



## Notice of meeting of

### Executive

<b>To:</b>	Councillors Waller (Chair), Ayre, Steve Galloway, Moore, Morley, Reid and Runciman
<b>Date:</b>	Tuesday, 2 November 2010
<b>Time:</b>	2.00 pm
<b>Venue:</b>	The Guildhall, York

### AGENDA

#### Notice to Members - Calling In:

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

**10:00 am on Monday 1 November 2010**, if an item is called in *before* a decision is taken, *or*

**4:00 pm on Thursday 4 November 2010**, 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:

Annex 3 to Agenda Item 10 (Proposed Sale of Mansfield Street Garage, Foss Islands Rd, York) on the grounds that it contains information relating to the financial or business affairs of particular persons. This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

## **3. Minutes (Pages 3 - 8)**

To approve and sign the minutes of the Executive meeting held on 19 October 2010.

## **4. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or a matter within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 1 November 2010**.

## **5. Executive Forward Plan (Pages 9 - 12)**

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

## **6. Childhood Obesity Scrutiny Review Final Report (Pages 13 - 38)**

This report presents the final report arising from the Childhood Obesity Scrutiny Review. Cllr Wiseman, the Chair of the Task Group that undertook the work, will be in attendance to present the report along with Cllr Boyce, the Chair of the Health Overview & Scrutiny Committee.

*Note: The annexes to the final Scrutiny report have not been included in the printed agenda pack and are available to view on-line only.*

**7. Accommodation Project - Update Report (Pages 39 - 48)**

This report provides an update on a number of matters relating to the Accommodation Project for the Council's new Headquarters building, as requested by Members at the Executive meeting on 20 July 2010.

*Note: an additional annex to the above report (Annex B), giving a breakdown of the estimated net savings for the remaining 25 years of the project, was published on-line with this agenda on 29 October 2010.*

**8. Flood and Water Management Act (Pages 49 - 60)**

This report provides advice on a number of flood related issues arising from the recently enacted Flood and Water Management Act and the Flood Risk Regulations 2009, and offers options on how the Council could respond to these pieces of legislation.

**9. Sustaining the More for York Programme and Creating the Office of the Chief Executive (Pages 61 - 74)**

This report sets out proposals for sustaining the More for York programme team over an extended period, to respond to the Comprehensive Spending Review and the 7.1% per annum cut in central government funding over the next four years, and presents a new structure for the Office of the Chief Executive.

**10. Proposed Sale of Mansfield Street Garage, Foss Islands Road, York (Pages 75 - 84)**

This report seeks approval to dispose of Mansfield Street Garage to the highest bidder, following an analysis of the bids received.

**11. Urgent Business**

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

Democracy Officer:

Name: Fiona Young

Contact details:

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

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

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

Contact details are set out above.

## About City of York Council Meetings

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

If you would, you will need to:

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

**A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088**

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

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

### Access Arrangements

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

Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

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

The majority of councillors are not appointed to the Executive (40 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;
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City of York Council

Committee Minutes

MEETING

EXECUTIVE

DATE

19 OCTOBER 2010

PRESENT

COUNCILLORS WALLER (CHAIR), AYRE,  
STEVE GALLOWAY, MOORE, MORLEY, REID AND  
RUNCIMAN**87. 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.

**88. MINUTES**

RESOLVED: That the minutes of the Executive meeting held on 5 October 2010 be approved and signed by the Chair as a correct record.

**89. PUBLIC PARTICIPATION / OTHER SPEAKERS**

It was reported that there had been two registrations to speak at the meeting under the Council's Public Participation Scheme and one request to speak from a Member of Council, all in relation to agenda item 7 (Towards a York Economic Vision).

Philip Crowe expressed concern at the emphasis placed by the Officer report on the economic aspects of the Vision document. He stressed the importance of ensuring that future development benefited the residents of York and urged Members to endorse the document, rather than just refer it to the LDF Working Group.

Richard Lane presented and read out an open letter in support of the Vision document, signed by 24 individuals representing 16 campaign groups.

Cllr Vassie expressed the view that the proposals needed clear support from the Executive and urged Members to add a 'front page' containing a clear commitment to transforming the City for the benefit of current and future residents.

**90. EXECUTIVE FORWARD PLAN**

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

## 91. COMMUNITY STADIUM - UPDATE REPORT

Members considered a report which provided an update on the progress of the Community Stadium project and sought approval for a suggested approach to the provision of community and commercial components and a new governance structure to manage the project.

On 6 July, the Executive had approved Monks Cross south as the preferred site for the project. Discussions now had begun with the owner and prospective developer of the Vangarde site, adjacent to Huntington Stadium and Monks Cross Park & Ride, regarding a potential scheme to include a new stadium with associated community and commercial uses. A schedule of potential community benefits was being developed, together with a commercially sustainable business plan to support the scheme. A matrix assessing potential community and commercial benefits was presented as figure 1, in paragraph 12 of the report. Further information on this aspect of the scheme was provided in an additional annex, Annex 2, which had been published on-line with the Executive agenda.

Under existing governance arrangements, all business for the project went through the Executive. In order to enable wider political input and increase the flexibility of the project board, two alternative options were proposed, as set out in paragraph 17 of the report:

- A multi-party Advisory Group with co-opted partner representation or
- A multi-party Advisory Group with council representation only.

Details of the working arrangements of the proposed Advisory Group were attached at Annex 1 to the report. Members suggested that the Group include the Executive Members for City Strategy and Leisure, Culture & Social Inclusion and their equivalent spokespersons, and that the minutes of its meetings be presented to the Executive for consideration.

Having noted the comments of the Labour Group Spokespersons on this item, and a letter circulated to Executive Members by the Chairman of York City Knights, it was

RESOLVED: (i) That the progress made on the Community Stadium to date to noted.

(ii) That approval be given to set up a Community Stadium Advisory Group with a political balance of 2:2:1 and that partner organisations be invited to attend.<sup>1</sup>

(iii) That Officers be asked to ensure that any governance arrangements for the proposed City of York Sports Village recognise and address the interests of athletes.<sup>2</sup>

(iv) That it be agreed that the possible community benefits contained in the report are a good starting point, but that Officers be requested to refine the list further, while taking the opportunity to separate those activities which might be



expected to make a positive financial contribution towards meeting the revenue costs of running a stadium from those which would be aimed principally at filling in gaps in public and voluntary service provision in the City. In doing so, Officers are requested to apply the principles used to test the acceptability of community style activities associated with other stadia elsewhere in the country.<sup>3</sup>

(v) That all Council Members be requested to provide Officers with a list of any other community facilities, not listed in the report, which they would wish to see evaluated during the next stage of the project, either at the Monks Cross stadium site or at the participatory sports village site.<sup>4</sup>

REASON: To enable the project to be taken forward by all partners and achieve the objective stated in the Corporate Strategy 2009-2012 to provide high quality sport recreation and other community focused opportunities.

Action Required

- |   |    |
|---|----|
| 1. Invite membership nominations from political groups and make arrangements for meetings of the newworking group | TA |
| 2. Ensure provision is made to address the interests of athletics in governance arrangements                      | TA |
| 3. Take action to refine the community benefits list as requested   | TA |
| 4. Ensure all Council Members are aware of this request   | TA |

**92. CLIMATE CHANGE FRAMEWORK AND CLIMATE CHANGE ACTION PLAN FOR YORK - CONSULTATION RESULTS AND PROPOSED CHANGES**

Members considered a report which outlined the results of a city-wide consultation on the draft Climate Change Framework and Climate Change Action Plan (CCFAP) for York, and sought permission to finalise and adopt the CCFAP by the end of 2010.

Public consultation had been carried out between 29 June and 21 September 2010, following Executive approval of the CCFAP consultation drafts on 8 June, and in accordance with the communication plan attached at Annex 1. It included an on-line questionnaire (attached at Annex 2), 100 copies of which had been completed. The headline results were summarised in Annex 3. In the light of these results, specifically the answers to questions 3, 5, 6 and 8, a number of changes were proposed to the draft CCFAP, as summarised in paragraph 9 of the report.

Details of potential risks arising from the CCFAP, in particular the possibility of the Council and its Without Walls partners failing to deliver the actions set out in the Plan, were set out in paragraphs 28 to 30 of the report. Processes in place to manage these risks were detailed in paragraph 31.

Having noted the comments of the Labour Group Spokespersons on this item, it was

RESOLVED: (i) That the proposed amendments to the draft Climate Change Framework and Climate Change Action Plan (CCFAP) be approved.<sup>1</sup>

REASON: To enable the CCFAP to progress and to be approved and adopted.

(ii) That the risks of delivering the finalised CCFAP, the scale of the challenge ahead, and the difficulty of delivering city-wide targets that rely on partnership working to achieve them, be noted.

REASON: To highlight the ambition and challenge ahead of meeting the CCFAP, whilst noting the finite capacity of co-ordinating and delivering the targets through the existing City of York Council Sustainability Officer.

Action Required

1. Make the agreed amendments to the CCFAP

DW

**93. TOWARDS A YORK ECONOMIC VISION (YORK RENAISSANCE)**

Members received a report which noted the publication of the York Economic Vision and invited Members to forward it to the Local Development Framework Working Group for further consideration.

The York Economic Vision document had been prepared by Professor Alan Simpson and his team, following public engagement in the City, including numerous meetings with key stakeholders. It had been funded by Yorkshire Forward and English Heritage as part of a set of York Renaissance proposals reported to Executive in November 2009. The full document had been made available on-line as Annex 2 to the report; an executive summary of the main proposals was attached as Annex 1.

The Economic Vision examined the economic potential of the City and considered how various major projects could be pulled together into a coherent strategy to provide greater certainty for future investment. It acknowledged that York was an attractive place in which to live, work and study, but drew attention to problems with transport infrastructure, lack of green spaces and fractured connections between key city assets, and made a strong economic and cultural case to address these issues.

With reference to the comments made on this item under Public Participation / Other Speakers, Members emphasised the independent nature of the Vision document, which was intended to provoke debate and discussion. Referring it to an all-party working group was a way of ensuring broad agreement to any ideas that were subsequently fed into

long term plans for the City. Having noted the comments of the Labour Group Spokespersons on this item, it was

RESOLVED: That the report be referred to the Local Development Framework Working Group for further consideration.<sup>1</sup>

REASON: To support future investment in the City and encourage high standards of design.

Action Required

1. Ensure the York Economic Vision is included on the agenda of a future meeting of the LDF Working Group

DG

A Waller, Chair

[The meeting started at 2.00 pm and finished at 2.40 pm].

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EXECUTIVE FORWARD PLAN (as at 14 October 2010)

<b>Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 16 November 2010</b>		
<b>Title &amp; Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Treasury Management Monitor 2 and Prudential Indicators 10/11</b></p> <p><i>Purpose of report: To update the Executive and full Council on treasury management performance for 6 months of the year 10/11, the Prudential Indicators and compare against the budget taken to Council on 25 February 2010.</i></p> <p><i>Members are asked to: Note the performance of the treasury management activity for monitor 2 10/11.</i></p>	Louise Branford White/Keith Best	Executive Member for Corporate Services
<p><b>Second Performance and Financial Monitor</b></p> <p><i>Purpose of report: To provide details of the headline performance and finance issues for the period 1 April 2010 to 30 September 2010.</i></p> <p><i>Members are asked to: Consider the issues highlighted.</i></p>	Keith Best	Executive Member for Corporate Services
<p><b>2010/11 Capital Programme Monitor</b></p> <p><i>Purpose of report: To present the projected outturn and updated budget position for 2011/12 - 2014/15 following the monitor amendments.</i></p> <p><i>Members are asked to: Note the monitoring position and the funding of the capital programme and recommend to Council the requests for slippage and adjustments where appropriate.</i></p>	Ross Brown	Executive Member for Corporate Services
<p><b>2011-12 Budget Update</b></p> <p><i>Purpose of report: To outline the current progress of the 2011-12 budget setting process including an assessment of the 20th October Comprehensive Spending Review, current budget gap. An overview of the contribution of the More for York programme to the process will also be provided.</i></p>	Keith Best	Executive Member for Corporate Services

<p><i>Members are asked to: Take note of the issues contained in the report.</i></p>		
<p><b>Development Management – Planning and Development Advice</b></p> <p><i>Purpose of report: The formalisation of arrangements to provide planning and development advice is a key element of the new Development Management service. The proposed changes will impact on applicants and developers. It is envisaged that the proposed new arrangements including fees/charges would come into effect from 1 January 2011.</i></p> <p><i>Members are asked to: To note the proposed changes to the Development Management service and to approve fee/charges for the provision of advice in relation to planning and development.</i></p>	<p>Mike Slater</p>	<p>Executive Member for City Strategy</p>
<p><b>York Northwest Planning Framework - Update on Progress and British Sugar Supplementary Planning Document</b></p> <p><i>Purpose of report: In March this year Members agreed for the planning framework for York Northwest (YNW) to be provided by policies within the Core Strategy and the preparation of a Supplementary Planning Document (SPD) for each of the two strategic sites within the area, York Central and the former British Sugar site. The report outlines the strategic policy direction for the Core Strategy in respect of YNW and evidence work on overarching YNW issues. The report also outlines work to prepare the draft SPD and consultation plan for the former British Sugar site which are both attached as appendices to the report.</i></p> <p><i>Members are asked to: Note the policies to be included within the Core Strategy and YNW evidence base work on Transport and Open Space. Members will be asked to approve the draft SPD for the former British Sugar site for public consultation and to approve the accompanying consultation plan.</i></p>	<p>Sue Houghton</p>	<p>Executive Member for City Strategy</p>
<p><b>Lord Mayoralty 2011/12</b></p> <p><i>Purpose of report: The Executive is asked to consider which of the political groups should be invited to appoint the Lord Mayor for the municipal year 2011/12.</i></p> <p><i>Members are asked to: Invite the group with most points for the Mayoralty to nominate a Lord Mayor for the Municipal Year 2011/12.</i></p>	<p>Anne Platt</p>	<p>Executive Leader</p>

**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 30 November 2010**

<p><b>York's Housing Strategy</b></p> <p><i>Purpose of report: To advise members on York's housing priorities and ambitions covering the period 2010 - 2013.</i></p> <p><i>Members are asked to: Approve the strategic priorities and Action plan.</i></p>	<p>Paul McCabe</p>	<p>Executive Leader</p>
<p><b>York's Older Persons Housing Strategy</b></p> <p><i>Purpose of report: To advise members on York's Older Person housing priorities and ambitions covering the period 2010 - 2013.</i></p> <p><i>Members are asked to: Approve the strategic priorities and action plan.</i></p>	<p>Paul McCabe</p>	<p>Executive Leader</p>
<p><b>North Yorkshire and York Sub Regional Housing Strategy</b></p> <p><i>Purpose of report: To advise members on North Yorkshire and York Sub Regional Housing Strategy housing priorities and ambitions covering the period 2010 - 2015.</i></p> <p><i>Members are asked to: Approve the strategic priorities and action plan</i></p>	<p>Paul McCabe</p>	<p>Executive Leader</p>
<p><b>Minutes of Working Groups</b></p> <p><i>Purpose of Report: This report presents the minutes of recent meetings of the Young People's Working Group, the LDF Working Group, the Social Inclusion Working Group and the Mansion House and Mayoralty Advisory Group and asks Members to consider the advice given by the groups in their capacity as advisory bodies to the Executive.</i></p> <p><i>Members are asked to: Note the minutes and to decide whether they wish to approve the specific recommendations made by the Working Groups, and/or respond to any of the advice offered by the Working Groups.</i></p>	<p>Jayne Carr</p>	<p>Executive Member for Corporate Services</p>
<p><b>Waste PFI Award of Contract</b></p> <p><i>Purpose of report: The report will seek to consider the award of a PFI contract to provide a facility to treat the city's waste that currently gets disposed in landfill. Should Members agree the Contractor will seek planning permission for the facility, build and operate for a period of 25 years.</i></p>	<p>Bill Woolley</p>	<p>Executive Member for City Strategy</p>

<p><i>Members are asked to: Recommend to full Council that the City Council enter into a contract which will result in the future treatment of the councils waste that currently is sent to landfill be dealt with by Thermal treatment/Anaerobic digestion</i></p>		
<p><b>Affordable Housing Viability Study</b></p> <p><i>Purpose of report: To seek final approval of the Affordable Housing Viability Study following the progress report on 5 October 2010.</i></p> <p><i>Members are asked to: Approve the final report.</i></p> <p><i>Report slipped from 2 November meeting, agreed at Agenda Planning meeting.</i></p>	Derek Gauld	Executive Member for City Strategy
<p><b>Corporate Asset Management Plan 2010-2015</b></p> <p><i>Purpose of report: To submit the new five year Corporate Asset Management Plan for approval by Members.</i></p> <p><i>Members are asked to: Approve the new Corporate Asset Management Plan.</i></p>	Tim Bradley/ Philip Callow	Executive Member for City Strategy
<p><b>Housing Anti Social Behaviour Strategy</b></p> <p><i>Purpose of report: To agree the strategy document and the supporting action plan.</i></p> <p><i>Members are asked to: Approve the strategy.</i></p> <p><i>Deferred from Executive on 19 October as the report has to go to the Safer York Partnership Board prior to consideration by the Executive.</i></p>	Tom Brittain	Executive Member for Neighbourhoods
<p><b>York Local Investment Plan</b></p> <p><i>Purpose of report: To advise members on York's Local Investment Plan which sets out York's housing and regeneration priorities to be considered by the Homes and Communities Agency for funding.</i></p> <p><i>Members are asked to: Agree the priorities set out in the plan.</i></p>	Steve Waddington/ Sharon Brown	Executive Member for Neighbourhoods





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**Executive**2<sup>nd</sup> November 2011

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

**Cover Report – Childhood Obesity Scrutiny Review****Summary**

1. This report presents the Executive with the final report arising from the Childhood Obesity Scrutiny Review (Appendix 1 refers). Councillor Wiseman, Chair of the Task Group that undertook the work, will be in attendance to present the report along with Councillor Boyce, the Chair of the Health Overview & Scrutiny Committee.

**Background**

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

**Aim**

3. To address whether current service provision is effectively reducing childhood obesity in the city.

**Key Objectives**

- i. To look at statistical evidence collected by the School Health Team in relation to NPI55 and NPI56 to discover the extent of childhood obesity in the city
- ii. To explore the impact of current initiatives such as healthy eating, 5 a day and 30 minutes of exercise 5 times a week etc on tackling obesity
- iii. To explore external factors that may contribute to childhood obesity
- iv. To learn more about the Altogether Better Programme and the Healthy Weight, active Lives Strategic Implementation Group and the methods they are using to reduce childhood obesity
- v. To look at the continuity of services into adulthood
- vi. To explore how monies are spent on tackling obesity

**Summary of Recommendations Arising from the Review**

4. Between December 2009 and July 2010 a small cross-party task group gathered information in relation to the review and this resulted in them making the following recommendation:

- i. That there should be a dedicated lead officer based within the City of York Council who is responsible for promoting and leading on the childhood obesity agenda. This officer should establish pathways of intervention throughout childhood, young adulthood and continuing into adulthood. Any lead officer, should also:
  - Promote clear pathways and long term planning of provisions/initiatives and identify resources for longer term provision of initiatives
  - Undertake a revision of what NHS North Yorkshire & York commission from school nurses to include more work on supporting families and childhood obesity programmes
  - Encourage schools to examine PE provision and make sure they maximise the time used for physical activity
  - Encourage all forms of physical exercise (both inside and outside of school hours)
  - Explore and learn from areas of good practice within other authorities
  - From data currently available undertake an impact assessment of work being undertaken at the present time and the likely impact of any additional measures put in place

Reason: To address the concerns set out in the original topic registration form.

5. The Health Overview & Scrutiny Committee subsequently approved this recommendation at their meeting on 22nd September 2010.

### **Consultation**

6. Consultees are set out in paragraph 5 of the final report (Appendix 1 refers). In addition to this the relevant Council officers and representatives of NHS North Yorkshire & York were consulted on the risks and implications associated with the recommendation and these are set out in paragraphs 95 to 100 of the final report at Appendix 1.

### **Options**

7. Having considered the findings contained within the final report the Executive may choose to support or reject the implementation of the recommendation arising from the review.

### **Analysis**

8. A full analysis of the evidence received as part of this review is set out within the final report at Appendix 1 to this report.

9. At a meeting held on 22<sup>nd</sup> September 2010 Members of the Health Overview & Scrutiny Committee were advised to carefully consider the implications set out in paragraphs 95 to 99 of the final report. The implications are clear in stating that there is currently little, if no budget to fund such a post (from either CYC or NHS North Yorkshire & York). It is also worth noting that the long-term future of the PCT is uncertain given the proposals set out within the Government White Paper 'Liberating the NHS'. However, it is indicated within paragraphs 95 to 99 of the final report that there could be scope to incorporate some of the points identified within the recommendation into the relevant CYC Service Level Agreement.
10. However, after due consideration, the Health Overview & Scrutiny Committee still believed that the recommended dedicated lead officer post was required and would be invaluable to future generations of young people within the city. They felt that childhood obesity was an important issue and believed that money needed to be invested in this now to save in the long term. They therefore agreed to put forward, to the Executive, the original recommendation made by the Task Group, without amendment.

### **Corporate Priorities**

11. This report and the review undertaken are directly linked to the 'Healthy City' theme of the Corporate Strategy 2009/2012.

### **Implications**

12. The implications associated with the recommendation arising from the childhood obesity scrutiny review are set out within paragraphs 95 to 99 of the final report at Appendix 1 to this report.

### **Risk Management**

13. Risks associated with the recommendation arising from the review are at paragraph 100 of Appendix 1.

### **Recommendations**

14. Executive are asked to consider the full final report and associated recommendation (Appendix 1 refers) and decided whether to support the recommendation arising from the review.

Reason: To address the concerns raised when this topic was originally submitted.

**Contact Details**

**Author:**

Tracy Wallis  
Scrutiny Officer  
Scrutiny Services  
Tel: 01904 551714

**Chief Officer Responsible for the report:**

**Andrew Docherty**  
Head of Civic, Legal & Democratic Services  
Tel: 01904 551004

Report Approved  Date 08.10.2010

**Specialist Implications Officer(s)** Detailed within Appendix 1 to this report

**Wards Affected:**

All

For further information please contact the author of the report

**Background Papers:**

None

**Appendices**

**Appendix 1** - Final report arising from the Childhood Obesity Scrutiny Review

**Annexes**

The Annexes associated with Appendix 1 are available for viewing online



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## Childhood Obesity Task Group

22<sup>nd</sup> September 2010

### Childhood Obesity – Final Report

#### Background

1. Councillor Susan Galloway originally registered this topic in July 2009 following concerns raised at a Committee meeting in relation to two of the National Performance Indicators (NPI); namely:
  - NPI55 – obesity among primary school age children in reception year
  - NPI56 – obesity among primary school age children in Year 6
2. A copy of the original topic registration form is attached at Annex A to this report.
3. A feasibility study and proposed remit were submitted to the Health Overview & Scrutiny Committee in September 2009 and after due consideration they decided to progress this topic to review. In doing so they recognised certain key objectives and the following remit was agreed:

#### Aim

4. To address whether current service provision is effectively reducing childhood obesity in the city.

#### Key Objectives

- i. To look at statistical evidence collected by the School Health Team in relation to NPI55 and NPI56 to discover the extent of childhood obesity in the City
- ii. To explore the impact of current initiatives such as healthy eating, 5 a day and 30 minutes of exercise 5 times a week etc on tackling obesity
- iii. To explore external factors that may contribute to childhood obesity
- iv. To learn more about the Altogether Better Programme and the Healthy Weight, Active Lives Strategic Implementation Group and the methods they are using to reduce childhood obesity
- v. To Look at the continuity of services into adulthood
- vi. To explore how monies are spent on tackling obesity

#### Consultation

5. During the course of gathering evidence for this review the Task Group consulted various officers in the Council, representatives of NHS North

Yorkshire & York, the York Hospitals Foundation Trust, the Community Project Officer of the Altogether Better Programme, a private nursery provider and a former parent governor and representative of the Education Scrutiny Committee.

6. A list of all documentation received as part of this review is attached at Annex B to this report<sup>1</sup>.

### **Information Received in Relation to this Review**

7. During the course of this review, at informal sessions and public meetings the Task Group gathered and considered the following information:

#### **First Key Objective**

**(i) To look at statistical evidence collected by the School Health Team in relation to NPI55 & NPI56 to discover the extent of childhood obesity in the city**

#### **Information Gathered**

8. At a meeting of the Health Overview & Scrutiny Committee on 2nd December 2009 Members received a presentation on childhood obesity from four key partners namely:
  - The Children's Trust Unit Manager
  - The Associate Director of Public Health & Locality Director for York
  - The Health Improvement Manager (obesity) – NHS North Yorkshire & York
  - The Deputy Directorate Manager for Child Health – York Hospitals Foundation Trust
9. This presentation acted as an introduction to the review, offering background information on the topic, as well as providing Members with specific information on key objective (i) of the remit.
10. A summary of the information received in this presentation is attached at Annex C to this report. Figure 9 of Annex C (which was not included within the original presentation) sets out the most recent statistics available from the National Child Measurement Programme (NCMP)<sup>2</sup>.

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<sup>1</sup> All documentation received as part of the review is listed in Annex B to this report, however not all documentation is annexed to the final report

<sup>2</sup> Every year, as part of the National Child Measurement Programme (NCMP), children in Reception Year and Year 6 are weighed and measured during the school year to inform local planning and delivery of services for children; and gather population-level surveillance data to allow analysis of trends in growth patterns and obesity. The NCMP also helps to increase public and professional understanding of weight issues in children and is a useful vehicle for engaging with children and families about healthy lifestyles and weight issues

11. At the meeting on 2<sup>nd</sup> December it was agreed that a cross-party Task Group<sup>3</sup> would undertake further information gathering for this review.

### **Committee & Task Group Comments**

12. All parties present discussed the information received in the presentation and it was quickly established that when we think about obesity in children, what society determines as normal is actually likely to be a child who is heading towards becoming overweight.
13. Further discussion ensued and it was established that statistical information could not be presented for each individual school as the information would become too personal due to the small size of some schools (Figures 4 & 5 of Annex C refer).
14. The basis of some of the information contained within Figures 4 & 5 of Annex C was questioned by Members and it was later confirmed, via an e-mail from the Health Improvement Manager (obesity) at NHS North Yorkshire & York that the secondary schools (school clusters) used within the presentation (Figures 4 & 5 of Annex C refer) were linked to a number of feeder schools (primary schools). The data in Figures 4 & 5 of Annex C did not indicate that students at the feeder schools aligned under each of the secondary schools actually attended the secondary schools; it just indicated how they were grouped. Therefore, it would not be true to say that the Canon Lee school cluster had the highest level of overweight or obese students, but it does mean it can be said that the feeder schools aligned under the secondary school do have a higher prevalence of overweight/obese children than the other school clusters.
15. When asked about the source of the data in Figures 4 & 5 of Annex C the Health Improvement Manager (obesity) confirmed that the school cluster information had been provided by the School Sports Partnership Coordinator for the Ebor Partnership. This led to concerns from Members that the data was skewed and subsequent targeting could, therefore, be flawed. The Health Improvement Manager (obesity) confirmed that data was still analysed on an individual school basis and that it should not be too difficult to regroup the schools according to true primary feeder schools and associated secondary schools rather than as sports clusters.
16. Members also noted there was no data given from the independent schools in York.
17. At a later meeting held on 19<sup>th</sup> April a former parent governor who had been invited to join the discussions asked how the average parent would know whether their child was obese and how did obesity problems arise in children? In response the Health Improvement Manager (obesity) said that as part of the NCMP parents of Reception Year and Year 6 children were written to informing them of their child's weight (examples of these letters had been circulated to Members at their meeting on 2nd December). Parents were also issued with a

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<sup>3</sup> The Task Group was comprised of Councillor Susan Galloway, Councillor Tracey Simpson-Laing & Councillor Siân Wiseman prior to May 2010; thereafter Councillor Sunderland replaced Councillor Susan Galloway.

'red book' when their children were born where data such as the weight of a child could be recorded.

18. He also said that problems often began pre-conception with parents being overweight/obese themselves; if parents were overweight it was more likely their children would be overweight. Many parents did not realise this and some GPs and medical staff did not have the skills to raise the issue and were often sensitive about their own weight.

### **Second Key Objective**

**(ii) To explore the impact of current initiatives such as healthy eating, 5 a day and 30 minutes of exercise 5 times a week etc on tackling obesity**

### **Information Gathered from the PE & School Sport Consultant**

19. Members received a presentation and information from the PE & School Sport Consultant who is also the Healthy Weight Active Lives Delivery Plan Lead Officer and the MEND (MIND, Exercise, Nutrition, Do it!) York Programme Manager<sup>4</sup> regarding the impact that initiatives such as PE (Physical Education) provision have on childhood obesity. This information is attached at Annex D to this report.
20. The PE & School Sport Consultant said there was little specific information available from schools on childhood obesity. Schools were reluctant to single out students because of their weight and most measures were aimed at all children rather than solely targeting those that were overweight. It was therefore, difficult to measure the impact that PE had on childhood obesity.
21. She also said that there was a successful school club links framework in place, which assisted recreational clubs and schools to link thereby encouraging younger people to undertake exercise outside of school PE lessons. The number of links between external clubs and schools had increased from 5 in 2006 to 13 per school at the present time.
22. The PE & School Sport Consultant informed the Committee that it was hoped that some of the additional activity hours outlined in the 5 hour offer (Paragraphs 3 & 4 of Annex D refer) could be provided at low cost (£1 or £2 per child per session) and may include such things as the schools having more football teams than at present. However, there were resource issues for schools who sometimes struggled to provide the staff for extracurricular activities.
23. In relation to swimming provision the PE & School Sport Consultant confirmed that there was no statutory requirement for secondary schools to provide swimming lessons and therefore swimming was predominantly linked with primary schools. Primary schools received approximately £30 per annum per child for swimming but this was not ring-fenced. Additionally, for those schools who had to travel any distance to their nearest pool further costs were incurred for coach hire. The expensive cost of hiring a coach to transport children to

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<sup>4</sup> Information regarding the Healthy Weight, Active Lives initiative and MEND is detailed under Key Objective (iv) within this report



their nearest pool also made it difficult for some schools to provide swimming lessons for their students without asking for financial contributions from parents.

24. The PE & School Sport Consultant highlighted the following challenges in addressing the incidence of childhood obesity in York:
- There was no named individual lead for Childhood Obesity within City of York Council (CYC). The Healthy Weight Active Lives Strategic Implementation Group (discussed under key objective iv of this report) goes part way to 'joined up thinking'. However there are gaps in provision and missed opportunities for co-ordinated working.
  - There were very few targeted initiatives that were about intervention most were about universal provision. Children who are an unhealthy weight rarely feature as a targeted group within these initiatives.
  - Current provision/initiatives tended to be short term
25. She suggested that the following developments may help in addressing the incidences of childhood obesity within the city:
- Have a dedicated Lead Officer for Childhood Obesity within CYC who is responsible for leading the obesity agenda forward and establishing pathways of intervention throughout childhood, young adulthood and continuing into adulthood.
  - There should be clear pathways and long term planning of provisions/initiatives and resources need to be identified for longer term provision.
  - Some areas of City of York Council should undertake obesity prevention/intervention as part of their day to day work programmes.
  - There should be a revision of what NHS North Yorkshire & York commission from school nurses to include more work on supporting families and childhood obesity programmes.

### **Task Group Comments**

26. Discussions between the Task Group and the PE & School Sport Consultant ensued and the following points were raised:
- The percentage of children in the 5 to 16 year age bracket completing 2 hours of PE was satisfactory but the length of time exercising within the sessions was questionable. For example, the Task Group had anecdotal evidence that one school had a two hour swimming slot in their timetable but only 30 minutes of this was spent swimming, the rest was travelling and changing time. It was difficult to quantify how much of a PE lesson was spent undertaking actual physical exercise.
  - Whilst the schools club links framework was successful both the PE & School Sport Consultant and the Task Group felt that more work needed to be done to increase the number of links.

- School PE is now a mix of traditional and non-traditional activities, which has encouraged more students to become involved. It can also encourage further participation outside of the school curriculum. However, there was some concern from Members that continuity could be lost as students frequently only had the chance to do a particular sport for one term.
- Members of the Task Group believed the cost of many out of school sporting activities/lessons could be very expensive and may preclude some children from taking part.
- The PE & School Sport Consultant had told Members that there had been a positive uptake in under 16 free swimming passes (Annex D refers), especially among 11 and 12 year old children. Despite this, Members were concerned that the figures were only for registering for a pass and did not quantify how many had collected their passes and how many were actually using them. Currently the data for this was unavailable.
- It was noted by the Task Group that all primary schools bar one offered swimming as part of the curriculum but sometimes only for a few weeks in a year. Parents might also incur additional costs if coach hire had to be provided to transport children to and from swimming pools.
- Arising from the discussions on swimming Members of the Task Group commented that there was a shortage of useable pools both within school time and out of school time. The PE & School Sport Consultant confirmed there was ongoing work taking place to support private pools to bring their standards up to the level required for school use. Some schools currently use private pools for curriculum swimming, as the community pools are used by all York residents, which can lead to timetabling difficulties.
- The Task Group raised concerns that many children could still not swim by the time they went to Secondary School and anecdotal evidence indicated that in one Year 6 class only 4 children could swim a length.

### **Information gathered on the Healthy Schools Initiative**

27. Members received information from the Healthy Schools & Risky Behaviour Consultant in relation to the Healthy Schools Initiative and this is attached at **Annex E** to this report.
28. The initiative had been ongoing for 10 years and had four themes namely;
  - Personal, Social, Health & Economic (PSHE) education
  - Healthy Eating
  - Physical Activity
  - Emotional Health & Well-being, including bullying
29. These four themes are explained further in Annex E but for the purpose of this review the Healthy Eating theme was the focus of discussions. The Health Schools & Risky Behaviour Consultant explained that there were 11 criteria

within this theme that schools needed to fulfil in order to achieve National Healthy Schools Status namely;

- i. Monitoring food in schools
  - ii. Practical food education and training
  - iii. Whole school food policy
  - iv. Supporting food policy with wider school family
  - v. Eating environment
  - vi. Food standards for clubs & vending machines
  - vii. School lunch standards
  - viii. Menu & food choice monitoring
  - ix. Balanced diet training & planning
  - x. Free drinking water
  - xi. Consulting for food choices
30. There were 68 schools within the city<sup>5</sup> and 60 had been accredited with Healthy Schools Status. Twenty-five schools had attended the enhancement model training (21 primary schools and 4 secondary schools) and 2 schools (York High and Archbishop's Junior School) had identified obesity as their key priority. Both schools were looking at obesity through healthy eating initiatives.

#### **Task Group Comments**

31. Discussions ensued between the Task Group and the Healthy Schools & Risky Behaviour Consultant and the following points were raised:
- The eating environment in some schools was not conducive to encouraging healthy eating – some schools did not have a set canteen area and had to use any available space they had which made it more difficult for children to eat collectively and understand the importance of meal times
  - It was very difficult to police the contents of pack ups and there was a need to re-educate parents on the contents of an 'ideal pack-up'
  - More information on healthy eating needed to be available to parents; children were often better informed than their parents on healthy eating issues

#### **Information Gathered on the School Meals Service<sup>6</sup>**

32. Members received information from the Contracts Officer and the Assistant Director of Resources (Learning, Culture & Children's Services) on school meals and the possible impact these were having on childhood obesity. This information is attached at Annexes F, F1 & F2 to this report.
33. The Task Group requested further information in relation to take up of school meals at other local authorities, uptake of school meals in York secondary schools, school meal menus, popular food choices and information on schools

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<sup>5</sup> This does not include independent schools

<sup>6</sup> Since this review began and since the information on school meals was received there have been some contractual changes agreed – as from September 2010 the contract for the school meals service will be ISS Facility Services - Education

that did not use North Yorkshire Catering as their service provider. Responses to these questions are at Annexes G and G1 to this report.

### **Task Group Comments**

34. Members of the Task Group discussed the information received and made the following observations:

- Whilst nutrition was a key part of school meals, the biggest perceived issue in York was around cost
- From the information provided it appeared that the nutritional content of the meals was well balanced. However the Task Group had concerns that the protein and non-starch polysaccharide (NSP) content were high and were interested to know whether this had any impact on childhood obesity. The Assistant Director of Resources (LCCS) and the Health Improvement Manager (obesity) from NHS North Yorkshire & York were asked to look at this and after consultation with the Contracts Officer for School Meals received the following response from North Yorkshire County Caterers:

*'...protein levels are higher than they need to be (as the British diet is in general) because whilst we have reduced quantities of meat a little; parents and children judge value for money on the size of the meat portion i.e. 1 large fish finger or 1 sausage is not seen as good value. Without sufficient meat and/or wholegrain products and pulses it would be impossible to meet the stringent standards for iron and zinc.*

*NSP levels are high because we use a lot of pulses in the vegetarian option and in order to ensure sufficient levels of zinc we add wholemeal flour, oats and seeds...'*

- Discussion suggested that different schools had different rules in relation to serving second portions and the Task Group felt that this needed to be more controlled. An e-mail received at a later date contained the following response from North Yorkshire County Caterers:

*'Normally cooks would serve any left over food as seconds as there are always some children who need feeding and will eat anything. The problem arises with those children who should not be having seconds but it is for individual schools to decide what they wish us to do on this and advise.'*

35. The Task Group were concerned about the low take up of school meals and believed that schools and parents should encourage further take up of school meals. They believed that school meals were healthier and more balanced nutritionally than pack ups, which often contained chocolate and crisps. However, where children did have packed lunches it was suggested that competitions such as 'Who has the healthiest lunch box?' could encourage healthier pack ups.

36. They also thought that take up of free school meals may well increase if the claim form to receive them were easier to complete.

**Third Key Objective****(iii) To explore external factors that may contribute to childhood obesity**

37. In a scoping report dated 2<sup>nd</sup> December 2010 the Health Overview & Scrutiny Committee identified certain information they would like to receive as part of this key objective. This is detailed in the paragraphs below along with the Task Group's comments.

**Information Gathered from the Health Improvement Manager (Obesity)**

38. The Health Improvement Manager (obesity) gave a short presentation in relation to this key objective, which used a scientific evidence base drawn from a wide range of disciplines in order to identify the most important factors that influence obesity. Slides from the presentation are attached at Annex H to this report. He also informed the Task Group that people in the UK today do not have less willpower and are not more gluttonous than previous generations. Nor is their biology significantly different to that of their forefathers. Society, however, had radically altered over the past five decades with major changes in work patterns, transport, food production and food sales. These changes had exposed an underlying biological tendency, possessed by many people, to both put on weight and retain it.
39. He also informed the Task Group that there were many and complex reasons influencing childhood obesity including food consumption, food production, societal influences, individual psychology, biology, individual activity and activity environment, difference in socio-economic factors, lifestyles, children being driven to school and poor bus services in rural areas leading to more car journeys (the first slide in Annex H illustrates this). A system map showing all 108 indicators that influence obesity is attached at Annex I.

**Information Gathered from the School Travel Plan Co-ordinator**

40. The School Travel Plan Co-ordinator confirmed that childhood obesity had become a major health issue nationally. Combined with this is the fact that many children do not have the opportunity to take regular exercise. Travelling actively to school (walking, cycling & mini scooter) provided an opportunity for children to take some of the 60 minutes activity a day that they needed to stay healthy.
41. School travel plans provide a framework, within which is set out a series of practical steps for reducing car use, increasing the opportunity for children to travel actively to school and improving children's safety on their journey to school. The whole school community is consulted on what should be in the travel plan.
42. The presentation received by the Task Group (Annex J refers) gave further detail on what a travel plan was, what kind of measures a travel plan can include and how a school can promote its travel plan. It also looked at the role the School Travel Plan Co-ordinator played in developing travel plans with schools and promoting active travel activities.

43. It was confirmed that there was a government target for local authorities to deliver travel plans in 100% of schools in the city by March 2010, however there was no obligation on the school to produce travel plans.<sup>7</sup>

#### **Task Group Comments**

44. Members of the Task Group discussed the presentation given by the School Travel Plan Co-ordinator and made the following observations:
- Many parents drove their children to school, dropping them en route to work. There were understandably difficulties in re-educating parents in relation to the benefits of walking and cycling. The Task Group also felt that school staff needed to be encouraged to promote walking and cycling to school as healthy alternatives to being driven.
  - Children living outside the ring road may have to cross the outer ring road to reach school and there were few safe ways to do this. The Task Group did not believe that many parents would allow their children to walk or cycle this route. The geographic make up of the city and the positioning of the ring road meant that some children were always driven to school no matter what their age.
  - The idea of making walking and/or cycling part of the school day was discussed. With willing volunteers (either parents or school staff) activities such as nature trails could be organised to demonstrate that walking can be interesting and that there are plenty of discoveries to make on the way, especially for younger children.
  - Walking buses were good but there were difficulties in sustaining these, as there were very few volunteers to assist with them.
  - Some children were taken and picked up from school by childminders. At the moment the School Travel Plan Co-ordinators only consulted with schools and parents and not with childminders. Members felt that there was an opening to include childminders as consultees in school travel plan reviews and to encourage them to either walk or cycle with the children they looked after.

#### **Information Gathered from the Early Years Childcare Manager**

45. The Early Years Childcare Manager provided a briefing note for consideration by the Task Group in relation to healthy food and exercise in the day nurseries in York; this is attached at Annex K to this report.
46. The Chair of the National Day Nurseries Association in York also addressed the Task Group and confirmed that until 2003 all nurseries were required to have a proper kitchen and to provide home cooked meals on site; this was no longer the case.

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<sup>7</sup> A separate scrutiny review regarding School Travel Plans and Safe Access to Schools is due to commence shortly.

### **Task Group Comments**

47. The Task Group welcomed the information received and was very pleased to learn that healthy meals were being served in the day nurseries in York. However, they acknowledged that not all children in the city attended day nurseries.
48. The Task Group felt that the day nurseries in York were providing good healthy meals and plenty of exercise for the children in attendance. They also welcomed the fact that children sat at a table for proper meals.
49. Discussions ensued and the Chair of the local National Day Nurseries Association Network confirmed that he believed an integral part of a good nursery was its kitchen. Many nursery kitchens in the city were 100% organic with many not keeping deep fat fryers. 'Five A Day' had been nursery policy for many years.
50. The Task Group believed that the evidence presented in Annex K to this report suggested that parents of children attending day nurseries were kept fully informed of what their children were eating, the Task Group had not yet seen evidence that this continued when the children started Primary School. This led to discussions that further work may need to take place to promote the continuation of healthy eating habits into Primary Schools. The Task Group felt that once children reached 6 or 7 years of age it was likely to be more difficult to change their eating habits.
51. This led to a discussion on pack ups and the fact that these were given to children more widely when they started Primary School, sometimes due to a cost factor rather than through choice. However, it was felt that if very young children were given pack ups then they needed adequate time and supervision to eat them.

### **Information Gathered from the Youth Service**

52. In the context of work going on within Young People's Services the Task Group received a presentation on how our changing way of life contributes to an unhealthy lifestyle and potential obesity problems for young people today this covered the following points:
  - Driving to school
  - Fear of going out
  - Fast food generation
  - Parental shortcuts
  - Targeted by the advertising industry
  - Body image
  - Cyber bullying
53. A summary of this presentation is attached at Annex L to this report.

### **Task Group Comments**

54. Members of the Task Group discussed the presentation with the representative of the Youth Service. The following observations were made:
- It was not unusual for both parents to be out at work all day, work long hours and commute. This led to less time being perceived to be available for cooking meals, thus more ready prepared food was eaten, which tended to be less healthy often having high fat and salt content.
  - Those young people who were perceived as less able were more likely to take comfort in 'less healthy' foods resulting in weight problems. It was also acknowledged that due to societal changes many young people tended to 'hide away and play computer games' and this resulted in many younger people being less active than they ever had been before.
  - Parents were concerned about their children's safety leading to some being reluctant to let the children play outside without supervision.

### **Information Gathered from the Council's Food & Safety Unit**

55. As part of this key objective the Task Group requested information regarding supermarket labelling. A representative of the Food Standards Agency (FSA) had been invited to the meeting but was unable to attend; however they did provide the following information:

'Front of pack nutrition labelling is a voluntary initiative that is used on composite processed products to highlight the amount of fat, saturated fat, sugar and salt in them and is applied to family foods'.<sup>8</sup>

56. In lieu of the attendance of the FSA, officers from the Council's Food & Safety Unit gave a short presentation to the Task Group about the legal requirements of the nutritional labelling of food, consumer focussed initiatives such as the Food Standards Agency's traffic light labelling scheme and an overview of the work the team in York undertakes to tackle childhood obesity. A summary of the key points of the presentation is attached at Annex M to this report.

### **Task Group Comments**

57. The Task Group made the following observations regarding the presentation given by the Council's Food & Safety Unit:
- Supermarkets didn't all use the same labelling scheme which can be confusing for consumers

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<sup>8</sup> The FSA have provided the following clarification of 'family foods' – by 'family foods' it is meant foods that are not targeted at particular groups of people. That is not to say that front of pack labelling on all other products would be prohibited. They would, however, ask companies to consider the needs of their customer base before deciding whether or not front of pack labelling is appropriate for their product. Information on front of pack labelling is based on the requirements of the general population and so it would be inappropriate to provide it to those with particular needs (e.g. infants or people on weight-loss diets)



- Visual images were useful in getting the message about food content to audiences

### **Other Comments from the Task Group**

58. As a result of the information received in relation to key objective (iii) of the remit, it was acknowledged by the Task Group that there had been significant changes in lifestyles in the past 60 years and there had been a significant increase in the number of people who were either overweight or obese.

### **Fourth Key Objective**

**(iv) To learn more about the Altogether Better Programme and the Healthy Weight, Active Lives Strategic Implementation Group and the methods they are using to reduce childhood obesity**

### **Information Healthy Weight, Active Lives**

59. The PE and School Sport Consultant successfully applied for Local Strategic Partnership funding to set up the Healthy Weight, Active Lives Delivery Plan (HWALDP). The HWALDP is a partnership between Sport & Active Leisure (the lead partner), Altogether Better, CYC Food Safety Unit and York City Knights Rugby Club. The HWALDP reports to the Local Strategic Partnership and to the Healthy Weight, Active Lives Strategic Implementation Group.
60. As mentioned previously there is no named lead for obesity in the city this has led to many of the partner organisations doing their own small pieces of work that are not always linked together. The Healthy Weight, Active Lives Strategic Implementation Group has gone part way to 'joined up thinking' however the PE and School Sport Consultant suggested that some partners might be reluctant to work outside of their remit.
61. The Health Improvement Manager (obesity) at NHS North Yorkshire & York informed the Committee that the Healthy Weight, Active Lives Strategic Implementation Group was a sub-committee of the YorOK Board. Its main focus was to oversee the development of and monitor the delivery of partnership action plans. It shared good practice and was able to identify gaps in service provision and build on proposals for service developments. It was also able to secure funding for projects, ensure public involvement and ensure proposals and action plans were evidence based.

### **MEND**

62. The MEND programme (Mind, Exercise, Nutrition, Do it!) is led by the PE Consultant from Sport & Active Leisure and is a targeted self-referral programme. It is a community and family based programme for overweight and obese children aged between 7 and 13 and their families. The programme places emphasis on (M)ind, (E)xercise and (N)utrition, (D)o it! It combines all the elements known to be vital in treating and preventing obesity in children, including family involvement, practical education in nutrition and diet, increasing physical activity and behavioural change.

63. MEND was chosen as a viable programme due to its clinical success and national profile. It is a relatively cost effective and straightforward programme to set up and run. It does, however, require intensive resources to deliver. Each place on the programme is valued at £400 and the course is delivered free to referring families.
64. MEND has so far run two successful programmes supporting and re-educating children and their families to become happier, healthier and fitter. The first programmes were located as close as possible to identified NHS hotspots for childhood obesity in York. All children that have taken part so far have had successful outcomes. For example, the average cm waist measurement reduced by 5cm during the first programme.
65. At a recent Ofsted review of the York programme the inspector reported to MEND staff that this type of early intervention was successful due to the relationships that develop between the delivery staff and the families attending. The third programme started in January 2010 and 11 families were expected to take part.
66. Funding for the programme finishes in December 2010 but 4 more sessions have been funded. There is also a MEND programme for 2 to 4 year olds and for 5 to 7 year olds.
67. The greatest challenge for MEND is recruiting families to 'self refer' to the programme and so far none of the programmes have been full. It is known that 40% of the families who sign up to the programme then decide not to attend with the most common reason for non-attendance being, 'the child does not want to attend' or 'the child is too upset to attend'. However families that do attend report significant changes in their child and in their family's behaviour leading to an overall improvement in health.

#### **York City Knights Foundation 'Get Active' Programme**

68. The York City Knights Foundation 'Get Active' programme has also been running an educational assembly for Year Six children in all local primary schools to highlight the importance of a healthy lifestyle. Each class will be able to take part in a series of exercise sessions to promote the benefits of regular exercise.

#### **Altogether Better Programme**

69. The Altogether Better Programme tends to work with adults rather than children, although not in isolation. It also works with families and communities as well. It is a Big Lottery funded project that helps individuals and communities to eat more healthily, be more physically active and improve their mental well-being.
70. The project works in specific areas of disadvantage to improve the health of identified groups with the intention of empowering local people to take the lead in improving their own health and well-being and that of their families and local communities. The project contributes to the reduction of health inequalities in the City.

71. In York the project is managed by NHS North Yorkshire & York working in partnership with the City Council, the voluntary sector and local community groups. It started in September 2008 and is funded until June 2011 to work in the following Wards within the city:
- Westfield (Foxwood)
  - Clifton
  - Guildhall
  - Heworth/Hull Road (Tang Hall)
72. The four Wards above were characterised by multiple deprivation, including health inequalities. In each of the Wards above the target groups are families with children, lone parents, teenage parents, care leavers and homeless young people.
73. The aim of the project is to provide supported and accessible community health education to community members from the target groups and areas. It also helps to develop the skills and knowledge of community members and frontline workers/volunteers to make healthy changes to their lives as part of their involvement with their own families, communities or client groups.
74. So far the Altogether Better Programme has run 'Understanding Health Improvement' courses for frontline workers and volunteers (4 courses a year) and developed and delivered a 'Food for Thought Course' for parents living in the target areas, which was focussed on healthy eating, physical activity and mental well-being.
75. The Community Project Officer for the Altogether Better Programme said that their work to date had shown a need for fresh produce to be available both locally and cheaply. She suggested that the Task Group may like to consider formulating a recommendation around community initiatives such as food co-ops; obtaining fresh, good quality food was not easy if you had to travel 2 miles to your nearest supermarket.

#### **Task Group Comments on the Various Initiatives**

76. Discussions around the various initiatives, in particular the Altogether Better Programme, showed that health inequalities in York were not above the national average.
77. The Task Group discussed the information received and felt that there had been significant publicity of the MEND programme through newspaper articles, radio interviews and the Theatre Royal brochure. It was suggested that more identification and encouragement to participate through schools and GPs might help to increase take-up.
78. Further discussion between the PE & School Sport Consultant and the Task Group raised the following points:
- Both believed there was an assumption that average weight equals a healthy weight; this was not necessarily the case.

- Due to the temporary nature of funding arrangements there was little chance that MEND or similar initiatives would extend into adulthood.
  - Educating parents about healthy eating and physical exercise was key to preventing childhood obesity and the initiatives detailed above helped to do this
79. The Task Group recognised that the initiatives discussed, as part of this key objective did not solely concentrate on healthy eating. Physical exercise, mental well-being and education were also strong themes and were also key to the prevention of both childhood obesity and obesity in adulthood.

### **Fifth Key Objective**

#### **(v) To look at the continuity of services into adulthood**

80. The Task Group received some estimated (synthetic) data relating to adult obesity and this is attached at Annex N to this report. The data suggests that in 2007 around 24% of the national population was obese. It was estimated that in 2007 23.4% of York's population was obese. Data for other areas within North Yorkshire is included in the annex for comparison.
81. The Sport and Active Leisure Team were currently the key driver of the physical activity message in York, with the 'Just 30' campaign which contributes to the following Performance Indicators:
- We will increase by 1% per annum the number of adults participating in 5 x 30 minutes of moderate intensity physical activity per week (1,661 new participants per year)
  - We will increase by 1% per annum the number of adults participating in 3 x 30 minutes of sport per week (1,661 new participants per year)
82. Both of these indicators have obvious health benefits for adults and families. They will contribute to the overall health improvement of the city, and in turn be part of the universal provision for making York a healthier place to live, work and play.
83. In addition to this the Task Group learned that Energise, a local sports centre, were developing a pilot programme for adults to assist them in managing a healthier weight, through exercise sessions and nutrition and goal setting sessions.
84. The Task Group also received information from the Nutrition & Dietetic Service Manager at York Hospital in relation to the services available for adult obesity. This is attached at Annex O to this report.

### **Task Group Comments**

85. Discussions in relation to Annex O of the report raised the following points and questions:

- The Task Group understood that the role of the Hospital was to treat rather than prevent. NICE<sup>9</sup> Guidance was clear that prevention was a primary care focus.
- What would happen if the threshold for bariatric surgery were lowered to include people with a BMI of less than 50? The Nutrition & Dietetic Service Manager at York Hospital indicated that this could lead to a lot more bariatric surgery taking place. This process was expensive and had to be delivered in accordance with NICE Guidelines. It also included a two year post - operation monitoring period.
- In answer to a question in relation to bariatric surgery for children the Nutrition & Dietetic Service Manager at York Hospital was not aware of any that had taken place.
- The age of patients presenting for bariatric treatment was getting lower.
- 156 bariatric operations (with associated care) had been carried out in York over the past 12 months.
- Did the hospital keep data on how many people were overweight? In response, the hospital representative said that they did not keep data on those that were overweight or obese per se however, clinical pathways for individual symptoms or co-morbidities i.e. diabetes would indicate whether a patient was overweight or obese.
- Patients were rarely referred to the hospital with the symptomless problem of being overweight or obese; they tended to have a clinical problem (i.e. diabetes) and were referred to the hospital for treatment.

### **Sixth Key Objective**

#### **(vi) To explore how monies are spent on tackling obesity**

86. Information regarding how monies are spent tackling childhood obesity in York is at Annex P to this report.
87. Members were concerned about the £124,274 set out in Annex P in relation to the Altogether Better Programme and asked for clarity in relation to how much of this was spent on children. The Community Project Officer for the programme said that in short, the answer was none, as the programme was not specifically aimed at children. However, one of the programme's target groups was families with children, but its main focus was on adults. Although the information and practical skills the programme offers is specifically targeted at adults, children could be classed as indirect beneficiaries.

### **Task Group Comments**

88. The Task Group were concerned that the funding amount for the Altogether Better Programme had been included within Annex P as there did not seem to be any way of disaggregating how much of this money was spent on children

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<sup>9</sup> National Institute for Health & Clinical Excellence

rather than adults. They were also concerned that this funding stream was only available until 2011 and therefore could not be relied on in the future.

### **Analysis & Key findings**

89. During the course of the review the Task Group received a wealth of information and on consideration of this came to the conclusion that there were two simple and fundamental reasons for the increase in childhood obesity namely eating too much energy and a lack of exercise. However; the Task Group were aware that this was a very simplistic view and there were many other factors such as societal influences, individual psychology and activity environment that could also effect a child's weight.
90. They identified several areas where they felt there was particular cause for concern namely:
  - The length of time children undertook physical exercise within PE lessons
  - The cost and availability of 'physical activities' outside of school hours
  - Eating arrangements within schools (school meals versus pack ups, standard of eating areas)
  - The need to re-educate parents in relation to providing a healthy diet and the importance of physical activity
  - Funding streams for the various initiatives (i.e. MEND and the Altogether Better Programme)
  - The need for a revision of what was commissioned from school nurses, to include more on supporting families and tackling childhood obesity
  - The lack of 'joined up thinking' between the different agencies and/or initiatives
91. Further information in relation to all of the above points is set out in more detail within this report and its associated annexes.
92. Having taken all the evidence received into consideration the Task Group realised that whilst current service provision went some way to reducing childhood obesity it was not always effective. It needed one individual to link everything together and encourage and promote further initiatives. This individual, alongside encouraging and promoting initiatives such as the MEND programme should also liaise with appropriate persons to encourage and promote such things as take up of school meals, better PE provision, out of school physical activities and parental awareness of the merits of exercise and a healthy diet.
93. During discussions the Task Group also suggested, that should any post be created to undertake the above, it should be based within CYC. However, consideration should be given to whether there was any merit in this being a jointly funded post between CYC and NHS North Yorkshire & York.

### **Corporate Strategy 2009/2012**

94. This report and the review being undertaken are directly linked to the 'Healthy City' theme of the Corporate Strategy 2009/2012.

## Implications

### Financial & Human Resources

95. The Finance Officer at the City of York Council has estimated the annual cost of the recommended lead officer post, based on an assumed Grade 10, to be £41,020 in the first full year (including recruitment costs) rising to a £46,690 maximum annual cost. There are no budgets currently available to fund these additional costs within the Adults, Children & Education (ACE) directorate.
96. In view of this, and given the thrust of the Council's organisational review to reduce the number of posts at Grade 10 and above, the Assistant Director (Partnerships & Early Intervention) has advised that officers would want to explore other ways of addressing the Task Group's recommendations rather than necessarily creating a dedicated lead officer. Whilst Officers accept that there is a gap in service in the sense that a number of work streams could be better coordinated there are other ways of addressing this rather than creating a new post. It would, for example, be possible to build the recommendations in this report into the Service Plans (as appropriate) of the Education and the Integrated Commissioning Teams within the Adults, Children and Education Directorate. Other possibilities may emerge in the medium term as the Council takes on responsibility for health improvement.
97. The Primary Care Trust (PCT) already have an officer in post that takes on some of the responsibilities listed and additions to existing roles (whether PCT or CYC led) would be preferable to creating an additional post in the current economic climate.
98. The Council would always prefer to have a dual funding stream for any post that straddles the responsibility of the two organisations. However, at the moment, neither organisation has the funds to create such a post. In the medium term CYC will be picking up responsibility for the improving health agenda, so any funding that exists for such a post would be wholly within our control.
99. In terms of implications for NHS North Yorkshire & York the Interim Director of Public Health has provided the following response:

'The recommendations focus on one individual with responsibility for childhood obesity in York and while we can understand the principle we need to keep it in the context of ongoing public sector changes. Currently the Primary Care Trust (PCT), like City of York Council, is undergoing a management cost reduction process, which means that there will certainly not be new investment available from the NHS at this point. However it should be noted that the Health Improvement Manager at the PCT has a lead for childhood obesity across York and North Yorkshire and makes a significant contribution to this agenda. There may well be changes in light of the current and forthcoming white papers for the NHS and public health but at this point we are unable to clarify the implications of these.'

I would suggest that many of the functions outlined in the report are already covered within a team of individuals working across the sectors (e.g. in Sport & active Leisure). The Health Improvement Manager would be happy to be involved in taking forward the recommendations whether or not they fall under the remit of one individual.'

## **Risk Management**

100. The main risk of taking no action at all is that activities continue to take place in an uncoordinated fashion and become subject to short term funding pressures. This in turn may will lead to the risk of a rise in childhood obesity, with long-term consequences for health and social care budgets.

## **Recommendations**

101. In light of the above report the Task Group have agreed the following recommendation:
- i. That there should be a dedicated lead officer based within the City of York Council who is responsible for promoting and leading on the childhood obesity agenda. This officer should establish pathways of intervention throughout childhood, young adulthood and continuing into adulthood. Any lead officer, should also:
    - Promote clear pathways and long term planning of provisions/initiatives and identify resources for longer term provision of initiatives
    - Undertake a revision of what NHS North Yorkshire & York commission from school nurses to include more work on supporting families and childhood obesity programmes
    - Encourage schools to examine PE provision and make sure they maximise the time used for physical activity
    - Encourage all forms of physical exercise (both inside and outside of school hours)
    - Explore and learn from areas of good practice within other authorities
    - From data currently available undertake an impact assessment of work being undertaken at the present time and the likely impact of any additional measures put in place

Reason: To address the concerns set out in the original topic registration form.

## **Contact Details**

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**Final Draft Report**  **Approved**

**Date** 11.06.2010

**Specialist Implications Officer(s)**

All <input checked="" type="checkbox"/>

**Wards Affected:**

All

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

**Background Papers:**

Detailed in the Annexes

**Annexes**

**Please note that the annexes are available on line. Paper copies can be provided on request**

- Annex A** Topic Registration Form
- Annex B** List of documents/information received throughout the review
- Annex C** Information received in relation to Key Objective (i) of the review
- Annex D** Information on PE Provision - Key Objective (ii)
- Annex E** Information on the Healthy Schools Initiative – Key Objective (ii)
- Annex F** Information on School Meals - Key Objective (ii)
- Annex F1** Tables A to C – School Meals – Key Objective (ii)
- Annex F2** Nutritional Analysis of School Meals - Key Objective (ii)
- Annex G** Responses to Task Group’s Questions Regarding School Meals – Key Objective (ii)
- Annex G1** Statistical Comparison of School Meals Take-up - Key Objective (ii)
- Annex H** Presentation from the Health Improvement Manager (obesity) – Key Objective (iii)
- Annex I** The Full Obesity System Map Showing all 108 Indicators – Key Objective (iii)
- Annex J** Summary of Presentation Received on School Travel Plans – Key Objective (iii)
- Annex K** Briefing Paper – Eating in Nurseries - Key Objective (iii)
- Annex L** Summary of Presentation Received from the Youth Service – Key Objective (iii)
- Annex M** Summary of Presentation Received from the Food & Safety Unit – Key Objective (iii)
- Annex N** Adult Obesity Synthetic Data
- Annex O** Adult Services for Obesity
- Annex P** Funding

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**Report to Executive****2 November 2010**

Report of the Director of City Strategy

**Accommodation Project – Update Report****Purpose of Report**

- 1 This report is in response to a request from Executive of 20<sup>th</sup> July to provide
  - An update regarding the detail of all current accommodation lease termination and break clause dates
  - Information regarding the strategy for dealing with dilapidations
  - The strategy to minimise the period of time between the council's departure from the buildings and the lease termination dates
  - Information on the move to the new premises confirming that there will be minimal disruption and risk to council services
  - Information on the financial benefits in a simple form

**Background**

- 2 The vacation of those properties currently occupied as part the administration accommodation portfolio is an important element of the Accommodation Project. An Exit Strategy has been approved and is in the process of being implemented. This report provides an update on various aspects of this implementation following specific requests for information.

**Update**

- 3 An update regarding the detail of all current accommodation lease termination and break clause dates

The table below details all the current leased accommodation detailing the relevant dates

Property Address	Lease Termination Date	Break Clause Dates (if any)
De Grey House	March 2015	March 2011
Mill House	September 2012	Anytime after June 2010
10-12 George Hudson Street (see note 1)	June 2016	May 2011
20 George Hudson Street	July 2012	May 2011
18 Back Swinegate	June 2016	September 2013
1a/b Swinegate East	June 2016	May 2011
50 York Road, Acomb	May 2017	May 2012
St Leonards Place & 2/4 Museum Street	October 2013	Anytime after October 2010
11 Little Stonegate	June 2015	June 2012,2013,2014

#### 4 Information regarding the strategy for dealing with dilapidations

Property Services have adopted 2 options for dealing with dilapidations at the end, or at the break date for any lease.

Option A (the preferred option) – negotiate a cash settlement with the landlord in lieu of carrying out the works. The advantages of this option are

- The cash sum is known and so budgeting is easier
- The service can remain in occupation longer which minimises the disruption of a possible temporary occupation elsewhere and also the building remains vacant for a shorter period before the end of the lease

Option B – carry out the works necessary to hand the property back in a state of repair in accordance with the terms of the lease. The landlord does have the right to insist on this approach but the disadvantages to the Council are

- Uncertainty over the level and amount of work required to satisfy the landlord which can lead to delay, uncertainty as to the costs of the work and ultimately the possibility that, where the Council has sought to exercise a break clause, this is not valid and so substantial additional rent and other costs are incurred
- The occupying service would have to vacate several months before the termination date of the lease or break clause to give Property services time to arrange for the works to be done. This will result in the accommodation being vacant and also the possibility of having to find temporary accommodation if necessary.

5 The strategy to minimise the period of time between the council's departure from the buildings and the lease termination dates

Property Services Strategy can be summarised as follows:-

- Keep the landlords of the various leased properties advised on an ongoing basis of the Council's future intentions concerning the exercise of break clauses and the vacation arrangements near the end of the lease so the landlord can decide on it's future options for the space and, if an opportunity arises, early vacation can be agreed
- Negotiate with the landlord on an ongoing basis on lease related matters such as dilapidations to ensure there needs to be a minimum 'vacant' period to carry out works to meet vacation requirements.

Examples of this strategy in operation are outlined below

De Grey House – Notice to break now served. In negotiation with York Conservation Trust, the landlord, on dilapidations. Third party already showing interest in the space

Mill House – already talking to the landlord about the vacation date in 2013 and landlord looking now at options for future use of the property

18 Back Swinegate – In contact with landlord concerning vacation date in 2013 and arranged a meeting for them and planning section to discuss options

20 George Hudson Street – Advised the landlord of our vacation date. They are discussing about refurbishment of the building with Planning Conversation as it is a listed building

10-12 George Hudson Street – given the landlord the vacation date so that they can plan for the future of the building

St Leonards Place – the owners, Rushbond, are aware of the vacation date.

Swinegate Court East – break clause to be served for vacation in May 2011. Landlords are already looking to re-let the space and interest has been shown from third parties.

6 Information on the move to the new premises confirming that there will be minimal disruption and risk to council services

The final strategy for the staff relocation to the new build is still to be finalised but the following comments provide an indication how the project will minimise the risk of disruption to council services.

The intention is to operate a phased move over a period of weeks in order to minimise disruption, allow service areas to get familiar with their new surroundings and to enable the move team to identify areas for improving the process for implementation during the following phases.

The space planning process will identify, in advance, the location of individual service areas within the new building, down to individual workspaces in some cases.

## 7 Information on the financial benefits in a simple form

The Capital costs of the Administrative Accommodation project remain at £43.804m.

Up to this point, the focus on the financial model has been the Net Present Value. This was relevant in terms of the decision to proceed with the new HQ, and is recognised as a key measurement in terms of making long term decisions.

However, the calculation of NPV is also something that can be confusing to many people, and as we progress with the project it is felt that a simpler presentation of the financial information is now relevant.

It is proposed that in the future the focus will be on the actual cash savings that are being generated, and not to bring in discounted factors which the calculation of NPV does.

As with any major project the overall financial implications will inevitably move in time, and presenting changes in actual cash sums, and highlighting the years in which they occur is felt to be a better way of presenting information that people will understand.

Over the next 25 years, the project is estimated to make a cash saving of £17m. The £17m is the net total of undiscounted annual savings and costs from the date at which the West Offices project gets underway, i.e. 2010/11. These savings and costs are calculated using the cost of the West Office project minus the cost of the Do Nothing option. By providing the data in this way the real scale of annual cash savings are shown. These annual savings are attached in Annex A. The table below illustrates how the annual savings are made up, using 2023/24 as an example.

	<b>£000's</b>
Efficiencies from Moving #	505
Rents	1,908
Rates	(142)
Running Costs	206
Prudential Borrowing	(1,567)
Rental Income	70
<b>Total Annual Net Saving</b>	<b>980</b>

# The efficiencies from Moving include savings from a number of activities including portage and internal post costs, the reduction of external hire of room costs, ICT savings and savings in the cost of printing & stationary.

This calculation is based upon the very latest information regarding various assumptions regarding the project. It is inevitable that the figures will change in time.

In terms of comparing the cash value of £17m with the original NPV, clearly the cash value is “undiscounted” and over a 25 year period this has significant impact. It should also be noted, that based upon a refresh of the assumptions in the model, the revised NPV would be some £7.4m

Further opportunities are being looked at in terms of additional efficiencies that may be achievable from the new HQ building. Given the financial climate it is crucial that we maximise the financial benefits, and review how services will operate within the building to deliver maximum value for money. This work is ongoing currently and may lead to further improvement in the overall financial benefits of the new HQ.

### Implications

8

- Financial – The financial implications are contained in the main body of this report and annex.
- Legal – Close liaison is taking place with legal services to ensure any notices and agreements are completed in a timely manner
- Property – the corporate landlord’s comments are included in this report
- Information Technology, HR, Equalities and Crime and Disorder – There are no significant implications here.

### Risk Management

9

There is a risk that the allocated budget for the Exit strategy will be inadequate. This risk has been assessed as **Medium**. The risk is contained in the risk register for the Accommodation Project and the Corporate Risk Register. The risk is monitored by the Accommodation Board and also the Corporate Asset Management Group on a monthly basis.

### Recommendations

10

The Executive is asked to note the details of the Property Exit Strategy for the Accommodation project contained in this report

#### Reason

To provide further endorsement of the actions already taken and proposed to take to minimise the cost and disruption of the move to West Offices

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**Wards Affected:** All

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**Background Papers**

None



Annex A

	Yr 1 2005/6 Actual	Yr 2 2006/7 Actual	Yr 3 2007/8 Actual	Yr 4 2008/9 Actual	Yr 5 2009/10 Actual	Yr 6 2010/11 Estimate	Yr 7 2011/12 Estimate	Yr 8 2012/13 Estimate	Yr 9 2013/14 Estimate	Yr 10 2014/15 Estimate	
Base Case Revenue Costs	2,187	2,503	2,955	3,188	3,207	3,243	3,368	3,420	3,503	3,509	
West Offices Revenue Costs	2,187	2,503	2,955	3,188	3,207	3,446	3,693	4,733	3,945	3,295	
Annual (Saving)/Loss	0	0	0	0	0	203	325	1,312	442	(214)	
Repayment of Venture Fund - EYD	0	0	0	0	0	0	0	0	0	214	
Repayment of Venture Fund - Abortive Costs	0	0	0	0	0	0	0	0	0	0	
Revised (Saving)/Loss	0	0	0	0	0	203	325	1,312	442	0	
Additional Efficiency savings	0	0	0	0	0	0	0	0	0	0	
Revised (Saving)/Loss	0	0	0	0	0	203	325	1,312	442	0	
	Yr 11 2015/16 Estimate	Yr 12 2016/17 Estimate	Yr 13 2017/18 Estimate	Yr 14 2018/19 Estimate	Yr 15 2019/20 Estimate	Yr 16 2020/21 Estimate	Yr 17 2021/22 Estimate	Yr 18 2022/23 Estimate	Yr 19 2023/24 Estimate	Yr 20 2024/25 Estimate	
Base Case Revenue Costs	3,570	3,703	3,803	3,891	3,952	4,023	4,187	4,356	4,477	4,548	
West Offices Revenue Costs	3,311	3,328	3,362	3,377	3,392	3,413	3,435	3,476	3,498	3,518	
Annual (Saving)/Loss	(259)	(376)	(441)	(514)	(560)	(609)	(752)	(880)	(980)	(1,030)	
Repayment of Venture Fund - EYD	259	376	441	514	478	0	0	0	0	0	
Repayment of Venture Fund - Abortive Costs	0	0	0	0	82	609	400	0	0	0	
Revised (Saving)/Loss	0	0	0	0	0	0	(351)	(880)	(980)	(1,030)	
Additional Efficiency savings	0	0	0	0	0	0	0	0	0	0	
Revised (Saving)/Loss	0	0	0	0	0	0	(351)	(880)	(980)	(1,030)	
	Yr 21 2025/26 Estimate	Yr 22 2026/27 Estimate	Yr 23 2027/28 Estimate	Yr 24 2028/29 Estimate	Yr 25 2029/30 Estimate	Yr 26 2030/31 Estimate	Yr 27 2031/32 Estimate	Yr 28 2032/33 Estimate	Yr 29 2033/34 Estimate	Yr 30 2034/35 Estimate	Total
Base Case Revenue Costs	4,631	4,837	4,998	5,141	5,235	5,327	5,548	5,776	5,937	6,028	
West Offices Revenue Costs	3,545	3,573	3,625	3,650	3,676	3,709	3,744	3,804	3,838	3,877	
Annual (Saving)/Loss	(1,086)	(1,264)	(1,373)	(1,491)	(1,559)	(1,618)	(1,804)	(1,972)	(2,099)	(2,151)	
Repayment of Venture Fund - EYD	0	0	0	0	0	0	0	0	0	0	
Repayment of Venture Fund - Abortive Costs	0	0	0	0	0	0	0	0	0	0	
Revised (Saving)/Loss	(1,086)	(1,264)	(1,373)	(1,491)	(1,559)	(1,618)	(1,804)	(1,972)	(2,099)	(2,151)	
Additional Efficiency savings	0	0	0	0	0	0	0	0	0	0	
Revised (Saving)/Loss	(1,086)	(1,264)	(1,373)	(1,491)	(1,559)	(1,618)	(1,804)	(1,972)	(2,099)	(2,151)	(17,375)

Revenue Implications of the administration accommodation project - Costs and (Savings)

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**NET SAVINGS BREAKDOWN OF MOVE TO WEST OFFICES**

10/12 George Hudson Street	(8,986,127)
Back Swinegate	(5,037,075)
Swinegate East	(946,726)
Saint Leonard's Complex / 2/4 Museum Street	(11,300,713)
20 George Hudson Street	(6,288,436)
De Grey House	(1,946,765)
5/6 Kings Court	(675,986)
Customer Ctr - 11 Little Stonegate	(1,046,804)
Mill House	(7,617,101)
50 York Road	329,968
Unison Office	294,864
Fees (linked to rent reviews)	(567,061)
<b>Rents</b>	<b>(43,787,961)</b>
10/12 George Hudson Street	(1,780,062)
Back Swinegate & Swinegate East	(2,089,603)
Saint Leonards Place	(3,568,230)
20 George Hudson Street	(2,278,133)
De Grey House	(711,234)
5/6 Kings Court	(272,280)
Customer Ctr - 11 Little Stonegate	(394,713)
Ashbank	(566,627)
Hollycroft	(423,028)
Mill House	(2,386,684)
Unison Office	160,228
West Offices	17,755,625
<b>Rates</b>	<b>3,445,259</b>
Insurance	589,123
Facilities Management	1,824,644
Cleaning	(1,688,778)
Energy Costs	(7,239,614)
Whole Life Costs	3,226,672
<b>Running Costs</b>	<b>(3,287,952)</b>
ICT Costs	20,000
Costs to Change	70,000
<b>Property Exit Strategy Costs</b>	<b>90,000</b>
Porterage, internal post, Courier	(711,256)
Printing /Stationary	(2,667,211)
External Booking of Rooms	(711,256)
Reception Staff	(1,422,513)
Hardwiring between buildings (Data /Voice)	(1,778,141)
ICT support Staff	(3,200,653)
Faxes	(106,688)
Photocopiers	(569,005)
Access and Fire	(355,628)
<b>Efficiencies from Moving</b>	<b>(11,522,352)</b>
<b>Rental Income</b>	<b>(1,534,449)</b>
<b>Finance costs of Borrowing</b>	<b>35,848,521</b>
<b>Repay Venture Fund</b>	<b>3,373,915</b>
<b>TOTAL NET SAVING- WEST OFFICES</b>	<b>(17,375,019)</b>

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**Executive****2 November 2010**

Report of the Director of City Strategy

**Flood and Water Management Act.****Summary**

- 1 This report provides advice to Members on a number of flood related issues arising from the recently enacted Flood and Water Management Act and the Flood Risk Regulations 2009. It offer options on how the Council could respond to these pieces of legislation.

**Background****Pitt Review**

- 2 Following the floods of 2007 the government commissioned Sir Michael Pitt to undertake a review of all the issues and actions associated with this flood event. His report in December 2008 produced 92 recommendations, 15 of which the government acted on immediately. The Department for Environment, Food and Rural Affairs (Defra) followed up on this report and the first draft of the Flood and Water Bill was produced. This was widely consulted on and many issues were raised about how the proposals could be afforded. Part of the concept of the Bill was that a "Lead Local Flood Authority" would be set up to coordinate all local flood related activities.
- 3 The term Lead Local Flood Authority (LLFA) refers to a County Council or Unitary Authority, hence City of York Council (CYC), and was supposed to come into being as part of the Act. However, the Bill got delayed and was taking a longer time to pass through Parliament than expected. So in order to comply with a European Commission Directive on flooding, it was necessary to extract from the proposed Flood and Water Bill some of its contents and these became part of the Flood Risk Regulations of December 2009. The main thrust of these Regulations is the requirement to produce a Preliminary Flood Risk Assessment (PFRA).
- 4 The actual details of what will be required in a PFRA are still being prepared by Defra. But the key issue for the of the Directive is to establish a framework for assessing and managing flood risk aimed at reducing the adverse consequences for the following factors; human health, the environment, cultural heritage and economic activity. The Regulations require that the Environment Agency (EA) publish a comprehensive PFRA by December 2011.

In order to meet this timetable the LLFAs need to produce an approved plan for their area and submit it to the EA by June 2011. The PFRA will show all the areas of significance (a term yet to be defined) in respect to flooding on the four factors detailed above.

- 5 The Council were advised that it would receive from Defra a grant of £10,000 to develop the first part of the PFRA, this grant has recently been received. The next stages of the project for the Council will be to produce a "Hazard Map" by June 2013, and the Flood Risk Management plan, to mitigate against that flooding, by June 2015. These again will be forwarded to the EA for them to compile a national plan by the December of each of those years. These plans will be made available to the public.

### **Flood and Water Management Act**

- 6 The Flood and Water Management Act (FAWMA) received Royal Assent on 8 April 2010, and is being implemented in stages. Part came into force on 1<sup>st</sup> October 2010. Most of the rest of the Act will commence on 1 April 2011. The Act pulls together many, but not all of the Pitt recommendation, and will require the Council to undertake new duties to deal with local flood risk.
- 7 The FAWMA and Flood Risk Regulations 2009 have placed a range of new duties and responsibilities upon Local Authorities, the Environment Agency and other partners in relation to the management of flood and coastal risk. The details in the Act are lengthy, but in brief the main new duties for LLFA will be to develop, maintain, apply and monitor a local flood risk management strategy in its area which covers flood risk from surface run-off, groundwater, and ordinary watercourses.
- 8 This work will be based on an assessment of risk which incorporates the Preliminary Flood Risk Assessment required by the Flood Risk Regulations, as well as the maps and plans for Flood Risk Areas. This strategy must be produced in consultation with risk management authorities that may be affected by the strategy (i.e. the EA, District Councils, Internal Drainage Boards, Water Companies, and Highway Authorities) as well as the public and be consistent with the 'National' Flood and Coastal Risk Management (FCRM) Strategy for England being developed by the EA. This strategy must set out:
  - who the risk management authorities are in the area.
  - what FCRM functions may be exercised by these authorities.
  - the objectives for managing local flood risk.
  - the measures proposed to achieve those objectives.
  - how and when the measures are expected to be implemented; the costs and benefits of those measures, and how they are to be paid for.
  - the assessment of local flood risk for the purpose of the strategy.
  - how and when the strategy is to be reviewed and

- how the strategy contributes to the achievement of wider environmental objectives.

9 The LLFA also has a number of other specific duties including:

- the establishment and maintenance of a register of structures which may have a significant effect on flood risk in its area, with details of their ownership and state of repair.
- Undertaking Surface Water Management Plans.
- Delivering some early/priority actions they contain.
- Co-ordinating partnership activity.
- Mapping and registering significant assets/features.
- Designating third party assets/features.
- Running oversight and scrutiny committees.
- Administering consents regarding private changes to ordinary watercourses.
- Managing local resilience forums.
- Regulating SUDS.

10 The Environment Food & Rural Affairs Committee (EFRA) are to reconvene in order to re-consult and review parts of the Act and possible additions could be:

- Items missed out from draft bill which are thought to be important.
- Items which will deliver optimum social, economic and environmental outcomes.
- SUDS and Transfer of private sewers and lateral drains.

11 All this legislation brings with it new financial and resource burdens. The stance of the government, which is being vigorously challenged by Local Authorities, through the Local Government Association (LGA), was that the Local Authorities have no new net burdens as the new activities can be funded from the savings generated by the transfer of private sewers to the Water Companies. Some analysis of what the Council spends on the type of private sewer that would be transferred, was carried out and this showed that only a nominal couple of thousand pounds could be identified. This information was provided to the LGA.

12 Following a wide range of lobbying the government seems to have relaxed their approach slightly and are reviewing their stance. Some consultation documents have been circulated suggesting some funding may be available to Local Authorities. This may be provided through an Area Based assessment instead of Formula Grant. In the early discussion papers from government there are various scenarios covered which suggest what effect (in staff Full Time Equivalents) the FAWMA will have on the LLFAs. In York's case the range of values is between 1.5 and 2.3 FTEs.

### **Catchment Flood Management Plan**

- 13 The Catchment Flood Management Plan (CFMP) is the plan which is in effect the monitoring tool for National Indicator 189. In the first two years of the life of the York CFMP, the Council has needed only minimal input to the EA to comply with NI 189. However, we are now in year three and the list of activities to comply with is significant, but too lengthy to detail here, but suffice to say there needs to be a staff resource applied to undertake the work. The CFMP will be a key tool for the North Yorkshire Flood Risk Partnership which has just been set up with Cllr A Waller as its Chair, and its inaugural meeting was held on 13 October 2010.

### **Surface Water Management Plan (SWMP)**

- 14 A bid to Defra was made last year to fund a £100k Surface Water Management Plan (SWMP) for the central area of the City. This was successful and the Council's Structures and Drainage section is now leading on the development of that plan. Some of the information which comes from that plan will assist with the PFRA.

### **Resource Capacity Building**

- 15 The Council is in the fortunate position, compared to many other Local Authorities, in having a good foundation of drainage expertise to start to deal with the new burdens.
- 16 The Pitt Review proposed an increase in staff capacity within the country who have knowledge of flood risk. Defra has therefore funded 27 training places at the University of the West of England on the River and Coastal Foundation Degree. The Council put a bid into to have one of these trainees and was successful. The student has just completed her first year with a distinction. When not studying she works in the Structures and Drainage section getting a wide range of flood and drainage experience.
- 17 In an attempt to move the flooding agenda forward, another initiative of self help has emerged with the formation of an alliance of Local Authorities, the EA, Yorkshire Water and University of Sheffield. This forum known as the Yorkshire & Humber Learning Action Alliance (YHLAA) has been formed to pool information and share the burden of developing / understanding issues coming out of the FAWM Act. The Council takes part in this alliance and has a seat on the steering group.

### **Sandbag Policy**

- 18 During the flood event of 2000 the Council received many requests for sandbags from the public and business communities to assist them in protecting their properties from the ingress of flood water. There was a basic principle on how to manage these requests, but following that event a more comprehensive policy was drafted on how to distribute sandbags during a river flood event. With the passage of time and the increase in flash flooding events from heavy rain, the Council receives requests for sandbags to protect against



the flood water from such events. As the current Sandbag policy was written with river flooding in mind it has been redrafted to take account of flooding from a number of sources. The revised policy is attached as Annex A.

## **Consultation**

- 19 No external consultation has taken place as the report's contents are to give guidance to Members on the contents of the Flood and Water Management Act 2010 and the Flood Risk Regulations 2009.

## **Options**

- 20 The options for the Executive to consider are:

**Option 1** Recognise the need for additional staff resources in the Structures and Drainage team so as to deliver the new duties arising from the Flood and Water Management Act, and the Flood Risk Regulation 2009.

**Option 2** Revise the duties of the Structures and Drainage team so as to deliver the new duties arising from the Flood and Water Management Act, and the Flood Risk Regulation 2009, without increasing staff resources.

## **Analysis**

- 21 Analysis of each of the options is detailed below.

### **Option 1**

- 22 This option provides the Council with the resources to embark on a development plan to engage with these two new pieces of legislation. The existing Structures and Drainage Team have existing duties which will continue and therefore they do not have the capacity to fulfil the new duties. These new duties are not fully understood at this time, but it is intended that if the growth bid is successful it would fund a new member of staff. With this extra resource the Drainage Team would further investigate the detail in the FAWMA and the Flood Risk Regulations to understand the volume of work these new duties would bring to the Council. Work would also start on delivering these new duties which would typically be in the areas of:

- the establishment and maintenance of a register of structures which may have a significant effect on flood risk in its area, with details of their ownership and state of repair.
- Start investigating reported flooding incidents and assigning responsibility for action.
- Undertaking Surface Water Management Plans.
- Delivering some early/priority actions they contain.
- Co-ordinating partnership activity.
- Mapping and registering significant assets/features.

- Designating third party assets/features.
- Develop and understanding of how to administer consents regarding private changes to ordinary watercourses.

23 A further report would then be brought back to Members giving greater details of the new burdens and the recommended size of the establishment to deal with the issues, this would be drafted with knowledge from the early work detailed above. This approach is suggested after reflecting on Defra's assessment that the Council may need between 1.5 and 2.3 extra members staff to fulfil its functions. However, given the governments assumption that the Council will be able to deliver some of the duties in the FAWMA from budgets saved by the transfer of private sewers to the Water Companies (which we know to be negligible), they obviously believe the total staff resource to be greater than 2.3 people. This would be better assessed following the investigative work carried out in year one to establish what the workload will be and how it can be delivered. All this work would sit nicely alongside and compliment the work being done on climate change by the Sustainability Team. This is the recommended option.

## **Option 2**

24 The Drainage Team currently carry out a whole range of duties and are fully occupied with such work as:

- Checking drainage details on planning application.
- Becks and Watercourse cleaning and maintenance.
- Flood emergencies.
- River Foss Navigation Management / Oulston Reservoir Inspection regime and maintenance.
- River Bank Repairs.
- Highway Drainage investigation repair and maintenance.
- Internal Drainage Board Liaison.
- Strategic Flood Risk Management.
- Drainage advise on Leisure and other Council Land.
- Surface Water Management Plan.

25 This work occupies the existing staff full time. The only way they could do the new duties would be to stop doing the above work, hence this option is not recommended.

## **Corporate Priorities**

27 The contents of this report will contribute to at least three corporate priorities. It minimises the effects of flooding so this will contribute to the Thriving City agenda by reducing the impact on the economy. It will also help with sustainability for the City and its communities, and make York a Safer City by reducing the threat from flooding.

## Implications

28 This report has the following implications:

- **Financial** – Additional funds will be required to undertake the new burdens on the Council. Some funding has been secured for the Surface Water Management Plan and Preliminary Flood Risk Assessment. But funds to fulfil the actions required to comply with the Catchment Flood Management Plan and the new burdens in the Flood and Water Management Act are not confirmed. A growth bid has been submitted for Members to consider funding some initial work to start to scope the impact of these new burdens on the Council.
- **Human Resources (HR)** - Additional staff resources will be required to undertake the new work.
- **Equalities** – As this is an information report there will be no impact on equalities, however if any future works are promoted then this issue will be considered at that time.
- **Legal** - The Council now has an obligation to develop, maintain, apply and monitor a strategy for local flood risk management in its area as well as various new supplementary powers and duties.
- **Crime and Disorder** - No impact
- **Information Technology (IT)** - No impact
- **Property** - No impact
- **Other** -

## Risk Management

29 There is a risk to the Council's reputation if it does not engage in delivering the duties in the Flood and Water Management Act, and the Flood Risk Regulations 2009. It would fail to meet its obligations for National Indicator 189.

## Recommendations

30 That Members:

- (i) take account of the contents of this report when considering the Growth bid in support of the additional resources needed to deal with the new burdens arising from the Flood and Water Management Act, and the Flood Risk Regulations 2009.

Reason: So as to fulfil the Council's obligations under the Flood and Water Management Act, and Flood Risk Regulation 2009.

- (ii) endorse the revised Sandbag Policy detailed in Annex A which now takes account of flooding from a number of sources.

Reason: To allow the efficient and effective distribution of sandbags in a flood emergency situation.

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**Report Approved** ✓ | **Date** : 21 October  
2010

**Specialist Implications Officer(s)**

**Wards Affected:** All

For further information please contact the author of the report

**Background Papers:**

None

**Annexes**

**Annex A : Sandbag Policy**

## **SANDBAG POLICY**

### **Introduction**

During the floods of November 2000, in North Yorkshire and the City of York, sandbag supplies were stretched to breaking point as the responding agencies fought to hold back the rising floodwaters over a large geographical area.

At the same time there were thousands of calls from the public demanding sandbags with which to protect their properties. This placed further strain on both the local authority and the Environment Agency as they attempted to balance the priority dispersal of their already stretched sandbag supplies while meeting the needs of an anxious population.

It is, in the first place, the responsibility of the occupier or owner of a property to protect it against the ingress of floodwaters. However there will be occasions when assistance is sought in providing this protection. Most frequently this is by seeking the provision of sandbags from the local authority.

In the case of river flooding, the City of York Council will sandbag the identified "at risk" properties, in accordance with the Environment Agency Flood warnings, subject to availability of resources in both materials and labour. Contingency plans are in place to implement a temporary works program to prevent widespread flooding of both residential and commercial areas.

In the case of 'flash flooding' due to heavy rain, identified 'at risk' properties will be sandbagged, once again subject to availability of resources.

As the extent of flood prevention works cannot be predicted in advance of an event it is necessary for the Council to prioritise the distribution of sandbags according to the level of threat to the infrastructure and key installations within the authority's area. It is therefore essential that the City of York Council has a clear policy governing the supply of sandbags to the public during a major flood event.

### **The Strategic Aim**

The aim of the plans, and the works listed within them, is to prevent or mitigate the effects of flooding on the City of York. To that end decisions may be taken or priorities set which maximise the effect of that prevention or mitigation.

Hence key installations and public infrastructure may be given priority over individual residential or commercial properties.

## CITY OF YORK COUNCIL RIVER FLOOD EMERGENCY PLAN

**Policy**

In keeping with the strategic aim, priority will be given to the use of sandbags as follows;

- Repairs to existing flood defences, whether permanent or temporary,
- Construction of temporary works, as identified in the City of York Flood Plan to prevent flooding to large areas of the City affecting both residential and commercial properties. This includes works to protect areas not previously identified but which become known during a particular flooding incident and which meet these criteria.
- Key installations\* – Utility installations, hospitals, schools, communication centres, council buildings (e.g. residential homes) and operational emergency services premises.
- Critical transportation routes and other essential roads
- Individual residential or commercial properties

This policy will apply to flooding, whether caused by overtopping of main rivers, breaches of permanent or temporary defences or flash flooding caused by excess rain.

\* It will remain, in the first instance, the responsibility of the owners or operators of these installations to protect their own property.

**Public Supply**

Subject to availability, and the above priorities, sandbags from the Council's stock will only be made available to members of the public in the following circumstances:

- When the temporary works have been constructed and the flood waters are not anticipated to rise above existing defences.
- Where there is an **immediate** threat to individual properties, with the proviso that such release does not jeopardise the ability of the Council to achieve its strategic aim.

The facility offered to the public will be kept under constant review during the incident and may be withdrawn at any time if stocks reduce to a level where the authority would be unable to meet its strategic aim.

## CITY OF YORK COUNCIL RIVER FLOOD EMERGENCY PLAN

A charge may be levied for the provision of any sandbags or for assistance in constructing sandbag defences to premises other than those listed priorities set out under 'Policy' above.

**Sandbags will not be available for collection by the public from the Council's Depot at Hazel Court.**

**Council Assistance to Residents**

The level of assistance which the Council is able to offer individual residents will depend on the resources available at the time, the demands on that resource owing to the situation we are confronting and an objective view of the needs of the resident.

For example in **Case A** it may only be necessary to supply a number of sandbags to an able bodied householder whilst in **Case B** an elderly or disabled resident may require assistance in the building of the sandbag defences as well.

**Disclaimer**

The Council will employ its best endeavours to deliver sandbags to members of the public, but will not be held responsible for any damage caused by a delay in that delivery nor for any failure of sandbagging to prevent ingress of water to a property.

It is emphasised that it is the responsibility of the owner or occupier of a property to protect it against flooding and proprietary products are available which may provide a greater degree of protection than a simple sandbag wall. City of York Council does not provide endorsement to flood protection products. It is for the purchaser to decide if a specific product is suitable for their needs.

Further information on flood protection can be found on the Environment Agency web site: [www.environment-agency.gov.uk/subject/flood](http://www.environment-agency.gov.uk/subject/flood)

**Limitations of Sandbagging**

Sandbags will not totally prevent floodwater encroaching into property and householders/occupiers of 'at risk' properties should always remove articles to a safe location above the anticipated flood level.

Those building sandbag flood defences should also be aware that sandbags are exceptionally heavy and therefore there are health and safety considerations in their manual handling.

Advice as to the most effective method of building sandbag defences in order to ensure a good seal can be found on the council website at :

[http://www.york.gov.uk/content/45053/65341/Emergency\\_plans\\_for\\_flooding/How\\_to\\_build\\_a\\_sandbag](http://www.york.gov.uk/content/45053/65341/Emergency_plans_for_flooding/How_to_build_a_sandbag)

CITY OF YORK COUNCIL RIVER FLOOD EMERGENCY PLAN

There are a number of web sites offering flood defence products to protect homes and commercial premises. People whose premises are at risk from flooding and who are serious about protecting their property should explore the practicality of the alternatives to sand bagging.

Disposal of Sandbags

The responsibility for the safe and legal disposal of sandbags after a flooding event remains with the owner or occupier of the property. Filled sandbags **must not** be placed in wheelie bins for disposal as the collections are not meant for this sort of bulky item and residents could be liable for a statutory notice.

Failure to comply with a notice can result in a fixed penalty ticket for £100 or a court appearance with a maximum fine of £1000.

Where possible, used sandbags should be split and the contents spread over gardens and the bag itself placed in the household bin.


**City of York Council Communities and Neighbourhoods Directorate may, on request, collect sandbags for disposal, a charge may be levied for this service.**

It is **not** recommended that sandbags be kept and re-used as they may have been contaminated by the flood waters.

Responsibility for the Policy

This policy is the responsibility of the Director of City Strategy who may delegate its operation on a day to day basis to an officer(s) of his/her choice.



	
<b>Executive</b>	2 <sup>nd</sup> November 2010
Report of the Chief Executive	

## **Sustaining the More for York Programme & Creating the Office of the Chief Executive**

### **Summary**

1. This report sets out proposals for sustaining the More for York programme team over an extended period to respond to the Comprehensive Spending Review and the 7.1% pa cut in central government funding over the next 4 years.
2. This report also presents a new structure for the Office of the Chief Executive (OCE). The new OCE needs to create the capacity to:-
  - a. Achieve savings as part of the More For York programme.
  - b. Drive and embed corporate wide transformation, efficiency and improvement
  - c. Develop and embed a revised Performance Management Framework that reflects the reduction of the performance reporting burden and integrates with a broader programme of change
  - d. Improve regional and city wide partnership working
  - e. Improve communication and engagement with internal and external stakeholders, focussing on proactive planned activity around priority council business
  - f. Support effective service planning and delivery
  - g. Establish a coherent "one council" policy framework
  - h. Establish a Commercial procurement hub for the Council to manage spend on goods and services across the Council and deliver significant savings

### **Sustaining the More for York Programme**

3. The More for York Programme was established in 2008 and is on track to deliver £6.952m savings this year with a further £2.5 – 3m which will be realised next year. The internal Programme team have been very successful in delivering efficiencies and have developed workstreams and methods of realising savings which are regarded in the region as exemplars. Many other public sector agencies are still considering how to deliver structured savings programmes or are reliant upon external consultancies to provide the expertise.
4. More for York was initially established to deliver a three year programme to generate £15m of savings to cover the impacts of spending pressures caused by the economic downturn, an ageing population and a national increase in looked after children. The funding for the Programme team came from the venture fund and is being repaid from revenue budgets and savings that have been generated as part of the second phase of the easy@york programme. The funding and cost profile assumed that the internal programme resources would be reduced significantly in 2011/12 (by £800k) and again in 2012/13 as the programme concluded.

5. The huge changes that have followed the new governments push to reduce the national budget deficit and the announcement of an average 7.1% cut in central government grant have meant that the duration and scale of the programme have increased greatly. Required savings will be in the region of £50m during the period 2010 - 2015. The More for York Programme will be essential in delivering these savings and therefore the funding model for the core programme team needs revising.
6. Annex 1 sets out the current, agreed More for York programme team funding profile which shows annual programme staffing costs of just over £1.2m falling to £400k in 2011/12 (a decrease of £800k). Given the scale of the financial challenges ahead, the Council clearly needs to continue to resource the programme team who have been instrumental in delivering savings. This will require investment to rebase the budget for the team by: -
  - a. Revising the venture fund repayment schedule over the next 7 years with annual repayments of £100k, rising in later years as existing prudential borrowing for the easy@york technology platform falls out as set out in Annex 1.
  - b. Investing £600k of the over £8m of savings that will be generated by the programme in 2011/12 as a result of the work in 2010/11.
7. The initial approach of the programme was to kick start the delivery of savings; develop capability and capacity to manage change and deliver efficiencies and then to embed this within directorates. Post CSR there is a need to continue this skills transfer whilst maximising the impact and prioritising the use of the Programme team. The need to cut costs also creates a corresponding need to ensure that the team is appropriately sized and positioned. Hence the programme resource will be reshaped and slightly reduced in size to provide support and expertise for a much larger programme where all Directorates will play a very active part in managing the changes and delivering efficiencies. This will be undertaken as part of the restructure of the Office of the Chief Executive.

### **Restructuring the Office of the Chief Executive**

8. As part of the Organisation review the Office of the Chief Executive is being reshaped to make it more streamlined and effective. The Council is seeking to protect frontline services wherever possible and therefore all back office services are being carefully reviewed to ensure that the level of staffing is prudent and that the focus of the teams are on delivering savings and value to the customer facing services. Annex 2 sets out both the current structures within OCE and the proposed structure which creates 3 teams.

### **Strategy Partnerships and Communications**

- Lead in the development of organisational priorities, developing partnership opportunities, co-ordinating the development of city wide and corporate plans and strategies, co-ordination of Local Strategic Partnership (LSP) activity
- Organisational Development to ensure the organisation has the long term capacity and capability to deliver its priorities and perform effectively
- Provide specialist advice and support on grants and external funding to maximise these funding streams into the council

- Lead on service planning, ensuring the service planning framework delivers the priorities and the change agenda of the Council and the LSP
- Work with directorate policy teams to deliver a comprehensive understanding of and response to the policy landscape and provide briefings for senior officers and Executive Members on a wide range of issues
- Ensuring that York maintains and develops its regional, national and international profile as an exceptional city, an excellent place to live, work and visit
- Provide full media support, building relationships with media outlets
- Deliver structured Communication Plans to provide proactive focussed communications to external and internal stakeholders and the media which reflect our organisational priorities and maximises use of new media channels (e.g. social networking, web)
- Provide support to the Chief Executive

### **Performance and Business Change**

- Continue to develop and manage the More for York programme of change to deliver service improvement and efficiency
- Increased focus on supporting directorates to devise and deliver their change agenda
- Provide specialist expertise including project and programme management, business analysis, performance management and organisation/service design
- Undertake focussed customer research to improve our understanding of our customers, their needs and their views
- Develop a Business Intelligence (BI) hub to incorporate spatial, performance, financial and customer data from across the council
- Analyse and interpret BI to inform and drive business change and improvement
- Develop a corporate Performance Management Framework and assist Directorates with the creation of their performance framework and the active management of performance in their directorate
- Develop key skills in directorates around change and performance management

### **Commercial Procurement hub**

- Deliver savings from organisational spend on goods and services
- Manage demand for goods and services down - challenge the need and level of specification to reduce costs
- Ensure existing contracts used - reduce off contract spend
- Manage spend by category - aggregate our requirements (potentially with partners) to get the best deals
- Manage suppliers to ensure they deliver to quality and price and continue to offer VFM
- Develop improved supplier and contract records
- Work with CBSS to improve Procure to Pay processes and the accurate categorisation of spend data
- Plan procurement activity across the whole council
- Work with the BI Hub to analyse spend data and identify savings opportunities
- Collaborate with partners to share best practice and jointly procure goods and services to get increased discounts
- Assist Directorates in exploring alternative service delivery methods (partner, commission, buy, make, decisions)

## Principles

9. The OCE will provide direction and expertise to support delivery within Directorates, where the capacity and capability exists to carry out the main functional duties. This will allow a corporate overview, but ensures that service areas retain ownership of their business.
10. Where possible job descriptions will be generic to increase the flexibility of the teams to respond to a range of tasks and challenges and prevent artificial boundaries between teams. The three teams will work together to share analysis of policy, customer, spend and performance data, explore partnering opportunities and alternative service delivery models which will then feed into the change projects, procurement activity and communications.
11. The existing and the revised structure diagrams are set out in Annex 2. All grades and costings are indicative as the report goes out to press as Job Descriptions are being considered by Pay and Grading panels.
12. Excluded from this restructure are the Print Unit which is being considered as part of the ICT blueprint. It is not expected that the unit will be located in the OCE in the long-term as it is an operational support service. The ECDL co-ordinator is also excluded and is being considered as part of a review of training provision across the Council.

## Finance

13. The proposed restructure of the Office of the Chief Executive will deliver a cost reduction of over £638k (in excess of the £200k of target savings - Organisation review target of £100k and OCE blueprint target of £100k) and will deliver a more focussed and productive set of services and respond to changes in the policy and performance landscape brought about by the new Government.
14. The table below sets out the estimated cost reductions of the new structure. The details will be finalised as part of the consultation and grading exercise currently underway. The proposed structure will reduce the establishment by 13.1 FTE posts.

Office of the Chief Executive	2011/12 Current Structure £'000's	2011/12 Proposed Structure £'000's	Savings £'000's
Strategy Partnerships & Communications	762	673	(89)
Business Change and Performance	1,600	1,051	(548)
Commercial Hub	374	374	
<b>Total</b>	<b>2,736</b>	<b>2,098</b>	<b>(638)</b>
		<b>TARGET</b>	<b>(200)</b>

## Consultation

15. Discussion and development of ideas on the restructure began in late 2009. Sessions have continued throughout 2010 to give staff an opportunity to provide views on how they see the future of OCE within a changing local government context and to give ideas on how the separate functional areas could work together.

16. Trade Unions have been involved at every stage and meetings are being held each week with the unions to ensure understanding and agreement of both the model and the approach being taken. Unions are jointly running drop-in sessions for individual staff to ensure they are fully informed and supported through the process. The trade unions are also providing support in identifying all options to avoid compulsory redundancy. Managers are meeting directly with the whole OCE staff group, with teams and with individuals to explain the structure and gather views.
17. Job descriptions for the new roles are currently being drafted by the Assistant Director and Heads of Service. Meetings are being held with staff to collect feedback on initial proposals and make the necessary amendments and refinements to structures and job descriptions. Every endeavour is being made to gather input from relevant staff to ensure the model is robust, whilst pace and good progress is essential. Detailed consultation on graded job descriptions will take place during November and December which will then be reconsidered by Pay and Grading panels. Alongside the consultation activities, staff will be consulted through regular team meetings, 1:1 sessions as part of the management of change process and through the Corporate Joint Consultative Committee.
18. Feedback received from consultation sessions is being collated and used as the basis of frequently asked questions documents and to inform the final structure and detailed job descriptions. Wider directorate consultation will take place with key contacts across service areas, particularly where these groups will make up the “spokes” within the model.

### **Corporate Priorities**

19. This restructure will help deliver the More for York programme savings. It will also improve strategy and policy development and partnership working and ensure that the Council proactively manages its communications and engagements with internal and external stakeholders more effectively. It will also improve performance management and service planning work to streamline them in the light of changing national context.

### **Implications**

20.

- (a) **Financial** - Covered in the main report
- (b) **Human Resources (HR)** – The Council’s management of change process will be used in the implementation of the proposed restructure and HR business partners and advisers have been involved heavily in the restructure to date. All attempts will be made to redeploy any staff that are at risk. Voluntary redundancy and retirement and flexible working opportunities will be considered to avoid compulsory redundancy.
- (c) **Equalities** - An EIA will be completed before the structure is finalised
- (d) **Legal** - None
- (e) **Crime and Disorder** None
- (f) **Information Technology (IT)** None
- (g) **Property** - None

## Risk Management

8. Failure to fund a programme team from ongoing revenue budgets will present a significant risk that the Council will not achieve the required level of savings and will be unable to balance its budget. Failure to restructure the Office of the Chief Executive will present a risk of not achieving a £200k saving and failing to deliver effective strategic support and leadership to the Council.

## Recommendations

9. Members are asked to:  
(a) Agree the reprofiling of the Venture Fund as set out in Annex 1

Reason: To repay the Venture fund for work undertaken to deliver Easy@york Phase 2 and More for York Phase 1

- (b) Agree the ongoing use of £600k savings generated from More for York in 2011/12 to fund the More for York Programme team as part of the Office of the Chief Executive

Reason: To fund a programme team to deliver £50m savings over 4 years

## Contact Details

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	Report Approved	√	Date	23rd 2010	Oct
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Wards Affected:				All	√
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## Background Papers:

### Annexes

Annex 1 – Venture Fund Profile

Annex 2 – Existing and Proposed Structure diagrams

## Approved Programme 2009/10 Budget

	08/09 £	09/10 £	10/11 £	11/12 £	12/13 £	13/14 £	14/15 £	15/16 £	16/17 £	17/18 £
Staff Costs	1,037	1,173	1,200	404	223	223	223			
IT Costs	154	321	212	112	112	112	112			
<b>Expenditure</b>	<b>1,191</b>	<b>1,494</b>	<b>1,412</b>	<b>516</b>	<b>335</b>	<b>335</b>	<b>335</b>			
Interest on Venture Fund	0	15	60	48	28	5				
<b>Expenditure (incl Interest)</b>	<b>1,191</b>	<b>1,509</b>	<b>1,472</b>	<b>563</b>	<b>363</b>	<b>340</b>	<b>335</b>			
<b>Total Funding</b>	<b>(1,650)</b>	<b>(423)</b>	<b>(846)</b>	<b>(816)</b>	<b>(771)</b>	<b>(830)</b>	<b>(946)</b>			
<b>Venture Fund repayment</b>	<b>(459)</b>	<b>1,086</b>	<b>625</b>	<b>(253)</b>	<b>(408)</b>	<b>(490)</b>	<b>(611)</b>			
										VF REPAID

## Proposed Plan

	08/09 £	09/10 £	10/11 £	11/12 £	12/13 £	13/14 £	14/15 £	15/16 £	16/17 £	17/18 £
Staffing costs		1,270	1,249							
IT Costs		261	72	These costs are transferred to the OCE budget to fund the ongoing programme staffcosts of the MFY Programme						
<b>Expenditure</b>		<b>1,530</b>	<b>1,321</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Repayment to Venture Fund		0		100	100	158	274	281	281	281
<b>Expenditure</b>		<b>1,530</b>	<b>1,321</b>	<b>100</b>	<b>100</b>	<b>158</b>	<b>274</b>	<b>281</b>	<b>281</b>	<b>281</b>
Savings		(55)	(233)	(100)	(100)	(158)	(274)	(281)	(281)	(281)
Existing Budgets		(869)	(582)	£714k is be moved to fund the new OCE Structure to reflect the M4Y team being funded from base budgets						
<b>Available Budget</b>		<b>(924)</b>	<b>(814)</b>	<b>(100)</b>	<b>(100)</b>	<b>(158)</b>	<b>(274)</b>	<b>(281)</b>	<b>(281)</b>	<b>(281)</b>
<b>Net Costs</b>		<b>606</b>	<b>507</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	VF REPAID
<b>Investment of recurring savings from MFY to sustain MFY programme</b>				600						

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Office of the Chief Executive – Structure Diagrams – Annex 3  
**Annex 3 – Structure Charts**

Fig. 1 – Current Structure for More For York

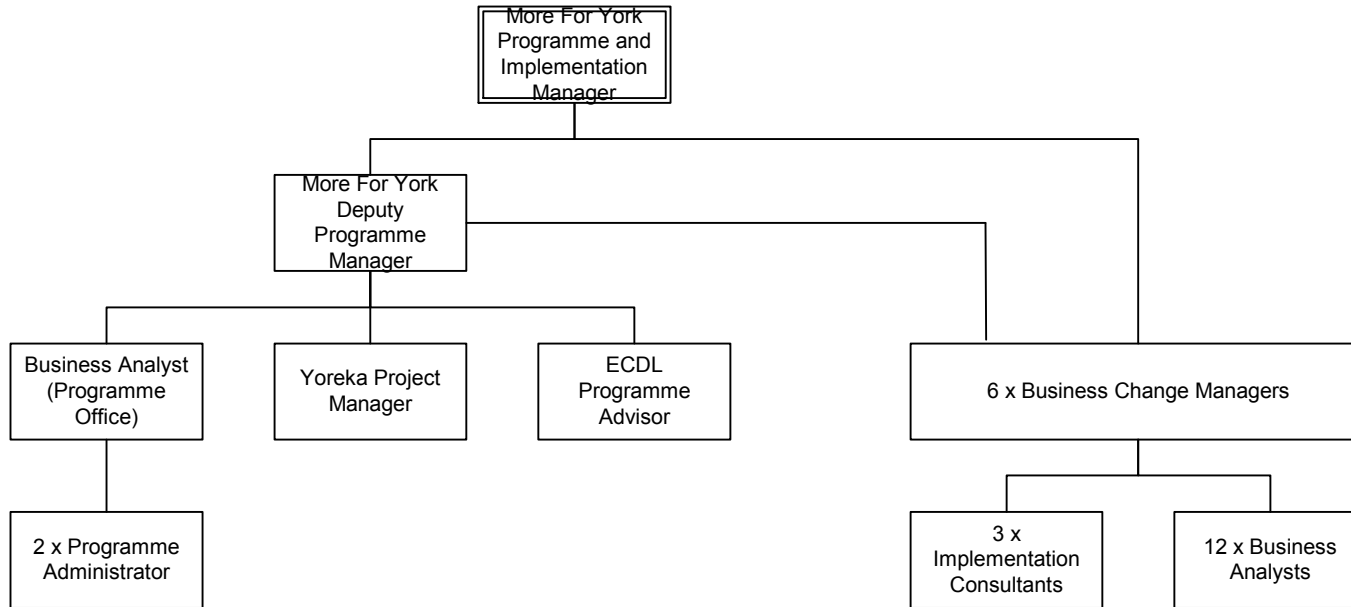
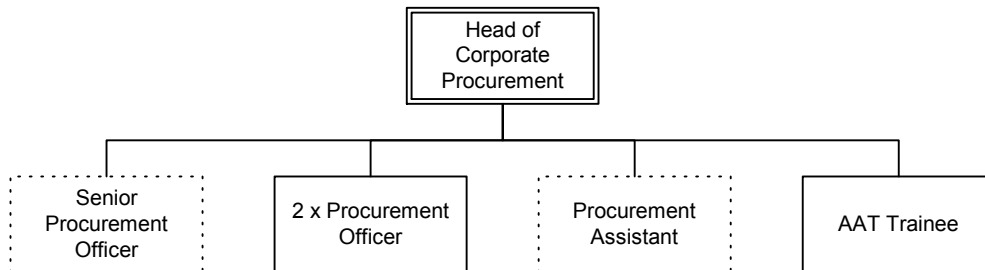


Fig. 2 – Current Structure for Corporate Procurement



Office of the Chief Executive – Structure Diagrams – Annex 3

Fig. 3 – Current Structure for Partnerships and Policy

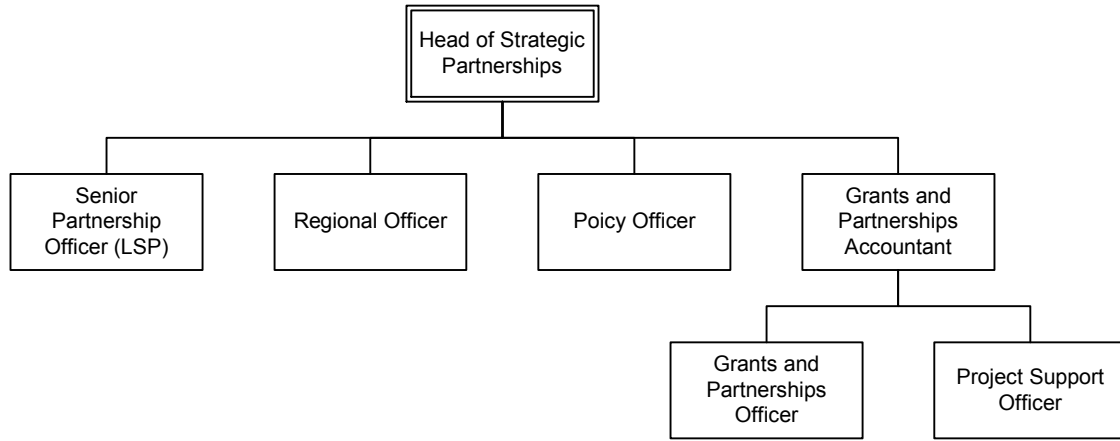
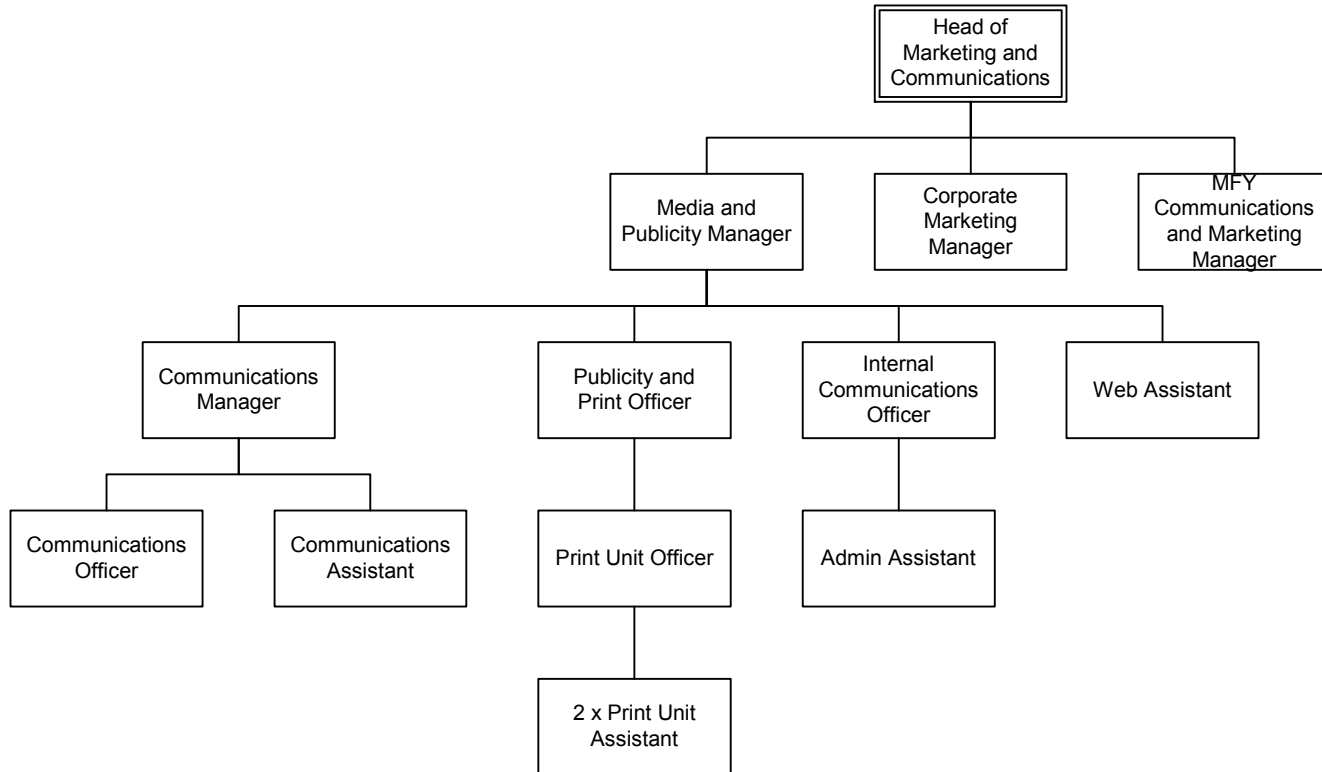
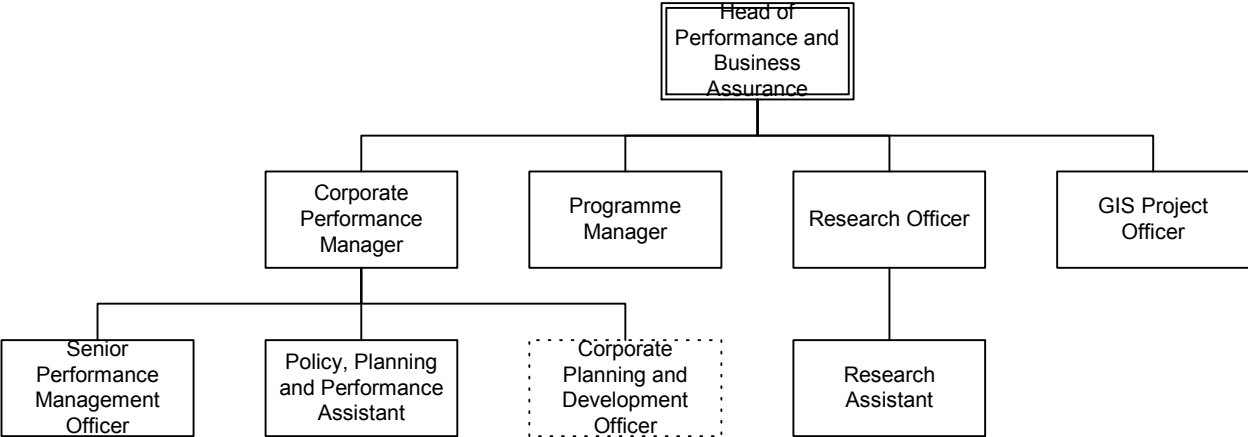


Fig. 4 – Current Structure for Marketing and Communications



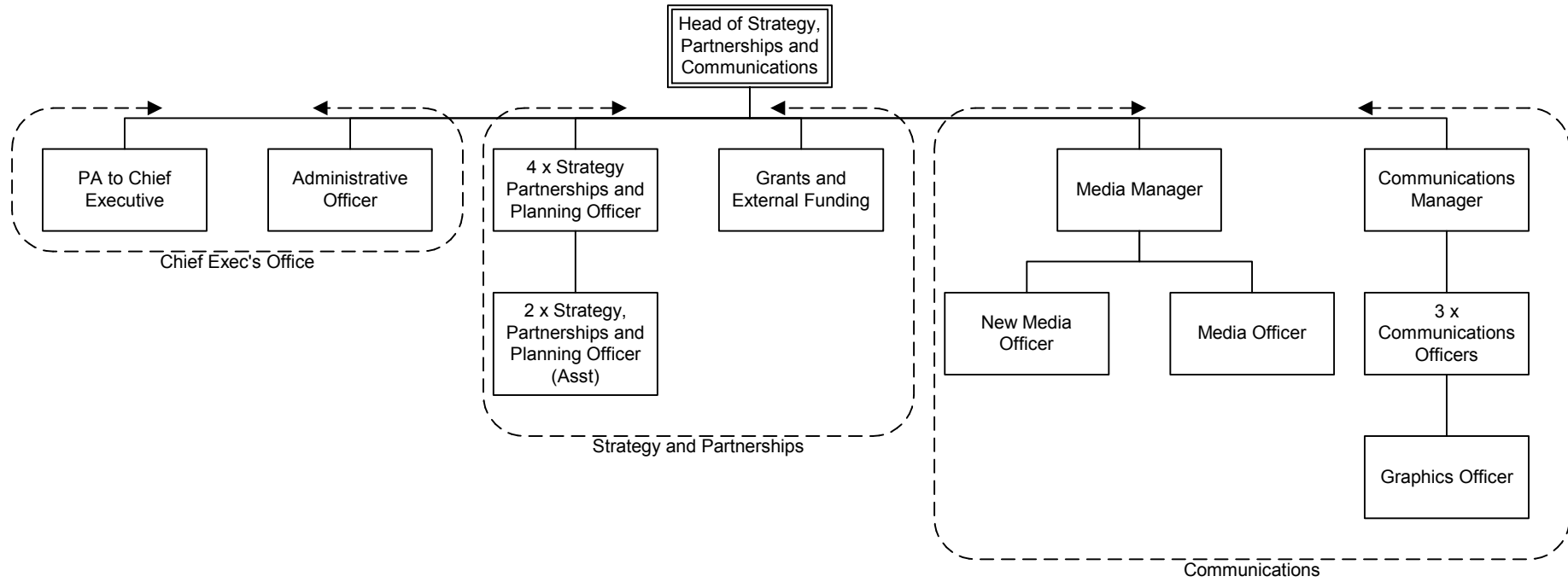
Office of the Chief Executive – Structure Diagrams – Annex 3

Fig. 5 – Current Structure for Performance and Improvement



Office of the Chief Executive – Structure Diagrams – Annex 3

Fig. 6 – Proposed Structure for Strategy, Partnerships and Communications



Office of the Chief Executive – Structure Diagrams – Annex 3  
 Fig. 7 – Proposed Structure for Business Change and Performance

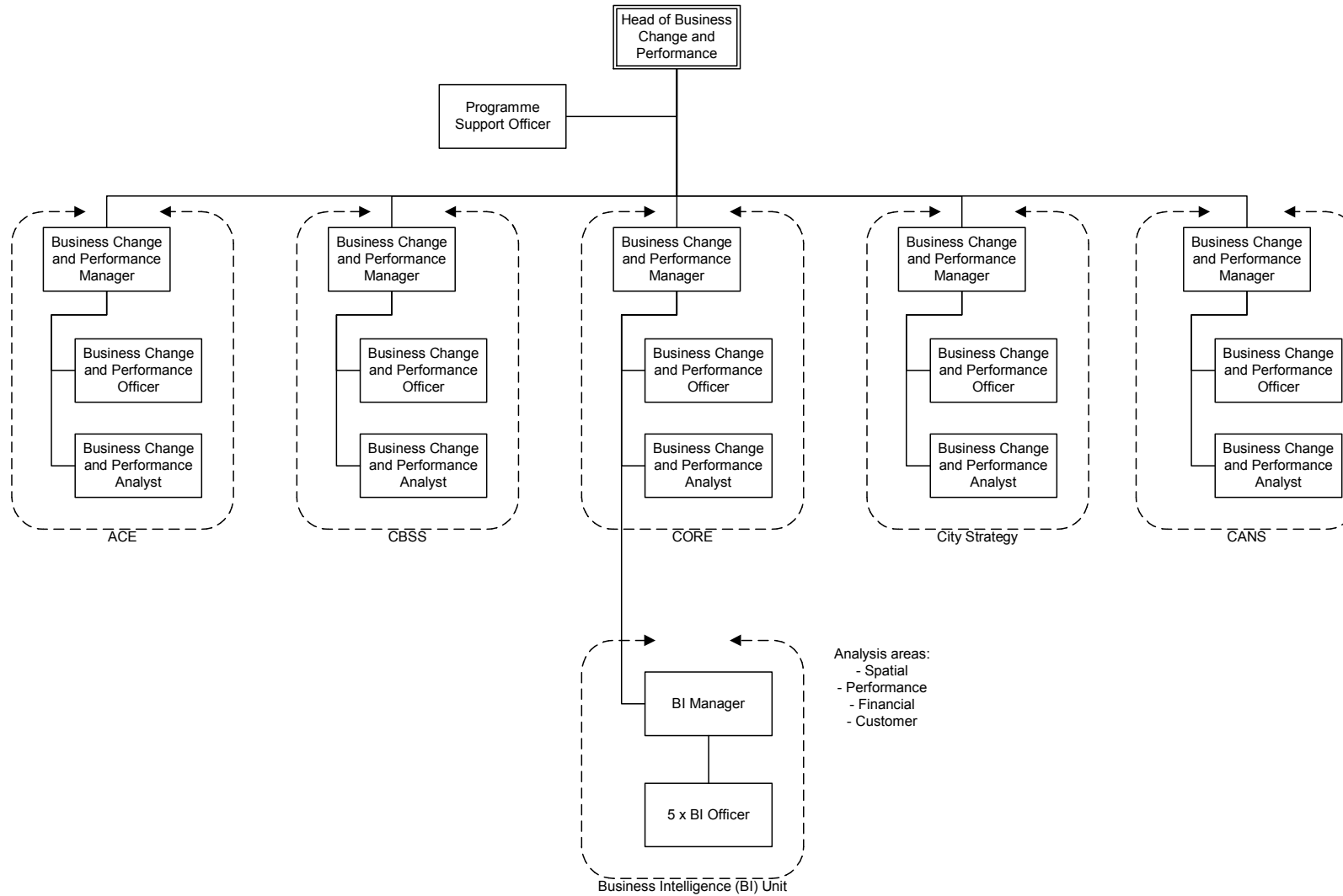
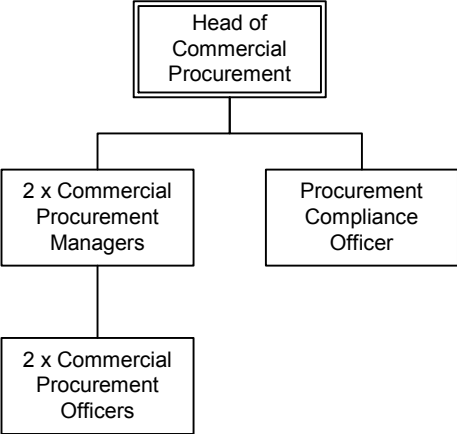


Fig. 8 – Proposed Structure for Commercial Procurement Hub





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## The Executive

2 November 2010

Report of the Director of City Strategy

### Proposed Sale of Mansfield Street Garage, Foss Islands Rd, York

#### Summary

1. The purpose of this report is to:
  - Ask members to approve the disposal of Mansfield Street Garage following bids received.
  - Recommend that members sell the premises to the highest bidder for the reasons stated in Exempt Annex 1

#### Background

2. Mansfield Street Garage was originally acquired for a road improvement scheme which did not proceed. The property has been let within the commercial property portfolio since transferring from North Yorkshire County Council to York in 1996. The location is shown by black verge on the attached plan and is isolated from other Council land ownership on Redeness Street, to the rear and at a higher level (hatched black). The land at Redeness Street is let on separate 99 year ground leases for commercial/industrial business use.
3. The garage was let commercially to 2008, then used by Neighbourhood Services until they vacated in March 2010. The property was marketed 'to-let' at offers around £5,000 per annum.
4. After a period of letting, four applications to lease the property were received. At the same time, the owner of the adjacent properties expressed a desire to purchase the garage from the Council. The applicant stated that he was intending to apply for planning permission to redevelop his current site. He required the Council property to provide extra car parking and facilitate this development.
5. Following the offers received for re-letting, The Director (CBSS) had requested that in the current economic climate, we should consider increasing capital receipts where the return on capital value is less than 8%. Mansfield Street Garage is in poor condition and significant spending would be required in the near future to keep the building in a lettable condition. On this basis and as a potential special purchaser had emerged, it was decided to write to all

applicants and ask if they were interested in purchasing the property and if so, to indicate their offer.

6. In its present condition, the property is valued at c£50,000
7. Two offers were received for the property, these are listed in Exempt Annex 1
8. Foss Islands Rd is not designated for business use in the local plan, however it is being considered as a future comprehensive area adjoining the City Centre. The sale of this small site isolated from other Council ownership will bring forward potential redevelopment without prejudicing the larger scheme and which will focus more on the new James Street link road and Redeness Street at the rear.

### **Consultation**

9. Highways – There appears to have been an historic intention to create a turning head at the end of Mansfield Street. Details of the scheme are contained in the Draft Local Plan April 2005, however the plan shows this to be to the north of the garage site. A turning head has not advanced in being a transport priority in the last ten years.

Forward Planning – The garage is within a developable area of Foss Islands Road in that it is surrounded by low quality, largely outdated premises. The site has no designation in the Local Plan for employment use, but it retains close links. The Employment Land Review does not identify the area as a priority site for employment led redevelopment. There would be no objection to the garage uses continuing but it should not prejudice the overall long term intention to redevelop the area for good quality small office units and offices.

### **Options**

10.
  1. Sell
  2. Retain and let prior to redevelopment

### **Analysis**

11. Analysis to sell in Annex 2

### **Corporate Objectives**

12. Redevelopment of Mansfield Street Garage contributes towards:
  - A thriving city & safer city – Bringing a mainly unused building into beneficial use, owned by a local business creating new job opportunities.
  - Effective Organisation – Raising a capital receipt from a building in need of repair



## Implications

13. **Financial** – Disposing of this asset will generate a capital receipt. The proceeds can be applied to fund the capital programme thus generating a small revenue saving. This saving represents the cost saved by financing the capital programme using a capital receipt as oppose to prudentially borrowing, which brings with it a cost of interest and a cost of creating a provision to repay debt. This saving is the difference between the income from rental foregone and the associated borrowing costs to fund the capital programme to the equivalent value of the receipt. The income budget target for Property Services in relation to this property if £5,000 will be removed and compensated for, by the achievement of a larger saving from the costs of avoiding having to borrow
- **Human Resources (HR)** - No significant implications
  - **Equalities** – No significant implications
  - **Legal** – No significant impact
  - **Crime and Disorder** – The potential for crime & vandalism is reduced with a property being bought back into use.
  - **Information Technology (IT)** – No significant implication

## Risk Management

14. There are no known risks with the proposed sale

## Recommendations

15. Members are asked to consider:
- Accepting offer A to purchase the property for the figure reported in Annex 1
  - Approve the sale proceeds to be used to fund the capital programme thus generating a revenue saving to the Council

**Contact Details**

**Author:**

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Property Surveyor  
Property Services  
Tel No.01904 553346

**Chief Officer Responsible for the report:**

Bill Woolley  
Director of City Strategy  
Tel No 01904 551330

Report Approved  Date

Wards Affected: Heworth

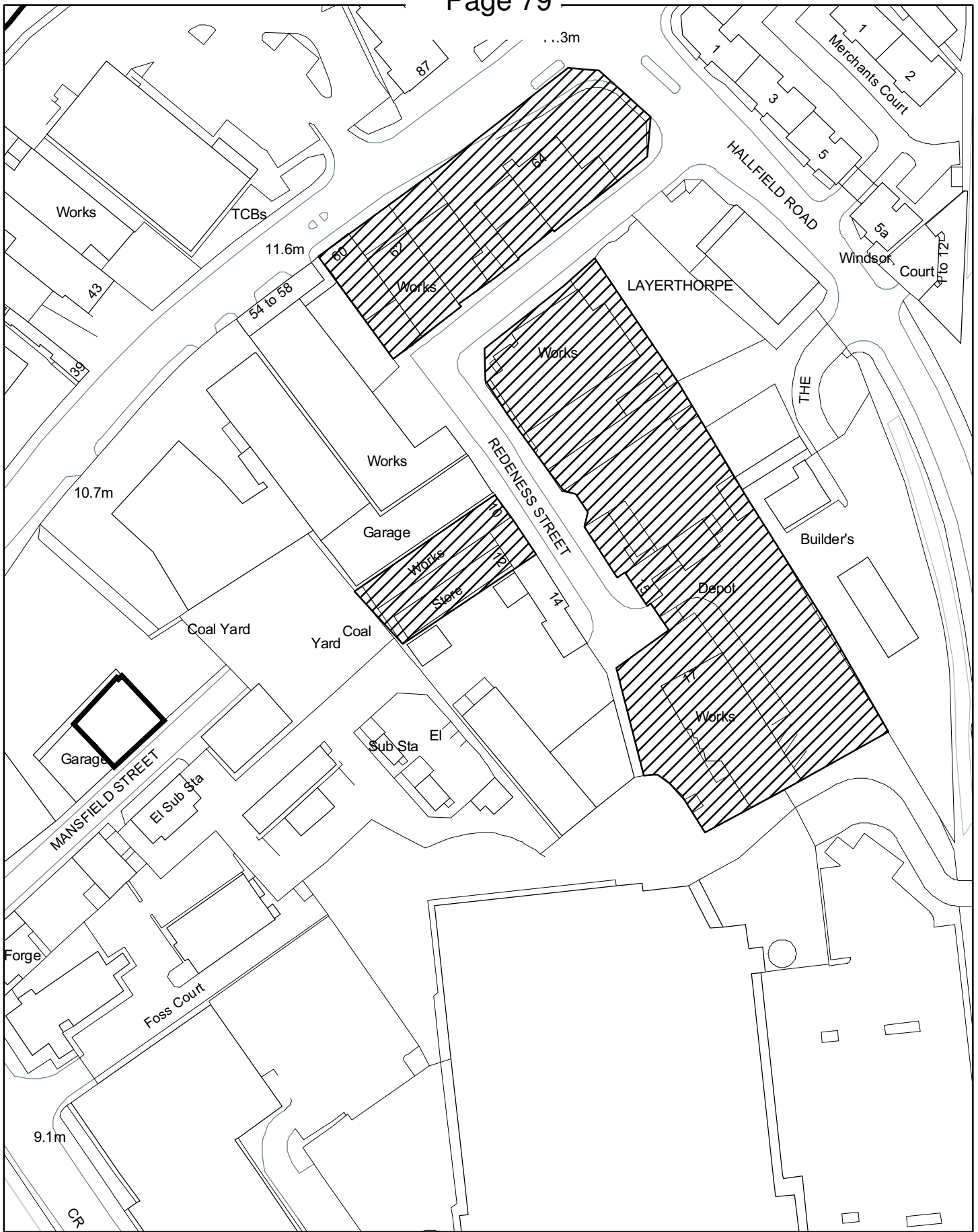
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For further information please contact the author of the report

**Background Papers: None**

**Annexes**

- Annex 1 – Plan of the area
- Annex 2 – Analysis of sale
- (Exempt) Annex 3 – Details of offers



Resources  
Property Services

# Mansfield Street Garage



SCALE 1:1,250 DRAWN BY: CC DATE: 29/09/2010

Originating Group:

Drawing No. **E00600**

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## **Annex 2**

### **Analysis of Sale**

**Bid A** - £110,000 subject to contract

**Bid B** - £70,000 subject to contract

**Site Value** - Land values for business use currently stand at a maximum of £500,000 per acre for a frontage site. The site size of Mansfield Street Garage is 0.06 acre, an offer of £110,000 equates to £1.8 million per acre. The offer therefore well exceeds future development value.

The book value of the building taking into account re-roofing which will be required in the near future gives a value of £50,000

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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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