

**Notice of a public meeting of
Executive**

To: Councillors Aspden (Chair), Ayre, Craghill, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson

Date: Thursday, 28 November 2019

Time: 5.30 pm

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

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Monday, 2 December 2019.**

*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 Customer and Corporate Services 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:

- (i) Appendices 1-4 to Agenda Item 11 (Yorkshire Purchasing Organisation)
- (ii) Annexes 1-4 to Agenda Item 12 (Establishing an Investment Budget for a Strategic Commercial Property Acquisition)

on the grounds that they contain information relating to the financial or business affairs of particular persons (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 - 10)

To approve and sign the minutes of the last Executive meeting, held on 24 October 2019.

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, 27 November 2019**. 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 that, subject to available resources, this meeting will be filmed and webcast, or recorded, including any registered public speakers who have given their permission. This broadcast can be viewed at <http://www.york.gov.uk/webcasts> or, if recorded, will be uploaded onto the Council's website following the meeting.

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/download/downloads/id/11406/protocol_for_webcasting_filming_and_recording_of_council_meetings_20160809.pdf

5. Forward Plan (Pages 11 - 16)

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

6. Refreshing The Council's Approach to Equalities (Pages 17 - 36)

The Assistant Director, Communities & Culture to present a report which provides an update on the council's progress towards its equality objectives and sets out proposals to strengthen the approach to equalities in key areas.

7. The York Narrative (Pages 37 - 98)

The Corporate Director of Economy & Place to present a report which seeks approval for a proposed York Narrative that aims to help the city prepare for future funding opportunities and identify values to inform future policy making.

8. Parking Update (Pages 99 - 132)

The Corporate Director of Economy & Place to present a report which reflects on the recommendations made by the Resident Parking Scrutiny Review Task Group on 5 March 2019, and explores opportunities to implement further service improvements through online services and virtualisation.

9. Millthorpe School - Enhanced Resource Provision (Pages 133 - 148)

The Corporate Director of Children, Education & Communities to present a report which seeks approval to allocate funding to create a specialist secondary Enhanced Resource Provision (ERP) at Millthorpe School for pupils on roll at Applefields School.

10. Treasury Management and Prudential Indicators Mid Year Review (Pages 149 - 162)

The Head of Corporate Finance & Commercial Procurement to present a report which provides an update on treasury management activities and prudential indicators for the period 1 April to 30 September 2019.

11. Yorkshire Purchasing Organisation (Pages 163 - 226)

The Head of Corporate Finance & Commercial Procurement to present a report which invites the Executive to consider a proposed transaction by the Yorkshire Purchasing Association (YPO) and proposed amendments to the governance arrangements of the YPO.

12. Establishing an investment budget for a strategic commercial property acquisition (Pages 227 - 246)

The Corporate Director of Economy & Place to present a report which seeks to establish a capital budget to fund the acquisition of the freehold interest in a York city centre asset.

13. Urgent Business

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

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 552030
- E-mail – fiona.young@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)

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City of York Council

Committee Minutes

Meeting	Executive
Date	24 October 2019
Present	Councillors Aspden (Chair), Ayre, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson
Apologies	Councillor Craghill
In Attendance	Councillor Myers

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS

51. 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, that they might have in the business on the agenda.

No additional interests were declared at this stage; however Cllr Ayre, during consideration of Agenda Item 7 (Future Libraries Investment Programme) declared a personal interest in that item as the company he worked for was a tenant of Burnholme Library.

52. Minutes

Resolved: That the minutes of the Executive meeting held on 26 September 2019 be approved and then signed by the Chair as a correct record.

53. Public Participation

It was reported that there had been five registrations to speak at the meeting under the Council's Public Participation Scheme and one request to speak by a Ward Member.

Gwen Swinburn spoke on Agenda Items 4 (Forward Plan) and 6 (The Council Plan). She expressed concerns about Forward Plan items 'slipped' to an unknown decision date, inadequate consultation on the budget proposals, and lack of transparency with regard to monitoring the council's strategic plans.

Roger Pierce spoke on Agenda Item 6, on behalf of the Chair of the Transport Group of the Civic Trust. He expressed the view that more could be achieved in terms of a vision for sustainable transport; the Trust was keen to work with the council to achieve this.

Dave Merrett spoke on Agenda Items 5 (York Central) and 6, on behalf of the York Environment Forum Transport Group. He expressed the hope that the York Central transport strategy would be reviewed to ensure it did not exacerbate congestion in the city centre, and disappointment that the Council Plan did not go further to tackle congestion, including prioritising cycling.

Cllr Warters, Member for Osbaldwick & Derwent Ward, spoke on Agenda Items 8 (Waste Collection Methodology) and 10 (Highway Infrastructure Asset Management Plan). On Item 8, he argued in favour of a mixed recycling collection like that operated by East Riding Council; on Item 10, he asked when ward members would be updated on the highways condition survey.

Lars Kramm spoke on Agenda Item 8. He stated that only non-recyclable waste should be incinerated, queried the financial viability of the proposals and urged Members to commit to a higher recycling target.

Tom Waring spoke on Agenda Item 8, on behalf of St Nicholas Fields. As a provider of recycling collection services, he expressed a preference for source separated recyclates and stressed the importance of working as a city towards zero carbon.

54. Forward Plan

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

55. York Central Update

The Assistant Director of Regeneration & Asset Management presented a report which provided an update on activity on the York Central development and set out options for further progress.

On 18 July 2019, Executive had approved the release of funding for continued design work and Early Contract Involvement to the end of November, anticipating a decision on the application for Housing Infrastructure Fund (HIF) funding by then (Minute 15 of that meeting refers). Good progress had been made, as highlighted in paragraphs 17-18 of the report; however, the HIF decision was still awaited.

To maintain project momentum in the meantime, the following options were available, as detailed in paragraphs 21-30:

Option 1 – commit £2.247m, funded by £1.158m York, North Yorkshire & East Riding Local Economic Partnership (LEP) grant (subject to this being available) and £695k from the council's York Central capital budget, to progress work right through to submission of the Financial Business Case with full costings (FBC+) to secure funding for the construction phase.

Option 2 - commit £746k, from the York Central capital budget, to proceed as far as

Officers reported at the meeting that the LEP had approved grant funding the previous day; therefore Option 1 was recommended without the need to approve Option 2 as a back-up position.

The Chair congratulated the NRM on being awarded DCMS funding, as noted in paragraph 10 of the report, and thanked the LEP for their grant. Having noted the comments made under Public Participation, it was

Resolved: (i) That Option 1 be approved and £2.275m be committed to progress work on the first phase of infrastructure, up to determination of the RMA, RIBA stage 4 design, with a refined fixed construction cost and submission of the WYTF+ final business case.

(ii) That a £1.58m LGF grant be accepted from the North Yorkshire & East Riding (YNYER) Local Economic Partnership (LEP) and £695k be drawn down from the agreed York Central CYC capital budget, to fund this work.

Reason: To ensure that appropriate project development progress is maintained towards delivery readiness on the York Central project in preparation for the

determination of external grant funding being confirmed.

56. Future Libraries Investment Programme

The Strategic Services Manager presented a report which set out a partnership approach between Explore York Libraries and Archives Mutual (Explore) and the council for future delivery and improvement of the city's library buildings, known as the Future Libraries Investment Programme (the Programme).

The Programme reflected the vision in the Service Contract with Explore, attached at Annex A to the report. This suggested a move away from stand-alone buildings and towards improved services co-located with other community amenities, with no reduction in the number of staffed libraries across the city. The vision was supported by consultation, as set out in paragraph 6. Governance arrangements for the Programme, a major capital project, were provided in Annex B.

In accordance with the Service Contract, the council would lead on development of the Explore Library Learning Centres at Acomb and Clifton (Burnholme having been completed), while Explore would lead on the Gateway Library Programme. Anticipated timescales for stage 1 of the 8-year programme were set out in figure 1 at paragraph 21. To deliver stage 1, it was proposed that £150k be used to employ a project manager for two years and commission external professional services to feed into the business case for Clifton and Acomb.

Resolved: (i) That the approach, scope and governance arrangements for the Future Libraries Investment Programme be approved.

Reason: To ensure that roles and responsibilities are clear between Explore and City of York Council for the successful delivery of the Programme.

(ii) That a budget of £150k, funded from the £4m capital budget, be approved to appoint a project manager and provide an operational budget for the first two years of the Programme, commissioning the professional services referred to in paragraphs 18 and 23 of the report.

Reason: To allocate the resources required to deliver the Programme's first phase.

57. Waste Collection Methodology

The Assistant Director of Transport, Highways & Environment presented a report which set out the council's current approach to waste collection methodology, steps taken to increase the recycling rate and proposals to examine models to increase it further, specifically via the collection of food waste and a wider range of plastics. A WRAP report from 2009 evaluating food waste collection trials across 21 local authorities had been published on the website as Annex A to the report.

Having worked with its supply chain, the council had changed its communications this summer, increasing the types of plastic collected at the doorstep. Increasing this further would mean an extra collection box or collecting mixed plastics, the latter resulting in a devalued product. The full impact of this would require further detailed study. With regard to food waste, this was already processed at Allerton Park with other organic matter for energy recovery. A separate collection to be processed for compost would place extra requirements on the council in terms of its vehicle fleet.

The following options were available:

Option 1 – continue with source separated recycling as per the current model, monitor the impact of collecting an increased range of plastics, commission a review of recycling bring banks to focus on materials not collected at the doorstep, and continue to process food waste as part of the residual waste treatment at Allerton Park. This would enable a new fleet to be purchased and ensure that residents had opportunities to recycle all products.

Option 2 – commission a more fundamental review of the cost impact of changing collection methodology for all materials before purchasing a new fleet. This would delay fleet purchasing and might require re-negotiation of current contracts with providers.

Option 3 – commit to option 1 in terms of procuring a new fleet but commission option 2 to inform future policy and decision making. This was the recommended option.

The Executive Member for Environment & Climate Change welcomed the proposals, highlighting the improvements to

council communications on waste and the need to reduce as well as recycle. Having noted the comments made under Public Participation, it was

- Resolved: (i) That Option 3 be approved; that is, to:
- a) continue with source separated recycling as per the current model and monitor the impact of increasing the range of plastics collected;
 - b) commission a review of council owned; recycling bring banks, to include materials not collected at the doorstep; and
 - c) commission a more fundamental review of the cost impact of changing the collection methodology for all materials.
- (ii) That the preparation of a procurement process based on a new waste fleet be commenced, and a report brought to a future Executive meeting to approve the vehicle and service specification.

Reason: To ensure that the council can improve the resilience of waste services by replacing a life expired fleet whilst exploring the environmental, budget and partner implications of changing the collection methodology.

58. Archbishop Holgate's School - Expansion 2020-21

The Assistant Director, Education & Skills presented a report which provided an update on the development of the Archbishop Holgate's School expansion scheme and sought approval to allocate funding for provision of a 3-storey classroom block and associated specialist facilities at the school.

The report outlined the detailed plans and costings requested by Executive on 18 July 2019 when they agreed in principle to fund the scheme (Minute 18 of that meeting refers). The current building had a capacity of 1,449 and numbers on roll of 1,530. Analysis of its accommodation had confirmed a shortfall in specialist teaching areas and library resource facilities. The scheme would include demolition of the dilapidated 1960s inclusion block to make way for a new modular teaching block to house new inclusion facilities, teaching classrooms and a

resource centre, including a library. It would be delivered within the £4.4m budget allocation indicated in the report to Executive on 18 July.

The Executive Member for Children, Young People & Education highlighted the importance of investing in the scheme in view of the increase in pupil numbers, noting that it would not impact on the green space available to the school.

Resolved: That the allocation of £4.4m from the Basic Need Capital Scheme in the Children, Education and Communities Capital Programme, to provide a 3-storey classroom block and associated specialist facilities at Archbishop Holgate's School, be approved.

Reason: To enable the council to meet its statutory responsibility to provide sufficient school places.

59. Highway Infrastructure Asset Management Plan

The Assistant Director of Transport, Highways & Environment presented a report which proposed allocations to commence the ward funding element of the council's highway maintenance programme and sought approval to adopt maintenance categories for the development of a new Highway Infrastructure Asset Management Plan (HAMP).

A review of the HAMP was required in order to continue receiving the maximum annual funding for highway maintenance from the Department for Transport, currently £250k, and comply with the Well Managed Highways Infrastructure code of practice. The HAMP would provide a framework for budget recommendations against each category of maintenance. It would also help Members determine the right balance between each category, in light of the current £120m shortfall in the funding requirement for the council's highway. Since ward councillors were well placed to identify highways issues in their communities, it was proposed to create a budget for wards to spend on highway maintenance, via the decision process outlined in the report to Executive on 29 August 2019 (Minute 31 of that meeting refers)

The Executive Member for Transport welcomed the report and the proposed new categories. Having noted the comments made under Public Participation, it was

Resolved: (i) That, following Council's approval in July of the supplementary budget allocating an extra £1m for immediate highway repairs and £1m for cycling and walking initiatives, £500k of the highway funding and £500k of the cycling and walking funding be allocated to wards to distribute.

(ii) That approval be given to commence immediately with the ward funding element of the highway maintenance programme detailed in the report to Executive on 29 August 2019 entitled 'Refresh of Ward Committees'.

(iii) That approval be given to adopt the maintenance categories for the development of a new Highway Infrastructure Asset Management Plan (HAMP), namely: Ward Funding, Reactive Maintenance, Preventative Maintenance and Proactive Maintenance.

(iv) That, as part of the annual budget process, funding be considered in accordance with the categories identified in (iii) above.

(vi) That the current balance between the funding categories be maintained until such time as a new HAMP is adopted, noting that any significant deviation from the current balance ahead of adoption of the HAMP would require specific advice.

Reason: To ensure that the council's investment in assets responds to community needs and to the council's commitment to ward funding, while ensuring that budget allocation is as effective as possible and delivered in accordance with best practice and the Well Managed Highways Infrastructure Code of Practice.

PART B - MATTERS REFERRED TO COUNCIL

60. The Council Plan 2019-2023

The Head of Corporate Policy & City Partnerships presented a report which asked Executive to recommend to Council a new Council Plan for the period 2019-2023.

The draft Plan, attached as Annex A to the report, was based on the approach approved for consultation by Executive on 18 July 2019 (Minute 16 of that meeting refers). Annex B summarised feedback from the public consultation undertaken in August and September, full details of which were available on the York Open Data platform. Executive Members and council officers had also been consulted. Progress of the Plan would be monitored through the council's Performance Management Framework, attached at Annex C.

Members were invited to either:

- Refer the draft Plan to Council for approval, as recommended (Option 1) or
- Suggest amendments or additions to the Plan should it not meet their requirements (Option 2).

Having noted the comments made under Public Participation, it was

Recommended: That Council approve the draft Council Plan 2019-23 attached as Annex A to the report.

Reason: To progress the development of the Council Plan for the next four years.

Cllr K Aspden, Chair

[The meeting started at 5.30 pm and finished at 6.25 pm].

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Forward Plan: Executive Meeting: 28 November 2019

Please note: The Executive meeting that was to be held on 12 December 2019 has been cancelled due to the Election. Business for that meeting has been moved to the meeting on 21 January 2020 (previously scheduled for 30 January).

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 21 January 2020

Title and Description	Author	Portfolio Holder
<p>Interim Report on Financial Inclusion and Welfare Benefits Activities 2019/20 Purpose of Report To provide an update on:</p> <ul style="list-style-type: none"> • financial inclusion (FI) activity during 2019/20, including delivery of FI grant schemes; • benefits statistics and performance as administered by the council, including the York Financial Assistance Scheme; • any ongoing impact of recent and imminent welfare benefits changes in York, including Universal Credit, and support available for residents in dealing with these challenges; • progress on implanting the agreed recommendations from the Financial Inclusion Scrutiny Review. <p>Executive will be asked to: note the report.</p>	<p>Pauline Stuchfield</p>	<p>Executive Member for Finance & Performance and Executive Member for Housing & Safer Neighbourhoods</p>
<p>City Centre Access: Phase 1 Proposals – Budget Update Purpose of Report To report back on recommendation (j) of the August Executive – <i>“To bring back to Executive the cost of the installation, operation and maintenance of the permanent measures.”</i> An update will also be provided on the permanent measures on Parliament St and at York racecourse (Recommendations (f) and (i)).</p>	<p>Catherine Higgins</p>	<p>Executive Member for Transport</p>

Title and Description	Author	Portfolio Holder
<p>Executive will be asked to: review and approve the budget for the Phase 1 permanent measures to include the future revenue budget for annual maintenance costs and monitoring / operation of the measures.</p>		
<p>York Outer Ring Road Improvements – A1237 / Monks Cross Junction Compulsory Purchase Order (CPO) (part exempt) Purpose of Report At Executive on 26 September, approval was given in principle to pursue a CPO to acquire the land required to upgrade and improve the junction of the A1237 and Monks Cross Link. The work to draft the necessary documents has now been completed and Officers are seeking endorsement from Executive to submit the CPO to the Secretary of State. This report will comprise a CPO Plan and Statement of Reasons document as appendices.</p> <p>Executive will be asked to: note the completion of the relevant A1237/Monks Cross CPO documents and endorse submission of the proposed Order to the Secretary of State for Transport.</p>	Gary Frost	Executive Member for Transport
<p>Annual DDR Approvals and Process Report Purpose of Report To agree the discretionary rate relief (DRR) awards for the next financial period, 2020-22.</p> <p>Executive will be asked to: approve all, some or none of the allocations.</p>	Pauline Stuchfield	Executive Member for Finance & Performance
<p>Q2 19-20 Finance and Performance Monitor Purpose of Report To provide an overview of the council's overall finance and performance position at the end of Quarter 2 of the 2019/20 financial year. Executive will be asked to: note and approve the position.</p>	Ian Cunningham & Debbie Mitchell	Executive Member for Finance and Performance

Title and Description	Author	Portfolio Holder
<p>Capital Programme Monitor 2 Purpose of Report To provide Members with an update on the capital programme.</p> <p>Executive will be asked to: note the issues and recommend to Full Council any changes as appropriate.</p>	Emma Audrain	Executive Member for Finance & Performance
<p>The Transfer and transformation of Haxby Hall Care Home Purpose of Report Members have previously approved the procurement of a care home developer to take on the operation and transformation of the Haxby Hall care home. This report will provide an update on the progress of this work and present recommendations to enable Haxby Hall to be transferred as a going concern, and modern care home facilities to be developed from the south of the site, allowing the residents of Haxby Hall to remain in their home during the development.</p> <p>Executive will be asked to:</p> <ul style="list-style-type: none"> - note the appointment of a preferred bidder - approve the purchase of a parcel of land to enable the development of the site in two phases - agree to grant a long lease of the combined site to the preferred bidder to enable the development of modern care accommodation. 	Vicky Japes	Executive Member for Health & Adult Social Care

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 13 February 2020

Title and Description	Author	Portfolio Holder
<p>Update of Housing Revenue Account Business Plan Purpose of Report To present the HRA Business Plan, updated to reflect current priorities and the current financial requirements and investment of existing and new housing stock.</p> <p>Executive will be asked to: agree to the updated plan including the financial planning that will be set out in the report.</p>	<p>Paul Landais-Stamp & Denis Southall</p>	<p>Executive Member for Housing & Safer Neighbourhoods</p>
<p>Update of Housing Revenue Account Asset Management Strategy Purpose of Report To set out the updated strategy for managing assets within the Housing Revenue Account, taking account of current ambitions and the financial environment.</p> <p>Members are asked to: agree to the updated strategy.</p>	<p>Mike Gilsenan, Paul Landais-Stamp & Denis Southall</p>	<p>Executive Member for Housing & Safer Neighbourhoods</p>
<p>Q3 19-20 Finance and Performance Monitor Purpose of Report To provide an overview of the council's overall finance and performance position at the end of Q3.</p> <p>Executive will be asked to: note and approve the report.</p>	<p>Ian Cunningham & Debbie Mitchell</p>	<p>Executive Member for Finance and Performance</p>
<p>Capital and Investment Strategy Purpose of Report To set out a framework for all aspects of the council's capital and investment expenditure including prioritisation, planning, funding and monitoring.</p> <p>Executive will be asked to: recommend the strategy to Full Council.</p>	<p>Debbie Mitchell</p>	<p>Executive Member for Finance and Performance</p>

Title and Description	Author	Portfolio Holder
<p>Treasury Management Strategy Statement and Prudential Indicators Purpose of Report To set out the treasury management strategy, including the annual investment strategy, minimum revenue provision policy statement and prudential indicators.</p> <p>Executive will be asked to: recommend the strategy to Full Council.</p>	Debbie Mitchell	Executive Member for Finance & Performance
<p>Financial Strategy 2020/21 Purpose of Report To present the Financial Strategy, including detailed revenue budget proposals.</p> <p>Executive will be asked to: recommend the proposals to Full Council.</p>	Debbie Mitchell	Executive Member for Finance & Performance
<p>Capital Programme Monitor 3 Purpose of Report To provide an update on the capital programme.</p> <p>Executive will be asked to: note the issues, and recommend to Full Council any changes as appropriate.</p>	Emma Audrain	Executive Member for Finance & Performance
<p>Capital Programme 2020/21 to 2024/25 Purpose of Report To present the capital programme, including detailed scheme proposals.</p> <p>Executive will be asked to: recommend the proposals to Full Council.</p>	Emma Audrain	Executive Member for Finance & Performance
<p>Schools Capital Maintenance Programme 2020/21 Purpose of Report To set out proposed expenditure of the schools capital maintenance programme for 2020/21. Executive will be asked to: approve the proposals.</p>	Alison Kelly & Claire McCormick	Executive Member for Children, Young People and Education

Table 3: Items Slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
Q2 19-20 Finance and Performance Monitor <i>See Table 1 for details</i>	Ian Cunningham & Debbie Mitchell	Executive Member for Finance and Performance	28/11/19	21/1/20	Due to political sensitivities during the pre-election period.
Capital Programme Monitor 2 Purpose of Report <i>See Table 1 for details</i>	Emma Audrain	Executive Member for Finance & Performance	28/11/19	21/1/20	Due to political sensitivities during the pre-election period.
Schools Capital Maintenance Programme 2020/21 <i>See Table 2 for details.</i>	Alison Kelly & Claire McCormick	Executive Member for Children, Young People and Education	28/11/19	13/2/20	To enable Members to consider this item alongside the Budget proposals



Executive

28 November 2019

Report of the Assistant Director (Communities & Culture)
Portfolio of the Executive Member for Culture, Leisure and Communities

Refreshing the Council's Approach to Equalities**Summary**

1. This paper provides an update on the Council's progress towards its equality objectives and sets out proposals to strengthen the Council's approach to equalities in key areas.

Recommendations

2. The Executive is asked to:
 - i. Note progress against the Council's equality objectives and agree that the current objectives remain in place,
 - ii. Agree the action plan set out in the Annex,
 - iii. Endorse the key elements of York's equalities system as set out in paragraph 31.
 - iv. Adopt the International Holocaust Remembrance Alliance (IHRA) working definition of antisemitism in Annex B

Reason: To strengthen the Council's approach to equalities.

Background

3. The key piece of legislation that underpins this report is the Equality Act 2010. The Act provides a legal framework to protect the rights of individuals and advance equality of opportunity for all. It covers the following groups or "protected characteristics": Age, disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage and civil partnership and pregnancy and maternity.
4. The Equality Act includes the Public Sector Equality Duty which requires public bodies to consider all individuals when carrying out their day-to-day work – in shaping policy, in delivering services, and in relation to their own employees. It applies to all public sector bodies, as well as other organisations carrying out public functions, and requires them to:

- Eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Equality Act 2010,
 - Advance equality of opportunity between people who share a protected characteristic and people who do not share it, and
 - Foster good relations between people who share a particular protected characteristic and those who do not.
5. Under the Equality Act, the Council is required to publish:
- Equality objectives - at least every four years,
 - Relevant information which demonstrates compliance with the Equality Duty - at least annually.
6. The current objectives are set out in the table below. These were set in October 2017 in light of the improvement areas identified for the Council against the Equalities Framework for Local Government.

Area of performance	Equality Objective
Knowing our communities	Better understand our diverse communities and their needs
Involving our communities	Strengthen community participation and influence in the decision-making process
Responsive services and customer care	Improve customer experience to respond to people's different needs
A skilled and committed workforce	Strengthen our position as an equal opportunities employer and service provider
Leadership, partnership and organisational commitment	Strengthen the Council's leadership role in developing and sharing good practice

7. The objectives remain relevant and, at this stage, it is not proposed that they should change.
8. A summary of recent progress against these objectives is set out in Annex A together with a revised action plan to take them forward.
9. Key development areas to note in this action plan are:

Knowing our communities:

10. A new role of Community Involvement Officer (Minority Communities) has now been created. This role will work with partners to seek an understanding of the various communities that are present in the city, and map who they are and what their needs, interests and perspectives are. Outcomes are likely to include:
 - An up-to-date database of key voluntary, community and faith groups operating in the area
 - Channels for community stakeholders and the council to exchange information, with mechanisms to ensure that issues raised are taken forward where possible
 - Intelligence provided to frontline services enabling them to have more effective conversations regarding service design and informing Equality Impact Assessments
 - Opportunities for encounters between residents of different backgrounds through a range of cultural, participation and public decision-making projects
 - Greater coordination between the work of existing organisations in the city such as YUMI (York Unifying Multicultural Initiative), RAY (Refugee Action York), YREN (York Racial Equality Network) and City of Sanctuary
 - A “community amplifiers” programme, with local residents acting as researchers, focusing on under-represented groups, to build relationships using participatory techniques aimed at appreciating different worldviews

Involving our communities:

11. Further budgets have been allocated to wards including a Safer Communities Fund and additional Highways / Capital funding to enhance citizens’ ability to make funding decisions in their local areas. More Community Involvement Officer capacity has also been provided within the Communities and Equalities Team to assist ward members in engaging their residents and increasing citizen involvement in local decision-making.
12. The **Community Voices** project, operated by the York Human Rights City Network with York CVS as the accountable body, has now been operating for 18 months. Recognising that the communities in York are changing and growing, it aims to:

- Embrace this diversity, bringing together people who perhaps wouldn't otherwise come together due to their cultural beliefs, religion, disability, vulnerability, need or experience.
 - Create an opportunity for them to be heard both individually and collectively and influence policy making.
 - Encourage meaningful participation by engaging with communities and individuals in ways that enabled those participants to set the agenda.
 - Engage with, and understand, the needs and priority issues for those who are not already connecting through community or voluntary organisations, i.e. those whose voices are not being heard already.
13. The major project undertaken in 18/19 involved hearing the voice of homeless people in York. The findings of this work are being fed into the Human Rights and Equalities Board's current project addressing the issue of homelessness. The current project concerns understanding York residents' experience with regard to hate crime.
14. There will be an opportunity in the future to align the Community Voices project more closely with the Council's Resident Engagement Strategy so that the project can assist the Council in engaging harder to reach groups around key issues that the Council is wanting to consult on.

Responsive services and customer care:

15. A key element in ensuring that services are responsive to communities' needs is consistently to undertake impact assessments based on a sound understanding of the needs of people from the various "protected characteristics". Impact assessments assess whether a policy or initiative has a disproportionate impact on people with protected characteristics. They represent a positive opportunity to:
- Ensure that the Council makes better decisions based on robust evidence
 - Ensure that decision-making includes a consideration of the actions that would help to avoid or mitigate any negative impacts on particular protected groups
 - Make sure that decisions are based on evidence
 - Make decision-making processes more transparent

16. The Council's vehicle for carrying out impact assessments is the Better Decision-Making Tool (BDMT). This combines equality impact assessment with human rights considerations (as well as consideration of environmental impact). It is proposed to carry out periodic analysis of the Better Decision Making Tool returns to analyse any emerging themes or issues affecting particular communities of interest in the city. Impact assessment using the BDMT should be carried out at an early stage and before any report is developed for member decision. Confirmation that impact assessment has been carried out will be required before an item is accepted onto the Council's forward plan. This is the primary means by which members take account of equalities issues in making their decision. A summary of the key findings of the equality impact section of the BDMT should be included in the implications section of reports to members.
17. The BDMT will continue to be developed to reflect the new Council Plan and will be reissued with updated guidance for managers.

A skilled and committed workforce:

18. The key actions in this area concern continuing work to ensure that mandatory staff and manager training includes equalities, diversity and human rights training, and that training in the use of the Better Decision Making Tool is accessed by all necessary managers.
19. Guidance has recently been introduced on setting strong personal and service level equalities targets within both service planning and Personal Development Review (PDR) processes.
20. The importance of members of staff reporting their protected characteristic information within iTrent will be promoted.

Leadership, partnership and organisational commitment:

21. The **Human Rights and Equalities Board**, which is led by the Council, brings together partners from across the city to take action on priorities identified in the York Human Rights Indicator Report. It aims to take a distinctive rights-based approach, to draw partners into taking a whole-city approach to tackling issues, and to complement, rather than duplicate, existing work.
22. The board's first project, which was concerned with young people who are not in Education, Employment or Training (NEET), has now been completed. Its recommendations, aimed at reducing the number of young people in the city who are NEET, will now be promoted with key partners. The report starts from the voice and

experience of young people, highlighting issues that are different from those generally emphasised by professionals and practitioners. In particular, many young people who are NEET report that school did not meet their needs. The Council's response to the report will lie principally in:

- Working with schools to developing new approaches to inclusion that better meet the needs of this cohort of young people
- Developing a 14+ curriculum pathway in partnership with York College and local employers

23. The board's next projects were selected in the light of this year's Indicator Report (see: https://www.yorkhumanrights.org/wp-content/uploads/2019/02/43502_Applied-Human-Rights-Booklet-LR3.pdf). As well as reporting on all five rights, the report includes additional information and recommendations around the right to housing, placing a focus on:

- The lived experience of those who sleep rough within the city, the stigma and marginalisation they face, and their perceptions of provision
- The pathways offered to homeless people within the city, including the Housing First and resettlement pathways
- The need for close engagement with marginalised communities as well as collaborative work to ensure that the city's strategies address unmet housing rights

24. The board has established a task group to address these issues with a work plan, complementing the work of the Council and other agencies, and concerned with:

- Housing First: Looking at how this model is applied across the country
- Understanding provision of housing-related services in the city and how these interlink (or don't)
- Developing approaches to enabling joined up, high quality, responses to issues around homelessness, through cross-sectoral, multiagency and multidisciplinary working
- Prevention: Developing improved responses to the risk of homelessness

25. In addition to these projects, the board will work with the Council to consider how it might improve its practice as a human rights

organisation. This is likely to involve drawing on best practice identified by the Local Government Association. The aim will be for the Council to be an exemplar amongst local employers.

26. **An exemplar authority:** The Council also continues to work towards being an exemplar in equalities practice. We are, for example, members of the Stonewall Diversity Champions programme. Under this programme we have taken part in 'Networking Masterclass' training; we have established a new LGBT staff network, which will be meeting for the first time next month; and Stonewall are helping us with ongoing review of our HR policies, in particular supporting us to create a Trans policy for the first time and putting us in contact with other organisations that we can usefully learn from. There is future potential for the Council to aim for inclusion in the *Stonewall Top 100 Employers list*. This is compiled from Stonewall's *Workplace Equality Index*, a benchmarking tool for LGBT inclusion in the workplace, which enables employers to measure, verify and improve their inclusion practice.
27. **Events and Initiatives:** The Council remains committed to playing a leadership role in events and initiatives in the city that promote inclusion. There are many examples of this such as the extensive programme run with partners commemorating Holocaust Memorial Day commencing in January and culminating with the commemoration at Clifford's Tower in March. New initiatives planned for 2020 include developing a public events programme for the first time next June for Gypsy and Traveller History Month. The Council will also be supporting the International Disabled People's Week in York.
28. The Secretary of State for Housing, Communities and Local Government has written to local authorities asking them to adopt the International Holocaust Remembrance Alliance working definition of antisemitism (attached at Annex B). This is not designed to be legally binding, but to be a tool for public bodies to understand how antisemitism manifests itself and to demonstrate a commitment to engaging with the experiences of Jewish communities and supporting them against the contemporary challenges they face. It is proposed that the Council adopts the working definition.
29. The Council continues to develop its action plan through the York Armed Forces Community Covenant to ensure that no member of the armed forces community is disadvantaged.

30. **Schools:** All schools must have an equality policy in place as a statutory requirement. The School Effectiveness and Achievement team monitor compliance by checking that this has been posted on school websites. In terms of promoting equalities the Council does this by reminding schools about their statutory duties. There is a range of good work that takes place across schools in York, e.g. we have secondary schools that are Stonewall champions (York High and Fulford). Schools are also provided with advice and support through the Council's SEN specialist services and the Local Area Teams.

York's Equalities System

31. It is proposed that the essential elements of York's approach to equalities will be:
- Regular review and monitoring of the Council's equalities objectives
 - Collating and analysing themes emerging from use of the BDMT as set out above
 - Collating information gained from the multiple channels of engagement with citizens and staff in use by the Council in order to identify key issues / themes
 - Reporting on key equalities data
 - Continuing to develop the Council's role in addressing the priorities highlighted in the Human Rights City Indicator Report and its practice as a human rights organisation
 - Ensuring that the Council's approach to equalities is applied to its procurement processes, in any use of the Council's land and buildings, and whenever and wherever any other type of council assets is deployed

The aim will be to make York, an equal, inclusive and welcoming city where people have access to the things they need to thrive as individuals and communities, tackling inequality, hate crime and any other barriers we encounter to people being able to access opportunities and realise their aspirations.

Equalities Data:

32. Authorities are required to publish information relating to people who share a relevant protected characteristic and who are:
- employees
 - people affected by its policies and practices, e.g. service users

The information must be published annually in a manner that is accessible to the public. The Council already has a “transparency” section as part of the Open data platform and information is currently published here, with relevant links from the main council website to the platform in place.

33. Further work will be undertaken by the Council Business Intelligence Unit to:
 - Benchmark the data, for example against other local authorities
 - Look at the classification categories in our core systems to ensure that they match up and align with national categorisations for protected characteristics.
34. Officers have recently reviewed the information currently provided and are currently undertaking a project to fill gaps identified in published data concerning:
 - a. Information about occupational segregation
 - b. Staff survey information, analysed by protected characteristic
 - c. Details of policies and programmes that have been put into place to address equality concerns raised by staff and trade unions
 - d. Success rates of job applicants
 - e. Success rates in applications for promotion
35. Further categories of information will be developed as reviews of specific policy areas are undertaken.
36. In addition to making available information through York Open Data it is proposed to make an annual report on the data to CMT and also to take a report to Customer and Corporate Scrutiny Committee as part of the year-end finance and performance update.

Options and Analysis

37. It is open to the Executive to amend the Equality Objectives proposed and to make any additions or alterations to the action plan in order to enhance the Council’s approach to delivering on the objectives.

Council Plan

38. The equality objectives set out in this report underpin all of the Council Plan objectives.

Implications

39. Following through York's approach to equalities will have implications across all areas of the Council's business including Finance, HR, Equalities, Legal, and so on. These implications will need to be assessed through use of the BDMT as members take individual decisions.

Risk Management

40. In compliance with the Council's risk management strategy the main risks that have been identified associated with the proposals contained in this report are those which could lead to the inability to meet business objectives and to deliver services, leading to damage to the Council's reputation and failure to meet stakeholders' expectations, as well as legal and regulatory risks arising from failure to comply with laws and regulations. The level of risk is assessed as "Medium". This is acceptable but means that regular active monitoring is required of the operation of the new arrangements.

Annexes:

- A. Progress against Equality Objectives
- B. International Holocaust Remembrance Alliance Working Definition of Antisemitism

Author:	Chief Officer responsible for the report:				
Charlie Croft Assistant Director (Communities & Culture)	Amanda Hatton Corporate Director of Children, Education and Communities				
	Report Approved:	✓	Date:	12.11.19.	
Wards Affected:				All	✓

Background papers: The Human Rights and Equalities Board Investigation into Young People in York who are Not in Education, Employment and Training

Equality Objectives 2019:

ANNEX A

- 1. Better understand our diverse communities and their needs**
- 2. Strengthen community participation and influence in decision-making**

Key Actions	Progress / Next Steps
<p>Develop a community profile for the city, addressing data and intelligence gaps by involving people in the ‘communities of identity’ and marginalised groups, and continuing to develop Ward Profiles.</p> <p>Gather and share community intelligence through the work of teams such as Communities and Equalities, Local Area Coordinators and the Local Area Teams.</p> <p>A refreshed Engagement Strategy with effective engagement tools so that communities are encouraged and able to participate in local decisions.</p>	<p>Ward Profiles updated quarterly, with additional data included reflecting feedback on data residents would like to see available. Documents made at various geographical levels to provide information base about specific communities. The profiles were used extensively to inform all ward priority setting exercises during the last administration.</p> <p>Work will be undertaken to set the profiles against the respective local area frameworks to establish a common understanding of need across teams.</p> <p>A new post of Community Involvement Officer (Minority Communities) will engage with York’s various communities seeking to identify representation / leadership and identify key issues.</p> <p>New approaches to community engagement have been tested through My Castle Gateway / My York Central including targeting hard to reach groups / the disengaged with a blend of online conversations and events. Innovative engagement approaches continue to be used at ward level.</p>

Refreshing the Council's Approach to **Ward Committees**.

Talkabout Panel to be developed so that the feedback reflects the views of the city's diverse population including people in the 'communities of identity' and marginalised groups. **Age Friendly York** programme and the **Older Citizens 'Lived Experience'** group to be developed with representation from disabled citizens and people living with dementia.

Use the **Better Decision Making Tool** (BDMT) to capture our engagement with communities especially the voice of people from the various 'communities of identity' and marginalised

Work to capture the lessons learnt from these approaches is being carried out through the Creating Resilient Communities Working Group with a view to developing a tool kit for staff.

The Marketing and Communications Team will develop an updated resident engagement strategy.

Further budgets have been allocated to wards including a Safer Communities Fund and additional Highways / Capital funding to enhancing residents' ability to make funding decisions in their local areas.

Evaluating the social value of ward funding will be further developed.

Liaison with parish councils will be improved.

Core survey run on a six monthly basis and panel being consulted on a wide variety of online consultations. Membership of the panel remains skewed towards older residents but work is ongoing to recruit younger members, especially BME, through promotion with a number of youth forums (incl. Youth Council). Membership has been widened to include views of individuals 13-18 years of age (lower limit being social media age). This work requires the ongoing support of customer / community facing teams.

The Better Decision Making Tool has replaced the Community Impact Assessment and incorporates Human Rights within its dimensions. A review of implementation has identified that

groups. Embed the BDMT within the Council's project planning methodology '**All About Projects**'.

Service plans will demonstrate community involvement. The BDMT will be used for all Executive decisions and will be integrated into service plans.

Further develop the **Community Voices** approach, in partnership with York CVS, to:

- Work with our partner organisations / forums so we can collectively engage the people we all support to bring them together to get to know one another, learn more about their experiences, and stimulate ideas
- Allow our communities to set their own agenda rather than telling them what to talk about
- Bring a focus on the important topics and create opportunities to inform, engage and consult with partners, city leaders and a wider forum of people on one or more topics
- Create a supportive and positive environment, helping grow ideas into something real and enabling people to use their voice

officers report that the structure of the Better Decision Making tool makes is easier to complete and that it provides a more comprehensive and holistic assessment of a project. During the pilot period the tool was used in twelve reports. This contrast with five uses of the Community Impact Assessment over the same six-month period in the previous year. It is anticipated that usage of the tool will increase.

It is planned to integrate the BDMT in future service planning rounds.

Community Voices project established. Initial work undertaken with homeless people and first report produced.

Further work will be undertaken to align the Community Voices approach with the Council's Resident Engagement Strategy which will be considered by the members in the Autumn.

<ul style="list-style-type: none"> • Enable 'Community Voice Volunteers' to contribute to and influence the work of York's various strategic decision-making boards and to reflect back the views of Communities of Interest groups on topics of importance. • Work within a Human Rights framework reflecting York City of Human Rights declaration <p>Training across the organisation to help managers and staff better understand the profile and needs of communities and strengthen their understanding of equalities and human rights.</p> <p>Co-ordination of relevant staff groups: Leading Together (for managers), the <i>Staff Equalities Experts</i> group and other workforce groups across the council to engage them in delivery against the objectives.</p> <p>Provide feedback to the Council's Executive and other statutory organisations in the city.</p>	<p>A new e-learning module on equalities has been launched on the Mylo e-learning system. Further training will be developed with more York specific content including use of the Better Decision Making Tool.</p> <p>The potential to establish relevant networks for staff, e.g. a LGBT+ network will be investigated.</p> <p>Data now being collated and published quarterly. Annual highlight report to be brought to CMT. Report to be made to Customer and Corporate Scrutiny Committee.</p>
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- 3. Strengthen our position as an equal opportunities employer and service provider
- 4. Improve customer experience to advance equality and respond to people’s different needs

Key Actions	Progress / Next Steps
<p>Refresh HR policies and procedures and procurement procedures so our commitment to equalities and human rights is embedded in the way we recruit, and do business.</p> <p>Use the Better Decision-Making Tool on HR policies to identify the impact on the ‘communities of identity’</p> <p>Take positive “proportionate” steps to help remove the hurdles faced by sections of the community that are under-represented in the council workforce.</p> <p>Address gaps in equality data - have clear communication with staff about why we are asking for equality data and how it will be used.</p> <p>Ensure that the Council’s customer contact no matter how it is delivered considers proactively those customers with personal and complex needs.</p>	<p>Apprenticeships have been promoted together with our guaranteed interview scheme for carers. A strategy is being developed to expand apprenticeship opportunities to existing staff and increase numbers across the organisation.</p> <p>Promotion of our Guaranteed interview schemes on the council’s recruitment website:</p> <ul style="list-style-type: none"> ○ ‘Positive about Disabled People’ - an interview for all applicants with a disability who meet the minimum criteria. ○ Children & young people in care, looked after children, care leavers (up to age 25) who meet the minimum criteria will get an interview <p>Learning and development opportunities added including:</p> <ul style="list-style-type: none"> ○ Equalities training – e-learning module launched to all employees ○ Full day Disability awareness training <p>Further modules are required on the Public Sector Equality Duty and more York specific content on the Better Decision-Making Tool.</p> <p>Council attendance at & promotion of York Pride.</p> <p>Promotion of Living Wage Employer.</p>

<p>Ensure that:</p> <ul style="list-style-type: none"> ○ Our digital infrastructure supports digital inclusion activity to support residents and businesses in accessing online resources and services. ○ Free wifi supports access to services ○ Our Communication Team and Strategic Intelligence Hub aid our engagement with, and understanding of, our residents and our data including a single view of customers. <p>Develop a new Customer Strategy that reflects priorities set within the digital strategy, digital inclusion activity and the future focus where information/advice, transactional and complex needs have a multi-channel approach.</p>	<p>Gender Pay Gap Report published reporting low a gender pay gap across the council.</p> <p>Armed forces covenant – Draft policy providing additional paid and unpaid leave for reservists, expected to be finalised end of September.</p> <p>Under the Council’s Digital Strategy programme, a cross-city “Digital Divide” group has been convened to:</p> <ul style="list-style-type: none"> ○ Explore how we might assess current levels of digital inclusion / exclusion in York ○ Explore digital skills assessment for staff across the city ○ Coordinate work with partners ○ Look at national policy and future developments ○ Identify priority interventions <p>The Council’s wifi coverage has expanded into areas higher foot fall including Acomb and Bishopthorpe Road.</p> <p>Outer locations are also having upgrades to their broadband infrastructure through investment by Openreach, Talktalk and Virgin Media.</p> <p>Customer contact is key to a number of projects across the council and will feed into a new customer strategy for 2019-22.</p>
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5. Strengthen the Council's leadership role in developing and sharing good practice

Key Actions	Progress / Next Steps
<p>Strengthen the Council's approach to achieving social value through procurement placing an appropriate action in the Procurement Strategy Action Plan.</p> <p>Develop the Human Rights and Equalities Board as a forum to develop and share best practice in the area of equalities and human rights.</p> <p>Develop and share best practice in the area of equalities and human rights.</p>	<p>Action complete</p> <p>The Human Rights and Equalities board has been established and a work plan developed. The first project – on young people not in employment, education or training (NEET) – has now reported. A second project, on homelessness is underway.</p> <p>We have worked with the Human Rights City Coordinator to make more datasets connected to “human Rights” available (approx. 30 now on the Open Data platform).</p> <p>Develop a project to consider how the Council could further develop its practice as a human rights organisation.</p>

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ANNEX B

International Holocaust Remembrance Alliance (IHRA) Working Definition of Antisemitism

In the spirit of the Stockholm Declaration that states: “With humanity still scarred by ...antisemitism and xenophobia the international community shares a solemn responsibility to fight those evils” the committee on Antisemitism and Holocaust Denial called the IHRA Plenary in Budapest 2015 to adopt the following working definition of antisemitism:

“Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities.”

The International Holocaust Remembrance Alliance provides the following to guide it in its work:

Antisemitism frequently charges Jews with conspiring to harm humanity, and it is often used to blame Jews for “why things go wrong.” It is expressed in speech, writing, visual forms and action, and employs sinister stereotypes and negative character traits.

Contemporary examples of antisemitism in public life, the media, schools, the workplace, and in the religious sphere could include, but are not limited to:

- Calling for, aiding, or justifying the killing or harming of Jews in the name of a radical ideology or an extremist view of religion
- Making mendacious, dehumanizing, demonizing, or stereotypical allegations about Jews as such or the power of Jews as collective — such as, especially but not exclusively, the myth about a world Jewish conspiracy or of Jews controlling the media, economy, government or other societal institutions
- Accusing Jews as a people of being responsible for real or imagined wrongdoing committed by a single Jewish person or group, or even for acts committed by non-Jews
- Denying the fact, scope, mechanisms (e.g. gas chambers) or intentionality of the genocide of the Jewish people at the hands of National Socialist Germany and its supporters and accomplices

during World War II (the Holocaust).

Accusing the Jews as a people, or Israel as a state, of inventing or exaggerating the Holocaust

- Accusing Jewish citizens of being more loyal to Israel, or to the alleged priorities of Jews worldwide, than to the interests of their own nations
- Denying the Jewish people their right to self-determination, e.g., by claiming that the existence of a State of Israel is a racist endeavour
- Applying double standards by requiring of it a behaviour not expected or demanded of any other democratic nation
- Using the symbols and images associated with classic antisemitism (e.g. claims of Jews killing Jesus or blood libel) to characterize Israel or Israelis
- Drawing comparisons of contemporary Israeli policy to that of the Nazis
- Holding Jews collectively responsible for actions of the state of Israel



Executive**28 November 2019**

Report of the Corporate Director Economy and Place
Portfolio of the Executive Member for Culture, Leisure and Communities

The York Narrative**Summary**

1. This report presents the proposed York Narrative.
2. It has been developed following extensive consultation with Executive Members, city partners, young people and residents.
3. The York Narrative is a way of describing York, together with its surrounding neighbourhoods and communities. It aims to help partners and residents understand how we can better present ourselves to local, regional and national partners and prepare for future funding opportunities whilst also identifying the values the city cherishes to inform future policy making.

Recommendations

4. Executive is asked to:
 - 1) Agree to adopt the York Narrative on behalf of the city
Reason: to endorse implementation of the York Narrative

Background

1. The Leeds City Region (LCR) business pilot funded project to attract increased investment into the city by promoting our strengths and assets and developing a shared narrative was approved at Cllr Aspden's decision session on 6 November 2018
<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=735&MId=10825&Ver=4>
2. This, and subsequent decision sessions, agreed the LCR funded project will cover the below activities:

- a. Consult with residents, young people, communities and stakeholders to inform how we best promote our strengths and assets
 - b. Develop a narrative that promotes an authentic and joined-up story about York
 - c. Develop guidance to help organisations across the city embed this narrative.
 - d. Engage partners throughout the development process.
 - e. Hold a cultural event that promotes the narrative as part of Mediale 2020.
<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=736&MId=10887&Ver=4>
 - f. Deliver inclusive growth programmes
<https://democracy.york.gov.uk/ieDecisionDetails.aspx?Id=5610>
3. To build early advocacy, 28 city partners were recruited to help steer and develop the narrative project. A steering group provided communications expertise and challenge and a leadership group approved project stages.
 4. In February 2019, partners worked with CYC to commission
 - place branding experts Hemingway Design, Creative Tourist Consults and for the Love of Place
 - York St John University to provide project management and partner engagement support
 5. The project formally launched on 5 June 2019 with a media, social media and resident engagement campaign, aimed at encouraging residents, businesses and community groups to tell us how they 'talk about York'.
 6. Having secured funding for the project, the council role was to facilitate a process that gathered evidence from across the city that would inform the development of a joined up way to talk about York.

Consultation

7. A blend of consultation activities took place during July and September to develop and test the proposed narrative. Firstly, an online and location based consultation took place between 5 June to 9 July. 2,638 people completed the survey, of which 1,543 were residents. People also

provided c 2,500 comments on consultation boards at locations across the city, completed 80 mini-survey postcards or attended workshops and a masterclass. 48 stakeholders were interviewed and 22 small sector focus groups were held. The resident consultation was inclusive and actively reached out to communities who traditionally did not engage in council consultations.

8. Throughout September and October, we tested the proposed narrative with community groups, residents and groups of young people. In addition, we tested it via a filter workshop process with stakeholders and partners. This helped further refine and validate the narrative. In addition, the feedback from young people, community groups and residents helped inform our approach to implementation.
9. The perception baseline, validation process and feedback report is in **Annex B**. A full report of this research will be part of guidance provided to help organisations implement the narrative (see 22 below).
10. Cross party consultations were held to share the process and provide opportunity to input into the development of the narrative.
11. Analysis of the feedback has shown there is no significant difference between respondent's demographics or location. There is a slight difference between non-residents who have more positive associations about York, with residents having marginally less positive associations.
12. Regardless of age, location or relationship with York, the overwhelming dominate perception of York is that of a beautiful historic city.
13. There is a strong sense from residents and stakeholders that there is far more to York than its built heritage, and that the needs of our communities and neighbourhoods must be at the heart of how we describe York.
14. Overall there is warmth and loyalty from both residents and non-residents. People (particularly under 35s/non-residents) are open to the idea of visiting, relocating and studying here.

Analysis

15. With such a strong and shared perception about York, York clearly has a strong brand. Widely known, authentic and relevant, the challenge is that having such a dominant perception leaves little space for anything that

would support the ambitions of engaging residents in the whole city or attracting additional funding and inward investment.

16. As a result, instead of launching externally orientated campaigns, we recommend telling a different underlying narrative about a city. A story about how York reinvents itself - that throughout 2,000 years of change, York residents have prevailed and flourished.

Proposed narrative

17. The proposed narrative framework is in **Annex A**. The narrative is:

History isn't what describes York, history is what makes York the place it is today. The people of York built and continue to shape their place; a beautiful compact city where every person can have a voice, make an impact and lay the foundations for a prosperous future. York is a place where people and their stories matter; where an individual's everyday experiences are just as important as the city's world-class achievements.

18. The narrative is comprised of three values. These values are not slogans, rather they provide a framework to help describe York activities and events. The values are:

- Making history everyday
- Prioritising human experience
- Pioneering with purpose

19. On 15 October 2019, the 28 partners who guided the development of the narrative confirmed their support adoption of the narrative within their own organisations.

20. The value of the narrative is not just the words but the degree to which it influences activity across the city.

Implementation

21. The council facilitated the research and development process to help the city identify those values and the narrative that best describes York. It is not the council's narrative, it belongs to the city.

22. To support implementation, guidance is being produced that will be available to partners and organisations across York, together with residents

and community groups. It will be tested with different groups to make sure it is fit for purpose.

23. Discussions are already taking place with, for example, York Central Board, York Human Rights City and Make It York to discuss how to best support the implementation of the narrative.

24. It is recommended there is no big bang launch. Instead, the narrative will become apparent in how we describe the activities taking place in York, and how we adapt or improve planned activities.

25. Over the next 18-24 months, Make It York will collate data about the impact the narrative has.

26. In addition, the Council will trial using the narrative as part of the Better decision making Tool process.

Options

18. Option 1 is to approve the narrative in Annex A in order that it is adopted.

19. Option 2 is to suggest amendments or additions.

Analysis

20. Option 1 is the acceptance that the process to develop the narrative, and narrative itself is reflective of the city, its residents and partners. This is the recommended option.

21. Option 2 identifies if there are any required changes, if the narrative is not felt to meet the city's requirements.

Implications

- **Financial** – The Leeds City Region (LCR) Business Rates Pool funded the City Narrative project. Full Council, through its emergency budget, reallocated £300k of LCR Business Rates Pool funding from the City Narrative project to support inclusive growth. No further financial commitments are anticipated.
- **Human Resources (HR)** - no impact
- **One Planet Council / Equalities** Equalities Impact Assessment (Annex C)

- **Legal** – no impact
- **Crime and Disorder** – no impact
- **Information Technology (IT)** – no impact
- **Property** – no impact

Risk Management

Risks at this stage include

- a. Related strategies will create their own story about York that may then undermine this project and each other. This risk includes the design and delivery of different capital projects. To mitigate the risk, we have engaged stakeholders and partners throughout to manage expectations and help define the narrative and support its implementation.
- b. This project is more than just marketing and communications. It is not just about telling the story differently, it is about our behaviours as a council, including decision making, planning and capital programme delivery. To support implementation we are producing guidance that will be available to partners, organisations, community groups, residents and the council to help guide approaches.
- c. To realise the outcomes of the project, the narrative will need to be championed by all key city influencers, with stakeholder engagement a key component. Partners have indicated their support for the narrative and will be supported to further implement it in their own activities.
- d. The possibility that the narrative doesn't reflect York – the purpose of the project is to synthesise the multiple different stories about York into one compelling joined-up authentic one. That it is instantly recognisable and understandable is because of the robustness of the process that led to it.

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Report Approved Report Approved

Specialist Implications Officer(s) List information for all
Will Boardman, Head of Policy and Partnerships
Sean Bullick, MD, Make It York

Report
Approved

For further information please contact the author of the report

Background Papers:

Decision session : the project

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=735&MId=10825&Ver=4>

Decision session: cultural (Mediale) event

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=736&MId=10887&Ver=4>

Decision session : Inclusive growth programme

<https://democracy.york.gov.uk/ieDecisionDetails.aspx?Id=5610>

Annexes

Annex A – the narrative

Annex B – perception baseline, validation process and feedback

Annex C – Equalities Impact Assessment

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THE

YORK

NARRATIVE

History isn't what describes York, history is what makes York the place it is today.

The people of York built and continue to shape their place; a beautiful compact city where every person can have a voice, make an impact and lay the foundations for a prosperous future. York is a place where people and their stories matter; where an individual's everyday experiences are just as important as the city's world-class achievements.

THE PEOPLE, BUSINESS, ORGANISATIONS, ATTRACTIONS & EVENTS OF YORK ARE:

CORE VALUE 1

Making history every day

THE STORY

York is abundant with cultural history and beautiful built heritage and has learnt from its past how to build better futures. When we make plans for our city, we reflect and build on these stories and are always driven to consider how *today's actions will impact future generations*.

CORE VALUE 2

Prioritising human experience

THE STORY

York is a city on a human scale; large enough to have ambitious goals and provide opportunities for everyone and intimate enough that *every person can make their mark*. We are working together to create fair, compassionate and welcoming communities where collaboration and social vision spark grassroots action.

CORE VALUE 3

Pioneering with purpose

THE STORY

In York we lead the way, innovate and experiment with *a common purpose – to make lives better* at home and around the world. We have bold ideas and form local, national and international partnerships to help bring these human-centred ambitions to life.

YORK

CORE VALUES

The values are not slogans but are a way of managing York's key associations. Taking these core values into account in all actions means that we all contribute to shape York's image in a common direction.

Actions speak louder than words - but both matter. These value-based stories of York shouldn't be told explicitly, but be woven into everything we do, everything we organise and everything we say about our city.

Making history, every day

Key themes & evidence (i.e. why it's "on brand" for York)



1. The Shambles

Compact medieval centre, unexplored snickets and architecture suddenly transporting residents / visitors to a completely different century

Even a long-term resident can find new hidden corners and undiscovered spaces in their city, and independent retail is creating



2. Influence base for The North

First the Romans came, then the Vikings and York established itself as a power base for The North, being the seat of the Council of the North in the 16th and 17th centuries. During the medieval period York was England's second city.

York later became a centre for UK railway expansion during the industrial revolution and is now one of the best connected cities in the North.



3. 2019 - York declares a climate emergency and commits to become a carbon neutral city by 2030

As a result of public campaigning led by younger generations, the city committed to bold climate action for a better future for its citizens.

Prioritising human experience

Key themes & evidence (i.e. why it's "on brand" for York)



1. Caring - kindness of people

Grass-roots dynamism and active voluntary sector - many people reaching out to help others in need, spanning differences in race, culture, income, faith. History of volunteering, social action and engaged citizens, which place it in a unique position, to respond to some of the challenges in society today. Brilliant network of community groups, social enterprises and charities



2. The Quaker approach

York Quakerism helped develop a liberal reforming strand within the national tradition. The Quakers in York played an active role in the improvement of working and living conditions, not least in the establishment of Adult Schools, electoral reform, health improvements and slum clearance, with Seebohm Rowntree's poverty study in York playing a key role in the establishment of the UK Poverty Act.



3. Quality of life and personal wellbeing

Voted Sunday Times Best to live 2018 and Best in The North 2019.

There is wildlife, green space and rivers in the city centre and the peaceful Yorkshire countryside can be enjoyed only 20 minutes away.



4. YORspace Community Housing Project

A community-lead initiative to build a solution to York's housing shortage.

Financially and environmentally sustainable homes designed to meet the real needs of residents and foster a sense of community.

An innovative mutual home ownership model to guarantee homes stay permanently affordable.



5. York Central

York Central will include vibrant and distinctive residential neighbourhoods, cultural spaces, and a high-quality commercial quarter powering York's economy into the future and helping to provide the homes the city needs, as well as thoughtful, useable public spaces.



6. A compact city

At just 34km², the built up urban area of York is much smaller than regional centres like Leeds (487km²) or Greater Manchester (630km²) or even comparable heritage cities such as Norwich (62km²) or Cambridge (42km²).

Pioneering with purpose

Key themes & evidence (i.e. why it's "on brand" for York)



1. Joseph Rowntree Housing Trust

Established over 100 years ago by Joseph Rowntree to provide housing in communities and to understand the root causes of social problems. Then: New Earswick - Community and housing for workers planned and built by Joseph Rowntree in 1904 as a self-governing garden village. Now: Derwenthorpe - "What all housing developments should aspire to" ~ The RIBA Journal



2. The Retreat

The Retreat at York led the world in the humane treatment of the mentally ill based instead on the Quaker principles of self-control, compassion and respect. This radical approach began a series of reforms and greater understanding in mental health in the nineteenth century and psychiatry textbooks today still refer to the Retreat.



3. NICE (National Institute for Health & Care Excellence)

Improving health and social care through evidence-based guidance

York University credited as influential / founding partner: [A Terrible Beauty, A Short History of NICE](#)



4. UNESCO City of Media Arts (2014)

York won the designation as the UK's first City of Media Arts in 2014, in recognition of the globally important and pioneering work of the creative and media sectors in the city. The York UNESCO City of Media Arts plan includes working to double the size of York's creative economy and increase inclusively engagement in the arts for the benefit of everyone in our society, as evidenced by [Arts Council England research](#).



5. Centre for Novel Agricultural Production (CNAP)

CNAP work on 'biology to benefit society'. This York University-based research centre use world-leading bioscience to develop more sustainable supply chains and creative uses for agricultural waste to support York's growing bioeconomy. Their work aims to solve societal problems in health, clean technologies and bioenergy.



6. Food and Environment Research Agency

FERA work to protect food consumers through pioneering thinking in agri-food science. They lead the way in working to detect emerging threats in plant, environmental and animal health & help small food & drink businesses in Yorkshire to innovate and develop. Fera Science Ltd (Fera), pioneers in original thinking applied, driving innovative products and techniques to identify & detect emerging threats earlier across agri-food science.

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YORK

ANNEX 2

PERCEPTION BASELINE RESEARCH - EXECUTIVE SUMMARY

This report

This report is an executive summary of the research process and evidence base sitting behind the York Narrative, carried out by Hemingway Design, Creative Tourist Consults, For The Love of Place, Mediale and City of York Council between March and October 2019.

The report focuses on presenting the key insights which informed the strategic decision-making of the city - groups of partners which were established to supply oversight of the project and process and which met to receive evidence findings at various points throughout the project timeframe.

This report draws on a wealth of detailed and robust datasets, all of which is available as an evidence base of each part of the process – the different resources are available to view [online here](#)

EXECUTIVE SUMMARY

ONLINE SURVEY RESOURCES

CONSULTATION & ENGAGEMENT RESOURCES

DESK RESEARCH RESOURCES

TESTING & VALIDATION RESOURCES

Our primary purpose

We assessed the strength and range of current perception of and associations with York, by different target groups, to inform the overall place-brand narrative programme which is to:

“Create a place brand narrative that will give focus to York’s purpose by defining a set of values and behaviours that inspire and influence strategy, policy and decision-making.”

and, in doing so, to establish a baseline against which to measure change in perception over time.

The hypothesis

The starting point was a hypothesis that the 2019 perception of York and what it offers is out of kilter with the day to day experience of living, working, studying or visiting the city, and to the future detriment of the city - affecting investment, talent attraction and employment, business growth and reputation.

It was felt the reality of York is overwhelmed by its heritage tourism image and that negative impacts are felt by some organisations and businesses in the city.

There is a counter-concern that this is not the case for all partners; there might be a gap between the different needs, wants and understandings of different groupings of stakeholders, including residents.

A truthful place-brand narrative for the city of York therefore could not be developed without understanding these opposing views. Research was therefore needed to establish **a perception baseline to find out:**

- How different market segments currently perceive York and identify any key differences between them;
- What people value and want of the city - what they would like it to be known for in the future;
- How this might impact on the creation of a cohesive and meaningful place-brand narrative – one that is reflective of many voices.

The methodology

Several activities were designed to capture the widest possible engagement within the timeframe and budget, to inform the place-brand narrative - and then, once developed, to test it. The engagement target was 1,500 engagements and activities included:

- Consultation with public and private sector stakeholders to get **expert input and scope ambition** from strategic partners and agencies;
- Workshops and events facilitated via City of York Council with local business networks and resident groups to get qualitative inputs and **diverse perspectives**;
- Masterclasses and webinars with stakeholders, businesses and students to gather further views and to **promote understanding** of the place brand narrative process and the value it brings to a place;
- An online survey to capture responses from each of the different target audiences, to build a robust dataset which can be analysed to test different viewpoint and **establish a perception baseline**;
- Market testing and validation with stakeholders and businesses (via Brand Filter Workshops), young people (via Mediale) and residents (via City of York Council) to **check resonance and refine the narrative**.

Stage 1

APRIL - JULY 2019

‘Let’s talk about York...’

Summary of online survey

AIM

The aim of the survey was to find out what is in people's minds when they think about York, how knowledgeable they are about the city and how their perceptions affect how they view and rate the city for a number of different factors.

It's purpose was to create a perception baseline to inform the York narrative, set direction and establish a baseline against which changes in perception can be measured in the future.

METHODOLOGY

The same questionnaire was used with all respondents, creating a single dataset, capable of being analysed in depth and across a range of different segment types and criteria.

In York it was distributed largely via digital and social media channels of the participating partners, and beyond York to a purchased dataset of 500 UK adults who take city breaks

- The local resident community – all wards and demographic profiles
- The university community – including academics, students, partners
- The business community – including investors, employers, employees
- The tourism community – including tourism partners, businesses, visitors

Online Survey: methodology and reach

2,638 people completed an online survey which generated a rich-data set capable of being dissected in numerous different ways – by geography, socio-economic profile, age, professional interest, history and familiarity with York & so on.

The size and diversity of the dataset gives confidence that lots of voices have been heard. The dataset can be understood by different audiences including:

- York residents
- Commuters
- Students
- Leisure visitors
- Investors
- Business owners
- Employees
- Those familiar and unfamiliar with York



Online Survey: key takeaway

The priority in analysing the dataset was to consider the overall strength of York's perception, and at the same time look for evidence of variance between the different audiences.

We found that it doesn't matter how we drill into this dataset, the dominant associations of York remain pretty much the same regardless of the profile of the respondent, their familiarity with or their relationship with York.

Which ever way the dataset is cut the overriding message is that **York is seen by most respondents as a beautiful place for heritage tourism.**



Online survey: the core associations

Three is considered to be the optimal number of associations which people hold in their primary mental image of a place and all respondents began the survey giving the 3 words which first come to mind when thinking about York.

From a potential and possible 7,914 associations there were actually only 645 different ones given.

Of these, only 3 associations have over 100 appearances and a further 14 have over 50. This means there are under 30 'strong' associations, with over 615 words largely adding nuance, richness and detail.

It doesn't matter how we drill into this dataset, the dominant associations of York remain pretty much the same regardless of the profile of the respondent.

Resident (1543)



Non resident (1066)



Online survey: comparison examples

To further illustrate, the chart below shows how the similarities are far more resonant than the differences across the different segments. Whilst negatives appear in the top 10 of the business sector, the frequency is low.

These associations do feature in the overall top 20 associations, along with other negatives, primarily due to resident responses. There are almost no business associations in the entire dataset.

	Residents		Non-Residents		All 15-24s		All 25-34s		All Business	
1	Historic	810	Historic	468	Historic	119	Historic	266	Historic	144
2	Beautiful	340	Minster	210	Beautiful	50	Beautiful	96	Beautiful	61
3	Tourism	229	Beautiful	162	Home	30	Tourism	74	Tourism	41
4	Home	211	Tourism	96	Pretty	27	Home	67	Friendly	26
5	Busy	146	Old	91	Busy	27	Busy	52	Minster	25
6	Minster	133	Viking	70	Tourism	24	Minster	44	Home	20
7	Expensive	113	Busy	68	Small	22	Expensive	39	Walls	19
8	Friendly	105	Walls	67	Minster	17	Old	36	Stags/Hens	18
9	Small	76	Cultural	56	Old	16	Cultural	34	Old	17
10	Old	74	Friendly	50	Boring	16	Pretty	33	Drunks	16

Online survey: image association

From a selection of 12 images, 2 were most likely to be selected as most representative of York, plus a further 4 that also rated.

Again, it doesn't matter whether residents, commuters or other UK-residents; young, old; visitors, workers, businesses... York is primarily associated with its beautiful historical image.

Indeed under 35s (49%) are more likely to associate York with Vikings than 65+ (37%).



Online survey: image association

The three images most likely to be selected as least representing York. These images represent, to some degree, features of York that the city would like to be better known for, but they are just not cutting through.

“Despite two unis York hasn’t got much youth culture or alternative culture.” (Resident, F, 55-64)

“York is not a modern city. This needs to be address and changed as its seen as being backwards thinking.” (Resident, M, 35-44)

“I don’t think of York as commercial or business-centric, which that image conveyed to me.” (Resident, F, 35-44)

“York relies too much on the tourist trade and students. What we need is a contemporary cultural offering for residents that encourages the city to move away from its conservative roots.” (Resident and Business Owner)



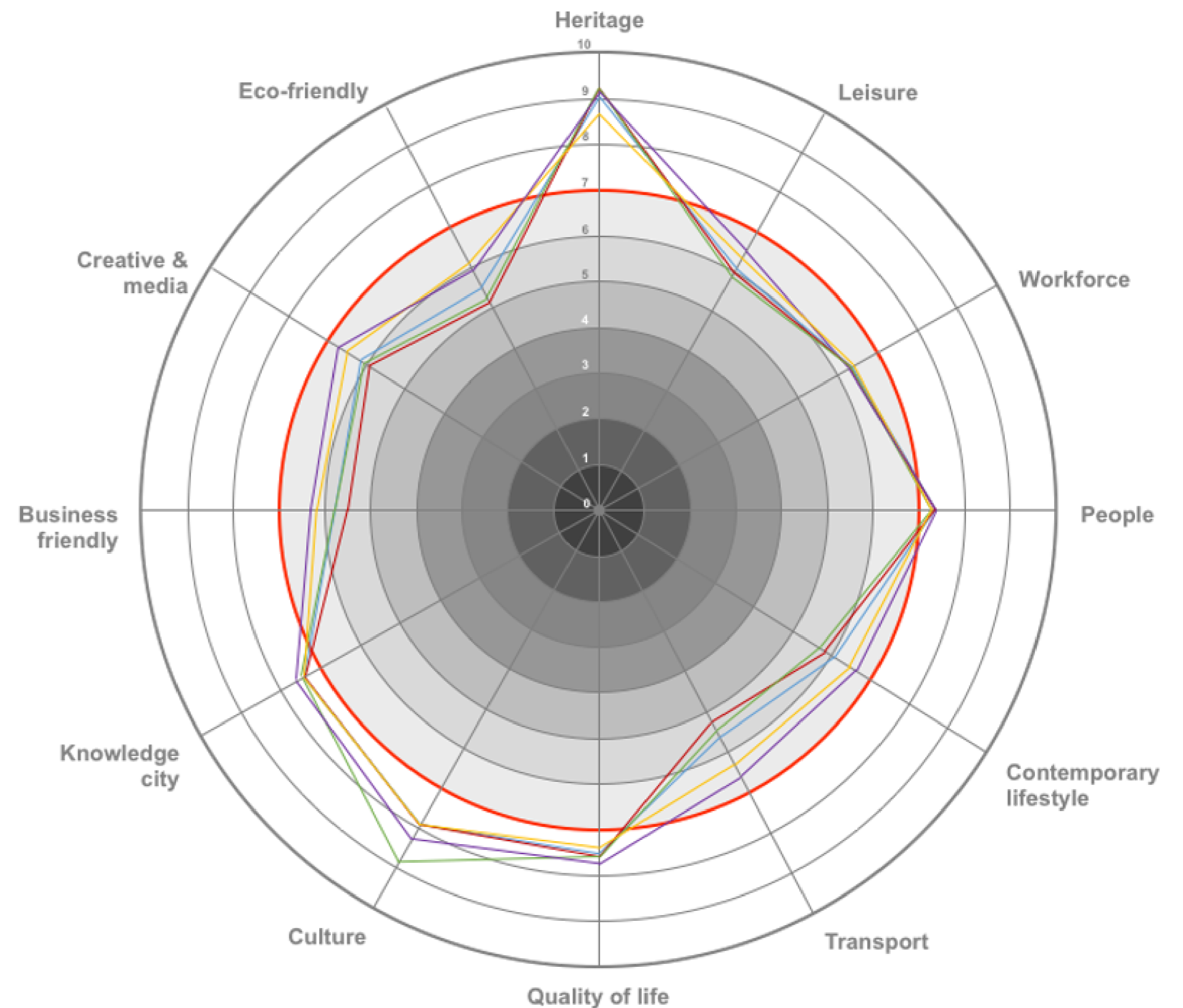
Online survey: rating

Respondents rated York on scale of 0-10 for a number of attributes that the city would like to be known for. Further analysis reveals that there is a difference in strength of feeling.

Over 60% of respondents rated York 7 or more for: Heritage (89%), Culture (69%) and Quality of Life (61%)

Whilst less than 30% rated York 7 or more for: Contemporary lifestyle (30%), Leisure (28%), Transport (26%), Business friendly (22%), Creative and media (29%), Eco-friendly (18%)

York residents and local commuters were more likely to rate transport low.



KEY

All ● York Residents ● York Commuters ● Rest of UK ● International ●

Online survey: awareness

We might assume that local residents have good local knowledge and it is the case that local people recognise:

- The 2 universities (96% of locals compared with 59% of rest of UK)
- The railway city (91% of locals compared with 63% rest UK)
- Journey time to London (92% of locals (o 55% rest of UK)
- Best Place to Live awards (76% of locals compared with 33% rest of UK)

For other 'factors' local population knowledge is broadly the same as rest of UK.

Even for those engaged in the arts/media, recall of City of Media Arts and Gigabit city is similar.

'Founding City of Science' and Human Rights City have lowest recall of all (17%).

Under35s are least likely to know about these or City of Media Arts.

Respondents with higher socio-economic status are most likely to have good local knowledge.

Online survey: sentiment

Overall there is positive strength of feeling towards York from both residents and non-residents, which aligns with other available studies (like tourism data).

People of all types and locations can imagine themselves living in, visiting, or studying in the city in the near future, or recommending that others do so.

Of non-locals, it is the under 35s who show the most openness to visiting (59%), relocating (37%), studying (16%)

38% of the local business sample would recommend developing business in York. Of those, over 50% of these respondents would prioritise the following ahead of other sectors:

- Creative industries
- Science and technology
- Tourism (aimed at cultural tourists and families)

The majority of verbatim comments start with something warm, fond, sensory and often romanticised about York.

But there is also a real thirst for change which comes through time and again – particularly covering the need to be seen to more dynamic, play to the knowledge economy, create a more sustainable, equal and fair city.

“I like that, no matter where I have been in the world, if someone asks me where I am from and I say York, they always seem to know of it and have something nice to say about it. I feel privileged to live in a city that is deemed a nice place to live by people all over the world.”

“How do we convert something lovely to something more dynamic and exciting?”

“the potential in York is outstanding - it needs to be pushed forward and be made the dream destination for businesses and tourists...”

Summary of stakeholder consultations

AIM

To capture the knowledge and opinions of expert professionals, academics and business people working in and for York across a range of sectors including public services; education, scientific research, social services, voluntary sector, health, transport, culture, creative industries, tourism and hospitality, retail, inward investment, food, property, commerce and professional services.

METHODOLOGY

- 47 stakeholders participate in 1-1 and small group discussions led by Creative Tourist Consults
- 95 stakeholders attend a masterclass in place branding led by For The Love of Place
- 115 invited guests from a range of sectors attend a partner workshop led by Hemingway Design
- 18 employees from 2 local businesses participate in workshops led by Creative Tourist Consults

The full stakeholder consultation report is available as a PDF.

The singular topline messages

The following messages came through in some way by everyone consulted.

- There is more texture and depth in York than people might expect, however it doesn't always have the freedom, support or space to flourish.
- History and its preservation matters but it is not static, and 'lovely' has to be made more dynamic. York's major industries straddle heritage and the future. The heritage of York is a compelling and unique backdrop to city-life rather than the primary focus of it.
- The size of the city makes it possible to do things, make things happen, collaborate, feel connected – but it also affects how people see it – 'small' can get interpreted as lacking ambition or opportunity or diversity.
- There is a very credible and compelling story of world-class scientific leadership and achievement, but too few know about it. The same is true of the creative industries sector. There needs to be a start-up culture and packages for young entrepreneurs.
- The 'now' imperative includes York Central, Unesco City of Media Arts, North Yorkshire LEP and bioscience/food/agrics - Leeds City Region and Creative Industries/Channel 4, The XR Stories programme - and they need to be seen as driving the next 50+years of the city's image and economy.
- York Central is a massive opportunity and cannot be underestimated. There is nowhere else to better grow and develop new outcomes in York. These outcomes aren't just for York - they have a regional, national and even global impact.

The singular topline messages

The following messages came through in some way by everyone consulted.

- York needs to think about its impact regionally, nationally, internationally. It needs to assert itself independently as well as balancing being the heart of the North Yorkshire rural economy and the city region. It is very different to the other Northern Powerhouse cities and this is something to optimise. The shared narrative can help provide a long view
- The golden thread running through York is an ingrained and cross-sector commitment to help people improve their circumstances and live their best life. And how this impacts on quality of life. This is a very liveable city – it has a good mix and scale of amenities, the city experience itself keeps things connected and personal.
- The council cannot be the keyholder to the narrative. Working together strategically is the only way. A major outcome of the place narrative will be if it strengthens working relationships. A tangible and measureable shift here would be an outcome to celebrate.

Summary of resident engagement

AIM

- To ensure that targeted residents who might not engage with the online survey were heard (older, younger, less 'vocal', less affluent)
- To gather qualitative data that could be held up and measured against the online survey, as a sense check and to give confidence that the responses on the online survey match up to broader community feeling.
- To add some qualitative depth.
- To generate interest and buy-in, and drive some people to the online survey

METHODOLOGY

- City of York Council led on this activity:
- Facilitating workshops in the community (86 people in 5 workshops)
- Inviting people to comment on discussion boards in public places around the city (2520 responses)
- Distributing postcards with selected questions (60 postcards)

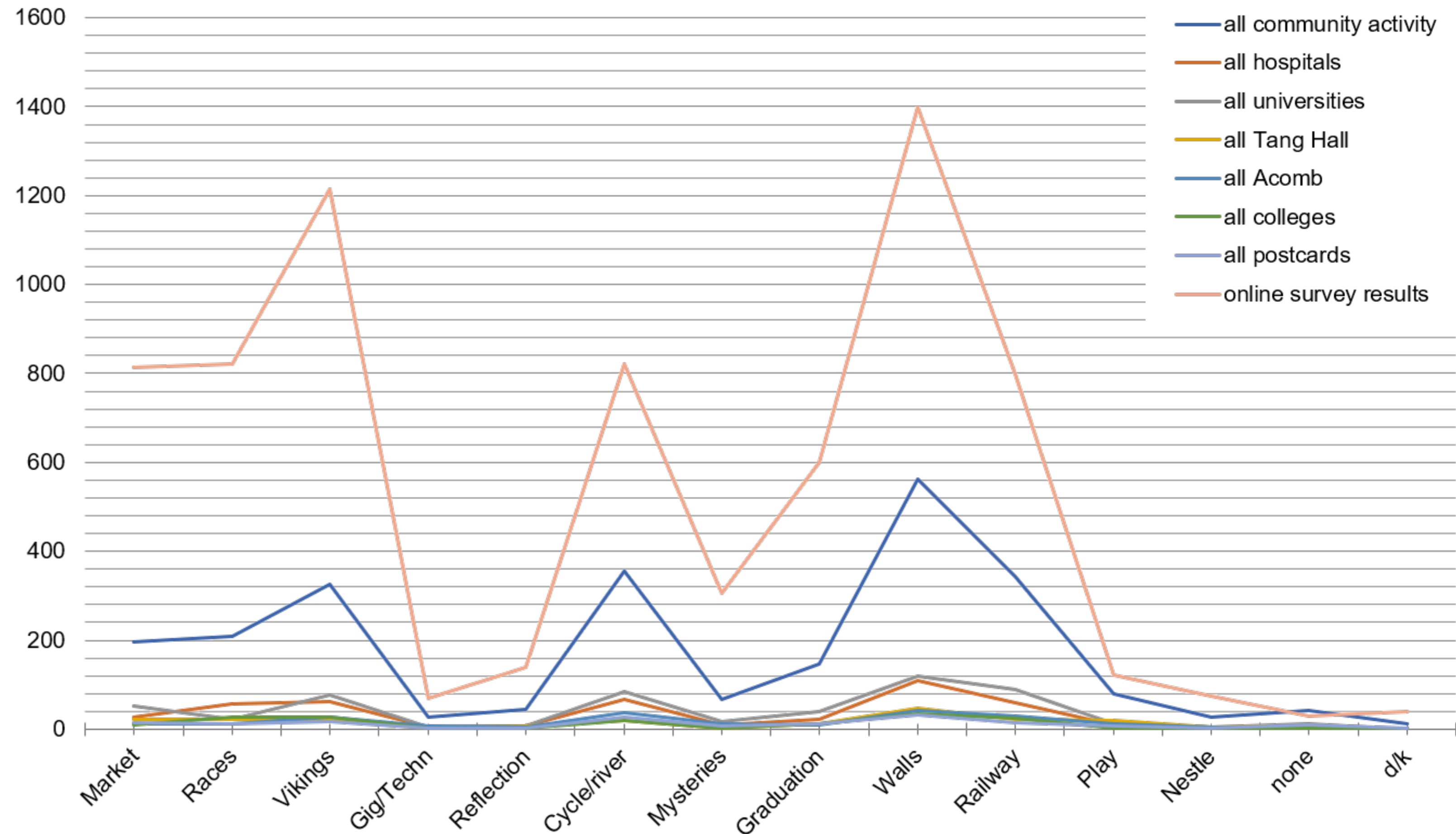
The full resident engagement report is available as a PDF.

Resident engagement: image association

In selecting the images that best represent York, it is clear that the choices of the wider community (captured on boards and postcards) is a mirror image of the online survey.

There is no significant difference between different parts of the community or the wider populace.

York resident response to the image association - via various locations - boards and postcards (June 2019) →



Resident engagement: evolving the narrative

Thinking about the future, discussion was balanced across the groups.

Heritage / tourism matters - but there is shared recognition of need to be forward looking / future thinking / more innovative to secure future of the city

- Role of Universities/ science and tech industries / commerce / professional services sector generally understood to be important
- Some specific concerns at different lifestages
- Young people's future vision was more dynamic - 'happening' / switched on / modern

There is a gap in knowledge and awareness about what is going on - from things to do to the ground-breaking/socially valuable research taking place in the city. Hearing about it generates significant pride in place.

- Local people want the narrative of innovation - social purpose - York's impact on people's lives (including their own) playing back to them.

Stage 2

SEPTEMBER - OCTOBER 2019

‘Let’s test the narrative...’

Summary of testing & validation

AIM

To test the draft core values, their supporting values and the emerging core narrative. Insights from a series of events validated the process, and refined the proposed narrative.

METHODOLOGY

A series of workshops and consultations included engaging with residents around the city, young people and sector professionals from the public, private and third sectors.

Events included:

- Five meetings with different resident associations and ward committees led by City of York Council
- Six Brand Filter workshops – for 47 stakeholders, testing the narrative and values against a number of existing and proposed activities
- Four young people workshops – four sessions, working with four different community / charitable organisations to engage with 31 participants. Ages ranged from 11-23 years. These were arranged by Mediale and partner organisations were: Tang Hall Youth Group, Accessible Arts & Media, York Learning, and Children in Care Council / Speak Up Youth.

The full testing and validation report is available as a PDF.

Testing & validation: feedback

Across all the different sessions, feedback was broadly consistent and the narrative values well received as being reflective of York and aspirational.

- The timeline view of history – past, present & future – was supported and embraced.
- ‘Human scale’ proved most problematic, suggesting both the human and physical environment, but not necessarily together - it needed explanation.
- Pioneering with purpose was well received.
- The pronounced nature of the socially active sector in the city was reflected in the values – but there were concerns – especially from those working in the sector - that it should not appear complacent, or suggest that the job is done.
- The young people contributed a more critical perspective. Like others they rejected the ‘human scale’ terminology, but for many of them the idea of York ‘being the best’ wasn’t credible to them as it isn’t what they see or experience themselves.

Testing & validation: refinements

The second value – human scale – clearly generated the most debate and need to refine.

The consultancy team therefore revisited ‘human scale’ and the subsequent core narrative in the final place brand narrative.

The feedback also includes some information that will be useful to future engagement, implementation and roll out including:

- The ongoing need for further brand filter workshops with delivery partners
- The need to give young people a stage in the process
- The need to communicate more with local residents, including young people, about the success stories and opportunities in the city
- The need for tools to support roll out – include a ‘directory’ of stories and case studies to build up the picture of how York’s past and present is built on the narrative values.

HEMINGWAYDESIGN

FOR THE
LOVE OF
PLACE

creativetourist

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SECTION 1: CIA SUMMARY



Community Impact Assessment: Summary

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

York Narrative Framework

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

To develop a shared narrative framework for council and organisations to use that :

1. promotes our key strengths and assets
2. helps engage residents in the whole city
3. attracts increased investment into the city

3. Name and Job Title of person completing assessment:

Claire Foale, Head of Communications, CYC

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

Yes

Community of Identity affected:

All, specifically disability

Summary of impact:

The narrative includes a value/theme “prioritising human experience” which supports inclusivity - used inappropriately it could disadvantage a community

5. Date CIA completed: 30/09/2019**6. Signed off by: Neil Ferris**

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

Name: Neil Ferris**Position:** Corporate Director Economy and Place**Date:** 15 November 2019**8. Decision-making body:**

Executive

Date:

28/11/19

Decision Details:

The toolkit to make clear that “prioritising human experience” relates to all, using it to disadvantage any group is against the principles of the narrative

Send the completed signed off document to ciasubmission@york.gov.uk It will be published on the intranet, as well as on the council website.

Actions arising from the Assessments will be logged on Verto and progress updates will be required

Community Impact Assessment (CIA)

Community Impact Assessment Title:

York Narrative Framework

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

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

Community of Identity: Age

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, together with young people at York College, providing opportunity for affected groups to provide their thoughts.</p> <p>Young people's feedback was collated by Mediale/MyFutureYork as independent facilitators and City of York Council. Their feedback has informed both the development of the narrative framework and will also contribute towards the development of the toolkit.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The	N	The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much	Claire Foale	31/03/2020

<p>framework details those features / supporting values that together contribute towards a city that is of a “prioritising human experience”</p>		<p>part of the narrative and therefore “more York”. We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>		
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Community of Identity: Carers of Older or Disabled People

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The framework details those features / supporting values that together contribute towards a city that “prioritises human experience”</p>	N	<p>The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much part of the narrative and therefore “more York”.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>	Claire Foale	31/03/2020

Community of Identity: Disability

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each of the greater good. It could be interpreted that York puts people before transport.</p> <p>This could inadvertently impact people with a disability if this principle over-rides the principle of being socially aware.</p>		<ul style="list-style-type: none"> • Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	None	None
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
If the narrative is used inappropriately it could be used to argue against providing accessible transport options for people with	No	The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much	Claire Foale	01/01/2020

<p>restricted mobility. In reality this is against the principles of the narrative which is very much about celebrating our social awareness and inclusive values.</p>		<p>part of the narrative and therefore “more York”.</p> <p>The toolkit will make clear that by interpreting the value of prioritising human experience as “people before traffic” at the expense of inclusivity is against the narrative and therefore “not York”.</p> <p>Disability groups will be invited to help inform how this is explained in the toolkit.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>		
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Community of Identity: Gender

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> • Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The framework details those features / supporting values that together contribute towards a city that “prioritises human experience”</p>	N	<p>The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much part of the narrative and therefore “more York”.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>	Claire Foale	31/03/2020

Community of Identity: Gender Reassignment

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> • Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The framework details those features / supporting values that together contribute towards a city that “prioritises human experience”</p>	N	<p>The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much part of the narrative and therefore “more York”.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>	Claire Foale	31/03/2020

Community of Identity: Marriage & Civil Partnership

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The framework details those features / supporting values that together contribute towards a city that “prioritises human experience”</p>	N	<p>The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much part of the narrative and therefore “more York”.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>	Claire Foale	31/03/2020

Community of Identity: Pregnancy / Maternity

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
<p>The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The framework details those features / supporting values that together contribute towards a city that “prioritises human experience”</p>	N	<p>The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much part of the narrative and therefore “more York”.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>	Claire Foale	31/03/2020

Community of Identity: Race

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
<p>The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The framework details those features / supporting values that together contribute towards a city that “prioritises human experience”</p>	N	<p>The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much part of the narrative and therefore “more York”.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>	Claire Foale	31/03/2020

Community of Identity: Religion / Spirituality / Belief

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The framework details those features / supporting values that together contribute towards a city that “prioritises human experience”</p>	N	<p>The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much part of the narrative and therefore “more York”.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>	Claire Foale	31/03/2020

Community of Identity: Sexual Orientation

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The development process of the York Narrative included holding workshops with residents associations, ward committees and community groups, giving opportunity to affected groups to provide their thoughts.</p> <p>The York Narrative value 2, prioritising human experience, describes how York is small enough to foster social awareness where people look after each for the greater good.</p>		<ul style="list-style-type: none"> Standard of living, including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport. 	P	P
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>The York Narrative, when applied to policy, events or activities can help policy makers assess how to better ensure inclusivity. The framework details those features / supporting values that together contribute towards a city that “prioritises human experience”</p>	N	<p>The narrative toolkit will be developed throughout December/January. It will make clear that inclusivity is very much part of the narrative and therefore “more York”.</p> <p>We will trial how the Better Decision Making tool can help guide council decision making to consider the narrative values.</p>	Claire Foale	31/03/2020



Executive**28 November, 2019**

Report of the Corporate Director for Economy and Place

Portfolio of the Executive Member for Transport and Planning

Parking Update**Summary**

1. Parking provision and management is a key element in the delivery of the Council's ambition to achieve carbon neutrality and enhance residents, businesses and visitors experience and wellbeing by providing a future proof, fluid and efficient transport network.
2. The historic nature of the geography of York, with narrow terraced streets in the City Centre, presents challenges in terms of managing passage along the highway and it is vital in achieving the desired outcomes to ensure that policy acts as enabler to allow the City to grow and for residents, businesses and visitors to thrive.
3. This report reflects on the recommendations of the Resident Parking Scrutiny Review Task Group of the 5th March, 2019 (see Annex A).
4. Advances in technology present new opportunities in terms of parking and kerbside management. Online services and virtualisation can provide a better customer experience and much greater efficiency and allow services to focus on customers with the greatest need. This report explores these opportunities and seeks Executive approval to implement these where possible

Recommendations

5. Executive are asked to:

- i) Note the progress of streamlining the process of extension of existing residents parking zones

Reason: to speed the process of implementation residents' parking schemes in line with the scrutiny reports recommendations

- ii) To request officers implement options to allow residents to either purchase shorter term permits or develop pay-monthly options.

Reason: to help customers to spread the costs of permits in line with the scrutiny reports recommendations.

- iii) Note the progress of recruiting additional staff to process applications for new residents parking zones.

Reason: to speed the process of implementation of residents parking schemes in line with the scrutiny review recommendations.

- iv) To note the procurement of a new parking system that will introduce online self-service for customers to become the principle channel for online application and payment for parking permits and visitor vouchers, same day online payment for parking tickets, and to automate the requirement for evidence.

Reason: to improve the customer experience in line with the scrutiny review recommendations.

- v) Executive are asked to approve the council implementing paperless virtual parking permits starting with resident parking permits, season tickets and visitor permits and rolling out across all permits in time. This will be supported by a compliant checking system to allow residents to see if a vehicle is authorised to park in a resident parking zone. Each implementation will be subject to a separate decision session of the Executive Member.

Reason: *to improve efficiency of the parking service in line with the scrutiny review recommendations.*

- vi) Executive are asked to approve a move towards cashless parking by agreeing to:
- A. The roll out of the Pay By App/Phone Service to on street parking machines to allow customers to pay for their parking by phone.
 - B. In line with corporate policy agree that cash will no longer be accepted in council offices for parking permits and all penalty charge notice (PCN) cash payments to be made through an external service, the same service operates for Council Tax and the resident does not pay more for this service.
 - C. To agree to the pilot of providing a cashless system in Marygate car park, given most people now use card. This will be subject to the integration of permits (e.g. Minster Badge and Season tickets) into the Pay on Exit technology.
 - D. To report back to the Executive Member for Transport in a year's time with a view to rolling out cashless parking across the parking estate.

Reason: *To positively respond to the March 2019 parking scrutiny report and its recommendations around efficiency.*

Background:

- 41. The Council has agreed to move to carbon neutrality by 2030. A significant element of the city's carbon footprint is transport and the movement of vehicles around York.
- 42. Implementation of physical measures, such as the Clean Air Zone for buses, and technology, through the Smart Transport Evolution Project (STEP) and the Hyperhubs Electric Vehicle charging project

are helping make strides. Alongside this sits the authority's approach to parking and kerbside management and how these are managed.

43. The Economy and Place Policy Scrutiny Committee undertook a review into York's Residents' Parking Priority Scheme. The objectives of the review were
 - To examine different or simplified processes that can be used, e.g. the use of new technology;
 - To consider the size and extent of York's ResPark zones and whether there would be value in increasing the size of some zones;
 - To investigate best practice and different resident parking models in use elsewhere.
44. This report is a response to the scrutiny recommendations seeking Executive approval to progress options for implementing changes.
45. The recommendations in this report will help to address the issues identified by the scrutiny panel. Please see scrutiny report attached at Annex A for further background to this report.
46. The replacement of the back office IT system used by parking officers gives significant opportunity to enhance the recommendation of the scrutiny review to create a more connected and online self-service solution for parking customers.
47. It is also worth highlighting the partnership with other Local Authorities, assisted by the British Parking Association and the development of the Positive Parking Agenda (PPA).
48. The PPA is a national initiative to push a positive view of parking by delivering a consistent approach to parking management across the UK. This work undertaken by Scrutiny and the recommendations contained within the report will contribute towards improve the parking experience and deliver a better service.
49. The review made 7 recommendations which are as follows:

- i. Reviews the current pattern of ResPark zones with a view to rationalising them and identifying the most logical extensions into surrounding streets that suffer from non-resident parking;
- ii. Rationalises parking permits so there is more standardisation on permit length (i.e. the current 3, 6 and 12 month permits) by offering a choice of annual or monthly permits.
- iii. Seeks to ensure residents' petitions for new zones are investigated and (if agreed) implemented as soon as possible, aiming for within a year.
- iv. Introduces an online self-service for customers to encourage online application and payment for parking permits and visitor vouchers, same day online payment for parking tickets, and to automate the requirement for evidence;
- v. Investigates the transition to a system of virtual permits, initially within a trial zone, to eliminate the need for paper permits through Automatic Number Plate Recognition and better links to DVLA to help enforcement;
- vi. Investigates digital options once virtual permits are in operation that will enable residents to check a registration number so if a vehicle is illegally parked the information is electronically passed to enforcement officers.
- vii. Examines the implications of allowing residents of new properties within existing ResPark zones to purchase a limited number of visitor vouchers.

Analysis

50. Scrutiny Review Recommendation i

Reviews the current pattern of ResPark zones with a view to rationalising them and identifying the most logical extensions into surrounding streets that suffer from non-resident parking; In response at the Executive Member Decision Session on the 19th September a number of decisions were made to streamline the extension of residents parking. Three different approaches were used:

- it was agreed in that reviewing the petitions received for residents parking zones that discretion be applied to consult

larger areas than had petitioned, although the responses would be considered separately

- Combining consultation where appropriate
- Extending Existing Zones rather than creating new zones.

51. To date no work has been undertaken to rationalise existing zones, it is suggested that rather than a top down approach any rationalisation of existing to in effect merge them into a single zone is considered in a bottom up approach. If this was to be considered a pilot would need to be undertaken and the process by which residents were consulted upon the approach would need to be agreed.

52. Scrutiny Review Recommendation ii

Rationalises parking permits so there is more standardisation on permit length (i.e. the current 3, 6 and 12 month permits) by offering annual or monthly permits.

This reflects some of the customer issues around the varying lengths of time some permits validity. Customers are keen to find ways to spread the cost of a permit. Options exist to explore pay monthly options either through shorter permit lengths such as a monthly permit, or direct debit options. Both of these need work to develop so it is suggested to delegate to the Assistant Director of Transport Highways and Environment the agreement of how this will be implemented. Subject to other recommendations the new parking system would automate the administration of this making it much simpler for the council and residents such as automated reminders when a permit is expiring.

53. Scrutiny Review Recommendation iii

Seeks to ensure residents' petitions for new zones are investigated and (if agreed) implemented as soon as possible, aiming for within a year.

Through the Supplementary Budget proposals additional resource has been agreed to recruit additional staff into the Transport Team to work on the residents parking projects. The recruitment of the additional staff is now in progress.

54. Scrutiny Review Recommendation iv

Introduces an online self-service for customers to encourage online application and payment for parking permits and visitor

vouchers, same day online payment for parking tickets, and to automate the requirement for evidence;

Officers from across the council have come together to specify a new parking back office system. One of the key parts of the specification of this was a much improved customer experience. This is in line with the Local Digital Declaration that York has agreed in order to deliver service transformation through the use of technology.

55. The new parking back office system will provide significantly improved functionality for customers online, in turn providing more clarity and transparency. This is in line with the national Positive Parking Agenda to ensure consistency and a more positive experience with parking.
56. This dovetails with the corporate customer strategy to shift modes of engagement with Council from face to face to online, and is consistent with the majority of customers' desire to perform online transactions. 50% of interactions in the Customer centre at West Offices are Parking services related. The online functionality along with the corporate push for cashless transactions will mean a significant reduction (38% approx.) in footfall in the customer centre.
57. **Scrutiny Review Recommendation v.**
Investigates the transition to a system of virtual permits, initially within a trial zone, to eliminate the need for paper permits through Automatic Number Plate Recognition and better links to DVLA to help enforcement;
In the same way that vehicle excise duty has become paperless and is linked to a number plate, it is proposed that residents parking does the same. The Scrutiny Committee heard from other authorities that this transfer had been undertaken successfully through Virtual Permit Projects. This will see the significant reduction and the elimination of paper including paper based permits. Virtual permits are seen as a significant benefit of the project where Members are asked to support the system roll in line with the implementation of the new system later next year. An example list of some of the Councils that use virtual permits is attached at Annex B
58. For clarity it is not proposed to use static Automatic Number Plate Recognition for enforcement. A Civil Enforcement Officer will still

issue all tickets and be able to use a hand held device to check vehicle authorisation.

59. A trial zone is not really practical as the investment in the infrastructure to make this happen means that a city wide approach needs to be adopted. It is recognised that some permits will be easier than others. It is therefore recommended we start with those that are easier to roll out and provide the most benefit to customers. This includes:-

- All resident parking permits
- Car park season tickets
- HMO permits

60. Subject to the success of the roll out other permits will be made virtual in due course.

61. The current policy of the Council is that the first parking permit is not registration number specific. If members wish to maintain that policy there are options for technology to allow residents to switch which vehicle has the permit.

62. Scrutiny Review Recommendation vi.

Investigates digital options once virtual permits are in operation that will enable residents to check a registration number so if a vehicle is illegally parked the information is electronically passed to enforcement officers.

One of the challenges of moving to virtual permits is that through the elimination of paper based permits residents will not be able to see if a vehicle is legally parked. Should a decision be made to develop virtual permits we will work with our supplier to develop a replacement for the parking hotline so that a registration number can be reported electronically along with its location and if it is parked illegally it will be passed to the enforcement team.

63. Annex B show some Local Authorities who currently operate virtual permits.

64. The Council will only launch a virtual permit once a workable solution for those without access to IT has been developed.

65. The Council has a focus through its digital work to address the digital divide and in designing this service will ensure those that do

not have access to IT or may lack the skills needed in to transact online are accommodated.

66. Scrutiny Review Recommendation vii.

Examines the implications of allowing residents of new properties within existing ResPark zones to purchase a limited number of visitor vouchers.

The current policy position is designed so that new developments within existing residents parking schemes do not add to the parking pressure in the existing zone by preventing the occupiers of new developments from buying residents parking permits or visitor vouchers. Those permitted can purchase a maximum of 6 books per calendar month and 40 books in a year. The request is to consider allowing those occupiers of new developments a limited number of permits for instance to facilitate a plumber. It is recommended that this is considered as part of the parking strategy review to be developed as part of the next review of the Local Transport Plan.

Further Development and Next Steps

67. A parking strategy will emerge as part of the next review of the Local Transport Plan which will have a significant consultation plan. This will lay out the parking management policy and forward look for York where parking needs to be in the future with recognition of the part parking plays in vehicle emissions, congestion and benefits to the local economy.
68. However, through the specification of a new IT system three additional options have emerged which officers would like to start to adopt around the method of payment.
69. The Council has trialled a pay by phone service covering Toft Green parking bays. Parking officers has received a number of comments both written and verbally about their desire to see the service rolled out to all on-street locations. In addition the Toft Green trial saw a revenue increase of about 15% on previous years. This will require a review of the current contract arrangements and would be supported by a communications exercise to promote this and how to use the system.
70. The current corporate policy is to go cashless in council offices. This particular recommendation asks Members to agree that all

parking permits will go cashless and all PCN cash payments, that we legally have to cater for, could follow the council tax solution of customers using the Paypoint service. In addition officers would work to look at options such as invoice to phone technology.

71. Officers are working with York Business Improvement District on a project to turn Piccadilly Car Park into a pay on exit car park before investigating rolling this technology out to other car parks. One of the challenges around car park operation is coin payments are expensive to collect and the machinery needs regular payment.
72. Data shows most payments are now taken by card with cash falling further behind, where off-street car park income was:

	Transactions	Income
Cash	43%	31%
Card	34%	42%
Phone	23%	27%

73. This shows that 57% of payments are cashless across the car parks equating to 69% of income. There is a strong trend downwards of cash payments where non cash payment in 2014/15 were only 24% (33% of income). Furthermore this is supported by observations from retailers through York BID where they report cashless payments far outweighing cash. In turn this will eventually save the council significant money in cash collection services as well as breakdowns of these machines due to the mechanisms for cash getting frequently jammed by coins and paper money. In addition the council has had a number of parking machines stolen or damaged to steal the cash inside of them. By going cashless this should significantly reduce or eliminate the risk of thefts and damage by going cashless where the costs per machine are circa £5k. The car park with the largest proportion of card payments is Marygate where only 30% of transactions are made in cash. It is therefore proposed to trial a pilot for a cashless offer at Marygate Car Park.
74. It has been identified through the operation of Marygate Car Park that issues have arisen in terms of the use of the Pay on Exit technology and its compatibility with the Minster badge and other permits, such as the season ticket permit. Resolution of these issues will be implemented through the improvements to Pay on Exit at Marygate and the proposed Pay on Exit at Piccadilly as well

as through the permit approach in the new ICT system and integration of the systems.

75. Following the implementation of the new parking system, some working processes could change and will provide further opportunities to look at the way we work and operate. These changes are based on current processes in Parking Services and the supporting services that in turn will inform the new systems configuration.

Council Plan

76. This report is supportive of the following priorities in the 2019/23 Council plan:
- getting around sustainably
 - an open and effective council

Implications

77. The following are the identified implications.

Financial – There are no specific direct financial implications to the report. The proposed approach will lead to back office efficiencies. There are costs involved in dealing with cash transactions and the move to cashless parking would enable a saving to be made. This would ultimately need to be across the whole parking operations.

- **Human Resources** – The new parking system will create an online self-service system that will lead to efficiencies and freeing up of back office staff to be able to focus on other work. This will include if virtual permits are agreed that will see a reduction in administration and posting out of paper based parking permits.
- **Equalities** – In moving services online, we will ensure those who are digitally deprived are supported and still have access to services through options such as West Offices and York Explore.
- **Legal** – Some of the recommendations may require changes in the traffic regulation orders.

- **Crime and Disorder** - None
- **Information Technology (IT)** – A new ICT system for parking covering penalty charge notices and permits will be rolled out later next year, following the recent awarding of this contract. This will be both for customers and officers to use.
- **Property** - None
- **Risk Management** – Given the move to develop an online self-service system for parking customers covering parking permits and penalty charge notices there will be a cultural shift that most customers will welcome but may disadvantage those without their own IT facilities or skills leading to digital exclusion. A communications plan is being developed to not only inform people how to use this system but address the other issues such as digital exclusion and making use of services such as those at York Explore and the Citizens Advice Bureau. Business continuity has been integral in the development of the plans.

Contact Details

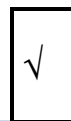
Author:

Dave Atkinson
Head of Programmes and
Smart Place

**Chief Officer Responsible for the
report:**

James Gilchrist
Assistant Director Transport, Highways
and Environment

**Report
Approved**



Date 15/11/19

Wards Affected: All

Annexes

Annex A – Scrutiny Report to Executive

Annex B – List of Authorities using virtual permits

Residents' Priority Parking Scrutiny Review Task Group

5 March 2019

Report of the ResPark Scrutiny Review Task Group

Residents' Priority Parking Scheme Scrutiny Review Final Report

Summary

1. This report provides the findings of the scrutiny review of the City of York Council's Residents' Priority Parking Scheme (ResPark) together with the Task Group's review conclusions and recommendations, for this Committee's consideration.

Background

2. At a meeting of the Economy and Place Policy Development Committee in June 2018 Members considered a proposal made by Cllr D'Agorne to review City of York's Residents' Parking Priority Scheme. After advice from Officers, Members agreed to undertake two policy development reviews, starting with an initial review to examine how best to mitigate measures for disabled access against vehicle scrutiny measures around the city centre.
3. This was to be followed by a review of residents' priority parking across the city and the Committee appointed an informal Task Group comprising Cllrs N Barnes, Cullwick, D'Agorne and Steward to carry out some initial research to inform a scoping report to be presented to the Committee's November 2018 meeting.
4. The initial remit for the informal Task Group was on the lines of:

A holistic review of residents' parking to include a review of the permit types available, the size and appropriateness of zones, and the current process of implementing a scheme. The review should also include examination of alternative models in place elsewhere.

5. At a meeting of this Committee in November 2018, Members considered a scoping report prepared by officers, along with information received from Cllr Fenton, who replaced Cllr Cullwick on the Task Group in July 2018.
6. At the meeting it was agreed that the Task Group needed to narrow its scope so the review could be completed within a realistic timeframe and the Committee agreed the following refined remit:

Aim:

To understand York's Residents' Parking Priority Scheme (ResPark) and identify efficiency savings that can be made, to both lower costs and make the scheme work better for residents.

Objectives:

- i. To examine different or simplified processes that can be used, e.g. the use of new technology;
- ii. To consider the size and extent of York's ResPark zones and whether there would be value in increasing the size of some zones;
- iii. To investigate best practice and different resident parking models in use elsewhere.

Background Information

7. The Residents' Priority Parking Scheme restricts parking within designated areas of York, known as 'ResPark zones', to those people who are eligible to apply for a permit. The scheme gives priority to park within a particular zone to all valid permit holders including residents and property owners.
8. Permits are available for residents within the ResPark zones and their visitors:
 - Household permits (and additional permits)
 - Visitor parking permits
 - Special control parking permits
 - House in multiple occupancy parking permits
 - Disabled parking permits
9. Permits are also available for people who may own properties within a zone, or have a commercial requirement for parking there:

- Guest house parking permits
- Property parking permits
- Landlord and management agents permits
- Business parking permits
- Commercial parking permits
- Community parking permits

10. Vehicles without a permit are only able to park or wait in a zone for the advised permitted waiting time (usually 10 minutes). The ResPark scheme does not guarantee a space, but gives priority over other vehicles who do not qualify to park within a ResPark zone. Most ResPark permits are only valid within one designated zone (usually the zone containing the applicant's home address or business), and a separate permit is required for each motor vehicle, with the exception of motorcycles and the first household permit.

Information Gathered

11. As part of the work of the informal Task Group, Cllr Fenton met staff from the Parking and Customer Services teams to gather information on the operation of the current ResPark scheme from a customer perspective. His findings include:
- There is comprehensive information available online about the Council's ResPark scheme, at <https://www.york.gov.uk/ResPark>
 - If you move into a property that is in a ResPark area, and would like to apply for a permit, you need to download a PDF form from the website and complete it by hand. You can send it to City of York Council by post with a cheque, or call into West Offices in person with your form and pay by cheque or card.
 - There are different forms for different permits. For example if you want a household permit and an additional permit, you have to complete multiple forms.
 - Household permits are not vehicle-specific (unless one of the discount categories applies), but additional permits are.
 - There are discounts for small cars (e.g. Smart cars) or low emission vehicles.
 - You can buy a permit for 3, 6, 9 or 12 months. CYC will send you a letter 6 weeks before your permit expires inviting to you renew by

post or by coming into West Offices.

- When you purchase a household permit, you will receive an authorisation card, which enables you to buy permits for visitors to use. Visitor permits come in books of 5 and each book currently costs £6.25. You can buy a maximum of 6 books per calendar month and 40 books in a year. To buy visitor permits you can either come to West Offices with your authorisation card and payment or apply by post enclosing your authorisation card, details of how many books you require, and your payment.
- If you don't have a car, but would like visitor permits, you need to obtain an authorisation card in order to apply for visitor permits.
- Large developments in ResPark areas (e.g. a large block of flats built on the site of a former pub) are not normally included in the ResPark scheme.
- In the Customer Contact Centre there are usually 2 or 3 members of staff dedicated to Parking Services.
- CYC currently has 17 licences for the parking software it uses, this limits the number of staff who can work on ResPark matters unless more licenses are purchased. The support for the current parking back office system expires in October 2019, so a replacement will need to be in place by then.

12. Cllr Barnes noted that during his investigations on behalf of the informal task group he found a certain amount of frustration among residents applying for residents' parking over the length of time that could be taken to implement schemes. He acquired the following information from Network Management:

Residents' Parking Schemes Waiting List

13. Residents parking schemes are dealt with in order of when they are received. Typically 2 schemes might be introduced per year but this depends on funding and staffing needed against other workload priorities.

Process	Approximate timescale
<p>Stage 1 – initiation</p> <p>The request (normally by petition) indicating significant support in an area or street is reported for either approval to take forward or refuse.</p>	8 weeks

14. When the potential scheme reaches the top of the list work begins. The time between Stage 1 and 2 varies significantly depending on the length of the waiting list.

<p>Stage 2 – start of project</p> <p>A draft scheme and questionnaire will be sent out to all properties within the proposed area. A proposal will normally be taken forward if there is at least a 50% response rate and the majority of returns are in favour. Depending on circumstances, there is potential for individual streets to go forward from an area if the streets return is very positive whilst the areas is either low or opposed.</p>	6-8 weeks
<p>The consultation is then reported along with a proposed scheme for approval to advertise a Traffic Regulation Order (TRO).</p>	8 weeks
<p>TRO preparation and advertising</p>	4-6 weeks
<p>Any objections to the proposed TRO are then reported for consideration.</p>	8 weeks
<p>If the objections are overturned by the Executive Member for Transport the scheme will then be implemented.</p>	12-15 weeks

15. Once work on a scheme begins it will normally take 9 months to complete.

Waiting List

Area	Date received	Progress (NOTE: not all will get through to implementation)	
Rosedale Street Petition	April 2017	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Yes Yes Yes DEC
Danesmead estate Petition (including Fulford Cross) SEE LINK BELOW (Fulford Cross undergoing a Second consultation, Danesmead to take forward)	April 2017	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Yes Yes/ June/Oct Dec/Jan
Clifton Dale	June 2017	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Yes
Broadway / Westfield Drive LINK with Danesmead estate above (Insufficient support from these streets)	Sept. 2017	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Yes Yes/June Oct No Further Action

Pasture Farm Close	Sept. 2017	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Yes
Albemarle Road (15- 37)	Jan 2018	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Yes
Main Avenue, First Avenue and Second Avenue	May. 2018	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Yes
Balmoral Terrace	June. 2018	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Yes
Farrar Street	Oct 2018	Reported Consultation carried out Consultation report TRO advertised Objections report Implemented/dropped	Feb 2019

Area	Date received	Finished	
South Bank Avenue Petition	Summer 2016	Implemented	Yes
Butcher Terrace area Petition	Summer 2016	Implemented	Yes
Phoenix Boulevard Petition	Summer 2016	Implemented	Yes
Railway Terrace / St Paul's area Petition	Summer 2016	Implemented	Yes
St. Aubyn's Place	February 2017	Implemented	Yes
St. John's Place and Chestnut Court	August 2017	Reported	NO ACTION
Sussex Road Petition	May 2017	Reported, consulted, Insufficient support	NO ACTION

16. Since the way in which CYC monitors its petitions process was passed to the Customer and Corporate Services Scrutiny Committee at the end of 2014 there have been 18 petitions from resident groups asking for their area or street to be included in the Residents' Priority Parking Scheme, many citing commuter parking as the reason for their actions.
17. In early January 2019 the Task Group held an informal public meeting to help gauge public opinion around residents' parking schemes and to gather further views to inform their considerations.
18. At the same time there was a poll on the York Press website seeking public views on resident parking. More than 1,000 people took part in the York Press poll with 72% saying they were happy with the current scheme.
19. At the beginning of the public meeting it was explained that the Task Group was looking to identify efficiency savings to make ResPark work better for residents, but not at the price of resident parking permits. Even so, several residents raised the issue of permit pricing as being a bone of contention.

20. At the meeting residents who attended made a number of comments expressing both support and criticism of the current arrangements. These included:

- York's ResPark is very good and value for money;
- Allow payments to be made monthly by direct debit;
- Allow shops to sell visitor permits;
- Wardens and back office staff are very helpful;
- Parking permits should be vehicle registration specific;
- Technology is available to introduce virtual permits and apply for permits online.
- Small zones should be retained;
- Volunteer wardens could be enlisted to help enforcement;
- Permits should be displayed in vehicles so residents can easily identify who is eligible to park within the zone, and who is not;
- Allow visitor scratch cards to be transferable to enable them to be used by more than one visitor on the same day;
- Residents' parking should be considered as part of York parking strategy;
- Permitted waiting times within ResPark zones need to be looked at area by area as 10-minute parking allowance is widely abused;
- To prevent commuter parking consider one or two-hour restrictions;
- We are desperate for residents' parking;
- Consideration for Park and Ride buses to stop at every bus stop to more people would use them;
- People with ResPark permits who cannot find anywhere to park within their zones should be allowed to park in the nearest CYC car park for free;

21. Conversely:

- Don't want these schemes imposed on us;
- Don't want virtual permits;
- Virtual permits – not all residents have the technology to check the legitimacy of vehicles parking in their zone;
- Wrong that people with low emission vehicles don't get any benefits;
- Would prefer bigger ResPark zones. Nine zones within a five minute walk from my house;
- Never see any parking wardens;
- People don't get caught parking in ResPark areas or on double yellow lines near shops;
- Too many vehicles in the city. Where people have several vehicles or where they are Houses of Multiple Occupancy these schemes will not work;
- Up to resident to petition for a parking scheme but they are not agreed as part of a strategy;
- If residents cannot park near where they live, what is the point of ResPark?
- Cost of resident-only parking permits should be spread across all York Council Tax payers;
- ResPark schemes should not be used to generate income for the Council.

22. In addition to the comments above other residents made written submissions about ResPark and these included:

- If it is an environmental tax on car owners why is it not imposed on those with driveways as well? In my street we have a number of high value homes with driveways on which park large highly polluting cars, yet they will not be taxed according to their emissions or the number of cars at the household. Only those living in terrace houses without driveways will be taxed and by their nature will probably be lower income households i.e. it is a regressive tax.

- With the consultation, those with driveways have equal weight when it comes to voting on whether a scheme comes into force, yet because they have a driveway, will not suffer the additional tax which might easily be imposed upon a car owner who lives in a terraced house without a drive who voted against the scheme. This seems grossly unfair.
- I rarely use my car as I walk or cycle to work, yet with some ResPark areas there is a M-F 9am-5pm restriction. So if I drove my car to work everyday I could possibly avoid paying for a permit. As such, I could be penalised for being environmentally conscience and not using my car on a daily basis.
- I do not expect to be able to park outside of my house and will often find a parking space in adjoining streets. Because ResPark schemes are zoned, this could make it far more difficult for me to find a parking space and for the residential parking load to be distributed around a larger residential area. The scheme should cover much larger areas rather than small zones.
- I have a disabled father and often cannot park my car near my house when he comes to visit. He cannot walk far so often I have to drop him off at my house and go to look for somewhere to park, often streets away and then go to get my car to take him home
- Non residents park their cars all day. It seems these are people who work in town and park in our street to save on car park costs, so it could be beneficial to the Council to obtain more parking fees in the car parks and Park & Ride
- Non residents often park on double yellow lines. Quite often these are the same cars I have reported but nothing seems to be done. They park at the ends of the streets making it difficult to get round the corners with wheelchairs and prams.
- Some residents say friends and family often don't come to see them as they cannot park near their house. This is most distressing for them, especially an elderly lady who lives in my street
- Non residents park in the alley ways again blocking prams and wheelchairs, but more importantly emergency vehicles would have difficulty getting to the back of houses for fires and emergency ambulances

- A lot of residents who would be willing to pay for parking in our streets
- It would also help with traffic in the area if it was residential parking only

23. Separately the Assistant Director for Transport, Highways and Environment has been in communication with a Heworth resident whose house is in a Residents' Parking Zone. The house was finished four years ago and has a garage, so has no resident parking permit. However, he has been told that he not eligible for visitor permits, which has caused problems when workmen have needed to visit the property.

Residents' Parking Models used elsewhere.

24. Sheffield City Council

Earlier this year Sheffield introduced a paperless system for Residents' Parking Schemes which was rolled out in two Phases. Phase 1 deals with residents, businesses permits and green permits while Phase 2 incorporates visitor, trade and utility permits.

The benefit for the customer is that evidence no longer has to be provided up front. Eligibility checks can be done after the paperless permit is issued, so the customer can now apply and pay in the same transaction.

In the paper system all evidence has to be supplied and thoroughly checked before a paper permit is issued. This often means customers have multiple contacts with the council to perform the one transaction. This all takes significant time and is inconvenient to the customer.

With paperless permits, once the customer has applied and paid in the same transaction, the permit is issued. There is nothing to print off or display.

Civil Enforcement Officers enter a vehicle's registration in their handheld device, which is updated overnight from the permit database. This will show whether the vehicle has a valid permit for that parking zone.

The difference with the phase 2 permit is they are a type of voucher that is not necessarily required every day. This means the customer needs to activate a voucher when they wish to use it. So instead of placing a physical voucher in a car's windscreen and validating it by marking the

date, they will go online on enter a pin number and registration.

25. Cambridge City Council

As of November 2018 there are 19 residents' parking zones in central Cambridge, with more being consulted on. These limit parking to residents between 9am and either 5pm or 8pm and either six or seven days a week.

As part of the expansion of residents' parking zones Cambridge is considering a city-wide approach. The Council considers the process of iterative expansion invariably pushes a problem onto a new set of residents and only marginally reduces congestion. It considers a city-wide approach to be more effective and less divisive. The feeling is that the problem of commuter parking is now acute in many parts of Cambridge, so a co-ordinated rather than piecemeal response is needed.

26. Watford Borough Council.

In April 2018 Watford introduced a new system to allow residents and business to apply for a permit 24/7 and receive their virtual permit instantly. They no longer need to wait for a paper permit to arrive in the post for them to display in their car. Council staff add permit details to the new system and vehicles are instantly covered with a virtual permit.

Civil Enforcement Officers scan car number plates using a handheld device with recognition software to link permit-holders to the number plate of their car to find out if a vehicle has a permit or not, saving them time as they will no longer have to add in the number plate manually.

Virtual visitor permits involve householders registering an account that will allow them to buy time for their visitors by telephone, online or a mobile phone app. Civil Enforcement Officers can then use a handheld device to confirm that the visiting vehicle is covered by a valid parking session.

27. Wokingham Borough Council

From October 2018 Wokingham Borough Council has been issuing virtual permits for all on and off-street parking. This applies to Resident Parking Permits and season tickets.

Virtual permits mean motorists no longer need to display a paper permit in their vehicles when parking in a Residents' Parking Zone. After residents have completed their online applications parking enforcement officers will instantly know if a vehicle has an active permit.

28. Oxfordshire County Council

Resident parking schemes in Oxford are undergoing a major programme of extensions ahead of the implementation of a city centre clean air zone in 2020. A report which ranks Oxford's areas from those which most need controlled parking zones to those which need them least has been approved by the county council. However, the cost of implementing all the controlled parking zones will top £3m and as there is only £861,000 in the current spending pot some prioritisation will be necessary.

In Oxford zones vary in their times of operation and restriction, which are detailed within the zones. These vary from strictly permit holders only, to 30 minute parking spaces through to three hour parking spaces in some areas and dependent on the time of day.

29. Brighton and Hove

In Brighton and Hove the hours of operation of Resident Parking Zones are 9am to 8pm or 'light touch schemes' for limited periods during the day, such as 10am to 11am and 7pm to 9pm or 11am to noon and 6pm to 7pm. The limited period zones have the advantage of focussing enforcement activity while precluding all day and evening parking but still allowing free visitor parking during early morning and afternoons.

30. Wandsworth Borough Council

In Wandsworth there are two main types of parking control: all-day restrictions and one-hour restrictions and a Controlled Parking Zone can be made up of a mixture of the two. The one hour zones operate for one hour per day – usually Monday to Friday, and are designed specifically to deter commuters. They allow others to park without restriction outside the specified hour.

Analysis

31. Parking in residential areas is a broad and high profile subject and all aspects of parking ranging from permits, the physical space to park, enforcement, maintenance and so on, are intrinsically linked.
32. Residents' Priority Parking Schemes allow businesses and residents in those areas relief from the detrimental effects of all-day commuter and shopper parking which can cause significant issues in those areas. They are designed to improve residents' ability to park near their properties.

33. The significant number and small size of the resident parking zones increases complexity. These have been implemented over many years since the early 1980s where between then and up to 2003 there were 29 zones across the city. Since then it has increased to 61 with more being implemented and more waiting to be reviewed, all of which are instigated by residents and/or Ward Councillors. This provides 5,220 parking spaces, including 380 which are also Pay and Display.
34. The cost of running the resident parking scheme is complex because York has chosen to implement very small, often single-street ResPark schemes which could mean some zones may be disproportionately expensive to implement and there is a piecemeal spread of these zones. York has 61 zones (increasing every year) compared to say Harrogate's number of zones, which are in single figures as an example.
35. The consequences of this argument is for bigger, broader resident parking zones which may reduce the costs but have other knock on effects, such as the potential increase in short car trips. For example where a resident knows they can drive to the shops within an extended zone. Reducing complexity could look at options such as:
 - Rationalising down the number of parking zones to larger zones.
 - Rationalising down the number and types of parking permits including simplifying to period of validity e.g. only offering annual or monthly payment options.
36. The piecemeal response to resident parking areas invariably pushes the problem of commuter / shopper parking onto a different set of neighbouring residents. A city-wide approach can be more effective and less divisive but would inevitably mean larger resident parking zones and the temptation for residents to drive within those zones for short journeys to shops etc.
37. No figures have been published for the numbers of commuter vehicles parking on residential streets across York, but anecdotal figures suggest it is likely to be in the low thousands and that 'cruising' in search of parking spaces adds to congestion, pollution and annoyance for residents.
38. Cost savings and customer service improvements are continually reviewed by Parking Services. One example includes the project to replace the IT systems which will improve the online self-service system for customers. Options for future development once the IT system is in place include digital/virtual parking permits.

39. The price of a permit is set by Full Council as part of the annual budget setting process. The cost of permit increases in recent years has been inflationary. Any surplus from parking can be used, as laid out by law, to subsidise other transport elements. Residents' parking is budgeted to achieve income of £858k. Any changes that would lead to a loss of income would require compensatory budget savings to be made.
40. One or two-hour resident only zones, as detailed in paragraphs 28 - 30 above, can offer two advantages for residents in that visitor and contractors do not need a permit if they can avoid parking during restricted hours and that enforcement activity can be focused while precluding all day parking.
41. The cost of enforcement is roughly proportional to the number of times a zone is patrolled. A one-hour restriction need only be patrolled once, which requires far fewer patrol hours than say, eight-hour restrictions which may need to be patrolled hourly. If contiguous one-hour zones have sequential hour restrictions (Zone a: 10-11am, Zone B: 11am-noon, Zone C: noon-1pm, etc) a single Civil Enforcement Officer can cover several zones in a day. It is therefore reasonable to believe that one-hour resident parking zones would be easier and cheaper to enforce. Hours chosen would need to take account of local circumstances e.g. workplace, school, nursery, business, church etc as the source of the problem.
42. Occupiers of new homes built within Residents' Parking Zones are not eligible for residents' permits so these new developments do not add to the parking pressure within these zones. However, under current arrangements they are also not eligible for visitor permits and this can cause problems when workmen need to visit the property, see paragraph 23. In such instances it may be possible to offer limited visitor parking vouchers, say six a year.

Consultation

43. To gather the information in this report, Members of the Task Group met residents during an informal public meeting, canvassed other residents for their views and considered the findings of a residents' parking poll on the York Press website. They have also met with the Assistant Director for Transport, Highways and Environment, the Head of Parking Services, Network Management and Parking and Customer Services.

Conclusions

44. The cost of running some Resident Parking Schemes in York is disproportionately expensive because of the piecemeal implementation of zones within the city. York currently has 61 zones, often single street zones, with more waiting to be reviewed. There is an argument for rationalising the number of zones to create larger zones as this would reduce complexity and potentially reduce costs. Creating larger zones would also encourage people to use park and ride, rather than trying to find on-street parking in the city, which would help reduce congestion in the central area.
45. The current approach ensures that residents in potential new areas are consulted fully but creates a creeping spread of zones with knock on effects in surrounding streets rather than a planned, more holistic approach across all streets affected by commuter parking.
46. Similarly there is an argument for rationalising parking permits themselves so there is more standardisation on permit length. This could be achieved by simplifying the period of validity from the current 3, 6, 9 or 12 month permits by offering annual or monthly permits.
47. Some residents have expressed frustration at the length of time taken for residents' parking zones to be investigated and implemented and it would be helpful, resources permitting, if a realistic timeframe could be agreed from CYC receiving the initial request to the process being completed.
48. Cost saving and customer service improvements can also be achieved by improved online services to residents. Options for future development once the new parking system is in place include the introduction of virtual permits and an online self-service for residents to allow online application and payment for parking permits and visitor vouchers,
49. Virtual permits and different patterns of operation have been shown to work effectively in other authorities and could be considered for implementation in York. A transition to a system of virtual permits would eliminate the need for paper permits to be displayed in a vehicle when it is parked in a ResPark zone. With virtual permits residents will no longer have to wait for a paper permit to arrive in the post as after they have completed their online application parking enforcement officers will instantly know if a vehicle has an active permit.

50. If and when virtual permits are introduced in York there could also be an opportunity for residents to use digital technology to enable them to check a registration number and if a vehicle is parked illegally the information is passed to enforcement officers.
51. Finally, while new developments within existing ResPark zones are usually agreed with a condition that they do not increase parking pressures within that area and therefore the new residents are not eligible for resident parking permits or visitor vouchers, there could be some leeway to give these residents the option to apply for a limited number of visitor vouchers, say six a year, should they have visitors such as workmen undertaking essential work on their properties.

Review Recommendations

52. Having considered the information provided in this report the Committee is asked to recommend to the Executive that the Corporate Director of Economy and Place:
 - i. Reviews the current pattern of ResPark zones with a view to rationalising them and identifying the most logical extensions into surrounding streets that suffer from non-resident parking;
 - ii. Rationalises parking permits so there is more standardisation on permit length (i.e. the current 3, 6 and 12 month permits) by offering annual or monthly permits.
 - iii. Seeks to ensure residents' petitions for new zones are investigated and (if agreed) implemented as soon as possible, aiming for within a year.
 - iv. Introduces an online self-service for customers to encourage online application and payment for parking permits and visitor vouchers, same day online payment for parking tickets, and to automate the requirement for evidence;
 - v. Investigates the transition to a system of virtual permits, initially as a trial, to eliminate the need for paper permits through Automatic Number Plate Recognition and better links to DVLA to help enforcement;
 - vi. Investigates digital options once virtual permits are in operation that will enable residents to check a registration number so if a vehicle

is illegally parked the information is electronically passed to enforcement officers.

- vii. Examines the implications of allowing residents of new properties within existing ResPark zones to purchase a limited number of visitor vouchers.

Council Plan

53. This supports the Council's key priority to listen to residents, as listed in the Council Plan 2015-19.
54. Within the Local Transport Plan sustainable forms of transport are prioritised above private car usage.

Implications

55. **Financial:** A review and rationalisation of ResPark zones would need to be completed within existing resources. If an agreed timescale for the introduction of new zones were agreed this would also need to be able to be met from within existing budgets. There is a current project and budget to replace the parking IT systems. Any IT improvements would need to be met from within this budget or additional growth would need to be agreed through the annual budget process.
 - **Human Resources (HR):** There are no HR implications
 - **Equalities:** There are no equalities implications
 - **Legal:** Enforcement of parking permits is covered in the body of this report.
 - **Crime and Disorder:** There are no crime and disorder implications
 - **Information Technology (IT):** There is a project underway to replace the parking back office system through replacement/enhancement of the Oracle Customer Relationship Management system which will present the opportunity to improve parking processes for the benefit of the customer and staff. Applying online and making the payment is a future development and relies on the technology being in place to do so.
 - **Property:** There are no property implications
 - **Other:** There are no other implications

Risk Management

56. There are no risks associated with the recommendations in this report. However, the risk of doing nothing is that the current concerns raised by Members and residents are not addressed.

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Report Approved Date 4/02/2019

Wards Affected:

All



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Annex B – List of Authorities using virtual permits

The following are examples of Local Authorities manage permits through an online system and offer virtual permits.

Brent Council

The City of Edinburgh Council

Ealing Council (WSP)

Peterborough Council

Slough Borough Council

Islington Council

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Executive**28 November 2019**

Report of the Corporate Director of Children, Education and Communities

Millthorpe School - Enhanced Resource Provision

Summary

1. This report sets out the amount of funding required to provide a specialist satellite Enhanced Resource Provision facility (ERP) at Millthorpe School for pupils on roll at Applefields School. This provision will be similar to the satellite provision based at Manor CE Academy and allows for the provision of additional places to allow pupils with complex needs to be included in mainstream provision as appropriate to their needs. The development of additional satellite provision in the secondary phase will help to ensure that parental preferences for inclusion in mainstream can continue to be met in accordance with the Children and families Act 2014 and the SEN Code of Practice 2015.

Recommendations

2. The Executive is recommended to:

Approve the allocation of £410,000 from the SEND Facilities Expansion scheme to create a specialist secondary ERP comprising two permanent classrooms at Millthorpe School for use by Applefields School pupils.

Reason: To meet the increasing demand across the city for more additional specialist secondary education provision for pupils with special educational needs.

Background

3. As part of the recent Inclusion Review a number of schemes were identified which were required to meet the increasing demand for specialist education provision across the city. In particular the city has seen a growth in the number of pupils with social, emotional and mental health needs and there has also been a growth in the number of pupils diagnosed with autism. This is reflected by the increase in the number of pupils for whom the Council maintains an Education and Health care plan (EHP). This has risen over the last four years from 570 to 870 and is now closer to the national average.
4. The Inclusion Review recommended the need to provide an additional ERP provision at a satellite site run on similar arrangements to the provision which is currently at Manor CE Academy. The new Secondary ERP will provide an education for those pupils in Key Stage 3 and 4 that meet the criteria for special school but where their needs would be better suited to a mainstream school environment.
5. The new 20 place ERP would enhance and add to the specialist secondary provision currently available within the city which includes:
 - Applefields Secondary Special School – 152 pupils.
 - Applefields Satellite at Manor CE Academy – 10 places.
 - Manor CE Academy - Orchard Provision (Asperger's and high anxiety) – 6 places.
 - Joseph Rowntree School ERP (autism) – 10 places
 - Fulford secondary School ERP (autism) – 10 places
6. The ERP at Millthorpe would help to provide some solutions to the current and growing pressures on the secondary SEND cohort identified through the Inclusion Review.

Consultation

7. Consultation has taken place with local SEND Parental representative groups to ascertain their views in relation to future specialist education provision across the city and the need for additional provision at secondary level
8. Following the recommendation of the Inclusion Review to provide an additional secondary ERP, schools were invited to submit an expression of interest. The South Bank Multi Academy Trust indicated an interest to locate the ERP at Millthorpe School.
9. The School's Forum were consulted on the outcomes of the Inclusion Review and at their meeting in July 2019 they agreed to support the proposal for an additional satellite ERP.
10. The satellite ERP has been extensively discussed with both Applefields and Millthorpe schools, including their governing bodies and parents.
11. A small scale pilot satellite provision has been in place since September 2019 using existing space within Millthorpe School. This has involved 4 pupils and is allowing key staff at both Millthorpe and Applefields to work in partnership and to further scope and develop arrangements for a more permanent provision.

Proposed Scheme and Allocated Budget

12. The satellite ERP will consist of:
 - a. 2 x permanent modular classrooms with toilets,
 - b. 2 x stores,
 - c. 1 x cleaning store, plant and circulation area
13. If approved, these classrooms will link to four other classrooms the school are re-providing following a successful condition-led funding bid to the Education Schools Funding Agency. The intention is that this scheme will be incorporated into the existing 4 classroom procurement process, allowing the same contractor to complete all work and ensuring economies of scale.

14. It is anticipated that the modular units will be installed and ready for occupation during the summer term 2020. The maximum number of pupils expected to access this this new facility will be 20 when the building is completed and fully staffed.
15. Those pupils eligible for transport assistance will be assessed as to what is the most appropriate form of assistance this will include a number of different options; independent travel training, walking escort or being transported by a vehicle. Those pupils who will need vehicle transport will be transported to Millthorpe School in a minibus. It anticipated they will share existing transport which arrives at Philadelphia Terrace and where pupils are met and escorted to their classrooms.
16. Millthorpe School will review and update their travel plan and transport method statement as part of the planning application for the new modular builds. This plan and statement will be put together in collaboration with Applefields School and current transport providers.

Sustainability

17. The new modular units at Millthorpe will be placed on existing hard standing areas. There will be no impact on land use, wildlife or on the school playing fields.
18. The new classrooms are expected to be net zero carbon. The design approach is that the build structures consume as little energy as possible whilst generating as much as possible from a clean, renewable source. The buildings are anticipated to achieve an A+ Energy Performance Certificate (EPC) rating which is the highest in the UK.
19. There are some key outcomes from the introduction of the new build that link directly to One Planet York principles including:
 - a. airtight and super-insulated buildings;
 - b. as much use as possible of clean, renewable sustainable materials;
 - c. installation of Solar PV generation;
 - d. a reduced waste policy;

- e. use of local supply chains, where possible.
20. Millthorpe School are committed to sustainability and have decided to re wild an area of their site near to the existing units to be demolished. The area exposed by the demolished units will also become an outdoor picnic area for pupils.
21. The design organisation who have begun work on the 4 classroom project have indicated that the two new classroom units will:
- have negative carbon emissions ratings and reduced energy costs;
 - generate clean energy and revenue from its integrated solar PV roofs;
 - be fitted with energy efficient heating and cooling systems;
 - have excellent levels of insulation to minimise heat loss;
 - have built-in air pollution protection;
 - include rapid off-site construction and on-site installation;
 - have a 60-year design life;
22. Estimated energy efficiency savings from across the six new classrooms over the next 20 years are estimated to be £265,000.

Human Resources

23. There are no Human Resources implications.

Legal

24. The Local Authority has the legal responsibility to ensure the sufficiency of school places within its area
25. South Bank Multi Academy Trust (SBMAT) hold a lease of the site of Millthorpe School/Academy from CYC (granted on 1st April 2016 for a Term of 125 years from and including that date). Pursuant to that lease, SBMAT need consent from CYC as landlord to erect any buildings/structures on the Millthorpe School site though CYC cannot unreasonably withhold consent.

26. A grant agreement between the South Bank Multi Academy Trust and CYC is currently being drafted. This will outline how the Trust and CYC work together throughout the capital scheme and the mechanisms that will be in place to ensure the funding is spent as agreed. In addition to that grant agreement, it is recommended that a separate formal agreement be entered into between CYC and SBMAT (and the Governing Body of Applefields School) securing the right of Applefields School to have shared use of the proposed facility.
27. CYC will need to be satisfied that the procurement process envisaged in paragraph 12 above, which it is assumed is to be conducted by SBMAT, conforms with public procurement requirements ensuring transparency and equal treatment of potential builders/suppliers, as though CYC were commissioning the work. SBMAT will no doubt also require some assurance by way of any agreement with CYC that it will pay over the sum on satisfactory completion of the project in accordance with the terms of the building contract.

Finance

28. The scheme detailed above at a budgeted cost of £410k will be delivered within the SEND Facilities Expansion scheme, funded by a combination of SEND Special Provision Capital Grant from the Department for Education, and Corporate Prudential Borrowing allocated in a previous Capital Budget process.

Crime and Disorder

29. There are no crime and disorder implications.

Information Technology

30. There are no information technology implications.

Property

31. Millthorpe School is part of Southbank Multi Academy Trust. The land that the school is on is leased from City of York Council.

Other

32. There are no other identified implications.

Risk Management

33. The Council needs to address any potential shortage of school places across its area whilst ensuring it has sufficient funds to increase school places where required. This paper seeks to allocate funding to add additional specialist secondary school places to meet city wide pressures for some pupils with SEND.

Contact Details

Authors:	Chief Officer Responsible for the report:		
Mark Ellis Head of School Services Children, Education and Communities Tel No. 01904 554246	Amanda Hatton Corporate Director of Children, Education and Communities		
	Report approved	✓	Date
Specialist Implications Officer(s) Finance: Mike Barugh Principal Accountant 01904 554573			
Wards Affected:	All	✓	
For further information please contact the author of the report			

Background Papers

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The 'Better Decision Making' tool has been designed to help you consider the impact of your proposal on the health and wellbeing of communities, the environment, and local economy. It draws upon the priorities set out in our Council Plan and will help us to provide inclusive and discrimination-free services by considering the equalities and human rights implications of the decisions we make. The purpose of this tool is to avoid decisions being made in isolation, and to encourage evidence-based decision making that carefully balances social, economic and environmental factors, helping us to become a more responsive and resilient organisation.

The Better Decision Making tool should be used when proposing new projects, services, policies or strategies, or significant amendments to them. The tool should be completed at the earliest opportunity, ideally when you are just beginning to develop a proposal. However, it can be completed at any stage of the decision-making process. If the tool is completed just prior to the Executive, it can still help to guide future courses of action as the proposal is implemented.

The Better Decision Making tool must be attached as an annex to Executive reports. A brief summary of your findings should be reported in the One Planet Council / Equalities section of the report itself.

Guidance to help you complete the assessment can be obtained by hovering over the relevant question.

Please complete all fields. If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Introduction

Service submitting the proposal:	School Services
Name of person completing the assessment:	Claire McCormick
Job title:	School Planning Officer
Directorate:	Education, Children & Young People
Date Completed:	07/10/19
Date Approved (form to be checked by head of service):	

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? Millthorpe Enhanced Resource Provision
1.2	What are the main aims of the proposal? to provide an additional 20 SEN places within Enhanced Resource Provision at Millthorpe School as satellite provision for Applefields students.
1.3	What are the key outcomes? The development of additional satellite provision in the secondary phase will help to ensure that parental preferences for inclusion in mainstream can continue to be met in accordance with the Children and families Act 2014 and the SEN Code of Practice 2015

Section 2: Evidence

	What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics)
--	--

2.1	<p>3. As part of the recent Inclusion Review a number of schemes were identified which were required to meet the increasing demand for specialist education provision across the city. In particular the city has seen a growth in the number of pupils with social, emotional and mental health needs and there has also been a growth in the number of pupils diagnosed with autism. This is reflected by the increase in the number of pupils for whom the Council maintains an Education and Health care plan (ECHP). This has risen over the last four years from 570 to 870 and is now closer to the national average. The new Secondary ERP will provide an education for those pupils in Key Stage 3 and 4 that meet the criteria for special school but where their needs would be better suited to a mainstream school environment.</p>
-----	---

What public / stakeholder consultation has been undertaken and what were the findings?	
2.2	<p>Following the recommendation of the Inclusion Review to provide an additional secondary ERP, schools were invited to submit an expression of interest. The School's Forum were consulted on the outcomes of the Inclusion Review and agreed to support the proposal for an additional satellite ERP at Millthorpe School. The satellite ERP has been extensively discussed with both Applefields and Millthorpe schools, including their governing bodies and parents. A small scale pilot satellite provision has been in place since September 2019 using existing space within Millthorpe School. This has involved 4 pupils and is allowing key staff at both Millthorpe and Applefields to work in partnership and to further scope and develop arrangements for a more permanent provision.</p>

Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)	
2.3	No



Section 3: Impact on One Planet principles

Please summarise any potential positive and negative impacts that may arise from your proposal on residents or staff. This section relates to the impact of your proposal on the ten One Planet principles.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Equity and Local Economy

Does your proposal?		Impact	What are the impacts and how do you know?
3.1	Impact positively on the business community in York?	Neutral	There will be no impact on the business community in York
3.2	Provide additional employment or training opportunities in the city?	Positive	The investment in this scheme will allow pupils with SEMH upto the age of 18 to access, where appropriate, a mainstream school curriculum, widening their educational opportunities.
3.3	Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Neutral	The investment in this scheme will allow pupils with SEMH upto the age of 18 to access, where appropriate, a mainstream school curriculum, widening their educational opportunities.

Health & Happiness

Does your proposal?		Impact	What are the impacts and how do you know?
3.4	Improve the physical health or emotional wellbeing of residents or staff?	Positive	the new facility will provide SEMH pupils in key stage 3 and 4 with with a safe and secure facility at the same time as providing them with social interaction and a sense of belonging within a mainstream setting.
	Help reduce health inequalities?	Positive	by providing the ERP at Millthorpe School this removes potential psychological barriers by providing a breakout space for pupils in key stage 3 and 4 who meet the criteria for special school but who's need are better met within a mainstream school setting.
3.5	Encourage residents to be more responsible for their own health?	Neutral	This scheme provides pupils with a positive space to learn within a mainstream setting encouraging social interaction and good lifestyle behaviour.
3.7	Reduce crime or fear of crime?	Neutral	the new provision will provide a safe haven for vulnerable pupils with SEMH within a mainstream setting
3.8	Help to give children and young people a good start in life?	Positive	this scheme will contribute positively to those children and adolescents with SEMH providing wider educational opportunities.

Culture & Community

Does your proposal?		Impact	What are the impacts and how do you know?
3.9	Help bring communities together?	Positive	this scheme will help to integrate those pupils with criteria for special school with the opportunity to learn within in a mainstream school setting.
3.10	Improve access to services for residents, especially those most in need?	Positive	The scheme will help to reduce the barriers young people with SEMH face.
3.11	Improve the cultural offerings of York?	Neutral	This proposal does not impact on the wide range of cultural offerings in York
3.12	Encourage residents to be more socially responsible?	Positive	This scheme will provide students with the opportunity for wider variety of activities, social interaction and create high self esteem within a mainstream setting.

Zero Carbon and Sustainable Water

	Does your proposal?	Impact	What are the impacts and how do you know?
3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Positive	The new classrooms are expected to be net zero carbon. The design approach is that the build structures consume as little energy as possible whilst generating as much as possible from a clean, renewable source. The buildings are anticipated to achieve an A+ Energy Performance Certificate (EPC) rating which is the highest in the UK.
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Positive	As above

Zero Waste

	Does your proposal?	Impact	What are the impacts and how do you know?
3.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Positive	The school will be required to encourage the design team to create a development in line with One Planet York and ensure the contractor to fulfil their sustainable regulatory obligations to reduce waste by maximising reuse or recycling of materials.

Sustainable Transport

	Does your proposal?	Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Positive	The school will be encouraged to provide a vehicular access design solution and Travel Plan that prioritises, promotes and incentivises the use of sustainable modes of travel. Procurement of a local contractor will also be encouraged to reduce travel distances throughout the building contract.
3.17	Help improve the quality of the air we breathe?	Positive	As above.

Sustainable Materials

	Does your proposal?	Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Positive	the development will as much as possible use goods from sustainable sources within the design and build, and where possible, sourcing locally of the development.

Local and Sustainable Food

	Does your proposal?	Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Neutral	the project will not impact positively or negatively on the support of local and sustainable food initiatives.

Land Use and Wildlife

	Does your proposal?	Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Positive	The School are committed to sustainability and have decided to re wild an area of their site near to the existing units to be demolished. The area exposed by the demolished units will also become an outdoor picnic area for pupils.
3.21	Improve the quality of the built environment?	Positive	as above
3.22	Preserve the character and setting of the historic city of York?	Neutral	this scheme will not have a negative or positive impact on the character and setting of the historic city of York
3.23	Enable residents to enjoy public spaces?	Neutral	This scheme will not have a negative or positive impact on any public spaces.

3.40	Additional space to comment on the impacts		

Section 4: Impact on Equalities and Human Rights

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or residents. This section relates to the impact of your proposal on **advancing equalities and human rights** and should build on the impacts you identified in the previous section.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'

Equalities

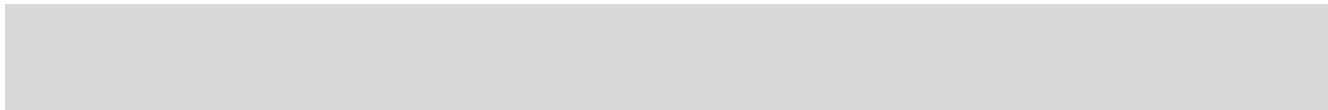
Will the proposal **adversely impact** upon 'communities of identity'?
Will it **help advance equality** or **foster good relations** between people in 'communities of identity'?

		Impact	What are the impacts and how do you know?
4.1	Age	Positive	It will have a positive impact on 11-19 year olds pupils with SEMH at Applefields School
4.2	Disability	Positive	the new provision will be fully accessible and provide facilities for children with SEMH within a mainstram setting.
4.3	Gender	Neutral	this scheme will not have a negative or a positive impact on gender
4.4	Gender Reassignment	Neutral	this scheme will not have a negative or a positive impact on gender reassignment
4.5	Marriage and civil partnership	Neutral	this scheme will not have a negative or a positive impact on marriage and civil partnership
4.6	Pregnancy and maternity	Neutral	this scheme will not have a negative or positive impact on preganancy and maternity
4.7	Race	Neutral	this scheme will not have a negative or positive impact on race.
4.8	Religion or belief	Neutral	this scheme will not discriminate against any religion or belief.
4.9	Sexual orientation	Neutral	this scheme will not have a negative or positive impact on sexual orientation.
4.10	Carer	Neutral	this scheme will not have a negative or positive impact on carers.
4.11	Lowest income groups	Neutral	this scheme will not have a negative or positive impact on lower income groups.
4.12	Veterans, Armed forces community	Neutral	this scheme will not have a negative or positive impact on veterans or the armed forces community.

Human Rights
Consider how a human rights approach is evident in the proposal

		Impact	What are the impacts and how do you know?
4.13	Right to education	Positive	This scheme will provide pupils with SEMH an opportunity for learning within a mainstream setting.
4.14	Right not to be subjected to torture, degrading treatment or punishment	Neutral	this scheme will not have a negative or positive impact on the right not be subjected to torture, degrading treatment or punishment.
4.15	Right to a fair and public hearing	Neutral	This scheme will not have a negative or positive impact on the right to a fair and public hearing.
4.16	Right to respect for private and family life, home and correspondence	Neutral	This scheme will not have a negative or positive impact on the right to respect for private and family life, home and correspondence.
4.17	Freedom of expression	Positive	The satellite ERP has been extensively discussed with both Applefields and Millthorpe schools, including their governing bodies and parents
4.18	Right not to be subject to discrimination	Neutral	This scheme will not have a negative or positive impact on the right not to be subject to discrimination.
4.19	Other Rights		The scheme will not have a negative or positive impact on other rights.

4.20	Additional space to comment on the impacts



Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? (e.g. consultation with specific vulnerable groups, additional data)

5.4	Please record any outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal? (Expand / insert more rows if needed)
-----	---

Action	Person(s)	Due date

In the One Planet / Equalities section of your Executive report, please briefly summarise the changes you have made (or intend to make) in order to improve the social, economic and environmental impact of your proposal.

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Executive**28 November 2019**

Report of the Head of Corporate Finance and Commercial Procurement
(interim s 151 officer)

Portfolio of the Executive Member for Finance and Performance

**Treasury Management Mid-Year Review and Prudential Indicators
2019/20****Summary**

1. The Council is required through legislation to provide members with a mid-year update on treasury management activities. This report provides an update on activity for the period 1 April 2019 to 30 September 2019.

Recommendations

2. Members are required, in accordance with the Local Government Act 2003 (revised), to:
 - Note the Treasury Management activities to date in 2019/20
 - Note the Prudential Indicators set out at Annex A and note the compliance with all indicators.

Reason: to ensure the continued performance of the Council's Treasury Management function.

Background

3. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.
4. This mid-year report has been prepared in compliance with the Chartered Institute of Public Finance and Accountancy's (CIPFA) CIPFA's Code of Practice on Treasury Management, and covers the following:
 - An economic update for the first part of the 2019/20 financial year;
 - A review of the Treasury Management Strategy Statement and Annual Investment Strategy;
 - The prudential indicators;

- A review of the Council's investment portfolio;
- A review of the Council's borrowing strategy;
- A review of compliance with the Treasury and Prudential Limits.

Interest Rate Forecast

5. Table 1 is Link Asset Services Interest Rate forecast for both the bank rate and long term Public Works Loans Board borrowing rates (note all figures are percentages):

	Dec 19	Mar 20	Jun 20	Sep 20	Dec 20	Mar 21	Jun 21	Sep 21	Dec 21	Mar 22
Bank Rate	0.75	0.75	0.75	0.75	1.00	1.00	1.00	1.00	1.00	1.25
5 Yr PWLB rate	2.30	2.50	2.60	2.70	2.70	2.80	2.90	3.00	3.00	3.10
10 Yr PWLB rate	2.60	2.80	2.90	3.00	3.00	3.10	3.20	3.30	3.30	3.40
25 Yr PWLB rate	3.30	3.40	3.50	3.60	3.70	3.70	3.80	3.90	4.00	4.00
50 Yr PWLB rate	3.20	3.30	3.40	3.50	3.60	3.60	3.70	3.80	3.90	3.90

Table 1: Link Asset Services Interest Rate Forecast (%)

6. The Monetary Policy Committee has left Bank Rate unchanged at 0.75% so far in 2019.

Annual Investment Strategy Update

7. Council approved the Treasury Management Strategy Statement for 2019/20 on 28 February 2019. There are no policy changes and the details in this report do not amend the Statement.
8. The Council's Annual Investment Strategy, which is incorporated in the Strategy, outlines the Council's investment priorities as follows:
- security of capital
 - liquidity
 - yield

9. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Council's risk appetite.

Investment Portfolio

10. The average level of cash balances available for investment purposes in the first 6 months of 2019/20 was £61.336m (£92.174m for the same 6 month period in 18/19). The level of cash balances available is largely dependent on the timing of the Council's cash flow as a result of precept payments, receipt of grants, receipt of developers contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. These funds are therefore only available on a temporary basis depending on cash flow movement.
11. The average level of cash balances has decreased compared to a year ago due to a number of factors. These include a number of delayed capital schemes now-progressing.
12. The Council continues to use cash balances instead of taking long term debt to finance the Council's capital programme. This strategy remains a prudent one as investment rates continue to be lower than borrowing rates when viewed on a short term projection but the potential to secure long term funding is kept under review to ensure this remains the most effective use of cash balances, given long term rates are currently at attractive levels. As cash balances are set to decrease in the short to medium term, due to previously agreed capital schemes progressing and new schemes being added to the capital programme, consideration is being given to long term debt in order to finance the Council's capital programme.
13. Investment return (calculated as the amount of interest earned against the average cash balance for the period) during the first six months of 2019/20 is shown in table 2:

	2018/19 (full year)	2019/20 (part year to date)
Average CYC Rate of Return	0.69	0.82
<u>Benchmarks</u>		
Average 7 Day LIBID	0.51	0.57
Average 1 Month LIBID	0.68	0.60

Table 2: CYCs investment rate of return performance vs. benchmarks

14. The average rate of return achieved to date in 2019/20 has increased compared to the average seen in 2018/19, helped by the effect of the increase in Bank Rate midway through 2018 and the Council securing higher yielding fixed term investments when cash balances have allowed.
15. It remains a very difficult investment market in terms of earning the level of interest rates commonly seen in previous decades as rates continue to be very low and in line with the current 0.75% Bank Rate. Given that increases in Bank Rate are likely to be gradual and unlikely to return to the levels seen in previous decades, investment returns are likely to remain low.
16. Figure 1 shows the interest rates available on the market based on LIBID rates between 7 days and 1 year and also the rate of return that the Council has achieved for the first six months of 2019/20. It shows that favourable / competitive interest rates have been obtained for investments whilst ensuring the required liquidity and security of funds for the Council.

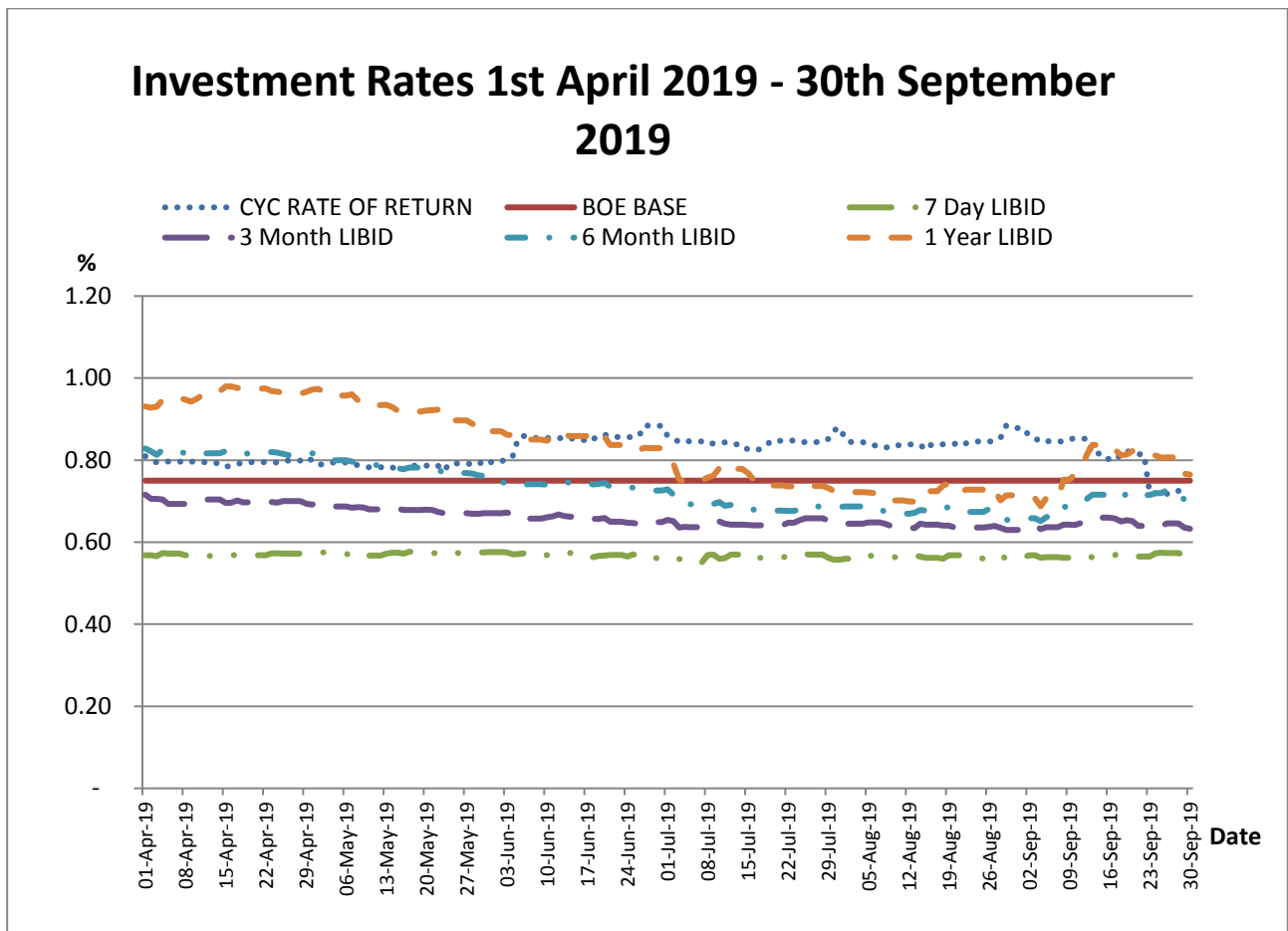


Figure 1 CYC Investments vs Money Market Rates up to 30th September 2019

17. Figure 2 shows the investments portfolio split by cash in bank, deposits in short term call accounts, fixed term investments and money market funds (MMFs).

18. All of the money market funds have an AAA credit rating and the current account is AA-.

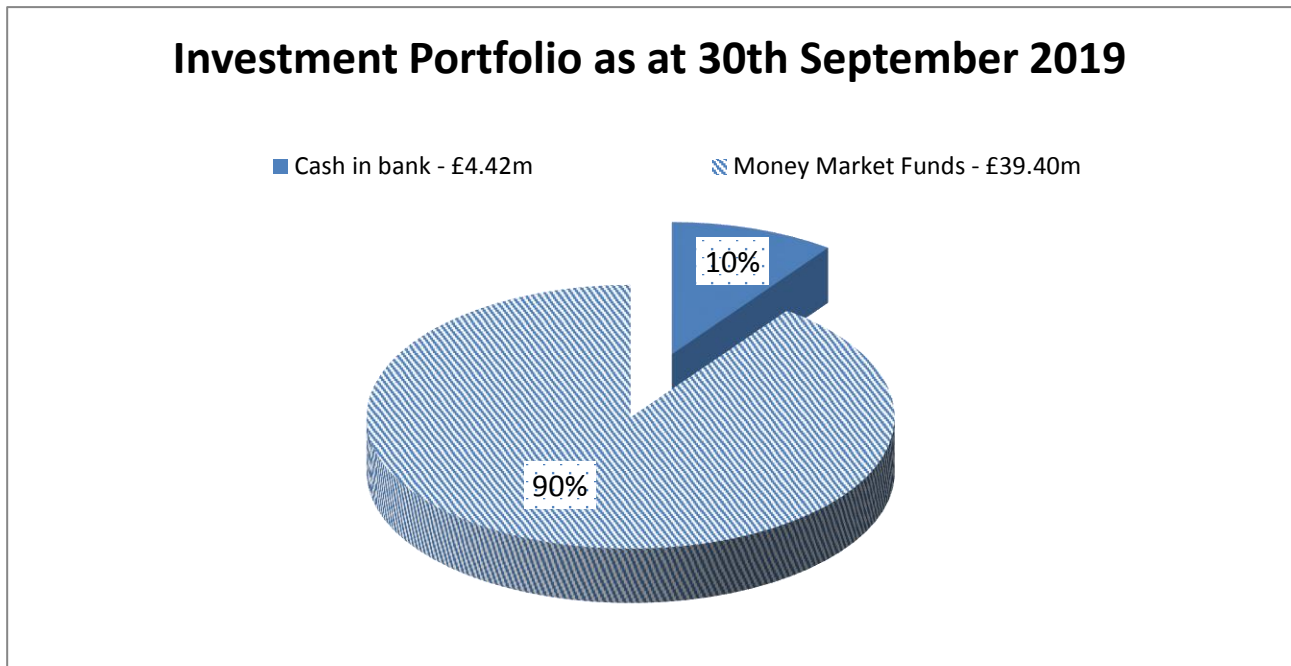


Figure 2 Investment Portfolio by type at 30th September 2019

Borrowing Portfolio

19. The Council undertakes long term borrowing in accordance with the investment requirements of the capital programme and all borrowing is therefore secured for the purpose of its asset base.
20. The level of borrowing taken by the Council is determined by the Capital Financing Requirement (the Councils underlying need to borrow for capital expenditure purposes). Borrowing needs to be affordable, sustainable and prudent.
21. Under regulation, the Council can borrow in advance of need and Markets are therefore constantly monitored and analysed to ensure that advantage is taken of favourable rates and the increased borrowing requirement is not as dependant on interest rates in any one year.
22. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised. In the current interest rate environment, where investment rates on holding investments are significantly below borrowing rates, consideration is given to the value of taking borrowing or whether it is better for the council to keep investment balances lower.

23. The finance team continues to closely monitor the opportunities that arise and receive daily updates from Link Asset Services in respect of borrowing timings and amounts. No new loans have been taken during this period.
24. The Council's long-term borrowing started the year at a level of £242.465m. On 12th August 2019 a £3m PWLB loan was repaid taking the Council's long-term borrowing figure to £239.465m. A further £3m PWLB loan repayment will be made on 8th October 2019 taking the Council's long-term borrowing figure to £236.465m. The Housing Revenue Account settlement debt amounts to 58% of the borrowing portfolio (£139.034m) and the General Fund debt is 42% (£100.431m).
25. On 9 October 2019, the Treasury and PWLB announced an increase in the margin over gilt yields of 100bps on top of the current margin of 80 bps which this authority has paid prior to this date for new borrowing from the PWLB. There was no prior warning that this would happen and as a result many local authorities will have to fundamentally reassess how to finance their external borrowing needs and the financial viability of capital projects in their capital programme due to this unexpected increase in the cost of borrowing.
26. This has no significant impact on this council however, as we have no immediate plans to undertake any borrowing. In addition, as the rates had been so unusually low over recent months, we had continued to model the affordability on the higher rates that are now in place. The announcement of the 9 October has effectively just returned the PWLB rates to those in place last year at this time. Although we have previously relied on the PWLB as a main source of funding, we are able to consider alternative cheaper sources of borrowing and we have already been made aware of numerous financial institutions that have products available. Members will be updated as this area evolves.
27. It is also possible that the Municipal Bond Agency will be offering loans to local authorities in the future and we may make use of this new source of borrowing as and when appropriate.
28. Figure 3 illustrates the 2019/20 maturity profile of the Council's debt portfolio at 30th September 2019. The maturity profile shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency.

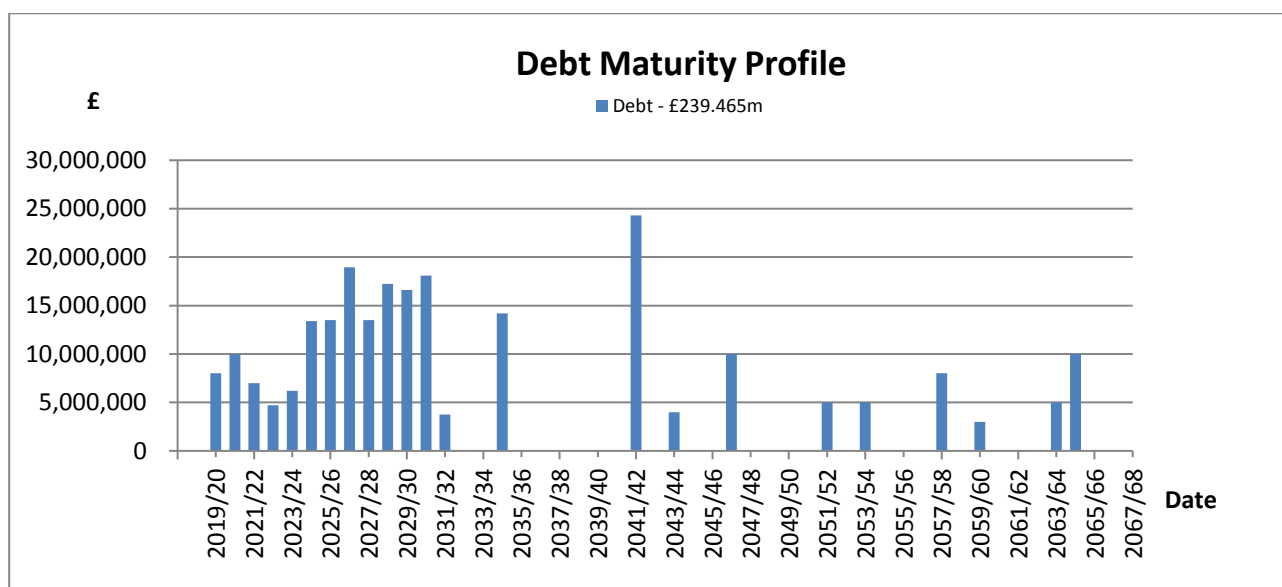


Figure 3 – Debt Maturity Profile 19/20 at 30th September 2019

29. Table 3 shows PWLB Certainty borrowing rates available for selected loan durations.

	PWLB Certainty borrowing rates by duration of loan				
	1 Year	5 Year	10 Year	25 Year	50 Year
Yr High	1.58%	1.73%	2.07%	2.58%	2.41%
Yr Low	1.17%	1.01%	1.13%	1.73%	1.57%
Yr Avg	1.40%	1.37%	1.62%	2.20%	2.07%

Table 3 – PWLB Borrowing Rates (%) – to 30th September 2019

Compliance with Prudential Indicators

30. The Prudential Indicators for 2019/20 included in the Treasury Management Strategy Statement are based on the requirements of the Council's capital programme and approved at Budget Council on 25 February 2019.

31. It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits" included in the Prudential Indicators. The monitoring of the Prudential Indicators is attached at Annex A. During the financial year 2019/20 to date the Council has operated within the treasury limits and Prudential Indicators set out.

Consultation and Options

32. The report shows the six month position of the treasury management portfolio in 2019/20. The treasury management budget was set in light of the council's expenditure plans and the wider economic market conditions, based on advice from Link Asset Services. It is a statutory requirement to provide the information detailed in the report.

Council Plan

33. The treasury management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

Financial implications

34. The financial implications are in the body of the report.

Legal Implications

35. Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.

Other Implications

36. There are no crime and disorder, information technology, property, equalities, human resources or other implications because of this report.

Risk Management

37. The Treasury Management function is a high-risk area because of the level of large money transactions that take place. As a result, there are procedures set out for day to day treasury management operations that aim to reduce the risk associated with high volume high value transactions. These are detailed in the Treasury Management Strategy Statement at the start of each financial year.

Contact Details

Authors:	Chief Officer Responsible for the report:		
Debbie Mitchell Head of Corporate Finance & Commercial Procurement 01904 554161	Ian Floyd Deputy Chief Executive & Director of Customer & Corporate Services		
Sarah Kirby Principal Accountant 01904 551635	Report Approved	√	Date 12.11.19
Wards Affected: All			
For further information please contact the author of the report			

Specialist Implications:
Legal – Not Applicable
Property – Not Applicable
Information Technology – Not Applicable

Annexes

Annex A – Prudential Indicators 2019/20

Glossary of Abbreviations used in the report:

LIBID	London Interbank Bid Rate
PWLB	Public Works Loans Board

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Prudential Indicators 2019/20 Mid-Year

	Prudential Indicator		2019/20	2020/21	2021/22	2022/23	2023/24	
1	Capital expenditure To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF	£99.6m	£219.7m	£63.5m	£20.4m	£10.9m	
		HRA	£37.3m	£64.6m	£44.1m	£22.2m	£34.2m	
		PFI	£0.0m	£0.0m	£0.0m	£0.0m	£0.0m	
		Total	£136.9m	£284.3m	£107.6m	£42.6m	£45.1m	
2	CFR as at 2019/20 Mid-Year Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF	£256.5m	£292.0m	£311.4m	£308.3m	£299.2m	
		HRA	£139.1m	£139.1m	£139.1m	£139.1m	£139.1m	
		PFI	£46.3m	£45.2m	£44.0m	£42.8m	£41.7m	
		Total	£441.9m	£476.3m	£494.5m	£490.2m	£480.0m	
3	Ratio of financing costs to net revenue stream An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net revenue stream is the income from rents.	GF	12.27%	15.25%	18.26%	19.05%	18.93%	
		HRA	11.91%	11.54%	11.19%	10.87%	10.58%	
		Total	12.20%	14.46%	16.72%	17.23%	17.03%	
4	External debt To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt	£313.8m	£355.7m	£387.5m	£398.6m	£404.3m	
		Invest	£20.0m	£20.0m	£20.0m	£20.0m	£20.0m	
		Net Debt	£293.8m	£335.7m	£367.5m	£378.6m	£384.3m	

	Prudential Indicator		2019/20	2020/21	2021/22	2022/23	2023/24	
5 a	<p>Authorised limit for external debt</p> <p>The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.</p>	Borrowing / Other long term liabilities Total	<p>£463.2m</p> <p>£30.0m</p> <hr/> <p>£493.2m</p>	<p>£486.3m</p> <p>£30.0m</p> <hr/> <p>£516.3m</p>	<p>£504.5m</p> <p>£30.0m</p> <hr/> <p>£534.5m</p>	<p>£500.2m</p> <p>£30.0m</p> <hr/> <p>£530.2m</p>	<p>£490.0m</p> <p>£30.0m</p> <hr/> <p>£520.0m</p>	
5 b	<p>Operational boundary for external debt</p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p>	Borrowing Other long term liabilities Total	<p>£453.2m</p> <p>£10.0m</p> <hr/> <p>£463.2m</p>	<p>£476.3m</p> <p>£10.0m</p> <hr/> <p>£486.3m</p>	<p>£494.5m</p> <p>£10.0m</p> <hr/> <p>£504.5m</p>	<p>£490.2m</p> <p>£10.0m</p> <hr/> <p>£500.2m</p>	<p>£480.0m</p> <p>£10.0m</p> <hr/> <p>£490.0m</p>	

	Prudential Indicator		2019/20	2020/21	2021/22	2022/23	2023/24	
6	<p>Maturity structure of fixed rate borrowing</p> <p>To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.</p>	Maturity profile of debt against approved limits	Maturity Profile	Debt (£) (30/09/19)	Debt (%) (30/09/19)	Approved Minimum Limit	Approved Maximum Limit	
			Less than 1 yr	£13.0m	5%	0%	30%	In line with the TMSS Lobo loans are shown as due at their next call date as this is the date the lender could require payment.
			1 to 2 yrs	£7.0m	3%	0%	30%	
			2 to 5 yrs	£16.0m	7%	0%	40%	
			5 to 10 yrs	£76.6 m	32%	0%	40%	
			10 yrs and above	£126.9m	53%	30%	90%	
			Total	£239.5m	100%	-	-	
7	<p>Upper limit for total principal sums invested for over 364 days</p> <p>The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year. The limits are set as a percentage of the average balances of the investment portfolio.</p>		£15m	£15m	£15m	£15m	£15m	

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Executive**28 November 2019**

Portfolio of the Executive Member for Finance & Performance

Report of the Head of Corporate Finance & Commercial Procurement (interim s151 officer)

Partner Authority Investment in relation to the Yorkshire Purchasing Organisation

Purpose of Report

1. To provide Executive with an overview of a proposed transaction by the Yorkshire Purchasing Organisation (YPO) and the opportunity to consider the business case, risk profile and finance options in order to inform the decision to be taken at YPO Management Committee.
2. To allow Executive the opportunity to consider proposed amendments to the governance arrangements of YPO. These have been proposed by Wakefield Council, as the lead authority on behalf of YPO, and are intended to safeguard the arrangements for the benefit of all founder members should the YPO Management Committee resolve to pursue this transaction.

Recommendation

3. That Executive considers the transaction proposed by YPO as outlined in the report and exempt appendices and indicate the Councils view on the proposal to inform a vote at YPO Management Committee.
4. That Executive confirms its financial backing for the transaction by agreeing to underwrite a loan through entering into a supplemental agreement and delegate authority to the Chief Executive to approve the supplemental agreement set out at appendix 4 subject to
 - i. At least 10 of the 13 founder members remaining at founder members and agreeing to enter into the supplemental agreement
 - ii. The satisfactory completion of legal and financial due diligence on the proposal giving confidence to process and
 - iii. A resolution of the YPO Management Committee to enter into the transaction.

Reasons:

- To enable YPO to continue to provide benefits to members into the long term.

Background

5. YPO was founded in 1974 and is a joint local government service for procurement of goods and services. The membership has changed over the years but currently comprises 13 'founder member' local authorities; Barnsley, Bolton, Bradford, Calderdale, Doncaster, Kirklees, Knowsley, North Yorkshire, Rotherham, St Helens, Wakefield, Wigan and York.
6. Wakefield Council currently acts as the 'Lead Authority' providing a range of services to YPO including employing YPO's staff, providing internal audit and s151 and Monitoring Officer functions.
7. The YPO is currently governed by a management agreement (at Appendix 4) dated September 2011 which designates as Founder Members the 13 Authorities who participate in YPO under a Joint Committee arrangement established under sections 101 and 102 of the Local Government Act 1972 and The Local Authorities (Arrangements for the Discharge of Functions)(England) Regulations 2000. Under the Management Agreement, each founder member has one vote at the Management Committee and these votes are of equal standing. No single council/founder has a controlling interest. Founder members are entitled to dividends and to vote on how the dividends are allocated amongst YPO members. The Management Committee is supported by an advisory strategic officer group which includes relevant officers from each founder member council.
8. In addition, there are two further categories of membership, 'associate membership' and 'ordinary membership'. Neither category has a substantive role in the governance but as customers of YPO are entitled to a dividend paid from any surplus accumulated by YPO in a financial year. Associate members (and founder members) receive a dividend in cash. Ordinary members receive their dividend in the form of discounts on future purchases. In addition to achieving a range of non-financial benefits, the YPO has been successful in delivering benefits to the members with the dividend for York over the last full year of operation amounting to £260k.

9. The combination of increasing operating costs and an increasingly competitive market environment has meant that YPO has been considering for some time the opportunity for new business strategies and diversification in order to safeguard and promote its strategic objectives. The YPO management team considers that the majority of the opportunities to cut costs have now been taken. Some further investment in the business will be needed in the medium term and growth into new markets, whilst positive, will be a protracted process. Thus it will become increasingly difficult to keep dividends at current levels. This has led to the proposed transaction more fully described in the exempt appendices.
10. The due diligence is expected to conclude in early December and arrangements have been made for relevant officers to meet with the external advisors to receive the outcome. This will allow the relevant statutory officers to review the due diligence work that has been undertaken by the consultants.
11. The proposal is that the lead authority provides the funding and makes the transaction on behalf of all the founder members. Founder members will be asked to stand behind the lead authority's position through a supplemental agreement which will outline the position should a founder member wish to withdraw during the loan period or if the Joint Committee terminates with liabilities in excess of assets.
12. In order to safeguard the position of founder members who will be carrying the risk of the proposed transaction it is recommended that each founder member enter into a supplemental agreement, which amends the Management Agreement. This will require any authority serving notice to leave YPO during the 10 year loan period to accept a contingent liability for an equal share of the loan outstanding at that time (principal sum and interest) to be paid if YPO is later wound up and asset are insufficient to cover the liability. The agreement ring-fences an element of the dividends to be paid to founder members along with a specific requirement for the management committee to have regard to the risk carried by founder members when setting the split of dividends between founder and associate members. If all 13 founder members wish to proceed and accept this supplemental agreement the risk to each is a 1/13th share of the loan. Should any founder members choose to withdraw before the proposed transaction it is suggested that, as long as 10 founder members remain and enter in to the supplemental agreement, the rise in risk level is acceptable given the potential benefits.

Consultation

13. The proposed transaction has been discussed with YPO strategic officers from each of the founder members, including s151 and monitoring officers (or their representatives). The proposed transaction has also been considered by elected members at the YPO management committee who resolved to take the proposal to the next stage and commission external financial and legal advisors to undertake due diligence.

Options

14. Option 1 – confirm support for the proposed transaction and agree to enter into the supplemental agreement. This will allow the lead authority to borrow and acquire on behalf of YPO to expand and consolidate the business. There will be a protection of the position of the founder members who will receive a ring-fenced dividend before further distribution with the comfort that other founder members will accept a contingent liability for the loan through the supplemental agreement in the event that they wish to withdraw from YPO during the loan period. This option is recommended for the reasons set out in the appendices.

15. Option 2 - do not support the proposed transaction and supplemental agreement. Should the YPO Management Committee still resolve to go ahead with the transaction and if two thirds of members resolve to enter into a supplemental agreement (which amends the Management Agreement) the council could be in a position of taking on risk without being able to withdraw in advance. YPO does not want to put founder members in such a position. For that reason it is suggested that any council who is fundamentally opposed to the transaction should have the opportunity to withdraw from the YPO, without the formal 12 months notice, on 31 December 2019 with an option of transferring to associate member status. Taking this option would mean that the council is not exposed to risk of the transaction and loan but would mean that the council would not receive dividend payments after 2019. This option is therefore not recommended.

Council Plan

16. The council participates in YPO as a high quality public sector procurement organisation that maintains effective, efficient and economical arrangements for the supply of goods, materials, works and services by providing excellent quality, service and competitive prices while optimising the profits available for distribution to its members and customers.

17. YPO delivers social value for all founder members through its procurement policies which actively seek to engage with local businesses and encourage YPO supply chains to measure and embed social impact. YPO annually publishes the social, economic and environmental impact of its procurement through its annual benefits statement.

Implications

18. **Financial** – the proposed transaction is set out in detail in the confidential appendices to this report. The strategic business case, which models the forecast income and expenditure over a ten-year period, outlines potentially significant financial and non-financial benefits to the YPO, its customer, the Founder Members, and the wider public sector.
19. External financial advice has been commissioned to undertake financial due diligence. This due diligence is expected to be completed by early December.
20. There is a financial risk arising from the proposed acquisition. To help mitigate this, the business case has been based on a prudent set of assumptions around and has been risk-assessed and stress-tested to financially model different scenarios. In addition, there will be dedicated project management resource deployed to support transitional arrangements and strengthened senior capacity at board level. A full risk assessment and potential mitigation is set out in the appendices.
21. The proposal is that Wakefield Council, as the Lead Authority, would provide the funding and make the transaction on behalf of all of the Founder Members. Founder Members will be asked stand behind the Lead Authority's position through an addendum to the Management Agreement which will outline the position should a founder member wish to withdraw during the loan period or if the Joint Committee terminates with liabilities in excess of assets.
22. **Legal** - YPO is a public sector procurement organisation operated through a Joint Committee structure. The final approval of the proposed transaction will be taken at YPO Management Committee in the light of decisions on the matters set out in this report by all Founder Members.
23. External legal advice has been taken on the powers of Founder Members to undertake this transaction.

24. The business of the YPO primarily relies on the powers under s111 Local Government Act 1972 and the Local Authority (Goods and Services) Act 1970. However where YPO wishes to trade with organisations that are not covered by such legislation it can rely on the General Powers of Competence (“GPOC”) under Section 1 of the Localism Act 2011. Section 4 of the Localism Act 2011 enables the local authority to do for a commercial purpose anything that it is empowered to do under GPOC. The section 4 trading powers prescribe which company structures may be used. In short, given the trading mix of the target company and commercial scale the more resilient basis of reliance in powers is GPOC and the acquisition of the shares in the existing target company satisfies the requirement that such powers be exercised through a company.
25. Additional reliance can be placed on Section 95 of the Local Government Act 2003 enables relevant authorities “to do for a commercial purpose anything which they are authorised to do for the purpose of carrying on any of their ordinary functions” i.e. anything which they are empowered to do in legislation. The section 95 power can be limited by order and authorities exercising it must have regard to the guidance issued by the Secretary of State. To adhere to the requirements under this legislation the local authority must prepare a business case supporting the exercise of the section 95 power, which the authority must approve (Local Government (Best Value Authorities) (Power to Trade) (England) Order 2009). In the event that YPO Proceed with the transaction and subsequently trade through a company for a period of time, then the business case appended to this report as Appendix 1 satisfies the requirements of the Local Government Power to Trade Order for Wakefield as the Lead Authority holding the assets in Trust.
26. Once acquired, YPO can reorganise the business of the target to achieve the most cost effective delivery of service which will allow trading with designated public bodies to be done other than through the Company
27. There are no Human Resources (HR), One Planet Council / Equalities, Crime and Disorder, Information Technology (IT), Property or Other implications.

Risk Management

28. The risks are set out in the confidential appendix 2 attached to this report.

Author:	Chief Officer responsible for the report:		
Debbie Mitchell Finance & Procurement Manager Ext 4161	Ian Floyd Deputy Chief Executive / Director of Customer & Corporate Services		
	Report Approved	x	Date 14.11.19
Wards Affected: <i>All</i>			
<i>For further information please contact the author of the report</i>			

Appendices

1. Business case – exempt from publication
2. Risk profiling – exempt from publication
3. Finance model – exempt from publication
4. Draft supplemental agreement – exempt from publication
5. Existing management agreement

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of the Local Government Act 1972.

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THIS AGREEMENT is made on the 8th day of September 2011 BETWEEN:
BARNSELY METROPOLITAN BOROUGH COUNCIL of the first part; THE
BOROUGH COUNCIL OF BOLTON of the second part; THE CITY OF
BRADFORD METROPOLITAN DISTRICT COUNCIL of the third part; THE
BOROUGH COUNCIL OF CALDERDALE of the fourth part; DONCASTER
METROPOLITAN BOROUGH COUNCIL of the fifth part; THE COUNCIL OF
THE BOROUGH OF KIRKLEES of the sixth part; KNOWSLEY
METROPOLITAN BOROUGH COUNCIL of the seventh part; NORTH
YORKSHIRE COUNTY COUNCIL of the eighth part; the ROTHERHAM
BOROUGH COUNCIL of the ninth part; ST HELENS BOROUGH COUNCIL
of the tenth part; THE COUNCIL OF THE CITY OF WAKEFIELD of the
eleventh part; WIGAN BOROUGH COUNCIL of the twelfth part; THE
COUNCIL OF THE CITY OF YORK of the thirteenth part.

WHEREAS:

- (1) The above parties are referred to in this Agreement as ‘the Founder Member Authorities’ collectively and as ‘Founder Member Authority’ individually, irrespective of whether they were founding members on formation of the Yorkshire Purchasing Organisation in 1974 or became members thereafter
- (2) The Yorkshire Purchasing Organisation (referred to in this agreement as YPO) was established in 1974 to maintain effective, efficient and economical arrangements for the supply of goods, materials and services.
- (3) This agreement replaces an earlier agreement agreed in 2001, relating to the governance of YPO, and will govern the operation of YPO from

IT IS HEREBY AGREED AS FOLLOWS:

1. OBJECTIVES AND PURPOSE OF YPO

(1) YPO shall be a procurement organisation, maintaining effective, efficient and economical arrangements for the supply of goods, materials, works and services, by providing excellent quality, service and competitive prices, whilst optimising the profits available for distribution to its members and customers.

(2) YPO shall (unless agreed otherwise by at least two thirds of the Founder Member Authorities) be a public sector organisation committed to professional, open, sustainable, caring relationships with its members, customers, staff and suppliers, and in doing so shall help the UK public sector by delivering a high quality service which saves them time and money.

(3) In conducting its business, YPO shall:

- (i) Provide all the general supplies and services required by local government and other public/third sector bodies, as permitted under legislation;
- (ii) Optimise profitability by delivering cost effective services that contribute to customers' efficiency;
- (iii) Ensure through periodic reviews that the effectiveness, efficiency and profitability of YPO is at least comparable with that of other similar organisations;
- (iv) Utilise profits to support business investment, to reward membership and to incentivise usage;

- (v) Be informed by, and be consistent with, the innovation and efficiency plans of the Founder Member Authorities and those of regional bodies;
- (vi) Play a constructive role in helping to shape, and benefit from, developments in the national procurement agenda.

2. POWERS OF YPO

In conducting its business as defined in paragraph 1 above, YPO shall at all times

- (i) act within the powers conferred to it by law including but not limited to the Local Authorities (Goods and Services) Act 1970, Sections 101 and 102 of the Local Government Act 1972 and The Local Authorities (Arrangements for the Discharge of Functions)(England) Regulations 2000 (in relation to to the joint discharge of functions) together with Section 111 of the Local Government Act 1972 and to the extent it confers specific power to enter into Contracts Section 1 of the Local Government (Contracts) Act 1997, and Regulation 22 of the Public Contract Regulations 2006 (all as amended from time to time) and
- (ii) comply with all other relevant law.

3. MEMBERSHIP OF YPO

- (1) There shall be three types of YPO membership – a Founder Member Authority; an Associate Member Authority and an Ordinary Member
- (2) Founder Member Authorities shall participate in YPO under a joint committee arrangement established in exercise of the Founder Member Authorities powers under Sections 101 and 102 of the Local Government Act 1972 and The Local Authorities (Arrangements for the Discharge of Functions)(England) Regulations 2000

- (3) No further 'Founder Member Authorities' shall be permitted under this Agreement or otherwise
- (4) Each Founder Member Authority shall appoint annually two of its elected members as members of YPO (who may also act as a substitute for each other) and each Founder Member Authority shall also be entitled to appoint two additional substitute members. A substitute Member may attend meetings (including sub-committee meetings) of YPO in place of an appointed member who is unable to attend. It shall be the responsibility of each Founder Member Authority to arrange such a substitution on their own behalf.
- (5) Each Founder Member Authority shall have one vote at Management Committee meetings of YPO, and these votes shall be of equal standing
- (6) The Founder Member Authorities shall select by majority vote in the Management Committee one of their number to act as Lead Authority, with the role and functions specified in SECTION 4 of this agreement.
- (7) A vote to replace the Lead Authority shall take place at the written request of the Lead Authority or at the written request of at least one third of the Founder Member Authorities, setting out their reasons for requesting a vote to take place.
- (8) With the agreement of two thirds of the Founder Member Authorities, via a resolution of the Management Committee, YPO may grant Associate Membership, in accordance with SECTION 8 of this agreement.
- (9) All individual customer account holders shall be Ordinary Members of YPO, in accordance with SECTION 9 of this Agreement.

4. ROLE OF THE LEAD AUTHORITY

The Lead Authority for the time being is the Council of the City of Wakefield, which shall perform the following functions on behalf of the Founder Member Authorities:

- (1) Provide the Management Committee with appropriately qualified staff to carry out the roles of Section 151 Officer and Monitoring Officer in relation to YPO;
- (2) Act as employer for all staff of the Management Committee, including the Board of Directors, and to provide such Human Resources input as the Lead Authority considers necessary for the effective discharge of this responsibility;
- (3) Provide an effective internal audit service at a level agreed between the Section 151 Officer and the Audit and Scrutiny¹ Sub-Committee of the Management Committee, including such attendance by Auditors at the Audit and Scrutiny² Sub-Committee as is necessary to properly discharge this responsibility;
- (4) Provide effective Committee Administration services to the Management Committee and appropriate sub-committees, at a level considered necessary by the Monitoring Officer;
- (5) Provide effective banking and resource management services on behalf of YPO;
- (5A) Shall operate the goods vehicles required for the business of YPO under the Lead Authority's own Operator's Licence and shall control and authorise decision making about the use of such goods vehicles³.

¹ Inserted by Management Committee 24th March 2017

² Inserted by Management Committee 24th March 2017

³ Inserted by Management Committee on 29th November 2013

- (6) Consult Founder Member Authorities on changes to Financial Procedure Rules, Standing Orders, Delegation Schemes and this Agreement, and make recommendations to the Management Committee;
- (7) Chair the Strategic Officers Advisory Group;
- (8) Assist the Management Committee to monitor the performance of the Managing Director;
- (9) Have the authority to defer any proposal to incur expenditure or let any contract by the Board of Directors, pending the outcome of a report to the Management Committee or the Executive Sub-Committee of YPO as appropriate

and shall charge the cost of such services to the Management Committee.

The performance of the Lead Authority will be considered by the Strategic Officers Advisory Group annually and formally reviewed at least every five years.

5. PROCEDURE RULES AND SCHEMES OF DELEGATION

- (1) The Management Committee and Board of Directors shall operate at all times in accordance with approved:
 - (i) Financial Procedure Rules;
 - (ii) Standing Orders;
 - (iii) Contract Standing Orders;
 - (iv) Officer Delegation Scheme.
- (2) Any proposed amendments to the documents in 5(1) shall be subject to:

- (i) A period of at least 8 weeks prior consultation with Founder Member Authorities by the Monitoring Officer;
- (ii) A report to the Management Committee by the Monitoring Officer setting out the results of the consultation, and making recommendations;
- (iii) The agreement of at least two thirds of the total membership of the Management Committee.

6. JOINT COMMITTEE ARRANGEMENTS

- (1) The democratic management of YPO shall be vested in the Joint Committee, which shall be known as the Management Committee of YPO.
- (2) The Management Committee shall meet at least 3 times per year in March, June (AGM) and November, and such other times as agreed from time to time by the Chair of the Committee. Each meeting shall have a duration of a maximum of 2 hours unless otherwise agreed by a majority of the Management Committee.
- (3) Quorum and substitution arrangements for the Management Committee shall be as set out in this document and the approved Standing Orders of YPO.
- (4) The remit of the Management Committee shall be that agreed by YPO Management Committee held on 25 September 2009 – minute 23 (4), and be subject to a review at each Annual General Meeting of the Management Committee.
- (5) The Management Committee shall appoint annually from its membership those sub-committees that it considers necessary to discharge its duties and responsibilities under this Agreement, and shall include at least an

Executive Sub-Committee and an Audit ~~and Scrutiny~~⁴ Sub-Committee
and a ~~Scrutiny Sub-Committee~~.

- (6) Prior to each Management Committee meeting, the Lead Authority shall convene a meeting of officers, drawn from the Founder Member Authorities, to be known as a ' Strategic Officers Advisory Group', with a remit to examine draft reports to the Management Committee, raise issues of concern relating to YPO business and to facilitate the pre-briefing of members. It shall be the responsibility of each Founder Member Authority to make available, wherever possible, an officer of director or appropriate status to attend such meetings.

7. CODE OF CORPORATE GOVERNANCE

- (1) The Management Committee shall keep under review its code of corporate governance and associated documents, including the register of corporate risk, following recommendations by the Audit ~~and Scrutiny~~⁵ Sub-Committee.
- (2) YPO managers and such other officers as may be required shall agree to attend on request the scrutiny committees of the Founder Member Authorities to assist in their assessment of the effectiveness of YPO operations and assurance procedures.

8. ASSOCIATE MEMBERSHIP

- (1) At the time of this Agreement, Associate Membership is granted to Leeds City Council and the Metropolitan Borough of Bury.
- (2) Associate Members will be entitled to a share of dividend payments under SECTION 10(3)(ii) of this Agreement for annual levels of usage in excess of the usage level in the full calendar year immediately prior to

⁴ Inserted by Management Committee 24th March 2017

⁵ Inserted by Management Committee 24th March 2017

Associate Membership being granted, in accordance with a scheme to be drawn up annually by the Management Committee.

- (3) Associate Members shall not receive a vote, or be entitled to attend 'in confidence' parts of Management Committee meetings.
- (4) Associate Members will be invited to attend an annual meeting with the Executive Sub-Committee, or participate in such other means of discussion as are agreed by the Management Committee, and a report on the outcome of such discussions shall be presented to each Annual General Meeting of the Management Committee.

9. ORDINARY MEMBERSHIP

- (1) All individual customer account holders shall be Ordinary Members of YPO.
- (2) Ordinary Members shall be entitled to a share of dividend payments under SECTION 10(3)(iii) of this Agreement in accordance with a scheme to be drawn up annually by the Management Committee.
- (3) Ordinary Members shall not receive a vote, or be entitled to attend 'in confidence' parts of Management Committee meetings.

10. PAYMENT OF DIVIDENDS

- (1) In March of each year, upon receipt of the pre-audit accounts for the previous year the Management Committee shall determine the level of dividend to be paid (if any) but any dividend so determined will not be paid until the accounts have been completed and approved by the s151 Officer.
- (2) The overall dividend sum to be distributed (if any) shall be drawn from accumulated reserves, after deducting a sum which takes account of known risks, to ensure that YPO remains a going concern during the

forthcoming year, and after deducting the cost of any development proposals agreed by the Management Committee.

- (3) The distribution formula shall contain the following elements:
 - (i) A cash sum to be divided equally between the Founder Member Authorities to reflect their risk of ownership;
 - (ii) A cash sum to reward usage of YPO products and services in all modes of supply (including framework contracts) by the Founder Member Authorities and Associate Members with the weightings between types of membership and modes of supply being determined by the Management Committee;
 - (iii) A sum to reward usage of Ordinary Members in the form of a credit voucher against future purchases.
- (4) The weightings attached to 3(i) to 3(iii) above shall be agreed annually by the Management Committee.

11. APPOINTMENT OF STAFF

- (1) The Management Committee shall determine the size, scope and conditions of service of the Board of Directors of YPO, after receiving appropriate professional advice from the Lead Authority.
- (2) The Management Committee shall appoint annually an 'Appointments Committee' with responsibility for the appointment and disciplinary procedures of the Board of Directors and appraising the performance of the Managing Director.
- (3) The Board of Directors shall make arrangements to establish and appoint all other staff in accordance with the approved budget and officer

delegation scheme, and to ensure that its HR policies and procedures are in accordance with best practice.

- (4) All staff shall be employed by the Lead Authority on behalf of YPO on terms and conditions agreed by the Lead Authority, subject to SECTION 11(1) of this Agreement.
- (5) The Board of Directors shall make such arrangements with Trades Unions to facilitate effective employee relations, through the periodic Joint Consultative Committee, and the Lead Authority shall be entitled to attend meetings of the Committee as it sees fit.

12. ASSETS

- (1) All existing and future assets shall vest in the Lead Authority in trust for the Founder Member Authorities on terms to be agreed by the Management Committee.

13. WITHDRAWAL OF MEMBERS

- (1) A Founder Member Authority wishing to withdraw from membership of YPO shall give to the Lead Authority at least 12 months' written notice expiring on the 31 December. A Founder Member Authority withdrawing shall be responsible for an equal share of any deficit that is held in the accounts in the financial year of withdrawal, but shall not be entitled to any dividend payment under SECTION 10(3)(i) of this Agreement, or a share of any assets held in trust by the Lead Authority under SECTION 12(1) of this Agreement.
- (2) Associate Members under SECTION 8 of this Agreement can do so in writing without a notice period, but will not be entitled to any dividend payment under SECTION 10(3)(ii) of this Agreement for the financial year in which the withdrawal takes place.

14. TERMINATION

Notwithstanding the provisions of SECTION 13(1) of this Agreement, if two thirds of the Founder Member Authorities agree, following a resolution by the Management Committee, this Agreement may be terminated on the 31 December in any year.

(1) The terms of termination shall require:

- (i) The payment of any outstanding dividend to Associate Members under SECTION 10(3)(ii) of this Agreement which would have been paid out had the termination not taken place;
- (ii) Any accumulated deficit to be borne by the Founder Member Authorities equally;
- (iii) Any accumulated surplus in the YPO accounts, and the realised value of any assets held in trust by the Lead Authority under SECTION 12(1) of this Agreement, to be shared equally between the Founder Member Authorities.

15. AMENDMENT

- (1) If two thirds of the Founder Member Authorities agree, following a resolution by the Management Committee, this Agreement may be amended at any time upon terms agreed by the Founder Member Authorities.

16. LITIGATION

- (1) The institution and defence of necessary litigation by YPO arising out of the exercise of its responsibilities shall be undertaken in a representative capacity by the Lead Authority, or such other Founder Member Authority as appointed by the Lead Authority.

- (2) The Lead Authority, or such other Founder Member Authority undertaking the litigation, shall be indemnified by the Founder Member Authorities.

17. INTERPRETATION AND ARBITRATION

- (1) In applying the terms of this Agreement, all parties shall act reasonably
- (2) Where a fraction of Membership is referred to in this Agreement, this should be rounded up to the nearest whole number.
- (3) If at any time any dispute or difference shall arise between the Founder Member Authorities or any of them respecting any matters arising out of this Agreement or the meaning or effect of this Agreement or anything herein contained or the rights or liabilities of any of the Founder Member Authorities the dispute or difference shall be referred to and settled by a single arbiter to be appointed by the Founder Member Authorities but if they cannot agree to be nominated by the Local Government Association.

THE COMMON SEAL OF BARNESLEY)
METROPOLITAN BOROUGH COUNCIL)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF THE BOROUGH)
COUNCIL OF BOLTON)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF THE CITY OF)
BRADFORD METROPOLITAN DISTRICT COUNCIL)

was hereunto affixed in the presence of:)

THE COMMON SEAL OF THE)
BOROUGH COUNCIL OF CALDERDALE)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF DONCASTER)
METROPOLITAN BOROUGH COUNCIL)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF THE COUNCIL)
OF THE BOROUGH OF KIRKLEES)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF THE COUNCIL)
OF THE KNOWSLEY METROPOLITAN)
BOROUGH COUNCIL)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF NORTH YORKSHIRE)
COUNTY COUNCIL)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF ROTHERHAM)
BOROUGH COUNCIL)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF ST HELENS)
BOROUGH COUNCIL)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF THE COUNCIL)
OF THE CITY OF WAKEFIELD)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF WIGAN)
BOROUGH COUNCIL)
was hereunto affixed in the presence of:)

THE COMMON SEAL OF THE)
COUNCIL OF THE CITY OF YORK)
was hereunto affixed in the presence of:)

Dated

2011

The Councils of the County of North Yorkshire and the Districts of Barnsley,
Bolton, Calderdale, Doncaster, Kirklees, Knowsley, Rotherham,
St Helens, Wigan and the Cities of Bradford, Wakefield and York

A G R E E M E N T

Management Agreement – Yorkshire Purchasing Organisation

Service Director
Legal & Governance
County Hall
WAKEFIELD
WF1 2QW

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Executive**28 November 2019**

Report of the Director of Economy and Place

Portfolio of the Executive Member for Finance and Performance

Establishing an Investment Budget for a Strategic Commercial Property Acquisition**Summary****Recommendations**

1. Executive is asked :

(i) To recommend to full council the establishment of a capital budget of £2.85 million, to fund the acquisition of the freehold interest in a York city centre asset as set out in the confidential annex.

(ii) To delegate authority to the Director of Economy and Place to complete the purchase once all due diligence is satisfactorily conducted on the property.

Reason: -

To ensure the ongoing economic vibrancy of the city centre, whilst increasing the income from the council's commercial property portfolio in line with budget targets.

Background

2. The Council operates a significant commercial portfolio acquired over many years which generates a revenue income stream supporting the Council's revenue budget. The Council's ownership of this portfolio achieves many objectives including the protection of some of the City's most precious assets, maintaining good quality accommodation and making provision for a range of businesses to operate and grow within the City.

3. In 2017 the Council made a major acquisition of property in Swinegate with the aim of ensuring the ongoing economic vibrancy of the city centre while increasing the income from the Council's commercial property portfolio, whilst previously acquiring two sites within Hospital Fields Road. These acquisitions have been in line with the Council's approach of purchasing assets which support wider Council objectives whilst achieving a financial return rather than investing simply where the highest financial returns are to be made.
4. Following the city centre acquisition agreed in July 2017 a further opportunity to acquire an additional property holding was reported to Executive in September 2018 and approval duly provided, setting out a budget of £2.52 million for such. Unfortunately the vendor subsequently decided to retain its asset and hence that proposed acquisition did not take place.
5. There is a growing local awareness of the emerging challenge facing the high street which has led a wide range of stakeholders, including York Retail Forum; York Bid; Make It York; Indie York and media outlets , to call for strong local leadership, joined up thinking and collaborative solutions to ensure the city centre's long term survival. The council has agreed a budget of £100k to develop, through public and stakeholder engagement, a long term strategic vision for the future of the city centre under the 'My City Centre' banner.
6. An opportunity has now arisen to make a strategic purchase of a hugely significant asset at the heart of York city centre. Specific details of the asset and the value of the offer are both commercially sensitive until the contract for sale is completed, at which time details will be published.
7. The owner is seeking to dispose of their freehold interest which is let to a commercial tenant. The opportunity was identified and a non-binding subject to contract offer has been made. The vendor was seeking offers in a short time frame through their commercial agents, as is the norm in the commercial property market, with other potential purchasers interested. We have been advised by the vendor's agents that following the subject to contract offer, the Council is the preferred bidder of the property.
8. Given the details are commercially sensitive the details of the business case are contained within the confidential appendices, as well as specific details in relation to the property which support the strategic rationale for the purchase.
9. The purchase of this asset would be a strategic lever in future consideration of how the city centre adapts to reflect the changing retail picture. Acquiring ownership of this strategically placed asset will enable the Council to shape

further discussions with neighbouring land owners and steer future direction, rather than simply relying on the Council's powers as a statutory authority, in accordance with the My City Centre vision.

10. Financially, the opportunity would also provide the Council with a good rent roll through the commercial tenancy agreement already in place on the property, which provides a respectable investment yield at the agreed purchase price. In addition the property has future potential for development to increase public access and amenity and to bring upper floors into active use, potentially for residential conversion. The business case and the strategic potential of the site are set out in the confidential appendix.
11. Strategically, this is an opportunity for the council to support the economic prosperity of the city centre now and in the future and thus represents a good investment. A pre-acquisition report prepared by commercial property agents, provides a commercial view of the opportunity and recommends the Council proceed with the purchase and is contained within the confidential appendices of this report.
12. In line with previous acquisitions, should the purchase be agreed by Executive then further due diligence legal and survey work will be carried out on the property and considered prior to completing the acquisition.
13. Making this strategic investment in the City Centre would also be consistent with the Council's budget strategy. The budget report for 2018/19 set out an approach to a 5 year budget and identified the need to consider further property investment opportunities. In order to continue this good progress over future years. Given that interest rates are low, property acquisitions perform well when compared to other forms of investment and are capable of delivering higher yields.

Funding

14. It is recommended that a capital budget of £2.85 million is set aside to fund the acquisition and associated costs.
15. The funding will be provided by borrowing from the Public Works Loan Board (PWLB) and will be repaid from rental income.
16. The outline business case is set out in the confidential appendix which sets out the return on the potential investment. The business case is based upon borrowing over 50 years and minimum revenue provision being based on the asset's perceived life. The lease in place on the property provides that the tenant is responsible for ongoing repairs and maintenance of the property.

17. Given current low interest rates, even with making full provision for repayment of the costs of purchase the rental income will provide an additional source of annual revenue, net of borrowing costs. In addition the value of the asset is likely to increase over time.
18. The investment therefore represents a good opportunity to support city centre economic prosperity, gives the council ownership of a strategic asset in order to influence future regeneration opportunities and increases the commercial portfolio rental stream.

The Council Plan

The proposal accords with the Council Plan 2019-2023 in specific regard to the following core outcomes of the Plan;

- An open and effective Council
- Well paid jobs and an inclusive economy.

Implications

Financial –

The proposed acquisition accords with the Council's Capital Financing and Investment Strategy 2019/20 which was approved by Executive in February 2019. The Strategy set out that the reasons for buying and owning property are (in order of importance):

1. Economic development and regeneration in York
2. To generate income in order to provide services for local people
3. The opportunity

As detailed within the report, the purchase will be funded by borrowing. The Strategy sets out that the rental income generated must exceed the cost of repaying the borrowing each year with any surplus being used to support the council's overall budget position, enabling the council to continue to provide essential services for residents. As illustrated by the business case within confidential appendix 3, this opportunity meets this parameter.

Human Resources (HR) – N/A

Equalities – N/A

Legal

Section 1 of the Localism Act 2011 contains a "general power of competence"

for local authorities giving a power to do anything that an individual may do, rather than be limited to those things which are related to or necessary for the discharge of an existing function of the authority. There are however statutory limitations on local authorities' pre-existing powers and functions.

Key amongst those limitations is that a local authority wishing to use the power for a commercial purpose must do so through a company. Recent case law has though established that what is key here is the purpose for which the council undertaking the activity. If the council is proposing to acquire land, for example, to ensure the availability of attractive accommodation for businesses or the protection of historic buildings then the fact that a commercial return will also be achieved does not make this a commercial purpose. If, however, the dominant purpose is to act as a commercial landlord to achieve investment returns then the powers in the Localism Act are not likely to be available unless exercised through a company. The report sets out the objectives of the proposed purchase in terms which would permit reliance on the general power of competence, in that the primary purpose is economic development and the regeneration of York.

In addition, the Local Government Act 1972 gives the Council powers to acquire any land for the purposes of its functions or for the benefit, improvement or development of the area. Ensuring the economic well-being of the City is one of the functions of the Council and the proposed purchase is for the benefit of the area. This power therefore is also available to the Council given the benefits set out in the report.

The decision in respect of this purchase must also be made having regard to established public law principles. The Council must exercise its powers reasonably. This includes having regard to the implicit fiduciary duty owed to council tax payers. The due diligence referred to in the report sets out the factors that demonstrate compliance with these duties as does the specialist advice already obtained.

Information Technology (IT) – N/A

Crime and Disorder – N/A

Property – All property implications are covered in the report.

Risk Management

As with all property acquisitions there is a risk that the value of the property may decrease over time. There is also a risk that there may be a level of empty properties or voids. The business case makes provision for that risk and specialist advice has been obtained to provide an independent view of the commercial opportunity.

Contact Details

Author:

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Regeneration Economic Growth and
Asset Management Tel No. 553419

**Chief Officer Responsible
for the report:**

Neil Ferris – Director of
Economy and Place

Report approved

√ 13/11/19

Nick Collins
Head of Commercial & Operational
Asset Management
Tel No. 552167

Specialist Implications Officer(s)

Financial – Debbie Mitchell Head of Finance
Tel No. 554161

Legal – Suzan Harrington
AD Legal and Governance
Tel No. 554587

Wards Affected: All

For further information please contact the author of the report

Background Papers:

Confidential - Pre Acquisition Valuation Report with Details of the Asset –
available on request

Annexes

Confidential Appendix 1 – Location Plan
Confidential Appendix 2 – Photographs of Property & Strategic Summary

Confidential Appendix 3 – Outline Business Case

Confidential Appendix 4 – Executive Summary Pre Acquisition Valuation Report

List of Abbreviations

None

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of the Local Government Act 1972.

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