



## Notice of meeting of

### Executive

<b>To:</b>	Councillors Waller (Chair), Steve Galloway, Sue Galloway, Moore, Reid, Runciman and Vassie
<b>Date:</b>	Tuesday, 14 April 2009
<b>Time:</b>	2.00 pm
<b>Venue:</b>	The Guildhall, York

### AGENDA

#### Notice to Members - Calling In:

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

**10:00 am on Thursday 9 April 2009**, if an item is called in *before* a decision is taken, *or*

**4:00 pm on Thursday 16 April 2009**, if an item is called in *after* a decision has been taken.

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

#### 1. **Declarations of Interest**

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

**2. Minutes** (Pages 3 - 14)

To approve and sign the minutes of the meeting of the Executive held on 31 March 2009.

**3. Public Participation**

At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **5:00 pm on Thursday 9 April 2009.**

**4. Executive Forward Plan** (Pages 15 - 18)

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

**5. Minutes of Working Groups** (Pages 19 - 34)

This report presents the minutes of a recent meeting of the Social Inclusion Working Group and asks Members to consider the advice given by the Group in its capacity as an advisory body to the Executive.

**6. Final report of the 'Cultural Quarter' Ad hoc Scrutiny Committee** (Pages 35 - 132)

This report presents the findings of the 'Cultural Quarter' Ad Hoc Scrutiny Committee following their review of a proposed 'Cultural Quarter' for York.

**7. Council Headquarters – Update Report** (Pages 133 - 154)

This report provides an update on the outcome of stage two of the four-stage procurement process for the delivery of the Council's new headquarters. It also outlines the key activities for the next two stages, the associated timeline for the overall completion of the project and the consultation process to inform the development of the bidders' detailed solutions.

**8. Sustainable Communities Act 2007** (Pages 155 - 174)

This report provides an update on the current actions (Phase One) undertaken by the Neighbourhood Management Unit in relation to the motion on the Sustainable Communities Act agreed by Full Council on in November 2008 and seeks approval for a proposed course of action (Phase Two) to deal with proposals arising from the consultation process required by the SCA.

**9. Vehicle Maintenance Procurement** (Pages 175 - 200)

This report provides an update on progress with the procurement of a replacement for the Council's current vehicle maintenance provider and makes recommendations for a short to medium term solution.

**10. Urgent Business - Housing Rent Increase 2009/10** (Pages 201 - 204)

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

The Chair has agreed to consider under this item a report which asks the Executive to consider the revised 2009/10 rent guidelines issued by the Department for Communities and Local Government (CLG) and to approve an average rent increase of 2.86% backdated to 1 April 2009. The matter is urgent because the Council must indicate if it wishes to accept the revised draft determination, and implement a lower rent increase, by 10am on 24<sup>th</sup> April 2009.

Note:

*The above report was added to this agenda on 9 April 2009.*

Democracy Officer:

Name: Fiona Young

Contact details:

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

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

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

Contact details are set out above.

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### Would you like to speak at this meeting?

If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

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### Further information about what's being discussed at this meeting

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

### Access Arrangements

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If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

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### **Holding the Executive to Account**

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

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

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

### **Who Gets Agenda and Reports for our Meetings?**

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
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City of York Council

Committee Minutes

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MEETING	EXECUTIVE
DATE	31 MARCH 2009
PRESENT	COUNCILLORS WALLER (CHAIR), STEVE GALLOWAY, SUE GALLOWAY, MOORE, REID, RUNCIMAN AND VASSIE

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**PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS****206. DECLARATIONS OF INTEREST**

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

**207. MINUTES**

RESOLVED: That the minutes of the Executive meeting held on 17 March 2009 be approved and signed by the Chair as a correct record.

**208. PUBLIC PARTICIPATION**

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

**209. EXECUTIVE FORWARD PLAN**

Members received and noted details of those items that were currently listed on the Forward Plan for the next two Executive meetings.

**210. LOCAL AREA AGREEMENT 2008/09 TO 2010/11 - REFRESH**

Members considered a report which outlined the process undertaken to refresh York's Local Area Agreement (LAA) and sought Executive approval of the refreshed LAA before its submission to central government.

The current LAA had been approved by Staffing and Urgency Committee on 6 June 2008. At that time, it had not been possible to set targets for some of the indicators within the LAA. The refresh process had involved updating previously selected and approved indicators and finalising baselines and agreeing targets for the remainder of the LAA period. These targets would be used as the basis for calculating reward grant at the end of 2010/11. The process had been conducted in partnership with

Corporate Management Team, Chairs of strategic partnerships and Government Officer Yorkshire & Humberside.

Two versions of the refreshed LAA were presented. The first, official, version (attached as Annex A to the report) complied with government requirements in terms of format and presentation. The second (attached as Annex B) sought to present the LAA in a more accessible format, consistent with the style and approach adopted for the Council's Corporate Strategy.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: (i) That the refreshed Local Area Agreement presented at Annex A to the report be approved, but that it be noted that Government guidance does not permit the adaptation of targets to take into account the national recession.<sup>1</sup>

REASON: In order to meet the statutory requirement to refresh the LAA and meet central government guidelines, whilst regretting the lack of acknowledgement that a recession is taking place.

(ii) That Officers be requested to produce a revised version of Annex A, to identify the Executive Member responsible for the indicators.<sup>2</sup>

REASON: In order to clarify this responsibility.

Action Required

- |  |    |
|--|----|
| 1. Submit refreshed Strategy to central government | SS |
| 2. Produce a revised version of Annex A            | SS |

**211. THE NEW CHILDREN AND YOUNG PEOPLE'S PLAN FOR THE CITY OF YORK : 2009-12**

Members considered a report which provided a briefing on the partnership work carried out to produce a new Children and Young People's Plan (CYPP) for the City, covering the period 2009-2012.

Under the 2004 Children Act, all local authorities were required to produce a CYPP, setting out the strategic priorities for all those involved in children and young people's services. Responsibility for York's CYPP rested with the YorOK (Children's Trust) Board. The new CYPP, to be formally launched on 1 April 2009, was the end product of a very widespread consultation process. This had included local stakeholders, parents, and children and young people themselves, as well as the Executive and Shadow Executive Members for Children's Services, both of whom were also members of the YorkOK Board.

The new CYPP supported progress towards a number of the Council's corporate priorities, including improving the life chances of the most



disadvantaged and disaffected children, young people and families in the City.

Members commented favourably on the lively format of the CYPP, copies of which had been circulated, and thanked Officers for their work in its production.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: That the new Children and Young People's Plan for the City be endorsed and supported.<sup>1</sup>

REASON: To demonstrate the required local authority leadership of this key partnership planning activity.

Action Required

1. Publish and publicise the CYPP

CB

**212. CYCLING CITY - PROGRESS REPORT**

Members considered a report which provided an update on the progress of the Cycling City Project since the last report to Executive, in September 2008, and indicated priorities for the second year of the project.

The Cycling City strategy, attached as Annex A to the report, had been finalised in December 2008, following the official launch of the project on 10 December. It aimed to increase the overall level of cycling in York by 25%, the number of people cycling to work by 10% and the number of children cycling to school by 100%. Six objectives had been set to help achieve these targets. The report highlighted key aspects of the delivery plan for the strategy, which included:

- Linking marketing of existing opportunities for cyclists with targeted improvements to the network and other better cycling facilities
- Detailed analysis of the results of city-wide consultation on overcoming barriers to cycling
- Delivery of new sections of improved cycling facilities on key routes
- Training, marketing and other events.

A permanent Project Manager had now been appointed and a Transport Manager to support the project would take up post on 8 April. Significant progress had already been made on delivering improvements using the additional funding in 2008/09, and in January the Council had submitted a claim to Cycling England for £183k. A second claim would be submitted in March for £320k, taking the total up to the full allocation of £500k. An internal review was under way to prepare the work programme for Year 2. Key priorities for Year 2, including items which might be funded through the project, were set out in paragraph 52 of the report.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: (i) That the progress made on the Cycling England Project in Year 1 be noted.

(ii) That the delivery plan for Year 2 be approved, subject to the receipt of detailed reports on significant schemes, and to the completion of the cycle track along the whole length of Beckfield Lane being added to the list of schemes to be undertaken.<sup>1</sup>

(iii) That a further progress report be received in six months' time.<sup>2</sup>

(iv) That it be noted that a further report on the Lendal Hub Station will be prepared after listed building approval has been obtained and cost estimates have been finalised.<sup>3</sup>

(v) That the proposed allocation of funding set out in Annex C to the report be agreed in principle, with an allocation of £270,000 towards the Lendal Cycle Hub and £54,000 towards route maintenance, but that Officers be requested to develop further a predictive modelling system aimed at establishing the increase in cycle usage that individual improvement schemes will produce. Such a model to be used to inform the final choice of capital schemes to be implemented.<sup>4</sup>

REASON: To ensure that the project stays on track and delivers the measures necessary to increase levels of cycling, and to ensure that funding is allocated to schemes most likely to deliver the project objectives.

Action Required

- |   |    |
|---|----|
| 1. Schedule detailed reports on major schemes on the Forward Plan as appropriate and ensure completion of Beckfield Lane cycle track is added to the list | SS |
| 2. Schedule further progress report on Forward Plan for September '09 meeting   | SS |
| 3. Schedule report on Forward Plan re Lendal Hub Station, once LBA obtained and costs finalised   | SS |
| 4. Develop predictive modelling system, as agreed   | SS |

**213. 2009/10 CITY STRATEGY CAPITAL PROGRAMME BUDGET REPORT**

Members considered a report which set out the funding sources for the City Strategy Capital Programme and the proposed schemes within the programme to be delivered in the 2009/10 financial year, together with options for the use of additional funding expected from the Regional Funding Allocation.

The base budget of £5,052k approved at Full Council on 26 February 2009 was funded from the Local Transport Plan (LTP), Cycling City grant, Road

Safety grant and developer contributions. The Transport Capital Programme included a number of previously committed schemes, programmed for delivery over the next few years, for which funds would need to be allocated in 2009/10. Details were set out in paragraphs 4 to 12 of the report. Details of allocations to all the main blocks within the budget, including the committed schemes and the allowance for over-programming, were provided in paragraphs 13 to 25 and Annex 1.

The Regional Funding Advice to Ministers issued on 27 February included a proposal to vire funds from the Region's Major Schemes Block into the Integrated Transport and Highways Maintenance Blocks of local authorities. It was understood that York would thus receive additional funding of £1,461k in 2009/10 and £1,316k in 2010/11, enabling some major schemes to be progressed more quickly. Options presented for use of this funding were:

**Option 1** (Outer Ring Road Improvements) - development work to progress Haxby Station and Access York Phase 2 schemes and implement improvements to the Outer Ring Road.

**Option 2** (Targeted Citywide Improvements) – development work for the Haxby Station and Access York Phase 2 schemes and delivery of schemes in the LTP block to meet Local Area Agreement and LTP targets.

In respect of Option 1, Cllr Vassie voiced concern that spending a large sum on improving the Outer Ring Road might be inconsistent with the Council's commitment to a modal shift away from private car use. Other Members noted that reducing congestion on the ring road was also a Council priority and a necessary precursor to achieving improvements for pedestrians and cyclists.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: (i) That the base 2009/10 City Strategy Transport Capital Programme be approved as set out below (*amendments to the list at Annex 1 to the report highlighted in bold*), subject to the addition of the cycling schemes agreed under the previous item (Minute 212 refers).<sup>1</sup>

Type	Scheme	09/10 Cost £k	Location
1. Access York Phase 1	New Access York Phase 1 CYC Study	1,047.00	Dringhouses, Rural West and Rawcliffe
2. Outer Ring Road	Hopgrove Roundabout	300	Huntington
<b>3. Outer Ring Road</b>	<b>Access York Phase 2 RFA top up</b>	<b>200</b>	<b>Rawcliffe</b>
4. Multi-Modal Schemes	Fulford Road Multi-Modal Scheme	600	Fulford Fishergate
5. Multi-Modal Schemes	Blossom Street Multi-Modal	500	Micklegate

	Scheme		
<b>6. Multi-Modal Schemes</b>	<b>Fishergate Gyratory Multi-Modal Scheme</b>	<b>150</b>	<b>Fishergate Guildhall</b>
7. Air Quality, Congestion & Traffic Management	New Urban Traffic Management and Control (UTMC)	100	All
8. Air Quality, Congestion & Traffic Management	Purchase of Air Quality monitoring equipment	30	All
9. Park & Ride	New P&R Site Upgrades Scheme	25	Several
10. Park & Ride	New P&R City Centre Bus Stop Upgrades	25	Micklegate Guildhall
<b>11. Public Transport Improvements</b>	<b>Haxby Station Study Work to develop Major Scheme Bid for new station (not included in base budget) RFA top up</b>	<b>250</b>	<b>Haxby</b>
12. Public Transport Improvements	New Bus Location and Information Sub-System (BLISS) Scheme Ongoing programme of improvements	100	All
13. Public Transport Improvements	New Bus Stop & Shelter Programme Scheme Ongoing programme of improvements	50	Several
14. Public Transport Improvements	A59/Beckfield Lane Junction Improvements Scheme Completion of 2008/09 scheme	25	Acomb
15. Public Transport Improvements	New Dial & Ride Vehicle Scheme Purchase of new vehicle for Dial & Ride service	80	Several
16. Walking	Haxby Village Pedestrian Audit (Phase 2) Scheme Programme of upgrades to high priority routes to services	50	Haxby
17. Walking	New Minor Pedestrian Schemes Budget Scheme Provision of minor improvements to network	40	All

	throughout the year		
18. Walking	New Dropped Crossing Budget Scheme Provision of dropped kerbs at locations requested by residents	35	All
19. Walking	New Pedestrian Scheme Development Study Development of future years schemes	10	All
<b>20. Cycling</b>	<b>New Lendal Hub Station Scheme New secure cycle parking facility</b>	<b>270</b>	<b>Micklegate</b>
<b>21. Cycling</b>	<b>Cycle margin and track surface upgrades</b>	<b>54</b>	<b>Several</b>
22. Cycling	Other Cycling City Schemes Scheme Implementation of Cycling City programme	211	Several
23. Cycling	New Crichton Avenue Scheme Kingsway North to Wigginton Road	575	Clifton
24. Cycling	Wigginton Road (Hospital) Scheme Development of scheme at northern end of route	100	Clifton
25. Cycling	New Bootham Crossing Scheme Implementation of new crossing at southern end of Hospital Grounds route	75	Clifton Guildhall
26. Cycling	New Access to Station Study Feasibility work on link from Post Office Lane to station	10	Micklegate
27. Cycling	New Cycle Minor Schemes Scheme Allocation to undertake minor works throughout the year	25	Several
28. Cycling	New Cycling Scheme Development Study Development of future years schemes	20	Several

29. Development- Linked Schemes	Barbican to St George's Field Route Scheme Implementation of works to improve pedestrian facilities	125	Fishergate
30. Development- Linked Schemes	Approaches to Hungate Bridge Study Link to Navigation Road, New James St Link Road Phase 2 Study	20	Heworth
31. Safety Schemes	New Local Safety Schemes Implementation of safety schemes at casualty cluster sites	74	Several
32. Safety Schemes	New Speed Management Schemes Implementation of schemes to address speeding issues	75	Several
33. Safety Schemes	New Danger Reduction Schemes Improvements at sites where there is a perceived danger issue	50	Several
34. Safety Schemes	New Safe Routes for 'Playbuilder' Schemes Study/ Schemes Study (and potential implementation) of safe routes to new 'Playbuilder' sites	50	Several
35. School Schemes	- Safe Routes to School Schemes to be confirmed	200	Several
36. School Schemes	- School Cycle Parking Schemes to be confirmed	50	Several
37. Safety Schemes	New Village Accessibility Review Study Review of junctions to produce priority list of schemes	25	Several
38. Village accessibility review implementation	<b>Mill Lane/Wigginton Road, Dunnington/Common Lane/A1079, Deighton/A19, Towthorpe/Strensall Road and A64 junctions east of York (e.g. Hazelbush).</b>	<b>250</b>	<b>Haxby, Derwent, Wheldrake, Strensall</b>
Carryover Commitments	Allocations to previous years schemes	616	Various

	Total Integrated Transport Programme	6,492.00	
	Total Integrated Transport Overprogramming	990	
Including £450k of £2.777m (2009/10 -2010/11) RFA Supplement	Total Integrated Transport Budget	5,502.00	

REASON: To implement the Council’s transport strategy, as identified in York’s second Local Transport Plan (LTP).

(ii) That Option 1 (Outer Ring Road congestion reduction improvement) be approved as the preferred use of the supplementary LTP allocation provided by the Regional Transport Board.<sup>2</sup>

REASON: To ensure the additional funding is used to deliver significant improvements to the City’s transport system and to meet LTP and LAA targets.

(iii) That Officers be requested to undertake such accident analysis and preliminary design work as may be necessary to establish the relative costs / benefits of the schemes listed in paragraphs 37 and 41 of the report (improved pedestrian / cycle access to the railway station and improvements to the transport network for local communities), with a view to implementing these schemes as early in the capital programme as resources allow.<sup>3</sup>

REASON: To ensure that the delivery of these schemes is prioritised.

Action Required

- 1. Make the agreed amendments to the programme SS
- 2. Make the necessary arrangements to allocate funding to, and proceed with, Option 1 (Outer Ring Road Improvements) SS
- 3. Undertake the necessary work to establish the costs and benefits of these schemes SS

**PART B - MATTERS REFERRED TO COUNCIL**

**214. THE REFRESH OF THE CORPORATE STRATEGY**

Members considered a report which described how the Council’s Corporate Strategy for 2009-2012 had been refreshed, to align it better with the Sustainable Community Strategy (SCS) and Local Area Agreement (LAA), and asked them to recommend the refreshed Strategy to Full Council for approval.

The Executive had previously received a report on the progress of the refresh process, which had involved intensive sessions held by Corporate Management Team (CMT), meetings between Officers and Group Leaders, and cross-party Member workshops. In place of the existing ten priorities, the refreshed Strategy contained eight themes based on the seven themes of the SCS, plus an eighth theme - Effective Organisation.

The published version of the refreshed Strategy, aimed at Council staff and external audiences, was attached as Annex A to the report. Annex B showed the detailed accompanying 'accountability' spreadsheet which would be included in the back of the published version and updated each year. Each commitment in Annex B was connected with specific actions and milestones, progress on which would be monitored via the Finance and Performance reports to Executive.

Having noted the comments of the Shadow Executive on this item, it was

**RESOLVED:** That the content of the draft Strategy at Annex A to the report be noted, and endorsed subject to following additions:<sup>1</sup>

a) **Sustainable City:**

By end of 2012:

- To have saved approximately an additional 1680 tonnes of carbon through the installation of 7 projects funded through Salix finance (approx. 740 t), and 940 tonnes through additional CMP SIP identified projects

Key 2009/10 milestones:

- To have completed on-going and existing projects as outlined in the CMP SIP which will save in total approximately 1374 tonnes of carbon emissions and to have commenced the implementation of 7 projects funded through Salix finance (and as identified in the Executive CMP Update March 2009).

Commitment:

- We will reduce the carbon emissions associated with the goods and services we buy from other suppliers

Target by end of 2012:

- To reduce spend on goods and services that generate large CO2 emissions

Milestone 09/10:

- Report on how to align the Sustainable Procurement Strategy with the council's



Carbon Management Strategy in achieving the objectives to reduce by 25% the council's overall CO2 emissions by 2013.

b) **Commitments**

Sustainable City theme:

We will report back each year on how well we have done in reducing our energy consumption, and carbon emissions.

Effective Organisation:

- The Council will improve communication with residents
- Progress towards the 3 year targets will be reported at the end of each year of the strategy

c) **Text changes to the document**

Page 8 – that the Council's new Headquarters are also fully accessible.

REASON: To ensure the inclusion of outcomes from the Procurement Strategy and to reflect the Council's commitment to reduce its energy consumption by at least 5% each year.

RECOMMENDED: That Council approve the draft Strategy, subject to the above additions.

REASON: To improve the performance monitoring and management arrangements of corporate priorities.

Action Required

1. Amend the Strategy to include these additions, subject to SA Full Council approval on 2 April

A Waller, Chair

[The meeting started at 2.05 pm and finished at 2.50 pm].

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**EXECUTIVE FORWARD PLAN**

<b>Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 28 April 2009</b>		
<b>Title &amp; Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Community Engagement Strategy</b></p> <p><i>Purpose of report: The paper presents a draft strategy for consulting with the public, partners and other stakeholders.</i></p> <p><i>Members are asked to: Comment on the draft strategy</i></p>	Matt Beer	Executive Member for Corporate Services
<p><b>Barbican Update</b></p> <p><i>Purpose of report: To consider recommendations for future use of the Barbican Auditorium site.</i></p> <p><i>Members are asked to: To consider recommendations for future use of the Barbican Auditorium site.</i></p>	Pete Dwyer	Executive Member for Leisure, Culture & Social Inclusion
<p><b>Clifton Moor Park &amp; Ride – Site Options</b></p> <p><i>Purpose of report: If Members agreed then the preferred site will be the subject of a planning application for a P&amp;R site. This will allow detailed pre-application consultation to be carried out with a wide range of people and organisation.</i></p> <p><i>Members are asked to: Decide which, if any, of the site options proposed is the preferred site from the point of view of proceeding with the necessary planning application for a P&amp;R site.</i></p>	Paul Thackray	Executive Member for City Strategy
<p><b>CYC Code of Corporate Governance</b></p> <p><i>Purpose of report: This document sets out the arrangements to carry out functions in a way that demonstrates accountability, transparency, effectiveness, integrity and inclusivity.</i></p> <p><i>Members are asked to: Formally approve the Code of Corporate Governance</i></p>	Helena Nowell	Executive Member for Corporate Services

<p><b>Purchase of Replacement Refuse Collection Vehicles</b></p> <p><i>Purpose of report: To request authorisation for the purchase of 7 replacement refuse collection vehicles. The report presents a MEAT (most economically advantageous tender) analysis of recently submitted tender documents for the purchase of replacement refuse collection vehicles.</i></p> <p><i>Members are asked to: Authorise the purchase of the 7 replacement vehicles from the supplier, Terberg.</i></p>	<p>Geoff Derham</p>	<p>Executive Member for Neighbourhood Services</p>
<p><b>Response to a Petition from Sovereign Park Residents for a rebate and reduction in Council Tax</b></p> <p><i>Purpose of report: The report will respond to the petition and give explanations as to the legislative requirements surrounding Council Tax.</i></p> <p><i>Members are asked to: Endorse the response to the petition</i></p>	<p>Pauline Stuchfield</p>	<p>Executive Member for Corporate Services</p>
<p><b>Local Area Agreement Delivery Fund</b></p> <p><i>Purpose of report: To formally endorse the decision of the WOW Executive Delivery Board in respect of funding schemes to enhance delivery of the Local Area Agreement in the period May 2009 - March 2011.</i></p> <p><i>Members are asked to: To receive and endorse the funding decisions of the WOW Executive Delivery Board in order to commence funding of schemes and projects in May 2009.</i></p>	<p>Nigel Burchell</p>	<p>Executive Member for City Strategy</p>
<p><b>Community Stadium Update</b></p> <p><i>Purpose of report: An update report to inform members of the interim progress of the project and development of the outline business case. A report will be taken to the Executive in June 2009 that sets out the outline business case and will consider options for the continuation and development of the project.</i></p> <p><i>Members are asked to: To note the progress and agree on the approach proposed.</i></p>	<p>Tim Atkins</p>	<p>Executive Member for City Strategy</p>

<b>Title &amp; Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Roll Out of Kerbside Recycling Across the City</b></p> <p><i>Purpose of report: To inform members of the outcomes of the Groves trials and the timetable for roll out to the remainder of the City.</i></p> <p><i>Members are asked to: Note the outcomes of the Groves trials and to agree the timetable for roll-out.</i></p>	Geoff Derham	Executive Member for Neighbourhood Services
<p><b>Customer Strategy</b></p> <p><i>Purpose of report: The report presents a revised Customer Strategy and Delivery Plan following previous consultation with the Executive in October 2008 and extensive internal and public consultation.</i></p> <p><i>Members are asked to approve the final strategy, new Customer First Standards and Customer Care Behaviours, agree the proposed governance arrangements and delivery plan and approve the draft customer leaflet.</i></p>	Jane Collingwood	Executive Member for Corporate Services

<b>Title &amp; Description</b>	<b>Author</b>	<b>Portfolio Holder</b>	<b>Original Date</b>	<b>Revised Date</b>	<b>Reason for Slippage</b>
<p><b>Purchase of Replacement Refuse Collection Vehicles</b></p> <p><i>Purpose of report: To request authorisation for the purchase of 7 replacement refuse collection vehicles. The report presents a MEAT (most economically advantageous tender) analysis of recently</i></p>	Geoff Derham	Executive Member for Neighbourhood Services	14/4/09	28/4/09	Mistake on Forward Plan – was entered for the meeting on 14 April in error

*submitted tender documents for the purchase of replacement refuse collection vehicles.*

*Members are asked to:  
Authorise the purchase of the 7 replacement vehicles from the supplier, Terberg.*

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**Executive**

14 April 2009

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

1. This report presents the minutes of a recent meeting of the Social Inclusion Working Group and asks Members to consider the advice given by the Group in its capacity as an advisory body to the Executive.

**Background**

2. Under the Council's Constitution, the role of Working Groups is to advise the Executive on issues within their particular remits. To ensure that the Executive is able to consider the advice of the Working Groups, it has been agreed that minutes of the Groups' meetings will be brought to the Executive on a regular basis.
3. Members have requested that minutes of Working Groups requiring Executive endorsement be submitted as soon as they become available. In accordance with that request, and the requirements of the Constitution, minutes of the following meeting are presented with this report:
  - Social Inclusion Working Group – draft minutes of the meeting on 11 March 2009 (Annex A)

**Consultation**

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

**Options**

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

## **Analysis**

6. Members are asked to consider the following recommendation to the Executive contained in the attached draft minutes at Annex A (Minute 43 – Consultation about Improvements to York Railway Station):

*“(ii) That the Executive be requested to give full consideration to the issues raised by SIWG in respect of the proposed changes to the station and to the Equality Impact Assessment when this was submitted by National Express.”*

7. Members may also wish to note in particular the advice of the Group in respect of the Democratic Services Equalities Impact Assessment (Minute 40 refers).

## **Corporate Priorities**

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

## **Implications**

9. There are no known implications in relation to the following in terms of dealing with the specific matter before Members, namely to consider the minutes and determine their response to the advice offered by the Board:

- **Financial**
- **Human Resources (HR)**
- **Equalities**
- **Legal**
- **Crime and Disorder**
- **Property**
- **Other**

## **Risk Management**

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

## **Recommendations**

10. Members are asked to note the minutes attached at Annex A and to decide whether they wish to:
- a) Approve the specific recommendations made by the Working Group, as set out in paragraph 6 above, and / or;
  - b) Respond to any of the advice offered by the Working Group.



**Reason:**

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

**Contact details:**

**Author:**

Fiona Young  
Principal Democracy Officer  
01904 551027  
email:  
fiona.young@york.gov.uk

**Chief Officer Responsible for the report:**

Quentin Baker  
Head of Civic, Democratic and Legal Services

**Report Approved**

**Date**

**Specialist Implications Officer(s)** None

**Wards Affected:**

**All**

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

**Annexes**

Annex A – Draft minutes of the meeting of the Social Inclusion Working Group held on 11 March 2009.

**Background Papers**

Agenda and associated reports for the above meeting (available on the Council's website).

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City of York Council

Committee Minutes

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MEETING	SOCIAL INCLUSION WORKING GROUP
DATE	11 MARCH 2009
PRESENT	COUNCILLORS VASSIE (CHAIR), ASPDEN, BROOKS, GUNNELL AND LOOKER (ITEMS 36 AND 38-42)
NON-VOTING CO-OPTED MEMBERS	PETER BLACKBURN – LGBT LARRY HOTCHKISS – YORK OLDER PEOPLE’S ASSEMBLY JAN JAUNCEY – YORK INTERFAITH SUE LISTER – YORK OLDER PEOPLE’S ASSEMBLY DARYOUSH MAZLOUM – YORK RACIAL EQUALITY NETWORK (YREN) PAUL WORDSWORTH – YORK INTERFAITH
EXPERT WITNESSES	NICOLA BEDFORD – HIGHER YORK JOHN BETTRIDGE – MENTAL HEALTH FORUM DAVID BROWN – YORK ACCESS GROUP MAUREEN RYAN – VALUING PEOPLE PARTNERSHIP
APOLOGIES	SARAH FENNELL, RITA SANDERSON, FIONA WALKER AND GEORGE WRIGHT

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### 36. **DECLARATIONS OF INTEREST**

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

No interests were declared.

### 37. **PUBLIC PARTICIPATION**

There was one registration to speak at the meeting under the Council’s Public Participation Scheme.

Verna Campbell, Chair of Campaign Against Barriers at York Station (CABYS), expressed concerns at the problems that could be created for infirm or disabled people by the introduction of barriers at the station (agenda item 8 – minute 43 refers).

Concerns were expressed about the proposed changes, including:

- Problems that would be caused because there would be no easy access to the station from the short-term car park. This car park was frequently used by people accompanying elderly or disabled people to the station.
- Ticket barriers would cause difficulties for frail, elderly or disabled passengers and those with luggage.
- The proposed arrangements were likely to result in congestion, for example around the barriers, which would cause problems for travellers.
- Some people found ticket machines difficult to use.

### **38. MINUTES AND MATTERS ARISING**

RESOLVED: (i) That the minutes of the meeting of the Group, held on 14 January 2009, be approved and signed by the Chair as a correct record.

It was noted that, in the proposed additions to the membership of SIWG, the Access Group were to be invited to nominate only one representative even though the group included people with physical and sensory disabilities.

RESOLVED: (ii) That, should they wish to do so, the Access Group be permitted to alternate their representative to ensure that the views of those with physical and sensory disabilities were heard.

### **39. CHAIR'S REPORT**

(i) SIWG Development Day 2009

Consideration was given to setting a date for the SIWG 2009 Development Day.

RESOLVED: That the SIWG Development Day be held on Wednesday 20 May 2009.

(ii) Membership of the Group

Tribute was paid to the work that former members of SIWG had carried out.

RESOLVED: That thanks be recorded to Jack Archer, who had formerly served as a representative of the York Older People's Assembly and Lynn Jeffries, who had previously represented disabled people, for the contribution that they had made to the Group.

**40. CITY OF YORK COUNCIL DEMOCRATIC SERVICES  
EQUALITY IMPACT ASSESSMENT**

Members of the Group received a report seeking their views on the findings of the Equality Impact Assessment of Democratic Services.

The Democratic Services Manager explained the work of the department and sought the views of the Group as to how improvements could be made. The following suggestions were put forward:

1. Written and Verbal Information

- Comic sans is the preferred font for many users.
- Font size 14 is preferred.
- Improvements need to be made to the Council website as information is not easily accessible.
- Sometimes organisations prepare written documents in different languages but this tends to get stockpiled and go out of date. It is better for the information to be available electronically and produced on demand.
- Although agenda papers give information about access arrangements this needs to be better promoted.
- It would be better for documents to be personalised on request in order to meet the specific needs of individuals e.g. large font size, easy-read version or in another language.

- When documents are emailed the format can be amended by the reader to meet their needs e.g. increasing font size. This is not possible for PDF documents.

2. Procedures

- Council procedures should be modernised and made easier to understand.

3. Members Support and Training

- It needs to be made clear to the public that all strands of the equalities are encouraged to stand for election and that if they have specific needs appropriate support will be in place.
- More action needs to be taken to raise the profile of the work that councillors carry out. Information should be available in places like the library. The role of the councillor should be more prominent on the Council website.
- Careful consideration should be given to the timings of meetings.
- The Group welcomes the proposal to offer equalities training to councillors but notes that not all councillors attend training sessions.

4. Mayoralty

- The Group welcomes the proposal that the Lord Mayor's engagements diary will be more formally monitored to ensure that it supports engagements and visits to groups representative of the equality strands.
- Consideration should be given to The Lord Mayor hosting a reception for representatives of the equality strands on an annual basis.

5. Mansion House and Guildhall Facilities

- Praying/contemplation facilities should be available.
- The situation in respect of the bell at the Mansion House should be addressed as soon as possible as it is extremely demoralising for a member of the

public to seek assistance in this way and for this to go unheard.

- The refurbishment of the toilet for disabled people that is adjacent to Committee Room 2 should be treated as a priority to ensure that it is fully accessible.

## 6. Performance Management

- Whilst the Group welcomes the proposal to collect data to help understand how effective the measures outlined in the Equality Impact Assessment have been, there are concerns that some people may find the questionnaires to be intrusive. The Group would not wish such arrangements to deter members of the community from attending or participating in council meetings or from using facilities such as the Mansion House and Guildhall.

The Group was informed that the questionnaire would be brought to the Group for consideration in due course.

RESOLVED: That Democratic Services be requested to take into account the comments and suggestions put forward by SIWG.

## 41. **CITY OF YORK COUNCIL PRIVATE SECTOR HOUSING STRATEGY EQUALITY IMPACT ASSESSMENT**

Members of the Group received a report seeking their views on the findings of the Equality Impact Assessment of the Private Sector Housing Strategy 2008-13.

Copies of the Private Sector Housing Strategy 2008-13 were circulated and a presentation was given on the key issues. The strategy set out how the council and its partners would work to help improve the condition and management of owner occupied and privately rented homes in York.

Members of the Group put forward the following comments:

- There was insufficient reference to sexual orientation. (It was noted that customer satisfaction surveys included this

information but that it had not been included in the stock condition survey).

- More consideration should be given to issues in respect of racial tension – YREN would be able to provide information as to reported incidents of harassment.
- Some residents had perceived the questionnaires to be a form of prying by the Council even though completion of them was on a voluntary basis only. This was a communication issue that should be addressed when future surveys of this type were carried out.

Larry Hotchkiss informed officers that he had ideas about a new concept in respect of housing issues and it was agreed that he would forward his suggestions to officers after the meeting.

RESOLVED: That it be requested that the comments and suggestions put forward by SIWG be taken into account in the implementation of the Private Sector Housing Strategy 2008-13.

#### 42. **COMMUNITY ISSUES**

(i) Project Proposals for Funding in 2008/9

Sue Lister informed the Group that there was insufficient time in which to arrange the proposed SIWG Diversity Day for 2009. She was therefore seeking approval for the funding of £1,500 that had been allocated for the Diversity Day to be used to develop a community impetus for the event, which could then be held in May 2010. The funding allocated for 2008/9 could be used for purposes such as the creation of a working group to arrange the event and to prepare flyers and leaflets about the day, which could be handed out at other festivals.

RESOLVED: That further information on the proposal be forwarded to the Equalities Officer for consideration at the next meeting.

(ii) Representation from York Interfaith

Jan Jauncey informed the Group that Corry Hewitt would be replacing her as representative of York Interfaith on SIWG. The Chair thanked Jan for the work that she had



carried out and the contribution that she had made to the Group.

**43. CONSULTATION ABOUT IMPROVEMENTS TO YORK RAILWAY STATION**

Representatives from National Express gave a presentation on the proposed improvements to York Railway Station.

The presentation included:

- Improvements made over the last decade
- Recent improvements
- Proposals for 2009/2010
- The future vision

Diagrams of the proposed automatic ticket gates were also circulated.

The Group was informed that representatives from National Express had previously met with the Campaign Against Barriers at York Station (CABYS) and were keen to hear the views of SIWG.

The proposal to install automatic ticket gates was part of the franchise commitment and was very much supported by the Government. It was a key policy of the rail industry.

The Group was shown a map of the proposed developments and it was noted that the long-term aspiration was to work with the council to provide a new bridge, which would link to the city centre.

Members of the Group put forward their views and questions about the proposals and representatives from National Express responded to the points put forward:

- Easy access from the short-term car park to the station is essential, particularly as this car park is often used by carers who are accompanying elderly or disabled travellers.  
*There would be a dedicated walkway from the car park to the station. Phase B of the plans would include the improvements in respect of the Scarborough Road bridge.*

- Will it be possible for a carer to accompany a passenger onto the station platform?  
*Yes. They would obtain a pass from a member of staff. An assisted travel scheme is also in place whereby passengers can arrange in advance for support to be provided on their journey.*
- Would the same apply if you wanted to meet a friend, relative or colleague on the platform?  
*Yes. You would ask a member of staff for a pass.*
- How would parents with several children be able to cope with a ticket barrier?  
*Staff would be available to assist. Wide aisle gates would also be in place for those with buggies or for wheelchairs.*
- Could luggage become trapped in the barriers?  
*Sensors would be in place to prevent the paddles on the machine from closing. Wider gate access would also be available.*
- What would happen if there was a power cut?  
*The gates would open automatically.*
- Why is funding being invested in this way when it could be used to employ more ticket inspectors?  
*There will still be guards on trains. National Express is contractually committed to installing automatic ticket gates. They bring benefits.*
- Do you have figures as to the amount of money that is lost through ticket evasion?  
*Although we are not prepared to state the amount involved, the issue of fraud and fare evasion is a big concern for National Express. The fact that the franchise is prepared to invest around £1million in gating alone is an indication of how seriously the matter is taken. The money saved will be reinvested back into the railways.*
- Can arrangements be put in place to allocate a place for prayer and reflection? York has many tourists who use station and the city is also visited by religious travellers.  
*We will take back the request and give further consideration to this matter.*

- The proposed changes do not acknowledge the historical status of York Station.

*National Express takes its obligations as custodian of York Station very seriously. It is committed to maintaining and enhancing the buildings. The improvements that it has made at stations such as Durham have won awards. Representatives from National Express have met with the "Cultural Quarter" – Ad Hoc Scrutiny Committee and that meeting had focussed more on the cultural implications. The ultimate aim is for the station to link in with the development of the "Cultural Quarter". National Express is committed to support the master plan for the listed building.*

- The station is an iconic building. The proposed arrangements will make it exclusive and only available to travellers.

*The building will not be exclusive. Visits can be arranged for those who are interested in its history and design.*

- How will the proposed changes improve security?

*There have been incidents of vandalism to the male toilets at York Station and of people using the waiting rooms overnight and leaving them in an undesirable condition. Where other franchises have introduced ticket barriers such incidents have reduced, as have incidents of violence and threatened violence to staff.*

- Could improvements be made to the way in which passengers are notified when trains are delayed or platform changes are necessary? The use of an audio system is not helpful to passengers who have hearing difficulties or for whom English is not their first language. They are reliant on asking a member of staff to notify them if a change is announced. It would be beneficial for such announcements to be made in a visual form as well as by an audio system.

*National Express will look into this possibility.*

- People with learning disabilities or for whom English is not their first language may find it difficult to cope with the machines.

*The barriers will be manned at peak times. Video support will be available and the gates can be opened randomly. There will be ticket machines for people entering from Leeman Road and the long-stay car park.*

- Has an Equality Impact Assessment been carried out in respect of the proposals to consider how different equality groups will be affected?

*That is one of the reasons why National Express is meeting with SIWG.*

Members of the Group reiterated their concerns regarding the proposed changes. A key issue remained the access from the short-term car park. There were also concerns that the barriers and ticket machines would pose difficulties for disabled passengers or those for whom English was not their first language.

The representatives from National Express stated that they understood the importance of the railway station to York and recognised that they were custodians of the station. They were keen to engage with community groups and work in partnership with them. Further comments from members of the group were welcome and should be forwarded to them.

- RESOLVED:
- (i) That a copy of the Equality Impact Assessment template used by the Council be forwarded to National Express<sup>1</sup>.
  - (ii) That the Executive be requested to give full consideration to the issues raised by SIWG in respect of the proposed changes to the station and to the Equality Impact Assessment when this was submitted by National Express.

Action Required

Copy of EIA template to be sent to National Express

GR

**44. FIRST YORK**

Concerns were expressed at the impact that the proposed cuts to the bus services provided by First York would have on members of the community, particularly young people and the elderly.

- RESOLVED:
- (i) That a letter be sent to First York expressing the concerns of SIWG regarding the proposed cuts and the implications for members of the community.
  - (ii) That a representative from First York be invited to attend a meeting of SIWG to discuss issues in respect of bus service provision.

Councillor C Vassie, Chair

[The meeting started at 6.30 pm and finished at 9.15 pm].

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**Executive****14 April 2009**

Report of the Head of Civic, Legal &amp; Democratic Services

**Final Report of the 'Cultural Quarter' Ad Hoc Scrutiny Committee****Summary**

1. This report presents the final report of the 'Cultural Quarter' Ad Hoc Scrutiny Committee regarding their review on the proposed 'Cultural Quarter' for York. Councillor Taylor, Chair of the Committee, will be attendance to present the report.

**Background**

2. In coming to a decision to review this topic, the Committee recognised certain key objectives and the following remit was agreed:

**Aim**

3. To contribute towards achieving a long-term direction for the area between the National Railway Museum (NRM), York Railway Station and the Minster, and to consider any positive and/or adverse effects on the city in doing so.

**Objectives**

- i. To understand the Council's strategic approach, and that of its key partners, to the cultural design for the area.
- ii. To contribute to a business plan for achieving the required funding for developing the area into a 'Cultural Quarter'
- iii. To develop and establish some key principles, for guiding a collaborative approach to cultural development in the future, including connectivity to other areas of the city.

**Consultation**

4. As part of the review the following organisations and individuals were consulted:
  - Head of Arts & Culture at City of York Council
  - External Relations Manager at Visit York

- The Chief Executive & the Director of Finance and Business Development at the York Museums Trust
- Officers and Elected Members at Gateshead Council
- Officers at Newcastle City Council
- York Theatre Royal
- Head of Libraries & Heritage – City of York Council
- Representatives of the National Railway Museum
- Dean of York Minster
- Representatives of St John's University
- Representative of Rushbond PLC
- Various Officers in the City Strategy Directorate at City of York Council
- Members of the public at a public drop in session held on 4<sup>th</sup> November 2008
- Public Affairs & Stakeholder Manager and the Head of Property at National Express East Cost

### **Options**

5. Having considered the findings contained within the final report and its annexes attached, Members may chose to support all, some or none of the recommendations shown in paragraph 7 of this report.

### **Analysis**

6. In regards to the aims and objectives of this review, the final report attached analyses all of the information gathered. The final report was presented to the Scrutiny Management Committee on 24<sup>th</sup> April 2009 and they endorsed the recommendations within it.

### **Summary of Recommendations Arising from the Review**

7. The recommendations arising from the 'Cultural Quarter' Ad Hoc Scrutiny Review are:

The following recommendations should be seen within the context of York being a 'Cultural City' and its culture not being confined to any one area.

- i. That City of York Council takes the lead in the comprehensive business plan and design masterplan for this area, especially in terms of implementing any changes to the public realm works, pedestrian links etc between the various investment areas.

REASON: To ensure that a robust business plan and design masterplan are in place.

- ii. That, with the backing of partner organisations\*, the Chief Executive of City of York Council opens negotiations with Yorkshire Forward and other appropriate public bodies with regard to funding the proposed cultural master plan for the city and seeking major investment for realising the opportunities available for improvements to the public realm and civic spaces.



\*Yorkshire Museums Trust, Rushbond PLC, York Theatre Royal, York Minster, National Railway Museum, Kings Manor (University of York), Visit York, York @ Large and appropriate departments within the local authority.

REASON: To source appropriate funding streams.

iii. In view of the fact that development of the York North West site will create more traffic both vehicular and pedestrian:

i. The Committee recommends that substantial improvements be made to the area known as 'Marble Arch' (both road and pedestrian tunnels).

ii. The Committee recommends that City of York Council should seek to agree a new pedestrian/cycle river crossing (linking the National Railway Museum and Museum Gardens) as part of the York North West development plans.

REASON: To ensure that access and egress from the York North West site is appropriate and the area around the NRM receives better connectivity to the rest of the city.

iv. That the Head of Arts & Culture prepares the relevant documentation to propose York as a British City of Culture, should this proposed government initiative go ahead.

REASON: To promote the city as an outstanding centre of culture.

v. That a wider strategy for 'Cultural Development Areas' within the city as a whole, be pursued by York @ Large to engage other cultural attractions and leisure providers e.g. a Castle Area.

REASON: To ensure cultural inclusivity across the city.

vi. That the boundary of the proposed 'Cultural Quarter' be used for investment purposes only. That a fixed boundary is not the most appropriate for a 'Cultural Quarter' in the long term and the position of a permeable boundary should, therefore, be revisited by York @ Large at a future date.

REASON: To find the most beneficial way of defining the area.

vii. That York @ Large be requested to revisit the name 'Cultural Quarter' as part of the work on the comprehensive business plan and the group should consider either a geographical or historical name for the area.

REASON: To reflect the views of the Committee and of comments made by local residents.

viii. That the recommendations of the report commissioned by City of York Council to look at the future of York City Archives be fully implemented to ensure that the Archives are suitably funded and are presented as a key part of the 'Cultural Quarter' area.

REASON: To ensure the future of the Archives within the city.

### **Corporate Strategy – Priorities & Direction**

8. This review related to the following corporate priority for improvement of this Council:

‘Improve the actual and perceived condition and appearance of the City’s streets, housing estates and publicly accessible spaces.’

### **Implications**

9. **Financial** – Financial implications may arise for CYC if all the recommendations in the final report were to be fully implemented. CYC would need to source funding (both internal & external) for major works to the public realm, the upkeep of the Archives and production of appropriate business and master plans. As there is currently no additional funding available, these financial implications would need to be addressed in more detail in future reports to Members should the Executive approve the recommendations arising from this scrutiny review.
10. **Legal** – There are no known legal implications associated with the recommendations arising from this review
11. **Human Resources** – The Head of Arts and Culture led on this review within her service; it may have further impact on her service in terms of putting forward proposals for York to be a British City of Culture. It may also impact on the resources of the Economic Development Team within the City strategy Directorate in terms of producing a comprehensive business plan and design master plan. Any resource issues would need to be addressed in more detail should the Executive approve the recommendations arising from this scrutiny review.
12. There are no known Equalities, Property, Crime & Disorder, or other implications associated with the recommendation within this report.

### **Risk Management**

13. There are no known risks associated with the recommendations within this cover report or with the recommendations arising from the review.

### **Recommendations**

14. Members are asked to note the contents of the attached final report and its annexes and provide comments on the findings and recommendations as shown in paragraph 7 of this report.

Reason: To fully inform the Executive of the outcome of the ‘Cultural Quarter’ Ad Hoc Scrutiny Review.

## Contact Details

**Author:**

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Scrutiny Services  
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**Chief Officer Responsible for the report:**

Quentin Baker  
Head of Civic, Legal & Democratic Services  
Tel: 01904 551004

Report Approved



Date 31.03.2009

## Specialist Implications Officer(s)

**Wards Affected:** Guildhall, Holgate & Micklegate

For further information please contact the author of the report

## Background Papers:

Listed within the Final Report

## Annexes

**Annex 1** – Final Report

- Annex A** Questions used as a premise for investigating other cultural areas.
- Annex B** Timings and costings for stakeholders' future plans
- Annex C** Further information from the NRM and Rushbond PLC
- Annex D** Timings and costings for York St. John University
- Annex E** Further information from York St. John University
- Annex F** Draft Business Plan
- Annex G** Executive Summary of Draft Business Plan
- Annex H** Public Drop in Session Results
- Annex I** LDF & CCAAP Information
- Annex J** Sir Ron Cooke's Suggested Model

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**'Cultural Quarter' Ad Hoc Scrutiny Committee****18 February 2008****'Cultural Quarter' – Draft Final Report****Background**

1. This topic was originally registered in early 2008 by Councillor Hogg to examine the 'Vision' developed in 2007 for a Cultural Quarter for York, linking the city centre with development sites in York North West. He suggested using the 2007 'Vision' document to explore the relationship between the six areas of the quarter (area 1 to include the Railway Station), including pedestrian and vehicular movement, design, open spaces, a river crossing, performance areas, lighting, landscaping, cultural production, promotion and public art.
2. The aim of this vision is to generate substantially more external funding than that which is currently being achieved through an ad hoc approach. The 'Vision' document recognises that getting the link between the city centre and York North West right, will support and guide future city centre development.
3. In coming to a decision to review the topic, the Scrutiny Management Committee recognised certain key objectives and the following remit was agreed.

**Aim**

4. To contribute towards achieving a long-term direction for the area between the National Railway Museum (NRM), York Railway Station and the Minster, and to consider any positive and/or adverse effects on the city in doing so.

**Objectives**

- i. To understand the Council's strategic approach, and that of its key partners, to the cultural design for the area.
- ii. To contribute to a business plan for achieving the required funding for developing the area into a 'Cultural Quarter'.
- iii. To develop and establish some key principles, for guiding a collaborative approach to cultural development in the future, including connectivity to other areas of the city.

**Consultation**

5. As part of the review the following organisations and individuals were consulted:

- Head of Arts & Culture at City of York Council
  - External Relations Manager at Visit York
  - The Chief Executive & the Director of Finance and Business Development at the York Museums Trust
  - Officers and Elected Members at Gateshead Council
  - Officers at Newcastle City Council
  - York Theatre Royal
  - Head of Libraries & Heritage – City of York Council
  - Representatives of the National Railway Museum
  - Dean of York Minster
  - Representatives of St John's University
  - Representative of Rushbond PLC
  - Various Officers in the City Strategy Directorate at City of York Council
  - Members of the public at a public drop in session held on 4<sup>th</sup> November 2008
  - Public Affairs & Stakeholder Manager and the Head of Property at National Express East Cost
6. During the course of the review several speakers had addressed the Committee via the Council's Public Participation Scheme; details of the points they addressed are listed below.

7. Minster Quarter

A representative of the Minster Quarter addressed the Committee at their formal meeting on 16<sup>th</sup> December 2008. He gave details of the launch of the Minster Quarter and how stakeholders representing attractions in the area, businesses and a retail sector were working together. This was linked to the City Centre Area Action Plan (CCAAP) and was a new approach to urban governance.

Committee Comment

Whilst there was an overlap between the Minster Quarter and the proposed 'Cultural Quarter' it was not in any way detrimental as partnership working was crucial to the success of both the Minster Quarter and the proposed 'Cultural Quarter'.

8. Arts Barge Project

At the same meeting on 16<sup>th</sup> December 2008, a representative of the Arts Barge Project attended to inform Members that they were intending to provide a floating cultural centre on the River Ouse.

Committee Comment

Members welcome this project and wished the Arts Barge representatives luck with such an exciting venture. It was, however, noted that the Project would not be within the boundaries of the proposed 'Cultural Quarter'.

9. St John's University

A representative of York St John University attended the meeting on 16<sup>th</sup> December 2008 to further urge Members to include York St John University within the boundaries of the 'Cultural Quarter'.

10. Yorkshire Gardens Trust

A letter had been received from the Yorkshire Gardens Trust regarding the idea of setting up a permanent display to celebrate York's horticultural achievements, possibly within the Museums Gardens. To this effect, the Chairman of the Trust addressed the Committee at their formal meeting on 29<sup>th</sup> January 2009 to speak to them about the ideas put forward in the letter.

Committee Comment

The Committee requested that the letter be forwarded to the Chief Executive of the York Museums Trust (YMT) and YMT be asked to liaise with the Yorkshire Gardens Trust to investigate the viability of permanent displays and temporary exhibitions to honour York's horticultural, botanical and plant biotechnological achievements both past and present. The Committee suggested that both parties might like to explore further novel means of funding any permanent display by inviting donations as carbon-off setting.

11. The Committee agreed to formally appoint Sir Ron Cooke as a co-opted Member of the Committee for the duration of the review.

**Information Gathered**

12. During the course of this review, at both informal sessions and formal meetings Members gathered the evidence contained in the following paragraphs to enable them to inform their conclusions and recommendations. Issues arising from the information gathered and the Committee's analysis of the evidence received is detailed at paragraphs 55-88 of this report.

The Vision Document

13. The Vision document, dated January 2007, was prepared by Austin-Smith: Lord LLP and has been used extensively to explore the initial vision for a 'Cultural Quarter' in York for the area between the National Railway Museum (NRM) and the Minster. The Head of Arts & Culture at the City of York Council presented the 'Vision' document to Members at their formal meeting on 21<sup>st</sup> July 2008. Members were informed that the area between the National Railway Museum and the Minster had been chosen as it was an area which Sir Ron Cooke, former Vice Chancellor of the University of York, had noted as unique in Europe for containing buildings of all ages and in particular a large number of Grade 1 and 1\* listed buildings. It proposed that the 'Cultural Quarter' would be a vibrant, clearly defined area that any customer would be aware that they had entered. The aim of the vision was to generate additional external funding than that which was currently achieved through an ad-hoc approach, to ensure that the whole quarter would benefit from investment.

14. The Vision document covers several study areas and the presentation given by the Head of Arts & Culture included information and proposals for each of these as detailed below:

#### NRM & South of the River Ouse

15. The area above was a surprisingly green space, however it was not easy to move around it. The walk from the NRM to the Minster took approximately 9 minutes and it was felt that a clear connectivity between these two points was required. Reference was also made to redevelopment plans for the York Station and the possibility of opening up both sides of the building in the future.
16. At the moment coaches dropped visitors adjacent to the Memorial Gardens and there was no easy direct access to the river at this point. The city, generally, made poor use of the river frontage and work was required to improve this area.
17. Mention was also made that as part of the York North West development consideration had been given to a central plaza between the two halls of the NRM. A lighting strategy had also been proposed which would assist navigation around the proposed routes.

#### St Mary's Abbey Precinct Gardens

18. Proposals for these gardens included seeking to open up access to the Art Gallery and the Library from rear entrances in the Museum Gardens. Research with visitors to the city had indicated that Scarborough Bridge and 'Marble Arch' (the underpass in Leeman Road) were unsatisfactory routes and suggestions from the original consultants had included the provision of a new pedestrian/cycle bridge over the River Ouse from the NRM/Railway Station into the Museum Gardens. These proposals were intended to cover both daytime and evenings, and would involve reviewing the evening opening of the Gardens.
19. Reference was also made to the possibility of undertaking work on some of the trees in the Museum Gardens to lift their crowns in order to restore the view across the river to the Yorkshire Museum.

#### St Leonard's, Art Gallery & Exhibition Square

20. There were proposals to alter the traffic, which at present used St Leonard's Place. The first phase would involve reducing traffic to 1 lane in each direction and the second phase closing the road to all traffic except buses, cycles and taxis. In the timescales of this development traffic would be much reduced in this area. There were known air quality problems in this area due to the amount of queuing traffic and buses.
21. A private developer now owned St Leonard's Place and was considering a mixed use of hotel, retail and residential for the buildings. A new visitor information centre would be located on the corner of Blake Street.



22. It was proposed that the existing car park to the front of Kings Manor could be moved and replaced by a formal garden and Exhibition Square replaced by civic space.
23. Further proposals looked at linking the Theatre Royal and De Grey House, thereby improving the Theatre facilities.

#### The Library, St Leonard's Hospital & Multangular Tower

24. The railings around St Leonard's Hospital meant that there was restricted space for pedestrian traffic and bus queues. York Library was a magnificent building in an inappropriate setting and the area around it could be turned into civic space to improve the area. There were tentative plans to redevelop St Leonard's Hospital site as a new retail or workshop space.

#### The Minster

25. At present Duncombe Place at the Minster end was used as a taxi turning circle, improvements had been suggested but vehicular access still needed to be considered. There were plans for a plaza at the south entrance to the Minster and these were already progressing. There was a need to look at access to Dean's Park and the setting of the west end of the Minster.

#### The River Corridor

26. At the moment there were no seats on the south bank of the river between Lendal and Scarborough Bridges. There was a need for improvements to this area but any works on the river frontage would need to take into account flooding (i.e. the provision of seating that could easily be washed down).

#### **Studies of other Local Authorities & their Experiences of Developing Cultural Areas**

27. In order to inform their understanding of the best strategic approach for York Members agreed to find out more about how other local authorities had developed their Cultural Quarters/Areas. Members agreed a list of questions that could be used as a premise for their investigations and these are attached at Annex A to this report. A summary of the information gathered is set out in the paragraphs below.

#### Belfast

28. Celebrate Belfast was launched in October 2005 and was a 15 month programme of events and activities centred on the programme themes; 'City Hall Centenary', 'Festivals', 'Cultural Quarters' and 'Sporting Activities'. The aim of the Celebrate Belfast Programme was to help stimulate economic activity and contribute to the cultural life in Belfast through increased arts activity and a change in the perception of Belfast as a place to live and visit.

Belfast City Council commissioned an independent evaluation of the programme and a report entitled 'Belfast City Council Evaluation of Celebrate Belfast 2006 Final Report – Draft Version 2 – April 2007' was produced. This

outlined the key achievements, additional outcomes, legacy and future focus. This report can be accessed through Belfast City Council's website, the address of which appears in the background papers section of this report.

29. The drivers behind the projects had been the promotion of festivals and drawing attention to different areas of the city. It was also indicated from information in the report that it was imperative to have a robust business plan along with robust and certain funding.

#### Wolverhampton

30. Wolverhampton's 'Cultural Quarter' was located in an area that already held most of the city's existing cultural assets including the Art Gallery, Arena Theatre, Light House Media Centre and Grand Theatre. The area also had a number of vacant premises, which were suitable for conversion into cultural uses.
31. Wolverhampton had a vibrant nighttime economy based predominantly around bars and clubs, which appealed mainly to the 18-30 age group. A key objective for Wolverhampton had been to broaden the appeal of the facilities available to families and other age groups.
32. Consultation had taken place with residents and there was a Local Area and Neighbourhood Arrangements (LANA) Coordinator who liaised directly with city centre residents.
33. When asked if they would do anything differently should they have the chance to start again they responded that they would secure longer term funding.

#### Bolton

34. Bolton does not have a designated 'Cultural Quarter' but it does have a 5 year Tourism Development Plan. This sets out the vision for tourism in Bolton, which the local authority aims to achieve by working with, advising and influencing key strategic partners who impact on tourism.
35. Bolton promoted the fact that it was part of Greater Manchester with good transport links and good access to the countryside. Drivers behind the developments were economic.

#### Leicester

36. The 'Cultural Quarter' in Leicester was currently been developed as part of the regeneration of the St George's Area of the city and major cultural projects include a performing arts centre (due to open December 2008), a three-screen digital media centre (construction scheduled to be completed by July 2009) and a depot providing workspace for the city's designers, artists and other creative businesses.
37. Members that had recently visited Leicester had reported that the city had visually improved and now contained some interesting public realm works.

Doncaster

38. Plans for a 'Cultural and Civic Quarter' had originally been drawn up in the 1950s and had recently been resurrected as part of the town's urban renaissance master plan. The objectives behind it were to diversify the economy promoting cultural industries initiatives, creating a tourism interest, reducing reliance on the drinking culture, promoting better urban design with new housing, provision of new performance spaces, a new cinema, swimming pool and new local authority offices. Some of the funding would come from selling off existing council buildings to enable the provision of new public buildings. As developments were still at the planning stage, results of the proposals were not yet known.
39. When asked what they would do differently, should they have the opportunity to start again they responded that they would ensure that they had a better understanding of the competitive dialogue tendering process and would better define and inform earlier their specifications to the private sector.

Visit to Newcastle & Gateshead

40. Members of the Committee visited both Gateshead Council and Newcastle City Council on Tuesday 23<sup>rd</sup> September 2008. Officers and Elected Members at Gateshead Council gave the Committee a tour of the regeneration work that had been undertaken at Gateshead Quays including the BALTIC Centre for Contemporary Art, the Millennium Bridge and the Sage Gateshead. The tour of Newcastle included visits to the 'Heart of the City', Grainger Town, Waygood Galleries, Theatre Royal and Old Eldon Square.
41. During the above meeting Members were given a copy of the final report for the 'Review of Physical Regeneration – Impact of the Regeneration of Gateshead Quays and links to Gateshead Town Centre'. This report shows the findings of the Overview and Scrutiny Committee at Gateshead Council on the regeneration of Gateshead Quays and Town Centre including the impact that the physical regeneration has had on Gateshead, the vision for the future role of Gateshead Town Centre, Separation & Connectivity issues, Transport & Accessibility and Engaging & Connecting with Local Communities. The link to Gateshead Council's report is included in the background papers section of this report.
42. At the same meeting Members were presented with a brochure entitled 'Passionate About Gateshead Quays: The Transformation'. The brochure includes information on how the regeneration of the area was carried out, some best practice examples and some conclusions and advice on regeneration projects.

Visit to Stakeholders

43. On 15<sup>th</sup> October 2008 Members of the Committee visited and spoke to the major stakeholders about their proposed projects. They also walked around the area within the proposed boundary of the 'Cultural Quarter'. Representatives of the York Museums Trust, York Theatre Royal, York Library, Rushbond PLC (owners of St Leonard's Place), NRM and York Minster talked to Members

about their future plans. A summary of timings and costs for the stakeholders' future plans is attached at Annex B to this report. Further comments from the NRM and Rushbond PLC are attached at Annex C to this report.

44. Members also visited York St John University, which lies outside of the proposed 'Cultural Quarter' boundary. Discussions took place regarding the possibility of altering the boundary to include York St John. A summary of timings and costings for their future plans and some further information are attached to this report at Annexes D and E respectively.

#### **Draft Business Plan**

45. At a formal meeting on 29<sup>th</sup> October 2008 Members were presented with a draft business plan for consideration. The plan looked at the fact that while the cultural institutions within the proposed area were nationally and internationally renowned they were also characterised by under investment in the estate. All the institutions within the proposed 'Cultural Quarter' were in the process of embarking upon major redevelopments and it was important that these had reference to the overall context of the city centre and its connectivity with the York North West developments. The draft business plan is attached at Annex F to this report. Members requested that an Executive Summary be produced and this is attached at Annex G to this report.

#### **Public Drop in Session**

46. A public drop in/consultation session was held in York Minster on Tuesday 4<sup>th</sup> November 2008. Yorkshire Museums Trust (YMT), the Minster, Rushbond PLC, NRM, Theatre Royal and York St John University were at this event and chatted to members of the public about their future plans. The Head of Arts and Culture, Members of the Committee and the Scrutiny Officer were available to answer questions. An evaluation form was handed out to all those that attended and the results of these have been collated and are attached at Annex H to this report.

#### **Evidence Received at the Formal meeting held on 16<sup>th</sup> December 2008**

47. At Members request Officers from the City Strategy Directorate attended this meeting and provided details on how the proposed Cultural Quarter sat within the Local Development Framework (LDF) and with the City Centre Area Action Plan (CCAAP). They informed Members that extensive consultations had taken place regarding the CCAAP and 1700 comments had been received. A full report regarding this consultation was due to be presented to the LDF Working Group in January 2009.
48. Officers emphasised that for the Area Action Plan to include the 'Cultural Quarter' as an Action Area, it would be necessary for a robust evidence base to be produced for the 'Cultural Quarter', setting out the proposed projects, delivery partners and funding sources. For this to be incorporated into the next stage of the Area Action Plan and subject to public consultation, the evidence would need to be produced by summer 2009. Further information regarding the above and a summary of the comments received as part of the CCAAP consultation process is attached at Annex I to this report.

49. Members also considered a diagram, prepared by Sir Ron Cooke, which offered a model as to how both the cultural and economic development elements could be encompassed. This is attached at Annex J to this report.
50. Members also received information regarding transport and highways within the proposed 'Cultural Quarter' area. Officers said that a 'City Centre Transport Masterplan' workshop had been held on 15 July 2008. The Transport Planning Unit would be undertaking a review which would consider the findings of a number of projects including the Footstreets Review, Cycling City Strategy, Coach Parking Strategy, various improvements to main routes into the city and an audit of the 'Gateway Streets' to assess where road space could be reallocated to promote sustainable travel choices and improve the experience of visiting and navigating the city. The 'Cultural Quarter' (incorporating St Leonard's Place and Leeman Road) was one of the five areas that would be investigated for accessibility. It was expected that this review would be completed in the summer of 2009.

**Informal meeting with National Express East Coast (NEXC) held on 13th January 2009**

51. A main principle of the Cultural Quarter was to increase accessibility for foot traffic within the area and to that effect it had been presumed that access through the station would remain the same as it is now or be improved. It has, however, recently been announced that NEXC intend to 'gate' the station buildings as part of their franchise commitment. Members, therefore, felt it would be useful to meet with National Express to discuss their future plans for the station.
52. Members asked whether public access across the footbridge to the NRM would still be possible once gates had been installed. Representatives from NEXC confirmed that this route would be for ticket holding rail passengers only and would therefore, no longer be a public thoroughfare.
53. Discussions were also had regarding the idea of a new pedestrian river crossing. NEXC were keen to discuss the possibilities of this further whilst acknowledging that this was still very much in its early stages. The possibility of building a bridge from the end of platform 4 across the river was discussed as the land at this point was at the same level on both sides of the river. NEXC were keen to be involved in any further discussions regarding these ambitions, should they be progressed.

**Evidence Received at the Formal meeting held on 29<sup>th</sup> January 2009**

54. Officers from the City Strategy Directorate attended this meeting and provided information on access routes in and out of the York North West development area. The Committee were informed that, at this stage, it was not possible to give detailed information as a number of issues and options were still being considered. Consultants had been employed to look at access strategies and transport models and they were due to present their analysis in February 2009. Officers said that no decisions had been taken regarding Leeman Road but that whatever decisions were made would take into account the priority for existing residents to have access to their properties. Officers said that if

existing access routes continued to be used, these would be improved and enhanced. Lines of connectivity would also be maintained when new accesses were put into place.

## **Issues Arising & Analysis**

55. After due consideration of all the evidence set out above it became apparent that some common themes occurred and, to this effect, this report seeks to consolidate the evidence gathered in paragraphs 12 to 54 of this report under sub-headings indicative of those themes.

### **Naming and Branding the Proposed 'Cultural Quarter'**

56. Discussions were had regarding the term 'Cultural Quarter' and how it had become apparent during the course of the review that some residents saw the term as elitist and divisive. This had resulted in some negative comments being made about the proposals for the Cultural Quarter on the evaluation forms completed as part of the public consultation event. Members of the public had suggested various alternative names and these were listed within Annex H to this report.
57. Further discussions were had regarding the use of the term 'Cultural Quarter' and it was felt that there was a need to differentiate between the concept of the 'Cultural Quarter' and how it was referred to in general terms. In the context of this review it was being used as a term people were familiar with.
58. Further issues raised on this theme included:
- A 'Cultural Quarter' was not a re-branding exercise but the chance to regenerate an area and an opportunity for York to attract finance to support it
  - Members did recognise that there could be potential problems with branding part of the city as a 'Cultural Quarter'
  - The term 'Cultural Quarter' was nationally recognised by government departments and external organisations and could act as a positive trigger when attempting to access funding streams
  - The External Relations Manager from Visit York informed Members that the Visit York Board had discussed the use of the term 'Cultural Quarter' and not all Members of that Board had been happy with it. However they had recognised the importance and strength of the concept in order to attract funding.
  - It was suggested that 'Cultural Development Area' might be a more appropriate term to use than 'Cultural Quarter'.
  - It was noted that the term 'Quarter' was already used within the city as reflected by the recently launched 'Minster Quarter'.
  - As the proposals evolved it was likely that a more appropriate name would be adopted

### **The Proposed Boundary of the 'Cultural Quarter'**

59. At the beginning of the review it was clarified that the boundary of the proposed 'Cultural Quarter' included York Railway Station.
60. Members saw many potential problems with developing a 'Cultural Quarter' and concerns were raised that York was not a large enough city to have designated areas e.g. a cultural area, a retail area, a business area. The Committee did not wish to exclude any part of the city or any particular institution or organisation and acknowledged that York, in its entirety, was a cultural city.
61. There was a need to define specific areas of the city for the purposes of economic development, whilst in terms of cultural provision; there was a need to be as inclusive as possible. The institutions and organisations based outside of the proposed boundary would be part of the wider cultural agenda and would contribute to activities and events within the 'Cultural Quarter' and benefit from its success. Following on from this the Committee believed it important to have a model that was inclusive and non-competitive and one in which all organisations were encouraged to offer cultural contributions. There must be benefits to citizens in all parts of the city as well as to visitors to the area. Sir Ron Cooke had produced such a model and is attached at Annex J to this report
62. It was, therefore, realised that there was a need to have some kind of boundary in order to attract investment to the area. Whilst the area was referred to as the 'Cultural Quarter' this was for the purposes of attracting funding only and not a reflection on how cultural the city was or on whether one area of the city was more cultural than any other.
63. Further issues discussed in terms of boundaries were as follows:
  - Whether the boundaries of the Cultural Quarter should be soft or rigid
  - Whether the present boundaries should be extended to include York St John University.
64. On analysing and considering all the information they had received on this theme the Committee decided not to recommend any changes to the boundary of the investment zone of the proposed 'Cultural Quarter' (including York Railway Station), for the short term, in order to maximise the chances of attracting funding to the area.

### **Funding**

65. The information received throughout the course of the review led the Committee to determine that attracting funding was of the utmost importance to developing a successful and appealing 'Cultural Quarter' within the city. The Committee acknowledged that all the stakeholder institutions had major development plans afoot and funding for the public realm and for connectivity purposes would need to be requested in the proper context. It was, therefore, imperative to the success of the proposed 'Cultural Quarter', that all organisations involved, including City of York

Council (CYC), speak with one voice in order that appropriate funding streams can be sought for major investment in the public realm and civic space.

66. The following issues were also raised as part of the discussions on funding:
- There was a possibility that because York had a reasonably thriving and stable economy there may be problems in terms of attracting funding
  - Part of the York North West site was within the boundaries of the proposed 'Cultural Quarter' and could be a strong factor in attracting funding
  - How the various organisations would source their funding

### **Role of City of York Council (CYC)**

67. The Committee believed that CYC should act as the key player in enabling the proposals for the 'Cultural Quarter' to be achieved. Most of the stakeholders within the area were independent to CYC and thus, the local authority would need to take a leadership role in terms of the provision of links between the different institutions and ensuring funding was sought for the benefit of the Cultural Quarter as a whole.
68. A draft business plan had been produced and work was still in progress to make this a robust and in depth document that could act as a feasibility study for the agreed 'Cultural Quarter' area. The plan, would ultimately, clarify in clear terms what role CYC should take in relation to the Cultural Quarter.
69. The production of a design master plan for the area was extremely important to allow strategic development of the public realm and civic space in the area between the NRM and the Minster, particularly in terms of seeking to agree an additional pedestrian bridge across the River Ouse as part of the York North West Plans.
70. The Committee noted that Richard Taylor from the NRM had been seconded as a consultant for a project to explore the future of the Archives within the city. His report was presented to the Executive Committee on 23<sup>rd</sup> December 2008. A link to this report and the minutes of the Executive meeting is included within the list of background papers at the end of this report. The Committee wished to see the Archives remain within the city centre and hoped that adequate funding could be found to allow this to happen.
71. Discussions were had regarding putting forward York for the European City of Culture status in order to capitalise on the boost that culture can give to a city's economy and social infrastructure. Officers said that due to the enlargement of the European Union it would be sometime before the UK would be eligible to apply for this status again. It was, however, noted that Andy Burnham MP, Secretary of State for Culture, Media and Sport, had suggested a new panel be formed to consider the feasibility of a British City of Culture prize to begin in 2011. To this effect, the Committee suggested



that the Head of Arts and Culture keep up to date with developments concerning this initiative with a view to putting York forward should it go ahead.

72. Further discussions raised the following points:

- The Council would need to provide encouragement as well as leadership
- The Council would need to support organisations seeking to access funding by removing barriers to investment
- The Council would need to ensure that Council owned buildings within the area, for example the library, contributed to the success of the Cultural Quarter.

### **Connectivity & Proposals for a New Pedestrian Bridge across the River Ouse**

73. One of the key principles of the 2007 'Vision' document is to explore improving accessibility and connectivity within the area between the NRM and York Minster. In light of this, the Committee see the provision of a new pedestrian bridge across the river as a key factor in developing a successful 'Cultural Quarter'.

74. Other comments on this theme were:

- The importance of getting the transport hierarchy correct; with pedestrians at the top of that hierarchy
- The connections between all the areas of the proposed Cultural Quarter needed to be reinforced
- The idea for a pedestrianised Leeman Road and a bridge over the river are key to the re-invention of York in the 21st century as part of a city-centre wide offer that sweeps across from the Minster, through Exhibition Square to Museum Gardens, across the river and up through York North West.

### **St Leonard's Hospital Site & the Area Behind the City Art Gallery**

75. At the moment the St Leonard's Hospital site and the area behind the City Art Gallery were under-utilised. The area behind the Art Gallery was not used at all and comprised quite a large area that had Nissan Huts on it. Thought would need to be given to what would happen to this area.

76. Discussions with Rushbond PLC led the Committee to the conclusion that the route from the back of St Leonard's Place to the St Leonard's Hospital site may be more frequently used once Rushbond PLC implemented their plans for the buildings on St Leonard's Place. Once these buildings were occupied then this route might be used as a short cut to other parts of the city. It was also acknowledged that at present the buildings on St Leonard's Place were only occupied during working hours. In the future they may be occupied for longer periods of time thus providing some lighting for this area, and making it feel safer to use.

77. Further comments were as follows:

- The area between the library and St Leonard's Hospital could be used as a sculpture park or an information centre
- The public were often deterred from visiting them because of problems with anti-social behaviour.
- Further consideration needed to be given as to ways of preserving the history of this area for future generations whilst encouraging visitors to benefit from what it had to offer

### **Traffic, Highways and the City Centre Area Action Plan (CCAAP)**

78. The key issue for the Area Action Plan in relation to the 'Cultural Quarter' was the need to co-ordinate the public realm master planning of the wider city centre with the proposals for the public realm within the boundaries of the 'Cultural Quarter.' It was noted that the information Officers had provided on their CCAAP consultation results largely mirrored those which were collated from comments received at the public drop in session held on 4th November 2008.

79. It would be necessary for a robust evidence base to be produced for the Cultural Quarter in order that it could be included as an Action Area. This would need to set out the proposed projects, delivery partners and funding sources. If this were to be incorporated into the next stage of the CCAAP and subject to public consultation then the evidence would need to be produced by summer 2009.

80. It was important to embed the objectives for the Cultural Quarter into both the CCAAP and the York Northwest Area Action Plan. This would ensure that any proposals were co-ordinated with the wider area.

81. Other factors related to this theme are as follows:

- Although the boundary of the 'Cultural Quarter' could cover an area of more than on Area Action Plan, the government office has advised that Action Plan boundaries could not themselves overlap.
- There were air Quality issues in Museum Street and Exhibition Square from queuing traffic and bus manoeuvres
- Accessibility was a key factor in the success of the 'Cultural Quarter'.

### **Public Drop In Session**

82. The Committee took into consideration all the comments made at this event and these have been collated and are attached at Annex H to this report.

83. It was clear from the evaluation forms received that there were mixed feelings about designating part of the city as a 'Cultural Quarter' and many felt that the boundaries should be broader and not exist at all.

84. The majority of responses indicated opposition to the name 'Cultural Quarter' and various alternatives were suggested.

85. Members of the public generally indicated that they did not want to see large, commercial organisations within the 'Cultural Quarter' but would prefer to see independent organisations alongside performance related events, increased public realm investment, cafes, museums, galleries and creative activities. Late night, noisy activities, large shops and expensive restaurants were some of the things that people suggested would be inappropriate for the area.
86. There was general support for the creation of jobs in the area, with a leaning toward those in the creative industries and the hospitality and tourism trades.
87. Most people who took part in the survey already visited the area at least once every 4 weeks and most said they would visit in both summer and winter and during the day and evening should there be something to do.
88. A large number of people were positive about a new pedestrian river crossing but some felt that improvements to Scarborough Bridge and Marble Arch would be adequate.

### **General/Other**

89. The following issues were raised in general discussion about the evidence gathered during the course of this review:
  - It was important to make the most of York's stunning buildings
  - There was a need to be sensitive to other strong cultural offers outside the proposed Cultural Quarter i.e. Castle Museum, Micklegate, Gillygate, Clifford's Tower, Walmgate
  - There were many events in York that did not get publicised
  - Those involved in the creative industries in York should be involved in the planning process and execution of ideas rather than bringing in people from outside. Examples of this would be the use of the specialist creative industries such as stonemasons and glaziers
  - Did the recent launch of the 'Minster Quarter' affect the proposals for the Cultural Quarter?
  - Was York's challenge one of regeneration or preservation of its existing heritage?
  - There was a need to encourage visitors to return to the city and stay longer
  - It was important to get the correct balance between residents and visitors visiting the 'Cultural Quarter'
  - Ways of sustaining the evening economy around the NRM area would need to be explored
  - If the proposals went ahead the evening culture in York may shift
  - It was important to source trees, cycle racks, seats etc suitable to the area and the design master plan should take this into consideration
  - Currently, there was relatively poor use of the river frontage and the south bank of the river was severely under-utilised
  - Any works on the river frontage should take account of flooding e.g. easily washed down seating
  - There was a need to tackle the problem with geese along the river corridor

### **Analysis of the Studies of other Cultural Quarters/Areas Including Members visit to Newcastle & Gateshead**

90. The Committee made the following points regarding the above theme:

- Most of the cities investigated had been hit by economic decline and the creation of a 'Cultural Quarter' had, in most cases, been part of a greater regeneration project
- It was too early to draw conclusions from most of the cities investigated, as their 'Cultural Quarters' had not been in existence for long enough.
- The drivers for both Gateshead Council and Newcastle City Council were very different from those in York.
- The main aim in Gateshead was felt to be regeneration of the riverside to form Gateshead Quays and apart from the York North West Site there was little regeneration land within the proposed boundaries of the 'Cultural Quarter' in York
- Gateshead Council felt it was important to have a solid plan before applying and sourcing funding
- Gateshead now has one new iconic building (Sage Gateshead) and another iconic building in the conversion of an old flour mill into the BALTIC Centre for Contemporary Art. York already has several iconic buildings
- Neither Council called their areas 'Cultural Quarters'. Members visited areas named Gateshead Quays and Grainger Town
- Both Gateshead and Newcastle were part of a coherent plan of development and were not a re-branding exercise
- Both were Arts and Culture led regeneration and the substantial public investment had drawn in substantial private investment
- Newcastle City Council wished to enhance heritage features to introduce buffers between nighttime drinking areas of the city
- Some of the drivers were similar to York's and some were different:

#### Similar

- Building a nighttime economy not based on drinking
- To improve connectivity, reducing the reliance on motor vehicles
- Opening cultural aspects of the Universities to the public

#### Different

- New sporting facilities for Gateshead
- New cultural icons: Angel of the North, BALTIC Centre for Contemporary Art, Sage Gateshead
- To improve Gateshead's town centre which was mainly owned by a private pensions trust.
- To increase city centre housing in Newcastle via 'Living over the Shop'
- To create a new business area in Gateshead

### **Corporate Strategy – Priorities & Direction**

91. This review related to the following corporate priority for improvement of this Council:

‘Improve the actual and perceived condition and appearance of the City’s streets, housing estates and publicly accessible spaces.’

## Options

92. Having considered the information contained within this report and associated annexes, Members may decide to:
- i. Amend and/or agree the contents of the report.
  - ii. Amend and/or agree the recommendations within this report.

## Implications

93. **Financial** – Financial implications may arise for CYC if all the recommendations in this report were to be fully implemented. CYC would need to source funding (both internal & external) for major works to the public realm, the upkeep of the Archives and production of appropriate business and master plans. As there is currently no additional funding available, these financial implications would need to be addressed in more detail in future reports to Members should the Executive approve the recommendations arising from this scrutiny review.
94. **Legal** – There are no known legal implications associated with the recommendations within this report
95. **Human Resources** – The Head of Arts and Culture has led on this review within her service, it may have further impact on her service in terms of putting forward proposals for York to be a British City of Culture. It may also impact on the resources of the Economic Development Team within the City Strategy Directorate in terms of producing a comprehensive business plan and a design master plan. Any resource issues would need to be addressed in more detail should the Executive approve the recommendations arising from this scrutiny review.
96. There are no known Equalities, Property, Crime & Disorder, or other implications associated with the recommendations within this report.

## Risk Management

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

## Recommendations

98. In light of the above report Members are asked to agree the following recommendations:

The following recommendations should be seen within the context of York being a ‘Cultural City’ and its culture not being confined to any one area.

1. That City of York Council takes the lead in the comprehensive business plan and design masterplan for this area, especially in terms of implementing any changes to the public realm works, pedestrian links etc between the various investment areas.

REASON: To ensure that a robust business plan and design masterplan are in place.

2. That, with the backing of partner organisations\*, the Chief Executive of City of York Council opens negotiations with Yorkshire Forward and other appropriate public bodies with regard to funding the proposed cultural master plan for the city and seeking major investment for realising the opportunities available for improvements to the public realm and civic spaces.

\*Yorkshire Museums Trust, Rushbond PLC, York Theatre Royal, York Minster, National Railway Museum, Kings Manor (University of York), Visit York, York @ Large and appropriate departments within the local authority.

REASON: To source appropriate funding streams.

3. In view of the fact that development of the York North West site will create more traffic both vehicular and pedestrian:
  - i. The Committee recommends that substantial improvements be made to the area known as 'Marble Arch' (both road and pedestrian tunnels).
  - ii. The Committee recommends that City of York Council should seek to agree a new pedestrian/cycle river crossing (linking the National Railway Museum and Museum Gardens) as part of the York North West development plans.

REASON: To ensure that access and egress from the York North West site is appropriate and the area around the NRM receives better connectivity to the rest of the city.

4. That the Head of Arts & Culture prepares the relevant documentation to propose York as a British City of Culture, should this proposed government initiative go ahead.

REASON: To promote the city as an outstanding centre of culture.

5. That a wider strategy for 'Cultural Development Areas' within the city as a whole, be pursued by York @ Large to engage other cultural attractions and leisure providers e.g. a Castle Area.

REASON: To ensure cultural inclusivity across the city.

6. That the boundary of the proposed 'Cultural Quarter' be used for investment purposes only. That a fixed boundary is not the most

appropriate for a 'Cultural Quarter' in the long term and the position of a permeable boundary should, therefore, be revisited by York @ Large at a future date.

REASON: To find the most beneficial way of defining the area.

7. That York @ Large be requested to revisit the name 'Cultural Quarter' as part of the work on the comprehensive business plan and the group should consider either a geographical or historical name for the area.

REASON: To reflect the views of the Committee and of comments made by local residents.

8. That the recommendations of the report commissioned by City of York Council to look at the future of York City Archives be fully implemented to ensure that the Archives are suitably funded and are presented as a key part of the 'Cultural Quarter' area.

REASON: To ensure the future of the Archives within the city.

### Contact Details

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**Final Draft Report  
Approved** ✓

**Date** 10.02.2009

### Specialist Implications Officers

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

### Background Papers:

- Belfast City Council Evaluation of Celebrate Belfast 2006 Final Report – Draft Version 2 – April 2007' – This report, along with an Executive Summary can be found at:

[www.belfastcity.gov.uk/events/docs/celebratebelfastreport.doc](http://www.belfastcity.gov.uk/events/docs/celebratebelfastreport.doc)

- 'Review of Physical Regeneration – Impact of the Regeneration of Gateshead Quays and links to Gateshead Town Centre'. This report can be found at:

<http://online.gateshead.gov.uk/docushare/dsweb/View/Collection-2296>

- 'Passionate About Gateshead Quays: The Transformation'. [A copy of this document is available for viewing from Scrutiny Services, Guildhall, York, YO1 9QN].
- Notes from the 'City Centre Transport Masterplan' workshop held on 15 July 2008
- 'Cultural Quarters: Principles & Practices' - Simon Roodhouse (2006)
- The Future of the City Archives – reports & relevant minutes can be found at:

<http://democracy.york.gov.uk/ieListDocuments.asp?CId=102&MId=3582&Ver=4>

## Annexes

<b>Annex A</b>	Questions used as a premise for investigating other cultural areas.
<b>Annex B</b>	Timings and costings for stakeholders' future plans
<b>Annex C</b>	Further information from the NRM and Rushbond PLC
<b>Annex D</b>	Timings and costings for York St. John University
<b>Annex E</b>	Further information from York St. John University
<b>Annex F</b>	Draft Business Plan
<b>Annex G</b>	Executive Summary of Draft Business Plan
<b>Annex H</b>	Public Drop in Session Results
<b>Annex I</b>	LDF & CCAAP Information
<b>Annex J</b>	Sir Ron Cooke's Suggested Model



**Cultural Quarter Questions**

How did you decide which area to designate as a cultural quarter?

What were your objectives in establishing a cultural quarter?

Has designating the areas a Cultural Quarter had any effect on those cultural institutions outside the designated area?

Which partners are involved in developing the area?

How did you engage local residents in the process of establishing a cultural quarter?

What have been the successes of the cultural quarter initiatives?

What are the key factors in gaining that success?

Have your visitor numbers increased as a result of establishing a cultural quarter? If yes - by how many over what length of time?

What have been the problems of the cultural quarter initiative?

How were these issues overcome?

If you were to start it again today what would you do differently?

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<b>York Cultural Quarter</b>				
<b>Development Plans</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>York Minster</b>	Completion of the Development stage of the Minster Master Programme. Construction of the masons' lodge.	Conservation of stone and glass in East Front together with work on the quires and clerestories. Construction of the Chapter House Yard temporary buildings. Development of interpretation scheme - manf 3D stations and AV programmes	Conservation of stone and glass in East Front together with work on the quires and clerestories. Development of the undercroft and South Transept Approach improvements. Improvements to the Chapter House Yard buildings. Interpretation development and installation within the Minster.	Conservation of stone and glass in East Front together with work on the quires and clerestories.
<b>York Theatre Royal</b>	Discussions with key partners, initial discussions with lead funders. Public consultation commissioned.	Appointment of Design Team, Public Consultation on design proposals. Detailed design proposals and planning applications. Submission of detailed funding applications.	Site work begin.	Handover of finished development, testing and full public launch
<b>York Art Gallery</b>	Development of the capital scheme to enhance facilities at the Gallery with a range of funders including Arts Council England together with applications for funding.		Secure funding for the capital scheme	
<b>The King's Manor</b>	No significant developments planned over the immediate or medium-term at the King's Manor.			

Development Plans	2008	2009	2010	2011
<b>1-9 St Leonard's Place (Rushbond plc)</b>		All timescales are indicative. Submission of plans to seek Planning Permission. Mixed use development to include luxury hotel, restaurants, retail, office and residential (town house and apartment) uses.		
<b>St Mary's Abbey Precinct</b>	Improved facilities at the Hospitium 2007-2008. Complete and open	Yorkshire Museum closes for refurbishment - the objective is realise its full potential in showing the Museum's collections of scientific specimens and archaeological artefacts in ways to challenge, excite and inspire.	Yorkshire Museum re-opens with four new galleries covering Roman, Medieval and prehistoric York together with an audio-visual history of the city.	The Museum Gardens capital project begins - to create a botanical garden which offers opportunities for learning, enjoyment and involvement for people in a safe and beautiful space in the heart of the city.
<b>York Central Library</b>	(Indicative) Development of Plans and discussions with key stakeholders.	(Indicative) Finalising of plans, consultation and planning applications. Transformations of the ground floor and creation of learning rooms.	Further building work dependent on funding.	

Development Plans	2008	2009	2010	2011
<p><b>National Railway Museum</b></p>	<p>Phase 1, 2008-2012: Change perceptions of the NRM and develop, brand image, move into new audience markets, complete Phase 1 of the rebuild on site to create a dynamic new visitor experience with the Great Hall of the Museum. Preparing to welcome 1 million visitors to the NRM from 2012, remodelling the Great Hall and creating new hands on exhibitions keyed to provide learning opportunities for local students to become a key learning resource for all schools in the region, change people's perception of the Museum and develop a brand that articulates the Museum's ambitions, grow the proportion of visitors to York whose prime reason to visit the city is to come to the NRM, be a place of pride and instil a sense of ambition in York for local residents, position the Museum in readiness to progress to Phase 2 and 3 aligned to York North West and York's Cultural Gateway.</p>			

<b>York Cultural Quarter</b>				
<b>Development Plans</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>York Minster</b>	Conservation of stone and glass in East Front together with work on the quires and clerestories.	Conservation of stone and glass in East Front together with work on the quires and clerestories.	Conservation of stone and glass in East Front together with work on the quires and clerestories.	Complete
<b>York Theatre Royal</b>	Complete	Complete	Complete	Complete
<b>York Art Gallery</b>	Expansion of the Art Gallery into the current City Archives space and create a new mezzanine gallery above the main gallery. A desire to create a rear entrance into the Gallery, linking into the Gardens - new pathways and a 'green route'	Capital project completes with improved facilities - exhibition space, café, shop, learning suite, storage, art library and toilets.	Complete	Complete
<b>The King's Manor</b>	No significant developments planned over the immediate or medium-term at the King's Manor			
<b>1-9 St Leonard's Place (Rushbond plc)</b>	St Leonard's Place development project starts.	St Leonard's Place development project completes		
<b>St Mary's Abbey Precinct</b>	York Art Gallery Capital Project begins	York Art Gallery Capital Project begins		
<b>York Central Library</b>	Further building work dependent on funding			

Development Plans	2012	2013	2014	2015
<p><b>National Railway Museum</b></p>	<p>Phase 2, 2012-2020: Dependent on the development of York North West. Creation of pedestrianised public realm with outdoor activities. A new Museum entrance within a Museum Plaza linked to the rear entrance of the railway station; development of high-quality eating and shopping experiences that become a destination in themselves.</p>		<p>Phase 3, 2012-2020: Dependent on the development of York North-West. Internal redevelopment of the visitor experience; a physical link via a new bridge over the East Coast Main line end the River Ouse to York's Cultural Gateway. New partnerships with hotel, conference and commercial exhibition space; develop high-quality eating and shopping experiences that become a destination in themselves.</p>	

<b>York Cultural Quarter</b>								
<b>Resources</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>York Minster</b>	Total development cost £1.4m	Total for implementation cost £17.5m - including East Front stonework £5.5m, Undercroft improvements £750k, Great East Window £1.75m, South Transept Approach £1m and Chapter House Yard works £650k						
<b>York Theatre Royal</b>	Improvements to existing theatre £1.2m	Link extension building £1.9m	Works to De Grey Rooms, professional fees, staff and other costs £1.9m	Complete	Complete	Complete	Complete	Complete
<b>York Art Gallery</b>		Significant costs - scaleable from £2m - £10m dependent on the size and features of the extension to the rear of the building. Ambitions lie at the upper end of this range however as this presents a rare opportunity to create a new, high - quality and unique public building for 21st Century York						
<b>The King's Manor</b>	No resources required as no developments planned for the building							
<b>St Leonard's Place</b>			Significant Investment - exact costings not available					
<b>St Mary's Abbey Precinct; Hospitium; Yorkshire Museum and Gardens</b>	Phase 1: Hospitium Development cost £450k. Complete	Phase II: Hospitium Development of the Yorkshire Museum £2m		Phase III: Development of the Museum Gardens £1m				



Resources	2008	2009	2010	2011	2012	2013	2014	2015
<b>York Central Library</b>	Initial development £100k, further funding will be required dependent on plans/ambitions for the building and service. External funding secured - but currently confidential.							
<b>National Railway Museum</b>	Overall cost of the project estimated to be £20m							

<b>York Cultural Quarter</b>								
<b>Sources</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>York Minster</b>	Heritage Lottery Fund, York Minster resources, City of York Council and private donations			Heritage Lottery Fund, York Minster resources, City of York Council and private donations				
<b>York Theatre Royal</b>	No information available at this stage							
<b>York Art Gallery</b>		Range of funders including Arts Council England			Range of funders including Arts Council England			
<b>The King's Manor</b>		None required						
<b>St Leonard's Place</b>			Private investment - undisclosed sources					
<b>St Mary's Abbey Precinct; Hospitium; Yorkshire Museum and Gardens</b>	Phase 1: Complete	Phase II: £1m has been secured to date. Other funding is being sought from Yorkshire Forward, Monument Trust and Renaissance in the Regions. Development of the Museum Gardens , £1m required in total.		Phase IV: Development of York Art Gallery £2m - £10m depending on scale. Funding from a number of funders including Arts Council England.				
<b>York Central Library</b>	£100k sourced initially, however, current budget constraints mean that development may be delayed until sources of funding can be secured.							

Sources	2008	2009	2010	2011	2012	2013	2014	2015
National Railway Museum		The NRM are fundraising from a mix of public & private sources toward £20m cost; including £7m bid to the HLF and discussions with Yorkshire Forward.						

<b>York Cultural Quarter</b>	
<b>Overall Development</b> (all dates are indicative)	
<b>2008</b>	Largely a development phase for the Cultural Quarter - with the Minster development stage of their programme complete, discussions underway within a number of stakeholders; York Theatre Royal, York Art Gallery and York Central Library. However, work has been completed on the Hospitium and the building is open, construction of the masons' lodge at the Minster is due to start and work begins to develop the range of facilities and exhibitions within existing buildings at the NRM.
<b>2009</b>	Over the next nine years, work will continue at York St John University (on the periphery of the Cultural Quarter as currently defined) to develop new space, adapt existing space and develop new courses and programmes to provide trained and educated people who will provide a key human element for the Cultural Quarter. At the Minster, while work continues to conserve the stonework and glass, temporary buildings are constructed in Chapter House Yard together with work beginning on the interpretative facilities. At York Theatre Royal, with a design team in place, consultation begins on proposals while planning and funding applications are drawn up. Similar work will be taking place across the road in St Leonard's Place as Rushbond plc make their plans for 1-9 St Leonard's known in detail. Work to finalise the designs for work at the Central Library take place together with consultation on proposals. The Yorkshire Museum closes for refurbishment while work continues on the first phase of developing exhibits and themes at the National Railway Museum.
<b>2010</b>	Work takes place at the Minster to improve access to both the South Transept and the Undercroft while the Chapter House Yard buildings are completed together with that of interpretative work inside the cathedral. Funding is expected to be secured for developments of the capital scheme at York Art Gallery while on the opposite side of the road at 1-9 St Leonard's Place developments should be settled and planning permission obtained for work to begin in 2012. The Yorkshire Museum reopens with four new galleries on York's history and way of life.
<b>2011</b>	Work continues at the Minster in conserving glass and stonework on the East Front as well as surrounding quire areas. Work is expected to be completed at the Theatre Royal together with testing and launch. York Art Gallery is expected to secure funding for their capital scheme and the development work on the Museum Gardens begins to restore the botanical gardens, secure volunteer and community participation, open up old vistas and new green routes.

<b>Overall Development</b> (all dates are indicative)	
<b>2012</b>	Work begins at York Art Gallery to expand into the City Archives space and to create new galleries both there and above the existing main gallery. Developments begin too, at the rear of the building to create a new entrance, improve public space and access together with facilities like additional space and a cafe. The work at 1-9 St Leonard's Place begins to create a key, mixed use building at the heart of the Quarter - with a boutique hotel, restaurants, retail and residential space. Work on Phase 2 of the NRM development work begins, the creation of a new pedestrianised public realm, new Museum entrance and the development of eating and shopping destinations set within a new plaza.
<b>2013</b>	While work continues on stone and glass conservation at the Minster, the work on York Art Gallery completes to improve facilities within the building; more galleries and exhibition space, a new café, shop, learning suite and art library. Work continues at 1-9 St Leonard's Place to develop a key, mixed-use building at the heart of the Cultural Quarter.
<b>2014</b>	Work begins to near completion on the East Front of the Minster while work is complete at York Theatre Royal and York Art Gallery. 1-9 St Leonard's Place development completes - providing a boutique hotel, retailing, restaurants and residential space (both apartments and town houses) - giving a major new facility at the heart of the Cultural Quarter. Phase 3 of work at the NRM, dependent on the development of York North West, begins. This work will link both the NRM and York North West with the heart of the city via a new pedestrian bridge, create new partnerships with hotel, conference and exhibition spaces and place the NRM and neighbouring restaurants and shops on the map as a destination in their own right.
<b>2015</b>	The Cultural Quarter is now largely complete in physical terms: it presents an entirely new perspective for the resident and visitor alike - a cultural and historical space, centred around St Mary's Abbey Precinct and the Abbey, stretching from NRM in the west to the Minster and York St John University to the North East with key buildings and facilities facing into it and linked by paths and green routes. With greatly improved facilities for both residents and visitors alike to enjoy the rich variety of culture that York is able to offer in improved and dedicated surroundings.

## York Cultural Quarter

### York Minster

The Dean and Chapter see the planned improvements to access at the South Transept as improving the Minster's links and attachments to the city - essentially as a gateway linking the church to the urban landscape. Moreover they see the Minster as providing not merely an important attraction but having a pivotal role in the economy of York - providing jobs and the opportunity for the development of important skills in many areas of preservation, development, interpretation and culture.

There are a number of improvements to the access planned at the Minster as part of their new south entrance. The most obvious of these are the new set of steps with improved access for wheelchair users; in a vesica shape - steps encircled on two steps by a ramp in stone. The ticket desks will move out of the Minster's south transept into two shops in Minster Gates as the public approach the cathedral and the ticket will then be checked in the Minster itself. There will also be a box office facility available at the Minster too.

There will be a temporary entrance at the West end of the Minster during construction in 2009, seen as less efficient but essential if works are to progress to schedule. Part of this work will be to improve disabled access to the undercroft - the area below the central crossing created by the programme to stabilise the central tower in the late 1960s and providing public access to the treasury, and the foundations of the present building and the earlier cathedral too.

The present programme of work to restore the glass and stone of the east window is progressing and while the glass is out for repair a colour representation printed by Hewlett Packard will be hung in its place. While the window is being worked upon by the Glazier's Trust there will be an opportunity to see the glazier's at work in Bedern via live screens in the Minster. A similar facility will explain the role of the masons and stonecarvers who work in the Minster Stoneyard in preserving the 800 year old cathedral.

The detail of the Minster's development programme is contained in a six volume bid to the Heritage Lottery Fund which centres on the themes of tourism enhancement through improved communication and interpretation and improved access to the building; particularly for those with a mobility disability.

**York Cultural Quarter****The King's Manor**

The King's Manor has a large and growing archaeological department and a medieval studies department - thus there is a footfall of some 400-500 students, academic and other staff in the building. There is no major expenditure or change of occupancy planned at King's Manor in the immediate or medium-term future (i.e. to 2015) so therefore no significant costs over and above maintenance and some internal changes of use.

There is sympathy from the King's Manor users for a throughway that is tempered by anxieties on the part of their security department about safety of users and property; petty theft is a significant problem as is small scale vandalism and occasionally other crimes. While security is an issue - e.g. the lane between King's Manor and the 1-9 St Leonard's Placebuilding - this is an important opportunity for a more visible through route to the Museum Gardens and the city centre and the idea of a mutual security operation with all interested parties (City of York Council, York Museums' Trust, Theatre Royal and Rushbond plc) about the security implications of opening up routes in the St Mary's Abbey Precinct is being discussed. There is a need to balance security with the long standing desire for through routes and with an assumption that satisfactory solutions can be found to secure them.

**York Cultural Quarter****York Museum's Trust - York Art Gallery**

The overall objective which York Museums' Trust has set for the Art Gallery is to realise the potential of unused spaces in the building and improve access to the collection of designated fine and decorative art collections that are currently not on public display. The plan is to open more of it to view, involvement and enjoyment and physically connect the Gallery with the Abbey Precinct.

The project is to expand the Art Gallery into the space currently occupied by the City Archives, provide space for new galleries and particularly create a new mezzanine gallery above the existing main gallery. At the rear of the building there is a desire to extend the Gallery into the gardens and create a new entrance, provide a new entrance to the Precinct, linking with new pathways and a 'green' route. The extended space will provide accommodation for more displays and exhibitions including a contemporary programme as well as an improved cafe, shop, learning suite, storage, art library and toilets.

York Art Gallery, with a new rear entrance, will therefore become an integral part of the St Mary's Abbey Precinct with Exhibition Square being developed as an event space for the city.

In terms of timescale, the Museums' Trust will seek funding to develop the plan for York Art Gallery from a range of possible funders including Arts Council England in 2008-09 and secure funding from 2010. Arts Council England, for example, is committed to increasing funding to the visual arts across the country. The plan is to start the capital project in 2012 and complete in 2013.



## **York Cultural Quarter**

### **York Theatre Royal**

York Theatre Royal is working with York Conservation Trust on extensive plans for the development and expansion not only of its existing premises, but also into de Grey House and the de Grey Rooms - while they are already using the building to some extent, more space will become available when the relocation of the Visitor Information Centre (VIC) takes place in 2009.

It is proposed that there should be a connecting building between the theatre and de Grey House which will need to pay due respect to the importance of the existing theatre foyer. To make this connection possible, discussions are underway with NEDL to explore some of the difficulties presented by the electricity substation in the basement of de Grey House and the proposed relocation and upgrade.

York Theatre Royal has continuously evolved in response to the changing needs of audiences and the community with developments in recent years focussing increasingly on children, families and young people. Within the last 8 years the Theatre Royal has developed a new studio space to accommodate youth and community productions, created a vibrant youth theatre group for young people from 5 to 25, introduced a programme of theatre productions aimed specifically at children, and have initiated an extensive partnership with schools to support creative learning across all areas of the curriculum.

A good example of the Theatre working in collaboration with York's many cultural attractions and communities was the highly acclaimed production of the Railway Children, staged at the National Railway Museum which played to over 20,000 people in the Summer of 2008.

In addition to a striking new link building providing a single entrance to the theatre complex, the development will refurbish the de Grey Rooms (currently inaccessible to the public), creating new flexible rehearsal and performance space. This will provide facilities for better programme of activity with schools, enlarge the foyer to bring significant improvements for audiences front of house and allow the cafe bar area to move forward and providing the possible opportunity to glaze in the colonnade and move out on to the pavement should changes to the current level of vehicle traffic use take place.

**York Cultural Quarter****Rushbond plc: 1-9 St. Leonard's Place**

Rushbond plc acquired 1-9 St Leonard's Place and 2/4 Museum Street from the City of York Council, who continue to occupy the premises pending relocation.

Architects have been instructed to produce an initial scheme design. The scheme concept involves the reconfiguration and re-use of the existing buildings, the clearance of the low quality extension buildings and the development of a new building alongside. The new building element would offer an opportunity for an exciting new contemporary form of architecture to complement the refurbished historic buildings.

A mixed use development is envisaged to include a high quality luxury hotel together with restaurant, retail and office space as well as residential (town houses and apartments) uses with associated car parking. This would be significant development which would represent a major private sector led investment into the Cultural Quarter. It would add to the diversity of uses in this area and extend the hours of operation of the buildings into the evening times. A high quality luxury boutique style hotel would expand the range of hotel accommodation available within the City Walls. Additional restaurants would support and complement nearby attractions including the Art Gallery and Theatre Royal. There is an opportunity to provide space for retailers, particular seeking high quality and unique accommodation, as well as for office users, seeking a flagship office location. Residential uses can support the overall mix, add to the diversity of the total offer, and provide an appropriate use for this superb array of historic buildings.

A planning application is expected to be submitted in 2009/10 with redevelopment proposed for 2012 onwards.

**York Cultural Quarter****York Central Library**

The ambition is to transform York Central Library into an Explore Centre in partnership with Adult and Community Education in line with the Library Strategy (as detailed in 21st Century Learning:21st Century Libraries). The plan is to provide 6 Explore Centres across the city - the first opened in Acomb in February 2008 and the second in New Earswick July 2008.

The Transformation is planned in 3 phases:

1. Creation of a suite of learning rooms and transforming the layout of the ground floor including a new café. The library are currently working with the conservation officer and an architect to create a plan for this - taking into account the listed nature of the building. The aim is to demonstrate how the change will increase visitors and issues. Adult and Community Education are planning a series of learning programmes which includes ESOL and Skills for Life. This phase will also include a project with an external funder (which will last for 3 years) - so there will be additional funding coming in. Details of this are currently confidential.
2. A report will go to the Executive by the end of the year with recommendations for the future of the City Archives. One possibility is for the a move into the library although this would be dependent on capital investment and possibly a bid to the Heritage Lottery Fund.
3. Major building work to increase space - possibly through the addition of another wing upstairs - and complete the transformation. This phase would need approx £3m to £5m.

## York Cultural Quarter

### **York Museums' Trust: Museum Gardens, the Hospitium, St Mary's Abbey Precinct, York Art Gallery**

At present the buildings in St Mary's Abbey Precinct are disconnected, standing in isolation from one another with little interpretation of the buildings, landscape, trees and plants. Physical access to the site is limited and impossible in part for people with mobility difficulties and visitor facilities are poor or non-existent. A large section of the land behind York Art Gallery is physically inaccessible. The connection with the river is restricted owing to heavy tree canopy growth and large parts of the gardens are underused.

Visitors are currently unable to appreciate the 2000 years of history that is represented in the Precinct, its importance to the history of the city nor the role that it plays in the history of the country. There are many themes that could be developed that are currently unrealised - the Roman period, the medieval abbey and its community, the history of York, plants and trees, garden design and architecture are some of the themes which can be explored and interpreted.

In a wider context, the Precinct sits at the very heart of the city, including the National Railway Museum, the King's Manor, St Leonard's Place and Exhibition Square leading through to Dean's Park and York Minster. Within the Precinct itself the Yorkshire Museum is ideally placed to interpret the city's history as well as that of the region and the country through the collections and the built environment around it. While on a map the area of the Precinct can be clearly defined, on the ground form does not follow function and the various cultural institutions are seen as remote from one another - the meaning of the landscape is hard to understand and while there are fine views to be glimpsed, there is currently no overall sense of meaning to the landscape.

The ambition for the Precinct is to improve the urban realm and establish its identity and connectivity. This has evolved and developed through discussions within the Steering Group which include York Museums' Trust, the University of York, St Olave's Church, City of York Council and English Heritage with the two main stakeholders being the University and the Council. The involvement and support of the University of York is especially important because the King's Manor is situated within the Abbey Precinct.

The development of St Mary's Abbey Precinct is planned to take place in four phases:

Phase 1 - The Hospitium

Phase 2 - Reinventing the Yorkshire Museum

Phase 3 - The Museum Gardens

Phase 4 - York Art Gallery

These will need to develop concurrently between 2007 and 2013

## York Cultural Quarter

### **York Museums' Trust: Museum Gardens, the Hospitium, St Mary's Abbey Precinct, York Art Gallery continued...**

The work to develop the Hospitium is already complete and is the centre for York Museums' Trust Conference and Corporate Business. The income it provides will help towards the economic sustainability of the Trust and future investment in the development of St Mary's Abbey Precinct. Development of the building included installing a lift and internal stairs to the first floor, soundproofing, toilets, kitchens and offices. The project was completed in April 2008 and on budget of £450k.

Phase 2: Work to refurbish the Yorkshire Museum is scheduled to take place between 2009 and 2010 and aims to realise the Museum's full potential from its collections of scientific specimens and archaeological artefacts in a manner which will challenge, excite and inspire with a special focus on the Roman and Medieval periods. The Museum was established in 1830 and attracts 180,000 local residents each year as well as 70,000 visitors to the city. The ambition is to attract 200,000 visitors from a range of audiences to explore new galleries covering the city's Roman, Medieval and Pre-historic periods and an audio-visual presentation on the History of York in the Tempest Anderson Hall.

The development of the Museum Gardens in Phase 3 will seek to create a botanical garden offering opportunities for learning, enjoyment and involvement in a safe and attractive space in the heart of the city. The project will develop the garden which will extend from the historic Museum Gardens through to land behind York Art Gallery providing new gardens and public spaces. New pathways and green spaces and routes will be created with the gardens enhanced with new planting and interpretation with views re-established. An events programme will involve local people through an active volunteers scheme while events in the gardens will engage new audiences. The volunteers programme will be established in 2008 and consult local people in order to develop ideas and aspirations for the garden. A gardens manager has already been appointed to lead the project. Resources will be sought in 2009-2010 and the capital project is scheduled to begin in 2011.

Phase 4 seeks to develop the Art Gallery (more detail under the separate Art Gallery section) in such a way as to realise the potential of unused spaces and the designated fine and decorative arts collections that are not currently on display within York Art Gallery. The objective is to open more up for public display, involvement and enjoyment and physically connect the Gallery with the Precinct. There are plans to expand the Gallery into the space currently occupied by the City Archives, creating a new mezzanine gallery above the existing main gallery. There are plans to extend the Gallery into the gardens, create a new rear entrance linked to pathways and a new green route. This extra space will provide more displays and exhibitions including an improved cafe, shop, learning suite, art library and toilets. Exhibition Square is to be developed as an event space.

Resources will be sought from the Arts Council England amongst others in 2008-9 and secured from 2010. The capital project is planned to start in 2012 and be completed in 2013.

## **York Cultural Quarter**

### **National Railway Museum**

The National Railway Museum (NRM) which is part of the National Museum of Science and Industry, is the busiest museum outside of London and a considerable asset to both the city and regional economies. It costs around £6m to run each year with around £750,000 of that raised from internal trading. It directly employs 200 staff and 200 volunteers and indirectly supports 750 jobs in the wider economy, contributing overall £35m into the York economy each year. The NRM has a new vision of being a world class museum where people from all walks of life will chose to explore how railways help shape our world and seeks to be the North of England's premier heritage attraction, a dynamic 21st century experience with top class public facilities and the centrepiece of a new city centre quarter in York. Currently 800,000 people visit the museum each year and the ambition is to develop this to a steady 1,000,000 from 2012.

The short/medium strategy (2008-12) which will set the scene for later, more dramatic, developments to the Museum and its environs, is to change public perceptions and brand image, move into new markets and complete Phase 1 of the redisplay on site, creating a dynamic new visitor experience within the Great Hall of the Museum which aligns the Museum to the aspirations of the York North West project and assists with the desire there to forge strong routes and connections with the rest of the city.

The Great Hall project will combine new and improved facilities for visitors with more engaging displays - enabling visitors to explore the impact railways have had in forming their lives. The ambition is to increase visitor numbers to over 1m in 2012 which will stabilise to around a million over the following four years with a greater proportion of visitors being from outside the region and who elect to stay overnight in the city. A key element in changing public perceptions of the NRM is to change the on-site cultural offer and begin to redevelop the brand by becoming a story-led museum offering a diverse programme with the multiple interpretations audiences are seeking. The Museum's website will be redeveloped and the possibility of an on-site temporary exhibition space capable of taking international quality exhibitions will be explored.

The long term strategy (2012-2020) is for the Museum to become a core part of a new cultural and leisure quarter in the city, within a pedestrianised public realm and with green spaces providing outdoor activities. There will be a new entrance to the Museum with shopping and eating facilities sited within a new Museum Plaza. With the construction of a new bridge over the River Ouse and the East Coast Mainline, the museum will become linked with the railway station in one direction and the centre of York in the other. The immediate site development will include other improved facilities too, a new hotel, expanded conference facilities and commercial exhibition space.

The cost of this project is about £20 and the NRM are actively fundraising from a mix of public and private sources, including a £7m bid to the Heritage Lottery Fund, which has been submitted, and ongoing discussions with Yorkshire Forward.

## Further Comments from The National Railway Museum (NRM)

NRM is a very successful facility for York residents and visitors alike.

- The most visited museum outside of London, over 800,000 visitors per annum
- 50% of our visitors cite the NRM as their main reason for coming to York
- 200 staff, over 200 volunteers
- Puts £23 million per annum into local economy

Like all successful organisations we need to change to survive and our long term vision is to be a world class attraction for York, which encompasses a learning, leisure and business campus. To do this we must overcome the many shortcoming of our split site and poor quality public realm: areas, which are not in NRM's control

Elements of our vision include:

- A new visitor experience, (including a first phase redevelopment of the Great Hall for 2012)
- A new signature entrance building
- Public plaza
- High quality eating and shopping
- Links to the centre of York across the river
- Business development
- Hotel/ conference facilities
- Parkland Green spaces

We see ourselves as the western anchor of a new axis linking the Minster, Museum Gardens and Railway Museum across the railway and river – part of an extension of York's city centre made possible by York Central.

This long term vision is intimately connected to York Central development, which would deliver many elements of the plan, but has even more resonance in a city wide development of the Cultural Quarter and York's re-focus on its river environment.

York Central, through its comprehensive re-development incorporating a new approach to land traffic in the area, provides the opportunity to pedestrianise Leeman Road where it bi-sects the museum.

The ideas of a pedestrianised Leeman Road and a bridge over the river are key to the re-invention of York in the 21st century as part of a city-centre wide offer that sweeps across from the Minster, through Exhibition Square to Museum Gardens, across the river and up through York North West.

These elements have been enthusiastically received by other Cultural Quarter stakeholders, the York Central group and by Yorkshire Forward, but only York City Council can make these elements a reality through the planning and development process.

Two areas of discussion followed:

1. As with other elements of the Cultural Quarter, NRM's institutional vision can only contribute to an holistic re-development of York if all those elements of the public realm which currently lie with the City Council join them together.
2. The issues around the re-routing of traffic away from Leeman Road and the form of the public transport offer is something which Scrutiny group felt they need to apprise themselves of.

Note: it will be a requirement on the Developer appointed to develop the York central site to come up with a proposal that meets the requirements of York City Council.



## **Further Comments from Rushbond plc**

Rushbond plc acquired 1-9 St Leonard's Place and 2 / 4 Museum Street from the City of York Council, who continue to occupy the premises pending relocation to new offices.

Rushbond have instructed architects to produce an initial masterplan / scheme concept design for the property. The scheme concept involves the reconfiguration and re-use of the existing buildings, the clearance of the low quality extension buildings and the development of a new building alongside. The new building element would offer an opportunity for an exciting new contemporary form of architecture to complement the refurbished historic buildings as well as enhancing the level of activity in the street to the rear of St Leonard's Place.

A mixed use development is envisaged to include a high quality luxury hotel together with restaurant, retail and office space as well as residential (town houses and apartments) uses with associated car parking. This would be a significant development which would represent a major private sector led investment into the Cultural Quarter. It would add to the diversity of uses in this area and extend the hours of operation of the buildings into the evening times. A high quality luxury boutique style hotel would expand the range of hotel accommodation available within the City Walls. Additional restaurants would support and complement nearby attractions including the Art Gallery and Theatre Royal. There is an opportunity to provide space for retailers, particular seeking high quality and unique accommodation, as well as for office users, seeking a flagship office location. Residential uses can support the overall mix, add to the diversity of the total offer, and provide an appropriate use for this superb array of historic buildings.

A planning application is expected to be submitted in 2009 / 2010 with redevelopment proposed for 2012 onwards. Extensive consultation on the proposals is planned prior to the submission of any planning application.

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<b>On the Periphery of the Cultural Quarter as Currently Defined</b>								
<b>Development Plans</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>York St John University</b>	Between 2000 and 2008 the University has invested between £60m - £70m in the Lord Mayor's Walk site of which some £47m has been directly or indirectly invested in Arts and Creative Media	Significant investment planned over a nine year period of which a major proportion will underpin investment in Arts/Creative Media - performance activities. This has been informed by a detailed Faculty of Arts development plan which includes the creation of Postgraduate space and Business incubation space. The Buildings will be; Wilmot Building (space adaptation and new build) - Digital Technologies; Design and Technology Building (space adaptation and refurbishment) - CPD - Local creative industries; Fountains Learning Centre - (Space adaptation and refurbishment) - Creation of a Mac Suite - dual platform fine art based media - still and video. Fine Art Building (space adaptation, refurbishment and new build) - creation of Mac Suite. Quad - (space adaptation and refurbishment) - music technology.						
<b>Resources</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>York St John University</b>	Total development cost £60m - £70m	Further development investment of between £7m and £10m with an active strategy to increase in partnership with external resource stakeholders.						
<b>Sources</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>York St John University</b>	University's own funds plus Hefce funding	University funds, Hefce funding with enhancement from RDA and regional/national based resource holders with a commitment to the professional development of arts, heritage, tourism, culture and technology. In addition the University Directorate for Institutional Advancement will also be engaged in raising funding through sponsorship initiatives and other forms of voluntary donations.						

## On the Periphery of the Cultural Quarter as Currently Defined

### York St John University

York St John University has invested between £60m and £70m between 2000-2008 in the Lord Mayor's Walk site of which nearly £47m has been directly or indirectly invested in Arts and Creative Media. Most of this has been sourced via the University's own funds or the Higher Education Funding Council for England (Hefce).

In terms of investment in the Arts and Creative Media between the period 2009-2015, the University anticipate:

1. Investing between £7m and £10m over this nine year period, the source of these funds being either self-generated or Hefce funding which will of course be subject to future Government policies and economic pressures. Investment will be supplemented through development funding via voluntary donations.
2. It is highly likely that a significant proportion of the £7m - £10m will underpin investment in Arts/Creative Media - Performance activities.
3. It is hoped that the YSJU anticipated figure will be enhanced as a consequence of RDA and Arts Council funding.
4. The Estate Strategy III 2008-2018 document has been informed by a very detailed, exciting and ambitious Faculty of Arts development plan which includes the creation of Postgraduate/Business incubation space.

Currently there are some 1,820 students in the Arts/Creative Faculty at the University and there are aspirations to introduce a number of courses - underpinned by the Faculty of Arts development plan which relate to the Cultural Quarter:

Creative Writing

Further Community Arts Courses

More Design Options - furniture, textiles, interior and multimedia

Growth in the number of dance places

More modern languages provision

Tourism management course

Cultural History course

Peace studies

There are associated developments in terms of new build, space adaptation or refurbishment of buildings over the period 2009-2018 to provide facilities for these courses as well as postgraduate and business incubation space. These buildings will be the Wilmot building (digital technologies), a Design and Technology Building, developments at the Fountains Learning Centre for creation of a Mac Suite amongst others - including space for the development of music technology facilities.

## Further Comments from York St John University

Cultural Quarter Ad Hoc Scrutiny Committee Visit – York St John University, 15 October 2008.

The Dean of Arts and the Head of Regional Partnership Strategy, welcomed members of the City Council to York St John University to discuss the current exploration of developing a cultural quarter for the City of York. The following key points were noted:

- That the University had strategically placed itself over the past 6 years to respond actively and with great energy to the Creative Britain: New Talents for a New Economy agenda driven by the Department for Culture, Media and Sport.
- That the cultural assets of York St University as a city centre University – its physical estate developments particularly in the Arts faculty, its academic teaching and research staff and students and the presence of the Yorkshire Film Archive and the Theatre Royal archives and a £4.6 million educational arts centre focussing on national excellence in learning and teaching in collaborative creative practice, should be included as a key participating institution in the development of a cultural quarter for York.
- That the University commitment in all 4 Faculties to connecting cultures and communities in and across the City and region to engage in new learning opportunities to train and up-skill existing and future workforce in the City and region, makes the university an important catalyst for change, development and prosperity in the City and beyond.
- That the University's current partnerships with a range of cultural institutions in the City, region and internationally bring additional focus, opportunity and value to support the City to achieve its future ambitions by providing and sharing expertise in arts, heritage, tourism, culture, health and sport developments – product, event/festivals and business expertise – in collaboration with the newly established York St John Business School.
- That the University's SPACE (Sustainable Partnerships and Community Engagement) project to be located in the listed buildings at 56-58 Lord Mayor's Walk, in the new contemporary De Grey Court Complex, would be a major portal to develop, deliver and sustain a wide range of educational, culturally relevant and business focussed initiatives contributing to the future success of York's tourism, heritage, leisure and cultural industries.

Dean of Arts  
York St John University

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## Towards a CULTURAL QUARTER Business Plan (Draft Business Plan)

### 1 Introduction

#### 1.1

The impetus towards a Cultural Quarter in York developed through a series of open workshops held by [York@Large](#) to consider the cultural partnership's strategic contribution to the Sustainable Community Strategy (SCS). It was clear that within the area between the National Railway Museum and York Minster, and anchored around the Museum Gardens, York possessed one of the most unique cultural landscapes in Europe. It contains grade 1 and grade 2\* listed buildings from every major building epochs since Roman times and provides the green heart of the city centre. But it is an underutilised resource, poorly served by through navigation routes and making an insufficient contribution to the evening economy of the city. The area in question runs from the National Railway Museum and Railway Station end of the York North West development area, across the river Ouse, through Museum Gardens (incorporating the Yorkshire Museums, Kings Manor, the Library, St Mary's Abbey and the Hospitium and Observatory, into Exhibition Square (incorporating the York Art Gallery, Theatre Royal and St Leonard's Place) and running up to the Minster and its environs, including Deans Park.

#### 1.2

While the cultural institutions this area encompasses are nationally and internationally renowned they are also characterised by underinvestment in the estate and all of them were in the process of embarking upon major redevelopments without reference to the overall context of the city centre and its connectivity with the York North West developments. It was clear that without a more in depth look at this particular area of the city that the City would be in danger of missing opportunities to connect, improve and expand on the individually held ambitions for the area. It was also clear that without some prioritisation of the competing demands that there was a very realistic possibility that each development would be approaching funders, investors and audiences without a clear sense of overall place and purpose and thus collaborative opportunities would be missed. To this end Austin Smith Lord, previously working with the Yorkshire Museums Trust on the Yorkshire Museum HLF bid, was asked to consider the vision for a cultural quarter for York and identify the areas where investment and direction could make the most impact.

The scrutiny panel has already had the report from Austin Smith Lord but in essence it acknowledged the complex cluster of activities that are embedded in this particular geographic space and identified 5 different focus areas that would require investments in the public realm to create that physical sense of place so inherent in a Cultural Quarter concept. What the report did not do was provide us with an overwhelming vision of what the reinvestment in this part of the city could do to retain the standards of a premier European visitor destination and provide the highest quality urban cultural landscape for the everyday enjoyment of the citizens of York. In short it did not paint a picture for us of how best this area could contribute to the vibrancy and sustainability of the city as a whole.

## 1.3

Our research has shown us that investment in the cultural economy of a city, quite often through the designation of a Cultural Quarter, can have a major positive impact on the economic, cultural and social sustainability of a city. It is important to acknowledge the current economic, cultural and social benefits that arise from York's distinctive cultural offer. This includes the city's theatres and cinemas, as well as some 50 attractions and museums and over 1000 listed buildings, as well as conservation areas, areas of archaeological significance, the city walls, parks, gardens and rivers - and a litany of events, festivals and more informal activities that take place within and between.

This cultural economy encompasses much of the city centre, with outstanding examples on both sides of the river, and inside and outside the Bar Walls. Indeed York's cultural offer covers areas like the Yorkshire Air Museum and the Yorkshire Museum of Farming, which are beyond the Outer Ring Road. This all adds to the richness and quality of the York cultural offer.

Nonetheless the area currently designated as the 'Cultural Quarter' does have some distinctive properties:

- It forms a compact area including York's two most visited visitor attractions (the NRM and the Minster) along with three other destinations that are among the city's most popular cultural services – The York Art Gallery, Yorkshire Museum and Theatre Royal.
- Within the city centre it provides the largest area of green open space covering the riverbank walks, Museum Gardens and Deans Park, and the proposed green area for the York Northwest site
- The area encompasses in a compact area an especially high number of Grade 1 and 2\* listed buildings
- The area forms a clear opportunity to link the city centre with York Northwest, one of the key development areas in the whole of the region over the next few years. The Cultural Quarter forms a pivotal node in the relationship between this major 21<sup>st</sup> century development area and the traditional city centre.
- The St Leonard's Place / Exhibition Square axis has the potential for a large civic outdoor performance space and city centre private redevelopment.

Many of the businesses and organisations in the area are producing significant investment plans at the moment – some of which (York Minster Revealed and the National Railway Museums plans) are already in the public domain. Given the level of ambition and leadership which is being demonstrated by these organisations, there is value in working with them on initiatives that will improve connectivity and the public realm within the Cultural Quarter – in particular as placemaking exemplars that can be rolled out to the public realm elsewhere in the city.



## 1.4

The area is identified in the City Centre Area Action Plan Issues and Options Paper as an Opportunity Area, one of five that will help the city address key themes of economic vitality, the historic environment and community life.

The Issues and Options Report highlights the Cultural Quarter as a project that will:

- Provide a focus for enhancements to the public realm along a network of routeways through the Quarter
- Develop opportunities to open up the cultural attractions within this area so residents and visitors can “fully access and appreciate the quality of this area of rich cultural and historic heritage”

## 2 **Why do something? Strategic context** – a sense of ambition

### 2.1 York’s Sustainable Community Strategy.

The recently published Sustainable Community Strategy “York – A City Making History 2008 - 2020” has high ambitions for York, which includes: -

- **Building confident, creative and inclusive communities**
- **Being a leading environmentally-friendly city**
- **Being at the forefront of innovation and change with a prosperous and thriving economy**
- **Being a world class centre for education and learning for all**
- **Celebrating our historic past whilst creating a successful and thriving future**

The Cultural Quarter offers opportunities to achieve this both through the direct investment of the organisations, attractions and companies based within its boundaries, and through appropriate treatment of the public open space, link routes and channels that run to and through the Quarter. The specific theme of “York – A City of Culture” includes such strategic aims as: -

- to be recognised internationally as a cultural city
- to be a city of high quality spaces
- to be a diverse, inclusive and cosmopolitan city
- to be an active and participative city and
- to be a creative city.

Again all of these ambitions can be met in the Cultural Quarter with every chance of rolling them out into the rest of the city. The city, therefore, has high ambitions that can be met in many different ways by investment in the Cultural Quarter.

## 2.2 Future York Group Report

This report by senior businessmen has been very influential in helping to guide the Thriving City agenda within the Sustainable Communities Strategy. One of the specific references to tourism is especially appropriate regarding the visitor economy.

“If York is to see its market position maintained, and we regard this as essential to the health of the economy overall, then innovation and investment to enhance the visitor offer is required. City of York Council should give priority to improving the quality of the public realm across the historic city, including paving, lighting, signage and public spaces. A higher quality of interpretation is necessary if visitors are to experience the full quality and range of the heritage offer”

## 2.3 York Northwest and City Centre Area Action Plans

The Cultural Quarter is identified as an “Opportunity Area” in the City Centre Action Plan Issues and Options Paper. These are areas of the city centre, which have been identified as having a specific need or good opportunities in the area for development, which will address the key themes of Economic Vitality, Historic Environment and Community Life.

The Quarter will address these themes:

- Economic vitality: growing the evening economy; improving York’s visitor experience and exceeding expectations; attracting overnight, higher value visitors; pedestrian and cycle routes into the city centre.
- Historic Environment: Managing the historic environment; designing in the city centre; improving pedestrian routes around the city centre; improving the appearance of public spaces; addresses green spaces and riversides; increasing opportunities for greening the city centre
- Community life: Community services and facilities, cultural activity, evening activity

## 2.4 Regional Tourism Strategy

The Regional Tourism Strategy is the Visitor Economy Strategy, which confirms that “Great places lie at the heart of the Regional Economic Strategy for Yorkshire and Humber” and the Strategy is keen to celebrate “exciting new opportunities both for the development of the visitor economy product and the promotion of our region in a more contemporary manner”.

The Strategy recommends that “local authorities and local businesses can help to support local identity by celebrating local history and events, using local food and drink, arts and crafts. All of these give the visitor a sense of place and lead to sustainability”.

Finally the Visitor Economy Strategy confirms that “Yorkshire Forward has clearly stated its intention to work towards modernising the regional image. This does not mean abandoning our heritage and tradition; it means representing this heritage to new audiences and in new ways”

The Cultural Quarter offers excellent scope for doing just that, through the individual proposals for the main players, and through appropriate investment in the public realm and infrastructure.

## 2.5 Visit York business plan

Visit York, the city's tourism organisation, has now produced its Vision for Tourism, and its Ambitions, and has presented them to the 'Cultural Quarter Ad Hoc Scrutiny Committee'. The Vision seeks to deliver long term, sustainable growth in tourism by building on York's distinctiveness, enhancing the quality of the visitor experience and promoting York as a world-class visitor destination.

These themes of distinctiveness, quality and world class fit well with the investment ambitions of the partner organisations operating within the currently defined area – proposals which are fully supported by Visit York. Furthermore a number of Visit York's specific ambitions for tourism – developing York's position as a leading European cultural city, combining a unique heritage with a modern outlook; enhance York's public realm; secure additional resources for sustainable investment in tourism etc – are also strongly reflected in the investment plans of the partner organisations and in the recommendations of this Committee. Visit York also welcomes the declaration that York is a 'Cultural City' and that its culture is not just confined to one area.

## 3 Benefits of the 'Cultural Quarter' concept for this specific area

### 3.1

Through the research so far undertaken with other Cultural Quarters visited or investigated we can recognise that there are other benefits to be gained by investment in this area:-

- Refreshing the image of York and building its cultural profile nationally and internationally
- Stimulating a pride of place
- Building new confidence in the whole of the cultural estate in the City
- Developing access to the landscape in the city through a new network of leisure routes and pathways
- Reclaiming our heritage landscape through improved interpretation and access
- Improving the urban environment through investment in high quality design elements within the public realm
- Contributing to a refreshed tourism offer
- Contributing to a reduction in health inequalities by encouraging walking and cycling within the city centre
- Encouraging inward investment
- Promoting York as a desirable place to live, work and visit.

### 3.2 Economic benefits

Excluding the city council jobs based at St Leonard's Place and De Grey House (which would move out as part of the development by Rushbonds of St Leonard's Place and the Conservation Trust at De Grey House) the key cultural institutions provide many of the jobs based in this area - the Theatre Royal, York Museums Trust, NRM, Kings Manor and York Minster/Minster Close. If you were to include the Campus at St John's University this would total some 1,500 jobs. So while respectable, this isn't currently a large employment node in the city. However, its contribution to the tourism is of major economic benefit:-

Value of tourism to York - £364mn and 10,600 jobs (2007-08 figures).

Visitor numbers at attractions in the Quarter 2007 figures:

843,311	NRM
779,825	York Minster
160,988	City Art Gallery
51,425	Yorkshire Museum

The City Walls (at least 1 mn users a year altogether – but most will go along the stretch within the Cultural Quarter).

In addition we also have

160,000	Theatre Royal customers
330,000	York Central Library

Users of all these services are a mix of tourists from outside the region and local residents. Improvements would also reap economic benefit from the one million people passing through the Quarter as rail passengers each year. There is clearly an opportunity, to open this area in the evening – especially riverfronts and Museum Gardens (lighting) creating a more 'family friendly' city centre atmosphere contributing more significantly to the evening economy of the city. The new (visitor) Information Centre on the corner of Museum Street and Blake Street could be charged as a gateway opportunity to the Quarter – and to the rest of the cultural highlights in the city.

If we are to consider including the York St John Campus within the Cultural Quarter then consideration must also be given to the substantial economic benefits from the investment already occurring and planned within that site (see addition to the appendices.)

The relationship of York Northwest (the swathe of land to the west of the traditional city centre which incorporates York Central (the site which includes the National Railway Museum and existing and former railway land), and the site of the former British Sugar works) is a crucial consideration if there is ever any intention of encouraging visitors to move between the city centre and the York Northwest site. Given that the great proportion of York's visitors are coming for the history/heritage experience and appreciate the compactness of York as a walking city, then physical linkage between York Northwest and the city centre is going to be an important issue. The Cultural Quarter's suggested

improvements in navigation routes offers a great opportunity to address this, linking together some of the strongest features of the city's cultural offers.

### 3.3 Cultural and social, health and well-being benefits

The area evidently has a very strong cultural offer – not just the famous attractions but also

- Explore at York Library
- City Archives
- Minster Archives
- Search Engine at NRM

Investment in these facilities will enable school groups and residents to find out more about their city's history, their own social history with a special strength on discovering aspects of personal genealogy. In looking at these establishments in an integrated way there is an opportunity to bring such a great social history offer closer to the local community.

A key feature of the landscape of the area is just how green the space is. By opening up these areas to greater access at different times of the day, by providing better routes through and around the areas, by encouraging better interpretation we will generate increased use by residents and visitors alike. We have already stated the wish that the pedestrian is at the top of the transport hierarchy throughout the area, with the cyclist, through preferential treatment on the roadways, a close second. All of this will support a more active populace.

## 4 What is needed to get the most from the establishment of a Cultural Quarter?

It is evident that the key cultural businesses in the Cultural Quarter have tremendous and exciting investment plans. They have provided detailed information on their plans to the Scrutiny Panel and this and additional information is included in the Appendices collated by CYC EDU. But we should also be taking into account the private enterprises, e.g. retail units, cafes, bars etc in High Petergate, hotels, Museum Street and in the newly formed Minster Quarter (northern end of the Cultural Quarter) when we agree on our recommendations.

City of York Council has a key role to play in the investment and revitalisation of the Library and City Archives, as well as with our "arms length" organisations, the York Museums Trust and the Theatre Royal. However much of the rest of the Cultural Quarter is also public realm:-

The River  
 Riverside footpaths  
 Other footpaths though out the area  
 The Memorial Gardens  
 Roads (e.g. St Leonard's Place, Museum Street, Leeman Road)  
 The City Walls  
 Exhibition Square  
 Duncombe Place

Street furniture – lighting, signs, litterbins, general services.

**This would suggest that the production of a design masterplan for the public realm is of key importance moving forwards.**

The public realm is important:

- i) in its own right – as a means of making the most of the Cultural Quarter’s individual projects by given them the right setting and connecting them
- ii) as a means of connecting these projects to the rest of the city
- iii) as a means of following on from activities already carried out in the city centre from 2003 onwards, such as Illuminating York (the York: Light masterplan for city centre lighting which included permanent architectural lighting schemes, and more recently a lighting-oriented festival programme at the end of October each year) and the York Renaissance Project (creative lighting and interpretation in churches and on the city walls)

Within the current LDF proposals and transport master planning for the city consideration has been given to pedestrianisation and traffic calming measures in St Leonard’s Place/ Exhibition Square. This would make a considerable contribution to the success of developing this area as part of a Cultural Quarter. We would also need to re-examine the narrow footpath in Museum Street and how this is addressed from Exhibition Square.

Linkage to York Northwest is essential, especially as, with the National Railway Museum being such a prominent feature of this development area, it is important to lock this firmly into the city centre visitor experience. But this also needs to be included as part of the redevelopment of Railway Station access and new entrance plans for the NRM and the through flow for the public both to and from the city centre. We will need to open up new ways of access to avoid the car if we are to achieve our aims of substantial increases in healthy walking and cycling. We also have to address the issue of Leeman Road access and improvements to Marble Arch. The York North West Development brief gives consideration to a bridge from the NRM into Museum Gardens as an alternative, safe way into the city and we should be promoting and supporting this.

Quote from Visit York re: the York North West AAP Issues and Options Paper:

*“This is considered a major priority by the York Tourism Partnership, as this will make the most of links to the city centre, and will really integrate the cultural area around the NRM with the cultural area contained within the Museum Gardens (and beyond) – providing a safer and more imaginative link to the city than Marble Arch. Furthermore the link will benefit the whole of York Northwest – not just visitor elements – as it will help lock the new development with the rest of the city, rather than the risk of it being stand-alone and impermeable.*

*Consideration should be given to the opportunity of redeveloping Scarborough Bridge itself, thereby making closer, direct link with the railway station. Whilst work on the bridge itself might well be expensive (as per the listed disadvantage in the*

*Issues and Options Report) there are surely commercial opportunities as well in the vicinity of such a prominent location.”*

Wherever such a link is provided, the opportunity should be considered to review lighting and pedestrian facilities on either side of the River Ouse between Scarborough Bridge and Lendal Bridge, enhancing opportunities for riverside activity in the daytime and in the evening.

We should also be making best use of the Museum Gardens – our green breathing space in the city centre. Currently Museums Gardens is a superb historical park but if we were to reinforce linkages across Museum Street, along the riverside walkways and through up to Exhibition Square and St Leonard’s Place it would open up the to the rest of the city.

**This would suggest that seeking to agree a new river crossing as part of the York Northwest development plans will be key in realising the potential of this area.**

Yorkshire Forward’s Major Events Strategy (draft) highlights the growing demand for cultural activities to take place in well facilitated, well resourced and pleasant outdoor public spaces. Despite the lack of good outdoor electricity supplies, convenient, pleasant public conveniences and a favourable traffic restriction regime significant numbers of outdoor events are currently held in the following places within the Cultural Quarter: -

- Museum Gardens (Illuminating York, Yorkshire Forward Enterprise Day, Mystery Plays, Shakespeare performances)
- Duncombe Place (Illuminating York, Military parades, cycle racing, Christmas lights switch on)
- Deans Park (Mystery Plays on Waggons, Shakespeare Project)
- River and river banks (Dragon boat races, Festival of the Rivers)

With an investment into good public facilities to improve this offer throughout the Cultural Quarter there may also be other possibilities: -

- In front of the NRM - requiring the long term plans to include closure of Leeman Road and improvements to Railway station access
- Exhibition Square – subject to St Leonard’s Place being closed to traffic and the removal of railings in the vicinity
- Along the walls – a linear event – possibly in the evening requiring improvements in lighting
- Library Square/ St Leonard’s Hospital -if no traffic/cars outside the Library and railings removed

**This would suggest that funding should be sought for a major investment in the public realm of the city to realise the opportunities available in improving our public, civic space.**

## 5 Funding

Within the appendices drawn up the Economic Development Unit each stakeholder has indicated.

- the activity at each individual stakeholder in the Quarter
- the financial cost of planned developments
- the potential or likely source of that finance
- an overall thumbnail view of the developing Quarter

In addition the individual sheets for each stakeholder gives textual information on their plans and notes some potential sources of funding to be explored for their particular development. Already identified within the documents are:

- Commercial sources
- Yorkshire Forward – various – not just Tourism and the Major Events Fund
- Arts Council – including funds for activities and events
- Private Trust Funds
- S106 agreements
- Local Transport Plan funding for some improvements
- Heritage Lottery Fund

An approach that has a greater strategic context and a phased development plan will, most likely, increase the stakeholders' chances of success. It could also seek to secure additional public funds that cannot be realised through the Council's current capital programme. There is still a substantial amount of feasibility work to be done to provide a clear and cast iron business plan for such an investment; however the Scrutiny Panel may wish to give consideration to just such a recommendation. This should be considered alongside the recommendations suggested in Section 4 above.

**This would suggest the commissioning of an in depth Business Plan feasibility document for the agreed Cultural Quarter area.**

October 2008

Gill Cooper  
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## **CULTURAL QUARTER EXECUTIVE SUMMARY OF DRAFT BUSINESS PLAN**

### **Where is the Cultural Quarter?**

As it is currently proposed the Cultural Quarter runs from the National Railway Museum and Railway Station end of the York North West development area, the Memorial Gardens, the riverside walks, across the river Ouse, through Museum Gardens (incorporating the Yorkshire Museums, Kings Manor, the Library, the Roman Multangular Tower, St Mary's Abbey, St Leonard's Hospital, the Hospitium and Observatory), into Exhibition Square (incorporating the York Art Gallery, City Archives and the Theatre Royal) Duncombe Place, St Leonard's Place and running up to the Minster and its environs, including Deans Park.

The term 'Cultural Quarter' is borrowed from European urban planning terminology and is used to denote an urban zone distinguished by a number of related and located cultural institutions.

### **What are the distinctive features of the Cultural Quarter for York?**

- It forms a coherent area including York's two most visited visitor attractions (the NRM and the Minster) along with four other destinations among the city's leading cultural destinations – York Art Gallery, Yorkshire Museum, City Library and Theatre Royal.
- Within the city centre it includes the largest area of green open space covering the riverbank walks, Memorial Gardens, Museum Gardens and Deans Park, and the proposed green area for the York Northwest site
- The area is a geographically a compact area which encompass a scheduled ancient monument site and an especially high number of Grade 1 and 2\* listed buildings
- The area forms a clear opportunity to link the key development area of York Northwest with the city centre over the next few years. The Cultural Quarter creates a direct link to this major 21<sup>st</sup> century development area and the historic city centre.
- Exhibition Square axis has the potential for a large civic outdoor performance space
- St Leonard's Place - high quality city centre private retail, hotel and leisure redevelopment.
- That albeit compact, there is a perception that the cultural attractions are at some distance from each other and could be better connected

### **What are the opportunities?**

Many of the businesses and organisations in the area are producing significant investment plans at the moment but without a co-ordinated approach they run the risk of being seen as competitive plans rather than collaborative. This is especially significant when it comes to funding applications. Given the level of ambition and leadership which is being demonstrated by these organisations, there is value in working with them on initiatives that will improve connectivity and the public realm within the Cultural Quarter – and from the Cultural Quarter to the rest of the city centre, and to the York Northwest development area behind the station. We would also aim to foster a hub of creativity and cross working of cultural production that will have benefits for the cultural life of the whole city and region.

The outcomes of collective level of investment by all the key stakeholders in this area of the will include:

- Refreshing the image of York and building its cultural profile nationally and internationally
- Stimulating a pride of place for workers, residents, businesses and visitors

- Building new confidence in the whole of the cultural offer for both residents and visitors in the City
- Developing access and connectivity to the green spaces and cultural institutions in the city through a new network of green leisure routes and pathways
- Improving our understanding of the history of the city through improved interpretation and access
- Improving the way that the city looks and feels through investment in high quality design elements within the public spaces and street environment
- Contributing to a refreshed tourism offer through investment in and upgrading of current cultural facilities
- Building a partnership between key stakeholders that will see collaborations and cross working on shows, events, exhibitions and education work
- Contributing to a reduction in health inequalities by encouraging walking and cycling within the city centre
- Encouraging inward investment in a phased and collaborative programme
- Provision of new retail, leisure facilities and hotel space in the city centre
- Promoting York as a desirable place to live work and visit.

#### **Other benefits:**

Cultural/social: social history/heritage (archive services are proposed to remain in this area), green space, improving routes to, from and through for pedestrians and cyclists. Enhanced learning about the city and its history through interpretation

Economic: jobs can be created through the various investments, especially the support of the city's evening economy and events opportunities

Tourism: opportunities to expand York's visitor offer (NB also the new Visitor Information Centre at Museum Street will be in a gateway location to the Cultural Quarter)

Educational: Both Universities have a city centre presence and partnerships that encourage creative cultural product and employment opportunities. Partnership working on developing learning outcomes for schools to contribute to cultural entitlement for all children.

#### **Suggestions on how to get the most from the Cultural Quarter?**

- Commission a Design Masterplan for the public realm (e.g. The River, Riverside footpaths, Other footpaths throughout the area, The Memorial Gardens, Roads (e.g. St Leonard's Place, Museum Street, Leeman Road), The City Walls, Exhibition Square, Duncombe Place, Street furniture – lighting, signs, litterbins, general services.
- Consider opportunities for a new pedestrian/ cycle crossing of the Ouse as part of the York Northwest development plans
- Specifically look at the open space, riverfronts etc as opportunities for events, festivals etc and link this work closely to the transport plans and city centre area action plans for the city
- Commission an in depth Business Feasibility Plan required for the agreed Cultural Quarter area.
- Coordinate all the individual plans and ambitions to create a Master plan for the area

## ANNEX – THE PRINCIPAL PROPOSALS

This is a very short summary for the main proposed projects. Some of which (the Hospitium redevelopment, the Minster East front works) have already started, most of which depend on external funding bids to various bodies and council support for the suggestions above.

Development	Main features
York Minster	Improved access to South Transept – piazza – ticket operation relocated to shops in Minster Gates – improvements to disabled access (e.g. lift to Undercroft) – continuing restoration of stone/glass at East front window
Kings Manor	Discussions about the lane next to the Kings Manor being open more widely for access top/from Museum Gardens. Security implications are being explored
YMT – Art Gallery	Expand the art gallery – create a mezzanine gallery above the existing main gallery, extend gallery into the Gardens at the rear, Exhibition Square as event space
York Theatre Royal	Possible connecting building between the Theatre and De Grey House (where Theatre intend to do a lot more). De Grey Rooms will be refurbished, foyer to be enlarged, café bar area could be moved forward – even moved onto the pavement
Rushbond (1-9 St Leonard's Place)	Mixed use development envisaged, high quality luxury hotel, restaurant, retail and office space and residential
York Central Library	Will be transformed into an Explore Centre. Creation of a suite of learning rooms, new café, possible relocation of the Archives into the Library, possible additional wing upstairs
YMT – St Mary's Abbey Precinct	4 phases: <ul style="list-style-type: none"> <li>• Hospitium (done)</li> <li>• Yorkshire Museum (major refurb – new galleries, and audio visual presentation on the History of York in the Tempest Anderson Hall)</li> <li>• Museum Gardens – gardens manager appointed – new planting, events programme, getting more volunteers, capital works on new pathways, routes and green spaces</li> <li>• Art gallery</li> </ul>
National Railway Museum	First phase redevelopment of the Great Hall New signature entrance building Public plaza (NB pedestrianise Leeman Road) High quality eating and shopping Links to the centre of York across the river Business development Hotel/conference facilities Parkland/green spaces
St John's University	£Mns Investment in arts/creative media – Performance activities Postgrad/Business incubation space Development of many courses with a cultural/tourism slant (e.g. Tourism Management) Building works will include digital technologies a Design and technology Building etc
The new Visitor Information Centre	Redevelopment of corner of Blake Street as a gateway to the project

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## Cultural Quarter Public Consultation - 4th November 2008

### Responses from members of the public

Question 1 Have we got the boundaries for the Cultural Quarter Right? If not where should they be?			
	The boundary is fine as it is	16	
	There shouldn't be a boundary	12	
	The boundary is not wide enough	36	It should also include: - York St John University - 29, Gillygate - 4, City Screen - 5, Guildhall & St Helen's Square - 2, Stonegate - 2, Up to Bootham Park - 1, Mansion House - 1, The Grand Opera House - 2, Clifford's Tower - 2, Eye of York - 1, Castle Museum - 1, Area where the 'Festival of Angels' takes place - 1
	The boundary is too broad	6	Exclude the Minster - 2, Exclude NRM - 5, Exclude St John's University - 5, Leeman Road - 1
	The City Walls should be the boundary	3	
	How does one put a boundary of any sort on Culture?	3	
	Not entirely sure where the boundary is	2	
<b>Other comments</b>			
	The boundary is not correct and liaison with the Minster Quarter should take place		
	The boundary should cover a totally new area ( a small scale arts area in its own right)		
	Historical buildings in York stand out in their own right and should not be included		
	The exact boundaries are less significant than the core elements included such as the institutions, open spaces, shops, offices and restaurants etc which combine in it.		
	The boundaries are acceptable if the primary aim is to make a pitch for money; however, there may be some danger in trying to compartmentalise parts of the city centre.		

Question 2 What would you NOT like to see in the Cultural Quarter?			
	More bars, pubs & restaurants	10	Amusement arcades
	Shops (large chain stores/high street shops/supermarkets)	13	Large hotels (new ones)
	Bad buskers	1	Graffiti
	Loud & oppressively noisy activities	3	Neglected gardens
	Traffic	7	Sport
	Fast food vendors/outlets/shops	9	A lack of planning
	Conservative art only	1	Elitism
	Over commercialism/A wholly commercial superficial venture	7	Car parking
	Themed street furniture	1	The York Wheel
	Modern structures not in keeping with York's existing historic architecture	3	Outdoor music except the occasional concert
	The pedestrianisation of Leeman Road	1	Luxury apartments
	Bicycles chained to railings	1	I would not like to see a Cultural Quarter
	Advertising/commercial sponsorship	1	Buskers of any type
	Street vending & magazine sellers	1	An uncoordinated set of developments with no visual cohesion for tourists and residents

<b>Question 3 What sort of activities would you like to see in the Cultural Quarter?</b>			
	Activities that serve residents as well as tourists	6	Food festivals/fairs 4
	Quiet activities (juggling, acrobats, poetry readings, art exhibitions)	2	Training & educational developments for undergraduates & graduates 2
	Opportunities for public debate, activities that inspire debate	2	An administrative/research centre 1
	Concerts, Live music, open air performance, free performances, dance, drama, street theatre, film/visual, outdoor cinema	41	International symposium/conference linked to Arts, Culture & Economic Development 1
	Museums, art galleries, art exhibitions, cinemas, other exhibitions, theatres, art installations	22	Somewhere to sit and reflect & relax 2
	Cafes/café culture	4	Youth creative centres 1
	Cycling & Walking, open spaces	3	A small concert venue 1
	Seating	1	Anything truly creative & cultural 1
	Bars/restaurants (more quieter ones)	5	Public linkages 2
	A vibrant mix of modern contemporary culture alongside popular and conservative activities & the historic	1	Inclusive activities, a broad spectrum of activities with some emphasis on innovation. A blend of traditional & new 1
	Public art, sculpture, Illuminating York	12	Public & community events 1
	Would like to see some of our fantastic institutions embracing modern culture alongside the historic	3	Carefully controlled artwork exhibitions as on the railings of St James Park in London, 1
	Traditional shops & one off unique cultural attractions	2	A base for artists 1
	Better designed public spaces	1	Easy access to venues 1
	Cultural Activities coordinated across organisations and well publicised	2	Carnivals/festivals/pageants 9
	Activities to introduce the arts to wider/unexpected audiences	2	Family orientated activities 2
	Street lighting	1	A second hand book shop 1
	A vibrant art centre for contemporary performance work with an intellectual programme of workshops, lectures & classes	6	Activities that respect the cultural diversity of the city (including those pertaining to the church and education) 4
	Bowling Green	1	A lake 1
	Joint activities between the attractions	1	Speakers' Corner 1
	Seasonal activities for a range of age groups	2	An outdoor concert stage 1

	Unamplified music	1	Living street based arts/crafts/interpretation	1
	Arts & Crafts markets	1	More emphasis on the evening economy	1
	Parks	1	Children's playground	1
	More activities on the river	1	The Archives	1
	Less traffic	1	Historic attractions	1
	Cultural facilities	1	Meeting places	1
	Distinctive independent shops & cafes	1	Bookshops	1
	Continuation of the Mystery Plays	2	Brass Band concerts	1
	Library	1	Arts venues	1
	Modern/ popular music in Parliament Street/St Sampson's Sq	1		
	<b>Other comments</b>			
	The Music Rooms (owned by CYC) should be brought back into use for music & cabaret.			



<b>Question 4 What sort of events &amp; activities would you choose to exclude from the Cultural Quarter?</b>			
	Late evening noisy activities (including loud music/pop concerts)	7	Large scale performances
	Roman festivals	1	Expansion of Museums
	Wouldn't exclude things	8	Begging
	Gambling	2	Over-priced eateries
	Markets (unless they were cultural/historical)	3	Cod-heritage stuff
	Should be some restrictions on busking	1	Drinking/drugs
	Over commercialised activities	8	Ghost walks
	Traffic (just essential services, Park & Ride and disabled vehicles)	3	Railways & educational stuff
	Ball sports	1	Sports
	It is important not to present this just for tourists. York has residents, students and visitors who are not tourists	1	Hotels
	Food & drink	1	Stand up comics
	Shops (specifically large ones)	5	The emphasis on 'pub culture'
	There needs to be some set of criteria for what to include	2	Fast food outlets
	Anything drawing massed crowds & coach parties i.e. St Nicholas Fayre	2	Foreign markets
	Gift shops	1	Cyclists
	A Boards	1	
	<b>Other comments</b>		
	None specifically, but no 'dumbing down' please. It is sometimes difficult not to feel that the library would quite like to get rid of their books altogether. Quite a lot seem to have been removed already to create lots of useless empty space. Please can we keep what's left of the music library?		
	Very unsure about hotel use of St Leonard's Place which might intensify development. Furthermore very heavy use of the Museum Gardens should be avoided as this is an historically significant and fragile site.		

<b>Question 5 What sort of employment opportunities would you like to see in the Cultural Quarter?</b>			
	Jobs in the hospitality industry (hotels, bars, cafes, restaurants)	11	Stone masonry showcase 1
	Jobs in the retail sector	6	Gardeners 1
	Jobs for stallholders/market staff	2	Any that would be available to the whole city 1
	Jobs in the Creative & Cultural Industries (art, film, theatre, galleries, museums, dance, creative writing, crafts, street theatre, music etc)	34	Educational employment opportunities (teaching/adult education/workshop leaders) 3
	Jobs in tourism (all levels of jobs)	4	Police 1
	Street wardens/cleaners	3	Small businesses 3
	People doing things rather than just selling things	2	Tour Guides 3
	Graduate employment opportunities for students in arts related organisations & creative internships & student placements	10	Sustainable, career oriented and reasonably paid 1
	Low cost retail & studio areas/artists residences	6	Anything that isn't purely commercial 1
	Employment opportunities for York residents	4	Fair-trade & environmental opportunities 1
	Employ people & not machines where possible	1	
	There should be as many job opportunities as possible	4	
	Apprentice opportunities/sponsorship for up & coming artists	2	
	Educational employment opportunities (teaching/adult education/workshop leaders)	3	
	Employment in the creative technologies fields	1	
	Micro enterprises with a cultural dimension	2	
	<b>NB: There was a definite emphasis on quality of employment throughout many of the surveys received.</b>		

Question 6	How often do you think you might visit the riverfront, the gardens or any of the buildings in the Cultural Quarter?		
	Monthly or more frequently	80	
	1-6 months	4	
	7-12 months		
	Less frequently		
	<b>Other comments</b>		
	Calling it the Cultural Quarter would not alter how often I visit. Developing interesting events would do that.		
	Less than I do now if the 'developers' move in		
	I visit the riverfront regularly at the moment. If you decide to split it off by name from the rest of the city I might feel so offended I would stop visiting the area.		
	Surely the whole point of this is to attract visitors from outside, so what does it matter how many times residents visit.		
	I use the gardens as a thoroughfare several times each week and would hate to see them changed. They are the jewel in the crown of York & the area where I live.		

<b>Question 7 Do you think you would like to visit the riverfront, the gardens or any of the buildings in the evening - in summer or in winter?</b>			
	Yes	82	
	No	3	
	<b>Other comments</b>		
	Would use the area in both summer and winter		11
	Would use the area in the summer only		3
	Would use the Museum Gardens in summer more than in winter		2
	If there were a café/coffee shop open in the evening then may visit		2
	Lighting, safety & security will be important within the Museum Gardens and surrounding areas		11
	To visit in the evening there would need to be quality events		5
	In view of the success of the 'Lux Project' evening events would make an exciting addition to the city's repertoire and draw visitors in greater numbers		3
	There is a shortage of street furniture in this area		
	Unlikely to visit in the evening alone but possibly as a member of a group outing		
	Would only visit if it was not given the name of Cultural Quarter		
	Would visit in the evening but not if there were too many eating/drinking establishments		
	Please open up the riverside & gardens and make it easier for people to walk & cycle. This area is the lasting impression that all visitors have of our city.		
	As long as it didn't exclude cultural activity taking place in other parts of the city		
	This would wonderfully extend the atmosphere, attractiveness & usage of the city's resources & buildings		
	Greater diversity of evening arts. Non-alcoholic related activity and more performance space		
	I think it is crucial to use the Museum Gardens/Library/Kings Manor area. It is dying through lack of use at the moment		
	Great idea to open this area up in the evenings; if carefully done		
	Yes would use in the evenings; but I feel other places and neglected spaces are important as well		
	Night economy of York stimulated by cultural engagement is vital		
	It's crucial that the Council provide the right public environment for these developments		
	Would use in the evening. This is the time when most of the things happening in London go on.		
	Definitely in the summer when the evenings are lighter. If there were some kind of event I would be more inclined to visit over the winter		
	The riverfront should be a focus		
	There is a need to move away from alcohol - fuelled evening economy		

	The gardens are a disgraceful mess at the moment
	I already do and the atmosphere is wonderful and natural. Anything imposed on us all would reduce York to a showpiece; a themepark for visitors NOT a home for residents.
	The observatory could be opened more frequently.
	Evening bus services need to be improved. Some services do not run at all in the evening and others are very infrequent.
	City centre car parking should also be improved
	No one can answer yes, because they are all closed and there is no idea of what there might be to see.

Question 8	Would you like to see a new river crossing from the National Railway Museum to the Museum Gardens side of the river?		
	Yes	61	
	No	14	
	<b>Other comments</b>		
	As well as another pedestrian/cycle bridge from North Street to Coney Street/City Screen		3
	Must be for both pedestrians and cyclists (no cars or other vehicles)		4
	Pedestrian only (no cycles)		2
	A well lit, attractive and accessible footbridge to complement the river & city would be good		3
	Scarborough Bridge and existing links could be upgraded/improved & there would be no need for another bridge		8
	There is already a bridge at either end of the gardens		2
	The existing bridge & tunnel are an eyesore		2
	A bridge would be nice but not necessary		2
	A ferry or a bridge		1
	Would like another river crossing but not necessarily from the NRM. Perhaps from the main station area.		
	Expressions of concern regarding vandalism & graffiti		
	Not sure whether it should be from the NRM. The Museum Gardens/Museum may be the best introduction to the history of York and help us get tourists to visit more. However, a bridge is right		
	Perhaps this could be achieved by linking the existing Scarborough Bridge crossing with a footbridge to the NRM which would increase footfall between the NRM and the city centre.		
	It might help develop the brown field sites behind the station - this is an ecological thing to do. A cable car would be better.		
	A very sensitive area; the vista from Lendal Bridge upriver is delightful. How would a bridge impinge on that? Where in the gardens would this cut into that peaceful area? Are we talking about just pedestrians using it? If so, this would presumably be locked at dusk or at times to be established?		
	As long as it joined the riverside lane i.e.: Judi Dench Walk - not just Museum to Museum		
	Presumably in addition to Scarborough Bridge? Needs to be high enough for the boats to go under at flood times		
	It would provide a much needed link		
	This is an essential element - as a major cross link and viewing walk		
	This would be a nice mirror image of the Millennium Bridge		
	So long as this does not mean the tunnel (Marble Arch) is ignored, this should take priority		
	We need one where the old Roman Bridge was		
	It will strike the public as unnecessary expenditure, it may be the straw that breaks the camel's back		
	It's essential to link the new and old town and to make the most of the cultural linkages		

	Don't know; that's a risky/expensive idea if it wasn't planned through
	A pedestrian bridge, the design subject to an international competition
	Depending on the aesthetics of the river crossing. Would have to somehow contrast/complement the architecture of York
	Yes; but not some modern architectural monstrosity
	This is a key to the whole thing e.g. Art Gallery is only a short distance from the NRM as the crow flies but the two are a long time apart by road.
	Bridge needed from North St to Guildhall. NRM bridge would badly effect the Marygate moorings
	This would make the NRM more connected to the rest of the city centre. There could even be a cable car.
	To remove the need to use Scarborough Bridge and the road tunnel under the main railway lines (Marble Arch)
	Would need to be open 24 hours and connect to areas of activity on both sides. Modelled on the Millennium Bridge but with more resilient lighting.
	If a new footbridge to the 'teardrop' and the NRM is proposed, I would suggest that it is constructed to make the northern end a continuation of the Marygate, creating a pedestrian hub at that point where walking tourists can access the riverside via Judi Dench Way, the Museum Gardens, NRM, Marygate, the much used footpath from Clifton through St John's School and the Marygate Car Park. If at the same point, a pontoon landing was installed, floating to allow for river levels in flood, possibly with a small tourist office on it, a river shuttle of purpose built boats could be established to ferry in tourists off coaches that currently struggle into town, where there occupants have to walk in the polluted air of Gillygate to get access to the city centre.
	The City Council has a hopeless record of maintaining the white tunnel under the railway, Scarborough Bridge and the footpath beside the Post Office which does not bode good for a new bridge. A Plan to refurbish the existing would be a creative alternative. Art installations in the tunnel and a well lit and refurbished bridge would be just as good and encourage use of riverside walks. Set up a plan for proper maintenance.
	As a resident I'm indifferent but I can see that Leeman Road is a grim walk for tourists going to and from the NRM.
	A pedestrian/cycle bridge with NO steps. The siting needs to be carefully considered as it could impinge on the attractive river frontage on both sides of the river.
	The Museum Gardens must not be regarded as a thoroughfare.
	A river crossing by boat rather than bridge. If a bridge then to a design of permanent importance not to destroy 'sweep of river view'
	Not sure what the benefits would be

Question 9	Many people have commented that they dislike the name <i>Cultural Quarter</i> . What do you think it should be called?			
	Cultural Quarter is ok/I like the name	12	York West	1
	Cultural Quarter is not an appropriate/the right name	10	The Quarter	1
	Cultural Gateway	6	'City Arts Scene'	1
	Riverside/Museum' Area	1	The Heart of York	1
	York City Culture	2	Yorculture	1
	The Museum Quarter	1	York Arts	1
	St Mary's Quarter	4	York!	2
	Quartier Des Artes	1	Cultural York	1
	Cultural Ribbon	1	River Heartland	1
	Montmatre	1	Historic Core West	1
	St Mary's Abbey	1	Kings' or 'Manor' Quarter	1
	Riverfront Gardens	1	York Riversides	1
	Abbey Quarter	2	Ousebank	1
	York NNW Sector & Culture	1	Gardens Quarter	1
	Philosophical Quarter	1	Historic City of Culture	1
	<b>Other comments</b>			
	Concerns that the name Cultural Quarter excludes the value of the other arts venues in the city.	2		
	I think it makes some people think that the project is elitist - it isn't so change the name	2		
	It's not the name but the location. Culture happens across the city and confining it to a quarter is too exclusive.			
	Does it need a name? It is part of a cultural city			
	York doesn't do Quarters. Use the word consortium perhaps, which is less geographically defined			
	Nothing. I'd give it a year & the local media would probably come up with a much better one than if you tried to find one that didn't work.			
	The name is fine, especially if it encompassed smaller sub-sections i.e. artist quarter			
	Cultural Quarter includes education, religion, arts, history, shops etc and needs a broader definition.			
	The name suggests that 3/4 of York is not cultural			
	It depends on what culture you want to focus on. The local people need to feel connected with the project			
	Happy with the concept and less concerned about the name			
	It's too generic - I think the area should have several district zones of activity - overlapping & intertwining			
	No silly cutesy names please. This is York and its been here for 2000 years!			
	Path/Trail - or an arbitrary name which encourages you to explore it			
	Quarter is an overworked term			



	I do not think it should happen. The idea is anathema to me and the whole idea should be dropped.
	I have no problem with the word 'cultural' or the word 'quarter' but the word 'The' might easily lead people to think that it is regarded officially as the only quarter with cultural value, or that it is the only one that will receive attention. Either way, it will focus attention on the culture of the 'Cultural Quarter' and away from the culture of all the other quarters in York. A number of the others also deserve attention, and particularly those within and around the city walls.
	The expression 'Cultural Quarter' is an inappropriate and misleading designation for an unrelated group of projects in one area of the city, part of which is outside the Central Historic Core.
	I think Cultural Quarter does what it says and the people of York should stop thinking they will lose their heritage if they sign up to trendy branding. If I went to any city in the world which advertised a Cultural Quarter it would be the first stop on my 'must see' list.

<b>Question 10 Please leave any other comments that you would like to be taken into consideration</b>	
<b>Comments in relation to York St John University</b>	
York St John will bring benefits. The inclusion of a vibrant centre learning would cement a concept of York as a nurturing & productive city.	2
York St John must be part of this. Universities are major cultural institutions - it would be senseless and wasteful to exclude it. They could also house a number of cultural activities.	2
I would like to see York St John University included in the Quarter. The University makes a consistent contribution to the cultural life of the city through drama & dance performances, open lectures, music & specialist interest exhibitions and events.	2
This proposal should consider other sites in the city, especially York St John University. The opportunity for international conferences, events, arenas is huge	
Each year talented, intelligent, experienced graduates of York St John Uni have much to offer York but often are compelled to leave the city to move to other areas of cultural development. York St John graduates have a very successful life as producers, artists, curators, event organisers, writers and absolutely need and have the right to be included in the Cultural Quarter. Not to be included would have	
<b>Comments in relation to Leeman Road</b>	
I live in St Peter's Quarter and would not like to be cut off from the city centre and I would not like Leeman Road closing to traffic to/from St Peter's Quarter and the city centre. Please do not put a new road around the back of the St Peter's Quarter. My only concern is the road	
Please think carefully about the closure of Leeman Road	
There will be strong opposition to closure of Leeman Road unless an alternative route not affecting existing residential areas is provided	
Mention was made that NRM want to divert Leeman Road to make safer access from station to NRM & bring their sites together. If this receives planning permission who will pay for this? How will this effect the existing occupants of all existing properties on the present route and York Central.	
<b>General</b>	
What are the thoughts regarding pedestrianising Gillygate	2
I think of Manchester's Northern Quarter. Exciting fresh and lots of independent shops celebrating real culture	2
No wheel in North Street	2
The city as a site should extend its boundaries in order to include intellectual and diverse concepts for arts and creativity	
Does this go beyond attracting tourists to York? As a city that generates culture, does it include all creators?	

	How does this fit in with other plans for the city centre. Improvements/enhancements must be co-ordinated to avoid conflict of interest
	This is all wonderful but I don't want my Council Tax paying for it. Also no more shops. It should aim to include the whole city, you really can't chop a piece off and call it the 'Cultural Quarter' in the long run
	It needs further explanation about what it means in practice and how it will relate to the other proposals for the city centre, especially transport and movement
	This is a wonderful idea and could put York on the map as a sophisticated European city, adding to its current status as an historic tourist destination. Please maintain momentum, energy and commit to the highest cultural and artistic values
	Key to understanding the links between economic & cultural development in the UK & in Europe (training/skills/education & culture/economic development are key to success)
	I am very interested in cultural activities happening in Briar House resources (at Club Chambers in Museum Street) - next door to the Healing Clinic
	The idea is excellent. Tourism is our future & this should maximise our take from tourism. It returns the area to what it was pre-car and will make York much nicer. Commerce in York Central. Please do not let petty quarrels derail it. We need to pedestrianise St Leonard's - don't shy away from this.
	Keep up the good work - York is getting better all the time
	20 mph speed limit, more dedicated cycle ways, sort out the chaos around the railway station taxis, short stay car park
	Make every effort to retain a new York Wheel in, or near the re-designed grounds of the NRM
	As a resident I am not 100% in favour of a designated Cultural Quarter. I have answered the questions as though it were a done thing.
	Please ensure that the fine-tuning of the concept takes account of what has been achieved by the Minster Quarter and the nascent wider York Quarters approach
	Let's hope that this initiative bears fruit and assists York to gain World Heritage Status
	Get as much opinion as you can - London is good! Work experience in the stained glass workshop would be great. I asked a year ago when I arrived in York & got the cold shoulder. What about the sculpture yard? There are no galleries in the main shopping area which cater for modern art as it is in mainstream capital cities. Students & young people will not benefit from this exclusion of new, fresh, avant-garde creative media. If you look at London you see this on the street level and York needs to encourage this, for example Artspace near Clifford's Tower
	If nothing else, let's get the cyclist/pedestrian river crossing
	A Cultural Quarter must be based on the principle of social inclusion
	Review of traffic to see how the environment can be made more civilised and less harmful to health

	Art Gallery needs more space for pictures
	I do not like the idea of removing the railings from the Museum Gardens. Where will the archives be situated when the Art Gallery takes over this space. I support the idea of being able to walk through an opening between the Art Gallery and King's Manor
	Like the NRM plaza plans, don't pedestrianise St Leonard's Place, don't need new bridges, I would be happy for York St John University to be in as would add to education/employment offer
	Need to be forward thinking to bring funding for the Cultural Quarter area... to be one of the best most imaginative cities in Europe. Need cohesive arguments to focus the minds of fundholders. Need a bus station - circular buses round centre of York
	This looks like an exciting mixture of forward thinking and as a recent resident in York I admire the vision. I am concerned that there was no mention of the York Wheel in the coverage in The Press on 24th October as I believe this will be a critical decision with exciting future prospects.
	Development of night time economy
	Include redesign of Museum Gardens
	What will be the consistent that identifies the area as the Cultural Quarter? I.e. a specific type of paving, signage. It is difficult to envisage what it would look like.
	All of York has a 'cultural identity' - this idea looks like an opportunity to create a sort of exclusion zone. Certainly everything within the city walls and up to 100m outside should be thought of as really special. BUT we neglect areas such as Tang Hall, Bell Farm, Fulford and Heworth at our peril. It looks like an excuse for opportunists to jump on the bandwagon. Put residents first.
	Must be positive about investment. Not sure about carving up the City into Quarters - it is too small
	A lot of money is going to be spent. Use some of this to repair what we already have. The White Swan Hotel in Piccadilly; the Council has backed away from this for far too long. Micklegate is a beautiful historic entrance to this town and is now run down and a disgrace, full of loud drunks who make residents' lives a misery. The numerous areas in the town where residents live and visitors never see. The visitors may be important but there would be no town for them to visit if it wasn't for the citizens who work to provide this revenue. Please get a sense of the really important facts in this dreadful plan.
	The area is perfect already. This Cultural Quarter is artificial.
	The Ouse is an under-utilised transport resource. It could be used as a green alternative to buses or park and ride
	Would a Cultural Quarter devalue the value of cultural aspects of York outside the proposed boundaries?
	You seem to assume that all will favour the general idea. We have not yet heard much about it, but so far I am opposed to the very idea, for several reasons. One potential reason is that the more it is promoted, once established, the more it will have the effect, I think of marginalising cultural things not located in the 'quarters'. 2 universities, City Screen, Ancient Music Centre, Opera House etc to their loss. The whole idea is bogus, pretentious and naff in a city like this. People come to York to see an important old city which has evolved organically over the centuries, not a theme park of consumptionism. By all means let the various elements prosper but let each stand on its own 2 feet.

	Where is the publicity about this proposal? Where did the idea come from? Who is funding it?
	Jorvik, St Giles, Clifford's Tower and especially the Castle Museum should be included in the Quarter. A museum/part of a museum should be given over to science & engineering displays and demonstrations, particularly of renewable, appropriate & sustainable technologies.
	The Museum Gardens are one of the jewels in York's crown and must be protected at all costs. They are primarily and uniquely botanical gardens with historic and religious ruins. They are presently enjoyed by very many people of all ages and backgrounds for the ambience that results. Greatly increased through traffic could cause irreparable damage. Regular opening after dusk, without substantial security would lead to damage, vandalism and other anti-social behaviour.
	Parking and traffic flows must be solved and implemented at a very early stage.
	When considering this plan, future development of the whole city needs to be taken into consideration so that eventually the whole city is included - not separate areas. A proper pedestrian area would be nice with safe cycle routes across the city separate from pedestrians should be provided and adequate arrangements made for the elderly and less-abled. Shop mobility is not satisfactory as not all people can manage the vehicles and they are not suitable for inside shops etc.
	There is a lot of culture in the city as a whole and it seems unfair to call some things 'cultural' and, by implication, some things not. The Cultural Quarter as currently defined seems fairly narrow and doesn't allow for a forward-looking all inclusive 'culture' in York. Also hazy on what included and what not and confusing relationship (if one at all) with Minster Quarter.
	A horticultural centre should be sited in St Mary's Abbey Precinct/behind the Art Gallery as part of the proposals for the York Cultural Quarter
	Fundamentally a good idea which deserves serious support and is important to York's future
	Reinstate Guy Fawkes City Centre celebrations
	You cannot call this the Cultural Quarter. What you are saying is the rest of York is culturally inferior to this area. You are also saying that one part of the city is culturally better than the rest. People come to York for the city walls, the Jorvik Centre, the Castle Museum, Clifford's Tower, the Early Music Centre all of which will be outside the cultural centre of York if you adopt this name. After going to the meeting we went for a meal at a restaurant which overlooks the Minster. they did not know about this Cultural Quarter idea even though their restaurant would be in the area. Should you not have told them?
	We need to be given more information on paper not a single afternoon of crowded jostling stands
	Whose idea was it to signpost the 'Minster Area' instead of 'Minster'?
	York would benefit from extending its evening attractions and shopping to create a more relaxed, cosmopolitan atmosphere.
	Consider a stand alone area. I went to Berlin & came across a really unique small area of art studios/galleries/cafes. Consider ways in which York St John could contribute - community arts - or have already contributed to the city

	<p>The only factor these projects have in common is that all are seeking funding to expand their operations. Such a qualification does not of itself justify the description 'cultural'. The misnomer has given rise to the misunderstanding amongst local people (and one aspiring participant) that only these attractions comprise the 'Cultural Quarter'. The label implies that the many other 'cultural' offerings in the City such as Clifford's Tower, the Castle Museum, Fairfax House, the Jorvik Centre and so on are excluded and do not qualify as 'cultural'. This is clearly nonsense and the implication must not be allowed. In either context, the inclusion of York St John University as part of a cultural quarter is not justified and the organisation should not be included. The designation 'Cultural Quarter' should be dropped. It is an artificial construct which has no credible meaning and devalues a large part of the City's built environment.</p>
	<p>There is already an initiative called the York Quarters Project that would be a natural partner for this.</p>

**Demographics**

Resident	70
Lives on outskirts of York	1
Unknown	19
Visitor	2
Employee of St John's University	1
Total	93

66 received on the day of the consultation

All others received after this

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**Cultural Quarter Ad Hoc Scrutiny Committee**  
**16<sup>th</sup> December 2008**  
**Update on the Local Development Framework – City Centre Area Action Plan**

The Local Development Framework

- New style of plan making introduced by the Planning Act in 2004.
- The York LDF will replace the Draft Local Plan.
- Local Development Folder (LDF) is a 'folder' of documents with different roles – a more flexible system.
- Role of public consultation and Sustainability Appraisal strengthened.
- Initially 4 Development Plan Documents (DPDs) are being produced for York.
- The Core Strategy provides the overarching strategic framework for development in the area over a 20 year period. It will identify the housing, employment, retail and leisure development etc needed along with community facilities, open space and the infrastructure required to support this growth and change.
- The Core Strategy sets the objectives for the LDF and the scope and purpose of the other DPDS. The Core Strategy is closely linked with the Sustainable Community Strategy.
- The Allocations DPD identifies the sites needed to deliver the development required by the Core Strategy.
- There are two Area Action Plans being produced: York Northwest Area Action Plan (YNW AAP) and the City Centre AAP. The York Northwest AAP will deliver the development of the York Central and British Sugar sites.
- All the DPDs go through 3 stages of consultation before Examination.
- The 4 DPDs have been through the 1<sup>st</sup> stage – Issues and Options.
- The Preferred Options of all 4 DPDs will be consulted on in 2009.
- All timetabled to be adopted by the end of 2010.

Purpose of the City Centre AAP

- The City Centre AAP is being produced for a number of reasons, the primary one being the sensitivity of the city centre to change and the need to ensure that new development reflects this sensitivity.
- A successful City Centre is crucial to a successful York. The city's economy and cultural life depends on it. There is significant scope for the city centre to function better in terms of transport and movement and as a venue for festivals and events. A number of areas within the city centre are beginning to look tired.
- The AAP is a key vehicle in delivering a number of the strategic aims of the Sustainable Community Strategy. In particular the City of Culture aims for York to be a city of high quality spaces.
- The AAP is a major opportunity to improve the city centre and this is the first time a comprehensive Plan for the city centre has been produced.

- The AAP must (similar to all other aspects of the LDF) be evidence – based to be able to stand up to public examination.

#### The Issues and Options Report

- The Issues and Options aimed to gather as many views as possible about the current state of the city centre and people's aspirations for it's future.
- The report focussed on three key themes: Economic Vitality, Historic Environment and Community Life. The report also set out five 'opportunity areas' where the options in the three key themes could be delivered.
- One of these areas is the Cultural Quarter.

#### Consultation

- We consulted from 28 July to 22 September 2008 through a variety of mediums including press statements, leaflets, posters, targeted workshops, public exhibitions and stakeholder groups. Other consultations are ongoing and a partnership approach will be essential as the plan develops further.
- We received 1700 comments which have been logged and analysed. Main headlines to give a flavour. Full report to Local Development Framework Working Group in January.

#### Summary of Comments relevant to the Cultural Quarter - General Comments

- Revive York Festival and create an Edinburgh type festival annually.
- Co-ordination of bus stops near the railway station are confusing with a poor layout.
- Need to reduce traffic at St Leonard's Place as it increases the air pollution which is already very poor in that area.
- Museum Gardens feels isolated from the city centre and it is critical to address severance effects of St Leonard's Place.
- Improve green spaces where possible. Need areas of quiet to get away from traffic.
- Need more production/workspaces for artists to use.
- Improvements need to consider all of the community and residents as well as tourists.
- Build on what has been done already with sympathetic new improvements.
- A new green route (bridge) between the Station (arrival point for thousands of visitors) connecting Memorial Gardens over new footbridge to Museum Gardens, Art Gallery, Exhibition Square and the city centre is essential. Consider new access from riverside walk to National Railway Museum (NRM).
- Though the area would benefit from enhancement and co-ordination, this should not be to the detriment of the city as a place of work. The

City centre is primarily a place for citizens and should not be an excessively sanitised museum.

- Homeless/beggars in NRM subway area and Museum Gardens puts people off using those areas especially at night.
- Support for riverside uses on the Ouse alongside the Museum Gardens and access improvements from the City Centre from the gardens would be welcomed.
- Museum Garden railings are listed and there was already a pair of double gates to the riverside (and the railings define both the Esplanade and white Rose Walk) and so further entrances were not supported but improved entrances were.
- Emphasise the Victorian aspects of the Cultural Quarter.
- Support for land above Scarborough Bridge being improved and brought into use in an artistic/culturally interesting way. Support for university students to develop arts facilities e.g. statue walk between the station and the Minster.
- Suggestion of pedestrian way from short term parking area between Platform 1 and Royal York Hotel northwards over eastern portal of Marble Arch tunnel using a narrow area of scrubland between footpath adjacent to Royal Mail sorting office and railway to provide a level link with the existing footway across Scarborough Bridge.
- St Leonard's Place redevelopment (mixed use) should help promote cultural and evening activity in the area as well as redesigning Exhibition Square.
- York needs investment in the tourism infrastructure. Existing and new attractions plus general investment in place. Community stadium at York Northwest.
- York must continue to be a walking city for tourists. This is part of its attracting and diffusing cultural provision into the British Sugar site will add to transport needs – thus subverting sustainability objectives.
- Encourage new quality attractions but priority is to invest in existing spaces/venues such as redundant churches and other buildings.
- Emphasis on quality needed. Develop informal café/culture areas to high standard.
- Potential for a “world class” tourist offer – NRM. St Mary's and the Minster, plus all the richness of the other facilities in our area, art gallery, Theatre Royal etc.
- Need to improve public wealth in the city – link NRM to city centre as a gateway.
- What facilities does the city lack that could be provided at YNW?
- More work is needed in the city centre in fostering a “cultural quarter”.
- A cultural quarter must develop organically to have any real chance of success.
- Support for extension of the footstreets and support to maximise what we already have to provide more activities in the evening such as open air concerts in the parks and late opening of museums and galleries etc.
- Need more for families and older people to attract them into the city in the evening.

### Summary of Comments relevant to the Cultural Quarter - Boundary of Cultural Quarter

Include Gillygate, all of the Railway Station, British Rail building, access from the station, North Street Gardens, Clifford's Tower, St Helen's Square, St John's University and Blossom Street. YNW and CC plans need to link together in a more coherent way as very different areas at present. *Note: Government Office have advised that Action Plan boundaries cannot overlap.*

### Summary of Comments relevant to the Cultural Quarter - Name of Cultural Quarter

- Many respondents felt that the term Cultural Quarter is unsuitable - what is Culture?
- The implied elitism of Cultural and geographical isolation of quarter needs to be overcome by a strong brand and a clear communication strategy.
- "Cultural Quarter" is not a concept that is understood – seems to be interpreted as exclusive – it has backfired – once it is explained people then support the concept and idea of connectivity.
- Cultural Quarter is wrong term. All of walled city is cultural quarter. Links across the river are essential for any development.
- The term is important but the quality and knowing what it means is more important. Area needs a strong identity to galvanise stakeholders and public interest, distinctive from the retail core, YNW etc. Need explanation of true intent of "cultural quarter", as a concept not a place.
- Quarters are a good idea as it stops the city centre merging onto one and if each area has a common theme it makes the city easier to navigate.
- 95% of respondents supported the issue of the development of a cultural quarter, 5% of respondents were in partial agreement with the issue in York Northwest workshop.

### Accessibility within the Cultural Quarter and the impacts on other areas of the city

An important consideration for the Cultural Quarter is how access to it and other parts of the city can be maintained or improved in the most sustainable way. The eastern boundary of the Quarter skirts the 'Footstreets' area and extends into it at High Petergate and Minster Yard. Following the receipt of a petition to extend the Footstreets into Fossgate, work to investigate possible extensions to the Footstreets was initiated by the council. However, it became apparent that this review needed to be far more extensive to consider access to and within the city centre and its effects on economic viability in the future, as part of the Area Action Plan. This review, as part of 'the City Centre Accessibility Masterplan', is to be led by the council's Transport Planning Unit. It will consider the findings of a number of projects including the Footstreets Review, Cycling City Strategy, Coach Parking Strategy, various improvements to main routes into the city and an audit of the 'Gateway Streets', to assess

where road space could be reallocated to promote sustainable transport choices and to improve the experience of visiting and navigating the city centre. It will, ultimately, form part of the evidence base for the AAP.

Following an officer workshop, in July 2008, to consider the issues (see attached) five specific areas to be investigated for accessibility and impacts of access changes, as discrete areas and in combination, were proposed:

- **Gateway Streets** Micklegate / Blossom Street, Fossgate / Walmgate, Goodramgate, Piccadilly, Stonebow / Peasholme Green and Bootham / Gillygate
- **Other potential Shopping Streets** Museum Street, Lendal, Duncombe Place, High Petergate and Castlegate
- **Cultural Quarter** St Leonard's Place, Ouse Bridge and Leeman Road
- **Castle Piccadilly** Piccadilly, Castlegate, Coppergate/Pavement and Clifford Street/Tower Street
- **York Central/York Northwest** (subject of separate Area Action Plan)

These investigations are expected to commence early in the New Year, with an anticipated completion date of July 2009, so as to keep on-track with the AAP timetable. Initially this work is due to be undertaken by officers, but may require the use of additional resource (i.e. external consultants) in order to complete it within the timescale available.

### Next Steps

The immediate next steps in producing the AAP include:

- Report to LDF Working Group in January 2009 with information on the Issues and Options consultation and the comments received.
- Report to LDF Working Group again in March 2009 with recommendations on which options should be the Preferred Options with an analysis of the consultation findings, justification for any options not being progressed, the conclusions of the Sustainability Statement and any emerging evidence.
- We will also begin commissioning and undertaking a range of evidence base documents to support the AAP, with input from Yorkshire Forward.
- Form a Steering Group, which could include community input.
- Commence Accessibility studies.
- Undertake ongoing Stakeholder involvement.

Enhancing the public realm is key to much of the AAP and the idea has generated a high level of support from the public consultation. At the next stage of the plan we will undertake a quality audit of the City Centre public realm, from which the AAP will develop a series of area specific 'Public Realm Key Principles' or guidelines. Once adopted the AAP will act as the design brief for detailed design commissions.

There is no set date for the Preferred Options consultation, however we are aiming for September 2009. For Cultural Quarter public realm and development proposals to be consulted on as part of this process, we will need to have the broad concept and principals, with sketch illustrations, by Summer 2009.

The publication of and consultation on the Submission AAP is timetabled for February 2010. The document will be Submitted in May 2010, the Examination in June 2010. The aim to have the AAP Adopted by the Council in December 2010. The timetable is set in the Council's adopted Local Development Scheme.

### The AAP and the Cultural Quarter

The key issue for the AAP in relation to the Cultural Quarter is the need to co-ordinate the public realm masterplanning of the wider city centre with the proposals for the public realm in the Cultural Quarter. For the AAP we intend to undertake a comprehensive public realm audit to assess the current condition of the public realm and to identify opportunities for enhancement. The findings will form the basis of the Preferred Options consultation. A public realm masterplan for the city centre will be produced for the submission AAP.

It is important that the agreed objectives for the Cultural Quarter are imbedded in both the City Centre AAP and the York Northwest AAP. This will ensure that the proposals are co-ordinated with the plans for the wider area.

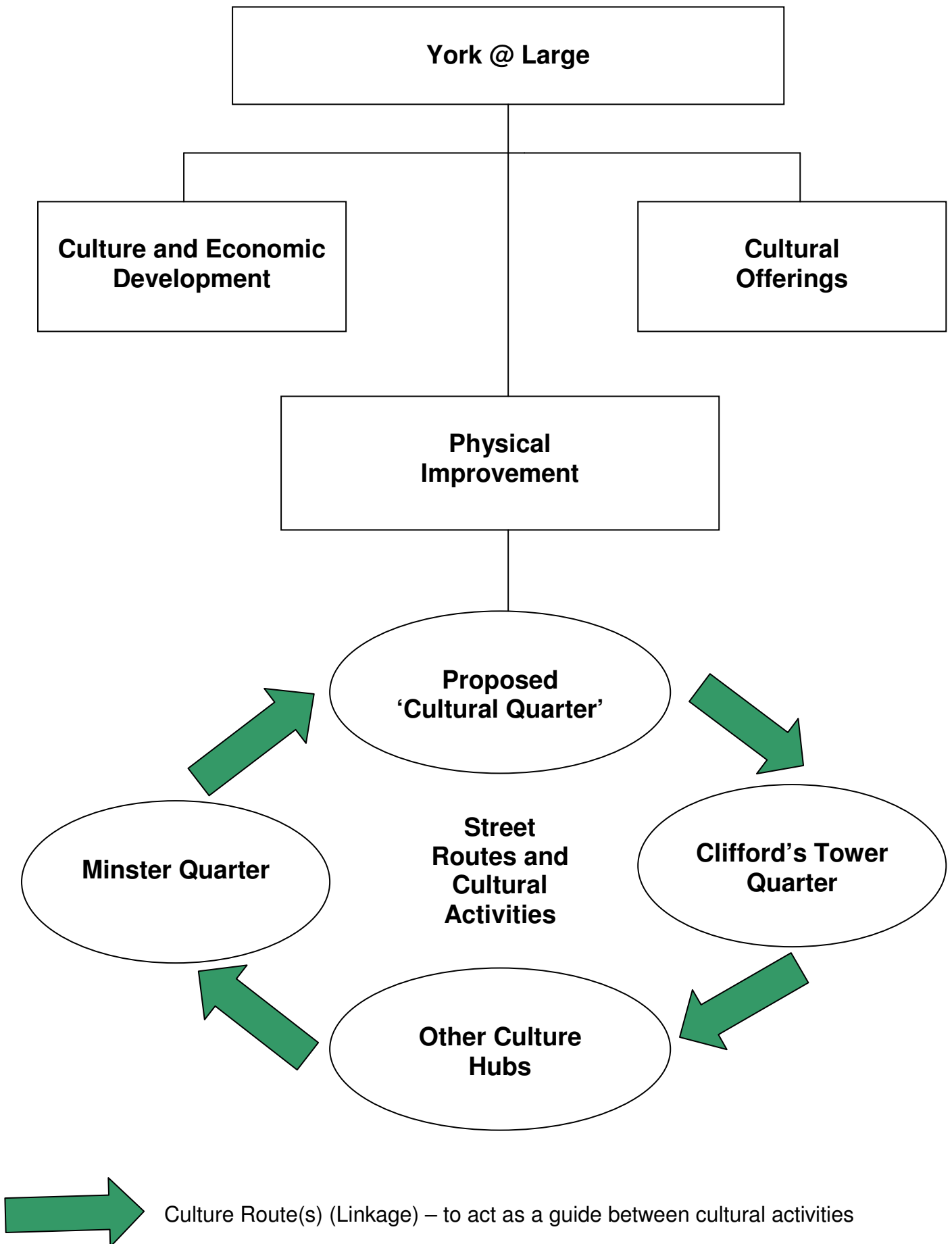
The AAP Issues and Options also consulted on how to grow and diversify York's Cultural offer as well as the evening economy, including later opening of museums and galleries. There was support for these options including providing additional facilities for cultural activities.

It is important for funding of the Cultural Quarter, that the proposals can be shown to be consistent with, and part of, an adopted statutory plan for the city. If the proposals, costs and partners were set out in the Delivery Strategies for both AAPs, this would create the potential for funding to be drawn from developer contributions, linked to policies in the AAPs, and highlight opportunities for other partner contributions and grant funding avenues.

**Wendy Taylor and Ewan Taylor**  
**City Development, City Strategy**

**Ian Stokes**  
**Transport Planning, City Strategy**

### Culture York – Suggested Model



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**Executive**14<sup>th</sup> April 2009

Report of the Director of City Strategy

**Council Headquarters – Update Report****Summary**

1. This is an update report on the outcome of stage two of the four-stage procurement process, for the delivery of the council's new headquarters. It sets out detail of the procurement process particularly in relation to the evaluation of the bids, the key activities for the next two stages and the associated timeline for the overall completion of the project.
2. It also sets out the consultation process to inform the development of the bidders detailed solutions, which is required to be submitted for a further round of evaluation in July 2009.

**Background**

3. The case for a new council headquarters, which is one of the council's corporate imperatives, remains as compelling as ever and the project is still on track to achieve a wide range of benefits. The overall requirements for the project remain unchanged from those set out in the design brief and include the following:
4. **For the customer**, in providing a purpose built York Customer Centre which will be fully accessible and compliant with the Disability Discrimination Act (DDA) and provide the single most important focal point for the new headquarters building. The new customer facility will enable quick, simple and easy access to services in one place, in a modern customer environment that supports the overall customer access strategy. Customers will no longer have to visit over six different reception points in and around the city centre to access individual services.
5. **For the environment**, the aim is to have a new headquarters building that is designed to deliver benefits to the environment in its redesign/construction and subsequent operation, achieving low greenhouse gas emissions and a minimum target of 20 per cent renewable energy to reduce the future running costs of the building. The new headquarters will be sustainable in terms of its economic, social and environmental impact by being centrally located to support the vitality of the city centre, as well as supporting the existing

infrastructure and transport links for customers, visitors and the large volume of staff walking or cycling to work.

6. **For the business** in providing a modern working environment to support an effective and efficient business operation. Rationalising 16 administrative offices down to four to achieve significant long-term savings and fund the cost of the new headquarters building, at no additional cost to the residents of York. The new headquarters will provide the potential to share space with partner organisations to support and improve partnership working and support more collaborative working between services resulting in a more joined up and efficient delivery to customers.
7. **For the City** by providing the opportunity for inward investment to the City by releasing a number of important historic buildings such as St Leonard's Place and Blake Street, which can be sensitively restored and put to more appropriate use.
8. At the Executive meeting on 21<sup>st</sup> October 2008 Members approved the commencement of a four stage OJEU competitive dialogue procurement process to support the development of potential solutions for the design and construction of a new headquarters building. A notice for expressions of interest (stage one of the process) was issued on 10<sup>th</sup> November 2008 with a closing date for return of 15<sup>th</sup> December 2008. Twelve expressions of interest were received and evaluated against an agreed set of criteria. Five bidders were shortlisted to be taken forward onto stage two and this was the subject of an update report to the Executive on 3<sup>rd</sup> February 2009. All five bidders were then invited to participate in the competitive dialogue process and submit their outline proposals by 16<sup>th</sup> February 2009.

## **Procurement**

9. The requirements for the developers outline submissions included; the actual locations being proposed, site plans and legal boundaries, evidence of title and land registry, site history and context, building massing, site investigations and a development programme to include land assembly, design, consultation, approvals, construction, commissioning and transition.
10. Five developers accepted the invitation to submit outline solutions and commenced a further a period of dialogue with the council. Subsequently one developer withdrew from the competition and four outline proposals were submitted. Each submission has been subject to a rigorous evaluation process using a formally agreed and published set of financial and qualitative criteria. (See Annex 1). This is a requirement of the EU procurement process to ensure that throughout the process each bid is evaluated on a consistent basis, to a high professional standard. Bidders will invest a significant amount of time, effort and resources in preparing their bids therefore, to secure their continued participation they need to have confidence that the process will be fair and that the results of the competition will be determined on

the basis of a proper and professional analysis of the submissions in accordance with the clearly laid out criteria referred to above.

11. A carefully constructed evaluation team made up of representatives from the project board, the project team and specialists from planning, sustainable development and customer services evaluated and scored each of the bids in accordance with the published criteria. The whole complex process has been supported throughout by legal and procurement specialists to ensure that the council's mandatory EU procurement obligations are met.
12. In accordance with procurement guidance and to maintain a level of competition between bidders the team sought to shortlist two bidders to be taken forward to stage three. In exceptional circumstances, and where there are very small margins between the scores, three bidders may be considered. However, this approach can often have a negative effect on the top two bidders who may withdraw from the competition as they consider a one in three chance of being successful as too high a risk, particularly given the significant amount of work and resources needed to meet the requirements of the next stage.
13. The stage two evaluation is now complete. The outcome of the process identified two high scoring bids each receiving more than 50% of the available scores. The shortlisted developers and sites are:
  - Norwich Union - a redevelopment and revitalisation of Yorkshire House, Rougier Street.
  - Tarras Park Properties Ltd – a redevelopment and revitalisation of West Offices Station Rise.
14. These bidders have now been invited to participate in stage three of the procurement process and submit their detailed proposals by the end of July 2009. These proposals will be evaluated using the approved criteria and if successful each developer will be invited to take part in the final stage of the procurement process (stage four) and submit a tender for their developed scheme. Each tender will then be evaluated and a recommendation for the award of the contract will be made to the Executive in December 2009.
15. The overall project is still set to be delivered within the previously agreed timescales of mid to late 2012 despite the fact that the procurement programme has been extended by approximately two months to support a wider public consultation process and a request by one bidder for extra time owing to the complexity of their proposals and the work needed to be done. This is possible because a significant part of the necessary design process will be included in the procurement process. A timeline and the key stages of the procurement process are set out at Annex 2.

## **Consultation**

16. As each bidder develops their detailed proposals they are required to take part in a process of public and staff consultation to gather important information, views and comments to inform the preparation of their bids.
17. In May an eight-page publication will be sent to every household and the business community. This document will contain several pages of information, from the council explaining the reasons why we need to move to a new HQ and the benefits the project will bring to; the customer, the environment, the council business and the wider community of York. A number of pages will provide information from each of the developers setting out key elements of their schemes to include the design, look and concept layout of the customer centre. There will be a questionnaire based upon the content of the developer's scheme and there will be space for other more general comments.
18. The document will follow the same successful format as used in the recent budget / cycling survey. This consultation will also be supported through the council website and a three day exhibition in the Mansion House between 26<sup>th</sup> and 28<sup>t</sup> May when members of the public and staff can meet the developers and find out more about their proposals.
19. Returned questionnaires will be processed by an independent research agency with results forwarded to each of the developers to inform their detailed proposals. The outcomes will also be published on the councils website and through the media in early July.
20. In order to secure wide public participation, information with regard to 'How you can have your say' will be available on the council's website, through the media, at customer reception points, in libraries and community centres, prior to the publication being delivered. A detailed programme for the above consultation is included at annex 3.
21. There will be a further round of public consultation following the award of a contract during and prior to the submission of a planning application. The council also intends to implement an earlier commitment to establish a reference panel to include representation from a wide spectrum of interests that can focus on and provide support and engagement for issues including and beyond the built form.

## **Timescales**

22. The indicative timetable for the overall completion of the headquarters is as follows:

• HQ Contract Award	December	<b>2009</b>
• Planning Application	Summer	<b>2010</b>
• Planning Approval	Later Summer	<b>2010</b>
• Commence Construction/refurbishment	Late	<b>2010</b>
• HQ Completion	Mid – Late	<b>2012</b>

## Communications

23. At the end of stage two Information about the developers and the proposed sites went out in the form of a press release on 24<sup>th</sup> March. A global e-mail was sent to all staff prior to this being published and the council web and intranet sites have been updated to include further details in relation to the procurement process, the overall benefits of the project and frequently asked questions. We have also written to a number of professional bodies and key stakeholders within the wider York community to provide a more personalised update.

## Implications

### Financial

24. The budget for the accommodation project is £43.8 million as reported to Executive in June 2008. This includes the construction budget of £32 million and incorporates all the expenditure that has been incurred to date.
25. The expenditure incurred to date is currently being reviewed as required by statutory regulation for the Statement of Accounts 08/09. The review will identify those costs which remain relevant to the administrative accommodation project going forwards and those costs which cannot be incorporated in to the revised building solution and therefore need to be reported within the 2008/09 Final Accounts
26. It is difficult to predict at this stage the cost that have been incurred which do not remain relevant to further development but it is suggested that some project management costs, some design and construction fees at £1.08m may not be transferable however, it should be noted that these costs have been included within the approved project budget of 43.8m. Therefore the new arrangements to acquire a council headquarters building presents no additional burden to the council taxpayer .
27. The Pre-Audit Statement of Accounts are approved by Audit & Governance Committee on 29 June 2009, following which the Audit Commission will review the Statement including the treatment of costs relating to the Office Accommodation Project and report their findings back to the Audit & Governance Committee by 30<sup>th</sup> September 2009.

28. Financial analysis has been carried out which takes account of all costs associated with the office accommodation project. Moving to a new headquarters building as opposed to remaining in the current accommodation is viable and will over a period of 30 years represent a saving at today's prices of £5.84m.

### **Legal**

29. It is vital that the project follows good procurement practice and legal requirements, which underlie that practice, and to make decisions in a way which reflects key EU principles (equal treatment, transparency, proportionality) to avoid risks of challenge and to achieve best outcome. Commercial confidentiality must also be observed.

### **Corporate Priorities**

30. The provision of new accommodation and the consequential improvement in services to our customers will contribute to all of the council's priorities.

### **Risks**

31. The project risk register has been re-profiled to take account of the current changes and the revised procurement strategy for the project and regular monthly reports are presented to the Accommodation Project Board.

### **Recommendations**

32. This is a progress update report and Members are asked to:
- Note the content of this report with particular regard to the procurement of the new headquarters and the forthcoming process of consultation.
  - A further update report will be presented to the Executive at the end of stage three of the procurement process in September 2009.

**Contact Details**

**Author:**  
**Maria Wood**  
**Project Director-Accommodation**  
Tel No.553354

**Chief Officer Responsible for the report:**  
**Bill Woolley**  
**Director of City Strategy**

Report  
Approved



Date 30/03/09

**Specialist Implications Officer(s)**

Financial

Name: Louise Branford-White  
Title: Technical Finance Manager  
Tel No. 551187

**Wards Affected:** Acomb, Clifton, Fishergate, Guildhall, Heworth, Heworth  
Without, Micklegate

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

**Background Papers:**

Executive Report 21<sup>st</sup> October - Site Options Appraisal

Executive Report 3<sup>rd</sup> February - Council Headquarters Update

**Annexes**

Annex 1 – Procurement Criteria

Annex 2 - Timeline and Key Stages of the Competitive Dialogue Procurement  
Process

Annex 3 – Programme for consultation

## Procurement Criteria

The council will consider applications on the basis of the Most Economically Advantageous Tender criteria being: -

- Financial – 40%
- Quality – 60%

Financial Criteria
Whole life cost
Capital cost
Financial ability to deliver

Quality Criteria	Description
<b>Site assembly</b>	The extent to which the bidder has control of an appropriate site sufficient to meet the council's needs.
<b>Timescales</b>	The extent to what the bidder can complete all work to enable the City of York Council to occupy the new premises by the end of 2012 or earlier.
<b>Planning</b>	The extent to which the bidder's development proposal is likely to achieve all necessary consents.
<b>Buildability</b>	The extent to which the building proposal is feasible in terms of cost and design.
<b>Risk to delivery</b>	The extent to which the bidder's proposals pose risks to the project, e.g. Archaeology, listed buildings, contamination.
<b>Building efficiency</b>	The extent to which the bidder's proposals meet council needs efficiently.
<b>Customer facilities</b>	The extent to which the customer facilities meet the brief and enable the council to, deliver its services and promote the customer first ethos exemplified by the <a href="#">easy@york</a> programme and customer service strategy.
<b>Accommodation</b>	The extent to which the business and staff accommodation will meet the brief and effectively balance the needs of people, process and place.
<b>Enhancement of built environment and public realm</b>	The extent to which the bidder's proposal will deliver an outstanding example of office, urban and civic design.
<b>Carbon saving</b>	The extent to which the building will be carbon neutral. If not, the extent to which it can achieve the best possible reduction in carbon emissions.
<b>Sustainability</b>	The extents to which the design and construction of the building demonstrate sustainability, including sustainability in use To what extent will it support council targets and approach.



## Invitation to Submit Outline Solutions Evaluation Matrix

<b>DEVELOPER / PROPOSED SITE:</b>	
<b>EVALUATORS NAME &amp; POSITION:</b>	

<b>Scoring</b>	<b>Marking Guidelines - Single score (out of 10) to be awarded against each of the identified criteria</b>
<b>Score 0</b>	Question is either unanswered or the response does not address the criteria.
<b>Score 2</b>	Addresses the criteria, but has significant evidence lacking.
<b>Score 4</b>	Addresses the criteria, but basic evidence only has been provided.
<b>Score 6</b>	Addresses the criteria, reasonable evidence is provided which indicates that the criteria will be met satisfactorily.
<b>Score 8</b>	Addresses the criteria and provides comprehensive evidence that indicates some innovation and the potential to deliver a high quality result.
<b>Score 10</b>	Comprehensive and value-adding response that is innovative, includes full evidence of techniques and measurements employed, capable of exceeding expectations.

### Financial Criteria

<b>1. Whole Life Cost</b>		
<b>Qualitative Evidence</b>		<b>Evaluation Basis</b>
ITPD Section 3.3 bullet 2	Developer to provide statement on overall approach to whole life costing and delivery of best value through the investment over time	Assessment of whether approach to whole life costing and delivery of best value is duly considered

<b>2. Capital Cost</b>		
<b>Qualitative Evidence</b>		<b>Evaluation Basis</b>
ITPD Section 3.4 Paragraph 3	Statement confirming that proposals can/cannot be delivered within the constraints of the Councils budget	Can scheme be delivered for less than £32,000,000
ITPD Section 3.3 bullet 1	Developer to provide outline of what they expect their detailed proposals to contain in relation to capital costs	Assessment of whether developers capital cost proposals reasonable and in line with requirements

<b>3. Financial Ability to Deliver</b>		
<b>Qualitative Evidence</b>		<b>Evaluation Basis</b>
ITPD Section 3.3 bullet 3	Provide previous examples and benchmark cost reports of similar schemes undertaken	Assessment of developers capability to deliver scheme within budget based on previous experience
ITPD Section 3.3 bullet 4	Developer to detail approach to funding the proposal	Assessment as to whether funding proposals are robust and offer best value

## Quality Criteria

1. Site Assembly		
The extent to which the bidder has control of an appropriate site sufficient to meet the Council's needs.		
Deliverables (no. as per ITPD Schedule of Requirements)		Evaluation Basis
1	Site Plan, legal boundaries	Does site plan detail and provide clarity on legal boundaries
2	Evidence of title, securing agreements, Land Registry.	Have they demonstrated bidders legal title to the site including - site legal boundaries (deliverable 1), site plan, restrictions, easements and covenants, third party interests or other matters affecting the same
4	Heads of Terms	Is confirmation provided on proposed Head of Terms or details of proposed amendments?
5	Location Plan	Does Location plan detail - site location, site boundaries, access thereto and context in relation to locality within the city?
6	Site Plan	Does Site plan detail proposed CYC building orientation and site logistics e.g. public and staff approaches, access routes?
8	Site history & context	Adequacy of details on the site's history including any available information, e.g. archaeology, local relationships, flooding, ground conditions, contamination and existing statutory services.

Qualitative Evidence		
1	Site ownership	What level of site ownership is demonstrated - Do they own the site or have a robust process for attaining the site? What will the ownership structure of site be following project completion - is CYC freehold proposed?
2	Heads of Terms	Have they accepted proposed terms or are proposed amendments acceptable?
3	Does the site proposal meet the requirements of CYC?	Does the developer demonstrate that the location and size of the accommodation proposed will meet CYC requirements?
4	Site infrastructure/servicing	Are adequate details provided on the extent, location and capacity of services presently serving the site?
5	Enabling Works	Developer requested to identify any enabling works required to support the development proposals.

2. Timescales		
The extent to what the bidder can complete all work to enable the City of York Council to occupy the new premises by the end of 2012 or earlier.		
Deliverables (no. as per ITPD Schedule of Requirements)		Evaluation Basis
12	Development programme including, Land Assembly, Design, Consultation, Approvals, Information Required, Construction, Commissioning, Transition.	Does programme detail all elements required - Land Assembly, Planning, Design, Consultation, Approvals, Information Required, Construction, Commissioning, Transition?
Qualitative Evidence		
1	Does programme meet CYC timeframe?	Is programme robust and does it enable handover to CYC by August 2012?
2	Support/Inputs required from Council	Has bidder clearly set out their requirements for inputs from the Council to deliver the programme?

### 3. Planning

The extent to which the bidder's development proposal is likely to achieve all necessary consents.

Deliverables (no. as per ITPD Schedule of Requirements)		Evaluation Basis
5	Location Plan	Does Location plan detail principle planning location requirements - e.g. local plan, use types, site boundaries, adjacent owners
6	Site Plan	Has developer provided initial development plans detailing site proposals/principle planning information - e.g. proposed CYC building location, transport logistics, approachability, access routes etc
8	Site history & context	Adequacy of details on the site's planning history, its potential, local buildings and relationships, archaeology, transport and accessibility, flooding,.
9	Building massing diagrams	Has bidder provided building massing diagrams which show the shape, form and orientation on the proposals relative to themselves and their local environment?
Qualitative Evidence		
1	Is the scheme likely to get planning permission?	Has developer adequately detailed a masterplan/development framework for the overall development identifying how they propose to progress scheme through planning?
2	Are CYC Planners comfortable with the proposed massing diagrams?	Does the outline massing/site proposal represent a potentially acceptable solution?

<b>4. Buildability</b>		
<b>The extent to which the building proposal is feasible in terms of cost and design.</b>		
<b>Deliverables (no. as per ITPD Schedule of Requirements)</b>		<b>Evaluation Basis</b>
5	Location Plan	Does Location plan detail e.g. site location, site boundaries and access thereto
6	Site Plan	Does Site plan detail proposed CYC building location and site logistics e.g. access routes
25	Development of a 'Roadmap to Sustainability'	Has developer included proposals for developing a sustainability roadmap/strategy?
<b>Qualitative Evidence</b>		
1	How practical is the location?	How well have the logistical implications and constraints of the plan been dealt with? How well does the plan deal with construction traffic etc?
2	Deliverability	Have they demonstrated a feasible approach to providing building in terms of cost and design? What level of commitment is shown to deliver against the estimated budget?
3	Outline design proposals	Have they demonstrated outline design proposals are achievable and can meet CYC scope?

<b>5. Risk to delivery</b>		
<b>The extent to which the bidder's proposals pose risks to the project, e.g. Archaeology, listed buildings, contamination etc.</b>		
<b>Deliverables (no. as per ITPD Schedule of Requirements)</b>		<b>Evaluation Basis</b>
12	Development programme including, Land Assembly, Design, Consultation, Approvals, Information Required, Construction, Commissioning, Transition.	Does programme detail all elements required - e.g. Land Assembly, Planning, Design, Consultation, Approvals, Information Required, Construction, Commissioning, Transition?
2	Evidence of title, securing agreements, Land Registry.	Have they demonstrated bidders legal title to the site including - site legal boundaries (deliverable 1), site plan, restrictions, easements and covenants, third party interests or other matters affecting the same?
8	Site history & context	Adequacy of details on the site's history including e.g. Planning related matters, information as to ground conditions, contamination (if any) and statutory services already within the site
40	Developer team details and organisation	Details of developers team and organisation structure to be provided, demonstrating depth and breadth of available resource and/or supply chain.
<b>Qualitative Evidence</b>		
1	Risks to delivery	Has developer identified potential risks to delivery and is proposed controls/mitigation reasonable e.g. - Planning, ground conditions, contamination and statutory services?
2	Risk apportionment	Are any risks proposed to be shared/taken on by CYC - is this reasonable?

<b>6. Building Efficiency</b>		
<b>The extent to which the bidder's proposals meet Council needs efficiently.</b>		
<b>Deliverables (no. as per ITPD Schedule of Requirements)</b>		<b>Evaluation Basis</b>
31	Area Schedules	Has developer confirmed/included their proposed area schedules against those included in brief
32	Net to gross ratios for public areas, staff areas and in total.	Are Net to gross ratios for public areas, staff areas and in total detailed?
<b>Qualitative Evidence</b>		
1	Does the size of the building reflect the requirements of the brief	Does the area and configuration proposed meet the principles of the brief?
2	Rate the quality of the net to gross ratios for public areas and staff areas	Is the proposed net to gross area ratio efficient and appropriate? Have they identified net to gross for public areas vs staff/office areas

<b>7. Customer Facilities</b>		
<b>The extent to which the customer facilities meet the brief and enable the Council to, deliver its services and promote the customer first ethos exemplified by the easy@york programme and customer service strategy.</b>		
<b>Deliverables (no. as per ITPD Schedule of Requirements)</b>		<b>Evaluation Basis</b>
None for ISOS stage		
<b>Qualitative Evidence</b>		
1	Clearly demonstrates understanding of brief for customer/public areas	Do indicative floor plans identify customer contact centre zone, is this the right size? Is location/accessibility/entrance reasonably considered for a range of customers?



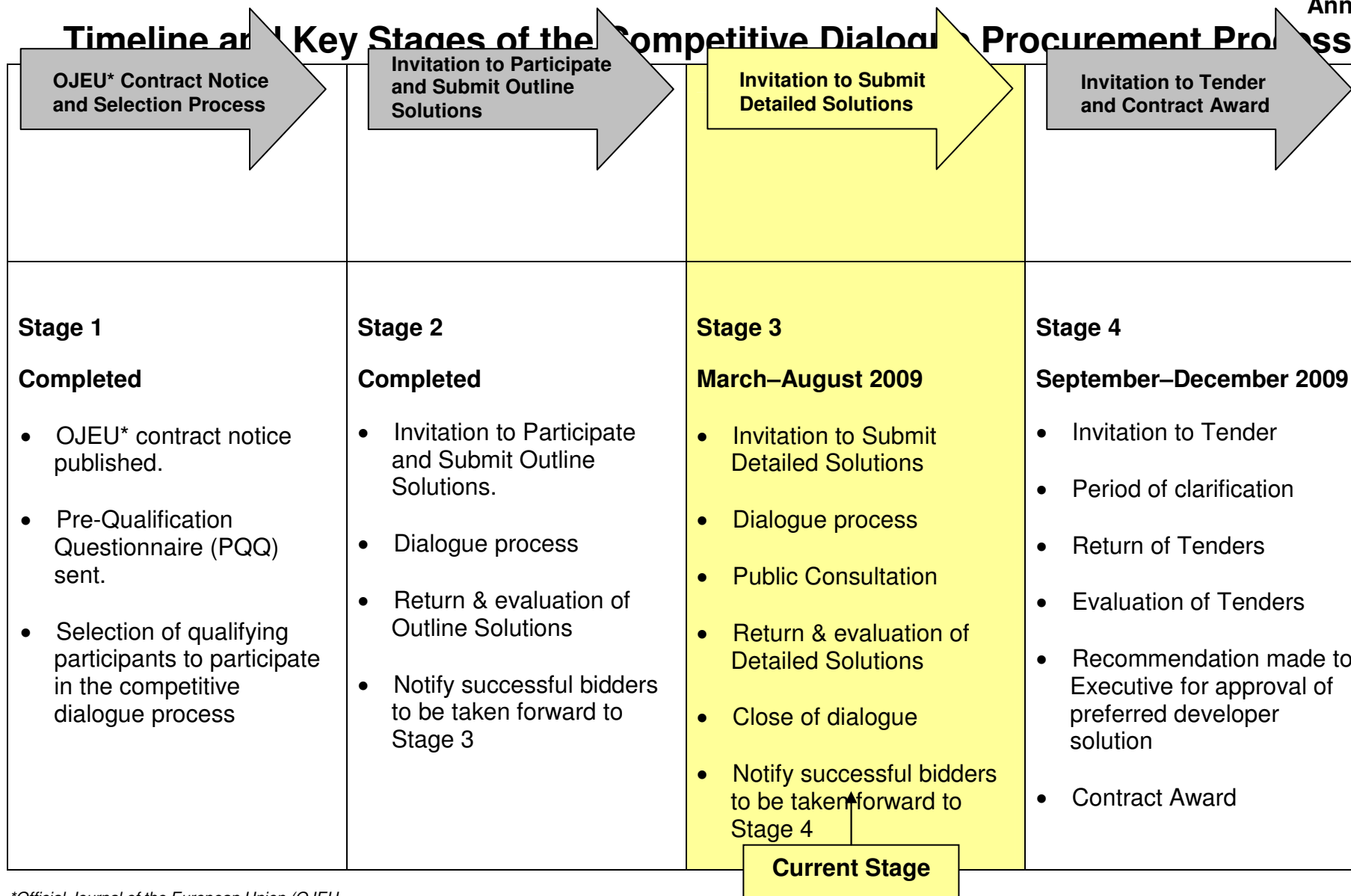
<b>8. Accommodation</b>		
<b>The extent to which the business and staff accommodation will meet the brief and effectively balance the needs of people, process and place.</b>		
<b>Deliverables (no. as per ITPD Schedule of Requirements)</b>		<b>Evaluation Basis</b>
31	Area Schedules	Has developer confirmed/included their proposed area schedules against those included in brief
32	Net to gross ratios for public areas, staff areas and in total.	Are Net to gross ratios for public areas, staff areas and in total detailed, efficient and appropriate?
<b>Qualitative Evidence</b>		
1	Demonstrates understanding of brief for staff/office areas	Do indicative floor plans identify understanding of principles for staff/office areas - do these align with requirements of brief?

<b>9. Enhancement of the built environment</b>		
<b>The extent to which the bidder's proposal will deliver an outstanding example of office, urban and civic design.</b>		
<b>Deliverables (no. as per ITPD Schedule of Requirements)</b>		<b>Evaluation Basis</b>
6	Site Plan	Has developer provided initial development plans detailing site proposals - e.g. proposed CYC building location, site logistics, access routes etc
<b>Qualitative Evidence</b>		
1	Developer team details and organisation	Have developers team demonstrated experience in delivering schemes recognised as outstanding examples of office, urban and civic design.
2	Will proposals deliver an outstanding example of office, urban and civic design.	Have developers detailed how their proposals will enhance built environment? What benefit does scheme offer to City of York? Is there potential and promise of an outstanding example of Urban and Civic Design?

10. Carbon Saving		
The extent to which the building will be carbon neutral? If not, the extent to which it can achieve the best possible reduction in carbon emissions?		
Deliverables (no. as per ITPD Schedule of Requirements)		Evaluation Basis
None for ISOS stage		
Qualitative Evidence		
1	Developer team details and organisation	Does developers team's demonstrate required experience, commitment and expertise to deliver a Carbon Saving building in design and operation?
2	Outline Proposals	Has developer outlined proposals for Carbon saving and provided a logical method for calculating and demonstrating this ?

11. Sustainability		
The extent to which the design and construction of the building demonstrate sustainability, including sustainability in use. The extent to which it will support Council targets and approach.		
Deliverables (no. as per ITPD Schedule of Requirements)		Evaluation Basis
None for ISOS stage		
Qualitative Evidence		
1	Does location and developer proposals meet CYC's sustainability aspirations and requirements?	How well have the developers picked up the key issues from the Councils sustainability strategy? Have they provided a knowledgeable, innovative and realistic roadmap to sustainability?

# Timeline and Key Stages of the Competitive Dialogue Procurement Process



\*Official Journal of the European Union (OJEU)



ID	Task Name	Duration	Start	Qtr 1, 2009			Qtr 2, 2009			Qtr 3, 2009		
				Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	
1	<b>Procurement Consultation</b>	<b>111 days</b>	<b>Mon 23/02/09</b>									
2												
3	<b>Produce eight page insert</b>	<b>33 days</b>	<b>Wed 01/04/09</b>									
4	Preliminary design and layout	10 days	Wed 01/04/09									
5	Developer information available	0 days	Mon 20/04/09									
6	Final Design	5 days	Mon 20/04/09									
7	Approve leaflet	0 days	Fri 24/04/09									
8	To print	5 days	Mon 27/04/09									
9	Distribution	10 days	Mon 04/05/09									
10												
11	<b>Prepare exhibition information</b>	<b>15 days</b>	<b>Fri 24/04/09</b>									
12	Design panels	10 days	Fri 24/04/09									
13	Approve Exhibition panels	0 days	Thu 07/05/09									
14	Print panel and questionnaires	5 days	Fri 08/05/09									
15	Delivery to CYC	0 days	Thu 14/05/09									
16												
17	<b>Exhibition</b>	<b>69 days</b>	<b>Mon 23/02/09</b>									
18	Evaluate and select venue	5 days	Mon 23/02/09									
19	Book venue	0 days	Fri 27/02/09									
20	Set up venue	1 day	Mon 25/05/09									
21	Exhibition	3 days	Tue 26/05/09									
22												
23	<b>Media</b>	<b>5 days</b>	<b>Wed 20/05/09</b>									
24	Prepare for radio interview	3 days	Wed 20/05/09									
25	Radio interview	1 day	Tue 26/05/09									
26												
27	<b>Website</b>	<b>6 days</b>	<b>Mon 27/04/09</b>									
28	Assemble material	1 day	Mon 27/04/09									
29	Design period	3 days	Tue 28/04/09									
30	Format for web use	2 days	Fri 01/05/09									
31	Website live	0 days	Mon 04/05/09									
32												
33	<b>Council consultation feedback</b>	<b>37 days</b>	<b>Thu 04/06/09</b>									
34	Deadline for comments	0 days	Thu 04/06/09									
35	Analyse & agree feedback	12 days	Fri 05/06/09									
36	Developer scheme refinement	25 days	Tue 23/06/09									
37	Detailed Solution Submission	0 days	Mon 27/07/09									

Project: Developer comms Options v3  
Date: Fri 20/03/09

Task		Project Summary	
Split		External Tasks	
Progress		External Milestone	
Milestone		Deadline	
Summary			

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**Executive**

**14<sup>th</sup> April 2009**

**Report of the Director of Neighbourhood Services**

**Sustainable Communities Act 2007**

**Purpose of report**

1. The purpose of this report is to inform the Executive of the two phased approach which has been adopted in order to fulfil the council motion<sup>1</sup> relating to the Sustainable Communities Act 2007 (SCA). The report:
  - Updates the Executive on the current actions [Phase One] undertaken by the Neighbourhood Management Unit (NMU) in relation to the Council Motion relating to the SCA, and
  - Seeks approval for the proposed course of action [Phase Two] to deal with proposals arising from the consultation process required by the SCA.

**Background**

2. On 27th November 2008, a Council motion on the SCA was submitted by Cllr Aspden and Cllr Hyman, and subsequently amended by Cllr D'Agorne.<sup>2</sup> The motion was passed and it stated:

*“...Council welcomes the Sustainable Communities Act as a means of gaining new assistance from government, determining that assistance, arguing for transfers of public monies from central to local control and involving York residents in democracy.*

*Council therefore resolves to use the Act by preparing and submitting proposals for local sustainability to central government, by 31<sup>st</sup> July 2009, and, in doing so, welcomes proposals from York residents and community groups in York.*

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<sup>1</sup> Council Motion 27<sup>th</sup> November 2008.

<sup>2</sup> The motion can be found on the CYC intranet  
<http://sql003.york.gov.uk/mgActionDisplay.aspx?ID=27847>

*Council will encourage parish councils, ward committees and other community organisations in York to hold meetings within the next seven months at which ‘citizen panels’ can put forward appropriate proposals, as envisaged under the Act.”*

3. There are several steps that the Council needs to take to ensure compliance with the SCA and the associated Statutory Guidance<sup>3</sup>. Namely:
  - o To establish panels of local people and work with them to develop the proposals. These must be made up of ‘representatives of local persons’. These are defined as ‘a balanced selection of individuals, groups or organisations the authority considers likely to be affected by, or have an interest in the proposal’. It includes those who work or study in the area; visitors; service users; local third sector groups; businesses; bodies such as Parish Councils and anyone else likely to be affected by, or interested in, the proposal. In establishing these the Council must ensure that there is adequate representation from under-represented groups in civic and political activity. It is recognised that existing consultative panels or forums can be used as part of the process.
  - o To reach agreement with the Panel(s) about the merits of proposals and the priorities between them.
  - o To consult with those parties affected by the proposals (particularly in cases where there would be a transfer of responsibility).
  - o To have regard to the list of matters set out in the Schedule to the Act. This list is intended to assist with the decisions about whether proposals put forward will contribute to the sustainability and wellbeing of the area. The list is contained within **Annex One**.
  - o A formal decision has to be made via Full Council or the Executive on whether to put the proposals forward.
4. There are also process issues which the Executive will need to be aware of when considering the proposed [Phase Two] actions detailed within this report. Namely:
  - o It should be noted that Parish and Town Councils cannot submit proposals directly, these have to be submitted via the principal authority (The Council).
  - o The basic criterion for valid proposals are that they must be ones that need some form of action from central government (such as a change

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<sup>3</sup> Creating Strong, Safe and Prosperous Communities – Statutory Guidance July 2008, Annex 1.



- in legislation, a transfer of responsibility from one public body to another, a new national policy or a change or strengthening of policy).
- o Proposals once 'agreement has been reached' have to be submitted to the Local Government Association (LGA), who have been chosen as the 'Selector' as they represent the interests of local authorities.
  - o The Council needs to provide detailed information within the proposals to the LGA. This is discussed in greater detail within paragraph 9 and **Annex Four**.
  - o The deadline for the Council to have feedback from Citizens panels and to reach agreement and put forward proposals to the LGA is 31<sup>st</sup> July 2009.
  - o This is the first round in which proposals can be submitted under the SCA. There will be subsequent rounds however, the timing of later rounds has yet to be determined. The LGA have confirmed verbally that there is likely to be an evaluation process following the first round before subsequent rounds are announced and introduced.
  - o The Council, should it submit proposal(s), may be asked to make a verbal presentation to the Selector Panel set up by the LGA.

### **Current action undertaken by officers from NMU [Phase One]**

5. The next round of Ward Committees are scheduled for April / May,<sup>4</sup> and these present an opportunity within the timescale to meet (in part) the obligations relating to the Council motion, which stated "...***Council will encourage parish councils, ward committees and other community organisations in York to hold meetings within the next seven months at which 'citizen panels' can put forward appropriate proposals, as envisaged under the Act.***"
6. The NMU have commenced a process to encourage members to put the SCA on the next round of Ward Committees. All ward members have received a briefing on the provisions of the Act. Senior Officers from Neighbourhood Services will be available at the ward meeting to support discussions on the SCA either at the surgery of the ward committee or as a main agenda item. The NMU are also encouraging Parish Council involvement in the process, along with attendance at the meetings by community groups. A web site has also been developed to enable individuals and groups who cannot attend the meetings to make suggestions.
7. Detail of this process [Phase One] is described at **Annex Two**. The Executive is asked to note this current action.

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<sup>4</sup> The first ward committee occurs on 9<sup>th</sup> April and they occur until 7<sup>th</sup> May 2009.

## **Proposed course of further action [Phase Two]**

8. The initial awareness raising, member support and public consultation through Ward meetings, which will be supported and facilitated by officers within the NMU, is only part of the process required to fulfil the requirements of the SCA. A much wider course of action [Phase Two] is needed which will involve actions by officers from across a range of council directorates, and the detail is set out in **Annex Three**. The main elements within this course of action are:
- The formation of a project group made up of officers from – Marketing & Communications / Democratic Services / Economic Development / Partnership (LSP) Unit / Central Finance / Legal Services. This group will provide an essential role in technically screening the suggestions and proposals made via ward committees and the web site; in shaping a citizens panel; and in completing the required submission forms for the LGA.
  - The formation of a Citizens Panel taking into account the requirements to inclusion of under-represented groups and the definitions of representatives of local persons. This is likely to be formed from members of the public from the Talkabout Panel in addition to other interested parties.
  - An Executive Report which contains all the suggestions received and comments for the Project Group (June)
  - A screening of the proposals by the Without Walls (WoW) Executive Delivery Board (June)
  - An Executive report which advises the Executive members which proposals are 'valid', and containing comments from the Citizens Panel and WoW Delivery Board. This report will seek advice on which proposals members may wish to put forward to the LGA (July)
  - Submission of final proposals to LGA (31<sup>st</sup> July)
9. The proposals, once agreed upon by the Executive, will be submitted to the LGA prior to the 31<sup>st</sup> July deadline via an on-line form. At the time of production of this report the form is not available in final form. However the LGA have provided officers with a draft copy. The Executive should note that to comply with the LGA requirements very detailed information must be submitted for each proposal. This is detailed within **Annex Four**.

## **Options and Analysis**

10. By taking the course of further action detailed both within paragraph 8 and Annex Three the Council will ensure compliance with the Council Motion

of the 27<sup>th</sup> November 2008, the SCA 2007 and the Statutory Guidance. This will enable proposals to be submitted in the form required by the LGA and within the prescribed timeframes. Should this course of action not be approved then compliance with the statutory guidance and timescales will not be achieved.

### **Approach by other Local Authorities**

11. At the time of production of this report very little information was available about the approaches being used by other local authorities in complying with the SCA. However, the LGA has stated that approaches are varying across the country. These include:
  - o The use of existing residents panels
  - o The use of panels set up specifically for this process
  - o Panels chaired by council Leaders
  - o Combined bids from 2 tier authorities
  - o Utilisation of the LSP process and partnerships
  - o That in some areas the SCA is being led by community groups rather than the council
12. Should further information become available a verbal update can be provided to the Executive.

### **Consultation**

13. The LGA have been consulted on the requirements of submitting proposals and on the approaches of other local authorities, as detailed in Annex Four and paragraphs 11 and 12 above respectively. Consultation with the public through the ward committee and other processes, recommended at paragraph 8, forms a key part of obtaining and reaching agreement on the specific proposals to be submitted.

### **Executive Briefings**

14. **Annex Three** details the intention to bring information before the Executive on two occasions. The first occasion will be on 9<sup>th</sup> June 2009 following the technical and legal screening of suggested proposals by the Project Group. The second occasion will be on 21<sup>st</sup> July following the review of suggested proposals by the Citizens Panel and screening by the WoW Executive Delivery Board. The timetable for delivery of the process and submission of proposals to the LGA does not enable members to be briefed on the progress against the SCA on a more frequent basis via the formal Executive meeting. However, members could be informed on a more frequent basis via other mechanisms including e-mails for all members, information provision to political assistants, or e-mails to

Leaders. Members are asked in the recommendations to advise whether more frequent updates are required and if so, what form these should take.

## Implications

15. **Financial Implications** - There is no budget allocated for this process. The financial implications of any proposals deemed legally and technically 'valid' and supported by the Executive, can only be determined once supported suggestions are agreed by the Executive.

**Legal implications** - The legal implications relating to any proposals will not be known until the proposals are put forward and assessed. Representatives from Legal Services will form part of the Project Group.

**HR** – None

**Equalities** – Equalities issues will be considered by marketing and communications when setting up the Citizens Panel. It is a requirement of the Statutory Guidance to ensure that this is made up of 'representatives of local persons', including those from 'under-represented groups'.

**ITT** – None

## Corporate Priorities

16. The content of this report supports the Councils Corporate Strategy, in particular in enabling the public to shape and influence decisions through listening to communities and providing a greater say in local priorities.

## Risk Management

17. This report is in compliance with the Council's Risk Management Strategy. There are no risks associated within the recommendations of this report.

## Recommendations

18. The Executive are recommended to:
- a. Note the information provided within paragraphs 3-9 and **Annex One and Four**.

Reason : So that Members are informed in detail of the specific requirements in fulfilling the SCA.

- b. Note and endorse the current action detailed at **Annex Two**.

Reason: To note the actions that have already taken place by officers within the Neighbourhood Management Unit to progress the requirements of the council motion.

- c. Approve the proposed course of action and timetable detailed in **Annex Three** to ensure that the council submits proposals under the SCA which comply with the requirements of the Act and associated Statutory Guidance.

Reason: To ensure the requirements of the Council Motion are fulfilled, along with those of the SCA 2007 and Statutory Guidance.

- d. Advise officers whether more frequent briefings on progress with the SCA are required and if so, what form these should take.

Reason: To ensure that members are adequately informed about the outcomes of the process at the required frequency.

### Contact Details

<b>Author:</b>	<b>Chief Officer Responsible for the report:</b>		
Andy Hudson (Assistant Director Neighbourhoods and Community Safety) Ext 1814	Andy Hudson (Assistant Director Neighbourhoods and Community Safety)		
Zoe Burns (Head of Neighbourhood Management and Business Support) Ext 1817	<b>Report Approved</b>	<input checked="" type="checkbox"/>	<b>Date</b> 31.03.09
	Adam Wilkinson Interim Director of Neighbourhood Services		
	<b>Report Approved</b>	<input checked="" type="checkbox"/>	<b>Date</b> 31.03.09
<b>Specialist Implications Officer(s)</b> None			
<b>Wards Affected:</b>			<b>All</b> <input checked="" type="checkbox"/>
<b>For further information please contact the author of the report</b>			

### Background Papers:

Sustainable Communities Act 2007

Council motion 27<sup>th</sup> November 2008

**Annexes**

- Annex One** - List of Matters contained within the Schedule of the SCA
- Annex Two** - Phase One: Current action undertaken by officers from the NMU in order to insure compliance with the element of the Council Motion
- Annex Three** - Phase Two: Process and Action needed to ensure compliance with the Act and statutory Guidance and thus enabling compliance with the element of the council Motion
- Annex Four** - Detailed required by the LGA as part of the on-line submission of proposals

**List of Matters contained within the Schedule of the SCA.****Sustainable Communities Act 2007****Matters to which local authorities must have regard**

- 1 The matters referred to in section 2 are:
  - (a) the provision of local services,
  - (b) the extent to which the volume and value of goods and services that are:
    - (i) offered for sale; or
    - (ii) procured by public bodies and are produced within 30 miles (or any lesser distance as may be specified by a local authority in respect of its area) of their place of sale or of the boundary of the public body,
  - (c) the rate of increase in the growth and marketing of organic forms of food production and the local food economy,
  - (d) measures to promote reasonable access by all local people to a supply of food that is adequate in terms of both amount and nutritional value,
  - (e) the number of local jobs,
  - (f) measures to conserve energy and increase the quantity of energy supplies which are produced from sustainable sources within a 30 mile radius of the region in which they are consumed,
  - (g) measures taken to reduce the level of road traffic including, but not restricted to, local public transport provision, measures to promote walking and cycling and measures to decrease the amount of product miles,
  - (h) the increase in social inclusion, including an increase in involvement in local democracy,
  - (i) measures to increase mutual aid and other community projects,
  - (j) measures designed to decrease emissions of greenhouse gases,
  - (k) measures designed to increase community health and well being,
  - (l) planning policies which would assist with the purposes of this Act, including new arrangements for the provision of affordable housing, and
  - (m) measures to increase the use of local waste materials for the benefit of the community.

2 In this Schedule the following terms shall have the following meanings:

- “local services” includes, but is not restricted to, retail outlets, public houses, banks, health facilities, including hospitals and pharmacies, legal services, social housing, post offices, schools, public eating places, leisure facilities and open spaces;
- “local food economy” means a system of producing, processing and trading primarily organic forms of food production, where the activity is largely contained in the area or region where the food was produced;
- “local jobs” mean:
  - (a) jobs in companies or organisations that in the opinion of the appropriate authority will spend a significant proportion of their turnover in the locality of the place of operation; and
  - (b) jobs which are held by people living within 30 miles of that job;
- “mutual aid” means actions or initiatives by people in the community to improve services or provisions for themselves and other persons in the community;
- “product miles” means the total distance produce is transported from the place of growth or production to the place of consumption;
- “social inclusion” means the opportunity for all people resident in any area to play an equal role in the economic, social and civic life of the area;
- “local democracy” means the ability to participate, by means of voting at elections or otherwise, in decision-making that is as local as practicable to people’s place of residence; and
- “community health and well-being” means the degree to which persons resident in an area identify with that area and receive an increased quality of life as a result of the nature and the environment of the area.



**Phase One**

**Current action undertaken by officers from the NMU in order to ensure compliance with the element of the Council Motion which requires officers to:**

*“...encourage parish councils, ward committees and other community organisations in York to hold meetings within the next seven months at which ‘citizen panels’ can put forward appropriate proposals, as envisaged under the Act.”*

<b><u>Date</u></b>	<b><u>Event</u></b>	<b><u>Actions</u></b>	<b><u>Lead</u></b>	<b><u>Status</u></b>
18 <sup>th</sup> February –to first week in April	Ward Team meetings	To encourage members to include the Sustainable Community Act (SCA) on their ward committee agenda. To plan the agenda, format and Your Ward newsletter content. To support members through the April Ward Committee Meetings and collate responses relating to the SCA.	NMU officers	Partially complete ongoing rolling programme.
2 <sup>nd</sup> March	E – briefing for ward members	Issue email including copy of the Council Motion, briefing note on the provisions of the Act, and outline of proposed approach.	NMU officers	Completed
5th March	Meeting of the three members who sponsored the Council Motion and the Executive members of Neighbourhoods	To explain actions for Phase One and proposed actions Phase Two	Andy Hudson / Zoë Burns	Completed
5th March	York Residents Federation organising group	Introduce SCA and secure an agenda item for the Federation meeting on the 19th March	Moira Scaife	Completed
11 <sup>th</sup> March	CMT	Briefing Paper to seek approval for phase one, and to agree actions for Phase two	Andy Hudson / Zoë Burns	Completed
11 <sup>th</sup> March	York Local Councils	Agenda Item to include SCA	Moira Scaife	Completed

<u>Date</u>	<u>Event</u>	<u>Actions</u>	<u>Lead</u>	<u>Status</u>
	Association Liaison Group			
14 <sup>th</sup> March	Support for ward committees	E-mail to all members to offer Senior Officer Support to the Ward Committee and surgery process	Zoe Burns	Completed
19 <sup>th</sup> March	York Residents Federation	Agenda item on the SCA.	Mora Scaife (NMU)	Completed
Rolling programme	Invitation letters to ward committee meetings	Write to community Organisations and Parish Councils to make them aware of the items on individual ward committee agendas to encourage their participation in the meetings. This will be a rolling programme to ensure that the invitations are timely to the dates of the ward committee meetings.	NMU	Currently being produced
1 <sup>st</sup> April	Web site Page	Produce information for the web site on the SCA and have a method available for responses to come from the public, individuals and groups via this route.	Web Team Sarah Fitsel with information supplied by NMU.	To be launched on 1 <sup>st</sup> April 09
31 <sup>st</sup> March	Press release on SCA	Press release to draw attention to the ward committees and the web based suggestion method.	Zoe Burns	Completed 31 <sup>st</sup> March
9 <sup>th</sup> April - 7 <sup>th</sup> May 09	Ward Committee Meetings	Meetings to include a pre – meeting display on SCA. Agenda to include an item on the SCA (subject to members agreement). Ward Meetings to be supported at the meetings by members of the project group.	NMU officers with support from Adam Wilkinson, Andy Hudson, Zoe Burns and	Rolling programme

<u>Date</u>	<u>Event</u>	<u>Actions</u>	<u>Lead</u>	<u>Status</u>
			Mora Scaife who will lead discussions with the public.	
21 <sup>st</sup> April	Press release	Follow up press release to remind the public about the ward committee meetings and web based suggestion method.	ZB	

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**Phase Two****Process and Actions needed to ensure compliance with the Act and statutory Guidance and thus enabling compliance with the element of the council motion which requires officers to:**

“.....use the Act by preparing and submitting proposals for local sustainability to central government, by the 31<sup>st</sup> July 2009, and in doing so, welcomes proposals from York residents and community groups in York...”

<b><u>Date</u></b>	<b><u>Event</u></b>	<b><u>Actions</u></b>	<b><u>Lead</u></b>
Week beginning 30 <sup>th</sup> March	Formation of project group comprising officers from NMU / EDU / LSP Partnership unit, / Marketing & Communications / Central Finance / Democratic Services / and Legal Services.	<p>Officers to be nominated by CMT. Officers to be briefed to understand remit of SCA. To project plan and contribute to tasks required for Phase two actions including the technical and legal screening of suggestions made via the ward committees and the web page and deciding on the make up, formation, and organising of a Citizen Panel</p> <p>The officer project group will need to have at least 2 meetings prior to the 11<sup>th</sup> May. These will be to:</p> <ol style="list-style-type: none"> <li>1. Inform the members of the project group of the Act and provide background information.</li> <li>2. Design a matrix for the assessment of the suggestions from the public, considering issues such as legality and technical feasibility. At this stage suggestions which are already within the power of the local authority will be separated.</li> </ol>	To be nominated by CMT ZB to e-mail all directors for nominations or to contact officers direct. Lead Officer appointed.
Completed by 11 <sup>th</sup> May	Suggestion collation	Collation of suggestions arising from ward committees. At this stage there will be no screening of suggestions they will all be logged on a database.	NMU officers

<u>Date</u>	<u>Event</u>	<u>Actions</u>	<u>Lead</u>
Completed by 11 <sup>th</sup> May	Suggestion collation	Collation of suggestions arising from parish Councils, Voluntary organisations and other pressure groups or those made via the web site. At this stage there will be no screening of the suggestions they will all be logged on a database.	NMU officers
12 <sup>th</sup> May – 15 <sup>th</sup> May	Project group meet	Filter of the suggestions for legality and technical information, utilisation of matrix.	All members of the group.
20 <sup>th</sup> May	CMT paper submitted	Paper containing details of all of the suggestions received and the screening completed by the Project Group.	Lead Officer for the group
27 <sup>th</sup> May	CMT	Present Paper which will be the draft Executive paper for the 9 <sup>th</sup> June meeting. The paper for Executive has to be submitted by the 28 <sup>th</sup> May 5pm.	Lead Officer for the group
2 <sup>nd</sup> June	EBS		Lead Officer for the group
9 <sup>th</sup> June	Exec	Executive provided with all of the details of the screening by the Project Group.	Lead Officer for the group
18 <sup>th</sup> May to 29 <sup>th</sup> May	Project Group meet	To set up and arrange the citizens panel ensuring that the panel complies with the requirements of the SCA and Statutory Guidance.	All members of the Project Group
Week commencing the 15 <sup>th</sup> June	Citizens Panel	To comment on the suggestions and prioritise these. This information will be fed into the Executive Report.	Project Group members

<u>Date</u>	<u>Event</u>	<u>Actions</u>	<u>Lead</u>
15 <sup>th</sup> June	Screening	WOW Executive Delivery Board Meeting. To comment on the suggestions and provide priorities against the Citywide Priorities.	Partnerships Team with support from the project group.
16 <sup>th</sup> June – 30 <sup>th</sup> June	Project Group	Produce detailed proposals to be viewed by Executives as annexes to the Executive report in line with the requirements of the LGA on-line form.	All officer within the project group
27 <sup>th</sup> May - 19 <sup>th</sup> June (provisional based on last years dates)	Ward Team meetings	To plan the agenda, format and Your Ward content. Item on Agenda to include feedback from consultation process.	NMU officers
1 <sup>st</sup> July	CMT Report for final submissions to the LGA	Produce and submit CMT paper	Director of Resources
8 <sup>th</sup> July (provisional date)	Corporate Management Team	Agenda item to include Draft paper on SCA for 7 <sup>th</sup> July Executive meeting to be agreed. The deadline for amendments and submission of this paper from CMT to Exec is 5pm 9 <sup>th</sup> July.	Director of Resources. / Chief Executive
14 <sup>th</sup> July (provisional date)	EBS	Briefing on paper for 21 <sup>st</sup> July Executive meeting.	Director of Resources. / Chief Executive
July 09 (first 3 weeks)	Ward Committee Meetings	An opportunity to feedback on process to date	NMU and Members
21 <sup>st</sup> July 09 (Provisional date)	Executive	Executive Paper taking all suggestions which are deemed 'valid' in order to have the Executive debate, agree and finalise any proposals to be put forward to the LGA	Director of Resources. / Chief Executive
31 <sup>st</sup> July	Deadline for CYC response to LGA	Submission of valid and agreed proposals to the LGA	Director of Resources

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**Detailed required by the LGA as part of the on-line submission of proposals (currently still in draft form)**

**Part 1 Proposal Summary and registration**

- o Name of authority
- o Contact person in authority
- o Names of organisations, community groups, partnerships or individuals initiating the proposals and their status.
- o Summary of the proposal including who is involved at a local level, what are the main actions needed from the government, how the proposal will promote sustainability of the local community and which public bodies might be affected.

**Part 2 About the Proposal**

- o Details of who will benefit from the proposal and how (**max 1500 words**)
- o The geographic area over which the proposal will impact. (**max 500 words**).
- o Specific economic benefits (**max 1000 words**)
- o Specific social benefits (**max 1000 words**)
- o Specific environmental benefits (**max 1000 words**)
- o Contribution to civic or political activity (**max 1000 words**)
- o What govt agencies would need to be involved (**max 800 words**)
- o What transfers of responsibility are involved (**Max 1200 words**)
- o Views on overall costs and benefits (**max 1500 words**)
- o What actions by Govt are needed.

**Consultation on the proposal**

- o Details of who we have consulted and discussed the proposals with (**max 800 words**)
- o Evidence of the support for the proposal (**max 800 words**)
- o How the matters listed in Annex 1 are relevant to the proposal, including quantified or other data for assessment (**max 800 words**)

**Part 3 Local Authority endorsement**

- o That consultation requirements have been met through the use of 'local representatives' in line with the Act and Statutory Guidance, including details of Panel meetings (**max 500 words**).
- o Confirmation of Council Support – detailing the dates of Executive meetings.
- o Context for council support (**Max 1500 words**) including:
  - The councils view of the levels of local support for the proposal
  - Any local opposition or objections that the Selector should be aware of
  - Relevance of the proposal to the area's Sustainable Community Strategy
  - Relevance of the proposal to the Local Area Agreement for the area
  - Outcome of any local authority discussions with agencies or public bodies affected
  - Potential regional / national significance of the proposal, if replicated elsewhere
  - Any major resource implications for the council or its local partners
  - Any other factors influencing viability and achievability in the proposal.



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**Executive****14 April 2009**

Report of the Director of Neighbourhood Services

**Vehicle Maintenance and Procurement****Summary**

1. This report provides an update to members on progress with the procurement of a replacement for the current vehicle maintenance provider and makes recommendations for a short to medium term solution.

**Background**

2. In April 2007, ABRO (Army Base Repair Organisation) commenced a long term contract for the maintenance and procurement of all City of York Council vehicles. This followed a decision to expose the previous in house service to the market as the in house arrangements were deemed to be expensive and inefficient. A procurement exercise was undertaken which resulted in ABRO being successful and awarded a 12 year contract. ABRO also operated other similar contracts outside of their 'core' business, that of maintaining the UK's 'green fleet' (military vehicles and aircraft).
3. The contract commenced in January 2007, following the opening of the EcoDepot. In the May of 2008, the Ministry of Defence (MOD), announced the decision that ABRO should pull out of all their non defence contracts and focus on the maintenance of their green fleet. At the same time, the Minister announced that ABRO would be merged with the trading arm of the RAF, who had received similar instructions to withdrawn from commercial business. The new organisation became the Defence Support Group (DSG). This decision, taken in the light of the continuing war theatres overseas, has led to DSG looking to extract themselves from all its commercial contracts including City of York Council.
4. DSG has indicated that it wishes to give up its contractual obligations with City of York Council as soon as possible but are sensitive to the needs of our business and that its decision places the council in a difficult, and vulnerable, position.
5. DSG has offered, as a gesture of goodwill, £50k to the council to assist with the cost of any future procurement exercise that the council needs to go through to replace the current arrangements. Whilst this offer remains one that the council will accept, the procurement process takes longer than DSG are prepared to continue working with the council. Therefore, a solution needs to be found so that DSG can withdraw from their contract obligations There exists a Deed of Variation of the main contract with ABRO through DSG to the extent

that the contract will terminate on 31 March 2009 or such extended period for the Council to arrange procurement of the Service. This agreement provides for certain payments to be made by DSG in order to compensate and assist the Council for early termination.

### **Current Costs**

6. The current annual costs to the council for the management of it's fleet is £2,941,325. the is made up of the following elements:
  - a. Fuel - £924,949
  - b. Fixed charges (lease and maintenance or just maintenance if council owned) - £1,063,845
  - c. Repairs - £302,408
  - d. Tyres - £127,853
  - e. Vehicle Hire - £489,786
  - f. Taxi testing - £32,484

### **Update**

7. In November 2008, a Vehicle Maintenance Procurement Board was established. This board consisted of the Director of Neighbourhood Services, senior officers and the finance manager from the same directorate along with officers from corporate finance, legal services and insurance and risk. The first meeting of the board took place in November and a decision was taken then to undertake a review of the current arrangements, what the council was looking to achieve and an appraisal of the councils options. SERCO, a consultancy company specialising in these types of contracts, were employed to undertake this work.
8. SERCO reported back to the board in December 2007. Their report was comprehensive, and included an analysis of options available to the council.
9. The SERCO report indicated that a shared service arrangement with another council or public service body in the region may be beneficial to the council. Several were approached, including other local authorities , police and fire services. The responses from these organisations, whilst initially seeming enthusiastic, soon became luke warm with several later stating they would not be interested.
10. During this time, the council engaged the services of an efficiency partner, Northgate Kendrick Ash (NKA). NKA, as well as working to identify £15m of efficiency savings across the council, expressed an interest in both the short and long term solutions for vehicle maintenance and this raised concerns about the legality of such a proposal. This is further explained in the options section following.

## **Options**

11. The council, as part of the corporate efficiency project, would utilise NKA to undertake the efficiency review as part of their wider corporate remit.
12. This leaves the council to decide on how the service is managed whilst this review is undertaken. The council has three options to consider:
  - i. Bring the service back in house and manage it directly
  - ii. Employ external expertise to manage the service
  - iii. Utilise NKA to manage the service as part of their efficiency review.

## **Analysis of Options for Service Management**

13. The analysis of the three options, as detailed in para 12, exclude any efficiency review and are solely based on management of the service.

### **In House**

14. If this option was considered, NKA would still scrutinise the service as part of the corporate efficiency project whilst the service would be managed directly by the council. Following the efficiency review, it may transpire that bringing the service back in house on a permanent basis is the preferred option.
15. Bringing the management of the service back in house immediately poses a significant risk to the council. It was not an effective and efficiently managed service prior to exposure to the market and little has changed in the way the service is managed to make running it directly, in the immediate future, a serious option.
16. Conflict of interest between the efficiency review and ongoing management of the service may be a factor that prolongs, or inhibits, the efficiency review.

### **External Expertise**

17. If this option was considered, NKA would scrutinise the service and external management expertise would be brought in to manage the service.
18. No work has been undertaken to identify what availability there is in the market for external management expertise. With it being only a potential short term solution, and having to work with NKA to drive through efficiencies, a procurement exercise may need to be undertaken that would add further delay to the departure of DSG.
19. Similar conflicts of interest between the management of the service and the efficiency review may also be a factor, similar to those of bringing the service back in house.

20. As a result of the SERCO report, as mentioned in para 9, the council approached several other regional organisations and local authorities with a view to entering into a shared service agreement. Of those approached only Leeds City Council provided a written proposal and this is attached as Annexe A.
21. The Leeds proposal offers both service management and efficiency review although, as already indicated in para 11, NKA will undertake the efficiency review so the Leeds proposal would be considered for service management only.
22. The proposal from Leeds includes their latest performance management results and these are not encouraging. They are significantly adrift of several key performance indicators and the trend is not positive.
23. If the council were to consider using external management expertise then a wider procurement exercise would be required.

#### **Northgate Kendrick Ash**

24. The proposal from NKA is attached as Annexe B.
25. In addition to undertaking the efficiency review, NKA, alongside council officers, would manage the service and will also assist in negotiations with DSG on important issues such as:
  - i. Negotiating a final price for workshop equipment
  - ii. Ensuring that the council receives the £50K from DSG as their contribution towards future procurement and explore opportunities for a contribution towards an interim solution.
  - iii. Ensuring that current IT systems for fleet maintenance (TranMan) and fuel monitoring (Merryfield) were maintained and available to the council.
  - iv. Negotiating on fuel supply to achieve the best and most cost effective solution for the council
  - v. Negotiating on the framework agreements currently entered into by DGS around vehicle hire.
26. NKA believe that negotiations with DSG would commence in mid March 2009 and work would commence in early April.
27. As a starting point, and immediately following negotiations with DSG, NKA would carry out an immediate review of the current service arrangements. This would allow them to:
  - i. verify the original estimates made by NKA and track any changes

- ii. establish the full potential of any wider efficiency gains to be won.
28. Once this initial exercise is completed, after 4 – 6 weeks, NKA would then forecast the full extent of the efficiencies to be gained and agree them with the Neighbourhood Services Director.
29. NKA would implement an agreed action plan for delivery of the services whilst providing day to day management of all the service activities. NKA would also assist York to evaluate the form of the longer term solution. If, after four months, it is evident that a period of management longer than six months is required to arrive at the appointment of a partner or contractor, NKA would inform the York Director of Neighbourhood Services and, if required, would extend the term of the arrangement.
30. The NKA risk model, agreed within the Northgate Corporate Efficiency Partnership, would apply. The savings achieved would be credited to the total savings of that Partnership and the total fees would be subject to the same rebate formula as in the Partnership contract.
31. The NKA mode of operation is to take personal responsibility of the service whilst driving through efficiency and transformational change. This model allows NKA to directly manage and implement the initiatives required. This, in effect, means NKA staff managing the service on a day to day basis. Their proposal for DSG is in line with this.
32. This direct management accountability is critical for NKA to employ their risk based model (i.e. putting their fees at risk against agreed deliverables). Driving out these efficiencies in a short space of time requires the NKA team on site having responsibility for day to day operations.

## **Costs**

33. Costs have been identified for the Leeds and NKA proposals but not for any other external expertise or the in house option.
34. The Leeds and NKA costs cannot be simply compared with each other as the proposals are fundamentally different. There will be a cost to the council if Leeds, external expertise or in house options were used. However, with NKA using the agreed operational risk model, then any costs are recoverable from savings and if identified savings are not achieved, then a rebate would apply.
35. Leeds' costs are included in their proposal.
36. NKA have indicated that a monthly fee of £15,000 would be made for the management and review of the service. An additional £5,000 would be added to the first two months costs to cater for the initial review and negotiations with DSG. As indicated in para 33, the NKA risk model would apply.

## Conclusion

37. It is clear that any efficiency work is undertaken by our already approved partner, NKA. The key decision is whether NKA manage the service as part of the efficiency review or whether other management arrangements are put in place.
38. In house management is not considered to be a viable option at this stage, though may be in the future following the review. The council does not have the necessary expertise to manage the service though will contribute to the other arrangements that will be implemented.
39. External expertise may, on the face of it, be a cheaper option. This option, though, will incur additional costs that will not be recoverable from any future savings. Given that only one proposal has been received, a further procurement exercise, adding delay to the project, would be needed to identify a proper and workable arrangement.
40. NKA have a track record of success already within the council with the transport partnership. They applied their risk model to this project and undertook direct management of the service to achieve positive results. NKA indicate that direct management accountability is critical to employ their risk based model. Given that NKA will be undertaking the efficiency review, and applying their risk based model, then, as part of that, they will require to manage the service directly whilst doing so.

## Implications

**Financial** – NKA have stated that any savings realised from this project would contribute to the wider council wide savings. Therefore their fee would be part of their overall fee to the council and subject to a rebate if the savings were not realised. Costs would also be covered by savings realised.

If NKA do not undertake the management of the service as part of their efficiency review, then additional costs would be incurred.

**Human Resources (HR)** – Staff currently employed by DSG, fitters, workshop managers and admin staff would be subject to a TUPE transfer back into the employment of the council. The council will manage this process. It may ultimately be that the staff transfer to another employer in the future, depending on the outcome of the review, or remain in house if that is a realistic option for the council.

**Equalities** – no implications

**Legal** – Legal advice has been sought on both options and is contained in the body of the report.

**Crime and Disorder** - no implications.

**Information Technology (IT)** - no implications.



**Property** - no implications.

**Other** - no implications.

### **Risk Management**

41. There will be risk to the council in entering into any of the options detailed in the report. For the preferred option, a comprehensive risk assessment and register would be established and agreed, using the council's corporate risk management framework.
42. This will be owned and managed by the councils project manager and discussed and reviewed regularly with the service and efficiency manager.

### **Recommendations**

43. Members are asked to:
  - i. Note the options in the report
  - ii. Approve the option of using NKA to provide interim management for, and efficiency review of, vehicle maintenance to be funded from the council's Corporate Efficiency Project.

### **Contact Details**

**Author:**

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Neighbourhood Services  
Tel No.3111

**Chief Officer Responsible for the report:**

Adam Wilkinson  
Director of Neighbourhood Services

**Report Approved**  **Date** 2 March 2009

Adam Wilkinson  
Director of Neighbourhood Services

**Report Approved**  **Date** 2 March 2009

**Specialist Implications Officer(s):**

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

**All**

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

### **Background Papers:**

- Annexe A** – Leeds City Council Proposal
- Annexe B** – Northgate Kendrick Ash Proposal

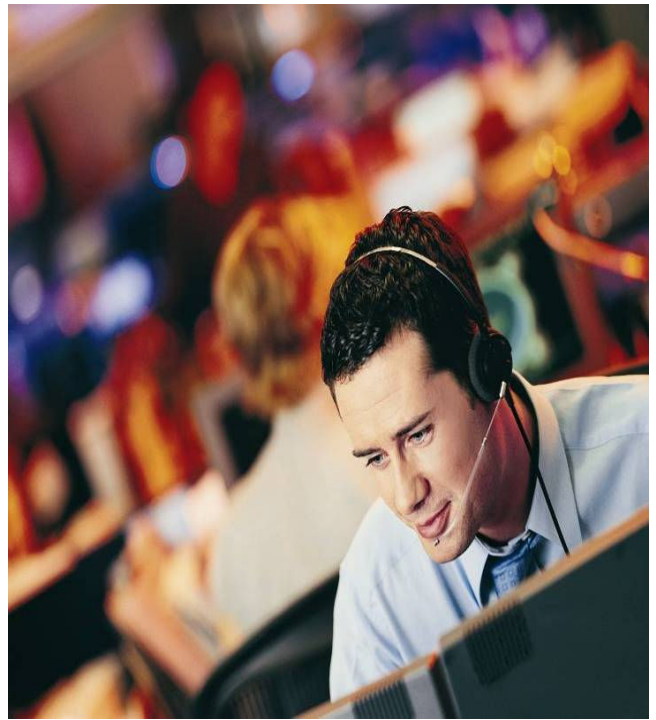
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# Proposed Interim Management of the City of York Vehicle Maintenance and Servicing Operations (DSG)



## Interim Performance Partnership

The City of York Council recognises that there is an opportunity in the short term to address the current service shortfalls and high costs within 'Fleet Management and Maintenance'. There is now a general acceptance that a managed intervention would generate short term cashable savings and lead to the development of a 'fit for future' vehicle maintenance and servicing function for the Authority.

Following on from recent discussions, it is generally agreed that any inefficiencies and examples of underlying poor practice are best 'tackled now' and driven out of the service before any long term solution is decided upon. This approach would ensure that the Council is then able to approach the appointment of a long term partner or contractor from a position of strength.

As the Councils Corporate Efficiency Partner, NKA fully supports this approach and is pleased to submit a revision to our original proposal on how we believe these efficiencies and benefits can be realised.

We are confident that NKA can support the Council through this critical period and assist it to deliver significant financial efficiencies which would contribute towards the net £15m corporate efficiency target.

## Key Deliverables

### Key Deliverables

We propose the engagement of NKA on a 6 month 'Interim Management Arrangement'.

Whilst the previous 'benchmarking' review (January 2008) identified some significant opportunities for efficiencies, those efficiencies identified did not include any analysis of the DSG operations and what might be derived from widening the scope into the vehicle maintenance and servicing function.

As a starting point, we would carry out an immediate review of the current service arrangements. This would allow us to:

- verify the original estimates made by ourselves and track any changes
- establish the full potential of any wider efficiency gains to be won.

Once this initial exercise is completed, after 4 – 6 weeks, we would then forecast the full extent of the efficiencies to be gained and agree them with the Neighbourhood Services Director.

Within the interim management term of six months, NKA would implement an agreed action plan for delivery of the services whilst providing day to day

management of all the service activities. We would also assist York to evaluate the form of the longer term solution. If, after four months, it is evident that a period of interim management longer than six months is required to arrive at the appointment of a partner or contractor, NKA would inform the York Director of Neighbourhood Services and, if required, would extend the term of interim management.

## Our Revised Charges and Commercial Model

The proposed partnership would run for a minimum period of 6 months (including the initial review period) and be extendable for individual periods of 3 months, by the mutual consent of both parties.

Our service charge would be £21,300 per month, plus VAT.

### Our commercial risk model

Our risk model agreed within the Northgate Corporate Efficiency Partnership would apply. The savings achieved would be credited to the total savings of that Partnership and the total fees would be subject to the same rebate formula as in the Partnership contract.

## Conclusion

We believe that this is a great opportunity for CYC and Northgate Kendric Ash to demonstrate further the value and flexibility of our newly formed Corporate Efficiency Partnership.

As always, CYC can be assured of our 100% commitment and that an extension to the existing partnership as proposed here will lead to the realisation of its objectives and of the wider vision for Service transformation and Corporate Efficiency.



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**Executive****14<sup>th</sup> April 2009**

Report of the Director of Housing and Adult Social Services

**Housing Rent Increase 2009/10****Summary and reason for urgency**

1. This report asks the Executive to consider the revised 2009/10 rent guidelines issued by the Department for Communities and Local Government (CLG) and to approve an average rent increase of 2.86% backdated to the 1<sup>st</sup> April 2009. The Council must indicate if it wishes to accept the revised draft determination and implement a lower rent increase by 10am on the 24<sup>th</sup> April 2009.

**Background and analysis**

2. Council house rents are in the process of moving towards a Government set target rent in accordance with Government guidelines on rent restructuring. These guidelines were originally introduced in April 2002 and are updated on an annual basis by the Housing Revenue Account Subsidy determination. Under the original proposals, similar properties should be charged similar rents by 2012 regardless of who owns the property. This is known as rent convergence. The Government formula rent takes account of various factors including the number of bedrooms a property has, property valuation, average earnings and the date at which all rents are expected to converge.
3. The actual rent is the rent charged to the tenant. The guideline rent is a notional rent and a feature of the HRA subsidy system. This is the level of rent the HRA subsidy system assumes an authority is receiving for the purpose of calculating its HRA subsidy entitlement.
4. In the original 2009/10 subsidy determination, issued in December 2008, CLG proposed a guideline increase of 6.2% resulting in rent convergence being pushed back to 2023/24 to accommodate the RPI for September 2008 being 5%. The Executive agreed to implement an average rent increase of 6% at its meeting on the 3<sup>rd</sup> February 2009.
5. On the 6<sup>th</sup> March 2009, following pressure from tenants groups and lobbying from councils, including CYC, the Housing Minister announced a last minute change in the guideline rent increase. A subsequent letter from the CLG has confirmed that the mechanism to amend the rent increase is by issuing a draft revised Determination for consultation, with a final revised Determination to be issued in May 2009. The guideline rent increase is to be reduced from 6.2% to 3.1% and compensating subsidy backdated to the 1<sup>st</sup> April to compensate for the Council's loss of income will be available from CLG. This means that if the Executive agrees to implement the reduced rent from April 2009, the reduced rental income from April will be matched by additional subsidy.

6. If the draft revised Determination is followed the average 2009/10 rent increase for York will be 2.86%, instead of the 6% previously approved by the Executive on the 3<sup>rd</sup> February 2009.

### **Implementation Timetable**

7. The annual rent increase letters will need to be reissued, advising all tenants of a further variation in their rent and there will still be a requirement to give a minimum of four weeks notice of this variation. At this stage it is not known exactly when the CLG will confirm the outcome of the current consultation, but it is likely to be some time during May. Therefore, any change in the rent increase could not be implemented until July at the very earliest although the amended rent will be backdated to the 1<sup>st</sup> April 2009.

### **Consultation**

8. None specifically required.

### **Options**

9. Option 1

To continue with the original average rent increase of 6%.

10. Option 2 – RECOMMENDED OPTION

To reduce the rent increase in line with this latest announcement which will result in an average rent increase of 2.86%. This change to be effective from the 1<sup>st</sup> April 2009 and to be implemented as soon as is practically possible.

### **Analysis**

12. Option 1 – continue with the original increase agreed by the Executive in February. This would be against the latest Government guidance on rent restructuring and will result in higher increases for tenants in York than is necessary.
13. Option 2 – increase rents by 2.86% in line with the revised Government guidance. This is in line with the recommendation from CLG and the resulting loss of income will be reimbursed by CLG.
15. The rent increase will apply to all council properties including hostels and travellers sites.

### **Corporate Priorities**

16. Implementing the recommended option would ensure a balanced Housing Revenue Account (HRA) budget in 2009/10 thus allowing the work on improving the quality of the councils affordable housing to continue.

### **Implications**

17.
  - **Financial** – the original HRA budget approved in February assumed an average rent increase of 6%. Should option 2 be approved rental income will reduce by approximately £750k and this will be reimbursed by CLG via the HRA Subsidy

system. Any change in rent increase will incur additional expenditure to apply the change to rents and benefits IT systems and send revised notices to tenants. It is estimated that costs to the HRA will be approximately £20k, which will cover the reissue of all rent increase letters, IT system changes from the supplier and staff time to amend direct debits, etc. The costs to General Fund have been estimated at approximately £36k, which will cover the issuing of revised benefit notices, IT system changes and staff time to adjust all the individual claims. This cost could be reduced if some of the work can be automated and one letter issued to tenants to cover both the rent increase and subsequent variation in Housing Benefit. CLG have asked for an estimate of the additional costs that will fall to the General Fund in relation to Housing Benefit administration as a result of this change, but have given no undertaking to compensate the Council accordingly.

- **Human Resources (HR)** – none arising from this report
- **Equalities** – none arising from this report
- **Legal** – It is necessary to serve notices on tenants to vary their current rent and a minimum of four weeks notice is required.
- **Crime and Disorder** – none arising from this report
- **Information Technology (IT)** – any change in rent increase will require an amendment to the current rents IT system, which automatically calculates the rent increase based on the rent restructuring formula issued by CLG.
- **Property** – none arising from this report

### **Risk Management**

19. In compliance with the Council's risk management strategy the main risks that have been identified in this report are therefore those leading to financial loss (Financial).
20. Measured in terms of impact and likelihood, the risk score all risks has been assessed at less than 16, This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

### **Recommendation**

22. That option 2 is approved and the average rent increase in York of 2.86% be agreed.

Reason: To ensure a balanced HRA.

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Steve Waddington  
Head of Housing Services

**Report Approved**  **Date** 8<sup>th</sup> April 2009

**Specialist Implications Officer(s)** *None*

**Wards Affected:**

**All**

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

**Background Papers:**

Housing Rent Increase 2009/10 – Executive, 3<sup>rd</sup> February 2009  
CLG Housing Revenue Account Subsidy Determinations November 2008  
OIC Housing December 2001 – Implications of Rent Restructuring