

Notice of meeting of

Executive

To:	Councillors Waller (Chair), Ayre, Steve Galloway, Moore, Morley, Reid and Runciman
Date:	Tuesday, 21 July 2009
Time:	2.00 pm
Venue:	The Guildhall

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 Monday 20 July 2009, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 23 July 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. Exclusion of Press and Public

To consider the exclusion of the press and public from the meeting during consideration of the following, on the grounds that they contain information classed as exempt under Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006):

- Annex 2 to Agenda Item 16 (Land at the Rear of Acomb Explore, Front Street, Acomb) - information relating to the financial or business affairs of any particular person, classed as exempt under paragraph 3 of Schedule 12A
- Agenda item 17 (Reference back from Full Council - Equal Pay Update) – information in respect of which a claim to legal professional privilege could be maintained in legal proceedings (contained in the original report on this item to the Executive meeting on 23 June 2009)
- Annex 2 to Agenda item 18b (Urgent Business - Selection of a Supplier for a Managed Voice and Data Network) - information relating to the financial or business affairs of any particular person, classed as exempt under paragraph 3 of Schedule 12A

3. Minutes (Pages 3 - 10)

To approve and sign the minutes of the meeting of the Executive held on 7 July 2009.

4. 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 Monday 20 July 2009**.

5. Executive Forward Plan (Pages 11 - 12)

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

6. Sustainable Communities Act 2007 – Final Update and proposals (Pages 13 - 66)

This report provides an update on the outcome of the second stage of the public consultation on the Sustainable Communities Act 2007 and asks Members to advise on which proposals should be submitted to the Local Government Association, taking into account the feedback from the consultation process.

7. Council Headquarters – Update Report (Pages 67 - 76)

This report provides an update on the procurement process for the delivery of the Council's new headquarters, presents some early feedback from the recent public consultation exercise and sets out progress on the Office of the Future pilot study.

8. Urban Eco Settlement: Proposal for a Demonstration Exemplar at British Sugar, York (Pages 77 - 116)

This report outlines a proposal for funding a Demonstration Exemplar Urban Eco Community on part of the former British Sugar site within the York Northwest area and seeks approval to submit the proposal to Leeds City Region, subject to the agreement of Associated British Food (the landowner of British Sugar), for inclusion as part of their submission to the Department of Communities and Local Government this July.

9. Regional Funding Allocation Proposal (Pages 117 - 134)

This report sets out proposals for allocating the additional funding provided by the Region in 2009/10 and 2010/11 for transport improvements in the City and provides an update on the other schemes which it is proposed to fund from the Regional Funding Allocation.

10. Final Report of the Hungate Ad Hoc Scrutiny Committee (Pages 135 - 326)

This report presents the findings of the Hungate Ad-hoc Scrutiny Committee following their review of the Hungate development.

11. Final Report of the Education Scrutiny Committee (Pages 327 - 364)

This report presents the findings of the Education Scrutiny Committee following their review of the Extended Schools Agenda.

12. Improvement Plan 2009-10 Key Actions and Milestones (Pages 365 - 374)

This report provides an overall update on the 2009/10 action plans contained within the Council's Improvement Plan.

13. Treasury Management Annual Report and Review of Prudential Indicators (Pages 375 - 398)

This report provides an update on Treasury Management performance for 2008/09, as compared against the budget taken to Council on 21 February 2008.

14. Capital Programme Out-turn 2008/09 and Revisions to the 2009/10-1013/14 Programme (Pages 399 - 420)

This report presents the final out-turn position of the Council's 2008/09 capital programme and seeks approval for the statutory declaration on the funding of the programme and for any changes to the programme resulting from overspends, underspends or slippage.

15. Revised Financial Regulations (Pages 421 - 472)

This report presents the revised Financial Regulations for Members' comments and approval.

16. Land at the Rear of Acomb Explore, Front Street, Acomb (Pages 473 - 482)

This report asks Members to approve the acquisition of two sites at the rear of Acomb Explore as an 'opportunity purchase', and to approve a consequent amendment to the capital programme.

17. Reference back from Full Council - Equal Pay Update

To consider the following resolution made by Full Council on 9 July 2009 in respect of the Executive's recommendation on the Equal Pay Update:

"That the recommendation contained in Minute 27 of the Executive meeting held on 23 June 2009 be referred back to the Executive with a request that they provide a report to Council explaining the basis of the recommendation."

The original report to the Executive on 23 June, together with the minutes of that meeting, can be accessed on the link below:

<http://democracy.york.gov.uk/ieListDocuments.asp?CId=102&MId=4307&Ver=4>

[The above item was added to this agenda on 23 July 2009]

18. Urgent Business

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

The Chair has agreed to deal with the following items under Urgent Business:

a) Secondary Education Provision on the East side of the City (Pages 483 - 496)

This report summarises a complex set of issues and challenges facing the local authority and its schools on the east side of the City and seeks Members' views on a preferred way forward. The matter is urgent due to the need to fulfil a commitment from the local authority to consider options before the end of the school term.

Note: The above report was published with this agenda on 17 July 2009.

b) Selection of a Supplier for a Managed Voice and Data Network
(Pages 497 - 506)

This report outlines options for selecting a supplier of a managed Voice and Data Network. The matter is urgent because an Executive decision is required before the next scheduled meeting on 8 September as there are significant risks in extending existing contracts further.

Note: The above report was published with this agenda on 17 July 2009.

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 551027
- E-mail – 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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- 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

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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 Decision Session) 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

MEETING	EXECUTIVE
DATE	7 JULY 2009
PRESENT	COUNCILLORS WALLER (CHAIR), AYRE, STEVE GALLOWAY, MOORE, MORLEY, REID AND RUNCIMAN

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**28. 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.

29. EXCLUSION OF PRESS AND PUBLIC

RESOLVED: That the press and public be excluded from the meeting during consideration of Annex 4 to agenda item 6 (Effective Organisation Programme – Efficiency Review), on the grounds that it contains information relating to the financial or business affairs of any particular person, which is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

30. MINUTES

RESOLVED: That the minutes of the Executive meeting held on 23 June 2009 be approved and signed by the Chair as a correct record.

31. PUBLIC PARTICIPATION / OTHER SPEAKERS

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme. However, there had been one request to speak at the discretion of the Chair.

With the Chair's permission Heather Mackenzie, of UNISON, addressed the meeting with reference to agenda item 6 (Effective Organisation Programme – Efficiency Review). She expressed concern about the potential impact of the proposals in the report on the Council's staff and services. Although staff and unions recognised the need for efficiencies, they felt that the proposals threatened job losses and privatisation with no corresponding guarantee of long term savings. The apparent targeting of Home Care services was of particular concern, as was the proposal to

delegate certain key decisions to Officers, the arrangements for consulting with unions and the lack of detail on some issues. She stressed that UNISON required involvement at an early stage and would take any steps necessary to oppose large scale job cuts for the sake of short term gain.

32. 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.

33. EFFECTIVE ORGANISATION PROGRAMME – EFFICIENCY REVIEW

Members considered a report which set out the initial findings of the recent review undertaken by the Council's efficiency partners, Northgate Kendric Ash (NKA). It also presented proposals from the Corporate Management Team (CMT) for a programme of work to ensure that the Council continued to provide efficient and effective services and to build upon its successful transformation programme.

The Efficiency agenda was crucial to the objectives of the eighth theme of the Corporate Strategy – Effective Organisation. NKA had been commissioned in December 2008 carry out a 12 week review examining the potential to deliver £15m savings (net of fees) across the Council. The summary of their review was attached as Annex 1 to the report. The main finding was that NKA were confident that the £15m target could be achieved within three years. The change programme being championed by CMT to deliver Effective Organisation included the [easy@york](#) programme, the Improvement Plan, the Workforce Development Plan, delivery of the Customer Strategy and Engagement Strategy and a series of efficiency projects, details of which were set out in paragraph 25 of the report. It was estimated that these projects could achieve savings totalling over £17.1m by the end of the programme.

Although NKA's fees were subject to the achievement of the identified savings, there would be a need for payments in advance of the full savings coming through. It was recommended that approval be delegated to the Director of Resources to meet these and any other costs of the programme, from the Efficiency Reserve. Approval was also sought for the establishment of governance arrangements for the programme, as set out in Annex 3 to the report.

In response to the comments made under Public Participation / Other Speakers, Officers confirmed that the intention was to achieve efficiencies through a variety of means, not just 'privatisation'. There was a commitment to engaging with all affected parties during the process and all decisions taken must comply with the Council's Constitution. Members supported these observations and added that, whilst the efficiencies must be achieved, the involvement of staff was crucial to the success of the process. Regular all-party briefings would also be needed, to ensure democratic accountability.

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

RESOLVED: (i) That approval be given to commence the year 1 Efficiency projects set out in paragraph 25 of the report.¹

(ii) That the proposed Programme governance arrangements set out in Annex 3 be noted.

(iii) That authority be delegated to the Director of Resources to agreed financial commitments to Northgate Kendrick Ash (on the basis of the risk reward model), and agree allocations from and to the Efficiency Reserve, to enable the delivery of the Efficiency Programme.²

(iv) That authority be delegated to the Executive Board to manage the programme of efficiency projects and to develop further detailed proposals for years 2 and 3.³

(v) That progress on the Efficiency Programme be reported at least quarterly to the Executive, and to an all-party meeting of Group Leaders.⁴

REASON: To enable the Council to commence work on delivery of the strategic objective to be an Effective Organisation, to deliver service improvements and create efficiency savings of £15m over the next three years.

Action Required

- | | |
|---|----|
| 1. Take action to commence the year 1 projects, as agreed | SA |
| 2. Make the necessary arrangements for the Director of Resources to deal with these matters | SA |
| 3. Make the necessary arrangements for the Executive Board to deal with these delegated matters | SA |
| 4. Schedule quarterly reports on the Executive Forward Plan and arrange Group Leader meetings | SA |

34. THE ANNUAL RISK MANAGEMENT REPORT 2009

Members considered a report which provided information on the successful outcomes achieved through the deployment of effective risk management arrangements across the Council during the past year, summarised the impacts and risks of the current economic downturn, and sought approval for a revised and refreshed risk management policy and strategy.

Overall, there was evidence that the organisation was considering risk in a much more positive way. Risk was now owned, managed and delivered as part of good business practice by officers across departments and was no longer viewed as a separate bureaucratic process. A summary of changes in the Key Corporate Risks (KCRs) profile indicated that in most cases the number of risks had reduced over the course of the year.

The output of the work requested by Members last October on the impact of the current economic downturn was presented in Annex A to the report. From this it was clear that, in addition to its financial impact, the recession could also affect service provision and performance levels against National Indicators. However, work was being undertaken to manage and mitigate these risks. The revised policy and strategy were attached at Annexes B and C respectively. The policy set out the Council's aspirations and objectives with regard to risk management, while the strategy provided a corporate framework to assist in implementing risk management practices. Both documents had been revised to provide clear, up to date best practice advice, and to reflect a more mature approach to risk management.

With reference to a recent article in the Press concerning car parking charges in the city centre, it was noted that this was incorrect and that there were no major changes planned or current in this area of work.

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

RESOLVED: (i) That the contents of the report, and progress to date, be noted.

(ii) That the economic downturn risks set out in Annex A, and the intended action to manage them, be noted.

(iii) That the revised and refreshed risk management policy and strategy, set out in Annexes B and C respectively, be approved.¹

REASON: To raise awareness of risk management issues and to ensure the implementation of an approved framework for the delivery of effective risk management at the Council.

Action Required

1. Implement the revised risk management policy and strategy SA

35. STREET LEVEL SERVICES AND AREA BASED WORKING

Members considered a report which set out a revised vision for street level services and recommendations for Area based working, in line with the 'More for York' transformation proposals.

The new vision was intended to build upon the work done under the York Pride initiative and to deliver benefits similar to the successful 'StreetPride' initiative in Rotherham. It encompassed:

- A more efficient end to end approach to service delivery
- A comprehensive re-branding of street level services
- Stronger area management arrangements
- A strengthened approach to devolved budgeting and local decision making.

If supported by Members, the vision would be delivered through the existing More for York and [Easy@york](#) projects. Details of how this would be achieved were set out in paragraphs 18 to 33 of the report. Stage 1 (system and service re-design work), could be achieved through [Easy@york](#) by the end of the 2009 calendar year. If Members agreed the vision in principle, a detailed implementation plan would be produced showing how much of the change could be completed by April 2010 or, if necessary, beyond that date.

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

RESOLVED: (i) That the principle of area based working, and the street level services proposed in the report, be supported.¹

(ii) That a further report be received, outlining the details of areas and options for a single brand.²

REASON: In order to achieve further improvements in street level services, based upon previous achievements, the original York Pride vision and the 'More for York' proposals.

Action Required

- | | |
|---|----|
| 1. Develop implementation plan, as per paragraph 39 of report | KS |
| Schedule a further detailed report on the Forward Plan for an appropriate Executive meeting | KS |

36. CASTLE PICCADILLY REGENERATION PROJECT

Members considered a report which provided an update on the progress of the Castle Piccadilly regeneration project since the last report to Executive, in November 2008, and recommended a course of action to continue the project.

A full procurement exercise had been undertaken, in accordance with all procurement and legislative requirements. Responses to the Invitation to Tender had been assessed and Officers had met with the proposed development partner or 'Preferred Concessionaire', LaSalle UK Ventures Property. This company was the current operator of the Coppergate Centre. They had appointed Centros as their development manager, to deliver a retail-led scheme on the Castle Piccadilly site that met the Council's aims and objectives. Centros had extensive experience of similar projects.

The Council would now work with LaSalle and Centros to take the project through the next stages, as set out in the Castle Piccadilly Planning Brief. The next steps in this process, which included public consultation and reporting to Members at each stage as well as early engagement with key agencies, were set out in paragraphs 8 to 11 of the report

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

RESOLVED: (i) That the successful outcome of the procurement process, with the result that LaSalle UK Venture Property are the preferred concessionaire for the Castle Piccadilly Regeneration Project, be noted.

REASON: So that the requirements of the procurement process are satisfied.

(ii) That the recommended course of action for the next stage of the project, as detailed in paragraphs 8 to 11 of the report, be approved.¹

REASON: So that negotiations can take place with the preferred concessionaire and the development partner to ensure that this project, which is vital for the long term economic well being of the City, can be quickly progressed.

Action Required

1. Proceed with the next stages of the project, as per paragraphs 8-11 of report SS

PART B - MATTERS REFERRED TO COUNCIL

37. CUSTOMER STRATEGY

Members considered a report which presented a draft Customer Strategy and Delivery Plan, setting out a vision for the delivery of customer focused, efficient council services, as part of the Council's strategic priority to become an Effective Organisation.

The draft Strategy, attached as Annex 1 to the report, reflected the results of consultation carried out on an earlier draft presented to the Executive in October 2008. It included a Delivery Plan, a Customer Strategy Toolkit to embed customer service culture into service planning and delivery, new Customer First standards and behaviours and a simple Customer Leaflet to communicate the Strategy. The work identified in the Delivery Plan was significant and cross-cutting and would require a sustained corporate effort to sustain it. The lead Officer for the Plan would be the Resources AD for Customer Service and Governance, in her role as Customer Champion.

Members were invited to comment on the draft Strategy and recommend it to Full Council for approval.

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

RECOMMENDED: That the Customer Strategy and Delivery Plan be approved.

REASON: To ensure that customer service excellence is delivered in York, in line with the Council's strategy and vision.

A Waller, Chair

[The meeting started at 2.00 pm and finished at 2.50 pm].

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EXECUTIVE FORWARD PLAN

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 8 September 2009		
Title & Description	Author	Portfolio Holder
<p>Barbican Update</p> <p><i>Purpose of report: To update and recommend next steps for procurement.</i></p> <p><i>Members are asked to: Agree proposals for procurement for the Barbican.</i></p>	Pete Dwyer	Executive Member for Learning, Culture & Children's Services
<p>Final Report of the Planning Enforcement Ad Hoc Scrutiny Committee</p> <p><i>Purpose of report: To present the final findings and recommendations of the Committee's review into planning enforcement.</i></p> <p><i>Members are asked to: Note and approve the recommendations arising from the review.</i></p>	Tracy Wallis	Executive Member for Corporate Services

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 22 September 2009		
None listed		

Table 3: Items slipped on the Forward Plan with the agreement of the Group Leaders					
Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Carbon and Energy Management Programme – Update</p> <p><i>Purpose of report: A progress report on how the authority is to achieve 25% carbon emission reductions by 2013</i></p> <p><i>Members are asked to: Acknowledge the progress and achievements made and approve a future workplan</i></p>	Neil Hindhaugh	Executive Leader	21 July	8 September	To reduce the amount of business on the agenda for 21 July, as this item is not urgent



Executive

21st July 2009

Report of the Director of Neighbourhood Services

Sustainable Communities Act 2007 – Final Update and proposals

Purpose of report

1. The purpose of this report is to:
 - Update the Executive on the outcome of the second stage of the public consultation on the Sustainable Communities Act 2007 (SCA).
 - Request members to note the outcomes from the consultation process (**Annex Six and Tables One, Two and Three** in the main report).
 - To advise officers which proposals contained within **Annex Six and Tables One, Two and Three** should be submitted to the Local Government Association (LGA) by the 31st July 2009, whilst taking into account feedback from the consultation processes which identified the 7 most supported proposals detailed at paragraph 23.

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, asking officers to consult with the public and submit proposals as envisaged under the Act.
3. A report was presented to the Executive on 14th April 2009, which described the provisions of the SCA, contained details of the process to consult the public, and to determine which suggestions would go forward to the LGA.
4. To comply with the Council motion, and the process agreed by members at the Executive meeting on 14th April 2009, officers of the Neighbourhood Management Unit (NMU), were asked to lead the city-wide consultation with the public, ward committees and other organisations. This was done via ward committees and via an on-line consultation facility. The purpose

of this first stage of the consultation was to provide the public with a vehicle through which to submit their proposals under the Act. The closing date for the consultation via the internet and the ward committee meetings was 8th May 2009.

5. As a result of the consultation the council received 327 proposals from individuals, community groups and Parish councils across the city¹. All of these were individually reviewed by a cross-directorate officer project group, the Corporate Management Team (CMT) and finally, by individual Directors. The purpose of this review process was to ascertain whether any proposal already fell within powers which the authority currently holds, (and would, therefore, be outside the scope of the SCA 2007) or whether new powers would be required, and as such, they fell within the scope of the SCA 2007.
6. Of the 327 proposals, the project group, CMT and Directors have determined that 281 already fall within the powers of the local authority or are such that they could be deleted for other reasons; for example as being not pragmatic.
7. In total 46 proposals did not fall within the council's current powers and were therefore within the scope of the SCA 2007. These 46 proposals were considered by Executive on 9th June 2009 (**Annex One**). At this meeting the Executive resolved that all of the proposals (excluding ID no. 256), should go forward to the second stage of the consultation process. In addition, the Executive provided an additional Annex which they resolved should also be taken forward to the next stage of the consultation. (This is shown in **Annex Two**). As a result of this information from the Executive, a total of 48 proposals were considered in the next stages of the consultation. These are listed in **Annex Three**.

The consultation process – Stage Two

8. The second stage of the consultation process consisted of 3 approaches.

Without Walls Executive Delivery Board

9. On 15th June 2009 the proposals were considered by the Without Walls Executive Delivery Board. The purpose of this was to ask the Board which proposals they felt support the themes of the Sustainable Community Strategy (SCS), City Vision and the Local Area Agreement (LAA) priorities.

Citizens Panel

¹ It should be noted that the proposals have been generated by the public and facilitated by officers of CYC. The proposals have therefore not been led by officers.

10. On 18th June 2009 the same proposals were considered and discussed by a Citizens Panel. This panel was made up of members of the “Talk About“ Panel, supplemented by young people with an interest in sustainability issues, some members of Executive² and representatives of organisations and groups who had put forward proposals.
11. The SCA 2007 and the associated Statutory Guidance provide clear requirements on the need to ensure that the consultation via Citizens Panels considers and includes individuals who have an interest in the proposals and those who may be considered ‘under-represented’. Over 500 invitations were sent to Talk About panellists, (which were randomly selected). These included a spread of ages, equal numbers of men and women, individuals with a disability and those from a BME background. 53 positive response were received and 45 individuals were invited to attend the Citizens Panel. Details of the membership of the Citizens Panel are included in **Annex Four**.
12. The Citizens Panel discussions were facilitated by officers from the NMU and supported by council officers from directorates affected by proposals. The Citizens Panel were split in to groups and allocated to a number of discussion tables which considered proposals grouped into themes, namely:
 - o Transport
 - o Housing and Planning; land use and ownership
 - o Environment – Energy
 - o Environment – Recycling
 - o Revenue, taxes and Local economy

The members of the Citizens Panel were provided with an opportunity to discuss 2 themes each. However, if any individual felt that they wanted to discuss a particular theme, they were permitted to do so.

13. Each of the proposals were discussed with the assistance of the facilitator and ‘expert’ officers. This increased understanding of the proposals, enabled an opportunity for comments and in some cases for a consensus to be reached. Towards the end of the meeting, the discussions were summarised and all of the members of the panel (excluding Executive members) were provided with the opportunity to vote for all of the 48 proposals, using electronic voting buttons, for their preferred proposals within the themes (a prioritisation exercise).

Council Web-site

² Elected members did not participate in the prioritisation and voting exercise.

14. The proposals have also been subject to a final full citywide consultation via 'consultation on-line' on the Councils web site. This survey opened on 22nd and closed on 29th June 2009. The public were given the opportunity to comments on all 48 proposals by selecting their top 3 proposals within the themed areas. They were also asked to indicate whether they agreed or disagreed with the proposals identified by Executive in the previous meeting of 9th June 2009 (**Annex Two**).

Consultation Feedback and Results

Without Walls Executive Delivery Board

15. Feedback from the Without Walls Delivery Board was made both at the meeting, and subsequently. The focus on their comments were essentially to identify those which seemed to have a high degree of linkage to the Sustainable Community Strategy or LAA targets. A summary is provided in **Table One** below. Full details of how each of the proposals could potentially impact on the Sustainable Community Strategy and Local Area Agreement are contained in **Annex Five**.

Table One – Summary of WOW consultation feedback

ID Number	Proposal summary	Potential Impact of proposal
122	Business Rates retained locally for spending on sustainability (including economic) by council.	High
184	Ensure that all landfill tax and Landfill Allowance Trading Scheme penalties are returned to local authorities for investment in further recycling, reduction and reuse and repair measures.	High
153	Let the City Of York keep 100% of council house rental income.	High

Citizens Panel

16. The feedback from those participating in the event was extremely positive. These included:

- 'very informative';
 - 'well organised to make participants feel that their views are of value';
 - the chance to give my views on the future of my city home and to meet other interested people. I thoroughly enjoyed the event.
 - It was extremely informative and interactive
 - Networking with others and hearing different points of view. Terrific choice of venue. Excellent input and organisation from organisers and council representatives.
 - Good way of reaching consensus, chance to vote.
 - On the most part very structured, informative and interesting to be part of the process.
17. The discussions at the tables were animated and inclusive. Individuals fully participated in the process. The willingness of the panel members to get involved led to lively but focused discussions.
18. Key elements of the feedback from the discussions, by theme, are included within **Annex Six**. During the prioritisation exercise the Citizens Panel were asked to identify their priority from grouped suggestions within themes. The exact votes are contained within **Annex Six**. A summary is provided in **Table Two** below.
19. Feedback will be provided on the status of the schemes on the CYC web site. This will include the Executive Report and the associated annexes. Feedback will also be provided to ward committees upon request on suggestions relevant to their wards.

Table Two – Feedback from the Citizens Panel Prioritisation Exercise

Theme	ID's within Grouping	Conclusion
Transport	148, 183, 204, 211, 223, 290	<p><u>Re-regulation of buses</u> received 48% of votes (ID 183)</p> <p><u>Taking bold steps to deal with traffic problems</u> received 37% of the votes (ID 290)</p> <p><u>Safe road use in the national curriculum</u> was not supported at all (ID223)</p>
Housing and Planning, Land use and ownership	37, 43, 44, 45, 118, 124	<p><u>Local authorities make final decision regarding housing allocation target numbers</u> received 31% of the votes (ID 45)</p> <p><u>Ambient renewable energy facilities classified as permitted development</u> received 29% of the votes (ID 124)</p> <p><u>Ban of sale of properties in new developments as second homes</u> received no support (ID 43)</p>
	153, 202, 220, 260, 296, 310, 318	<p><u>Retaining 100% of council house rental income</u> received 41% of the vote (ID 153)</p> <p><u>Making planning decisions remaining local</u> received 24% (ID 310)</p>
Environment – Energy	22, 35, 61, 111, 123	<p><u>Generate energy via community renewable sources so that money comes back into the community</u> received 46% of votes (ID 123)</p> <p><u>Support for insulation purchases etc</u> received 26% (ID 35)</p>

Theme	ID's within Grouping	Conclusion
	182, 214, 265, 270, 295, 298	<u>Community renewable energy projects</u> received 34% of votes (ID 295 and ID 123) ID 182, 256 and 270 received equal support at 17% of the votes each
Environment – Recycling	40, 65, 68, 69, 112	<u>Returning packaging to supermarkets</u> received 60% of the votes (ID 68)
	130, 213, 226, 278	<u>Bringing commercial waste into council targets</u> received 43% of votes (ID 130) <u>Powers around recycling and packaging</u> received 37% of votes (ID 213) There was no support for eco-cigarettes (ID 278)
Revenue, Taxes and local economy	15, 50, 67, 117	<u>Charging business rates based on waste production, and the LA giving preference to locally sourced foods, materials etc</u> each received 34% of the votes (ID 67 & 117)
	119, 122, 184, 250, 325	<u>Retention of business rates locally for spending on sustainability</u> received 53% of the votes (ID 122)

Citywide Web based consultation

20. The response rate to the consultation was low with only 9 responses, despite having contacted over 200 organisations and individuals to make them aware of the process.
21. A summary of this is provide in **Table Three** below.

Theme	Conclusion
Transport	<u>Taking steps to address traffic problems (ID 290) and Re-regulation of bus services (ID 183) were the most popular</u>
Housing and Planning Land use and ownership	<u>Banning the sale of properties in new developments as second homes (ID 43) was the most popular.</u>
Environment – Energy	<u>Putting environmental sustainability at the centre of LAA's and requiring Sustainable Community Strategies to include detailed plans for cutting greenhouse emissions (ID 182) was the most popular</u>
Environment – Recycling	<u>Promoting sustainable packaging, etc (ID 213) was the most popular.</u>
Revenue Taxes and Local economy	<u>Ensuring that landfill tax and Landfill Allowance are returned to local authorities for investment in further recycling (ID 184) was the most popular.</u>

22. In terms of feedback on the Executives additional proposals in **Annex Two** the most popular proposals were numbers 1 (Greater powers to bring into use empty buildings and unused land) and 7 (Recycling and waste management in the city). There was no support for proposal (a) concerning housing allocations target numbers.

Summary of the consultation

23. In conclusion it can be seen from the consultation that the Citizens Panel's and Without Walls Executive Delivery Board preferred 7 proposals are:
- Returning packing to supermarkets (ID 68) (supported by Citizens Panel)
 - Retention of business rates locally (ID 122) (supported by both)
 - Re-regulation of buses (ID 183) (supported by Citizens Panel)
 - Generating energy via community renewable sources (ID295 and ID 123) (Supported by Citizens Panel)

- Bringing commercial waste in to council recycling targets (ID 130) (supported by Citizens Panel)
- Retaining council house income (ID 153) (supported by both)
- Ensuring that all landfill tax and Landfill Allowance Trading Scheme penalties are returned to local authorities for investment in further recycling, reduction and reuse and repair measures ID 184 (supported by WoW Executive Delivery Board)

The ones that received no support at all were:

- Eco-cigarettes (ID 278)
- Safe road user in the national curriculum (ID223)

24. The UK Environmental Law Foundation has been undertaking a telephone survey of how local authorities have dealt with the consultation process. At the time of writing this report, it had not finalised the analysis, nor published the results of the survey. However, the Foundation was able to offer the following comments.

“Local Authorities are using the following bodies as Panels:

(a) *Type of panel used:*

<i>Citizens panel</i>	<i>25%</i>
<i>Representative panel</i>	<i>29%</i>
<i>LSP</i>	<i>38%</i>
<i>Geographic/ward meeting</i>	<i>4%</i>
<i>Public meeting</i>	<i>0%</i>
<i>Independent Representative Forums</i>	<i>8%</i>

(b) *York is using both the LSP and a representative citizens panel, supplemented to make it more representative, and is therefore consulting more widely than average, in terms of type of panel. Looking at who is in these groups, the York LSP includes representation from the voluntary sector and under-represented groups, and the Citizens Panel has been supplemented to make it more representative. Therefore, York has taken steps to ensure these groups are representative and I think is doing more than average here too.*

(c) *Transparency of decision-making and provision of good feedback play an important part.. Here too, York has mechanisms in place to give feedback to individuals and meetings, and a summary article is intended to inform people what has happened with their proposals. I see from the website, you are also giving people the opportunity to*

comment on the short-list of proposals. This goes beyond what other local authorities are doing.”

Taking the proposals forward

25. The total number of proposals currently stands at 48, from which 7 have been highlighted as the preferred suggestions during the 2nd stage consultation exercise (para. 23 above). Any proposal selected to go forward to the LGA needs to be submitted by 31st July 2009 via a word document in a prescribed form. There may be resource implications of completing these forms within the lead Directorates, which needs to be taken into account when selecting the final number of proposals for submission. The content of the prescribed form has now been finalised by the LGA and is contained within **Annex Seven**. Once submitted the contents of the forms will be made publicly available.
26. The LGA has not got a specific time in which the proposals from across the country will be short-listed however, they have stated that the panel will seek to do so quickly and that regular updates will be made on progress through the *Selector* Newsletter. The Panel will be made up of a cross party members. They will operate under the following key principles:
 - i) the process should be transparent and open. The panel will feedback on reasons for the decisions made.
 - ii) The process should seek to minimise the burden on local authorities and local people.
 - iii) The act is about local solutions to local priorities.
 - iv) Proposals should meet the basic tests of the act.
 - v) Proposals should be viable and based on evidence.
 - vi) The selector panel will operate as a champion and advocate for short-listing proposals.
 - vii) The selector will negotiate with the Secretary of State (SoS) on the basis of the proposal only. Where proposals are felt to have a wider impact (for example the whole of the local government sector the Selector will highlight to and support the LGA or relevant organisation to take this forward).
27. The SoS is required to try to reach agreement with the Selector regarding which proposals to implement. There is no timeframe for this however, the LGA have undertaken to seek to progress negotiations as quickly as possible and provide regular updates to the authorities concerned.
28. The Department for Communities and Local Government (DCLG) wrote to local authorities in October 2008 and outlined a number of considerations that they would take into account when determining which proposals to accept. These are:

That the department will be looking for proposals that

- i) promote sustainability
- ii) are specific about what barriers need to be removed
- iii) clarifies that the SCA is not a route for agreeing additional resources

The department went on to say that it would consider:

- i) cost benefit of proposals
- ii) impact on specific groups
- iii) governments existing policy position.

29. Once the negotiation stage is complete the SoS will confirm which proposals will be implemented and provides reasons for the decision. The SoS is required to report annually on progress with the implementation.
30. It should be noted that DCLG have not confirmed when or if indeed a further round of SCA consultation might take place.

Implications

31. **Financial Implications** – The financial implications of any of the proposals can only be determined once selected proposals are agreed by the Executive. There has been a financial implication to the consultation, in particular in terms of the use of a Citizens Panel. This includes venue hire, production of event materials, refreshments and expenses for the participants. There is no dedicated budget available for this process within the council. These costs have been allocated to the NMU cost centre.

Legal implications – There may be significant legal implications relating to some of the proposals.

HR – There are no HR implications associated with this report.

Equalities – Equalities issues and ensuring that under represented groups form part of the Citizens Panel have been considered during the stages of the consultation process.

ITT – There are no IT implications associated with this report.

Corporate Priorities

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

Risk Management

33. This report is in compliance with the Councils Risk Management Strategy. As discussed in para. 25 above there is very little time between the Executive meeting and the final submission date to the LGA (10 days). There will be a risk of not achieving the deadline if a large number of proposals are put forward or should a number of the proposals be led by a single Directorate or officer. In completing the proposal submission forms the Lead Officers and Directorates will need to evaluate the proposals chosen by Executive to go forwards, in particular highlighting any potential risks associated with it for the authority. Any such risks identified will be discussed by the relevant Director with the relevant Executive Member prior to the submission of the proposal. These will need to be detailed within the submission to provide a balanced statement of the proposals impact.

Recommendations

34. The Executive are recommended to:
- a. Note the information provided within paragraphs 8 and 24, **Tables One, Two and Three** and **Annexes Five and Six** concerning the outcome of the public consultation exercise undertaken.

Reason: So that Members are informed of the consultation and that it met the requirements of the Council motion by having the topic discussed at all ward committees across the city.
 - b. Advise officers which proposals should be submitted, having regard to the 7 most supported proposals detailed at paragraph 23 and bearing in mind the risks management section of this report in paragraph 33 above.

Reason: To ensure compliance with the deadline for submission of 31st July 2009.

Contact Details

Author:	Chief Officer Responsible for the report:
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Ext 1817			
	Report Approved:	<input checked="" type="checkbox"/>	Date: 8/7/09
Specialist Implications Officer(s) A project group consisting of key officers have facilitated their Directorates to consider the implications of the proposals made by the public.			
Wards Affected:	All	<input checked="" type="checkbox"/>	
For further information please contact the author of the report			

Background Papers:

1. Sustainable Communities Act 2007
2. Council motion 27th November 2008
3. 14th April 2009 Executive Report of the Director of Neighbourhood *Communities Sustainable Communities Act 2007*
4. 9th June 2009 Executive Report of the Director of Neighbourhood Services *Update on the Sustainable Communities Act 2007 (public consultation)*.
5. HM Government Creating Strong, Safe and Prosperous Communities Statutory Guidance July 2008 Annex 1 – Sustainable Communities Act 2007 Statutory Guidance
6. Communities and Local Government February 2008 Sustainable Communities Act 2007: A Guide.
7. Spreadsheet showing all suggestions.

Annexes

Annex One	Proposals following screening by Project Team (Directorates), CMT and Directors and approved by Executive on 9 th June 2009.
Annex Two	SCA additional proposals for further consideration put forwards by Executive on 9 th June 2009.
Annex Three	List of the 48 proposals taken to Stage Two consultation
Annex Four	Citizens Panel membership details
Annex Five	Without Walls Executive Delivery Board consultation Feedback
Annex Six	Citizens Panel discussion consultation feedback
Annex Seven	LGA final proposal form content

8/07/09

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Annex One – Proposals following screening by Project Team (Directorates) and CMT and approved by Executive on the 9th June 2009.

ID	Suggestion detail	Category
15	To enable villages to be sustainable for all members of society, the government should give grants, equal to parish council receipts to groups (volunteers, charitable associations) to allow them to decide upon local improvements, amenity improvements, etc. Only local organisations have their feet on the ground and know exactly what is required. This would be supported by all the groups in Skelton	community facilities and activities
22	Make shops/companies let out the vacant rooms above their premises in return for a sustainable grant to make them energy efficient	environmental
35	Support for insulation purchases. Better insulation reduces carbon emissions, warming and helps save us all money! Better threshold for new houses too.	environmental
37	Require developers to lease land they own, but have not developed, to local councils to use for community purposes. Land that was intended for development (either for house building or retail use) but has not is likely to be developed in the near future. The land could be put to good use by communities to provide facilities for local residents (allotments/playing fields). Developers would retain ownership, councils would be barred from using in ways that prevented its subsequent development in the long term. The land would be leased to local communities at a nominal rate.	land ownership and leasing
40	Stop delivery of plastic charity bags	environmental
43	Planning, Land, Housing: Introduce legislation to ban the sale of properties in new developments as second homes. [See Hungate example where new properties are this week being marketed as second homes, which contributes nothing to meeting local housing need.]	land ownership and leasing
44	Planning, Land, Housing: Introduce legislation to give local communities the same rights to appeal against planning decisions as developers. As part of this, empower local authorities to provide an independent fund to which local communities can apply for financial support when contesting development proposals and provide government funding to support this	planning
45	Planning, Land, Housing: Make it clear in legislation that local authorities make the final decision (through their LDF process) regarding housing allocation target numbers for their area, whilst still requiring them to cooperate and discuss housing strategies at a regional level.	housing

Annex One – Proposals following screening by Project Team (Directorates) and CMT and approved by Executive on the 9th June 2009.

ID	Suggestion detail	Category
50	Green Development & Flood Mitigation: Tax to have the effect of double water rates if private gardens are made impermeable.	environmental
61	Energy: Requirement to install Wind Turbines adjacent to the ring road roads (& other trunk roads) - This is clearly about both processes. The ring road is an almost derelict area, noisy and for the most part distant from housing. We should establish a series of Wind Turbines which are owned by the community and the profit used to support further greening of York and surrounds and help create a more equal community.	environmental
65	Waste: Make it illegal to make things that are non-repairable/recyclable (BASED ON RECOMMENDATIONS FROM WRAP)	environmental
67	Waste: Charge business rates according to the waste produced from all of that company's products and processes (not just what they dispose of) and/or a packaging tax.	environmental
68	Waste: Legislation so that packaging can be taken back to local supermarkets for re-use, recycling, or they would have to pay the landfill tax for its disposal.	environmental
69	Waste: Review property law so that it is not theft to take things that would otherwise be going to landfill.	environmental
111	Require minimum levels of insulation before properties can be sold or rented (some financial aid for owners to bring buildings up to standard and limited exemptions for hard to treat properties eg listed buildings)	housing
112	Require composting toilets or reed bed systems and rainwater collection to be fitted in all new developments or on-site treatments tanks so no sewerage leaves the site and provide funding for the retrofitting of these. All recycles to allotment, garden or drinking water.	environmental
118	Requirement that trees, bushes etc used in landscaping be those that produce an edible crop eg fruit and nut trees, fruit bushes or those suitable for coppicing.	environmental
119	Govt promotion and new financial regs to allow the issue of Community Bonds to finance local building of renewable energy, sustainable homes, retrofitting etc	environmental

Annex One – Proposals following screening by Project Team (Directorates) and CMT and approved by Executive on the 9th June 2009.

ID	Suggestion detail	Category
123	Generate energy via community renewable energy so that money comes back into the community.	environmental
124	Change of regulation so that community based ambient renewable energy facilities are classified as general permitted developments (not requiring planning permission) but for community initiatives only, not for external companies.	environmental
130	Bring Commercial waste into councils targets for increasing recycling (I.e. by commercial waste in the system of LATS penalties)	environmental
133	Charge business rates according to the total waste produced as a result of all that company's products and processes (not just what they themselves dispose of) and/or packaging tax	environmental
148	Legislation to reduce the horse-power rating allowed for private vehicles, perhaps with application/proof of use necessary to buy high power agricultural/load towing 4x4 vehicles	transport
153	Let the City of York keep 100% of council house rental income	housing
182	Put environmental sustainability at the centre of local area agreements (rather than sidelining it as is currently the case) and require all 'Sustainable Community Strategies' to include detailed plans (with annual targets) for cutting greenhouse emissions in the local authority are by 40% by 2020.	environmental
184	Ensure that all landfill tax and LATS penalties are returned to local authorities for investment in further recycling, reduction, reuse and repair measures	revenue / tax
202	Improvements to Fulford lngs. It is mostly in private ownership but the public have access to it and it has Site of Specific Interest status.Natural England works with landowners on a management scheme but is finding it difficult to fund this. There are many things which would improve the site by preserving it biological diversity and making it more accessible to the public. Work needed would include improvements to the drainage and footpaths, new fencing gates and hedging. See sheet for full details.	environmental

Annex One – Proposals following screening by Project Team (Directorates) and CMT and approved by Executive on the 9th June 2009.

ID	Suggestion detail	Category
204	On the spot fines for parking on the verges is merely cosmetic and will not address the issue of cars obstructing pavements so it would be much more helpful if there were on the spot fines for parking on any raised pavement areas. This would assist not only the blind and partially sighted but also those in wheelchairs or with walking frames. We have examples in our area where walking frame users have to walk in the road because the cars are parked right across the pavement. Car owners driving past then shout at people for walking in the road. Cars also park over the lowered pavement access area thus forcing wheelchair users and their carers to negotiate kerbs - not acceptable. The quality of life and environment is impaired by those who park on any pavement area and on the spot fines would send a message that it is unacceptable in York and hopefully would lead to the problem being solved.	highways and street environment issues
211	I would like to see air compressed cars only allowed in the city centre.Can you in association with Yorkshire Forward invite MDI to start production here?	transport
213	Recycling/Waste Management in the City: Give the council powers to: 1) restrict wasteful packaging and promote recyclable or compostable packaging for take away food sales (I.e eliminate polystyrene boxes in favour of paper and card), 2) to require retail outlets and/or companies to collect recyclable containers (I.e. bottles and cans) against a deposit. For examples of this, look at germany. York could promote itself as a flagship city of sustainable waste management and reduce the litter problem in the process. 3) promote the use of (standard size and shape) returnable bottles, boxes and packaging, e.g for food. This could also be first implemented in local bye-laws. McDonalds etc. would not want to pass up on a major tourists attraction. Packaging can be returned by supermarkets in empty returning lorries.	environmental
214	Controls on energy consumption/carbon emissions: Give the council powers to: 1) to restrict usage of outdoor heating e.g gas heaters used in pubs. Also include restrictions on heating in e.g shops who leave their frontage wide open. 2) Relax conservation rules on listed buildings to allow double glazing and better insulation as well as renewable energy installations (solar water,photovoltaics) on roofs etc.	environmental
223	The national curriculum should be changed to include being a safe road user (including cycling and driver education). The national 'Bike It' cycle training should be government funded to be offered free in all schools.	education

Annex One – Proposals following screening by Project Team (Directorates) and CMT and approved by Executive on the 9th June 2009.

ID	Suggestion detail	Category
226	Companies should be taxed on any packaging other than cardboard and forced to accept it back for re-use or recycling as appropriate. Commercial waste should be included in the government target levels for cutting landfill and made to pay the same excess charge for exceeding those limits.	environmental
250	My concern for York, not just for Fishergate, is being ready for the consequences of climate change and peak oil. We need to be actively trying to mitigate these by e.g. localising food production and employment, improving flood defences	environmental
256	RIVALRY BETWEEN TWO ADJACENT VILLAGES - very little solid cooperation, and amenities developed separately, although shared to some extent. Most of commercial facilities in Haxby but more green space in Wigginton	community facilities and activities
260	Lots of green trees but nothing useful about those trees ie not edible or beneficial to bees etc. Lots of sealed surface (driveways and road and pavements)...	environmental
265	Extremely limited renewable microgeneration, esp. solar hot water heating. Disgusted at the variation in price, and quality of installations, I self-installed a solar hot water heating system a couple of years ago and I have slashed my gas bill,	environmental
270	HEP Scheme on Foss Weir	environmental
278	Demand that smokers to use eco-cigarettes which are fully in compliance with 'Smoking Free' law in the UK. (please see website www.ecocig.co.uk). (please see website www.ecocig.co.uk).	environmental
290	Take bold steps to deal with the appalling traffic problem and make commuting a pleasure: o a)Make public transport more favourable in cost and convenience than use of cars. Slash prices, increase frequency and charge motorists coming into the city to help pay for the public transport. o b)During rush-hours give an extra green light for cyclists to give them a head-start (and an incentive).	transport

Annex One – Proposals following screening by Project Team (Directorates) and CMT and approved by Executive on the 9th June 2009.

ID	Suggestion detail	Category
	<ul style="list-style-type: none"> o c)Make cycling on narrow busy roads safer. E.g. Haxby Road; could it have a one-way priority system like the Huntington Road? o The solutions are out there. Look at Holland or Switzerland as models for how to solve urban traffic. It is achievable. Don't just tinker at the edges. 	
295	Community renewable energy projects	environmental
296	Encourage local initiatives to plant fruit bearing trees in local landscaping schemes - look for every opportunity and make this a positive local	environmental
298	Do everything required to bring in Personal Carbon budgets/rationing within 3 yrs (the situation is even more serious than it was in the 2nd World War).	environmental
310	Planning decision should remain LOCAL, not overturned by appeal to central government.	planning
318	Many houses in York have walls unsuitable for cavity wall insulation. Could the Council obtain technical advice on an effective method of insulating such properties or even help with funding. In conservation areas only inside walls could be treated	housing
325	No bank in Strensall	local economy

Annex Two –SCA additional proposals for further consideration put forwards by Executive on the 9th June 2009

SCA - Additional Proposals for Further Consultation

The Executive feels that the following composite issues are worthy of further consideration and that they do give the real possibility of a change of legislation:-

1. Greater powers to bring into use empty buildings and unused land. 'Councils should have the power and funding to buy any houses/apartments that are unsold for more than a year and make them available as affordable housing for people on their housing waiting list. This would both help to re-start the housing market and force developers to sell to a housing association/local council or cut their prices to meet what people can afford to pay in the current recession rather than they be left standing empty”.
2. Allocation of personal carbon budgets
3. Give the council powers to restrict usage of outdoor heating e.g. gas heaters used in pubs.
4. Restrictions on heating in e.g. shops who leave their frontage wide open.
5. Relaxation of conservation rules on listed buildings to allow double-glazing and better insulation as well as renewable energy installations (solar water, photovoltaics) on roofs etc.
6. Council to have powers to require retailers to take back packaging issued with goods
7. Recycling/Waste Management in the City: Give the council powers to:
 - a) restrict wasteful packaging and promote recyclable or compostable packaging for take away food sales (i.e. eliminate polystyrene boxes in favour of paper and card)
 - b) to require retail outlets and/or companies to collect recyclable containers (i.e. bottles and cans) against a deposit. For examples of this, look at Germany.
 - c) promote the use of (standard size and shape) returnable bottles, boxes and packaging, e.g. for food.
8. On the spot fines (including powers for PCSOs and Parking Wardens) for parking on verges and footpaths.

The following six issues are of concern to residents and we would support them. However, as they are diametrically opposite to the present governments policies we fear that they stand little chance of being embraced by the Government which would be necessary to enable legislative changes to be made:

- a) Legislate to ensure that the final decision on housing allocations target numbers for the LA area is made by the local authority through the LDF process rather than at the regional level whilst also requiring discussion of housing targets at the regional level.
- b) Re-regulate bus service operations
- c) Let York keep 100% of Council house rental income
- d) Require the local authorities to give preference to locally sourced food, building materials, paper, wood, fuel, etc. through its contracts. (NB requires changes to European legislation)
- e) Ensure that all landfill tax and LATS penalties are returned to local authorities for investment in further recycling, reduction, reuse and repair measures
- f) Retain business rates income locally.

Annex Three – List of 48 proposals taken forwards to Stage Two Consultation

Revenue Taxes etc

ID	Proposal detail:
15	To enable villages to be sustainable for all members of society, the government should give grants, equal to parish council receipts to groups (volunteers, charitable associations) to allow them to decide upon local improvements, amenity improvements, etc. Only local organisations have their feet on the ground and know exactly what is required. This would be supported by all the groups in Skelton.
50	Tax to have the effect of double water rates if private gardens are made impermeable.
67	Charge business rates according to the waste produced from all of that company's products and processes (not just what they dispose of) and/or a packaging tax.
117	Require that the local authority give preference to locally sourced food, building materials, paper, wood, fuel etc through its contracts. Specify which items and a percentage.
119	Government promotion and new financial regulations to allow the issue of Community Bonds to finance local building of renewable energy, sustainable homes, retrofitting etc.
122	Business rates retained locally for spending on sustainability (including economic) by council.
184	Ensure that all landfill tax and Landfill Allowance Trading Scheme penalties are returned to local authorities for investment in further recycling, reduction, reuse and repair measures.
250	My concern for York... is being ready for the consequences of climate change and peak oil. We need to be actively trying to mitigate these by e.g. localising food production and employment, improving flood defences.
325	No bank in Strensall.

Annex Three – List of 48 proposals taken forwards to Stage Two Consultation

Environment – Recycling

ID	Proposal detail:
40	Stop delivery of plastic charity bags
65	Make it illegal to make things that are non-repairable/recyclable (based on recommendations from WRAP)
68	Legislation so that packaging can be taken back to local supermarkets for re-use, recycling, or they would have to pay the landfill tax for its disposal.
69	Review property law so that it is not theft to take things that would otherwise be going to landfill.
112	Require composting toilets or reed bed systems and rainwater collection to be fitted in all new developments or on-site treatments tanks so no sewerage leaves the site and provide funding for the retrofitting of these. All recycles to allotment, garden or drinking water.
130	Bring commercial waste into councils targets for increasing recycling (I.e. by commercial waste in the system of Landfill Allowance Trading Scheme penalties)
213	Give the council powers to: 1) restrict wasteful packaging and promote recyclable or compostable packaging for take away food sales (I.e eliminate polystyrene boxes in favour of paper and card), 2) to require retail outlets and/or companies to collect recyclable containers (I.e. bottles and cans) against a deposit. For examples of this, look at Germany. York could promote itself as a flagship city of sustainable waste management and reduce the litter problem in the process. 3) Promote the use of (standard size and shape) returnable bottles, boxes and packaging, e.g. for food. This could also be first implemented in local bye-laws. McDonalds etc. would not want to pass up on a major tourist attraction. Packaging can be returned by supermarkets in empty returning lorries.
226	Companies should be taxed on any packaging other than cardboard and forced to accept it back for re-use or recycling as appropriate. Commercial waste should be included in the government target levels for cutting landfill and made to pay the same excess charge for exceeding those limits.
278	Demand that smokers use eco-cigarettes which are fully in compliance with 'Smoking Free' law in the UK. (see website www.ecocig.co.uk).

Annex Three – List of 48 proposals taken forwards to Stage Two Consultation

Environment – Energy

ID	Proposal detail:
22	Make shops/companies let out the vacant rooms above their premises in return for a sustainable grant to make them energy efficient.
35	Support for insulation purchases. Better insulation reduces carbon emissions, warming and helps save us all money! Better threshold for new houses too.
61	Requirement to install Wind Turbines adjacent to the ring road roads (& other trunk roads) - This is clearly about both processes. The ring road is an almost derelict area, noisy and for the most part distant from housing. We should establish a series of Wind Turbines which are owned by the community and the profit used to support further greening of York and surrounds and help create a more equal community.
111	Require minimum levels of insulation before properties can be sold or rented (some financial aid for owners to bring buildings up to standard and limited exemptions for hard to treat properties e.g. listed buildings).
123	Generate energy via community renewable energy so that money comes back into the community.
182	Put environmental sustainability at the centre of Local Area Agreements (rather than sidelining it as is currently the case) and require all 'Sustainable Community Strategies' to include detailed plans (with annual targets) for cutting greenhouse emissions in the local authority area by 40% by 2020.
214	Give the council powers to: 1) to restrict usage of outdoor heating e.g. gas heaters used in pubs. Also include restrictions on heating in e.g. shops who leave their frontage wide open. 2) Relax conservation rules on listed buildings to allow double glazing and better insulation as well as renewable energy installations (solar water, photovoltaics) on roofs etc.
265	Extremely limited renewable micro-generation, especially solar hot water heating. Disgusted at the variation in price, and quality of installations, I self-installed a solar hot water heating system a couple of years ago and I have slashed my gas bill.
270	Hydro-electric power scheme on Foss Weir.
295	Community renewable energy projects.
298	Do everything required to bring in personal carbon budgets/rationing within 3 yrs.

Annex Three – List of 48 proposals taken forwards to Stage Two Consultation

House Planning Land Use Etc

ID	Proposal detail:
37	Require developers to lease land they own, but have not developed, to local councils to use for community purposes. The land could be put to good use by communities to provide facilities for local residents (allotments/playing fields). The developers would retain ownership of the land which councils would be barred from using in ways that prevented its subsequent development in the long term. The land would be leased to local communities at a nominal rate.
43	Introduce legislation to ban the sale of properties in new developments as second homes. (See Hungate example where new properties are being marketed as second homes, which contributes nothing to meeting local housing need.)
44	Introduce legislation to give local communities the same rights to appeal against planning decisions as developers. As part of this, empower local authorities to provide an independent fund to which local communities can apply for financial support when contesting development proposals and provide government funding to support this.
45	Make it clear in legislation that local authorities make the final decision (through their Local Development Framework process) regarding housing allocation target numbers for their area, whilst still requiring them to cooperate and discuss housing strategies at a regional level.
118	Requirement that trees, bushes etc. used in landscaping be those that produce an edible crop e.g. fruit and nut trees, fruit bushes or those suitable for coppicing.
124	Change of regulation so that community-based ambient renewable energy facilities are classified as general permitted developments (not requiring planning permission) but for community initiatives only, not for external companies.
153	Let the City of York keep 100% of council house rental income.
202	Improvements to Fulford Ings. It is mostly in private ownership but the public have access to it and it has Site of Specific Interest status. Natural England works with landowners on a management scheme but is finding it difficult to fund this. There are many things which would improve the site by preserving its biological diversity and making it more accessible to the public. Work needed would include improvements to the drainage and footpaths, new fencing gates and hedging. See sheet for full details.
220	Councils should have the power and funding to buy any houses/apartments that are unsold for more than a year and make them available as affordable housing for people on their housing waiting list. This would both help to re-start the housing market and force developers to sell to a housing association/local council or cut their prices to meet what people can afford to pay in the current recession rather than they be left standing empty.
260	Lots of green trees but nothing useful about those trees i.e. not edible or beneficial to bees etc. Lots of sealed surfaces (driveways and road and pavements).

Annex Three – List of 48 proposals taken forwards to Stage Two Consultation

296	Encourage local initiatives to plant fruit bearing trees in local landscaping schemes - look for every opportunity and make this a positive local <sic>
310	Planning decision should remain local, not overturned by appeal to central government.
318	Many houses in York have walls unsuitable for cavity wall insulation. Could the Council obtain technical advice on an effective method of insulating such properties or even help with funding? In conservation areas only inside walls could be treated.

Transport

ID	Proposal detail:
148	Legislation to reduce the horse-power rating allowed for private vehicles, perhaps with application/proof of use necessary to buy high-power agricultural/load towing 4x4 vehicles.
183	Give local authorities full powers and appropriate funding to re-regulate bus services.
204	On the spot fines for parking on the verges is merely cosmetic and will not address the issue of cars obstructing pavements, so it would be much more helpful if there were on the spot fines for parking on any raised pavement areas. This would assist not only the blind and partially sighted but also those in wheelchairs or with walking frames. Cars also park over the lowered pavement access area thus forcing wheelchair users and their carers to negotiate kerbs - not acceptable. The quality of life and environment is impaired by those who park on any pavement area and on the spot fines would send a message that it is unacceptable in York and hopefully would lead to the problem being solved.
211	I would like to see air compressed cars only allowed in the city centre. Can you, in association with Yorkshire Forward, invite MDI (vehicle manufacturer) to start production here?
223	The national curriculum should be changed to include being a safe road user (including cycling and driver education). The national 'Bike It' cycle training should be government funded to be offered free in all schools.
290	Take bold steps to deal with the appalling traffic problem and make commuting a pleasure: <ul style="list-style-type: none"> a) Make public transport more favourable in cost and convenience than use of cars. Slash prices, increase frequency and charge motorists coming into the city to help pay for the public transport. b) During rush-hours give an extra green light for cyclists to give them a head-start (and an incentive). c) Make cycling on narrow busy roads safer e.g. Haxby Road; could it have a one-way priority system like the Huntington Road? <p>The solutions are out there. Look at Holland or Switzerland as models for how to solve urban traffic. It is achievable. Don't just tinker at the edges.</p>

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Annex Four Citizens Panel Membership Details

Attendees:

No of residents attending and participating in the event: **36**

Consisting of:

Talkabout Panel members : 22

Young People: 3 (+ 2 youth workers)

Representatives from community orgs: 9

Breakdown of community orgs:

- Fulford PC
- Strensall PC
- Dunnington PC
- Very Young Friends of West Bank Park
- York Green Party
- The Healing Clinic
- York in Transition
- New Earswick Community Association

Also in attendance:

Executive

- Cllr Steve Galloway
- Cllr Carol Runciman

Observer

- Nicola Lawson, Marketing & Communications, CYC

Organisers:

- Neighbourhood Management Unit, CYC – 13 officers

Support officers in attendance (experts):

- City of York Council officers: 6
 - Dave Caulfield – City Strategy
 - Dave Carter – City Strategy
 - Bryn Jones – City Strategy
 - Andrew Walmsley - Resources

- Dilys Jones – Housing & Adult Services
- Elizabeth Parker – Neighbourhood Services

Revenue, Taxes & The Local Economy

ID	Proposal detail:	SCS Ambition	SCS Theme / Aim / Action	LAA Target	Overall impact / feasibility
15	To enable villages to be sustainable for all members of society, the government should give grants, equal to parish council receipts to groups (volunteers, charitable associations) to allow them to decide upon local improvements, amenity improvements, etc. Only local organisations have their feet on the ground and know exactly what is required. This would be supported by all the groups in Skelton.	3	P28 4.2	NI 4	M
50	Tax to have the effect of double water rates if private gardens are made impermeable.	No	P27 1.1	NI 188?	L
67	Charge business rates according to the waste produced from all of that company's products and processes (not just what they dispose of) and/or a packaging tax.	No	P27 1.1	NI 186	L
117	Require that the local authority give preference to locally sourced food, building materials, paper, wood, fuel etc through its contracts. Specify which items and a percentage.	2 & 4	P28 1.3	NI 186	M
119	Government promotion and new financial regulations to allow the issue of Community Bonds to finance local building of renewable energy, sustainable homes, retrofitting etc.	4	P27 1.1 P28 7.1	NI 186	M
122	Business rates retained locally for spending on sustainability (including economic) by council.	4	P27 1.1 P32 8.2	NI 186 NI 166 NI 152	H
184	Ensure that all landfill tax and Landfill Allowance Trading Scheme penalties are returned to local authorities for investment in further recycling, reduction, reuse and repair measures.	4	P29 11.1	NI 186 NI 191	H
250	My concern for York... is being ready for the consequences of climate change and peak oil. We need to be actively trying to mitigate these by e.g. localising food production and employment, improving flood defences.	WIP	WIP	WIP	WIP
325	No bank in Strensall.	No	No	No	No

Without Walls Executive Delivery Board Consultation Feedback

Environment - Recycling

ID	Proposal detail:	SCS Ambition	SCS Theme / Aim / Action	LAA Target	Overall impact / feasibility
40	Stop delivery of plastic charity bags	No	No	No	No
65	Make it illegal to make things that are non-repairable/recyclable (based on recommendations from WRAP)	No	No	No	No
68	Legislation so that packaging can be taken back to local supermarkets for re-use, recycling, or they would have to pay the landfill tax for its disposal.	4	P27 1.1 P29 11.1	NI 186	L
69	Review property law so that it is not theft to take things that would otherwise be going to landfill.	No	No	No	No
112	Require composting toilets or reed bed systems and rainwater collection to be fitted in all new developments or on-site treatments tanks so no sewerage leaves the site and provide funding for the retrofitting of these. All recycles to allotment, garden or drinking water.	4	P28 7.1 P27 11.1	NI 186	L
130	Bring commercial waste into councils targets for increasing recycling (I.e. by commercial waste in the system of Landfill Allowance Trading Scheme penalties)	4	P27 1.1 P29 11.1	NI 186?	L
213	Give the council powers to: 1) restrict wasteful packaging and promote recyclable or compostable packaging for take away food sales (I.e eliminate polystyrene boxes in favour of paper and card), 2) to require retail outlets and/or companies to collect recyclable containers (I.e. bottles and cans) against a deposit. For examples of this, look at Germany. York could promote itself as a flagship city of sustainable waste management and reduce the litter problem in the process. 3) promote the use of (standard size and shape) returnable bottles, boxes and packaging, e.g. for food. This could also be first implemented in local bye-laws. McDonalds etc. would not want to pass up on a major tourist attraction. Packaging can be returned by supermarkets in empty returning lorries.	4	P27 1.1 P29 11.2	NI 186 NI 191	L
226	Companies should be taxed on any packaging other than cardboard and forced to accept it back for re-use or recycling as appropriate. Commercial waste should be included in the government target levels for cutting landfill and made to pay the same excess charge for exceeding those limits.	4	P27 1.1 P29 11.3	NI 186	L
278	Demand that smokers use eco-cigarettes which are fully in compliance with 'Smoking Free' law in the UK. (see website www.ecocig.co.uk).	No	No	No	No

Environment - Energy

ID	Proposal detail:	SCS Ambition	SCS Theme / Aim / Action	LAA Target	Overall impact / feasibility
22	Make shops/companies let out the vacant rooms above their premises in return for a sustainable grant to make them energy efficient.	4	P27 1.1	NI 186	L
35	Support for insulation purchases. Better insulation reduces carbon emissions, warming and helps save us all money! Better threshold for new houses too.	WIP	WIP	WIP	WIP
61	Requirement to install Wind Turbines adjacent to the ring road roads (& other trunk roads) - This is clearly about both processes. The ring road is an almost derelict area, noisy and for the most part distant from housing. We should establish a series of Wind Turbines which are owned by the community and the profit used to support further greening of York and surrounds and help create a more equal community.	4	P27 1.1	NI 186	L
111	Require minimum levels of insulation before properties can be sold or rented (some financial aid for owners to bring buildings up to standard and limited exemptions for hard to treat properties e.g. listed buildings).	4	P27 1.1	NI 186	L
123	Generate energy via community renewable energy so that money comes back into the community.	4	P27 1.1	NI 186	L
182	Put environmental sustainability at the centre of Local Area Agreements (rather than sidelining it as is currently the case) and require all 'Sustainable Community Strategies' to include detailed plans (with annual targets) for cutting greenhouse emissions in the local authority area by 40% by 2020.	WIP	WIP	WIP	WIP
214	Give the council powers to: 1) to restrict usage of outdoor heating e.g. gas heaters used in pubs. Also include restrictions on heating in e.g. shops who leave their frontage wide open. 2) Relax conservation rules on listed buildings to allow double glazing and better insulation as well as renewable energy installations (solar water, photovoltaics) on roofs etc.	4	P27 1.1	NI 186	L
265	Extremely limited renewable microgeneration, especially solar hot water heating. Disgusted at the variation in price, and quality of installations, I self-installed a solar hot water heating system a couple of years ago and I have slashed my gas bill.	Suggestion ?	?	?	?
270	Hydro-electric power scheme on Foss Weir.	4	P27 1.1	NI 186	L

295	Community renewable energy projects.
298	Do everything required to bring in personal carbon budgets/rationing within 3 yrs.

4	P27 1.1	NI 186	L
4	P27 1.1	NI 186	L

Housing Planning Land Use etc

ID	Proposal detail:
37	Require developers to lease land they own, but have not developed, to local councils to use for community purposes. The land could be put to good use by communities to provide facilities for local residents (allotments/playing fields). The developers would retain ownership of the land which councils would be barred from using in ways that prevented its subsequent development in the long term. The land would be leased to local communities at a nominal rate.
43	Introduce legislation to ban the sale of properties in new developments as second homes. (See Hungate example where new properties are being marketed as second homes, which contributes nothing to meeting local housing need.)
44	Introduce legislation to give local communities the same rights to appeal against planning decisions as developers. As part of this, empower local authorities to provide an independent fund to which local communities can apply for financial support when contesting development proposals and provide government funding to support this.
45	Make it clear in legislation that local authorities make the final decision (through their Local Development Framework process) regarding housing allocation target numbers for their area, whilst still requiring them to cooperate and discuss housing strategies at a regional level.
118	Requirement that trees, bushes etc. used in landscaping be those that produce an edible crop e.g. fruit and nut trees, fruit bushes or those suitable for coppicing.
124	Change of regulation so that community-based ambient renewable energy facilities are classified as general permitted developments (not requiring planning permission) but for community initiatives only, not for external companies.

SCS Ambition	SCS Theme / Aim / Action	LAA Target	Overall impact / feasibility
No	No	No	No
No	No	No	No
No	No	No	No
No	No	No	No
No	No	No	No
No	No	No	No

Without Walls Executive Delivery Board Consultation Feedback

Annex Five

153	Let the City of York keep 100% of council house rental income.	3	P52 2.1 P52 2.3	NI 155 NI 156	H
202	Improvements to Fulford Ings. It is mostly in private ownership but the public have access to it and it has Site of Specific Interest status. Natural England works with landowners on a management scheme but is finding it difficult to fund this. There are many things which would improve the site by preserving its biological diversity and making it more accessible to the public. Work needed would include improvements to the drainage and footpaths, new fencing gates and hedging. See sheet for full details.	No	P29 10.3	NI 197?	L
220	Councils should have the power and funding to buy any houses/apartments that are unsold for more than a year and make them available as affordable housing for people on their housing waiting list. This would both help to re-start the housing market and force developers to sell to a housing association/local council or cut their prices to meet what people can afford to pay in the current recession rather than they be left standing empty.	No	P52 2.1	NI 155	L
260	Lots of green trees but nothing useful about those trees i.e. not edible or beneficial to bees etc. Lots of sealed surfaces (driveways and road and pavements)...	No	No	No	No
296	Encourage local initiatives to plant fruit bearing trees in local landscaping schemes - look for every opportunity and make this a positive local <sic>	No	No	No	No
310	Planning decision should remain local, not overturned by appeal to central government.	No	No	No	No
318	Many houses in York have walls unsuitable for cavity wall insulation. Could the Council obtain technical advice on an effective method of insulating such properties or even help with funding? In conservation areas only inside walls could be treated.	WIP	WIP	WIP	WIP

Transport

ID	Proposal detail:	SCS Ambition	SCS Theme / Aim / Action	LAA Target	Overall impact / Target feasibility
148	Legislation to reduce the horse-power rating allowed for private vehicles, perhaps with application/proof of use necessary to buy high-power agricultural/load towing 4x4 vehicles.	No	No	No	No
183	Give local authorities full powers and appropriate funding to re-regulate bus services.	No	No	No	No
204	On the spot fines for parking on the verges is merely cosmetic and will not address the issue of cars obstructing pavements, so it would be much more helpful if there were on the spot fines for parking on any raised pavement areas. This would assist not only the blind and partially sighted but also those in wheelchairs or with walking frames... Cars also park over the lowered pavement access area thus forcing wheelchair users and their carers to negotiate kerbs - not acceptable. The quality of life and environment is impaired by those who park on any pavement area and on the spot fines would send a message that it is unacceptable in York and hopefully would lead to the problem being solved.	No	No	No	No
211	I would like to see air compressed cars only allowed in the city centre. Can you, in association with Yorkshire Forward, invite MDI (vehicle manufacturer) to start production here?	4	P29 9.4	NI 186	L
223	The national curriculum should be changed to include being a safe road user (including cycling and driver education). The national 'Bike It' cycle training should be government funded to be offered free in all schools.	No	No	NI 47	L
290	<p>Take bold steps to deal with the appalling traffic problem and make commuting a pleasure:</p> <ul style="list-style-type: none"> a) Make public transport more favourable in cost and convenience than use of cars. Slash prices, increase frequency and charge motorists coming into the city to help pay for the public transport. b) During rush-hours give an extra green light for cyclists to give them a head-start (and an incentive). c) Make cycling on narrow busy roads safer e.g. Haxby Road; could it have a one-way priority system like the Huntington Road? <p>The solutions are out there. Look at Holland or Switzerland as models for how to solve urban traffic. It is achievable. Don't just tinker at the edges.</p>	4	P29 9.1 P29 9.2 P29 9.3 P29 9.4	NI 167	M

Revenue, taxes and the local economy

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (15-117 and 119-235)
15	To enable villages to be sustainable for all members of society, the government should give grants, equal to parish council receipts to groups (volunteers, charitable associations) to allow them to decide upon local improvements, amenity improvements, etc. Only local organisations have their feet on the ground and know exactly what is required. This would be supported by all the groups in Skelton.	Parish Council has power to raise precept, and to promote and provide grants. Views of residents put forward through parishes.	8
50	Tax to have the effect of double water rates if private gardens are made impermeable.	Should it be law or a requirement for builders? Could explore incentivising removing concrete surfacing. Taxing seems impractical. Planning issue or a question of education. Influence for agencies, lobbying for flood defences: need the opportunity to make the case for defending against floods to central government.	3
67	Charge business rates according to the waste produced from all of that company's products and processes (not just what they dispose of) and/or a packaging tax.	Packaging: should only charge for landfill not for recyclables. Need to make recycling more economically viable. Would like to give message to producers that we don't want so much packaging.	12
117	Require that the local authority give preference to locally sourced food, building materials, paper, wood, fuel etc through its contracts. Specify which items and a percentage.	Local authority has to go for the cheapest option unless there's a good reason not to. Change in the legislative process in order to take local issues into account. Local authorities currently promote the ability to tender locally. Currently european supply chains need to be established (?).	12
119	Government promotion and new financial regulations to allow the issue of Community Bonds to finance local building of renewable energy, sustainable homes, retrofitting etc.	Bonds: government to change financial structure to allow it to happen. Would residents be confident in how money would be invested? Local authority bonds existed in the 1980s so might still be possible.	4
122	Business rates retained locally for spending on sustainability (including economic) by council.		18

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (15-117 and 119-235)
184	Ensure that all landfill tax and Landfill Allowance Trading Scheme penalties are returned to local authorities for investment in further recycling, reduction, reuse and repair measures.	Agree.	6
250	My concern for York... is being ready for the consequences of climate change and peak oil. We need to be actively trying to mitigate these by e.g. localising food production and employment, improving flood defences.	Up to the local authority to promote on a voluntary basis. Farm shops are appearing; need to encourage more, possibility to use allotment gluts. Interested in the French model of artisanelle: produce or products sold directly by the producer; everyone knows the basis on which it's sold. Year on year increase in number fo allotments in villages.	4
325	No bank in Strensall.	Importance of banks in villages: education; dissemination of information; commercial decisions. But need to be realistic about modern banking. Credit Unions are growing. Publicity for people to know what facilities are available: get shops to act as agent, mobile bank; local authority to negotiate provision; libraries.	2

Unanimous support for retaining landfill tax and local retention of business rates.

Local decision-making as general rationale. In favour of grant aid system and match-funding.

Support for measures to promote local shopping and local production based on the French model of artisanelle: sell your own scheme with no risk.

Flood Risk assessments: creating impermeable surfaces should be avoided, but feel that this is a planning issue rather than revenue as it would prove impossible to tax. There are other changes that households could undertake which could be incentivised.

When invited to select their main priority among suggestions 15-117, 67 and 117 received the most support at 35% each, followed by 15 at 23%.

When invited to select their main priority among suggestions 119-235, 122 received most support at 53%, followed by 119, 184 and 250 with approximately 14% each.

Environment: Recycling

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (40-112 and 130-278)
40	Stop delivery of plastic charity bags	Generally opposed to plastic bags, but preference for consulting with charities rather than a blanket ban on charity bags. Suggestions for different ways of delivering bags and collecting goods: a scheme for people to ring up and order a bag, using residents' associations, using bio-degradable bags. Also pointed out that bin liners and CYC green bags for businesses are not recyclable.	3
65	Make it illegal to make things that are non-repairable/recyclable (based on recommendations from WRAP)	Good idea, but would have to investigate feasibility. Would apply to manufacturers and could include packaging.	5
68	Legislation so that packaging can be taken back to local supermarkets for re-use, recycling, or they would have to pay the landfill tax for its disposal.	Stop them using packaging in the first place.	21
69	Review property law so that it is not theft to take things that would otherwise be going to landfill.	Suggested that this has particular relevance to electrical goods but could also be used to promote reuse of wood, eg old cupboards. Freecycle and community furniture stores work on these principles. Suggested that communal areas could be used to facilitate this or there could be an area at the tip where people could leave goods they no longer need. Need publicity to reinforce the idea, especially targeting people who aren't looking for the information.	4
112	Require composting toilets or reed bed systems and rainwater collection to be fitted in all new developments or on-site treatments tanks so no sewerage leaves the site and provide funding for the retrofitting of these. All recycles to allotment, garden or drinking water.	General support for including compost toilets, reed beds and rainwater harvesting in new developments. Could be implemented at the level of planning. Compost toilets and reed beds already in place at Rawcliffe Bar Park & Ride. Golf clubs could use rainwater collected to irrigate the greens. Information on these topics is not widely available.	1

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (40-112 and 130-278)
130	Bring commercial waste into councils targets for increasing recycling (I.e. by commercial waste in the system of Landfill Allowance Trading Scheme penalties)	Extend recycling targets to private companies like Yorwaste and Biffa; small businesses, including pubs, should be responsible for meeting recycling targets, even if they use private waste collection companies. Business recycling will be up and running in York this year.	15
213	Give the council powers to: 1) restrict wasteful packaging and promote recyclable or compostable packaging for take away food sales (I.e eliminate polystyrene boxes in favour of paper and card), 2) to require retail outlets and/or companies to collect recyclable containers (I.e. bottles and cans) against a deposit. For examples of this, look at Germany. York could promote itself as a flagship city of sustainable waste management and reduce the litter problem in the process. 3) promote the use of (standard size and shape) returnable bottles, boxes and packaging, e.g for food. This could also be first implemented in local bye-laws. McDonalds etc. would not want to pass up on a major tourist attraction. Packaging can be returned by supermarkets in empty returning lorries.	Possible to provide takeaway food in biodegradable packaging and returnable bottles work. Support for sections 1 and 2 within this suggestion. Could create incentives to reuse things: money back on bottles. Sweden provides a model of good practice on reuse. Return to sturdy, reusable packaging.	13
226	Companies should be taxed on any packaging other than cardboard and forced to accept it back for re-use or recycling as appropriate. Commercial waste should be included in the government target levels for cutting landfill and made to pay the same excess charge for exceeding those limits.	Linked to suggestion 130. (recycling of commercial waste). Should target the point of production but shouldn't just be limited to cardboard. Raised the issue of tetrapak and cornstarch packaging. Suggest that this needs to be the subject of national legislation rather than local authorities. Also raised issue of plastic toys and toy packaging.	7
278	Demand that smokers use eco-cigarettes which are fully in compliance with 'Smoking Free' law in the UK. (see website www.ecocig.co.uk).	No support for this.	0

Support for all suggestions except 278 (eco-cigarettes).

Suggestions came forward about where and how certain ideas might be implemented, e.g. compost toilets, reed beds, rainwater harvesting, reusing unwanted goods, limiting use of charity bags, etc.

Support for limiting packaging at source, i.e. at manufacturer or supplier, and for bringing private waste collection companies and small businesses into recycling targets.

When invited to select their main priority among suggestions 40 to 112, approximately 60% chose suggestion 68 (legislating to take packaging back to supermarkets, etc), with suggestions 40, 65 and 69 receiving about 10% each.

When invited to select their main priority among suggestions 130-278, the result was quite evenly split between 130 and 213 with approximately 40% supporting both, and 20% supporting 226.

Environment: Energy

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (22-123 and 182-298)
22	Make shops/companies let out the vacant rooms above their premises in return for a sustainable grant to make them energy efficient.	Like the idea in general but not keen on enforcement, prefer encouragement. Not a new idea: living over the shop worked for many years, though the idea of a grant to make it energy efficient is new. Living over shops is a good idea but it's not suitable for everyone (eg. families and those with access problems) and separate access could be difficult to organise. Energy efficiency gain will be increasingly valuable. Can't afford not to do something about this.	2
35	Support for insulation purchases. Better insulation reduces carbon emissions, warming and helps save us all money! Better threshold for new houses too.	Question of whether this would apply to private and public buildings. Suggested that financial help be provided to householders in more deprived areas and that private landlords be forced to meet minimum standards of energy efficiency. Making older properties energy efficient is a big issue, especially in York. Need a more creative approach to secondary glazing of older properties. Need to retro-fit our old properties because so much of the housing stock is older.	9
61	Requirement to install Wind Turbines adjacent to the ring road roads (& other trunk roads) - This is clearly about both processes. The ring road is an almost derelict area, noisy and for the most part distant from housing. We should establish a series of Wind Turbines which are owned by the community and the profit used to support further greening of York and surrounds and help create a more equal community.	Like the idea as wind turbines are really noisy. Community support for keeping energy locally. Suggest combining with 23. Like idea of installing wind turbines generally. Unsure about the ring road as a location and about financial viability. Excellent idea. Differing views about the economic viability of wind turbines. Community benefit may reduce NIMBY attitude.	6
111	Require minimum levels of insulation before properties can be sold or rented (some financial aid for owners to bring buildings up to standard and limited exemptions for hard to treat properties eg listed buildings).	Energy efficiency requirements for landlords. Not unreasonable to require achievement of minimum standards. Definite exemptions for listed and older buildings.	2
123	Generate energy via community renewable energy so that money comes back into the community.	Fantastic idea if it can be demonstrated to be viable.	16

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (22-123 and 182-298)
182	Put environmental sustainability at the centre of Local Area Agreements (rather than sidelining it as is currently the case) and require all 'Sustainable Community Strategies' to include detailed plans (with annual targets) for cutting greenhouse emissions in the local authority area by 40% by 2020.	Put obligation on local authorities. Do not agree with the wording. Need some idea of how and incentives to do so. Put in clear hard targets so not just general statement of intent.	6
214	Give the council powers to: 1) to restrict usage of outdoor heating e.g gas heaters used in pubs. Also include restrictions on heating in e.g shops who leave their frontage wide open. 2) Relax conservation rules on listed buildings to allow double glazing and better insulation as well as renewable energy installations (solar water, photovoltaics) on roofs etc.	Would like to see some controls introduced, but it would be difficult to enforce and there would be objections from pubs. Gas heating is not using that much energy so concerned about government intervention. Differing opinions about conservations laws: some in favour of relaxing them, others not. Architecture: not only preserve the past but look to the future with good quality modern architecture.	3
265	Extremely limited renewable microgeneration, especially solar hot water heating. Disgusted at the variation in price, and quality of installations, I self-installed a solar hot water heating system a couple of years ago and I have slashed my gas bill.	Council could facilitate bulk-buying and therefore offer a discount. Would have to be carefully costed to ensure it's financially viable. Would not be suitable for conservation area. Known advantages of solar in other circumstances.	6
270	Hydro-electric power scheme on Foss Weir.	Could be combined with 61 and 295: giving the council power to introduce sustainable energy projects. Doubt this idea is viable.	6
295	Community renewable energy projects.	Neighbourhood / district heating schemes in new build could be developed in this way.	12
298	Do everything required to bring in personal carbon budgets/rationing within 3 yrs.	Would need a lot more research. What would the penalty be? Doesn't take into account different lifestyles. Runs the risk of seeming big brotherish and heavy-handed. Would like people to take steps of their own volition, which might be fairer. Prefer to see more information on impact our behaviour is having in terms of carbon use, so people can choose. Incentives would be good. 3 year target enormously ambitious. Might be able to introduce scheme for people to know their own carbon use.	2

Suggested grouping together a number of the suggestions under the category of giving the council power to create its own sustainable power supply (61, 123, 270, 295). It was felt that this was the most important point to emerge under this theme.

General support for sustainable power generation but concerns expressed about the economic viability of the different projects.

General preference across all suggestions for encouragement rather than enforcement.

Concern about achieving balance of conservation and energy efficiency.

When invited to select their top priority among suggestions 22-123, almost 50% selected 123, followed by 26% in favour of 35.

When invited to select their top priority among suggestions 182-298, 35% opted for 295, followed by 18% each for 182, 265 and 270.

Housing Planning Land Use etc

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (37-124 and 153-318)
37	Require developers to lease land they own, but have not developed, to local councils to use for community purposes. The land could be put to good use by communities to provide facilities for local residents (allotments/playing fields). The developers would retain ownership of the land which councils would be barred from using in ways that prevented its subsequent development in the long term. The land would be leased to local communities at a nominal rate.	Group felt that this is a good idea, but questioned the feasibility given the short timescale. It wouldn't facilitate continuity and long-term planning for sports clubs, etc.	4
43	Introduce legislation to ban the sale of properties in new developments as second homes. (See Hungate example where new properties are being marketed as second homes, which contributes nothing to meeting local housing need.)	Group thought that this would help to provide affordable homes for sale or rent but that it would need to be implemented nationally and monitored carefully. There were concerns about people's right to buy a second property. Different level of council tax on second homes with additional funds ring-fenced for affordable housing.	0
44	Introduce legislation to give local communities the same rights to appeal against planning decisions as developers. As part of this, empower local authorities to provide an independent fund to which local communities can apply for financial support when contesting development proposals and provide government funding to support this.	It was pointed out that residents have a right to appeal but need to be aware of the criteria, and that it is the issue rather than the volume of objections that affects the outcome of planning decisions. Concern about how community might be defined. Support for the idea of a fund to help individuals object to developments and challenge planning decisions, allowing a better balance between developers and individuals. Also expressed concern that this be directed at big developments rather than	5
45	Make it clear in legislation that local authorities make the final decision (through their Local Development Framework process) regarding housing allocation target numbers for their area, whilst still requiring them to cooperate and discuss housing strategies at a regional level.	Issue of allocating enough land to housing, but also raised problem of what happens in a recession. Suggested a local housing inspector. National policy to increase housing density. General preference for local decision-making.	11

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (37-124 and 153-318)
118	Requirement that trees, bushes etc. used in landscaping be those that produce an edible crop eg fruit and nut trees, fruit bushes or those suitable for coppicing.	Support suggestions promoting food security, wildlife protection and biodiversity.	5
124	Change of regulation so that community-based ambient renewable energy facilities are classified as general permitted developments (not requiring planning permission) but for community initiatives only, not for external companies.		10
153	Let the City of York keep 100% of council house rental income.	General support for this on the condition that funds could be used to upgrade council stock and increase availability of affordable housing.	14
202	Improvements to Fulford Ings. It is mostly in private ownership but the public have access to it and it has Site of Specific Interest status. Natural England works with landowners on a management scheme but is finding it difficult to fund this. There are many things which would improve the site by preserving its biological diversity and making it more accessible to the public. Work needed would include improvements to the drainage and footpaths, new fencing gates and hedging. See sheet for full details.		1
220	Councils should have the power and funding to buy any houses/apartments that are unsold for more than a year and make them available as affordable housing for people on their housing waiting list. This would both help to re-start the housing market and force developers to sell to a housing association/local council or cut their prices to meet what people can afford to pay in the current recession rather than they be left standing empty.	It was suggested that this might be too much interference with the market and that it assumes that the council has funds to purchase new developments. Raised the issue of how value would be established. As rents for affordable housing are set by the government and lower than market value they	1
260	Lots of green trees but nothing useful about those trees ie not edible or beneficial to bees etc. Lots of sealed surfaces (driveways and road and pavements)...	Support suggestions promoting food security, wildlife protection and biodiversity.	3

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (37-124 and 153-318)
296	Encourage local initiatives to plant fruit bearing trees in local landscaping schemes - look for every opportunity and make this a positive local <sic>	Support suggestions promoting food security, wildlife protection and biodiversity.	2
310	Planning decision should remain local, not overturned by appeal to central government.	Issue raised of using a council-administered fund to object to council planning proposals.	8
318	Many houses in York have walls unsuitable for cavity wall insulation. Could the Council obtain technical advice on an effective method of insulating such properties or even help with funding? In conservation areas only inside walls could be treated.	Council already provide advice to residents about insulation. Doubts about whether this falls within remit of the Sustainable Communities Act.	5

Support for suggestions 118, 260 and 296 which promote food security, protection of wildlife and biodiversity.

Support for retaining higher proportion of rent on council properties and suggestion that council tax rate should be higher on second homes, but in favour of ring-fencing this additional income for investment in affordable housing.

Support for a council-administered fund to help individuals challenge planning proposals and decisions.

When invited to select their top priority among suggestions 37-124, suggestions 45 and 124 each received support of about 30% of those present. When invited to select their top priority among suggestions 153-318, over 40% favoured suggestion 153, followed by 23% supporting 310.

Transport

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (148-290)
148	Legislation to reduce the horse-power rating allowed for private vehicles, perhaps with application/proof of use necessary to buy high-power agricultural/load towing 4x4 vehicles.	Concern that legislation limiting choices, etc. would alienate people and also that this issue is already addressed by taxation and congestion charges which are related to the size of the vehicle. Suggested that tax on fuel might be preferable.	3
183	Give local authorities full powers and appropriate funding to re-regulate bus services.	Quite positive about the proposal but also explored alternative methods of improving and securing bus service and raised the issue of cost: could it be cost neutral? Suggestions included having minimum service specification, or franchising contracts to get income back to local authority, which would require tight service contracts. Need bus routes and services to be dependable.	17
204	On the spot fines for parking on the verges is merely cosmetic and will not address the issue of cars obstructing pavements, so it would be much more helpful if there were on the spot fines for parking on any raised pavement areas. This would assist not only the blind and partially sighted but also those in wheelchairs or with walking frames... Cars also park over the lowered pavement access area thus forcing wheelchair users and their carers to negotiate kerbs - not acceptable. The quality of life and environment is impaired by those who park on any pavement area and on the spot fines would send a message that it is unacceptable in York and hopefully would lead to the problem being solved.	Discussion suggested that it needs to become socially unacceptable to park on verges, by encouraging people to park in driveways and addressing the issue of enforcement. Not in favour of two-tier system of enforcement; it needs to be clear whether this is the responsibility of the police or the council. Also notes regarding cycle lanes and road use - relevant to this suggestion or part of 290?	1
211	I would like to see air compressed cars only allowed in the city centre. Can you, in association with Yorkshire Forward, invite MDI (vehicle manufacturer) to start production here?	Raised questions about the availability of air-compressed cars: who produces or supplies them? Suggested that electric cars might be a better option.	1
223	The national curriculum should be changed to include being a safe road user (including cycling and driver education). The national 'Bike It' cycle training should be government funded to be offered free in all schools.	Do not support changing the national curriculum as group were generally satisfied with the voluntary training that is currently in place. Adding it to the curriculum would necessitate removing something else.	0

ID	Proposal detail:	Citizens' Panel comments	Citizens' Panel voting (148-290)
290	<p>Take bold steps to deal with the appalling traffic problem and make commuting a pleasure:</p> <p>a) Make public transport more favourable in cost and convenience than use of cars. Slash prices, increase frequency and charge motorists coming into the city to help pay for the public transport.</p> <p>b) During rush-hours give an extra green light for cyclists to give them a head-start (and an incentive).</p> <p>c) Make cycling on narrow busy roads safer e.g. Haxby Road; could it have a one-way priority system like the Huntington Road?</p> <p>The solutions are out there. Look at Holland or Switzerland as models for how to solve urban traffic. It is achievable. Don't just tinker at the edges.</p>	<p>General support for the suggestion but feel that it might not go far enough; more radical measures are needed to address the hierarchy of road use and need to have a debate about road use. Suggestion addresses question of ownership of roads and public spaces, and is linked to suggestion 183 (reregulating buses). It also raises the issue of congestion charging. Pointed out that pedestrianised streets in centre of York are good, but businesses also rely on other forms of transportation. Congestion is a deterrant for cyclists and reduced bus service is a problem. Suggestions from the group included: congestion charge for single occupancy cars; charge car drivers more and make public transport cheaper; have fleets of smaller buses as the large purple buses are never full. The issue of balancing space for cycle lanes with the need to keep traffic flowing also arose in relation to another suggestion.</p>	13

Lots of discussion about 290 – the need to have a debate about road use and rebalance the hierarchy of road use. Generally positive towards the suggestion, but thought it didn't go far enough. Pointed out links with some of the other suggestions, e.g. reregulating buses, and suggested more radical measures that might be considered, like congestion charges and a smaller bus fleet.

Quite positive about reregulating buses citywide, linking it to the wider debate about ownership of the roads, and also offered other suggestions for improving bus service.

Expressed general wariness about overly prescriptive measures (148, 211, 223). Feel that voluntary training on road safety is sufficient without changing the curriculum, legislation about vehicle size might alienate people and, in relation to parking, it needs to be clear to road users where responsibility for enforcement lies, with the council or the police.

When invited to select their top priority from the suggestions under discussion, suggestion 183 (reregulating buses) was marginally more popular than 290 (hierarchy of road use) with 50% and 40% respectively.

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Annex Seven – The LGA SCA Proposal form

This includes word count information where a maximum has been supplied.

Section 1 Proposal Summary

- 1.1 Lead authority name
- 1.2 Is this proposal submitted by this authority alone or is it a joint proposal
- 1.3 Who is the lead contact (s) in the authority for this proposal? Provide e-mail address and telephone number – The LGA will direct any enquiries to this contact.
- 1.4 Details of supporting organisations to the proposal
- 1.5 Summary of the proposal including the main elements of the proposal, what issues your proposal is addressing and how it will promote sustainability of the local community, who is affected by the proposal and how, Which public bodies might be affected, what are the main actions needed from the government, and what do we expect the proposal to achieve. **(Max 1000 words)**

Section 2 About the Proposal

Impact on Sustainability (word limit of 2000 words)

- 2.1 Please explain how your proposal promotes sustainability as defined locally for example within the Sustainable Communities Strategy or LAA).
- 2.2 Over which geographic area will your proposal impact ? eg neighbourhood, town, city, sub-region)
- 2.3 Who will benefit from the proposal?
- 2.4 What steps will you take to mitigate adverse affects on sustainability from your proposal (if relevant)?
- 2.5 What projects, activities and changes would take place in your area if your proposal was successful?
- 2.6 Does your proposal involve transfers of responsibilities between public bodies in the area? If so what are these and what budgetary implications might be involved
- 2.7 Please identify which, if any, of the issues authorities are required to have regard to, are relevant to this proposal and include any data and information that you feel would be helpful in the assessment process.
 - a) the provision of local services
 - b) the extent to which the volume and value of goods and services that are offered for sale, procured by public bodies and are produced within 30 miles (or any lesser distance as may be specified by a local authority in the respect of its area) of their place of sale of the boundary of the public body.

- c) The rate of increase in growth and marketing of organic forms of food production and the local economy
- d) Measures to promote reasonable access by all local people to a supply of food is adequate in terms of the 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) Measure taken to reduce the level of road traffic including, but not restricted to, local public transport provision, measured 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 wellbeing
- l) Planning policies which assist with the purposes of this Act, including new arrangements for the provision of affordable housing
- m) Measures to increase the use of local waste materials for the benefit of the community

Existing Barriers (no more than 1000 words for 2.8 and 2.9)

- 2.8 What are the existing barriers to implementing the proposal?
- 2.9 What actions are needed by Government to make the proposal possible?

Part 3 Local Authority Endorsement

- 3.1 Have consultation requirements have been met? **(max 500 words)**.
- 3.2 What are the views form this consultation? You may wish to provide evidence of local support for your proposal?
- 3.3 Please give brief details of consultation with any affected organisations
- 3.4 Confirmation of Council Support – detailing the dates of Executive meetings.
- 3.5 General Comments **(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 and Local Area Agreement
- 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.

Part 4 Assessment by the Selector

- 4.1 Do you confirm your agreement to abide by the outcome of the Selectors assessment and decision-making process?
- 4.2 Would your council, accompanied by the originators of the proposal, wish to make a short verbal presentation to the Selector Panel, should this opportunity be available?

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Executive21st July 2009

Report of the Director of City Strategy

Council Headquarters – Update Report**Summary**

1. This is a further update report regarding the procurement process for the delivery of the Council's new headquarters. It sets out the process for evaluating each of the bidder's detailed submissions, the key activities for the final stage of the procurement process and the associated timeline for the overall completion of the project.
2. It presents some early feedback from the recent public consultation exercise and provides a progress report on the Office of the Future pilot study.

Background

3. The case for a new Council headquarters, which is one of the Council's corporate imperatives, remains as compelling as ever. The project makes a significant contribution towards the Council's corporate strategy particularly in the areas of an effective organisation and an inclusive and sustainable city. The accommodation project is integral to the Council's 'More for York' transformation programme and is still on track to achieve a wide range of benefits:
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. Its redesign/construction and subsequent operation will achieve 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. Its central location will 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 will 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 21st 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. Further reports to the Executive on 3rd February and 14th April 2009 have mapped the progress of the procurement process. In April 2009 two bidders;
 - Aviva - Yorkshire House, Rougier Street
 - Tarras Park Properties Ltd – West Offices, Station Rise

were invited to enter stage three of the four stage process and participate in a further period of dialogue with the Council and submit their detailed solutions by 13th July 2009.

Procurement

9. Throughout April, May and June each of the developers has attended a series of dialogue/consultation meetings with the Council and other professional bodies such as English Heritage, York Civic Trust and the Conservation Area Assessment Panel, to seek clarification and guidance to support the development of their bids. The requirements for the stage 3 detailed submissions includes; building elevations and 3D visuals, building cost plans, a sustainability statement including a renewable energy strategy, carbon statement and benchmarked whole life energy and carbon analysis, generic space planning drawings including workplace variations, details of the customer centre space and customer flow analysis, interior design concepts and an overall development risk register.
10. Throughout July and August the carefully constructed evaluation team made up of both internal and external representatives from the project board, the project team and specialists from planning, sustainable development and customer services, will evaluate each of the developer's detailed submissions using the formally agreed and published set of financial and qualitative criteria (see table 1 and 2 below).
11. The stage three evaluation will identify the strengths and weaknesses of each of the bids being developed and this information will then be fed back to each of the developers to inform a further development of their bid prior to submitting a formal tender later in September 2009.

12. **A Summary of criteria used to assess each of the bids is as follows:**

N.B. the evaluation criteria are set out in the formal tender documents issued under the EU procurement process. These can broadly be summarised as follows.

Financial criteria are divided into three elements:-

Financial Criteria	Description
Life cycle cost	Long term costs of the property (calculated over 30 years).
Capital cost	The value of the tender from the bidder including purchasing the land, construction and design costs of the building.
Financial ability to deliver	The bidder's financial strength and backing: their ability to cover working costs and unforeseen circumstances.

Table 1

Qualitative criteria are divided into eleven elements: -

Qualitative	Description
Site assembly	What is the position regarding title to the property? What legal conditions are there in acquiring the freehold?
Timescales	Is the programme realistic? How safe is the 2012 completion date?
Planning	Could there be problems in gaining Planning or other statutory approvals?
Buildability	Can the required quality of building be delivered within the tender price also bearing in mind timescale, H&S or other constraints?
Risk to delivery	Looking at all factors, what are the risks in time, quality or cost to delivering the building? Including those due to archaeology, listed buildings or contaminated land for example.
Building efficiency	Will the building have efficient working areas? Does it have the right sort of space, where it's needed? Is there likely to be any wasted space?
York Customer Centre	Is this going to be welcoming and effectively offer a full range of services to all our different customers?
Accommodation	Does the planning of the building meet the latest standards, offering the quality of workplace needed for well-organised operations and collaborative working?
Enhancement of built environment and public realm	To what extent will the scheme enhance the local street scene? Will it exemplify excellence in civic architecture for the City including public art and good landscape design?
Carbon saving	How far does the building proposal go in reducing the use of energy and reducing carbon emissions to meet Council targets?
Sustainability	Looking 'across the board', is the proposal as sustainable as it could be? In view of, for example, building construction, sustainable building systems, transport arrangements, water use, recycling, ecology, reduced pollution.

Table 2

Consultation

13. As part of the stage three procurement process the developers were 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 proposals .
14. It should be pointed out that the public were not being asked directly to choose between the two options, as this can only be determined through a rigorous evaluation process using the formally agreed and pre-published set of financial and qualitative criteria referred to above. This is a requirement of the EU procurement process to ensure that throughout the process each bid is evaluated on a consistent and objective basis.
15. In May a twelve page publication was sent to every household in the city, the business community and was made available to Council staff. The document contained several pages of information from the Council, explaining the reasons why the Council needs 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 provided information from each of the developers setting out the key elements of their schemes including the design, look and layout of the customer centre.
16. The document included a questionnaire inviting feedback on a number of aspects of the new HQ project including: location, ease of access, customer services, design and sustainability, cost effectiveness, value for money and how in the future people would like to be kept informed. Also included were equality profiling questions to include the views of people from the equality strands.
17. The process was supported through the Council website and a three day exhibition held in the Mansion House, where people were able to talk to each of the developers and Council representatives to find out more about each of the proposals.
18. This has been a well supported consultation exercise. In total 8,267 questionnaires were completed and returned before the 4 June 2009 closing date – nearly a 10% return rate. Of these, 239 were completed on-line and 1,050 ticked the box to say they were Council employees (although many are likely to be residents too). In addition, to this approximately 1,000 people visited the Mansion House Exhibition throughout the three day event.
19. Returned questionnaires have now been processed by an independent research agency. The feedback is being analysed and initial results look favourable. These will feed into the design development process, with the final outcomes reported later this year.
20. Initial headline results from the survey are outlined below:
 - **Accessibility** – 90% of respondents considered the proposed locations for the new headquarters to be easy to travel to and this view was shared by 86% of disabled respondents. 50% felt that they would be able to use sustainable means of transport to get to them. Around 46%

found the current buildings to be too spread out and nearly 25% said that the buildings were difficult to find.

These results show positive support for the Council's strategy to move to a single headquarters building in a central location.

- **Design** – Over two thirds supported the proposition that the building design should promote innovation, technology and creativity. The view that the building should have flexible space for different customer's needs was supported by almost 90% of prospective users and by more than three quarters of anticipated non users.

By moving to new purpose built accommodation we will be able to accommodate these needs and developers have already begun to address these issues within the design proposals.

- **Sustainability/Cost effective features** – When asked to rate the most important sustainable features in the new HQ (while bearing in mind cost) the top three priorities from a list of eight were identified as:
 - the re-use of existing building structures and fabric
 - sustainable public transport to the new HQ
 - a building and systems that are highly energy efficient (e.g. in its use of lighting and heating, etc).

Both schemes are aiming to satisfy a BREEAM (Building Research Establishment Environmental Assessment Method) 'Excellent' rating and developers will be looking to demonstrate their effectiveness in meeting these needs.

- **Value For money** – 55.4% of respondents agreed that the Council should provide a longer lasting facility rather than low cost, this was an opinion shared by both workers and non workers of the Council. However, 54% felt that the Council should concentrate on low costs rather than promoting an exciting architectural contribution. Responses to open questions suggest that many did not feel these to be mutually exclusive issues. This is a key message on quality and design which will be of interest to developers in their final scheme specifications and tender proposals.
- **Other comments** – All respondents were given the opportunity to provide additional comments, these included such topics as value for money, need for costs to be reduced and the requirement for excellence in architectural features of the new building – providing a headquarters that the people of York can be proud of. These comments will help to inform our project communications by identifying where we need to provide more detail and clarity in the information we provide.

21. The most popular means of keeping people up to date with plans for the new headquarters in the future was considered to be through City of York publications such as 'Your City', 'Your Ward' magazines.
22. As part of their final tender developers are required to explain how their scheme has responded to the consultation feedback. 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

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

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

Communications

24. Information in relation to the feedback from the consultation process will go out in the press release that accompanies this report. A global e-mail will be sent to all staff prior to this being published and the Council web and intranet sites will be updated with this information. We will also be writing to a number of professional bodies and key stakeholders within the wider York community to provide a more personalised update.

Office of the Future

25. Work to set up an 'office of the future' as a working model is now gaining momentum. The project will pilot new workplace concepts, new work policies and procedures and provide a tried and tested model and consistent approach to occupying the new headquarters.
26. Following the initial project set up and establishment of the project team, a meeting was held with the LCCS pilot team service managers at the end of April. This was closely followed by a formal launch event held at the Mansion House for all the staff and managers involved in the pilot. The event was supported by the Director of LCCS, the Director of City Strategy/Deputy Chief Executive and the Accommodation Project Director. Taking the opportunity of having all the pilot staff together, the event also included an interactive session, where the views of staff from the pilot teams were sought to establish their 'past, present and future' working experiences and perceptions. The outcome will inform the pilot and also act as a benchmark at the start of the project.
27. Immediately following the launch, staff were issued with an on-line "New Ways of Working" questionnaire with the aim of gathering staff and manager views on new ways of working. The results of the survey are due out shortly and will again serve as benchmark data as well as informing the workstream work and the Council's 'new ways of working' strategy. The survey included an equalities profiling questionnaire.

28. A variety of communication channels are currently being identified and established to support the project and the communications plan. Champion representatives from the pilot teams have been identified to work closely with each of the individual workstream leads. A dedicated online in-box has been set up to enable a central point of contact for the project. Regular one hour weekly surgery visits are due to commence shortly to provide a presence within the pilot workspace, enabling face to face access to a member of the project team to capture any problems or issues that staff or managers may have. Information boards and displays are currently being developed and as the project progresses regular meetings and bulletins will take place.
29. The Electronic Document Records Management Systems (EDRMS) workstream has commenced - the first of a three stage process to address the document management needs of the teams. This first phase will involve carrying out an audit of paper, files, catalogues and stationery with the support of the pilot teams carrying out the work themselves.
30. The Design workstream has carried out an audit of the workspace and is now analysing the workstyle information in order to inform the process of space planning. An initial meeting to discuss potential opportunities within the workspace has been held involving technical advisors on construction and design.
31. The IT and Facilities Management workstreams are working with their workstream champions to establish baseline data and needs.

Implications

Financial

32. 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 the expenditure that has been incurred to date. All costs associated with the assembly of the land at the Hungate site will be recovered from the sale of the site.
33. On 23 March 2009, the Council publicly announced that the Accommodation Project would be delivered by external developers through a competitive procurement process. As a result some costs already incurred from the commencement of the project in 2005 are no longer relevant.
34. All the costs incurred on the Accommodation Project have been reviewed and the analysis shows that £1.09m of costs incurred are actually abortive. The costs have occurred in the area of Design & Construction and a minimal amount from project management. These abortive costs will be accounted for within the 2008/9 Final Accounts as required by statutory regulation.
35. It should be noted that these costs have been included within the approved project budget of £43.8m (as noted in paragraph 32, 33 and 34 above). Therefore the new arrangements to acquire a council headquarters building presents no additional burden to the council taxpayer. 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 30th September 2009.

Equalities

36. Work is underway to complete a full set of Equality Impact Assessments (EIA's) as an integral part of the Accommodation Project.
37. Liaison with the Corporate Equality and Inclusion Team has been undertaken to ensure a corporate approach and effective communication is in place at all times to benefit the process. Initial work involved the Council's Staff Equalities Reference Group examining key issues for consideration at its meeting of the 27 April 2009 which proved beneficial and raised some key points for examination.
38. These work outputs were then used as part of an Equality Impact Assessment (EIA) Workshop involving the Accommodation Project Delivery Team, the Directorate Equality Leads network and Corporate Equality and Inclusion Team members to shape the 'groupings' of EIA's into three areas. These areas (Design and Construction, Facilities Management and Communications) have a broad representation of officers working on them on an ongoing basis to deliver and identify the EIA's required, their known outcomes to be addressed and key timescales to take them through to the commissioning and beyond of the chosen headquarters scheme in 2012. The Equalities Staff Reference Group and the Social Inclusion Working Group will also be involved throughout this process.
39. Further ongoing work is underway within the 'groupings' which will culminate in a further and more detailed update to the Project Board in September 2009 following further corporate working led by the accommodation team. Longer term it is anticipated that the initial EIA's will be completed and have approval in time for the Use of Resources Inspection in February 2010 prior to being published on the Council website in March 2010 which is the agreed corporate date for this to take place.

Legal

40. 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

41. The provision of new accommodation and the consequential improvement in services to our customers will contribute to all of the Council's corporate priorities. The project will feed into and be a key component of the Council's 'More for York' transformation programme.

Risks

42. 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. The project risks were reviewed at the Audit and Governance committee on 29th June.

Recommendations

43. This is a progress update report and Members are asked to:
- Note the content of this report with particular regard to the outcomes of the recent consultation process.
 - A further report will be presented to the Executive in early December 2009 to report the outcomes of the evaluation of the final tender submissions.

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Report
Approved



Date 30th June 2009

Specialist Implications Officer(s)

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



For further information please contact the author of the report

Background Papers:

Executive Report 14th April 2009 - Council Headquarters Update

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Executive

21 July 2009

Report of the Director of City Strategy

URBAN ECO SETTLEMENT

Proposal for a Demonstration Exemplar at British Sugar, York

Summary

1. This paper outlines a proposal for funding a Demonstration Exemplar Urban Eco Community on part of the former British Sugar site within the York Northwest area. Member approval is sought to submit the proposal to Leeds City Region (LCR), subject to the agreement of Associated British Food (the landowner of British Sugar), for inclusion as part of their submission to the Department of Communities and Local Government (CLG) this July. Following Ministerial consideration during the summer, a decision on the bid is expected in September this year.

Background

2. In October 2008 initial proposals by the Leeds City Region (LCR) partnership were submitted to the government to create Urban Eco-Settlements at four locations within the Leeds City Region (including York Northwest), to complement the LCR New Growth Points Package 2008-2017.
3. A subsequent study in January 2009 to assess deliverability of the four Urban Eco Settlement areas (as part of the Eco Towns agenda), identified the British Sugar site at York Northwest as having potential to provide the early delivery of 120 homes as a 'demonstration exemplar' for the new urban eco community at British Sugar. The demonstration exemplar would provide an example of leading edge sustainability features which could be used as a model for implementation on other sites throughout the country.
4. Following a meeting between the CLG and the Homes and Communities Agency (HCA) and LCR in May this year, the LCR are currently preparing more detailed information on the eco credentials of the four Urban Eco Settlements (UES) being put forward. A bid for funding these UES will be submitted to the Department of Communities and Local Government (CLG) at the end of July this year for consideration over the summer.
5. The Council have engaged with the landowner of the British Sugar site, ABF, to produce a proposal which will form part of the LCR submission to CLG. The scope of the proposal has been reduced from 120 homes (see para 3) to 60

homes to reflect the level of funding available nationally. The submission will include detail of the proposed composition of the specific sustainability design/technologies which could be included in the new development. ABF requested preliminary funding for consultants to develop the proposal. However, as funding for this was not available, council officers prepared an initial proposal, for discussion and agreement with ABF. The attached indicative proposal (see Annex 1) reflects the outcome of these discussions.

Consultation

6. On 28 April 2009 officers gave a presentation to the Acomb Ward Committee on the background to the emerging urban eco settlement proposals. Illustrations of eco principles and examples of eco developments within York and elsewhere in the country were also outlined. There will be an opportunity for residents to be involved in planning as part of the AAP process and masterplanning work by the landowner/developer.

Approach

7. The Council has a strong commitment to promoting and delivering sustainability across all aspects of council activities. York has extensive experience in the delivery of sustainable development and the approach underpins all CYC strategic operations. The council has been nationally recognised for its leading edge approach to promoting sustainability and sustainable integrated transport with the completion of projects at the Danesgate Skills Centre, the Eco Depot, Park and Ride sites and programme of works forming part of the Cycling City initiative.
8. York Northwest has a key role in delivering the Core Strategy vision and is expected to make a significant contribution to meeting the demand for York's future housing needs. The British Sugar demonstration exemplar proposal is considered to present an important opportunity to promote and support the redevelopment of the area. Additionally, it provides an excellent opportunity to build on the city's experience of sustainable development and implement further new eco design/technology with benefits not only for the exemplar development and development within York, but also for the wider sustainability agenda.
9. The overarching theme for the future development of the York Northwest area is the need to promote sustainable development which is reflected in the vision for the area. This is essential for a development of this scale to ensure future development minimises its impact on the environment and helps to minimise the city's impact on climate change. The designation of the York Northwest area as an Urban Eco Settlement will strengthen and enhance the sustainability objectives for the area to be set out in the Area Action Plan. The exemplar proposal has been prepared using the Eco Town standards set out in government guidance, as relevant to the York Northwest context.
10. This proposal is capable of delivery as an initial phase of development of the York Northwest Urban Eco Settlement. It will showcase a model of sustainable development which can be used as a benchmark and adapted for implementation elsewhere. However, it is recognised that the cost of delivering development to this exemplary standard would require a step level increase in

costs of construction and implementation. The demonstration exemplar will provide an opportunity to assess the cost effectiveness of specific specifications, which can then be used in the wider development area.

11. A comprehensive package of high quality social (including opportunities for training/skills development) and green infrastructure with a community 'eco hub' and sustainable approach to travel is outlined in the proposal. The emphasis will be on the provision of family housing with a range of sustainable technologies to promote energy generation and water/energy efficiencies.

The Proposal

12. Given the limited timeframe in which to develop the submission, the attached proposal with conceptual plans is illustrative at this stage and further detailed work will be required in the event of a successful bid. The proposal outlines an indicative area for a first phase pilot scheme comprising 60 residential dwellings at a density of 50 dwellings per hectare with a site area of approximately 1.5ha. The pilot scheme would be accessed via the existing Millfield Lane with a new internal access road. Green infrastructure could include open space and allotments and funding has been included within the bid to facilitate access to off site open space, feasibility work and infrastructure/management.
13. Sustainability initiatives, which will be promoted as part of the proposal include for example:
 - a) Achieving through innovative solutions Level 4 of the Code for Sustainable Homes as a minimum, with Level 5 for water use and Level 6 for energy generation and efficiency.
 - b) Providing recycling facilities to promote the ethos of recycling and reducing waste as a matter of good practice and using locally and responsibly sourced and recycled building materials.
 - c) Providing allotments within the scheme to encourage future residents to grow their own food and reduce their impact on the environment/eco footprint.
 - d) Constructing a show home facility, which will act as a temporary community hub for the first phase of the development. This would provide an advice and information centre for residents on eco features (where experiences on practical issues can be shared), car club and related management issues. It would also provide a base for young people linked to on-the-job sustainable construction related training.
 - e) Providing a range of sustainable technologies to ensure low/zero carbon energy, including solar thermal arrays, photovoltaic arrays, high insulation standards/ reduced air leakage, maximising natural lighting and wind power. Energy generation and efficiency technologies could also include the installation of a district wide heating system using biomass/biofuel boilers.
 - f) Developing an approach to manage the entire water cycle impacts of the Exemplar development at British Sugar. This will incorporate high water

efficiency, low water usage technologies and appliances that minimise the need for processing water.

- g) Developing an innovative, integrated approach to sustainable modes of transport which will prioritise walking and cycling. This will include for example, providing a car club with an element of zero private parking, evaluating the potential for an element of cycle hire, and provision of good cycle space within homes.
 - h) Installing Real Time information panels in all residential units in the Demonstration Exemplar, which will include live bus approach times, and walk time; city wide public transport, journey time and road network information; environmental information on household energy/utility, consumption; details on council services, e.g. refuse collection; and community, Education and Police information.
14. Within the masterplanning process careful consideration will need to be given to the precise location of the exemplar to ensure that the overall layout, phasing and construction issues for the site are taken into account. Additionally, regrading of existing land levels may be necessary to facilitate the demonstration development.
15. It is anticipated that two planning applications would be submitted; a full application for the pilot scheme and a second, outline application for the whole of the British Sugar site. The demonstration exemplar proposal would be considered as part of the wider masterplanning of the British Sugar site and the planning applications would be considered within the context of the York Northwest Area Action Plan. A draft programme outlining the alignment of the planning application process with masterplanning and production of the Area Action Plan is attached at Annex 2.
16. A funding package based on high level costings of the specific eco measures with a breakdown of specific funding elements is outlined in Table 1 within the proposal. At this stage, a nominal figure has been included in the funding package in the absence of a development scheme and appraisal. A sum of £6.0m for the Demonstration Exemplar is being sought from CLG. Additional grant funding from the Homes and Communities Agency (HCA) would be sought to achieve 50% affordable housing.

Corporate Priorities

17. The York Northwest area provides large brownfield development opportunities adjacent to the city centre. Development of this area will help to protect and enhance York's existing built and green environment and provides an opportunity for a flagship sustainable development. The regeneration of this area will help to support all the corporate ambitions with a particular emphasis on reducing CO₂ emissions, providing more affordable homes and raising the city's profile to attract new inward investment and job opportunities.

Implications

18. Implications are as listed below:

- a) **Financial** The total cost of the scheme is estimated to be £6m which is also the level of funding sought from CLG. This will be fully funded from the government and there will be no additional budget requirement from the council. The potential costs to the council (for project management) in developing the exemplar scheme would therefore be reimbursed by the government. If the funding bid is not successful, these costs will not be incurred as the development will not be progressed.
- b) **Human Resources (HR)** The submission includes a bid for project management over a period of three years. This would primarily be used to fund additional staffing.
- c) **Equalities** None
- d) **Legal** The submission includes a bid for legal fees associated with the preparation of a memorandum of understanding between the City of York Council and Leeds City Region.
- e) **Crime and Disorder** None
- f) **Information Technology (IT)** None
- g) **Property** The proposal has been prepared in liaison with the sustainability officer dealing with corporate capital projects within Property.
- h) **Other** The proposal has been prepared in liaison with the council's sustainability officer within City Strategy.

Risk Management

- 19. A risk register is attached at Annex 3. This identifies the main risks from initial funding and planning phases to construction and implementation. Seven elements of the register are identified as being high risk. These include:
 - a) CLG offer does not cover funding gap for demonstration exemplar.
 - b) Inadequate funding for resources to prepare and deliver the scheme.
 - c) Planning consents delayed.
 - d) Adoption of core strategy delayed.
 - e) Delay to development programme.
 - f) Adverse market conditions.
 - g) Reputational risk.
- 20. Mitigation measure to reduce the level of risk are outlined. These include early identification of funding requirements and allocation of resources; progression of planning applications as early as possible with additional resources employed as necessary; and obtaining specialist property/market advice as appropriate throughout the process.

Recommendations

- 21. Members are asked to:
 - (1) Agree, subject to ABF's agreement, that the attached proposal is submitted for inclusion as part of the wider Leeds City Region bid to CLG for Urban Eco Settlement funding.

Reason: To ensure a proposal is put forward within the timescales given to the Leeds City Region.

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Specialist Implications Officer(s): None



Wards Affected: Acomb and Rural West York

For further information please contact the author of the report

Background Papers

None

Appendices

- Annex 1 Draft Demonstration Exemplar Proposal for British Sugar
- Annex 2 Draft Programme
- Annex 3 Draft Risk Register

ANNEX 1

York Northwest

BRITISH SUGAR YORK

**Proposal for a Demonstration Exemplar
Urban Eco * Settlement**

DRAFT

July 2009



**Associated
British Foods
plc**

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1.0 Executive Summary

This paper outlines a proposal for a Demonstration Exemplar Eco Community on part of the British Sugar site within the York Northwest area. York Northwest is expected to make a significant contribution to delivering York's future housing needs over the next 20 years. The area was identified as a location for a new Urban Eco Settlement by the Leeds City Region, earlier this year. As an award winning Council, York has a strong commitment and extensive experience in promoting and delivering schemes which incorporate sustainable technologies and principles of development. The 39ha brownfield site at British Sugar provides an excellent opportunity to showcase a number of specific technologies due to its size, location adjacent to a railway line and proximity to public transport services.

The Council will be working collaboratively with the landowner for the British Sugar site, Associated British Foods, to deliver a first phase 60 unit 'Demonstration Exemplar', as a joint initiative to complement the wider Leeds City Region growth agenda. This will showcase a model of sustainable development, which can be used as a benchmark and could be adapted for implementation elsewhere. The 'Demonstration Exemplar' will be tailored to include specific sustainable design and technologies that go beyond standard requirements in key areas. A holistic approach to all aspects of sustainable design and future lifestyle choices will be taken including water cycle measures, energy generation and efficiencies, a community hub and provision of allotments. The aim will be to achieve through innovative solutions Level 4 of the Code for Sustainable Homes across all the development, with Level 5 for water use and Level 6 for energy generation and efficiency. An integrated approach to sustainable transport will be followed which allows a more informed basis for travel choices and decisions to be made which will reduce reliance on the private car.

Funding of £6.0m is being sought to facilitate and implement a package of sustainable infrastructure and design measures which would enable a higher standard of delivery to be provided and would trial a model of sustainable living. A cost per dwelling of £17,250 has been identified as necessary to achieve the above, over an above basic build costs. Further funding from the Homes and Communities Agency to increase affordable housing provision from 35% to 50% would require £1.52m in the demonstration exemplar. Comparative costs have been calculated for delivery to these standards on the rest of British Sugar.

2.0 Introduction

Purpose:

York has a reputation for being a leading edge, award winning local authority in delivering sustainable development and integrated transport provision. Building on this experience, the overarching aim at York Northwest is to promote the creation of an exemplar new sustainable community for York on two major areas of brownfield land- the former British Sugar site and York Central. The early delivery of a Demonstration Exemplar Urban Eco Settlement project on a part of the former British Sugar site will deliver a first phase of innovative eco-principles in an urban regeneration setting.

The 'Demonstration Exemplar' forms part of the British Sugar site, and the wider York Northwest Area Action Plan (AAP). ABF and the council have been in discussions regarding the British Sugar site for two years, which has resulted in preliminary work having commenced on a masterplan for the site. There has also been ongoing progress on the preparation of the AAP, which is now leading up to its second round of public consultation.

ABF supports the 'Demonstration Exemplar' initiative, albeit specific uses listed within the proposal will be given due consideration as part of the evolving AAP and the master planning of the British Sugar site. For example, open space requirements/typologies and the provision of 'community facilities' will be determined as part of the AAP process, based on ongoing due diligence and evidence gathering.

The potential uses and supporting infrastructure listed in this Proposal – with the exception of the 60 residential units (the Demonstration Exemplar') – provide an indication of potential uses for the British Sugar site, but are not binding. The final masterplan and specific land uses will be determined following further public/stakeholder consultation and evidence gathering, as part of the ongoing AAP and master planning process.

Urban Eco Settlements

Initial proposals to create Urban Eco-Settlements at four locations within the Leeds City Region (LCR) including York Northwest, were prepared by the Leeds City Partnership to complement the LCR New Growth Points Package 2008-2017 and submitted to the government in October 2008. A subsequent study in January 2009 to assess deliverability of the four Urban Eco Settlement areas (as part of the Eco Towns agenda), identified the British Sugar site at York Northwest as having potential to provide the early delivery of 120 homes as a 'demonstration exemplar' for the new urban eco community at British Sugar. This could also be used as an example of leading edge sustainability features which could be used as a model for implementation on other sites throughout the country.

At a meeting between the CLG/HCA and LCR in May this year, the LCR were invited by the CLG to provide more detailed information on the eco credentials of the four urban eco settlements being put forward. In the case of the British Sugar site 'demonstration exemplar' this would include detail of the proposed composition of the specific sustainability design/technologies which could included in the new

development. This proposal has been prepared by the City of York Council in collaboration with the landowners for the British Sugar site, Associated British Foods.

Proposal:

A basic funding package of £2.7m, or more comprehensive package at £6.0m is being sought from CLG to deliver the demonstration exemplar eco community on part of York Northwest. It would form the first phase of an eco community on the British Sugar site, providing 60 homes. Funding will be utilised to exceed standard sustainability requirements, allowing future residents to live sustainable lifestyles that will minimise their impact on climate change. Proposed elements of this will include: Code For Sustainable Homes (CfSH) level 4 homes as standard; CfSH level 5/6 technologies on homes to include on site energy generation and efficient technologies; a water cycle strategy to minimise water consumption and attenuate run-off; and integrated transport measures within a sustainable transport framework.

3.0 Background

York Northwest Context

The York Northwest area lies immediately to the north and west of York's historic city centre and railway station. It comprises two significant and distinct brownfield sites, 'York Central' and the former 'British Sugar' site. These key brownfield regeneration sites are strategically well placed in the city and are recognised as being of regional importance within the Regional Spatial Strategy and a 'regional significant investment priority'. The area has also been identified in the Centre for Cities Report (March 2009) as being critical to the cities economic future and will meet a significant proportion of Yorks future housing needs, providing around 15% of future housing for York over the next 20 years.

The British Sugar site is 39.5ha in size and has been used as a sugar refinery plant. This use has now ceased and demolition works are nearing completion. The site is bounded by the Leeds/Harrogate railway line. York Central comprises approximately 35ha of brownfield land which has been identified as a development site by the major landowners and the Council. A significant proportion of area is used for railway purposes which has been identified as surplus to requirements by Network Rail. The site adjoins the city centre of York and York railway station and is bounded by railway lines, including the East Coast main line and the Leeds/Harrogate line.

Due to the scale of the area and its sustainable location adjacent to public transport routes the Council consider this an excellent opportunity to provide an exemplar new sustainable community with mixed use development which minimises the need to travel and acts as a catalyst for sustainable living. The demonstration exemplar at British Sugar will showcase a model of sustainable development which can be used as a benchmark and adapted for implementation elsewhere.

Sustainable Delivery in York

The Council has a strong commitment to promoting and delivering sustainability across all aspects of council activities within the city with 'Sustainable City' a key underpinning theme in both the Community Strategy and the Councils Corporate

Strategy. The Community Strategy “Without Walls”, sets out the communities strategic ambitions of developing strong, supportive and durable communities, and striking a healthy balance between physical growth and environmental sustainability. The Vision for the emerging Core Strategy endorses this approach with York to be a ‘A Leading Environmentally Friendly City’.

Sustainable technologies

York has extensive experience in the delivery of sustainable development and the approach underpins all CYC strategic operations. A pioneering approach is taken to new Council buildings with the Council seeking to lead by example and raise standards as a whole in the city. A number of national awards have been received for buildings within the city and all new Council buildings are delivered to BREEAM very good or excellent standards. A range of sustainable technologies have been employed on a wide range of showpiece Council buildings over a period of many years, including: ground source heat pumps with export back to national grid; photovoltaic panels; rainwater harvesting; sustainable urban drainage; on site wind turbines; and biomass boilers. A considerable level of in-house knowledge of sustainable technologies has been developed, together with practical application of these.

Training and Skills: Demonstration models

The leading edge design of buildings is already being used as demonstration models for training and educational purposes within the region. The award winning eco-depot in York (a straw bale construction), was the largest eco-building of its type in Europe at the time of construction. The building has an interpretation room which is used to promote environmental awareness to the local community and school children and education of sustainable technologies used in the construction of the building. The Danesgate Skills Centre (which provides a practical skill centre for vocational training for young people aged 14 and above) won a National Award in 2008 (Green Apple Award, bronze winner). The Council wishes to build on this experience at York Northwest and implement further new eco design/technology to reduce environmental impact and climate change.

Sustainable Suburban Housing: Demonstration model

The Joseph Rowntree Foundation together with the Joseph Rowntree Housing Trust, who have a track record in providing socially inclusive/sustainable housing developments, are to build 540 homes in York which are designed to be an exemplar sustainable community. Phase 1 of the development for 64 units will provide a quality benchmark for future phases of the site. A key focus is to achieve exemplary energy performance. Three of these units are due to be built to reach CfSH Level 5 with the remaining development to be built to CfSH Level 4.

Eco Footprint

York is one of the first Local Authorities to have reducing eco and carbon footprints as a headline objective in sustainability appraisal work and to use the REAP tool in assessing the environmental impact of development. The Council will continue to work in partnership with the Stockholm Institute to inform the planning policy approach and an Urban Eco Settlement, if designated, for York Northwest.

Sustainable Integrated Transport

The Council is also facilitating sustainable transport facilities to increase the mode shift away from cars. The Council has provided 5 park and ride sites around the city, with 2 additional facilities currently being progressed. York was the 'Transport Local Authority of the Year' in the National Transport Awards 2003 and is also a Centre of Excellence for 'Transport Planning (Park and Ride and Cycling)' and selected to continue this work as a Centre of Excellence for Local Integrated Transport Planning' (improved transport choices in towns and cities) in April 2005 by DfT. This year York has also received Cycling City status and received match funding for a 3 year programme of works from Cycling England.

Planning Context

An Area Action Plan is being prepared for the York Northwest area, which will comprehensively guide the redevelopment of the area. This will allow the infrastructure needs for both the York Central and British Sugar sites to be considered in the wider context and suitable contributions/provision made. An exemplary standard of sustainability has been a key overriding principle for developing the area and has received a consensus of support from the public, Council Members, chief officers and key stakeholders. The AAP is at Preferred Option stage with a report on this expected to be taken to Members in the Autumn. A considerable amount of background work on scenario development, viability, sustainability and transport modelling work has been undertaken to inform the Preferred Options. Plan 1 shows the emerging strategic context for the British Sugar site with the Vision and strategic objectives 1 and 2 for York Northwest.

A strong commitment to sustainable principles has underpinned the project from inception. These are embodied in the Vision and overarching strategic objectives for the AAP. The Vision is that:

"York Northwest in 2026 will be

..a distinctive place of outstanding quality and sustainable design...well connected with the city and wider region...contributing to the economic prosperity of the city...a vital and innovative addition to York....fostering new sustainable communities and enhancing quality of life".

The AAP's primary strategic objective is 'to create new sustainable and inclusive communities which achieve the highest standards of sustainability throughout'. A policy approach to delivering high sustainability standards will be included in the AAP and will be informed by the outcomes of this work.

Developer Context

Associated British Foods own the British Sugar site and are currently undertaking remediation work with demolition works to clear the site and remove of all buildings and hardsurfacing to be completed this summer. The existing buildings on the site have been recycled on a nearby development site. Consultants have been engaged to work on different aspects of the development, including Rapleys LLP (Development and Town Planning), PRP Architects (Masterplanning), Atkins (Ecology), Aecom (Transport), Golder Associates (Ground Conditions) and Silcock Dawson (Services/Utilities).

PRP Architects specialise in sustainable residential and mixed use design and in 2008 the practice achieved the 'Sustainable Social Housing Design Team of the Year'. Recent projects have included: Hanham Hall in South Gloucestershire, the first large scale eco village in the country to be built to code level 6 and supported by the Homes and Communities Agency; and, Eco-Retirement Village, Sompting, a zero carbon development with an assisted living community. Sigma House, a sustainable house built to CfSH level 5 was designed by PRP and recently exhibited at the British Research Establishment Innovation Park which showcases innovative methods of building design and construction.

4.0 Proposal

Sustainability Principles at York Northwest

The overarching theme for the future development of the York Northwest area is the need to promote sustainable development, which benefits all sectors of society. It is essential for a development of this scale to ensure future development minimises its impact on the environment and helps to minimise the city's impact on climate change. A key aspiration is to provide development which is carbon neutral and contributes to reducing York's ecological footprint over time.

Other key sustainability aspects of the development at York Northwest include:

- Strong links between the development and cities **green infrastructure** networks through ongoing policy dialogue in production of York Northwest AAP and supplementary planning document of green infrastructure.
- Ensuring **mixed-use communities**, including a range of employment opportunities in close proximity to residential areas.
- Embedding **sustainable transport solutions** with walking and cycling at the top of a modal hierarchy, and reducing car-based travel, with a significantly lower modal split than city wide.
- Incorporating renewable energy systems and a water cycle strategy as part of a **holistic approach to ensuring sustainable building design and reducing CO² emissions** across the site.

Eco standards and requirements outlined in the Eco Towns PPS will be used as guiding principals for establishing a new sustainable community at British Sugar, alongside the Code for Sustainable Homes. Key elements of the standards within this guidance that will be explored across the York Northwest area include the following:

- Zero carbon development
- Meet Lifetime Homes English Partnerships standards
- Meet CfSH level 5/6.
- Provide at least 30% affordable housing
- Minimum 40% site area open space
- Water cycle strategy to minimise water demand
- Energy efficiencies to improve on regulation standards

A full list of PPS standards that could be relevant to York Northwest is appended at Annex 1.

Proposed Development at York Northwest

A broad range of land uses are identified in the 2007 Issues and Options land use report for YNW. These include residential, employment, retail, leisure, open space and community facilities. These have been refined into four land use options, the broad basis of which include an urban quarter adjacent to the railway station with an emphasis on sustainable communities in the remaining areas. A comprehensive package of high quality social and green infrastructure will be required as an integral

part of the development; options range up to 44% site area provided as public open space and all include accessible community facilities.

British Sugar site

For the British Sugar site there are two land use options: both are primarily residential but one option includes an element of employment use. The council's standards for leisure, open space and educational provision, together with the application of housing density and mix ratios emerging from evidence base work have been used through a bespoke land use model to estimate quantum of development. The new residential community is estimated to range between 1200 to 1300 dwellings depending on the option taken forward. The emphasis of the development will be on provision of family housing which seeks to address York's specific future housing needs. Whilst a density of around 50 dwellings per hectare is appropriate for a brownfield location in a suburban context, a range of housing densities will ensure a mixed and varied community.

Social and green infrastructure provided for the new residential community could include:

- A community eco-hub to provide the focal point for the residential community with new social and educational facilities including shops, health, meeting places, advice and information, a primary school and nursery/crèche provision.
- Open space incorporating a park, teenage and children's play areas, outdoor sports and allotments. It will be important to provide some sports facilities and natural/semi natural open space within the site as part of the overall green infrastructure. Any elements of outdoor sports and semi natural open space which are off site will be appropriately integrated and accessible as part of a green infrastructure strategy.
- Yorkshire Wildlife Trust has expressed an interest in office/ education facility accommodation on York Northwest, with their occupation rates reduced through an agreement to manage open space associated with the scheme. Opportunities for this type of provision as part of the community eco-hub will be explored on British Sugar.

In addition to new jobs created within the local centre, the employment option could potentially provide in the region of 160 jobs.

A holistic approach to travel is proposed, which considers walking, cycling and public transport as easy and viable options for many journeys. This will be closely aligned

with the well-established agenda in York of seeking to maximise travel patterns by non-private car modes, whilst looking towards the latest innovations and recognised best practises within both the UK and wider Europe.

The choice of travel mode will be influenced by the quality not only of the immediate and new environment, but also the existing surrounding area. Focusing on the “connections” between the two will be particularly relevant. The neighbourhood will be well structured with a range of street types, which include shared spaces, high permeability, legible layout and a slow speed environment. The integration of a car club service and cycle hire will provide a viable alternative to car ownership for new residents, reducing the requirement for private parking, with all round environmental benefits.

The final design and layout for the British Sugar site will emerge from masterplanning which will evolve following community engagement. The demonstration exemplar area will comprise residential development and will establish the eco principles which will be taken forward elsewhere.

Programme and Risk Register

A programme and risk register for taking the Demonstration Exemplar forward are attached at Appendix 2 and Appendix 3.

British Sugar Demonstration Exemplar

Location

An area has been identified within the site which is accessible by a new link onto an existing access and could potentially be brought forward as part of a first phase of development (see attached Plan 2 and Plan 3). The exact location of the pilot residential areas will be determined as part of the comprehensive masterplanning for the site. The area would act as an exemplar for sustainable residential design, providing a template for the implementation of sustainable technologies and design that could then be rolled out on the rest of York Northwest and in the wider City Region/nationally.

Sustainable Homes

Standard Council requirements for residential development include CfSH Level 3, a target of 50% affordable homes, an appropriate mix and type of homes informed by the Council Strategic Housing Market Assessment, and an expectation of achieving lifetime homes standards.

Proposals for the demonstration exemplar will focus on providing housing of an appropriate mix and type, designed for lifetime needs, 50% of which will be affordable. Housing will achieve CfSH Level 4 as standard, with performance to code levels 5 and 6 in key areas, informed by a detailed Eco-feasibility study. Sustainability will be benchmarked against CfSH levels, so for example a house may achieve code level 4 in all areas, but level 5 in terms of water consumption, or level 6 in terms of materials energy efficiency.

The Eco-feasibility study will provide recommendations on the optimal range of interventions to deliver improved sustainable performance to CfSH levels, this study

will be undertaken by consultants. The study will include technical analysis of the cost-benefit performance of key technologies in order to deliver a robust, financially viable approach to delivering high levels of sustainability. The work will be undertaken with particular regard to the site characteristics of British Sugar, including rail access, biodiversity interest, sustainable transport linkages, land contamination, site orientation, topography etc. A range of scales of development will be included in the study in order to allow flexibility in implementation, potentially refining previous CLG cost analysis. The recommendations of this work will inform development of the British Sugar Demonstration Exemplar; delivering cutting edge sustainable homes through dealing with site specific considerations, whilst achieving value for money in the context of the current housing market climate. The project will provide a template for development of a range of scales and physical contexts elsewhere in the City Region and beyond.

Recycling

Recycling facilities will be an important part of the final design to ensure easy access for residents and promote the ethos of recycling and reducing waste as a matter of good practice. Use of locally and responsibly sourced and recycled building materials will be promoted.

Allotments

Allotments will also be included within the scheme to encourage future residents to grow their own food and reduce their impact on the environment/eco footprint. The success of nearby allotments at Ouse Acres provides an existing example of what can be achieved.

Community Hub

A show home facility would provide a temporary community hub for the first phase of the development. This would provide a centre for residents as an advice and information resource on eco features (where experiences on practical issues can be shared), car club and related management issues. It would provide a base for young people linked to on-the-job sustainable construction related training. It would also provide information to the wider community and school children on sustainable development.

Energy Generation and Efficiencies

A range of sustainable technologies could be employed to ensure low/zero carbon energy including solar thermal arrays, photovoltaic arrays, high insulation standards/reduced air leakage, maximising natural lighting and wind power. This could include installation of a district wide heating system using biomass/biofuel boilers. Links will be made with the National Non Food Crops Centre at the Biocentre in the Science Park at Heslington, York who are pioneering biofuel technologies. They are also working with the construction sector with a 'renewable house' which is currently being showcased at the BRE Innovation Park. By using both biomass and biofuel types of supply, biomass can provide the main expected capacity for the development with flexibility provided by the biofuel to accommodate peak demand times.

Links will also be made with other local biomass/biofuel supply chain initiatives such as those supported by Future Energy Yorkshire. There are also opportunities to utilise

existing and proposed biomass supply facilities at Selby, Ripon or the Humber. The British Sugar site has the potential to use rail to facilitate delivery of biomass/biofuel fuels. The use of pellet mills also provides a sustainable source of supply in terms of bi-products being used sustainably in the process of manufacturing pellets and reducing waste disposal to land fill sites. Resilience in supply will also be utilised by the use of the ESCO to import/export surplus energy use from the grid, with provision of a sub station linking with the transformer station adjacent to the site.

City of York Council also has considerable experience of biomass boiler installation and operation in public buildings. The use of biomass/biofuel technologies can promote self reliance for fuel at the local scale and local control in the cost of energy. This strategy will also avoid the necessity to use unsustainable types of energy use.

Water Efficiencies

An approach will be developed to managing British Sugars entire water cycle impacts, this approach will deliver significant improvements in terms of water consumption and surface water treatment. This will incorporate high water efficiency, low water usage technologies and appliances that minimise the need for processing water. Building on experience of exemplar projects delivered by the council, it is proposed to incorporate rainwater/greywater recycling and district rainwater harvesting (from both roofs and hard surfaced areas within the site). The feasibility of reusing effluent water on a grid system around the site will also be considered. The strategy will outline a sustainable approach to dealing with surface water flows in the context of this contaminated site adjacent to the River Ouse.

Sustainable Transport

An integrated approach will be taken to the layout of the demonstration exemplar scheme to ensure that development frames high quality streets and spaces, which are attractive and user friendly, encouraging new occupants and the wider communities to walk and cycle.

The promotion of a healthy level of cycling within (and to and from) will form a key part of schemes transport success. The principles followed under street design and enhancement of connections will support this. Furthermore it will be a requirement for early planning to be given to the provision of high quality, easy to access and secure cycle parking/storage within all residential units. A range of options would be incorporated with the full integration of good cycle space within homes as the norm. It is also expected there will be provision of some external private cycle storage for visitors.

It will be important to stimulate the use of existing bus services, focusing on those operating along the A59 corridor and other local services as the first phase of development would not support the immediate implementation of direct bus services. Residents will be encouraged to walk to existing bus stops on Millfield Lane/Boroughbridge Road, by enhancing existing connections.

It is also proposed that all residential units in the demonstration exemplar will have a Real Time information panel installed. This innovative approach, will provide:

- Live bus approach times, and walk time,
- City wide public transport, journey time and road network information,
- Environmental information on household energy/utility, consumption,
- Details on council services, e.g. refuse collection,
- Community, Education and Police information.

The level of parking provision and its integration within the design will be an important factor in influencing travel choices for future residents and reducing reliance on private cars. A range of parking options will be provided together with measures to control and manage provision. Provision of a car club with an element of zero private parking would be introduced. The potential for an element of cycle hire will also be evaluated.

5.0 Funding Requirements

Viability Context

Associated British Foods and City of York Council are currently undertaking financial appraisal work for proposed development of the British Sugar site.

City of York Council is currently undertaking work on emerging development scenarios for York Northwest. This work models York Central and British Sugar as independent sites, whilst generating a comprehensive picture of viability across the whole area. The work takes a long-term, trend-based view on value and cost assumptions. Initial financial assessment of this work by consultants DTZ has revealed limited capacity for the site to absorb planning costs in addition to the package of social and sustainable transport infrastructure currently envisaged. This package includes significant on and off-site open space, health, education and community facilities, public transport provision, cycling and walking access.

Implementation of Code Level 3 on British Sugar (assumed to be of medium ecological interest and assuming end terraced housing using Cost analysis of the Code for Sustainable Homes DCLG July 2008) would result in an approximate additional cost of £6.5m, with code levels 4, 5 & 6 costing an additional £5.8m (£12.3m total), £17.8m (£24.3m total) & £34.7m (£41.2M total) respectively. The considerable costs associated with Code Levels 4 and above would currently be likely to render British Sugar development scenario's unviable: A more tailored approach to delivery of sustainable development is therefore essential to securing maximum benefits of public and private investment, both in terms of delivering the Codes objectives, and the wider identified sustainable infrastructure package; this is particularly relevant to early phases of British Sugar.

Establishing the Funding Requirement

A requirement to fund the following measures has been identified:

Code Levels: Cost Effective Measures

As set out in section 3, in addition to identified costs to bring all homes to Code Level 4 standards, detailed work will be undertaken to establish the most cost effective mode of achieving more demanding objectives identified within the Code for Sustainable Homes standards. This work will be undertaken having regard to British Sugars unique characteristics; delivering innovative solutions to problems such as implementing SUDS in contaminated land, and will be modelled on a range of scales of development in order to ensure maximum flexibility and applicability to wider schemes. This work may also be broadened out to encompass commercial development and associated BREEAM standards if appropriate, and will form a second, more detailed tier of evidence base below the city wide eco-feasibility work currently being commissioned by the Council to support the Core Strategy.

Funding for this work and for implementation of its recommendations are included in the funding package. The outcomes of this will be expressed as a cost per unit and applied to the demonstration exemplar development.

Water Efficiencies

To complement and expand on implementation of the Code for sustainable homes objectives in terms of water consumption and surface water drainage, measures to promote water efficiency will be undertaken. Funding of an initial study to establish the specific package of measures and implementation of these within the demonstration exemplar development have been included within the package identified below.

Sustainable Transport Measures

A range of transport infrastructure projects have been identified as requiring funding in terms of feasibility work or capital implementation. These projects have been informed by detailed transport modelling work, and will help to deliver the Councils objective of reducing private car based modal share beyond the cities existing very good levels. Additional funding for these aspects of the development scheme will enable delivery of a sustainable transport package beyond that which could be funded by the developer alone. This will maximise the benefits associated with sustainable transport networks adjacent to the site, through facilitating their strategic expansion, complementing that expansion already planned and funded through the Major Scheme Bid and Cycling City programs.

Community Eco Hub: Training/ Skills/Community Centre

It is also proposed that a package of training measures be implemented in order to disseminate information related to the cutting edge sustainable technologies being employed. These measures would include on-the-job sustainable construction related training for a number of young people, leading to NVQ accreditation and linked with York College. This type of post 16, non A-level training, has been identified as critical in enhancing the Cities current offer. Training would also be linked to a “show-home” facility that would demonstrate the technologies to other students in the York area (as was achieved at York’s eco-depot) as well as acting in the shorter term as a hub for advice and information to residents, trainee’s and wider community groups.

Memorandum of Understanding

As a prerequisite for funding, and to ensure that the high eco-standards are delivered in the demonstration exemplar a detailed Memorandum of Understanding between CLG, the Council and the landowners would be required. Costs associated with the drafting of this agreement have been included within the funding package.

HCA: Affordable Housing Grant

In addition to CLG eco-funding, HCA subsidy of affordable housing has been identified. It should be noted that the figures are speculative and are not based on substantiated empirical evidence. The average short-term differential between values of market and affordable housing in the modelled York Northwest development is £168,900/unit (taking into account policy split between social rented and discount for sale). The Council seeks to achieve 50% affordable units, though it is accepted that this target may not be achievable on more complex sites. HCA grant funding in the region of £38.2m, or £59,000 per affordable unit has therefore been identified to increase an assumed deliverable 35% affordable (based on previous experience in York) to the target 50% affordable.

Meeting the Funding Requirement

A £2.7m basic CLG funding package has been identified for the short to medium term delivery of sustainability measures on the British Sugar demonstration exemplar as set out in Table 1 below. A more comprehensive package, including new strategic pedestrian/ cycle access and open space provision is identified at £6.0m. In addition to this CLG funding package, £1.52m of HCA grant funding has been identified to increase affordable housing levels from 35% to 50% in the demonstration exemplar scheme.

Table 1: CLG Funding

Item	Cost (£000's)*	Delivery Exemplar Site Cost (£000's)
Delivery Code Level 4 Housing (uplift from Code Level 3)	4.5/unit	270
Delivery of Improved Code Level performance in line with Eco-feasibility and Water Cycle Strategy Recommendations (uplift from level 4) ⁺	10.5/unit	630
British Sugar Eco-feasibility Study	100	100
British Sugar Water Cycle Strategy	100	100
Transport Parking Management	0.33/unit	20
Transport: Real Time Information Panel	1.66/unit	100
Transport Implementation Car Club	60	60
Transport Visitor Cycle Parking	0.25/unit	15
Training and Information Package	250	250
Memorandum of Understanding	200	200
CYC Project Management	350	350
ABF Project Management	350	350
ABF Masterplanning/Consultation	250	250
Total		2,700
Access to open space, feasibility, infrastructure and management	3300	3,300
Total request for CLG Funding		6,000

* Based on 2008 baseline costs – would require index linking to anticipated future years.

⁺ Assumes wind technologies not applicable to site; eco-feasibility study may revise this assumption, leading to cost savings that could be reinvested in alternative technologies. Unit rates estimated on CLG cost guidance and due diligence.

Table 2: HCA Funding

Item	Cost (£000's) Site: Delivery Exemplar
Homes and Communities Agency Affordable Housing Grant (Increase from 35% to 50% affordable homes)	1,520

6.0 Governance and Delivery Arrangements

Funding Allocation

The approach taken on the Growth Point funding in terms of the procedural approach and how funds are allocated and spent would be adopted in the Urban Eco Settlement 'Demonstration Exemplar' as referred to in section 2.2 of Examples of Agreements for CLG Funding by Arup, 5th June 2009.

Project Management

A dedicated project management team would be set up to progress the delivery of the demonstration exemplar scheme. This would comprise developer and council sub groups: the former to progress detailed design and planning matters; and, the later to provide an integrated proactive approach within the council and community for co-ordination of the project. The project management team would incorporate members from the developer and council/community groups and meet on a monthly basis to ensure any day to day issues were resolved speedily and work progressed in accordance with an agreed programme of works. The project team would be in place for 3 years to cover all aspects of delivery, from early planning through to the occupation and operation of the eco elements of the scheme and the funding would cover this time period.

Governance

A Steering Group would be set up with representation from the Leeds City Region, York Council and Associated British Foods/Developer. The Group would be responsible for the overall strategic direction of the project with project monitoring of costs/timescales and resolution of any strategic issues.

It would meet on a 3 monthly basis. The representative members of the Steering Group would be accountable to the Councils Executive and the Associated British Foods Board as appropriate. The role of the Council would be to facilitate and enable management of the programme and funding. ABF would be responsible for project delivery.

Community

Representatives from the existing community would be included in the initial stages of the project team and following occupation residents of the new dwellings would also be included. Subsequently following completion of the project a community team would be established to provide a forum for managing community facilities and initiatives, eg open space, allotments, the community eco-hub and cycle hire and car club. This will encourage social interaction within the new and existing community and ensure it will be self sustaining.

This approach would set the structure for the rest of the development to be taken forward.

APPENDIX 1

Summary of Eco Town Standards Relevant to YNW in the November 2008 PPS

General

- Zero carbon (excl. embodied and transport related)
- Planned to minimise future vulnerability to climate change

Housing

- Zero Carbon
- Building for life Silver
- Code level 4
- Meet lifetime homes and EP space standards
- Min. 30% affordable
- High speed broadband
- Real time energy and public transport monitoring.
- Have regard to embodied energy consumption in light of proposed changes to building regs
- carbon reductions (from space heating, hot water and fixed lighting) of at least 70 per cent relative to current Building Regulations (Part L '06)
- Sited within 10 mins walk of frequent PT and local services and 800m walking distance of primary school.

Employment

- Strategy to demonstrate how access to work achieved with objective of minimising unsustainable commuter patterns.
- Minimum of 1 employment opportunity/ unit that is accessible by walking/ cycling/PT

Transport

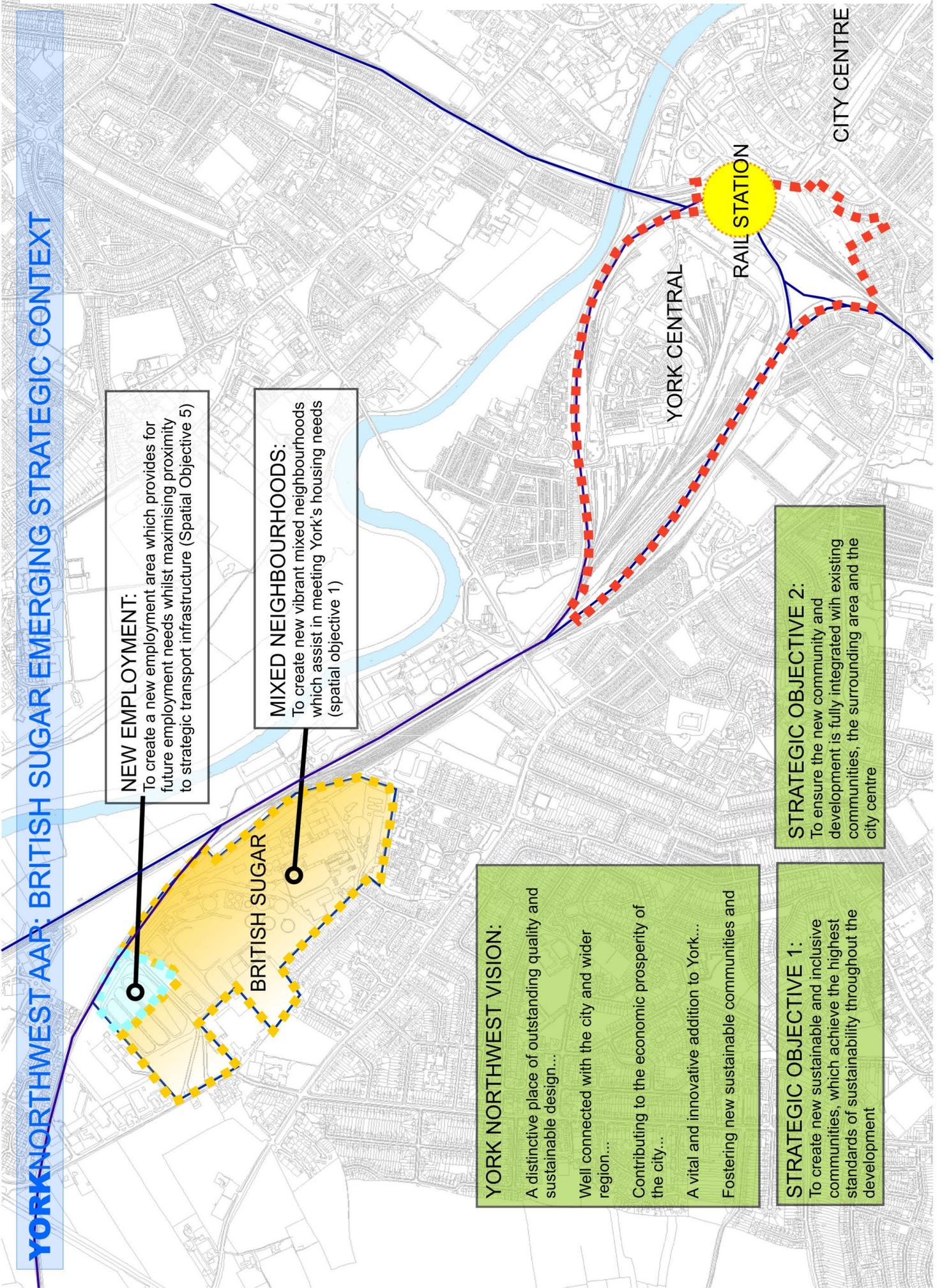
- Significantly lower than 50% modal split for cars (where adjacent to existing urban area).
- Good design principles, drawing from Manual for Streets, CABI's Building for Life Code, and community travel planning principles.
- Strategy to ensure existing network is not congested.
- Demonstrate sufficient energy headroom to accommodate electric cars where proposed to be used.
- Acceptable approach to monitoring and day 1 provision of above.

Services

- "Good level of provision" of leisure, health and social care, education, retail, arts and culture, library services, sport and play facilities and community and voluntary sector facilities

Environment

- Min 40% site area open space (of which min 20% public). Wide ranging and multifunctional typologies to include allotments/ commercial gardens.
- Biodiversity conservation/ enhancement strategy required, including management plan.
- Water Cycle Strategy required, to limit water demand (to code level 5 standard for homes), improve water quality, avoid surface water flooding, demonstrate no deterioration in status of surface or ground waters resultant from development, incorporate SUDS (inc. long term management) where appropriate and avoid discharge of surface water to the drainage system.
- Avoid flood risk and not increase risk of flooding elsewhere
- Include sustainable waste and resources plan including ambitious targets for waste minimisation and recycling levels, showing consideration of use of locally generated waste as fuel for CHP schemes, and dealing with construction demolition and excavation waste in a manner that avoids landfill.



YORK NORTHWEST AAP: BRITISH SUGAR EMERGING STRATEGIC CONTEXT

NEW EMPLOYMENT:
To create a new employment area which provides for future employment needs whilst maximising proximity to strategic transport infrastructure (Spatial Objective 5)

MIXED NEIGHBOURHOODS:
To create new vibrant mixed neighbourhoods which assist in meeting York's housing needs (spatial objective 1)

YORK NORTHWEST VISION:
A distinctive place of outstanding quality and sustainable design...
Well connected with the city and wider region...
Contributing to the economic prosperity of the city...
A vital and innovative addition to York...
Fostering new sustainable communities and

STRATEGIC OBJECTIVE 1:
To create new sustainable and inclusive communities, which achieve the highest standards of sustainability throughout the development

STRATEGIC OBJECTIVE 2:
To ensure the new community and development is fully integrated with existing communities, the surrounding area and the city centre

BRITISH SUGAR

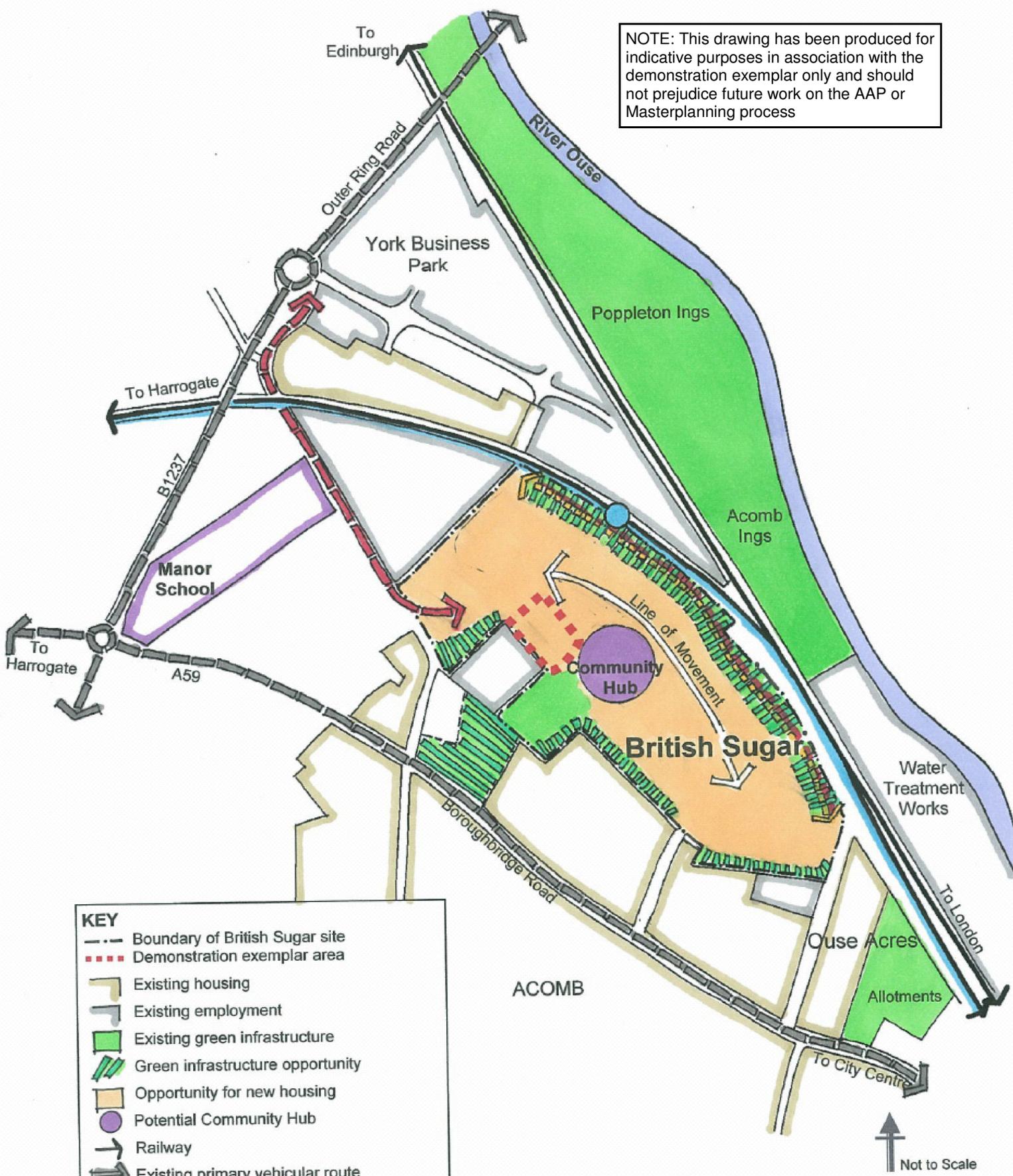
YORK CENTRAL

RAIL STATION

CITY CENTRE

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NOTE: This drawing has been produced for indicative purposes in association with the demonstration exemplar only and should not prejudice future work on the AAP or Masterplanning process



KEY

- Boundary of British Sugar site
- Demonstration exemplar area
- Existing housing
- Existing employment
- Existing green infrastructure
- Green infrastructure opportunity
- Opportunity for new housing
- Potential Community Hub
- Railway
- Existing primary vehicular route
- Vehicular access opportunity (all vehicles)
- Potential transport corridor to York Central
- Potential tram train with rail halt
- Footpath/cycleway opportunity

Plan 2 (Draft)

Conceptual Plan showing location of Demonstration Exemplar

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Training and Skills
Involving schoolchildren and the local community



Allotments
Reducing York's carbon footprint by growing produce



NOTE: This drawing has been produced for indicative purposes in association with the demonstration exemplar only and should not prejudice future work on the AAP or Masterplanning process

- KEY**
- Boundary of British Sugar site
 - [Green Area] Demonstration Exemplar
 - [Yellow Buildings] Existing housing
 - [Grey Buildings] Existing employment
 - [Blue Star] Existing bus stops

Plan 3 (Draft)

Concept Plan showing area of Demonstration Exemplar

↑
Not to Scale

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ANNEX 2

Draft Programme

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**British Sugar Urban Eco Settlement Proposal
DRAFT PROGRAMME**

ID	Task Name	Duration	Start	Finish	2010												2011												2012												2			
					M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A		M	J	J
1	CLG Funding Approvals Process	149 days	Mon 08/06/09	Thu 31/12/09	[Gantt bar from 08/06/09 to 31/12/09]																																							
2	Prepare UES Proposal	2 mons	Mon 08/06/09	Fri 31/07/09	[Task bar from 08/06/09 to 31/07/09]																																							
3	Submission of UES Proposal to CLG	0 days	Fri 31/07/09	Fri 31/07/09	[Milestone diamond at 31/07]																																							
4	CLG Proposal Evaluation	2 mons	Mon 03/08/09	Fri 25/09/09	[Task bar from 03/08/09 to 25/09/09]																																							
5	CLG Funding Decision	0 days	Fri 25/09/09	Fri 25/09/09	[Milestone diamond at 25/09]																																							
6	Legal Agreements	3.2 mons	Mon 05/10/09	Thu 31/12/09	[Task bar from 05/10/09 to 31/12/09]																																							
7	YNW Area Action Plan (AAP)	530 days	Mon 08/06/09	Fri 17/06/11	[Gantt bar from 08/06/09 to 17/06/11]																																							
8	Preparation of Preferred Options Document	8.5 mons	Mon 08/06/09	Fri 29/01/10	[Task bar from 08/06/09 to 29/01/10]																																							
9	Consultation on Preferred Option(s)	2 mons	Mon 01/02/10	Fri 26/03/10	[Task bar from 01/02/10 to 26/03/10]																																							
10	Prepare AAP Document (inc reporting) in line with Core Strategy	7 mons	Mon 29/03/10	Fri 08/10/10	[Task bar from 29/03/10 to 08/10/10]																																							
11	Consultation on AAP Document	2 mons	Mon 11/10/10	Fri 03/12/10	[Task bar from 11/10/10 to 03/12/10]																																							
12	Submission of AAP Document	0 days	Mon 03/01/11	Mon 03/01/11	[Milestone diamond at 03/01]																																							
13	Examination in Public and Inspector reporting	6 mons	Mon 03/01/11	Fri 17/06/11	[Task bar from 03/01/11 to 17/06/11]																																							
14	Adoption of AAP Document	0 days	Fri 17/06/11	Fri 17/06/11	[Milestone diamond at 17/06]																																							
15	UES Planning	606 days	Wed 06/05/09	Thu 01/09/11	[Gantt bar from 06/05/09 to 01/09/11]																																							
16	Eco feasibility studies	326 days	Mon 05/10/09	Mon 03/01/11	[Task bar from 05/10/09 to 03/01/11]																																							
17	Site investigations	128 days	Wed 06/05/09	Fri 30/10/09	[Task bar from 06/05/09 to 30/10/09]																																							
18	Masterplanning of BS Site	15 mons	Wed 06/05/09	Tue 29/06/10	[Task bar from 06/05/09 to 29/06/10]																																							
19	Initial consultation on Masterplan	2.7 mons	Thu 15/04/10	Tue 29/06/10	[Task bar from 15/04/10 to 29/06/10]																																							
20	Detailed Design Phase 1 Project	12.8 mons	Mon 11/01/10	Mon 03/01/11	[Task bar from 11/01/10 to 03/01/11]																																							
21	Prepare Environmental Impact Assessment	7.5 mons	Mon 07/06/10	Fri 31/12/10	[Task bar from 07/06/10 to 31/12/10]																																							
22	Preparation of planning applications including preapplication consultation	150 days	Mon 07/06/10	Fri 31/12/10	[Task bar from 07/06/10 to 31/12/10]																																							
23	Submission of planning application	0 days	Mon 03/01/11	Mon 03/01/11	[Milestone diamond at 03/01]																																							
24	Determination period for planning application	6 mons	Tue 04/01/11	Mon 20/06/11	[Task bar from 04/01/11 to 20/06/11]																																							
25	Referral to Secretary of State/Final Approval	1.5 mons	Tue 21/06/11	Mon 01/08/11	[Task bar from 21/06/11 to 01/08/11]																																							
26	Planning Approval	0 days	Thu 01/09/11	Thu 01/09/11	[Milestone diamond at 01/09]																																							
27	Phase 1 Development Process	645 days	Mon 07/06/10	Fri 23/11/12	[Gantt bar from 07/06/10 to 23/11/12]																																							
28	Developer Procurement Process	5 mons	Mon 07/06/10	Fri 22/10/10	[Task bar from 07/06/10 to 22/10/10]																																							
29	Obtain Statutory Approvals	5 mons	Mon 07/06/10	Fri 22/10/10	[Task bar from 07/06/10 to 22/10/10]																																							
30	Appoint Developer	3 mons	Mon 01/11/10	Fri 21/01/11	[Task bar from 01/11/10 to 21/01/11]																																							
31	Construction Mobilisation	3 mons	Mon 03/10/11	Fri 23/12/11	[Task bar from 03/10/11 to 23/12/11]																																							
32	Construction	12 mons	Mon 26/12/11	Fri 23/11/12	[Task bar from 26/12/11 to 23/11/12]																																							
33	Phase 1 Completion	0 days	Fri 23/11/12	Fri 23/11/12	[Milestone diamond at 23/11/12]																																							

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ANNEX 3

Draft Risk Register

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RISK DEFINITION				CATEGORY			
Ref	Cat	Description	Impact	Prob to 5	Severity	Priority	Mitigation
1	Funding	CLG offer does not cover funding gap for demonstration exemplar	Scheme not viable	5	5	25	Ensure that funding requirements and scope are identified at an early stage and resources are reserved for the scheme. Initial funding scope identified in Executive report.
2		Onerous conditions applied	Delays in delivery. Scheme not viable.	1	4	12	Close consultation with funding body to ensure that potential conditions to the funding offer are discussed and notified at an early stage to ensure that these can be accommodated within the project and programme.
3		Delays in CLG offer	Delays in delivery	3	3	14	Employ experienced consultants to prepare robust and thorough documentation and modelling work where required. Track and monitor the funding application.
4		Inadequate funding is requested or made available to prepare and deliver scheme	Funding shortfall renders scheme unviable, affecting delivery	5	5	25	Ensure that funding requirements and scope are identified at an early stage and resources are reserved for the scheme. Initial funding scope identified in Executive reports.
5	Planning	Planning consents delayed	Delays in delivery	3	5	23	Minimise risk by progressing planning applications as early as possible. Employ necessary consultant to ensure compliance with process
6		S106 Agreement delay	Drafting of agreement and negotiation. Possible delays if not aligned with planning permission	2	3	13	
7		Increased complexity of planning issues	Delays in planning timescales	2	3	13	Close consultation with the planning department and statutory consultees required to detect and manage planning issues early in the process. Engaging necessary consultants to address.
8		Objections cause delay	Delays in delivery	1	4	12	Understand likely objections and proactively resolve where possible. Ensure dialogue with adjacent property owners is maintained throughout the project. Ensure mitigation measures are incorporated into the design where appropriate.

9		Public Inquiry	Alternative planning route (SPD/Core Strategy) to AAP if taken will not have been through Examination in Public	1	4	12	Programme does not include allowance for Public Inquiries. Need will be mitigated by ensuring planning processes are followed correctly and consultation is effective by using experienced in-house and external staff.
10		Planning Application referred to/ called in by Secretary of State	Delays in delivery	2	3	13	Include referral in programme. Assume application would not be called in as the proposal is of local significance
11		Adoption of Core Strategy and or York Northwest AAP delayed	Delays in delivery	3	5	23	Carefully monitor adherence to programme and make prompt adjustments where necessary
12	Programme	Delivery/legal agreement/planning timescales do not align	Increased timescales for delivery. Work at risk.	4	4	20	
13		Delays in supply chain due to specialist materials	Delays to programme	3	2	9	Early consultation with specialist contractors through in-house and external staff to identify long lead items and make due provision within the project programme.
14		Utilities providers affecting programme	Delays to programme	5	2	11	Early consultation with utilities providers to assess currently supply capacities and make provision for new capacity requirement. Include programme and cost constraints within the master programme.
15		Delay to programme	Cost and creep	4	5	24	Carefully monitor adherence to programme and make prompt adjustments where necessary
16	Communication & Consultation	Inadequate public engagement in master planning process	Delays/threat to planning approval and increased costs	5	3	16	Ensure pre-application consultation follows the Statement of Community Involvement guidelines.
17		Inadequate pre-application consultation	Delays/threat to planning approval and increased costs	5	3	16	Ensure pre-application consultation follows the Statement of Community Involvement guidelines.
18		Adverse public reaction to access and infrastructure requirements	Delays/threat to planning approval and increased costs	1	2	2	Understand likely objections and proactively resolve where possible. Ensure dialogue with adjacent property owners is maintained throughout the project. Ensure mitigation measures are incorporated into the design where appropriate.

19	Market	Adverse market conditions	Reduced commercial attractiveness/scheme viability	5	4	21	Engage a property specialist / agent to advise on the local and wider market at an early stage with regular updates as to market activity and recommendations.
20	Design and Procurement	Resolution of sustainable design issues	Delays in delivery and increased costs	5	2	11	Review sustainable design requirements for Eco principles and planning at an early stage. Specialist consultancy input required throughout programme.
21	Reputational	No development takes place	Reputation of the council affected	3	5	23	
22	Construction	Availability of skills to implement specialist technologies	Delays in delivery	5	2	11	Consult with specialist suppliers early in the design process regarding availability, resources, life cycle costs and key sustainable features.

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Executive**21 July 2009**

Report of the Director of City Strategy

Regional Funding Allocation Proposal**Summary**

1. This report sets out the proposals for allocating the additional funding provided by the Region in 2009/10 and 2010/11 for transport improvements in the City. The report also identifies that it will be challenging to deliver the additional programme within the current staffing resources.
2. The report also provides an update on the other schemes which it is proposed to fund using the Regional Funding Allocation: Haxby Station and Access York Phases 1 & 2.

Background**Overview**

3. The City Strategy 2009/10 transport base budget was confirmed at Full Council on 26 February 2009. The approved budget is funded from the Local Transport Plan, Cycling City grant, Road Safety Grant and Developer Contributions. The Regional Transport Board have decided, subject to confirmation by Ministers that, due to underspends in the major schemes block across the Region, additional funds from the Regional Funding Allocation (RFA) should be transferred to Local Authority Local Transport Plan (LTP) block allocations in 2009/10 and 2010/11. The Executive confirmed the allocation for the base programme at their meeting on 7 April 2009, but deferred a decision on the use of the remaining RFA funding to allow officers to provide additional information. This report provides supplementary information to enable a decision to be taken by Members.
4. The current 2009/10 City Strategy budget of £5,502k represents a 35% increase on the budget allocation in 2008/09 and includes a large number of relatively small schemes leading to additional preparatory and supervisory cost implications. The large and complex capital programme is delivered using a variety of mechanisms to ensure the best value for money and maximum use of internal resources. The majority of the works are project managed and designed using in-house staff supplemented for larger or more complex schemes with resources from the City Strategy Engineering Framework Consultant, Halcrow. This arrangement allows greater flexibility to manage variations in workload and allows specialist design experience to be introduced

for specific schemes as required. Additional staff resources are being recruited to deliver the increased 2009/10 capital programme and reduce the need for commissioning external consultants.

Transport Budget

- The 2009/10 budget approved at Full Council on 26 February 2009 for the Transport Capital Programme is £5,052k. In addition at the 7th April meeting the Executive allocated £450k of the RFA Supplement to schemes for delivery in 2009/10 giving a total transport capital budget of £5,502k.

Regional Funding Allocation Supplement

- It is anticipated that the Council will receive £2,777k of additional RFA funding over the next two years. The 2009/10 allocation has been confirmed by Government Office but the 2010/11 allocation is awaiting a decision by Ministers on the entire Regional Funding Programme which is anticipated to be later this year.

RFA Supplement	2009/10	2010/11	Total
	£000s	£000s	£000s
Anticipated RFA Supplement	1,461	1,316	2,777
RFA Funds Allocated to Haxby Station and Access York Phase 2 Preparatory Work	450		450
Remaining RFA funds to be allocated	1,011	1,316	2,327

- It is anticipated that the funding will be paid in quarterly instalments with the base LTP settlement. The additional funding has been provided to enable some smaller 'major schemes' to be implemented earlier than otherwise would have been the case. In principle the funding is for strategic schemes which would have more than a localised impact. The funding is provided in the years indicated in the table but can be re-profiled to suit the development and delivery of the proposed schemes. Construction of the schemes included in the following options would only commence once adequate additional funding had been confirmed.
- The Regional Transport Board has indicated that the funding should be allocated to schemes which have a significant effect on the council's overall transport objectives to tackle congestion, improve air quality, deliver accessibility for all, and reduce the number of people killed or injured on the roads and ensure the network is well maintained.
- Additional resources will be required to deliver the schemes in either of the options identified below as the base programme which includes time constrained priorities such as Cycling City and Access York Phase 1 will already fully occupy existing staff with the assistance of external consultants. Delivery of the schemes through feasibility, outline design, consultation, detailed design, tender and construction within a 12 month period will be difficult to achieve and may require re-profiling of the allocation into the following year.

Options

10. Officers were requested to provide information on two main options at the 7th April Executive meeting:

Option 1 (Outer Ring Road Improvements) – Further development work to progress the Haxby Station and Access York Phase 2 schemes and the implementation of limited improvements to the Outer Ring Road.

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

Option 1

11. The following table shows the proposed allocations for Option 1. The figures in brackets indicate the level of funding for these schemes which has already been approved.

RFA Supplement – Option 1	2009/10	2010/11
	£000s	£000s
Haxby Station Preparatory Works	(250)	50
Access York Phase 2 Preparatory Work	(200)	200
ORR Roundabout Improvement Scheme		2,077
Total	(450)	2,327
Transfer to following year	1,011	

12. Option 1 would see a further £50k (£250k allocated in 2009/10) progressing the Haxby Station scheme through the Network Rail Guide to Railway Investment Projects (GRIP) processes and preparing the Major Scheme Business Case for submission to the DfT. The scheme has been re-endorsed by the Regional Transport Board for delivery by 2013, however, there are number of significant risks involving the securing of funding and approvals from Network Rail, obtaining planning consents, and land acquisition, which need to be resolved if the scheme is to be successfully delivered.
13. The second element of the Option 1 proposal is the continued development of the Access York phase 2 bid including the preparation of outline designs for Outer Ring Road roundabout improvements and city centre transport measures. The Access York Phase 2 project is on the Region's reserve list for funding and the availability of more detailed designs would enable the rapid progression of the scheme if further funding became available at short notice. Funding would also be allocated to the delivery of improvements at one of the ORR roundabouts.
14. Further work has been undertaken to determine the most appropriate roundabout to upgrade to ensure that the greatest improvement was achieved within the funding available. The following table shows the criteria used to identify the most effective use of the available funding.

Criteria	Comment
Current Flow/Capacity	Assessment of the flow against capacity for all ORR roundabouts undertaken and ranked against each other.
Current Flow/Capacity (worst arm)(rank)	Assessment of the flow against capacity for the most congested arm of all ORR roundabouts undertaken and ranked against each other.
2026 Projected Flow/Capacity (rank)	As above but using 2026 traffic projections
2026 Projected Flow/Capacity (worst arm)(rank)	As above but using 2026 traffic projections
Upgrade possible within Public Highway	For some roundabouts any significant improvement would require the purchase of additional land and planning consent which could significantly delay delivery
Roundabout Works	Extent of works at roundabout
A1237 Link Works	Extent of works on ORR
Side Road Works	Extent of works on side roads
Subway	Increases in the number of approach lanes/exit lanes to roundabouts with significant pedestrian flows may necessitate the provision of a subway or bridge to allow crossing of ORR
Bridge Works	Extent of bridge works required to achieve capacity improvement. Railway bridge works would significantly extend programme.
Cost	Is improvement deliverable within available budget?
Comments	Any other considerations which may affect prioritisation. E.g. close future developments

15. The following table summarises the assessment of the roundabouts. The full evaluation table is included in Annex A.

ORR Roundabout	Comments
Copmanthorpe	Capacity not currently a problem
Moor Lane R/B	New Roundabout. Capacity not currently a problem
Wetherby Road R/B	Planning permission needed, Land purchase, Cost exceeds available budget
A59 R/B (Access York Phase 1)	Part of Access York Scheme
York Business Park R/B	High cost due to bridge works exceeds budget. British Sugar development may require changes to roundabout
A19 Rawcliffe R/B	Improvements within public highway and possible within budget
Clifton Moor R/B	Improvements within budget but would need land purchase. Alterations to road layout in Hurricane Way

	area may be needed to reduce traffic U turning at roundabout from Clifton Moor.
Wigginton Rd R/B	Cost exceeds budget. Land purchase and possible subway requirement. Access to new Park & Ride site.
Haxby Rd R/B	Cost exceeds budget for elevated roundabout, land purchase required, possible railway bridge works
Strensall Rd R/B	Costs exceed budget with subway included, River Foss bridge works required.
Monks Cross R/B	Capacity not currently a problem
Hopgrove R/B	Improvement works will be complete by October 2009

16. The analysis of the available information suggests that if Members decided to allocate the funding to increasing the capacity of the ORR then it would have the most impact if it was directed toward delivering improvements at the A19 roundabout. This roundabout is the second most congested roundabout on the ORR after the A59 which is due to be upgraded as part of the Access York Phase 1 scheme. Initial transport modelling suggests that alterations to the approach and exit lanes to the roundabout will deliver significant capacity improvements (30-40%) substantially reducing queuing on all arms. Further micro simulation modelling will be undertaken and reported to the Executive Member prior to a preferred layout being proposed. Furthermore the improvements can be constructed within the public highway and are estimated to be deliverable within the available budget subject to receipt of service diversion costs.
17. An indicative layout of the proposed improvements is shown in Annex B. The drawing shows the key areas of the roundabout which will be investigated further before presenting an outline layout to the Executive Member for City Strategy for a decision to progress to consultation and detailed design. Additional transport modelling will also be undertaken to determine the projected journey time savings. It is unlikely that the theoretical additional capacity at this one roundabout will be fully realised until the adjacent constraining roundabouts are improved (particularly Haxby Road and A59). If members decide to progress this option an outline layout could be presented to the October Executive Member for City Strategy Decision Session and the scheme could be designed, tendered and constructed before the end of 2010/11.
18. It is planned to deliver the project using Halcrow as they have the necessary design capacity and traffic modelling capabilities to deliver the scheme within the required timescale. In addition they have proven experience delivering the Moor Lane roundabout scheme and have knowledge of the existing design of the A19 roundabout and subway.

Option 2

19. Option 2 allocates funds to the preparatory work on the Haxby Station and Access York Phase 2 schemes as option 1 but does not include funding for any implementation of the schemes, which would have to be found from other

sources. The figures in brackets in the following table indicates the level of funding for these schemes which has already been approved.

RFA Supplement -- Option 2	2009/10	2010/11	Total
	£000s	£000s	£000s
Haxby Station Preparatory Works	(250)	50	50
Access York Phase 2 Preparatory Work	(200)	200	200
Access York Phase 1 (Additional elements)		477	477
Fulford Road (Bus Priorities)		400	400
Access to Station (Access Ramp)		250	250
Cycling Network Maintenance	100	100	200
LTP/LAA Targets Review	100	150	250
Village Accessibility Review		500	500
Total	200	2,127	2,327
Transfer to following year	811		

Access York Phase 1 (Additional elements)

20. To enhance the submitted Access York Phase 1 Park & Ride project some additional bus priority and cycling elements are being considered. This proposed allocation would enable additional bus priorities to be provided at the Boroughbridge Road/Water End and Acomb Road/Holgate Road junctions, and ensure that the proposed subway at the A1237/A59 junction was fully integrated into the off-road cycle network. To match the delivery programme for the main project it is anticipated that the delivery would be deferred until 2011/12.

Fulford Road (Bus Priorities)

21. The delivery of the southern section of the Fulford Road multi-modal scheme has been affected by the availability of funding and the progress of the Germany Beck development. This additional funding would enable bus priority measures to be introduced independently of the Germany Beck junction scheme. The practicality of undertaking this scheme without significantly affecting the A64 interchange leading to queues extending onto the trunk road is being investigated. The proposed funding allocation would be inadequate to provide additional slip road capacity or signalisation of the interchange meaning that the bus priority measures would have to be deferred until the Germany Beck development was progressed.

Access to Station (Access Ramp)

22. The delivery of a pedestrian/cycling ramp to the north of the station off Post Office lane to provide direct access to the station away from the busy Lendal Gyratory has been an aspiration of the council for a significant time. Delivery of the scheme has been hindered by the lack of commitment from other stakeholders in the area, however, it is hoped that these issues have now been resolved which would enable the scheme to be progressed over the next two years. In addition the linkages and possible improvements to the river crossing at this location will also be investigated. Providing a commitment from the station operator and Network Rail can be obtained it is proposed to submit a bid for funding from the DfT's Access for All scheme which could provide funds

to cover up to half of the cost of the scheme. Subject to approval by the Executive Member and the agreement of other stakeholders the scheme would be progressed using LTP or Cycling City funding in 2010/11.

Cycling Network Maintenance

23. An additional allocation is proposed for the maintenance of on and off road cycle routes. An audit of the condition of the network is currently underway with the results expected in September. Cycle margin maintenance, antiskid surfacing and all off road routes are being included in the review. This work could be delivered in 2009/10 and 2010/11. Additional cycle route maintenance funding of £54k has already been allocated in the base LTP/Cycling City programme in 2009/10.

LTP/LAA Targets Review

24. It is proposed to allocate funds to review monitoring results against the Local Area Agreement and LTP objectives and progress specific schemes to ensure that the required targets are achieved. The City's Sustainable Community Strategy has designated the following two transport based priority National Indicators in its Local Improvement Targets:
 - NI47 - Reduce the number of people Killed or Seriously Injured (KSI) in road traffic accidents (Safer City) and
 - NI167 - Congestion – average journey time per mile during the morning peak (Sustainable City)
25. In addition the LAA & LTP Target review would include an assessment of the marketing/signing element of schemes to ensure the availability of new/revised infrastructure is fully publicised. The additional funding would also provide an opportunity to undertake an overall study of areas of the city where congestion needs to be reduced and options exist for alternative transport modes. Initially a review of the Clifton Moor area would be undertaken with public transport, cycling and pedestrian measures improved where possible in conjunction with the proposed Park & Ride site.

Village Accessibility Review

26. Over the LTP period accessibility improvements to the transport network for local communities in the York area have been implemented at many locations including Crockey Hill, Dunnington, Murton, Hessay, Holtby and Askham Bryan. These enhancements have included traffic islands, traffic signals and roundabouts as appropriate to reduce the risk of accidents, minimise severance and improve the operation and accessibility of public transport services. Concerns still remain at a number of locations including Deighton/A19, Mill Lane/Wigginton Road, Dunnington/Common Lane/A1079, Towthorpe/Strensall Road and A64 junctions east of York (e.g. Hazelbush).
27. A report was presented to the Executive Member for City Strategy on 7 July containing the review of the potential sites and prioritising the locations where works could be undertaken. The highest priority schemes at Dunnington (A166/Church Balk junction), Wigginton Rd/Mill Lane Junction and Strensall

Road/Towthorpe Junction were recommended for delivery in 2009/10 using LTP funds. Depending on other commitments improvements to the A19/Deighton Junction and Dunnington (Common Road Junction) could be delivered in 2010/11 and 2011/12 using LTP funds. Allocating the RFA supplement funding to the delivery of these schemes would reduce the pressure on LTP funds and ensure that the schemes would be delivered in 2010/11.

Consultation

28. Citywide consultation was carried out on the LTP strategy included in the second Local Transport Plan, which this programme is delivering. Detailed consultation is undertaken on each scheme where appropriate during the design period and before construction.

Analysis

29. The objective of the Regional Transport Board in transferring the funds to Local Authorities is to ensure the funding is spent rapidly on strategic transport schemes across the Region. Both options would ensure that the funds were spent by the end of 2010/11 on significant projects within the area. In both options the development of the Haxby Station and Access York Phase 2 schemes would be progressed ensuring that bids for funds could be progressed rapidly if regional funding became available.
30. For both options there are limited timescales available with all current internal resources fully occupied delivering the increased base programme. The delivery of the schemes included in both options within the planned timescale is critical to demonstrate the ability of the Council to spend allocated funds. A package of smaller schemes represents a more difficult and challenging project as there is more preparatory/management work involved and less of a clear focus for delivery.
31. Subject to the continuation of similar funding through the next LTP period it is anticipated that all of the schemes identified in Option 2 would be delivered within 2-3 years. Delivery of the improvements to the A19/A1237 roundabout included in Option 1 is unlikely to be achievable in the foreseeable future unless there is a substantial increase in funding as the scheme represents over 60% of the current annual LTP funding allocation.
32. The existing Transport Programme in 2009/10 and 2010/11 is larger and more complex than recent years owing to the greater number of small schemes and the additional funding from Cycling England. Additional in house staff resources are being recruited to ensure delivery over the next two years.

Option 1 Advantages

33. It is anticipated that this option would enable improvement works to be undertaken on the A19 roundabout on the Outer Ring Road, which would significantly reduce journey times in the immediate area. Improvements would

provide immediate relief to traffic congestion in the area rather than waiting for funding to be available for the full scheme.

34. Expenditure of the RFA supplement on an element of the Access York Phase 2 scheme will demonstrate the council's commitment to progressing that project and may help to encourage support for the Access York Phase 2 bid if additional funds become available in the Region.
35. The improvement to the A19 roundabout will provide journey time savings helping economic activity and ensuring more efficient use of resources whilst potentially reducing green house gas emissions. Access to the Park & Ride site will also be improved reducing delays for users.
36. Focussing the RFA supplement onto a single large scheme as proposed in Option 1 will reduce the pressure on staff resources compared to delivering a larger number of smaller more complex schemes proposed in Option 2. It is estimated that £200k less design and supervisory resource (in-house and consultant) will be required to deliver the Option 1 scheme.
37. The current Access York Phase 1 (Park & Ride) programme indicates that the improvements to the A59/A1237 roundabout will commence in early 2011. The delivery of the A19/A1237 improvements is possible before the A59 scheme commences. Traffic disruption from undertaking major works at two close roundabouts at the same time would be significant meaning that the next opportunity for delivery of the A19 improvements would not be until 2012/13 when the A59 improvements were complete.

Option 1 Disadvantages

38. Improvement to a single roundabout is unlikely to address overall congestion delays on the ORR as there is no single bottleneck restricting flow. Increased flow at one roundabout may exacerbate congestion at other locations along the route.
39. Reducing delays for car drivers is unlikely to encourage a transfer to more sustainable transport modes.
40. Capacity improvements for vehicles at the A19 roundabout will mean alterations to the pedestrian routes potentially leading to longer distances to safe crossing points.

Option 2 Advantages

41. Spreading the additional funding across a small number of targeted projects will help to meet the objectives of the LTP and LAA and deliver improvements across the city. The additional funds enables schemes within the programme, to be brought forward for delivery earlier than would have been the case.
42. Subject to approval by the station operator the Access Ramp to the station will provide a significant benefit to pedestrians and cyclists travelling from the North and along the river bank cycle routes. The recent changes to the

franchise arrangements on the East Coast Main Line may affect the progression of this scheme.

Option 2 Disadvantages

43. Spending the additional funding on a range of interventions will not address the delays experienced by motorists on the Outer Ring Road or enable reallocation of road space in the city centre to more sustainable modes, which is a key objective of the LTP.
44. It is anticipated that additional resources will be required to deliver the more complex Option 2 programme. It is projected that approximately £200k of additional resources (in-house staff and external consultants) would be required to deliver the option 2 programme compared to option 1.

Update on Regional Funding Allocation Schemes

45. The city has 3 main schemes which it is planning to deliver through the Regional Funding Allocation process – Haxby Station, Access York Phase 1 (Park & Ride) and Access York Phase 2 (Transport Capacity Improvements)
46. The inclusion of Haxby Station in the regional programme for delivery in 2012/13 has been approved by the Regional Transport Board. The outturn budget estimate for the scheme is £7.54m with approximately 40% of the scheme costs funded by Network Rail (subject to confirmation). Network Rail are currently progressing the scheme through their approval processes prior to preparing of a GRIP (Guide to Railway Investment Projects) Stage 4 report which will confirm a single option for the station in rail terms. A business case for the scheme will be developed jointly with Network Rail building on the GRIP 4 work in 2009/10 with submission to the DfT in the spring of 2010. An additional transport planner is currently being recruited to ensure that Haxby station scheme and other rail related projects progress to the required deadlines.
47. The Access York Phase 1 (Park & Ride) scheme for the provision of 3 park & ride sites, associated bus priorities and improvements to the A59/A1237 roundabout has been approved by the Regional Transport Board for inclusion into the regional programme subject to detailed evaluation by the Department for Transport (DfT). A Major Scheme Business Case was submitted to the DfT in February 2009 for funding approval and following initial comments an updated bid was submitted in June 2009. The DfT have assessed the bid as being compliant and are now reviewing the documents in detail with comments to be issued to the Council by the end of July. It is anticipated that Programme Entry approval will be received in December 2009. Volume 1 of the revised document, draft layout drawings and summary programmes are available on the Council's Website.
http://www.york.gov.uk/transport/Parking/Park_and_Ride/new/Access_York/
48. The planning applications for all of the sites are progressing well with the application for the Askham Bar site to be submitted shortly, the pre-application consultation for the A59 site to commence in the summer and the consultation

for the Clifton Moor site to follow on later in the year. An Official Journal of the European Union notice will be published in July inviting design consultants to submit pre-qualification information to enable a tender list to be prepared for the detailed design of the sites and roundabout. The contract for the detail design would be tendered in the autumn. Detailed design would commence as soon as Programme Entry was confirmed by the DfT and the expenditure approved by the Executive. Subject to the necessary funding approvals it is anticipated that all of the sites will be operational in early 2012. A separate update report will be issued to the Executive when Programme Entry is received to obtain approval to progress the detailed design and procurement of the construction of the scheme.

49. The Access York Phase 2 (Transport Capacity Improvements) for the upgrade of the Outer Ring Road and citywide transport enhancements is on the Region's reserve list of schemes. As indicated in this report funds have been allocated from the Regional Funding Allocation Supplement in 2009/10 to develop the scheme further and to ensure that the project can be progressed rapidly if regional funds become available.

Corporate Priorities

50. The major schemes described in this report combined with the schemes delivered through the Local Transport Plan settlement help to deliver the Corporate Strategy Sustainable City, Healthy City and Thriving City priorities.

Implications

51. The following implications have been reviewed.
 - **Financial** The schemes identified in Option 1 or 2 will be delivered using funds received from the underspend in the Region's Major Scheme Allocation. The funding for 2009/10 has been confirmed but the 2010/11 allocation is awaiting approval from Ministers. Schemes will not be started on site until the appropriate allocation is fully available.
 - **Human Resources (HR)** – Additional staff funded from the Capital Programme will be needed to deliver either option proposed.
 - **Equalities** – There are no equalities implications
 - **Legal** – There are no legal implications
 - **Crime and Disorder** – There are no crime and disorder implications
 - **Information Technology (IT)** – There are no IT implications
 - **Property** – There are no property implications
 - **Other** – There are no other implications

Risk Management

52. The options for the use of the RFA supplement have been prepared to assist in the delivery of the objectives of the Local Transport Plan. The Department for Transport will assess the progress of the LTP against the targets set in the

plan. If the schemes included within the programme do not have the anticipated effect on the targets it is possible that the council will receive a lower score, and consequentially there is a risk that future funding will be reduced.

Recommendations

53. The Executive is recommended to:

- 1) Review the options for using the additional funding and approve either:
 - a) Option 1 (Outer Ring Road Improvement)
 - b) Option 2 (Targeted Citywide Improvements)

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.

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Report Approved Date 18/03/09

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Report Approved tick Date Insert Date

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Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers

Executive 23 September 2008: Outer Ring Road Improvement Options

Annexes

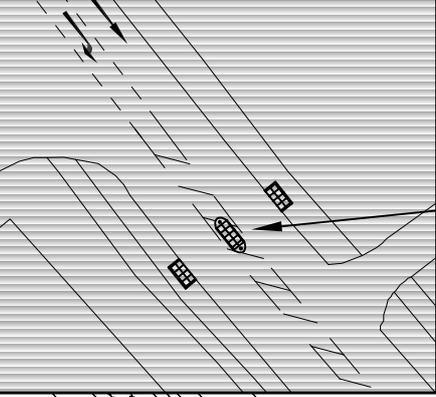
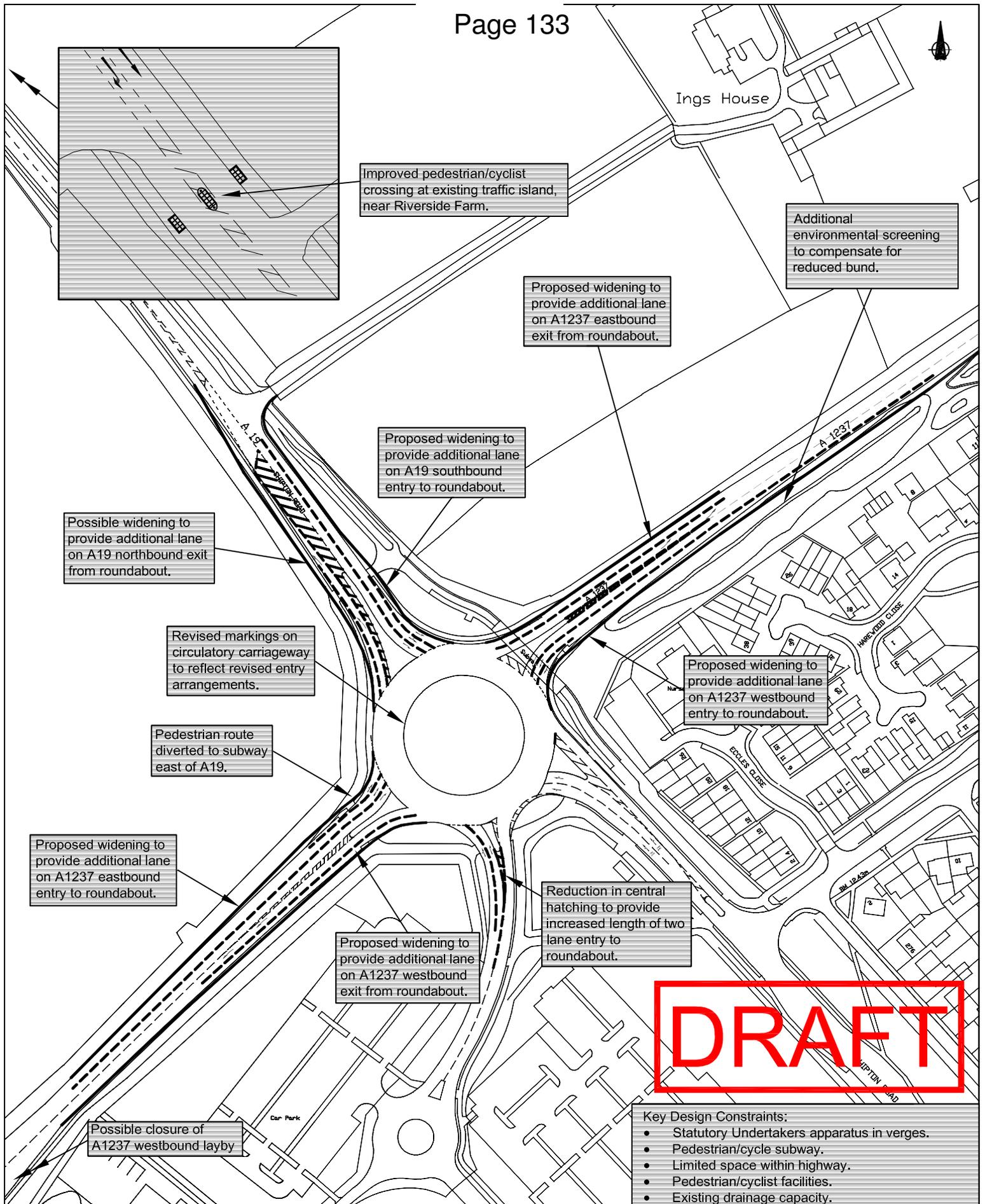
Annex A: Outer Ring Road Roundabout Evaluation

Annex B: Draft A19/A1237 Roundabout Improvements

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ORR Roundabout	2005		2026		Upgrade possible within Public Highway	Roundabout Works	Subway	Bridge Works	Cost	Comments
	Flow/Capacity (rank)	Flow/Capacity (worst arm)(rank)	Flow/Capacity (rank)	Flow/Capacity (worst arm)(rank)						
Copmanthorpe	12	9	12	9	No	Increase Diameter to 64m		None	£1.0m	Capacity not currently a problem
Moor Lane R/B	9	12	8	8	Yes	Widen approaches		None	£1.0m	New Roundabout. Capacity not currently a problem
Wetherby Road R/B	9	9	6	12	No	Enlarge Diameter (36 to 80m ICD)		None	£2.5m	Planning permission needed, Land purchase, Cost exceeds available budget
A59 R/B (Access York Phase 1)	1	1	1	1	Yes	Enlarge Diameter (36 to 66m ICD)	New	None	£3.5m	Part of Access York Scheme
York Business Park R/B	4	3	4	3	Yes	3 Lane Circulation (Widen Approaches)		Widen Millfield Lane Br & Harrogate Line Railway Br	£3.0m	High cost due to bridge works exceeds budget. British Sugar development may require changes to R/B
A19 Rawcliffe R/B	2	2	2	2	Yes	Widen Approaches	Extend?	None	£2.0m	Improvements within public highway and possible within budget
Clifton Moor R/B	7	4	10	6	Yes?	Additional A1237 Eastbound lane		None	£1.0m	Improvements within budget but would need land purchase
Wigginton Rd R/B	10	5	10	5	Yes?	3 Lane Circulation (Widen Approaches)	New	None	£3.0m	Cost exceeds budget. Land purchase and possible subway requirement.
Haxby Rd R/B	3	6	3	7	No?	Enlarge Diameter (36 to 75m ICD)	Extend	Widen Scarborough Line Railway Bridge	£4.0m	Cost exceeds budget for elevated roundabout, Land purchase required, possible bridge works
Strensall Rd R/B	7	7	8	10	No?	Enlarge Diameter (40 to 65m ICD)	New	Widen River Foss Bridge	£4.0m	Costs exceed budget with subway included, bridge works
Monks Cross R/B	11	11	11	11	Yes?	Enlarge Diameter (63 to 78m ICD)		None	£1.8m	Capacity not currently a problem
Hopgrove R/B	5	10	5	4	Yes	Signalise Roundabout		None		Works will be complete by end of 2009

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Improved pedestrian/cyclist crossing at existing traffic island, near Riverside Farm.

Additional environmental screening to compensate for reduced bund.

Proposed widening to provide additional lane on A1237 eastbound exit from roundabout.

Proposed widening to provide additional lane on A19 southbound entry to roundabout.

Possible widening to provide additional lane on A19 northbound exit from roundabout.

Revised markings on circulatory carriageway to reflect revised entry arrangements.

Pedestrian route diverted to subway east of A19.

Proposed widening to provide additional lane on A1237 westbound entry to roundabout.

Proposed widening to provide additional lane on A1237 eastbound entry to roundabout.

Reduction in central hatching to provide increased length of two lane entry to roundabout.

Proposed widening to provide additional lane on A1237 westbound exit from roundabout.

DRAFT

Possible closure of A1237 westbound layby

- Key Design Constraints:**
- Statutory Undertakers apparatus in verges.
 - Pedestrian/cycle subway.
 - Limited space within highway.
 - Pedestrian/cyclist facilities.
 - Existing drainage capacity.

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Rev	By	Check	App	Date	Description
A	MK	RA	IM	17/06/09	Changes/Amendments
0	MK	RA	IM	17/06/09	First Issue

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Drawing

A1237/A19 ROUNDABOUT IMPROVEMENTS PRELIMINARY LAYOUT

Drawn by: M. King Date: 17/06/09
 Checked by: R. Allen Date: 17/06/09
 Authorised by: I. Maclean Date: 17/06/09

Drawing No. TACYCB/810/102

Revsion A

Drawing Scale: 1:2000@A4 Plot Scale: 1:1

CAD Filename:

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Executive**21 July 2009**

Report of the Democratic Services Manager

Final Report of the Hungate Ad-hoc Scrutiny Committee**Summary**

1. This report presents the final report from the Hungate Ad-hoc Scrutiny Committee detailing their review of the Hungate development.

Background

2. In coming to a decision to carry out a review of this topic, the Scrutiny Management Team recognised certain key objectives and the following remit was agreed:

Aim

To clarify whether the correct strategy for the accommodation project was set and adhered to, in order to ensure any future council projects are delivered on time and on budget.

Objectives

- i. In light of the overall budget, to identify whether the initial budget set was correct i.e. that all the relevant factors had been identified and included for, including the volume of all fees both agreed and incurred
- ii. To understand the decision taken in respect of agreeing which part of CYC would act as internal 'client' and to understand the relationship between Planning and the client.
- iii. To identify whether the consultation process was conducted properly and whether due consideration was given to the responses received when deciding how to proceed
- iv. To identify whether best practice was followed throughout the process in seeking the views of statutory consultees and English Heritage specifically, and whether those views unduly influenced the decisions made

- v. To identify whether time was a factor in reaching the decisions made throughout the process e.g. in agreeing the design
3. The final report was presented to Scrutiny Management Committee on 18 May 2009 and although they endorsed the recommendations made, they expressed concern that the review had not been carried out within the agreed timescale set for the review and that the remit of the review had been such that questions remained unanswered. SMC suggested that the information collected during the course of the review could form the basis of a broader review into the wider issues raised, and agreed that any new scrutiny review would benefit from being carried out by the same Ad-Hoc Scrutiny Committee Members. Members of SMC agreed to individually consider what questions remained unanswered but to date, no further topic has been registered.

Consultation

4. As part of their review, the Hungate Ad-hoc Scrutiny Committee carried out a number of consultation sessions, as detailed in their final report attached at Appendix A.

Options

5. Having considered the findings contained within the final report attached and its associated Annexes A-F, Members may choose to approve all, some or none of the recommendations shown in paragraph 7 below.

Analysis

6. In regard to the aims and objectives of the review, the final report attached, analyses all of the information gathered and the arising issues.

Summary of Recommendations Arising From the Review

7. The final report of the Hungate Ad-hoc Scrutiny Committee recommends that the Executive should:
 - i. Carry out pre-project public consultation before commencing on any major project to identify and take account of the level of public support, in order to inform the project including the budget
 - ii. Continue with its best practice approach to pre-application consultation
 - iii. Agree a code of practice with statutory consultees which seeks to ensure they provide clear, consistent, timely and documented responses to consultation, from persons in authority within their organisation

- iv. Always provide full and consistent feedback to all consultees no matter whether the Council is able to respond positively or negatively to the issues being raised
- v. For all major projects, ensure that the Chief Executive and Senior Directors take ownership of the project and give consistent support to the project team

Reason: To ensure that any future projects are managed effectively and take into account lessons learnt from this review.

Corporate Direction & Priorities

- 8. The provision of the new accommodation and the consequential improvements in services to our customers will contribute to all of the Council's priorities and key change programmes.

Implications

- 9. There are no known Legal, Financial, Equalities, HR, or other implications associated with the recommendation below. The implications associated with the recommendations within the final report are detailed in paragraphs 50 & 51 of Appendix A.

Risk Management

- 10. There are no known risks associated with the recommendation within this cover report. The risks associated with the recommendations within the final report are detailed therein.

Recommendations

- 11. Members are asked to note the contents of the attached final report and approve the recommendations as shown in paragraph 7 above.

Reason: To ensure any future council projects are delivered on time and on budget.

Contact Details

Author:
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Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:
Dawn Steel
Democratic Services Manager

Report Approved **Date** 6 July 2009

Wards Affected: **All**
For further information please contact the author of the report

Background Papers: None

Annexes

Appendix A – Hungate Ad-hoc Scrutiny Review - Final Report dated 1 May 2009

Annex A – Budget History Information

Annex B – English Heritage Internal Memo dated 2 January 2008

Annex C – Image provided by York's Civic Trust

Annex D – English Heritage Email dated 10 September 2007

Annex E – FOI Documentation Received From English Heritage

Annex F – Written Response from English Heritage



Hungate Ad-hoc Scrutiny Committee

1 May 2009

Hungate Development - Final Report

Background

1. On 8 July 2008 following consultation with Group Leaders, the Chief Executive withdrew the planning application for the proposed development of the Council's new office accommodation at Hungate. This followed receipt of a formal written response from English Heritage that although the proposed building was a very impressive, sustainable and fit for purpose civic building, they were concerned that the building, by virtue of its height and massing could not be developed without harming the setting of the cluster of historic buildings and spaces around it. In summary, they objected to the proposal.
2. Members of the public commented on this decision and previous decisions taken in regard to the Hungate development and as a result of the concerns expressed, Cllr Brooks submitted this topic for scrutiny review in order to fully understand those decisions and the costs involved to date.
3. A feasibility report was presented to Scrutiny Management Committee (SMC) on 15 September 2008, and having agreed to proceed with the review, an Ad-hoc Scrutiny Committee was formed and the following remit was agreed:

4. **Aim**

To clarify whether the correct strategy for the accommodation project was set and adhered to, in order to ensure any future council projects are delivered on time and on budget.

Objectives

- i. In light of the overall budget, to identify whether the initial budget set was correct i.e. that all the relevant factors had been identified and included for, including the volume of all fees both agreed and incurred
- ii. To understand the decision taken in respect of agreeing which part of CYC would act as internal 'client' and to understand the relationship between Planning and the client.
- iii. To identify whether the consultation process was conducted properly and whether due consideration was given to the responses received when deciding how to proceed

- iv. To identify whether best practice was followed throughout the process in seeking the views of statutory consultees and English Heritage specifically, and whether those views unduly influenced the decisions made
 - v. To identify whether time was a factor in reaching the decisions made throughout the process e.g. in agreeing the design
5. On 10 November 2008 the Ad-hoc Scrutiny Committee met for the first time and agreed a timetable of meetings and a methodology for carrying out this review.

Consultation

6. The Ad-hoc Scrutiny Committee held an informal information gathering event on 26 November 2008 and the following internal and external consultees attended:

Assistant Director of Property Services & Accommodation Project Director	CYC - Project Management Team
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Regional Director	English Heritage
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Assistant Director of Planning & Design	CYC – Planning & Conservation
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Head of Risk Management & Accommodation Project Manager	CYC – Risk Management
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7. Prior to the formal meeting held on 12 January 2009, another informal information gathering session was held and the following internal consultees attended:

Chief Executive
Director of City Strategy
Director of Resources
Technical Finance Manager

8. Finally, on 10 March 2009 a final informal information gathering session was held and the following external consultees attended:

Previous Executive Member for Resources	Ex-Member of Hungate Project Member Steering Group
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Company Secretary	York Civic Trust
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Information Gathered

9. **Objective i - In light of the overall budget, to identify whether the initial budget set was correct i.e. that all the relevant factors had been identified and included for, including the volume of all fees both agreed and incurred**
10. The Project Director provided a table showing the original overall budget as approved by the Executive in October 2006, and giving details of the increases in the budget approved by the Executive in July 2007 and June 2008. Having considered the information, Members were unable to draw any conclusions in regard to the first objective for this review, as it was unclear which of the figures represented costs that were already fully committed and those which were not.
11. As a result, the Committee requested a detailed budget history which was subsequently provided by the project's Technical Finance Manager. This included information on leases and carbon costs etc but did not include information on the additional 2 year rental costs to be incurred for St Leonards or the additional interest likely to be earned on the money from the sale.
12. The Committee therefore requested a further update on the financial position which was subsequently presented at a meeting in March 2009 – see Annex A. This identified:
 - Detail of committed expenditure at July 2008. i.e. expenditure that would have still been incurred even if the project had halted at July 2008 as it had already been confirmed to third parties
 - Commitments which had produced assets and commitments which were not recoverable
 - The cost of 2 years additional rent on properties that had been sold and the interest earned on the sale of those properties

Analysis

13. The Committee acknowledged that the overall increase in budget was approx 10%, and noted that recent press coverage had suggested that the figure was much higher, and that the reasons for the two increases in the budget had been reported to the Executive and approved. Members agreed that the figures in the Press had been misleading and had not always compared like for like.
14. The Committee noted senior officers' view that the postponement of the development may not necessarily result in a financial loss to the Council as it may now get more for its money due to the down turn in the building market.
15. Overall the Committee were not satisfied that the size of the council owned plot at the Hungate site, due to its inner city location next to an historic building, was ever going to suit the vision of an economic structure as first identified by Councillors and the resulting budget constraints. They recognised that had a

plot on a business park been identified or had there not been a requirement to have everyone on one site, then it was likely that the Council would not have received the objections it did.

Conclusion

16. The initial budget of 35.6m was for a basic office space as specified in the original brief. However, the expectations and aspirations for a civic building at the Hungate site and the environmental sustainability, required an increase in budget of 10%.

Objective ii - To understand the decision taken in respect of agreeing which part of CYC would act as internal 'client' and to understand the relationship between Planning and the client.

17. The Committee were informed that in terms of project governance, as the Corporate Landlord resides within the Resources Directorate, ownership of the project had from the outset been placed with Resources. Project management arrangements were put in place, consisting of a Member Steering Group made up of the Leader, Executive Member for Resources and the Shadow Leader to provide support and advice to the project board and project team, and consider what decisions required Executive approval. After the elections in May 2007, the Executive Member for Resources was replaced by a representative from the Conservative Group. Therefore, throughout the project, the Executive were responsible for all formal decisions made until July 2008, when the Chief Executive took the decision to withdraw the planning application.
18. The decision to proceed with the Hungate site proposal was made by the Executive following a site analysis by Donaldsons of a number of sites within the city centre. Subsequently, Atkins undertook an outline feasibility of two options i.e. Hungate and 17-21 Piccadilly & Blackfriars. The master plan for the Hungate site designated the type of use for each plot of land on the site. Members were informed that the Council first issued a set of Heads of Terms to Hungate York Regeneration Ltd for the sale of the Hungate sites in December 2004. In May 2006, the Executive approved the selling of the freehold interest in a number of sites located within the Hungate Development area. The overall value of those sites was £960k and as part of the sale, HYRL were obligated to pay under a Section 106 Agreement the sum of £1m as a contribution towards the Foss Basin Transport Plan relating to the Peasholme Office site.
19. The sale was completed in December 2006, therefore the only council owned land designated for office use and available to the Council at Hungate, was the plot fronting on to Peasholme Green next to the Black Swan Public House. This plot was deemed acceptable as the initial site analysis had identified that the size of the plot, including land occupied by the Peasholme Hostel, would allow for 15,333 sq m of gross office space which was over and above the council's requirements. It was however recognised from the start that the planning risk was always going to be high and therefore this was identified within the project risk register and reviewed monthly throughout the life of the

project by the workstream manager and project board, The Risk Management team provided training and access to the Council's risk register Magique to assist the project in managing all of the risks.

20. The planning application which was later withdrawn by the Chief Executive, was based on the revised design dated December 2007. In regard to the relationship between planning and the 'client', the Assistant Director of Planning & Design provided copies of all the objections received relating to the withdrawn planning application, together with a copy of an internal memo which outlined some issues raised by the planning team during the pre-application consultation stage. He also confirmed that he had attended many of the pre-planning consultation meetings and that the letter of objection sent by English Heritage had come as a complete surprise to him having witnessed no sign of a strong objection to the revised design prior to its arrival. The Committee were also informed that at the time when the application was withdrawn, many of the issues flagged up within the internal memo and with the Architects had not yet been addressed, therefore it was not possible to say what the recommendation from the Planning Dept would eventually have been in regard to the application.
21. The Chief Executive confirmed that when he met with the English Heritage Advisor at a pre-application consultation event in March 2008, the comments made were very positive and therefore he too was surprised at the letter of objection they subsequently submitted.

Analysis

22. In regard to the site analysis, the Committee noted that English Heritage's views on a suitable size of building for that site did not match those of Atkins, and were unclear whether Atkins had ever consulted English Heritage during their site analysis or whether Atkins had taken into consideration the proximity of the council owned plot to the historic building. Members received a copy of the Strategic Site Study report produced by Atkins (containing the brief), in which Atkins stated they had taken account of the historic public house
23. The Assistant Director of Property Services confirmed that Atkins had followed normal practice and consulted with the Council's planning officers about the site, and that the planning officers had previously consulted with English Heritage on the master plan for the site, but the master plan did not include the Peasholme Hostel plot. To alleviate the effect of the accommodation building on the historic Black Swan Public House, the decision was taken to situate the new accommodation building at the back of the plot away from the road. Members concluded that had the master plan included the hostel plot, the issue of the mass and scale of the new office accommodation may well have been highlighted at that very early consultation stage, and if it was not possible to overcome the concerns of the statutory consultees in regard to this issue, work need not have progressed, which in turn might have limited the amount spent on the project.
24. The Committee were also unclear whether the project management had been successful as minutes of meetings showed that some of the senior members of

the Project Board were not always in attendance and therefore not party to issues arising and decisions being made. In response, officers confirmed that to ensure all the Directors were kept updated and their views sought, regular updates on progress were given to CMT via draft Executive reports, and verbal presentations with slides and diagrams. It was noted that following the decision to withdraw the Council's planning application for Hungate, the Chief Executive and Executive had given a clear commitment to greater ownership and support for the project and project team. This change in stance was deemed to be the best way forward to reach a successful planning approved design and led to a review of the structure and governance of the management of the project.

Conclusion

25. The separation between the 'client' and Planning was right and proper, and in line with best practice.

Objective iii - To identify whether the consultation process was conducted properly and whether due consideration was given to the responses received when deciding how to proceed

26. The Committee noted that the notes/minutes taken at each pre-application consultation meeting were always presented at the next meeting for endorsement, thus allowing those consultees present, the opportunity to address any discrepancies in the meeting notes.
27. The Assistant Director of Property Services acknowledged that although the project team had provided lots of feedback when they had responded positively to comments from consultees, they could have done more to explain why they were unable to respond positively to other issues.
28. The Chief Executive explained the process that was followed when the letter of objection from English Heritage was received. Firstly, he held a meeting with key officers to discuss the seriousness of the letter and to seek their advice. He also consulted with the Group Leaders. The following day he and the Director of City Strategy held a meeting with English Heritage, at which English Heritage confirmed that although they liked the design, they could not support the planning application for that site due to the scale and massing of the proposed building.
29. The Committee queried whether the Chief Executive was fully aware of the financial consequences of the decision to withdraw the planning application. He confirmed that having considered all the views gathered and the options available, he together with the Director of City Strategy made the decision to withdraw the planning application drawing a halt to any further spending on the project and removing any further financial consequences. It was also made clear that technically, making the decision at the time, did not rule out a later re-submission of a revised planning application for that site.

30. The Regional Director of English Heritage expressed surprise at this decision as she saw the content of their letter as being up for negotiation and had not expected the immediate withdrawal of the planning application. She confirmed that English Heritage liked the design and would have accepted a significantly smaller version of it on that site. The Chief Executive was clear however, that a significantly smaller version of the building was not a viable option as it would not allow for everyone to be on one site. Therefore the business case pointed to withdrawal of the application.
31. The Director of City Strategy stated that any significant change to a planning application required its withdrawal and the submission of a new application, therefore the decision they took had been in line with best practice. Also, the view of English Heritage was that the impact of mass could not have been mitigated by a change in the architectural treatment and therefore there was no other option available. He also pointed out that planning permission already exists for that plot for a building of 110,000sq ft.

Analysis

32. The Committee accepted that the Project Team had recognised from the outset that the support of the statutory consultees was crucial to the granting of planning permission and that therefore they had always sought to address any issues raised. For example, The Committee noted that the Chief Executive had been aware of the concerns of the Civic Trust and that the project team were engaging with them about their concerns. The Regional Director of English Heritage informed the Committee that the English Heritage Advisor had raised a number of concerns with the Council's project team, in particular at a meeting held on 5 December 2007. The Project Team were able to show evidence of concept sketches showing changes that addressed those concerns. Notes taken at the next meeting (held on 20 December 2007) showed that English Heritage responded positively to those sketches. In fact, all of the notes/minutes of meetings held from 20 December 2007 onwards showed mostly encouraging comments from English Heritage. Those encouraging comments also appeared in the Minutes of meetings recorded by the Architects. The Committee concluded that whilst consultation procedures were followed flawlessly, the project teams commitment to the project led them to underestimate the impact on others of the growing murmurs of disapproval.

Conclusion

33. Both pre and post application consultation with statutory bodies, staff and service departments was exemplary. The committee remained divided on the adequacy of the consultation with the public. However it was agreed, that further attention could have been paid to the pre-application consultation with the public on design concepts, although due to the constraints it may not have made a difference.

Objective iv - To identify whether best practice was followed throughout the process in seeking the views of statutory consultees and English Heritage specifically, and whether those views unduly influenced the decisions made

34. The Committee were presented with evidence of a series of meetings held by the project team with the statutory consultees i.e. English Heritage, CABE, Civic Trust etc, as part of the pre-planning consultation process. Notes from those meetings were included in the information pack provided to the Committee. They recorded the views of the consultees and the Council's Planning Dept and showed how they had helped to inform the progress of the project. The issues identified were flagged with the Architects which in many cases, ultimately led to changes in the building design. For example following a debate on materials, an effort was made to soften the interface between the Council building and the public house next door.
35. The Assistant Director of Property Services confirmed that the project team were under no illusions that support from the statutory consultees would be key to getting planning permission and it was always expected that conditions would be attached. It was always recognised therefore that working closely with the statutory consultees to iron out as many issues as possible at pre-planning stage, was fundamental to a successful outcome. In his view, and that of the Assistant Director of Planning, the letter of objection dated 8 July 2008 from English Heritage was unexpected, bearing in mind the amount of work which had gone into the pre-planning consultation stage, the resulting changes to the design and the encouraging comments received throughout the process from English Heritage.
36. In regard to the massing and scale of the building and its position next to the historic public house, the Committee found evidence within the notes of the various pre-application consultation meetings, which specifically identified the efforts of the project team to address those concerns of English Heritage. The notes suggested the focus at the meetings then moved to other elements of the design such as materials, as evidenced in English Heritage's internal memo dated 2 January 2008 – see Annex B.
37. At the informal session held in April 2009, the Company Secretary of York's Civic Trust, stated their concerns with the project in regard to the massing and scale of the building, particularly in relation to the Black Swan public house. He confirmed that the Civic Trust found some of the consultation imagery provided by the Architects misleading, as in their view it down played the bulk and mass of the building by showing the MAFF/DEFRA building in the background. He also provided an image given to them as part of a presentation by the Architects showing the relationship between the Council's proposed civic building and the Black Swan public house – see Annex C.
38. The Secretary of the Civic Trust commented on the Project Team's focussed approach to supplying the new civic building on brief and on budget and agreed that the pre-application consultation process had been 'textbook'. He did however criticise the level of attention paid to the feedback received, as the Civic Trust felt that no account had been taken of their first response, resulting in them having to respond more vigorously.
39. In response, officers stated that the evidence of the concerns over massing being addressed, was apparent in the significant number of changes made to

the building design prior to the submission of the planning application. The Project Director produced evidence of those design changes by providing a full history of revised drawings and team meeting notes. They clearly showed the number of changes that had been made between March 2007 and April 2008.

40. The Regional Director of English Heritage informed the Committee that it was standard practice for an English Heritage Advisor to attend pre-application consultation meetings with developers, and to provide advice on the impact on the historic environment of any proposals and specific elements of the design, presented to them. Their Advisor would then as a matter of course, involve other specialist officers from English Heritage in carrying out their own internal review of the information provided, and where necessary provide feedback to the developer, either verbally or via email.

Analysis

41. The Committee recognised that feedback from English Heritage's own internal processes, was imperative to identifying their ongoing view of the evolving project. The only evidence that the Committee was able to find was an email that referred to an earlier internal review meeting at which English Heritage had criticised the first design – see Annex D. The Committee therefore acknowledged that this lack of feedback supported the evidence from the Assistant Directors of Property Services and Planning & Design, that the letter of objection sent by English Heritage had come as a complete surprise.
42. To clarify whether any other such feedback had ever been generated by English Heritage and sent to the Project Team, the Committee made a 'Freedom of Information' (FOI) request. This was done in two parts. Initially a request was made on 2 December 2008 for copies of any notes taken at their internal 'Important Application Review' meetings since August 2007. This was followed up by a further request on 11 December 2008 for any other internal documentation, and copies of any letters/ emails held by English Heritage relating to the Hungate development.
43. The FOI documentation provided by English Heritage (shown at Annex E), generated a number of queries:
 - i. Bearing in mind the content and tone of English Heritage's letter of objection to the Council's planning application, the Committee would like to understand the surprise expressed by the Regional Director of English Heritage at the meeting of this Committee on 27 January 2009, in regard to the Council's decision to withdraw the application and the view she expressed that the content of the letter was 'up for negotiation'
 - ii. Inconsistencies in comments recorded in the minutes of the 'Important Application Review Meeting' of 23 June 2008
 - iii. English Heritage email dated 26 June 2008, which included the comments "We are not wholly convinced that it does achieve these objectives but will have a more clear view early next week." - The query is, what happened early the following week or at any time up to the

sending of the letter of objection, as the Committee received no documentation or correspondence relating to that period as part of their Freedom of Information request

- iv. There was no record of any discussions/meetings taking place between 26 June and 8 July or any correspondence/documentation relating to that period provided as part of the FOI. Therefore, how was the content for the letter of objection based English Heritage's last IAR meeting of 23 June 2008 arrived, given the more positive nature of the documentation prior to that period
 - v. the letter of objection sent by English Heritage was copied to the Civic Trust & Conservation Trust. Officers pointed out that this was unusual and queried why it had occurred when there was no other evidence within the FOI documentation provided by English Heritage, that these organisations had been liaising or in communication throughout the pre-application consultation process.
44. The committee therefore chose to invite the Regional Director of English Heritage to attend their next meeting, which was declined. The Committee then made a further request to the Regional Director to attend its meeting in May 2009, which was also declined – see Annex F.
45. In response to query (v) the Secretary of the Civic Trust explained that following Coppergate, the Civic Trust, English Heritage and CABE had agreed to liaise with each other over future major developments in York.
46. The Committee also made an FOI request to CABE for copies of all their correspondence sent between April and July 2008 to English Heritage, the Council and others, in relation to the Hungate project. The documentation duly provided was considered by the Committee at their meeting in March 2009. Members queried the lack of notes/minutes provided in relation to their 'Internal Panel Reviews' held on 28 February and 4 August 2008. CABE subsequently clarified that it is their normal practice to produce an advice letter following a review meeting rather than meeting minutes, and a copy of the advice letter pertaining to 28 February 2008 had been included in the FOI documentation. In regard to the Internal Panel Review on 4 August 2008, no such advice letter was produced as the Council's planning application had already been withdrawn.
47. Finally, as the Committee saw a change in the views of some of the statutory consultees, but no evidence of the reasons behind it, they therefore agreed that publicly funded organisations have a duty to be clear, consistent and timely in the consultation responses they provide.

Conclusion

48. Best practice was followed in seeking the views of the statutory consultees, but the authoritative views from English Heritage were received too late in the process and were never received from CABE.

Objective v - To identify whether time was a factor in reaching the decisions made throughout the process e.g. in agreeing the design

49. The committee found that whilst time was a material factor, they were unable to find evidence that time was a considerable factor in regard to the project i.e. the project was neither rushed nor delayed.

Implications Associated with Recommendations Arising from the Review

50. **Human Resources** – In relation to recommendation (v), the Committee recognise that an increased level of involvement of the Chief Executive and Senior Directors may assist in a successful outcome for the ongoing new council offices project and are pleased to see that steps have already been taken to allow for this.
51. **Financial** – There will be a financial implication associated with recommendation (i). The degree of additional budget required for implementing the recommendation as part of a future project of this nature cannot be assessed at this stage and would need to be fully investigated as part of the lead up to a project. On balance, the Committee felt the additional costs that may be incurred at that early stage could lead to an efficiency saving later on.
52. There are no equalities, legal or other implications associated with the recommendation within this report.

Corporate Strategy

53. The provision of the new accommodation and the consequential improvements in services to our customers will contribute to all of the Council's priorities and key change programmes.

Risk Management

54. The risk associated with not dealing consistently with feedback on consultation and not providing the right level of senior management support to any project of the size and nature, is that the potential remains for a similar outcome on future projects with high levels of public uncertainty. However the Committee acknowledges that since withdrawing its planning application for Hungate, the council has already reviewed the leadership, project management process and the roles within the council and of its partners. And as part of that review, the Council has already considered 'lessons learnt' particularly those relevant to 'consultation' and has prepared future strategies for communicating with and engaging the 'external audience'. These lessons together with the implementation of the recommendations below, should improve current and future project risk management.

Recommendations

55. Having considered the aim and objectives for this review, and In light of the information gathered, The Hungate Ad-hoc Scrutiny Committee recommends that the Council:
- i. Carries out pre-project public consultation before commencing on any major project to identify and take account of the level of public support, aspirations and expectations, in order to inform the project including the budget
 - ii. Continues with its best practice approach to pre-application consultation
 - iii. Agrees a code of practice with statutory consultees which seeks to ensure they provide clear, consistent, timely and documented responses to consultation, from persons in authority within their organisation
 - iv. Always provides full and consistent feedback to all consultees no matter whether the Council is able to respond positively or negatively to the issues being raised
 - v. For all major projects, ensure that the Chief Executive and Senior Directors take ownership of the project and give consistent support to the project team

Reason: In order to ensure any future council projects are delivered on time and on budget

This report has been produced by the Hungate Ad-hoc Scrutiny Committee in conjunction with the Scrutiny Officer listed below

Contact Details

Author:

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Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Interim Report Approved

Date

1 May 2009

Wards Affected:

All

For further information please contact the author of the report

Hungate Ad-hoc Scrutiny Committee

Councillor Keith Aspden (Chair)
Councillor Jenny Brooks
Councillor Julie Gunnell
Councillor Tom Holvey
Councillor Roger Pierce
Councillor Dave Taylor (Non-voting Co-opted Member)

Background Papers:

Topic Registration Form dated 16 July 2008

Feasibility Report dated 15 September 2008

Scoping Report dated 18 November 2008

Interim Reports dated 10 December 2008, 12 & 27 January, and 10 March 2009

Additional Documentation Considered By Committee:Overview & Information pack provided by Hungate Project Team

- Admin Accommodation: Project Initiation Document & supporting annexes
- Planning Policy Statement 6: Planning for Town Centres
- Meeting of the Executive 1st Feb 05: Accommodation Review – Site Option Appraisal & supporting annexes
- Meeting of the Executive 1st Feb 05: Committee Minutes
- Meeting of the Executive 22nd Nov 05: Business Case & 8 supporting annexes
- Meeting of the Executive 22nd Nov 05: Committee Minutes
- Hungate Master Plan Development Brief
- Hungate Master Plan - Maps
- Meeting of the Executive 10th Oct 06: Accommodation Project Update & supporting annexes
- Meeting of the Executive 10th Oct 06: Committee Minutes
- Meeting of the Executive 24th July 07 & 4 supporting annexes
- Meeting of the Executive 24th July 07: Committee Minutes
- Meeting of the Executive 17th June 08 & 2 supporting annexes
- Meeting of the Executive 17th June 08: Committee Minutes
- Contract Documents for the Office Accommodation Project dated Sept 2006
- Meeting of the Executive 13th Feb 07: Admin Accommodation Project Report & supporting annexes
- Meeting of the Executive 13th Feb 07: Committee Minutes
- RMJM Stage B Report: June 2007
- RMJM Stage C Addendum: March 2008
- RMJM Stage D Report: May 2008
- Corporate Asset Management Plan
- RMJM Consultation Process: Pre-Planning Application dated August 08
- Summary of External Feedback on Building Design: Dec 07 – Mar 08
- Pre Planning Design Exhibition – Staff Feedback
- Pre Planning Design Exhibition – External Feedback
- Staff Pre-Planning Design Exhibition Comments
- External Pre-Planning Design Exhibition Comments
- CMT Digest – 23rd Apr 08
- Project Board Meeting Minutes – 25th Apr 08
- Member Steering Group Meeting Minutes – 28th Apr 08

Strategic Site Study report produced by Atkins

Freedom of Information Documentation Pack from CABE

Programme of Pre-Application Consultations

Documentation evidencing changes to design during pre-application process

Annexes:

- Annex A** – Budget History Information
- Annex B** – English Heritage Internal Memo dated 2 January 2008
- Annex C** – Image provided by York's Civic Trust
- Annex D** – English Heritage Email dated 10 September 2007
- Annex E** – FOI Documentation Received From English Heritage
- Annex F** – Written Response from English Heritage

Hungate Ad-Hoc Scrutiny Review

Committed Expenditure and Cost of Additional Rent on Properties Sold and interest earned

1. At Hungate Ad Hoc Scrutiny Committee on Tuesday 27 January 2009, Members requested:
 - Detail of committed expenditure at July 2008 of the project. i.e. expenditure that would have still been incurred even if the project had halted at July 2008 as it had already been confirmed to third parties.
 - Commitments which have produced assets and commitments which are not recoverable.
 - The cost of 2 years additional rent on properties that had been sold and the interest earned on the sale of those properties.

2. Table 1 shows the total expenditure at July 2008, the committed and total spend at July 2008, the projected future committed spend at July 2008 total and the spend not recoverable.

Table 1 – Committed Expenditure at July 2008 and Commitments / Costs contributing to an asset or not

Column No.	1	2	3	4	5	6	7
Workstream	June 2008 Exec report	Total Expenditure @ July 2008	Committed Expenditure @ July 2008	Total Expenditure & Committed Expenditure @ July 2008	Estimated Future committed Expenditure	Estimated Expenditure to an Asset or Development Work	Estimated Abortive Costs
Land Assembly							
Land Assembly Fees	£3,683	£3,683		£3,683	£3,683	£3,683	£0
Peasholme Hostel	£1,800,000	£735,597		£735,597	£1,800,000	£1,800,000	£0
Ambulance Station	£1,249,225	£1,249,225		£1,249,225	£1,249,225	£1,249,225	£0
Archaeology	£72,555	£47,555		£47,555	£72,555	£72,555	£0
Total	£3,125,463	£2,036,060		£2,036,060	£3,125,463	£3,125,463	Zero
Design & Construction							
Construction	£29,334,000						
Risk	£1,060,000						
Furniture	£1,500,000						
Fees	£2,805,000	£1,360,272	£265,000	£1,625,272	£1,625,272	£812,636	£812,636
Total	£34,699,000	£1,625,272	£265,000	£1,625,272	£1,625,272	£812,636	£812,636
Property Exit							
Property exit fees	£626,290	£333,675		£333,675	£626,290	£626,290	£0
Social Services Adaptations	£1,000,000	£99,198		£99,198	£1,000,000	£1,000,000	£0

Dilapidations	£1,250,000				£1,250,000	£1,250,000	£0
Repairs and Maintenance	£668,000				£668,000	£668,000	£0
Total Property Exit	£3,544,290	£432,873		£432,873	£3,544,290	£3,544,290	Zero
Other Costs							
Facilities Management	£101,994	£36,010		£36,010	£36,010	£36,010	£0
ICT	£861,540						
User Change Management	£326,274	£161,914		£161,914	£161,914	£161,914	£0
Project Management	£1,081,311	£535,016		£535,016	£535,016	£267,508	£267,508
Risk/contingency	£64,128						
Total	£2,435,247	£732,940		£732,940	£732,940	£465,432	£267,508
Total project budget	£43,804,000	£4,562,145	£265,000	£4,827,145	£9,027,965	£7,947,821	£1,080,144

3. The 27 January 2009 report to the Ad Hoc Hungate Scrutiny Committee included Annex B – Detailed Budget History – which stated “It is currently difficult to breakdown the costs incurred at July 2008 in table 1 into those which remain relevant to the administrative accommodation project going forwards and those costs which cannot be incorporated in to the revised building solution. This can only be determined once a new solution has been chosen. The Council is currently undergoing a procurement process which is at an early stage and therefore it is not possible to specifically identify which costs already incurred will be relevant to the further development.”
4. The statement above still holds true and the estimated costs in the table and description below are only a forecast estimation of the future committed expenditure that would remain relevant to the project costs and those that would potentially be abortive.
5. In Table ,1 column 2 shows the expenditure at July 2008 at £4,562,145. Column 3 shows the expenditure that had actually been committed at that time at £265,000. Column 4 shows the Total & Committed Expenditure at July 2008 at £4,827,145. Column 5 shows the projected future committed expenditure at July 2008 that was likely to be incurred going forwards even if the Hungate Administrative Accommodation project had not continued at £9,027,965. Column 6 details the Total & Committed Expenditure that is estimated that would be linked to an asset or development work at £ 7,947,821. Column 7 shows the costs that are estimated to be abortive at £1,080,144 and relate specifically to expenditure on the Hungate project which would not be transferable to a new scheme.
6. Column 4 – Total & Committed Expenditure at £4,827,145 is the information that was provided to the Hungate Ad-Hoc Scrutiny Committee in January 2009.
7. Column 5 – Estimated Future Committed Expenditure is estimated at £9,027,965. This is the cost that is estimate as at July 2008 that would still have been incurred even if the Hungate Scheme had not gone ahead.

8. Of this the Land Assembly, Project Exit Strategy, Facilities Management and the User Development Group elements do not include any abortive costs as the work outcomes are linked to either a capital asset or development work which can be transferred to any new scheme. These costs are not specific to Hungate and are estimated at £7,947,821 in column 6.
9. The Land Assembly estimate at £3,125,463 includes the Peasholme Hostel and works to the ambulance station. The Peasholme Centre provides a new facility and the costs of the ambulance station and archaeological investigations will have added value as a cleared site that is recoverable if sold at the right time on the open market.
10. The Property Exit Strategy is estimated at £3,544,290. All of the expenditure incurred on the property exit strategy should be relevant. The property exit fees includes renegotiated leases, disposals, professional and legal fees. Dilapidation, Repairs & Maintenance and Social Service adaption estimated costs will go ahead whether the move is to Hungate or an alternative location. The exit strategy remains the same whether the Council moves into an Office located in Hungate or to an alternative location.
11. Other Costs are estimated at £732,940. User Change Management expenditure could be partially relevant to the new offices, as costs have been incurred to develop user requirement and the change management processes of the business to make the new office accommodation increasingly efficient. This documentation collated will be relevant to the new building. The Project Management and Facilities Management costs have been incurred over the life of the project, of which most will be attributable to the administrative accommodation project going forwards. Much of the expenditure would have resulted from identifying the needs of the business, space awareness requirements, organisational change etc. These costs will be essential to future development and will continue to be relevant to the project.
12. Column 7 – Estimated Abortive Cost at £1,080,144 is very difficult to predict at this stage. It is suggested that half of the Project Management costs at £267,508 and half of the Design & Construction Fees £812,636 relate to the Hungate project and would not be transferable to the new scheme. It is currently not possible to do a detailed analysis of these costs and this estimate is a broad forecast of what the abortive costs could be.
13. St Leonard's Place is the only property that had been sold where 2 years additional rent would be incurred and also interest earned on the sale of the property.
14. Table 2 details the estimated cost of 2 years additional rent that would be incurred from the sale of St Leonards Place. The original Hungate scheme was modelled to October 2010 and the new scheme is modelled to December 2012. Therefore the additional rent for the 2 years is split over 2010/11 to 2012/13.

Table 2 – Estimated cost of 2 years additional rent on St Leonards Place

	2010/11	2011/12	2012/13	Total
	6 mnths	Full Year	8 Mnts	
St Leonards Place Rent	185,000	370,000	246,667	801,667

15. Table 3 details the estimated interest earned on the Sale of St Leonards Place. St Leonards Place was sold at the end of October 2006 and therefore interest earned has been calculated for approximately half a year for 06/07 and 2 full years for 07/08 and 08/09.

Table 3 – Interest Earned on St Leonards Place since 2006/07

	2006/07	2007/08	2008/09	Total
St Leonards Place	7,027,000	7,027,000	7,027,000	
Interest applied	4.90%	5.78%	5.51%	
Interest Achieved	127,566	406,316	386,905	920,787

16. Table 2 – Estimated costs of 2 years additional rent on St Leonards Place at £801,667 and Table 3 – Estimated interest earned on the Sale of St Leonards Place at £920,787 shows that the interest earned on the capital receipt for St Leonards Place is greater than the cost incurred by £119,120.
17. It should be noted that even though interest is earned on capital receipts and other surplus funds it is not the Council's policy to allocate interest to specific schemes. Capital receipts, borrowing and other sources of external funding are used to support expenditure incurred on capital schemes as they occur. Interest earned on all surplus funds is included in the treasury management budget which is reported in the Council's monitoring cycle to Executive.

From: FISHER, Alison
Sent: 02 January 2008 14:14
To: REDFERN, Neil
Cc: JAGO, Maddy
Subject: CofY offices, Hungate
Neil

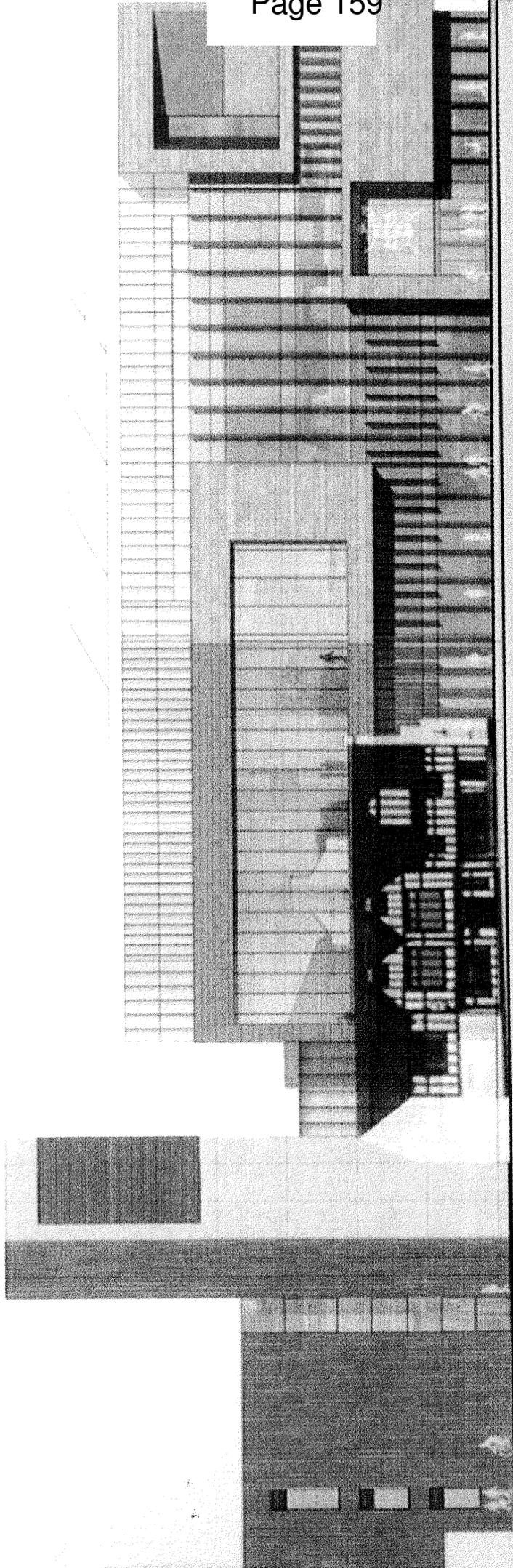
Further to my email of 6 December. I met on 20 December with architects RJMJ and the CofY council property and conservation/planning teams to view the further work which had been done by the architects in response to the earlier criticisms of the teams. The presentation was as a video of the building in the streetscene illustrating its design, massing, footprint and environmental response to existing and proposed new structures. I now have four A4 colour photomontages which had been forwarded late on the 19th and which I had been able to share albeit very briefly with Giles and Hilary.

My view is that the scheme has made considerable, positive progress and that EH could offer its broad support to the direction which the design and massing is now taking and I advised the meeting accordingly. RJMJ had made much effort to reflect our concerns especially regarding the massing impact on the Black Swan and street scene views and had attempted to create a building which would be innovative and contemporary whilst having a degree of "Yorkness" and civic stature. There are clearly numerous issues still to be considered (materials being the most important) and work continues by RJMJ with a view to presenting more detail later in the month. I hope to be able to present further design detail to an IAR which I guess we should have sometime in late January/early February.

Alison

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CYC HEADQUARTERS BUILDING

York Council's proposed headquarters in Peasholme Green, showing the relationship with the Black Swan public house.

(RMJM Architects)

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English Heritage
10.09.2007

From: FISHER, Alison [mailto:Alison.Fisher@english-heritage.org.uk]
Sent: Mon 10/09/2007 17:57
To: Philip Gray; c.jones@rmjm.co; Appleby, Peter
Cc: Riley, Janine; REDFERN, Neil
Subject: CofYC offices

Dear all

As discussed last week English Heritage's Planning and Development group held an Important Application Review meeting this morning and we discussed your emerging proposals for the Hungate site.

The paper I put to the review sought the comments of colleagues on the principles of the scheme as well as those of a more general nature. For the purposes of giving you a summary of the views expressed this morning in advance of a more formal response (which will be delayed as I am about to take study and annual leave for just over a week) I set out the views informally below. Whilst there was positive support for this centrally located council office suite there were several reservations about the footprint, streetscape and design elements. These included:

- 1 the split of the site into 3 elements was well received. However the footprints illustrated on the A4 sketch developments appeared smaller than those suggested by the A3 images. The height of the bio tower and its juxtaposition with the Black Swan was particularly a cause for concern as the tower stands as a block rising heavily from the back of the PH which as a diminutive grade II* listed building is not in keeping. A fine, slim tower may well sit more comfortably and further design work is needed here we feel. Also we are unclear about the role of the building block which appears to be behind the Black Swan and in front of the bio tower.
- 2 The scale of the Black Swan is so petite that the relationship with the civic frontage will need to be very carefully modelled and there is concern that the sketch suggests a structure which will dwarf it. The space in front of this building was formerly the Wool Market and historical maps suggest that the space could be recreated without much difficulty (albeit that it is now a bus route in to town) and offer a sense of civic arrival and place to the frontage of the civic hall. We suggest that this townscape issue is considered alongside the planning aspects of the new buildings.
- 3 What will become of the listed and historic buildings which will be made redundant? We are primarily concerned about the future role of the Guildhall.
- 4 We consider that the civic suite fronting Stonebow has to be a welcoming building which should have a human scale that will relate to its civic function. Grandeur is always tempered by humanity in the best of the civic buildings be

they historic (York's Guildhall or modern such as Stockton or Norwich) together with the architectural hierarchy throughout the elevations. The palette of civic buildings in York is human in scale and massing and we are concerned that the design shown, albeit as you say that the interaction of the interior to exterior remains to be resolved, does not pass this test.

5 The views from St Saviours Place offer vistas of the trees at the river's edge beyond and this adds a pleasant aspect to the site which we would wish to continue to have sight of. This would be even more pleasant if the Peasholme Green space could be returned to the historic form it had and could then introduce residents to the civic offices as they approached from the Minster. There was a consensus that this route would become more heavily used once the site was functional.

We had a very constructive meeting and these comments summarise a lively discussion. In essence the theory of the 3 buildings made sense although there was a strong view from some that the offices should be on the front with the civic space behind wrapped around a pleasant space for civic functions and general enjoyment. Nevertheless there was consensus that the offices and civic frontage were generally considered to be brutal in composition ("offices looked like a multi storey car park") and elevation though and are not sympathetic to the highly graded buildings adjacent and that a civic design such as may be found on an Oxbridge campus for instance would be more appropriate, welcoming and respected.

We are clearly keen to continue this design review process and suggest that we reconvene shortly continue our discussions. Please keep in touch.

Regards
Alison Fisher
Historic Areas Adviser
Planning and Development



ENGLISH HERITAGE

Ms Melanie Carr
Scrutiny Committee Officer
Scrutiny Services
City of York Council
The Guildhall,
York
YO1 9QN

Our ref: FOI 08/1346 &
1356
Your ref:
Telephone 01793 41 4539
Fax 01793 41 4444

21 January 2009

Dear Ms Carr

re: Freedom of Information request - Hungate development

Please accept my sincere apologies for the delay in replying to your Freedom of Information requests. This letter responds to both your initial request for the Important Applicant Review meeting minutes and your subsequent request for copies of all documents held by English Heritage concerning the above development.

As agreed on the telephone I have not considered correspondence involving York City Council as the Scrutiny Committee should already have access to these. I am however, pleased to be able to provide you with all other relevant information held by English Heritage. All the documents are in chronological order. You may also notice that I have redacted some personal information from one of the enclosed documents. In making this decision I have relied upon s.40 of the Act:

- s.40 – personal information the disclosure of which would breach one or more of the data protection principles.

Although I have enclosed documentation relating to the pre-application discussions with this letter I would like to make you aware that it is not usual as disclosure has the potential to inhibit the process. Each case is however, is treated on its own merits at the time the request is received.

I hope that the information that I have provided is useful to you. If however, you are unhappy with the level of service you have received in relation to your request you may ask for an internal review. If you wish to make a complaint you should contact: Mr Mike Harlow, Legal Director, English Heritage, 1 Waterhouse Square, 138 – 142 Holborn, LONDON, EC1N 2ST

If you are not content with the outcome of the internal review, you have the right to apply directly to the Information Commissioner for a decision. The Information

ENGLISH HERITAGE, GREAT WESTERN VILLAGE, KEMBLE DRIVE, SWINDON SN2 2GZ

Telephone 01793 414700 Facsimile 01793 414707

www.english-heritage.org.uk

Please note that English Heritage operates an access to information policy.

Correspondence or information which you send us may therefore become publicly available



Commissioner can be contacted at: The Information Commissioner's Office, Wycliffe House, Water Lane, Wilmslow, CHESHIRE, SK9 5AF

Yours sincerely



Jessica Trevitt

Access to Information Manager

E-mail: jessica.trevitt@english-heritage.org.uk



ENGLISH HERITAGE, GREAT WESTERN VILLAGE, KEMBLE DRIVE, SWINDON SN2 2GZ

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CITY OF YORK COUNCIL OFFICES, STONEBOW, YORK

Important Application Review Meeting

Date:	10 September 2007		
Attendees:	Maddy Jago (part-chair)	Andy Wimble	Lindsey Martel
	Giles Proctor (part-chair)	Diane Green	Keith Miller
	Alison Fisher (lead)	Keith Emerick	Nicky Brown
	Hilary Roome	Rebecca Rayner	Jenny Irvine
	Jennie Dean	Vicky Ellis	Kath Gibson
	Neil Redfern		

Key points / clarifications raised in IAR discussion

Background

There has been a previous IAR with regard to the Hungate Site. This was to consider a development of a mixed-use scheme, which includes offices, housing and commercial blocks. An aspect of this scheme was the creation of a new building for the City of York Council (CYC) offices. Outline planning consent and the subsequent detailed consent for Phase 1 of the project (i.e. the residential element) have both been granted.

The purpose of this IAR was to discuss the new Council Office building, specifically the logic of the proposed footprint and the proposed design.

The developers have proposed that the front section of the building would be used for the civic functions of the council and the back section would be the offices for council staff. A bio-tower, which would contain the functional support systems for the council buildings (such as lift operation machinery), would be situated behind the site.

The frontage of the building looks out onto the York Conservation Area and the main views towards the front of the building are from Stonebow and Peasholme Green. Also, one of the main strategic views from the site is towards the Minster. The backdrop to the site will be the housing element of the Hungate Masterplan.

Discussion

- Footprint of the Site

AF has spoken to the developers with regard to this emerging scheme and has initially said that she is generally happy with the proposed footprint and the general principle of locating the office suite behind the civic frontscape. However, she has expressed reservations about the design concept being promoted for the civic suite, particularly in context of the surrounding heritage assets.

HR suggested that they look at putting the offices at the front of the building and the civic functions at the back, and then creating a piazza between them for the increased flow of people entering the site.

GP queried what this new building would mean for the grade I Guildhall, which is currently used for the civic functions of the council. AF said the Guildhall would be used for the more processional functions. The day-to-day civic functions would move to the new building while the ceremonial or mayoral functions would remain with the Guildhall. HR and GP both raised concerns that reducing the use of the Guildhall would have a negative impact on the historic building and may put it at risk. However, CYC see the move as beneficial as it is an opportunity for them to be able to carry out refurbishments on the listed Guildhall. This also raised questions over what was to happen to the other 17 sites currently used by the council, particularly those

that are listed, for example St Leonard Place, which is listed as GII*. EH would be concerned over the future use of these buildings and we should therefore raise this issue with CYC.

AF stated there was no car parking for staff on the site.

- Design of Building

It is a 'work in progress' design and the developers are currently focusing on the design of the civic part of the building. The design places the principle civic functions on the first floor, which has views towards the Minster, and the ground floor is mostly taken up by external and internal reception areas. Both members of the council and members of the public would enter via the external reception area and then they are separated with the council offices being accessed from a side street.

AW noted that the choice of modelling the building on a courthouse was inappropriate as a courthouse is defensive and, therefore, internal looking in design, whereas the council buildings should be more welcoming. Moreover, the open external reception is covered over and this creates a dark space.

GP raised concerns over the impact the offices would have on the setting of the neighbouring Black Swan Public House (listed as GII*). The Black Swan appears dwarfed by the proposed buildings making it look like a dolls' house in comparison. The developers have not shown any indication of linking the Black Swan to their design. GP queried if they would retain a gap between the new build and the Black Swan. AF confirmed they would and that the developers intended to use it as a clear access route. However, GP thought that a gap would not be beneficial for the setting of the listed Black Swan building and it should be closed.

GP also suggested that the floor to ceiling heights associated with office spaces would be easier to relate to the medieval setting of the adjacent conservation area (which looks onto the front of the proposed building), instead of the high ceilings proposed for the civic suite. Therefore they should bring the office section to the front. HR agreed with this noting the importance of Aldwark as a route toward the building and the use of the Black Swan and its surrounding area by members of the public and CYC employees in their design. She thought they should make use of this surrounding streetscape by bringing the offices to the front section.

AF feels that the council are wasting space on the ground floor of the proposed civic suite and that they could make better use of it, which may reduce the bulk of the building and lessen its impact on the listed Black Swan. Similarly she questions the poor design and bulk of the bio-tower as it also has a negative impact on the setting of the Black Swan. In earlier sketches, the tower had a slimmer and much livelier design, which was better in terms of its setting adjacent to the heritage assets in the area.

AF stated that the offices were placed at the back of the site due to the layout of the Hungate site in general, which was designed to be inward looking focusing on squares within the site. MJ reiterated HR's point of relating the site to the use of the Black Swan and the streetscape to make the design less inward looking.

GP noted the need to see block massing plans so the possible impact on views from the Minster and other areas could be properly assessed.

Position of English Heritage

EH welcomes the use of the Hungate site for the new Council building due to its central city location. We can understand the need for the civic functions to be at the front of the building for ease of access for members of the public, however, they need to scale it down relative to the surrounding area, particularly with regard to the setting issues surrounding the neighbouring GII* listed Black Swan Public House. The building would increase movement around the area and

issues such as vehicle access, paths and bus routes should be considered with regard to the Conservation Area. EH also requires more information as to the impact the proposed buildings would have on views from the surrounding area, particularly from the Minster.

Actions

- AF to write a response.

From: FISHER, Alison
Sent: 10 September 2007 17:57
To: 'p.gray@rmjm.com'; 'c.jones@rmjm.co.'; 'Appleby, Peter'
Cc: 'Riley, Janine'; REDFERN, Neil
Subject: CofYC offices

Dear all

As discussed last week English Heritage's Planning and Development group held an Important Application Review meeting this morning and we discussed your emerging proposals for the Hungate site.

The paper I put to the review sought the comments of colleagues on the principles of the scheme as well as those of a more general nature. For the purposes of giving you a summary of the views expressed this morning in advance of a more formal response (which will be delayed as I am about to take study and annual leave for just over a week) I set out the views informally below. ~~Whilst there was positive support for this centrally located council office suite there were several reservations about the footprint, streetscape and design elements.~~ These included:

- 1 ~~the split of the site into 3 elements was well received.~~ However the footprints illustrated on the A4 sketch developments appeared smaller than those suggested by the A3 images. The height of the bio tower and its juxtaposition with the Black Swan was particularly a cause for concern as the tower stands as a block rising heavily from the back of the PH which as a diminutive grade II* listed building is not in keeping. A fine, slim tower may well sit more comfortably and further design work is needed here we feel. Also we are unclear about the role of the building block which appears to be behind the Black Swan and in front of the bio tower.
- 2 ~~The scale of the Black Swan is so petite that the relationship with the civic frontage will need to be very carefully modelled and there is concern that the sketch suggests a structure which will dwarf it.~~ The space in front of this building was formerly the Wool Market and historical maps suggest that the space could be recreated without much difficulty (albeit that it is now a bus route in to town) and offer a sense of civic arrival and place to the frontage of the civic hall. We suggest that this townscape issue is considered alongside the planning aspects of the new buildings.
- 3 What will become of the listed and historic buildings which will be made redundant? We are primarily concerned about the future role of the Guildhall.
- 4 ~~We consider that the civic suite fronting Stonebow has to be a welcoming building which should have a human scale that will relate to its civic function.~~ Grandeur is always tempered by humanity in the best of the civic buildings be they historic (York's Guildhall or modern such as Stockton or Norwich) together with the architectural hierarchy throughout the elevations. The palette of civic buildings in York is human in scale and massing and we are concerned that the design shown, albeit as you say that the interaction of the interior to exterior remains to be resolved, does not pass this test.
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We had a very constructive meeting and these comments were a lively discussion. In essence the theory of the 3 buildings made sense although there was a strong view from some that the offices should be on the front with the civic space behind wrapped around a pleasant space for civic functions and general enjoyment. Nevertheless there was consensus that the offices and civic frontage were generally considered to be brutal in composition ("offices looked like a multi storey car park") and elevation though and are not sympathetic to the highly graded buildings adjacent and that a civic design such as may be found on an Oxbridge campus for instance would be more appropriate, welcoming and respected.

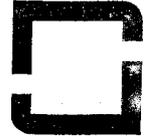
We are clearly keen to continue this design review process and suggest that we reconvene shortly continue our discussions. Please keep in touch.

Regards

Alison Fisher

Historic Areas Adviser

Planning and Development



RMJM 10 Bells Brae Edinburgh EH4 3BJ
T 0131 225 2532 F 0131 226 5117 E edinburgh@rmjm.com W www.rmjm.com

Notes of Minutes

Job title City of York Council - Office Accommodation Project

Job No. 3120

Purpose Client/Planning Meeting **NOY EH**

Present

Neil Hindhaugh	CYC Assistant Director Property Services
Ian Asher	CYC Head of Strategic Business & Design
Peter Appleby	CYC Design Manager
Maria Wood	CYC Project Manager
Bill Woolley	CYC Director of City Strategy
Mike Slater	CYC Assistant Director Planning
Tony Heudebourck	TTPM
Jessica O'Meara	TTPM
Chris Jones	RMJM
Phil Gray	RMJM
Phil White	RMJM
Eva Nie	RMJM

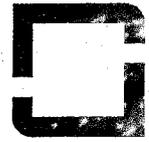
Reference 3120/

Date 12 November 2007

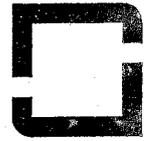
Circulation Those present +

Janine Riley	CYC Planning
Gareth Arnold	CYC Planning
Adrian Boot	RMJM
Eszter Meszaros	RMJM
LM/File	

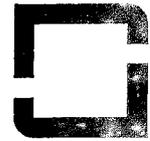
Item	Notes	Action
	Introduction to the meeting was made with the help of the Visualisation/Movie of the current building design, which was perceived as very helpful generally and specifically in terms of scale issues.	
1.0	CYC and Planners Design Concerns	
1.1	NH stated the CYC project team has shared the design with some council members, planning and selected external parties and the feedback was not always positive.	
1.2	NH stated the development from the inside to out was seen as positive as was the process and the current internal layouts.	
1.3	NH stated the design story is understandable and the external appearance as it stands is neither right nor wrong but is challenging. CYC is not looking for a timid compromise and wants a solution that all can be proud of.	
1.4	NH noted that there were subjective comments about the aversion of the retro-style and fear became apparent that the building will have the same	



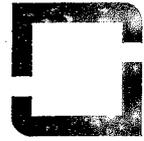
Item	Notes	Action
	look as the Stonebow 1960s building.	
1.5	NH stated the CYC project team understands that redesign means a step back it should not compromise valuable work already done, but amend the design to be to address the concerns of CYC Planning.	
1.6	The concerns expressed by the planners are concerns solely about the mass and envelope of the proposed building and not the internal layouts.	
2.0	CYC Design Issues/Observations – Bullet Points	
2.1	<i>"Site strategy and plan layouts are fine in principle"</i>	
2.1.1	CJ noted that CABE's observations have not yet been formally received, however it is understood verbally that CABE have questioned the division between the civic block and the office block. CJ stated if RMJM are to revisit the building diagram this would imply a return to Stage C Design Development.	
2.1.2	NH noted that feedback received to date has not been concerned with the building diagram but rather the aesthetics.	
2.1.3	MS explained that the site layout was criticised because it was unclear whether the footpath to Dundas Street was over sailed by the building. CJ clarified the footpath is not over sailed and will remain 2m wide.	
2.1.4	MS questioned the extend of the civic space. CJ clarified the extend of the civic space covers the area of the open light well and the space covered by accommodation at the second floor. BW noted Janine Rileys comments regarding moving the front entrance more towards the street edge.	
2.1.5	CJ tabled four building diagrams for discussions (see attached Options 1 to 4). It was noted that these options are a development of the Stage B Options Appraisal. CJ described all options 1 to 4 will remove the overhang accommodation, this accommodation is reorganised within the options requiring an increase in building height to The Stonebow from 3 to 4/5 storeys.	
2.1.6	The advantages/disadvantages of all options were discussed. It was agreed that option 4 was the preferred diagram. It was noted this option would present 4 to 5 storeys to The Stonebow but would be set back from the Black Swan Pub. This diagram would meet the briefed requirement for 13000sqm.	
2.1.7	It was agreed by all that a civic space was needed to be incorporated into the scheme.	
2.1.8	CJ noted moving forward with option 4 would require the design team to return to Stage C Design Development.	
2.1.9	MS noted that an element near to the Black Swan Pub would be required to signify the Head Quarters public entrance. BW noted the design of the building should clearly express itself as the Council Head Quarters.	
2.1.10	CJ noted the option 4 drawing incorporated modifications to Peasholme Green as discussed in previous meetings with CYC Planning including the widening of the Stonebow southern footpath by approximately 2m. BW stated this strategy would be encouraged. CYC Planning to pursue this further.	CYC Planning
2.1.11	CJ repeated option 4 would require a building that would be at least 4	



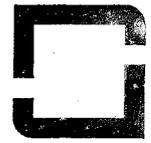
Item	Notes	Action
	storeys high. MS stated the masterplan allowed a building on this site to be planned as for 5 storeys high.	
2.1.12	NH summarized option 4 has a 4/5 storey high building to the Stonebow that is set back from the Black Swan Pub allowing a transition of scale.	
2.1.13	BW noted that it is far more important in how the building relates to the surrounding context rather than counting down the storeys.	
2.1.14	MW questioned the number of entrances. CJ clarified a single primary entrance is intended with secondary staff entrances to the building perimeter.	
2.1.15	CJ clarified that addressing the concern of the under-croft of the current scheme would not simply be solved by filling in the under-croft and introducing accommodation to the ground floor. This would not deliver the client's brief or remain within budget.	
2.2	<i>"Power and strength of form is vital; it should be a striking, dramatic building"</i>	
2.2.1	All agreed this was important. BW mentioned power and strength of form must be combined with the brief of being "approachable, welcoming secure and delightful".	
2.3	<i>"Building should be very approachable with a clearly expressed entrance and the city frontage should have a clearly articulate message"</i>	
2.3.1	Discussions regarding civic space and the widening of the southern pavement to Peasholme Green were discussed when reviewing options 1 to 4 tabled by RMJM (see 2.0).	
2.3.2	MS noted the narrowing of the highway (The Stonebow) would frame/mark a change in environment and signal the arrival to the city centre.	
2.3.3	All agreed that the corner to The Stonebow / Dundas Street is an significant corner within the urban block.	
2.4	<i>"The materiality should be reconsidered."</i>	
2.4.1	CJ noted that the project team felt that brick was an appropriate material for the project. CJ noted that York Stone could still be considered, however may prove beyond the project budget.	
2.4.2	BW stated that from the planning perspective there was not a problem with brick as a material and noted that an increased use of glass could lighten the mass and feel of the current proposal, but recognised this would be dependend on the new design.	
2.4.3	NH noted that the problem with the brick has arisen as the existing use as predominantly within residential buildings in York and hence a large mass/height is unusual. It was agreed the current elevations were still work in progress and if developed would be broken down.	
2.4.4	CJ noted that option 4 introduces office elevation not only to Black Horse	



Item	Notes	Action
2.4.5	Lane but also to Dundas Street rather than a gable end. The Stonebow elevation would possibly be a more formal civic approach. NH clarified that the project board's discussion was focused less about the brick as a material itself but about how it was used.	
2.5	<i>"The over-sailing block needs to be rethought."</i>	
2.5.1	NH clarified that the under-croft was of concern as it could potentially offer shelter for the homeless/attract the "undesirables".	
2.5.2	BW and MS stated the tower facing the Stonebow in the current scheme "does not work".	
2.6	<i>"The civic space is very important and should not be lost."</i>	
2.6.1	CJ noted the importance of the civic space was agreed by all. It was noted that the site is tight and accommodating the clients requirements and a civic space is challenging.	
2.6.2	IA questioned if a development with 6 storeys to Black Horse Lane would permit a greater civic space adjacent to the Stonebow. RMJM noted there would be cost /space impact due to building regulations. MS referred to the Masterplan having only localised areas at six storeys. It was discussed the proposed civic space in option 4 would be large enough and could potentially work very well.	
2.6.3	NH advised progress is on-going with leasing parking within the adjacent Black Swan Pubcar park. CJ stated if this is not possible layby parking would most likely have to be incorporated along Dundas street. BW commented on the importance of this link to the future St Johns Square and was not supportive of parking on Dundas Street and noted Highways input to be sought.	
2.7	<i>"The corner tower could be replaced by an empty space and a civic space or relocated."</i>	
2.7.1	The importance of a strong corner on The Stonebow and Dundas Street was agreed by all. NH recalled the corner facing St.Johns Square is also important.	
2.8	<i>"The position and height of the Bio-Tower in relation to phase 1 Hungate RES."</i>	
2.8.1	MS clarified consequently the planning authority having looked at the first phase of the Hungate development, its overall height with living rooms on the corners, are less concerned now and accept that the Bio-Tower will be at least one storey higher than the office block.	
2.8.2	RMJM to address this acoustic criterion for any noise from the Bio-Tower	RMJM
2.8.3	CJ acknowledged that the proposed cladding to the Bio-tower is likely to	



Item	Notes	Action
	remain as timber. MS agreed that the Bio-Tower should be treated as a feature or a landmark being "aesthetically attractive".	
2.9	<i>"Overhang to street edge on Dundas Street."</i>	
2.9.1	CJ noted this was seen as the connection between the civic space and St Johns Square. CJ clarified in option 4 the building comes directly down to the pavement. BW stated that loosing the colonnade is welcomed.	
2.10	<i>"Proximity and design of elevations facing other developments (taking account of adjacent functions)"</i>	
2.10.1	CJ noted that the imagery to date of the design are work in progress, design development gable end walls was still on-going.	
2.10.2	BW noted concern of Dundas Street looking like a canyon due to blank elevations. MS continued to suggest replicating the Navigation Wharf type environment and to break up the elevation to reduce the perceived height of the building.	
2.10.3	BW clarified there had been confusion as to where the building sits in relation to the footpath. This was clarified earlier in the meeting – refer to 2.1.3.	
2.10.4	MS noted that Dundas Street is servicing the basements for the phase 1 and 2 of the Hungate masterplan and mentioned that John Thompson would like to realign the Black Horse Lane.	
2.10.5	MW noted that it is not possible to build onto the old substation location due to the cabling underground. IA stated that the corner layout of Dundas Street and Black Horse Lane will be used by larger vehicles and is under consideration/discussion.	
2.10.6	TH highlighted confidentiality issues with residential development looking into council offices. NH noted this can be managed.	
2.11	<i>"Location of parking to comply with access issues."</i>	
2.11.1	CJ agreed that the head on parking on Dundas Street was not the ideal solution but the brief requires a provision of disabled car parking spaces and a drop off. NH recalled progress is on-going with leasing parking within the adjacent Black Swan Pubcar park	
2.11.2	The merits of different locations in reference to option 4 for the drop-off provision were discussed. <ul style="list-style-type: none"> • On the Stonebow in front of the civic space • On the Stonebow adjacent to the civic space as part of the carriageway. • On Dundas Street adjacent to the civic space • On Stonebow in front of the adjacent proposed masterplan block – to use a shared lay-by off the main carriageway. It was agreed this was the preferred option. 	
2.11.3	MS noted available space of the old substation location could be used for bicycle parking. CJ clarified the requirement is for staff bicycle storage to	

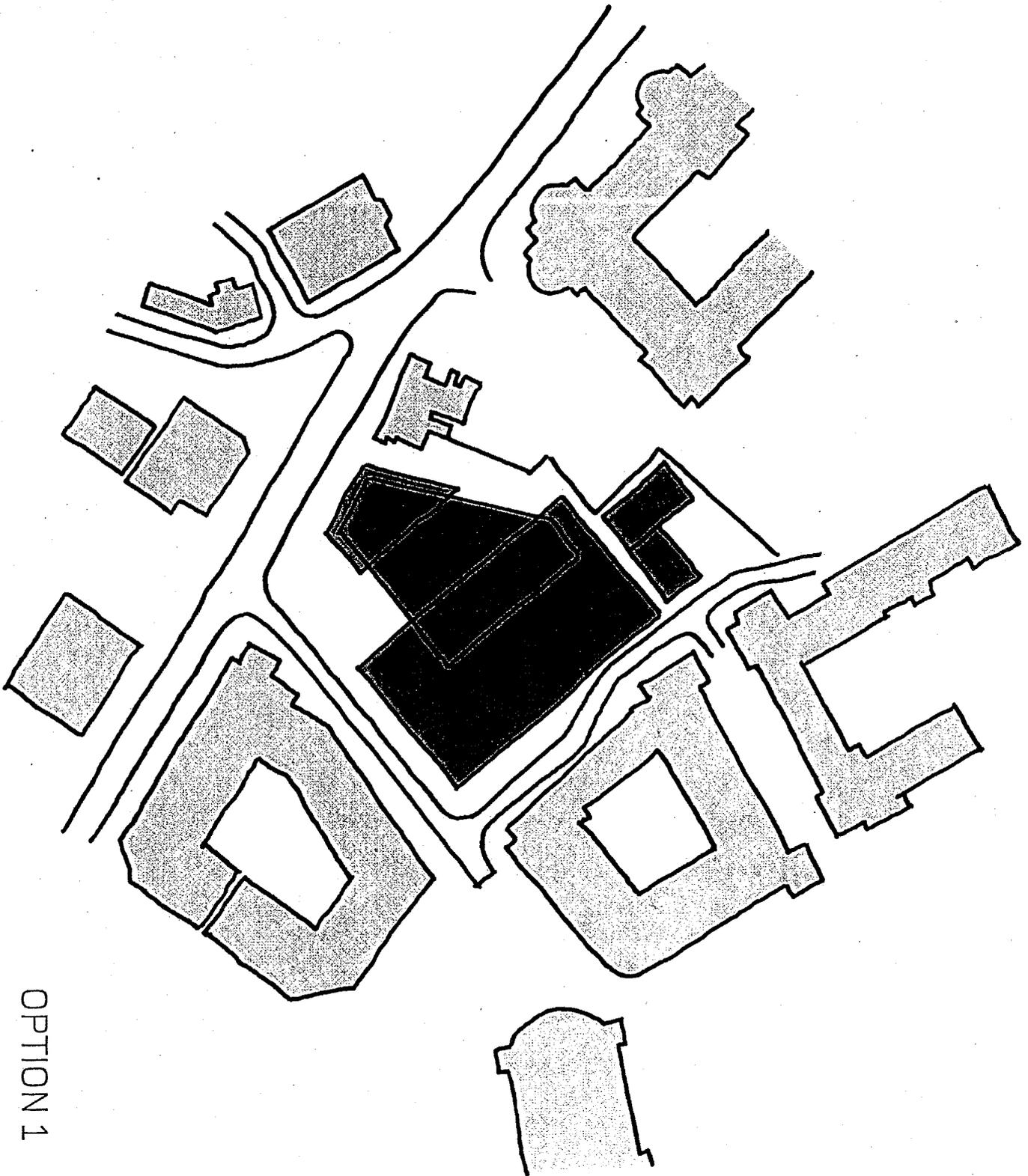


Item	Notes	Action
	be covered and secure but acknowledged after the Black Horse Lane road realignment exposed bicycle racks may be incorporated. BW underlined that this is important so that there is reduced/no bicycle parking in St. John's Square.	
2.11.4	The boundary line between the CYC site and the Black Swan Pub was discussed. CJ noted not having a physical boundary the civic space would be perceived to expand to incorporate the Black Swan Pub. CYC to pursue further with the Black Swan Pub.	CYC Project Team
2.11.5	CJ clarified If negotiations to lease parking spaces are not possible the preferred solution would be head-on parking on Dundas street. BW voiced strong dislike to this solution due to visibility and usability issues. It was noted basement parking was not achievable within the budget constraints of the project.	
3.0	Context	
3.1	RMJM to prepare documentation to illustrate a 5 storey building set back from the Black Swan Pub. It was agreed that the set back that creates the civic space would alleviate the transfer of scale between the CYC offices and the Black Swan Pub.	
3.2	CJ noted that the city wide context has been communicated to the client and the planners including richness, solidity, delicacy, the tactile and the brief requirements	
3.3	BW expressed concern the current imagery does not convey delicacy in relation to the human scale. BW described the Minster is of grandiose scale but through the detailed façade has a transition to the human scale.	
3.4	CJ stated brick and timber are still the preferred materials. BW agreed with this in principle. CJ noted the possibility of the use of stone in lieu of concrete - RMJM to review and develop.	
3.5	CJ stated that option 4 leads to a more formal architectural response. It was agreed this would be appropriate	
4.0	Concept and Diagram	
4.1	CJ referred to the earlier discussions during the meeting and noted in summary it was agreed that: <ul style="list-style-type: none"> • External public space is not appropriate requirement for the internal atrium • There is the need/desire for civic space externally and in front of the north elevation • There will be a reconfigured civic space along The Stonebow • Building footprint will be of square form solution and will respond to CABE's comments to integrate all functions. • The diagram will correspond to the power and strength in conjunction with the existing brief (approachable, delightful etc.) 	
5.0	Massing and Scale	
5.1	It was agreed that the proposal at 5 storeys high on all 4 sides will need to be visualised and the massing developed. It was agreed the office and	

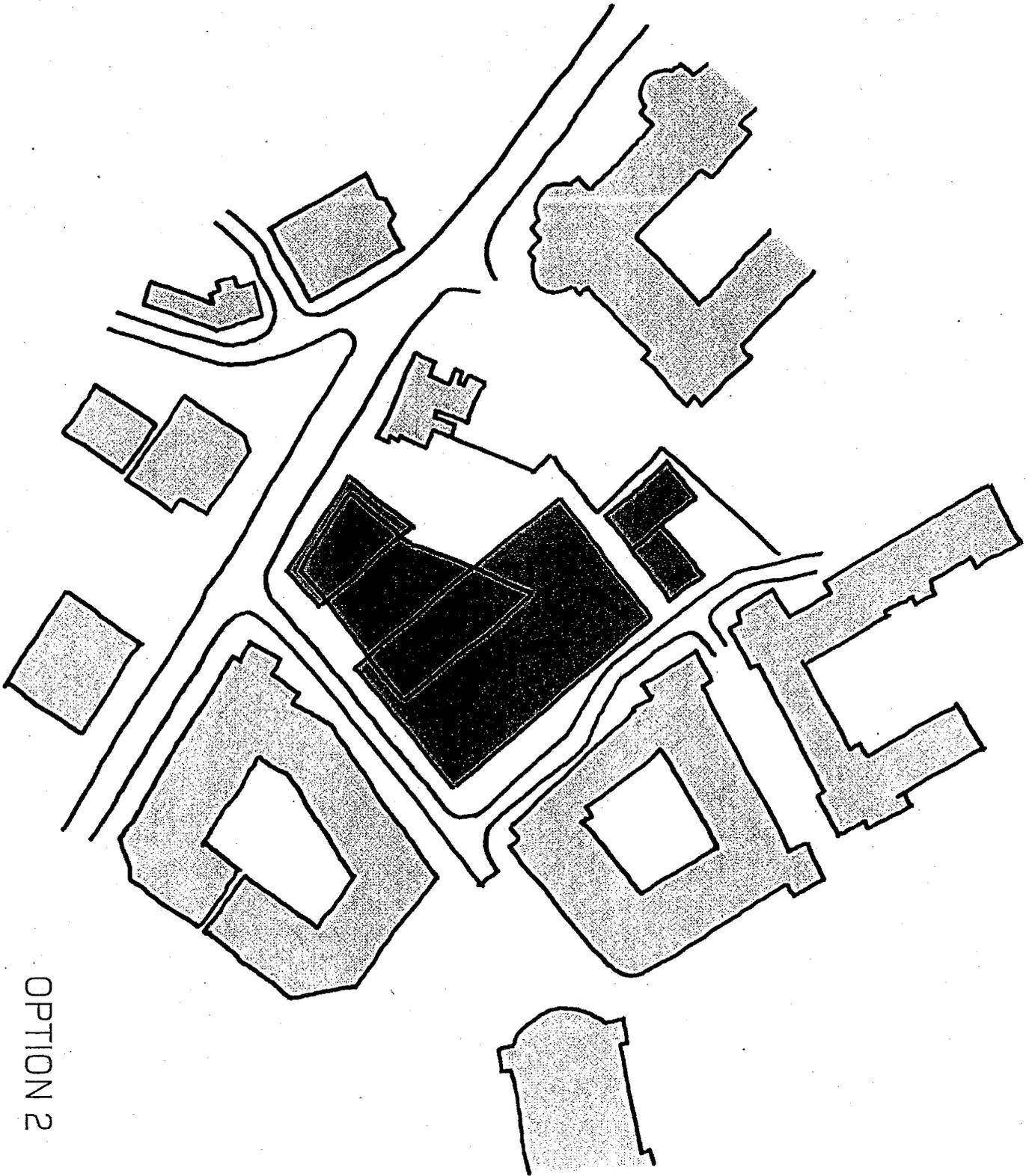


Item	Notes	Action
	conference facilities (including the York Contact Centre) will be designed and expressed as one integrated building.	
6.0	Plan Form	
6.1	It was agreed to develop option 4. CJ noted this will require a re-planning taking into consideration the positive aspects of the stage C plan layouts and shall incorporate observations from CABE when received.	
7.0	Materiality and Indicative Cost	
7.1	All agreed on the proposed materials as being appropriate and cost effective. The new diagram suggests a review of the structure and servicing strategy will be required. It would be intended to build upon the research already conducted.	
8.0	CYC Design Issues/Observations	
8.1	No further comments were added	
9.0	Discussions, Other Issues, Way Forward	
9.1	MS referred to the masterplan, which already has variation in height. NH noted that the variation is dependant on internal use. The merits of the use of 6 storeys to break the roofline were discussed.	
9.2	NH confirmed concern had been expressed (not from planning) of the roofline being too monotonous it was agreed by all parties that it would be positive if the building should contrast with the surrounding masterplan, as such a strong roofline would help to achieve this.	
9.3	NH noted that the roof to the atrium space and the height of the Bio-tower already break the roofline.	
9.4	Overall acceptance was expressed towards the 5 story height of the proposal throughout. MS voiced the requirement of not creating a canyon like effect and BW added that the building is a feature building and should have the same prominence.	
9.5	CJ noted that the Black Swan Pub, although small of scale, is very powerful with its colour and location, a visual power. BW expressed support to expose another elevation of the Black Swan Pub	
9.6	PW pointed out that the original masterplan intended to keep the hostel with its scale that is described as inappropriate. BW concluded that the scale described in the masterplan is a negotiated outcome.	

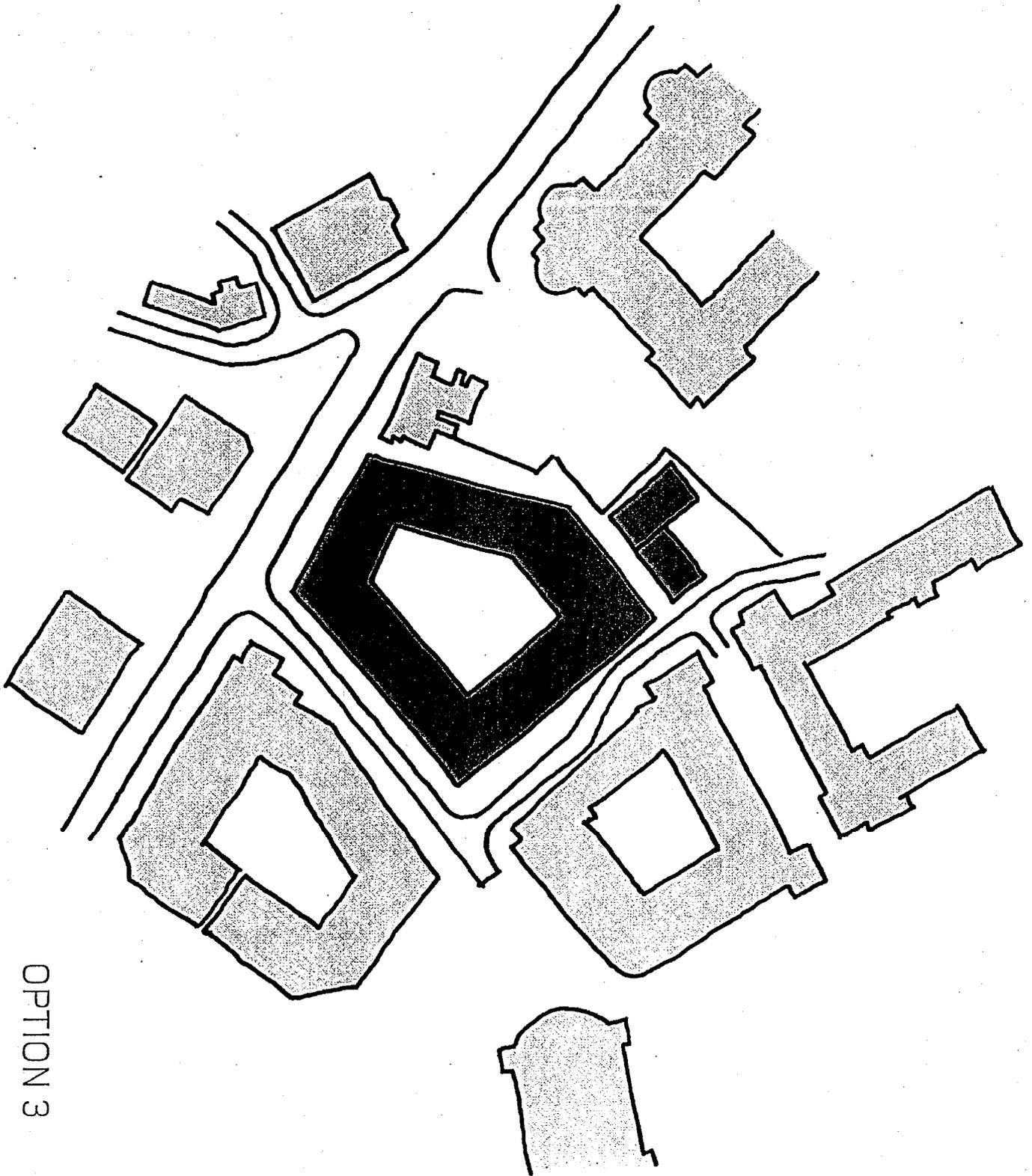
Eva Nie
for RMJM Scotland Limited



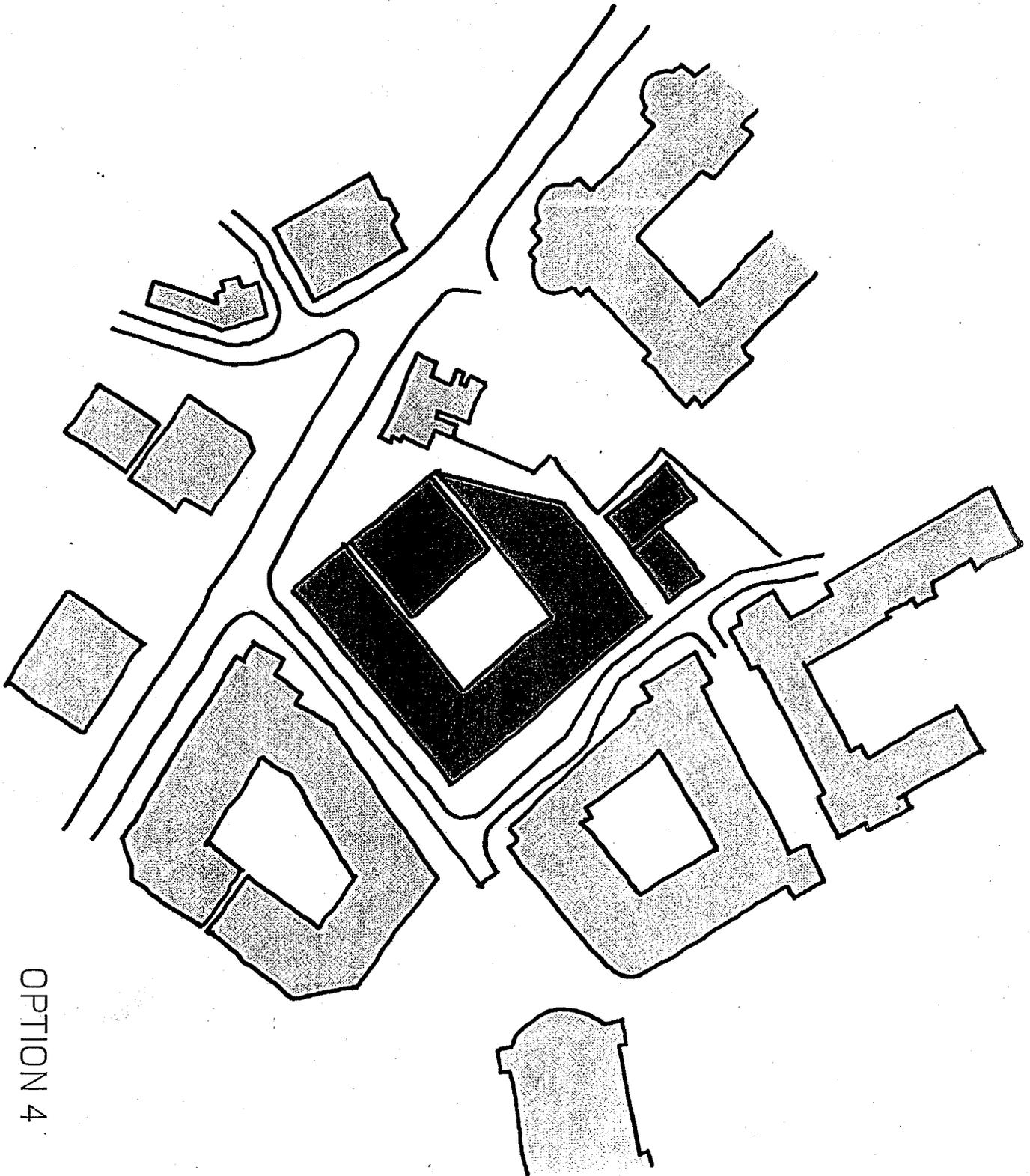
OPTION 1



OPTION 2



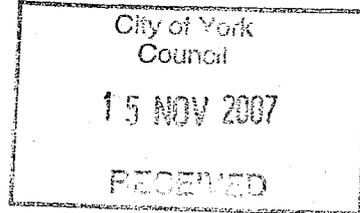
OPTION 3



OPTION 4

14 November 2007

Chris Jones
 RMJM
 10 Bells Brae
 Edinburgh
 EH4 3BJ



Our Ref: DR/D/320/5378

Dear Chris Jones

YORK: COUNCIL OFFICES, HUNGATE

Thank you for consulting the Commission for Architecture and the Built Environment (CABE) about this proposal. We have been unable to visit the site specifically for this review, but members of the staff team have prior knowledge of it, and we have a fair understanding of it and its context from the information supplied. The information provided (plans, sections, elevations, visualisations) has been considered by the vice-chair of design review, Simon Allford, and design review staff. CABE's views, which supersede all views which may have been expressed previously, are set out below.

While we support the idea of consolidating many of the council's activities into a single building on this site, we have a number of concerns about the basic diagram for this proposal, its architectural resolution, and the consequences for the building's relationship with its context.

First, we question the way that the building has been divided into a public civic element and a private office element on plan and in terms of its architectural expression. One consequence of focusing the civic element over several floors at the front of the site is the location of uses alongside the Dundas Street colonnade - standard office space and perhaps parking - which are unlikely to adequately activate this important route into the new Hungate development.

In architectural and townscape terms, we do not think the different expressions of each element either work in their own terms or combine successfully as a coherent whole. We find the 'piano nobile' treatment of the first floor of the civic element visually confusing in relation to which is the primary civic level of the building. On

the basis of the visualisations so far produced, we think that the solidity and scale of the office block could make it overly dominant in relation to the listed Black Swan in some key views. The highly articulated civic element has a sense of being bolted on to the more solid office element, and the common use of brick is not sufficient to hold the two elements together visually.

Second, we question the location of the cores within the office block element which results in largely blank east and west elevations. In urban terms, it seems odd to deaden visually these streetscapes given that both routes are envisaged as important pedestrian or cycle connections. It also strikes us that this core arrangement does not make sense in terms of sustainable design. Placing windows in the east and west elevations seems to us to be a preferable way of allowing daylight into the office interior, as the current strategy of placing much of the fenestration on the south elevation means that solar gain is a greater issue.

Finally, while we support the idea of providing public space in this project, we do not think that the space as proposed is likely to be a pleasant and useful amenity to users of the building or the city in general. The undercroft nature of much of the space means it will be difficult to make attractive, and we think its division into external and internal areas is unsuccessful. The key is to have a space of a size and character that is appropriate for the way in which it will be used, and we think other options should be explored.

In conclusion, these concerns suggest to us that the building's diagram and architectural expression need to be rethought, with a view to producing a building that is more coherent and relates more positively to its context.

Please keep us informed of the progress of this scheme. If there is any point that requires clarification, please telephone me.

Yours sincerely



Dan Thomson
Design review advisor



Janine Riley

City of York Council

Confidentiality

Since the scheme is not yet the subject of a planning application, the advice contained in this letter is offered in confidence, on condition that CABA is kept informed of the progress of the project, including when it becomes the subject of a planning application. CABA reserves the right to make its views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require CABA's views to be kept confidential, please contact Liz Brown (lbrown@cabe.org.uk).

Please note that CABA is subject to the Freedom of Information Act 2000 (FOIA). CABA handles requests for information according to the provisions of the Act, and its decisions under FOIA are subject to challenge. Where this letter is copied to the relevant local planning authority and other agencies, those bodies are subject to FOIA and may release information when requested irrespective of CABA's wishes.





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Agenda

Job title City of York – Administration Accommodation

Job number 3120

Place & time 11.00pm 20 George Hudson Street

Purpose Planning Meeting No.5

Attendees

Alison Fisher	English Heritage ✓
Bill Woolley	CYC Director of City Strategy ✗
Mike Slater	CYC Assistant Director Planning ✓
Janine Riley	CYC Conservation Architect ✓
Gareth Arnold	CYC Development Control Area Lead ✓
Neil Hindhaugh	CYC Project Champion ✓
Ian Asher	CYC Head of Strategic Business & Design ✓
Maria Wood	CYC Project Manager ✓
Peter Appleby	CYC Design Manager ✓
Chris Jones	RMJM ✓
Phil Gray	RMJM ✓

Reference 3120

Date 5th December 2007

Agenda

- 1.0 Introductions
- 2.0 Summary of Planning Meeting 12 November 2007 ✓
- 3.0 Building Diagram
- 4.0 Design Development
 - 3.1 Scale & Mass
 - 3.2 Civic Space
 - 3.3 Arrival & Entrance
 - 3.4 Building Organisation
 - 3.5 Car Parking and Landscape Strategy
- 5.0 Way Forward

- 180 laborer Brass Survey.
- need to relate to its scale.
- return to sheet edge.
(x5 strength) = 20m deep wedge.
- odd urban spaces generally - use Δ of (one) opposite
"be pass" to sheet.

From: MASSEY, Richard

Sent: 03 December 2007 08:14

To: WILSON, Kate; ALLEN, Tim; BARGE, Melanie; BATCHELOR, Dave; BOURNE, Lucy; BOWDLER, Roger; BRANSE-INSTONE, Eric; BRINDLE, Steven; BUSBY, Peter (Buzz); CHADBURN, Amanda; COLE, Sarah; COLE, Sue; COLLINS, Mike; COPPACK, Glyn; DAVISON, Andrew; DOUGLAS, Mark; EMERICK, Keith; ETTÉ, John; FLEMING, Tony; GEORGE, Ian; GERRARD, Sandy; GOULD, Shane; GUTHRIE, Jill; HEATH, Julian; HOLYOAK, Vince; HOOLEY, Dave; HUMBLE, Jon; HUMMERSTONE, Jill; ILES, Robert; KENDALL, Peter; KLEMPERER, Bill; LOVEJOY, Anne; MASSEY, Richard; MCAVOY, Fachtna; MCMAHON, Phil; TURNER, Michael; MILES, David; MILLER, Keith; MORRISON, Ian; OLIVIER, Adrian; OXLEY, Ian; JEFFERY, Paul Philip; PEMBERTON, Pippa; PHILLIPSON, Rosemary; PORTER, Deborah; PORTER, Roy; PRIDDY, Debbie; REDFERN, Neil; ROBERTS, Patricia; ROBERTS, Paul; ROBINSON, Ken; ROEBUCK, Judith; O'DONNELL, Rory; RUSSELL, Charlotte; GIBSON, Sarah; SCHOFIELD, John; SCULL, Chris; SKINNER, Caroline; STOPFORD, Jennie; THOMAS, Roger M; TROW, Steve; WALKER, Philip; WELCH, Chris; WELFARE, Humphrey; WENT, Dave; WHYTEHEAD, Robert

Subject: Environment Agency: Scheduled monuments in Flood-Risk Zones

Dear All,

Peter Murphy and I have recently been consulted re proposals for sustainable conversion of a scheduled C19 fort into apartments at Gosport. Proposed works have been approved in principle, but the EA have pointed out that the monument, and most particularly its access road, lies within a flood-risk zone. As EA will stipulate the need for dry access to the development as a condition of planning, the developer will need to consider some form of high-level access, but it is not yet clear whether this would be acceptable from the point of view of surrounding ecological constraints or monument setting.

Is anyone aware of comparable conversions of HE assets in vulnerable coastal locations where planning permission has been granted? ie. Martello Towers, Lighthouses, Warehouses etc. Any information welcome.

Richard

Dr Richard Massey
Inspector of Ancient Monuments for Hampshire, Surrey and IoW
01483 252046
07889 808143

FISHER, Alison

From: FISHER, Alison
Sent: 06 December 2007 17:02
To: REDFERN, Neil
Subject: CofY offices, Hungate

Neil

A note to advise that I attended a meeting yesterday with CofY planners and project managers to see a presentation by the architects RJMJ of their second attempt to achieve an acceptable footprint and massing for the proposed new council offices.

The initial scheme had been heavily criticised by EH and many CofY officers and had been pulled. The architects have reconsidered the issues we raised in tandem with the brief set for them by the council's project board (we have no access to this and rely on a verbal commentary) and produced a massing diagram for discussion. The meeting had the benefit of a power point presentation but I have no drawings to share. I advised that we (Diane and Giles) had looked at a sketch and were critical of the massing and impact on both the Black Swan (II*) and the medieval street form around Peasholme Green. I advised that I would naturally wish to share the emerging scheme with colleagues (at least at a team meeting initially) but was unable to persuade RJMJ to part with any illustrations in advance of the next meeting. This has been fixed for 20 December when a video of the sketch will be visualised in the street scene.

In the meanwhile at a meeting today of the York Design Group, Bill Woolley and Mike Slater both let it be know that they were deeply unhappy with the sketch and "needed all the support they could get" from external advisers. I will feedback information when I have it.

Alison

From: REDFERN, Neil
Sent: 07 December 2007 12:53
To: JAGO, Maddy
Cc: FISHER, Alison
Subject: RE: CofY offices, Hungate
Maddy

To flag a potential difficult case in York.

Neil

Neil I. Redfern
Team Leader - North Yorkshire
Inspector of Ancient Monuments
English Heritage Yorkshire and The Humber Region
37 Tanner Row
York
YO1 6WP
Direct dial: 01904 601897
Mobile: 07967 722664
Fax: 01904 601997
Email: neil.redfern@english-heritage.org.uk

-----Original Message-----

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Sent: 06 December 2007 17:02
To: REDFERN, Neil
Subject: CofY offices, Hungate

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Alison



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Notes of Minutes

Job title City of York Council - Office Accommodation Project

Job No. 3120

Purpose ~~English Heritage / Planning Meeting~~

Present

Neil Hindhaugh	CYC Assistant Director Property Services
Janine Riley	CYC Conservation Architect
Mike Slater	CYC Assistant Director Planning
Gareth Arnold	CYC Development Control Area Lead
Ian Asher	CYC Head of Strategic Business & Design
Peter Appleby	CYC Design Manager
Maria Wood	CYC Project Manager
Chris Jones	RMJM
Phil Gray	RMJM

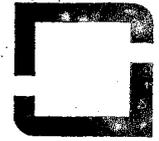
Reference 3120

Date ~~20 December 2007~~

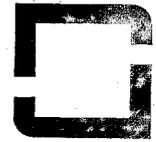
Circulation Those present +
EN, PW, LM/File

HAPP!

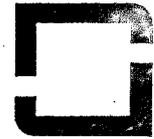
Item	Notes	Action
	CJ recalled design development was still at Stage C and reminded all that information to be presented during the meeting is a Stage C scheme in a Stage D medium and for all to note that these are not final designs.	
	CJ Presented different options for the extended public realm/St Saviours place revised layouts. Its was agreed option 1 to be the preferred design	
	CJ noted a revised tree specification to be Lime trees - EH and JR. observed sticky secretion issues associated with this.	
	RMJM presented animated sequence of the design proposals	
	NH summarised the Client view: <ul style="list-style-type: none"> • Liked as a concept • Design must work inside-out, • Public space set back from road is much better. • Does not look as solid by articulation of the elevations. • Believes design is more appealing and welcoming. • Provides something different from all aspects of building. 	



Item	Notes	Action
	<p>GA noted the images of the bio-tower bridges look heavy/stretched and noted whilst there is local precedent for this the links tend to be higher levels. Low level does feel a bit heavy and potentially may obscure the views.</p> <p>JR summarised feedback to the animation as follows:</p> <ul style="list-style-type: none"> • acknowledged the concept of the building is stronger but is difficult to scale. • Noted the solid "boxes" coming through the glazed screens allows people to choose which mass they want to see. The composition gives multiple corners/lines for people to distinguish and creates a level of articulation. • Concerned over extent of glazing in terms of BREEAM – CJ noted this is still to be worked through. • Agree with AF in terms of the top North West corner. The idea is right but something not quite right in the design requires further articulation. • Concerned about night persona, would like to see the proposal. • Would like to see the scheme in a wide city context, It was noted Norwich Union and the old GNER HQ are similar heights of building. <p>MS summarised feedback to the animation as follows:</p> <ul style="list-style-type: none"> • The still perspectives are taken with a wide angle and is not how we would strictly see the building • Gives impression of a unified building • Supportive of the design as it is distinguishable from other offices and the rest of the Hungate development with the ability to achieve the "wow" factor. • Recognises whatever goes there will always be difficulties, the fundamental issues of a small scale building against a large scale development. • Main entrance is a bit lost. • Issues to treatment around black swan and how to deal with practicalities, bins, deliveries, etc. • St Johns Square - acknowledge need something on the corner. • Can see how night image will be and to see the building differently. • The choice of materials is important. <p>AP noted the opportunity for materials to be locally sourced and questioned if the brief is to have local supply behind the building. CJ confirm the Design Team are researching locally sourced materials on principle and for sustainability reasons, to be used as much as practically/economically possible.</p> <p>CJ described the curtain walling to have depth/fin like qualities and the importance to retain this quality.</p> <p>CJ confirmed the decorative work to the solid areas of cladding is an abstraction of the York white rose.</p>	



Item	Notes	Action
	<p>GA noted the images of the bio-tower bridges look heavy/stretched and noted whilst there is local precedent for this the links tend to be higher levels. Low level does feel a bit heavy and potentially may obscure the views.</p>	
	<p>JR summarised feedback to the animation as follows:</p> <ul style="list-style-type: none"> • acknowledged the concept of the building is stronger but is difficult to scale. • Noted the solid "boxes" coming through the glazed screens allows people to choose which mass they want to see. The composition gives multiple corners/lines for people to distinguish and creates a level of articulation. • Concerned over extent of glazing in terms of BREEAM – CJ noted this is still to be worked through. • Agree with AF in terms of the top North West corner. The idea is right but something not quite right in the design requires further articulation. • Concerned about night persona, would like to see the proposal. • Would like to see the scheme in a wide city context, It was noted Norwich Union and the old GNER HQ are similar heights of building. 	
	<p>MS summarised feedback to the animation as follows:</p> <ul style="list-style-type: none"> • The still perspectives are taken with a wide angle and is not how we would strictly see the building • Gives impression of a unified building • Supportive of the design as it is distinguishable from other offices and the rest of the Hungate development with the ability to achieve the "wow" factor. • Recognises whatever goes there will always be difficulties, the fundamental issues of a small scale building against a large scale development. • Main entrance is a bit lost. • Issues to treatment around black swan and how to deal with practicalities, bins, deliveries, etc. • St Johns Square - acknowledge need something on the corner. • Can see how night image will be and to see the building differently. • The choice of materials is important. 	
	<p>AP noted the opportunity for materials to be locally sourced and questioned if the brief is to have local supply behind the building. CJ confirm the Design Team are researching locally sourced materials on principle and for sustainability reasons, to be used as much as practically/economically possible.</p>	
	<p>CJ described the curtain walling to have depth/fin like qualities and the importance to retain this quality.</p>	
	<p>CJ confirmed the decorative work to the solid areas of cladding is an abstraction of the York white rose.</p>	



Item	Notes	Action
	<p>JR commented the development if the interior of plan to be interesting.</p> <p>CJ described the opportunities of the atrium and voids within the plans to allow views for the street through the building and also internal visual links through building to the surrounding context and the Minister.</p> <p>AF summarised currently EH support in general the design direction of the scheme.</p> <p>AF leaves meeting.</p> <p>JR noted she shall check for any information on the Black Swan Pub and its historic boundary.</p> <p>JR raised concern on Value Engineering dulling down the scheme and any cheapening of materials.</p>	
	<p>CJ summarised amenity body presentations as:</p> <ul style="list-style-type: none">• Stage C sign off end of January then CAAP, etc.• Move towards Stage D at end of March.• Design exhibition mid March <p>RMJM to prepare schedule of consultations</p>	RMJM

Phil Gray
for RMJM Scotland Ltd

IMPORTANT APPLICATIONS REVIEW MEMO

To: Neil Redfern

From: Alison Fisher

Date: January 17, 2008 *date formalised after M5's endorsement*

Re: City of York Council Offices, Stonebow, York

CASE DETAILS

- **Application status and background:**

Pre-application. The CofYC site is part of the previously approved outline application for mixed use scheme known as the Hungate site. The approval is for residential, commercial, leisure and council office use. Phase 1, the housing, has been approved in detail and construction work has commenced.

- **Proposal:**

CofYC wishes to co-locate its office staff from its 18 city centre sites into one building and to create additional (to the Guildhall) civic function space. The design philosophy which has been adopted by the architects commissioned by CofYC is to secure these functions in 3 separate buildings. These are the staff offices, the civic suites and the supporting service functions. Given the L-shape of the site, it is proposed to locate the civic suite to the Stonebow frontage with the office block behind and the "bio tower" as the service tower is known, to the rear of the Black Swan PH.

- **Significance of assets:**

The site is not within a CA but is immediately adjacent to the Black Swan (II*) and opposite St Anthony's Hall (II*). Further afield it is within the setting of the Minster, the city centre CA and Navigation Warehouse (gradell).

- **Potential impact of proposals on significance:**

The vistas to and from the site and in particular in relation to the Minster are significant as is the impact on the immediate setting of the Black Swan PH.

PRIMARY PURPOSE OF IAR

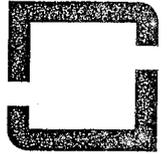
- To obtain regional review of a contentious / novel case

To alert RD and TLs to sensitive case and to consider appropriate handling

Alison Fisher

HAA

7.9.7



RMJM 10 Bells Brae Edinburgh EH4 3BJ
T 0131 225 2532 F 0131 226 5117 E edinburgh@rmjm.com W www.rmjm.com

Ref: 3120/PG/LAM

Alison Fisher
English Heritage
37 Tanner Row
York
YO1 6WP

23 January 2008

Dear Alison,

City of York Council Offices

Following our recent planning meeting on the 20 December 2007, please find enclosed 2 No. A3 copies of the plans, context sections, elevations and animation for your internal review as requested. Also attached are the proposed landscape options incorporating the development of Black Swan Pub and extended public realm to the Stonebow.

Should you require any further information do not hesitate to contact us.

Yours sincerely,

Phil Gray
p.gray@rmjm.com
for RMJM Scotland Ltd

encl.

cc. LM/File

IMPORTANT APPLICATIONS REVIEW MEMO

To: Neil Redfern

From: Alison Fisher

Date: January 24, 2008

Re: City of York Council Offices, Stonebow, York

CASE DETAILS

- **Application status and background:**
- **Pre-application.** The CofYC site is part of the previously approved outline application for mixed use scheme known as the Hungate site. The approval is for residential, commercial, leisure and council office use. Phase 1, the housing, has been approved in detail and construction work has commenced.

- **Proposal:**
- CofYC wishes to co-locate its office staff from its 18 city centre sites into one building and to create additional (to the Guildhall) civic function space. The design philosophy which has been adopted by the architects commissioned by CofYC was to secure these functions in 3 separate buildings. These were the staff offices, the civic suites and the supporting service functions. Given the L-shape of the site, it was proposed to locate the civic suite to the Stonebow frontage with the office block behind and the "bio tower" as the service tower is known, to the rear of the Black Swan PH. At the IAR held late last year colleagues were unanimous in their support for EH to press for radical revisions to the schemes concept and design. The purpose of the IAR on 28.01.08 is to update us on the recent revisions to the scheme.

- **Significance of assets:**

The site is not within a CA but is immediately adjacent to the Black Swan (II*) and opposite St Anthony's Hall (II*). Further afield it is within the setting of the Minster, the city centre CA and Navigation Warehouse (gradell).

- **Potential impact of proposals on significance:**
- The vistas to and from the site and in particular in relation to the Minster are significant as is the impact on the immediate setting of the Black Swan PH.

PRIMARY PURPOSE OF IAR

- To obtain regional review of a contentious / novel case
- To alert RD and TLs to sensitive case and to consider appropriate handling

-

Alison Fisher

HAA

24.01.08

IMPORTANT APPLICATIONS REVIEW MEMO

To: Neil Redfern
From: Alison Fisher
Date: January 28, 2008
Re: City of York Council Offices, Stonebow, York

CASE DETAILS

- **Application status and background:**
- **Pre-application.** The CofYC site is part of the previously approved outline application for mixed use scheme known as the Hungate site. The approval is for residential, commercial, leisure and council office use. Phase 1, the housing, has been approved in detail and construction work has commenced.

- **Proposal:**
- **CofYC wishes to co-locate its office staff from its 18 city centre sites into one building and to create additional (to the Guildhall) civic function space.** The design philosophy which has been adopted by the architects commissioned by CofYC was to secure these functions in 3 separate buildings. These were the staff offices, the civic suites and the supporting service functions. Given the L-shape of the site, it was proposed to locate the civic suite to the Stonebow frontage with the office block behind and the "bio tower" as the service tower is known, to the rear of the Black Swan PH. At the IAR held late last year colleagues were unanimous in their support for EH to press for radical revisions to the scheme's concept and design. The purpose of the IAR on 28.01.08 is to update us on the recent revisions to the scheme.

- **Significance of assets:**
The site is not within a CA but is immediately adjacent to the Black Swan (II*) and opposite St Anthony's Hall (II*). Further afield it is within the setting of the Minster, the city centre CA and Navigation Warehouse (gradell).

- **Potential impact of proposals on significance:**
- **The vistas to and from the site and in particular in relation to the Minster are significant as is the impact on the immediate setting of the Black Swan PH.**

PRIMARY PURPOSE OF IAR

- To obtain regional review of a contentious / novel case
- To alert RD and TLs to sensitive case and to consider appropriate handling

•
Alison Fisher

HAA

24.01.08

CITY OF YORK COUNCIL OFFICES, STONEBOW, YORK (HUNGATE SITE)

Important Application Review Meeting

Date: 28 January 2008

Attendees:	Maddy Jago (chair)	Kath Gibson	Lindsey Martel
	Alison Fisher (lead)	Trevor Mitchell	Keith Miller
	Neil Redfern	Keith Emerick	Richard Jaques
	Hilary Roome	Rebecca Rayner	Diane Green
	Jennie Dean	Vicky Ellis	Jenny Irvine
	Nicky Brown	Hum Welfare	

Key points / clarifications raised in IAR discussion

This site was discussed previously during an IAR in September 2007, with particular focus on the design and footprint of the site. The general conclusions were that the design was inappropriate for its use and setting. In addition, the footprint, mass and scale was not sympathetic to the historic nature of the surrounding area, and in particular, with the setting of the GII* listed Black Swan Pub. The previous scheme dwarfed the Black Swan as the building was overbearing in comparison, and this was compounded by the poor design.

These comments were fed back to the City of York Council (CYC) Procurement Group and their architects, and as a consequence they have re-examined the design and footprint of the building. The general thoughts were to create a much livelier design for the building and pull it further away (a more respectful distance) from the listed Black Swan. The result was that they changed the footprint of the building, pulling it back and angling it more so that the principal elevation to the building is pointing toward the side of the Black Swan. The height of the building has increased from 2 + storeys to 5 storeys.

The following issues were discussed:

- *The Setting of the Black Swan Pub*

CYC are considering how the setting of the Black Swan pub can be enhanced through the introduction of plazas and the increased pedestrianisation of the area. However, there are still unresolved issues, including the proposed disabled parking area and the need to consider setting the office building further back to reduce its dominance over the Black Swan. The truncated gable to the Black Swan would become even more exposed and this would need to be addressed whatever location was chosen for the offices (see discussion below under *The Gable End of the Black Swan Pub*).

The question was raised as to whether or not the setting issues would affect the significance of the Black Swan (whose grading is largely based upon its internal features and historic fabric) and how the Black Swan will operate in the future with the possibility of increased trade through the Hungate site. There is a need to consider the Black Swan's footprint, as increased trade may lead to a necessity to expand. For example, disabled access, which is currently not available, may become desirable with increasing business. Such plans could put the building's historic fabric at risk as the current position of the office building does not readily allow for expansion. The CYC landscaping design means they have essentially 'carpeted' the surrounding area and have not taken these issues into consideration. A possible precinct around the Black Swan should be examined further.

- *The Gable End of the Black Swan Pub*

Historically there would likely have been a building abutting the Black Swan, and without one the building looks odd standing alone. There were discussions about positioning a building alongside the Black Swan and it was noted that the rear of the Black Swan contains the refuse bins etc... and is therefore not the best view to utilise for the main entrance to the HQ building. Suggestions were made of moving the entrance to the HQ building to the right.

- *Impact of Storey Height and EH's Generic Position on Tall Buildings in York*

There were discussions with regard to storey height and the possible impact a 5 storey building would have on the surrounding heritage assets and on the character of the nearby Conservation Area. There was a query over whether EH had commented on this issue during a previous application for the site. EH has commented on the outline application, which was to establish the basic principles for the Hungate site, but was not specific to the CYC office building as it was outside the red line area of the Hungate scheme.

A question was raised as to whether we had any generic position on tall buildings within York. Although we do not have a position at present this is something which should come out of the York Conservation Area Appraisal. Previously there has been a fairly relaxed view as a building over four storeys had yet to be proposed.

- *Highway Works to the Stonebow Streetscape*

CYC are also planning highway works to the Stonebow streetscape at the front of the Council Office building. Suggestions were made with regard to changes to road width and levels, which could be used to improve the setting of the Black Swan and also the GI listed St Anthony's Hall across the street. CYC do plan to change the atmosphere of Stonebow by looking into the possibility of reducing road usage to buses and restricting car access. Similarly, they are looking at narrowing the road in order to create better public spaces. Again this is to be done with the setting of the heritage assets in mind, particularly as it could curb the impact that the increased storey height may have on the Black Swan.

- *The Concept of Peasholme Green*

There was discussion over the concept of Peasholme Green and how this should be incorporated into the Council's landscaping scheme for the area.

- *Views from the Minster*

Views from the Minster toward the CYC offices, and vice versa, were an issue and it is unclear how these would be affected by the building. This has yet to be addressed by CYC through the creation of relevant plans and drawings.

- *The Future of the Current 18 Sites Used by the Council*

The question over the future of the current 18 sites used by the Council once the new offices are built was raised again. Our concerns, particularly in respect of the listed buildings (e.g. GI* St Leonard's Place and the GI Guildhall), have been flagged with the council but there have been no detailed discussions so far. St Leonard's Place has been sold and needs to be vacated by 2010. This issue needs to be raised again with CYC.

Position of English Heritage

EH is pleased with the overall changes made to the design of the building, it is of a high quality and is fitting for the HQ of a major local authority. However, good quality materials must be used due to the buildings prominent location within York. A preference for the use of stone for the elevations and bronze for the fenestration details was expressed. The plans also offer great scope to enhance the urban spaces in the surrounding area. However, there are concerns that still need to be addressed with regard to the setting and future operation of the GI* listed Black Swan. Similarly, a further understanding of Peasholme Green as a place and how it will operate is needed, together with clarity over views from the Minster. Finally, further discussion is required with the Council over the issue of the 18 council buildings that are currently in use and what CYC's future plans for those buildings are. This could also be used as an opportunity to encourage CYC to continue devising a Conservation Area Appraisal for York.

Actions

- Alison to feedback comments at the next C of YC Offices meeting in a fortnight

FISHER, Alison

From: FISHER, Alison
Sent: 28 January 2008 17:47
To: 'Philip Gray'
Cc: janine.riley@york.gov.uk
Subject: RE: City of York Council Office Accommodation project - Revised Proposed Meeting 13th February.

Phil

This is fine for me. We held our Important Application Review meeting today (I had originally pencilled it in for the 11th, not expecting your dwgs and animation so soon). There was a considerable degree of support for the design approach but much discussion about both the public realm and the way in which the Black Swan will be incorporated into the layout. I will elaborate on the 11th but matters such as wheely bins, deliveries, outdoor drinking, and general pressure on the fragile historic fabric (disabled access to the first floor room for instance) were expressed as well as clarity for the office entrance, the re-use of the council's existing portfolio of historic buildings, in particular the Guildhall and the need to make Peasholme Green part of the cluster of new development. Materials were also of major interest and concern to get it right for a civic structure.

Regards
Alison

-----Original Message-----

From: Philip Gray [mailto:P.Gray@RMJM.COM]
Sent: 28 January 2008 17:37
To: FISHER, Alison; ian.asher@york.gov.uk; mike.slater@york.gov.uk; janine.riley@york.gov.uk; gareth.arnold@york.gov.uk; maria.wood@york.gov.uk; Appleby, Peter
Cc: Chris Jones; Leigh Muldownie; Philip White; Iain McNab
Subject: RE: City of York Council Office Accommodation project - Revised Proposed Meeting 13th February.

Sorry, for the inconvenience. Could all please confirm availability for Monday 11th February at 11.00am.

Many thanks

Phil Gray

Associate

RMJM 10 Bells Brae Edinburgh EH4 3BJ

Registered in Scotland No.101343

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E p.gray@rmjm.com

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From: FISHER, Alison [mailto:Alison.Fisher@english-heritage.org.uk]
Sent: 28 January 2008 08:59
To: Philip Gray; ian.asher@york.gov.uk; mike.slater@york.gov.uk; janine.riley@york.gov.uk; gareth.arnold@york.gov.uk; maria.wood@york.gov.uk; Appleby, Peter
Cc: Chris Jones; Leigh Muldownie; Philip White; Iain McNab
Subject: RE: City of York Council Office Accomodation project - Revised Proposed Meeting 13th February.

Phil

Sorry - Can't do that week after Tuesday - could do Monday...

Alison

-----Original Message-----

From: Philip Gray [mailto:P.Gray@RMJM.COM]
Sent: 25 January 2008 16:13
To: ian.asher@york.gov.uk; mike.slater@york.gov.uk; janine.riley@york.gov.uk; gareth.arnold@york.gov.uk; maria.wood@york.gov.uk; Appleby, Peter; FISHER, Alison
Cc: Chris Jones; Leigh Muldownie; Philip White; Iain McNab
Subject: FW: City of York Council Office Accomodation project - Revised Proposed Meeting 13th February.
Importance: High

RE City of York Council Headquarters Development

All

Mike is not able to meet the 12th. Please can all confirm availability for Wednesday 13th February, 11.00am at 20 George Hudson Street.

Many thanks

Phil Gray

Associate

RMJM 10 Bells Brae Edinburgh EH4 3BJ

Registered in Scotland No.101343

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From: Slater, Michael [mailto:Michael.Slater@york.gov.uk]
Sent: 25 January 2008 10:18
To: Riley, Janine; Philip Gray

Annex E

Cc: Arnold, Gareth; Leckenby, Shirley
Subject: RE: City of York Council Office Accomodation project - Proposed Meeting 12th February.
Importance: High

I have a real problem with the morning of the 12th Feb as is is the first day of Derwenthorpe Village Green Public Inquiry (10.00 start) I need to attend at the start of the village Gren Inquiry. is it possible to meet in the afternoon or on the 13th??. I would like to be involved.
Mike

-----Original Message-----

From: Riley, Janine
Sent: 25 January 2008 10:02
To: 'Philip Gray'
Cc: Slater, Michael
Subject: RE: City of York Council Office Accomodation project - Proposed Meeting 12th February.
Phil

I have forwarded your e-mail. You have the correct address for Mike so I'm not sure why it bounced back.

The date is OK for me. Do you have any papers for the meeting?
Thank you
Janine

-----Original Message-----

From: Philip Gray [mailto:P.Gray@RMJM.COM]
Sent: 24 January 2008 14:06
To: Riley, Janine
Subject: FW: City of York Council Office Accomodation project - Proposed Meeting 12th February.

Janine

My email has bounced back from Mike's address - please could you forward the invite to him.

Many thanks

Phil Gray

Associate

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Registered in Scotland No.101343

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E p.gray@rmjm.com

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From: Philip Gray
Sent: 24 January 2008 14:04
To: 'Ian Asher (ian.asher@york.gov.uk)'; 'bill.woolley@york.gov.uk'; 'mike.slater@york.gov.uk'; 'janine.riley@york.gov.uk'; 'gareth.arnold@york.gov.uk'; 'Neil Hindhaugh (neil.hindhaugh@york.gov.uk)'; 'Maria Wood (maria.wood@york.gov.uk)'; 'Appleby, Peter'; 'Alison Fisher (alison.fisher@english-heritage.org.uk)'
Cc: Chris Jones; Leigh Muldownie; Philip White; Iain McNab
Subject: City of York Council Office Accomodation project - Proposed Meeting 12th February.

RE City of York Council Headquarters Development

All

We are seeking to set up our next meeting with CYC planning and English Heritage to present design development. We would like to organize this for the week commencing 11th February.

Please could you confirm your availability to meet Tuesday 12th February at 11.00am at 20 George Hudson Street

Regards

Phil Gray

Associate

RMJM 10 Bells Brae Edinburgh EH4 3BJ

Registered in Scotland No.101343

T 0131 225 2532 F 0131 226 5117 W www.rmjm.com

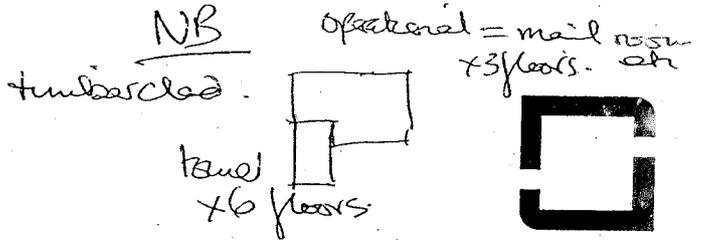
E p.gray@rmjm.com

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 T 0131 225 2532 F 0131 226 5117 E.Edinburgh@rmjm.com W www.rmjm.com

- Roof lights will project above doter line taken from Redline to New Rd wall face.

Agenda

Job title York Council Headquarters

Job number 3120

Place & time Location to be confirmed - at 3.00 pm

- Attendees
- Ian Asher CYC Head of Strategic Business & Design
 - Bill Woolley CYC Director of City Strategy
 - ✓ Mike Slater CYC Assistant Director Planning
 - ✓ Janine Reilly CYC Conservation Architect
 - Gareth Arnold CYC Development Control Area Lead
 - ✓ Alison Fisher English Heritage
 - Neil Hindhaugh CYC Project Champion
 - Maria Wood CYC Project Manager
 - ✓ Phil Gray RMJM

Reference

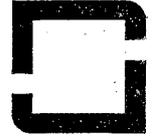
Date 11 March 2008

Agenda

- 1.0 Progress Update
 - Exhibition 3rd - 5th March - see boards from Exb & presented today.
 - Materials
- ✓ 2.0 Design development
 - Way forward - See Red line - zig zags avoid Steelbeam
 - Datum taken from pavement level to front at present & running two to give 'at grade' across tower
- 3.0 Consultation Progress
- 4.0 Extended Urban Realm
 - Planning boundary
 - Listed Building Consent requirements
 - Materials - x2 rccon systems
 - x 3 nat stone systems based a veneer on lightweight substrate
- ✓ 5.0 Planning Team Support
 - Concerns
 - Constraints
 - Conditions
 - Size of nat stone panel varies depending a quarry local stone tends to be of smaller dimensioning & few stone primarily from Italy.
- 6.0 Planning Information
 - Transport
 - Design Statement
 - Sustainability Statements
 - Energy & Carbon Statements
 - Other
 - Being used - stuff *
 - Bronze panel = PVC paint finish for panels & fin.
 - Window blinds ✓ spec to S.

Issues to be clarified

ans set down by & note pkg - being processed for BS. - Blue Star relationship
 Bus slatter
 Perspective view of BS. its bldg.
 piazza detail - outline red line & where not in rcc clump



Agenda

- 7.0 Planning submission
Last date for submission to meet prospective Committee date
Committee dates 08:
27 March
24 April
29 May
- 8.0 Planning exhibition — *appt. submission by end of April*
- 9.0 Any Other Business

Feedback issues from Exh.

- pull base for floor to improve massing
- boarding via art work — coat of arms
- close face.
- signage
- lighting
- covering & depth to main openings.
- small gestures — where, how many, tall & short?
- bio tower penthouse & adj. wrap to be reviewed. What finish if office is — bronze. Needs to be elegant = 15m footprint. Add another floor.
- wrap tower & wrap to have a less bulky impact on

consultation BS pr.

- CAAP - 5/2
- City Council Trust - 28/2 *understand scheme.*
- YCU Trust - 28/2 *with same reservation OK! Set back to road, tower, tree could block views.*
- CUC Exh - 3-5/3
- CABE - 6/3 — case officer = Justin Kelly.] *feedback awaited but get comfortable.*

issues on design

- Cost of bronze — stone not very convincing.
- Relies on net & trogilla — panels below windows
- Stone — expensive locally & cheaper for Italy but looks like a tile! or China

CABE
 1 Kemble Street
 London WC2B 4AN
 T 020 7070 6700
 F 020 7070 6777
 E enquiries@cabe.org.uk
 www.cabe.org.uk

08 April 2008

Chris Jones
 RMJM
 10 Bells Brae
 Edinburgh
 EH4 3BJ

Our Ref: DR/D/320/5378

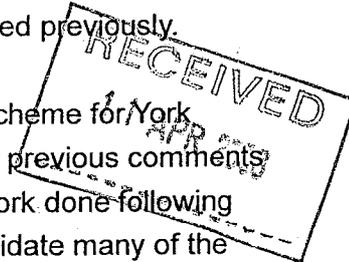


Dear Chris Jones

YORK: COUNCIL OFFICES, HUNGATE

Thank you for re-consulting the Commission for Architecture and the Built Environment (CABE) about this proposal. While we have been unable to visit the site specifically for this review, members of the staff team have prior knowledge of it, and we have a good understanding of it and its context from the information supplied. Following discussions with the design team and local authority and a previous review, the proposals were considered at a panel meeting on the 28 February 2008, chaired by CABE commissioner Piers Gough. CABE's views on the information provided (plans, sections, elevations and visualisations) are set out below and supersede all views which may have been expressed previously.

We welcome the opportunity to review this highly significant scheme for York again. We commend the design team for the way in which our previous comments were received and for fresh approach to the design and the work done following our previous review. We are encouraged by the idea to consolidate many of the council's activities into a single building. It is in the context of strong support for this scheme that we offer the following comments in regard to the basic diagram for this proposal and the building's relationship to its immediate context.



Whilst we feel that it may be appropriate for a civic building to have a strong presence, we continue to have some concerns that the scale of the building has the potential to make it overly dominant in relation to the listed Black Swan in some key views. We find comfort in the separation currently shown and the landscape treatment proposed for the rear of the Black Swan pub, however, we note that this is not within the gift of this development. We feel that particular care will be required to ensure an appropriate relationship is created between this civic building

We sense that many of the problems may be overcome by relaxing what is felt to be a rather rigid orthogonal plan to respond better to the differences in the programs and nature of the four sides it needs to address.

Please keep us informed of the progress of this scheme. If there is any point that requires clarification, please telephone me.

Yours sincerely



Justin Kelly

Design review advisor

cc

Janine Riley
Giles Proctor

City of York Council
English Heritage



Confidentiality

Since the scheme is not yet the subject of a planning application, the advice contained in this letter is offered in confidence, on condition that CABE is kept informed of the progress of the project, including when it becomes the subject of a planning application. CABE reserves the right to make its views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require CABE's views to be kept confidential, please contact Liz Brown (lbrown@cabe.org.uk).

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FISHER, Alison

From: JAGO, Maddy
Sent: 29 May 2008 09:21
To: FISHER, Alison
Subject: FW:info re proposals for CoY offices

Info

Maddy Jago
 Planning and Development Regional Director
 Yorkshire and the Humber
 English Heritage
 37 Tanner Row
 York
 YO1 6WP

Tel: 01904 601993
 Fax: 01904 601997
 Mobile: 07766 992608

-----Original Message-----

From: Sarah Ball [mailto:sarahball@pmt.co.uk]
Sent: 27 May 2008 14:07
To: addymans@yahoo.co.uk; admin@elvingtonholdings.co.uk; ASFriend@ymn.net; bhwarthill@aol.com; buff.reid@tiscali.co.uk; chrisaj@talk21.com; cs@csscsc.fsnet.co.uk; david.broadhead@cwctv.net; david@deveringham.fsnet.co.uk; david@podmore-son.freemove.co.uk; delma.tomlin@ncem.co.uk; dsr102@btinternet.com; emma@lloyd-jones5.fsnet.co.uk; enquiries@melkasculpture.co.uk; enquiry@christopp.co.uk; geoffrey.donald@talk21.com; gillianmhwalker@btinternet.com; info@newbyhall.co.uk; jones@melmerby.wanadoo.co.uk; keith@barleystudio.co.uk; kingsley.spriggs@hotmail.co.uk; lee@imaginativeinteriors.co.uk; m.smith@yorkminsterlibrary.org.uk; mark@burrowsdavies.fsnet.co.uk; matthiasgam72@hotmail.com; michael.floyd@eastriding.gov.uk; mike@frameconservation.co.uk; mread@horologyconservation.co.uk; nmoore@csl.gov.uk; petermooremasonry@tiscali.co.uk; robinpcgray@yahoo.co.uk; ruthpartington@middlesbrough.gov.uk; sebastian@wakefield.biz; sjallen@yorkarchaeology.co.uk; temperton@btinternet.com; wheatley@york15.fsnet.co.uk; yja.archconserve@btinternet.com; archives@northyorks.gov.uk; asburley@msn.com; bsaynor@yorkcollege.ac.uk; charles@williamanelay.co.uk; dick@dickrainesdesign.com; e.bartholomew@nmsi.ac.uk; e.dobsonandsons@btconnect.com; enquiries@martinjohnsonglass.co.uk; iainbroadbent@hotmail.com; ibisroofing@yahoo.co.uk; info@ferreyandmennim.co.uk; info@lhlgroup.co.uk; info@ppiy.co.uk; info@williambirch.co.uk; janet.barnes@ymt.org.uk; jcg2@yorkat.co.uk; john.morris@easynet.co.uk; john.niklaus@talktalk.net; john@burgessroughton.com; JAGO, Maddy; mail@donbarkerblacksmith.co.uk; mail@hareandransome.com; andmarmarsh@btinternet.com; Michael.Major@nrm.org.uk; museum@yorkshireairmuseum.co.uk; neee@supanet.com; office@houghtons.plus.com; office@wamarchitects.co.uk; peter.brown@fairfaxhouse.co.uk; phelps@furnitureconservation.org; PhillipThake@yorkconservationtrust.org; rhall@yorkat.co.uk; richard@artworksconservation.co.uk; sales@joplings.com; sales@yorkhandmade.co.uk; stevem@yorkminster.org; whbonney@tiscali.co.uk
Subject: FW: phone message

Dear YCCC member,

I have been asked to circulate this message from Gill Cooper, City of York Council Head of Arts & Culture:

"The plans for the proposed new City of York Council headquarters building at Hungate will be looking at ensuring that the best of the local area's building crafts and architectural artworks are included integrally in the

building. The Architects have already appointed an arts advisor and now wish to arrange a short visit to craft/
design studios to look at the possibilities for other commissions for the building. I would be grateful if anyone
who is interested in hosting part of the visit at their studios would get in contact with me by e mail with a
short paragraph detailing their work. Initially this request is looking for responses from Stonemasons,
Architectural wood and glass makers etc, rather than small scale work artists. Could all responses be to me by
the 6th June 2008 at: Gill.Cooper@york.gov.uk "

Yours,

Jim Spriggs
YCCC Membership Secretary

<http://clk.atdmt.com/UKM/go/msnkmgl0010000002ukm/direct/01/>

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Source: rkj {Main}
 Edition:
 Country: UK
 Date: Thursday 19, June 2008
 Page: 17
 Area: 89 sq. cm
 Circulation: ABC 35936 Daily
 BRAD info: page rate £2,740.50, scc rate £8.70
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 Keyword: English Heritage

> durrants

Views do count

I WOULD like to clarify the position in relation to the recently submitted planning application for the proposed new council headquarters building at Hungate.

The proposals have been the subject of extensive pre-application discussion between the council's appointed architects and senior officers in the city strategy directorate, together with English Heritage, CABE and amenity groups in the city.

This has resulted in radical changes from the initial design approach and recently significant design improvements reflecting the comments received.

I am concerned that Mr Laverack's letter (Forcing HQ issue, June 10) may discourage people from making their views known to the council. I would encourage people to examine the application proposals and to send their views to me at Number 9, St Leonard's Place.

These comments and observations are important and will be carefully considered.

It should be remembered the planning application will be decided by the members of the planning committee, not by those councillors who decided that the application should be submitted.

The committee can approve or refuse the application or can defer it for further amendments or modifications.

However, before the application is approved it is necessary to refer the scheme to Government Office for Yorkshire and the Humber.

Mike Slater,
 assistant director, planning,
 City Strategy,
 City of York Council,
 St Leonard's Place, York.



CITY OF YORK COUNCIL OFFICES, YORK

Important Application Review Meeting

Date: 23 June 2008

Attendees:	Maddy Jago (chair)	Andy Wimble	Jenny Edmundson
	Alison Fisher (lead)	Giles Proctor	Keith Miller
	Neil Redfern	Diane Green	Sarah Tunnicliffe
	Rebecca Rayner	Ian Smith	Keith Emerick
	Dav Smith	Vicky Ellis	Kath Gibson

Summary

There have been extensive pre-application discussions with regard to the proposed new headquarters building for City of York Council, which have been the subject of two previous IAR meetings in September 2007 and January 2008. Issues were raised by EH through these discussions and the design, massing and footprint of the proposed build has been modified several times as a result.

A Planning Application for the HQ building has now been submitted and we have been consulted as part of this process.

Key points / clarifications raised in IAR discussion

The site lies adjacent to the York Conservation Area and the grade II* listed Black Swan Public House. It is also opposite the historic Peasholme Green area, which includes the grade I listed St Anthony's Hall.

❖ *Design*

The overall design has not changed since its major reworking following concerns raised during the previous IAR in September 2007, and its general acceptance by EH after discussions in January 2008. The most notable difference was the positioning of the main entrance, which has now been set away from the Black Swan Public House and redesigned to give it more prominence. The proposed materials are assumed to be the same as those discussed previously (i.e. stone and glass with bronze detailing) but this is not made clear in the display boards provided with the application, particularly with regard to the bronze detailing.

❖ *Footprint and Height*

The footprint and height of the HQ building remain mostly unchanged from the plans presented previously. The issue over the placement of disabled parking has now been resolved and this allows for the HQ building to be set further back. This is to lessen the building's impact on the surrounding streetscape (but in particular on the grade II* Black Swan Pub) without reducing the building height. The bio-tower has also been slimmed down and pulled back for the same reasons.

However, from the display boards shown during the meeting, it was not made clear how the proposed building sits within the context of the surrounding area. E.g. there is no indication of how it relates in terms of scale to the neighbouring buildings. If there are no

further drawings included within the application that shows the above, then such drawings need to be requested.

❖ *Impact on Black Swan*

Although there have been changes made with regard to the positioning of the building to lessen its overall impact upon the setting of the Black Swan, the application does not show how the development will support the viability and historic fabric of the grade II* listed building. This needs to be addressed.

❖ *Impact on Peasholme Green and the Public Realm*

The intentions of the Council towards the treatment of Peasholme Green and the surrounding public realm in relation to the HQ building have not been made clear. Previous discussions have indicated that improvement works have been suggested by the Council for the area, but it is not apparent if there are any included within this application. This needs to be established as the HQ building has the potential to revitalise the area (within the Medieval context of Peasholme Green) and create a new gateway into York. It is crucial that this aspect is properly addressed as the Council will be setting an example for future developers in York of how modern developments can relate to historic areas.

❖ *Current CYC Offices*

The issue over the future of the current Council office buildings was raised again, with particular regard to the grade II* St Leonard's Place and the grade I Guildhall. Reassurance is needed from the Council that the future sustainability of the buildings once they leave Council ownership has been considered. This should be treated as a separate issue and does not need to be discussed as part of our response to the current planning application.

Position of English Heritage

English Heritage broadly supports the development as the general design meets our previous suggestions. However, we cannot offer our full support as there are still issues that require clarification in relation to materials to be used, how the building relates to the surrounding area and what proposals are being suggested for the public realm, particularly concerning Peasholme Green. Further information is also required as to how the HQ building will support the viability and historic fabric of the Black Swan Pub. If this information is not supplied within the application we cannot comment and should request further details and/or sustain an objection in view of the lack of information on the contextual setting etc...

Actions

- AF to establish what information is included within the application and respond as appropriate (requesting further information as required).
- AF to contact CYC for further reassurance with regard to the future of the historic buildings currently in use by the Council (such as St Leonard's Place and the Guildhall).

IAR Note – 23 June 2008

City of York Council Offices, York

Background.

The York City Council is wanting to co-locate all its staff who are currently located in about 18 offices across the city centre. The council proposes to develop part of the site known as Hungate on land which currently is used for parking, an ambulance station and a homeless hostel. The remainder of the Hungate site was subject to a major redevelopment for residential, commercial and retail and phase 1 (housing) is under construction.

We were invited to engage early on in the process of developing this site and the original scheme was debated at IAR in late 2007. We set out our strong concerns for the design approach and were successful in securing a completely fresh approach which came to IAR in January 2008. We had some relatively minor design concerns over streetscape at Peasholme Green, the impact (potentially adverse) on the Black Swan (the height of the new building and the potential increase in trade on the historic fabric) and some general design details whilst offering our broad support for the principle and architectural approach. We made clear our view that such a major new municipal building should be of the highest quality in both concept and materials. We have continued to engage with the working group on design and have encouraged the scheme to evolve to the scheme which is now formally submitted for planning permission.

Significance

The site whilst not in a CA is surrounded by a CA and it sits immediately adjacent to a grade II* listed building and opposite the Peasholme Green cluster of historic buildings.

Impact

It will have an impact on the wider perceptions of the historic city of York and will be seen as a marker for the determination of the Council to secure good design for the city centre. It will also have an impact on its immediate historic environment at Peasholme Green.

Policy

Through publications such as "Buildings in Context – New development in historic areas" and the forthcoming "Shared Interest" EH sets out its aspirations to secure an intelligent and imaginative approach to new developments.

Position

The proposal would offer an imaginative and thoughtful response to the needs of the council to create welcoming and workable office accommodation whilst securing a contemporary and contextual building. It will undoubtedly dominate the black Swan PH and be a bold insertion along Stonebow/Peasholme Green but it will also make a positive contribution to architecture in the city. English Heritage should therefore support the proposal.

Alison Fisher

FISHER, Alison

From: FISHER, Alison
Sent: 26 June 2008 15:20
To: BARNETT, Helen
Cc: TUNNICLIFFE, Sarah; PROCTOR, Giles; REDFERN, Neil
Subject: RE: Hungate Development, York

Hi Helen

Yes this is one of mine. We have had extensive pre-app and currently have the planning application on notification. I am due to reply by 3 July. So right this minute we are in the process of refining our views but will be considering issues including the impact of the proposed building's height on - the adjacent grade II* Black Swan PH, the views to and from the Minster, the detail of the public realm surrounding the building, how comfortably does it relate to its context and certain design details such as materials, eaves details, the entrance and permeability. The future of some of the Council's more historic buildings once the staff are co-located is also of some interest. The site is not in a CA but is on the boundary of the nearest CA and it will affect the setting of several LBs, the closest of which is II*. Our broad view has been to support the scheme but to work to minimise its impact on the II* and ensure it sits well in the streetscene and with its established neighbours. We are not wholly convinced that it does achieve these objectives but will have a more clear view early next week.

As Neil Redfern not Giles is the Team Leader for North Yorkshire I am copying him in.
Alison

-----Original Message-----

From: TUNNICLIFFE, Sarah
Sent: 26 June 2008 15:00
To: BARNETT, Helen; PROCTOR, Giles
Cc: FISHER, Alison
Subject: RE: Hungate Development, York

Helen,

Alison Fisher is leading on this and we had an IAR discussion about it earlier this week so best to liaise with her on extn 1975.

Thanks

Sarah

Sarah Tunnicliffe
Regional Policy Adviser (maternity cover)
English Heritage Yorkshire & the Humber

37 Tanner Row, York, YO1 6WP

+44(0)1904 601994

07711 491752

01904 601999

Sarah.Tunnicliffe@english-heritage.org.uk

 please don't print this e-mail unless you really need to

-----Original Message-----

From: BARNETT, Helen
Sent: 26 June 2008 14:50
To: TUNNICLIFFE, Sarah; PROCTOR, Giles
Subject: Hungate Development, York

Dear Giles/Sarah,

I've had an enquiry from Building Design about proposals for a new headquarters for York Council – part of the Hungate Development, next to a listed pub.

Are we involved? If yes, we'll need to compose a statement asap.

Many thanks

Helen

Cof YC.

10.7.8

- appl. not one to be pursued to approval by YCC given cases
- but needs to be done to mitigate?
- statement as summary from E.H. about City of great bldg, wrong location. to be forwarded for incorporation into press release for CofYC book.

Attending Bill Walker, Mike Saker
 John Riley, Justice Toner &
 Bill McEwan MS+AFF

FISHER, Alison

From: BARNETT, Helen
Sent: 11 July 2008 12:27
To: JAGO, Maddy
Cc: FISHER, Alison
Subject: Hungate statement

Dear Maddy,

Please find attached a draft Hungate statement for your comments.

I've addressed the missing issue by talking about "imposing design".

Let me know if you are happy with this.

Also, I've checked and Rhiannon Tracy is currently going to look after things on Monday and Tuesday. They are interviewing for the job share on 25 July.

Thanks

Helen

Helen Barnett
Corporate Communications Manager

Tel: 020 7973 3251

HUNGATE REDEVELOPMENT, YORK

Background:

English Heritage is a statutory advisor on proposals to build a new council headquarters in the Hungate area of York. This will be one of the most important developments in York in recent years and provides an exceptional opportunity for the Council to make a dramatic contribution to the architecture of the city centre.

The development site is next to a cluster of historic buildings around Peasholme Green including the Grade II* Black Swan public house and the Grade I St Anthony's Hall.

English Heritage first became involved in late 2007 when we were invited by the council to advise on the redevelopment. Since this time we have had extensive pre-application discussions. We were not however involved in selecting the site or putting together the development brief.

Statement:

"We strongly support the Council's decision to re-think their proposals for their new headquarter offices in Hungate. The site contains a number of important historic buildings including the Grade II* listed Black Swan public house and the Grade I listed Anthony's Hall. We are concerned that the current design is too large and its imposing design will have a detrimental impact on the nearby historic buildings many of which are domestic in scale. The building as currently designed would also harm views to and from York Minster.

"This will be one of the most important developments in York in recent years and provides an exceptional opportunity for the Council to make a dramatic contribution to the architecture of the city centre. We look forward to working with them as they take forward their plans."

Alison, *She has had a meeting
with Design for a
year letter - agreed
to be a public
doc
Pls can you ring
Lindsey* at our
press office re: 19/7
Hungate eye offices
CA 3293
Vicky.

Press statement

FISHER, Alison

From: JAGO, Maddy
Sent: 10 July 2008 15:21
To: BARNETT, Helen
Cc: FISHER, Alison
Subject: York Council offices .
Importance: High
Sensitivity: Confidential

Helen – here is a proposed quote for you to work with. CABE have commented informally, and their letter both raises issues about the design (mixed) and its impact on the setting of the listed building! – so I think we are safe for both organisation to both have some overlaps. There is no doubt that the design of the building is relevant in to its impact on the historic environment, in this case.

We strongly support the Council's decision to re-think their proposals for their new headquarter offices in Hungate: Whilst we consider that the proposed office design has the potential to create an impressive civic building, our objection to the planning application was about the scale and bulk of the building in relation to the historic environment, and particularly its impact on the immediately adjacent Black Swan public house as well as the setting of St Anthony's Hall and Peasholme Green.

Please note we have not yet heard if YCC has decided to withdraw the planning application.

Maddy Jago

Tel: 01904 601993
Fax: 01904 610993
Mobile: 07766 992608

Annex E

FISHER, Alison

From: REDFERN, Neil
Sent: 31 July 2008 15:17
To: FISHER, Alison
Subject: CYC offices

Alison a short note of a discussion yesterday with John Walker CEO of York Archaeological Trust.

He was asking on behalf of an interested party if there was anything more in our comments on the CYC office proposal.

I said whilst we had concerns about design these could be amended, however, if the brief for the site needed that much floor space then we did not feel this could be accommodate at this site – height and massing and the impact on adjacent heritage assets being the critical factor.

John Walker seemed happy about this.

I am not sure where this will lead and it was an informal chat.

Neil

Neil I. Redfern
Team Leader - North Yorkshire
Inspector of Ancient Monuments
English Heritage Yorkshire and The Humber Region
37 Tanner Row
York
YO1 6WP
Direct dial: 01904 601897
Mobile: 07967 722664
Fax: 01904 601997
Email: neil.redfern@english-heritage.org.uk

Council in discussions with Castle Piccadilly site team

1:10pm Thursday 31st July 2008

TALKS are under way to breathe new life into shopping in York city centre.

City of Council York Council's city development team has begun preliminary discussions with the new development managers of the Castle Piccadilly area of the city.

They are likely to last several months, but are expected to move the extension of the current 200,000sq ft area – to include retail, leisure and residential use – closer to reality.

The former owners of the site, Land Securities, sold its interest in the land to US-owned company, La Salle, last year, and the new owners are now keen to work up alternative options to bring this run-down area of the city centre to life.

The council's team has met with representatives from Centros – La Salle's development managers – to discuss initial ideas for the site.

Proposals for the development will need to set out the main planning and design principles for the site, show how it will connect with the wider city centre, and ensure that the historic character of the area and its key buildings is not compromised. The approved planning brief and the conservation area appraisal for the site will be the starting point for discussion, and early re-engagement with English Heritage, the Commission for Architecture and the Built Environment (Cabe), the Castle Piccadilly Reference Group and the wider public will follow in the autumn of this year.

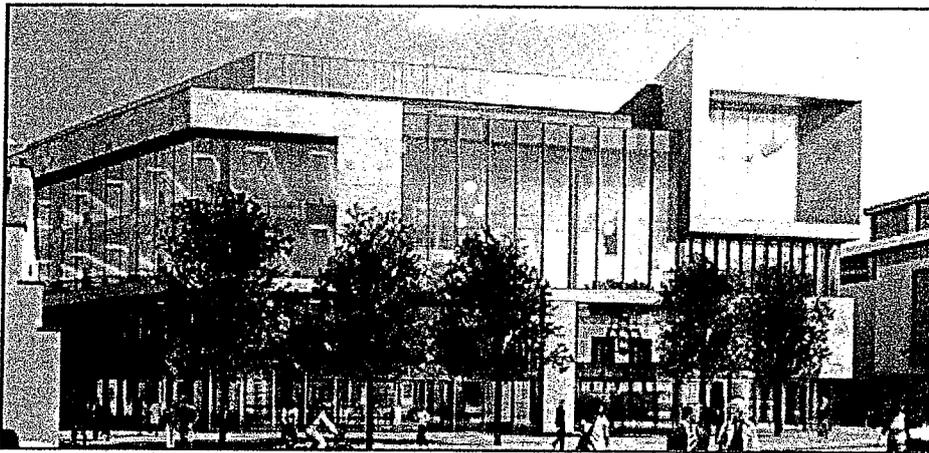
The council's vision for the development of the Castle Piccadilly area – set out in the development brief – is to promote its regeneration and enhancement through high quality retail-led, mixed use development.

Land Securities hoped to revamp the stretch of city centre land between Clifford's Tower and Piccadilly – mainly comprising shops – but its plans were thrown out by the Government in 2003 after a public inquiry which provoked fierce opposition from conservationists.

The Press reported in February that Philip Crowe, chairman of the campaign group York Tomorrow, would welcome an opportunity to discuss matters with Centros before it submitted a planning application.

Back

6/7/08
Flora
Amess



York Council dumps practice's HQ design

18 July 2008

York City Council has withdrawn its planning application for a RMJM-designed headquarters building after English Heritage slammed the scheme.

The project, part of a wider masterplan for the Hungate area by John Thompson & Partners, would have provided new offices for the council's 1,500 staff and featured a 38m-high "biotower".

But in a letter to the council's planning department last week, EH criticised the scheme's impact on nearby listed buildings and the wider setting, which includes York Minster.

"We consider significant harm will be caused to the immediate setting of the [grade II* listed] Black Swan public house, and to the wider setting of [grade I listed] St Anthony's Hall," EH historic areas adviser Alison Fisher wrote.

"We recommend a design review be undertaken which reconsiders the height, mass and materials of the main building [and] reviews the design, materials, footprint and massing of the biotower."

The scheme was also attacked by the York Civic Trust for its "total lack of recognition of the need for sensitivity to its surrounding".

Council chief executive Bill McCarthy confirmed that the project had been withdrawn from planning.

He said: "We recognise that along with others, English Heritage is very concerned about the potential impact of the proposed building on the historic environment."

RMJM director Adrian Boot said: "The project team consulted extensively with all appropriate bodies, including many meetings with English Heritage, where we received positive feedback, direction guidance and support for the development.

"The letter from English Heritage is somewhat surprising, very frustrating and disappointing for us and our client."

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Annex E

FISHER, Alison

From: FISHER, Alison
Sent: 14 July 2008 16:07
To: DOUGLAS, Lindsay
Subject: RE: York

Hi
Well in that case your summary seems fine!
Alison

-----Original Message-----

From: DOUGLAS, Lindsay
Sent: 14 July 2008 16:06
To: FISHER, Alison
Subject: RE: York

It's Building Design and they seem to be doing the usual 'EH stops something' piece. I just get bored of their pointless sensationalism but I suppose there isn't really much that can be said to the journalist to calm the story down?

Oh well

L

-----Original Message-----

From: FISHER, Alison
Sent: 14 July 2008 15:27
To: DOUGLAS, Lindsay
Subject: RE: York

Hi
Who is this from and to what would your reply be directed?
Regards
Alison

-----Original Message-----

From: DOUGLAS, Lindsay
Sent: 14 July 2008 14:27
To: FISHER, Alison
Subject: FW: York

Should I reply to this or leave it? Am tempted to say something like

We strongly support the Council's decision to re-think their proposals and will be happy to lend our expertise in helping to create a scheme that will both gain consent and enhance the area.

-----Original Message-----

From: Lazell, Marguerite [mailto:MLazell@cmpi.biz]
Sent: 14 July 2008 14:12
To: DOUGLAS, Lindsay
Subject: RE: York

Hi Lindsay,
Thanks! As you probably know, the council has withdrawn the planning application for this as a result of EH's comments, so we'll be running something on it in this week's

Annex E

issue.
Thanks again
Marguerite

From: DOUGLAS, Lindsay [mailto:Lindsay.Douglas@english-heritage.org.uk]
Sent: 14 July 2008 13:46
To: Lazell, Marguerite
Subject: York
Importance: High

I think you asked my colleague for the attached?

Best wishes

Lindsay Douglas

EH Corp Comms
020 7973 3293

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Annex E

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Dealt with by: Richard Pollard
Grid Ref: (E)457463(N)437760
Direct Dial: 01757 292066
Email: ripollard@selby.gov.uk

Our ref: RIPO/2008/0711/FUL
Alt Ref: 8/35/289B/PA
Your ref:
Date: 1 August 2008

English Heritage
North Yorkshire & Yorkshire
37 Tanner Row
YORK
YO1 6WP

Dear Sir/Madam

CONSULTATION ON PLANNING APPLICATION

PROPOSAL: Proposed erection of a conservatory to the rear
LOCATION: 6 Cardinals Court, Cawood, Selby

The above planning application was received as valid on 30 July 2008.

For consultees who do not wish to be consulted electronically, I have enclosed a copy of the application forms and plans for your information and retention.

To view the planning application files electronically, please use the authority's 'PublicAccess' website at <http://publicaccess.selby.gov.uk/publicaccess/> and follow the instructions given. The information will be available within 24 hours on receipt of this e-mail.

You can also submit your comments via Public Access or email Planning&EDUAdmin@selby.gov.uk. If I have not received your written observations before 22 August 2008 it will be assumed you do not have any to make. Please note that any comments you make will be placed on the relevant file, which is available for public inspection in the office and on the internet.

I look forward to receiving your comments in due course.

Yours faithfully,



Paul Edwards
Principal Planning Officer

FISHER, Alison

From: JAGO, Maddy
Sent: 04 August 2008 11:15
To: BARNETT, Helen; FISHER, Alison
Cc: REDFERN, Neil
Subject: RE: Cllr Vassie

Helen and Alison for info

I spoke with Heather Rice on Friday (Director of People and Improvement at York CC) who has just taken over the brief to develop the new building for the Council. The Council's formal position remains as per their position statement and members have been briefed. Cllr Vassie was not responding to any brief from the Council, and I have agreed with Heather that I will not contact him to speak to him about his concerns at this stage. I confirmed that EH do not wish to have a debate with YCC through the media and Heather very much supported this. I expect to be invited to meet with the CE and leader of the Council soon to help take the next steps on this project. They intend to set up a strategic reference group chaired by the leader of the Council: Andrew Waller. Also Heather said one of the board directors of the architects firm they have been using will be leading on the project from now on.

I confirmed our wish to understand the whole picture of how the YCC sees the future of its offices and the important buildings it either owns /occupies within the city centre. The Council aims to carry out a scrutiny review of the process leading up to the withdrawal of its planning application, but deferred until the Autumn. We may be invited to participate in that process, which, as I understand it is an internal one.

Do let me know if anything is unclear.

M

Maddy Jago
Planning and Development Regional Director
Yorkshire and the Humber
English Heritage
37 Tanner Row
York
YO1 6WP

Tel: 01904 601993
Fax: 01904 601997
Mobile: 07766 992608

-----Original Message-----

From: BARNETT, Helen
Sent: 31 July 2008 12:31
To: Edmundson, Jennifer; JAGO, Maddy
Cc: TRACY, Rhiannon
Subject: RE: Cllr Vassie

Dear Maddy,

I think it would be helpful if someone could contact Cllr Vassie to offer this explanation. It will be important to reassure him that we were consistent in our advice to the Council, offering full pre-application discussions but that we are unable to comment formally until we had seen plans but that

Annex E

our decision was consistent with our pre-application advice and not a U-turn.

I think this would be better than getting into a debate in the press and will hopefully open up channels of communication so he can be dissuaded from commenting further in the press.

Might it also be useful to speak to one of your contacts at the Council leading on the application to check what briefing they are doing for their members? It would be helpful to check that they are putting out a consistent message?

Helen

Helen Barnett
Corporate Communications Manager

Tel: 020 7973 3251

-----Original Message-----

From: Edmundson, Jennifer
Sent: 31 July 2008 12:13
To: JAGO, Maddy; BARNETT, Helen
Subject: Cllr Vassie

Dear Maddy and Helen,

A biography of Cllr Vassie is attached; he was quoted in the York Press asking for an explanation of why we objected to the new CofYC building.

The council is currently led by the Liberal Democrats.

Thanks,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago
Yorkshire and Humber Region
37 Tanner Row, York, YO1 6WP
Tel: 01904 601993
Fax: 01904 601997

FISHER, Alison

From: JAGO, Maddy
Sent: 04 August 2008 17:10
To: FISHER, Alison
Subject: CofY offices Meeting - 19th August

Importance: High

Alison, see below info on the proposed meeting

Can we have a word about it ? thanks

M

Maddy Jago
Planning and Development Regional Director
Yorkshire and the Humber
English Heritage
37 Tanner Row
York
YO1 6WP

Tel: 01904 601993
Fax: 01904 601997
Mobile: 07766 992608

-----Original Message-----

From: Edmundson, Jennifer
Sent: 04 August 2008 14:29
To: JAGO, Maddy
Subject: FW: Meeting - 19th August

Hi Maddy,

The draft agenda for your meeting with City of York Council is below; let me know if you want me to check Alison's availability (I told Sarah that you may want to bring someone with you). Sarah also said that Neil Hindhaugh is happy to meet with you or talk to you on the phone if there's anything you want to discuss before the meeting, if so let me know and I'll arrange it.

Thanks,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago

Yorkshire and Humber Region

37 Tanner Row, York, YO1 6WP

Tel: 01904 601993

Fax: 01904 601997

-----Original Message-----

From: Crabtree, Sarah [mailto:sarah.crabtree@york.gov.uk]
Sent: 04 August 2008 14:03
To: Edmundson, Jennifer
Subject: Meeting - 19th August

Dear Jennifer

Further to our telephone conversation this morning, I can confirm the meeting between CYC, RMJM Architects and English Heritage will take place at 2pm on Tuesday 19th August in the Guildhall.

Attendees from CYC will be: Bill McCarthy (Chief Executive), Cllr Andrew Waller (Leader of the Council) and Neil Hindhaugh (Head of Property Services)

Attendees from RMJM will be: Adrian Boot, Philip White, Philip Gray and Iain McNab

Suggested issues for discussion are:

- 1. Relationship going forward
- 2. Representation
- 3. Strategic reference group
- 4. Expert reference group

Please let me have any amendments/additional agenda items if you have any.

Best wishes

Sarah Crabtree
PA to Bill McCarthy

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JAGO, Maddy

From: JAGO, Maddy
Sent: 08 August 2008 12:25
To: JAGO, Maddy
Subject: FW: Cllr Vassie

Print off for chat with Neil Hindaugh

Maddy Jago
Planning and Development Regional Director
Yorkshire and the Humber
English Heritage
37 Tanner Row
York
YO1 6WP

Tel: 01904 601993
Fax: 01904 601997
Mobile: 07766 992608

-----Original Message-----

From: BARNETT, Helen
Sent: 06 August 2008 11:17
To: JAGO, Maddy; FISHER, Alison
Cc: REDFERN, Neil; DOUGLAS, Lindsay; WALL, Christine
Subject: RE: Cllr Vassie

Dear Maddy,

I would suggest you should make contact with Cllr Vassie to clarify and answer the concerns raised in the Yorkshire Press article.

Yorkshire post

In this article he accuses us of changing our mind on the proposed building design and asks for an explanation. The implication is that we were originally supportive of the council's proposals and by opposing the application we have been inconsistent and therefore wasted the council time and money.

I think it is important that you explain our involvement in pre-application discussions and that our advice and final decision have been consistent. If we don't do this there is a big risk that he will continue to criticise us to his members and contacts and possibly via the press once more.

I'm in the office today and tomorrow if you'd like to discuss this further.

Helen

-----Original Message-----

From: JAGO, Maddy
Sent: 04 August 2008 11:15
To: BARNETT, Helen; FISHER, Alison
Cc: REDFERN, Neil
Subject: RE: Cllr Vassie

Annex E

Helen and Alison for info

I spoke with Heather Rice on Friday (Director of People and Improvement at York CC) who has just taken over the brief to develop the new building for the Council. The Council's formal position remains as per their position statement and members have been briefed. Cllr Vassie was not responding to any brief from the Council, and I have agreed with Heather that I will not contact him to speak to him about his concerns at this stage. I confirmed that EH do not wish to have a debate with YCC through the media and Heather very much supported this. I expect to be invited to meet with the CE and leader of the Council soon to help take the next steps on this project. They intend to set up a strategic reference group chaired by the leader of the Council: Andrew Waller. Also Heather said one of the board directors of the architects firm they have been using will be leading on the project from now on.

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Do let me know if anything is unclear.

M

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Yorkshire and the Humber
English Heritage
37 Tanner Row
York
YO1 6WP

Tel: 01904 601993
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Mobile: 07766 992608

-----Original Message-----

From: BARNETT, Helen
Sent: 31 July 2008 12:31
To: Edmundson, Jennifer; JAGO, Maddy
Cc: TRACY, Rhiannon
Subject: RE: Cllr Vassie

Dear Maddy,

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Might it also be useful to speak to one of your contacts at the Council leading on the application to check what briefing they are doing for their members? It would be helpful to check that they are putting out a consistent message?

Helen

Annex E

Helen Barnett
Corporate Communications Manager

Tel: 020 7973 3251

-----Original Message-----

From: Edmundson, Jennifer

Sent: 31 July 2008 12:13

To: JAGO, Maddy; BARNETT, Helen

Subject: Cllr Vassie

Dear Maddy and Helen,

A biography of Cllr Vassie is attached; he was quoted in the York Press asking for an explanation of why we objected to the new CofYC building.

The council is currently led by the Liberal Democrats.

Thanks,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago
Yorkshire and Humber Region
37 Tanner Row, York, YO1 6WP
Tel: 01904 601993
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Councillor Christian Vassie



Title: Energy Efficiency Champion
 Party: Liberal Democrats
 Ward: Wheldrake Ward

Responsibilities

- Executive Member for Leisure, Culture & Social Inclusion

Committee appointments

- Bishopthorpe & Wheldrake Ward Committee
- Council Meeting
- Executive
- Executive (Calling In)
- Executive Member For Leisure, Culture & Social Inclusion and Advisory Panel (Executive Member)
- Planning Committee
- Social Inclusion Working Group (Chair)
- Strategic Policy Panel (Substitute)
- Young People's Working Group

Appointments to outside bodies

- Active York
- Inclusive York Forum
- Local Government Association - Rural Commission
- Local Government Information Unit (Substitute)
- North Yorkshire Culture
- Selby Coalfield Joint Consultative Committee
- Swimming Pool Steering Group (University of York City Partnership)
- Valuing People Partnership Board

- York Compact Group
- York CVS Board of Trustees
- York@Large
- Yorkshire Rural Community Council

York City Council meeting re Hungate, YCC building: 19th August 08

Meeting between Maddy Jago, Andrew Waller (leader) and Bill McCarthy, (Chief Executive.)

Cllr. Waller opened the discussion by strongly expressing his concerns about the cost and timescale constraints YCC were working under, and a need for him to understand why EH seemed to have changed its position. He mentioned he was daily being quizzed by the press. The budget for the new building was diminishing all the time, and the Council could not afford further delays. The EH letter of objection had come as a surprise to the Council. In meetings prior to the planning application being lodged he said Alison Fisher had made very supportive comments about the proposals (the exhibition was mentioned) He queried how AF represented EH views.

MJ said she had looked at the file and talked to AF and felt that EH had made its position clear throughout the process, and the final letter was a good summary. Both parties acknowledged later in the conversation that some meetings did not have papers, so it was not possible to be clear about the effectiveness of communication particularly in the latter stages.

MJ asked the Council what their next steps were

– AW replied that they might have to take a completely different approach with either one building on a different site, or a smaller building on this site – ie splitting the function. He wanted to understand how EH could provide the certainty that YCC needed in order to reach a decision on whether to completely scrap the project, or whether there was realistic scope to reach agreement on what was possible at this site. What could be done to improve the communication?. There was an impression that AF's views may have been different to the wider EH ones?

MJ clarified that AF represented EH position, but that she obviously took soundings from colleagues. Yes, the discussions had all been at the Regional level. YCC wondered if they might have a discussion with the wider team. (MJ did not commit) MJ would consider whether any additional staff resource would be helpful at a review meeting. She did not think it desirable for anyone but Alison to front the case as she was highly experienced and knowledgeable about the site. Neil Redfern (or Another?) might attend with Alison, she would discuss this when AF returned from holiday. MJ however, agreed that she would directly oversee EH involvement, probably in conjunction with NR. AW thanked MJ for the clarification and noted he would be telling the press that all parties were increasing the resources to be put in. MJ stressed that she wanted it to be clear that EH acknowledged the need to assist YCC in meeting its timescales etc, and had agreed to increase the level of resourcing accordingly. She was not happy with any further blame being attached to EH about YCC's predicament. She had made it quite clear that EH would not be drawn into a media argument with YCC.

There was considerable discussion about YCC trying to understand how significant were EH's concerns. Could EH explain what they wanted? MJ said that EH could not design the building for the Council, and they could only respond formally against a clear and formal proposition – (formal pre-app). YCC wanted EH to unpick its letter so that

they could be clear about the concerns. MJ commented that in her view EH had been comfortable with the direction of travel but perhaps YCC team had not made it clear how much scope there was to make adjustments (ref to the brief). YCC felt MJ's analysis did not address EH's comments about scale, because the scale of the building had not changed significantly from the original design. MJ did not comment on this but said again that EH had felt that the proposals were moving in the right direction and merited further consideration. She felt that YCC had done the right thing in withdrawing the planning application - but this did not preclude YCC making changes and resubmitting an amended proposal. (ie suggested "not throwing out the baby with the bathwater")

Agreed next steps - a review group meeting to scope as per the recommendations in our letter namely:

Focus on
with
Context.

- ① a) design review to reconsider height, mass and materials of the main building
- b) design review of materials footprint and massing of the bio tower
- c) design of the area immediately outwith the red line of the application site.

Scope to
Make change

MJ would ask AF to clarify any particular information requirements in order to maximise the usefulness of the meeting.

YCC agreed that the public realm and highway improvement proposals could be considered as part of this process, and that Bill Woolley would cover these issues. Advice from this group would be used to inform whether a revised application would be submitted - or whether a new proposal was needed - (ie rationalising into two buildings or moving to another site.)

- ② AW clarified that expert review group to include YCC, EH, CABE, and probably Civic trust. He wanted these meetings to be minuted - with the minutes agreed between all parties and posted on the website.

Action:

MJ to brief AF and NR

MJ to send letter to AW in reply to his letter of 13/8/08 plus picking up any other points from the meeting - e.g emphasising media issues

AF to consider what is needed for effective scoping meeting and feedback to Michelle?

MJ and NR to agree project management

Draft position statement

The Brief.

What do we need at a
Meeting per our letter.

Discuss context.

Height of the front.
Materials - Civic
Public Realm - gateway.

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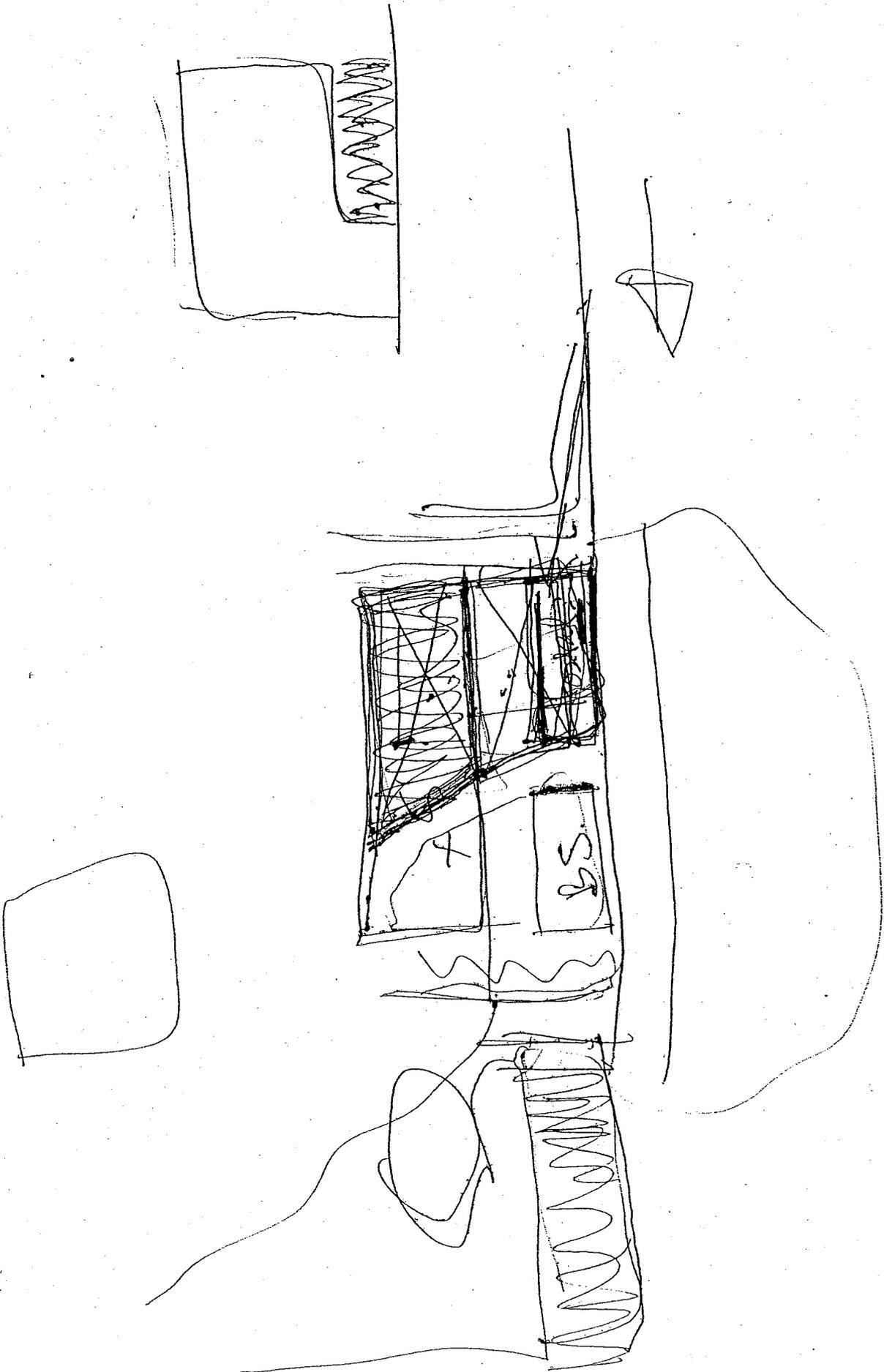
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MJ and NR to agree project management

Draft position statement

FISHER, Alison

From: JAGO, Maddy
Sent: 20 August 2008 15:37
To: TRACY, Rhiannon; BARNETT, Helen
Cc: Richard Darn; FISHER, Alison; REDFERN, Neil; WELFARE, Humphrey; Edmundson, Jennifer
Subject: RE: Hungate YCC offices press coverage
Importance: High

To keep you up to date – the York press article today has a quote from YCC Neil Hindhaugh blaming EH for 'changing its mind'. I've spoken to the Chief Executive expressing my concern that this has happened partic. following yesterday's meeting when I met with the CE and leader of the Council. He has told me that the coverage has picked up on interviewing done some days ago. I have reiterated that I do not intend to get into a media debate about this, but that I am not happy with YCC using EH as some kind of scapegoat – it is not in the interests of the partnership working needed between the two bodies.

He did not seem to have any plans to do a position statement following our meeting yesterday, but I told him I would consider EH doing a joint statement with YCC, if the Council decided to put something out. He also clarified that as far as member engagement with the media is concerned, the controls are exerted by the relevant party group, – in effect they are not speaking formally for the Council but for themselves – so it is possible that the Leader will say something to the press following my meeting with him - we'll keep our eyes open..

Maddy

Maddy Jago
Planning and Development Regional Director
Yorkshire and the Humber
English Heritage
37 Tanner Row
York
YO1 6WP

Tel: 01904 601993
Fax: 01904 601997
Mobile: 07766 992608

-----Original Message-----

From: TRACY, Rhiannon
Sent: 19 August 2008 17:53
To: JAGO, Maddy
Cc: BARNETT, Helen
Subject: Hungate statement

Hi Maddy,

I have drafted a statement and have shown it to Lindsay Douglas who is happy with it. So, providing that you are OK with it, I will email it to Planning Magazine. Is the content OK? I think we agreed it would be best to keep it as straightforward as possible.

With regards to sharing press releases with the council, Lindsay advised that if you feel this would strengthen your relationship then by all means do. However, there is obviously no need to. The decision is at your discretion.

Annex E

I look forward to hearing back from you.

Hope the vet went well.

Thanks

Rhiannon

Rhiannon Tracy
Corporate Communications
English Heritage
020 7973 3251
rhiannon.tracy@english-heritage.org.uk

RE Agenda Document for Hungate Ad Hoc Scrutiny Committee 10122008
From: HARLOW, Michael
Sent: 05 December 2008 09:40
To: BARNETT, Helen
Cc: MACPHERSON, Lucinda; JAGO, Maddy
Subject: RE: Agenda Document for Hungate Ad Hoc Scrutiny Committee,
10/12/2008

Apologies for the delay. That response looks fine to me.

Regards

Mike

Mike Harlow - Legal Director
020 7973 3360 (w) 07770 230683 (M)
1 Waterhouse Square 138-142 Holborn London EC1N 2ST www.english-heritage.org.uk

This e-mail and attachments constitute legal advice. They must not be forwarded or copied for any purpose, including disclosure under the Freedom of Information Act, without prior consultation with the English Heritage Legal Department

English Heritage

-----Original Message-----

From: BARNETT, Helen
Sent: 03 December 2008 16:53
To: HARLOW, Michael
Cc: MACPHERSON, Lucinda; JAGO, Maddy
Subject: FW: Agenda Document for Hungate Ad Hoc Scrutiny Committee, 10/12/2008
Importance: High

Dear Mike,

Please see below a draft press statement for re-active use on the Hungate Development in York. Please could you or someone from your team let me know if it looks ok?

This failed planning application has been the subject of York CC's scrutiny committee and there has been a lot of recent press coverage. Maddy Jago has answered questions from the scrutiny committee and the scrutiny officer will also be making a FOI request to see our notes of internal application review meetings.

Maddy can provide further background if you require it.

Please let me know if this looks ok?

Many thanks

Helen Barnett
Corporate Communications Manager

-----Original Message-----

From: JAGO, Maddy
Sent: 03 December 2008 10:06
To: MACPHERSON, Lucinda; BARNETT, Helen
Cc: REDFERN, Neil; FISHER, Alison; DANIELS, Susan; RAYNER, Rebecca
Subject: RE: Agenda Document for Hungate Ad Hoc Scrutiny Committee, 10/12/2008
Importance: High

Dear Helen, this is the position statement that Neil and I have approved this morning.

Draft Statement

"As we have said previously English Heritage strongly support the Council's

Annex E

REDFERN, Neil

From: JAGO, Maddy
Sent: 22 August 2008 11:47
To: REDFERN, Neil; FISHER, Alison; Edmundson, Jennifer
Subject: FW: Hungate development
Importance: High

We need to meet to agree our next steps following my meeting with the leader and CH (see attached) and also to draft a position statement for this case which both clarifies what has happened to date and perhaps the degree of our concern? and what we will be doing in the future. This latter is important to pave the way for our future response. Tuesday would be good as I need to reply to the Leader's letter.

M

Maddy Jago
Planning and Development Regional Director
Yorkshire and the Humber
English Heritage
37 Tanner Row
York
YO1 6WP

Tel: 01904 601993
Fax: 01904 601997
Mobile: 07766 992608

-----Original Message-----

From: TRACY, Rhiannon
Sent: 20 August 2008 11:40
To: JAGO, Maddy
Cc: BARNETT, Helen
Subject: Hungate development statement

Hi Maddy,

I have sent the position statement to Domenic at Planning Magazine.

I spoke to Beth McHattie, Head of Media about a statement for the local press and she suggested that you draft something for the local press and then we can approve it with a bit more in-depth information that they would seek.

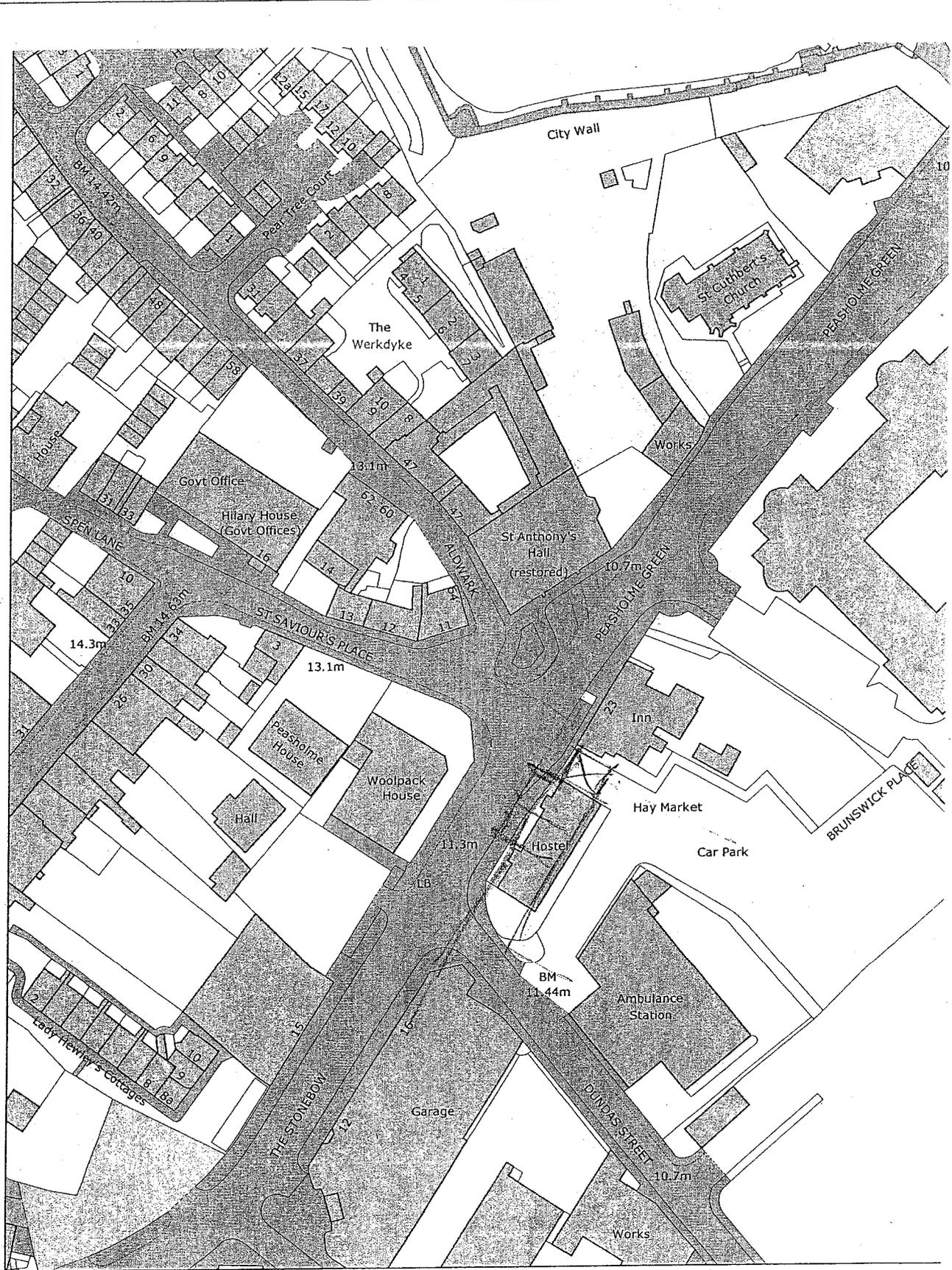
Also, as discussed, I am not here next week as I am on holiday and then as I have been job sharing with Helen on a temporary basis I am sadly leaving English Heritage.

Speak soon.

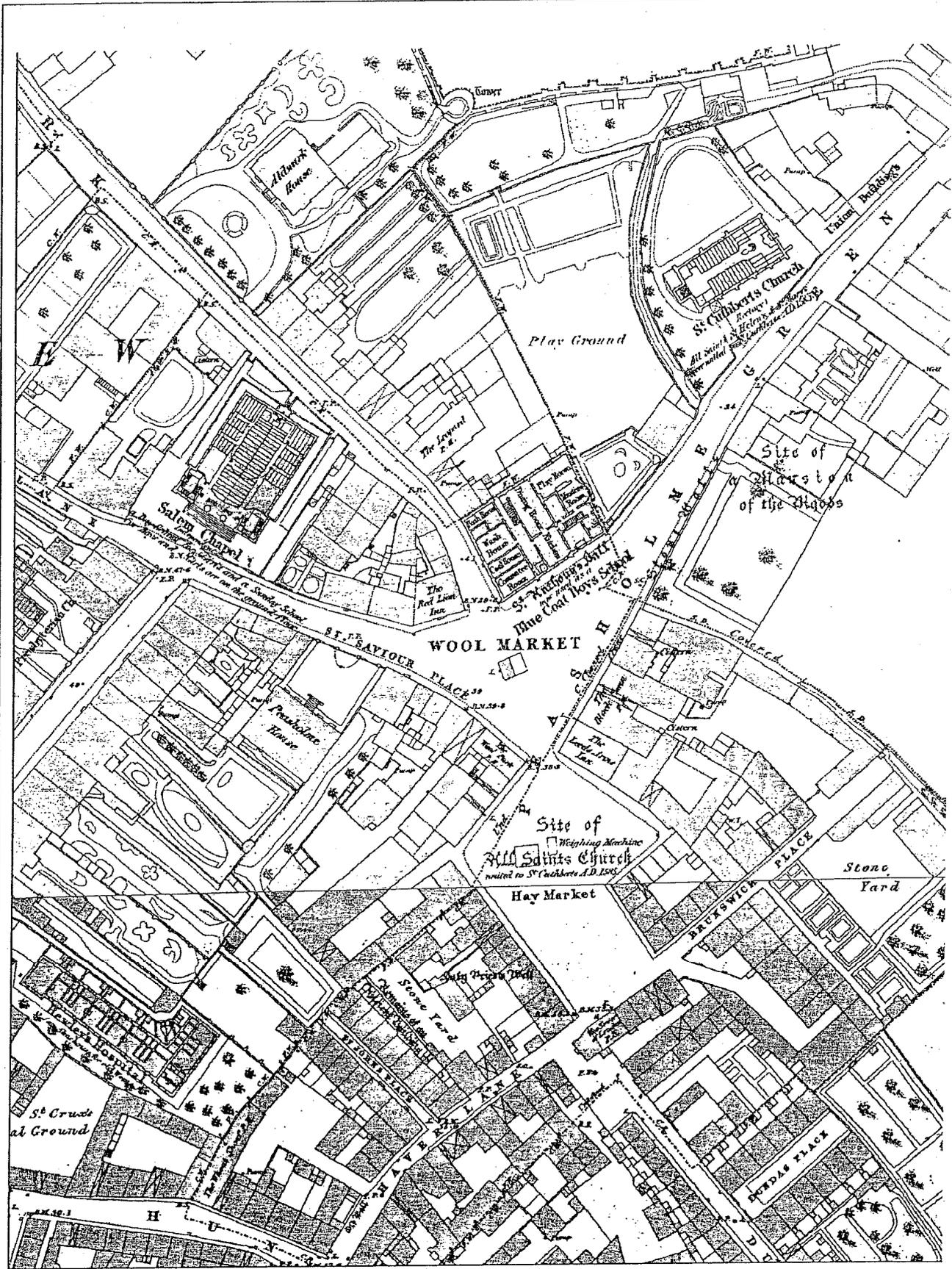
Best wishes,

Rhiannon

Rhiannon Tracy
Corporate Communications
English Heritage
020 7973 3251
rhiannon.tracy@english-heritage.org.uk



Map Scale: 1:1153



Map Scale: 1:1153

Dear

21 October 2008

Naburn Turret Clock

Firstly, my apologies for taking rather longer to reply than I had wished.

Your letter of 18 September which enclosed some leaflets about the work of GJF Newey made for very interesting reading. I hadn't appreciated how prolific his work was not only in York but around the region generally and I hope to be more observant in future!

As for its re-use in the Council Civic Offices (wherever they may be eventually located) we did not take a particular view when the Hungate site was discussed. We were made aware of a growing interest in the use of this site for the clock but it was never formally part of the architectural masterplan for the site. We currently remain neutral on whether the clock is used as part of any proposals at Hungate and as you are probably aware, our role and remit are quite strictly limited by legislation. Therefore it is not for us to promote this actively as you suggest.

I am sorry that this may not be as positive a response as you may have wished. We await the Council's proposals with interest nevertheless.

Yours sincerely,



Alison Fisher
Historic Areas Adviser
Planning and Development

Alison Fisher
English Heritage
Toft Green
York

18 September 2008



Naburn Turret Clock

Dear Ms Fisher

Our group has followed with much interest the saga surrounding the designs for the proposed civic building in York, and in particular your own comments reported in the press about the unsuitability of the now discredited plans for the Hungate site.

Right at the beginning of the process we offered to give the Naburn clock to the city to be incorporated as an eye-catching feature of the new building. After some initial interest by various members of the city council, including the then Lord Mayor, our offer was vigorously opposed by the modernist planners and all hope for a such a scheme seemed lost.

Now, with the plans rejected and all to play for, we write to enlist your support in reviving the idea. To that end I enclose a short leaflet about the Naburn Clock together with a magazine article on the clockmaker G.J.F. Newey and a provisional list of the turret clocks he made in his Petergate workshop.

We would be very pleased to show you the Naburn clock which is ticking away in Acaster Malbis.

City of York Council

Committee Minutes

MEETING	HUNGATE AD HOC SCRUTINY COMMITTEE
DATE	18 NOVEMBER 2008
PRESENT	COUNCILLORS ASPDEN (CHAIR), BROOKS, GUNNELL, HOLVEY, PIERCE AND TAYLOR (NON-VOTING CO-OPTED MEMBER)

APOLOGIES

1. DECLARATIONS OF INTEREST

At this point members were invited to declare any personal or prejudicial interests they might have in the business of the agenda. No interests were declared.

2. PUBLIC PARTICIPATION

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

3. HUNGATE DEVELOPMENT AD-HOC SCRUTINY REVIEW SCOPING REPORT

Members considered a Scoping Report, which presented suggestions on how they might proceed with the scrutiny review of the Hungate Development. The report set out a proposed timetable and method for progressing the review and asked members to identify who they would like to invite to the consultation session and to agree a list of questions to be asked.

In response to a request from the Chair, Cllr Brooks, who had proposed the topic for scrutiny, outlined the main reasons why the matter had been registered for scrutiny and referred to information provided in the Scrutiny Topic Registration Form.

Members then raised a number of issues and questions for the scrutiny committee to discuss, including requests for more information. These included questions about:

- The ownership of the project, decision-making, risk management issues, the architects plans.
- The Hungate site, early decisions with regard to the site, council land ownership at the site, and the size of the site.
- The consultation process, including early public soundings and who was consulted.

- The withdrawal decision with regard to Hungate.
- The budget for the project and when it had changed.
- The lessons that could be learned.

The Scrutiny Officer circulated a sheet that listed the various bodies that had been consulted in the process.

The Chair asked Members if they had seen the documents from English Heritage. As Members had not, the Chair asked that the two letters from English Heritage be circulated.⁴

The photocopied quality of certain confidential background papers in the information pack, which had been circulated to Members when the scrutiny committee had been formed, made it difficult for them to be read. It was agreed that these sheets would be recopied and circulated to members before the next meeting.³

Members confirmed that they would like to invite the following to the half-day consultation event:

- Accommodation Project Officers
- Planning Officer
- The Council's Conservation Officer
- Risk Management Officer
- A Finance Office
- English Heritage
- Commission for Architecture and the Built Environment (CABE)

It was noted that the scheduled half-day informal consultation event included on the timetable was not a public meeting. It was also confirmed that the findings from the event would be presented in a publicly available report at the next formal meeting of the Committee on 10 December 2008. The Chair asked for clarification from Human Resources and the Legal Department with regard to the question of Officers speaking freely on this scrutiny matter.²

RESOLVED

- i. That the content of the scrutiny report and the information pack, previously circulated to Members, be noted.
- ii. That the consultation process and the timetable for the scrutiny review as outlined in the timetable in paragraph 8 of the agenda be agreed.
- iii. That questions and points for clarification during the scrutiny procedure be agreed as noted above.
- iv. That Officers and representatives from outside organisations, as detailed above, be invited to attend the informal half-day

consultation event on the 26 November, and possibly also be invited to attend the meeting on 10 December if required. ¹

REASON

To progress this review in line with the timeframe agreed for the review and to ensure compliance with scrutiny procedures, protocols and work plans.

Action Required

- | | |
|--|----|
| 1. Scrutiny Officer to contact the various officers and outside bodies and request their attendance at the informal half-day consultation event on 26 November 2008. | GR |
| 2. Scrutiny Officer to clarify with HR and Legal Services with regard to Officers being able to speak freely on this scrutiny matter. | GR |
| 3. Scrutiny Officer to arrange for the re-photocopying of the few report pages which were unclear and circulate these to Members. | GR |
| 4. Scrutiny Officer to circulate the two English Heritage letters pertaining to this matter to Members for the next meeting. | GR |

Councillor Aspden, Chair
[The meeting started at 5.00 pm and finished at 6.05 pm].

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FW Urgent response required...Please forward to Maddie Jago
From: Edmundson, Jennifer
Sent: 20 November 2008 13:27
To: JAGO, Maddy
Subject: FW: Urgent response required...Please forward to Maddie Jago

-----Original Message-----

From: BARRY, Joanne On Behalf Of Yorkshire
Sent: 20 November 2008 13:14
To: Edmundson, Jennifer
Subject: FW: Urgent response required...Please forward to Maddie Jago

Hi Jenny

This was received in the Yorkshire Inbox for Maddy.

Joanne

Joanne Barry
Receptionist / Office Services Assistant

English Heritage
37 Tanner Row
York YO1 6WP

t: 01904 601901
f: 01904 601999
e: joanne.barry@english-heritage.org.uk

P please don't print this e-mail unless you really need to

-----Original Message-----

From: Oxley, Amanda [mailto:amanda.oxley@york.gov.uk]
Sent: 20 November 2008 12:21
To: Yorkshire
Subject: Urgent response required...Please forward to Maddie Jago

For the attention of Maddie Jago

Hungate Scrutiny Review
Informal Consultation Event
Wednesday 26 November

The Council is currently carrying out a scrutiny review of its Hungate Development Project and an ad-hoc scrutiny Committee has been formed to carry out the review based on the following remit:

'to clarify whether the correct strategy for the accommodation project was set and adhered to, in order to ensure any future council projects are delivered on time and on budget'

As part of the review the committee are holding an informal consultation session on Wednesday 26th November to which all the statutory stakeholders are being invited at individual time slots.

With this in mind, you are cordially invited to attend the session at 2.45pm and I would be pleased if you could confirm your attendance as soon as possible.

Amanda Oxley (on behalf of Melanie Carr - Scrutiny Officer) Senior Member
Support Officer ' 01904 552054

Amanda Oxley
Senior Member Support Officer
' 01904 552054

Annex E

From: Edmundson, Jennifer
Sent: 21 November 2008 12:18
To: JAGO, Maddy
Subject: FW: Hungate Scrutiny Review

-----Original Message-----

From: Oxley, Amanda [mailto:amanda.oxley@york.gov.uk]
Sent: 21 November 2008 12:07
To: Edmundson, Jennifer
Subject: RE: Hungate Scrutiny Review

Hello Jenny

Thank you for responding and for trying to find someone at short notice. The reason for the short-notice is partly due to a colleague being on sick and being unable to get the invitations out, which is where I have stepped in.

As far as I am aware, this is purely an information gathering exercise very low key/ informal and there will be no press or public present. Half an hour has been allocated to each of those who have been asked to attend so it shouldn't take too long. As far as what is to be discussed I really have no idea, the Scrutiny Panel are meeting briefly earlier that afternoon to go through the some of the key areas they want to focus on.

Not sure this helps but please don't hesitate to contact me if you need anything further and I will do my best.

I look forward to hearing from you soon with details of who will be coming along.

Many thanks

Amanda

-----Original Message-----

From: Edmundson, Jennifer [mailto:Jennifer.Edmundson@english-heritage.org.uk]
Sent: 21 November 2008 11:33
To: Oxley, Amanda
Cc: JAGO, Maddy
Subject: Hungate Scrutiny Review

Dear Amanda,

Maddy Jago has asked me to let you know that we are trying to arrange for a representative to come to this meeting.

While we are of course happy to help with this process the very short notice given makes it difficult to arrange for someone to attend. I would be grateful if you could clarify how long the meeting will last and any specific areas to be discussed.

I will confirm who will be attending as soon as I can.

Regards,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago
Yorkshire and Humber Region
37 Tanner Row, York, YO1 6WP
Tel: 01904 601993
Fax: 01904 601997

RE Agenda Document for Hungate Ad Hoc Scrutiny Committee 10122008
 decision to re-think proposals for their new headquarters in Hungate. They were aware that the development of the site would need to be sympathetic in scale and materials to a number of important historic buildings in the area. Once English Heritage knew of the final details of the development, we expressed concern that its height and massing (shape) would have a detrimental impact on the historic built environment of Peasholme Green. We also pointed out that more information was needed in the planning submission to clarify the impact of the development on important views across the site, to and from the Minster.

"We were pleased to participate in the Council's own Ad Hoc scrutiny review to enable Members of the Council to seek further clarification from us about the process, however, we do not accept that our objection came as a complete surprise. We would also point out that other statutory consultees objected to the scheme.

"We are now working with the Council's officers to ensure that the next stages in securing the Council's required office spaces proceed with improved levels of communication between the two organisations. We will be encouraging the Council to seek a formal pre-application view from us (if our advice is needed), in good time, before submitting a planning application. This will ensure that they will be in no doubt about our position prior to the planning application being submitted. The emphasis now needs to be on moving forward on one of the most important architectural developments in York in recent years"

Ends

I am also attaching the report published by the YCC scrutiny committee yesterday, as any press queries will come from this. That report resulted from an informal meeting which I attended to answer questions (for an hour!). The next meeting on 10th December will be in public and the agenda and all papers have been published on the website yesterday and information sent to the press.

I agreed with Lucinda it would be a good idea to run this all by legal, partic. since the Scrutiny officer will also be making a FOI request to see our notes of internal application review meetings. (Jessica Trevitt is aware) - hence I am giving you this summary plus the relevant papers from YCC.

The following items are included in the Agenda Document for Hungate Ad Hoc Scrutiny Committee, 10/12/2008

- 1 Declarations of Interest
 - 2 Public Participation
 - 3 Minutes
 - 4 Hungate Review - Interim Report
 - 5 Any other business which the Chair considers urgent under the Local Government Act 1972
- needs to yesterday Yesterday the agenda for the next meeting of the YCC scrutiny committee

Finally, I do want to try and get some closure on this - we have co-operated at short notice in attending the scrutinty meeting- I don't intend to participate any further. Also I don't intend for us speak to the press.

Planning and Development Regional Director
 Yorkshire and the Humber
 English Heritage
 37 Tanner Row
 York
 YO1 6WP

Tel: 01904 601993
 Fax: 01904 601997
 Mobile: 07766 992608

Annex E

FISHER, Alison

From: JAGO, Maddy
Sent: 24 November 2008 09:44
To: FISHER, Alison; REDFERN, Neil
Subject: FW: York Press article
Importance: High

Dear Both,

If I don't see you today can you agree the key points that I can use on Wednesday when I attend the scrutiny panel. The article suggests that we will be asked things like when did we decide the building was too large for the site, why did we make positive comments at the meetings (x) – based on the minutes etc. We probably have much of this on file but we need to agree what we want to get across... e.g what was wrong with the process adopted – why were we not able to make them properly aware of our concerns early on - If I don't catch up with you this afternoon please make sure I have a note and the file in my room for tomorrow late morning. Many thanks

M

Maddy Jago
Planning and Development Regional Director
Yorkshire and the Humber
English Heritage
37 Tanner Row
York
YO1 6WP

Tel: 01904 601993
Fax: 01904 601997
Mobile: 07766 992608

-----Original Message-----

From: Edmundson, Jennifer
Sent: 20 November 2008 13:42
To: JAGO, Maddy
Subject: York Press article

Hi Maddy,

This is the article we were talking about.

http://www.thepress.co.uk/news/3859478.York_planners_might_have_vetoed_council_HQ

Thanks,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago
Yorkshire and Humber Region
37 Tanner Row, York, YO1 6WP
Tel: 01904 601993

FISHER, Alison

From: FISHER, Alison
Sent: 25 November 2008 11:54
To: JAGO, Maddy
Cc: REDFERN, Neil
Subject: CofY offices

Maddy

Some bullet points for the review meeting:

- 1 much of the development in terms of height and massing reflects the approved Masterplan for Hungate
- 2 We endorsed the Masterplan albeit that the homeless hostel on Peashome Green was not within the Masterplan red line. The Masterplan set the scene for the footprint and general heights for the office site.
- 3 We did not have any engagement with the brief for the offices but we came to suspect that, as the office scheme was developing, the demands of the site for accommodation were changing and the likelihood is that the Brief changed accordingly.
- 4 Regardless of recent events, we continue to endorse the Hungate site for the council's offices.
- 5 That said we still stand by our final letter of 8 July 08. We remain comfortable with the scale of the building but felt that its massing should be reviewed. The scale suggested is civic and has the scope to offer gravitas which we consider is essential for this use. Our reservations have always related to the massing – the bulk and form of the structure.
- 6 We remain surprised that the council withdrew the scheme so quickly without offering any of the consultees (Civic Trust, CABE, EH) the opportunity to continue any engagement.
- 7 We continue to consider that some modified scheme for this site could be made to work.
- 8 Returning to our letter of July 08. This letter was a distillation of views which we had come to over a period of months. We had given general endorsement to the new design which was presented in December 07 as a replacement for the much disliked first scheme. The new footprint and massing were much more civic in form and we encouraged this to be worked up further over the early months of 2008. Our IAR in January 08 gave this design EH support and we confirmed our observations to the following meeting.
- 9 However we had continuing concerns about its impact on the Black Swan by the time of the Exhibition (and discussed these at the subsequent meeting). With hindsight it would have been advisable for the council to seek a semi formal pre-application response at this time which would have given all parties the opportunity to reflect and distill their views.
- 10 Two particular issues remained constant unknowns throughout the months of the schemes evolution. One was the management of Peasholme Green and the other was the use of the Black Swan PH car park as part of the site or not. Both were red line issues which gave a degree of uncertainty. We spent a considerable amount of time discussing how Peasholme Green could be enhanced (which we considered to be vital to the setting of listed buildings and the sense of place for the new civic HQ) but in the end, it was not within the red line of the application. This was disappointing. The use of the pub's car park was more positive and eventually it was formally included in the scheme which enabled the office block to be set further away from the Black Swan thereby giving us a degree of comfort about improving the setting of the II*.
- 11 Looking behind the scheme itself and to the Brief, I think that during the spring, the design details (materials, fenestration form etc) were being fine tuned whilst the matters of massing, footprint etc had, by this time, been taken as a given. The space planning requirements were being reviewed in depth by spring and were being incorporated into the structure. So by spring

the concerns about massing as expressed by EH and others had to some extent been parked whilst the clients space needs were resolved. This appears to have been a lengthy process which was taking the proposals very close to the timing deadlines for submitting for planning permission. With hindsight the scheme under discussion became a scheme submitted for approval without a breathing space to give a semi formal response prior to the full formality of the planning consultation.

Happy to discuss further. Neil has also written to Bill W setting out our thoughts on the newly emerging options for the site and his letter contains references to our views on the earlier scheme.
Alison

Annex E

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NEWS

York planners 'might have vetoed council HQ'

11:20am Wednesday 19th November 2008

By Mark Stead »

YORK'S controversial new council headquarters project was in danger of being turned down by the authority's own planners if the scheme had not been ditched first.

That is one of the shock claims made at the first meeting of a scrutiny committee which is investigating why the Hungate scheme went so shockingly wrong.

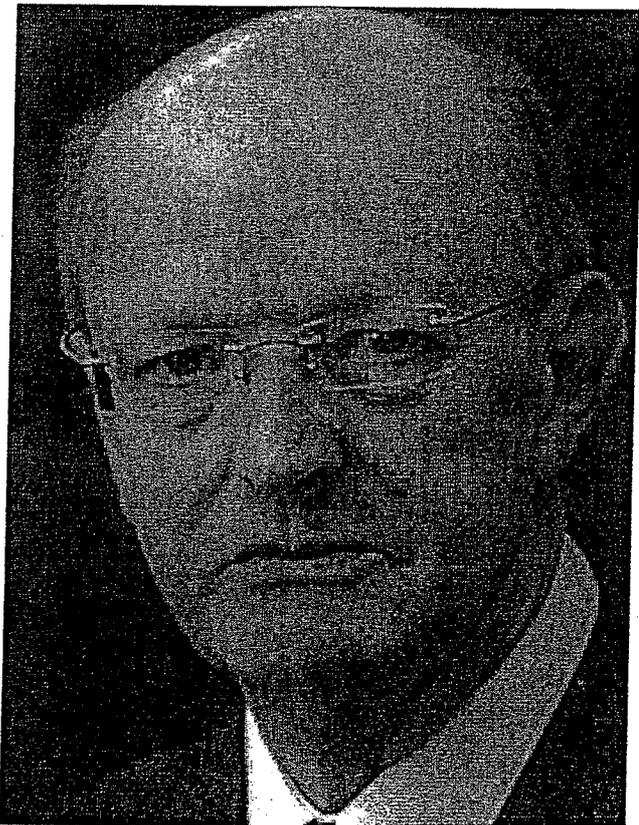
The six-strong group will examine how the authority's planned relocation to the site fell apart while eating up more than £4.8 million of public money, which now means the project looks dead.

It aims to discover why Hungate was chosen for the council's proposed HQ in the first place, before coming in for stinging criticism from the public and English Heritage, and what lessons can be learned to ensure the fiasco – which forced the withdrawal of the planning application in July – never happens again.

And Coun Roger Pierce, a member of the Hungate ad-hoc scrutiny committee, a Hull Road councillor and a former architect, told yesterday's meeting: "I would go so far as to say that, from what officers told me, that had the application not been withdrawn, it might have been recommended for refusal by the council's own planners.

"If I had been the case officer, I would have recommended refusal of the scheme irrespective of whose it was.

"As for the idea that English Heritage stabbed us in the back, if you look at the consultation responses, they were all of the view that this was the wrong building in the wrong place.



Coun Roger Pierce

IN THIS SECTION

Peeping Tom is sent to jail

More gipsy site pitches needed in York

Olympic flame idea for York chimney

Plans drawn up for new North Yorkshire incinerator

Gambler's £28k expenses fiddle

"My principal concern is how the council went so far with a design which all the consultations and members of the public thought was so poor.

"There seems to have been a process of bypassing officers who would have clearly identified, at an early stage, that this scheme was a lemon."

Fishergate councillor Dave Taylor said he did not believe enough public consultation had been carried out before the scheme was drawn up.

He said: "Clearly, one of the problems was that there was not enough land there and that forced us to do some ridiculous things, like pulling down a perfectly good homeless centre."

Fulford councillor Keith Aspden, who is chairing the committee, said he also wanted to trace the point where English Heritage first developed concerns about the scheme. He said: "If the council had been told from day one that it was too big, I would hope it would not have been followed through."

An informal half-day consultation event, where the committee will speak to officers and possibly English Heritage representatives, is scheduled for next week.

An interim report on those findings is expected next month, with a final report following in January.

The council has now launched a Europe-wide invitation for developers to submit alternative ideas and sites for its new headquarters, as it looks to locate all its staff on a single site.

New contractors could soon be appointed for York homeless centre

York's top policeman takes on new post

Sainsbury's bomb alert snarls up York

Christmas starts early for York charity

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EDITOR'S CHOICE



York City 2, Crawley Town 2
 YORK City paid the penalty for teenage defender Andy McWilliams' over-eagerness as they conceded a last-gasp equaliser against Crawley Town.

Chancellor's scheme to get economy moving

Alistair Darling will be deciding today which taxes to cut to boost the economy. STEPHEN LEWIS invited the people of York to give the Chancellor some advice.



Review: Fish, Grand Opera House, York

You know how fisherman's tales are prone to exaggeration? Well with no word of a lie the Fish York caught on Sunday night was a

monster.



Life in the sloe lane

Bitter sloes join sugar and alcohol in an age-old marriage that goes down a treat at this time of year. CHARLOTTE PERCIVAL meets a man dedicated to the sloe life.



The days of browning

As the garden declines and browns, Gina Parkinson looks for cheer in foliage that is still of interest.

Annex E

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City HQ list cut to 'Hungate, Station Rise and Layerthorpe'

And then there were three

by GAVIN AITCHISON

Political reporter

CITY chiefs have slashed the list of options for York's new council headquarters.

The Press understands City of York Council officials will today reveal that Hungate, land in Layerthorpe near the old Frog Hall pub, and West Offices in Station Rise are the only viable contenders left on the city-centre shortlist.

Eleven other sites on an original list of 14 have been all but ruled out, including various council car parks; the Barbican; land at Nestlé South; Terry's; the grain stores at Clifton Moor and the Royal Mail sorting office in Leeman Road.

There is cross-party support for putting the HQ in the city centre, but it has also emerged that if a site other than Hungate is selected, the council may need to go through a Europe-wide procurement process, which could cause further delays and mean key contracts having to be re-negotiated.

Labour and the Conservatives have voiced serious concerns over Hungate and hopes of bringing all the council's services under one roof there now look dead.

The council had identified the site as the ideal location for its new £40 million building, but it is now feared the land is incapable of accommodating a single office big enough.

Labour and the Tories favour a single building rather than a split site and their combined voting

power means they could sound the death knell for Hungate entirely, forcing the authority to go elsewhere.

An alternative option now being explored is for the council to build what it can there, and also occupy part of another building on the wider Hungate site.

Conservative leader Ian Gillies said: "I do not think Hungate is a goer at all. What's the point?"

"The whole point of moving is to cut costs. Why should we pay double the bills on a 50-50 split site?"

His Labour counterpart David Scott said the new HQ had to be on a single, city-centre site, and had to deliver the savings promised when the project was launched.

The move aims to relocate the council from 16 sites to one purpose-built office, but was left in disarray in July. The council withdrew its own planning application, after widespread condemnation, including an 11th-hour objection by English Heritage.

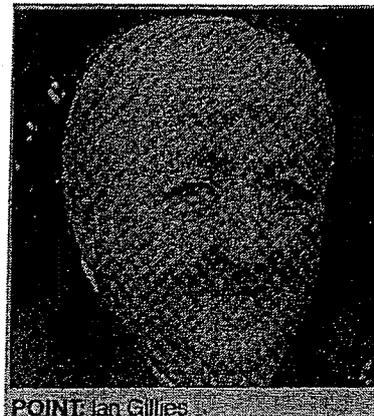
Last night, Coun Scott condemned the handling of the project.

He said: "Without a single brick being laid, we have committed or spent £4.8 million of council taxpayers' money."

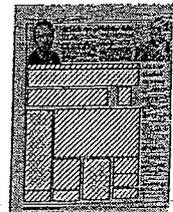
Council leader Andrew Waller said: "We owe it to council taxpayers to demonstrate that we have examined sites against deliverability and accessibility, and sustainability is a key aspect."

He confirmed eight of the 14 sites had been ruled out. Senior

Guildhall sources have since declared that, so long as the council remains in favour of a city-centre option, the shortlist is down to Layerthorpe, Hungate and West Offices, which stand on the site of the old York Station.



POINT: Ian Gillies





Source:
Edition:
Country: UK
Date: Thursday 25, September 2008
Page: 7
Area: 241 sq. cm
Circulation: VFD 49465 Weekly
BRAD info: page rate £1,667.70, scc rate £5.45
Phone: 01904 653 051 or 01904 567 121
Keyword: English Heritage

> durrants

Well, well...

27,500 slimey coins cleaned to help fund Clifford's Tower

A DECADE'S worth of grime has been cleaned off thousands of coins recovered from a York well during a three-year scrub-bathon to provide a substantial donation for a historic monument.

English Heritage has totted up the small change collected from the bottom of the 26-foot-deep well at Clifford's Tower and has bagged £1,120.50 to help towards its upkeep.

It took three years to count the money after each coin had to be individually rinsed and then scrubbed clean.

Visitors have been dropping pennies into the well since 1896 and in October 2005 the money was recovered by an abseiler.

Clare Hogan, visitor operations manager for Clifford's Tower said: "We knew that there was a fair layer of grime down there, but until the abseiler started digging we had no idea quite how much."

"Bucket after bucket of coins came up, before we eventually got to the bottom of the well but they were all covered with a decade's worth of muck and grime, so we have had to wash every single coin."

The layer of coins was so deep that at the bottom many had become compacted into just a



RECOVERY Matt Birch, of Leeds Climbing Wall, descends into the well at Clifford's Tower in October 2005

chunk of smashed metal unrecognisable and unusable.

Foreign coins, including pre euro Francs, Pesetas, Lire and Deutschmarks, were also found, as well as some other coins which had disintegrated and split over the years.

The usable coinage was handed over to English Heritage's bank HSBC yesterday. The money will go towards funding the upkeep and maintenance of the 13th-century stone keep.

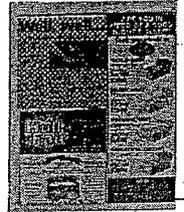
"Given that staff had been emptying the mop bucket down the well for years, it is unsurprising quite how grimy the coins were, and indeed, we tried many different techniques to

clean them from vinegar to soaking in cola but sadly, the only way to make a real difference was to rinse them with a hose then scrub them by hand - all 27,573 coins," added Clare.

Staff are getting ready to empty the well again - of the three years' worth of deposits, people have made since it was last emptied.

Clifford's Tower is open daily at the Eye of York. Admission price: £3 for adults, £2.40 concessions, £1.50 children, or £7.50 for a family ticket (two adults and up to three children).

For details, phone 01904 646940 or visit www.english-heritage.org.uk/cliffordstower



Offices formerly occupied by railway employees in Station Rise – opposite the former GNER building which is set to be converted into a luxury hotel – were also available for re-development, with land behind also available for new office buildings.

He said the purchase of both sites would involve European procurement laws, leading to a three-month delay.

This would not apply with the Hungate site, which was already owned by the council and was still an option for a new HQ – although probably not the entire HQ under one roof because of the problems of massing and scale.

He revealed the authority had paid £1.2 million for part of the Hungate site occupied by an ambulance station.

He said another site which had been looked at – the former Barbican swimming pool and car park – was “not available.”

Mr Woolley said officers were “leaning strongly” towards the HQ being in the city centre or on the edge of the city centre, which would have economic benefits, with staff providing custom for retailers in their lunch breaks.

The council was still working under the same budget figure of just under £44 million for the project, he said. A report will now be submitted to a meeting of the council’s executive on October 21.

HAVE YOUR SAY

Where do you think the council HQ should be built?
thepress.co.uk



HQ move 'not until 2012'



by **MIKE LAYCOCK**

Chief reporter

COUNCIL staff may not now move into a new headquarters in York until early 2012, a senior official has revealed.

The delay of more than a year beyond the original target of 2010 means the authority will have to continue renting existing office premises for longer than expected, said Bill Woolley, City of York Council's director of city strategy.

Speaking at a press conference, he confirmed an exclusive report in yesterday's *The Press* that the council had now identified three possible sites where a new headquarters for 1,400 workers could now be built - Hungate, Layerthorpe and Station Rise.

The council has been searching for

a new site for offices since it decided in the summer to scrap controversial proposals for a massive HQ in Hungate, following criticism of the planned building by *English Heritage*.

Mr Woolley said if the authority chose to build the new HQ on a former gas works site in Layerthorpe, it was possible much of the original design work for Hungate - which had cost about £1.8 million - could still be utilised.

He said the site was within walking distance of the city centre, had good bus links, and development there would help in the regeneration of the area. He said the site, where planning permission for housing had been granted previously, was available to buy but the land was contaminated and would require reclamation work.



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COI

HA // Council forced into late rethink on plans for new £40m headquarters

RD
SP
PB
19/8

Paul Jeeves

SCALED-DOWN plans for York Council's new £40m headquarters could be pursued after an emergency review was launched to identify alternative sites for the huge overhaul of civic services.

The council has been forced into an 11th-hour rethink of the ambitious relocation plan, which would have seen the vast majority of services merged

under one roof with a main base for its 1,400 staff.

English Heritage voiced strong opposition to the initial proposals and said the development would undermine the historic character of a site in Hungate.

Since being forced to shelve the original plans last month senior councillors and officers have maintained every effort would be made to ensure that the new headquarters would

remain in the city centre. However, the scale of the development has limited options in York's historic city centre.

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Coun Waller stressed that the authority would still retain its existing main base, The Guildhall, for committee meetings.

Officers are preparing a detailed review of the revised plans for the relocation which the council's executive will consider on September 9.

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12 ^{HA/RS} The Press SATURDAY, JULY 12, 2008

News

THE PRESS

126TH YEAR OF PUBLICATION

COMMENT

Time to take deep breath

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However, we have also said all the way along that the proposed building needed to win its place in the hearts of the people of York. Blatantly, it has failed to do this. Assorted local bodies, including York Civic Trust, York Conservation Trust and York Tomorrow, have been united in their disapproval.

Ordinary residents have also spoken against the building, calling on such terms as "carbuncle", "monstrosity" and "ugly and offensive". So the proposed headquarters failed to win the public vote, too. And now, facing an almost universal thumbs-down, the council has given into the prevailing hostility, and scrapped its contentious plans.

A big part of the problem with the proposal was that the building needed to inspire, it needed to be a beacon of good design and well thought-out purpose. It needed to be inspirational and – most importantly – it had to fit in with the historic grandeur of its surroundings. This it clearly failed to do.

We can sympathise with the council, which had already made alterations to its plans. But this beautiful city of York is more important than any one project – even one as important as this.

The whole scheme seems to be in limbo and disarray, with no one knowing for sure if it will even be built in Hungate. Now the council has to take a deep breath and decide how to move forward.

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So what did they say that proved so pivotal?

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But she said: "Despite several meetings to discuss the emerging proposals, English Heritage remains concerned that the building, by reason of its height and massing, cannot be developed without harming the setting of the cluster of historic buildings and spaces around."

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forced to move out of Hungate to make way for the ill-fated council scheme, and the council has already sold its existing offices in St Leonard's Place, on a leaseback deal.

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Yesterday's shock news was the latest blow to the Hungate scheme. The building had already been redesigned once before, and costs had increased three times in as many years.

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YOU... the jury

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Is the council right to withdraw its plans for a new HQ?

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Text: Enter 0909 and the key
in yes or no. Send to 80360
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WE ASKED...

Would a ten per cent hike in school meal prices still represent value for money?

YES 36% NO 64%

said all options were back on the table, including taking the existing design and looking for a suitable site.

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Yorkshire Ambulance Service and the Peasholme Centre for the homeless have already both been

tion was a "minor" setback. He said the business case for moving remained sound, and defended the building by architects RMM.

"The building itself was fairly supported by English Heritage," he said. "It's the location that is the issue, so we will be looking at alternatives."

But he was unable to say when the council would move into new headquarters, or where they would be.

Opposition leader David Scott

BY GAVIN AITCHISON

Political reporter

CITY of York Council's £40 million relocation project was today in complete disarray, with civic chiefs admitting they do not know where they are going or when.

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The council today admitted it was considering abandoning Hungate altogether and is now assessing various options for what to do next. City chiefs must decide whether to come up with a new scheme on the same site at Hungate, or to find an alternative location.

A spokeswoman said: "The council is considering its options and it is too early to say what the outcome will be, although we are still committed to providing a new civic centre."

The council has already spent £4.9 million planning the move but today insisted that money had not been wasted, as the work done so far would still "underpin the options for the new headquarters".

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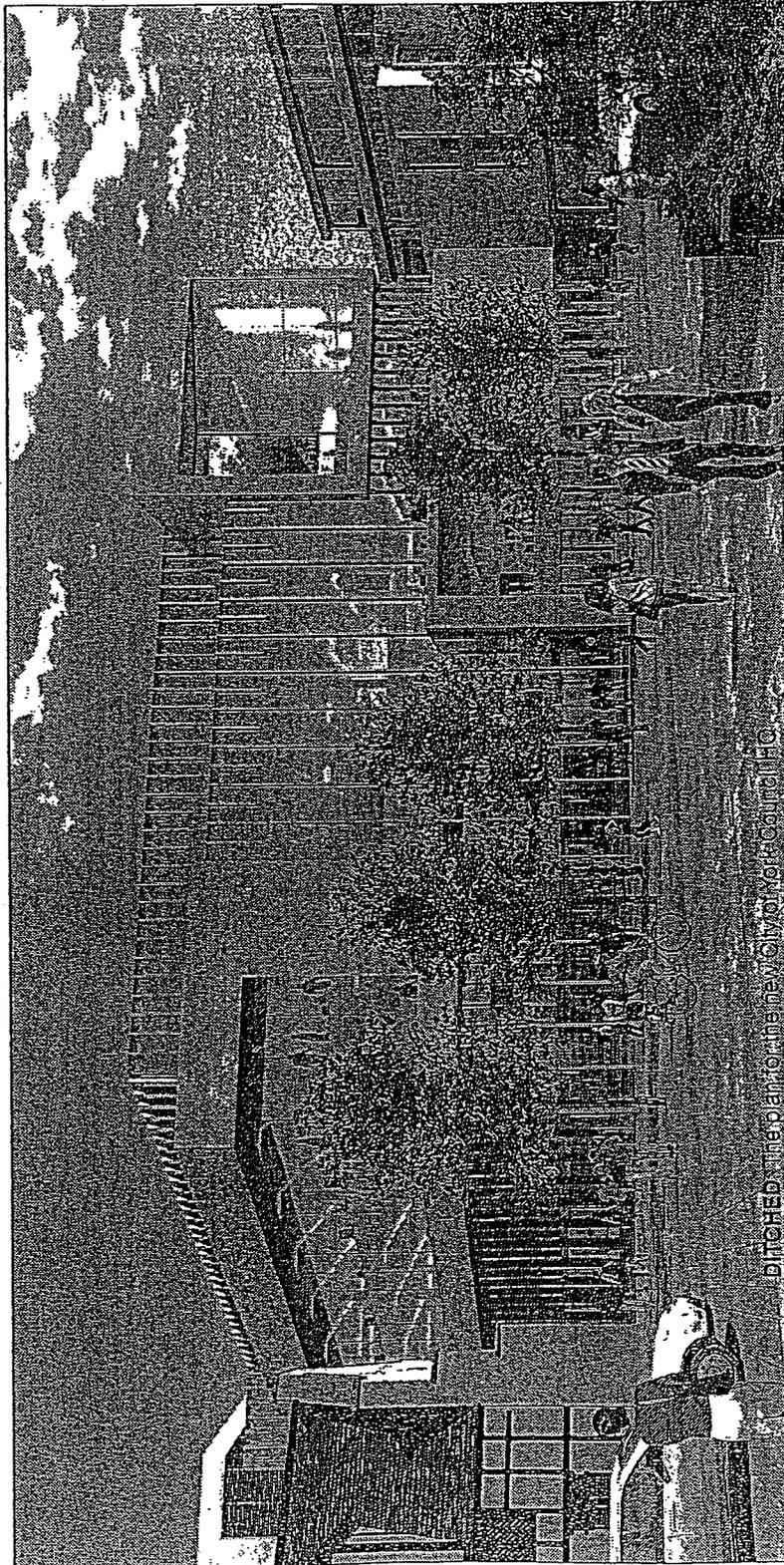
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COI

Where to now?



DITCHED: The plan for a new City of York Council HQ

Decision leaves £40m council HQ project in disarray

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£40m council HQ plan is jettisoned

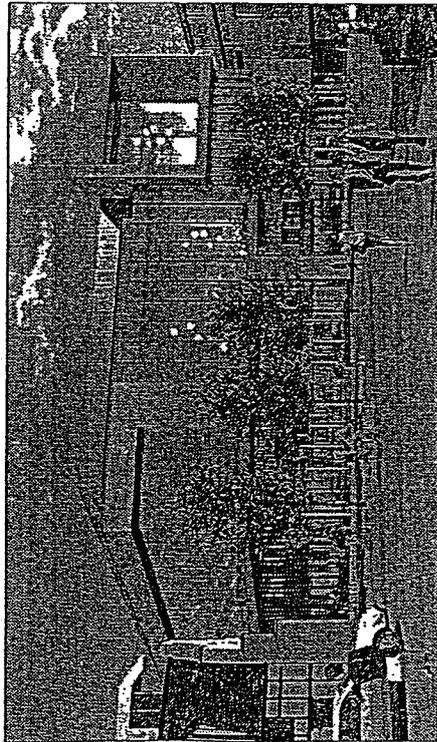
by MIKE LAYCOCK and HAYDN LEWIS
newsdesk@thepress.co.uk

CONTRVERSIAL plans for a £40 million new York council headquarters in Hungate have been scrapped following further criticism - this time from English Heritage.

The proposals had attracted a barrage of flak from watchdog organisations such as York Civic Trust, York Conservation Trust and York Tomorrow, as well as members of the public. Now City of York Council chief executive Bill McCarthy has revealed English Heritage was "very concerned about the potential impact of the proposed building on the established historic environment around Hungate". He said because of these comments, the council was withdrawing its planning application.

"It is too early to say how the council will take this issue forward, but we will be looking at our options urgently," he said. "In doing so, we shall continue to focus on the significant benefits for our customers, council taxpayers and council staff that a new HQ would bring to the city, as well as boosting the city centre economy and reducing the council's carbon footprint."

He added: "Although we are disappointed with the response from English Heritage, we're pleased that it recognises the proposed



ABANDONED: An artist's impression of the proposed council HQ

building could be 'a very impressive, sustainable and fit for purpose civic building'." The Press has reported previously how residents have written to the council to brand the proposed office block a "carbuncle", a "monstrosity" and "ugly and offensive". Political leaders reacted differently today to the decision to withdraw the application.

Labour group leader David Scott said it was the "right decision" in the light of concerns expressed by a variety of groups and individuals. Green Party councillor Dave Taylor said: "This is great news, the sustainability of the project is good, but the aesthetics of the design are appalling; so I'm pleased that the council has seen sense."

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Council leader Coun Andrew Waller said: "While it is disappointing that this has come out so late in the day, given the close engagement we have had between the council and English Heritage, and we have made significant changes to the design and materials which they have acknowledged."

"However, the reasons behind the move to the new building remain; council offices scattered across the city - that doesn't help residents or employees - and the new building will save money in the long run." Conservative Party leader Coun

Ian Gillies said: "Officers have done the right thing by withdrawing the application completely. Future consultation regarding an alternative must embrace professionals and organisations which are experienced in this area."

The decision was welcomed by some of York's leading conservationists, who have previously delivered damning criticisms of the scheme.

Alison Sinclair, pictured, speaking on behalf of the conservation areas advisory panel, said: "We come this news as very much welcomed. We have always maintained from the beginning that this was the wrong building in the wrong place."



Peter Brown, company secretary for York Civic Trust, said: "It is greatly encouraging that the council is actually listening to people in making this decision and we hope that in the future there will be really positive engagement from the national and local societies."

Philip Crowe, who chairs the campaigning organisation York Tomorrow, but said he was speaking in a personal capacity, said: "Perhaps this is the best way forward because of the amount of public concern. It's better to think again and get it right then rush forward with a compromise solution."

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COI

English Heritage criticism halts council's £40m project

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Paul Jeeves

A RADICAL overhaul of York's civic services lay in tatters last night after the city council confirmed it was shelving plans for a new £40m headquarters.

The decision to halt the multi-million pound relocation came after the proposals were criticised by English Heritage, which said it would undermine the his-

toric character of the Hungate site which was to house it.

Almost £5m has already been spent by the council on blueprints for the move along with widespread consultations, but the authority's chief executive Bill McCarthy maintained that the money had not been wasted.

He stressed that the designs could still be used and the relocation was vital to the future of

the authority, which is currently operating out of 16 different premises in the city.

However, it was announced yesterday that the council is withdrawing its planning application after receiving the letter from English Heritage on Wednesday.

Mr McCarthy was adamant that every effort would be made to ensure that the new head-

quarters remained in the city centre.

The relocation to a site on the 10-acre Hungate development would have represented the biggest shake-up of civic services in York in the modern era. The council's existing set-up, with offices scattered throughout the city, has sapped finances as half of its premises are leased and rents swallow up £1m a year.

One of the most distinctive elements of the proposed headquarters had been a timber-clad seven-storey "bio tower" housing environmentally-friendly technologies ranging from rainwater harvesting to a combined heat and power system using bio-fuels.

While English Heritage acknowledged that the designs represented a "very impressive,

sustainable and fit for purpose civic building", grave concerns were raised over the impact the headquarters would have on its surrounding environment.

York Council's leader Andrew Waller said: "We are not abandoning the project, and we certainly do not want to abandon the city centre. It is vital that the council remains in the centre of York."

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COI

HA/ Council forced into late rethink on plans for new £40m headquarters

Paul Jeeves

SCALED-DOWN plans for York Council's new £40m headquarters could be pursued after an emergency review was launched to identify alternative sites for the huge overhaul of civic services.

The council has been forced into an 11th-hour rethink of the ambitious relocation plan, which would have seen the vast majority of services merged

under one roof with a main base for its 1,400 staff.

English Heritage voiced strong opposition to the initial proposals and said the development would undermine the historic character of a site in Hungate.

Since being forced to shelve the original plans last month senior councillors and officers have maintained every effort would be made to ensure that the new headquarters would

remain in the city centre. However, the scale of the development has limited options in York's historic city centre.

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12 ^{HA/RS} The Press SATURDAY, JULY 12, 2008

News

THE PRESS

126TH YEAR OF PUBLICATION

COMMENT

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COI

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by GAVIN AITCHISON

Political reporter

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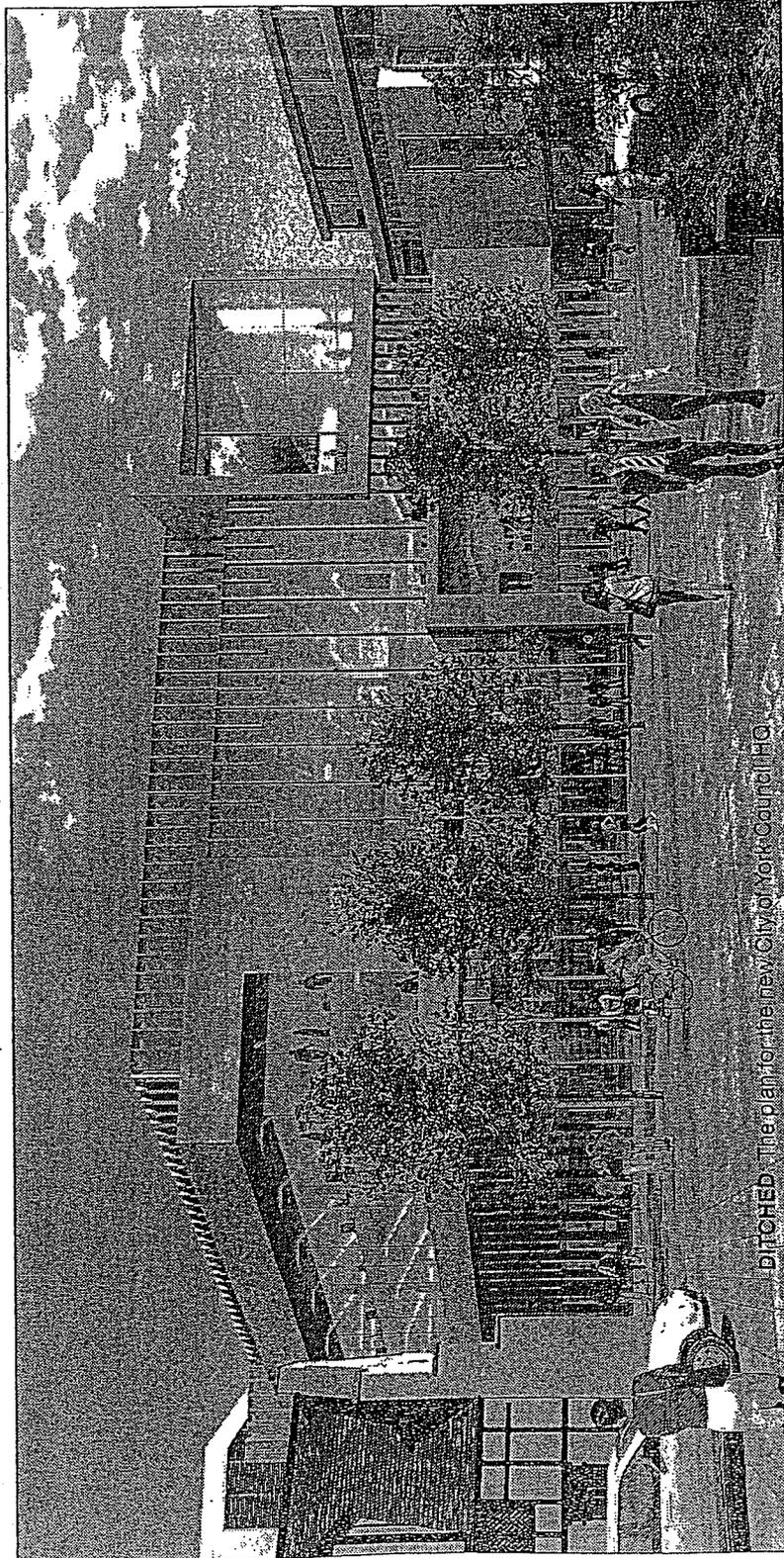
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Where to now?



DITCHED: The plan for the new City of North Cumbria HQ.

Decision leaves £40m council HQ project in disarray

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COI

English Heritage criticism halts council's £40m project

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Paul Jeeves

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He stressed that the designs could still be used and the relocation was vital to the future of

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sustainable and fit for purpose civic building", grave concerns were raised over the impact the headquarters would have on its surrounding environment.

York Council's leader Andrew Waller said: "We are not abandoning the project, and we certainly do not want to abandon the city centre. It is vital that the council remains in the centre of York."

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ED



£40m council HQ plan is jettisoned

by MIKE LAYCOCK and HAYDN LEWIS

newsdesk@thepress.co.uk

CONTROVERSIAL plans for a £40 million new York council headquarters in Hungate have been scrapped following further criticism – this time from English Heritage.

The proposals had attracted a barrage of flak from watchdog organisations such as York Civic Trust, York Conservation Trust and York Tomorrow, as well as members of the public.

Now City of York Council chief executive Bill McCarthy has revealed English Heritage was "very concerned about the potential impact of the proposed building on the established historic environment around Hungate".

He said because of these comments, the council was withdrawing its planning application.

"It is too early to say how the council will take this issue forward, but we will be looking at our options urgently," he said. "In doing so, we shall continue to focus on the significant benefits for our customers, council taxpayers and council staff that a new HQ would bring to the city, as well as boosting the city centre economy and reducing the council's carbon footprint."

He added: "Although we are disappointed with the response from English Heritage, we're pleased that it recognises the proposed building could be 'a very impressive, sustainable and fit for purpose civic building'."

The Press has reported previous-

ly how residents have written to the council to brand the proposed office block a "carbuncle," a "monstrosity" and "ugly and offensive".

Political leaders reacted differently today to the decision to withdraw the application.

Labour group leader David Scott said it was the "right decision" in the light of concerns expressed by a variety of groups and individuals.

Green Party councillor Dave Taylor, said: "This is great news, the sustainability of the project is good, but the aesthetics of the design are appalling, so I'm pleased that the council has seen sense. I hope that we will have the opportunity to take on board the objections that English Heritage, myself and other heritage bodies have made."

Council leader Coun Andrew Waller said: "While it is disappointing that this has come out so late in the day, given the close engagement we have had between the council and English Heritage, and we have made significant changes to the design and materials which they have acknowledged.

"However, the reasons behind the move to the new building remain; council offices scattered across the city – that doesn't help residents or employees – and the new building will save money in the long run."

Conservative Party leader Coun Ian Gillies said: "Officers have done the right thing by withdrawing the application completely. Future consultation regarding an alternative must embrace professionals and organisations which are experienced in this area."

The decision was welcomed by

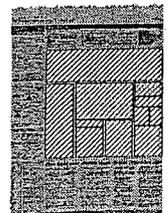
some of York's leading conservationists, who have previously delivered damning criticisms of the scheme.

Alison Sinclair, *pictured*, speaking on behalf of the conservation areas advisory panel, said: "We very much welcome this news as we have always maintained from the beginning that this was the wrong building in the wrong place."



Peter Brown, company secretary for York Civic Trust, said: "It is greatly encouraging that the council is actually listening to people in making this decision and we hope that in the future there will be really positive engagement from the national and local societies."

Philip Crowe, who chairs the campaigning organisation York Tomorrow, but said he was speaking in a personal capacity, said: "Perhaps this is the best way forward because of the amount of public concern. It's better to think again and get it right then rush forward with a compromise solution."





PRESS

City council HQ move shelved

£40m project halted after English Heritage criticism

Paul Jeeves

A RADICAL overhaul of York's civic services lay in tatters last night after the city council confirmed it was shelving plans for a new £40m headquarters.

The decision to halt the multi-million pound relocation came after the proposals were criticised by English Heritage, which said it would undermine the historic character of the Hungate site which was to house it.

Almost £5m has already been spent by the council on blueprints for the move along with widespread consultations, but the authority's chief executive Bill McCarthy maintained that the money had not been wasted.

He stressed that the designs could still be used and the relocation was vital to the future of the authority, which is currently operating out of 16 different premises in the city.

However, it was announced yesterday that the council is withdrawing its planning application after receiving the letter from English Heritage on Wednesday.

Mr McCarthy said: "We recognise that, along with others, English Heritage is very concerned about the potential impact of the proposed building on the

established historic environment around Hungate.

"For this reason the council will be withdrawing its planning application. It is too early to say how the council will take this issue forward, but we will be looking at our options urgently."

Mr McCarthy was adamant that every effort would be made to ensure that the new headquarters remained in the city centre.

The relocation to a site on the 10-acre Hungate development would have represented the biggest shake-up of civic services in York in the modern era. The council's existing set-up, with offices scattered throughout the city, has sapped finances as half of its premises are leased and rents swallow up £1m a year.

One of the most distinctive elements of the proposed headquarters had been a timber-clad seven-storey "bio tower" housing environmentally-friendly technologies ranging from rain-water harvesting to a combined heat and power system using bio-fuels.

The structure, alongside the five-storey council block, was intended to mirror the bell towers of traditional city halls.

The headquarters had been due to feature offices, training

facilities and meeting rooms as well as a customer centre for the public to access council services, all built around a central atrium.

While English Heritage acknowledged that the designs represented a "very impressive, sustainable and fit for purpose civic building", grave concerns were raised over the impact the headquarters would have on its surrounding environment.

York Council's leader Andrew Waller admitted that English Heritage's comments had come as a "surprise".

He said: "We are not abandoning the project, and we certainly do not want to abandon the city centre. It is vital that the council remains in the centre of York."

He added: "Withdrawing the planning application is a clean break, and we will be assessing the situation."

York Council reviewed its property portfolio before announcing plans in November 2005 for the relocation.

The move is due to be financed by borrowing, sale of existing offices, and savings made by centralising operations.

paul.jeeves@ypn.co.uk



£40m council HQ plan is jettisoned

by MIKE LAYCOCK and HAYDN LEWIS
newsdesk@thepress.co.uk

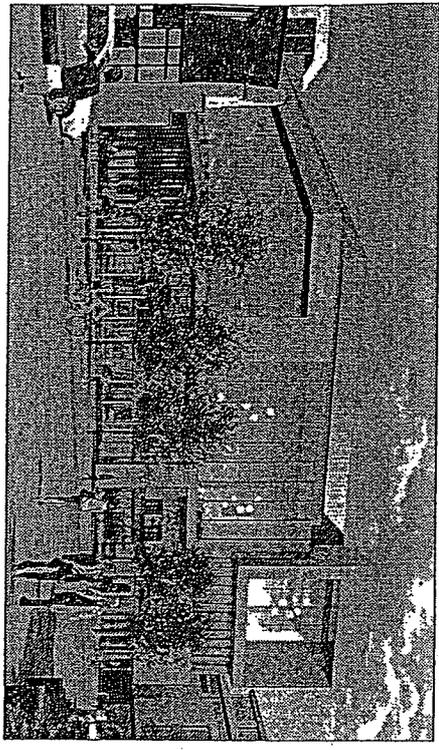
CONTROVERSIAL plans for a £40 million new York council headquarters in Hungate have been scrapped following further criticism - this time from English Heritage.

The proposals had attracted a range of flak from watchdog organisations such as York Civic Trust, York Conservation Trust and York Tomorrow, as well as members of the public.

Now City of York Council chief executive Bill McCarthy has revealed English Heritage was "very concerned about the potential impact of the proposed building on the established historic environment around Hungate". He said because of these comments, the council was withdrawing its planning application.

"It is too early to say how the council will take this issue forward, but we will be looking at our options urgently," he said. "In doing so, we shall continue to focus on the significant benefits for our customers, council taxpayers and council staff that a new HQ would bring to the city, as well as boosting the city centre economy and reducing the council's carbon footprint."

He added: "Although we are disappointed with the response from English Heritage, we're pleased that it recognises the proposed



ABANDONED: An artist's impression of the proposed council HQ building could be a very impressive, sustainable and fit for purpose civic building.

The Press has reported previously how residents have written to the council to brand the proposed office block a "carbuncle," a "monstrosity" and "ugly and offensive". Political leaders reacted differently today to the decision to withdraw the application.

Labour group leader David Scott said it was the "right decision" in the light of concerns expressed by a variety of groups and individuals. Green Party councillor Dave Taylor said: "This is great news, the sustainability of the project is good, but the aesthetics of the design are appalling, so I'm pleased that he council has seen sense."

hope that we will have the opportunity to take on board the objections that English Heritage, myself and other heritage bodies have made."

Council leader Coun Andrew Waller said: "While it is disappointing that this has come out so late in the day, given the close engagement we have had between the council and English Heritage, and we have made significant changes to the design and materials which they have acknowledged. "However, the reasons behind the move to the new building remain; council offices scattered across the city - that doesn't help residents or employees - and the new building will save money in the long run."

Conservative Party leader Coun Ian Gillies said: "Officers have done the right thing by withdrawing the application completely. Future consultation regarding an alternative must embrace professionals and organisations which are experienced in this area." The decision was welcomed by some of York's leading conservationists, who have previously delivered damning criticisms of the scheme.



Alison Sinclair, pictured, speaking on behalf of the conservation areas advisory panel, said: "We very much welcome this news as we have always maintained from the beginning that this was the wrong building in the wrong place."

Peter Brown, company secretary for York Civic Trust, said: "It is greatly encouraging that the council is actually listening to people in making this decision and we hope that in the future there will be really positive engagement from the national and local societies."

Philip Crowe, who chairs the campaigning organisation York Tomorrow, but said he was speaking in a personal capacity, said: "Perhaps this is the best way forward because of the amount of public concern. It's better to think again and get it right then rush forward with a compromise solution."

COI News & PR
Yorkshire & the Humber
Press Cuttings Service
Source: Evening Press (York)
Date: 11-7-08
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COI





Buildings at grave risk

SHEFFIELD General Cemetery Trust welcomes the Heritage at Risk in South Yorkshire report (July 8). As they say 'when damaged or lost, such sites, often dating back thousands of years, cannot be replaced'.

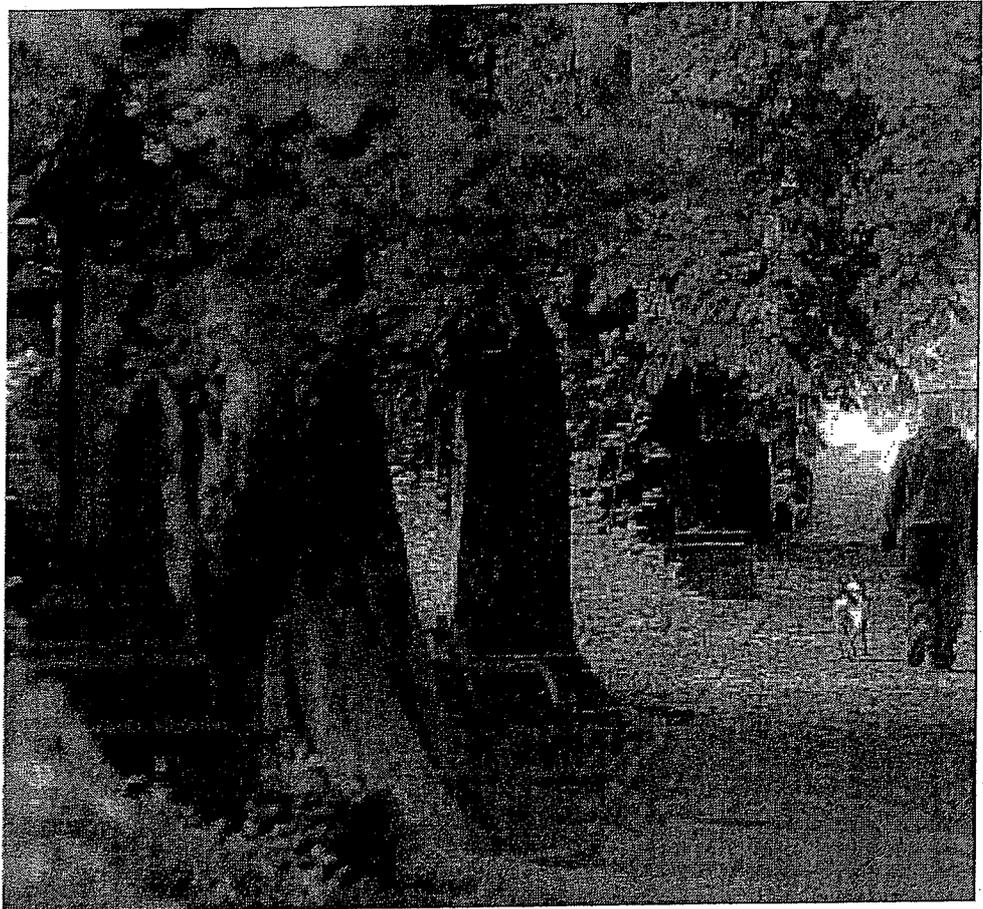
Sheffield's landscape is one of industrialisation and urbanisation, so we may not have the oldest monuments but there is significance in more than mere years.

The General Cemetery was founded in 1836, its history and that of its residents is integral to the development of Sheffield the modern city. It is regarded as one of the most important historical sites in Europe, and contains the largest collection of listed buildings in one place in Sheffield.

There are 10 listed monuments and buildings, including three at Grade II*. Two of these are the Egyptian Gateway and the Lion Gatehouse, recently restored by Sheffield General Cemetery Trust with help from the Heritage Lottery Fund.

The third, however, the Egyptianate style Non Conformist chapel, which has been closed for 30 years, is in much need of restoration. We are currently seeking funding from English Heritage to replace the roof and commission a structural survey with the aim not only to preserve it, but to reopen as a community resource with café and meeting rooms. We would urge the readers to support us in this.

There is another building in the General Cemetery in even more need of care. This is the Anglican Chapel,



Our heritage: One man and his dog walk through the General Cemetery

Picture: Dean Atkins

whose striking spire is visible from the centre of Sheffield.

At present in private hands this is crumbling visibly, the roof protected only with blue plastic sheeting.

It is a Grade II listed building but has no star. If it did then surely it would be listed as at high risk.

We are asking the new Liberal Democrat administration on the city council to commit to the restoration of this building, and to work in partnership with the Trust and the Heritage Lottery Fund to do this.

We say this not only on

behalf of the people of Sharrow, Broomhill and Nether Edge, who use the cemetery as their local park, and are appalled at the state that this beloved building has been left to get in.

Ven Crane, SGCT





Hungate HQ plan withdrawn

COUNCIL bosses have pulled its contentious plans for a new headquarters at Hungate.

The plans for the new HQ had drawn widespread condemnation

and following a fresh set of criticism from English Heritage, bosses decided to withdraw the application.

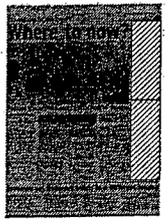
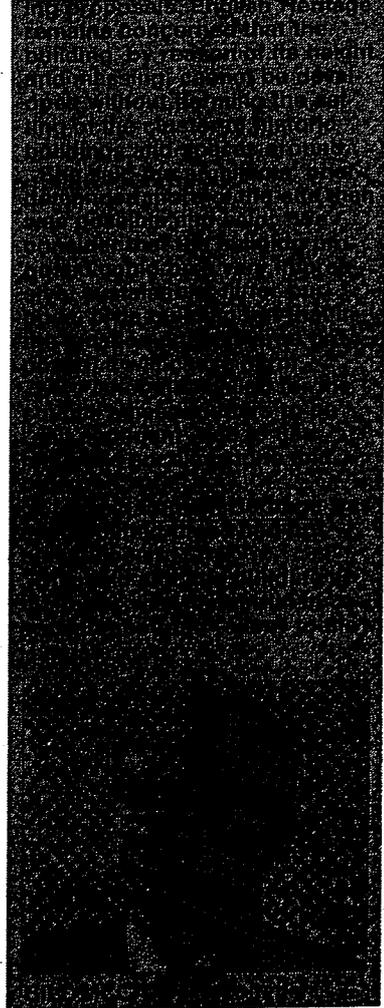
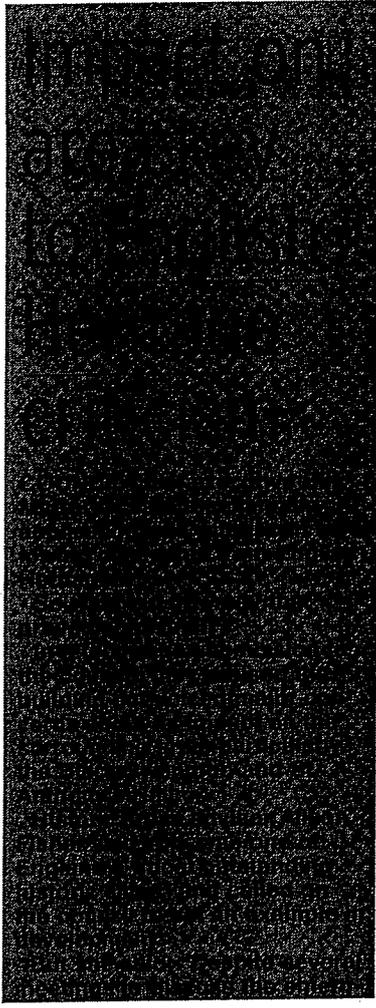
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Sourc
 Editio
 Country: UK
 Date: Saturday 12, July 2008
 Page: 7
 Area: 130 sq. cm
 Circulation: ABC 33221 Daily
 BRAD info: page rate £2,754.00, scc rate £9.00
 Phone: 01904 653 051
 Keyword: English Heritage

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Group on course to make mint for Paull church nave roof restoration project

by Gina Hobbs

Picture: Gavin Ewen

THANKS TO the enthusiasm and dedication of residents fund-raising for the restoration of Paull Church is on target to be completed by Christmas.

The fund-raising Group of St Andrew's Church and Paull Community has raised more than £36,000 since forming a year ago to save the church and only another £12,000 is needed.

At the time the group was formed the church was threatened with closure due to the desperate need for major repairs to the nave roof to make it watertight and to repair water damage inside the building and do essential plaster work.

Group spokesman Mrs Louise Greenbank said villagers had responded to a letter asking if residents wanted to keep the church open,

inviting anyone to come up with ideas for events to boost funds.

The fund-raising group was formed and produced an action plan of events which have taken place over the past year. These have included a donate-a-slate campaign, harvest festival dinner and auction, a Christmas auction and a £5,000 donation from Nippon Gohsei.

Fourteen intrepid souls took part in a community parachute jump and villagers flocked to a barn dance. Cheques for £4,800 from the jump and £3,400 from the dance were handed over to the vicar, the Reverend Ivan Howitt by committee members Jenny Gray and Louise Greenbank.

One resident, Graham Shaw, has been painting water colours of local properties to boost funds and has added £350 to

the pot.

"I don't think there's anyone in the village who's not been involved," said Mrs Greenbank.

Another £12,000 is needed for the group to reach its £48,000 target which will be added to an English Heritage grant of £72,000 to make up the £120,000 cost of the work.

A village street fair is planned for Sunday, August 24 and highlights will include an inter-pub competition with jousting, rafting and a tug of war.

Mrs Greenbank said: "The fund-raising has brought the community together. Everybody has mucked in. It's one of the joys of living in a small village."

Rev Howitt commented: "To raise £36,000 in a year for Paull Church restoration is phenomenal."





York Council dumps practice's HQ design

18 July 2008

York City Council has withdrawn its planning application for a RMJM-designed headquarters building after English Heritage slammed the scheme.

The project, part of a wider masterplan for the Hungate area by John Thompson & Partners, would have provided new offices for the council's 1,500 staff and featured a 38m-high "biotower".

But in a letter to the council's planning department last week, EH criticised the scheme's impact on nearby listed buildings and the wider setting, which includes York Minster.

"We consider significant harm will be caused to the immediate setting of the [grade II* listed] Black Swan public house, and to the wider setting of [grade I listed] St Anthony's Hall," EH historic areas adviser Alison Fisher wrote.

"We recommend a design review be undertaken which reconsiders the height, mass and materials of the main building [and] reviews the design, materials, footprint and massing of the biotower."

The scheme was also attacked by the York Civic Trust for its "total lack of recognition of the need for sensitivity to its surrounding".

Council chief executive Bill McCarthy confirmed that the project had been withdrawn from planning.

He said: "We recognise that along with others, English Heritage is very concerned about the potential impact of the proposed building on the historic environment."

RMJM director Adrian Boot said: "The project team consulted extensively with all appropriate bodies, including many meetings with English Heritage, where we received positive feedback, direction guidance and support for the development.

"The letter from English Heritage is somewhat surprising, very frustrating and disappointing for us and our client."

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be encouraged to use existing powers to grant exceptional permission for building in villages to create affordable homes, covenanted so that they could only be sold on to local workers, with their price capped so they would remain affordable for generations.

He will also recommend that buyers in Britain's national parks, in villages where services are deemed to be at risk because of a high proportion of weekenders, be required to seek planning permission if they want to 'convert' a house from a main residence into a second homes. That would allow councils to insist effectively that houses must be lived in full time.

But Taylor said second homes were not the worst culprits: 'Hundreds of thousands of people moving to the country is a lot more important than a relatively small number who buy a second home. The thing that is pushing up prices is desirability.'

His report argues that despite high prices in London it is now more expensive to live in the country than in the city, with affordable homes - the cheapest 25 per cent of the market - costing an average £13,000 more in rural areas than in towns, a gap that has widened in a decade. Villages around Manchester, Birmingham and Sheffield were now becoming as unaffordable as the M25 commuter belt.

It will, however, reject a free-for-all in housebuilding, which Taylor said would turn rural beauty spots into a 'Costa Brava' of concrete.

The National Housing Federation research - conducted in April, after six months of consecutive house price falls - suggests the housing market could be headed for a crash bad enough to cripple existing homeowners but without solving the problems of first-time buyers in rural middle England.

In 10 desirable rural areas, the average house price is now more than 15 times average local income: in the Cotswolds it is almost 20 times average income, compared with 13 times average wages in 2002.

In North Devon and the Cornish district of Restormel, the number of people stuck on the council housing list so far outnumbers homes available that even if the number of social houses in each area were doubled there would still not be enough. Almost one in 10 houses in South Hams and North Cornwall belong to weekenders while 18.9 per cent of houses in the Isles of Scilly are second homes.

David Orr, chief executive of the federation, called for a new target to build 9,000 social homes in the countryside a year, plus a duty on councils to consider the sustainability of a village before turning down planning proposals. 'The English countryside is in crisis with affordability getting worse and more people being forced out of the villages in which they grew up,' he added.



Where to now?

Decision leaves £40m council HQ project in disarray

by GAVIN AITCHISON

Political reporter

CITY of York Council's £40 million relocation project was today in complete disarray, with civic chiefs admitting they do not know where they are going or when.

As revealed in *The Press* yesterday, the council has withdrawn the planning application for its new headquarters, after it drew almost universal condemnation.

The council today admitted it was considering abandoning Hungate altogether and is now assessing various options for what to do next. City chiefs must decide whether to come up with a new scheme on the same site at Hungate, or to find an alternative location.

A spokeswoman said: "The council is considering its options and it is too early to say what the outcome will be, although we are still committed to providing a new civic centre."

The council has already spent £4.9 million planning the move but today insisted that money had not been wasted, as the work done so far would still "underpin the options for the new headquarters".

Council leader Andrew Waller said the withdrawal of the application was a "minor" setback. He said the business case for moving remained sound, and defended the building by architects RMJM.

"The building itself was fairly supported by English Heritage," he said. "It's the location that is the issue, so we will be looking at alternatives."

But he was unable to say when the council would move into new headquarters, or where they would be.

Opposition leader David Scott

said all options were back on the table, including taking the existing design and looking for a suitable site.

Several observers have said the offices should be located on the city's outskirts, such as at Monks Cross, but Coun Scott said they should be more central so all residents could access them relatively easily.

Yorkshire Ambulance Service and the Peasholme Centre for the homeless have already both been forced to move out of Hungate to make way for the ill-fated council scheme, and the council has already sold its existing offices in St Leonard's Place, on a leaseback deal.

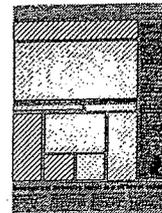
The council is now set to remain there beyond the expected move date of 2010, and Coun Scott warned the council could expect far higher rents thereafter.

He accused the ruling Liberal Democrats of "selling the family silver". He said: "It's just amazing what a mess they have managed to make of this."

Yesterday's shock news was the latest blow to the Hungate scheme. The building had already been redesigned once before, and costs had increased three times in as many years.

The withdrawn scheme had also drawn objections or criticisms from York Civic Trust; York Conservation Trust; the Commission for Architecture and the Built Environment (Cabe); York Conservation Areas Advisory Panel; and numerous residents.

The last straw was a formal objection from English Heritage, which said it was impressed with the building's eco-credentials, but said it was too big and too tall for its historic surroundings.





Television

EDITED BY ALISON GRAHAM

Journey's end

Let's call time on TV personalities cluttering up the countryside, says deputy TV editor **David Butcher**



It has become the visual cliché for a whole genre of "journey around Britain" programmes. This week it's *Jimmy Doherty's Farming*

Heroes (Tuesday BBC2). There's the dramatic landscape with a lone Land Rover barrelling along an open road; in a helicopter we swoop overhead taking in the noble car, the majestic scenery, the big skies; music swells on the soundtrack; there's the sense of a hero's quest across a beautiful land. Then we cut to Doherty in a muddy yard talking to farmers.

The farmers are very interesting and make for a quietly absorbing programme. So why the spurious helicopter shots? David Dimbleby did the same thing in his *Picture of Britain*. Marco Pierre White's doing it on ITV1 in his *Great British Feast*. I know it adds a sense of grandeur to

shows that are mostly a presenter meeting local characters and chatting to them, but there's always a niggly voice in my head wondering about the fuel bill for a helicopter and a 4x4 covering half the B-roads in Britain.

And it's not as if we really believe Jimmy's *in* that car. I'd bet a pound to a penny they went back and filmed those bits later, just as they do with those sexy driving-through-landscape shots in *Top Gear*. When you've got a handsomely paid presenter like Doherty or

Dimbleby, you don't want them wasting time at the wheel of a car all day when they could be meeting more locals.

Aerial photography is pretty, but it's window-dressing. It's like the big leather folder with a tassle they hand you in posh restaurants, into which has been stuck a sheet of paper with some typed dishes involving jus and quenelles. But they couldn't just hand you the piece of paper. It's all about creating a sense of occasion, and TV loves that, too.

Of course, I'm carping here. The bigger problem is that putting a





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RMJM's Hungate scheme dropped due to English Heritage pressure

Published: 16 July 2008 11:12 | Author: Richard Waite | More by this Author
Last Updated: 16 July 2008 11:13 | Reader Responses

English Heritage (EH) has torpedoed RMJM's proposed new £40 million headquarters for the City of York Council in Hungate.

The local authority decided it had no option but to withdraw plans for its flagship offices after EH criticised the 'height and bulk of the [planned] building' and branded the scheme 'too large for the sensitive site'.

EH also hit out at the council's choice of plot for its new headquarters – close to the Grade II*-listed Black Swan pub and the Grade-I St Anrthony's Hall – claiming the it had not been 'involved in selecting the site or putting together the development brief'.



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The organisation's outburst has come as a shock to RMJM, which has already redesigned the scheme once and has been working within a wider masterplan drawn up by John Thompson & Partners.

Practice director Adrian Boot said: 'The project team consulted extensively with all the appropriate bodies, including many meetings with English Heritage where we received positive feedback, direction guidance and support for the development.'

'In the context of that consultation, the letter from English Heritage is somewhat surprising, very frustrating and disappointing for us and our client.'

It is unclear what the local authority, which has already spent £4.9 million on the proposals to date, will do next.

Author: Richard Waite.

Story from **The Architects' Journal**:

[http://www.architectsjournal.co.uk/news/dailynews/2008/07/rmjms_hungate_scheme_dropped_due_to_english_heritage_tmcsTrackingInfo=\\$qKSb9B2IFn_w2E14qd4UwUdPJGoCbMrba50v7ET4iQLh3WWxJAnkhBR3QYn04feGvVRUG4beSLq](http://www.architectsjournal.co.uk/news/dailynews/2008/07/rmjms_hungate_scheme_dropped_due_to_english_heritage_tmcsTrackingInfo=$qKSb9B2IFn_w2E14qd4UwUdPJGoCbMrba50v7ET4iQLh3WWxJAnkhBR3QYn04feGvVRUG4beSLq)

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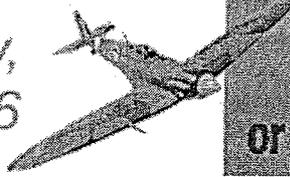
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NEWS

English Heritage accused of U-turn

9:50am Wednesday 30th July 2008

Comments (9) Have your say »

By Gavin Aitchison »

A LEADING councillor in York has called for answers on why England's top conservation body seemingly changed its mind over the blueprint for a new council headquarters in the city centre.

An internal City of York Council memo seen by The Press shows English Heritage was supportive of the council's £40 million plan in Hungate.

It states the building's "footprint" (the space it fills) worked well, that the building did not dwarf the neighbouring Black Swan pub, and that its "instinctive reactions" were far more positive than for the council's original, abandoned, designs.

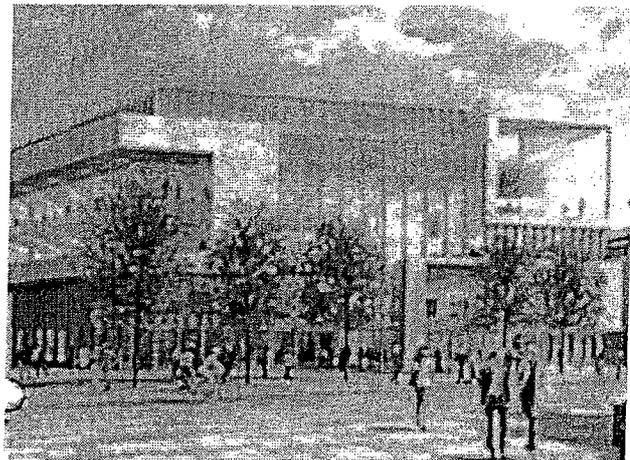
But only weeks later, the east of city centre scheme was left in disarray, when English Heritage formally objected to the planning application.

English Heritage exists "to protect and promote England's spectacular historic environment and ensure that its past is researched and understood".

It is the Government's statutory adviser on the historic environment.

Its complaints followed objections from York Civic Trust, York Conservation Trust and dozens of local people, and prompted the council to withdraw its application.

Coun Christian Vassie, the council's energy champion, said English Heritage representatives attended at least nine meetings on the Hungate proposal, and he today



Hungate HQ blueprint

IN THIS SECTION

Malton Bacon Factory owner in take-over deal

Axed jobs may end up in India

MP bids to solve bureau dispute

TV switchover blow to tenants

Engine rally gets up a great head of steam

Flying the flag for Yorkshire

2008 Wings Appeal all set for take off

Village outdoor booze ban blitz

Library on the cards for school

23,400 log on to crime website

Annex E

building and is part of York's heritage.

"The Black Swan was originally built in 1417 as a family residence. The gable ends were added in the 16th Century. However the main structural alterations were secured in the 17th century."

If Coun Vassie had more concern for his own city and less about his own foiled designs then maybe we could have some respect for him!

REPORT THIS POST »

AngryandFrustrated, York says...

11:50am Wed 30 Jul 08

When will this bl**dy council executive stop blaming everyone else for their c**k-ups?

The fact is that the only people who thought that the plans etc for the new building were OK were the architect and the Lib Dem muppet executive. York Conservation Trust didn't. York Civic Trust didn't. Many local residents didn't.

English Heritage may have supported the idea in principle - however, "ideas in principle" are nothing more than computer generated sketches - as soon as the actual PLANS were published, the problem occurred with English Heritage who could then calculate and see the actual impact on the local area.

And as for Vassie's remarks about the additions to the Black Swan, why he would go public with such a stupid comment is beyond me! The Minster (to which he refers) has also been altered significantly over 100s of years right the way through to the disability ramps that were installed not long ago. Does that mean that the Minster is any less worthy of protection? I think not.

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It's interesting that Mr Vassie demands trust particularly with planning issues. As a good many people including people like his neighbour and local school have come to realise that Mr Vassie simply can not be trusted.

REPORT THIS POST »

Simonon, York says...

7:19pm Wed 30 Jul 08

Yep, sure looks like this guy really shows an interest in the history of York and the reason why millions of tourists come here spending millions of pounds. NOT! by the way Mr Vassie, the Minster took approx 250 years to build, not 200! Ever thought of employment elsewhere? Milton Keynes maybe?

REPORT THIS POST »

FormerLibDem, York says...

7:52pm Wed 30 Jul 08

For those how haven't seen the extension Mr Vassie's has put on his own house, it's a hideously ugly thing that is completely out of keeping with the rest of the buildings in the area. 'Coincidentally' he and his friends were on the planning committees at the time his extension was pushed through.

A few years have passed and now we see Mr Vassie pushing to build another building that is out of character with the area. When people exercise their democratic right to complain about the building then we get articles like this in the Press. English Heritage have every right to complain about something that is out of keeping with the area in the same way that York Civic Trust, York Conservation Trust and the people who have to live near it have.

It seems to me that the point of this article is to give Mr Vassie's the chance to embarrass English Heritage into giving ground.

It appears we have a found politician who is more out of touch with the public than Mr Brown!

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tyke, York says...

8:28am Thu 31 Jul 08

So FormerLibDem thinks that Mr Vassie want English Heritage to "give ground"

If I remember rightly Mr Vassie also tried to get his neighbour to give ground - that is the ground in his front garden ;-)

REPORT THIS POST »

meme, skelton says...

3:55pm Thu 31 Jul 08

Sorry guys regardless of what Council say or do badly English Heritage do it worse.

They promise things in a certain timescale which dont happen ...They have NO regard to economics and frankly are effectively a part time organisation of workers who waste countless hours of developers time in an effort to remain looking important and powerful and cost the country billions in return

Annex E

REPORT THIS POST »

Christian Vassie, says...

9:21pm Thu 31 Jul 08

It is interesting that BL2, Tyke and FormerLibDem hide behind pseudonyms to make defamatory and libellous remarks.

I will respond formally only once. Firstly, the boundary dispute between my family and my neighbour was settled out of court without any determination or judgement ever taking place as to who was in the right or in the wrong about where the boundary between our property and that of our neighbour lay.

Secondly, in the out of court settlement, our neighbours acknowledged that they knew our extension to have been built on our land, so any assertions to the contrary are libellous and out of accord with the neighbour's admission.

Thirdly, contrary to 'FormerLibDem' defamatory allegation, I was not a councillor when the city council's planning committee granted planning approval for my side extension in 2002. I was therefore not on the planning committee. At the time I knew no city councillors as either friends or acquaintances. I was elected in 2003.

Tyke's comments about what a local school may or may not think of me suggests that he or she is a local resident. As such, he or she should know that the school printed a public apology to all parents at the school for having suggested that I had caused the refusal of a recent planning application by the school. The application in question was refused because of deficiencies in the planning application itself, as anyone minded to check facts can find out for themselves by checking on the council's website.

As with Tyke's comments, the detailed opinion that 'FormerLibDem' makes about the shape of my extension suggests local knowledge.

All the comments referred to above are inaccurate, libellous and defamatory. It is clear from the terms and conditions everyone has to sign up to, prior to posting comments on this website, that users' identities are not protected if they use the site to post libellous or defamatory comment. If these libellous and defamatory remarks continue, my family and I will request that the press reveal the identities of those responsible.

For the record, we continue to suffer harassment from our neighbours and it would appear that they are now harassing their neighbours on the other side as well.

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NEWS

Heritage groups get a say on HQ

4:30pm Wednesday 6th August 2008

 Comments (2) Have your say »

By Gavin Aitchison »

HERITAGE groups are to be fully consulted on York's new council headquarters after complaining that they were not properly listened to first time round.

City of York Council leader Andrew Waller has told officials to set up a "reference group" with key organisations, to ensure they have their say.

The council's planned relocation to new headquarters was left in disarray last month, when the authority withdrew its plans for a new building at Hungate, following widespread criticism, including from the country's biggest conservation body English Heritage.

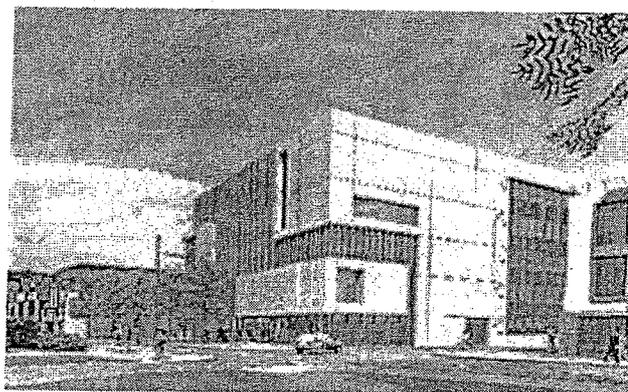
Now, Coun Waller wants to ensure such groups are more involved from an early stage, as the council tries to get the move back on track.

He said: "It's a new approach from the authority, engaging with people who feel very strongly about architecture in the city.

"It's a debate we need to be approaching in a constructive fashion. I think it's fair to say that some groups felt their comments had not necessarily been listened to as much as they perhaps should have been.

"This is a new approach that I have been urging officers to adopt."

Heather Rice, the council's director for people and improvement, said: "We are now proposing a fresh approach, working with partners across the city, including



This vision of a new HQ for the council has now been scrapped

IN THIS SECTION

Village is on the scent of success

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Crowds flock to Thornton-le-Dale show

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Donor bus plea

Jet set to jalopy

York Sats scores above national average

One principal for excluded pupils

City's traditional 'pub crawl' will benefit four worthy causes

English Heritage, to take forward plans.

" This will include setting up a reference group with key stakeholders. However, we shall continue to focus on the significant benefits for our customers, council tax payers and council staff that a new HQ would bring to the city, as well as boosting the city centre economy and reducing the council's carbon footprint."

York Civic Trust secretary Peter Brown was unavailable, but a spokeswoman said the problem first time round was that the council did not listen.

"We had two presentations by the architect and we made our comments, and they were not understood.

"Where they have reached now, there would have been an easier road if they had taken our comments on board."

The civic trust was fiercely critical of the original building's design, describing it as intimidating, alienating and unwelcoming.

It called the building a "formal box-like structure that bears little relationship with its immediate surroundings".

Neither York Conservation Trust chief executive Philip Thake nor Alison Sinclair, of the York Conservation Areas Advisory Panel, was available when The Press tried to contact them.

PRINT ARTICLE »

EMAIL TO A FRIEND »

YOUR SAY

YourPress

peepod, York says... 5:13pm Wed 6 Aug 08

So what's the problem? The building looks fine to me, and that's what makes this country great, a mixture of different architecture that spans hundreds of years. Why are there a large number of people in this city who oppose any type of progress? These are possibly the same people who opposed the Yorkshire Wheel which, let's face it has generated an increase in visitors and generated revenue for the city. These people can't stand progress and moving York into the 21st century, stop living in the past! York is a great place because of many factors, it can still be modern, trendy and progress like other cities do.

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roberts, york says... 5:35pm Wed 6 Aug 08

Fully agree peepod, refreshing to here sensible comment for a change,

By the way "Heather Rice, the council's director for people and improvement," what is that all about!!

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EDITOR'S CHOICE



Cold comfort for sun lovers

Remember last winter? The seven, probably eight months of miserable, grinding grey weather?

Mark Greaves

Skipper Mark Greaves tells DAVE FLETT York City could do worse than try to match the Tigers' feat.

A speeding fine or a telling-off? You decide

Across the country, more speeding tickets are being issued than ever before. But in North Yorkshire, the emergency services are trying to get speeding motorists to change their driving habits. Their idea? A choice between a £60 fine and a 30-minute lecture. STEPHEN LEWIS reports.

£2m deal keeps the rigs talking



SAVILLE Audio Visual, the York-based technology company, has completed the biggest project in its 132-year history with the handover of a £2.2 million installation at BP's new North Sea headquarters in Aberdeen.

Annex E

published in the paper.

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ENGLISH HERITAGE Council U-turn over HQ design

COUNCIL bosses are going back to the drawing board for their controversial new York headquarters - but the rethink could push up the cost.

Following consultation with conservation groups and comments from the public, City of York Council has agreed to "refine" the design for its proposed new building at Hungate.

Simon Wiles, the council's director of resources, said the changes would "undoubtedly put pressure" on the cost of the project.

But he said the cost would be managed in line with the existing financial model and constraints.

In a separate twist to the saga, the Conservatives simultaneously called on the council to consider abandoning the move altogether.

Coun Ian Gillies, leader of the Conservative group, said he was not convinced the council was capable of completing it on-time or on-budget.

He said the council's current offices needed to be improved, but said the economic slow-down meant the reasons for a new building, first set out back in 2005, may no longer apply.

He has asked the council's chief executive Bill McCarthy to re-evaluate the entire case for Hungate, and consider moving into existing offices elsewhere.

Coun Gillies said: "We do need to move offices, and we do need to bring them up to standard. But do we need to spend £40 million to say Aren't we wonderful? I'm not sure that's practical."

Council leader Coun Steve Galloway said the Conservatives had the chance to oppose the Hungate move during all-party talks last year, and also in an all-party working group which had supervised the project since May, but they had not done so.

He said: "There has been adequate opportunity for questions like this to be asked and it seems a singularly inappropriate stage in the project to be asking fundamental questions which have been addressed fully in the past."

Coun Galloway said the council was "past the point of no return" on the principle of the move, but confirmed the design was being revised in light of comments received.

But he warned: "If you improve the aesthetics there may be a negative side effect in terms of cost or sustainability."

Philip Thake, chief executive of York Conservation Trust, said: "I hope they have listened properly to the comments that have been made.

"If they are just going to tweak it slightly then I do not think much has been gained"

The original design, unveiled by the Conservation Trust and also York Civic Trust, is criticised by the Conservation Trust and also York Civic Trust as "intimidating, alienating and unwelcoming".



The council's case ENGLISH HERITAGE

Simon Wiles, City of York Council's director of resources, says the authority "simply cannot afford not to move to new premises".

Maintaining its existing property would cost the council an extra £30 million over the next 30 years, but selling its offices and borrowing prudently is allowing them to fund the move to purpose-built premises.

He said: "It will provide value for money for the taxpayer, bring future efficiency savings and reducing operating costs.

"It will also provide an improved work place for staff and will benefit the environment, reducing the council's carbon emissions by 86 per cent."

He said the project would bring an estimated £50 million to York's economy through new restaurants, hotels, and shops in the old council buildings.

He said: "Following feedback from the public and groups, such as CABE (Commission for Architecture and the Built Environment) and English Heritage, the initial design of the building is being refined. This will undoubtedly put pressure on the final cost of the building. But costs will be managed within the affordability criteria set by the council's executive."

Have your say

Is the city council right to rethink its blueprints?

10:10am today

By Gavin Aitchison

[Back](#)

Carr, Melanie

From: JAGO, Maddy [Maddy.Jago@english-heritage.org.uk]
Sent: 27 April 2009 11:45
To: Carr, Melanie
Subject: RE: Hungate Scrutiny Review

Importance: High



position statement
 April 09.do...

Dear Ms Carr,

We provided the attached statement to the media in response to the press release issued on behalf of the York Liberal Democrats late last week, which I hope provides final clarification of English Heritage's position. I can confirm that English Heritage will not be attending the final meeting of the Scrutiny Committee. We have already spent a considerable amount of time in going over the process that led to the Council withdrawing its development proposals, and we are now concentrating our staff resource on working with the Council on their new proposals.

Yours sincerely,

Maddy Jago
 Planning and Development Regional Director
 Yorkshire and the Humber
 English Heritage
 37 Tanner Row
 York
 YO1 6WP

Tel: 01904 601993
 Fax: 01904 601997
 Mobile: 07766 992608

-----Original Message-----

From: Carr, Melanie [mailto:melanie.carr@york.gov.uk]
Sent: 17 April 2009 13:20
To: JAGO, Maddy
Cc: Cllr. K. Aspden
Subject: Hungate Scrutiny Review

Dear Ms Jago,

The Hungate Scrutiny review which you have previously been involved in, is drawing to a close. The Committee however, believe their findings to be incomplete as they still have a number of unanswered queries relating to the Freedom of Information' documentation provided by English Heritage. Those queries are:

i) Bearing in mind the content and tone of English Heritage's letter of objection to the Council's planning application, the Committee would like to understand your surprise at the decision to withdraw the application and your view that the content of the letter was 'up for negotiation'

ii) Inconsistencies in comments recorded in the minutes of the 'Important Application Review Meeting' of 23 June 2008

iii) Email from Alison Fisher to Helen Barnett dated 26 June 2008, in which Alison comments "We are not wholly convinced that it does achieve these objectives but will have a more clear view early next week." - The query is, what happened early the following week or at any time up to you sending the letter of objection, as we have received no documentation or correspondence relating to that period as part of our Freedom of Information request ?

iv) if there is no record of discussions taking place between 26 June and 8 July or correspondence/documentation relating to that period, how did Alison Fisher arrive at the content for the letter of objection based on the last IAR meeting of 23 June 2008 as the Committee can see no correlation ?

Whilst the Committee understand the view you have previously expressed about moving forward and working together in the future etc, they believe that due to the level of public interest in this scrutiny review of the Hungate development and the new council offices in general, it would be in the best interest of all parties to have responded to all the issues arising from the scrutiny review. With that in mind, the Committee have instructed me to write to you to extend a further invitation to meet with them. Their next scheduled meeting is on Friday 1 May at 5pm.

If you still feel unable to attend a further meeting with the Committee, they would be pleased if alternatively, you could provide a written response to the queries listed above for their consideration at the meeting on 1 May 2009.

Naturally, the Committee are keen that their conclusions reflect the fullest possible facts. Therefore your further assistance in regard to the above queries is essential to this process and your co-operation would be gratefully received.

I look forward to hearing from you in due course.

Yours sincerely,

Melanie Carr
Scrutiny Officer
Scrutiny Services
City of York Council
The Guildhall
York
YO1 9QN

Tel No. 01904 552063

ENGLISH HERITAGE STATEMENT – HUNGATE REVIEW

We have always been supportive of the principle of this scheme but that support was dependent on securing some important design changes. We set out all the issues the Council should take account of and it would be disingenuous to emphasise only the support we gave and not the concerns we raised. There was no change in policy and our concerns should have been given due weight and not dismissed or seen as less important than our positive comments.

The final application had not gone far enough in addressing the issues we raised about height, massing and historic context, and in our formal advice we re-emphasised this. We also pointed out that more information was needed in the planning submission to clarify the impact of the development on important views across the site to and from York Minster. We were surprised and disappointed that they did not make modifications and re-submit the application. We clearly stated that we would have welcomed the opportunity to take it further.

We have been pleased to participate in the Council's review and help Members understand the application process and our advice. We have made all the information about our position available. Advice from English Heritage may often include both positive and negative points and both are important to note.

24 April 2009

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Executive

21 July 2009

Report of the Democratic Services Manager

Education Scrutiny Committee – Extended Schools Agenda Final Report**Summary**

1. This report presents the final report from the Education Scrutiny Committee detailing their review of the Extended Schools Agenda.

Background

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

Aim

To contribute to the development of processes aimed at ensuring accessibility and a high quality of extended school provision

Objectives:

- i. Examine the proposed role and composition of the Multi-Agency Steering Group to confirm its functions are fit for purpose and that the appropriate partners and Directorates are involved
 - ii. Assess the affordability, quality and take-up of childcare and activities for children aged 5-11, and identify ways of ensuring their affordability
3. Scrutiny Management Committee considered the final report on 18 May 2009 and endorsed all of the recommendations made by the Education Scrutiny Committee.

Consultation

4. As part of their review, the Education Scrutiny Committee carried out a number of consultation sessions, as detailed in their final report attached at Appendix A.

Options

5. Having considered the findings contained within the final report attached, Members may choose to support all, some or none of the recommendations shown in paragraphs 7-9 below.

Analysis

6. In regard to the aims and objectives of the review, the final report attached, analyses all of the information gathered and the arising issues.

Summary of Recommendations Arising From the Review

7. The final report of the Education Scrutiny Committee recommends that the Executive should:
 - i. Instruct officers to continue to develop the Strategic Steering Group
 - ii. Broaden the Childcare Sufficiency Audit to include Extended Services with a particular focus on accessibility, affordability, inclusive provision, and flexibility in adapting to the needs of the local community
 - i. Instruct all local Authority schools in York to identify a member of staff and a Governor responsible for Extended Services and community cohesion
 - iv. Bring the findings and recommendations arising from this review to the attention of the Ofsted Sub-Committee and school improvement partners in order to inform their on-going work
8. The Education Scrutiny Committee also recommends that the Executive Member for Children & Young People's Services commission the following two reports on:
 - ways of improving cluster arrangements and the establishment of a number of Extended Services Partnership Co-ordinators for York schools with the options for the medium / long term funding of these posts
 - how best to use the 'Disadvantaged Subsidy Funding' (outlined in paragraphs 10-16 above)
9. Finally, the Education Scrutiny Committee recommends that the new Learning & Culture Scrutiny Committee which is due to come into effect from the beginning of the municipal year 2009/10, consider reviewing the development of the Strategic Steering Group in the future.

Corporate Strategy

10. The remit for the review supports Corporate Priority No.7 – 'Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city'.

Implications

11. There are no known Legal, Financial, Equalities, HR, or other implications associated with the recommendation below, or with the recommendations within the final report at Appendix A.

Risk Management

12. There are no known risks associated with the recommendation within this cover report. The risks associated with the recommendations within the final report are detailed therein.

Recommendations

13. Members are asked to note the contents of the attached final report and approve the recommendations as shown in paragraphs 7-9 above.

Reason: To ensure the development of processes aimed at ensuring accessibility and a high quality of extended school provision

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Report Approved **Date** 6 July 2009

Wards Affected: **All**

For further information please contact the author of the report

Background Papers: None

Appendix A – Extended Schools Agenda Scrutiny Review - Final Report dated 6 May 2009

Annex A – Findings from visits to After School Clubs

Annex B – Findings & Analysis from returned surveys

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Education Scrutiny Committee

6 May 2009

Extended Schools Agenda – Final Report

Background

1. In September 2008 the Committee considered a feasibility report for this topic as registered by Cllr Merrett, and agreed to carry out a review based on the following remit:

Aim

To contribute to the development of processes aimed at ensuring accessibility and a high quality of extended school provision

Objectives:

- i. Examine the proposed role and composition of the Multi-Agency Steering Group to confirm its functions are fit for purpose and that the appropriate partners and Directorates are involved
- ii. Assess the affordability, quality and take-up of childcare and activities for children aged 5-11, and identify ways of ensuring their affordability

Consultation

3. As part of this review, Members consulted with CYC officers from the Extended Schools Service, schools, Local Authority and private providers of childcare and After School Clubs and parents.

First Key Objective - Examine the proposed role and composition of the Multi-Agency Steering Group to confirm its functions are fit for purpose and that the appropriate partners and Directorates are involved

Information Gathered

4. The meeting of the multi-agency Steering Group was held on 4 November 2008. Three members of the Education Scrutiny Committee were in attendance (Cllr Merrett, Cllr Brooks & Cllr Funnell).
5. The Members who attended, reported:
 - a wide representation from Children's Services and the PCT but no private sector partners and only one school present at the meeting

- the meeting comprised a series of speakers on different subjects together with round table group discussions and agreed the content of the meeting and presentations had been good
 - the group was too large to generate a good debate and that too many meetings had been scheduled for the forthcoming year
 - a decision was announced at the meeting to set up a much smaller, tightly focused, strategic steering group, in which schools in particular, would be encouraged to participate - it was made apparent that secondary schools may previously have been given the wrong signal due to the alignment of the group with Early Years
 - the first meeting of the strategic steering group was scheduled to take place in March/April 2009
 - a decision was taken to circulate the minutes of the meetings to a larger network group who will meet once or twice a year (or per term) on a workshop / conference basis, to gather valuable advice and ideas.
6. Those Members who attended the meeting found the presentations useful and informative but were disappointed that no private sector partners and only one school attended the meeting. The Committee discussed the timings of the meetings and whether this affected attendance from private partners and schools. They agreed that that the Multi Agency Steering Group had worked well as an internal briefing session but not in terms of fulfilling an external partnership function, and that the separate Strategic Steering Group would provide the opportunity to include more private providers. In order to maximise attendance, it was suggested that the Assistant Director of Partnerships & Early Intervention write to all private sector providers and secondary schools, to seek their suggestions on partnership working and to invite them to attend.

Conclusion

7. The Committee concluded that the changes agreed would benefit the usefulness of the strategic steering group but agreed to assess the attendance at its first meeting, in order to confirm whether it was now fit for purpose and that all of the appropriate partners and Directorates were participating in the process.

Recommendations Arising From Objective I

8. In regard to Objective I of the review, Members recommend that:
- i. Officers continue to develop the Strategic Steering Group
 - ii. The new Learning & Culture Scrutiny Committee which is due to come into effect from the beginning of the municipal year 2009/10, consider reviewing the development of the Strategic Steering Group in the future

Reason: In order to ensure the Strategic Steering Group is fit for purpose.

Second Key Objective - Assess the affordability, quality and take-up of childcare and activities for children aged 5-11, and identify ways of ensuring their affordability

Information Gathered

9. Officers confirmed that all primary schools are aware that they need to provide childcare on site or to signpost parents to nearby provision. For secondary schools this is replaced by a requirement to provide safe activities where children are accessing supervised high quality activities. Members received information on the costs for After School Clubs across the city, and were informed that:
 - the general approach is that there is a minimum recovery rate of services which schools are recommended to charge for the use of premises. To recover additional expenditure, for example heating, lighting, cleaning and caretaking overheads there is a formula basis incorporating the number of square metres occupied and the length of time used.
 - there is also a table of hire rates that gives more favourable rates to non-profit making organisations or charities and a commercial rate for companies who are for profit. This formal arrangement is supported through Assets and Property Management who also provide information around letting agreements for third parties.
 - Schools can seek financial advice from The Schools Business Support Service and the Extended Schools service team work closely in partnership with them should a dispute or concern over rental charges arise and when new groups are setting up on school sites.
 - Schools are using their extended school money in a variety of ways for example some schools may employ co-ordinators that will work across a locality to ensure there are a variety of activities available for families and their children. Other schools provide out of school activities as well as out of school childcare. Some have provided support for parents.
 - advice was given to schools on the variety of ways in which the money should be spent, consistent with the DCSF guidelines.
 - all schools were recommended to consult with their communities (not just school communities) to ensure what was being delivered was what communities wanted, and had to produce evidence of that consultation, to the Local Authority. It was noted that the responses were of variable quality.

Disadvantage Subsidy Funding

10. The Assistant Director of Partnership & Early Intervention gave the Committee an overview of a new policy initiative around the affordability of Extended Services. The intention of this 'Disadvantage Subsidy Funding' is to provide a comprehensive range of exciting, high quality extended services which are accessible to all children and young people focusing on those disadvantaged by economic circumstances and on children in care.
11. It is recognised that this initiative will only work if there is a degree of co-ordination between clusters of schools. In York, schools do not operate on a

conventional cluster model, and, for the most part, each school decides for itself what Extended Services it will provide. One outcome of the new subsidy will be to encourage a greater degree of collaboration.

12. In 2009-10 each local Authority in England will receive a share of £40m of subsidy funding to pass to disadvantaged families in one or more geographically coherent school clusters, on a pilot basis. In York, this equates to £80k and the Local Authority has set up a pilot cluster made up of the following schools:
 - York High School
 - Westfield Primary School
 - Hob Moor Primary School
 - Woodthorpe Primary School
13. The intention is that the money will be used to enable families to access existing services or to purchase new services not currently available. The mechanism for disadvantaged families to claim their entitlement have yet to be identified and put in place. One suggestion is that schools claim back reimbursement for the Extended Services provided to each family with disadvantaged children.
14. The initial suggestion from government is that 'disadvantaged children' are defined as those receiving free school meals and/or 'looked after children'. However, it is open to each local Authority to extend this definition if it can be afforded, and operated fairly. The assumption is that the subsidy will equate to approximately £300 per family per year, and the expected take-up is 60% of those eligible.
15. The criteria for being eligible for free schools meals is that parents/guardians should be in receipt of one of the following benefits: Income Support; Employment and Support Allowance (Income Related); Income-Based Jobseeker's Allowance; Child Tax Credit with an income of less than £15,575 and NOT receiving Working Tax Credit; support under Part VI of the Immigration and Asylum Act 1999; or Guarantee element of State Pension
16. In 2010-11, the Disadvantage Subsidy Funding will rise to £217m to be used by all schools across England. After 2011 the intention seems to be that Extended Services funding will be mainstreamed into schools' budgets.
17. In order to assess affordability, quality and take-up, Members agreed to:
 - a. carry out site visits to a number of after school clubs - In November 2008, Members visited the after school club at Yearsley Grove Primary School, and in early December 2008, Members visited the after school clubs at Wheldrake Primary School and Fishergate Primary School. Following the success of those site visits, Members decided to visit one more site and agreed to visit Westfield School where there are two clubs being run on the site - one by the school and one through a private provider (Kaleidoscope). This visit was carried out in January 2009. The findings from all the visits are shown at Annex A.

- b. issue a survey to all families in the city with a six year old child attending a Local Authority school - it was agreed that the survey should be designed to enable families to include their views in regard to any other children in their immediate family. The planned survey was sent out in December 2008, with a 'return by' date of 16 January 2009. 246 surveys were returned, and the information was collated. The findings together with an analysis of the information is shown at Annex B.
- c. write to every school and private provider to request any information they may hold which identifies the needs of families within their local community. The letters was sent out in early January 2009, with a 'return by' date of 6 February 2009. Only three responses were received, one of which was from New Earswick Primary School. Members were impressed with the quality of the information produced by the school for parents, and the Chair of the Committee wrote to the school to pass on the Committee's comments.
- d. hold an informal consultation session and invite Eddie Needham from ContinYou (Government Advisors on Extended Services) to give a presentation on the national picture regarding extended school services, and provide a comparison of the provision in York against other Education Authorities. In order to encourage attendance at the informal consultation session, a flyer advertising the event was sent to all schools and private providers and copies of the flyer were displayed at local libraries from early February 2009. The event was held following a formal committee meeting on 24 February 2009 and the presentation (Annex D to agenda item 4) can be viewed at:
<http://sql003.york.gov.uk/ieListDocuments.asp?CId=443&MId=4991&Ver=4>

Analysis

18. In regard to the survey results, Members concluded that:
 - i. Take-up varied across the city due to a number of factors, with cost being the main factor
 - ii. A significant number of families who responded could not afford the available provision therefore evidencing the issue of affordability
 - iii. the level of satisfaction was high amongst those using the provision therefore evidencing the good quality of that provision, where it was available
 - iv. In some areas of the City, the wrap round childcare provision does not always support parents to go back to work and the high cost of transport threatens the sustainability and usability of childcare
19. In regard to the consultation event, Members expressed their thanks to Eddie Needham and concluded that:
 - i. The findings of the Committee in regard to this review represented the issues found nationally

- ii. All schools are now responsible for the promotion of community cohesion, well-being and the happiness of the children attending their school
20. The Committee also acknowledged the importance of the 21st Century School Agenda for families.
21. Those officers from within the Extended Services team who have supported this review, identified that the following would benefit Extended Services in York:
- The establishment of a strategic stakeholder group which included private sector representation
 - Operational issues should be quickly fed into the stakeholder group to inform and influence future policy
 - Schools should acknowledge that stakeholders and partners delivering services on school sites need a clear pricing or lettings policy that covers all costs to the school. Those costs should not disadvantage schools but also need to be affordable by the stakeholders and providers i.e. clear concessionary arrangements
 - Senior management on school sites should identify a point of contact who has responsibility for each element of the core offer (or one person responsible for all elements). This person should value and respect good partnership working in all aspects of delivering the core offer.
 - Emphasis should be placed on all services paying due regard to and prioritising:
 - Quality
 - Accessibility
 - Affordability – both collectively and individually
 - Inclusive provision
 - Flexibility in (a) adapting to the needs of the local community; (b) for individual parents/carers needing comprehensive extended provision in order to take up work

Recommendations Arising from Objective II

22. In regard to objective II of the review, Members recommend that:
- i. The Childcare Sufficiency Audit be broadened to include Extended Services with a particular focus on accessibility, affordability, inclusive provision, and flexibility as detailed in the final bullet point of paragraph 21
 - ii. All local Authority schools in York identify a member of staff and a Governor responsible for Extended Services and community cohesion

- iii. The Executive Member for Children & Young People's Services commission two reports highlighting how the issues raised in the final bullet point of paragraph 21 can be addressed. The reports to be on:
 - ways of improving cluster arrangements and the establishment of a number of Extended Services Partnership Co-ordinators for York schools with the options for the medium / long term funding of these posts
 - how best to use the 'Disadvantage Subsidy Funding' (outlined in paragraphs 10-16 above)
- iv. The findings and recommendations arising from this review be brought to the attention of the Ofsted Sub-Committee and school improvement partners to inform their on-going work

Implications

23. There have been some financial implications arising from carrying out this review. During the time span of this review, Scrutiny Management Committee increased the budget for scrutiny reviews from £250 to £500. The cost of producing the survey was met by using £200 of the scrutiny budget allocated to this review. The remaining cost was met by The Extended Schools Service. In regard to the consultation event, the cost of producing the flyer, room hire at the Mansion House and the provision of refreshments was all met from the balance of the budget allocated to this review.
24. There are no known Financial, Legal, Equalities, or HR, implications associated with the recommendations within this report.

Corporate Priorities

25. The remit for this review supports Corporate Priority No.7 – 'Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city'.

Risk Management

26. Without the thorough engagement of current users and extended schools service providers the findings from this review would have been limited and insufficient to support and evidence the recommendations arising from the review. There are also risks associated with not carrying out the work detailed in recommendation (iii) shown in paragraph 22.

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Dawn Steel
 Democratic Services Manager

Interim Report Approved

Date

23 April 2009

Wards Affected:

All

For further information please contact the author of the report

Background Papers: Scoping report dated 28 October 2008 and interim reports dated 3 December 2008, 7 January 2009, 24 February 2009 & 7 April 2009

Annexes:

Annex A – Findings from visits to After School Clubs

Annex B – Findings & Analysis from returned surveys

Education Scrutiny Committee

Councillor Keith Aspden (Chair)
 Councillor Jenny Brooks (Vice-Chair)
 Councillor Tina Funnell
 Councillor Keith Hyman
 Councillor Dave Merrett
 Councillor Jonathan Morley
 Dr David Sellick (Co-opted Statutory Member)
 Mr Bill Schofield (Cop-opted Statutory Member)

Extended Schools Agenda Scrutiny Review

Findings from Visits to After School ClubsYearsley Grove Primary School

Members recognised that:

- the After School Club is run by a voluntary management committee and is based on site, in the former caretakers bungalow. It is registered for 24 places, but take up is low - only 7-16 children currently use the provision (300 pupils on the school roll)
- parents are charged £5 per session (3:15pm to 6pm) and that is relatively cheap for childcare in York, compared to some other after school provision.
- the After School Club is looking for ways to develop, such as offering places to nearby Huntington Primary School and applying for grants towards the cost of the transport which is not currently being covered by the charge, from their local Ward Committee and Awards for All
- the Breakfast Club folded as there was a lack of numbers, even with constant advertising through newsletters and flyers
- in regard to out of school activities, most were free for children, but a number of expensive providers had to be paid for. For example, some parents have expressed concern about even a £1 cost for pupils. The headteacher was keen for any extended services funding through school to go for the benefit of all pupils not just a few

It was also reported to Members that:

- the quality of the resource is good, and the unit receives good support from council officers
- maintaining parent's confidence is an issue i.e. will the After School Club remain, the high cost for the area, and partnership working with the school e.g. need for reduced rent and working together
- although the After School Club has enjoyed a period of reduced rent from the school, there is concern that if the reduced rent and partnership working does not continue, the viability of the club may be in jeopardy
- as a consequence to the visit there is now a better working relationship between the school and After School Club

Wheldrake Primary School

Members recognised that:

- the After School club is run by a voluntary management committee, which maintains a good relationship with the school, especially on child protection issues. They have regular partnership meetings and there are other extra curricular clubs at the school
- the club is registered for 24 children, but as there is no space in the school they use the local village hall.
- The annual rent for the village hall is £2,300. Parents are charged £7.20 per session, which runs from 3:30pm to 6pm and includes a snack.

It was also reported to Members that:

- cost is not a major issue for parents
- there is concern that the Council is looking at developing a pre-school playgroup on the site in the future, as this may affect their numbers
- the management committee does not appear interested in developing a breakfast club provision from the After School Club

Fishergate Primary School

Members recognised that:

- the After School Club is run by a voluntary management committee
- they have their own building on the Fishergate Primary site and are able to offer a breakfast club, playgroup, lunch, after school club and limited holiday provision - this is a good model in relation to the variety of provision
- the club is registered for 40 children, and therefore is one of the larger provisions in the City. Attendance does fluctuate and it currently has a waiting list
- the club takes children from Fishergate Primary, St. George's Primary and the York Steiner School, and responds to needs in a number of communities, including Polish children.
- It has a good partnership from both headteachers.
- the rent is currently low at £752 half yearly, but it is being reviewed.
- charges for parents are £3.00 for the breakfast club and £6.00 for the after school club. There is a 50p discount for siblings and both costs include a snack

It was also reported to Members that cost was not a major issue for parents as they promoted benefit take up.

Westfield Primary School

Members first attended the after school club run by the school, and recognised that:

- The After School Club was run by ?
- No rent to pay and closely integrated with the school; good relationship with Headteacher
- Good access to school facilities i.e. sports
- All its intake were from the school
- Charges for parents are £4 for After School Club, 50p for Breakfast Club and £70 for Holiday Club (mon-fri 8am to 6pm)
- Registered for 40; average take-up between 34-38 for After School Club, and between 12-20 for Holiday Club
- Both Manager and deputy employed to work in school as well as teaching assistants creating an atmosphere of continuity for children
- Parents delighted with provision, some helping out on a voluntary basis

Members went on to visit the private provision and learnt that:

- 75% of the building was owned by the providers and 25% by the Local Authority
- Intake is generally from other schools in the area e.g. English Martyrs, Carr, Woodthorpe, Dringhouses

- Charges for parents are £9 for After School Club, £13 for breakfast club and after school club (including snack), and £22 a day for Holiday Club
- There is a nursery provision for younger siblings – registered for 32 with uptake of around 20
- There is a higher staff to child ratio than at school run club
- Registered for 45 3-8 yr olds and can also take a few over 8s when needed
- The Local Authority pathfinder is currently paying for a majority of the users

It was also reported to Members that the private providers have strong links with the school nursery and that there is a good relationship between both providers on the site.

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Extended Schools Scrutiny Review

Parental Survey Results

Response rate by school - Table 3.1 shows the response rate by school:

School	Total	School	Total	School	Total
Scarcroft Primary	18	St Wilfrids RC School	5	Badger Hill Primary	2
Robert Wilkinson Primary	16	Wheldrake Primary	5	Lakeside Primary	2
None given	15	Wigginton Primary	5	Lord Deramores Primary	2
Poppleton Ousebank Primary	15	Acomb Primary	4	Osballdwick Primary	2
Huntington Primary	13	Carr Infant	4	Rufforth Primary	2
Hemplands Primary	11	Clifton Green Primary	4	St Marys Primary	2
Copmanthorpe Primary	10	Dunnington Primary	4	St Paul's Nursery School	2
Ralph Butterfield Primary	10	Headlands Primary	4	Yearsley Grove Primary	2
Bishopthorpe Infant	7	Knavesmire Primary School	4	Burton Green Primary	1
Clifton with Rawcliffe Infants	7	Park Grove Primary	4	Fulford Primary School	1
Dringhouses Primary	7	Westfield Primary	4	Haxby Road Primary School	1
English Martyrs Primary	7	Elvington Primary	3	New Earswick Primary	1
Naburn Primary	7	Our Ladys RC Primary	3	St Georges	1
St Oswalds Primary	7	Poppleton Road Primary	3	St Lawrences Primary	1
St Aelreds	6	Rawcliffe Infants	3	Stockton on the Forest Primary	1
Fishergate	5	Skelton Primary	3		
Grand Total					246
Table 3.1					

Age profile of children and young people

The survey was sent to all parents of six year olds in York schools. Table 4.1 shows the profile of age ranges of parents that responded to the survey.

Age	Total number	Age	Total number	Age	Total number	Age	Total number
0	6	4	15	8	10	12	3
1	12	5	85	9	12		
2	24	6	61	10	8		
3	42	7	15	11	2		
Table 4.1							

As would be expected, the majority of respondents had children aged around 5 or 6 years old. The number of responses for young people of 10 and over is significantly lower and as such results relating to this group should be viewed with more caution.

Household income

Table 5.1 shows how respondents answered question 12 relating to household income.

Household income?	Total
£1300+	47
£1000-£1300	25
£501-£1000	97
£301-500	32
£100-300	20
Less than £100	2
(blank)	23
Grand Total	223

Table 5.1

Chart 5.1 shows the profile of respondents weekly household income.

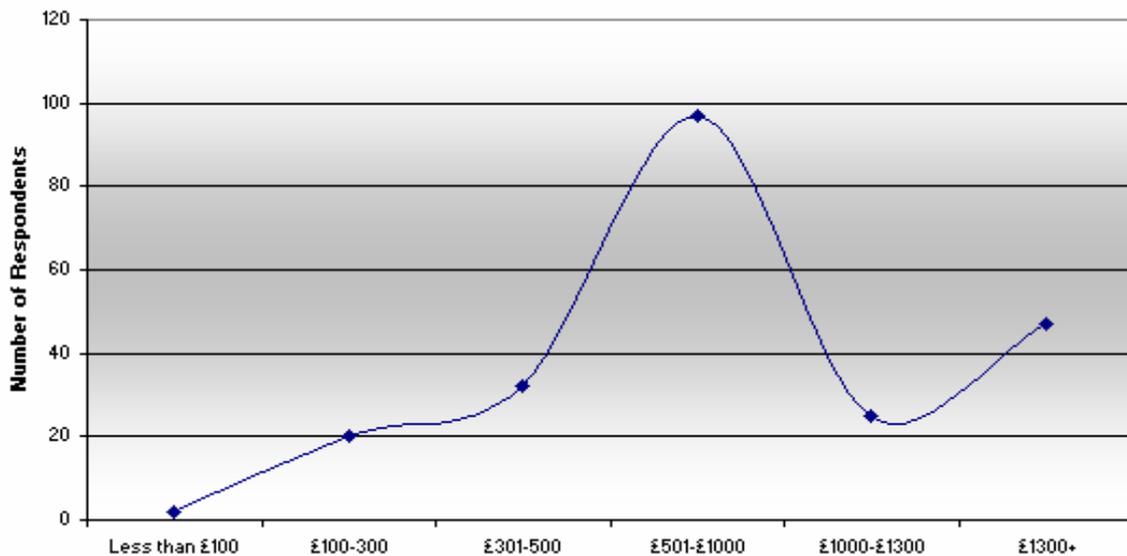


Chart 5.1

The profile shows that there has been a low response rate from those with an income of below £300. The majority of those responding have a household income of between £501-1000 per week.

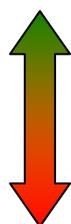
Three main reasons for using childcare

Table 6.1 shows how respondents ranked the main reasons they use childcare.

Ranking	Work	Training / Study	Social Activities	Respite	Free 3/4 year old provision
1	163	11	15	9	38
2	8	20	17	12	23
3	7	10	14	10	3
Grand Total	178	41	46	31	64
Weighted Average	1.12	1.98	1.98	2.03	1.45

Table 6.1

Where table 6.1 talks about “weighted average” this shows the average ranking that was given to that reason. By looking at these weighted averages it is possible to put in order the main reasons parents gave for using childcare:



- Work
- Free 3 and 4 year old provision
- Training / study
- Social activities
- Respite

Table 6.2 shows the main reasons for using childcare broken by household income. Work remains a key feature as a main reason for using childcare across the income ranges. However the second and third reasons for accessing childcare do seem to vary more according to household income.

Household income	Main reason	Second reason	Third Reason
£1300+	Work	Respite	Free 3&4 year old funding
£1000-£1300	Work	Respite	Free 3&4 year old funding
£501-£1000	Work	Free 3&4 year old funding	Training / study
£301-500	Free 3&4 year old funding	Work	Social Activities
£100-300	Work	Free 3&4 year old funding	Training / study
Less than £100	Work and Free 3&4 year old funding joint top		No third main reasons given.

Table 6.2

Types of childcare used in the last year and average cost

Table 7.1 shows what types of childcare have been used in the past year and how much parents feel on average this has cost them (per child per week).

	Number used in last year	Average cost per child per week
None	32	£0.00
Nanny	6	£140.80
Childminder	47	£35.19
Family/friend	98	£3.43
Creche	8	£44.29
Day Nursery	61	£79.77
School Nursery	12	£25.00
Pre-School Playgroup	54	£10.22
Before School Club	40	£8.24
Lunch Club	9	£3.81
After School Club	71	£15.42
Holiday Club	55	£51.65

Table 7.1

How childcare is taken does seem to show some variations according to household income.

- There seems to be a peak of those least likely to be using childcare in the £301-£500 range.
- The income range of £301-£500 is also least likely to be using a childminder.
- The use of families and friends is fairly steady across the income ranges although slightly lower for those in the £1,300+.
- Day nurseries seem to be less likely to be used by those in the £100-£300 and £501-£1000 range. However there is a spike of usage between these ranges for those with an income of £301-£500.
- Families with a weekly household income of £100 - £500 are less likely to use an after school club or a holiday club.

How many hours of childcare used per week by age of child

Table 8.1 shows the average number of hours of childcare that is being accessed broken by the age of the child.

Age	0	1	2	3	4	5	6	7	8
Hours	21.0	15.6	17.5	21.2	15.6	7.2	7.3	9.3	6.4

Age	9	10	11	12	13	14	15	16
Hours	6.6	4.6	6.0	4.0	22.0	0.0	22.0	21.0

Table 8.1

Chart 8.1 shows this average usage in a graph.

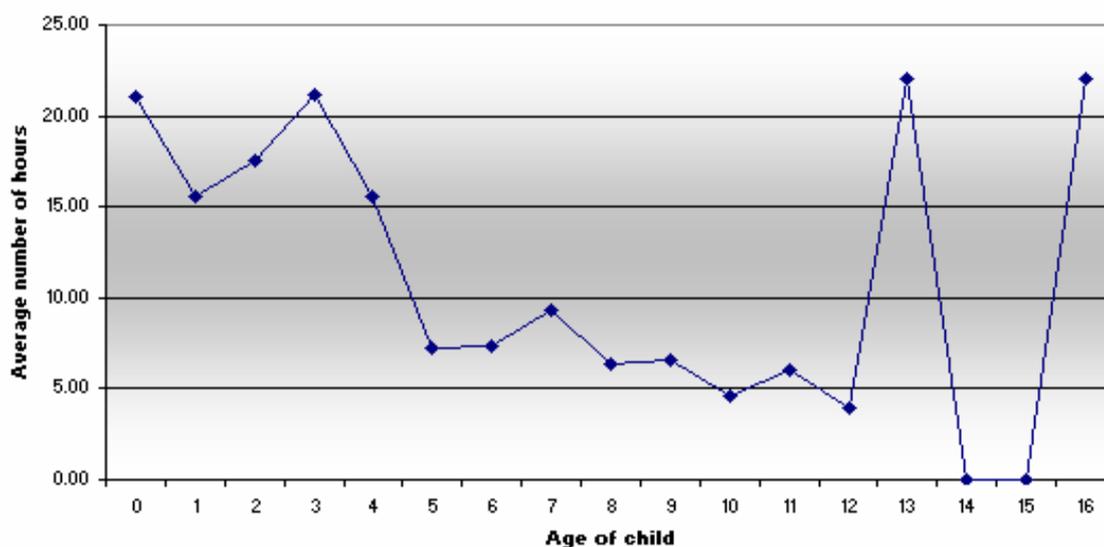


Chart 8.1

The profile of chart 8.1 suggests that the biggest users of childcare, in terms of hours, are pre-school children and those in secondary school. However as the survey was sent to parents of six year olds the number of returns for the older age groups means the data is less reliable.

When do people need to access childcare

Table 9.1 shows when parents needed access to childcare.

	Total
Weekdays	175
Weekends	15
School Holidays	123
Table 9.1	

The vast majority of people have said they need childcare on weekdays, closely followed by school holidays and then by a much lesser extent weekends.

Table 9.2 shows the times of day that parents have said they need to have access to childcare.

Data	Total
All day	88
Up to 9am	58
School Morning	35
Over Lunchtime	7
School Afternoon	19
After School	106
Table 9.2	

The majority of parents want to access childcare after school, followed by all day and to a lesser extent before school.

Out of school activities

This section of questions focuses more on what different types of out of school activities families are accessing, how much they are paying and what activities they would like to access. Table 10.1 shows what types of activities families are currently using.

Activity	Total	Activity	Total
Sports	122	Martial Arts	20
Dance	73	Faith Religious Groups	12
Uniform Groups	64	Cooking	11
Music	42	School Councils	11
Parent and Toddler Group	33	Youth Clubs	10
Arts and Crafts	27	Games Club	7
Other	26	Computer Clubs	6
Drama	24	Technology / Media Club	3
Languages	21	Homework Club	2
Grand Total = 514			
Table 10.1			

Table 10.2 shows the number of activities being accessed broken down by household income. To account for the different numbers of families from each income range that have responded a column has been added for “number of activities per family”.

Household income	Number of activities being accessed	Number of parents in this range	Number of activities per family
£1300+	103	47	2.19
£1000-£1300	52	25	2.08
£501-£1000	206	97	2.12
£301-500	70	32	2.19
£100-300	43	20	2.15
Less than £100	1	2	0.50
(blank)	39	23	1.70

Table 10.2

The profile of number of activities per family is shown in chart 10.1. This shows that generally there is a fairly even take up of activities across the income ranges. However with such a low return rate from those on the lowest incomes this data offers less reliability.

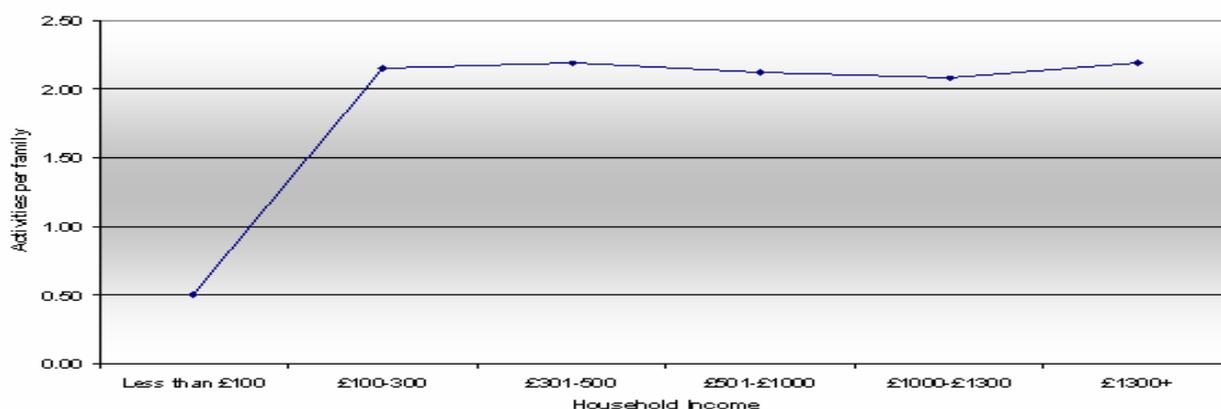


Chart 10.1

Table 10.3 shows the breakdown of the number of activities attended by school. As with table 10.2 an extra column has been added for number of activities per family.

School	Total	Number of parents responding from this school	Activities per family
Haxby Road Primary School	8	1	8.00
St Georges	5	1	5.00
Clifton Green Primary	18	4	4.50
Our Ladys RC Primary	11	3	3.67
Skelton Primary	10	3	3.33
Park Grove Primary	13	4	3.25
Naburn Primary	22	7	3.14
St Marys Primary	6	2	3.00
Ralph Butterfield Primary	29	10	2.90
Knivesmire Primary School	11	4	2.75
Dringhouses Primary	19	7	2.71
English Martyrs Primary	19	7	2.71
Huntington Primary	34	13	2.62
Poppleton Ousebank Primary	39	15	2.60

School	Total	Number of parents responding from this school	Activities per family
Wigginton Primary	12	5	2.40
Headlands Primary	9	4	2.25
Copmanthorpe Primary	22	10	2.20
St Oswalds Primary	15	7	2.14
Robert Wilkinson Primary	34	16	2.13
None given	31	15	2.07
Wheldrake Primary	10	5	2.00
Westfield Primary	8	4	2.00
St Laurences Primary	2	1	2.00
Hemplands Primary	21	11	1.91
Scarcroft Primary	34	18	1.89
Acomb Primary	7	4	1.75
Clifton with Rawcliffe Infants	12	7	1.71
Poppleton Road Primary	5	3	1.67
Badger Hill Primary	3	2	1.50
Lakeside Primary	3	2	1.50
Rufforth Primary	3	2	1.50
St Paul's Nursery School	3	2	1.50
St Aelreds	8	6	1.33
Carr Infant	5	4	1.25
Lord Deramores Primary	2	2	1.00
Yearsley Grove Primary	2	2	1.00
Fulford Primary School	1	1	1.00
Stockton on the Forest Primary	1	1	1.00
Bishophorpe Infant	6	7	0.86
Dunnington Primary	3	4	0.75
Rawcliffe Infants	2	3	0.67
Fishergate	3	5	0.60
St Wilfrids RC School	2	5	0.40
Elvington Primary	1	3	0.33
Burton Green Primary	0	1	0.00
New Earswick Primary	0	1	0.00
Osbaldwick Primary	0	2	0.00

Table 10.3

Average cost per child per week

Table 11.1 shows the average cost per child per week of attending different activities.

Activity	Average	Activity	Average
Dance	£3.80	Languages	£4.73
Drama	£5.00	Martial Arts	£5.04
Music	£5.00	Faith Religious Groups	£2.33
Cooking	£1.50	Parent and Toddler Group	£2.48
Arts and Crafts	£1.62	Technology / Media Club	£0.00
Youth Clubs	£1.72	Games Club	£1.50
Homework Club	£0.00	Uniform Groups	£2.54
School Councils	£0.00	Sports	£5.55

Computer Clubs	£0.00	Other	£5.71
Table 11.1			

What activities families would use if offered

Table 12.1 shows the activities that families would use if these were offered. For information the figures for what activities are currently being taken up are also shown.

Activity	Currently using	Would use	Difference
Music	42	108	66
Arts and Crafts	27	104	77
Drama	24	91	67
Cooking	11	77	66
Dance	73	75	2
Computer Clubs	6	65	59
Uniform Groups	64	64	0
Homework Club	2	56	54
Sports	122	56	-66
Languages	21	51	30
Martial Arts	20	50	30
Youth Clubs	10	43	33
Games Club	7	36	29
Technology / Media Club	3	23	20
Parent and Toddler Group	33	13	-20
Other	26	13	-13
School Councils	11	6	-5
Faith Religious Groups	12	4	-8
Total	514	935	
Table 12.1			

For most types of activities there are more people saying they would use activities (if offered / made available) than are currently taking them up.

Table 12.2 shows a comparison for the number of activities taken up per family to the number of activities that would be taken up per family and broken by school. This should highlight any areas where demand is higher than supply. However there should be a health warning placed against reading to many conclusions from this data given that the number of responses from each individual school can be very low.

School	Would use...	Number of responses	Would use per family	Activities per family	Difference
Fishergate	37	5	7.40	0.60	6.80
Burton Green Primary	6	1	6.00	0.00	6.00
Lord Deramores Primary	13	2	6.50	1.00	5.50
Dunnington Primary	23	4	5.75	0.75	5.00
St Oswalds Primary	45	7	6.43	2.14	4.29
Rawcliffe Infants	13	3	4.33	0.67	3.66
Carr Infant	19	4	4.75	1.25	3.50
St Paul's Nursery School	10	2	5.00	1.50	3.50
Wheldrake Primary	26	5	5.20	2.00	3.20
Badger Hill Primary	9	2	4.50	1.50	3.00
Osbaldwick Primary	6	2	3.00	0.00	3.00

School	Would use...	Number of responses	Would use per family	Activities per family	Difference
Rufforth Primary	9	2	4.50	1.50	3.00
Yearsley Grove Primary	8	2	4.00	1.00	3.00
Clifton with Rawcliffe Infants	31	7	4.43	1.71	2.72
Elvington Primary	9	3	3.00	0.33	2.67
Bishopthorpe Infant	24	7	3.43	0.86	2.57
St Wilfrids RC School	14	5	2.80	0.40	2.40
Poppleton Road Primary	12	3	4.00	1.67	2.33
Hemplands Primary	46	11	4.18	1.91	2.27
Acomb Primary	16	4	4.00	1.75	2.25
Robert Wilkinson Primary	68	16	4.25	2.13	2.12
Headlands Primary	17	4	4.25	2.25	2.00
Stockton on the Forest Primary	3	1	3.00	1.00	2.00
Naburn Primary	33	7	4.71	3.14	1.57
Huntington Primary	54	13	4.15	2.62	1.53
St Aelreds	17	6	2.83	1.33	1.50
Scarcroft Primary	61	18	3.39	1.89	1.50
None given	53	15	3.53	2.07	1.46
Dringhouses Primary	29	7	4.14	2.71	1.43
Copmanthorpe Primary	36	10	3.60	2.20	1.40
Westfield Primary	13	4	3.25	2.00	1.25
English Martyrs Primary	26	7	3.71	2.71	1.00
Poppleton Ousebank Primary	48	15	3.20	2.60	0.60
Lakeside Primary	4	2	2.00	1.50	0.50
Knavesmire Primary School	12	4	3.00	2.75	0.25
Skelton Primary	10	3	3.33	3.33	0.00
New Earswick Primary	0	1	0.00	0.00	0.00
St Marys Primary	6	2	3.00	3.00	0.00
Wigginton Primary	12	5	2.40	2.40	0.00
Clifton Green Primary	17	4	4.25	4.50	-0.25
Ralph Butterfield Primary	26	10	2.60	2.90	-0.30
Fulford Primary School	0	1	0.00	1.00	-1.00
Park Grove Primary	7	4	1.75	3.25	-1.50
St Georges	3	1	3.00	5.00	-2.00
St Lawrences Primary	0	1	0.00	2.00	-2.00
Our Ladys RC Primary	4	3	1.33	3.67	-2.34
Haxby Road Primary School	0	1	0.00	8.00	-8.00

Table 12.2

When would families want to access out of school activities

Table 13.1 shows when parents needed access to out of school activities.

	Total
Weekdays	193
Weekends	55
School Holidays	152
Table 13.1	

As with childcare the vast majority of families want out of school activities on weekdays and in the school holidays. However there is a larger number of parents expressing a need for weekend out of school care than those needing it for childcare (see table 9.1).

Table 13.2 shows the times of day that parents have said they need to have access to out of school activities.

Time of day	Total
Before School Day	17
During the day	26
After school up to 6pm)	200
In the evening (after 6pm)	33
During the school holidays	154
Table 13.2	

A significant majority of parents have expressed the need to access out of school activities after school and in the school holidays.

Where families would like these activities to be held

Table 14.1 shows where parents have said they would like to access out of school clubs and activities:

Location	Total
At school	226
Library	59
Local Community Hall	114
Table 14.1	

The majority of parents would like to access out of school activities on the school site, followed by in a local community hall and then in a library.

Are parents happy with the quality of the childcare or out of school activities they are currently using?

Table 15.1 shows if parents are happy with the quality of the childcare or out of school activities they are currently using.

	Total
No	34
Yes	177
Total	211
Table 15.1	

Table 15.2 shows how the satisfaction with the quality of childcare and out of school activities varies according to household income. The final column on the right shows how these figures equate "per family" in this income range.

Happy with quality?	Household income?	Total	Number of parents in this range	Number unhappy with quality per family
No	Less than £100	1	2	0.50
	£100-300	1	20	0.05
	£301-500	4	32	0.13
	£501-£1000	15	97	0.15

	£1000-£1300	3	25	0.12
	£1300+	5	47	0.11
	(blank)	5	23	0.22
No Total		34		
	Household income?	Total	Number of parents in this range	Number happy with quality per family
Yes	Less than £100	1	2	0.50
	£100-300	14	20	0.70
	£301-500	22	32	0.69
	£501-£1000	67	97	0.69
	£1000-£1300	19	25	0.76
	£1300+	39	47	0.83
	(blank)	15	23	0.65
Yes Total		177		

Table 15.2

Chart 15.1 shows how the profiles of happiness with quality vary according to household income.

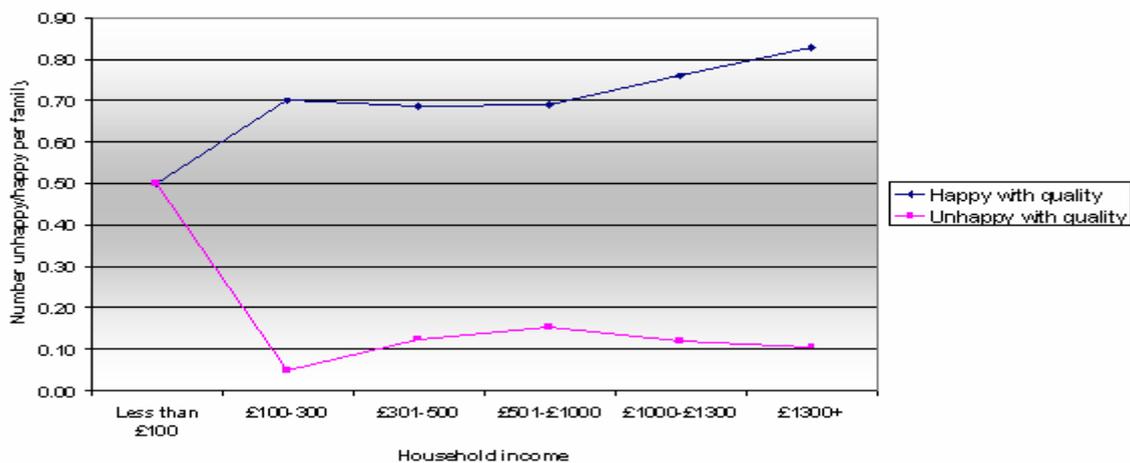


Chart 15.1

As before caution should be taken over looking at the lowest income ranges due to low response rates. However those in the household income range of £501-£1000 seem to be the most unhappy with quality of childcare or out of school activities. The happiest with quality are those in the £1000-£1300 and £1300+ ranges.

Does a lack of available childcare / out of school activities prevent parents from going to work?

Table 16.1 shows parents response to the question "Does a lack of available childcare / out of school activities prevent you going out to work?"

	Total
No	174
Yes	42
Total	216

Table 16.1

Table 16.2 shows the response to the same question but broken down by household income. The final column on the right shows how these figures equate “per family” in this income range.

Does the lack of available childcare / out of school activities prevent you going out to work?	Household income?	Total	No. of parents in this range	Number per family
No	Less than £100	0	2	0.00
	£100-300	10	20	0.50
	£301-500	19	32	0.59
	£501-£1000	73	97	0.75
	£1000-£1300	20	25	0.80
	£1300+	37	47	0.79
	(blank)	15	23	0.65
No Total		174		
Yes	Less than £100	2	2	1.00
	£100-300	6	20	0.30
	£301-500	7	32	0.22
	£501-£1000	15	97	0.15
	£1000-£1300	3	25	0.12
	£1300+	7	47	0.15
	(blank)	2	23	0.09
Yes Total		42		

Table 17.2

Chart 16.1 shows the profile of parents response to the question about the availability of childcare by income range.

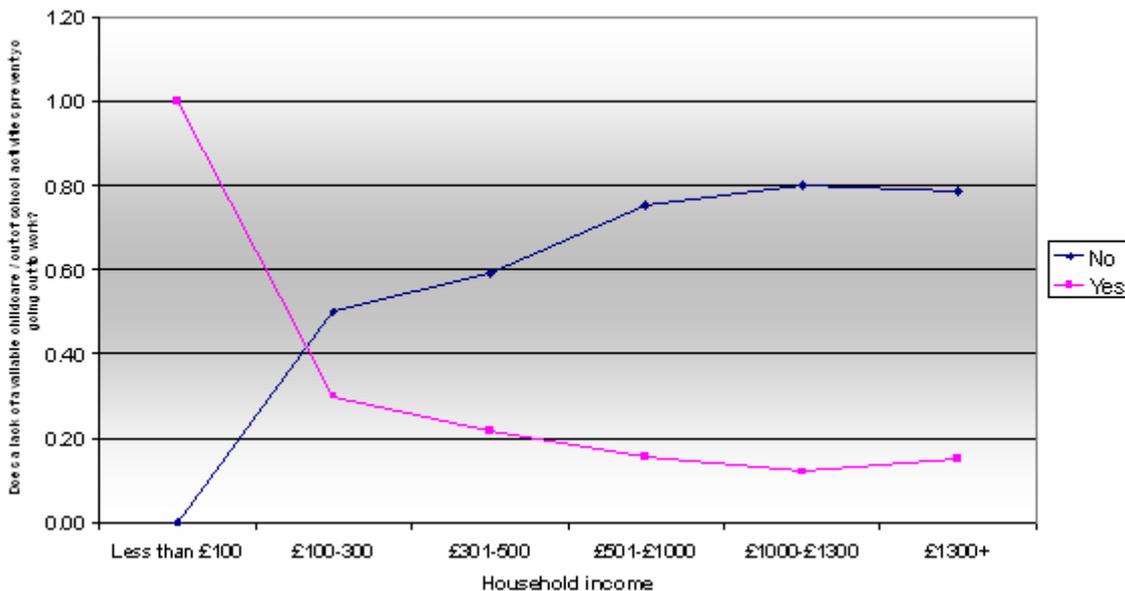


Chart 16.1

As before caution should be taken over looking at the lowest income ranges due to low response rates. However there does seem to be a clear correlation between household

income and parents saying that the available childcare prevents them from returning to work.

Main reasons for not using childcare / out of school activities

Table 17.1 shows the main reasons parents gave for not using childcare or out of school activities.

Reason	Total
Cost	53
At home / prefer to do it myself	42
Use friends / family support	36
Nothing available	29
Not appropriate times / does not fit around work	27
Not right quality	19
Difficult to get to / not convenient location	18
Don't trust anyone with child	4
Children old enough to look after themselves	1
Nothing suitable for disability/SEN/additional Needs	1

Table 17.1

The main reason given for not accessing childcare or out of school activities is cost. This reflects the findings of the 2007 Childcare Sufficiency Assessment.

Table 17.2 shows the main reasons broken down by which school the respondent is using.

School	Cost	Use friends / family support	Don't trust anyone with child	Children old enough to look after themselves	At home / prefer to do it myself	Difficult to get to / not convenient location	Nothing available	Not right quality	Nothing suitable for disability/SEN/additional Needs	Not appropriate times / does not fit around work
Acomb Primary	1	1			2					
Badger Hill Primary		1				1				1
Bishopthorpe Infant	1	1	1		1					
Burton Green Primary						1	1			
Carr Infant	1				1		1			3
Clifton Green Primary	2					1	1	1		1
Clifton with Rawcliffe Infants	2	1				1	1	1		1
Copmanthorpe Primary	2	1			2			1		1
Dringhouses Primary	1	4			3			1		2

School	Cost	Use friends / family support	Don't trust anyone with child	Children old enough to look after themselves	At home / prefer to do it myself	Difficult to get to / not convenient location	Nothing available	Not right quality	Nothing suitable for disability/SEN/additional Needs	Not appropriate times / does not fit around work
Dunnington Primary	1									
Elvington Primary	1	1					1			1
English Martyrs Primary	1				2	2		1		
Fishergate	1	1				1	2	1		
Fulford Primary School		1								
Haxby Road Primary						1				
Headlands Primary										
Hemplands Primary	2	4			1		2	1		1
Huntington Primary	4	3	1		3	2	5	3		
Knavesmire Primary	2					1		1		1
Lakeside Primary		1								
Lord Deramores Primary								1		
Naburn Primary					1	1	2	1		1
New Earswick Primary	1									
None given	3	2			1	1	2			
Osbaldwick Primary								1		
Our Ladys RC Primary	3	1		1	1			1		1
Park Grove Primary	1	1			1					2
Poppleton Ousebank Primary	3		1		4		1			
Poppleton Road Primary		1			1					
Ralph Butterfield Primary	2	2			1			1		4
Rawcliffe Infants										1
Robert Wilkinson Primary	3	1			5	1				
Rufforth Primary					1					1
Scarcroft Primary	5	3			7		4			1
Skelton Primary	1									
St Aelreds	1	1			1		1			1

School	Cost	Use friends / family support	Don't trust anyone with child	Children old enough to look after themselves	At home / prefer to do it myself	Difficult to get to / not convenient location	Nothing available	Not right quality	Nothing suitable for disability/SEN/additional Needs	Not appropriate times / does not fit around work
St Georges										
St Lawrences Primary										
St Marys Primary					1					
St Oswalds Primary	1	2					1	1		2
St Paul's Nursery								1		
St Wilfrids RC School	2				1	1	1			
Stockton on the Forest Primary							1			
Westfield Primary	1					1	1			
Wheldrake Primary	2	1				1	1		1	1
Wigginton Primary	1	1	1		1			1		
Yearsley Grove Primary	1					1				

Table 17.2

Although table 17.2 is very number heavy there are some key messages which come out of it. It should be stressed though that this may relate not only to the extended services available but also the childcare in the surrounding area.

- Cost is given as a reason at a large number of schools but particularly at Scarcroft Primary, Huntington Primary, Our Lady's, Poppleton Ousebank, and Robert Wilkinson.
- There are a greater number of people giving "nothing available" as a reason for Scarcroft Primary and Huntington Primary. This is another barrier that is also reflected in the 2007 Childcare Sufficiency Assessment.
- Childcare or out of school activities not at the right times or fitting with work is given as a reason at a number of schools but more so for Carr Infants and Ralph Butterfield.

Comments from parents / carers

The survey gave parents the opportunity to add any other comments or thoughts that they felt they wanted to give. A summary of these comments is given below.

Table 18.1 shows the breakdown of these comments into several categories.

Category	Total
Lack of out of school facilities in area	35
Times wrong / unsuitable	24
Problems with affordability	17
Should hold activities at school	15
Suggestion of new activity / improvement	15
Lack of childcare facilities in area	10
Happy with childcare	10
Happy with out of school activities	8
Lack of information about activities	7
Complaint about setting, staff or activity	7
Total	148

Table 18.1

Lack of out of school facilities in the area

Table 18.2 shows the breakdown of parents who gave comments falling into the category of there being a lack of out of school activities in their area.

School	Total	School	Total
Huntington Primary	6	Dunnington Primary	1
None given	3	Elvington Primary	1
Scarcroft Primary	3	English Martyrs Primary	1
Fishergate	2	Hemplands Primary	1
Naburn Primary	2	Lord Deramores Primary	1
Poppleton Ousebank Primary	2	Our Ladys RC Primary	1
Skelton Primary	2	Ralph Butterfield Primary	1
Burton Green Primary	1	Robert Wilkinson Primary	1
Carr Infant	1	St Oswalds Primary	1
Clifton Green Primary	1	Stockton on the Forest Primary	1
Clifton with Rawcliffe Infants	1	Wheldrake Primary	1

Table 18.2

The general theme of comments by school were:

- Huntington Primary – A need for an onsite after school club that runs on a regular basis. This mirrors the findings of the Childcare Sufficiency Assessment.
- Scarcroft Primary – A need for increased capacity of the existing out of school club and more, regular holiday provision.
- Fishergate Primary – A need for flexible after school provision for ad hoc care and also a greater diversity of activities needing to be offered.
- Naburn Primary – A need for before and after school care. There is a recognition that any provision would need support to ensure it is sustainable and also challenges faced in terms of space for the club to run.
- Poppleton Ousebank – One of the parents expressed concern about out of school activities for 11-16 year olds in the area.
- Skelton Primary – Some general comments around the need for a greater range of activities and more of these to be available to those in year 1.

Table 18.3 shows the breakdown of parents who gave comments falling into the category of activities being at the wrong times or unsuitable.

School	Total	School	Total
None given	2	Lord Deramores Primary	1
Scarcroft Primary	2	Ralph Butterfield Primary	1
Carr Infant	2	St Oswalds Primary	1
Park Grove Primary	2	Wheldrake Primary	1
Naburn Primary	1	Acomb Primary	1
Poppleton Ousebank Primary	1	Badger Hill Primary	1
Clifton Green Primary	1	Copmanthorpe Primary	1
Elvington Primary	1	Dringhouses Primary	1
English Martyrs Primary	1	Headlands Primary	1
Hemplands Primary	1	St Paul's Nursery School	1
Table 18.3			

The comments given in this area do not relate to any specific school and are summarised below.

- Some parents said they viewed childcare as allowing them to work but activities being for the child or young person. However this view was in the minority.
- Parents who are working shifts or atypical hours said they found it difficult to access childcare or activities.
- A number of parents said that it would be useful if extended school activity ending times could be coordinated to allow it to link with other forms of childcare. Another reason given for this is not having to make repeated trips if there is more than one child and they are doing different activities.
- A significant number of parents expressed a need for extended hours provision in particular beyond 6pm and, to a lesser extent, before school.
- Some parents said they would like to see better quality activities offered in after school activities.
- Where families have children in different year groups they tend to find it difficult to plan and access activities for all of their children.
- One parent said it can be challenging finding wrap-around care when a child is starting part time at school.

Table 18.3 shows the breakdown of parents who gave comments falling into the category of activities being at the wrong times or unsuitable.

School	Total	School	Total
None given	2	Naburn Primary	1
Poppleton Ousebank Primary	2	Clifton Green Primary	1
Ralph Butterfield Primary	2	Hemplands Primary	1
St Oswalds Primary	2	Dringhouses Primary	1
Copmanthorpe Primary	2	Robert Wilkinson Primary	1
Scarcroft Primary	1	Yearsley Grove Primary	1
Table 18.3			

As with the previous category these comments are not specific to any one school and can be looked at as general thoughts and issues.

- Some families gave the view that the tax credit system is too complicated and the cut off point for what families are supported is too low.
- Some parents with 3 or more children said they need additional support to allow their children to access activities.
- A number of parents expressed a difficulty with the affordability of holiday activities.
- Where parents are shift or atypical workers they face additional affordability issues by having to reserve and pay for places that may not actually be used.
- Some parents questioned the value for money offered by breakfast clubs and said it was unfair some breakfast clubs are free while others charge.

Table 18.4 shows the breakdown of parents where they gave comments falling into the category of activities being held on the school site.

School	Total	School	Total
Copmanthorpe Primary	2	English Martyrs Primary	1
Scarcroft Primary	2	Wheldrake Primary	1
Huntington Primary	2	Fishergate	1
Ralph Butterfield Primary	1	Bishopthorpe Infant	1
Robert Wilkinson Primary	1	Haxby Road Primary School	1
Yearsley Grove Primary	1	Rufforth Primary	1
Table 18.4			

A summary of the main comments given in relation to the category of having activities on school sites are below.

- As picked up on earlier, some parents expressed a need for an after school club on site at Huntington Primary school.
- Some people said they would like to see activities run on the school site that are currently run in off site buildings. The comments relate to the quality of the buildings and facilities.
- Some parents said for after school activities off site they can find it difficult to collect the child from school and drop them off at the activity. One parent suggested there should be an increased use of walking buses to activities.

Table 18.5 shows the breakdown of parents who gave comments falling into the category of suggesting new activities or improvements.

School	Total	School	Total
Robert Wilkinson Primary	3	Lord Deramores Primary	1
None given	2	Skelton Primary	1
Huntington Primary	1	Our Ladys RC Primary	1
Fishergate	1	Knavesmire Primary School	1
St Oswalds Primary	1	Rawcliffe Infants	1
Dringhouses Primary	1	St Marys Primary	1
Table 18.5			

Suggestions for new activities or improvements included:

- Trampolining (Dringhouses Primary)
- Beavers, cubs, brownies (Fishergate, Rawcliffe Infants, Skelton Primary)

- More sports and multi-skills, tennis golf etc available across all ranges (Huntington, Our Lady's, Rawcliffe Infants)
- Voluntary clubs should get extra support or be run by the school (Knavesmire)
- Opportunity for child to learn second language (Lord Deramores)
- Swimming lessons (no school given)
- More opportunities for children and parents to do activities or learning together (Rawcliffe Infants)
- Homework Club (Rawcliffe Infants)
- General comment about wider use of school facilities (St Oswald's)

Table 18.6 shows the breakdown of parents who gave comments falling into the category of a lack of childcare facilities.

School	Total
None given	2
Copmanthorpe Primary	2
St Oswalds Primary	1
Skelton Primary	1
Scarcroft Primary	1
Wheldrake Primary	1
Poppleton Ousebank Primary	1
St Aelreds	1
Table 18.6	

The childcare facilities that parents say are lacking are:

- Copmanthorpe – One parent stated they were unsure of the quality of the local playgroup but said there was no alternative. One parent also said there was a need for more holiday provision.
- None given – One parent said that existing before and after school club was full. Another parent said that there was a need for childcare that could flexibly meet the needs of parents working changing shifts.
- Poppleton Ousebank – One parent concern over a lack of childcare for 11-16 year olds.
- Scarcroft Primary – One parent said they would like to be able to use free early education places with their existing childminder.
- Skelton Primary – One parent said there was a lack of under five care and activity provision for those in year one.
- St Aelred's – One parent gave concern about childminders being forced out of the role by excessive paperwork from government.
- St Oswald's – One parent said they could not access the existing after school club as it is full.
- Wheldrake Primary – One parent wanted support where children have started on a part time basis at school.

Table 18.7 shows the breakdown of parents who gave comments falling into the category of activities being happy with childcare.

School	Total
Scarcroft Primary	3
Wheldrake Primary	1
Robert Wilkinson Primary	1
Huntington Primary	1
Dringhouses Primary	1
Hemplands Primary	1
Elvington Primary	1
Acomb Primary	1
Table 18.7	

General comments around being happy with the quality of childcare are summarised below:

- Good quality staff at nursery (Askham Bar Day Nursery, St Paul's)
- Happy with quality of local childminders (Elvington, Huntington, Scarcroft)
- Good quality after school club (Hemplands, Robert Wilkinson)
- Good quality holiday club (Bish Street Kids)
- Happy with quality of playgroup (Wheldrake)

Table 18.8 shows the breakdown of parents who gave comments falling into the category of activities being happy with out of school activities.

School	Total
Robert Wilkinson Primary	1
None given	1
Copmanthorpe Primary	1
St Aelreds	1
Park Grove Primary	1
Badger Hill Primary	1
Poppleton Road Primary	1
Westfield Primary	1
Table 18.8	

A summary of the comments where parents are happy with out of school activities is given below.

- Good after school clubs and holiday clubs (Badger Hill, Hemplands, Westfield Primary)
- Good term time activities (Copmanthorpe, Park Grove Primary, Poppleton Road Primary, Robert Wilkinson Primary, St Aelred's)

Table 18.9 shows the breakdown of parents who gave comments falling into the category of there being a lack of information about activities.

School	Total
Copmanthorpe Primary	2
Westfield Primary	1
Poppleton Ousebank Primary	1
St Marys Primary	1
Burton Green Primary	1
St Wilfrids RC School	1
Table 18.9	

A summary of comments from parents around this is given below.

- There is a need for better information about what extended schools activities are available.
- Better publicity of employer support with childcare costs (childcare vouchers).

Table 18.10 shows the breakdown of parents who gave comments falling into the category of there being a lack of information about activities.

School	Total
St Aelreds	1
Park Grove Primary	1
Scarcroft Primary	1
Dringhouses Primary	1
St Oswalds Primary	1
Rufforth Primary	1
St Paul's Nursery School	1
Table 18.10	

A summary of comments from parents around this is given below.

- One parent said there was a need for a nursery to have a deep clean.
- Holiday club needs to give more notice of what days they are operating so parents can make arrangements with work.
- Two parents gave concern over the quality of the buildings groups were run in. Both of them off school sites, one a playgroup and the other an out of school club.
- One parent gave concern about childminders being forced out of the role by excessive paperwork from government.
- One parent said the cost of their breakfast club was too high.
- One parent expressed concern over staff retention rates at an out of school club.

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Executive

21 July 2009

Report of the Director of Resources

Improvement Plan 2009-10 Key Actions and Milestones**Summary**

1. To provide an overall update on the 2009/10 action plans contained within the council's Improvement Plan (IP).

Background

2. In May 2009 the nine workstreams for the council's 2009/10 Improvement Plan (formerly known as the Single Improvement Plan or SIP) were agreed. These were drawn from a variety of sources. In some cases, the workstreams were a continuation of those identified in the previous year's SIP (for example, HR), while other improvements were identified from audit and inspection reports and a review of corporate governance, which was presented to the Audit & Governance Committee in March 2009.
3. It was agreed at Executive on 26 May 2009 that further detail on the actions for improvement and the timescales for completion would be brought to Executive.

Consultation

4. The CMT member or designated lead officer for each IP workstream has been consulted as to the milestones necessary to secure improvement. The topics for improvement have arisen out of previous consultation with Corporate Management Team, Executive and employees through the staff survey.

Key Actions and Milestones

5. The actions and milestones for the nine agreed areas for improvement are set out in the tables contained in Annex 1.

Options

6. There are no options as Executive are asked to note the actions and milestones for delivery outlined.

Analysis

7. The above report is for information and decisions are not required at this stage.

Corporate Objectives

8. The Improvement Plan represents one of the council's key corporate objectives for 2009/10 and forms an essential component of the Effective Organisation theme within the revised Corporate Strategy.

Implications

9. Implications of noting progress:
 - **Financial** No financial implications
 - **Human Resources (HR)** The HR workstream has implications for the HR team, of which they are aware.
 - **Equalities** Failure to make the necessary improvements would have an effect on the council's ability to meet its equalities obligations.
 - **Legal** The Improvement Plan should assist the authority in fulfilling some of its statutory duties, particularly in regard to health and safety, and equalities legislation.
 - **Crime and Disorder** No Crime and Disorder implications.
 - **Information Technology (IT)** No IT implications.
 - **Other** None

Risk Management

10. Failure to achieve improvement in the above areas could affect the council's direction of improvement and the outcomes of the Use of Resources Assessment within the Comprehensive Area Assessment process.

Recommendations

11. Members are asked to note the milestones for the 2009-10 Improvement Plan.

Reason

To ensure the effective management and of key actions to be taken to support on-going development and improvement work at the council critical to the achievement of the Effective Organisation corporate priority.

Contact Details

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8th July 2009

*Chief Officer's name
Title*

Report Approved

Date *Insert Date*

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Report to the Executive dated 26 May 2009 entitled "Single Improvement Plan Refresh 2009/10"

Annexes

Annex 1 – Improvement Plan Key Actions 2009/10

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1. HR		
Key actions towards improvement	Key 2009/10 milestones	Lead
1.1 Develop and implement a Workforce Development Plan	Plan complete by 30 September 2009 Plan implement plan by 31 March 2010	Ian Floyd/Angela Wilkinson
1.2 Pay and Grading Implementation	Complete by 31 March 2010	Ian Floyd/Angela Wilkinson
1.3 HR Transformation Programme Phase 1 to be delivered: this includes e-recruitment, Delphi replacement and the creation of an HR Business Centre	Phase 1 complete by 31 March 2010	Ian Floyd/Angela Wilkinson

2. Equalities		
Key actions towards improvement	Key 2009/10 milestones	Lead
2.1 Meet all requirements of the Developing level of the Equality Framework	Complete by 31 March 2010	Bill Hodson/Evie Chandler
2.2 Facilitate the development of a joint approach to equality in access to services amongst LSP partners	Complete by 31 March 2010	Bill Hodson/Evie Chandler
2.3 Review the procurement strategy in the light of equalities duties	Complete by 31 March 2010	Bill Hodson/Evie Chandler
2.4 Deliver training on Equalities and human rights, particularly to members	Complete by 31 December 2009	Bill Hodson/Evie Chandler

3. Health & Safety		
Key actions towards improvement	Key 2009/10 milestones	Lead
3.1 Carry out a Health & Safety (H&S) training needs analysis within each directorate	Complete by 30 September 2009	Director of Neighbourhood Services/Angela Wilkinson/ Jon Grainger
3.2 Deliver the H&S Training Plan to key managers	Complete by 31 March 2010	Director of Neighbourhood Services/Angela Wilkinson/ Jon Grainger
3.3 Achieve 2009/10 workplan goals for assessing levels of legal compliance for Health & Safety within each service area in line with key performance indicators set out in the CYC Safety Management System	Complete by 31 March 2010	Director of Neighbourhood Services/Angela Wilkinson/ Jon Grainger
3.4 Ensure all new H&S risks entered onto the corporate risk system have been reviewed by the H&S team to ensure appropriate control measures are in place	Ongoing from June 2009	Director of Neighbourhood Services/Angela Wilkinson/ Jon Grainger
3.5 Launch Health & Safety newsletter	Complete by 30 September 2009	Director of Neighbourhood Services/Angela Wilkinson/ Jon Grainger

4. Member Training		
Key actions towards improvement	Key 2009/10 milestones	Lead
4.1 Develop and agree Member Development Policy	Complete by 30 September 2009	Bill McCarthy/Quentin Baker
4.2 Agree annual programme 2009/10	Complete by 30 September 2009	Bill McCarthy/Quentin Baker
4.3 Agree implementation plan re achieving charter status	Complete by 30 September 2009	Bill McCarthy/Quentin Baker

5. Project and Programme Management		
Key actions towards improvement	Key 2009/10 milestones	Lead
5.1 Agree corporate adoption of common principles of project and programme management (via report to CMT and Executive)	Complete by 30 September 2009	Bill Woolley/Tracey Carter
5.2 Develop a range of Project Management templates and an assessment matrix to identify the appropriate level of Project Management control	Complete by 30 September 2009	Bill Woolley/Tracey Carter
5.3 Get agreement to common approach to Project and Programme Management via report to CMT and Executive	Complete by 30 November 2009	Bill Woolley/Tracey Carter
5.4 Develop agreed gateway process for project review	Complete by 30 September 2009	Bill Woolley/Tracey Carter
5.5 Analyse training requirements for project/programme management	Complete by 30 September 2009	Bill Woolley/Tracey Carter
5.6 Develop training programme	Complete by 31 December 2009	Bill Woolley/Tracey Carter

6. Project and Programme Management		
Key actions towards improvement	Key 2009/10 milestones	Lead
6.1 Review whistle-blowing and other conduct procedures	Complete by 30 September 2009	Ian Floyd/Pauline Stuchfield
6.2 Deliver training programme on the Officer Code of Conduct	Complete by 31 March 2010	Ian Floyd/Pauline Stuchfield

7. Partnership Governance		
Key actions towards improvement	Key 2009/10 milestones	Lead
7.1 Review current governance arrangements for partnerships and the current framework for the Compact	Complete by 30 September 2009	Ian Floyd/Pauline Stuchfield
7.2 Develop gap analysis between current compliance levels and the partnership guidelines	Complete by 31 March 2010	Ian Floyd/Pauline Stuchfield
7.3 Deliver training and awareness on good partnership governance, including member training	Complete by 31 March 2010	Ian Floyd/Pauline Stuchfield
7.4 To contribute towards the work of the York Compact Group in setting up a working group to develop principles of local conflict resolution	Complete by 30 September 2009	Ian Floyd/Pauline Stuchfield

8. Internal Communications		
Key actions towards improvement	Key 2009/10 milestones	Lead
8.1 Launch of the new intranet	Complete by 30 September 2009	Pete Dwyer/Matt Beer
8.2 Relaunch of News&Jobs and News in Depth	Complete by 31 December 2009	Pete Dwyer/Matt Beer
8.3 Develop a cascade system for team briefings	Complete by 31 March 2010	Pete Dwyer/Matt Beer

9. Risk Management		
Key actions towards improvement	Key 2009/10 milestones	Lead
9.1 Integrate risk reporting into the new Performance Management Framework	Complete by 30 June 2009	Ian Floyd/Pauline Stuchfield
9.2 Fundamental refresh of strategic risk register in line with the new Corporate Strategy	Complete by 30 September 2009	Ian Floyd/Pauline Stuchfield
9.3 Work with lead officers to address risks highlighted from partnership risk survey of significant partnerships	Complete by 30 September 2009	Ian Floyd/Pauline Stuchfield

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Executive

21 July 2009

Report of the Director of Resources

Treasury Management Annual Report & Review of Prudential Indicators**Summary of Report**

1. This reports updates the Executive on Treasury Management performance for 2008/09 compared against the budget taken to Council on 21 February 2008. The report summarises the economic environment over the 2008/09 financial year and reviews treasury management performance in the following areas:
 - Long term Borrowing,
 - Debt Restructure,
 - Short term Investments,
 - Investment credit criteria policy,
 - Post Icelandic Bank Collapse,
 - The Venture Fund,
 - Treasury Management Outturn and
 - The Prudential Indicators.

Consultation

2. The majority of this report is for information purposes and reporting on the performance of the treasury management function. Members through the budget process set the level of budget and expected performance of the Councils treasury management function.

Options/Analysis

3. In accordance with the Local Government Act 2003, it is a requirement under the CIPFA Prudential code and the CIPFA Treasury Management in Local Authorities that the Executive of the Council receives an annual treasury management review report of the previous year -08/09- by 30 September the following year – 30 September 2009.

Corporate Priorities

4. The Council will meet its Corporate Strategy Value of “Encouraging improvement in everything we do” by effectively and proactively managing its treasury activities. Effective treasury management is concerned with the

management of the Council's cash flows, its banking, money market and capital transactions, the management of debt, the effective control of the risks associated with those activities, and the pursuit of optimum performance consistent with those risks.

Economic Background

5. The performance of the Council's treasury management function is an outcome of the long-term borrowing and short-term investment decisions that were affected by the following economic conditions during the 2008/09 financial year.
 - a. When the 2008/09 budget was set in February 2008, the Bank of England base rate was at 5.5%, with a predication that the base rate would fall in March 2008 to 5.25%. Expectations at this time suggested that the rate would fall during quarter 1 of 2008/09 to 5% and remain at this level for the majority of the year, with the possibility of a quarter of a per cent (0.25%) reduction to 4.75% in the autumn of 2008.
 - b. In a year that can only be described as unparalleled and extraordinary the Annual Treasury Report for 2008/09 is summarised in the graphs at Annex A and B. These graphs show the major events of the financial year and the impact they had on both PWLB and investment rates. The financial crisis, commonly known as the 'credit crunch', had a major downward impact on the levels of interest rates around the world. Although interest rates initially fell sharply in the US they were followed, eventually, by the Bank of England.
 - c. At the start of the financial year, on 1st April 2008 Bank Rate was 5% and the Bank of England was focused on fighting inflation. Market fears were that rates were going to be raised as CPI, the Government's preferred inflation target, was well above the 2% target (two years ahead). The money market yield curve reflected these concerns with one-year deposits trading well above the 6% level. PWLB rates in both 5 and 10 years edged above Bank Rate during the summer as markets maintained the belief that inflation was the major concern of the monetary authorities. The money markets were reflecting some concerns about liquidity at this time and, as shown in the graph at Annex A, the spread between Bank Rate and 3 month LIBOR was greater than had historically been the case.
 - c. This phase continued throughout the summer until the 15th September when Lehman Brothers, a US investment bank, was allowed to file for bankruptcy in the total absence of any other institution being willing to buy it due to the perceived levels of toxic debt it had. This event caused a huge shock wave in world financial markets and threatened to completely destabilise them. As can be seen from the chart, at Annex A and B, this also led to an immediate spike up in investment rates as

markets grappled with the implications this might have on other financial institutions, their credit standing and indeed their viability. On 7th October the Icelandic government took control of their banks and this was followed a few days later by the UK government pumping a massive £37bn into three UK clearing banks, RBS/HBOS/Lloyds, as liquidity in the markets dried up. The Monetary Policy Committee meantime had reduced interest rates by 50bp on 9th October. This had little impact on 3 month LIBOR, however, as the spread, or 'disconnect' as it became known, against Bank Rate widened out. On the other hand the short end of the PWLB fell dramatically as investors, very concerned about their counterparty limits post the Icelandic banks' collapse, fled to the quality of Government debt forcing yields lower.

- d. Market focus now shifted from inflation concerns to concerns about recession, depression and deflation. Although CPI was still well above target it was seen as no barrier to interest rates being cut further. The MPC duly delivered another cut in interest rates in November, this time by an unprecedented 1.5%. Investors continued to pour money into Government securities across the curve, at the front end because of credit concerns and the longer end because of the economic consequences reducing inflation, driving yields in 10 year PWLB temporarily below 4% and 5 years to around 3.5%. In December as the ramifications of the 'credit crunch' became increasingly clear the Bank of England cut interest rates to 2%-a drop this time of 1%. The whole interbank yield curve shifted downwards but the 'disconnect' at the short end remained very wide, negating to some degree the impact of the cuts in Bank Rate. 50 year PWLB rates dropped below 4% at the turn of the year, marking the low point, as it turned out, in this maturity.
- e. The New Year of 2009 brought little relief to the prevailing sense of crisis and on 8th January the MPC reduced rates by 0.5% to 1.5%, a record low. More Government support for the banking sector was announced on 19th January 2009. The debt markets had a sharp sell-off at this stage as they took fright at the amount of gilt issuance likely to be needed to finance the help provided to the banks. There was also discussion about further measures that could be introduced to kick-start lending and economic activity. These included quantitative easing by the Bank of England, effectively printing money.
- f. In February 2009 the MPC adopted the traditional method of monetary easing by cutting interest rates again by 0.5% to 1%. Interbank rates drifted down with the spread in the 3 months still well above Bank Rate. In early March Lloyds Banking Group, which now included HBOS, took part in the Government's Asset Protection scheme. The MPC cut interest rates yet again to 0.5% and announced the quantitative easing scheme would start soon. This scheme would focus on buying up to £75bn of gilts in the 5-25 year maturity periods and £10 -15bn of

corporate bonds. This led to a substantial rally in the gilt market, particularly in the 5 and 10 year parts of the curve, and PWLB rates fell accordingly. Finally at the end of March it was announced that the Dunfermline Building Society had run into difficulties and its depositors and good mortgages were taken over by Nationwide whilst the Treasury took on its doubtful loans.

- Figure 1 shows the base rate movements since 2004/05 with predictions from economic commentators for 2009/10. In these unprecedented times it is currently forecast that the base rate will start to rise again during 2010 and the economy will slowly start to recover.

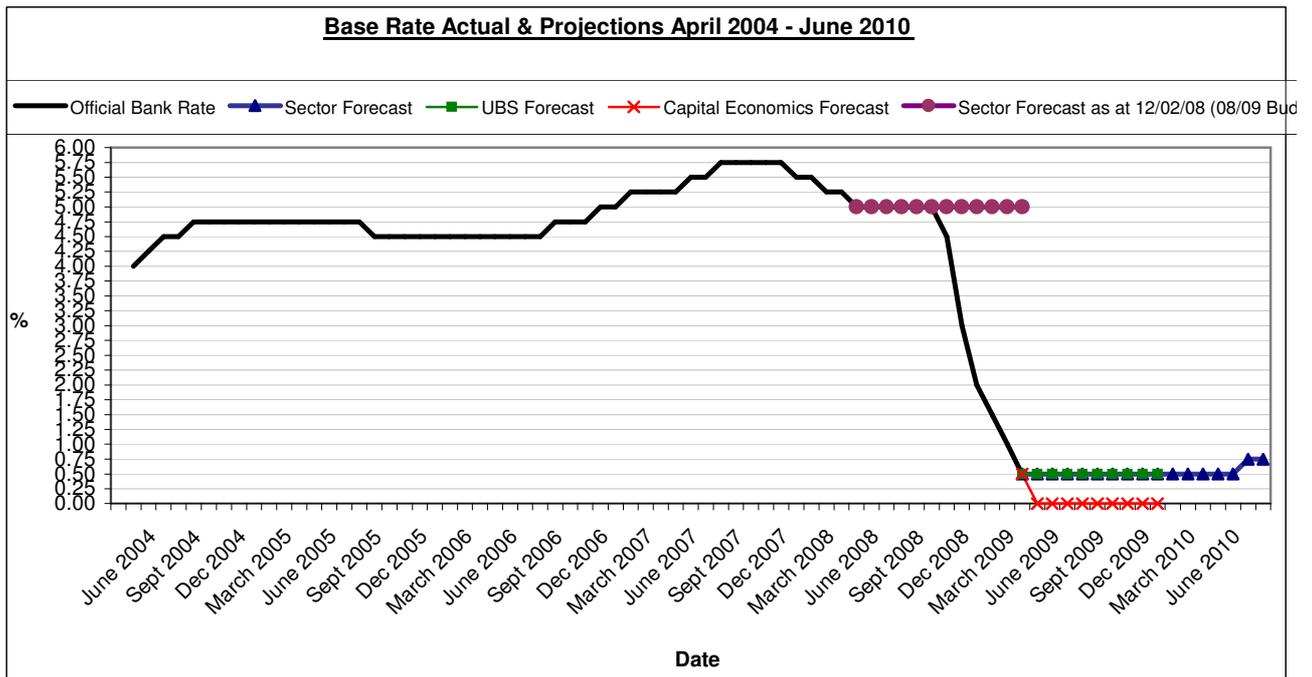


Figure 1 - Base Rates 2004- 2010 as at April 09

Long term Borrowing

- The Council is permitted to borrow to fund capital expenditure. The majority of Council borrowing is funded by the government through the Revenue Support Grant (RSG), which provides the Council with revenue funding to allow it to meet the interest and repayment costs of borrowing. This funding is linked to the delivery of capital investment programmes such as the Local Transport Plan and Schools' Modernisation programmes. The introduction of the Prudential Code in April 2004 gives the Council more flexibility in respect of how much and when it borrows. Under the Prudential Code, Councils are free to borrow up to a level that is deemed prudent, affordable and sustainable and within their prudential indicator limits. Any borrowing that is undertaken using the prudential code framework is not supported by government and has to be funded by the Council.

8. The flexibility of borrowing under the prudential code allows the Council to borrow in advance of need. The level of borrowing the Council requires is determined by the Capital Financing Requirement (CFR) which is the cumulative borrowing that the Council undertakes to fund capital expenditure and identifies the Council's underlying need to borrow. The CFR is forecast over the next 5 years and shows that the Council will have an increasing need to borrow due to the requirement of the Administrative Accommodation project. This allows for the proactive treasury management decision to borrow in advance of need, to take advantage over favourable interest rates when they arise, not to have to borrow in one specific year and therefore spreads the interest rate risk.
9. The current level of borrowing (£102.1m) held by the Council is slightly above the CFR (£98.7m). This is as a result of proactive treasury management decisions in the past to borrow in advance of need when interest rates were favourable. More recently less borrowing has been undertaken as it is forecast rates will become increasingly favourable going forwards. It should be noted that when borrowing is undertaken it is not taken for any specific scheme or project but rather to fund the Council's capital financing requirement as a whole.
10. The Council's current borrowing strategy (set for 2008/09 at Full Council on 21 February 2008) follows advice from the Council's treasury management advisors –Sector Treasury Services -, to borrow primarily from the PWLB when interest rates are advantageous and hold back on borrowing when rates are relatively high. The Council set a trigger point for taking long term borrowing of 4.30% during 2008/09. Long term borrowing rates for the 45-50 year period started the year at the 4.43% mark fluctuating throughout the year between 3.86% and 4.84%. Figure 2 illustrates the PWLB rates (the grey area showing rates between 25 and 50 years) for 2007/08 – 2008/09 including the loans borrowed by the Council. It is interesting to note the PWLB rates remain significantly higher compared to the base rate.

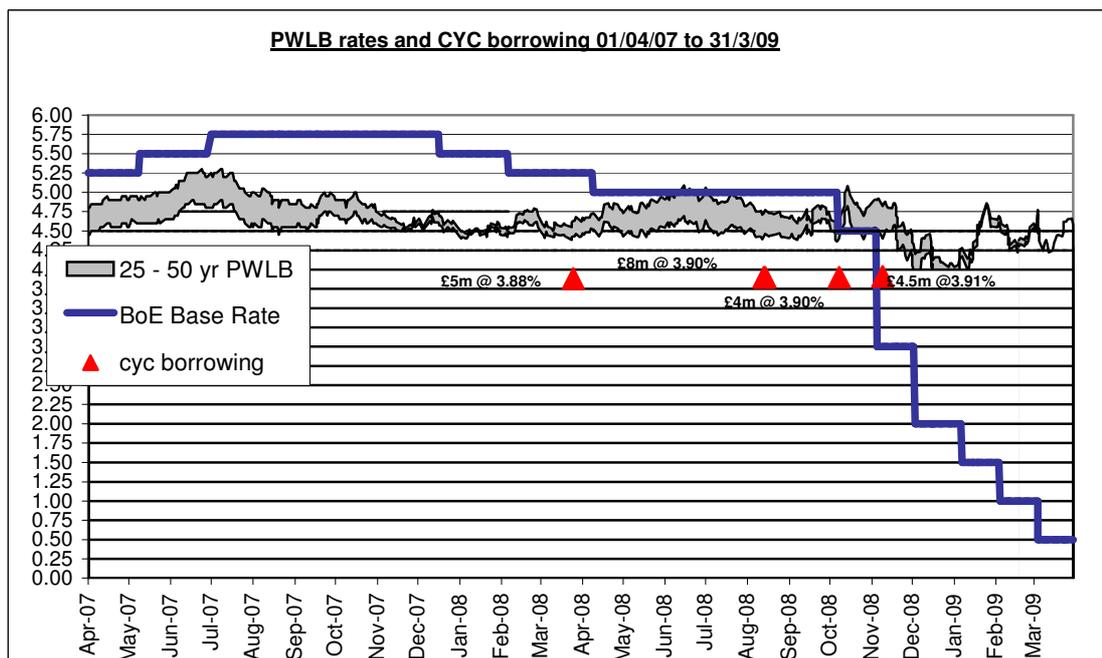


Figure 2 - PWLB rates vs. Bank of England vs. CYC borrowing levels

11. PWLB debt of £5m was repaid in May 2008, in line with the original maturity date of the loan. The economic forecast in paragraph 5 above portrays the volatility of borrowing rates throughout the year. Paragraph 5c highlights that in October 2008 short-term rates fell and the average 1 year PWLB rate was 3.264%. However a decision was taken that short term borrowing would not be beneficial in light of the continuing volatility of the market and the maturity profile of the Council's debt portfolio seen in Figure 3 below. Paragraph 5d highlights the start of the fall in longer-term PWLB rates during November and December when the Council borrowed £4.5m of PWLB debt in November 2008 at a rate of 3.91%. The average 49-50 year PWLB rate during the year was 4.44%.
12. In addition to the long term borrowing described above, the Council also rescheduled PWLB debt in 2008/09 with a repayment of £13.8m in June 2008 and subsequent debt of £12m being taken in August and September. Further details are supplied in the Debt Rescheduling section below at paragraphs 16-19.
13. No further debt was taken during 2008/09 due to a proactive decision that due to continued quantitative easing and advice from treasury management advisors –Sector Treasury services - that long term PWLB interest rate would continue to fall in 2009/10 and there would be favourable rates to take advantage of going forwards. Also, after the Icelandic banks defaulted in October, in light of the perceived increased risk around holding spare cash as investments and the likely poor rate of return available on such investments once the MPC had made further cuts in Bank Rate, it was

decided to run down cash balances by not undertaking new borrowing from the PWLB to finance capital expenditure.

14. The Councils long-term borrowing started the year at £104.4m.

	Date	£	Prevailing Base Rate	Weighted %	Year of Maturity
Total Debts as at 1/4/08		104,364,956	5.25%	4.605%	
Less Loans Repaid	05/05/08	5,000,000		3.90%	2008/09
Less Loans Repaid Prematurely	03/06/08	13,800,000		4.875%	2015/16-2025/26
Plus New Loans	15/08/08	8,000,000		4.39%	2057/58
	09/10/08	4,000,000		4.39%	2043/44
	10/11/08	4,500,000		3.91%	2014/15
Total Debts as at 31/03/09		102,064,956	0.50%	4.547%	

Table 1 - Movement In Long Term Borrowing 2008/09

15. All of the new borrowing decisions were taken in light of the maturity structure of the Council's current long term borrowing. Prudential indicator 9 sets the permitted maturity structure of borrowing, as detailed in Figure 3 and attached at Annex C, along with all the Prudential Indicators approved by full Council in the Treasury Management Strategy report 21 February 2008. The borrowing of long duration loans reflects the Councils underlying need to borrow for capital purposes and is forecast to rise steadily year on year for the foreseeable future in line with the capital programme.

16. Figure 3 illustrates the 2007/08, 2008/09 and 2009/10 maturity profile of the Council's outstanding loans. The profile moving forward in 2009/10 highlights that the debt portfolio is spread over different maturity periods, which diversifies the risk of borrowing in any 1 year.

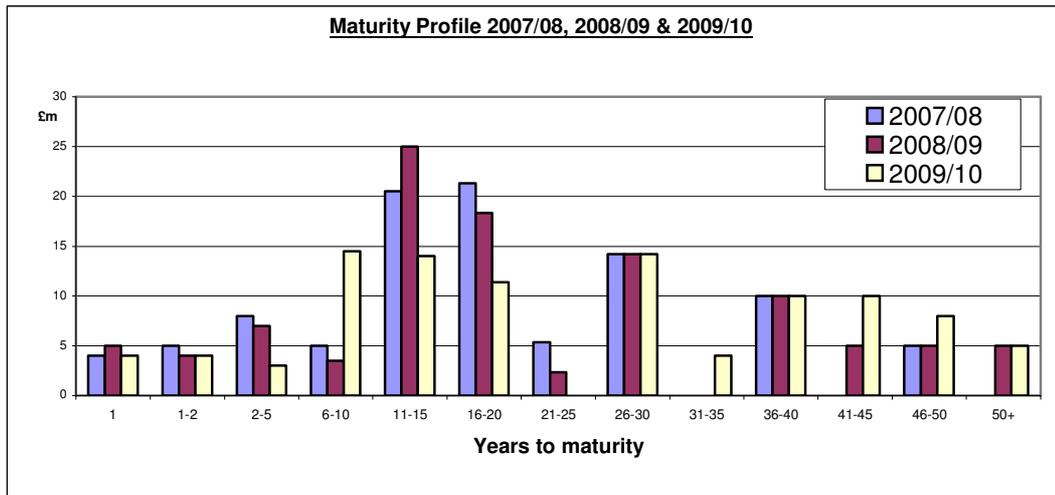


Figure 3 - Debt Maturity Profile 07/08, 08/09 & 2009/10

17. As a result of the borrowing undertaken in-year, the average rate of interest on the Council's long term borrowing has fallen from 4.61% in 2007/08 to 4.57% by the end of 2008/09. This is 0.051% lower than the latest available average long term borrowing rate (source CIPFA Statistics) for unitary authorities of 5.08% for 07/08. Although the Councils average rate is lower than other similar authorities were it not for the Club Loan of £10m at a rate of 7.155%, which the Council is unable to restructure, the Councils consolidates rate of interest could be as low as 4.27% (assuming the £10m Club loan where to be replaced at a level of 4.5%). Figure 4 shows the Council's long term borrowing compared to the national average and other unitary authorities.

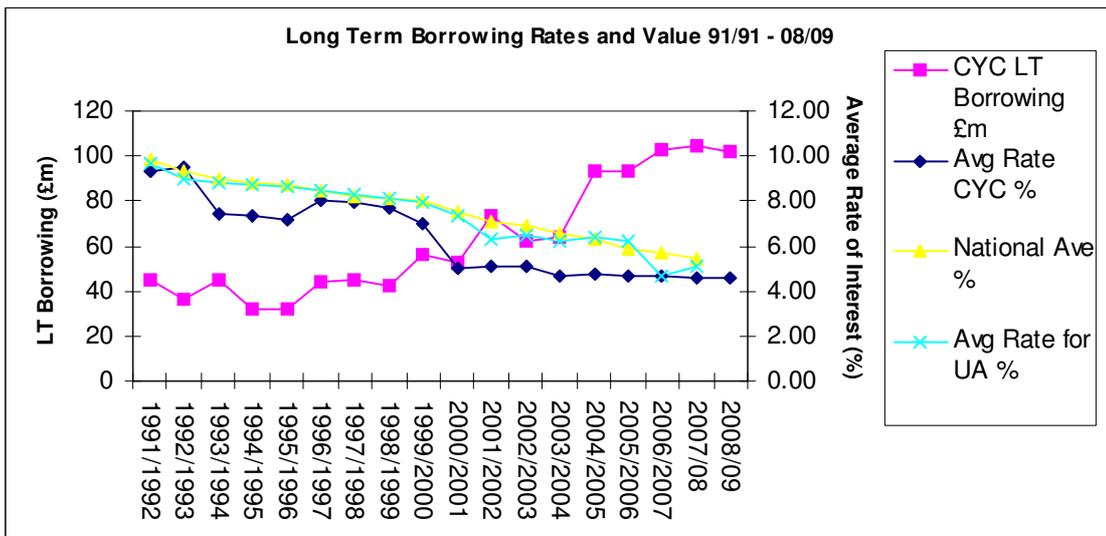


Figure 4 - CYC borrowing vs National Average vs Unitary Authority

Debt Restructure

18. The treasury management team monitor the markets daily for rates that would allow favourable restructures. The reasons for rescheduling to take place in 2008/09, as reported in the 2008/09 treasury management strategy was for:
 - a. the generation of cash savings and / or discounted cash flow savings;
 - b. enhancing the balance of the portfolio (amend the maturity profile and/or the balance of volatility).
19. The Council therefore undertook debt-restructuring exercise in June 2008, when it prematurely repaid £13.8m of PWLB debt with an interest rate of 4.875%. The Council drew down £12m of PWLB debt throughout August and September 2008 at an average rate of 4.390% to replace the prematurely repaid debt.
20. This tied in with the Treasury Management Strategy which stated in February 2008 that "As average PWLB rates are expected to be marginally higher at the start rather than later in the financial year, and as the base rate is expected to fall more than longer term borrowing rates, this will mean that the differential between long and short term rates will narrow, implying that there will be greater potential for making interest rate savings on debt by debt restructuring earlier on in the year".
21. As a result of the debt rescheduling exercise, an interest rate saving resulted of £52k pa for 12 years and a total discount of £85k. The discount occurred due to the differential between the rates when borrowing is repaid when the current market rate is higher than the rate of the borrowing being repaid.

Short Term Investments

22. The strategy and policies adopted in the Treasury Management Strategy Report and Annual Investment Strategy for 2008-09 approved by the Council on 21 February 2008 was subject to major revision during the year due to the unprecedented impact of the credit crunch on world economies and the world banking system. This impact resulted in a rapid fall in central bank rates around the world during the year, including the U.K. and correspondingly in the Council's investment returns in the second half of the year.
23. Throughout the last financial year the characteristic of market interest rates was set by the continuing lack of liquidity in the market place with banks remaining uneasy about lending. Governments commenced a series of stimulus packages aimed at kick starting the global economy and central banks, helped by a downturn in inflation and inflation expectations, and so began an aggressive policy of interest rate cuts

which has seen interest rates, though maintaining elevated credit spreads, crashing to record low levels.

24. The Council manages all its surplus cash investments in-house and invests with the Institutions listed in the Council's approved lending list. The Council invests for a range of periods from overnight to 364 days, dependent on the Council's cash flows, its interest rate view and the interest rates on offer. The Council also invests longer term when rates are considered favourable and core cash balances are available.
25. The Council's in-house funds are mainly cash flow derived, however the Annual investment strategy set for 08/09 saw the Council seeking to lock some element of the investment portfolio, which represents the core balances, in to longer period investments where rates were forecast to be higher at the beginning of the financial year.
26. Interest earned during the year on cash balances totalled £3.160m (£3.924m in 2007/08). The Council's average balance available for investment in 2008/09 has decreased from £67.8m in 2007/08 to £58.9m in 2008/09. This decrease in cash balances mainly resulted from the restructuring of the debt portfolio, with £5m of debt naturally maturing in May 2008 and £13.8m being prematurely repaid in June 2008 but further debt not being taken until August, September and November 2008.
27. The average rate of interest earned on investments in 2008/09 was 5.35% (5.78% in 07/08). This was 1.66% higher in 08/09 (0.20% in 07/08) than the average 7 day London Inter-Bank Bid Rate (LIBID) (the standard benchmark for short-term cash management) of 3.69% (5.58% in 2007/08). This shows the turmoil and unprecedented times in the market when interest investments rates to be earned from counterparties in some areas of the market were dislocated and not in alignment with the overall market consensus.
28. During the year, the Council made 134 investments totalling £368m compared with 171 totalling £378m in 2007/08. The decrease is due to the lower level of balances available. There was also a decrease in money market investments that have taken place falling from 69 (£176.2m) in 07/08 to 22 (£64.0m) in 08/09. This is due to the volatility of interest rates on the market and the favourable rates available on the Council's call accounts.
29. The Treasury Team continually monitor the performance of the money market brokers. The Council operates on the money markets with four brokerage organisations. In 2008/09 a review was carried out and in light of the investment interest rates on offer, the four brokerage organisations currently used are: ICAP, Sterling International Brokers Tradition and Tullett Prebon. It is intended to retain these four brokerage organisations going forwards.

Investment credit criteria policy review

30. The default of the Icelandic banks in October 2008 led to a review of the Council's credit policy, to ensure that the credit risk exposure was at an acceptable level. The review showed that no institutions in which investments were made had any difficulty in repaying investments and interest in full during the year.
31. All surplus cash balances in 2008/09 were invested with authorised counterparties in accordance with the Council's Treasury Policy Statement. Counterparties are authorised for use based on their credit ratings. The Council's credit rating criteria is set using a matrix provided by our Treasury Management Advisors – Sector Treasury Services. The matrix is based on credit ratings provided by agencies Fitch and Moody's, and determines both time and financial limits in order to spread counterparty (credit) risk when investing money with approved counterparties. T
32. The higher the credit rating assigned to a counterparty, the more secure the counterparty is. The Council has investment limits of £15m for periods up to 1 year with high credit rated counterparties and for those with a lower credit ratings an amount of £8m and up to 3months.
33. The Authority's Credit Criteria is set at a level to ensure the security of the council's invest funds, whilst balancing this with return achieved. During the latter part of 2008/09, it was found that the number of authorised Counter parties that the Council could invest with has been massively reduced due to the credit rating changes prompted by the "credit crunch".
34. The collapse of Lehman's and the Icelandic banking system in September/October 2008 created an environment of fear, and the nationalisation and part nationalisation of many financial institutions was necessary to secure the global financial system in the face of hundreds of billions of pounds worth of toxic asset related losses.
35. Therefore, it is necessary that Executive approve the extension of the Council's credit rating criteria, by including the use of nationalised banks.
36. In the wake of the credit crunch, institutions which were supported by the British Government and effectively nationalised fell out of the range of the matrix, due to the high level of backing they received from the Government. Sector Treasury Services have since added an extra category to their matrix, for these nationalised banks. They advise a maximum investment of 1yr with these institutions (with the exception of Northern Rock, which is 3 months).

37. The Banks in this Category are:
1. Bank of Scotland Plc which includes the following subsidiaries:
 - Lloyds TSB Bank Plc
 - Cheltenham and Gloucester
 2. Royal Bank of Scotland Plc which includes the following subsidiaries:
 - National Westminster Bank Plc
 - Ulster Bank Plc
 - ABN AMRO Bank NV
 3. Northern Rock Plc
38. The Executive is requested to approve the inclusion of these Nationalised banks on the Council's credit rating criteria policy.

Post Icelandic Banks Collapse – Risk & Return

39. In March 2009 the Audit Commission undertook a review of treasury management in Local Authorities and the impact of the collapse of the Icelandic banking sector. The report was entitled Risk and Return. The Audit Commission reported that 157 Local Authorities held £954million on deposit with Icelandic banks, which amounted to about 3 percent of the total funds on deposit.
40. Some Local authorities reacted to warning signs available on the market with regards to the stability of Icelandic banks. City of York Council (CYC) was one such authority. As early as May 2008, the Icelandic banking institutions had been removed from CYC investment lending list due to the banks being placed on credit rating watch negative alert.
41. CYC used their credit rating criteria policy to select the financial institutions with which they would invest to ensure the security of their funds.
42. Audit Commission concluded in their “Risk & return “ report that many authorities have acted prudently, used advice and information wisely and balanced their risk with returns. They commented that the overarching treasury management framework is the right one, although it has its weakness and that CIPFA guidance gives insufficient attention to risks and more guidance is needed about how to manage the full range of risks. They concluded that Local authorities should remain in control of their own funds but they must ensure that their treasury management is properly resourced, managed and scrutinised.
43. CIPFA’s response to the credit crunch risk was to also to produce a bulletin in March 2009 titled “ Treasury management in Local Authorities – post Icelandic Banks Collapse”. CIPFA intends to revise both the

Treasury Management code and Guidance notes in light of the lessons learnt and the bulletin provides interim advice on local authorities treasury management practices in light of the continued “credit crunch”.

44. City of York Council continues to prudently monitor, manage and report on its treasury management and credit criteria investment policies. Objectives are clearly set out in the treasury strategy and annual reports, staff are aware of current matters and advice is taken from treasury management advisers along with other information.
45. Sector Treasury Services have further developed their credit criteria risk matrix and the Council now also considers “Credit default swaps” when considering the security of potential counterparties. Credit default swaps give earlier warning signs than credit rating agencies to the potential risks on the market. (A credit default is an insurance policy/contract, which indemnifies the buyer against an adverse credit event occurring to a third party and the market decides on the level of risk associated with the third party. The higher the value of the CDS the riskier the market perceives the third party to be). By using market information, credit rating criteria and now credit default swaps; the Council continues to provide a proactive and prudently managed treasury management function. Figure 6 below shows how the spread on credit default swaps highlighted the concern of the Icelandic banking sector, along with the credit rating agencies.

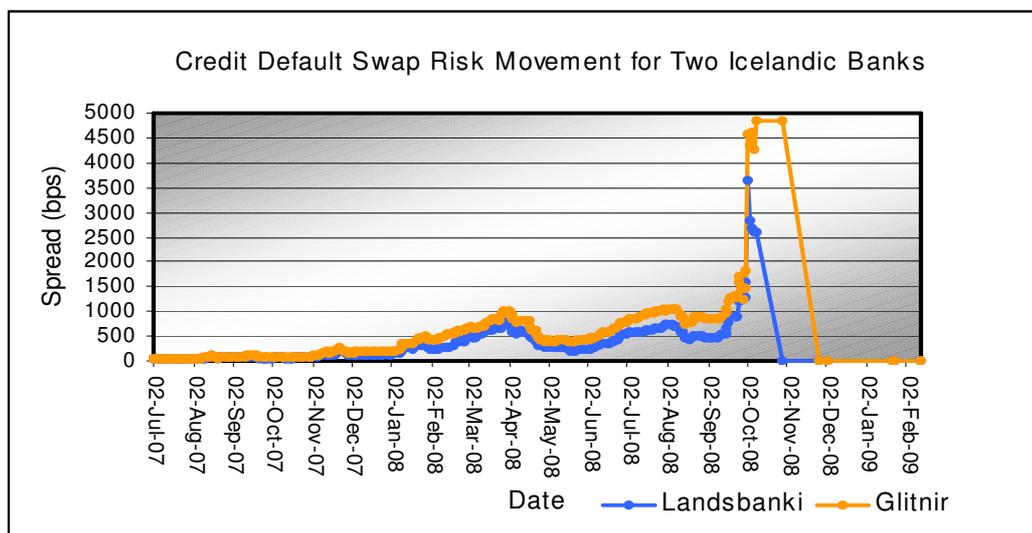


Figure 5: Credit Default Swap risk movement

Venture Fund

46. The Venture Fund is used to provide short to medium term investment for internal projects that provide a robust new revenue stream or recognisable budget reductions and contribute to operational benefits or

policy objectives. The movements on the Venture Fund in the year are shown in table 2.

	£'000
Balance at 1 April 2008	2,729
New Loan Advances	(1,319)
Loan Repayments Received	837
Net Interest Received	28
Balance at 31 March 2009	2,275

Table 2 - Venture Fund Movement 2008/09

47. New loan advances were made in 2008/09 for LPSA2 08/09 of £0.227m, and for the funding required from reserves for the Administrative Accommodation Project abortive costs of £1.091m. 8 existing schemes repaid their annual instalments totalling £0.837m. This included £0.437m for LPSA 2007/08 and £0.245m for Amy Johnson Way.
48. In 2008/09 the Venture Fund has been used to fund the abortive costs from the administrative accommodation project at £1,091k, these funds will not be repaid. In addition the Administrative Accommodation project will need to drawdown funds from the Venture Fund of c£1.061m between 2010/11 and 2012/13. This is to fund the initial finance costs of borrowing in the early years of the project prior to the revenue budgets coming available from previously leased establishments.
49. It is currently projected that in 09/10 - when £696k of loans are repaid and advances of £750k have been made (£100k for street lighting as approved at Council in February 2009 and £650 for the Easy at York programme) - the balance on the Venture Fund will be £2.221m. Over a five year forecast to 2013/14 the balance of the Venture Fund will be £1.416m. The Venture Fund is forecast to have sufficient funds to meet the required draw downs of the Administrative Accommodation project over the next five years

Financial Implications - Budget Outturn

50. Treasury Management activity is contained within the Corporate Budget, which was approved by Council on 21st February 2008 at £6,937k for 2008/09. Since the budget was set there have been a number of changes made by the Executive and under officers' delegated power which has resulted in a revised budget of £6,984k. The increase in budget was due to the requirement for increased departmental prudential borrowing during the year and a transfer of that budget from departments.

51. The outturn was £5,885k, an underspend of £1,099k. The main report explains the underlying reasons for this underspend, namely the favourable conditions on the money markets in the first half of the year as a result of the credit crunch and dislocation of market investment interest being more favourable compared to the base rate.
52. It should be noted the underspend projected at monitor 3 was £1,226k compared to an actual underspend of £1,099k. This was due to a larger amount of interest being paid to departments on their surplus balances than originally expected.
53. The Council received one Bank of Credit and Commerce International (BCCI) dividends during 2008/09 as the seventh dividend payment made. A total of £42k was received taking the total recovered losses to £1,318k, which is 94% of the investments made with the BCCI in 1990 when it collapsed. The amount recovered is now £452k more than was written off by the Council and represents additional unbudgeted for income.

Review of the Prudential Indicators

54. In accordance with the Prudential Code, the Prudential Indicators set by full Council on 21st February 2008 must be reviewed. Full detail on the indicators are given in Annex C.

Human Resources Implications

55. There are no HR implications as a result of this report.

Equalities

56. There are no equalities implications as a result of this report.

Legal Implications

57. Treasury Management activities have to conform to the Local Government Act 2003, which specifies that the Council is required to adopt the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice. The scheme of Minimum Revenue Provision ("MRP") was set out in former regulations 27, 28 and 29 of the *Local Authorities (Capital Finance and Accounting) (England) Regulations 2003* [SI 2003/3146, as amended] ("the 2003 Regulations"). This system has been revised by the *Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008* [SI 2008/414], ("the 2008 Regulations") in conjunction with the publication by CLG of this MRP guidance.

Crime and Disorder Implications

58. There are no crime and disorder implications as a result of this report.

Information Technology Implications

59. There are no IT implications as a result of this report

Property Implications

60. There are no property implications as a result of this report.

Risk Management

61. The treasury function is a high-risk area because of the level of large money transactions that take place. As a result of this there are strict procedures set out as part of the Treasury Management Practices statement.

Recommendations

62. The Executive is advised to:

- a) **Note** the 2008/09 performance of the Treasury Management activity, movements on the Venture Fund and the Treasury Management Outturn.
- b) **Approve** the addition of Nationalised Banks to the Investment Credit Criteria Policy, paragraphs 30 to 38 refer
- c) **Note** the movements in the Prudential Indicators.
- d) **Note** the Councils proactive and prudent management of the Treasury Management portfolio in light of the Icelandic banking crisis.

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Report Date 21/07/09

Approved
Keith Best
Assistant Director of Resources (Finance)

Wards Affected: All
None

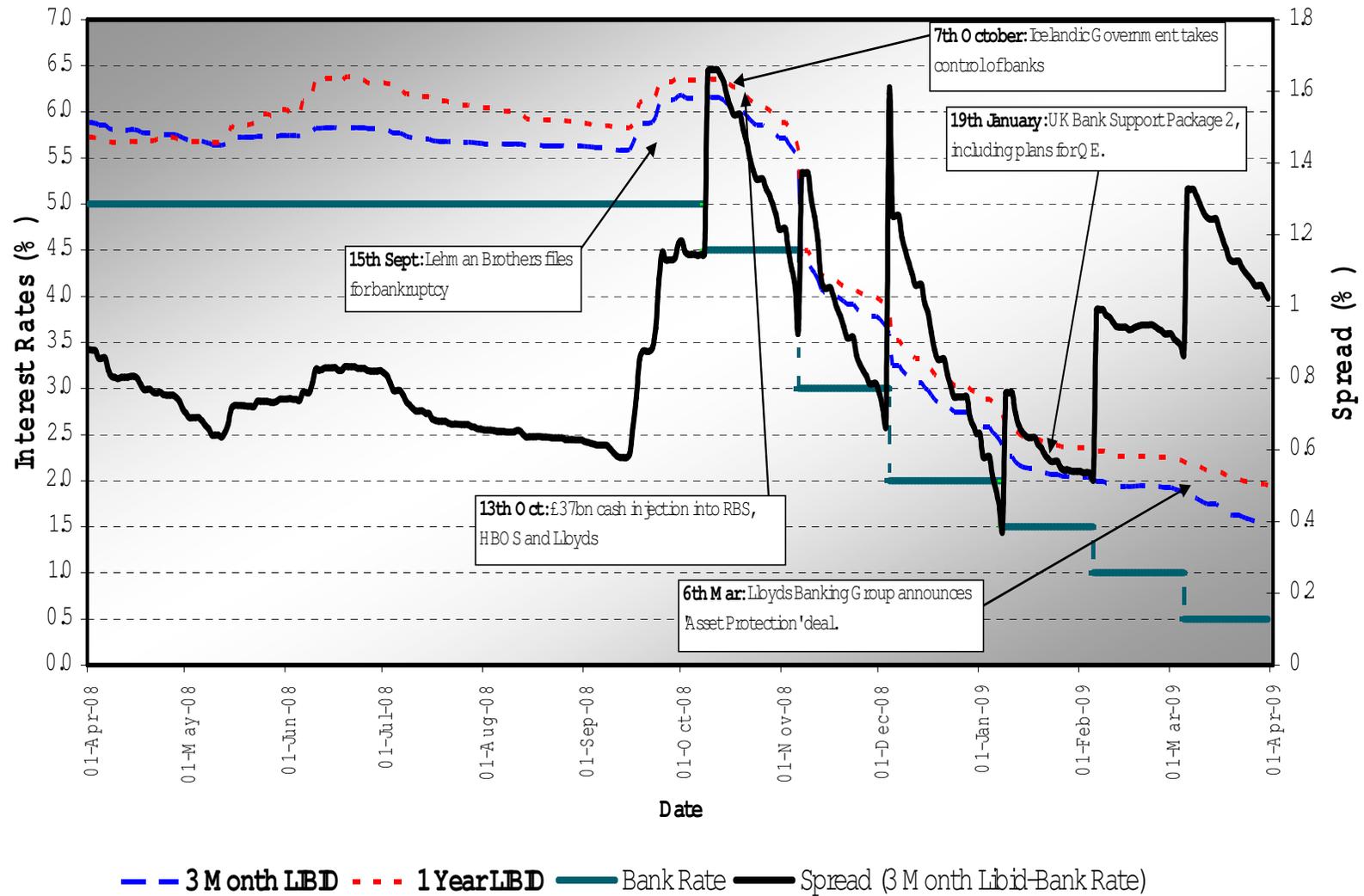
Specialist Implication Officers: None

For further information please contact the author of the report

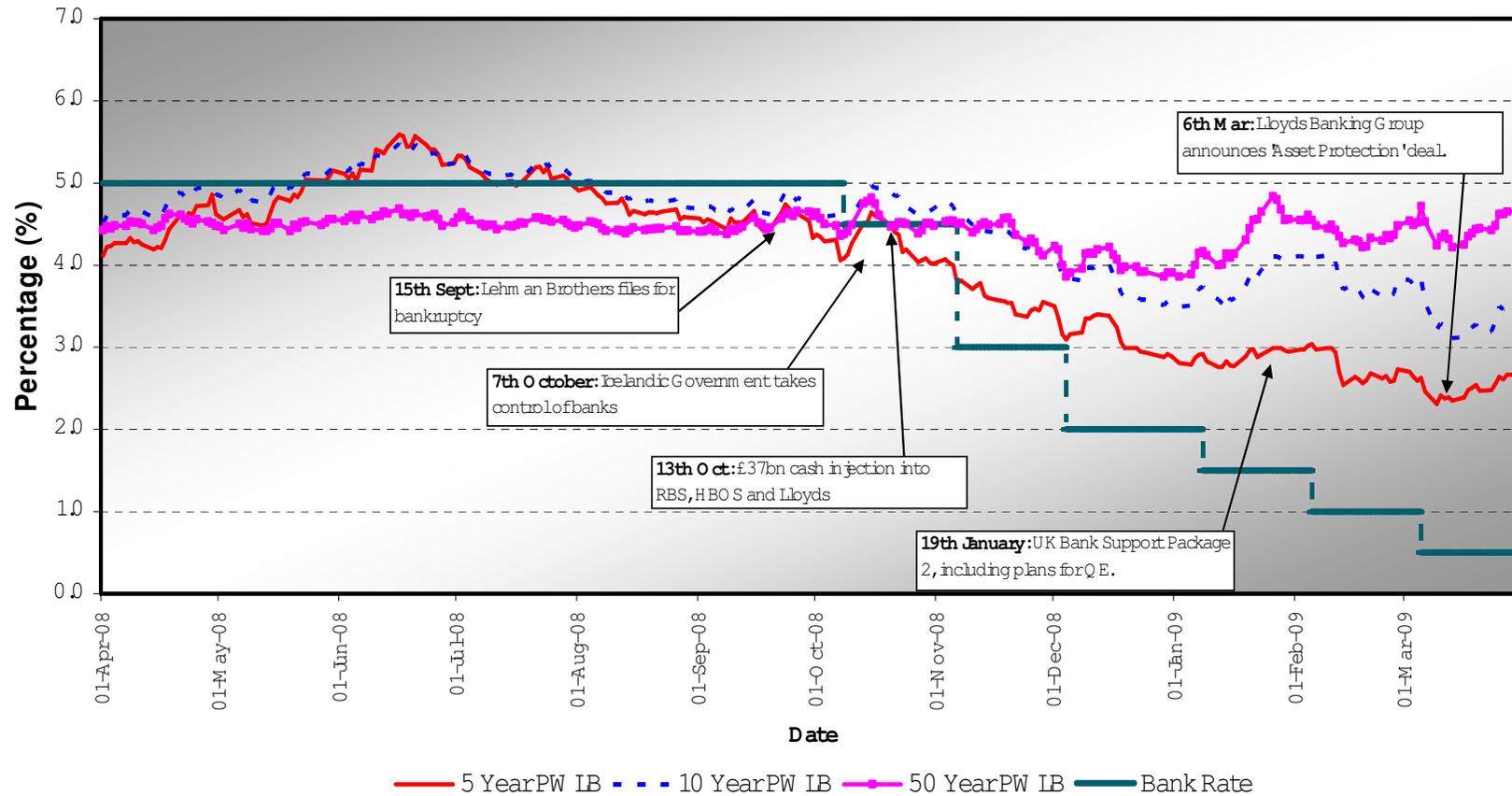
Background Papers

Cash-flow Model 08/09, Investment Register 08/09, PWLB Debt Register, Capital Financing Requirement 08/09 outturn, Venture Fund 08/09, Prudential Indicators 08/098, Statistics 08/09.

Bank Rate vs. Investment Rates 2008-09 and Spread Between 3 Month Libid & Bank Rate



PW IB Borrowing Rates vs. Bank Rate 2008-09



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Annex C

Annex C - Prudential Indicators 2008/09 Outturn

PRUDENTIAL INDICATORS			2007/08 actual	2008/09 estimate	2008/09 actual
1)	Capital Expenditure To allow the authority to plan for capital financing as a result of the capital programme. To enable the monitoring of capital budgets to ensure they remain within budget.	Non - HRA	£'000 33,132	£'000 53,199	£'000 51,066
		HRA	7,669	7,338	7,470
		TOTAL	40,801	60,537	58,536
2)	Ratio of financing costs to net revenue stream This indicator estimates the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net revenue stream is the income from Rents and Subsidy.	Non - HRA	3.76%	4.68%	5.40%
		HRA	2.39%	2.86%	2.33%
3)	Incremental impact of capital investment decisions - Council Tax Shows the actual impact of capital investment decisions on council tax. The impact on council tax is a fundamental indicator of affordability for the Council to consider when setting forward plans. The figure relates to how much of the increase in council tax is used in financing the capital programme and any related revenue implications that flow from it.	Increase in Council Tax (band D) per annum	£ p 6.18	£ p 13.64	£ p 25.62
4)	Incremental impact of capital investment decisions - Hsg Rents Shows the actual impact of capital investment decisions on HRA rent. For CYC, the HRA 2008/09 planned capital spend is based on the government's approved borrowing limit so there is no impact on HRA rents.	Increase in average housing rent per week	£ p 0.00	£ p 0.00	£ p 0.00
5)	Capital Financing Requirement as at 31 March Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	Non - HRA	£'000 80,527	£'000 86,669	£'000 87,329
		HRA	11,035	12,035	11,235
		TOTAL	91,562	98,704	98,564
6a)	Authorised Limit for external debt - The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities for 3 financial years.	borrowing	£'000 128,860	£'000 146,500	£'000 146,500
		other long term liabilities	0	0	0
		TOTAL	128,860	146,500	146,500
6b)	Operational Boundary for external debt - The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.	borrowing	£'000 118,860	£'000 125,200	£'000 125,200
		other long term liabilities	0.00	0.00	0.00
		TOTAL	118,860	125,200	125,200
7)	Adoption of the CIPFA Code of Practice for Treasury Management in Public Services Ensuring Treasury Management (TM) Practices remain in line with the SORP.	TM Policy Statement	✓	✓	✓
		12 TM Practices	✓	✓	✓
		Policy Placed Before Council	✓	✓	✓
		Annual Review Undertaken	✓	✓	✓
8a)	Upper limit for fixed interest rate exposure The Council sets limits to its exposures to the effects of changes in interest rates for 3 years. The Council should not be overly exposed to fluctuations in interest rates which can have an adverse impact on the revenue budget if it is overly exposed to variable rate investments or debts.	Net interest re fixed rate borrowing / investments	108%	146%	107%
		Actual Net interest re fixed rate borrowing / investments			

8b)	<p>Upper limit for variable rate exposure</p> <p>The Council sets limits to its exposures to the effects of changes in interest rates for 3 years. The Council should not be overly exposed to fluctuations in interest rates which can have an adverse impact on the revenue budget if it is overly exposed to variable rate investments or debts.</p>	<p>Net interest re variable rate borrowing / investments</p>	-8%	-46%	-7%	
9)	<p>Upper limit for total principal sums invested for over 364 days</p> <p>To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.</p>	<p>Actual Net interest re variable rate borrowing / investments</p>	<p>£'000 £10,000</p>	<p>£'000 £10,000</p>	<p>£'000 £10,000</p>	
10)	<p>Maturity structure of new fixed rate borrowing during 2008/09</p> <p>The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year. The limits are set as a percentage of the average balances of the investment portfolio.</p>	<p>Investments over 364 days</p>	<p>£9,000</p>	<p>£4,000</p>	<p>£4,000</p>	
			<p>Actual (£104,365k)</p>	<p>Upper Limit</p>	<p>Actual (£102,065k)</p>	
			<p>under 12 months</p>	<p>5%</p>	<p>10%</p>	<p>4%</p>
			<p>12 months & within 24 months</p>	<p>4%</p>	<p>10%</p>	<p>4%</p>
			<p>24 months & within 5 years</p>	<p>7%</p>	<p>25%</p>	<p>3%</p>
			<p>5 years & within 10 years</p>	<p>14%</p>	<p>25%</p>	<p>14%</p>
			<p>10 years & and above</p>	<p>70%</p>	<p>90%</p>	<p>75%</p>

Glossary Of Abbreviations

HRA Housing Revenue Account

SORP Statement of Recommended Practice - for Local Authority Accounting

CYCC Capital Financing Requirement

CFRC City of York Council

- In accordance with the Prudential Code, the Prudential Indicators set by full Council on 21st February 2008 for the financial year 08/09 must be monitored and reported at Outturn. The Prudential Indicators are detailed above and some of the key points are explained below:
- Size of the Capital Programme (Indicator 1) - The capital programme expenditure at monitor 3 was estimated to be £60.537m and outturn was £58.536m. The Capital Programme Outturn 2008/09 report has further details with regards to this movement. There has been slight slippage on some projects and the funds should be used during 2009/10
- Net revenue Stream (indicator 2) - This indicator represents how much borrowing for the capital programme will cost as a percentage of the net revenue stream. The General Fund indicator is 5.40% compared to a budgeted level of 4.68%, with the increase due to the change in market conditions during the year as a result of the credit crunch resulting in a reduction in the level of interest earned and a larger amount of interest being paid to departments on their surplus balances than originally expected. The Housing Revenue Account (HRA) version of the indicator is 2.33% compared to the budgeted level of 2.33%, the difference is again due to a larger amount of interest being paid to the HRA.
- Incremental Impact on the Level of Council Tax (Indicator 3) – This indicator shows the impact of capital investment decision on the bottom line level of Council Tax. The Council can fund its discretionary capital programme from two main sources, from unsupported borrowing or using capital receipts from the sale of surplus assets. The Council's policy is to use capital receipts to fund the Capital programme, however in the current economic environment with reduced capital receipts there is the requirement to use unsupported borrowing to support the capital programme, which has an impact on Council Tax. The unsupported borrowing is not taken unless it is affordable, sustainable and prudent and can be supported by an existing budget. In

2008/09 the increased impact on council tax is £25.62 per Band D charge. This has risen from the restated estimate of £13.64 due to a revision in the calculation of the prudential indicator to ensure all schemes supported by unsupported borrowing are captured.

5. Capital Financing Requirement (CFR) (Indicator 5) - The CFR at outturn was £98.564m, which is the Council's underlying need to borrow for all capital investment over time. At year-end when the Capital programme is financed the CFR can change when decisions are made with regards to use of external funding, capital receipts etc to support the Capital investment of the Council.
6. Authorised Limit / Operational Boundary (Indicator 6) - The Council took on additional debt of £16.5m, but repaid £18.5m leaving the Council's total level of debt at £102.1m. The Council's Operational Boundary (maximum prudent level of debt) was revised to £125.2m as part of the 2008/09 budget setting process and the Authorised Limit (maximum allowed debt) revised to £146.5m. The headroom available within these limits allows the Council the ability to borrow in advance of need in accordance with its 3 year forecast Capital programme. If these limits were breached the LG Act 2003 requires full Council approval. Debt levels have remained within the limits set.
7. Adoption of the CIPFA Code of Practice in Treasury Management (Indicator 7) – In accordance with the Prudential Code the Council has adopted the Treasury management Code of Practice and as detailed in the table has adhered to the requirements.
8. Upper Limit for Fixed and Variable Interest rate Exposure (Indicator 8) – Interest rate exposure on debt is positive due to it being in relation to interest paid and on investments is negative as it is interest being received. When the variable and fixed interest rates are totalled, it will always be 100%. The majority of the interest received for the Council relates to variable rated investments, where as the interest paid on debt is fixed. The limits set in the budget were not breached and the outturn stands at 107% for fixed interest rate exposure and –7% for variable interest rate exposure.
9. Upper Limit for total principal sums invested for over 364 days (Indicator 9) – This has been set at £10m and is approximately 25% of the total portfolio. In the year £4m has been invested for longer than 364 days in accordance with the long-term cash flow projections.
10. Maturity Structure of Fixed rate Borrowing in 2008/09 (Indicator 10) – The borrowing portfolio is spread across different time periods to ensure that the Council is not exposed to the requirement to take new borrowing in any one year and be exposed to interest rates in any one year. In 08/09 the borrowing portfolio maturity profile was within the limits set.

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Executive

21 July 2009

Report of the Director of Resources

CAPITAL PROGRAMME OUTTURN 2008/09 AND REVISIONS TO THE 2009/10 – 2013/14 PROGRAMME

Report Summary

1. The purpose of this report is to:
 - Highlight significant achievements from the Councils capital programme for 2008/09;
 - Provide the Executive with the final outturn position of the capital programme for 2008/09;
 - Seek approval of the statutory declaration on the funding of the 2008/09 capital programme to show how the Councils expenditure has been financed, along with any financial implications this may result in;
 - Inform the Executive of any under or overspends and seek approval for any resulting changes to the programme;
 - Inform the Executive of any slippage and seek approval for the associated funding to be slipped to or from the financial years to reflect this.
 - Provide an update on future years capital programme.

Summary of the 2008/09 Capital Programme

2. Capital expenditure in 2008/09 totalled £58.536m. This represents the largest ever capital programme delivered by the City of York Council. Figure One illustrates the increase in capital programme size since 1999/00, during which time it has risen from £19.5m to this years outturn of £58.536m.

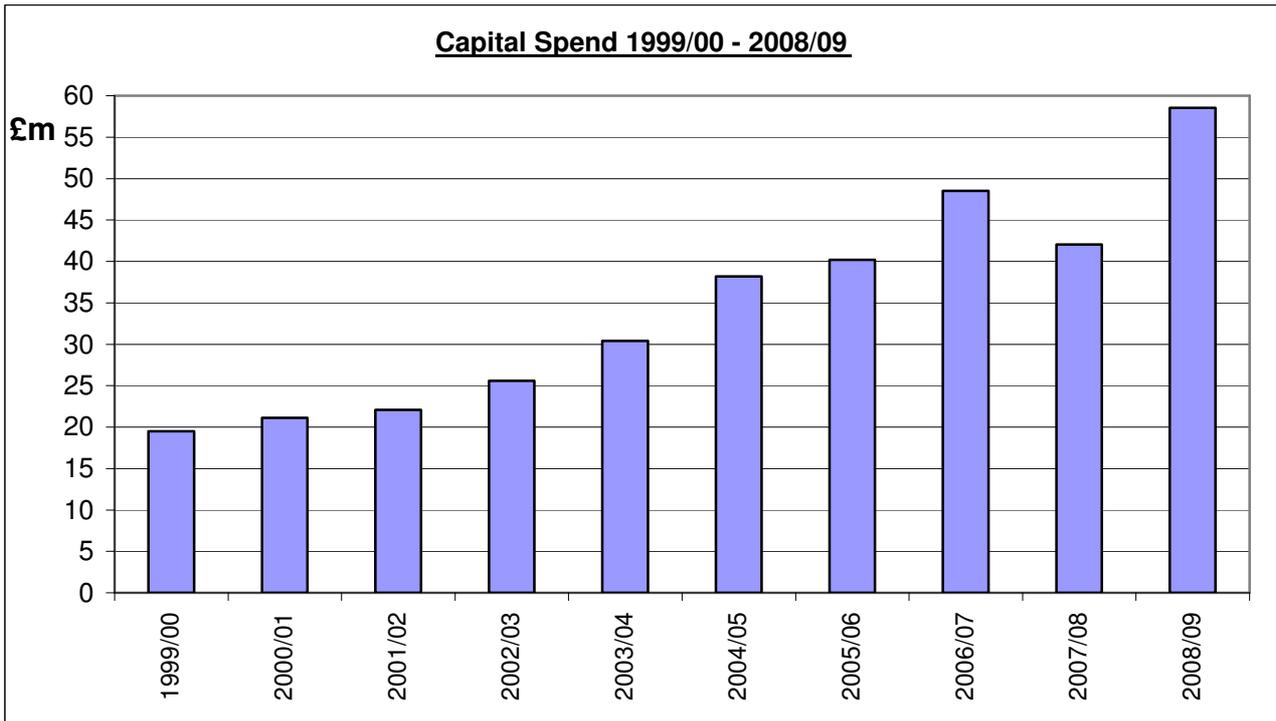


Figure 1: CYC Capital Programme Expenditure 1999/00-2008/09

3. Figure 2 shows the 2008/09 £58.536m expenditure split by departments.

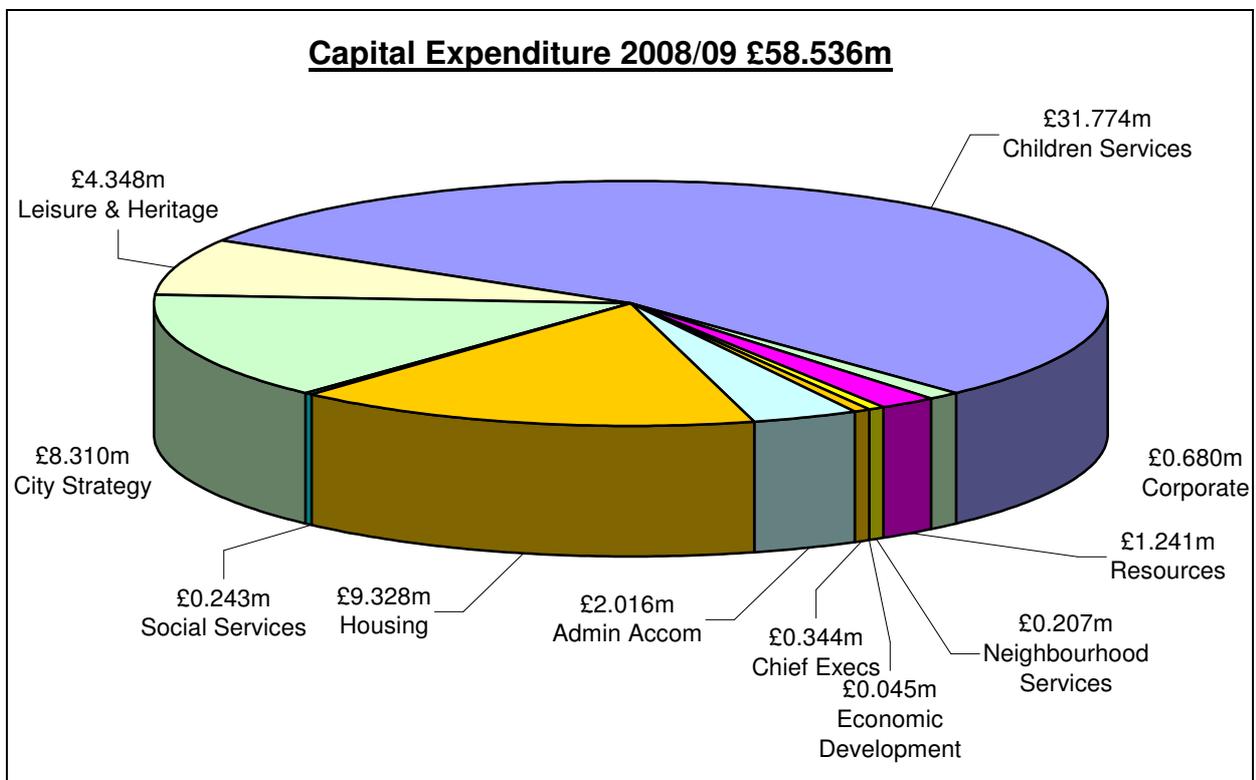


Figure 2 Capital Outturn by Department 2008/09

4. Capital receipts realised during 2008/09 were £2.07m, compared with £9.1 in 2007/08, reflecting the current economic environment and the subsequent reduction in land and property acquisitions.
5. The Council continues to be successful in attracting strong support from the government with funding for roads, schools, housing and leisure amounting to more than £34.5m being received in 2008/09.
6. Within the programme a number of significant schemes have been delivered or have commenced during 2008/09, some of the key achievements for the year are:
 - a. Expenditure of £3.590m on the construction of the new York High Pool has resulted in the scheme progressing ahead of schedule in 2008/09. The scheme is on course to be completed in 2009/10.
 - b. Contributions totalling £400k have been made to the in the Museums Trust. 200k was paid to the Trust to support work at the Art Gallery, and a further 100k has been paid for work at the Castle Museum. The remaining £100k was paid over to the Trust in March 2009 to fund work at the Yorkshire Museum.
 - c. Works totalling £2.6m on New Deals for Schools (NDS) modernisation programmes has allowed schools to invest in buildings, grounds and ICT equipment enabling schools to improve their pupils' educational standards.
 - d. Expenditure totalling £1.68m in year has resulted in all 5 of the Integrated Children's Centres (St Lawrences, New Earswick, Haxby Road, Carr and Tang Hall) being completed which aim to bring together the work of schools, health and social services and stream line service delivery on these sites.
 - e. An in year spend of £1.5m on the New Deals for Schools (NDS) devolved capital programmes provided schools with direct funding for the priority capital needs of their buildings (capital repair, remodelling or new build) and investment in ICT equipment. Many schools use their allocations to contribute to larger projects at their school within the Children's Services capital programme.
 - f. Work is progressing well on site on the new £28m Joseph Rowntree Secondary School as part of the Government's One School Pathfinder project, with over £9m spent in 2008/09. the projected completion date is on schedule for February 2010, ready for occupation from Easter 2010 and is currently on budget.
 - g. Works totalling £10.9m has taken place on the York High School project to refurbish and expand the school as part of the school review on the West of the city resulting in the school opening on schedule after Christmas and proving popular with both staff and students.

- h. Expenditure in year of £2.9m resulted in Manor School nearing completion in 2008/09 with the school opening early in the 2009/10 financial year.
- i. A substantial amount of work has been completed within the £6.4m Local Transport Plan (LTP). This has resulted in improvements around the city including Boroughbridge road Road/Beckfield Lane junction area (signalling, access and cycling improvements), traffic management, bus priority and cycling and pedestrian improvements on Fulford Road, the improvement of cycling and pedestrian movements at Walmgate Bar, improvements to cycle lane at Moor Lane bridge and improvements of the Orbital Route as part of the Cycling City Project.
- j. Expenditure of £1.1m has seen the delivery of the largest structural maintenance programme for several years resulting in improvements to 70 streets including 25 footway replacement schemes.
- k. More than £9.3m has been spent on projects relating to Housing with more than 1,500 individual projects on homes across the city being completed as part of the modernisation and tenants choice programmes.

Background

- 7. The 2008/09 – 2010/11 capital programme was approved by Council on 21st February 2008. Since then a number of amendments have taken place as reported to the Executive in the 2007/08 Capital Outturn paper and the 2008/09 Monitor one, two and three papers. These changes have resulted in a current approved capital programme for 2008/09 of £60.249m, financed by £46.237 m of external funding, leaving a cost to the Council of £14.012m to be financed from capital receipts. Table 1 illustrates the movements from the start budget to the current approved position at monitor 3.
- 8. As part of this year end outturn report it has been necessary to include the £0.680m capitalisation of Equal Pay costs. This item has been reported outside the main capital programme to date due to the directive that permits the capitalisation of these revenue costs typically being granted toward the end of the financial year. The inclusion of this additional item in the analysis increases the final capital programme budget to £60.929m.
- 9. The changes to the original 2008/09 approved capital programme budget are summarised in Table 1.

	Gross Budget £m	External Funding £m	Cost to CYC £m
Original Budget Approved by Council at 21 Feb 2008	86.152	63.087	23.065
Slippage Carried Forward to 09/10 & 10/11 from 07/08 outturn report	(10.997)	(11.526)	0.529
Additions from 07/08 outturn report	0.787	0.814	(0.027)

Amendments from Monitor 1 report	(12.012)	(6.530)	(5.482)
Amendments from Monitor 2 report	(3.393)	(0.149)	(3.244)
Amendments from Monitor 3 report	(0.288)	0.541	(0.829)
Current Approved Capital Programme	60.249	46.237	14.012
Addition of the Equal Pay Capitalisation	0.680	0.000	0.680
Revised Capital Programme Budget	60.929	46.237	14.012

10. Table 1 – Current Approved Capital Programme

Consultation

11. The 2008/09 Capital Programme was approved by Full Council on 21 February 2008 after departments were invited to bid for capital receipt funding through the Capital Resource Allocation Model (CRAM). The CRAM process rigorously evaluates scheme submissions against key corporate objectives and national government priorities. Each departmental EMAP is consulted in relation to the bids to be put forward.

Options

12. The report is mainly for information, providing the Executive with the final outturn of the 2008/09 capital programme. However, there are a number of requests for slippage of funding in to the 2009/10 capital programme and future years. These requests are highlighted in the main body of the report.

2008/09 Capital Programme Outturn and Overview

13. The 2008/09 capital outturn of £58.536m represents an under spend of £2.393m against the restated budget of £60.929m, a variance of 4.0%.
14. There are requests for budgets to be carried forward (slipped) in to future years totalling £2.997m, and updates to the spend profile of future years schemes to improve the budgetary control of the capital programme. Further details are provided in the following departmental analysis paragraphs. The total variances for individual committee capital programmes along with requests for slippage and other key information are highlighted in Table 2.

Committee	Budget Mon 3	Outturn	Variance	(Under) /Over Mon 3 Budget	Slippage
	£m	£m	£m	£m	£m
Children's Services	33.800	31.774	(2.026)	0.026	(2.052)
City Strategy	8.479	8.270	(0.209)	0.016	(0.225)
City Strategy – Admin Accom	2.985	2.017	(0.968)	0.000	(0.968)
Economic Development	0.158	0.045	(0.113)	0.000	(0.113)
Housing	8.795	9.328	0.533	0.392	0.141
Leisure and Culture	3.867	4.348	0.481	0.076	0.355
Neighbourhood Services	0.311	0.207	(0.104)	(0.010)	(0.094)
Resources	1.196	1.241	0.045	0.045	0.000
Chief Executive	0.276	0.344	0.068	0.000	0.068
Social Services	0.282	0.243	(0.039)	0.010	(0.049)
Hazel court	0.100	0.040	(0.060)	0.000	(0.060)
Subtotal	60.249	57.856	(2.393)	0.555	(2.997)
Equal Pay Capitalisation	0.680	0.680	0.000	0.000	0.000
Total Capital Budget	60.929	58.536	(2.392)	0.555	(2.997)

Table 2 –Approved Budget vs. Outturn & Requests for Slippage

15. The under/over spend represents in the main additions to the approved budget as at monitor 3. Non of these additions require extra Council resources and are funded from external resources. For example the housing increase of £0.392m is comprised of extra CLG grant of £212k in relation to the Arclight project and an additional £168k on Major Repairs Allowance.

Children's Services (Budget £33.800m, Outturn £31.774m)

16. The outturn of the 2008/09 Education Capital Programme is £31.774m against a budget of £33.800m. The variance of £2.026k is attributable to a number of schemes as detailed below.
17. In 2008/09 the Harnessing technology scheme devolved £200k to schools with the remainder being retained by the local authority to support the procurement of a new broadband contract and the provision of learning platforms. As the procurement process has been subject to delays, the remaining budget of £312k requires re-profiling into 2009/10
18. A total of 24 projects were allocated funding in 2008/09 under the Schools Access Initiative programme with schemes ranging from extensive work to doors and ramps at Westfield Primary School to the provision of sound-proof partitions at Copmanthorpe Primary. Although most of these schemes have been substantially completed in 2008/09, delays in completion requires re-profiling of £227k into 2009/10.

19. The five new Phase 2 Children's Centres have now been completed however re-profiling totalling £276k is required on the individual schemes to fund minor outstanding expenditure issues and final contract retentions.
20. Joseph Rowntree one school pathfinder is progressing well with completion on schedule for February 2010, ready for occupation from Easter 2010. Re-profiling of £1,151k is required into 2009/10 due to delays encountered as a result of the weather. It should be noted that the contractors are now back on timetable to achieve the original February completion date.
21. The Fulford School Science Labs and Classrooms for the provision of new science labs and classrooms is now almost complete however due to delays re-profiling of £215k is required into 2009/10.
22. York High School opened on schedule after Christmas and the new building is proving popular with staff and students. The account for construction is currently being finalized and it is anticipated that there may be some cost pressures which could affect the final valuation. These include remedial work to the main school hall, the kitchen and one corridor where leaking roofs and a blocked drain caused major damage while the school was closed during the build programme. Any additional costs resulting from these items will be reported to Members and will need to be funded from the Authority's Modernisation allocation. An amount of £293k has been brought forward from 2009/10 to fund further expenditure ahead of the financial profile reflected in the capital programme.

City Strategy (Budget £8.479, Outturn £8.270m)

23. The outturn of the City Strategy Capital Programme is £8.270m against a budget of £8.479m. The variance of £209k is principally attributable to delays in the Highways Resurfacing and Reconstruction programme (£145k) and adjustments to the Integrated Transport and City Walls programmes (£64k).
24. Delays were encountered in the deliver of the planned Highways Resurfacing and Reconstruction schemes however schemes totalling over £1.1m were delivered in the year. The under spend to the Structural Maintenance section of the budget was caused by a number of factors.
25. These factors include a number of schemes that were deferred at the end of the year to reduce the impact of traffic disruption on local residents and businesses. These included resurfacing of Bishopthorpe Road which was completed in April and Harrogate Road which is planned to be delivered later in 2009/10. Old Moor Lane was also deferred late in the year as progress on the adjacent bridge by Network Rail was slower than anticipated. Schemes such as Church Lane and Main Street, Wheldrake were started right at the end of the year and completed in April. And the actual cost of works for some schemes was lower in 2008/09 due to the deferral of elements of the projects to 2009/10. For example the drainage works on the A1237 were removed from the resurfacing contract for delivery separately in 2009/10.
26. The under spend on the Integrated Transport section of the budget was principally due to minor delays in the delivery of schemes right at the end of the

financial year which were actually completed early in 2009/10. e.g. Beckfield Lane cycle route and junction improvement schemes and Walmgate Bar pedestrian crossing. Additional elements of the cycling city maintenance allocation was funded from the revenue budget to match the grant income.

27. The Local Transport Plan (LTP) required budget to be re-profiled from 2009/10 into 2008/09 due to the good rate of progress achieved in year. Overall spend in year was £6.4m.

City Strategy Administrative Accommodation

28. The outturn figure of £2.017m for administrative accommodation includes the abortive in year costs of £520k which is part of the overall abortive costs of £1.091m. This is in order to show the gross capital expenditure correctly prior to reduction due to abortive costs in the same way the entire programme is shown gross prior to impairment.

Economic Development (Budget £158k, Outturn £45k)

29. The outturn of the Economic Development Programme is £45k against a budget of £158k. The variance of £113k is attributable to both the Small Business Workshops and the Visitor Information Centre.
30. The £58k budget for the Small Business Workshops which opened in September 2008 is likely to be required to fund the disposal of the original site at Parkside once a decision on its future has been made and in the meantime the budget will need to re-profiled into 2009/10.
31. Work has progressed on the new Visitor Information Centre (VIC), regarding the relocation of the VIC service from the De Grey Rooms to 1 Museum Street. The Conservation Trust has been carrying out a number of works on the building, and a final design for the VIC operation is being agreed prior to progressing work with completion projected for autumn 2009. Yorkshire Forward have also agreed to provide £481k additional funding for the refurbishment. The remaining £55k budget will need to be re-profiled in to 2009/10.

Housing Services (Budget £8.795m, Outturn £9.328m)

32. The 2008/09 Housing Services Capital Programme outturn was £9.328m against a budget of £8.795m. The reasons for the overspend of £533k is set out below.
33. Schemes under the Major Repairs Allowance heading have spent £178k over the budget. £10k of this is budget requires bringing forward from 2009/10 and the remaining £160k is to be funded from additional external grant. This overspend was driven primarily by Tang Hall tenants choice schemes.
34. The Arlight project which is now complete and incurred expenditure of £212k in year. This expenditure was incurred on the basis that a grant had been awarded to York Housing Association by the CLG to cover the costs. No costs of this were bourn by the Council.
35. In addition Repairs to Local Authority Properties required budget to be re-profiled from 2009/10 into 2008/09. This is driven mainly by the need to replace boiler

systems at a faster rate than originally projected and was budgeted to take place in 2009/10.

Leisure and Culture (Budget £3.867m, Outturn £4.348m)

36. The outturn of the Leisure and Culture Programme is £4.348m against a budget of £3.867m. The variance of £481k is attributable to the York Pools Strategy.
37. The main construction work on the new York High Pool has progressed well, with completion forecast to be on schedule. Progress made in year was ahead of the estimated expenditure profile therefore a significant amount of budget has been brought forward from 2009/10 (£410k). At this stage indications are that there is a potential overspend on the overall scheme, believed to be in the region of £40k which officers are currently investigating. It is expected that further information on this will be available at the time of the first monitor for 2009/10.

Neighbourhood Services (Budget £0.311m, Outturn £0.207m)

38. The outturn of the Neighbourhood Services capital programme is £0.207m against a budget of £0.311m. The variance of £104k is attributable to minor variations on a number of smaller schemes and a variation of £61k for Silver Street toilets.
39. The 2008/09 Silver Street toilets budget reprogrammed £172k into 2009/10 at monitor 3 due to a delay in the tendering process. The alteration of the specification was required after additional stabilisation works were identified delaying the process still further leading to the variation of £61k. The budget will therefore need to be re-profiled into 2009/10 along with £33k for the remaining smaller schemes.

Resources (Budget £1.196, Outturn £1.241m)

40. The Resources outturn was £1.241m, against a budget of £1.196m.
41. The variation was caused by a small overspend on IT equipment to be funded from prudential borrowing to be paid for from the IT equipment revenue budget.

Social Services (Budget £0.282m, Outturn £0.243m)

42. The outturn of the Social Services capital programme is £0.282m against a revised budget of £0.243m.

Equal Pay Capitalisation (Outturn £0.680m)

43. The costs of settling equal pay claims and job evaluation represents a significant cost pressure to Council's across the country. The government have recognised this and have allowed Council's with a low reserve base to bid to capitalise some of the equal pay costs. The Council have been successful in their bid and have been issued with a capitalisation directive which allows the capitalisation of £680k of costs which would otherwise have to be met from revenue funds. The Council will prudentially borrow the £680k to finance the expenditure. The borrowing has to be repaid at a minimum rate of 4% per annum. However, it is more prudent to repay the debt over a shorter period of time, and it is proposed that it is repaid over 7 years, which is consistent with the Council's past treatment of such debt. The annual revenue costs of repayment will be £116k per annum.

44. As a guide based on previous years settlements officers expect the figure for the 2009/10 financial year should be between £600k and £700k. Members should be aware that the final figure is decided upon by the Secretary of State and cannot as yet be estimated with a high degree of accuracy as capitalisation directive levels change year on year.

Funding the 2008/09 Capital Programme

45. The 2008/09 capital programme of £58.536m has been funded from £41.468m external funding and £17.068m of internal funding. The internal funding is comprised of £1.091m revenue contributions, Supported Capital Expenditure of £7.830m, £130k Right to Buy receipts, £6.162m of capital receipts and £1.856m of reserves..
46. Due to the lower than anticipated level of capital receipts realised in year, officers used a number of internal funding sources such as unapplied capital grants and use of the capital reserves to reduce the potential cost of the Minimum Revenue Provision (MRP) caused by having to fund a capital programme by use of prudential borrowing. Had this funding switch not taken place it would have resulted in reduced treasury management revenue costs in 2009/10 of over £260k.
47. The statutory funding statement in Annex 1 provides full details of how the 2008/09 capital programme has been financed.

Update on the 2009/10 – 2013/14 Capital Programme

48. Table 3 shows the revised start budget for 2009/10 by portfolio taking into account the requests for slippage arising from the 2008/09 programme. If the slippage is approved the total capital programme for 2009/10 will be £68.974m, £10.437m more than the 2008/09 outturn. The increase against the currently approved 2009/10 programme of £64.741m is comprised of £0.820m of additions and £2.997m of slippage from the 2008/09 programme.
49. The 2009/10 additions relate to the DCSF wave 2 play builder grant for £1.120m in the education directorate and the reduction in the Targeted Capital Fund 14-19 scheme.
50. Members will be aware of the transfer of some capital programme schemes from the City Strategy directorate to the Neighbourhood Services directorate. This report sets out the individual schemes which have moved. In total 3 schemes have moved, they are the Highways Resurfacing and Reconstruction, Special Bridge Maintenance and Street Lighting Modernisation. Including the adjustments for slippage as set out in this report the total value transferred across to Neighbourhood Services is £3.305m. This transfer is included in table 3 below that shows the revised 2009/10 capital programme.

Total by Department	Position at Budget	08/09 Mon 3 Amendments	Slippage from 08/09 outturn	Revisions from 08/09 outturn	Latest 2009/10 Budget
	£m		£m	£m	£m
Children's Services	30.848	(0.655)	2.052	0.820	33.281
City Strategy	5.323	0.069	0.007	0.000	5.399
City Strategy Admin Accommodation	5.926	0.000	0.968	0.000	6.894
Economic Development	0.000	0.000	0.113	0.000	0.113
Housing	8.721	0.052	(0.141)	0.000	8.632
Leisure and Culture	6.294	0.000	(0.355)	0.000	6.139
Neighbourhood Services	3.915	0.430	0.312	0.000	4.657
Chief Executives	2.521	0.590	(0.068)	0.000	3.043
Resources	0.000	0.000	0.000	0.000	0.000
Social Services	0.407	0.000	0.049	0.000	0.456
Contingency/Other	0.300	0.000	0.060	0.000	0.360
Total	64.255	0.486	2.997	0.820	68.974

Table 3 – Revised Start Budget for 2009/10 Capital Programme following Slippage and Revisions

51. The restated capital programme for 2009/10 to 2013/14 split by portfolio is shown in table 4. The individual scheme level profiles can be seen in Annex 2.

Total by Department	2009/10 Budget	2010/11 Budget	2011/12 Budget	2012/13 Budget	2013/14 Budget	Total Budget
	£m	£m	£m	£m	£m	£m
Children's Services	33.281	20.181	0.000	0.000	0.000	53.462
City Strategy	5.399	4.770	3.617	3.605	3.605	20.996
City Strategy Admin Accommodation	6.894	10.187	12.274	8.526	0.000	37.881
City Strategy Community Stadium	0.000	0.000	4.000	0.000	0.000	4.000
Economic Development	0.113	0.000	0.000	0.000	0.000	0.113
Housing	8.632	9.121	10.205	9.807	10.888	48.653
Leisure and Culture	6.139	1.100	0.000	0.000	0.000	7.239
Neighbourhood Services	4.657	3.388	5.555	3.055	3.055	19.710
Chief Executives	3.043	0.700	1.250	0.000	0.000	4.993
Resources	0.000	0.000	0.000	0.000	0.000	0.000
Social Services	0.456	0.351	0.235	0.245	0.255	1.542
Contingency/Other	0.360	0.000	0.000	0.000	0.000	0.360
Total	68.974	49.798	37.136	25.238	17.803	198.949

Table 4 – Restated Capital Programme 2009/10 to 2013/14

52. Members will note from Table 4 that the size of the capital programme as presented reduces significantly in 2010/11. The decline is attributable to the reduction in Children's Services and Leisure schemes. From 2011/12 onwards the funding for the Children's Services capital are not as yet known hence the entry zeros. Annex 2 shows the individual schemes that make up the totals for each department shown in table 4. Note the annex also includes the 08/09 outturn figures therefore increases the total budget figure in the table above from £198.949m to £257.485m (08/09 outturn £58.536m).
53. Table 5 shows the projected call on Council resources going forward.

	2009/10	2010/11	2011/12	2012/13	2013/14	Total
	£m	£m	£m		£m	£m
Gross Capital Programme	68.974	49.798	37.136	25.238	17.803	198.949
Funded by						
External Funding	31.536	21.776	8.888	8.428	9.603	80.231
Council Controlled Resources	37.438	28.022	28.248	16.810	8.200	118.718
Total Funding	68.974	49.798	37.136	25.238	17.803	198.949

Table 5 - 2009/10 –2013/14 Capital Programme Financing

a.

54. It should be recognised that capital receipts which form part of the Council Controlled Resources should be considered at risk of not being realised within set time frames and to estimated values until the receipt is received. The capital programme is predicated on a small number of large capital receipts, which if not achieved would cause significant funding pressures for the programme. The Director of Resources closely monitors the overall funding position to ensure that the over the full duration of the capital programme it remains balanced, any issues with regard to financing will be reported as part of the standard reporting cycle to the Executive.

Corporate Objectives

55. All schemes approved as part of the capital programme have been scored through the Capital Resource Allocation Model (CRAM), which rigorously evaluates scheme submissions against key corporate objectives and national government priorities.

Financial Implications

56. The financial implications are considered in the main body of the report.

Human Resources Implications

57. There are no HR implications as a result of this report

Equalities Implications

58. The capital programme seeks to address key equalities issues that affect the Council and the public. Schemes that address equalities include the Disabilities Support Grant, the Schools Access Initiative, the Community Equipment Loans Store (CELS) and the Disabilities Discrimination Act (DDA) Access Improvements. The Easy@York project is also aimed at improving access to Council services for all residents.

Legal Implications

59. As stipulated by the CIPFA Prudential Code, the Council is required to present a statutory declaration of the 2008/09 capital expenditure and its funding to the secretary of state responsible for local government as set out in the 2003 Local Government. The statutory declaration as signed by the Director of Resources who is the Council's Section 151 officer is attached in Annex 1.

Crime and Disorder

60. There are no crime and disorder implications as a result of this report

Information Technology

61. There are no information technology implications as a result of this report

Property

62. The property implications of this paper are included in the main body of the report which covers the funding of the capital programme from capital receipts.

Risk Management

63. The capital programme is regularly monitored as part of the corporate monitoring process. In addition to this the Corporate Capital Monitoring Group (CAPMOG) meets regularly to plan monitor and review major capital schemes to ensure that all capital risks to the Council are minimised.

Recommendations

64. The Executive is requested to:
- Note the 2008/09 capital outturn position and approve the requests for slippage to and from the 2009/10 capital programme.
 - Approve the restated 2009/10 to 2013/14 programme as summarised in Table 4 and detailed in Annex 2.
 - Approve the statutory declaration of the 2008/09 capital expenditure as required by the Local Government Act 2003 part I as set out in Annex 1.

Reason:

- To allow the continued effective management of the capital programme in 2009/10 and beyond.
- To fulfil its statutory function.

Contact Details

Author:

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01904 551207

Louise Branford White
Corporate Finance Manager
01904 551187

Chief Officer Responsible for the report:

Ian Floyd
Director of Resources

**Report
Approved**

tick

Date 30/06/2009

Keith Best
Head of Finance

**Report
Approved**

tick

Date 30/06/2009

Specialist Implications Officer(s)

None

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

All tick

For further information please contact the author of the report

For further information please contact the author of the report
Background Papers 2008/09 monitoring working papers and respective EMAP
reports.

Annex 1 – Statutory declaration of Funding 2008/09
Annex 2 – Capital Programme by year 2008/09 – 2013/14

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**Statutory Declaration on the Funding of 2007/08 Capital Expenditure
as required by part I of Local Government Act 2003 (Prudential Code)**

	£'000	£'000
Expenditure		
Capital Expenditure requiring Financing		58,536
Resources		
Borrowing		
Supported Capital Expenditure	7,830	
Prudential Borrowing - Other	2,386	
		10,216
Grants & Contributions		
Government Grants	37,915	
Non-Government Grants	5	
Developers' Contributions	948	
Other Contributions / Donations	214	
		39,082
Capital Receipts	6,293	
		6,293
Capital Expenditure met from Revenue Accounts		
Housing Revenue Account	935	
General Fund Revenue Account	2,010	
		2,945
Total Resources Applied	*	58,536

Ian Floyd

Signed : Ian Floyd S151 Officer

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Capital Budget - 2008/09 to 2013/14	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Gross Capital Programme 08/09 -13/14
	Outturn Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	£000
Children's Services							
NDS Condition Funding	0	0	0	0	0	0	0
NDS Devolved Capital	1,494	2,275	2,275	0	0	0	6,044
Fulford Secondary TCF Phase 1	37	0	0	0	0	0	37
Fulford Secondary TCF Phase 2	0	0	0	0	0	0	0
Harnessing Technology	223	835	528	0	0	0	1,586
Targeted Capital Fund 14-19 Diploma	376	1,589	5,500	0	0	0	7,465
Huntington School Improvements TCF	6	100	0	0	0	0	106
NDS Modernisation	2,631	1,692	2,693	0	0	0	7,016
Neighbourhood Nurseries Initiative	0	0	0	0	0	0	0
Robert Wilkinson Basic Need (Phase 2)	0	0	0	0	0	0	0
Robert Wilkinson Basic Need (Phase 1)	0	0	0	0	0	0	0
Schools Access Initiative	112	560	288	0	0	0	960
Skills Centre	109	0	0	0	0	0	109
Sure Start	263	1,482	1,059	0	0	0	2,804
Specialist Schools Status	0	0	0	0	0	0	0
Integrated Children's Centres	1,680	361	0	0	0	0	2,041
Integrated Children's System Grant	35	0	0	0	0	0	35
Westside Review - Oaklands / York High	10,874	189	0	0	0	0	11,063
Westside Review - Manor	2,926	35	0	0	0	0	2,961
Youth One Stop Shop	16	0	0	0	0	0	16
Oaken Grove Community Centre	0	0	0	0	0	0	0
Joseph Rowntree One School Pathfinder	9,099	18,581	1,574	0	0	0	29,254
Extended Schools	261	265	137	0	0	0	663
Primary School Strategic Programme	90	2,910	5,378	0	0	0	8,378
Devolved Formula Capital	0	0	0	0	0	0	0
Derwent MUGA	584	57	0	0	0	0	641
Condition Led Projects	0	0	0	0	0	0	0
ICT Mobile Technology for Childrens Social Workers	0	0	0	0	0	0	0
Connexions Building Works	94	0	0	0	0	0	94
Fulford School Science Labs and Classrooms	785	481	0	0	0	0	1,266
Youth Capital Fund	79	70	70	0	0	0	219
Children's Centres Phase 3	0	679	679	0	0	0	1,358
DCSF Wave 2 PlaybuilderFunding	0	1,120	0	0	0	0	1,120
TOTAL GROSS EXPENDITURE	31,774	33,281	20,181	0	0	0	85,236
City Strategy (Planning & Transport)							
Highway Repairs & Renewals (Struct Maint)	0	0	0	0	0	0	0
Local Transport Plan (LTP)	6,427	3,895	3,485	3,485	3,485	3,485	24,262
York City Walls - Repairs & Renewals (City Walls)	66	110	90	90	78	78	512
Robin Hood's Tower Strengthening (City Walls)	0	0	0	0	0	0	0
York City Walls - Health & Safety (City Walls)	26	34	0	0	0	0	60
Developer Contribution schemes (LTP Struct)	35	0	0	0	0	0	35
Government Grants (LTP Struct)	0	0	0	0	0	0	0
Road Safety	44	43	42	42	42	42	255
Flood Pump - Elvington	0	1	0	0	0	0	1
Oulston Reservoir	0	0	0	0	0	0	0
Foss Islands Depot	0	0	0	0	0	0	0
Cycling City	312	1,135	1,153	0	0	0	2,600
Housing and Planning Delivery	135	0	0	0	0	0	135

Capital Budget - 2008/09 to 2013/14	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Gross Capital Programme 08/09 -13/14
	Outturn Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	£000
Public Footpath, Rawcliffe No 1 - Riverbank slip	0	81	0	0	0	0	81
Energy conservation in homes	0	100	0	0	0	0	100
Highway Resurfacing & Reconstruction (Struct Maint)	1,135	0	0	0	0	0	1,135
Special Bridge Maintenance (Struct maint)	90	0	0	0	0	0	90
Street Light Modernisation	0	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	8,270	5,399	4,770	3,617	3,605	3,605	29,266
City Strategy (Admin Accom)							
Admin Accom	2,016	6,894	10,187	12,274	8,526	0	43,803
TOTAL GROSS EXPENDITURE	2,016	6,894	10,187	12,274	8,526	0	43,803
City Strategy (Community stadium)							
Community Stadium	0	0	0	4,000	0	0	4,000
TOTAL GROSS EXPENDITURE	0	0	0	4,000	0	0	4,000
City Strategy (Economic Development)							
ABB Site Regeneration	0	0	0	0	0	0	0
Small Business Workshops	0	58	0	0	0	0	58
Visitor/Tourist Information Centre	45	55	0	0	0	0	100
TOTAL GROSS EXPENDITURE	45	113	0	0	0	0	158
Neighbourhood Services (Environmental Services)							
Air Quality Monitoring	21	33	0	0	0	0	54
Flood Pump	0	0	0	0	0	0	0
Grey Bin Replacement	0	0	0	0	0	0	0
Household Waste Sites (Hazel Court)	0	0	0	0	0	0	0
Household Waste Sites (Towthorpe)	26	0	0	0	0	0	26
Purchase of Recycling Containers	0	0	0	0	0	0	0
Contaminated Land Investigation	30	12	0	0	0	0	42
Waste Efficiency Performance Grant	0	0	0	0	0	0	0
Waste Infrastructure Capital Grant (WICG)	0	721	133	0	0	0	854
Silver Street Toilets	30	308	0	0	0	0	338
Ward Committees - Improvement Schemes	100	56	0	0	0	0	156
EcoDepot Security Gate / Reception	0	222	0	0	0	0	222
West of York Recycling Site	0	0	0	2,500	0	0	2,500
Highway Resurfacing & Reconstruction (Struct Maint)	0	3,020	2,855	2,855	2,855	2,855	14,440
Special Bridge Maintenance (Struct maint)	0	185	200	200	200	200	985
Street Light Modernisation	0	100	200	0	0	0	300
TOTAL GROSS EXPENDITURE	207	4,657	3,388	5,555	3,055	3,055	19,917
Housing							
Modernisation of Local Authority Homes	292	319	214	1,378	1,412	1,358	4,973
Repairs to Local Authority Properties	1,830	959	1,052	701	729	689	5,960
Assistance to Older & Disabled People	416	300	300	300	300	300	1,916
Housing Grants & Associated Investment (Gfund)	920	900	950	1,000	1,050	1,100	5,920
Howe Hill Homeless Hostel (Gfund)	76	0	0	0	0	0	76
Commuted Sums (Cont to Affordable Hsg) (Gfund)	0	0	0	0	0	0	0
Travellers (Gfund)	0	0	0	0	0	0	0

Capital Budget - 2008/09 to 2013/14	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Gross Capital Programme 08/09 -13/14
	Outturn Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	Revised Budget £000	£000
Bungalow Buy Back	0	0	0	0	0	0	0
MRA Schemes	4,932	5,304	5,755	5,976	5,466	6,591	34,024
Arclight (Gfund)	212	0	0	0	0	0	212
Disabled Facilities Grant (Gfund)	650	850	850	850	850	850	4,900
Discus Bungalows	0	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	9,328	8,632	9,121	10,205	9,807	10,888	57,981
Leisure and Culture							
Acomb Library	28	7	0	0	0	0	35
Chapelfields Community Centre	0	0	0	0	0	0	0
Community Resource Centre at Haxby / Wigginton	0	0	0	0	0	0	0
Danebury Drive Allotments	0	3	0	0	0	0	3
Hull Road Park	0	0	0	0	0	0	0
Knavesmire Culverts	0	0	0	0	0	0	0
Museum Service Heritage Lottery Bid	400	763	200	0	0	0	1,363
Oaken Grove Community Centre	0	0	0	0	0	0	0
Oakland's Sports Centre	0	0	0	0	0	0	0
Oakland's Sports Centre Pitch	5	1	0	0	0	0	6
Parks and Open Spaces Development	289	0	0	0	0	0	289
River Bank Repairs	0	0	0	0	0	0	0
West Bank Park	0	0	0	0	0	0	0
War Memorial Gardens	0	10	0	0	0	0	10
York Pools Strategy -	3,626	4,261	900	0	0	0	8,787
Youth Service One Stop Shop	0	0	0	0	0	0	0
Free Swimming for Over 60's	0	44	0	0	0	0	44
Milfield Lane Comm Sports Centre	0	550	0	0	0	0	550
York Explore Centre	0	500	0	0	0	0	500
TOTAL GROSS EXPENDITURE	4,348	6,139	1,100	0	0	0	11,587
Chief Execs							
Carbon Management	0	500	0	0	0	0	500
Dealing with Repairs Backlog	132	-42	0	0	0	0	90
Fire Safety Regulations - Adaptations	6	194	100	0	0	0	300
Health & Safety / DDA	46	98	0	0	0	0	144
Holgate Windmill	0	0	0	0	0	0	0
25 Hospital Fields Road	0	0	0	0	0	0	0
35 Hospital Fields Road	0	18	0	0	0	0	18
James St Business Park	0	0	0	0	0	0	0
Knapton Recreational Field	0	0	0	0	0	0	0
Property Key Components (H&S)	39	748	100	0	0	0	887
Preserving Property Assets	0	0	0	0	0	0	0
Removal of Asbestos	43	19	0	0	0	0	62
St Clements Hall Refurbishment	78	1,043	0	0	0	0	1,121
Urgent River Bank Repairs	0	400	0	0	0	0	400
Acomb Office	0	0	500	1,250	0	0	1,750
Mansion House External Repairs		65					65
TOTAL GROSS EXPENDITURE	344	3,043	700	1,250	0	0	5,337
Resources							

Capital Budget - 2008/09 to 2013/14	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Gross Capital Programme 08/09 -13/14
	Outturn Budget £000	Revised Budget £000	£000				
IT Equipment	1,132	0	0	0	0	0	1,132
Easy @ York	109	0	0	0	0	0	109
TOTAL GROSS EXPENDITURE	1,241	0	0	0	0	0	1,241
Social Services							
Joint Equipment Store	115	105	105	105	105	105	640
Relocation of Hebden Rise	0	0	0	0	0	0	0
Modernising EPHs	0	0	0	0	0	0	0
22 The Avenue Improvements	26	0	0	0	0	0	26
Improving the Care Home Env' for Older People	0	0	0	0	0	0	0
Information Management Improvements	2	49	0	0	0	0	51
Disabled Support Grant	100	110	120	130	140	150	750
Morrell House	0	0	0	0	0	0	0
Telecare Equipment	0	100	75	0	0	0	175
Adults Social Care IT grant	0	92	51	0	0	0	143
TOTAL GROSS EXPENDITURE	243	456	351	235	245	255	1,785
Miscellaneous							
Equal Pay Capitalisation	680	0	0	0	0	0	680
Fleet Finance Leases	0	0	0	0	0	0	0
Hazel Court Depot	40	60	0	0	0	0	100
Contingency	0	300	0	0	0	0	300
TOTAL GROSS EXPENDITURE	720	360	0	0	0	0	1,080
Gross Expenditure by Department							
Children's Services	31,774	33,281	20,181	0	0	0	85,236
City Strategy (Planning & Transport)	8,270	5,399	4,770	3,617	3,605	3,605	29,266
City Strategy (Admin Accom)	2,016	6,894	10,187	12,274	8,526	0	43,803
City Strategy (Community stadium)	0	0	0	4,000	0	0	4,000
City Strategy (Economic Development)	45	113	0	0	0	0	158
Housing	9,328	8,632	9,121	10,205	9,807	10,888	57,981
Leisure and Culture	4,348	6,139	1,100	0	0	0	11,587
Neighbourhood Services (Environmental Services)	207	4,657	3,388	5,555	3,055	3,055	19,917
Chief Execs	344	3,043	700	1,250	0	0	5,337
Resources	1,241	0	0	0	0	0	1,241
Social Services	243	456	351	235	245	255	1,785
Miscellaneous	720	360	0	0	0	0	1,080
Total by Department	58,536	68,974	49,798	37,136	25,238	17,803	261,391



Executive

21 July 2009

Report of the Assistant Director of Resources (Customer Service & Governance)

Revised Financial Regulations

Summary

- 1 The purpose of this paper is to present to Executive for discussion and approval the revised Financial Regulations.

Background

- 2 The council's current Financial Regulations were introduced in 2006 and formed supplementary guidance to the Constitution. The purpose of the regulations is to lay down the rules and guidelines to be followed by the organisation to ensure the integrity of its financial arrangements.
- 3 The current regulations have provided an effective regulatory framework that has allowed the organisation to operate with minimum risk. They were however more comprehensive than was required with substantial sections of the Constitution being repeated within the regulations with several layers of officer and member decision-making. To ensure the council can react quicker, improve its customer service and become more efficient the current regulations have at times worked against this ethos.

The Regulations

- 4 The purpose of the revised Financial Regulations (Annex A) is to provide a more flexible set of regulations maintaining the key principles of the current regulations but reflecting the more devolved decision making framework adopted by the council. The revised regulations also take out unnecessary repeated elements of the Constitution to try to provide a more concise user-friendly document.
- 5 A second part of the current regulations is often referred to as the Procurement Regulations. In line with many other authorities this element has been separated into a devolved set of regulations and renamed as the Contract Procedure Rules (CPRs). The Financial Regulations along with the CPRs are underpinned by a set supplementary guidance documents to form a comprehensive set of financial procedures as shown at Table 1 below:

Table 1

Financial Procedures	
Financial Regulations & Contract Procedure Rules	
Supporting supplementary guidance:	Asset Disposal Policy
	Income Policy
	Corporate Procurement Guidance Manual
	Risk Management Policy & Strategy
	External Funding/Grant Guidance Manual
	Petty Cash Rules

- 6 The chronological history of the amendments made to the financial regulations is available on the following the link ([Track changed chronology of the regulations](#)). In summary there are a number of key changes to the regulations some of these are relatively minor and include:
- a) removing duplication of information already contained elsewhere in the Constitution;
 - b) separating the contract procedure rules (CPRs) into a single document;
 - c) future proofing in terms of electronic solutions;
 - d) updating of terminology to reflect current regulations, corporate policy and strategy;
 - e) provision of a proper index and page numbering;
 - f) reference to new supplementary guidance (as set out at Table 1 above) where appropriate;
 - g) provision of a consolidated summary section showing all delegated thresholds.

Further changes provide an improvement in the clarity and consistency in relation to the levels of delegation including:

Individual Revenue virements:

- a) Executive's approval threshold increased from £250K to over £500K;
- b) Executive Member only delegation merged with Directors delegation. New Directors' delegation in consultation with Executive Member increased to over £100K and up to and including £500K;
- c) Chief Officer delegation within service plans increased from £25K to up to and including £100K.

Individual Capital virements:

- a) Executive's approval threshold increased from £250K to over £500K;
- b) Executive Member only delegation merged with Directors' delegation. New Directors' delegation in consultation with Executive Member increased to over £100K and up to and including £500K;
- c) Directors' delegation between schemes up to and including £100K.

Individual Debt Write-Off:

- a) Executive threshold over £200K;
- b) Executive Member over £10K and up to and including £200K;
- c) Executive Member in consultation with CFO raised from £2K to over £5K and up to and including £10K;
- d) CFO raised from less than £2K to over £100 and up to and including £5K;
- e) Head of Financial Procedures up to and including £100.

Finally in the spirit of encouraging medium-term financial planning the regulations seek to allow directorates greater flexibility and certainty over their funding allocations including:

- a) Directorates will be allowed to retain a percentage of any underspend to be carried forward into a general directorate reserve this could be as high as 50% of any underspend at the discretion of the Director of Resources;
- b) Directorates will be able to make further specific requests to the Executive for carry forward on particular schemes;

- c) Where an overspend has to be carried forward by a Directorate there will be a facility to spread any repayment over a maximum three year term.
- 7 Any changes to the financial regulations, key procedures and thresholds can only be approved by Executive. There are however, times where minor changes in terminology or wording may be needed which do not change either the fundamental procedures or thresholds and this report asks Executive for the power to make these minor changes to be delegated to the Director of Resources.
- 8 The revised CPRs are at an early draft format and will be presented to Executive in the autumn for approval. The Income Policy and Corporate Procurement Guidance Manual have already been approved by Executive. The Asset Disposal Policy was approved by Audit & Governance Committee in March 2009. The External Funding/Grant Guidance Manual is at an earlier stage but should be developed over the summer and be presented to Executive in the autumn along with the CPRs.
- 9 The regulations and supporting documentation will not be effective unless all relevant officers and members are aware of the changes and any new rules. It is intended that once approved by Executive a formal training programme will be delivered in the autumn to help raise awareness and embed the regulations across the organisation.

Consultation

- 10 The draft Financial Regulations have been issued to all finance managers for consultation purposes along with other key officers across the council. Member consultation has also been undertaken at Audit & Governance Committee on 29 June 2009.

Options

- 11 There are only two options associated with this report:
 - a) Agree the revised Financial Regulations ;
 - b) Retain the existing Financial regulations.

Analysis

- 12 Not applicable to this report.

Corporate priorities

- 13 The implementation of effective financial control is critical in contributing to the delivery of an 'Effective Organisation' and helps to underpin and support all the priorities that form the Corporate Strategy.

Implications

- (a) **Financial** – Financial implications are contained within the Annex to the report.
- (b) **Human Resources (HR)** - There are no implications.
- (c) **Equalities** - There are no implications.
- (d) **Legal** - There are no implications.
- (e) **Crime and Disorder** - There are no implications.
- (f) **Information Technology (IT)** - There are no implications.
- (g) **Property** - There are no direct implications.

Risk Management

- 14 The organisation is at risk if it does not have effective and appropriate financial regulations that provide for proper stewardship and integrity of its financial arrangements. The regulations also need to ensure that the council can operate efficiently in delivering its services and projects.

Recommendations

- 15 Executive are asked to:
- a) comment on and approve the revised Financial Regulations attached to this report at Annex A;

Reason

To gain Executives approval that the revised Financial Regulations are appropriate in improving and maintaining the integrity of the council's financial arrangements.

- b) Approve the delegation of minor non-procedural or financial threshold changes to the Director of Resources (Paragraph 7).

Reason

To ensure that the regulations can be kept in an up to date format without the necessity to have to go to Executive for minor non-procedural or financial threshold changes.

Author:

David Walker
Head of Financial Procedures

Ext 2261

Chief Officer Responsible for the report:

Pauline Stuchfield
Assistant Director (Customer Services &
Governance)

Report
Approved



Date 9/7/09

Specialist Implications Officer(s)

Wards Affected Not applicable



For further information please contact the author of the report

Background Papers

Draft Revised Financial Regulations Report to A&G 29 June 2009

Annexes

Annex A – Draft Financial Regulations



CITY OF YORK COUNCIL

Financial Regulations
(Draft)

Version 1 June 2009

City of York council Financial Regulations

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Status of Financial Procedure Rules

Introduction

- 1 These Financial Regulations (Regulations) provide the governance framework for managing the Council's financial affairs. They apply to every Member and Officer of the Council and to anyone acting on its behalf.

Observing these regulations

- 2 These Regulations apply across all parts of the whole organisation, including all Member fora and Directorate services, as well as all arms length organisations, agencies and partnerships with whom the Council does business and for whom the Council is the relevant accounting body. Where the Council is not the relevant accounting body, but is a responsible partner, officers must ensure that the accounting body has in place adequate Regulations and proper schemes of delegation. Schools are bound by these Regulations unless the School Standards and Framework Act 1988 (SSFA98) specifically exempts them from any particular provisions set out herein (e.g. financial thresholds, if the Framework provides differently).
- 3 All Council members and staff have a general responsibility for taking reasonable action to provide for the security of the assets under their control and for ensuring that the use of these resources is legal, properly authorised, provides value for money (VFM) and achieves best value (notwithstanding the delegated authorities of any given committee or officer). In doing so, proper consideration must be given at all times to matters of probity and propriety in managing the assets, income and expenditure of the Council.

Maintaining these regulations

- 4 The Council operates a system of managerial and financial control whereby the Chief Finance Officer (CFO) has overall responsibility for the proper management of the finances of the Council as a whole but the responsibility for the day-to-day financial control and administration in each Directorate is devolved to the Director.
- 5 The overall responsibilities of the CFO in respect of these regulations are therefore to:

- a) maintain these Regulations and submit any additions or changes necessary to Full Council for approval in consultation with the Monitoring Officer (MO);
 - b) issue explanatory advice and guidance to underpin these Regulations as necessary. Where such advice and guidance is issued, members, officers and others acting on behalf of the Council are required to comply with it in accordance with the general provisions of these Regulations;
 - c) require any officer to take any action deemed necessary (as is proportionate and appropriate) to ensure proper compliance with these Regulations;
 - d) report, where appropriate, any breaches of these Regulations to Members;
- 6 These regulations have been drafted with a view to avoiding any uncertainty or ambiguity as to the principles, standards and procedures to be observed. Should any uncertainty or dispute arise pursuant to these Regulations, the matter must be referred to the CFO for interpretation and/or arbitration.

Sanctions & remedies for non-compliance

- 7 Failure to comply with any part of these Regulations may constitute misconduct and lead to formal disciplinary action.

Part A

Financial Management Standards

Introduction

- 1 This Part of the Regulations set out the overall framework of financial management responsibilities at the Council, including the accounting policies, standards, record keeping and financial statements the organisation is required to maintain in managing its finances and financial affairs.
2. All members and staff have a common duty to abide by the highest standards of probity and propriety when making decisions about the use of public monies. It is important for the way in which this is done to be transparent, properly accounted for in respect of the correct accounting year and reported in accordance with recognised accounting standards, conventions and policies

Member roles & responsibilities

3. Member responsibilities for the overall management of the Council's financial affairs are exercised through:
 - **Full Council**, which is responsible for the Council's overall Policy Framework and for setting the Budget within which the Executive will operate (See Constitution Part 3).
 - **The Executive**, which is responsible for proposing policy and the Budget to the Full Council.
 - **The Audit & Governance Committee**, which is responsible for approving the statement of accounts.

The Chief Finance Officer (CFO)

4. The functions and responsibilities of the CFO are directed in the first instance by legislation that imposes statutory duties on the CFO for the proper management, financial administration and stewardship of Council assets and the fiduciary interests of local tax payers. These statutory responsibilities cannot be overridden and arise from:
 - Section 151 of the Local Government Act 1972;
 - The Local Government Acts 2000 & 2003;
 - The Local Government Finance Act 1988;
 - The Local Government and Housing Act 1989;

- The Accounts and Audit Regulations 2003, as amended by the Accounts & Audit (Amendment) (England) Regulation 2006
5. These responsibilities include:
- a) the preparation of the Council's annual Statement of Accounts and the compilation and retention of all supporting accounting records and working papers, in accordance with the proper professional practices and set out in the format required by the Code of Practice on Local Authority Accounting in the United Kingdom: A Statement of Recommended Practice - the SORP (CIPFA/LASAAC). The financial year observed by the Council runs from 1 April to the following 31 March;
 - b) the proper administration of the Council's financial affairs, systems and procedures;
 - c) setting and monitoring compliance with financial management standards and controls;
 - d) ensuring proper professional practices are adhered to in acting as the Head of Profession in relation to the standards, performance and development of all finance staff across the organisation;
 - e) providing advice on the key strategic controls necessary to secure sound financial management (including the operation of an effective internal audit function);
 - f) ensuring that financial information is available to enable accurate and timely monitoring and reporting;
 - g) determining the contents of all financial procedure manuals and ensuring compliance with the requirements of the Financial Regulations
6. The CFO can choose to delegate his day-to-day responsibilities in respect of his/her functions and responsibilities as defined by these Regulations in accordance with the Council's Scheme of Delegation and any corresponding Directorate schemes of delegation. The CFO may delegate his/her responsibilities to an appropriate representative(s). Where this is the case the delegation and officer responsibilities must be clearly documented in the relevant Directorate scheme of delegation and be kept under regular review by the CFO further to these Regulations.

The Chief Internal Auditor (CIA)

- 7 The CIA is designated by the CFO as part of his/her Directorate Scheme of Delegation further to Article 13 of this Constitution and plays a key role in providing assurance to the Members, the CFO, the Head of Paid Service and Corporate Management Team about the practical deployment and effectiveness of financial management arrangements across the organisation.
- 8 The CIA has rights of access to information and data held by officers or members of the Council at all reasonable times and is responsible for the overall management and deployment of internal audit resources at the Council. He/she also has the right to report on any relevant matter of concern to senior management and members of the Council outside normal line management arrangements should he/she deem this necessary in protecting the interests of the Council and/or local tax payers.

Directors

- 9 Whilst the CFO has overall responsibility for the finances of the Council, Directors are responsible for the day-to-day management of their Directorate's finances. Their responsibilities in relation to financial management include:
 - a) maintaining a satisfactory financial management function within their Directorates with sufficient staff, accommodation and other resources (including legal advice where this is necessary) to carry out the duties specified by legislation or otherwise directed by these Regulations;
 - b) promoting and ensuring compliance with the financial management standards and practices set by the CFO in their Directorates;
 - c) consulting with the CFO on any matter which is liable to materially affect the resources of the Council. This must be done before any commitment is incurred, or a report made to an Executive Member or to a Committee for decision;
 - d) ensuring that Executive Members are advised of the financial implications of all proposals and that these have been agreed by the CFO or his/her nominated representative;
 - e) signing contracts on behalf of the Council in accordance with the contract procedure rules set out in Part D of these Regulations;

- f) reporting suspected fraud and irregularities to the CIA for investigation and referral to the Police as necessary;
- g) ensuring that the common officer delegations relating to financial management and administration as set out in the Council's Scheme of Delegation within their Directorates are exercised with due regard to the detailed requirements of these Regulations;
- h) implementing the management recommendations of the Internal Audit provider and external auditors agreed with the Director and/or the relevant Chief Officers and Heads of Service.

Part B

Financial planning & budgeting

Introduction

- 1 The purpose of financial planning is to set out and communicate the organisations objectives, resource allocations and related performance targets and to provide an agreed basis for subsequent management control, accountability and reporting.
- 2 The Council's Budget sets agreed parameters around the annual activities and functions of Directorates and their services. The Council's Medium Term Financial Plan represents a three year financial plan to address those issues which have medium to long term financial implications for the organisation.

Budget Planning

- 3 The revenue budget must be constructed so as to ensure that it properly reflects the priorities of the Council and Service Plan considerations. Budgets are needed so that the Council can plan, authorise, monitor and control the way money is allocated and spent. It is illegal for the Council to budget for a deficit.
- 4 The budget process must ensure that resources are:
 - required in accordance with the law and properly authorised;
 - used only for the purpose intended to achieve approved policies, objectives and service priorities;
 - held securely for use when required;
 - used with the minimum level of waste, inefficiency or loss.
- 5 The CFO in consultation with each Director is responsible for:
 - a) ensuring that an annual revenue budget is prepared in the context of a medium term three year financial plan for consideration by the Executive and its recommendation to Full Council.
 - b) maintaining a resource allocation process that properly reflects all due consideration of the Council's Policy Framework, ambitions and priorities;
 - c) advising the Executive on the format of the budget for approval by Full Council;

- d) allocating central budgets for example inflation and superannuation;
 - e) providing advice and guidance to the Executive further to its responsibility for issuing guidance on budget preparation to take all due account of:
 - legal requirements;
 - medium term planning prospects and known issues;
 - the Corporate Strategy;
 - available resources
 - spending pressures;
 - government initiatives and public policy requirements;
 - internal policy directives;
 - cross cutting issues and Council priorities.
 - f) determining the detailed form of revenue estimates consistent with the budget approved by Full Council after consultation with the Executive and Directors;
 - g) reporting to the Executive on the aggregate spending plans of Directorates and on the resources available to fund them, identifying any implications for Council Tax levies;
 - h) advising on the medium term implications of spending decisions and funding options;
 - i) encouraging the best use of resources and value for money by working with Directors to identify opportunities to improve economy, efficiency and effectiveness and by encouraging good practice in conducting financial appraisals of growth or savings and developing the financial aspects of effective Service Planning;
 - j) advising the Full Council on the Executive's budget proposals in accordance with his/her responsibilities under S151 of the Local Government Act.
- 6 Directors are responsible for ensuring:
- a) budget estimates of income and expenditure are a realistic reflection of agreed corporate and service priorities, and that they are submitted to the Executive as part of the overall budget setting process. These estimates must be consistent with any relevant cash limits, the annual budget cycle and prepared in line with guidance issued by the Executive on the advice of the CFO. In drawing up draft budget plans Directors must have regard to;
 - spending patterns and pressures revealed through the budget monitoring process;
 - legal requirements;

- policy requirements as defined by Full Council and set out in the Policy Framework;
 - initiatives already under way.
- b) effective budgetary control within their Directorates, establishing detailed budgets for each service area in advance of the financial year and requiring such budgets to be properly managed by responsible named budget holders;
- c) financial and budget plans are integrated into service planning.
- d) If Directors are unable to keep within their agreed budget limits they must consult with the CFO, who has a statutory duty to report any significant issues to Members.

Budget monitoring and control

- 7 The Council Budget sets an annual cash limit. To ensure the Council does not exceed its budget, each service area is required to manage its own income and expenditure within the cash limited budgets allocated to them to be spent on agreed service activities and functions.
- 8 The CFO is responsible for establishing a robust framework of budgetary management and control that ensures that:
- a) budget management is exercised within annual cash limits;
 - b) appropriate and timely financial information is available to Directors and budget holders that enables budgets to be monitored and controlled effectively;
 - c) expenditure is committed only against approved budget heads and associated structure of detailed cost centres;
 - d) all officers responsible for committing expenditure comply with these Regulations;
 - e) each cost centre is delegated to a named budget holder to be determined by the relevant Chief Officer (budget responsibilities should be aligned as closely as possible with those making day to day decisions to commit expenditure);
 - f) significant variances from budget are investigated and reported by budget holders on a regular basis.
- 9 The CFO must monitor and control the level of income and expenditure against budget allocations overall. He/she must ensure that monitoring reports are provided through the Finance and Performance Monitoring Framework for Members to consider on a regular basis throughout the financial year (to be determined

and advised by the CFO) and a report after the year end setting out the revenue outturn. Budget monitoring reports must include:

- a) explanations of all variations to service budgets where deemed appropriate by the CFO;
 - b) explanations of financial implications and material considerations such as:
 - part and/or full year consequences of variances;
 - one off and/or recurring costs and income;
 - total scheme costs and sources of funding;
 - asset rental costs or leasing effects;
 - costs associated with staffing matters including the costs of redundancy and effects on the pension fund;
 - service plan implications and impact on service delivery (both within the service plan area and across other services or portfolios as appropriate).
- 10 Reports containing budget monitoring information must be reviewed by the CFO, or by his/her nominated representative(s) (where not otherwise prepared by his/her nominated representative in Directorates) at least 5 working days in advance of the relevant committee distribution date.
- 11 The CFO is also responsible for:
- a) reporting to the Executive and Full Council in consultation with the relevant Director if he/she is unable to balance expenditure and resources within their existing budgets and a supplementary estimate is required;
 - b) jointly preparing with the relevant Director(s) reports to the Executive regarding virements (Para13) which are in excess of £500,000 (either as individual items in-year or when taken in aggregate across the same category of budgeted income or expenditure in any one financial year);
 - c) reporting regularly to the Executive (as determined and advised by the CFO) on the overall revenue budget position and the Council's available contingencies, balances and reserves.
- 12 It is the responsibility of Directors to:
- a) ensure effective budgetary control arrangements exist and are observed within their own Directorates in accordance with these Regulations;
 - b) ensure spending remains within the relevant cash limits by controlling income and expenditure within their Directorate, monitoring performance and taking corrective action where significant variations from budget are forecast, taking account of any financial information and/or advice provided by the CFO or his/her nominated representative(s).

- c) regularly report performance and variances within their own areas and take action to avoid exceeding their budget allocation, alerting the CFO to any known or expected budget problems;
- d) report to the Executive and Full Council as necessary the financial implications of any new in-year proposal or amendment that will:
 - create financial commitments in future years;
 - change existing policies, initiate new policies or result in existing policies ceasing to operate;
 - materially extend or reduce the Council's services.

Schemes of virement

- 13 The term virement refers to transfers of resources between or within approved cost centres for both revenue and capital purposes. A virement does not create additional budgetary liabilities. Instead the virement mechanism exists to enable the Executive, Chief Officers and their staff to manage their budgets with a degree of flexibility within the overall Policy Framework and Budget set by Full Council, thereby optimising the use of resources throughout the financial year. The virement schemes for revenue and capital do not exist as a means of remedying poor budgetary control or financial planning for known commitments and service priorities, or otherwise excuse Chief Officers and budget holders from the need to manage their budgets prudently and responsibly. Nor may virements be effected after the year end to retrospectively fund over or under spends unless approved in advance by the CFO.
- 14 It is important that the scheme is carefully controlled within guidelines established by Full Council and administered by the CFO. Any variation from those guidelines must be approved by Full Council. All virements must:
- not commit the Council to any on-going additional expenditure in future years unless virements are permanent redirections of resources;
 - be notified in writing to the CFO or his/her nominated representative;
 - be reported in budget monitoring reports to the Executive in accordance with the scheme of virement operated by the Council
 - be recorded in the Council's financial systems.
- 15 The scheme of revenue virement and agreed thresholds for delegated decision making purposes is set out below.

Scheme of revenue virement delegations

Decision maker	Delegated powers & authority	Thresholds
The Executive	To approve virements between Service Plans in excess of £500k (either individually or in aggregate for the financial year)	Over £500k up to the cash limits set by the Budget
	To approve allocations of resources from approved contingencies and reserves	As set by the annual Budget
	To make recommendations to Full Council for the release of budget resources in excess of the approved contingencies and reserves	As set by the annual Budget
	To approve virements from within existing Service Plans or between Service Plans into new or otherwise unplanned functions and activities if savings are available to be re-directed into the new activity	Over £500k
Directors	To approve virements within or between Service Plans within their Directorates in excess of £100k and up to £500k (either individually or in aggregate for the financial year) in consultation with the relevant Executive Member	Over £100k and up to £500k
	To approve virements from within existing Service Plans or between Service Plans within their Directorates into new or otherwise unplanned functions and activities if savings are available to vire into the new activity	Over £100K and Up to £500k in consultation with the relevant Executive Member
	To approve virements between directorates in consultation with the relevant directors	Up to and including £50K in consultation with the relevant Executive Member
Other Chief Officers	To approve virements within their Service Plans up to £100k (either individually or in aggregate for the financial year)	Up to £100k

The Capital Programme

- 16 The Capital Programme is a plan that sets out the resource allocations to be made to capital schemes that have the approval of Full Council. Capital expenditure involves acquiring or enhancing fixed assets with a long term value to the organisation, such as land, buildings, major items of plant, equipment or vehicles
- 17 The Regulations and standards relating to budgetary management and control of the revenue Budget apply equally to capital expenditure and any changes to revenue budgets arising out of changes to the Capital Programme must be dealt with accordingly. All capital expenditure is incurred or committed on a

scheme by scheme basis. Capital expenditure must be reported gross of any funding and controlled at that level.

- 18 No expenditure may be incurred on a project unless it has been approved as part of the Capital Programme. Equally, no scheme requiring Government sanction or funding either in full or in part may begin until the sanction and/or funding has been officially confirmed. All credit agreements must be referred to the CFO for approval prior to schemes being included in the Programme.
- 19 All capital expenditure must be incurred by 31 March of the financial year for which it is approved, although approvals can be slipped provided the position is reported to the Executive, unless there is an external requirement to spend within any given year. Where schemes are part of a rolling programme or span a number of years, approval is required for each year's expenditure when the scheme is approved for inclusion in the Programme.
- 20 As with the revenue Budget, it is possible to vire between schemes within the approved Capital Programme where known funding shortages and/or underspends have arisen. The same rules and principles set out in paragraphs 13 - 15 above for revenue virement apply to the Capital Programme. If shortfalls in funding or overspends cannot be met by transferring resources between schemes within the agreed Capital Programme, requests of additional funding from reserves must be prepared by the relevant Director in consultation with the CFO for approval by the Executive. The scheme of capital virement and thresholds for delegated decision making purposes is set out in the table below.

Scheme of capital virement delegations

Decision maker	Delegated powers & authority	Thresholds
The Executive	To approve individual virements between schemes in excess of £500k	Over £500k
	To re-phase approved scheme expenditure between years in excess of £500k for each scheme	Over £500k
Directors	To approve individual virements between schemes in excess of £100K up to a maximum of £500k in consultation with the relevant Executive Member	Over £100K and Up to and including £500k
	To approve individual virements between schemes up to a maximum of £100k	Up to and including £100k

- 21 In relation to the Capital Programme the CFO is responsible for:

- a) ensuring that an annual capital programme is prepared for consideration by the Executive for recommendation to Full Council;
- b) reporting to the Executive on income, expenditure and resources compared with approved estimates;
- c) issuing guidance on capital schemes and controls and defining what will be regarded as capital having proper regard to Government regulations and accounting conventions;
- d) ensuring that all schemes relying on the use of prudential borrowing powers for funding purposes are properly appraised on the basis of a robust business case as part of the CRAM process. Detailed practitioner guidance on the nature and use of prudential borrowing and 'Prudential Scheme' are set out in *'The Guide to Prudential Borrowing'* issued by the Council's Corporate Accountancy team;
- e) directing the activities and functions of the Corporate Capital Monitoring Group (CAPMOG) and its responsibilities for monitoring the Capital Programme on an on-going basis and managing the CRAM process;
- f) maintaining a record of the current capital budget and expenditure on the Council's financial systems.

22 In relation to the Capital Programme Directors are responsible for:

- a) complying with the guidance issued by the CFO regarding capital schemes and controls;
- b) ensuring that all capital schemes put forward for consideration in the CRAM process have been properly appraised and that each scheme and estimate includes a proper project plan, progress targets and sets out the sources of funding for the scheme including all associated revenue expenditure;
- c) preparing regular reports reviewing the Capital Programme provisions for their services;
- d) ensuring adequate records and audit trails are maintained in respect of all capital contracts;
- e) monitoring capital expenditure and receipts against approved capital budgets on a scheme by scheme basis and reporting to the relevant Executive Member on a regular basis in accordance with the standard revenue budget monitoring arrangements set out above;
- f) reporting to the Executive if proposed sources of funding are not secured (if planned funding from linked assets sales or external grants and contributions cannot be realised, corporate funding support must be sought).

Medium term financial planning

- 23 Medium term financial planning allows the Council to think beyond the constraints of any given financial year and annual budget and prepare for future events. The Director of Resources is delegated as part of the final accounts process to make proper provision for known future commitments, which are consistent with agreed budgetary and/or policy framework. In doing so it is important that there is a mechanism for the carry forward of in-year budget under or overspends - in effect a virement of resources between accounting years. The ability to do this is central to effective medium term financial planning in a devolved financial management environment such as at the Council, serving to both:
- empower budget holders to think beyond immediate service needs and plan over longer time frames to achieve significant changes and improvements and make best use of resources;
 - hold budget holders to account for their budget management performance in so far as budget overspends will not be written off at the end of each financial year but will have to be carried forward.
- 24 The CFO is responsible for reporting a medium term financial strategy to the Executive for recommendation to Full Council. In doing so he/she is responsible for setting and reviewing parameters around the carry forward of over and underspends on Service Plan budgets within any given planning period and issuing advice and guidance on how these will be applied.
- 25 Any overspending on service estimates in total on budgets under the control of a Director must be reported by the CFO to the Executive. Where overspending is such that it appears the overall budget will be exceeded, and there is a need for an additional call on the council reserves the CFO must report the issue to full council.. Directorates will be allowed the facility to spread repayments over a maximum of three years however any overspending should be met, where possible, from any Directorate Reserves that are in existence. At the Discretion of the Executive, the requirement for overspending to be carried forward can be waived/reduced. This discretion may be applied in cases where the overspending arises from exceptional items, or where the implications of carrying forward the overspending would result in significant service implications. As a minimum Directorates will receive 25% of any underspending in year, to be carried forward into a general Directorate Reserve. At the Discretion of the Director of Resources, up to 50% of an in year underspend may be carried forward, subject to this not leading to any overall net overspending for the Council as a whole. The Director of Resources will determine the relevant maximum

percentage to be allowed to be carried forward, up to a value of 50% Directorates will be able to make further specific requests to the Executive for carry forward on particular schemes, however this will be informed by consideration of the level of Directorate Reserves, and the level of general carry forward (if any) that has already been granted. Where there is a major exceptional item, this may be taken into account in the calculation of any carry forwards.

- 26 All internal surpluses arising from in-house trading activities/business units shall be retained for the benefit of the Council subject to any provision to do otherwise set out in the Medium Term Financial Strategy.
- 27 Schools' balances will be available for carry forward to support the necessary expenditure of the school concerned. Where an unplanned deficit occurs, the governing body shall prepare a detailed financial recovery plan for consideration by the Chief Education Officer and the Executive Member concerned in consultation with the CFO.
- 28 Schools must prepare a plan to recover the deficit within a defined period. In exceptional circumstances schools may seek to incur expenditure to be financed by anticipating future year budgets. Any such arrangement must be approved by the relevant Executive Member and proposals to do so accompanied by a detailed plan setting out how the arrangement is to be accommodated as a first call on their future budget share.

Reserves & balances

- 29 Financial reserves and balances are maintained as a matter of prudence against unforeseen events and future contingencies. The CFO is responsible for advising the Executive and Full Council on prudent levels of reserves and balances for the Council as part of the annual budget setting process based on a reasoned assessment of risk.
- 30 The Council must decide the level of its general reserves in determining the level of Council Tax. The purpose, usage and basis of transactions must be clearly set out in respect of each of the reserves and balances held by the Council. Expenditure from Council reserves and balances can only be made with the prior approval of the Council, unless delegated authority to do so has been conferred by the Executive to an Executive Member or Director.

The Venture Fund

- 31 The Council maintains a Venture Fund as part of its reserves designed to provide some capacity to support one-off 'Invest to Save' type initiatives that might otherwise struggle to secure funding in the annual budget setting process.

- 32 Officers are able to bid for Venture Fund monies each year with a view to any advances from the Venture Fund being re-paid within a 7 year period at an internal borrowing rate fixed in relation to the councils Consolidated Rate of Interest to be determined by the CFO. All bids to the Venture Fund must be made in the form of a business case setting out the nature and purpose of the proposal, forecast income and expenditure and payback period.
- 33 The CFO is responsible for convening a panel of at least 3 suitably experienced officers to consider all bids to the Venture Fund. The Panel will meet to determine which bids to support based on the merits of the individual business case and the level of balances in the Fund available for investment over the course of the financial year. Where there are competing demands for resources the Panel will determine a scoring model based on an assessment of fit with corporate objectives, the strength of the financial business case, risk of return, impact, customer benefits and alternative funding opportunities including Prudential borrowing if budget is available.
- 34 All bids must be sponsored by the relevant Chief Officer and have been considered by the local Finance Manager before being submitted to the Venture Fund Panel for consideration. The CFO has delegated authority to approve bids up to £100,000 from either the Venture Fund or through Prudential borrowing. Delegated decisions will be advised to the Executive as part of the budget monitoring and reporting process. Bids in excess of £100,000 must be referred to the Executive for approval.

Part C

Audit & Risk Management

Audit & inspection

- 1 Audit is a key management tool that Members and Chief Officers should rely on to provide an independent and objective assessment of the probity, legality and value for money of Council arrangements. It examines, evaluates and reports on the adequacy of internal systems of control in the proper, economic, efficient and effective use of resources. Legislation requires that the Council provides for the function of both internal and external audit services.
- 2 The statutory requirement for the Council to maintain "*an adequate and effective system of internal audit*" is set out in Regulation 5 of the Accounts and Audit Regulations Act 2003, as amended by the Accounts & Audit (Amendment) (England) Regulation 2006 and further to S151 of the Local Government Act 1972.
- 3 In summary, the service exists to:
 - a) provide assurance to Members, Chief Officers and the general public on the effective operation of governance arrangements and the internal control environment operating at the Council;
 - b) objectively examine, evaluate and report on the probity, legality and VFM of Council arrangements for managing all items of income, expenditure and safe-guarding assets;
 - c) review arrangements for ensuring proper accounting controls, systems and administration are maintained and make recommendations for action and improvement;
 - d) help to secure the effective operation of proper controls to minimise the risk of loss, the inefficient use of resources and the potential for fraud and other wrongdoing;
 - e) act as a means of deterring all fraudulent activity, corruption and other wrongdoing, conducting investigations into any matter referred to it for investigation by management or officers and members of the public and reporting its findings to Directors and Members as appropriate for action;
 - f) undertake the prioritised investigation of all instances of alleged housing benefit fraud and prosecute those cases where fraud has been identified to protect the Council and fiduciary interests of the community and the public purse;
 - g) conduct investigations into suspected fraudulent activity and improper conduct as reported by Members, Governors

- and employees referred to it further to the Council's Whistle-blowing policy;
- h) report all known breaches of these regulations and Council Standing Orders and any other action leading to expenditure incurred ultra vires, identifying any areas of poor financial probity and stewardship problems for action by Chief Officers and Members as appropriate;
 - i) advise the CFO and MO as to any necessary intervention in decision making if it is likely that any proposed action will lead to unbudgeted or unlawful expenditure or activity;
 - j) review the Council's arrangements for ensuring the income and expenditure of the organisation is properly and regularly monitored in line with the budget setting, monitoring and reporting requirements set out in these Regulations;
 - k) advise officers and members of value for money issues and/or the poor or inappropriate use of Council resources and make recommendations for improvement;
 - l) review the optimisation of income generation opportunities from grants and subsidies monies available from Government;
 - m) advise the CFO of any appropriate action necessary to safeguard the fiduciary interests of the Council and current and future Council Tax payers.
- 4 The internal Audit & Fraud provider and the external auditors must be allowed to act independently and objectively in their planning and operation without undue influence by either Directors or Members.
- 5 The CIA is designated by the CFO. He/she, or his/her nominated representative(s), has rights of direct access and reporting to the CFO, the Assistant Director of Resources (Customer Service & Governance) who is the client officer for the Audit & Fraud provider, all Directors and Members. His/her staff have rights of access to all Council buildings and properties, information and data at all reasonable times.
- 6 The Audit Commission is responsible for appointing external auditors to Councils. The duties of the external auditor are governed by section 15 of the Local Government Finance Act 1982, as amended by section 5 of the Audit Commission Act 1998 and the Local Government Act 2000. These variously include rights of access and the right to report publicly on their findings and recommendations. The external auditors must comply with the provisions of a Code of Audit Practice in planning and conducting their work. This includes the audit of the Council's financial statements, the financial aspects of corporate governance and performance management. The work of the

District Auditor is reported to the Executive and Full Council in his/her annual management letter.

- 7 The Council may also be subject to audit, inspection or investigation by external bodies such as HM Revenues & Customs, and various other Inspectors of service at any time.

Preventing fraud & corruption

- 8 The Council will not tolerate fraud or corruption in the administration of its responsibilities, whether perpetrated by Members, officers, customers of its services, third party organisations contracting with it to provide goods and/or services, or other agencies with which it has any business dealings. There is a basic expectation that Members and all staff will act with integrity and with due regard to matters of probity and propriety, the requirement to act lawfully and comply with all rules, procedures and practices set out in legislation, the Constitution, the Council's Policy Framework and all relevant professional and other codes of practice. To that end the Council has adopted an anti-fraud and corruption strategy, fraud prosecution policy and whistle-blowing policy along with codes of conduct governing the behaviour of Members and officers.
- 9 All staff and Members of the Council must inform the CIA immediately if they suspect or know of any impropriety, financial irregularity, fraud or corrupt practice. The CIA is responsible for determining the nature of any investigation work required in respect of any allegation of wrong doing, and/or any other action required and may refer matters to the Police or other appropriate external body as he/she sees fit in consultation with the contract client officer (Assistant Director of Resources - Customer Service & Governance)
- 10 The internal Audit & Fraud providers are required to investigate all referrals of fraud at the direction of the CIA and client manager and in doing so have:
 - a) rights of access to all Council premises and property, all data, records, documents, and correspondence relating to any financial matter or any other activity of the Council;
 - b) the right to require any member of staff or Member to provide any information or explanation needed in the course of their investigations;
 - c) the right to prosecute cases of benefit related fraud in the courts;
 - d) the right to refer investigations to the Police in consultation with the relevant Director(s), client manager and CFO.

- 11 In addition, the CIA should to:
- a) refer cases directly to the Police if he/she believes that normal consultation practices would compromise the integrity of the investigation against the interests of the Council or the general public;
 - b) notify the District Auditor of any matter that they would rightly expect to be informed of in order to support the function of an effective and robust external audit service;
 - c) require any officer or member to:
 - make available such documents relating to the accounting and other records of the Council that are necessary for the purpose of the audit;
 - supply any information or explanation considered necessary for that purpose.

Managing risk

- 12 Risk Management is inherent to good management practice and essentially; it is concerned with identifying potential events (risks), establishing what could go wrong (threats) and the potential for success (opportunities) with the aim of trying to achieve the right balance between the two. The outcome from proper risk consideration ensures that managed controls are in place and the effective prioritisation and allocation of potentially scarce resources to the most appropriate area (high risk), to ensure service continuity and performance improvement. Full details of the way that the Council manages its risks are set out in the Risk Management Policy and Strategy and form part of the supplementary guidance to these regulations

Part D

Systems & procedures

Introduction

- 1 Good systems and procedures are essential to the effective management and administration of the Council's financial affairs. This section covers:
 - Accounting systems
 - Income
 - Expenditure
 - Banking arrangements
 - Treasury management
 - Taxation
 - Stock & stores
 - Trading accounts

Accounting systems

- 2 The Council relies on a variety of different financial and accounting systems in controlling and administering the finances of the organisation. It is vital that these systems ensure information is recorded accurately, completely and in a timely manner and that all necessary controls are in place to ensure that all transactions are properly processed and any errors detected promptly and rectified.
- 3 The CFO is responsible for:
 - a) determining the Council's main accounting system for the preparation of the Council's accounts and for monitoring all income and expenditure. The main accounting and budgeting system used at the Council is known as the Financial Management System (FMS);
 - b) determining any other key financial systems which may sit outside the FMS;
 - c) ensuring that all financial systems are sound and properly integrated and interfaced;
 - d) issuing advice, guidance and procedure notes on the use and maintenance of FMS and related financial systems and for ensuring that all finance staff are trained and competent in the using financial systems.
- 4 Directors have devolved responsibility for the finances of their Directorates and must ensure that proper accounting and financial systems exist and incorporate adequate internal controls

to safeguard against waste, loss or fraud. They must also ensure that officers in their Directorates are aware of and have access to copies of these Regulations and any supplementary advice and guidance issued by the CFO.

- 5 Further to this, Directors are specifically responsible for:
- a) ensuring all accounting records are properly maintained and held securely, including any supporting vouchers, documents, contracts etc with financial implications;
 - b) ensuring FMS is used as the prime means of monitoring expenditure and income in their departments and for comparing spend against budgets, except and unless the CFO advises or agrees that alternative arrangements may be made;
 - c) ensuring that FMS is used to accurately record the financial transactions of their departments in accordance with the advice and guidance given by the CFO and in a way that ensures compliance with all legal requirements, proper accounting practice and enables returns to be made to central government, taxation authorities and other relevant bodies and provides a complete audit trail;
 - d) the effective operation of financial systems within their own Directorate to the extent that they are operated and controlled within their Directorate;
 - e) ensuring regular reconciliations between other departmental systems of financial administration with the Council's financial management systems (FMS);
 - f) reporting systems failure to the CFO and consulting with him/her about any changes or new developments;
 - g) ensuring there is a documented and tested disaster recovery plan as part of an agreed business continuity strategy for financial administration;
 - h) ensuring that systems are documented and all staff have been properly trained in their use.

Income

- 6 Income can be a vulnerable asset and effective income collection systems are necessary to ensure that all income due is identified, collected, receipted and banked properly. It is preferable to obtain income in advance of supplying goods or services as this improves the Council's cash flow in line with the Council's Income Policy that forms supplementary guidance to these regulations.
- 7 All cash received must be acknowledged by the issue of an official receipt and all monies then accounted for and paid over to central Cashiers or directly into an approved bank account.

Details of all cash received on a local basis must be forwarded to the CFO for allocation to the correct accounts.

- 8 Income must never be used to directly fund expenditure (ie all transactions must be shown separately in the ledger, both income and expenditure). Officers are directly responsible for the safe custody of any money received until it has been paid into the bank or handed over to another officer. Receipts should be given and retained in such circumstances.
9. Procedures for writing off debts shall be as follows:

Decision maker	Delegated powers & authority	Thresholds
The Executive	Amounts exceeding £200,000 may only be written off on the authority of the Executive. The CFO shall maintain a record of all such write-offs showing attempted recovery action taken and the justification for non-recovery.	Over £200k
Executive Member	Amounts over £10,000 and not exceeding £200,000 on the authority of the Executive Member (Corporate Services) in consultation with the CFO. The CFO shall maintain a record of all such write-offs showing attempted recovery action taken and the justification for non-recovery	Over £10k and up to and including £200K
CFO	Amounts over £5,000 and not exceeding £10,000 on the authority of the CFO in consultation with the Executive Member (Corporate Services). The CFO shall maintain a record of all such write-offs showing attempted recovery action taken and the justification for non-recovery.	Over £5k and up to and including £10k
Chief Officers	Amounts not exceeding £5000 may be written off by any Chief Officer in consultation with the CFO, who shall maintain a record of all such write-offs showing attempted recovery action taken and the justification for non-recovery.	Over £100 and up to and including £5k
Head of Financial Procedures	Amounts not exceeding £100 may be written off by the Head of Financial Procedures, who shall maintain a record of all such write-offs showing attempted recovery action where taken and the justification for non-recovery.	Up to and including £100

- 10 The CFO is responsible for making arrangements for the collection of all income due to the Council and approving the procedures, systems and documentation used in its collection. Preparing a corporate Debt Management Policy in consultation with other Directors for approval by the Executive. Regularly reviewing all fees and charges levied by services and ensuring they are set with due regard to comparable market rates, the

legal responsibilities of the organisation, the Income Policy and any relevant social or economic policy objectives set out in the Council's Policy Framework

- 11 Directors are responsible for:
- a) collecting income for which there is budget provision within the budgets for which they are responsible;
 - b) using the systems for the collection and recording of cash and credit income provided by the CFO unless they have the approval of the CFO to make alternative arrangements;
 - c) the proper separation of duties between staff raising accounts and those responsible for income collection;
 - d) collecting all income and initiating all appropriate recovery action for debts that are not paid promptly where local arrangements for doing so have been agreed with the CFO;
 - e) requiring at least two staff to be present when post is opened to ensure any money received in that way is properly identified, recorded and safeguarded;
 - f) issuing official receipts as necessary and maintaining all other documentation for income collection purposes and ensuring controlled stationery is securely stored;
 - g) keeping all income received in secure storage and ensuring cash holdings do not exceed insurance limits;
 - h) ensuring all income is paid fully and promptly into approved bank accounts in the form in which it is received and that all details are properly recorded on paying in slips which are retained for audit trail purposes. Money collected and deposited must be reconciled to the bank account on a regular basis;
 - i) ensuring income is not used to cash personal cheques or used to make other payments;
 - j) supplying the CFO with all details relating to works done, services supplied or other amounts due to be raised through the corporate invoicing system;
 - k) establishing charging policies for the supply of goods and services levied by their Directorate's services and ensuring all fees and charges are set with due regard to income policy, the legal responsibilities of the organisation and any relevant social or economic policy objectives set out in the Council's Policy Framework;
 - l) assisting in the collection of debts originating from their Directorates by providing information and taking any recovery action necessary on a local basis with the agreement of the CFO;

- m) recommending to the CFO all debts to be written off and maintaining records of all sums written off. Once raised on the accounting system, no bona fide debt can be cancelled except by full payment or by being formally written off in the accounts. Credit notes can only be issued to correct a factual inaccuracy or administrative error in the calculation and/or billing of the original debt and must not be used for any other purpose;
- n) notifying the CFO of any outstanding income due in relation to the previous financial year as soon as possible in line with the annual timetable for the closedown of the accounts determined by the CFO.
- 12 All officers are responsible for the safe custody of any money received until it has been paid into the bank or handed over to another officer.

Expenditure

- 13 Expenditure may be incurred provided there is funding available through normal ordering and invoicing processes, entering into a contract arrangement, through the payment of salaries, wages and allowances or in exceptional circumstances through raising a cheque requisition. Directors, or their nominated representatives, are authorised to incur expenditure on works, goods and services where there is an approved budget for which they are responsible, provided such expenditure is legally incurred and within the Policy Framework. Expenditure must be shown separately to income and expenditure proposals that attract amounts of income must be shown gross in the accounts. The determination of any financial thresholds or bandings referred to by these Regulations must therefore be done with reference to the gross amount.

Ordering works, goods and services

- 14 Directors must use the FMS system except in the case of emergencies or if approval has been given by the CFO to an alternative arrangement.
- 15 Official orders which including e-orders must be issued for all purchases except:
- payments made on the basis of a formal contract;
 - purchases made through petty cash
 - continuous charges for supply (ie periodic accounts for gas, electricity, water etc).

- 16 Official orders electronic or otherwise must be in an approved form as determined by the CFO. They may only be authorised by signatories up to the limits of their delegation as set out in the relevant Directorate schemes of delegation. This record must be accurate, complete and kept up to date. If it is necessary for an oral order to be placed for any good reason, it must be followed up by a official order as soon as it possible to do so. Orders must be clear and specific (ie they should state quantity, price, nature of the goods or service etc so that meaningful comparison between what was ordered and what has been received can be made and the invoice can be matched to the order). Official orders may not be raised for personal or private purchases. Schools have their own ordering procedures and must abide by the regulations set out in the Local Management of Schools scheme.

Payments for works, goods and services

- 17 Payments for works, goods and services must only be made:
- on receipt of an invoice or contract certificate which satisfies VAT regulations, or;
 - where the liability for payment is clearly established and evidenced;
 - in accordance with contractual commitments.
- 18 All Directors must use the FMS system unless they have the approval of the CFO to make alternative arrangements. Officers must ensure payments for works, goods and services are not made unless:
- they are supplied in accordance with an official order, or contract, and the invoice amount/contract certificate is correct;
 - payment is in respect of a periodic account or for a service regularly supplied and the amount invoiced is properly payable.
- 19 Payments in advance must be avoided except where this is the accepted practice for the type of expenditure involved (e.g. leasing payments, travel or conference facility fees). Advance payments in excess of £5,000 can only be made with the approval of the CFO all sums below this amount, which are not accepted practice can be approved by the relevant Director. Where interim or part payments form part of a contract, interim certificates or part invoices must be authorised for payment only after the value of the work done or goods or services received has been confirmed.
- 20 A proper separation of duties between staff responsible for creating contractual commitments (or otherwise ordering works, goods and services) and those authorising invoices for payment

which should in turn be kept separate from staff responsibilities for receiving and checking works, services and goods. Directors must agree alternative arrangements with the CFO if it is not practically possible to maintain an adequate separation of duties for any reason.

- 21 All invoices and receipts must be original documents which comply with VAT regulations (invoices and receipts scanned through the Councils EDRMS system are accepted as original documents). Invoice coding slips for use in exceptional circumstances must be properly completed detailing the correct VAT code, finance ledger codes, sufficient narrative description to allow invoices to be matched and properly described in the ledger and all necessary signatures electronic or otherwise for authorisation and payment.
- 22 Directors must ensure that payments are made in an appropriate timescale that will not unduly disadvantage the Council's cash flow, result in the Council incurring late payment penalties or prejudice the financial position of those to whom the payment is to be made. The performance standard for the payment of invoices is 30 days. This is a Local Performance Indicator that is monitored by CMT and reported to Executive.

Contracting for works, goods and services

- 23 The Contract Procedure Rules are issued as a supplementary guidance document to these regulations and set out the specific procurement rules and procedures to be observed in contracting for the provision of works, goods and services.

Payments of salaries, wages & allowances

- 24 Staff costs form the largest item of expenditure made by the Council. It is important that payments are accurate, complete, timely and made in accordance with what is due consistent with the individual conditions of employment and/or the terms of any officer or Member allowance scheme and that such payments are fully recorded and accounted for in the accounting system.
- 25 The CFO is responsible for providing a corporate payroll system for recording all payroll data and generating payments to employees and Members. The system must allow for the proper calculation of all pay and allowances, National Insurance and pension contributions, Income Tax and all other deductions. Directors must use the corporate payroll system for all payments to employees. Directors are responsible for ensuring that all information relating to an employee's entitlement to pay and/or the payment of allowances are forwarded to the Payroll team within agreed timescales or otherwise properly and completely input on a local basis (if that arrangement has been agreed with the CFO). All supporting evidence of entitlement must be provided to payroll at the same time (i.e. signed timesheets,

appointment forms, changes in pay scales, approval for responsibility payments etc). Schools are permitted to make their own payroll arrangements but if they choose to do so they must provide the CFO with all necessary information to provide assurance to the auditors that any alternative system is well controlled, managed and resulting in the correct payments being made to the correct staff.

- 26 Directors must have the approval of the CFO if they wish to pay an individual a wage or salary outside the payroll system. Any such circumstance must be regarded as exceptional and Directors must give careful consideration to the employment status of the individual in doing so (ie self employed, consultant or sub-contractor) and the taxation implications of making alternative arrangements.

Petty cash and disbursements

- 27 The CFO will provide petty cash floats to a maximum amount agreed with Directors for the purpose of meeting minor expenses. Directors are responsible for ensuring all petty cash monies are securely stored and are only used for the purposes intended. VAT receipts must be provided with requests for reimbursements. All receipts and vouchers must be retained and regular reconciliations carried out and recorded by staff responsible for managing petty cash floats.

Banking arrangements

- 28 It is the responsibility of the Executive to approve the banking arrangements of the Council and for the CFO to manage the banking contract on a day to day basis. Council payments must be made by cheque, BACS or other instrument drawn on the Council's bank account by the CFO. Directors must have the prior approval of the CFO to operate local bank accounts and this will only be allowed in exceptional circumstances. Detailed advice on the use and operation of local bank accounts is given in the Council's Guide to Managing Financial Risks and the Local Management of Schools finance manual.
- 29 The CFO is responsible for ensuring regular reconciliations are carried out for all the main bank accounts to the financial records of the Council. Responsibility for the regular reconciliation of local bank accounts resides with the relevant Directors. All cheques on the main bank account are to be ordered and controlled by the CFO who will make arrangements for the safe custody of all blank cheques and the preparation, signing and dispatch of cheques. All withdrawals or transfers with an individual excess of £50,000 must be counter-signed by another authorised signatory to the bank account. Directors must make arrangements for the safe custody of all blank cheques and the preparation, signing and dispatch of cheques for all other local bank accounts.

Treasury Management

- 30 The Council has adopted the recommendations set out in the CIPFA Code of Practice on Treasury Management (the Code) which have been observed in setting out the Council's Treasury Management Strategy and policy statements.
- 31 The CFO is responsible for:
- a) preparing a Treasury Management Strategy setting out the objectives, policies, working practices and controls to be observed in the Council's treasury management activities for approval by the Executive;
 - b) ensuring the implementation of the strategy and its periodic review, reporting progress and any necessary changes to meetings with the Executive Member for Corporate Services on a regular basis;
 - c) all investment, borrowing and credit agreements entered into on behalf of the Council, credit cards, hire purchase arrangements and finance leases will not be approved for use except in very special circumstances;
 - d) approving the set up of any company, joint companies, joint ventures, partnerships or investments;
 - e) the custody of all financial securities which are the property of the Council, or are held in its name;
 - f) the registration of all Council owned stocks, bonds, mortgages and loans;
 - g) effecting all loans in the Council's name to meet its needs on the most economic terms available.
- 32 Directors are responsible for:
- a) ensuring that loans or guarantees are not given to third parties and that interests are not acquired in companies, joint ventures or other enterprises without the approval of Full Council following consultation with the CFO;
 - b) arranging for all trust funds to be held in the name of the Council wherever possible and ensuring that trust funds operate within the law and the specific requirements for each trust. All officers acting as trustees by virtue of the position with the Council shall deposit securities relating to the trust to the custody of the CFO unless the deeds specifically require otherwise;
 - c) arranging the secure administration of funds held on behalf of third parties and partnerships ensuring that the systems and controls for administering such funds are approved by the CFO and subject to regular audit.

Taxation

- 33 The CFO is responsible for ensuring:
- a) the completion of all Inland Revenue returns regarding PAYE;
 - b) the completion of a monthly return of VAT inputs and outputs to HM Revenues & Customs;
 - c) the provision of details to the Inland Revenue regarding the construction industry tax deduction scheme;
 - d) the provision and maintenance of up to date guidance for Council employees on taxation issues in relevant accounting and taxation manuals and through advice provided by the Corporate Accountancy team.
- 34 Directors are responsible for ensuring that:
- a) the correct VAT liability is attached to all income due and that all VAT recoverable on purchases complies with HM Revenues & Customs;
 - b) where construction and maintenance works are undertaken, the contractor fulfils the necessary construction industry scheme (CIS) deduction requirements;
 - c) all persons employed by the Council are added to the Council's payroll and tax deducted from any payments made to them (with approved exceptions agreed by the CFO where the individuals concerned are bona fide self-employed or are employed by a recognised agency);
 - d) all advice and guidance on taxation issued by the CFO is followed and adhered to by staff in their own Directorates.

Stocks & stores

- 35 Directors may hold reasonable levels of stocks and stores of consumable items, materials, equipment and goods for resale. They are responsible for the receipt and custody of stock items and for writing off any items of stock. Directors must take VFM considerations into account in holding stocks and stores and ensure unnecessarily high levels of stocks are not allowed to accumulate. The value of stocks and stores held at the year end must be certified by and authorised officers and forwarded to the CFO.
- 36 Procedures for the disposal of redundant stocks and equipment are set out in the guide to the disposal of assets which forms supplementary guidance to these regulations.

Inventories & asset management

- 37 The Council holds tangible assets in the form of property, vehicles, equipment, furniture and other items worth many millions of pounds. It also makes use of other non-tangible assets such as intellectual property. It is essential to the financial health and well being of the Council that these assets are safeguarded and used efficiently and effectively in supporting the delivery of Council services. All staff are responsible for safeguarding the assets and information used in their day to day activities and must ensure they are aware of their responsibilities in respect of the Data Protection Act, software copyright legislation, and the security of the Council's information systems. These responsibilities are laid out fully in the IT Regulations and E-Communications Policy that form part of the Constitution.
- 38 The CFO is responsible for:
- a) ensuring that an asset register is maintained in accordance with good practice for all fixed assets valued in excess of £5,000 and that asset valuations are made in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting: A Statement of Recommended Practice (the SORP);
 - b) arranging for all insurances and requiring Directors to ensure all assets are kept securely and used efficiently and effectively;
 - c) ensuring compliance with the rules in relation to contractual commitments for the acquisition and disposal of assets set out in these Regulations;
 - d) ensuring advice on the VAT implications of proposed land & building acquisitions and sales is sought at the planning stage;
 - e) ensuring that all asset acquisitions and disposals are properly recorded within asset records and comply with the disposal policy which forms supplementary guidance to these regulations.
- 39 The CFO has formally delegated some of his responsibilities and delegated decision making powers in relation asset management matters, to the Head of Property Services (Corporate Landlord) who acts on his behalf in managing the Council's property portfolio and day to day operations. The Corporate Landlord (CL) is responsible for the proper management of all corporate land and buildings owned by the Council including:
- a) maintaining up to date records of all land and buildings, including valuations in the form of a corporate asset register for the Council and these records must as a minimum be reviewed on an annual basis;

- b) ensuring all rents, charges, fees etc due in respect of properties and land are raised and all income is collected and accounted for in the Council's accounting systems;
 - c) ensuring that all land and buildings are maintained and insured so as to best protect and safeguard the Council's interests;
 - d) ensuring all lessees and other prospective occupiers of Council land and buildings are not allowed to take possession or enter the property until a lease or agreement in a form approved by the CFO has been made;
 - e) the disposal of surplus assets, land and buildings up to the value of £100,000 on behalf of the Council and its Directorates, in consultation with the CFO, the relevant Director(s) and Executive Member for Corporate Services, except where the disposal is not to the highest bidder or there is a significant discrepancy between the estimated sales value and the actual sales figure. All disposals must comply with the Contract Procedure Rules that form supplementary guidance to these regulations and the Rules in Relation to Contractual Commitments set out in the Guide to Managing Financial Risks. All disposals valued in excess of £100,000 must be referred to the Executive for decision;
 - f) the acquisition of all land and buildings on behalf of the Council and its Directorates in consultation with the CFO and having due regard to the provisions of the Asset Management Strategy, Capital Programme and Medium Term Financial Strategy. All acquisitions in excess of £100,000 must be reported to the Executive for approval;
 - g) to act as custodian for all title deeds for the Council;
 - h) arrange for the valuation of all land and buildings as necessary to meet the accounting requirements of the CFO;
 - i) the CFO may chose to resume his/her full responsibilities for asset management at anytime and without notice.
- 40 The Assistant Director of Resources (Transformation and Efficiency) is responsible for purchasing, recording and insuring items of Information Technology equipment (except equipment purchased from schools delegated budgets). Directors are responsible though for ensuring such equipment is kept securely, protected from loss, theft, damage etc.

41 In addition, Directors are responsible for:

- a) providing the CL with information and all relevant documentation regarding all assets owned or used in relation to services provided by the Directorate(s) for the purposes of maintaining an up to date and complete asset management register;
- b) ensuring the proper security and safe custody of all assets under their day to day operational control and consult with the CL in any case where security concerns exist or if it is considered that special security arrangements are required;
- c) to record all disposals or part exchange of non-land and building assets, in line with the disposal policy which forms supplementary guidance to these regulations ;
- d) to maintain local inventories recording adequate descriptions of all furniture, fittings, equipment, plant & machinery above £500 and record items of a lower value where the risk is considered to be significant;
- e) reporting all assets that are lost, stolen or destroyed to the Insurance Manager for recording purposes and where necessary the CIA in compliance with the asset disposal policy;
- f) making sure property is only used in the course of the Council's business, unless specific permission has been given by the Director to do otherwise.

Trading accounts

- 42 The CFO is responsible for advising Directors and Members on the establishment of trading accounts and business units.
- 43 Directors are responsible for:
 - a) consulting the CFO where a business unit wishes to enter into a contract with a third party where the contract expiry date exceeds the remaining life of their main contract with the Council. In general such contracts should not be entered into unless they can be terminated within the main contract period without penalty;
 - b) observing all statutory requirements in relation to business units, including the maintenance of a separate revenue account to which all relevant income is credited and all relevant expenditure, including overhead costs are charged and to produce an annual report in support of the final accounts;
 - c) ensuring the same accounting principles are applied in relation to trading accounts as for other services or business units.

Part E

External arrangements

Introduction

- 1 The Council exercises an important community leadership role, helping to orchestrate the contributions of various stakeholders in discharging its statutory responsibilities for promoting and improving the economic, social and environmental well-being of the area.

Partnerships & joint working

- 2 The CFO must satisfy him/herself that the accounting arrangements for all partnerships and joint ventures are proper and appropriate, including all audit and inspection requirements. He/she must also consider overall corporate governance arrangements and any legal and taxation issues when partnerships are arranged with external bodies. He/she must ensure all known risks are appraised before entering into agreements with external bodies and seek to ensure VFM is obtained.
- 3 The CFO is also be responsible for advising on the funding and financing of a project including:
 - a) financial viability in current and future years;
 - b) risk appraisal and risk management arrangements;
 - c) resourcing and taxation;
 - d) audit, security and control requirements;
 - e) carry forward arrangements.
- 4 Directors are responsible for:
 - a) maintaining local registers of partnerships and entered into with external bodies in accordance with procedures specified by the CFO and providing information about those to the Head of Paid Service as required;
 - b) ensuring that a risk management assessment has been carried out before entering into agreements with external bodies;
 - c) ensuring that such agreements and arrangements do not impact adversely upon the services provided by the Council;
 - d) ensuring that all agreements and arrangements are properly documented;

- e) providing appropriate information to the CFO to enable relevant entries to be made in the Council's Statement of Accounts concerning material items;
- f) ensuring that the appropriate approvals are obtained before any negotiations are concluded in relation to work with external bodies.

External funding

- 5 External funding can prove a very important source of additional income to an authority, but funding conditions need to be carefully examined before entering into any agreement to ensure they are compatible with the aims and objectives of the Council. Councils are being encouraged to provide seamless service delivery by working closely with other agencies and service providers (both public and private). Funds from external agencies such as the National Lottery and the single regeneration budget can provide additional resources for services. However, whilst the scope for funding has increased, it is usually linked to increasingly tight specifications and may not be flexible enough to meet the aims and objectives of the Council ambitions and plans.
- 6 The CFO is responsible for:
 - a) ensuring that all external funding is received and properly recorded in the Council's accounts;
 - b) match funding requirements are considered prior to entering into any agreement and that future revenue budgets reflect these requirements;
 - c) ensuring all audit requirements are met.
 - d) Provision of standard application documentation for discretionary grants.
- 7 Directors are responsible for ensuring that:
 - a) all claims for funds are made by the due date;
 - b) the project progresses in accordance with the agreed project plan and all expenditure is properly incurred and recorded.

Work for third parties

- 8 Current legislation enables the Council to provide a range of services to other bodies. Such work may enable a unit to maintain economies of scale and existing expertise. Arrangements must be put in place to ensure that any risks associated with undertaking such work is minimised and that the work is done *intra vires*. All work should be properly costed in

accordance with the advice and guidance of the CFO and done on the basis of a proper contract according to the Contract Procedure Rules set out as supplementary guidance to these Regulations.

- 9 The relevant Executive Member(s) are responsible for approving the contractual arrangements for work undertaken on behalf of a third party or external bodies. The CFO is responsible for issuing guidance with regard to the financial aspects of any third party contracts and the maintenance of the contracts register. Directors are responsible for:
- a) ensuring that the approval of the Executive Member is obtained before any negotiations are concluded to work for third parties;
 - b) maintaining a register of all such contracts entered into with third parties in accordance with procedures specified by the CFO;
 - c) ensuring that appropriate insurance arrangements have been made;
 - d) ensuring that the Council is not put at risk from any bad debts;
 - e) ensuring that no contract will be subsidised by the Council;
 - f) ensuring that the service has the appropriate expertise to undertake the contract;
 - g) ensuring that such contracts do not impact adversely upon the services provided to the Council;
 - h) providing appropriate information to the CFO to allow entries to be made in the Council's final Statement of Accounts.
 - i) ensuring that there is no conflict of interest with any third party provider

Annex A

Summary of Delegation & Reporting

Revenue Virements

Decision maker	Delegated powers & authority	Thresholds
The Executive	To approve virements between Service Plans in excess of £500k (either individually or in aggregate for the financial year)	Over £500k up to the cash limits set by the Budget
	To approve allocations of resources from approved contingencies and reserves	As set by the annual Budget
	To make recommendations to Full Council for the release of budget resources in excess of the approved contingencies and reserves	As set by the annual Budget
	To approve virements from within existing Service Plans or between Service Plans into new or otherwise unplanned functions and activities if savings are available to be re-directed into the new activity	Over £500k
Directors	To approve virements within or between Service Plans within their Directorates in excess of £100k and up to £500k (either individually or in aggregate for the financial year) in consultation with the relevant Executive Member	Over £100k and up to £500k
	To approve virements from within existing Service Plans or between Service Plans within their Directorates into new or otherwise unplanned functions and activities if savings are available to vire into the new activity	Over £100K and Up to £500k in consultation with the relevant Executive Member
	To approve virements between directorates in consultation with the relevant directors	Up to and including £50K in consultation with the relevant Executive Member
Other Chief Officers	To approve virements within their Service Plans up to £100k (either individually or in aggregate for the financial year)	Up to £100k

Capital Virements

Decision maker	Delegated powers & authority	Thresholds
The Executive	To approve individual virements between schemes in excess of £500k	Over £500k
	To re-phase approved scheme expenditure between years in excess of £500k for each scheme	Over £500k
Directors	To approve individual virements between schemes in excess of £100K up to a maximum of £500k in consultation with the relevant Executive Member	Over £100K and Up to and including £500k
	To approve individual virements between schemes up to a maximum of £100k	Up to and including £100k

Venture Fund Bids

Up to and including £50K
Over £50K

CFO & Leader of Council
Executive

Payment in Advance

Up to and including £5K
Over £5K

Relevant Director
CFO

Disposal of Surplus Assets (Land & Buildings)

Up to and including £100K
Over £100K

Head of Property Services (CL) in
Consultation with CFO (Para 39 Page 45)
Executive

Acquisition of Assets (Land & Buildings)

Up to and including £100K
Over £100K

Head of Property Services (CL) in
Consultation with CFO (Para 39 Page 45)
Executive

Debt Write-Off

Decision maker	Delegated powers & authority	Thresholds
The Executive	Amounts exceeding £200,000 may only be written off on the authority of the Executive. The CFO shall maintain a record of all such write-offs showing attempted recovery action taken and the justification for non-recovery.	Over £200k
Executive Member	Amounts over £10,000 and not exceeding £200,000 on the authority of the Executive Member (Corporate Services) in consultation with the CFO. The CFO shall maintain a record of all such write-offs showing attempted recovery action taken and the justification for non-recovery	Over £10k and up to and including £200K
CFO	Amounts over £5,000 and not exceeding £10,000 on the authority of the CFO in consultation with the Executive Member (Corporate Services). The CFO shall maintain a record of all such write-offs showing attempted recovery action taken and the justification for non-recovery.	Over £5k and up to and including £10k
Chief Officers	Amounts not exceeding £5000 may be written off by any Chief Officer in consultation with the CFO, who shall maintain a record of all such write-offs showing attempted recovery action taken and the justification for non-recovery.	Over £100 and up to and including £5k
Head of Financial Procedures	Amounts not exceeding £100 may be written off by the Head of Financial Procedures , who shall maintain a record of all such write-offs showing attempted recovery action where taken and the justification for non-recovery.	Up to and including £100

Glossary of terms

Common terms

Budget	<i>A plan expressed in financial terms</i>
Cost centre	<i>A budgeting level which usually reflects a whole service area, or main sub-category of a service. It encompasses a number of standard 'subjective' coding areas such as those used for staffing related costs, supplies & services, income etc</i>
Capital	<i>The organisation's total assets less its liabilities</i>
Capital expenditure	<i>Expenditure to acquire fixed assets that will be of use for more than the year in which they are acquired and which adds to the Council's tangible assets rather than simply maintaining existing ones</i>
Revenue	<i>Income or expenditure, arising from or spent on, day to day activities and short lived commodities or consumables</i>
Service plan	<i>A plan setting out the priorities and service ambitions</i>
Virement	<i>A transfer of resources between or within approved cost centres for both revenue and capital purposes</i>

Acronyms

CFO	<i>The Chief Finance Officer</i>
CIA	<i>The Chief Internal Auditor</i>
CL	<i>Corporate Landlord</i>
FMS	<i>The principal budgeting and financial information management system used at the Council</i>
ITT	<i>Invitation to tender</i>
MEAT	<i>Most Economically Advantageous Tender</i>
MO	<i>The Monitoring Officer</i>
NI(C)	<i>National Insurance (contributions)</i>
PAYE	<i>Pay as you earn</i>
VFM	<i>Value for Money</i>
VAT	<i>Value Added Tax</i>

Organisations

CIPFA	<i>The Chartered Institute of Public Finance Accountancy</i>
SOLACE	<i>Society of Local Authority Chief Executives</i>
The Audit Commission	<i>Quasi autonomous non-governmental body charged with the independent audit of public sector organisations in the Local Government and Health arena</i>
The District Auditor	<i>Independently appointed person responsible for the external audit of the Council. The District Auditor has various statutory powers and responsibilities for public reporting of the audit</i>

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Executive21st July 2009

Report of the Corporate Landlord

Land at the Rear of Acomb Explore, Front Street, Acomb**Summary**

1. This report asks members to approve the acquisition of two sites at the rear of Acomb Explore as an 'opportunity purchase'
2. This report does not seek commitment to any proposed scheme.
3. A further report will be brought to members when an option appraisal and business case have been concluded.
4. This report also asks members to amend the capital programme and bring forward funding already approved from 2010/11 to 2009/2010.

Background

5. On 16th February 2009, under minute number 187 (i) c) the Executive agreed, as part of the Capital Programme Budget – 2009/10 to 2013/14, the provision of £1.75m gross for the relocation of the current Acomb Office at 50 York Road.
6. The progress of this project and consequent expenditure to be dependant upon a full appraisal and business case, to be submitted to the Executive at a future meeting.
7. The Corporate Landlord was aware of the availability of this land and had begun, in accordance with good asset management practice, to consider the 'opportunities' that may exist from its acquisition to support services in the Acomb area of the city. The ongoing Area Asset Management Plan for that area will identify needs from within the council, our partner organisations and the community.
8. The Corporate Landlord, in consultation with HASS and the Admin Accom team, was also considering the future needs of 50 York Road, the Acomb Office.
9. The subject sites comprise the following:

- a. Acomb Bowling Club – shown edged blue on the attached plan at Annex A. Extends to an area of approximately 0.6 acres. Due to dwindling numbers and the age profile of the membership the trustees are looking to wind up the club and sell the site. Negotiations with the club have resulted in provisional agreement for the Council to acquire the property for the sum set out in Exempt Annex 2, subject to planning consent being obtained for offices and Council related uses, satisfactory site survey and an overage provision should the Council not in the end proceed with any scheme and the land sold on for other more valuable uses.
 - b. Land owned by Reynolds Homes – shown edged green on the plan at Annex A. Extends to an area of approximately 0.3 acres. The land has the benefit of detailed planning consent for the erection of three detached houses. Provisional agreement has been reached to acquire the land for the sum set out in Exempt Annex 2 on an unconditional basis.
10. The acquisition of these two parcels of land affords the opportunity to:
- a. create a new integrated service facility, subject to obtaining the relevant planning approvals, to combine council services in this part of York, notably the relocation of Acomb Housing Office. All directorate and service needs are being considered in that area of the city as part of the Area Asset Management Planning process. The Corporate Asset Management Group (CAMG) has, to date, received interest from several internal service needs as well as ongoing discussions with our partners at the PCT and North Yorkshire Police. North Yorkshire Ambulance Service already have a presence on site.
 - b. Consider the release of land and property that would be no longer needed following successful relocation and rationalisation of services.
 - c. The site may also offer the opportunity for the development and provision of affordable homes.
11. The minute of the Executive on 16th February 2009 agreed that the £1.75m gross be split £0.5m in 2010/11 and £1.25m in 2011/2012. The Bowling Club acquisition is subject to planning and therefore the expenditure will not be incurred until 2010/11. However, Reynolds Homes are not prepared to wait until the next financial year, as they are wanting to acquire another site to replace the subject one.

Consultation

12. This report has been prepared in consultation with the Extended Corporate Asset Management Group, which includes representatives from North Yorkshire Fire and Rescue, North Yorkshire Police, and the local Primary Care Trust.

13. As part of the Acomb (South) Area Asset Management Plan consultation has taken place with local Ward members and residents, which has identified the need for additional service need in this area, particularly for young people.
14. If option a) below is approved the next stages will be as follows:
 - a) further extended meeting of the Corporate Asset Management Group to look at requirements for the site.
 - b) Formation of a project team to take forward the scheme.
 - c) Consultation with local ward members and conclusion of Acomb Area Asset Management Plan.
 - d) Public consultation on use of the site and relocation of existing facilities.
 - e) The provision of an option appraisal and a business case to be submitted to this Executive

Options

15. The following three options are available:
 - a) Acquire both sites and recommend to Full Council bringing forward expenditure in the Capital Programme to 09/10 to fund the acquisition of the land owned by Reynolds Homes and carry out initial scoping and feasibility work.
 - b) Acquire the Bowling Club site only, funded in accordance with the approved Capital programme.
 - c) Not proceed with the acquisitions.

Analysis

16. Option a) – acquire both sites.

Advantages :

Offers a unique opportunity to acquire land adjacent to an existing successful Council facility and develop to meet identified needs and facilities for the council and our partner organisations. This will allow them to be housed in more efficient and environmentally friendly buildings, thus allowing the Council to relinquish properties less suitable and more costly to run.

Disadvantages:

Funding in the Capital Programme would have to be brought forward from 2010/2011, however, if this doesn't happen Reynolds Homes have advised that they will commence work on site and the opportunity will then be lost.

17. Option b) – acquire the Bowling Club site only

Advantages:

Would allow the appraisal and business case, as identified in the Capital Programme, to proceed as originally planned.

Disadvantages:

A very much reduced site area and therefore limited as far as the co-location and relocation of services is concerned. Potential conflict with adjacent housing site once developed, especially as far as vehicle movements are concerned.

18. Option c) – not proceed with acquisitions

Advantages:

Would allow Capital to be spent on other projects.

Disadvantages:

A lost opportunity to pursue good asset management practice and to relocate service provision from less efficient and less environmentally friendly buildings and co-locate services from partner organisations.

Corporate Priorities

19. The successful delivery of this scheme will help to achieve a number of the themes of the Corporate Strategy 2009/10 including:

- a) Sustainable City – any new development taking place will be in accordance with the Council's sustainable objectives and will allow the release of less environmentally friendly buildings.
- b) Safer city – from the possible Police presence on site.
- c) Inclusive City – this scheme has the potential to make Council services easier to access.
- d) Healthy City – potential co-location of services with the PCT
- e) Effective Organisation – adhering to government guidelines regarding best practice in asset management; much better and more effective working conditions for staff.
- f) Admin Accom – moving from a less efficient building, and saving on rent and service charge.
- g) Corporate Asset Management Plan – Property Output 7 encouraging the sharing of assets with other Council and partner services.

20. **Implications**

- a) **Financial** – funding identified in the Capital Programme 2009/10 to 2013/14 totals £1.75m and is split £0.5m in 2010/11 and £1.25m in 2011/12. In order to purchase both parcels of land part of the funding needs to be brought forward to 2009/10. As a result there will be a need for short term prudential borrowing which will result in increased finance costs. This is estimated at £40k, which will be met from the existing corporate treasury management budget allocation.

- b) It should be noted that a detailed business case needs to be drawn up for approval before the £1.75m scheme can proceed in 2010/11 to ensure it is financially robust. If the scheme is not financially viable then it will be withdrawn from the Capital Programme.
- c) In the interim, if approval is given to purchase the land and then the scheme is not approved overall, then the land can be sold and the capital receipt received used to support the rest of the Capital programme.
- d) **Human Resources (HR)** – there are no HR implications
- e) **Equalities** – easier access to facilities.
- f) **Legal** - there are no legal implications other than the usual legal formalities associated with conveying the sites, subject to any conditions/covenants as set out in this report.
- g) **Crime and Disorder** – there are no crime and disorder implications other than the potential for a Police presence on site should this scheme proceed.
- h) **Information Technology (IT)** – there are no IT implications.
- i) **Property** – the implications are set out in this report. The Corporate Landlord approves this proposal as it has been discussed at the Corporate Asset Management Groups and is in accordance with objectives set out in the Corporate Asset Management Plan 2007-2012. See paragraph 6 above.

Risk Management

- 21. Bowling Club site – risk of not obtaining planning permission for offices and Council related uses and thus possibly losing deposit, although not yet agreed.
- 22. Reynolds Homes site – as above there is the risk of planning consent not being forthcoming. However, with the existing planning consent the site could be used for affordable housing or be sold on. As a minimum the acquisition cost will be covered as it is anticipated that, in time to come, market conditions will improve.

Recommendations

- 23. Members are asked to:
 - Approve Option a): Acquire both sites and recommend to Full Council bringing forward expenditure in the Capital Programme to 09/10, as identified in the exempt section of this report, to fund the acquisition of the land.
- 22. Reason: to secure land at the rear of Acomb Explore as an opportunity purchase. In addition this will provide the opportunity for further rationalisation

of Council properties and joint working with partner organisations in one location.

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Report Approved



Date 9 July 2009

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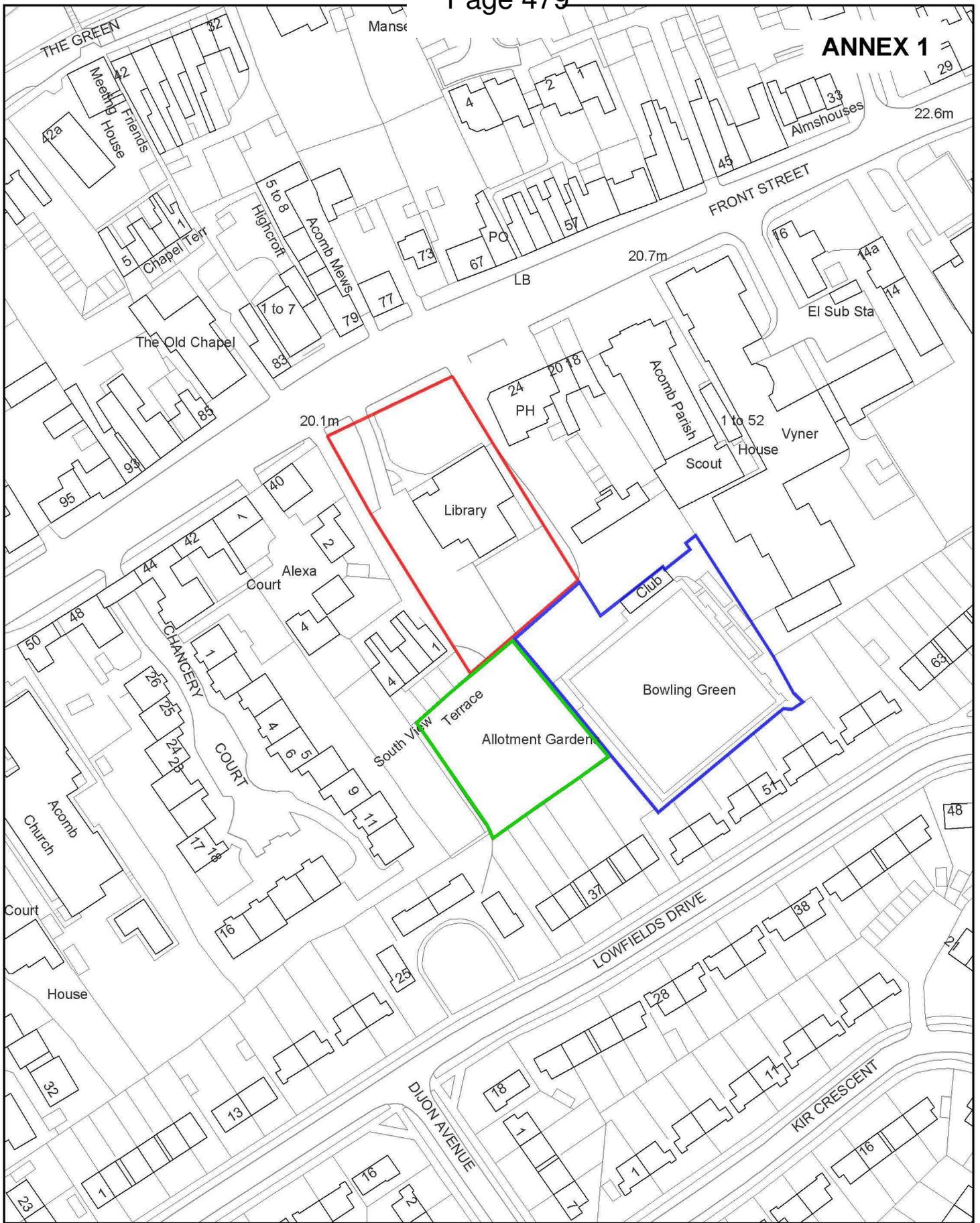
Background Papers:

File No. G00121 held in Asset and Property Management, Property Services
Minute No. 187 of the Executive Meeting on 16th February 2009.

Annexes

Annex 1 – Plan showing the sites at the Rear of Acomb Explore

Exempt Annex 2 – The offers made for the purchase of the two sites and the current rent and service charge at 50 York Road, Acomb.

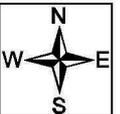


ANNEX 1



Resources
Property Services

Land at rear of Acomb Explore



SCALE 1:1,250

DRAWN BY: GR

DATE: 02/07/2009

Originating Group:

Property Services

Drawing No.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Executive

21 July 2009

Report of the Director of Learning, Culture and Children's Services

Secondary Education Provision on the East side of the City**Summary**

1. This report summarises a complex set of issues and challenges facing the local authority and its schools on the east side of the city and seeks the views of members on a preferred way forward. This is an urgent item in order to fulfil a commitment from the local authority to consider options before the end of term.

Background

2. Demographic changes have seen secondary school numbers in York decline since 2003, a trend that will continue until 2015. Based on children already in the system, numbers will however rise again in secondary schools from 2016, reflecting a rising birth rate in York over recent years.
3. Other factors will also affect future demand for school places. The potential impact of planned new housing developments at Derwenthorpe, Germany Beck and the University expansion as well as possible longer term demand arising from the Local Development Framework (LDF), makes forecasting the required numbers of school places particularly difficult.
4. Declining numbers of secondary students across the city has increased the choice of secondary school available to many parents. As a result more have been getting their stated first preference of secondary school. However, one further consequence of this has been a significant reduction in the number of parents who live within the catchment area of Burnholme Community College choosing the local school for their children.
5. It is, however, important to recognise that those parents who have chosen Burnholme value the school very highly. This is evident from the well attended public meeting held at the school recently, ongoing media coverage, correspondence received during recent weeks, and parental views set out in the recent Ofsted report.
6. In 2008 the school was listed as a "National Challenge" school because fewer than 30% of students were attaining 5+ A*-C at GCSE including English and Maths. This report details recent significant improvements in standards. Importantly, the recent Ofsted inspection of the school rated it as "Good" in all key judgements. Examination results for 2009 are expected to improve from 2008 and to be well above the level set for National Challenge schools.

7. Burnholme Community College is an important community facility and resource, providing nursery, adult education and sports facilities.
8. Local authorities are required by the Audit Commission to keep surplus capacity under review and to ensure that, as far as possible, the supply of school places matches demand. This ensures that money intended for educating children is not being used to maintain empty buildings.

Analysis

9. Annex 1 shows the expected number of 11–16 students across the city as a whole between 2001 and 2020. Overall numbers will continue to fall until 2015 and then begin to rise. This is shown in primary school numbers, which are now starting to rise reflecting an increasing birth rate.
10. Annex 2 shows the numbers of secondary students living within the catchment area of Burnholme Community College. This shows a secondary school age population of over 650 during the period 2002–20. The annex also shows the number actually attending the Community College. This has fallen from around 500 in 2001 to around 363 in September 2009.
11. Future projections are largely dependent upon the impact of parental preference and assumptions about future housing developments. If recent patterns of parental preference continue, it seems highly likely that the school roll will fall to between 270 and 320 by 2012. However, it should be noted that future projections of student numbers can only be rough estimates as parental preferences can change quickly.
12. In 2009 the school received around 40 first preferences and a total of 50 children are expected to start at the school in September. The college needs a Year 7 intake of at least 60 to maintain an overall number of 300 students and an intake of 80 each year to maintain 400. There are around 140 children living in the Burnholme catchment area seeking admission to City of York schools in September 2009.
13. The planned housing development at Derwenthorpe is expected to generate a total of around 80 additional secondary age students. Other various small developments in the catchment area are likely to generate an additional small number of secondary age students. Derwenthorpe plans include the use of, and a contribution to, the leisure facilities already on the Burnholme site.
14. Other housing developments are planned in neighbouring areas (e.g. Germany Beck) where schools are already full, although the current financial climate has slowed the pace of those developments.
15. Declining student numbers means that schools receive less funding, usually resulting in a reduction in the number of staff. It then becomes more difficult to maintain a full curriculum and to offer a range of options particularly at 14, or to organise subject teaching in ability groups where that is appropriate. Staff cannot be replaced when they leave and there are fewer opportunities for promotion to retain ambitious staff.
16. Burnholme Community College has been successful over the last three years in managing declining numbers and maintaining curriculum choice; however it is becoming increasingly difficult for the school to balance its budget. Nevertheless, the school and its governors are powerful advocates of the merits of maintaining a

relatively small school within the overall framework, particularly in terms of a more personalised approach to teaching and learning.

Consideration of Options

17. Recent legislation has increased the range of options to be considered when schools are challenged by falling roles or where they are subject to the National Challenge. The local authority has had discussions with the DCSF (National Challenge), the Office of the Schools' Commissioner and Governing Bodies. The following options have been considered :

- a) *Maintaining the school by providing additional financial support as numbers of students fall*
- b) *Consultation on a potential future closure of Burnholme Community College and expansion of other schools.*
- c) *Creation of a new Academy School*
- d) *Federation with other schools*
- e) *Merging with another school*
- f) *Creation of an all-through primary and secondary school*
- g) *Development of a new Partnership with other educational providers to enhance provision on the Burnholme Community College*

18. After careful analysis and discussion with governing bodies, officers believe that at this time only options (a) and (b) represent possible sustainable ways forward for the school, and a more detailed assessment of each of these options is set out below.

Option A - Maintaining the school

19. This option seeks to maintain the present arrangements by providing additional financial support to the school whilst numbers are low (the financial implications are set out from paragraph 30 below). The Governing Body at Burnholme Community College have proposed a strategy for attracting additional students in future years by building on its recent very positive Ofsted report, improved examination results, and a sustained campaign of local community engagement. Governors are seeking a clear statement of support from the local authority in order to give parents and the community confidence that the school has a future as the next admission round approaches.

20. A key consideration is that of educational standards. The college achieved its best ever 5+ A*-C GCSE results in 2008 (up from 52% to 54%), although the figure including English and Maths was 21%, placing the college below the National Challenge threshold of 30%. However the school is expecting in 2009 to achieve 44% for 5+ A*-C including English and Maths, and 58% 5+ A*-C. This would be a very noteworthy performance.

21. These significant improvements have been recognised by Ofsted in their most recent (2009) report, This concluded that *"Burnholme provides a good and improving quality of education"*. Ofsted reported that the *"school has moved forward considerably under the strong new leadership of the headteacher"*, that *"Governance is strong"* and that the

school has “*good capacity to improve further*”. Ofsted also conclude that that the school achieves “*good value for money*” and concluded that “*achievement is good throughout the school*”.

22. For many parents a real strength of the school is its small size, promoting a very personalised approach to learning. Parental responses to Ofsted were “*very positive*” and indicated a “*high level of support*”. The inspector noted: “*there are improved links with parents but the school recognises that levels of engagement with some parents are not yet high enough to raise attendance further*”.
23. The LA has considered the governing body’s proposal and officers believe that the school fully recognises the scope and financial implications of the current situation. The governors have set out a vision that maximises the opportunities created for the school by the positive contents of the recent Ofsted inspection. The governors have researched in some detail the reasons why parents have been seeking alternative schools in recent years. The governors are seeking new partnerships with the private sector but are realistic about the level of funding which may be accessed through this route.
24. Officers also consider that the proposals need further development in some key areas, notably in the detail of the planned marketing strategy and of ways of improving Burnholme’s reputation with local parents. The delivery is dependent upon the capacity of current volunteer governors and a senior leadership team also charged with the day to day running of the school. Further support to the work of the governing body would be available from the local authority.
25. A key question for the local authority is how the school will maintain the quality of teaching and learning with a falling school roll. The Assistant Director responsible for school improvement in York has met with the Headteacher to discuss future curriculum and staffing plans. She considers that the school has taken realistic and considered steps to maintain both the breadth and quality of curriculum during this period of financial constraint. This has been achieved by flexible sharing of internal roles and through creative use of partnerships with other schools.
26. Provided that the recent improvements in standards are sustained, and the school is able to be innovative and creative in marketing itself, officers believe that the school has a realistic chance of attracting and retaining additional students in future years.

Option B phased closure of Burnholme and the expansion of other secondary schools.

27. A second option would be to prepare for a formal public consultation on the future of the school. Such consultation could be initiated through an Executive decision in the autumn. This would include consideration of a phased closure of Burnholme and the expansion of other secondary schools
28. However, before commencing a public consultation the council would need to be confident that a phased closure is deliverable, affordable and in the best interests of students and the wider schools community. This would require further consideration of several key issues including:

- balancing the financial pressures on the school with the longer term uncertainty about student numbers on the east of the city in light of potential future housing developments and rising birth rates;
- the availability of capital funding to support expansion of other schools, given the current lack of clarity about the future of the Building Schools for the Future (BSF) programme;
- the views of the governing bodies of other schools;
- in the event of closure, an assessment of the number of parents who will express a preference for places at non-faith schools;
- recognition that the process of consulting on the future of the school could, of itself, be damaging and become self-fulfilling – leading to a steep decline in applications for places at the school for September 2010.

29. This proposal would address the immediate issue of surplus places. Despite enhanced CVA results and overall performance improvements, the number of parents making Burnholme Community College their school of choice has not increased to date, although uncertainty about the future of the school has no doubt impacted upon this. Creating some additional capacity at other local schools appears as a logical option. However, it should also be recognised that:

- Burnholme Community College has a strong local identity and important community facilities are provided through the school.
- Burnholme Community College is the school of choice for at least 40 families per year at present.
- Burnholme Community College has a higher than average proportion of children with Special Educational Needs. It has been argued that these needs are better met in a smaller and local school setting.
- The recent “good” Ofsted report and improved examination results may help attract more students to the school, making a considerable difference to current projected numbers.
- An increase in capacity at other schools would require significant capital investment with some disruption to school life.
- Any proposed closure would need to ensure that key staff are retained and redeployed to ensure continuity for students through a period of change.

These issues would be fully explored in a further report to the Executive in the autumn if required.

Corporate Objectives

The issues in this paper clearly relate to the Learning City priority of the Corporate Strategy which strives to ensure “that local people have access to world-class education and training facilities and provision” that will “help them to develop the skills and aspirations they need to play an active part in society and contribute to the life of the city”.

Financial Implications

30. In 2006 the Schools' Forum agreed to change several factors within the funding formula for schools. These included increases in funding for schools on split-sites and the introduction of a small schools factor that provides additional resources where a secondary school falls below 450.
31. Burnholme is the smallest secondary school in the city serving some of the most deprived areas of the city and, as a consequence, the school has the highest level of per pupil formula funding at around £5,052 per pupil for 2009/10, compared to an average across the city of £3,680.
32. Research indicates that there are around 20 secondary schools in the country that are between 300 and 400 students, of which 9 are in urban settings. Comparison of spending per pupil shows that Burnholme is currently at the lower end of the range of expenditure per pupil at these particular schools.
33. In 2009/10 the school has a revenue budget of around £2.366m. The school has a cumulative revenue deficit at 31 March 2009 of £121k. The in-year deficit is expected to be £72k in 2009/10. This is after allowing for the small school factor built into the funding formula. If the school remains open, the deficit will increase further as overall pupil numbers fall unless expenditure is reduced further or additional resources are identified.
34. More detail is provided at Annex 3. This shows three different scenarios, the first showing the impact on school finances assuming that only 50 students join the school each year. The second scenario assumes a small rise in numbers joining the school (rising to from 50 to 60 by 2011). The third assumes a more optimistic rise in pupil numbers that the school believes is achievable (rising from 50 to at least 70 by 2011).
35. Under the 3 scenarios the school will require an additional amount of around £335K (including the existing £121k deficit) up until the end of the current school funding period at 31 March 2011.
36. As the allocation of Direct Schools Grant (DSG) has already been set until the end of 2010/11 there is little scope to redirect resources that have already been allocated to other schools. There is, however, a one-off provision of £176k within the Schools Specific Contingency budget for 2009/10 that could be used for this purpose. This would leave around £160k (including the cumulative deficit), to be found from other sources.
37. Members do have the option of topping up the Dedicated Schools Grant from the General Fund resources, particularly if it was felt that the decision to support a small school in Burnholme's circumstances was seen as a wider community issue, not just an educational one. One option for the Executive would be to write-off the current deficit (£121K) through a one-off payment from the council's contingency provision. Any such funding would need to be viewed as a one-off payment to support a school in exceptional circumstances which does not set a precedent for additional support to schools in any other circumstances. If this option was agreed, a further £38K would need to be met from the general school contingency in 2010/11.

38. The additional resources to be met from the DSG beyond 2010/11 will depend upon the number of students joining the school each year and this is shown in Annex 3. The Schools Forum will be fully consulted on any further changes to the funding formula that may be required. The Local Authority would work closely with the school in monitoring the school budget and progress would be reported to the Executive member.
39. The General Contingency for 2009/10 was set at £600k. Potential areas that might require funding during the year were identified as part of the budget process, and totalled just under £1m, which included £400k for Landfill Tax costs and £200k for Access York Phase II Bid Preparation (dependant on whether the preliminary bid made in February 2009 is approved). This request was not included in the £944k pressures identified in the budget. To date £120k has been released leaving £480k to meet remaining demands in the current financial year. It is too early to know how many of the identified areas of financial pressure will be brought before Members for funding, or at what value, but it is expected that the demands will exceed the provision available. Any release from the contingency will obviously reduce sums available for distribution during the remainder of the year. The balance available, if this application is approved, will be £359k.

Other Implications

- **Human Resources (HR)** : there are no specific HR implications of Option A. Option B carries considerable HR implications the details of which would be covered in any further paper which sought to progress this option.)
- **Equalities**: a key relevant priority within the Local Area Agreement and therefore the Corporate Strategy is to seek to reduce the inequalities of outcomes achieved by young people within different communities across the city. This paper is relevant to the debate on how such progress is achieved.)
- **Legal**: There are no legal implications in relation to Option A. Option B could only be progressed within the context of clear statutory requirements.
- There are no specific Crime and Disorder or Information Technology (IT) implications of this paper.
- **Property**: Option B would carry significant property issues which would again be covered in any further report

Risk Management

40. The issues covered in this paper carry various risks of individual, institutional and financial nature. Risks of disrupting the education and future educational opportunities afforded to local children and young people. Risks of undermining current arrangements through even considering initiating a consultation process which could see the closure of a school where wider community facilities are located. Both options carry financial risks particularly if the school is unable to attract their projected increases in numbers or if capital expenditure pre-empts future demographic changes, BSF announcements and progress on new housing developments.

Conclusion

41. The complexity of this situation has been recognised by headteachers across the city. Given the concerns about projected levels of public funding including funding to schools for the coming years, the LA must ensure that limited resources are spent wisely in meeting the needs of children and young people.
42. Good decision-making is facilitated by good information and data. There remains some considerable uncertainty regarding local demographic projections, progress on key housing developments and announcements on the “Building Schools for the Future” programme in York, as well as the suitability, viability and appropriateness of other alternative solutions.
43. Discussions about Burnholme’s future were prompted both by ongoing concerns about numbers and also in response to the school’s National Challenge status. Since then the school has delivered significant improvements in exam results and has received its most positive Ofsted inspection result. This provides an excellent opportunity for the governing body and the LA to promote the school in the local community. To take advantage of this opportunity requires additional resources to be redirected to the school.

Recommendations

The Executive is asked to:

Consider the report and to determine whether the Local Authority should either:

- A) Maintain and support the development of Burnholme Community College by providing the additional funding that is needed (as described in paragraph 36-38 of this report), including £121k to be released from the Council’s contingency.

or:

- B) Bring forward a report to the Executive in the autumn term analysing in more detail the option of a formal public consultation on the closure of Burnholme Community College and the expansion of other schools as required.

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

All

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Annexes

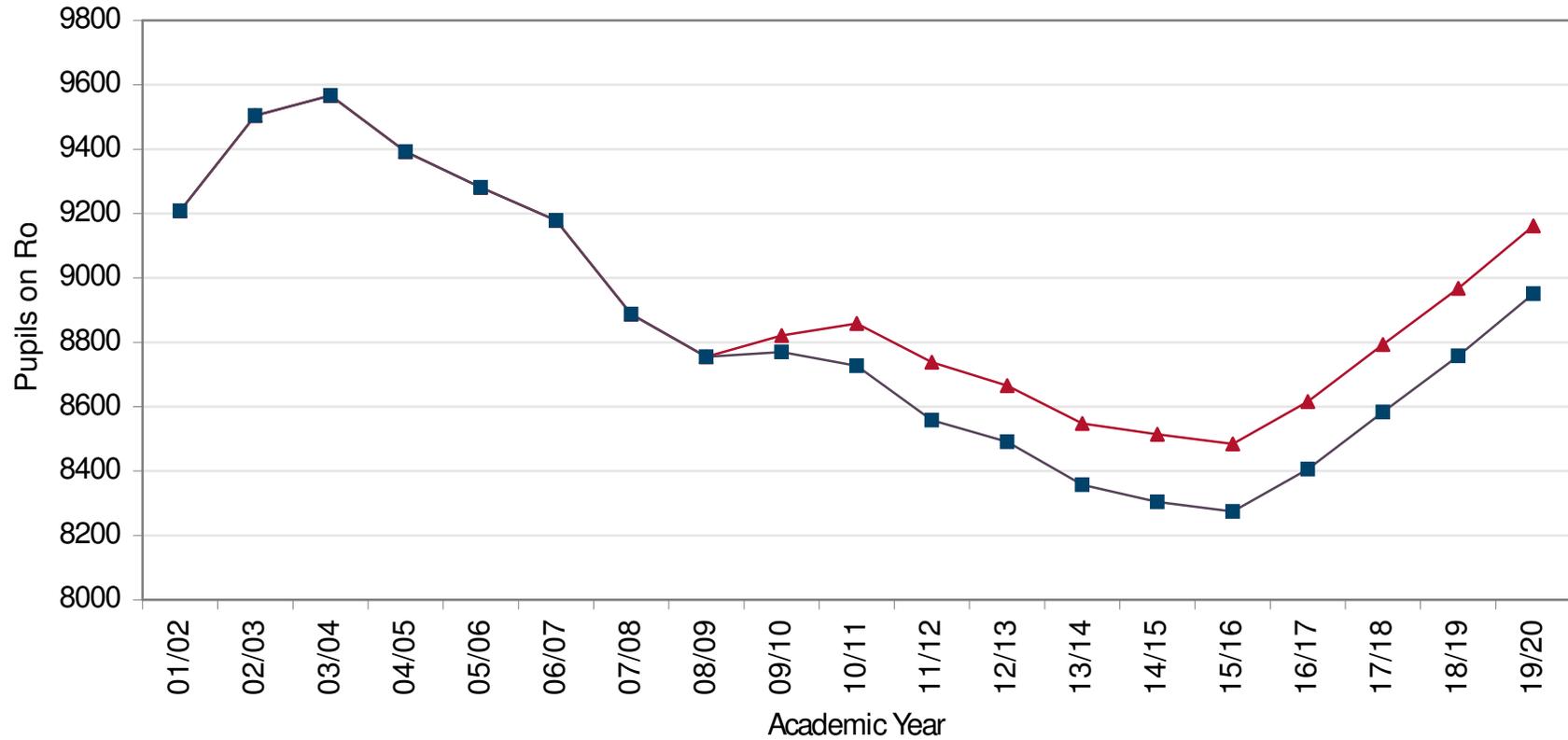
Annex 1: Projected demand for secondary school places across the city for the next ten years

Annex 2: The number of pupils attending BCC in recent years and projected numbers

Annex 3: Impact of student numbers – Financial Implications

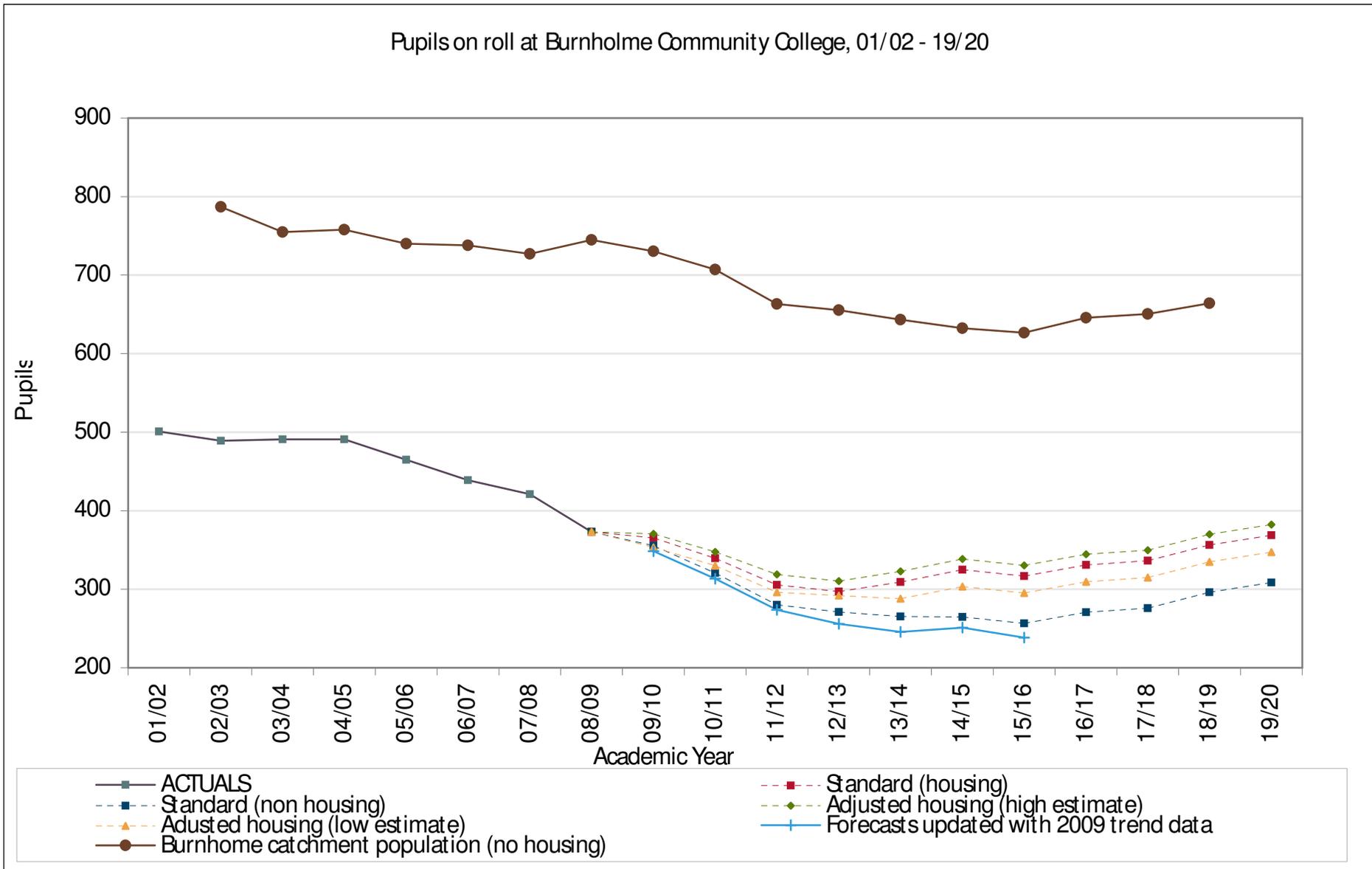
Annex `1 – Projected demand for secondary school places

11 - 16 Pupils Across the City



▲ Aggregated School level forecasts (including housing data)
■ Aggregated School level forecasts (no housing data)

Annex 2 – The number of pupils attending BCC in recent years and the projected decline of pupil numbers



Annex 3 Long Term Financial Planning Options

Burnholme Community College

Option	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
1 - Constant Year 7 Intake									
September Year 7 Intake	50	50	50	50	50	50	50	50	50
Total Pupil Number (Sept)	341	314	272	254	250	250	250	250	250
Additional Funding Requirement	£72k	£143k	£216k	£374k	£411k	£453k	£453k	£453k	£453k
2 - Slowly Rising Year 7 Intake									
September Year 7 Intake	50	55	60	65	70	70	70	70	70
Total Pupil Number (Sept)	341	319	287	284	300	320	335	345	350
Additional Funding Requirement	£72k	£144k	£197k	£307k	£323k	£319k	£281k	£251k	£228k
3 - Rising Year 7 Intake									
September Year 7 Intake	50	65	70	70	70	70	70	70	70
Total Pupil Number (Sept)	341	328	307	311	327	347	353	352	352
Additional Funding Requirement	£72k	£147k	£161k	£226k	£281k	£252k	£226k	£206k	£209k

Notes

There is an additional Funding requirement for all options in 2009-10 of £121K to cover the cumulative deficit as at 31st 1 March 2009

2 All additional funding requirements have been estimated at 2009-10 prices therefore exclude inflation.

Annex 3 (ii) Long Term Financial Planning Options Summary

The table below summarises the additional revenue funding that will be required to support the school under each of the scenarios:

	Scenario 1 Constant Pupil Numbers £m	Scenario 2 Slowly Rising Pupil Numbers £m	Scenario 3 Rising Pupil Numbers £m
Existing Deficit balance at 31/03/2009	0.121	0.121	0.121
Additional funding required over the 2 years 2009/10 & 2010/11 (i.e. the current school funding settlement period)	0.214	0.216	0.218
Total to the end of current school funding period – March 2011	0.335	0.337	0.339
Additional funding required for 3 year period from 2011/12 to 2013/14	1.001	0.827	0.668
Additional annual funding required 2014/15	0.453	0.319	0.252

Note – all figures are at 2009/10 equivalent prices

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Executive**21 July 2009**

Report of the Head of Information Technology and Telecommunications

Selection of a Supplier for a Managed Voice and Data Network**Purpose of This report**

1. This report outlines options for selecting a supplier of a managed Voice and Data Network. The bids made by the two short listed suppliers are set out in Annex 2, which contains sensitive commercial data and is confidential. The recommendation of the head of ITT who has led this tendering exercise is to select Supplier B who offer an 8 year, full managed service for both voice and data, for the entire CYC estate, Urban Traffic Management Systems (UTMS) and broadband connections to schools.
2. Following an extensive tender evaluation on the MEAT criteria (Most Economically Advantageous Tender) where 60% of the evaluation score is based upon quality and 40% is based on cost; the successful tenderer is not the one with the lowest cost. The constitution indicates that where this is the case the decision to award the contract must be taken by the Executive Member. However, because this contract value exceeds £500k this is a Key decision and is therefore reserved for Executive. This has been placed on the Executive agenda as an urgent item because there are significant risks in extending existing contracts further (incumbent suppliers may not agree to do so) and this arrangement is already costing is £10k per month more than budget.

Background

3. In July 2002 the voice and data network was outsourced to a managed service provider called Damovo. In 2001, as part of a separate procurement the schools and libraries broadband network was procured from Kingston Communications (now called Affinity). In 2007 it was decided to combine the requirements under both of these contracts and procure a single solution in order to drive more benefit from the increased revenue spend. The thinking behind this decision was that the market would be able to provide more cost effective services if the two services were tendered together. Both existing contracts were extended whilst a specification was drawn up and a full restricted OJEU procurement exercise was undertaken.

Data & data Network

4. During the term of the existing managed service contract the network has been replaced with a converged IP based voice and data network that runs at high speeds and has been very resilient. The move to the new HQ in 2012 will require a move of infrastructure and a further upgrade/refresh of technologies

to enable flexible working and reflect the change in networking technologies over the last 7 years. The re-tendering of this contract will once again provide us with an upgrade of networking platform and will give the Council a modern, state of the art voice and data network with a potential life expectancy of 5-7 years at no additional capital cost.

What is a Managed Service?

5. A Managed service contracts for a 99.95% availability of the network, guaranteeing performance standards. The contract ensures that the network service is delivered irrespective of components failing or heavy traffic throughput. This means that the actual network assets belong to the Managed Service provider for the duration of the contract. The provider will then maintain and manage them to deliver the guaranteed level of service. At the end of the contract they will transfer these devices back to the Council.
6. This Managed services includes a technology refresh, upgrading or replacing equipment during the course of the contract. These assets will then transfer to the Council at the end of the contract.

Tender Exercise

7. In March 2008, CYC IT started a EU procurement exercise for a managed voice and data network service. A formal competition notice was placed in the European Journal (OJEU) and 5 companies responded to the Pre-qualification Questionnaires. Following analysis of the supplier submissions against minimum standards for technical capability, experience and financial standing, 3 companies were short listed to receive CYC's Invitation to tender. Following initial evaluation and site visits these suppliers were asked to submit Best And Final Offers (BAFO's). Suppliers were ranked in order and the highest ranking supplier was awarded preferred bidder status. During the course of due diligence it became clear that there were some inaccuracies in the information provided by existing contractors which led us to review the status of the BAFO submissions. Discussions were held with the preferred supplier and as a result Revised and Final Offers (RAFOs) were requested from the top two short listed suppliers.
8. These RAFOs were then evaluated using the original agreed MEAT criteria by the original evaluation team. The scores for these bids are identified in confidential commercial Annex 1. A financial summary of the two bids is also attached in confidential Annex 2.

Options

The shortlist

9. The technical design for each solution is different and there are different benefits and risks associated with each
10. **Option 1 - Supplier A** – The solution is based upon provision of 100mb links to secondary schools and 10mb to primary schools with a 1gb backbone.

There is limited virus checking (no scanning of the content of emails which was set out as an essential requirement and is seen as being a significant risk) The bid is the cheapest but evaluation of the quality of the proposal produced a lower score. There is capacity for future expansion of bandwidth across the network but this would require significant change to the technical design (upgrading individual leased lines).

11. **Option 2 - Supplier B** – This solution delivers an innovative design based upon the creation of a dedicated 10gb fibre backbone with a minimum of 1 Gb provision to the majority of schools and 300mb to 5 remote schools. This will be delivered via a fibre network running through the waterways/sewers of the city. The proposal is 2.1% more expensive than Option 1 but scores higher on quality, particularly with regard to virus scanning. The bandwidth of the network could be expanded in future without any significant change to the technical architecture. This option also presents opportunities to exploit the dedicated network for other uses (potentially revenue generation) but this element of the proposal has not been evaluated, as it did not form part of the specification.
12. **Option 3** – Cancel the procurement and re-tender – This would leave us open to challenge from at least two parties (Supplier A and B) and would almost certainly result in increased costs as these RAFOs are based upon costs when the dollar exchange rate was more favourable and this would impact upon the provision of hardware. This would also have a negative impact upon the credibility of CYC in conducting major procurement exercised. This option has therefore been ruled out.

Financial Implications

13. The available budget for the contract is set out below.

Budget	8 years £,000
Managed Service Voice & data network	6,120
UTMS	669
LCCS broadband	5,931
One off funding – see para 16	1,100
TOTAL	13,820

14. A full table of the existing budget and the costs of all the Options is attached as Annex 2.
15. The revenue budgets have been calculated to include inflation at 2%. This tender is affordable within existing revenue budget. Schools will be charged for their elements of the contract. The contract will enable us to avoid additional capital costs and may generate small revenue savings and may provide opportunities for revenue generation as mentioned in para 11.
16. There is £900k of DCSF grant funding from LCCS, which has to be spent in 2009/10 and 2010/11. There is also an assumption of a further £200k capital

from the HQ project in 2012 to fund the move to the new HQ. This sum is within the predicted spend as part of the overall HQ budget.

Legal Implications

17. The Council has set out its MEAT evaluation methodology in all its OJEU tender documentation and it is therefore legally bound to apply these criteria fairly, rigorously and transparently. The tender which scored the most points on the basis of both cost and quality must be selected or else the Council could face legal challenge which would lead to a court injunction to prevent award of the contract followed by a potential fine. This could be a significant sum.
18. Given the value of the contract and the nature of the award criteria the final decision on award of this contract needs to be ratified by the Executive as it has not been specifically delegated to an individual Executive Member or an Officer.

Human Resources (HR) Implications

19. As part of the original outsourcing of the managed service contract one member of CYC staff was TUPE transferred to the supplier. That supplier will now TUPE transfer that staff member and between 2 and 3 additional people to the successful tenderer. This has no HR implications for CYC .

Consultation

20. Schools have been consulted on their requirements and these have been fed into both the specification and the analysis.

Implications

21. The implications this report are: -
 - **Financial** - Covered in the report
 - **Human Resources (HR)** - Covered in the report
 - **Equalities** - Equalities standards have been built into the procurement exercise and will be built into the contract. Compliance with these terms will be managed as part of contract management activity. A desktop EIA has been completed. It is not thought that the implementation of the contract will have any impact on staff or customers other than to improve access to computer facilities.
 - **Legal** – Covered in the report
 - **Crime and Disorder** – no implications
 - **Information Technology (IT)** – The letting of this contract will support the delivery of the Corporate IT Strategy. Detailed implications are covered in this report.
22. **Risk Management** – There is a risk associated with failing to let the contract as the current arrangements exceed budget. There is also a possibility that the incumbent supplier may not wish to extend the contract as they are one of the two short listed suppliers. The greater risk is that we face a challenge to the procurement process through EU courts due to a failure to apply the OJEU legislation appropriately.

Recommendations

23. That the Executive agree to appoint Supplier B on the basis of the agreed evaluation MEAT method.

Reasons

24. To enable the Council to let a contract that will provide fast and resilient access to computer systems and to develop its network in the new HQ.

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All

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Background Papers:

Annex 1 – Tender Evaluation scores

Annex 2 - Financial Assessment of bids

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Selection of a supplier for a managed Voice and Data Network**Annex 1**

MEAT Evaluation Scores

	Supplier A	Supplier B
Cost Points	23.29	16.71
Quality Points	26.43	33.57
Total Points	49.72	50.28
Ranking	2	1

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