf and disabled people's access to live music by working in partnership with audiences, artists and the music industry.

43. Having begun as a pilot project in 2000, they are now a fully independent charity and part of Arts Council England's National Portfolio of Organisations. Their aim is to encourage events producers to go beyond the legal obligations set out in the Equality Act and implement best practice, providing a fair and equal service to their deaf and disabled customers.

44. They support the music industry to understand Deaf and disabled people's access requirements at music venues and festivals by building equality into the strategic process using a Charter of Best Practice. The ethos of the Charter is that Deaf and disabled people should be as independent as they want to be at live music events and over 90 venues and festivals have already signed up.

45. They also created a Charter Toolkit in order to bring together all of the knowledge, guidance and best practice advice they had developed from working with the live music industry. It was designed to guide event organisers through a wide range of accessibility topics, and ultimately enable organisations to be awarded the Charter and improve their accessibility.

46. In 2014, as part of their initiative to help live music venues adapt, the charity produced its latest 'State of Access' report, a comprehensive study based on 228 mystery shopping reports, 159 from venues and 69 from festivals, 40 questionnaires, and 13 interviews collated between April 2011 and March 2013. The study had to exclude establishments where the mystery shoppers couldn't even enter the building. Not just access but also the attitude of staff was rated. – The detailed findings can be viewed at:

<http://www.attitudeiseverything.org.uk/resources/publications/state-of-access-report-2014>

47. Best Practice - Tourist Attractions

Visit England's Visitor Attraction Quality Assurance Scheme, through its network of regional assessors, boasts an incredible reputation for instigating, modifying and shaping change to the customer experience at visitor attractions across England.

48. Signing up to its National Code of Visitor Attractions is the first step in its accreditation process. The 15 simple points of the Code, compiled by an independent panel of industry experts, are the basic fundamental actions that all well managed attractions should already be following. It acts both as a checklist but also provides a certificate for display in a public area, preferably at admission point. The Code confirms that a site is recognised by VisitEngland as a visitor attraction and that it fulfils the basic requirements of a recognised industry standard. The code also includes what is expected of an attraction in regard to addressing the needs of disabled visitors – see copy of code at Annex F.
49. Specifically in regard to wheelchair users, a new study published in April 2014 by disability charity Vitalise<sup>6</sup>, revealed the best and worst UK tourist attractions. The study rated 85 of the nation's most popular destinations by wheelchair access, number of disabled toilets and disabled parking spaces, as well as additional wheelchairs and disability and carer concessions. The tourist destinations that made top place, with equal ratings for the best access for disabled visitors included York's National Railway Museum. There were no other York attractions in the Top 10 best and worst ranking attractions.

### **Objective (ii) – Current Levels of Access**

50. At their meeting in August 2014, the Task Group considered a report detailing the Access information currently being made available on the city's heritage and cultural providers' websites – see Annex E.
51. They also received information on **DisabledGo** who are the leading providers of access information for disabled people in the UK, featuring over 120,000 places of interest. Their aim is to provide information so that a disabled person can make up their own mind whether somewhere is right for them, before they get there. Every single venue featured by DisabledGo is visited in person by one of their own specialist surveyors, and they cover any type of venue that a member of the public would visit, including:

- |                               |                       |             |
|-------------------------------|-----------------------|-------------|
| • Council offices             | • Tourist Attractions | • Cinemas   |
| • Parks                       | • Colleges            | • Hotels    |
| • Leisure and sports centres  | • Restaurants         | • Hospitals |
| • Stadiums and sports grounds | • Libraries           | • Pubs      |

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<sup>6</sup> Vitalise is a national charity providing short breaks and holidays (respite care) for people with physical disabilities and carers.



52. There are currently 980 York venues on the DisabledGo website – see list at Annex G. DisabledGo inspects 25 additional York venues per year as part of their contract arrangements with the Council. The Head of Communities and Equalities is responsible for monitoring the contract and commissioning those reviews. Venues can be suggested by community groups, Equality Advisory Group and CYC officers e.g. the Sport and Active Leisure Team, and the findings are uploaded onto DisabledGo’s website - there are currently approximately 250 entertainment, leisure and culture venues in York listed on their website.

### **Consultation**

53. In order to assess the current access to York’s many heritage and cultural venues against the best practice information they considered, (review objectives i-ii), the Task Group agreed to carry out a number of consultation meetings.
54. In October 2014, the Task Group held a consultation event with a number of interested individuals and representatives from the following user-led organisations:
- York Access Group
  - York CVS
  - Healthwatch
  - York Independent Living Network
55. Recognising the Council has no powers to make external providers improve their access arrangements, those attending the event asked the Task Group to consider how best to build peer pressure amongst York’s providers to encourage improvements across the board. They also raised the following issues for Task Group’s consideration:
- Access to cultural and heritage offer should start with the ability to access the city centre via public transport. Issues with buses not allowing wheelchairs on board; drivers not asking those with pushchairs to collapse them to allow space for wheelchairs, drivers not lowering the bus ramp etc
  - There is a need to improve understanding and raise awareness of the needs of disabled people – improved training for public transport staff and staff at heritage and cultural venues, shops, cafes, restaurants etc.
  - In regard to the ‘Residents First Weekend’, it would be helpful if information on the weekend was provided well in advance to all of the appropriate disability organisations, to allow them to raise

awareness of the event to increase the number of disabled patrons taking advantage of the offer. A query was also raised about whether any signed tours were available during the Weekend.

- In regard to the city's heritage and cultural providers, they should be encouraged to consider their access arrangements for:
  - Those with sight/hearing impairments,
  - Those with a range of mental health needs e.g. Dementia etc
  - Those with Autism
  - Those with physical disabilities e.g. those using mobility scooters, wheelchairs etc
  - The elderly
  - Those with learning difficulties or learning disabilities
- The city's heritage and cultural providers should also be encouraged to improve the access information on their websites
- There should be no need to ring a venue first before deciding whether or not it is an accessible venue to visit.
- It would be good to raise the profile of disabled people. Perhaps by celebrating the lives of disabled people in a way that is specific and relevant to York, e.g. by perhaps marking disability history month, or international day of disabled people, or by marking the life of any disabled York residents (past or present).
- It was suggested that more public seating was required within the city centre of the right type to aid sitting and standing. Also that there was insufficient number of public toilets in the city centre. Both issues being something that some disabled people need to consider when planning an outing.
- A number of specific issues were raised around unmarked steps, lack of labelling, increased intolerance by drivers and cyclists, not enough large print or audio provision and signage at the wrong level.
- The need for improvements at West Offices was raised – issues raised around signage, lack of large print, verbal announcements, staff training etc.
- Information was provided on North Yorkshire's 'Safe Places' scheme, where a venue can display a symbol on their window which identified the venue as somewhere people with learning difficulties can go to ask for help if they are lost or maybe want more information etc. York Independent Living Network confirmed that have been talking to the Council, Inclusion North and North

Yorkshire Police about introducing the Safe Places scheme in York as part of their 'Keeping York Safe for Disabled People' project.

- The economic value of disabled tourists was also discussed, and all recognised that improved accessibility for disabled people benefitted other people too e.g. ramps are useful for young families with pushchairs and older people.
- The attendees questioned how best to address the challenge of 'historical building' inaccessibility, recognising that many of the heritage and cultural venues may be restricted in what they can change.
- The organisations present questioned what they could do to contribute e.g. when a venue is being refurbished it is important to use focus groups and qualified assessors, rather than random volunteers. An example was given of where an organisation had relied on the words of a wheelchair user telling them that it was alright not to have automatic doors as they would always have someone with them to open the doors. However when they started getting complaints from people, they then had to spend quite a bit of extra money to install an automatic door and a path leading to it.

56. Finally, the attendees questioned what information was being provided by tourist information on the accessibility of tourist attractions in York.

57. With this in mind, the Task Group held a meeting with Visit York in early November 2014, to gather their views on improving accessibility, and to share with them what they had learnt from their consultation event.

58. The Head of Visit York, the Marketing Manager and the Visitor Information Centre Manager attended the meeting, and confirmed that some time ago Visit York carried out an exercise with DisabledGo, focussing on Museums and Galleries etc to assess the accessibility of those venues. However they accepted that the information produced was now likely to be out of date and therefore ready for refreshing.

59. They confirmed that Visit York:

- Relies on organisations to provide information on their facilities for the disabled. Also that the number of Hotels and bed and breakfasts etc attempting accreditation is low in York, perhaps due to the criteria being very stringent which may be putting a lot of organisations off.

- Requires no particular Access standards, but does require Health & Safety standards.
  - Often receives requests from users about Access, but they do not always feel qualified to offer advice on behalf of the organisations they represent. Instead it is their practice to direct visitors to the information on individual organisation's websites.
  - Reviews the information in their database on an annual basis. However they have some restrictions in their IT software which limits the amount of information they can hold
  - Is not always aware of the access issues affecting specific venues, and they recognise some buildings will be very hard to adapt
60. The Head of Visit York highlighted Lincoln Castle as an example of best practice, which is currently being refurbished and will include state of the art access facilities. The Castle, owned by Lincolnshire County Council, was built in 1068 and has housed the Magna Carta since 1215. The refurbishment works includes providing full access to all parts of the building for disabled visitors including a lift to the walls that will enable disabled visitors to access the wall walk.
61. Information was also provided on a Visit England pilot scheme called 'Access for All'. It was confirmed that 10 cities had already been given pilot status (including Nottingham and Lincoln) and Visit England were currently looking for more. It was also confirmed that Visit York had already submitted their interest in participating (subsequently, the Task Group learnt that that Visit York had been unsuccessful in the submission).
62. Overall, the Head of Visit York expressed the view that two things were needed – to find out what is happening already and to educate organisations/businesses on how they can do more. She confirmed that Visit York would be happy to facilitate a training event for businesses/ organisations to help raise awareness and encourage improved standards.
63. In December 2014 the Task Group met with a representative of 'DisabledGo' – see paragraphs 51-52 above, and received a presentation on how easy it is to access information through their website. Users can choose from a wide range of access and language options. He also provided information on the 'AccessAble app' and the best practice guides they can provide through the council's contract.

64. The App is currently being commissioned by many Local Authorities to help promote their towns and cities better to disabled residents and visitors.
65. Both the best practice guidance and the App come at an additional cost. An App costs £5,000 per App per platform and it takes approximately 6 weeks for an App to be completed. There is also an annual fee of £1,000 for maintenance and updates per App. As the Council can currently develop for iPhone and Android devices, an App for both would cost £10k for set up and £2k annual maintenance (negotiable if the Council chose to introduce Apps for both platforms). The cost per venue for best practice guidance would be £100 and would take approximately 2 weeks to create for each. However, the Head of Communities and Equalities has confirmed there is currently no funding available for introducing the Apps and best practice guidance.
66. The Council's current contract with DisabledGo comes to an end in 2016. The Head of Communities & Equalities has not to date carried out any research on other providers of access information for disabled people, but would look to do so as part of a procurement exercise towards the end of the current contract.

## **Analysis**

67. Objective (i) – Legal Requirements & Best Practice  
In considering section 20 of the Equality Act 2010, the Task Group noted the three requirements detailed in paragraph 22. Recognising that some of the heritage/cultural offer in York are based in historical buildings, they accepted that there would be limitations to the alterations that could be made due to other pieces of legislation e.g. listed building consent. However, they agreed that those providers should be encouraged to be more innovative in finding ways to provide access to their offer.
68. The Task Group noted English Heritage's views on balancing conservation and access. They questioned if any of the heritage and cultural providers based in an historical building in York, had developed an 'Access Strategy' and have an Access Plan in place (as described in Annex D).
69. In regard to best practice, the Task Group was pleased to note that all York cinemas accepted the CEA card (see paragraph 38) and that the National Railway Museum had made top place in the 2014 study of the

best and worst UK tourist attractions conducted by the charity Vitalise (see paragraph 50). On further investigation the Task Group learnt that the study had looked specifically at the top 100 most visited attractions in the UK and that the only other venue in the York area that appeared in that list was Castle Howard.

70. They questioned whether the Charter Toolkit created by the Charity 'Attitude is Everything' could be adapted for use in theatres, and agreed York's live music venues should be encouraged to sign up to the live music industry's Charter of Best Practice (see paragraphs 44-45). They were also pleased to note the good work of Visit England in shaping improvements to the customer experience at visitor attractions, and agreed it would be good if York's heritage and cultural venues signed up to the Visit England's national code (see paragraphs 47-48).
71. Objective (iii) – To identify possible improvements and barriers  
The Task Group noted all of the feedback provided at their consultation event held in October 2014, and agreed with many of the points raised. Whilst not strictly within the remit of the review, they acknowledged that more could be done to reduce the barriers identified by the consultees which were preventing disabled people from accessing the city centre generally. They noted the problems with public transport, the design of some of the public seating in and around the city centre (particularly close by to heritage and cultural venues), and the lack of disabled toilets in convenient locations. They also acknowledged the need for ongoing training for public transport staff and staff at heritage and cultural venues, shops, cafes, restaurants etc and appreciated the offer made by Visit York to facilitate a training event.
72. In regards to the Residents First Weekend, the Task Group agreed that disability organisations should be given advance warning and that all providers should be encouraged to provide a full range of their accessible services and aids during that weekend, to enable as many disabled people as possible to take advantage of the offer.

They noted the request for improved access information on the website of the heritage and cultural venues. Having assessed that information (as detailed in Annex E), the Task Group noted that in some cases the information had been easy to find and in others it had not, which highlighted the difficulties faced by potential patrons. In a few instances, the information provided was minimal and patrons were recommended to ring the venue to discuss their access requirements before attending. They agreed with the consultees that ideally a disabled person should

not need to do that. The Task Group were also disappointed to note that in one or two cases there was no access information provided on a venues website. Having considered the mixed quality and quantity of information provided on provider's websites, they agreed the city's heritage and cultural offer would benefit from some standards in approach, which in turn would lead to greater confidence in the information provided online and empower disabled people to make informed choices without drawing attention to their condition.

73. The Task Group questioned whether Visit York could improve the level of support it gave to disabled visitors, suggesting that perhaps they could encourage providers to achieve an improved standard of access information and signpost visitors to where they can find that information.
74. Objective (iii) – Possible Improvements & Barriers  
The Task Group was disappointed that Visit York had been unsuccessful in its submission to participate in the Visit England pilot scheme (see paragraph 61). They also liked the idea of introducing a Tourism Award to encourage member organisations to make their venue more accessible, agreeing it would be good if it were a user-group nominated award.
75. The Task Group favoured the idea proposed at their consultation event to raise the profile of disabled people, and agreed this idea should be further explored with CYC's Communities & Equalities Team, and agreed to pass on the information provided on the many issues affecting disabled people visiting West Offices.
76. In regard to their meeting with DisabledGo's Local Authorities Account Manager, the Task Group was impressed with the look and feel of the DisabledGo website recognising the quality of the information provided on venues. They agreed that the benefits of the site were the range of access and language options, enabling not only disabled visitors but foreign visitors to access the information, and the use of quick and easy symbols. Also, they recognised the benefit of using only one website to find access information as it provides the information in a standardised easy to follow format (rather than looking at each venue's website separately which brings with it the difficulties of locating the access information they provide, as highlighted elsewhere in this report).
77. The Task Group questioned how best to expand the reach of the access information held by DisabledGo, and learnt that it was possible for each venue to include on their own website a link to the relevant page on the

DisabledGo website - this facility being provided as part of the Council contract. The Task Group agreed they would like to encourage all venues to take this approach, as it would better promote the accessibility of each venue, giving disabled people more confidence to visit the venue/site, and provide a recognisable standard of information across all York venues. The also recognised the benefits it could bring to the providers as it would negate the need for them to provide and maintain access information on their own website (thereby reducing their costs), and potentially help generate additional income, being in mind that disabled people have an annual spend of £80billion plus in the UK.

78. Noting the cost of providing the App and best practice guidance, the Task Group acknowledged the benefits that both would bring and queried whether the cost of commissioning the guidance per venue could be covered by re-charging each venue. Whilst the cost of the App was higher, the Task Group agreed that if York was serious about its reputation as a visitor friendly, top quality tourist venue, the cost was not excessive and it could help to encourage more of that £80billion plus to be spent in the city. They agreed that this is something that 'Make it York' could pursue as a way on generating additional income for the city as a whole.
79. Objective (iv) – Facilitating the sharing of good practice  
The Task Group agreed that it may be possible to send a 'best practice' leaflet with business rates letters to encourage businesses to better promote their disabled access arrangements.
80. They also agreed the council could better promote its contract with DisabledGo by jointly writing to all venues to encourage them to include the DisabledGo link on their websites (see paragraph 77 above).
81. Having considered all the information on the way DisabledGo works, the Task Group agreed this could be the ideal way for Visit York to assist in the sharing good practice across York's network of providers, by:
  - a) Promoting the use of the link to the DisabledGo website to the heritage and cultural providers it works with, as a minimal standard of access information and;
  - b) Signposting the link on each venue's website in response to requests for access information from disabled visitors.
82. Finally the Task Group were pleased to note the Council were in talks with York Independent Living Network to introduce the 'Safe Places'



scheme here in York. They agreed that both the Council and Visit York could help to promote the scheme to the city's heritage and cultural providers.

### **Review Recommendations**

83. In light of the Task Group's work on this review, the Learning & Culture Overview & Scrutiny Committee agreed to make the following recommendations:
84. City of York Council to:
- i) Continue to commission the services of an organisation (such as DisabledGo) that assesses the accessibility of heritage and cultural facilities in York, beyond the lifetime of the current DisabledGo contract (which ends in 2016).
  - ii) Communicate comprehensively through DisabledGo, with all York venues included on the DisabledGo website the benefits of including a DisabledGo link on their own website – highlighting the benefits it could bring to the venue and its visitors/customers (see paragraphs 77 & 80).
  - iii) Introduce an annual event around York's disabled people past and present (see bullet point 7 in paragraph 55 and paragraph 75).
  - iv) Improve inter-departmental working e.g. between Reinvigorate York, Planning and Transport staff to raise and make consistent our approach to access, reminding all of the impact on the cultural/heritage offer of the barriers created by poor access to public transport and moving around the city centre (see paragraphs 71).
  - v) Liaise with bus providers on policy around access and remind them of the needs of York residents and visitors and the barriers poor access to public transport creates for disabled people trying to access York's heritage and cultural offer (see paragraphs 71).
  - vi) Introduce a downloadable mobile application free to the public – the application to contain a comprehensive guide to accessible facilities in York. One example is the 'AccessAble' app provided by DisabledGo (see paragraph 78).

- vii) If such an application is adopted, a marketing campaign should be run advising residents and visitors of the availability of the application and its benefits.

85. Furthermore, the Task Group recommend that following the transfer of CYC's tourist activity to 'Make it York', that:

- viii) 'Full access for all to the city and its attractions should be one of Make it York's key aspirations'.

86. Finally, the Task Group recommend that 'Make it York':

- ix. Work with venues to assess their interest in accessing DisabledGo's best practice guides, with the intention of charging a fee covering the costs of those guides.
- x. Promote and encourage York's live music venues to achieve the Live Music Industry's Charter of Best Practice (see paragraphs 44-45 & 70).
- xi. Promote and encourage York's heritage and cultural venues to sign up to Visit England's National Code of Visitor Attractions and seek accreditation to Visit England's Visitor Attraction Quality Assurance Scheme (see paragraphs 47-48 & 70).
- xii. Assist in the sharing of good practice across York's network of heritage and cultural providers (see paragraphs 81-82), by:
  - Ensuring any future membership scheme they introduce, includes Accessibility (as well as Health & Safety) as a requirement;
  - Promoting the use of the link to the DisabledGo website to the providers it works with, as a minimal standard of access information and;
  - Signposting the link on each venue's website in response to requests for access information from disabled visitors;
  - Promoting the 'Safe Places' Scheme;
  - Including a link to 'yourlocalcinema' when displaying details of cinemas in York

- xiii. Create a best practice accessibility-related award at the annual Visit York Tourism Awards (see paragraph 74).
- xiv. Create and deliver training opportunities for public transport staff and staff at heritage and cultural venues, shops, cafes, restaurants etc to promote good practice (see paragraph 71).
- xv. Liaise with those organisations that participate, to improve disabled access to future 'Residents Festival' events (see paragraph 72).

### **Council Plan 2011-15**

- 87. The work on this review supports the 'Protect Vulnerable People' priority within the Council Plan 2011-15.

### **Implications & Risk Management**

- 88. **Financial** – In regard to Recommendation (ii), the council's existing contract with DisabledGo can deliver this initiative. In regard to Recommendation (iii) there is no CYC budget or staff resource currently available for an annual event. Based on Holocaust Memorial Day, it is suggested that a budget allocation of £5k would be required. In regard to Recommendation (vi), it may be possible to access the initial funding of 10K for the introduction of a downloadable mobile App, through the Council's Legible York Wayfinding Project.
- 89. There are no other financial implications for the Council arising from the remaining recommendations.
- 90. **Legal** –
- 91. There is no **HR** or **Other** implications associated with the recommendations arising from the review.
- 92. **Associated Risks** – If organisations/businesses within the city do not ensure their products and services are fully accessible to people with disabilities, there is a risk that the city will not benefit from their annual spending power (in excess of £80 billion a year). The Council has a role in this, and its continued commissioning of the services of an organisation that assesses the accessibility of heritage and cultural facilities in York (beyond the current contract with DisabledGo), will support and encourage others to ensure accessibility is prioritised.

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**Chief Officer Responsible for the report:**

Andrew Docherty  
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Report Approved  Date 18 March 2015

Wards Affected:

All



**Background Papers:** None

**Annexes: Online Only**

**Annex A** – 2014 UK Customer Profile on Disability

**Annex B** – Equality Act 2013 Extract (online only)

**Annex C** – English Heritage Booklet

**Annex D** – English Heritage Access Strategy Information

**Annex E** – Access Information on York's Heritage & Cultural Venues

**Annex F** – Visit England Code of Practice for Visitors

**Annex G** – List of Current York Venues on Disabled

**Report Abbreviations:**

CEA – Cinema Exhibitors Association

CVS – Community Voluntary Sector

CYC – City of York Council

DDA – Disability Discrimination Act

EAG – Equality Advisory Group

GP – General Practitioner



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**Executive****25 June 2015**

Report of the Economic & City Development  
Overview & Scrutiny Committee

**Online Business / E-Commerce Scrutiny Review Final Report – Cover  
Report****Summary**

1. This cover report presents the final report – Appendix 1 – from the Online Business / E-Commerce Scrutiny Review and asks the Executive to approve the recommendations arising from the review.

**Recommendations**

2. Having considered the Final Report and its annexes, the Executive is recommended to:
  - i. Approve the recommendations shown in paragraph 11 below.

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

**Background to the Review**

3. At a meeting of ECDOSC on 28 January 2014 the Committee considered a briefing paper on a proposed scrutiny review of Online Business / E-Commerce in York.
4. Increasingly the traditional High Street retail sector is having to explore a multi-channel approach to reaching its markets but independent businesses may not have access to the technology or skills to take advantage of new ways of earning custom.
5. The Committee agreed there was a need to encourage traditional retail and independent businesses to make the most of newer

technologies and telecommunications and that this topic was suitable for review. The Committee agreed to set up a Task Group made up of the following Members to carry out the work on their behalf.

**Task Group Members:**

- Cllr Anna Semlyen
- Cllr Ian Cuthbertson
- Cllr Joe Watt (later replaced by Cllr Neil Barnes)

6. At a meeting in March 2014 the Committee agreed the following review remit.

**Aim**

Identify how City of York Council may better support city businesses to develop their online opportunities and improve their sales, marketing and profitability.

**Objectives**

- i. Identify gaps in current support for online business and commerce
- ii. Identify any barriers the business community may face to increasing online working and possible solutions;
- iii. Investigate how a business, using online methods, can increase its profitability;
- iv. Investigate mentoring / matching opportunities
- v. Examine the opportunities for funding.

**Review Findings**

7. Members were disappointed to note that despite numerous efforts to gather information through an online survey, meetings with professional organisations and pop-up business cafes, there was little hard evidence to highlight what support business people actually wanted. This made it difficult to identify meaningful outcome targets.
8. However, having considered in detail the work of the Bishopthorpe Road Traders' Association to promote the "Bishy Road" brand the

Task Group agreed there would be value in trying to extend this model to other areas of the city. Task Group Members identified the corporate model adopted by traders in Bishopthorpe Road as a way to develop the online involvement of businesses as it offered a relatively easy way to help businesses and business growth.

### **Review Recommendations**

9. After considering the evidence, the Task Group indentified their recommendations, which were subsequently discussed by the full Economic & City Development Overview & Scrutiny Committee on 11 March 2015.
10. In considering the review recommendations the Committee recognised that a number of them would previously have been made to the Economic Development Unit, but as a result of the introduction of Make It York some of the recommendations would need to be picked up by that body. Ideally the Committee would have welcomed the opportunity to feed in their views prior to the Service Level Agreement being agreed. However, due to the April Cabinet meeting being cancelled this has not been possible.
11. As a consequence the Committee endorsed the following recommendations. That City of York Council should put in place a plan with timescales to:
  - i. Ask Cabinet to amend the Service Level Agreement for Make It York to include:
    - a) Use the success of the Bishopthorpe Road Traders' Association to encourage other neighbourhood trader groups to collaborate on social media projects to increase business and profitability;
    - b) Liaise with volunteer ambassadors to encourage local traders' groups to engage in joint efforts and form local associations;
    - c) Use social media to spread news about deals, events and skills sharing e.g. digital newsletters and blogs;

- d) Link to a range of networking Facebook and Meet Up groups with short descriptions of their purpose on its York Means Business website;
  - e) Support continued business advice events along with the Local Enterprise Partnership and feature pop-up events on social media and the Council's residents' newsletters such as Your Voice;
  - a) Provide wider training in social media and online skills where appropriate in bids for financial support to the relevant LEPS.
- ii. Encourage Make it York to review and add to its business emails database particularly for small traders and to email regular information to businesses on online skills training opportunities.
  - iii. Encourage Make it York to include online and digital skills training as part of its marketing to local businesses so as to develop a "York Online" brand approach to help local businesses make better use of online marketing and communications.
- iv. Ask the Interim Director of City and Environmental Services to:
    - a) Facilitate road closures and street events to stimulate other collaborative groupings between traders and other organisations in a locality;
    - b) Pre-publicise to traders, residents' groups, residents' forums and Councillors through Council channels forthcoming road closures for city/regional events (e.g. European Mobility Week, 16-22 September 2015 [www.mobilityweek.eu](http://www.mobilityweek.eu) ) and encourage local traders or voluntary groups to combine and communicate to each other around such events.
- v. Ask the Director of Communities and Neighbourhoods to facilitate circulating by email guides on running street parties to support such events to local trader and residents' groups and list the guides on a Council website on a page about economic development through street events along with



suitable case studies (eg <http://www.bishyroad.net> );

- vi. Ask the Director of Customer and Business Support Services to:
  - a) Ensure WiFi availability in the city centre is publicised and clearly signposted;
  - b) Examine the possibility (with Make It York where necessary) of engaging occupants of the proposed Guildhall Digital Hub to promote training in social media and online skills in communities across the city. Any group eventually formed to address this should include community outreach and respond to the recommendations arising from the recent scrutiny review on Disabled Access.

### **Council Plan**

12. This review is linked to the create jobs and grow the economy element of the Council Plan 2011-15.

### **Options**

13. Having considered the Final Report at Appendix 1 and its associated annexes, Executive may choose to amend and/or approve, or reject the recommendations arising from the review as set out in paragraph 11 of this report.

### **Implications and Risk Management**

14. The implications and risks associated with the recommendations above are detailed in paragraphs 96-99 of the Final Report at Appendix 1.

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Report Approved  Date 20/04/2015

Wards Affected:

All

**For further information please contact the author of the report**

**Appendix**

Appendix 1 – Online Business /E-Commerce Scrutiny Review Final Report



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**Economic & City Development Overview & Scrutiny Committee      11 March 2015**

Report of the Online Business / E-Commerce Task Group

**Online Business / E-Commerce Scrutiny Review – Final Report**

**Summary**

1. This report presents Members of the Economic & City Development Overview and Scrutiny Committee with the Final Report on the work carried out by the Online Business / E-Commerce Task Group.

**Background**

2. At a meeting of ECDOSC on 28 January 2014 the Committee considered a briefing paper on a proposed scrutiny review of Online Business / E-Commerce in York.
3. The briefing paper provided information on Office for National Statistics data which suggests that more than half of all UK enterprises are now run from the owner's home and there are 2.5 million such businesses operating across the UK.
4. Increasingly the traditional High Street retail sector is having to explore a multi-channel approach to reaching its markets. The "click and collect" model is increasingly used by the major chain retailers but independents may not have access to the technology or skills to take advantage of this new way of earning custom.
5. This area of concern – the need to encourage retail and traditional city centre businesses to make the most of the most recent technologies and telecommunications – is an issue that has been raised by City Team York.
6. There is also feedback from local business networks that the pace of technological change and the development of social media outlets for customer engagement are outstripping the pace at which particular independent or smaller companies can adapt.

7. The Committee agreed the topic was suitable for review and appointed a Task Group comprising Councillors Semlyen, Watt and Cuthbertson to carry out the work on their behalf. During the course of the review Cllr Watt was replaced by Cllr Barnes, who has professional experience in social media.
8. The Task Group met for the first time in February 2014 to agree a draft remit for the review and Councillor Cuthbertson was appointed Chair. The Task Group invited the Economy and Enterprise Manager to the meeting to assist them.
9. As a result the Task Group recommended the following review aim, objectives.

### **Aim**

Identify how City of York Council may better support city centre (within city walls) businesses to develop their online opportunities and improve their sales, marketing and profitability.

### **Objectives**

- i. Identify gaps in current support for online business and commerce
  - ii. Identify any barriers the business community may face to increasing online working and possible solutions;
  - iii. Investigate how a business, using online methods, can increase its profitability;
  - iv. Investigate mentoring / matching opportunities
  - v. Examine the opportunities for funding.
10. At a full Committee meeting on 25 March 2014 the aim was revised, deleting the words “centre (within city walls)” to read:  
  
“Identify how City of York Council may better support city businesses to develop their online opportunities and improve their sales, marketing and profitability.”

## Consultation

11. City Team York was the main conduit for gathering information along with digital media experts.
12. In support of Objective i) the Task Group agreed to use an online survey to examine the existing support provision for local businesses via the Economic Development Unit newsletter with requests for information and feedback from members of organisations including York Professionals, the Federation of Small Business (FSB), Proudly Group, York Retail Forum, and Science City York (SCY).
13. In support of Objective ii) the Task Group agreed to meet with representatives from York business organisations, including the FSB and the Retail Forum and in support of Objective iii & iv) met with the Chair of the Bishopthorpe Road Traders' Association and Blue Box Support.

## Information gathered

14. Objective i): Identify gaps in the current support for online business and commerce and Objective v) Examine opportunities for funding. The Task Group received information on how other towns and cities are supporting the development of online business opportunities.

<p>Leeds City Council</p> <p>QU2 (Supporting Business Success through Leeds Metropolitan University)</p>	<p>Professional business centres offer a range of office services at affordable rates. Social media training provides an overview of essential online networks to give businesses a digital presence.</p>
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Link: <http://www.qu2leeds.co.uk/index.htm>

<p>Sheffield City Council</p> <p>Digital Directions</p>	<p>Helping business growth through its Digital Directions programme – a package of support from Creative Sheffield which can help with free assessment of IT needs and up to four days of IT consultancy.</p>
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Link: <https://www.sheffield.gov.uk/business-economy/development/starting-a-business.html>

<p>Lincolnshire County Council</p> <p>onlincolnshire</p>	<p>A series of awareness events across the county looking at a range of topics including how businesses can deal with change, developing a digital strategy and social media.</p> <ul style="list-style-type: none"> <li>• Master classes on e-commerce and internet marketing at venues across Lincolnshire</li> <li>• Social media surgeries on using Facebook, Twitter and LinkedIn</li> <li>• One-to-one advice and support, accessible either through the awareness events, master classes and social media surgeries or through Lincolnshire Technology Hubs</li> </ul>
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Links: <http://www.onlincolnshire.org/broadband-for-business/technology-for-business-business-support>

<p>Wakefield Council</p> <p>Wakefield Business Support Programme</p>	<p>Amongst other things, the support programme, part-financed by the European Regional Development Fund, has contributed money towards things such as e-commerce ready computer systems.</p>
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Link: <http://www.wakefield.gov.uk/News/PressReleases/news/PR4413.htm>

<p>Glasgow City Council</p> <p>E-commerce Solutions Grant</p>	<p>A grant for up to 80% (£1,000 maximum) towards enhancing, updating or installing e-commerce solutions to a business. The grant designed to help companies in Glasgow install e-commerce to encourage the development of businesses in Glasgow. It is targeted at those companies with growth potential and who want to retain, develop and create new jobs by developing an e-commerce service provision. The grant is targeted at small and medium sized enterprises (SME's). The grant can be used to enhance, update an existing E-commerce activity or to install new approaches to trading.</p>
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Link: <http://www.glasgow.gov.uk/CHttpHandler.ashx?id=17649&p=0>

<p>Caerphilly County Borough Council</p> <p>ICT and Ecommerce advice and training</p>	<p>Free. IT Demonstration Suite – provides business a chance to use popular software before buying.</p> <p>Free ICT training – in areas such as web design, VOIP and SEO. A Go2 Website Grant provides financial support to help eligible businesses to have an online presence and to start trading on line. Generally all business sectors may be considered for support - including retail. The business must be established in Caerphilly County Borough or the individual a resident of Caerphilly County Borough and setting up a business in the area. The scheme provides:</p> <ul style="list-style-type: none"> <li>• Domain name registered to the company</li> <li>• Secure website hosting with daily website backup</li> <li>• Professional web design unique to the business</li> <li>• Fixed fee entry level website</li> <li>• Free listing on Go2 My Town sites</li> <li>• Access to online marketing tools and services</li> <li>• Training to manage your own websites</li> </ul>
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Link: <http://www.caerphilly.gov.uk/site.aspx?s=+23S3aVCrphKmSh+rq63mBKR5iRYQYlhrztvAJ/WIJg>

<p>West Lothian Council</p> <p>E-Business Adviser</p>	<p>A specialist e-business adviser works with local growing businesses to help them take up new technologies and get involved in e-commerce. This includes the delivery of e-business workshops on subjects such as Trading Online; Getting Real Results From Your Website and Improve Your Search Engine Ranking. The e-business adviser co-ordinates the West Lothian e-business club which holds a series of regular meetings to bring together local companies to network, exchange ideas and hear expert speakers on a range of topics of interest to businesses who trade online.</p>
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Link: <http://www.westlothian.gov.uk/business/business-support/advice/>

Newcastle Borough Council  Stoke and Staffs Business Helpline	Businesses are encouraged to find the helpline for advice on a range of IT issues including networking, getting the right website and how to start planning for e-commerce.
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Link: [http://www.newcastle-staffs.gov.uk/business\\_index.asp?id=SX893D-A780B6E3&cat=1381](http://www.newcastle-staffs.gov.uk/business_index.asp?id=SX893D-A780B6E3&cat=1381)

West Dunbartonshire Council  E-Commerce Grant	An e-commerce grant provides funding for the development and implementation of an e-commerce strategy that can be shown to improve business performance. The funding can be used for assistance to develop e-commerce and e-marketing strategies, e-commerce web site development and assistance with search engine optimisation / establishing an online payments facility etc. The funding can provide 30% of approved project cost, to a maximum of £3,000.
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Link: <https://www.west-dunbarton.gov.uk/business/grant-and-loan/e-commerce-grant/>

15. City of York Council offers a range of help and advice on its York Means Business website, including IT, technical skills, social media and innovation. The site includes advice on local training and development programmes with links to technology and digital information at the IT Academy at the University of York and York St John University.
16. The IT Academy, at the Ron Cooke Hub, offers a range of courses for local businesses, individuals and university staff and students. Courses are suitable for IT professionals, people wanting to improve their office skills, as well as those wanting to further their career with professional development.
17. Objective ii) Identify any barriers & Objective iii) Investigate how a business can increase profitability. The Task Group recognised that e-commerce plays an increasingly important role in the way in which products and services are purchased. Selling products and services online can help businesses become more profitable and lower costs. E-commerce can also strengthen and improve the efficiency in the relationship a business has with suppliers and other trading partners. Task Group Members were also aware that if businesses want to sell



directly through their websites they will need to have the infrastructure in place to showcase their products and services and to process orders electronically.

18. The online survey (see paragraph 12) went live on 5 March and ran for one month. The survey went to more than 400 York businesses but the response was disappointing so no worthwhile conclusions could be drawn from it. A summary of the initial findings of the survey was presented to a full meeting of the Economic and City Development Overview and Scrutiny Committee on 29 April 2014 and Members agreed the survey discontinued.
19. A Task Group meeting on 6 May 2014 considered that one way to reduce perceived barriers is to help promote superfast broadband (SFBB) in York. SFBB offers free business support to eligible businesses, from specialist business advisers, training workshops and skills master classes by expert trainers.
20. At a meeting with digital media experts from York Professionals, a representative from Superfast North Yorkshire and the CYC Digital Strategy and Programme Manager on 21 May 2014, Task Group Members were given a summary of the superfast broadband scheme and learnt that the 12-hour free training offer was only available to businesses whose work comprised at least 75% business to business. Recognising that retailers were therefore excluded from the programme, the Task Group agreed to consider other approaches.
21. There was a feeling among Task Group Members that the social media side of online business, such as Twitter and Facebook, was more valuable as it involves direct communication with potential customers.
22. The Task Group Chair noted that low cost internet aids such as MailChimp were available for businesses. (People use MailChimp to design and send email marketing campaigns and boost business sales. It allows businesses to gain an insight into subscribers, manage contacts, send promotional emails and track results. Businesses can personalise, automate and segment email marketing campaigns and monitor sales and website activity.)
23. However, the Task Group accepted that for some businesses developing an online presence will mean moving into a whole new world which in itself presented barriers, such as:

- Not knowing how to set up a Facebook page;
  - Not knowing what a digital marketing plan is:
  - A perception that there will be a massive cost to building an online presence.
24. As a consequence the Task Group agreed there is a need to show how easy it is to set up a Twitter or Facebook page.
  25. Information was also given about the Super Connected Cities scheme, which will make York among the best connected places in Europe. It aims to support economic growth and jobs by giving people the ability to access high-grade broadband and wireless connectivity, and to stimulate the market to go further and at a faster pace.
  26. The programme to extend free, good quality WiFi in the city centre will allow retailers to gather analytical information about their customer base and to target potential customers with special offers using Google Analytics. If, for example, someone has registered and is looking to buy some jewellery then a shop might get a pop-up alert. This allows the opportunity for small retailers to compete.
  27. The Task Group also received feedback on a “drop in” recently held in Richmond by North Yorkshire LEP. Task Group Members acknowledged it would be beneficial to stage a half-day event to explain the various elements of online business and e-commerce as a whole and not as a series of disconnected events. The Task Group agreed to hold a similar event in York with expert advice booths to explain such things as infrastructure, connectivity, the opportunities WiFi opens up, help and assistance with social media and marketing and tasked officers with organising an event.
  28. As a result officers suggested an event covering a whole range of business support including advice on access to finance, marketing, taking on employees, apprenticeships, training, legal matters and of course all the IT related themes such as e-commerce, web presence and social networking. The idea is to have a road show that can move around the various districts within the city.
  29. Such an event would cover the whole e-commerce journey from identifying needs, assessing infrastructure to exploiting the technology and it was felt that this could identify any perceived barriers to smaller

businesses developing their online presence.

30. At a meeting on 10 June 2014 the Task Group accepted the key objectives of the drop-ins should:
- Identify and overcome any barriers the business community may face to increasing online presence and e-commerce;
  - Improve the online presence for small and micro businesses and business engagement ;
  - Increase the support take-up on how businesses using online methods can increase profitability;
  - Increase the number of businesses using social media to promote their businesses and improve profitability;
  - Encourage professionals and businesses support providers to network;
  - Encourage businesses to work together for the community by trading locally;
  - Raise awareness of the help / business support available.
31. The Task Group agreed that there were three broad categories among businesses in relation to their involvement with the internet:
- i. Business people who either do not use computers or restrict their use to emails and Google. They are hard to reach because they do not stand out and this is where there is a need to raise awareness;
  - ii. Businesses that are aware of the possibilities but do not know how to move on. They do not use online marketing or social media because they do not see it as being a business opportunity;
  - iii. Those businesses with advanced skills and eligible for superfast broadband. High-speed broadband schemes are appropriate for businesses with a lot of data to transfer.
32. To further support Objectives i) and ii) the Task Group contacted the York Retail Forum and the Federation of Small Businesses offering to

visit one of their meetings to explain the aim of the review and how businesses could develop their online opportunities. This would then provide the Task Group with feedback on what support forum and federation members would suggest to help improve their online presence and identify any possible barriers they may face.

### **Federation of Small Businesses**

33. On June 16 2014 the Task Group Chair and Scrutiny Officer attended a meeting of the York branch of the Federation of Small Businesses where the Chair explained to federation members the aim of the review and its objectives – to help businesses make the most of online opportunities.
34. It was important for the Task Group to understand people's needs and what they considered to be perceived barriers and to help this understanding feedback from federation members was invited.
35. Initial feedback at the meeting included a sense of embarrassment that people were going to get things wrong and that there were perceived financial barriers. Federation members also asked if it was possible to give greater publicity as to the location of WiFi hot spots within the city.
36. After the Task Group Chair's presentation he had further contact with two federation members who run Blue Box Support, a company which offers website design and maintenance and e-commerce solutions. The Chair and Scrutiny Officer agreed to meet the two on 3 July to gather further evidence to support Objectives ii) and iii).
37. The pair set up Blue Box Support in 2012, after they were both made redundant, because they had seen an opportunity to offer ICT services and website design for small and medium enterprises. Their experience had been that many small businesses lacked understanding of ICT and were embarrassed about this. Some users had bought expensive systems unnecessarily because they had been persuaded that they needed them to be successful; others struggled to cope or felt they were paying their provider too much for work that could possibly have been dealt with by their own personnel.
38. After the Scrutiny presentation at the FSB meeting, the pair had themselves run a combined presentation of their services/surgery for internet users and they had been told of numerous such problems that had been experienced by small business owners/managers who were at the meeting.

39. The Blue Box experience has been that many small to medium retail businesses do not seem to know enough about IT. While they often realise that they are competing in a global market and are aware that they need an online retail presence, they do not know how to set up a website shop. They want to have a website but then find themselves worrying worry about how to update the site.
40. At the end of 2013, Blue Box created a website called North Yorkshire Business Directory <http://nybd.net/index.php> which provides an online database of businesses and their goods and services. Every client who advertises with NYBD gets a whole page on the website with unlimited text, images and video for a flat fee. Blue Box also includes Google Analytics so that the service provider can trace who is looking at which adverts.
41. As well as the directory there is scope for tweets; an idea that could be realised relatively cheaply is to utilise the YouTube channel to air short, punchy step-by-step online videos on setting up businesses and business support. These could be updated as and when there are changes to things such as tax laws, for example.
42. One possibility of this product is that it could be used to offer a 'cheap and cheerful' way for start-up and growing businesses to access a peer network of local businesses, to get their web presence known locally and to gain informal access to a range of internet provider and business support services offered by small local companies, thus contributing to the city's economy.
43. It seems feasible that a similar network could be facilitated by City of York Council under an arrangement in which the whole site is managed by a reputable web host outside CYC infrastructure. Some arrangement could possibly be concluded with a local supplier such as Blue Box to 're-badge' an existing product and provide such a service through York Means Business. This would remove the need for any development effort to be provided by the Council and, by re-badging an existing product, would minimise development overheads and lead time.

### **Pop-up Business Cafes**

44. As a result of the Task Group's earlier decision around "drop in" advice sessions (paragraph 27 to 29) a series of Pop-Up Business Cafes in the city were arranged by the Economic Development Unit in conjunction

with Business Inspired Growth – a York, North Yorkshire and East Riding Local Enterprise Partnership initiative to help businesses start up, grow and become more competitive - the first at Your Bike Shed in Micklegate and the second at the Exhibition Hotel in Bootham.

45. At each business cafe free business advice was given on a range of topics including social media, digital marketing, websites, technology for businesses, digital skills and staff training and broadband vouchers.
46. As the purpose of the drop-in sessions was to identify gaps in support; any barriers the business community may face in increasing online working; how a business can increase its profitability using online methods as well as funding opportunities, questions were logged by the various experts.
47. The questions logged and the advice offered included:

Question	Recommended Next Steps
What's the best social media for me? (3)	Research Twitter, use # Facebook, Instagram, Pinterest and secure accounts. Consider online learning, research groups and conversations relevant to your expertise and LinkedIn Corporate.
How do we develop a brand? (4)	Research design agencies, consider a logo from the outset
How much does a website cost? (5)	Research web agencies, ask the annual costs, what you own and functionality
How to I diversify the website? (3)	Consider design and your audience
How do I market my website?	Consider a marketing plan, press releases, event attendance and LinkedIn
How do I use Facebook better? (2)	See it as a news feed for your website. Concentrate on Twitter and LinkedIn
How do I push people from one place to another?	Use the website as core and use Facebook as a news feed

How do I launch my business online? (4)	Use the Press and media and ensure that website/social media is fit for purpose
How do I optimise my website? (2)	Look at content and appraise. Add share functions, research key words and take part in a SFNY Master class
Do I need to update my site myself?	There are lots of options , so consider if you need it or if it's just a 'nice to'
How do I promote my business online? (4)	Assess your demographic and what your call to action is
How do I split my website up? (3)	Make sure that the site is clear, pushing people to the right section
How do I target young people?	Responsive version, social media and use analytics
How do I use Twitter/LinkedIn?	Use Google analytics
How often should we Tweet?	At least once a week, but use analytics/feedback
Should I have a site yet? (2)	Utilise a blog and social media
When is WI-FI available in Bishy Road?	Gave details of SFNY and a super connected voucher
How can I maximise my internet connection to grow my business?	Use online marketing, learn to use social media and understand how your website should be marketed
How can I take payments for my business? (2)	Speak to your bank and payment websites. Set up ecommerce on your website
What help can I get with marketing my start up business?	Look at SFNY Master class on social media and website development
How do I get my 12 hours of SFNY support?	Referred to SFNY Customer Services and suggested SFNY Master class

How do I get more followers on Facebook without paying?	Include a video in Facebook marketing
How do I make my brand less dependent on one single supplier?	Integrate a blog into WP website

48. In addition to the technology for business advice there was also information given on start-up loans, expansion funding, card payment facilities and business grants.

### **Funding Opportunities**

49. To further identify IT funding opportunities for business in York (to support objective v), Task Group members were made aware, via GRANTfinder, [www.grantfinder.co.uk](http://www.grantfinder.co.uk) of funding available to support the development of IT skills in businesses in England.

50. The Tech Partnership Training Fund provides funding for employers to invest in IT training for their staff, with the aim of stimulating increased investment in training which supports business growth and competitiveness.

51. Funding is available for the following key purposes:

- Enhanced Apprenticeships: to support additional training for IT apprentices over and above their standard programme.
- Short courses: to support training in strategically important skills such as cyber security, big data, mobile, cloud and e-commerce.

52. Funding to cover up to 50% of eligible training costs is available, up to a maximum of either £1,000 per learner for enhanced apprenticeships or £500 per learner for short courses.

53. Enhanced Apprenticeships - for employers who want to enhance apprenticeship programmes with additional training. This could include:

- Training for industry certifications.
- Additional technical training, such as:



- Cyber security.
- Additional software languages.
- New operating systems.
- Infrastructure.
- Intermediate or higher units from ITIL.

54. Short Courses – for employers who wish to invest more in:

- Cyber security.
- Big data - data management, data analytics, data science, business intelligence.
- Mobile.
- Cloud.
- E-commerce.
- Other technical skills of strategic importance to the business.

55. The Task Group later learnt that in early February 2015 the Leeds City Region Enterprise Partnership has secured funding of £17.5 million from the Government's Employer Ownership of Skills Pilot. The funding will be awarded to small and medium-sized businesses in the Leeds City Region to invest in the skills of their workforces, enabling them to develop and grow their business.

56. The programme has been developed to help small businesses source the skills solutions that they really need. It will provide training, skills assessments, impartial specialist advice and help small businesses to take on apprentices. The programme aims to address skills shortages in key sectors in the Leeds City Region that offer the greatest opportunities for economic and employment growth, such as manufacturing, construction, digital, hospitality and medical technology. Grants and support of £500 to £50,000 will be available to businesses in the region.

57. The partnership will establish this new skills service to finance employers' skills requirements and ensure SMEs are fully equipped with the resources needed to develop a skilled workforce. Businesses will have support to source the most appropriate training and providers to suit their skills needs and help identify what funding opportunities are available to support business investment.

## Case Study

58. The Task Group met again in early November to consider the evidence gathered to date. Members were disappointed to note that despite numerous efforts through the online survey, meetings with professional organisations and the pop-up business cafes there was no hard evidence to highlight what support business people actually wanted. They considered the problem to be how to get the snowball rolling while they accepted that the problem with social media is that there are no right or wrong answers.
59. There was a suggestion that the topic should be taken over by a business growth hub but the Task Group agreed to consider a case study as a way of stimulating interest.
60. The Task Group discussed the Bishopthorpe Road Traders' Association which represents 74 businesses located in or around Bishopthorpe Road (Bishy Road) in York. Their aim is to promote these businesses and to contribute to the community. The traders have organised themselves as a collective <http://www.bishyroad.net> and they have a social media coordinator to increase "Bishy Road's" social media presence.
61. On 28 January 2015 the Task Group Chair and the Scrutiny Officer met the Chair of Bishopthorpe Road Traders' Association. About 90% of the businesses in Bishopthorpe Road are independent and prior to 2010 there was little interaction between them. In 2010 a Towards Carfree Cities conference was held in York and traders in Bishopthorpe Road were approached to stage a street party as part of the event. The community celebration brought traders together and the association chair described it as a Eureka moment out of which the association was formed.
62. Within a few weeks the association had agreed a constitution and launched its website. It costs traders £30 a year to be on the website and they use Pick and Mix Marketing Solutions to co-ordinate social media activities. Among other things, Pick and Mix does 10 posts a week on both Twitter and Facebook featuring association members so all the businesses get additional online exposure every couple of months. The association's Twitter page has more than 1,500 followers. This allows free marketing and gives the area a presence. Association members are all on an email list and there has been training in the use of Twitter and Facebook. Bishy Road produces a newspaper "The Bishy Times" four times a year and this is available both online and in paper form. The

association last year used online Crowdfunding to raise £4,500 to finance Christmas lights in the area.

63. The association acknowledged that feedback from both Twitter and Facebook proved the effectiveness of social media as a form of marketing. Often customer comments on social media helped market the area on behalf of the association.
64. York-based Pick and Mix Marketing Solutions specialises in social media and digital marketing <http://www.pickandmixms.co.uk/>.
65. At a Task Group meeting on 5 February 2015 Members agreed that there would be value in trying to extend the Bishopthorpe Road model to other area in the city. By working as a group the traders were able to involve people who were not online savvy in social media. There was little corporate desire to move on from emails and social media as the main tool for promoting the area although traders who saw an online potential to develop their business did go further.
66. The Task Group acknowledged that the Bishy Road traders' association was formed when businesses in the area were invited to take part in a street party and believe such street-closure events could be used as a catalyst for similar associations to be developed in other areas of the city. These could "piggy back" on street closures for events such as the Tour de Yorkshire in early May 2015 or European Mobility Week from 16-22 September 2015 and Car Free Day on 22 September [www.mobilityweek.eu](http://www.mobilityweek.eu). European Mobility Week is an annual event.
67. City of York Council does not charge for street parties if they are for a community event, although a charge may be enforced if the closure is put in place for a company's own financial gain.
68. The Task Group noted there were specific street party sites such as Streets Alive <http://www.streetsalive.org.uk/> which aims to help build communities from the street up, Playing Out <http://playingout.net/> and Living Streets <http://www.livingstreets.org.uk/node/106/street-parties> and CYC prepared its own request form and guide for residents wanting to hold a street party to celebrate the Tour de France (Annex B).
69. The corporate model adopted by the Bishy Road traders' association was indentified by the Task Group as a way to develop the online involvement of businesses as it offered a relatively easy way to help businesses and business growth, particularly among those businesses

that were wary of using the internet beyond emails and Google.

70. Information was also provided about other networking groups, such as Meetup York <http://www.meetup.com/cities/gb/i7/york/> Winning Women, a site for entrepreneurial women <http://globalwinningwomen.com/> and She Loves York, <http://www.shelovesyork.co.uk/> a lifestyle club for women with access to offers and discounts in the city. The Task Group acknowledged it would be useful to have a list of networking groups on the York Means Business website.

## **Conclusions**

71. Online activities play an increasingly important role in modern day business and many businesses have been keen to embrace the concept.
72. Social media can play a big part in marketing whether this is for an individual business or an area as in the case of Bishopthorpe Road (paragraph 60). Indeed, it has gone a long way to strengthening the Bishy Road brand.
73. Online business opens the market to customers nationally and internationally and enables smaller companies to compete with larger companies. However, businesses once competing with shops in the next street or the next town now find themselves competing on a global scale.
74. Many businesses nationally and internationally have become extremely profitable through online sales, Amazon for example. Small businesses and even individuals can also market their products or services worldwide by using e-commerce.
75. A significant challenge was that people do not fully understand how the internet can be used in their businesses, paragraphs 37 & 39. There is some reluctance to admit to not being technically minded and people are unsure about what skill level they need.
76. A common perception encountered in the review was that business owners often “did not know what it was they did not know” in respect of e-commerce and this, along with the disappointing response to the online survey and the lack of hard evidence from the pop-up cafes, made it difficult to identify meaningful outcome targets.
77. While York has an advantage with its digital infrastructure, paragraphs 25 & 26, there is a need to break down into an easy guide the various

offers available. This could be as simple as learning how to tweet or set up a Facebook page.

78. There are advantages in businesses collaborating to establish a joint online database of goods and services provided and these can be achieved at a relatively low cost, paragraphs 40, 41 and 62.
79. The use of the internet, emails and social media has helped organisations such as the Bishopthorpe Road Traders' Association, paragraphs 58-60, improve their community and promote the area as a vibrant place to live and work. The traders communicate via their email list and they have been able to advertise the Bishy Road brand as opposed to advertising individual business.
80. The close co-operation of the traders has led to numerous accolades for Bishopthorpe Road. At the launch of the Tour de France Grand Depart Bishy Road was named Yorkshire's Best Dressed Urban Street and the J'Adore Bishy Road theme culminated in a street party which attracted between 15,000 and 20,000 visitors. In October 2014 Bishy Road was awarded a York Community Pride Award for Service with a Smile 2014. This is normally given to a single business but was awarded to the whole street for its compassionate level of service. And in November 2014 Bishy Road was named in the top three Local Shopping Parades in Britain as judged by the Great British High Streets competition. The Bishopthorpe Road Traders' Association Chair said at the time: "The interaction of the local community through social media to our short listing was second to none and extraordinary. There were literally hundreds of Tweets, Facebook messages and photographs that were sent in to support Bishy Road."
81. Facilitating road closures for street parties to act as a catalyst for traders to work together and ultimately form an association is a viable option. However, there may be a lengthy lead-in time for street closures to enable diversions to be arranged and discussions with transport operators such as bus companies. Street closures also need to be coordinated with road works associated with public utilities (gas, water, electricity companies) and highways maintenance which are often agreed a year in advance.
82. The city would benefit from a list of networking sites which could benefit business to be included on the York Means Business website.

83. Business people who need to travel during the course of their work would also benefit from the clear signposting of WiFi hot spots in the city.
84. While the pop-up cafes (paragraphs 44 to 48) did not provide as much hard evidence of the online needs of businesses as might have been expected they were an overall success in providing advice and information for small businesses.

### **Analysis**

85. Traditional commerce and e-commerce are both concerned with the buying and selling of goods and services. While traditional commerce usually involves interaction between a customer and a salesperson in a place of business, e-commerce is usually done online and is impersonal.
86. The potential of e-commerce to remove the effects of geographic location from selling products and services presents both an opportunity and a threat to York-based businesses.
87. The advantages of selling goods online are that they open the market to customers nationally and internationally; smaller companies can compete more equally with larger companies; a reduction in staffing and / or store premises thereby reducing costs and the option of 24-hour shopping at minimum additional costs.
88. Businesses which are keen to develop e-commerce and increase their online presence often engage outside help to support the transition to e-commerce or expanding e-commerce provision (paragraphs 37 & 62). This help is usually provided by specialist digital agencies which provide consultancy services to build online systems and other agencies who provide advice and other support to business owners.
89. The disadvantages are fiercer competition in that businesses once competing with nearby concerns find themselves competing on a global scale; this increased competition may force local companies to reduce their workforce; the move to e-commerce will require a certain amount of investment and if stores are closed in order to save money customers who prefer to shop on the high street may not be comfortable buying online so may go elsewhere.
90. While many businesses recognise the benefits that might be gained from the use of IT in their business they may not be aware of how e-commerce might be relevant to their business operations or the steps

that are required to make that happen.

91. The co-operation of traders via the internet can pay dividends for both individual businesses and communities, as highlighted by the Bishopthorpe Road Traders' Association. Formed in 2010 one of the first things the association did was set up a website and the 74 members are now involved in social media to successfully promote both their individual businesses and the Bishy Road brand.
92. The Task Group realises that community events such as street parties could act as a catalyst for greater collaboration between traders in a particular area and could lay the foundations for the establishment of traders' associations.

### **Report Recommendations**

93. After considering all the evidence above, the Task Group recommends that City of York Council should put in place a plan with timescales to:
  - i. Ask Cabinet to include in the Service Level Agreement for Make It York:
    - a) Use the success of the Bishopthorpe Road Traders' Association to encourage other neighbourhood trader groups to collaborate on social media projects to increase business and profitability;
    - b) Liaise with volunteer ambassadors to encourage local traders' groups to engage in joint efforts and form local associations;
    - c) Use social media to spread news about deals, events and skills sharing e.g. digital newsletters and blogs;
    - d) Link to a range of networking Facebook and Meet Up groups with short descriptions of their purpose on its York Means Business website;
    - e) Support continued business advice events along with the Local Enterprise Partnership and feature pop-up events on social media and the Council's residents' newsletters such as Your Voice;

- a) Provide wider training in social media and online skills where appropriate in bids for financial support to the relevant LEPs.
- ii. Encourage Make it York to review and add to its business emails database particularly for small traders and to email regular information to businesses on online skills training opportunities.
- iii. Encourage Make it York to include online and digital skills training as part of its marketing to local businesses so as to develop a “York Online” brand approach to help local businesses make better use of online marketing and communications.
- iv. Ask the Interim Director of City and Environmental Services to:
  - a) Facilitate road closures and street events to stimulate other collaborative groupings between traders and other organisations in a locality;
  - b) Pre-publicise to traders, residents’ groups, residents’ forums and Councillors through Council channels forthcoming road closures for city/regional events (e.g. European Mobility Week, 16-22 September 2015 [www.mobilityweek.eu](http://www.mobilityweek.eu) ) and encourage local traders or voluntary groups to combine and communicate to each other around such events.
- v. Ask the Director of Communities and Neighbourhoods to facilitate circulating by email guides on running street parties to support such events to local trader and residents’ groups and list the guides on a Council website on a page about economic development through street events along with suitable case studies (eg <http://www.bishyroad.net> );
- vi. Ask the Director of Customer and Business Support Services to:
  - a) Ensure WiFi availability in the city centre is publicised and clearly signposted;
- vii. Examine the possibility (with Make It York where necessary) of engaging occupants of the proposed Guildhall Digital Hub to promote training in social media and online skills in communities across the city. Any group eventually formed to address this should include community outreach and respond to the



recommendations arising from the recent scrutiny review on Disabled Access.

### **Council Plan**

94. This review is linked to the create jobs and grow the economy element of the Council Plan 2011-15.

### **Implications**

95. With regard to Recommendation i), should it be endorsed, then Cabinet will need to consider this in light of the changing architecture between the Economic Development Unit and Make It York.
96. With regard to Recommendation vi) a) there are proposals for changes to the waymarking in the city centre including the option for digital display boards. The promotion of WiFi could be linked to those proposals although finding a way to do this without increasing street clutter in the city centre might not be easy.
97. There are no legal implications and no other implications have been identified.

### **Risks Management**

98. No risks have been identified in relation to the recommendations in this Final Report.

### **Contact Details**

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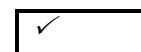
**Report  
Approved**



**Date** 2/3/2015

**Wards Affected:**

**All**



**For further information please contact the author of the report**

**Annexes: Online only**

**Annex A** – Online survey

**Annex B** – Street closure request form and guide

**Abbreviations**

FSB – Federation of Small Businesses

IT – Information Technology

ICT – Information and Communications Technology

LEP – Local Enterprise Partnership

SCY – Science City York

SEO – Search Engine Optimisation

SFBB – Superfast Broadband

SME – Small and Medium Enterprises

VOIP – Voice Over Internet Protocols



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**Executive****25 June 2015**

Report of the Learning &amp; Culture Overview &amp; Scrutiny Committee

**Narrowing the Gap Scrutiny Review Final Report - Cover Report****Introduction**

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

**Recommendations**

2. Having considered the final report and its annexes, the Executive is recommended to approve the recommendations shown in paragraph 5 below.

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

**Background to Review**

3. In July 2014, the Committee received a feasibility report on a proposed scrutiny topic on 'Narrowing the Gap' in York. The Assistant Director of Education & Skills informed Members that by the age of 19, the gap in attainment between disadvantaged young people (as defined by them being in receipt of Free School Meals at age 15) and their peers in York were amongst the widest anywhere in the country. She felt a review would help to own this as a collective issue to help improve national performance indicators and narrow the gaps in attainment.
4. The Committee agreed to proceed with the review and set up a task group made up of the following members to carry out the review on their behalf:
  - Cllr Fiona Fitzpatrick
  - Cllr Sian Wiseman
  - Cllr Jenny Brooks
  - Andrew Pennington (Co-opted Member)

## **Review Recommendations**

5. In February 2015, the Learning & Culture Overview & Scrutiny Committee considered the Task Group's review findings as presented in the final report at Appendix 1 and endorsed their draft recommendations listed below:
  - i) A virtual network for schools to be set up, to share best practice and feedback on the impact of the strategies used, encourage and assist in school to school support, and cluster working.
  - ii) A holistic approach to using pupil premium money should be encouraged, including school readiness projects in pre-school settings
  - iii) To continue to develop multi-agency working to assist with the narrowing the gap agenda.
  - iv) Schools to continue to build strong partnership working between home and school.
  - v) Continued encouragement and support to be given to parents of all FSM KS1 pupils, to ensure schools receive full entitlement to pupil premium funding.
  - vi) For the Local Authority to work with schools to publicise the importance of eligible families registering for pupil premium in KS1.
  - vii) That the recommendations above be used to form the basis of a citywide strategy.

## **Council Plan 2011-15**

6. The review of this scrutiny topic supports the Council's priority to protect vulnerable people.

## **Options**

7. Having considered the final report at Appendix 1 and its associated annexes, Executive may choose to amend and/or approve, or reject the recommendations arising from the review as set out in paragraph 5 above.

## Implications & Risk Management

8. The implications and risks associated with the recommendations above are detailed in paragraphs 52-54 of the review final report at Appendix 1.

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**Chief Officer Responsible for the report:**

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**Report Approved**

**Date**

25 February 2015

**Wards Affected:**

**All**

For further information please contact the author of the report

**Background Papers:** None

**Annexes:**

**Appendix 1** – Narrowing the Gap Scrutiny Review Final Report

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**Learning & Culture Overview & Scrutiny Committee      24 February 2015**

Report of the Narrowing the Gap Scrutiny Task Group

**Narrowing the Gap Scrutiny Review – Final Report****Summary**

1. This report presents the findings from the recently completed Narrowing the Gap scrutiny review.

**Background to Review**

2. In July 2014, the Committee received a feasibility report on a proposed scrutiny topic on 'Narrowing the Gap' in York. The Assistant Director of Education & Skills informed Members that by the age of 19, the gap in attainment between disadvantaged young people (as defined by them being in receipt of Free School Meals at age 15) and their peers in York were amongst the widest anywhere in the country. She felt a review would help to own this as a collective issue to help improve national performance indicators and narrow the gaps in attainment.

**Background to Pupil Premium**

3. Pupil Premium is a government initiative designed to target resources on those pupils deemed to be from a disadvantaged background. Specifically the pupil premium money is provided for those pupils who have been on free school meals (FSM) as any point over the past 6 years or those pupils who have been looked after continuously for at least 6 months. For the year 2014/2015 the pupil premium had a value of £935 per eligible pupil in secondary education and £1300 per eligible pupil in primary education. The government have not dictated how the pupil premium money should be spent, but what is clear is that the money should be used to promote strategies which narrow the gap in attainment between the highest and lowest achieving pupils.
4. Ofsted Guidance for schools:

*'Never confuse eligibility for the Pupil Premium with low ability, focus on supporting disadvantaged pupils to achieve the highest levels. Thoroughly analyse which pupils are underachieving, particularly in English and mathematics, and why. Draw on research evidence (such as the Sutton Trust toolkit<sup>4</sup>) and evidence from their own and others' experience to allocate the funding to the activities that are most likely to have an impact on improving achievement. Understand the importance of ensuring that all day-to-day teaching meets the needs of each learner, rather than relying on interventions to compensate for teaching that is less than good. Allocate the best teachers to teach intervention groups to improve mathematics and English, or employ new teachers who have a good track record in raising attainment in those subjects. Use achievement data frequently to check whether interventions or techniques are working and make adjustments accordingly, rather than just using the data retrospectively to see if something had worked. Make sure that support staff, particularly teaching assistants, are highly trained and understand their role in helping pupils to achieve. Systematically focus on giving pupils clear, useful feedback about their work, and ways that they could improve it. Ensure that a designated senior leader has a clear overview of how the funding is being allocated and the difference it is making to the outcomes for pupils. Ensure that class and subject teachers know which pupils are eligible for the Pupil Premium so that they can take responsibility for accelerating their progress.'*

5. Government policy changes to Key Stage 4 performance tables made in September 2013 mean that only a pupil's first entry for any qualification now counts in a school's published data. Therefore making direct comparisons in absolute attainment with previous years can be difficult and misleading. However, the gap between the attainment of pupil premium students and non-pupil premium students is still a valid one.
6. Narrowing the Gap: The York Context  
In York as is the case nationally there is a strong link between poverty and underachievement. Nationally this has led to increased scrutiny of the outcomes of disadvantaged children through the introduction of the pupil premium.
7. In 2013, there were 172 Y6 pupils in receipt of free school meals in York, spread across 41 of the 51 primary schools in the city. Some schools had higher numbers of these pupils e.g. Clifton Green (14 in 2013) and Hob Moor (10), but most York schools had much lower numbers. In 2013, 12 schools had only 1 such pupil, and a further nine only 2 or 3. This wide distribution presents a barrier to schools seeing the issue as a



'group' issue rather than the difficulties experienced by a particular pupil. There is a similar spread across other year groups in the primary sector.

8. In York at the end of Primary and Secondary schooling there are about 300 children eligible for the pupil premium. The distribution of the pupil premium cohort varies across the city and this has created pockets of disadvantage.
9. In an effort to close the attainment gap between that cohort and their peers, a project was undertaken to develop a more sophisticated understanding of the cohort through sharing and interrogating school performance and social care data to gain an understanding of the potential barriers to progress for individual pupils. This resulted in an accurate profile of the York 300 cohort in the current Year 5 – see Annex A.
10. In November 2014 the Committee considered the 2014 school outcome data and the profile data on the York 300 cohort which compared their performance against that of their peers. The outcome data showed that progress in narrowing the gap had been made in some key stages, but was not consistent across all key stages. Gaps had narrowed in Early Years Foundation Stage and in Key Stage 2, but had widened in Key Stage 1 and Key Stage 4.
11. For the profile analysis York schools had been divided into geographical and attainment cluster groups, to provide schools with information on how to improve their intervention work. Whilst the results varied from school to school, it appeared those with a smaller number of disadvantaged pupils were struggling to close the gaps, possibly due to funding issues. It also suggested that the current work to narrow the gap was inconsistent and gaps may be narrowing due to fluctuations in the contextual profile of cohorts rather than the impact of the actions taken.
12. Members questioned why some York schools and school clusters had narrower gaps and what could be learnt from their practice, and how those schools with small numbers of pupils eligible for the pupil premium might use that premium more effectively to narrow the gap. They also agreed it would be useful to look at good practice by other Local Authorities achieving narrower gaps, including early years.
13. With this in mind, the Committee chose to proceed with the review and agreed the following review remit:

### Aim

To identify and disseminate best practice guidance on narrowing the gap to York Schools.

### Objectives

- i. To examine:
    - a) Good practice from other Local Authorities achieving narrower gaps, including early years.
    - b) The actions taken by identified schools in York whose outturn data shows an established trend of narrowing the gap
    - c) The use of the pupil premium to narrow gaps in attainment and progress in those York schools which are consistently narrowing the gap
  - ii. To draft some guidance proposals for dissemination through York Schools
14. The Committee set up a Task Group to carry out the review on their behalf and agreed the review was to be completed in time for the review draft final report to be presented at the next formal committee meeting in January 2015.

### **Consultation**

15. A number of the Task Group members attended a 'Narrowing the Gap' conference on 9 December 2014. Led by Sir John Dunsford, the conference brought together school representatives and partners to share information and examples of best practice, and focussed on what schools needed to do to further improve their efforts and use of the pupil premium.
16. As part of the review, the Task Group also visited a number of York Schools – see paragraphs 36 – 39 and 42.

### **Information Gathered**

17. Objective (i/a) - Good practice from other Local Authorities achieving narrower gaps  
**Best Start Lancashire** is a school based initiative delivered through children's centres to provide additional early support for children eligible for Free School Meals (FSM) and their families between the ages of 4

and 7 (Reception, Year 1 and Year 2). The resource (£5 million) to enable this innovative programme was implemented in 2011/14 and was targeted at children eligible for FSM.

18. In 2011/12, there were 6869 eligible pupils in the target year groups in Lancashire primary schools, and in 2012/13 there are 7,363 eligible pupils. Children's centres have been allocated £250 per FSM pupil as an additional resource to provide an increased early support offer for schools in their reach area.
19. Key intended outcomes for pupils eligible for Free School Meals were:
  - Improved levels of attendance at school
  - Improved attainment in speaking and listening and reading skills at the end of the Early Years Foundation Stage
  - Improved levels of reading at the end of Key Stage 1
  - A reduction in referrals to children's social care that require no further action
20. Impact data for 2013 shows a rise in GLD<sup>1</sup>, increases in the number of Y1 pupils passing the phonic screening check and children attaining 2C in reading at the end of KS1. Also attendance has improved.
21. The **RADY Project** in Wirral is based around KS3 target setting in secondary schools i.e. the children involved are the Year 7 and Year 8 cohorts (those children who would complete KS4 in 2016 and 2017). A total of 1287 pupils are currently involved.
22. The vast majority of schools set targets that are, to a greater or lesser extent, based on prior attainment. This includes targets that reference FFT<sup>2</sup> estimates and targets based on all pupils making three levels progress in English and maths. The net result of this is that there is a built-in gap in the targets - the targets for FSM children are systematically lower than those of non-FSM children. This is because FSM children on average leave KS2 with lower results than non-FSM children.

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<sup>1</sup> GLD = Good Level of Development (the benchmark for Early Years Foundation Stage, children at the end of the reception year in school)

<sup>2</sup> FFT estimates = Fischer Family Trust estimates – schools use this to set targets for their pupils.

23. As part of the project, the schools made a commitment to set equality targets and ensure they focus intervention swiftly on those pupils falling behind the inspirational target. Once the targets are set, it is probable that FSM children will feature more prominently in the underachieving group than they would otherwise have been. Therefore any intervention targeted at underachieving pupils will naturally make its way to disadvantaged children more often than in previous years. This is a key principle behind the RADY methodology. RADY does not provide intervention—its aim is to provide precision information on which pupils are most in need of extra support at the time it is likely to have the greatest impact.
24. The **Progress Centre at Stantonbury Campus School** in Milton Keynes provides a range of programmes developed in response to the particular needs of Pupil Premium students. Launched fully in September 2013, the programmes fall in to two categories – Academic Intervention and Support Intervention. The Progress Centre team consists of a Manager and three outreach workers each focussing on a different area for improvement – achievement, attainment and family support. The Progress Centre also co-ordinates opportunities for inspirational and enrichment activities and trips, as well as offering financial support to those pupils who require it in order to participate in other school activities.
25. Since its soft launch in April 2013, more than 600 pupils have engaged with The Progress Centre’s services or programmes. From April – July 2013, 27 Year 11 pupils were provided access to six hours of academic tutoring in either English or maths. From this cohort, 60% achieved three or more levels of progress from their GCSE results.
26. In the last two years, attainment by pupils eligible for Free School Meals (FSM) has risen by 22%, with 36% of pupils achieving five A\* – Cs in English and maths. In the same period, the gap between FSM and non-FSM pupils has narrowed to 19%; a 9% improvement.
27. Pupil Premium 2014 Awards  
The Task Group received information on the Pupil Premium 2014 award winners, with detailed case studies from 4 winners – two primary schools and two secondary schools (one of each were national winners and the other two were regional winners) – see Annex B.

28. Pupil Premium Conference

The conference in early December 2014 was well attended by representatives of York schools. Those attending were encouraged to share their strategies for raising the attainment of pupil premium eligible students, and detailed a number of measures that they felt were helping to make a difference e.g. improving attendance, using data to frequently track the impact of actions on improving progress, reducing class sizes, alternative teaching methods, raising aspirations of pupils, parents and teachers/staff, engaging parents and raising their expectations.

## 29. Attendees were talked through a step by step strategic planning process:

- ✓ • Identify barriers to learning for PP pupils
- ✓ • Decide your desired outcomes
- ✓ • Identify success criteria for each outcome
- ✓ • Choose your PP strategies
- ✓ • Implement strategies with in-depth training
- ✓ • Evaluate strategies regularly
- ✓ • Tell the story – create an audit trail

## 30. Attention was also drawn to a teaching and learning toolkit provided by the Education Endowment Foundation which offers an accessible summary of educational research, providing guidance for teachers and schools on how to use their resources to improve the attainment of disadvantaged pupils. The Toolkit currently covers 34 topics, each summarised in terms of their average impact on attainment, the strength of the evidence supporting them and their cost – see:

<http://educationendowmentfoundation.org.uk/toolkit/>

31. The effect of poor teaching on student progress was also identified, suggesting that spending pupil premium on quality teaching was key. Finally, the conference highlighted the good work being undertaken by two York schools – **Milthorpe & Westfield**, whose case studies presented two different approaches. Milthorpe focuses on the need to fully evaluate data before, during and after setting measurable targets, and Westfield bases its approach of addressing all the needs of a PP pupil and supporting their family to ensure the best possible outcomes.32. At the conference reference was also made to the excellent work being undertaken at **Roundhay School** in Leeds. During the schools most recent OFSTED inspection, it was observed that *“Roundhay School is all about its students. Staff ensure that each one, regardless of background or ability, is given every opportunity to shine”* (Ofsted, Nov 2013). This comment captured the philosophy adopted at Roundhay School and is

the reason why over the last 4 years, gaps in achievement are, on the whole, narrowing.

33. As a result of their success Roundhay School was invited, by the National College for Teaching and Leadership, to become a **Pupil Premium Review centre** so that their good practice can be shared with other schools. Further information can be found at:  
<http://www.education.gov.uk/nationalcollege/pupilpremiumreviews>
34. In late January 2015 a member of the Task Group (Cllr Fitzpatrick) visited the school to learn more about their good practice – see Annex C.
35. Objective (i/b) - York schools whose outturn data shows an established trend of narrowing the gap  
The Task Group considered the initiatives/strategies being undertaken by two York schools (Woodthorpe and New Earswick) whose outturn data shows an established trend of narrowing the gap, – see Annexes D & E –see page 7 onwards of the Woodthorpe report and the table on page 1 of the New Earswick report. Similar information on other York Schools can be viewed via each school’s website.
36. The Task Group also visited a number of York schools in order to gauge the uptake of the best practice approach presented at the Pupil Premium Conference, and to gather information on the initiatives schools are implementing, how they are using their pupil premium, the specific barriers they are facing, and who is leading on narrowing the gap.
37. Taking account of the information in Annex F which details the outcomes of KS1, KS2 and KS4 pupils in schools across the city, the Task Group chose to visit the following schools:
- Archbishop Holgate’s School
  - Badger Hill Primary School
  - Carr Infant School
  - Clifton & Rawcliffe Primary School
  - Fulford School
  - Our Lady Queen of Martyrs School
38. For illustration purposes, the information in Annex F is separated to show schools with more than 5 FSM pupils in a cohort, and in the case of KS1, those schools with fewer than 5 FSM pupils in a cohort as well. It also identifies those schools who attended the conference, together with their feedback on the conference.

39. To aid them in their visits, the Task Group agreed a number of opening questions:
- How long have you been the designated PP lead?
  - How much time are you able to allocate to this role and how do you use this time?
  - What has the impact of your role been on narrowing the gap?
  - Which strategies have worked best in your school?
  - What hasn't worked so well?
  - How frequently do you evaluate strategies?
  - Which, if any, of the Education Endowment Fund toolkit strategies have you utilised effectively?
  - Over the last three years, have you changed your approach as a school?
  - What has informed your decision making?
  - How has the demographic changed in terms of numbers of pupil premium eligibility?
  - Pupil Premium Conference – what did your school take away from this day if you attended?
  - If your school did not attend, have you accessed the materials from this day?

### **Analysis**

40. Having considered all of the best practice information from elsewhere (as detailed in paragraphs 17 - 27 above and in Annexes B & C) the Task Group were pleased to note that schools in York are utilising similar methods to support their pupil premium students to narrow the gap and achieve favourable outcomes.
41. They were also pleased to see the commitment to this work as evidenced by those York schools who attended the Pupil Premium Conference in December 2014. They also noted the different approaches taken by the York schools used as case studies at the Conference.
42. Furthermore, the Task Group were pleased to note how keen schools were to be involved in the scrutiny review and they were made very welcome on their school visits. Each school attended evidenced their approach to identifying appropriate strategies to help narrow the gap for individual children i.e. bespoke interventions. They were frank in their discussions about what had not worked so well and what the barriers

were. They also provided detailed information on how pupil premium was managed in their school.

### **Review Conclusions**

43. Building on the good practice already established by York schools working together, the Task Group recognised that school to school support will be key in the future as Local Authority resources further reduce.
44. The Task Group agreed that the use of pastoral support workers (non teaching staff) to engage in home school liaison and in-school support was particularly effective.
45. Furthermore, evidence showed that where a multi-agency approach had been taken, pastoral interventions to narrow the gap had been more successful, as it helped to identify the wider needs of the family. The Task Group agreed this needs to be further developed in York to ensure best practice in multi-agency working across all schools.
46. In regard to the established clusters, the Task Group acknowledged the benefits that cluster working brings and were keen to see them continue with their action plans for narrowing the gap. They would also encourage schools to maintain their dialogue at cluster group meetings on how best to use their pupil premium money, as it will help them to identify opportunities to work holistically/collectively on interventions.
47. To maximise the benefits of educational continuity, the Task Group agreed that York's clusters should continue to develop an all through approach i.e. 0-19 to support smooth transitions (as witnessed at Roundhay). Noting the forthcoming introduction of early years pupil premium which comes on board in September 2015, the Task Group noted the opportunity this would provide for primary schools to link up with pre-school providers to ensure the best starts for disadvantaged pupils.
48. The Task Group recognised that the introduction of FSM for all at KS1 may inhibit the ability of schools to access their entire pupil premium funding entitlement. They therefore agreed that schools should continue to work with the Local Authority to ensure all those who are entitled are identified and encouraged to apply.



49. The Task Group noted the lack of consistency in outcomes and agreed that schools should focus on the impact of the strategies they implement in order for vulnerable students to make measurable progress and for their schools to achieve a narrowing of the gap.
50. Overall, the Task Group agreed that no single intervention could provide a complete solution to the complex educational issues in any school and it is therefore a multi-faceted approach that offers the best opportunity for pupils to succeed. They also recognised that whilst good work is going on in all York schools, there may be times where either low numbers or exceptional circumstance within a particular cohort, skew the results. They would therefore encourage all schools to develop resilience and to continue in their determination to narrow the gap.

### **Review Recommendations**

51. In light of their work on this review, the Task Group identified the following draft recommendations for this Committee's consideration:
  - i) A virtual network for schools to be set up, to share best practice and feedback on the impact of the strategies used, encourage and assist in school to school support, and cluster working.
  - ii) A holistic approach to using pupil premium money should be encouraged, including school readiness projects in pre-school settings
  - iii) To continue to develop multi-agency working to assist with the narrowing the gap agenda.
  - iv) Schools to continue to build strong partnership working between home and school.
  - v) Continued encouragement and support to be given to parents of all FSM KS1 pupils, to ensure schools receive full entitlement to pupil premium funding.
  - vi) For the Local Authority to work with schools to publicise the importance of eligible families registering for pupil premium in KS1.
  - vii) That the recommendations above be used to form the basis of a citywide strategy.

## Associated Implications & Risk Management

52. **HR** - There are no HR implications associated with the recommendations above. The team are already focusing on supporting schools to narrow the gap and the recommendations will help to focus their work around specific actions.
53. **Financial** - There are no significant financial implications resulting from the recommendations, and the cost of any proposed actions can be contained within existing LA and school budgets.
54. There are no Legal or other implications associated with the recommendations above, and no associated risks have been identified.

## Council Plan 2011-15

55. The review of this scrutiny topic supports the Council's priority to protect vulnerable people.

## Contact Details

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**Report Approved**  **Date** 12/2/2015

**Specialist Implications Officer(s)** None

**Wards Affected:**

For further information please contact the author of the report

**All**

**Background Papers:** None

**Annexes: Online only**

**Annex A** – York 300 Analysis Update: Pilot Cohort Compared with Peers

**Annex B** – Information on Pupil Premium 2014 Award Winners

**Annex C** – Information on Roundhay School, Leeds

**Annex D** – Woodthorpe Primary School – Pupil Premium Expenditure Report

**Annex E** – New Earswick Primary School – Pupil Premium Impact & Spend Summary

**Annex F** – Outcomes of York’s KS1, KS2 and KS3 pupils and Conference Feedback

**Abbreviations:**

DfE – Department of Education

GLD - Good Level of Development

FSM – Free School Meals

FFT - Fischer Family Trust

KS – Key Stages

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**Executive****25 June 2015**

Report of the Leader and Deputy Leader of the Council

**Draft Council Plan – 2015-19****Summary**

1. This report seeks the approval of the Executive for the draft Council Plan, as a basis for consultation with residents, businesses and public sector partners.

**Recommendations**

2. Members are asked to:

- a) approve the draft Council Plan for the City of York 2015-2019 for consultation between July and September 2015; and

- b) request a further report detailing the outcomes of this consultation with any resulting proposed revisions to the plan to be presented to the September Executive.

Reason: To ensure that the priorities of the new administration and the Council's statutory responsibilities are delivered.

**Background**

3. The Council Plan sets out the priorities for the Council for the next four years. It is based on the priorities of the new administration and the Council's statutory responsibilities.
4. The Plan is built around 3 key priorities:
  - **A Prosperous City For All** - where local businesses can thrive and residents have good quality jobs, housing and opportunities.

- **A Focus On Frontline Services** - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities.
- **A Council That Listens To Residents** - to ensure it delivers the services they want and works in partnership with local communities.

## **Consultation**

5. The draft has been developed in consultation between Portfolio Holders and council officers. Consultation with residents, communities, business and partner agencies will take place from July to September, through public meetings, Ward Committees, and online.

## **Council Plan**

6. The draft sets out the Council's proposed new priorities.

## **Implications**

7. **a) Financial**

The priorities reflected in the Plan will be taken forward through the usual Budget process.

- b) Human Resources (HR)**

The Council Plan will inform the next iteration of the Workforce Development Strategy. It will also, through the Service Planning process, inform individual staff Performance Development Reviews, establishing the golden thread between the Council's strategic objectives, and the work of every member of staff.

- c) Equalities**

Initiation of work to deliver the priorities set out in the Plan will be subject to the usual equalities impact assessments.

- d) Legal**

None

- e) Crime and Disorder**

None

- f) Information Technology (IT)**

None

**g) Property**  
None

**h) Other**  
None

**Risk Management**

8. Risks to delivery of the priorities set out in the Plan will be identified and managed through service planning and, where appropriate, reflected in the Corporate Risk Register

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**Chief Officer Responsible for the report:**

Kersten England  
Chief Executive

**Report Approved**



**Date** 12 June 2015

**Specialist Implications Officer(s)** *List information for all*

Financial: Ian Floyd  
Director of Customer & Business Support Services

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



**Attachment:**

Annex A - Draft Council Plan 2015-19

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York is a great place to live. We want all residents in the city and its surrounding villages to share in the benefits of York’s success, enjoying healthy, active and independent lives, whatever their ages. We face a challenging time, with expected reductions in local Government funding and increasing demand for services. City of York Council will make the tough decisions required on finances so that we continue to support key frontline services and work with residents, partners and businesses to ensure that everyone in the city can achieve their full potential. Our key priorities are:

A PROSPEROUS CITY FOR ALL	A FOCUS ON FRONTLINE SERVICES
<p><b>Aim:</b> A city where:</p> <ul style="list-style-type: none"> <li>• Local businesses can thrive</li> <li>• Residents have the opportunity to get good quality and well paid jobs</li> <li>• Everyone is supported to achieve their full potential</li> <li>• Efficient and affordable transport links enable residents to access key services and opportunities</li> <li>• Environmental Sustainability underpins everything we do</li> <li>• Everyone who lives in the city can enjoy its unique heritage and range of activities.</li> <li>• Visitors, businesses and residents are impressed with the quality of our city.</li> </ul>	<p><b>Aim:</b> A city where:</p> <ul style="list-style-type: none"> <li>• All York’s residents live and thrive in a city which allows them to contribute fully to their communities and neighbourhoods</li> <li>• Delivering frontline services for residents is the priority</li> <li>• All children and adults are listened to, and their opinions considered</li> <li>• Everyone has access to opportunities regardless of their background</li> <li>• Support services are available to those who need them</li> <li>• Every child has the opportunity to get the best possible start in life</li> <li>• Residents are encouraged and supported to live healthily</li> <li>• Residents are protected from harm, with a low risk of crime</li> </ul>
<p><b>What you will see</b></p> <ul style="list-style-type: none"> <li>• Dedicated support for local small businesses</li> <li>• Continued support for high value sectors, including the green economy</li> <li>• York continues to have high employment and the Living Wage is promoted</li> <li>• A local plan that delivers housing and development while protecting the Green Belt.</li> <li>• An increase in the percentage of waste recycled</li> <li>• Steps taken to improve air quality</li> <li>• Continued inward investment in roads and rail in the city</li> </ul>	<p><b>What you will see</b></p> <ul style="list-style-type: none"> <li>• Residents feel that their views have been listened to.</li> <li>• Residents are happy with the frontline services that they receive.</li> <li>• A smaller gap in the attainment levels between the highest achievers and the most vulnerable groups</li> <li>• Residents controlling their own care, and enjoying integrated care from the council and NHS.</li> <li>• Vulnerable people are safe and feel safe</li> </ul>
<p><b>In the next four years we will</b></p> <ul style="list-style-type: none"> <li>• Prepare an evidence-based Local Plan that will meet housing need and commercial need, focusing on brownfield land and taking all practical steps to protect the Green Belt and York's character.</li> <li>• Ensure business cases for capital projects are assessed in a robust and evidence-based way.</li> <li>• Help local businesses to achieve their potential including through Make it York.</li> <li>• Work to ensure York gets the best deal from all regional partners.</li> <li>• Promote financial inclusion by supporting the Living Wage, supporting voluntary organisations and developing financial inclusion work with measurable outcomes.</li> <li>• Increase employers’ involvement with education and communities so that all children and young people can achieve good outcomes and make the most of their talents and skills</li> <li>• Develop a long term plan to increase recycling rates and cut the city’s carbon emissions.</li> </ul>	<p><b>In the next four years we will</b></p> <ul style="list-style-type: none"> <li>• Put children at the heart of everything we do.</li> <li>• Work with local partners, such as schools, to ensure that pupils from disadvantaged backgrounds get extra support.</li> <li>• Work with schools and partners to make sure everyone can achieve a healthy and prosperous life, no matter what their background is.</li> <li>• Use all our services to protect children and adults from abuse and exploitation.</li> <li>• Reintroduce Ward Committees with increased funding, so that communities can make more decisions about local services.</li> <li>• Complete a ‘bottom-up’ review of health and adult social care to ensure a joined-up approach is taken across services and that the service is firmly people focused.</li> <li>• Work with the NHS to provide support for people to avoid or deal with mental health issues.</li> </ul>

<ul style="list-style-type: none"> <li>• Re-establish a Green Jobs Task Group.</li> <li>• Support rural bus services and others where there is most need.</li> </ul>	<ul style="list-style-type: none"> <li>• Help everyone to understand how they can live healthier lives and avoid problems from things like alcohol, smoking and being over-weight.</li> <li>• Ensure valued community facilities are protected.</li> <li>• Improve the council’s Customer Centre to ensure residents’ queries are responded to quickly and effectively.</li> <li>• Ensure neighbourhoods remain clean and safe environments.</li> <li>• Keep our city and villages clean.</li> </ul>
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<p><b>A COUNCIL THAT LISTENS TO RESIDENTS</b></p>	<p><b>Our purpose is to be a more responsive and flexible council that puts residents first and meets its statutory obligations</b></p>
<p><b>Internally - we will</b></p>	<ul style="list-style-type: none"> <li>• Focus on the delivery of frontline services for residents and the protection of community facilities.</li> <li>• Promote a new model of governance, with the Executive to replace the cabinet and a new cross-party scrutiny and policy committee approach.</li> <li>• Implement the outcomes of our review on governance, transparency and public engagement, including: [include recommendations when policy review is complete].</li> <li>• Promote mutual respect between officers and members with clearly defined roles for each.</li> <li>• Focus on cost and efficiency to make the right decisions in a challenging financial environment.</li> <li>• Be entrepreneurial, making the most of commercial opportunities.</li> <li>• Cut red tape and make it easier for small businesses to bid for council contracts</li> <li>• Use evidence-based decision making.</li> <li>• Always consider the impact of our decisions, including in relation to health, communities and equalities.</li> <li>• Build the culture we need and attract, retain and develop colleagues.</li> <li>• Improve council efficiency, streamline council management, and always look to take government grants on offer to freeze Council Tax.</li> </ul>
<p><b>With Communities &amp; Partners - we will</b></p>	<ul style="list-style-type: none"> <li>• Celebrate and champion the diversity of our population and encourage everyone to play an active role in the city.</li> <li>• Be transparent in all we do, including being clear with communities and partners about the scale of the financial challenges we face.</li> <li>• Work with all public sector bodies in the city and the region to make sure we get the most from collective public expenditure in York</li> <li>• Work with parish councils, resident associations and other organisations to deliver the best services for residents.</li> <li>• Provide excellent customer service.</li> <li>• Engage with our communities, listening to their views and taking them into account.</li> </ul>
<p><b>In the region and nationally – we will</b></p>	<ul style="list-style-type: none"> <li>• Invest in external partnerships that support the local economy and lead to direct outcomes for residents.</li> <li>• Work in partnership to make the case for more local power over our finances and future so we have greater control.</li> </ul>



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**Executive**

**25<sup>th</sup> June 2015**

Report of the Head of Human Resources & Organisational Development

**Organisation Review**

**Senior Management Arrangements within the City of York Council**

**Recommendations**

1. Executive is requested to;
  - approve the commencement of a review of the senior management arrangements in the council, including the Chief Executive, Director and Assistant Director posts.
  - approve the appointment of Steve Walmsley, Employers' Director for Local Government Yorkshire and Humber to support this review.
  - require proposals in July 2015 for the job description and pay of the role of Chief Executive.
  - require in August 2015 the findings of the review and proposals for a revised senior management structure.
  - require a minimum of £150k saving to be achieved from the review of Director and Assistant Directors posts.

**Reason:** To ensure that the organisation structure is aligned with council priorities.

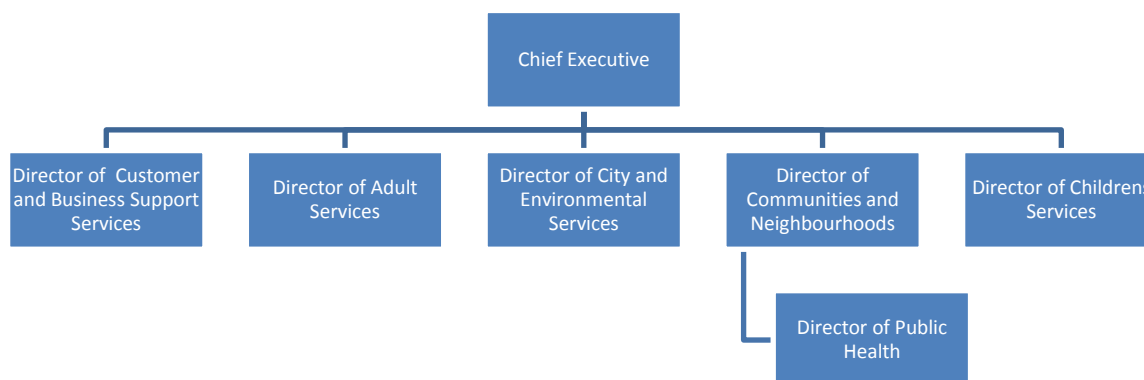
**Summary**

2. This report outlines the case for a review of senior management roles and responsibilities in the City of York council and seeks approval for the commencement of a review. It is proposed that the outcomes of that review be reported to Executive in August 2015 and decisions on changes to the management structure taken at full council meeting in October 2015.

## Background

3. The operating environment for the City of York council has changed significantly since the last formal review of senior management arrangements in 2011. Most recently a new national government has been elected on May 7th 2015 with a clear legislative, policy and fiscal agenda and a new council administration has been in place in York since the 21st May 2015.
4. A new council plan which sets out the delivery priorities of the City of York council for 2015 -2019 is in development and will be presented for approval by full council in October 2015.
5. In addition there has been turnover within the senior management team due to individual career moves and a number of interim appointments have been made, pending a further formal review of the senior management structure. Most recently a vacancy has been created in the post of chief executive. This is the right moment to undertake such a review and to put in place senior management arrangements that will focus on and lead day to day delivery of the council plan 2015 - 2019.
6. There have been two major reviews of the senior management structure since 2009. Both reviews were undertaken using the following design criteria: focus on council priorities; consolidation and elimination of duplication, creation of one council, focus on front line service delivery and the needs of residents and communities.
7. In 2009 the council organisational structure consisted of six Directorates, there were the following posts;
  - 1 FTE x Chief Executive
  - 6 FTE x Directors
  - 21 FTE x Assistant Directors
8. Executive initiated a review and in April 2010 the organisations structure moved to four Directorates, deleting two Director and five Assistant Director posts. As part of this review a further Assistant Director post was deleted in 2012.
9. In 2011 Cabinet reviewed responsibilities of Chief Officer posts in light of the Council priorities and deleted two Assistant Director posts, a further Assistant Director post was deleted in 2013.

10. In 2013 the local authority became statutorily responsible for Public Health duties and by statutory transfer a Director of Public Health post was added to the council structure.
11. In March 2014 the post of Director of Children’s Services, Educations and skills was created.
12. The current Directorate structure is as follows;



- 1 FTE x Chief Executive
- 5 FTE x Directors (2 Director posts covered by interim arrangements)
- 13 FTE x Assistant Directors (inc. Director of Public Health)

13. Of the Assistant Director (AD) posts the Director of Public Health is an interim arrangement; the AD for Transformation and Change is fixed term to 31/3/16; and the AD Adults Commissioning is vacant.

## Options and Analysis

### The Right Structure

14. Organisation and management structure is important but it is equally important to have the right people with the knowledge, skills, abilities and attitudes, and have people that fit with the organisation. Designing the structure and the jobs correctly increases the chances of getting the right people in the jobs and for the different parts of the organisation to work together coherently. There is no right or wrong on this, what’s best is what works for the organisation and helps it to deliver its future strategic priorities, including that of saving money on management costs. Some examples of the types of structures used in councils can be found at Annex A.

15. The development of structure options should build on the design principals used in previous review processes. These were, focus on council priorities; consolidation and elimination of duplication, creation of one council, focus on front line service delivery and the needs of residents and communities. They also should support the councils future operating model of wanting a greater focus on commissioning outcomes; more emphasis on engagement with communities and empowering them to make their own decisions; and greater accountability, flexibility and pace.
16. A recent trend has been to widen spans of control and reduce hierarchies in organisations, particularly in Councils. However jobs that are created need to be realistic in their expectations and with enough depth of support to make them practical.
17. The following are some of the fundamental issues that a review of senior management arrangements will need to consider;
  - a) Some councils have merged, and sometimes de-merged, Children's Services and Adult Social Care. These are areas that carry statutory responsibilities, are very complex with huge demands and are rightly constantly in the public eye. Would merging these two areas into one be right for York and its challenges right now?
  - b) Changing the way in which Customer & Business Support Services are delivered is another option. Could this be achieved by having Assistant Directors reporting direct to the Chief Executive or having a lead Assistant Director for these services who reports to the Chief Executive?
  - c) There could be some natural fit by bringing together Regeneration, Communities, Public Realm, Housing, Highways, and Waste etc into a more integrated approach that is focused upon city development. Would merging these two areas into one be right for York and its challenges right now in City & Environment Services and Community & Neighbourhood Services? Would Public Health then better fit with Adult Social Care?
18. Whilst there may be the potential to reduce the numbers of posts at a Director and Assistant Director level, consideration should be give to the impact on the management capacity to deliver against the strategic priorities of the organisation.

## **Next Steps**

### Achieving the Change

19. During the review it is important that there is meaningful consultation (with appropriate and prompt responses), there is regular and honest communication and that we are aware of wider issues that may be affecting employees and how they respond to change proposals. The other critical importance is for an organisation to follow its own policies and procedures.
20. Other staff can also be indirectly affected by these types of organisation change, they can be moved across Council departments, have a change of manager and location etc, even if their jobs are not directly affected. This emphasises the need for wider communication and consultation.
21. Such reorganisations can lead to redundancy dismissals with the need for a fair process, fair approach to slotting-in and/or ring-fenced recruitment, or wider recruitment, and sound/reasoned judgements being made. This would help protect against potentially damaging and costly unfair dismissal claims.

### The Process from Here

22. We envisage that the process from here is as follows;
  - A decision from Executive to undertake a review of the current structure and consulting on possible options for changes to the structure
  - Consultation with directly and indirectly affected staff and Trade Unions
  - Wider consultation with partners and regulatory bodies
  - Once consultation has closed a final decision to be made on the structure
  - Scope the potential impact of the proposals and plan implementation arrangements and timescales
  - Consider the impact on individuals and potential for redundancy, redeployment, outplacement support etc
  - Establish a date for the new top structure and then for any consequent organisation change to be managed effectively.

23. A recommendation has been made to commission Steve Walmsley, Employers' Director for Local Government Yorkshire and Humber, to provide support to these reviews.
24. The LGYH can bring a regional and national perspective on the possible options for council structures and an independence and impartiality on the review process and recommendations which will be brought back to members. There would be a cost for this external support from LGYH, the cost would be met from the overall savings achieved from the review.

### **Timescales**

25. It is suggested that the Organisation Review is conducted in two phases; the timescales for this could be as follows;
  - Phase one – **June 2015 to December 2015**: consult on proposals, develop a new structure and appoint individuals to Director positions with revised areas of responsibility;
  - Phase two – **January 2016 to April 2016**: establish management structures below Director level for each directorate, consult on proposals and appoint individuals to Assistant Directors positions with revised areas of responsibility.
26. These are broad timescales may need some adjustment depending upon the degree proposed change.

### **Council Plan**

27. This review is recommended to refocus the organisational structure on the council plan and council priorities.

### **Implications**

(a) **Financial** – It is recommended that the review process achieves an overall saving in Chief Officer salary costs of at least £200k.

(b) **Human Resources (HR)** – The proposals in this paper could have an impact on staff, particularly at Director and AD level. The trade unions and those directly affected will be fully consulted on the proposals and the process to be followed. Every effort will be made to balance the need to follow due process whilst minimising the impact of achieving these changes on those affected. Full support will be offered to staff throughout the process. Once the proposals



are finalised and agreed, a detailed implementation plan will be developed and shared with staff and the trade unions.

(c) **Equalities** – An assessment will need to be undertaken based on the decisions made following the review process, to focus on the impact of the review on both staff and residents.

(d) **Legal** - Legal Services will be engaged in the review process described above to ensure it is constitutionally appropriate. Should changes be approved to Directors' portfolios, some changes would be required within the constitution to reflect the new responsibilities.

(e) **Crime and Disorder** - None

(f) **Information Technology (IT)** - None

(g) **Property** - None

(h) **Other** - None

### Risk Management

28. As with any significant organisational review there is a risk that the energies and focus of services and staff are distracted and that uncertainly can undermine morale. For that reason effective management of the change process is essential with priority given to communication throughout the organisation and support and guidance provided to the staff affected by the change process.

### Contact Details

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Head of Human Resources &  
Organisational Development

**Chief Officer and Executive Member  
Responsible for the report:  
Kersten England**  
Chief Executive

Executive Leader, Finance & Performance  
– Cllr Steward

**Report**  **Date** 18 June 2015  
**Approved**

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

**For further information please contact the author of the report**

**Background papers**

Executive – 15<sup>th</sup> December 2009 More For York – Organisational Review  
Cabinet – 6<sup>th</sup> December 2011 – Organisation Review 2011

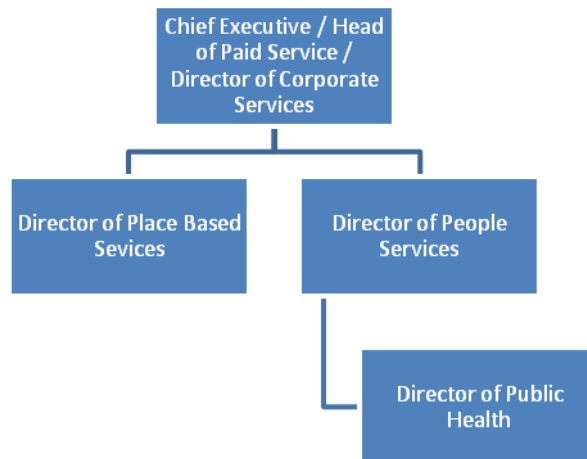
**Annexes**

Annex A – Examples of organisational structures used in councils

## Examples of organisational structures used in councils

The following are examples of different organisational structures that are being used in other councils, it should be noted that many other structure configurations are available.

### Example 1



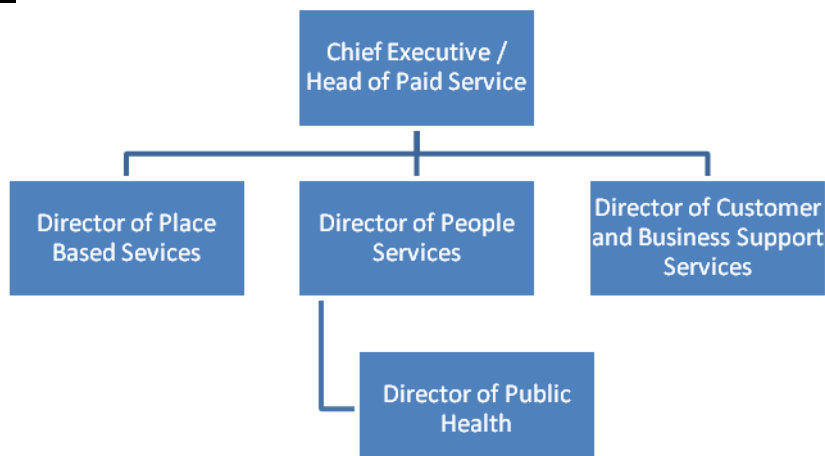
Implications for CYC

Number of post reductions: 3 Director posts

Possible savings from Directors posts: £405,000

Analysis of implications: This option creates the potential for a very small and tightly focused top management team, the potential downside relate to too little capacity at Director level, the possibility of spans of control being too wide or there being too many management layers in order to accommodate the senior specialists that would be needed, particularly in the People Directorate. It would also add to the Chief Executive responsibilities and increase span of control although this could be ameliorated by utilising a corporate services AD in a management role in a “mezzanine” style approach.

### Example 2



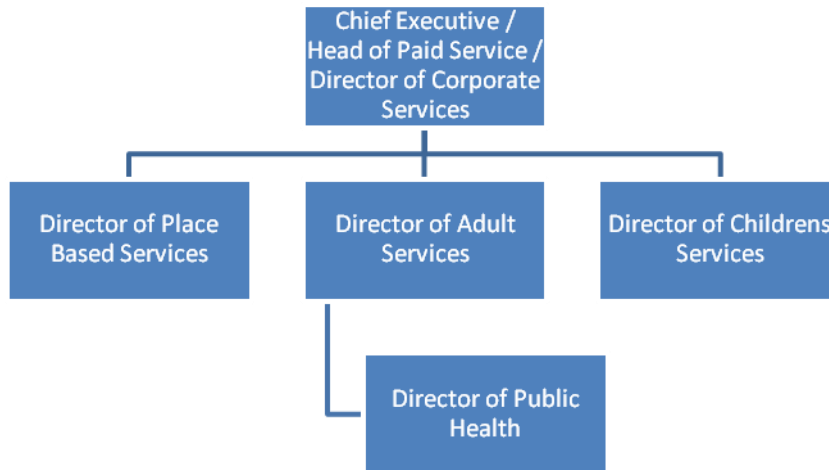
Implications for CYC

Number of post reductions: 2 Director posts

Possible savings from Directors posts: £270,000

Analysis of implications: The implications are similar to those for option 1 with the difference of adding more capacity at Director level and reducing the need for the Chief Executive to manage corporate services.

Example 3



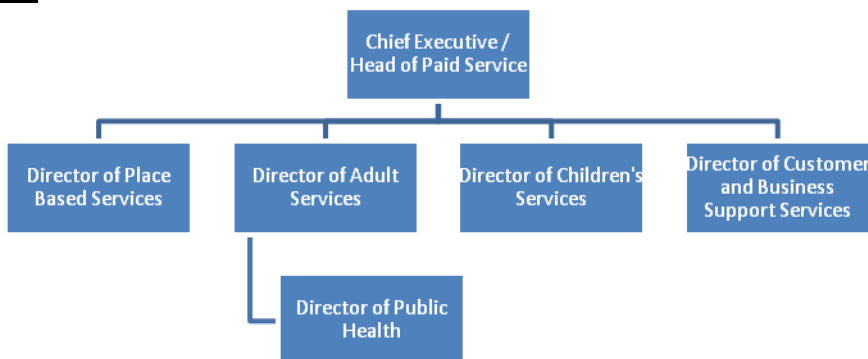
Implications for CYC

Number of post reductions: 2 Director posts

Possible savings from Directors posts: £270,000

Analysis of implications: This option has the benefit of establishing a small and tightly focused top management team whilst retaining some further management capacity at Director level, and reducing the consequent need for re-organisation at AD level, particularly across Adults and Childrens Services. It potentially adds further direct line management responsibilities to the CE post and broadens the span of control, but this may be ameliorated by utilising one of the corporate AD's as lead manager in a "mezzanine" style role.

Example 4

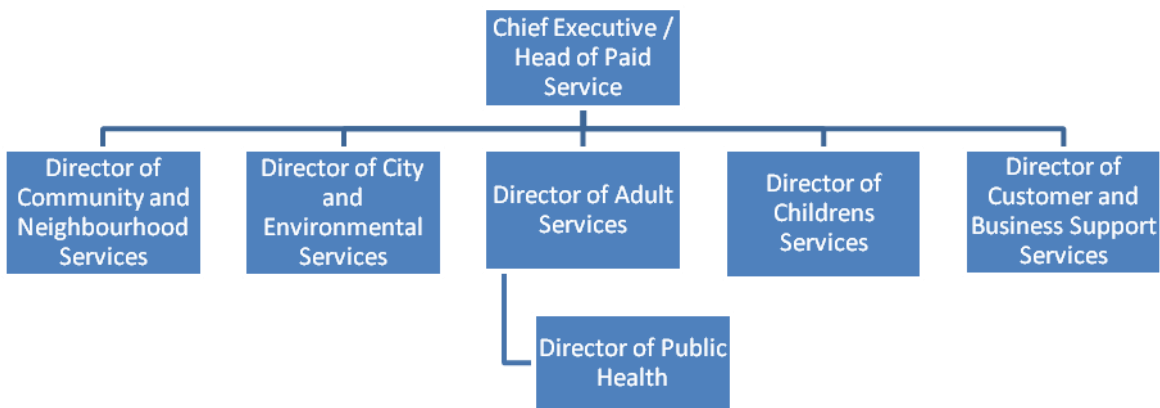


Implications for CYC

Number of post reductions: 1 Director post  
Possible savings from Directors post: £135,000

Analysis of implications: This option has the benefit of retaining management capacity at Director level and reducing the consequent need for re-organisation at AD level, particularly across Adults and Childrens Services. It would require some re-organisation of AD roles below the Director Place but this, whilst being disruptive, would not be too significant.

### Example 5



Implications for CYC

Number of post reductions: 0 Director posts  
Possible savings from Directors posts: £0

Analysis of implications: Fundamentally this is the 'as is' option, with the exception that the Director of Public Health would report to the Director of Adult Services to bring all of the Adult Social Care / Health services together. There is scope to review and where necessary change the service portfolio for each Director post.

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**Executive**

**25<sup>th</sup> June 2015**

## **Report of the Assistant Director for Finance, Property and Procurement**

### **Disposal of Oliver House**

#### **Summary**

1. This report seeks an Executive decision to select a preferred bidder for the disposal of the former Elderly Persons Home (EPH) at Oliver House and the garage site to the rear. This site is a valuable and high profile city centre site.

#### **Recommendations**

That the Executive agree to:

2. Approve McCarthy and Stone as the preferred bidder for the purchase of Oliver House and the adjoining Garages.

Reason: To achieve the overall best consideration scheme on the Oliver House site and deliver a capital receipt to the General Fund and the Housing Revenue Account.

3. To retain Churchill Retirement and Trinity Services as reserve bidders who will be invited back into negotiations if an acceptable deal cannot be secured with McCarthy and Stone.

Reason: - to retain commercial tension within the negotiations and ensure that the final deal represents best consideration for the Council.

4. To delegate to the Director of Customer and Business Support the agreement of the final sale value and terms.

Reason: - to ensure the Council achieves the most advantageous deal

## Background

5. Oliver House is a former 45 bed EPH, which closed on 31<sup>st</sup> March 2012. When it became surplus to requirements a decision was in May 2012 taken by Cabinet to dispose of the site to CVS for a Social Care Hub, subject to a robust business case. This was subsequently not found to be feasible and in December 2013 Cabinet agreed to place the site on the open market and to delegate the final selection of a purchaser to the Cabinet Member for Finance and Performance. At a Cabinet Member Decision Session in March 2015, this decision was referred back to the Executive for decision.
6. A site plan is attached at Annex 1. An additional area of land occupied by garaging is also identified. This is held within the Housing Revenue Account (HRA), and was also agreed for disposal to create a larger more viable site and generate a larger capital receipt which will be split between the General Fund (GF) and the Housing Revenue Account (HRA).
7. The site is both financially valuable and strategically important, lying as it does within the city walls, in a largely residential area, within the Central Historic Core Conservation Area.
8. Strong interest in the property has been received from various quarters, with 24 bids made to purchase the property which are presented here for decision. Packaged with the adjoining garages it is worth substantially more than as a stand alone site and the property market in York has recovered significantly since the decision to dispose was made. Bids have been received ranging from £3.324m to £750k.

## Evaluation Criteria

9. In the current financial climate, with large reductions in government grant causing huge pressures upon council budgets, the capital value of this site is of significant importance. The site is one of the few high value vacant assets owned by the Council.
10. The site is also in a residential area and has significant community value. The need for the city to maximise brownfield land for housing has been well rehearsed. Increasing the cities' housing stock is key to re-balancing of supply and demand and impacting positively upon the overall affordability of private and rented housing stock. It is also important to consider how the type of any housing will help us meet the priorities set out in our housing strategy.
11. The Council are not selling the land with any restrictions or stipulations on its future use but the evaluation has been undertaken on the basis of



- a. Capital Value – 60% with the highest bid getting 60 marks and decreasing down to 0% for a zero value.
  - b. Community value - 20% The planning brief identified a strong residential focus of the site so the evaluation awards 4 points for the quantum of housing, 4 points for the type of housing, 4 points for the level of affordable housing provided and 8 points for the provision of local amenities.
  - c. Deliverability - 20% with 11 points awarded for financial deliverability (finance in place) and 9 points awarded for planning risk
12. All bidders were informed of the high level evaluation criteria and asked to provide sufficient information to enable us to score their bids effectively. They were also asked to provide bids that were gross of S106 payments and any exceptional costs that arise through the planning process such as archaeology, renewable energy provision and exceptional build costs such as provision for higher build costs to meet the standards of a conservation area. Estimates of S106 liabilities are significant for the schemes with more than 15 dwellings as these schemes will be expected to contribute commuted sums for the provision of affordable homes.
  13. Some bids are extremely detailed, with site surveys commenced and high level schemes developed. For these schemes estimates of exceptional costs can be made which will eventually, as part of the detailed scheme development and the planning process, be netted off the gross bid before a final sale deal is struck. Some bids are simply a capital value with no scheme information which makes it much harder to quantify what costs may be netted off the gross bid.
  14. As part of the analysis, officers have attempted to model the likely S106, archaeology and sustainable energy costs. Exceptional scheme build costs will be unique to each bid and no attempt has been made to estimate these.
  15. In order to attempt to assess a wide range of types of bid it is inevitable that the evaluation model cannot possibly allow for all contingencies. It does however attempt to provide a method of assessing differing schemes with impartiality and effectively balance the merits of the different schemes. The Executive is asked to consider the suitability of the evaluation criteria and the balance applied to the different elements within it.

## Analysis

16. A summary of all bids is attached at Annex 2. The analysis of the gross bids is attached at Annex 3, graded in order of overall points scored. Estimated net values have also been evaluated in a confidential Annex 4 and are again listed in order of overall points scored. This is commercially confidential because the actual net figures will be subject to commercial negotiations as part of the final sale agreement.
17. The marketing campaign was extremely successful with 27 bids from 23 bidders, evidencing the strong market interest in this desirable site. 22 of these bids are conditional upon planning (and hence likely to be reduced to accommodate all the costs above). 5 Bids are only conditional upon S106 payments but 3 of these are at a significantly lower level than the conditional bids from the same bidders and have therefore not been separately evaluated.
18. 2 bidders have made bids which are only conditional upon S106 payments. The Grantside bid at £1.475 is lower than the similarly unconditional bid made by Trinity Services for £2.412. This is only conditional upon agreement of an estimated S106 payment for a very high level proposed scheme. This bid would be subject to a lower level of reductions from the gross figure and is therefore more certain in overall value but it is lower in value than a number of other bids and it will be difficult to calculate a probable S106 as the scheme is not designed. This bid carries a higher risk of significant change from the original scheme when it eventually goes to planning and CYC would have no control if a widely different scheme were eventually put to planning.
19. If we proceed with a bid that is conditional upon planning permission, the capital receipt will be lower than the gross bid proposed and this will be negotiated following the detailed planning process.
20. In the evaluation of both gross bids and the estimated net bids, the bid from McCarthy & Stone for a 30 apartment retirement home scheme is the clear winner with 87 points at £3.324m. In second place is another 29 bed retirement scheme from Churchill Retirement with 79 points and a bid of £2.850m. In third place is the less conditional bid from Trinity Services referred to in Para 15 which scored 70 points at £2.412m.
21. The capital value of the bids ranges widely from £3.324m to £750k. The financial element is a major driver for the sale. The capital will be used to deliver council priorities, particularly accommodation for older people. Given that 60% of the points are awarded for finance and the highest bid

is almost 4 and a half times that of the lowest bid, this has a significant influence on the overall scores.

22. The lowest value bid from Yorspace Ltd, which currently is ranked at 15 with 49 points has been widely supported within the Bishophill community and scores highest on community value, providing community space, composting and allotment provision, secure cycle storage and a car pool scheme. The proposal claims annual revenue savings to the council of £278k pa from :-
  - a. Reductions to social care costs if 20% of the residents were over 65 and required no social care support
  - b. Reduced anti social behaviour due to improved social cohesion in Micklegate Ward
  - c. Savings related to health and congestion resulting from a car pool
23. Based on the modest scale of the scheme these savings are highly speculative, and are very unlikely to be realised as actual savings to Council budgets.
24. The Yorspace bid is much lower value than the top 10 bids and a decision to sell the site on the basis of community value and high level projections of potential savings would be highly challengeable. As is set out in Para 25, the Council can decide to sell on the basis of community value at below market rate if the sale price is up to £2m less than market value. The Yorspace bid is £2.574 less than the highest gross bid and therefore a decision to sell to Yorspace would require Secretary of State permission as it does not represent best consideration for the council. This decision would be subject to challenge from a large number of other bidders and other interested parties.

### **Recommendation**

25. It is recommended that the highest scoring bid be selected as preferred bidder and that detailed commercial negotiations are entered into. The negotiations to arrive at a final financial value for the sale will be undertaken by officers and the final sign off of the deal should be delegated to the Director of Customer and Business Support.
26. Should negotiations fail it is recommended that the second and third place bidders be retained as reserve bidders who will be invited back into the competition.

## Council Plan

27. The potential schemes will contribute to the Council Plan in the following ways. All of the housing schemes will contribute to a greater or lesser extent to the theme of Building Strong Communities by increasing the level of much needed housing stock within the city. The schemes for housing for older people and adults with learning difficulties will support the theme of Protecting Vulnerable People. The Hotel scheme will support the theme of Creating Jobs and Growing the Economy. This has been captured in the evaluation model in the scores allocated to community value.

## Implications

28. **Finance** – The land being sold is held in both the General Fund (70%) and the Housing Revenue Account (30%) The capital receipt will be split on this basis.

£450k of the GF receipt was assumed in the business case for the EPH project and it is expected that part of the GF receipt will make a contribution to the business case being developed to fund future housing provision for older people as part of the Older People's Housing Project. The details of this business case will be brought back to Executive later in the year. The HRA element will supplement the available capital budget for the provision of social housing

The actual sums will not be confirmed until the final commercial deal is agreed as they are subject to the reductions explained in paras 9-11.

**Legal** - The Council has statutory power (under S.123 of the Local Government Act 1972) to dispose of non-HRA land without the Secretary of State's consent for the best consideration reasonably obtainable (or for less than best consideration where the difference between the price obtained and full value is less than £2 million where the purpose of the disposal will contribute to the promotion or improvement of the economic, environmental or social well-being of the area).

Paragraph A3 of The General Housing Consents Order 2013 gives the Secretary of State's consent (under S.32 of the Housing Act 1985) to the disposal of HRA land for market value price and also gives consent to the disposal of vacant non-residential HRA land (such as garages) at a price determinable by the Council (including for below market value).

It is recommended that, if it is decided to enter into a contract conditional upon the purchaser obtaining planning permission for a particular scheme, that the Contract contains the following provisions standard to conditional sale contracts:

- (i) That the Sale Price is fixed/specified in the Contract (with not ability for the purchaser to deduct costs from the sale price after signature of contract (such as the costs of obtaining planning permission or the cost of complying with any Planning Obligation(s) imposed under any S.106 Agreement required by the Local Planning Authority or the cost of complying with any conditions imposed by the Local Planning Authority)
- (ii) That the purchaser be under an obligation to apply for Planning Permission for their proposed scheme within a specified period from exchange of contracts and that they will use reasonable endeavours to obtain that Planning Permission on terms satisfactory to them by a further specified date, including entering into any S.106 Agreement required by the Local Planning Authority as a condition of granting planning permission.
- (iii) Ability for either the Council or the purchaser to terminate the Contract if the Buyer has not obtained Planning Permission on satisfactory terms by a specified date

If the Contract does not contain a provision restricting the property to a particular use (or preventing the property from being used for specific purposes) then the purchaser/future owner will be entitled to use/develop the property in any manner they choose in the future subject to obtaining planning permission for development/change in use.

**Property** - All implications are included in this report

**Human Resources** – None

## **Risk Management**

29. Having identified an evaluation methodology, failure to apply it fairly could lead to challenge from other bidders. If a bid were selected that did not clearly demonstrate best consideration then that could also be challenged and if the value of the sale was more than £2m below a

demonstrable market value then the decision would require Secretary of State approval. Failure to secure a significant capital receipt may impact upon the development of the business case for Older People's Accommodation project and the future delivery of additional social housing.

30. There is a risk of any scheme not getting planning permission.

Contact Details

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Tim Bradley  
Asset Manager  
*Property Services*

**Chief Officer Responsible for the**

**report:** Ian Floyd Director of Customer  
and Business Support

**Executive Member**

Responsible for the Report: Cllr Chris Steward, Leader

Report  
Approved



Date 12 June 2015

Specialist Implications Officers  
Ross Brown – Principal Accountant  
Gerard Allen – Senior Property Solicitor  
Housing – Andy Kerr – Housing Strategy Manager  
Planning – Ben Murphy Regeneration Officer-

**Ward Affected:**

Micklegate

All

For further information please contact the author of the report

**Background Papers:** None

**Annexes:**

Annex 1 - A plan showing the location of the site.

Annex 2 – A summary of all Bids

Annex 3 – Evaluation of Gross bids

**Confidential Annex**

Annex 4 – Evaluation of bids with estimated net values

Glossary of abbreviations used in the report:

CVS – Council for Voluntary Service

EPH - Elderly Persons Home

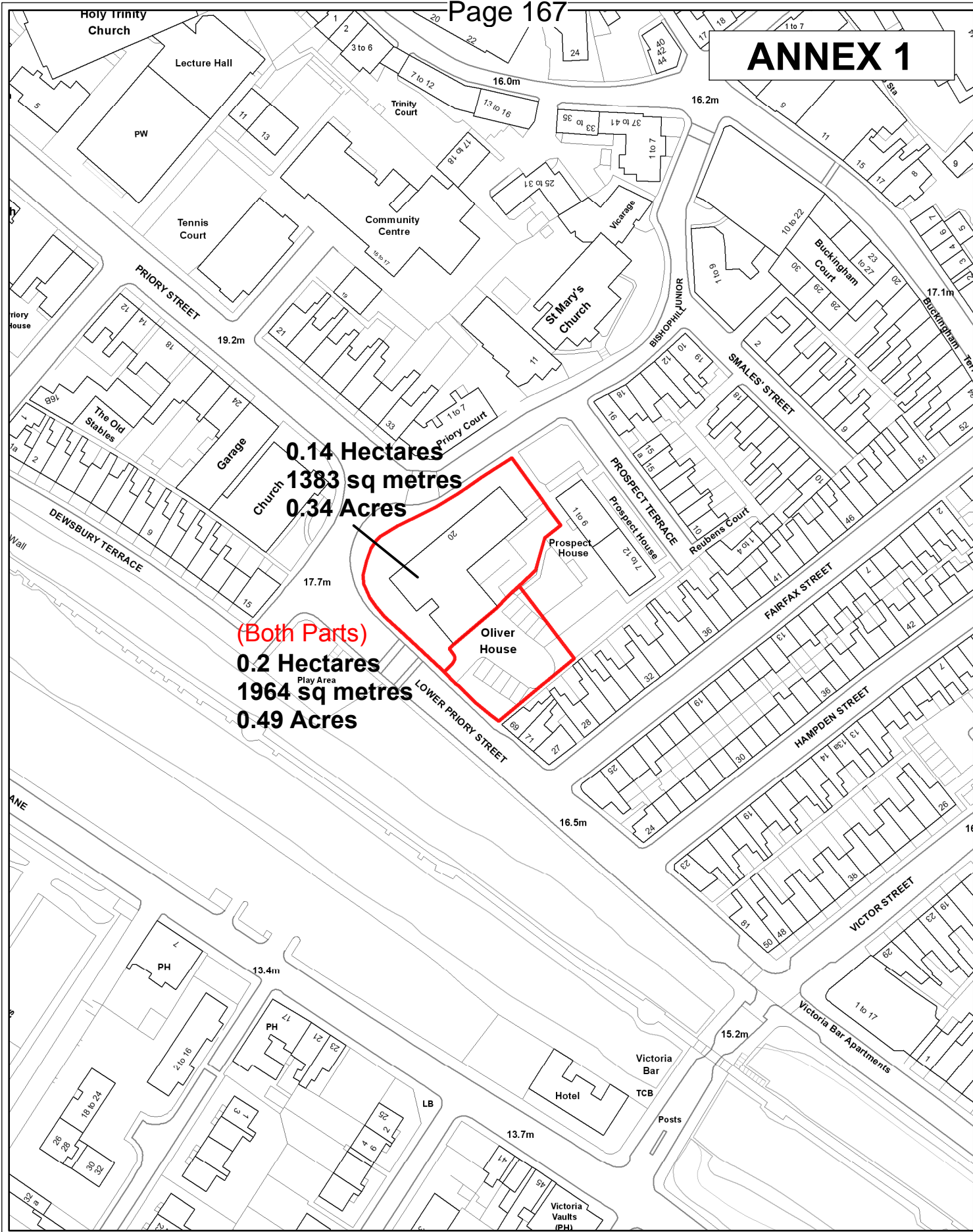
GF - General Fund

HRA – Housing Revenue Account

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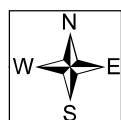
# ANNEX 1



**0.14 Hectares**  
**1383 sq metres**  
**0.34 Acres**

**(Both Parts)**  
**0.2 Hectares**  
 Play Area  
**1964 sq metres**  
**0.49 Acres**

## Oliver House and Garages



SCALE 1:1,250  
 Originating Group:

DRAWN BY: DH

DATE: 16/07/2014

**Asset & Property Management**

Drawing No.  
**E00639\_6**

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**CBSS**  
**Asset & Property Management**

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Oliver House - Annex 2 - Summary of Bids

Rank	Party	Unconditional £	Conditional £	Planning details	Funding details	Community Benefits
1	McCarthy & Stone	£1,250,000	£3,324,000 plus overage clause	Demolish existing building 30 retirement living apartments	Proof available	Highest quartile for development quantum scoring Housing type meets demonstrable housing need & may release larger family houses Off site affordable housing contribution assumed No exceptional local amenity or community provision
2	Churchill Retirement		£2,850,000 5% deposit, exch 8 weeks	Demolish existing building 29 retirement living apartments	Proof available	Highest quartile for development quantum scoring Housing type meets demonstrable housing need & may release larger family houses Off site affordable housing contribution assumed Community provision in form of public cafe
3	Trinity Services Ltd	£2,412,000	N/A	Convert existing building to 4 houses New build 7 houses and 4 flats	Proof available	third highest quartile for development quantum scoring Mixture of houses and flats with good range of sizes Contend scheme below affordable housing threshold No exceptional local amenity or community provision
4	S Harrison Developments Ltd	N/A	£2,482,000 plus overage clause	Demolish existing building 8 houses and 6 apartments	Proof available	Second lowest quartile for development quantum scoring Mixture of houses and flats and range of sizes Below affordable housing threshold No exceptional local amenity or community provision
5	P D Smith Holdings Ltd	N/A	£2,250,000	Demolish existing building 10 houses 3 apartments + 1 community use apartment	Not stated	second lowest quartile for development quantum scoring Good approach to housing mix and size Propose some affordable Housing - community use apartment No exceptional local amenity or community provision
6	Daniel Gath Homes	N/A	£2,375,550	Demolish existing building 13 houses of total 20,015 sq	Proof available	second lowest quartile for development quantum scoring Average approach to housing mix and size Scheme below affordable housing threshold No exceptional local amenity or community provision
7	Arncliffe Homes Ltd	N/A	£2,005,555	Demolish existing building 11 houses and 1 apartment	Proof available	second lowest quartile for development quantum scoring Average approach to housing mix and size scheme below affordable housing threshold No exceptional local amenity or community provision
8	Mandale Group	N/A	£1,850,000 Phased payment with final 30% 18 months after planning granted.	Convert existing building to 18 apartments and new build 12 apartments on garage site. Argue that conversion is existing stock therefore no affordable needed at all.	Cash	highest quartile for development quantum scoring poor approach to housing mix but good approach to size range contend affordable housing not required No exceptional local amenity or community provision
9	Fairhome Property Group Ltd	N/A	£1,050,000	Convert existing building 18-22 apartments for people with complex care needs	Proof available	second highest quartile for development quantum scoring good approach to housing mix and size - scheme meets demonstrable housing needs Good approach to Affordable housing proposed Good community benefits meeting the needs of those with complex disabilities
10	MCR Property Group	N/A	£1,300,000	Demolition of existing building 22 apartments and 5 town houses	Proof available	highest quartile for development quantum scoring good approach to housing mix and size range off site affordable provision assumed No exceptional local amenity or community provision
11	Lee Robinson John Semouson	£1,501,000	£1,501,000	Convert existing building Change of use to hotel	Proof available	lowest quartile for residential development quantum scoring poor approach to housing mix but average approach to size below affordable housing threshold some community benefits in provision of local employment and community space

12	London Ebor plc + Helmsley Group	N/A	£1,510,421/£1,589,421 5% deposit	Demolish existing building 10/14 (smaller) houses.	Cash	second lowest quartile for development quantum scoring poor approach to housing mix but good approach to size range below affordable housing threshold No exceptional local amenity or community provision
13	Home Group (Coho Ltd)	N/A	£1,100,000 Exclusivity contract only	15 units incl 6 x 1 bed flats affordable	Not disclosed	second highest quartile for development quantum scoring good approach to housing mix and size - meets demonstrable housing needs Good approach to Affordable housing proposed No exceptional wider local amenity or community provision
14	Grantside Ltd	£1,475,000	N/A	Demolish existing building 11 houses and 3 apartments	Proof available	second lowest quartile for development quantum scoring poor approach to housing mix but good approach to size range below affordable housing threshold No exceptional local amenity or community provision
15	YorSpace Ltd	N/A	£750,000 plus projected social value of £278,000 pa	Convert existing building to 14 intermediate affordable homes with community based use of remainder	70% LtoV in principle.	second lowest quartile for development quantum scoring good approach to housing mix and size - scheme meets demonstrable housing needs Good Affordable Housing provision Apprenticeship Wide range of amenity and community benefits inc apprenticeships, Community Allotment,Communal living space, Car pool, cycle courier depot etc
16	Mulgrave Properties	N/A	£1,308,000	Demolish existing buildings 9 houses 2 flats	Cash	second lowest quartile for development quantum scoring average approach to housing mix and size range below affordable housing threshold No exceptional local amenity or community provision
17	Alcuin Homes	£785,000	£1,330,000 5% deposit	Demolish existing buildings 7 houses	Prof available for unconditional	lowest quartile for development quantum scoring poor approach to housing mix and size range below affordable housing threshold No exceptional local amenity or community provision
18	Marico Asset Management	N/A	£1,250,000	Demolish existing building 8 dwellings	Proof available	Limited detail, lowest quartile for development quantum scoring assume on basis of scheme details a poor approach to housing mix and size range below affordable housing threshold No exceptional local amenity or community provision
19	Nixon Homes	N/A	£1,780,000 12 weeks to exchange £50,000 deposit	No scheme	Proof available	No detail
20	Tower Properties		£1,125,000	Demolish existing building 10 houses	Proof available 2 flats to sell (in solicitors hands)	second lowest quartile for development quantum scoring average to poor approach to housing mix and size range below affordable housing threshold No exceptional local amenity or community provision
21	Palladian (York) Ltd	N/A	£1,135,000 No exchange until receipt of planning consent	Demolish existing building Residential	Venture capital stucture.	no scheme details
22	Capitol Group	N/A	£970,000	20 x 1 bed apartments to provide specialist supported/assisted living to meet local authority needs	Not disclosed	Highest quartile for development quantum scoring good approach to housing mix and size - scheme meets demonstrable housing needs Good approach to Affordable housing proposed Good community benefits based around specialist supported living
23	Rushbond Ltd	N/A	£767,000	No scheme	Not disclosed	No scheme detail

### Annex 3 - Evaluation of Gross Bids for Oliver House and Garages

Rank	Bidder	Finance		Deliverability			Community Benefit					Overall Total % Score
		Price £	Total %	Finance	Planning	Total %	Quantity of Housing	Type of housing	Affordable housing	Local amenity	Total %	
1	Mc Carthy and Stone	3,324,000	60	9	9	18	4	4	1	0	9	87
2	Churchill Retirement	2,850,000	51	9	9	18	4	4	0	2	10	79
3	Trinity Services	2,412,000	44	11	9	20	3	3	0	0	6	70
4	S Harrisons Developments	2,482,000	45	9	9	18	2	2	0	0	4	67
5	P D Smith Homes Ltd	2,250,000	41	9	9	18	2	4	1	0	7	66
6	Daniel Gath Homes	2,375,550	43	9	9	18	2	2	0	0	4	65
7	Arncliffe Homes Ltd	2,005,555	36	9	9	18	2	2	0	0	4	58
8	Mandale Group	1,850,000	33	8	7	15	4	2	0	0	6	54
9	Fairholme Property	1,050,000	19	9	9	18	3	4	4	4	15	55
10	MCR Property Group	1,300,000	23	9	9	18	4	3	2	0	9	55
11	Lee Robinson John Semouson	1,501,000	27	9	9	18	0	1	0	4	5	55
12	London Ebor PLC + Helmsley 1	1,589,421	29	9	9	18	2	1	0	0	3	55
13	Home Group	1,100,000	20	9	9	18	3	4	4	0	11	45
14	Grantside	1,475,000	27	9	9	18	2	2	0	0	4	49
15	Yorspace Ltd	750,000	14	9	7	16	2	4	4	8	18	48
16	Mulgrave Properties	1,308,000	24	9	9	18	2	2	0	0	4	46
17	Alcuin Homes	1,330,000	24	9	9	18	1	1	0	0	2	44
18	Marico Asset Management	1,250,000	23	9	9	18	1	1	0	0	2	43
19	Nixon Homes	1,780,000	32	9	0	9	0	0	0	0	0	41
20	Tower Properties	1,125,000	20	7	8	15	2	1	0	0	3	38
21	Palladian (York) Ltd	1,135,000	20	7	8	15	0	0	0	0	0	35
22	Capitol Group	970,000	18	0	0	0	3	4	4	4	15	33
23	Rushbond Ltd	767,000	14	7	8	15	0	0	0	0	0	29
24	London Ebor PLC + Helmsley 2	1,510,421	27	9	9	18	2	3	0	0	5	23

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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****25<sup>th</sup> June 2015**

Report of the Director of Communities and Neighbourhoods

**New Council Housing report and approval for development at Ordnance Lane****Summary**

1. The following report seeks approval to include new council housing as part of the ongoing project to demolish and replace Ordnance Lane homeless hostel. It identifies opportunities for potential cost savings by including a development of up to 24 new council flats as part of the contract to build the new temporary homeless accommodation.
2. The new council housing at Ordnance Lane would be the next stage in the council's house building programme. Phase one was approved in May 2013 and work is underway to build 71 new council houses across 7 sites (see paragraph 11, table 2). The first site is now complete (Beckfield Lane), two are currently on site and will complete in Autumn 2015, and a further four sites have full planning permission and are currently out to tender.
3. In December 2014 approval was given to use £3.56m to demolish the existing Ordnance Lane homeless hostel and replace this with a new 39 unit scheme of new temporary homeless accommodation. It is proposed to develop the site using a modular or off-site construction method in order to minimise the development period. This development is funded from the £20m Housing Revenue Account (HRA) Investment Fund identified in the HRA business plan.
4. Feasibility analysis of the site has shown that, in addition to the new temporary homeless scheme, the site could also accommodate a development of new council flats. This report seeks approval of funding for up to 24 new council flats and to appoint the same contractor to build both the temporary homeless accommodation and council flats under a single contract should this approach represent value for money. It is anticipated that this approach is likely to bring significant development and cost saving benefits.

5. An OJEU compliant tender process is currently underway and in order to assess the opportunities available for this site, the tender contains two lots:
- To develop the 39 unit temporary homeless accommodation;
  - To develop the 39 unit temporary homeless accommodation AND new council housing.
6. At present, funding approval is only in place to develop the homeless accommodation. Feasibility analysis estimates that the development of 24 new council flats on this site would cost approximately £3.6m.
7. The £3.6m would be funded through a mixture of Right to Buy receipts, affordable housing commuted sums, and the Housing Revenue Account Investment Fund; a £20m investment fund within the HRA identified for new council house building. Currently £8.4m of this fund has been allocated to ongoing projects (although could potentially rise due to increases in build costs – see para 12). Approval of the new council housing element of the Ordnance Lane scheme would increase the allocated spend to £10.4m, leaving £9.6m available for future projects. Table one summarises the anticipated costs and funding routes of already approved and proposed projects.

**Table One – proposed funding for development schemes**

<b>Scheme</b>	<b>HRA Investment Fund</b>	<b>Commuted Sums</b>	<b>RtB receipts</b>	<b>HCA grant</b>	<b>Market sale receipts</b>	<b>Total</b>
Phase one new council housing	£4,815,832	£1,226,443	£1,962,975	£403,000	£1,780,000	£10,188,250
Ordnance Lane temp homeless accommodation	£3,560,000					£3,560,000
Ordnance Lane council housing	£2,020,621	£500,000*	£1,080,266			£3,600,887
<b>Total</b>	<b>£10,396,453</b>	<b>£1,726,443</b>	<b>£3,043,241</b>	<b>£403,000</b>	<b>£1,780,000</b>	<b>£17,349,137</b>

NB – the schemes that are shaded grey already have approval

\* Conservative estimate of the anticipated commuted sums expected by completion of the project

8. In addition to Ordnance Lane there were a further three site packages previously identified for potential development as part of a full second phase of new council housing:
  - Three small sites at Vernon Close, Bishopthorpe
  - Former Heworth Lighthouse site
  - Crombie House and Viking Road garage court
9. This second phase is now under review to assess the best way to deliver new council homes. A future report will be brought forward having considered new delivery models and land packages. Ordnance Lane has been brought forward now to access the opportunities that linking to the ongoing homeless accommodation project provides.

## Recommendations

10. Executive are asked to:
  - a) Approve the development of new council housing at Ordnance Lane.

*Reason: To allow the council to add a significant number of homes to its existing asset base and help to alleviate the acute housing need in the city.*
  - b) Recommend to Full Council that a budget of up to £3,600,887 be approved to build up to 24 new homes on this site. 30% of this is to be funded from Right to Buy receipts with the remaining funds to come from the Housing Revenue Account Investment Fund and Section 106 commuted sums where available.

*Reason: To allow the construction of new homes within an agreed budget whilst minimising the budget draw from the investment fund.*
  - c) Approve the appointment of the contractor who is selected from the OJEU compliant tender process to build the new temporary homeless accommodation at Ordnance Lane to also build up to 24 new council homes should:
    - the cost be within the anticipated budget for traditional build as identified in this report or;
    - if the benefits of a single contract and planning permission mitigate any additional cost

The decision on the above to be delegated to the Directors of Communities and Neighbourhoods and Customer and Business Support.

**Reason:** *There is an on-going OJEU compliant tender process to appoint a contractor to design and build a new 39 unit temporary homeless accommodation scheme at Ordnance Lane (with returns due back in August). As part of this tender process, an alternative lot has been invited to build both the homeless accommodation and provide new council housing on the remainder of the site. Should the cost of building that new council housing through this route represent value for money it will allow the appointment of a single contractor to build both schemes with associated advantages, such as a single planning application, reduced delivery timescale and minimising the disruption of a phased development.*

- d) Delegate authority to the Director of Communities and Neighbourhoods in consultation with the Executive Member for Housing and Safer Neighbourhoods to agree the inclusion of an element of market housing should it be considered appropriate to cross fund the development or create mixed sustainable communities.

**Reason:** *To ensure a mix of tenures to create a mixed and sustainable community and to provide cross subsidy to help fund the delivery of council homes.*

- e) Recommend a future report is brought to the Executive which considers options for a range of different delivery and funding models and potential land acquisitions for building new council housing.

**Reason:** *To ensure new council housing is delivered in the most effective way possible.*

## Background

11. **Phase 1** of the new council house building will deliver 71 new council homes and 9 for market sale by summer 2016. All of the homes within Phase 1 will achieve Lifetime Home standards and meet Code for Sustainable Homes level 4 to meet the changing and future needs of tenants and will be more affordable to heat and light. The seven sites are as follows:

**Table two – new council housing sites in phase one**

Site	Number of homes	Status
Beckfield Lane	27	Complete
Hewley Avenue	8	On site (complete October 2015)
Former Pack of Cards pub	14	On site (complete October 2015)
Chaloners Road	8	Full planning – out to tender
Fenwick Street	8	Full planning – out to tender
Newbury Avenue	9	Full planning – out to tender
Pottery Lane	6	Full planning – out to tender
<b>Total</b>	<b>80</b>	

12. The approved budget for phase one of new council house building is £10.2m, reported through capital monitoring in February 2015 (Capital Strategy report). This increased from the original budget approved in May 2013 of £7m due to the increase in the total number of homes being delivered from 59 to 80 homes and unforeseen remediation issues at several of the sites. The council's cost consultants have also advised that, due to recent significant increases in build costs of up to 10% per annum, there may be further increases in the tender returns for the 4 sites yet to be awarded a contract. Once the tender returns have been received additional approval will be sought for any consequent increase in the budget.
13. The approved demolition of Ordnance Lane hostel to be replaced with a 39 unit temporary homeless accommodation scheme has also provided an opportunity to build new council housing on the same site.

### Consultation

14. The proposals for the site have been discussed with ward members who did not raise any major objections. Before a planning application is submitted a public information event will be arranged where the plans will be on display for members of the public and other interested parties to view should the development proceed. A further public information event will take place prior to start on site to introduce the local community to the contractor.

### Options

15. Three options are available:

**Option 1** – To approve the recommendations in this report for the use of £3.6m to develop up to 24 new council flats at Ordnance Lane to be built

as one scheme under a single contract with the temporary homeless accommodation.

**Option 2** – To approve the use of £3.6m to develop up to 24 new council flats at Ordnance Lane as a separate phase to the temporary homeless accommodation

**Option 3** – To not develop new council housing on the remainder of the Ordnance Lane site.

## Analysis

16. **Option 1** – Approval was given in December 2014 to demolish and replace the existing Ordnance Lane hostel with temporary homeless accommodation, with the remainder of the site being used for new council housing. A budget was agreed for the construction of the replacement homeless accommodation but not the new council housing and road infrastructure works. An OJEU compliant tender exercise is currently underway with modular/off-site construction companies to minimise the timescale from demolition to the new facility being open.
17. Prices are currently being sought for two options - to build only the homeless accommodation; and to build the homeless accommodation and the new council housing as one contract. It is envisaged that the economies of scale associated with developing both the homeless accommodation and council housing will deliver the greatest value for money. In addition, a comprehensive site wide planning application can be submitted ensuring the whole project is delivered at the same time. This will reduce disruption to local residents and ensure part of this prominent site, on the edge of the conservation area, is not left redundant for a period of time. The two lot form of tendering allows the council housing to be separated out from the homeless accommodation and delivered separately if this represents better value for money.
18. Feasibility work has established the likely site area which will be available for new council housing and a formal pre-application submission has been made to the Planning Department. In principle support has been received, and the land is a brownfield site and therefore re-using this site for development is supported by the principles set out in the emerging local plan.
19. The surrounding area contains substantial buildings up to four storeys in height with a variety of building types from traditional terraces to more modern apartments and business uses. The immediate site frontage is within the Fulford Road Conservation Area and this area in particular

requires a well considered design which adds to the quality of the built environment in the area. Due to the central location of the site, height of nearby buildings, and site constraints it is believed that a development of apartments provides the greatest opportunity for maximising the potential of this site, and a scheme feasibility has been developed which shows 24 apartments over four floors. Each apartment is 2 bedroom 3 person in size.

20. Based on the information available a high level cost report has been produced by Turner and Townsend's quantity surveyors (QS) based on today's prices. The cost report is on the basis of the site being developed using traditional construction methods and as a single stand alone development. The estimated construction cost for the scheme of 24 apartments is £2,897,733. Added to this would be £175,090 to resurface Ordnance Lane, and an industry standard 15% for fees and on costs. It is anticipated that the tender returns will need to include an allowance for inflation given the estimated start on site date. QS advice is that residential construction inflation is likely to be 1.9% over the next six months. Therefore, the current total scheme cost budget estimate is £3,600,887, which equates to £150,037 per unit. This is based on a specification of Lifetime Home standards and an environmental standard equivalent to Code for Sustainable Homes Level 4. This is consistent with the standards being achieved within the Phase 1 council housing programme. This cost assumes no site abnormal costs such as land contamination or the need for a non-basic foundation solution. Further work will need to take place when the existing building is demolished to fully establish the ground conditions.
21. The construction of both the temporary homeless accommodation and the new council housing would be built under a single contract should the cost of building the council housing be within the above budget. This would mean that the project would be cheaper or equivalent to building through traditional build and therefore represent value for money. Should the tender returns, which are due back in August, show that the new council housing element can be delivered within the cost estimate above to a quality the council expect, the contract will be let to develop the whole site.

#### Delivery programme

22. The current anticipated programme for the new temporary homeless accommodation is to complete by Autumn 2016, although this is subject to the successful contractors proposals that will form part of their tender return. It is anticipated that including the new council housing within this contract would follow the same delivery programme.

### Funding Route

23. Based on current information and design feasibilities the budget for the delivery of up to 24 new homes on this site is approximately £3.6m. 30% of this cost (approximately £1.08m) can be funded by monies from Right to Buy sales. The remaining £2.52m will be funded through the HRA Investment Fund and commuted sums. In order to reduce the resource ask from the investment fund, leaving more money for future schemes, it is proposed to use Section 106 commuted sums where possible. A number of substantial commuted sums totalling over £1m are anticipated to be received over the next two years.
24. Within Table One at paragraph 7 a conservative amount of £500k has been provisionally allocated to this development scheme as all commuted sums may not have been received by the completion of the development. The proposals also have the potential to minimise the use of the HRA investment fund if a mixed tenure scheme is created. Selling a number of apartments on the open market in this high value area will reduce the overall net ask of the investment fund leaving more money available for future schemes. However, it would result in a lower number of new council housing being achieved in this phase.
25. In summary, Option 1 takes advantage of opportunities available for the delivery of a comprehensive redevelopment of the Ordnance Lane site to create 24 new council houses alongside the replacement temporary homeless accommodation facility. This will add a number of homes to the councils existing asset base and help to alleviate the acute housing need in the city. The proposed procurement allows the new council housing to be built under the same contract as the homeless accommodation if it represents a cost saving from the estimates to build the new homes as a separate phase through traditional construction routes. A single contract would enable the development of the site with a single planning application and construction period, which would minimise disruption to the surrounding community. In addition this approach allows for a comprehensive joined up redevelopment of the site improving design and function of the developments.
26. **Option 2** – Option 2 will result in the development of much needed new council housing. However, this option misses the opportunity to package this development up with the development of the temporary homeless accommodation. It is considered that missing this opportunity is likely to result in:
  - Higher costs due to lost economies of scale and an inability to share site costs across a larger development;



- A delay in the delivery of council housing as a whole new development route will need to be determined and procured;
- Greater obstacles to achieving planning permission for the temporary homeless accommodation as a comprehensive site redevelopment proposal cannot be submitted;
- A less joined up development scheme;
- A greater period of time when the site will be under construction causing disruption to local residents;
- Additional resource implications for the Housing Development Team in managing two sites over a longer period of time.

27. **Option 3** – An opportunity is missed for providing much needed new council homes in a sustainable brownfield location.

### Implications

28. The following implications have been identified:

- (a) **Financial** – A budget of approximately £3.6m is required in order to deliver up to 24 new council houses at Ordnance Lane. This will be funded through the HRA Investment Fund, Right to Buy Receipts, and commuted sums.
- (b) **Human Resources** – Director of Communities and Neighbourhoods is reviewing the resources of the Housing Strategy and Development Team given the increase in development projects.
- (c) **Equalities** – The development would create much need new housing available for social rent potentially housing some of the most vulnerable people in the city.
- (d) **Legal** – The Council has the power, under section 9(1) of the Housing Act 1985, to build new houses. If the Authority decide to sell any of the housing, the Secretary of State's consent will be required pursuant to s32. General consents have, however, been granted by the Secretary of State and are contained in the General Consents 2013. This allows disposals of vacant dwellings at market value to persons who will use the property as their principal home

If land is to be sold section 123 Local Government Act 1972 requires the Authority to obtain the best consideration reasonably obtainable for any disposal, but disposals at less than best consideration can be made pursuant to the Local Government Act 1972: General Disposal Consent (England) 2003, provided the Authority consider that the disposal is likely to contribute to the

achievement of the objective of promoting or improving the economic, social, or environmental well-being of its area or residents; and the difference between the unrestricted value of the land and the consideration does not exceed £2 million

European state aid rules must also be complied with in respect of any disposals for less than market value which might impact on trade between Members states. The appointment of the developer and the various technical consultants will need to be procured and contracts will be prepared by Legal Services

- (e) **Crime and Disorder** – There are no crime and disorder implications.
- (f) **Information Technology** – All new homes will be developed to be fully broadband compatible. Information will be provided within the welcome pack for each property outlining how to get connected and how to search for the best deal.
- (g) **Property** – There are a number of issues associated with the site including the legal title, any restrictions on use, environmental and planning considerations which will need to be further investigated and dealt with to ensure the site is ready to be developed without delay once a contract is awarded. If this further investigation results in a matter which cannot be resolved and would as a result prevent the development of that site for housing then the scheme will need to be re-designed or alternative sites will need to be considered
- (h) **Other** – There are no other implications.

## **Risk Management**

- 29. The project to deliver up to 24 new council homes carries a number of risks. It is a multi-million pound project that has a tight delivery timescale. The council will need to procure consultants and contractors, resolve issues affecting the development of the site, achieve full planning permission, and build a significant number of new homes. These all pose challenges to project delivery and the consequent impact on the reputation of the council.
- 30. To mitigate these risks the project must be properly resourced. Cross directorate support and commitment will be required to ensure each directorate meet their identified and agreed delivery timescales.

## Contact Details

### Author:

#### Michael Jones

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Tel: 551 339

### Chief Officer and Executive Member Responsible for the report:

#### Sally Burns

Director of Communities and  
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Executive Member for Housing and Safer  
Neighbourhoods – Cllr Carr

### Andy Kerr

Housing Strategy Manager  
Housing Strategy and  
Development  
Tel: 554 153

**Report  
Approved**



**Date** 15<sup>th</sup> June 2015

### Specialist Implications Officer(s) List information for all

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Accountant  
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#### Legal

Glen McCusker  
Deputy Head of Legal Services  
Tel: 551 048

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

**All**

**For further information please contact the author of the report**

### Background Papers:

Cabinet Report - New Council House Building – Phase 2

Cabinet Report - Get York Building – A Case for Change

Cabinet Report - The replacement of Ordnance Lane Homeless Hostel

### Annexes

Appendix A - Ordnance Lane site location plan

Glossary of abbreviations used in the report:

HRA – Housing Revenue Account

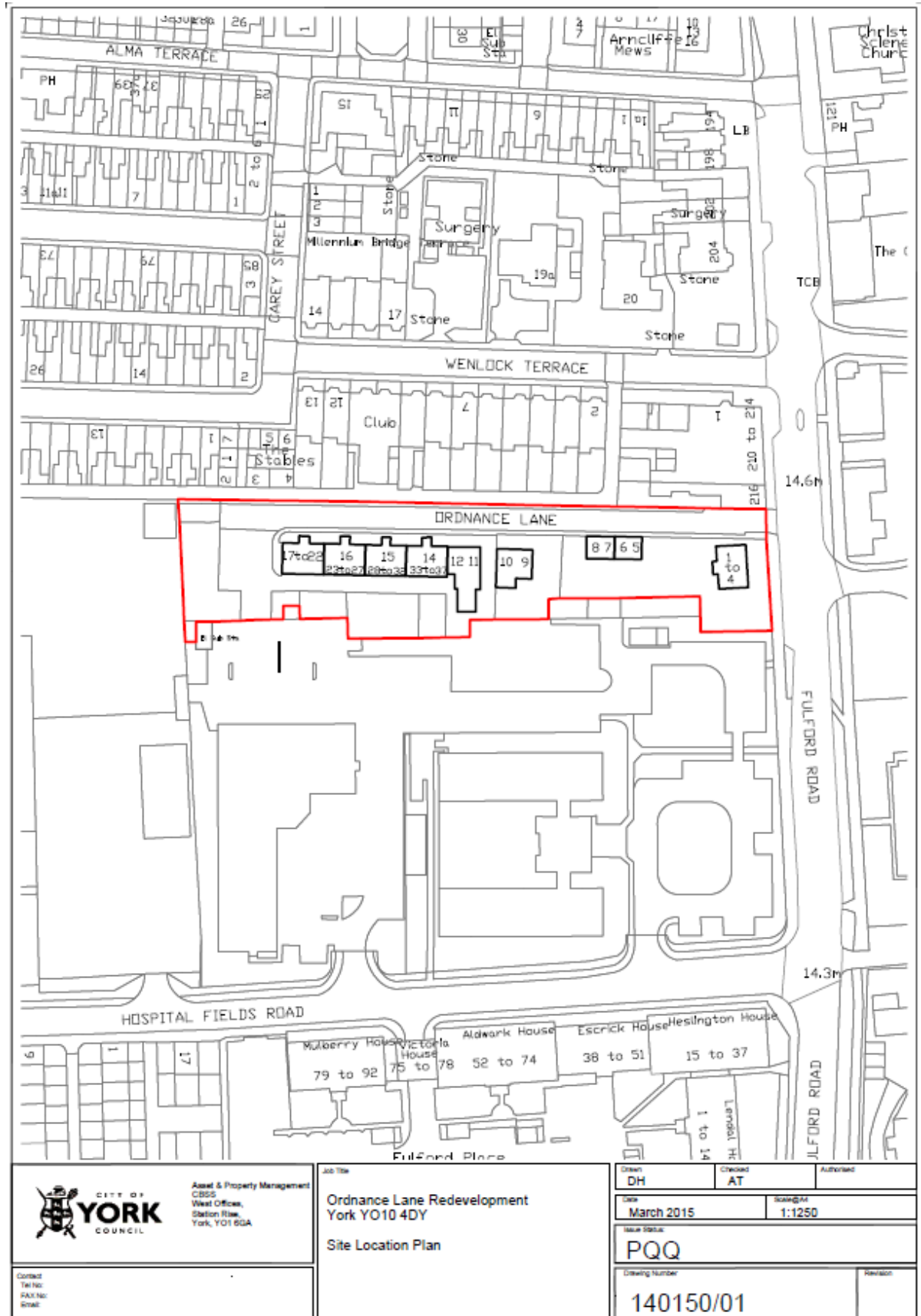
OJEU - Official Journal of the European Union

QS – Quantity Surveyors

RtB – Right to Buy

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Appendix A – Ordnance Lane site location plan



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**Executive**

**25<sup>th</sup> June 2015**

**Report of the Assistant Director – Finance, Property and Procurement**

**Condition of 17- 21 Piccadilly**

**Summary**

1. This report updates the Executive on the condition of 17-21 Piccadilly, the former Reynards Garage, and seeks a decision on whether to demolish, or carry out emergency health and safety repairs, to the building. It also sets out recent activity to dispose of the site and forthcoming work on the strategic importance of this site to the wider Southern gateway area.

**Recommendations**

2. That the Executive agree to apply for planning permission to demolish 17-21 Piccadilly and proceed with the works to demolish the building as quickly as possible, if that permission is granted.
3. That the Executive will receive a report in September 2015 setting out the work undertaken to assess a future regeneration of the area so that an appropriate future use for the site can be identified, which supports the overall development proposals for the Southern Gateway project and ensures that a replacement structure reflects the important heritage of the current building.

Reason: In order to address the health and safety risks to the public.

**Background**

4. This vacant site (location plan at Annex 1) was part of a joint venture agreement between CYC and Lasalles with a view to jointly redeveloping the Castle Piccadilly area. This partnership was dissolved in September 2013 when Lasalles indicated that they were selling individual sites separately and did not intend to undertake a comprehensive redevelopment.
5. 17-21 Piccadilly was marketed for sale by CYC in October 2013. A number of bids were received for the site for a range of uses and with

vastly varying capital values. These bids were assessed against agreed criteria, these being the level of capital receipt, economic impact of the development, community benefit and the deliverability of the scheme.

6. A shortlist of the 4 bids which scored the highest against the criteria was drawn up in January 2014. All the shortlisted bids proposed a hotel with other facilities. They were all subject to planning approval and so further evaluation was needed to refine the initial evaluation. As a result, further information was sought from shortlisted bidders to be evaluated, before a preferred bidder could be identified.
7. At a meeting of the Council's Cabinet on 7<sup>th</sup> January 2014 it was resolved that the final evaluation and selection of a purchaser would be delegated to the Director of Customer and Business Support Services, in consultation with the Cabinet Member for Finance, Performance and Customer Services, subject to the provision of adequate supporting valuations.
8. Following the Cabinet decision the four shortlisted bidders were invited to present their proposals to a panel of officers. Two bidders declined to do so, and the two remaining bidders presented their proposals on 30<sup>th</sup> January 2014.
9. In February 2014 the Council were advised by English Heritage (now Historic England) that an application had been received to list the building. The sale was paused to enable determination of the listing. This application was rejected in mid June 2014 and the decision note is attached as Annex 2. Following this, further evaluation and due diligence of the two remaining bids was undertaken.
10. At the beginning of November 2014, following changes to property ownership in the area with the Lasalle assets going into receivership, the disposal was terminated whilst the plans for the wider Southern Gateway area were considered.

### **Southern Gateway Project**

11. The site forms a significant part of the Piccadilly frontage and the regeneration of this street as a key gateway to the city. The Southern Gateway project team are working on a planning framework for the area which will seek to balance quality considerations for the built environment and the sensitive proximity of heritage assets with the commercial deliverability of any scheme in this area.
12. As a result of the developer feedback and work carried out as part of the Southern Gateway project, it is unlikely that the existing structure will be recommended as part of a forthcoming planning framework for



the broader area. It is a poor quality industrial building with no significant architectural merit though it has historical interest reflecting its former short term use as the Air Speed factory between 1931 and 1933.

13. Whilst the building itself is generally of poor quality, its historical significance and association with aircraft manufacture in particular are recognised and acknowledged.
14. A Planning Statement from September 2013 sets out a concise urban analysis which refers to the strong urban grain of Piccadilly and the relationship of views from Parliament Street. It should be a key objective of site development to 'be seen' and draw footfall from Parliament Street. A new building with some historical interpretation could also be seen as an attractor.
15. The site is in a prime location and stands to take advantage of the recent refurbishment projects at the northern end of Piccadilly. The site has the potential to provide a range of uses and the Southern Gateway Team are modelling the possibility of this site to offer a high quality private rented sector residential scheme, providing the Council with a long term income.
16. It is proposed to retain the site as part of the broader redevelopment of the Southern Gateway area, a key regeneration project for the city. A further report on this will be brought to the Executive in September.

### **Structural condition of the building**

17. The structure of the building is in very poor condition. A condition survey undertaken in 2009 attached as Annex 3. identified a number of issues which required remedial work, specifically
  - Provide bracing to the rear elevation to regain longitudinal stability;
  - Provide strutting to all the steel columns along the Piccadilly elevation to provide lateral restraint;
  - Replace the missing timber purlins which would require some of the existing roof lights and sheeting to be replaced;
  - Check the condition of the existing fixings to the remaining purlins and replace any missing bolts etc.;
  - Obtain advice from a timber specialist to check the structural stability of ends of the purlins where these bear into or on the external walls;

- Wall bearing timber purlins to be strapped down to the wall in all locations and the top of the wall to be restrained with straps along the purlin and fixed to the wall;
  - Remove any loose render to the masonry elevations;
  - Remove any loose bricks to the gable walls to Dennis Street and Piccadilly;
  - The cracked reveals to the old Piccadilly entrance should be tied back to prevent further damage;
  - Remove the unstable partially demolished mezzanine wall.
18. Remedial work was not undertaken as at the time it was anticipated that the building would be sold or redeveloped in the near future. A recent update of this work attached as Annex 4 identified that the status of the building was largely unchanged in many respects but there was now severe corrosion of some of the metal columns where they meet the floor plate and a failed timber lintel to the rear of the building.
19. On the basis of this report Building Control have undertaken an inspection of the building and concluded that
- There is moderate to severe decay of timber supports
  - There is serious decay at ground level to the steel columns
  - The Gable ends have pronounced weathering with large areas of loose or missing rendering
  - There is evidence of roof movement
  - There is missing fire protection block work on some columns
  - The structural stability of the building is compromised and the building is in extremely poor condition
  - In its current state the building represents a danger to the public and a serious liability for CYC
  - This risk will increase as we progress towards the autumn and winter period when water ingress and high winds will inevitably exacerbate the structural problems.

### **Renovating the Structure**

20. We subsequently asked the Surveyors to make further comment on the extent of repairs that would need to be made to the structure if the

council wished to renovate or refurbish the property. This is attached as Annex 5.

21. The view of the Building Control Manager is that :-

- The structure is basically of steel frame construction with brickwork panels and a timber and steel roof.
- The internal steel columns are severely corroded and would be highly unlikely to be able to be relied on, to provide adequate support for any intended floors or for the roof. Structural engineer's calculations would be required to substantiate the structure.
- The roof itself has many damaged and rotten timber members. This would therefore require substantial replacement to enable a new roof with a suitable covering and insulation to be installed. (There is no roofing felt or insulation at present) This would then increase the load on the existing columns. Structural engineer's calculations would be required to substantiate the structure.
- How the existing steel columns connect to the foundations and the nature of the foundations would have to be exposed. It is likely that given the condition of the columns, that the connections will not be adequate (this can already be seen on several column bases) Structural engineers calculations would be required to substantiate the structure.
- The brickwork between the columns appears unrestrained and in poor condition. Measures would then have to be introduced to prevent these panels from falling out. Structural engineer's calculations would be required to substantiate the structure.
- The gables to the Piccadilly and St Deny's Road side require rebuilding as the brickwork is in a very poor condition (and currently poses a danger to the public).
- The existing floor construction is unknown and a floor construction complying with the building regulations in terms of structural capacity, damp protection and insulation installed. Structural engineer's calculations would be required to substantiate the structure.
- Steelwork and timber floors within the building need to have adequate fire protection. This has been removed on several columns and is non existant on the timber mezanine. Fire detection and emergency lighting, in conjunction with a completely new electrical system would need to be installed.
- There is no evidence of insulation in the building. Insulation would need to be provided to the floor, walls and roof, with the inherrent increase in loading to structural elements.
- Ventilation would need to be a consideration in any proposed use.
- New surface water and foul water drainage systems would need to be installed.

This list is not exhaustive as the potential use of the building would have to be considered and it is likely that several other requirements of the Building Regulations would also have to be applied.

Given past experience, and the current condition of the building, the Building Control Manager consider it is highly unlikely that any scheme to bring the building back into use and complying with the Building Regulations could be achieved, unless wholesale rebuilding of the major elements of the building takes place.

22. The Building Control requirements for a structurally sound renovated building would require the almost total replacement of the structural elements of the building with new foundations, steelwork, block work and roof, leaving a building that is in effect a replica of the original and retaining little of the original structure. We would effectively have to take it down and rebuild it. There is no way of estimating the cost of this without partially deconstructing the building to expose the extent of the works but it is likely to be very expensive and would therefore bring into question the financial viability of a redevelopment option.
23. It is not possible to entirely cordon the building off due to the close proximity of the road and neighbouring structures; however an emergency cordon has been put in place to close off the pavement on Piccadilly and St Denys's Rd to prevent injury from falling masonry.

### **Planning Considerations**

24. **Planning Act 1990** - Demolition of an unlisted building in a Conservation Area without planning permission is a criminal offence under the Town and Country Planning Act 1990. (Whilst there is no longer a requirement for Conservation Area Consent to demolish an unlisted building, changes were made to the Act, such that it is now 'an offence for a person to carry out or cause or permit to be carried out relevant demolition without the required planning permission' under s.196D (1) TCPA 1990. Similarly, it is 'an offence for a person to fail to comply with any condition or limitation subject to which planning permission for relevant demolition is granted' under s.196D (2)).
25. Both offences may go to trial, with a maximum sentence of 12 months imprisonment in the magistrates' court, or 2 years' imprisonment in the Crown Court, or a fine in either Court.
26. It is a defence for a person accused of an offence under this section to prove the following matters—

- a) that the relevant demolition was urgently necessary in the interests of safety or health;
- (b) that it was not practicable to secure safety or health by works of repair or works for affording temporary support or shelter;
- (c) that the relevant demolition was the minimum measure necessary;
- and
- (d) that notice in writing of the relevant demolition was given to the local planning authority as soon as reasonably practicable.

27. There would therefore be a significant risk that in demolishing the building without planning permission the Authority would be acting unlawfully.

### **Options**

28. Failure to take any action would mean that the council faces an ongoing risk that the structural integrity of the building might fail with the inherent risk to life and limb. In order to address this risk the Council has two options.

Option 1 – Apply for planning permission to demolish the building at an estimated cost of £100,000-£135,000. This would take 8-12 weeks to get a decision during which time the risk of collapse would persist. The building should be monitored, during the period before any planning application has been determined to review any further deterioration.

Option 2 – Carry out emergency structural reinforcement to the building, at an estimated minimum cost of £95,000, to prevent a potential collapse of the building. This would involve temporary shoring up of the building by inserting ties into the building to attach the walls to the floor and insert a missing truss into the roof. This work would have to be undone when any redevelopment was undertaken and it is extremely likely that if any facade were to be retained it would need to be taken down and rebuilt. It is therefore purely a short term measure to defer a decision about the retention of any part of the fabric of the building. These works will not enhance the value of the property. The cost of these works could escalate significantly as the work commences as new structural issues may be encountered.

## **Analysis**

### Option 1

29. This option removes the health and safety risk and prevents the risk of prosecution for failing to get planning permission but the risk of collapse would persist for 3 months whilst permission was sought. Any collapse or injuries during this period would continue to present a danger to the public and a serious liability for CYC. Ongoing monitoring of the building cannot entirely mitigate this risk.

### Option 2

30. This option keeps the building standing whilst the Southern Gateway project is progressed, but may need further attention as the building continues to deteriorate. If a subsequent decision was made to demolish the building then the demolition costs would still need to be met. The risk of collapse would be mitigated but the building would continue to deteriorate and further works may be needed. This is a very expensive short term option and in all probability any new scheme will recommend demolition.

## **Consultation**

31. Consultation has been undertaken with Historic England and they have made the following observations:-
- Historic England would expect to be notified about a local authority application for planning permission for relevant demolition in a conservation area.
  - Whilst the building has been identified as a building of merit in the Central Historic Core Conservation Area Appraisal, Historic England would also note the more recent Listed Building Assessment and its recommendation not to list the building for two principal reasons:
    - Architectural interest: the restrained Art Deco detailing of the building has been marred by the application of roughcast render and the physical loss of some of the detail through decay.
    - Lack of physical evidence: the use of the building as the start-up premises of Airspeed, and its association with individuals including Cobham, Tiltman and Shute (significant in the 1930's development of the British aviation industry) has left no significant identifiable evidence within the building

- Historic England are very keen to engage with the Council regarding the future regeneration of the Castle Piccadilly Area and meetings have now been arranged.

## Implications

32.

**Financial** – the work will be funded from the Capital budget for Health and Safety repairs. The most economically prudent option would be to fund the demolition of the asset as this cost can be quantified with accuracy and will be a one off cost with no future financial implications. The option to make the necessary repairs would require funding to a similar level but would not offer the same budget containment that demolition would realise. Under the repairs option it is expected further budget would need to be made available as and when further decision was taken to retain or demolish the structure.

**Property** – all the implications are contained in this report

**Legal** – The Planning implications are contained in paras 22-25. As the owner of the building the Council has duties and responsibilities under the Occupiers Liability Acts of 1957 and 1984 and under health and safety legislation. If the building is not demolished or repaired in an appropriate manner to render it structurally safe the Council could incur significant liability if someone within the building (even a trespasser) or in the vicinity of the building is injured, or adjoining property damaged, as a result of the building collapsing or pieces falling off it. If someone were to die as a result, the Council could even be prosecuted for corporate manslaughter.

**Equalities and Human Resources** – no implications

## Risk Management

33. **There are significant Health and Safety risks** - Failure to take any action would have considerable risk implications as the property would only continue to deteriorate from what is already a dangerous condition and as such the council may be challenged both in criminal and civil law should an incident occur. Both options have health and safety implications to those undertaking the work but as long as the work is undertaken by competent contractors in accordance with well established procedures for this type of work then the risk will be significantly reduced.

**Contact Details**

**Tracey Carter**

Assistant Director of  
Finance, Property and  
Procurement

**Chief Officers Responsible for the  
report:**

**Ian Floyd**  
Director of Customer and Business  
Support

**Report  
Approved**



**Date** 12 June 2015

**Specialist Implications Officer(s)**

Ross Brown – Technical Finance Manager  
Mike Slater – Assistant Director – Planning & Regeneration  
Stuart Langston - Head of Health & Safety  
Ian Asher – Head of Property Design & Commissioning  
John Fowler – Building Control Manager  
Derek Gauld – Regeneration Manager



**Wards Affected: Guildhall**

**For further information please contact the author of the report**

**Background Papers:** None

**Annexes:**

Annex 1 - Site Plan  
Annex 4 - 2015 Updated structural survey  
Annex 5 - Surveyors view on work required to retain existing structure

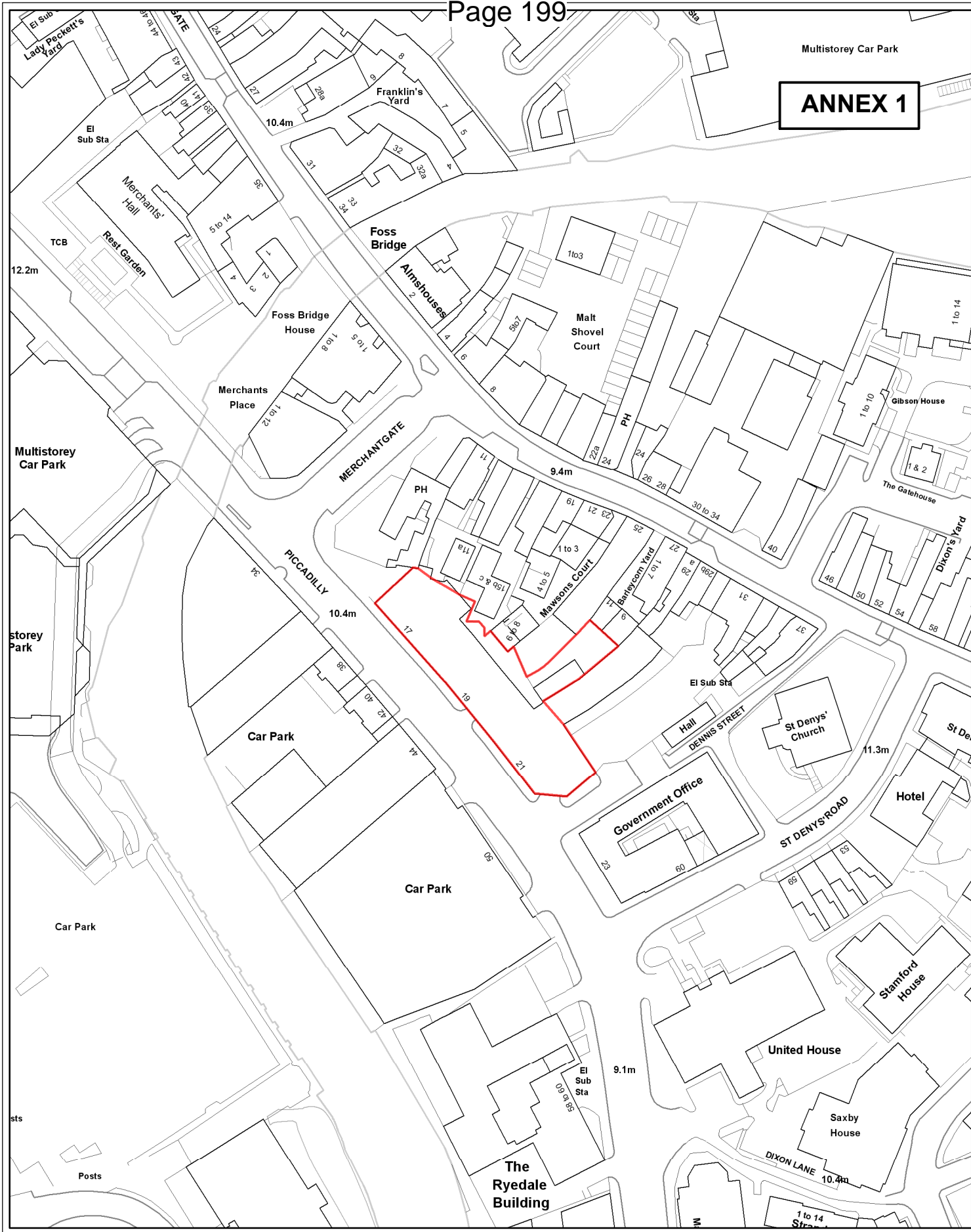
**Annexes Online only:**

Annex 2 –Notification report on application to list  
Annex 3 –2009 Structural Survey



Multistorey Car Park

**ANNEX 1**



**17-21 Piccadilly**



SCALE 1:1,250

DRAWN BY: GR

DATE: 12/12/2013

Originating Group:

**Asset & Property Management**

Drawing No.

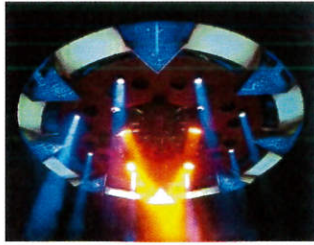
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**CBSS**  
**Asset & Property**  
**Management**

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**williamsaunders**  
architecture : engineering : building consultancy



**STRUCTURAL INSPECTION AT  
REYNARDS GARAGE, 17-21 PICCADILLY, YORK  
FOR CITY OF YORK**

**JOB NO: 10823/12.0**

**DATE: APRIL 2015**



**STRUCTURAL INSPECTION**

REYNARDS GARAGE, 17-21 PICCAILY, YORK

**C O N T E N T S**

- 1.0 INTRODUCTION
- 2.0 INSPECTION
- 3.0 CONCLUSIONS AND RECOMMENDATIONS
- 4.0 GENERAL

**APPENDICES**

Appendix A      Photographs

**STRUCTURAL INSPECTION**

REYNARDS GARAGE, 17-21 PICCAILLY, YORK

**1.0 INTRODUCTION**

- 1.1 William Saunders have been instructed by Steve Owen of The City of York to carry out a visual structural inspection of the building generally known as Reynard's Garage, 17-21 Piccadilly, York.
- 1.2 The following report outlines any further deterioration from our original inspection report dated October 2009. This report should be read in conjunction with our original inspection report.
- 1.3 Our latest inspection took place on 7<sup>th</sup> April, 2015 and was carried out from ground level whereas the original inspection made use of a cherry picker for the internal inspection.
- 1.4 Record photographs were taken and these are contained in Appendix A. For comparison purposes the photograph numbers have been maintained where possible.



**STRUCTURAL INSPECTION**

REYNARDS GARAGE, 17-21 PICCAILLY, YORK

**2.0 INSPECTION**

- 2.1 The building is as discussed in our previous report and from a brief inspection it appears that very little has changed over the last six years.
- 2.2 A close inspection of the external envelope was carried out. This revealed very little change from our previous inspection with only small pieces of render having fallen off. For example compare photographs 11 and 19 of this and the previous report.
- 2.3 Cracking around the old Piccadilly entrance was closely inspected and no changes could be observed from the previous inspection.
- 2.4 Internally there are two main items of concern over and above that referred to in our 2009 report. These are as follows:-
- a. A timber lintel over a door opening into the lean to at the rear of the building has failed.
  - b. Rusting of the columns at the junction with the ground slab. This was distinctly more apparent along the exposed rear elevation with one column flange severely corroded. This can be seen on photograph 68. A typical case can be seen on photograph 69.
- 2.5 It was apparent that none of the recommendations contained in our 2009 report have been actioned which leaves the building in a vulnerable condition.

**STRUCTURAL INSPECTION**

REYNARDS GARAGE, 17-21 PICCAILLY, YORK

**3.0 CONCLUSIONS AND RECOMMENDATIONS**

- 3.1 In addition to our previous recommendations we would advise that the wall over the door opening into the lean to at the rear of the building is propped as a matter of urgency. The gaps left by rotting timbers in the wall should also be packed tight with suitable materials.
- 3.2 With regards to the rusting columns we would recommend that the full extent of the corrosion is determined in order for a temporary strengthening detail to be produced. To do this the concrete slab around the columns need to be broken out. Firstly the column shown in photograph 68 should be exposed along with a more typical example. At this point a decision could be made to expose further columns if considered necessary.
- 3.3 We are very concerned that our previous recommendations have not been actioned and would strongly advise that the recommendations contained in our October 2009 report and this report be implemented urgently. Any further delay to undertaking remedial works could potentially lead to a collapse situation occurring.



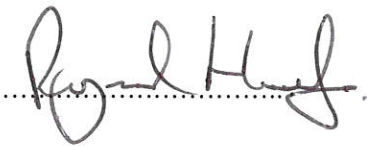
**STRUCTURAL INSPECTION**

REYNARDS GARAGE, 17-21 PICCAILLY, YORK

**4.0 GENERAL**

- 4.1 In preparing this report an inspection was only carried out from ground level. We have not inspected parts of the structure which are covered, unexposed or inaccessible. We are therefore unable to report that any such part of the property is free from defect.

Prepared by:

A handwritten signature in black ink, appearing to read 'Ray Hardy', written over a horizontal dotted line.

Ray Hardy

William Saunders  
Sheppard Lockton House  
Cafferata Way  
Newark  
Notts  
NG24 2TN

RH/KW/10823/12.0/DF

**APPENDIX A**

**Record Photographs**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 1 – Piccadilly elevation**



**Photograph No. 2 – Piccadilly elevation**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 3 – Dennis Street elevation**



**Photograph No. 4 – North West elevation**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 5 – Old Piccadilly entrance**



**Photograph No. 6– Old Piccadilly entrance**

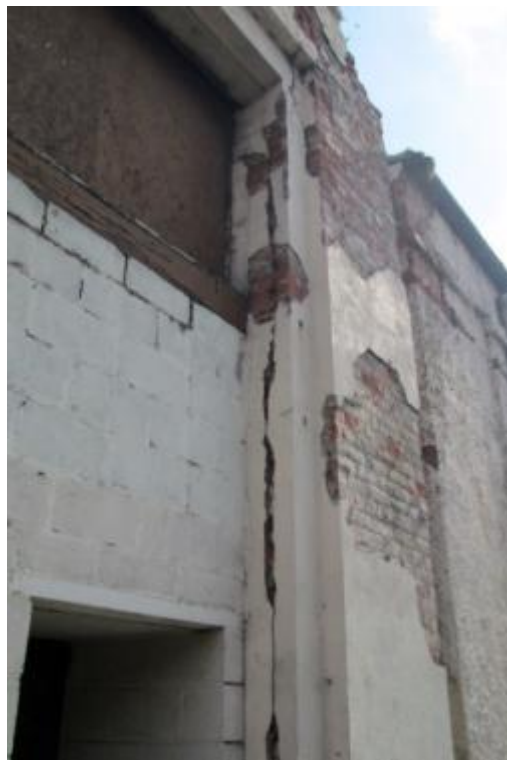


**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



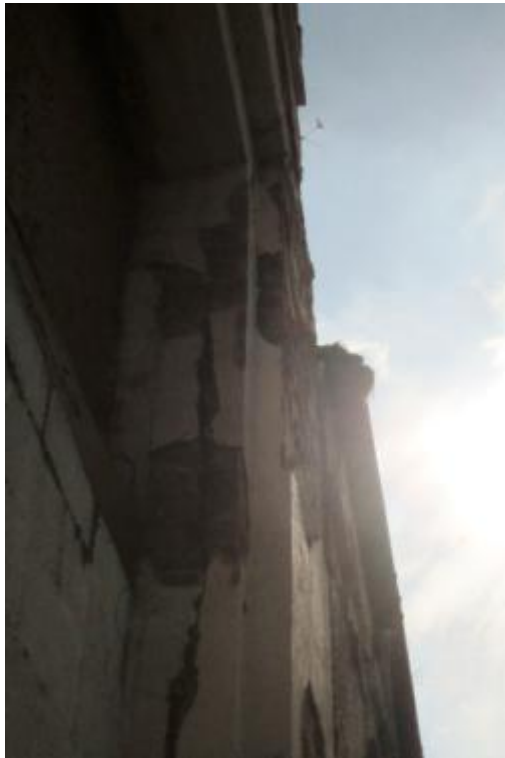
**Photograph No. 7 – Old Piccadilly entrance**



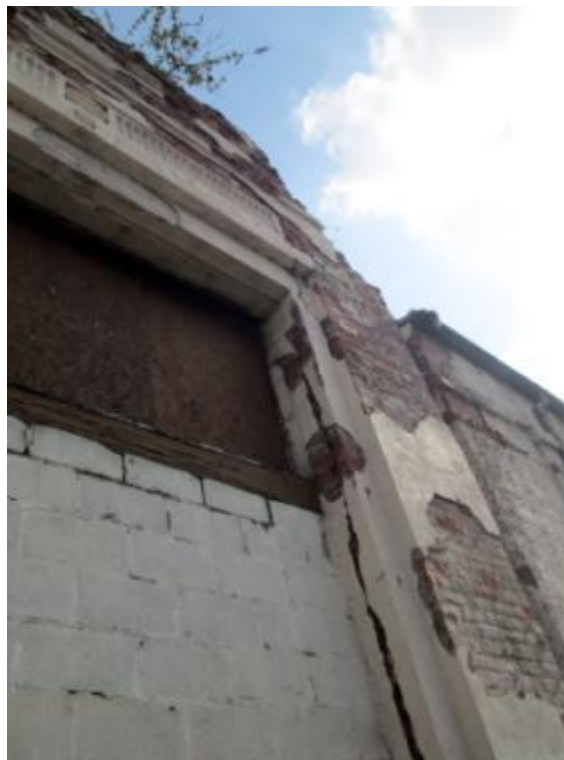
**Photograph No. 8 – Old Piccadilly entrance**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



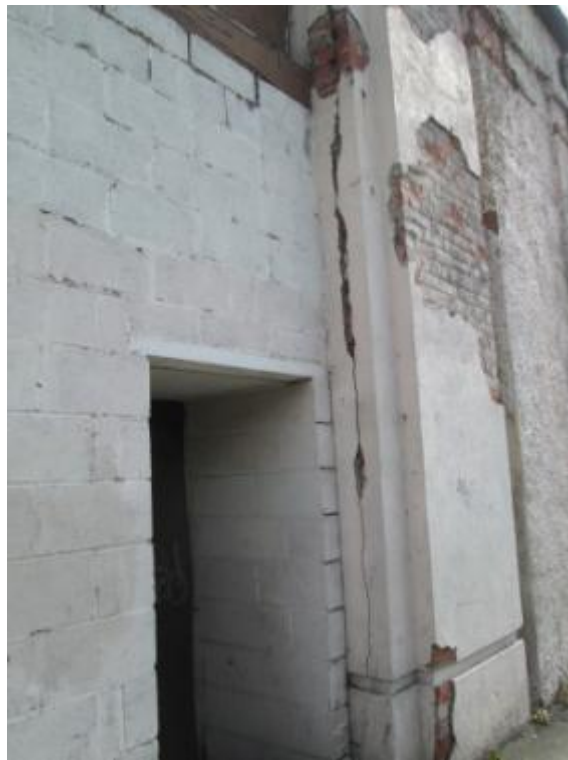
**Photograph No. 8a – Old Piccadilly entrance**



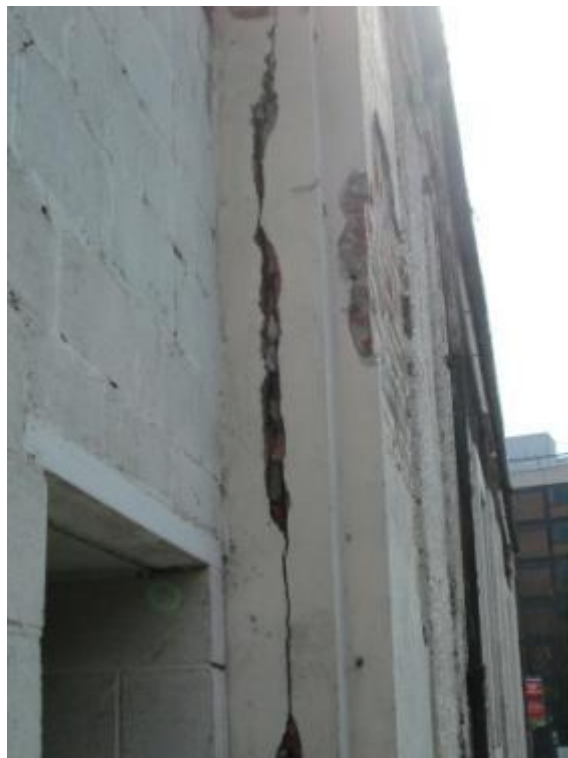
**Photograph No. 9 – Old Piccadilly entrance**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 10 – Old Piccadilly entrance**



**Photograph No. 10a – Old Piccadilly entrance**

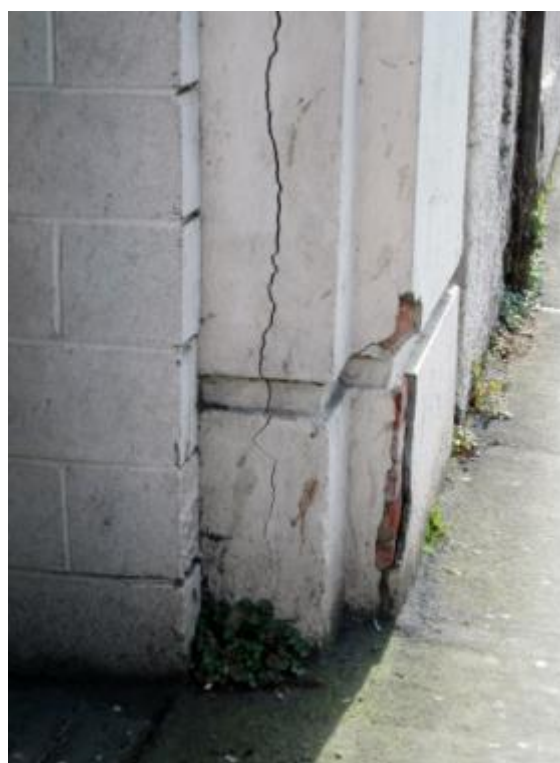


**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 11 – Old Piccadilly entrance**



**Photograph No. 11a – Old Piccadilly entrance**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 12 – Old Piccadilly entrance**



**Photograph No. 13 – Old Piccadilly entrance**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 14 – Old Piccadilly entrance**



**Photograph No. 15 – Part Piccadilly elevation**



**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 16 – Part Piccadilly elevation**



**Photograph No. 17 – Part Piccadilly elevation**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 19 – Part Piccadilly elevation**



**Photograph No. 20 – Part Piccadilly elevation**



**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 20a – Part Piccadilly elevation**



**Photograph No. 21 – Part Piccadilly elevation**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 22 – Part Piccadilly elevation**



**Photograph No. 22a – Part Piccadilly elevation**



**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph No. 23 – Part North West elevation**



**Photograph No. 24 – Part North West elevation**



**PHOTOGRAPHS**

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**Photograph No. 25 – Part North West elevation**



**Photograph No. 26 – Part North West elevation**

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**Photograph No. 27– Part North West elevation**



**Photograph No. 28 – Part North West elevation**



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**Photograph No. 29 – Rear corner of North West elevation**



**Photograph No. 29a – Rear corner of North West elevation**

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**Photograph No. 30 – Dennis Street entrance elevation**



**Photograph No. 30a – Dennis Street entrance elevation**

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**Photograph No. 31 – Part Dennis Street entrance elevation**



**Photograph No. 31a – Part Dennis Street entrance elevation**



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**Photograph No. 32 – Dennis Street elevation**



**Photograph No. 33 – Rear elevation**

**PHOTOGRAPHS**

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**Photograph No. 35 – Internal view above Dennis Street entrance**



**Photograph No. 36 – Internal view above Piccadilly entrance**

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**Photograph 36a – Internal view above Piccadilly entrance**



**Photograph 37 – Internal view towards North West entrance**



**PHOTOGRAPHS**

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**Photograph 38 – Internal view towards North West entrance**



**Photograph 39 – Part view on rear elevation**

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**Photograph 40 – Part view on rear elevation**



**Photograph 41 – Part view on rear elevation**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph 41a – Part view on rear elevation**



**Photograph 42 – Partially demolished wall at Dennis Street**



**PHOTOGRAPHS**

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**Photograph 47 – Purlin bearing into wall above Piccadilly entrance**



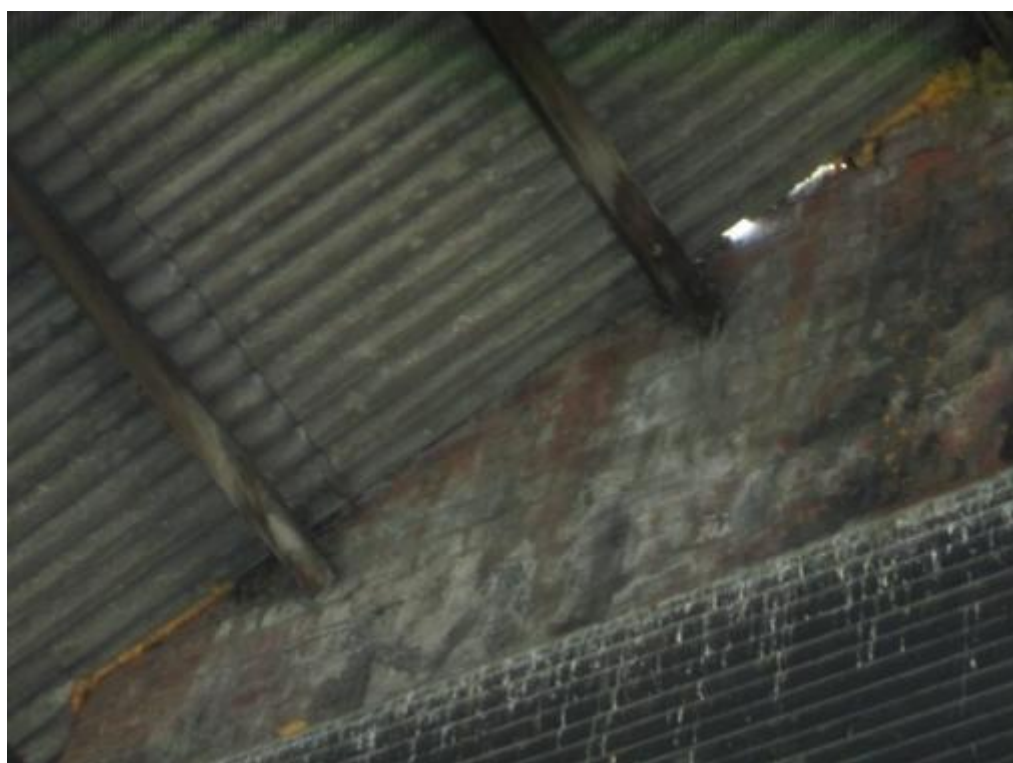
**Photograph 48 – Purlin bearing into wall above Piccadilly entrance**

**PHOTOGRAPHS**

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**Photograph 49 – Purlins bearing into wall above Piccadilly entrance**



**Photograph 49-50 - Purlins bearing into wall above Piccadilly entrance**

**PHOTOGRAPHS**

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**Photograph 52 – Cross bracing in roof**



**Photograph 53 – Cross bracing in roof**



**PHOTOGRAPHS**

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**Photograph 59 – Internal view towards Denis Street**



**Photograph 60 – Internal view towards Dennis Street**

**PHOTOGRAPHS**

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**Photograph 61 – Internal view from Dennis Street**



**Photograph 62 – Internal view within lean-to looking from Dennis Street end**



**PHOTOGRAPHS**

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**Photograph 63 – Internal view within lean-to looking towards Dennis Street end**



**Photograph 64 – Failed timber lintel above end door opening to lean-to**

**PHOTOGRAPHS**

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**Photograph 65 – Failed timber lintel with steel rafter supported on wall**



**Photograph 66 – Rafter supported on wall above failed timber lintel**



**PHOTOGRAPHS**

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**Photograph 66a – Rafter supported on wall above failed timber lintel**



**Photograph 67 – Steel rafter over lean-to bearing on external wall**

**PHOTOGRAPHS**

REYNARD'S GARAGE, 17-21 PICCADILLY, YORK



**Photograph 68 – Rusting column to rear elevation (worst case)**



**Photograph 69 – Typical view of rusting column to rear elevation**



**PHOTOGRAPHS**

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**Photograph 70 – Typical view of rusting column to front elevation**



**Photograph 71 – Internal view of North West elevation rear corner**

**PHOTOGRAPHS**

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**Photograph 72 – Internal view of North West elevation rear corner**



**Photograph 73 – Internal view of North West elevation rear corner**

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## Annex 5 - Surveyors view on work required to retain existing structure

**williamsaunders** architecture : engineering : building  
consultancy

With regards to the steel frame there are a number of issues that need to be addressed should the building be renovated. The main items are as follows:

- A more detailed design check of the columns is required to establish if they meet present day standards for strength and serviceability. My opinion is that most if not all the columns will require strengthening. The columns along the Piccadilly elevation are mostly encased within the brickwork wall and would be difficult to apply a flange plate to either flange without removing the wall. It would be possible for a new column to be installed on the inside of the existing column making it redundant. The columns would need to be tied together at intervals to transfer the wind loading and would also need to extend down and fixed to the existing foundation. Also the ends of the roof trusses would need to be adapted in order that the vertical roof load is taken into the new columns. To provide stability across the width of the building a knee brace would need to be incorporated at the top of each column to provide a couple between the column and the truss in order to take the local wind loading on each column. If a new column is installed it would then be possible to incorporate vertical bracing in order not to rely on the masonry for stability of the frame.
- With the columns along the rear elevation being generally exposed it would be possible to strengthen them with flange plates as previously discussed. By cutting out the concrete floor slab and surround and extending the flange plates down to the foundation a detail could be determined to resolve the rusting flanges and web. Permanent vertical bracing would need to be incorporated to provide frame stability along this elevation.
- There is already an amount of roof bracing, between trusses but this is not complete and needs to be extended back to the columns at each end and up to the apex of the roof. This is to provide stability down the length of the building. The existing bracing would need to be checked to see if it complies to the latest standards. For the wind loading on the gables to be transferred through the roof bracing / vertical bracing the condition of all the timber purlins and their fixings would need to be checked. In addition the gable walls would need to be securely tied to the purlins.
- The gable columns also need to be checked and similar solutions noted above may need to be adopted.

Defects in the masonry will need to be repaired with a combination of rebuilding and or strengthening with resin fixed helical bars across cracks etc. A specialist contractor should be employed to carry out this type of repair as opposed to a general contractor.

All structural timber members need to be checked by a timber specialist to comment on their structural integrity particularly where a timber member is built into an external wall.

From experience, on renovations of this type the full extent of defect will only be found when work commences on site and a suitable allowance should be made to cover any additional work.

I hope this is sufficient for your immediate requirement but should you need any further assistance to develop details for the remedial works please do not hesitate to contact us.

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**We are thrilled that our projects have been successful in the RICS East Midlands Awards 2015:**

**Winner of Community Benefit category - Heritage and Outreach Project, The Malt Cross, Nottingham - Multi-disciplinary Consultant**  
**Highly Commended in Commercial category - Romax Technology Centre, University of Nottingham - Architect**  
**Project of the Year - King Richard III Visitor Centre, Leicester - Clerk of Works**



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**Executive****25<sup>th</sup> June 2015**

Report of the Assistant Director of Finance, Asset Management & Procurement and the Assistant Director for Transport, Highways & Fleet

**Procurement of Council Security Services****Summary**

1. This report is seeking approval to commence a procurement exercise for a comprehensive set of council wide security services including;
  - On site security services in all council properties
  - Provision and support of access control system and other entry systems
  - Key holding services for identified council buildings
  - Fire alarm response / investigations
  - Supply of security consumables (i.e. ID badges, lanyards, key cabinets, locker keys)
  - All locks, padlocks and locking systems for council buildings and sites
  - Security guarding to be called upon as required for City of York Council one off public events
  - Provision of the Council's CCTV control room operation
  - CCTV system design, supply, installation and maintenance for all existing equipment and expansion of CCTV equipment on council premises and other locations as required during the contract period

**Recommendation**

2. This report asks Executive to agree to the procurement of security services as a corporate contract through a single exercise containing lots, including exploring the possibility to outsource the current in house CCTV monitoring service.

Reason: To enable the Council to:

- achieve Best Value by maximising the available budget

- transfer risks and responsibilities for CCTV security to the appointed supplier(s) so it resides with an experienced, accredited and skilled supplier(s)
- ensure consistency of service provision across the Council.

### **Background**

3. Security services across the council have been procured by each service as and when required. There hasn't been an over arching approach to the procurement of this category of expenditure and historically all Facilities Management (FM) activity was undertaken by each directorate on the buildings that they occupied. Following the establishment of a corporate Facilities Management Service as part of the move to West Offices, an on site security presence was required for the first time and a Security Service was procured to provide:
  - On site security at West Offices
  - Associated services such as the support of the access control system and security passes at West Offices
  - Provision of some staff into the CCTV team
4. The security team are an essential part of the West Offices FM team and work alongside colleagues in the Customer Centre to ensure a safe and welcoming environment for customers, staff and business visitors. This contract is due to expire on 30th June 2015 but permits an extension to the contract term by agreement between the parties. In order to align the procurement of these services with the wider corporate security procurement described in this report we will seek an extension of the contract up to 29<sup>th</sup> February 2016. Due to the value of this extension we will be seeking a wavier to Council's Contract Procedure Rules, prior to agreeing the contract extension with the supplier.
5. The Procurement Strategy sets out a commitment to more effective aggregation of spend utilising a category approach, whereby we seek to bring together all linked and related types of spend and approach the market in a joined up and coherent manner. Therefore, all spend in the broader security category has been reviewed to inform this proposal.
6. In order for the council to ensure it receives consistency in the quality and costs of the security services provided, and value for money, it is proposed to aggregate spend across the Council by combining the majority of security service requirements within one procurement exercise that includes a number of lots. Due to the sums involved it needs to be an EU compliant procurement exercise using the restricted procedure.

7. Under this procedure we can either let the whole contract to one supplier (or consortia) or we can select different suppliers for the separate lots. This enables Small and Medium Enterprises (SMEs), consortia and groups of supplier(s) to potentially bid either for individual or all of the lots available.
8. The proposed lots are;
  - Lot 1 - On site security presence at Council buildings/sites, key holding services, security consumables, security/fire alarm investigations, access/entry systems
  - Lot 2 - Provision of CCTV control room operatives
  - Lot 3 - CCTV system design, supply, installation, maintenance of equipment and service development

### **Consultation**

9. A Project Team was formed in order to create the Corporate Security Services Category Plan. The team included representatives from the Council's Facilities Management team, CCTV control room management, Asset & Property management, Civic buildings, Guildhall and Mansion House management.
10. Consultation with CCTV control room staff and Unions has been started by the Service Manager and will continue through the coming months.

### **Options**

11. The options considered need to balance the key objectives of value for money and consistency of service delivery and quality, alongside compliance with public procurement legislation.
12. Option 1 - to procure security services as a corporate contract through a single exercise containing lots as described in paragraph 8, including exploring the possibility to outsource the current in house CCTV monitoring service. This is the recommended option.
13. Option 2 - to retain the current position whereby CCTV monitoring services are provided in house and procure a separate contract for the remaining security services.

### **Analysis**

#### **Option 1**

14. The current CCTV monitoring service is mainly provided in house but is supplemented by staff from the current security provider. The service is delivered 24 hours a day, 7 days a week and historically it has been

difficult to staff up the team to accommodate this requirement. It is therefore proposed that the tender includes a lot that would give CYC the option to consider externalisation of the entire CCTV control room operation. This would enable us to both benchmark costs and assess quality delivery as well as assist with the development and expansion of the CCTV control room services to external third parties. The CCTV control room service has an inherent need to be flexible to respond to the varying security requirements of its customers. The ability to call on third party trained, licensed operatives as and when required has improved service delivery over the last 2 years.

15. The contract for the supply, installation and maintenance of CCTV equipment is due to expire on 1<sup>st</sup> December 2016 but the Council has the right to terminate the contract at any time by giving 3 months written notice. It is therefore considered sensible to include this within the broader procurement exercise. This would provide the opportunity to seek tenders that provide a full security solution and maximise the use of the budgets available.
16. The proposal to incorporate the CCTV control room operative requirements as part of the re-procurement exercise would provide the opportunity to seek tenders that provide a full security solution enhancing the opportunity for the Council to obtain financial savings and efficiencies and maximise the use of the budget. This would also provide the opportunity for the council, by subjecting the CCTV control room operative requirements to competition, to demonstrate Best Value has been obtained.
17. In addition, an overarching procurement of all security services would ensure consistency and enhanced flexibility of service provision.

## **Option 2**

18. Under this option, it would be difficult to demonstrate that the Council were achieving best value from the current arrangements. It would also potentially limit interest from external suppliers.
19. Separate contracts would not support consistency in service delivery and could prevent opportunities to achieve operational efficiencies. It would also give rise to potentially costly contract management of multiple suppliers.

## Council Plan

20. The actions set out in the report contribute to the following corporate priorities as set out in the Council Plan 2011-15:

Build strong communities by:

- The award of a corporate security services contract that incorporates the CCTV requirements of the council will assist the Council to tackle crime, antisocial behaviour, increase community safety and enhance our commitment to have effective arrangements in place to safeguard our communities against terrorism through a consistency in the quality of security services provided and achieving Best Value for the Council's budget.

Creation of jobs and grow the economy by:

- The inclusion of Lots in the re-procurement exercise would enable SME's to potentially bid for individual or all Lots available and contribute to the growth of the economy.

21. The Council's Plan 2011-15 also includes the core capability for the improvement of our procurement activity to create savings and focus the Council's spend on the delivery of our priorities. The inclusion of the CCTV control room operative's requirements as part of this re-procurement would further enhance the opportunity for the Council to obtain financial savings and efficiencies by its inclusion within this re-procurement.

## Implications

22. The consideration of including the CCTV control room operatives within the scope of this re-procurement exercise is a significant out-sourcing consideration because the current service has a commitment to cover the monitoring of the cameras for 24hrs, 7 days a week for 365 days a year and the council need two staff on duty to ensure the control room is manned at all times. In order to ensure this commitment can be delivered there is currently a combination of five council staff working alongside staff employed by our current external security services provider.

- **Financial**

The proposed contract period for the Corporate Security Services contracts is for an initial six years with an option to extend the contracts for up to a further four years. Therefore the potential total

value of the contracts would approximately be £5.5m for the full contract period, including extensions.

The current council wide spend on security is set out in the table below although the spend is projected to vary from year to year to reflect variations arising from the planning, design and installation of CCTV equipment;

Service	Spend in 2014/15 £'000
Security services at Council building, including hostels and office accommodation	385
CCTV monitoring (combination of in house and external temporary staff)	260
Total	645

Under Option 1 it is expected that savings will be made through aggregation of our requirements and efficiency of management. Under option 2, no clear savings have been identified and there could be some additional costs in contract management, which cannot be quantified at this time.

- **Human Resources (HR)**

The inclusion of the CCTV control room operatives in this re-procurement exercise would include TUPE workforce implications for the Council staff employed in this service as well as the staff employed by the current security services supplier. The CCTV control room management have commenced the process of staff and Trade Union consultations in accordance with the requirements of TUPE.

- **Equalities**

There are no Equalities implications arising from this report

- **Legal** (*Contact – Head of Legal and Democratic Services*)

The extension to the current security contract may be treated as a “new contract” under the public procurement regulations. The value of the extension period is below the EU threshold and therefore does not require EU wide advertising but a waiver of the Council’s Contract Procedure Rules is required. The extension period must be agreed with the supplier prior to 30 June 2015.



The impact of TUPE on CYC staff and current supplier staff will need to be considered and provided for within any new contract.

- **Crime and Disorder** (*Contact - Senior Partnerships Support Officer, Community Planning & Partnerships*)

*None*

- **Information Technology (IT)** (*Contact – Head of IT*)

*None*

- **Property** (*Contact – Property*)

A wide range of security related services for CYC properties are currently provided by a large number of providers. A single contract would be easier to manage and provide improved quality of service.

## **Risk Management**

23. A Risk Log has been developed for the re-procurement which the members of the Project Team will populate with the risks that will be monitored and managed throughout the re-procurement and also as part of the contract management process for the awarded contracts. The risks to highlight for the procurement of the corporate security services include:

- The transfer of risk and responsibilities by the council to the appointed supplier(s) for the CCTV system design, supply, maintenance, installation and future capital expenditure.
- The amount of interest that this procurement would receive from the security services market and volume of bidders that are SME's.
- The content and structure of the procurement documents and the contracts awarded to clearly define and support the Council's priorities to build safer communities by assisting to reduce crime, antisocial behaviour and increase community safety

**Contact Details**

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	<b>Report Approved</b>	√	<b>Date</b> 12 June 2015
<b>Specialist Implications Officer(s)</b> <i>Financial</i> Debbie Mitchell x4161  <i>Legal</i> Emma Kerr x1036			
<b>Wards Affected:</b> <i>List wards or tick box to indicate all</i>			<b>All</b> <input checked="" type="checkbox"/>
<b>For further information please contact the author of the report</b>			

Annexes - None

Glossary of abbreviations used in the report:

CCTV – Closed Circuit Television

EU – European Union

FM – Facilities Management

HR – Human Resources

SMEs - Small and Medium Enterprises

TUPE- Transfer of Undertakings (Protection of Employment) Regulations 2006