



Notice of meeting of

Executive

To:	Councillors Waller (Chair), Steve Galloway, Sue Galloway, Moore, Reid, Runciman and Vassie
Date:	Tuesday, 20 January 2009
Time:	2.00 pm
Venue:	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 19 January 2009, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 22 January 2009, if an item is called in *after* a decision has been taken.

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

1. Declarations of Interest

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

2. Minutes (Pages 3 - 16)

To approve and sign the minutes of the meeting of the Executive held on 23 December 2008.

3. Public Participation

At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 19 January 2009**.

4. Executive Forward Plan (Pages 17 - 20)

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

5. Proposed Big Wheel in North Street Gardens (Pages 21 - 54)

This report asks the Executive to consider a proposal to site the Yorkshire Wheel in North Street Gardens.

6. Community Stadium - Update Report (Pages 55 - 62)

This report provides an update on the progress towards a Community Stadium for York and proposes an approach for the delivery of the initial stages of the project and an outline project structure.

7. Regional Spatial Strategy (RSS) 2009 Update - Response to Spatial Options Consultation (Pages 63 - 80)

This report seeks approval for a proposed response to the Spatial Options consultation carried out by the Regional Assembly as part of Partial Review of the Regional Spatial Strategy and sets out the next steps in the review process.

8. Affordable Housing Initiatives (Pages 81 - 96)

This report asks the Executive to endorse the current review of affordable housing policy in York through the Local Development Framework, and to note the affordable housing initiatives that are being prioritised by Housing & Adult Social Services following discussions with house builders and other housing stakeholders in York during 2008.

Note: Annex 1 to the above report has not been included in the printed papers but is available on the Council's website and in the Members' Library.

9. Review of Public Bus Services in York (Pages 97 - 172)

This report provides the Executive with a review of the bus services in York and the supporting initiatives currently in place and presents recommendations for progressing options in several areas, on the basis of potential savings, efficiencies and improvements in services.

10. Shared Service - Business Case (Pages 173 - 186)

This report provides details of the final Business Case for the shared service between City of York Council and North Yorkshire County Council for internal audit, counter fraud and information governance services and seeks approval to proceed to the next phase of the project, which involves transferring the relevant services to a company wholly owned by the two councils.

Note: Annex A to the above report has not been included in the printed papers but has been supplied to Members as a separate document and is available on the Council's website.

11. Second Performance and Financial Monitor for 2008/09 (Pages 187 - 222)

This report provides details of the headline performance issues from the second performance monitor period to 31 October 2008 and presents the latest projection of the Council's revenue out-turn for 2008/09.

12. Capital Programme - Monitor Two (Pages 223 - 244)

This report sets out the likely outturn position of Council's 2008/09 Capital Programme, based on the spend profile and information to November 2008, and seeks approval for certain adjustments to the programme.

13. Final report of the Health Scrutiny Committee - Dementia Review (Pages 245 - 266)

This report presents the findings and recommendations of the Health Scrutiny Committee following their review of secondary care services for people with dementia and their families and carers.

14. Member Development (Pages 267 - 282)

This report seeks approval to sign up to the Improvement and Development Agency (IDeA) / Local Government Yorkshire and Humber (LGYH) Member Development Charter, and to implement the necessary changes to achieve charter status and improve Member development at the Council.

15. Urgent Business - The Barbican Auditorium (Pages 283 - 288)

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

The Chair has agreed to consider under this item a report which provides an update on the position with regard to the Barbican Auditorium following the Council's termination of the conditional development agreement with Absolute Leisure. The matter is considered urgent in view of the need to gain the views of the Executive at an early stage, before bringing a more detailed options report to a future meeting.

Note: this agenda was re-published on-line on 19 January 2009 to include the above report.

Democracy Officer:

Name: Fiona Young

Contact details:

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

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

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

Contact details are set out above.

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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.**

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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 (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

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

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

Who Gets Agenda and Reports for our Meetings?

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
- Public libraries get copies of **all** public agenda/reports.

City of York Council

Committee Minutes

MEETING	EXECUTIVE
DATE	23 DECEMBER 2008
PRESENT	COUNCILLORS WALLER (CHAIR), STEVE GALLOWAY, SUE GALLOWAY, MOORE, REID, RUNCIMAN AND VASSIE

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**134. 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.

Cllr Reid declared a personal and prejudicial interest in agenda item 6 (Future of the City Archive Service), as a member of the Company of Cordwainers, an organisation which had documents stored in the Archive and had previously commented on plans for its future. She left the room during consideration of this item and took no part in the discussion or decision thereon.

Cllrs Sue Galloway, Runciman and Waller each declared a personal and prejudicial interest in agenda item 13 (Urgent Business – Granting a Loan to an Outside Body: York Credit Union), as members of the YCU and, in the case of Cllr Runciman, as the partner of a Director of the YCU. They all left the meeting during consideration of this item and took no part in the discussion or decision thereon.

135. EXCLUSION OF PRESS AND PUBLIC

RESOLVED: That the press and public be excluded from the meeting during consideration of Annex E to agenda item 12 (West of York Household Waste Site – Land Options), on the grounds that it contains information relating to the financial and business affairs of particular persons (including the authority holding that information), which is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

136. MINUTES

RESOLVED: That the minutes of the Executive meeting held on 2 December 2008 be approved and signed by the Chair as a correct record.

137. PUBLIC PARTICIPATION / OTHER SPEAKERS

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme. Further requests to speak, received from a Union representative and a Council Member, had also been received and granted by the Chair..

Eileen Wright, Chair of the Friends of the York City Archive, spoke in relation to agenda item 6 (Future of the City Archive Service). She welcomed in principle the report prepared by Richard Taylor, which recognised the importance of the Archive and the need for it to remain accessible, and expressed the willingness of the Friends to make a positive contribution, both financially and otherwise, to the future plans.

Andrea Dudding, of UNISON, also commented on agenda item 6. She also welcome Richard Taylor's report and urged the Executive to accept the proposals in that report, to ensure that funding was guaranteed over the proposed five year implementation period and to approve the creation of a full time, rather than part time, post of Information Assistant.

Cllr Looker spoke in relation to agenda item 13 (Urgent Business – Granting a Loan to an Outside Body – York Credit Union), in her capacity as Director of the York Credit Union (YCU). She outlined the operation of the YCU, which as a relatively new body had not yet achieved a balance between its savers and borrowers, but was recognised as a competent and credible organisation. She expressed the hope that Members would agree to invest in the YCU and enable it to expand as an asset for the whole City.

138. EXECUTIVE FORWARD PLAN

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

139. FUTURE OF THE CITY ARCHIVE SERVICE

Members considered a report which proposed a way forward for the future of the City Archive service, following completion of the feasibility study authorised by the Executive in March 2008.

The study had been undertaken by Richard Taylor, seconded from the National Railway Museum as a consultant. His report was attached as Annex B. Key conclusions from the study were that the City Archive had significant potential but currently had no leadership, management or financial capacity to unlock that potential and no capacity to develop outreach to new users. Detailed recommendations from the study were summarised in paragraph 6 of the report. Briefly, these involved retaining the Archive in-house within the Library service, merging the Archive and Local Studies into a single service, creating a Development Trust as a focus for fundraising, creating a new post of Development Manager in place of the City Archivist post and creating an additional post of

Information Assistant at either 0.8 (Option 1) or 1.0 (Option 2) full time equivalent. To reinforce the Archive's return to its core remit, it was suggested that the Lord Mayor be designated Honorary Keeper of the City Archive.

It was recommended that Members agree to invest in development of the service, in line with the recommendations set out in Richard Taylor's report. The alternative was to do nothing and maintain the status quo; however, it had long been recognised that this was not an option due to the lack of adequate facilities to house and give access to the collections in the long term and the lack of funding for the former post of City Archivist. Investment in the service would provide the capacity necessary to develop it in line with the vision previously agreed by Members. A five year implementation timetable was proposed, key milestones of which were summarised in paragraph 12 of the report. Budgetary implications were set out in paragraph 13. If Option 1 were chosen, additional resources of £43k maximum would be required from April 2009. For Option 2, the figure would be £46k. In either case there would also be a one-off payment of £30k to the Development Trust.

Members thanked Richard Taylor for his report and noted the implementation timetable proposed, with the caveat that substantial investment would be required from the Heritage Lottery Fund at a time when its resources were stretched due to the 2012 London Olympics.

RESOLVED: (i) That the following be agreed in principle:

a) The proposed strategy of retaining the City Archive in-house and creating a single Archives and Local History service within the Library Service.¹

b) The creation of two new posts in place of the former post of City Archivist, namely:

- A post of Development Manager
- An additional 0.8 fte post of Information Assistant.²

c) The designation of at the Lord Mayor as Honorary Keeper of the Archive.³

d) The creation of a Development Trust, with a one-off start-up capital grant of £30k, to support the work of the service and with responsibility for trading activity.⁴

e) The provision of a one-off start-up capital grant of £30k to support the work of the service and of £32k additional staffing costs in 2009/10, both of these to be treated as one-off start-up costs, and to be considered as a budget growth item (one year only) as part of the budget process for 2009/10.⁵

f) The funding of additional staffing costs from 2010/11 from within the LCCS budget through the

identification of efficiency savings within the ongoing Leisure and Culture review. These savings will be derived from additional income generation and more efficient use of staffing resources within the LCCS budget.⁶

(ii) That Officers approach the York Museums Trust over the capital investment required for the relocation of the Archive from the Art Gallery to York Library with respect to the Council's existing Capital Programme.⁷

REASON: To secure a viable future for the City Archive.

Action Required

- | | |
|--|----|
| 1. Make arrangements to create an Archives and Local History service | CB |
| 2. Create new posts of Development Manager and Information Assistant (0.8 fte) | CB |
| 3. Designate Lord Mayor as Honorary Keeper of the Archive | CB |
| 4. Create a Development Trust | CB |
| 5. Include provision for capital grant and staffing costs in 2009/10 budget for the department | CB |
| 6. Identify efficiency savings as part of Leisure and Culture review | CB |
| 7. Approach the York Museums Trust re capital investment for relocation of the Archive | CB |

140. ACCOMMODATION PROJECT: PEASHOLME HOSTEL UPDATE

Members considered a report which provided an update on the re-tendering of works to complete the Peaseholme Hostel, as a result of the original contractor, Allerton Construction Ltd., going into voluntary liquidation in September 2008.

Following a re-tendering exercise carried out in October, the contract to complete the works had been awarded to Irwins Ltd. A full financial check had been carried out on the new contractor, who had also been asked to provide a Bond from their bank to help cover the cost of re-tendering should they fail to complete the contract as a result of administration.

Prior to the re-tendering, costs of the project had risen by £117,000 due to settlement of a dispute over the failure of concrete piling, and by a further £311,000 as a result of the voluntary liquidation. The total revised cost now stood at £2,228,000. Additional costs would be contained within the overall cost of the Administration Accommodation Project budget of £43.8m. The project was expected to be completed in July 2009.

RESOLVED: (i) That the appointment of Irwins Ltd. as contractor for the completion of the Peasholme Hostel Relocation project be noted.

(ii) That the contents of the report be noted and that the additional costs incurred, as a result of the original contractor going into voluntary liquidation, be acknowledged.

(iii) That Officers be requested to take the necessary legal steps with the Receiver for Allerton Construction to recover the additional costs to City of York Council.¹

(iii) That the new allocation of £2,228,000 as the total estimated cost of relocating the Peasholme Hostel, to be funded from within the Administrative Accommodation Project budget, be approved.²

REASON: To enable this important project to be completed and to ensure that the Council recovers any additional costs that it can.

Action Required

- | | |
|--|----|
| 1. Take steps to recover additional costs to CYC | SS |
| 2. Make the necessary adjustment to the budget | SS |

141. CORPORATE EFFICIENCY PROGRAMME AND UPDATE ON SPECIFIC EFFICIENCY REVIEWS

[See also under Part B Minutes]

Members considered a report which provided information on issues relating to Efficiency across the Council; specifically, the Corporate Efficiency Programme (CEP) and progress on individual efficiency reviews.

Part 1 of the report outlined progress made on moving forward with a major CEP, following the Executive's decision in September 2008 to procure a performance partner. A detailed procurement process had now been undertaken and Northgate Kendrick Ash (NKA) had been chosen for this role. Next steps would include two distinct phases – a twelve week scoping review, and a three year Performance Partnership with clearly defined milestones towards the achievement of a minimum £15m net efficiency target for delivery of service, organisational and financial improvements. The cost of the initial review would be £52,000. Critical elements of both phases would be to enable a partnership approach, create a successful engagement model and embed a strong governance model. During the initial review, NKA would require support to ensure the engagement of Council staff and stakeholders at all levels.

Part 2 of the report outlined the current position on the reviews commissioned as part of the 2008/09 budget process. Details of the reviews of Subsidised and Community Transport and of Leisure and Culture were attached as annexes 1 and 2 to the report. Details of the ongoing investment in the Organisational Effectiveness Programme (now the Single Improvement Plan) were set out in paragraph 29(iii). This included the allocation of £20k to Corporate Accountancy for Efficiency Reviews, £25k to the Performance and Improvement Team and £40k to

Public Services, to fund a Customer Relations post. The review of Commercial Property had been abandoned following discussions with Members and it was suggested that the £50k allocated to this review be added to the Efficiency Reserve, on the basis that the Efficiency Programme would at some stage consider the commercial property portfolio. The reviews of Property Services and of Shared services would be incorporated in the CEP and approval was therefore sought to transfer the funds for these reviews to the Efficiency Reserve.

- RESOLVED:
- (i) That progress on the Corporate Efficiency Programme be noted and that the approach to the CEP and the selection of Northgate Kendrick Ash be endorsed.
 - (ii) That approval be given to fund the scoping study from the Efficiency Reserve, at a cost of £52,000.¹
 - (iii) That regular update reports be provided to the Executive at not less than 6 monthly intervals, that individual Executive Members be kept advised of progress made on projects which may impact on their portfolio responsibilities, and that the Executive Leader or his nominee be nominated to sit on the CEP Strategic Steering Board.²
 - (iv) That the progress in relation to the review of Leisure, Transport and allocation of funds for Organisational Effectiveness be noted.

REASON: For information and to ensure full Member engagement in the Corporate Efficiency Programme and the achievement of efficiency savings targets.

Action Required

- 1. Proceed with the scoping study and make the agreed adjustments to the Efficiency Reserve SA
- 2. Schedule 6 monthly update reports on Executive Forward Plan and make the appropriate nomination for membership of the CEP Strategic Steering Board SA

142. THE COMMUNITY ENGAGEMENT STRATEGY

Members considered a report which outlined progress on the production of a Community Engagement Strategy and asked them to approve the direction taken so far and the proposed next steps.

The production of a Community Engagement Strategy (CES) was one of the actions included in the Single Improvement Programme (SIP). Other drivers for the focus on engagement included the new Comprehensive Area Assessment and the 'Duty to Involve', which would come into force in April 2009 as part of the Local Government and Public Involvement in

Health Act 2007. Current research indicated that most residents in the City felt they had insufficient information and involvement in respect of Council decisions.

Work to date had been steered by an Engagement Reference Group of Officers from all directorates and grades. Membership details were attached at Annex A. Actions had included a senior managers' workshop, informal 'soundings' from a number of sources (Annex D) and a review of other councils' engagement strategies (Annex E). In the light of the outcomes of this work, and national government guidance, the Group had concluded that, to achieve better consultation in the City, the Council must spread its existing best practice more reliably, co-ordinate consultation better and make information on the tools and techniques for consultation more clearly available to teams across the Council. To achieve this, the Group recommended a framework consisting of a set of principles to form the basis of a strategy and a simple toolkit to delivery the strategy. A draft strategy and toolkit were attached as Annexes B and C to the report.

Members thanked Officers for the report and commented that it was helpful for the Council to take a strategic look at how it communicated with residents. Communication should utilise a variety of media and should include traditional as well as web-based methods.

RESOLVED: (i) That the Chief Executive, together with Marketing and Communications and the Engagement Reference Group, produce a web-based strategy and user-friendly toolkit by February 2009 and bring it back to Members.¹

(ii) That the project proposals be approved, and in particular:

- The approach taken, and the outcomes of the process so far
- The draft strategy at Annex B
- The draft toolkit at Annex C.

(iii) That the proposals for consultation and engagement with Members and others, as set out in Annex D, be approved.

REASON: To enable the final Strategy to be prepared and brought to the Executive for approval in February 2009.

Action Required

1. Produce Strategy and toolkit and schedule report on Executive Forward Plan for February 2009 SC

143. CITY OF YORK COUNCIL - CHANGES TO PPS12 AND A REVISED LOCAL DEVELOPMENT SCHEME

Members considered a report that advised them of the production of a revised Local Development Scheme (LDS), which was the three-year project plan for delivery of the Local Development Framework (LDF).

PPS12, the document containing government guidance on the production of development plans, had been revised and re-published in June 2008. A summary of the changes was provided in paragraphs 7 to 15 of the report. Briefly, these included the introduction of:

- Less detailed and prescriptive guidance overall
- The ability to allocate 'strategic sites' within Core Strategies
- Informal consultation before submission, in place of the 'Issues and Options' and 'Preferred Options' formal stages.
- A requirement for plans to be 'justified', 'effective' and 'consistent with national policy', in place of the 'tests of soundness'.

Members were invited to approve the draft LDS for formal submission to the Government Office for Yorkshire and the Humber, subject to the recommendations made on the document by the LDF Working Group at their meeting on 4 November 2008 (Option 1). Minutes of that meeting were attached as Annex A to the report. A draft copy of the LDS, amended to reflect the Working Group's comments, was attached as Annex B. Other available options were to seek further amendments to the LDS (Option 2) or to request Officers to prepare an alternative project plan (Option 3).

RESOLVED: (i) That the draft Local Development Scheme at Annex B to the report, which incorporates the recommendations made by the LDF Working Group on 4 November 2008, be approved for formal submission to the Government Office for Yorkshire and the Humber.¹

REASON: To ensure that the Local Development Scheme for York is submitted to the Government Office as required under the Planning and Compulsory Purchase Act.

(ii) That authority be delegated to the Director of City Strategy, in consultation with the Executive Member and Shadow Executive Member for City Strategy, to make any other necessary changes arising from the recommendations of the LDF Working Group or Executive, prior to submission to the Government Office.

REASON: To ensure that any recommendations are incorporated into the submission draft LDS.

(iii) That authority be delegated to the Director of City Strategy, in consultation with the Executive Member and Shadow Executive Member for City Strategy, to make any minor changes arising from comments made by the Government Office or the Planning Inspectorate following formal submission of the LDS.²

REASON: To enable the authority to respond to any comments made by the Government Office or the Planning Inspectorate that would lead to minor changes to the LDS.

Action Required

1. Submit amended draft LDS to Government Office SS
2. Make changes, if required, in consultation with Executive SS
Member and Shadow Executive Member

144. WEST OF YORK HOUSEHOLD WASTE SITE - LAND OPTION

[See also under Part B Minutes]

Members considered a report which sought approval to carry out a detailed appraisal for a Household Waste Recycling Centre (HWRC) at Harewood Whin, as the preferred option to replace the Beckfield Lane HWRC, to serve the west of the City.

Results of a feasibility study carried out to determine the most suitable location for the replacement facility were attached as Annex A to the report. The study had concluded that a site at Harewood Whin could be turned into a viable HWRC at significantly less cost, and earlier, than the other potential sites.

Members were invited to consider the following options:

Option 1 – accept the findings of the study and approve Harewood Whin as the preferred option for a detailed appraisal. This was the recommended option, on the basis of the work already carried out.

Option 2 – ask Officers to seek out further sites for investigation and report back on their findings.

It was noted that a report seeking approval to fund the purchase of a field at Harewood Whin to serve as a replacement site had been considered by the Staffing and Urgency Committee on 18 December. The Committee had recommended that the decision to release these funds be taken by Full Council on 22 January. Officers requested that a decision on whether to purchase the field (subject to funding) now be taken by the Executive.

RESOLVED: (i) That the decision taken, and resources allocated, at the Executive meeting on 9 September, to plan and progress the provision of a new recycling centre at Harewood Whin to replace the Beckfield Lane facility, be noted.

(ii) That Officers be instructed to take such steps as may be necessary to produce detailed designs and land acquisition strategies prior to the submission of a planning application.

(iii) That, subject to it still being available on the market and subject to Full Council approving the release of the necessary funding, approval be given to purchase the field to the east of Newgate Bridge, as illustrated in Annex B to the report.

REASON: To provide a more suitable location than Beckfield Lane for a Household Waste Recycling Centre and on the basis that Harewood Whin has emerged as the preferred option for a replacement site.

Note: Tthe above resolutions were deleted following re-consideration of this item at the Executive (Calling In) meeting on 6 January 2009.

PART B - MATTERS REFERRED TO COUNCIL

145. CORPORATE EFFICIENCY PROGRAMME AND UPDATE ON SPECIFIC EFFICIENCY REVIEWS

[See also under Part A Minutes]

Members considered a report which provided information on issues relating to Efficiency across the Council; specifically, the Corporate Efficiency Programme (CEP) and progress on individual efficiency reviews.

Part 1 of the report outlined progress made on moving forward with a major CEP, following the Executive's decision in September 2008 to procure a performance partner. A detailed procurement process had now been undertaken and Northgate Kendrick Ash (NKA) had been chosen for this role. Next steps would include two distinct phases – a twelve week scoping review, and a three year Performance Partnership with clearly defined milestones towards the achievement of a minimum £15m net efficiency target for delivery of service, organisational and financial improvements. The cost of the initial review would be £52,000. Critical elements of both phases would be to enable a partnership approach, create a successful engagement model and embed a strong governance model. During the initial review, NKA would require support to ensure the engagement of Council staff and stakeholders at all levels.

Part 2 of the report outlined the current position on the reviews commissioned as part of the 2008/09 budget process. Details of the reviews of Subsidised and Community Transport and of Leisure and Culture were attached as annexes 1 and 2 to the report. Details of the ongoing investment in the Organisational Effectiveness Programme (now the Single Improvement Plan) were set out in paragraph 29(iii). This included the allocation of £20k to Corporate Accountancy for Efficiency Reviews, £25k to the Performance and Improvement Team and £40k to Public Services, to fund a Customer Relations post. The review of Commercial Property had been abandoned following discussions with Members and it was suggested that the £50k allocated to this review be added to the Efficiency Reserve, on the basis that the Efficiency Programme would at some stage consider the commercial property portfolio. The reviews of Property Services and of Shared services would be incorporated in the CEP and approval was therefore sought to transfer the funds for these reviews to the Efficiency Reserve.

RECOMMENDED: (i) That the Corporate Efficiency Programme now take forward some of the reviews agreed as part of the

2008/09 budget, in particular those relating to Property Services, the Commercial Portfolio and the consideration of services that the Council should strategically procure or share.

(ii) That approval be given to transfer the funds of £125,000 approved for these reviews to the existing Efficiency Reserve.

REASON: In accordance with the decision taken at Budget Council in February 2008 to carry out these reviews.

146. WEB CASTING OF COUNCIL MEETINGS

Members considered a report which asked them to consider further the costs associated with introducing static web-streaming technology into the Council Chamber in the light of the decision taken by Full Council in September 2008 to establish a negotiated contract for web-casting Council meetings.

A bid to secure funding for the proposal had been brought to the Executive meeting on 2 December 2008 as part of the IT Development Plan for 2009/10 (Minute 132 of that meeting refers). Members had requested a separate report confirming the capital and revenue costs of a static web-streaming facility and how contract negotiations would be undertaken. The options presented in the report were:

Option 1 – to provide funding from the IT Development Plan 2009/10, to be approved as part of the budget process in February 2009;

Option 2 - to provide funding in year from reserves, enabling static webstreaming facilities to be procured during 2008/09.

Estimated details of the costs were included in the bid details attached as Annex A to the report. It was noted that, if Members wished to procure in-year, then the initial capital costs would be higher, at £21,720, and ongoing revenue costs of £10,394 would have to be found. Further information on the costs of each option was contained in Annex B to the report. In respect of contract negotiations, a tendering exercise would be initiated to evaluate suitable solutions. This process would involve Officers from Democratic Services, IT&T and Central Procurement. Listed building consent might have to be sought if structural changes were needed to lay cabling and install cameras in the Council Chamber.

RESOLVED: That the Executive records its concern that the proposal to use an external agency to web-cast live Council meetings, and some Planning Committee meetings, is an expensive option and that there is little evidence to suggest that significant numbers of York residents will access this service.

RECOMMENDED: That, should Council wish to proceed with this option, then the funding for the capital works be taken from the Council's reserves and that any ongoing funding

requirements should represent a growth bid against the 2009/10 revenue budget.

REASON: In order to implement Council's previous decision to introduce web-casting, if Council still wishes to do so, and to provide appropriate funding for this.

147. WEST OF YORK HOUSEHOLD WASTE SITE - LAND OPTION

[See also under Part A Minutes]

Members considered a report which sought approval to carry out a detailed appraisal for a Household Waste Recycling Centre(HWRC) at Harewood Whin, as the preferred option to replace the Beckfield Lane HWRC, to serve the west of the City.

Results of a feasibility study carried out to determine the most suitable location for the replacement facility were attached as Annex A to the report. The study had concluded that a site at Harewood Whin could be turned into a viable HWRC at significantly less cost, and earlier, than the other potential sites.

Members were invited to consider the following options:

Option 1 – accept the findings of the study and approve Harewood Whin as the preferred option for a detailed appraisal. This was the recommended option, on the basis of the work already carried out.

Option 2 – ask Officers to seek out further sites for investigation and report back on their findings.

RECOMMENDED: That Council approve the release of funding to purchase the field to the east of Newgate Bridge, as illustrated in Annex B to the report.

REASON: In order to provide a suitable location for a replacement Household Waste Recycling Centre at Harewood Whin.

Note: In the light of the deletion of the resolutions on this item, as recorded under Minute 144, the above recommendation no longer stands.

148. URGENT BUSINESS - GRANTING A LOAN TO AN OUTSIDE BODY: YORK CREDIT UNION

Members considered a report which outlined for potential for granting a loan to the York Credit Union (YCU) and sought direction as to how to proceed.

The Chair had agreed to deal with this report under urgent business, to allow early consideration of this priority matter before the meeting of Full Council on 22 January 2009.

YCU were requesting a loan from the Council in the sum of £150k, to enable them to bring their approved and pending loans up to date, as well as to provide for the expected growth in loan requests over the coming months, in order to assist the people of York in the current difficult economic climate. Under the Financial Services Authority (FSA) regulations by which they were bound, YCU could only borrow funds of this amount in the form of a subordinate loan meeting the conditions of the Credit Unions Source Book (CRED). Such a loan could not be secured and must rank behind all non-unsubordinated loans (of which YCU had none at present) and members' share balances. Details of the potential risks involved were set out in paragraphs 44 and 45 of the report.

Members were invited to consider the following options:

Option 1 – not to lend YCU any funds.

Option 2 – to lend YCU £52k, which was the maximum amount that could be lent if the loan were not a subordinate loan.

Option 3 – to lend YCU a subordinate loan of £100k. This was the amount of loans currently approved and pending approval by YCU.

Option 4 – to lend YCU a subordinate loan of £150k, as requested. This would bring approved and pending loans up to date and provide for the expected growth in loan requests over the coming months.

RECOMMENDED: (i) That a loan not exceeding £100,000 - if possible structured so that the first £52,000 is a preferential loan with the remainder to be classified as a subordinated loan - be made to the York Credit Union to enable them to provide loans to their members during the present difficult economic situation. The loan interest to be calculated at the current rate being obtained by the Council on its other investments.

REASON: In order to help minimise the impact of the current difficult economic climate on the people of York.

(ii) That Council seek the agreement of the Credit Union to the appointment of a member of staff from the Council's Resources department to its Executive Board, in order to allow the Council to maintain a check on the financial position of the Credit Union, or by such other means as are acceptable to the Director of Resources.

REASON: To allow the Council to maintain a check on the financial position of the Credit Union.

A Waller, Chair

[The meeting started at 2.00 pm and finished at 3.10 pm].

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EXECUTIVE FORWARD PLAN

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 3 February 2009		
Title & Description	Author	Portfolio Holder
<p>Vehicle Maintenance Procurement</p> <p><i>Purpose of report: To inform Members of the proposed procurement arrangements for the maintenance and management of the Council's fleet.</i></p> <p><i>Members are asked to: Consider the recommendations in the report.</i></p>	Sarah Kirby	Executive Member for Neighbourhood Services
<p>Comprehensive Performance Assessment</p> <p><i>Purpose of report: To provide Members with a detailed briefing on the latest government performance framework.</i></p> <p><i>Members are asked to: Note the report's recommendations and comment.</i></p>	Peter Lowe	Executive Member for Corporate Services
<p>Consideration of Discretionary Rate Relief Appeals</p> <p><i>Purpose of report: To ask the Executive to consider appeals against refusal of discretionary rate relief.</i></p> <p><i>Members are asked to: Consider appeals against refusal of discretionary rate relief.</i></p>	Charlie Croft	Executive Member for Leisure, Culture & Social Inclusion
<p>Riverbank Repairs: River Ouse, Scarborough to Clifton Bridge</p> <p><i>Purpose of report: Members at 2 December 2008 Executive requested a further report detailing the works to be done to repair the collapsed riverbank after the survey and feasibility study had been completed.</i></p> <p><i>Members are asked to: Provide guidance on how to fund the proposed works.</i></p>	Valerie Inwood/ Mike Taverner	Executive Leader

<p>Establishing a Staffing Committee for City of York Council</p> <p><i>Purpose of report: To present proposals for establishing a staffing committee.</i></p> <p><i>Members are asked to: To recommend to Council the approval of the proposals.</i></p>	<p>Quentin Baker</p>	<p>Executive Leader</p>
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Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 16 February 2009		
Title & Description	Author	Portfolio Holder
<p>Bids for Funding from the Council's Venture Fund</p> <p><i>Purpose of report: To provide Members with the views of the Venture Fund Panel on a number of bids which are requesting funding from the Venture Fund.</i></p> <p><i>Members are asked to: approve (where appropriate) the advance of funds from the Venture Fund.</i></p>	<p>Ross Brown</p>	<p>Executive Member for Corporate Services</p>
<p>Capital Budget 2008/09 to 2010/11</p> <p><i>Members are asked to: Consider the capital budget proposals from Directorate EMAPs and consider corporate funding of the programme.</i></p>	<p>Ross Brown</p>	<p>Executive Member for Corporate Services</p>
<p>Revenue Budget 2008/09 to 2010/11</p> <p><i>Purpose of report: To present to Members consolidated budget proposals from Directorate EMAPs.</i></p> <p><i>Members are asked to: Consider added corporate issues with a view to setting the Council's budget.</i></p>	<p>Steve Morton</p>	<p>Executive Member for Corporate Services</p>

Table 3: Items slipped on the Forward Plan with the agreement of the Group Leaders					
Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Establishing a Staffing Committee for City of York Council</p> <p><i>Purpose of report: To present proposals for establishing a staffing committee.</i></p> <p><i>Members are asked to: To recommend to Council the approval of the proposals.</i></p>	Quentin Baker	Executive Leader	20/01/09	03/02/09	To allow Corporate Management Team to comment on the report.

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Executive

20 January 2009

Report of the Director of Learning, Culture and Children's Services

Proposed Big Wheel in North Street Gardens**Summary**

1. This report asks the Executive to consider a proposal to site the Yorkshire Wheel in North Street Gardens.

Background

2. The Yorkshire Wheel operator, World Tourist Attractions Limited (WTA), has approached the Council about the possibility of siting a new observation wheel in North Street Gardens. They only wish to pursue the idea if the city is welcoming of such a proposal. This paper asks the Executive to consider the proposal as owner of the site from the perspective of whether the Yorkshire Wheel would:
 - fit with the city's leisure policy
 - promote the city's visitor economy
 - enhance the leisure amenity of North Street Gardens as a public open space
3. This paper cannot deal with potential planning related issues, for example the impact of the wheel on the surrounding environment, and it must be stressed that any decision on this paper will not in any way influence the deliberations of the Planning Committee should any planning application be submitted in the future related to this proposal.

Consultation

4. The consultation on this proposal has been concerned with its leisure, visitor economy and budget implications. Consultation about the potential impact of the wheel on its immediate environs and on the historic core of the city would be a planning related issue and as such does not form part of this report.
5. Visit York has been consulted about the proposal. Visit York's view is that, "The wheel has been an excellent addition to York's visitor attractions, much liked by both visitors and residents. We support the application to bring the wheel back to York and a riverside location would be great from a tourism perspective. We hope that any concerns about the North Street Gardens site can be resolved; however, this is a matter for the planners to consider and advise on. This area is a currently an

underused part of the city and siting the wheel there could bring in families, making it a safer area which can be enjoyed by all”.

6. The Visitor Survey includes a question that asks visitors about their awareness of attractions and also their intention to visit whilst in York. The statistics show:

Awareness

Yorkshire Wheel	61%
Minster	90%
Jorvik	83%
Clifford's Tower	57%

Intention to visit

Yorkshire Wheel	24%
Minster	35%
Jorvik	29%
Clifford's Tower	11%

7. The Yorkshire Wheel is therefore quite significant and is believed to have particular impact on regional day visitors. It is thought that moving it to a central location will in effect create a new attraction, at least for a couple of years, which will increase its profile. In addition, the wheel will enhance the night-time economy and bring business to a neglected part of city. There will also be a benefit to local and nearby retailers at a time when the current economic slowdown means that they need new ways to attract footfall; WTA will offer a range of cross promotions with hotels and other local businesses, to stimulate interest and drive visitation. The Council's own Scrutiny Report into making more use of York's rivers and riverbanks highlighted the need to make better leisure use of the Ouse riverside and WTA believe the wheel to be a project that is in accordance with these aims. The wheel now has important associations for the image of York – it has become part of the iconography of the York skyline, even forming part Nestlé's welcome to York Christmas banner at York station. From Council vehicles to the opening credits on regional television programmes, the Yorkshire Wheel has become part of the landscape.
8. A question about the Wheel was included in the public budget consultation. The result of this was that “generating income from relocating the Yorkshire Wheel” was stated as respondents' second highest priority for making savings. In giving reasons for their choices 0.71% of respondents said that we need to have the Yorkshire Wheel as it is good for tourists and 0.61% said that North Street Gardens is not the right place for it.

The Previous Yorkshire Wheel

9. The National Railway Museum started working in partnership with World Tourist Attractions during 2005 to bring a wheel to York. The wheel helped increase visitor numbers to the National Railway Museum (NRM) by 20% year on year, resulting in the highest visitor numbers at the NRM in 20 years. The Head of Commercial Development at the NRM was quoted as saying, “The NRM welcomes about 750,000 visitors a year; with the addition of the wheel we have seen more than 900,000 visitors in the last financial year (2006/7).

The wheel attracts people who would not normally visit our museum and many of our existing visitors have taken the opportunity to ride the wheel. The wheel has been a great success for our organisation.”

10. York Press reporting on the wheel's 500,000th visitor in 2007 and commenting on the beneficial impact to the city's wider tourism economy quoted the Chief Executive of Visit York as “bringing a new dimension for tourism in the city, acting as a hook to bring in new visitors and boosting revenue for the local economy.”
11. Although successful there were compelling commercial reasons for WTA to move from the NRM. For example, the terms of the recently-expired contract with NRM prevented operation of the wheel beyond 6pm every day. Furthermore, the site is too far out of the city centre and does not give the kind of views of the historic city that are essential for the wheel to provide an exciting visitor experience.
12. WTA therefore require a city centre site for any new wheel. Before the previous wheel was located at the NRM WTA worked with planners to consider those few sites that are available in the city centre including the Eye of York, the land behind the Art Gallery, St George's Fields, and Tower Gardens. All of these were ruled out for planning, flooding, or commercial reasons.
13. WTA believe that North Street Gardens is the only remaining viable site for a new observation wheel. They believe that the proximity of the site to the city – between two bridges and on the way from the station - means that they can be confident of attracting sufficient footfall to the site, including during the winter, to justify their investment and provide a world class attraction.
14. The new Observation Wheel would be purpose-made for York. It would similar to those installed by WTA in Windsor, next to the Castle, in Greenwich, next to the Royal Naval College (a world heritage site), and in Belfast in the grounds of the Grade I listed historic City Hall (see Annex 1 for photographs of the wheel in Greenwich and Belfast).

Leisure Policy

15. The use of Council owned or managed land for commercial activities which have at the same time residential and visitor benefit is well established. Examples range from longstanding activities such as the use of the Knavesmire by the York Race Committee to short-term seasonal events such as the Ice Factor open air ice rink on the Eye of York. In both instances the Council receives rental from such activities, operators have to comply with separate Licensing and planning obligations, and bonds can be sought to fund any reinstatement of the land used should damage occur.

The Proposal for North Street Gardens

16. North Street Gardens have been in the day to day care of the Council since 1959. The site consists of a liner garden approximately 1,750m² between North Street and the River Ouse and is a mixture of paved hard landscaped

and planted beds and lawns. Four seats are provided together with bins and lighting. The later was refreshed as part of the York Renaissance project in 2005/06. In times of flood risk the gardens are closed to the public.

17. As the attached pictures show (see Annex 2) improvement of North Street Gardens is overdue. The Gardens are over planted and generally unattractive. WTA have commissioned a Preliminary Landscape Assessment by NJL Consulting on the Gardens which supports this view (see Annex 3). No usage data is held but the Gardens are under used and because there are not clear sight lines through the gardens there are concerns about anti-social behaviour, especially after dark. Graffiti on seats and perimeter walls is a constant problem. At present there is no budget available to undertake a significant improvement scheme.
18. The re-landscaping scheme proposed by WTA is attached at Annex 4. The key features of this are:
 - Increased public lawns for seating
 - Improved riverside seating
 - Removal of selected shrub areas and trees to open up low level views through and across the site
 - A new focal point between the wheel and river promoting the riverside walk
 - Improved lighting to give greater night time security and promote desirable use of the area
 - Retention of the existing garden template with the raised beds and through walkways
19. The gardens would remain fully accessible to the public at all times. The design of the planned "R60" static wheel (see Annex 5), which is far more open plan than the transportable version used at the NRM, means that people will be more able to circulate around the base. The wheel would have round the clock security from a guard and CCTV making the gardens more animated until later and safer at all hours.
20. WTA would provide ongoing maintenance of the gardens and also reinstatement plans so that when the wheel departs an improved public amenity would be left for the city. The retention of the existing garden template with the raised beds and through walkways is very welcome as it means that original features are left in situ and allows for the gardens to be restocked once the wheel has finished on the site.
21. Due to flood considerations (see below) and in order to minimize the impact on the site, support buildings would be restricted to the minimum necessary. A specifically designed, combined management office and ticket booth would fit between two of the wheel's masts. This, and the control booth, where the main circuits and computer drivers of the wheel are housed, would be the only buildings necessary, and would be raised on supports to above the 25 year and 100 year flood levels respectively.

22. North Street Gardens are in the 'functional floodplain' most at risk from flooding. Therefore there is a presumption against development. However, after a rigorous flood risk assessment carried out by JMP Consultants WTA are confident that with their flood mitigation strategy the attraction would be flood-resilient. The design of the R60 static wheel with an open base means that it would minimize the displacement of flood water which WTA have estimated to be around the amount of water contained by one family saloon car. The control booth would be positioned at the 100 year flood level and the manager's office / ticket booth would be raised to the 25 year flood level. In the event of a potential flood, WTA have estimated that the Environment Agency's flood warnings would give approximately six hours' notice before the water rises to the 25 year flood level. Since it takes only 40 minutes to fully evacuate the wheel of all persons and secure it, this would give ample time to evacuate the site, implement flood damage limitation precautions and safely power down the wheel. It is anticipated that the wheel will be run on mains power. However, in the event that a generator is required all fuel tanks will be fully bunded and stored above the 100 year flood level.
23. Annex 6 contains a number of site impressions of the wheel from both adjacent bridges and from directly across the river. The Observation Wheel would be 5m lower than the NRM wheel.
24. The capacity of the R60 wheel: 336 people, and the frequency of loading – every 13 minutes - means that the wheel would have a very short queuing period: no longer than 30 minutes at its busiest. Tensator barriers and fully-trained stewards would aid the orderly marshalling of queues. There is a City Council public toilet facility off Tanner Row just around the corner from the wheel site. It is anticipated that overwhelming majority of wheel visitors will be pedestrian with the site having level access throughout.

Options

25. The report asks for members' comments on WTA's specific proposal to the Council. There are therefore no options to consider.

Corporate Priorities

26. The proposal has the potential to further the corporate priority of improving the actual and perceived condition of the city's streets and publicly accessible spaces.

Implications

Financial

27. It is the Council's normal policy to seek a rental payment for any commercial leisure provision sited on the Council's land. If members support the proposal and if ultimately it were to achieve a planning permission the Council would negotiate a rental payment with WTA.

28. WTA would take responsibility for maintaining the gardens whilst the wheel was in situ. The Council currently spends £1,325 per annum maintaining the garden and this would be a saving.

Legal

29. The Council obtained title to North Street Gardens through a conveyance dated 25th April 1959 made between (1) The Trustees of the Joseph Rowntree Village Trust and (2) The Lord Mayor, Aldermen and Citizens of the City of York. The land is subject to covenants:
- To maintain and manage it as a riverside garden and park for the use of the public
 - Not to use or permit or suffer the same to be used for any other purpose whatsoever
 - Not erect or permit or suffer to be erected thereon or on any part thereof any building or erection other than a summerhouse or shelter for use by the public
 - Not permit or suffer any food drink or merchandise or other article to be sold or offered for sale upon the said property or any part thereof.

The benefit of these covenants is vested in the Joseph Rowntree Foundation and Nestlé UK Limited (the present name of Rowntree and Company Limited, which originally owned the land).

30. Should the proposal receive planning permission it would be necessary to obtain the consent of the Joseph Rowntree Foundation and Nestlé UK Limited to relax the covenants to give the Council permission specifically to allow a wheel to be erected. Consent to relax the covenants has been given before, to permit the widening of Wellington Row and North Street, and to permit flood defence works.

Property

31. A licence would be granted to WTA to locate the wheel in North Street Gardens. The basis of the agreement would be that the wheel would be temporary for a period of up to 2 years at a time.

Crime and Disorder

32. In the 10 months to the end of October 2008 there were 32 offences committed within a 50m radius south of North Street Gardens including 11 assaults and 10 thefts. There were also 25 incidents of anti-social behaviour. It is to be expected that the presence of the Wheel would improve the ambience in the area.

Other Implications

33. It is expected that the Observation Wheel would create around 30 full-time and part-time jobs in the city. Working with local job centres and tourism colleges, WTA would be recruiting platform staff, attraction operators, an assistant manager and manager. As with all WTA wheels, the overwhelming majority of

the staff would be recruited locally and the jobs would last for the term of the wheel.

34. The report has no Human Resources, Equalities, or Information Technology implications.

Risk Management

35. If the proposal is not supported there is a risk that WTA will not be able to bring an Observation Wheel to York, given that other potential sites have already been rejected.

Conclusions

36. The key benefits of the Observation Wheel proposal are:
- That it would enhance the leisure amenity of North Street gardens for the enjoyment of residents and visitors to York
 - Is consistent with existing Leisure policy
 - It would bring a significant visitor attraction to the city

Next Steps

37. If the Executive are supportive of the proposal as a leisure and visitor attraction the next steps would be:
- WTA would require a planning application to site the Observation Wheel in North Street Gardens
 - The Council would need to ask the Joseph Rowntree Foundation and Nestlé if they would relax the relevant covenant on the land
 - A licence would be drawn up allowing WTA to site the wheel subject to negotiation of an appropriate rental

Recommendations

38. The Executive is asked to decide whether the Council would be willing to enter into an agreement with WTA to site the Observation Wheel in North Street Gardens subject to:
- WTA obtaining a planning permission for the site in the future
 - Agreement to relax the relevant covenant on the land
 - The negotiation of satisfactory terms for the licence

Reason: So that a response may be provided to WTA on their proposal.

Annexes

1. WTA Wheel in Greenwich and Belfast
2. Photographs of North Street Gardens
3. Preliminary Landscape Assessment
4. Proposed layout of North Street Gardens
5. 3D impression of the proposed wheel
6. Views of the proposed wheel
 - a) from Lendal bridge
 - b) from City Screen
 - c) from Ouse bridge

Contact Details

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Tel No: 553371

Chief Officer Responsible for the report:

Pete Dwyer
Director of Learning, Culture and Children's
Services

**Report
Approved**



Date 7.01.09.

Specialist Implications Officer(s):

Financial:
Richard Hartle
Head of Finance (LCCS)
Tel No. Ext 4225

Legal:
Quentin Baker
Head of Legal Services

Property:
Philip Callow
Head of Asset & Property Mgt.

Open Spaces:
Dave Meigh
Head of Parks & Open Spaces

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers: Making use of York's rivers and river banks – a report of the Leisure Scrutiny Board June 2003



THE WHEEL OF GREENWICH



NORIA PANORAMICA DE SEVILLE




WORLD
TOURIST ATTRACTIONS





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North Street Gardens, York
Preliminary Landscape Assessment

1. The Site Generally

We have examined the site via the photographs and we have studied the North Street Gardens tree survey carried out by the Council between the 23 November 2007 and 26 November 2007.

As we have not visited the site, we have determined that the gardens must have been planted just about 40 years ago, but because we have no detail about the historical evidence/dates, this is an informed guess.

The initial concept of a public garden next to the river was clearly an appropriate and valuable decision/donation to the city at the time.

The design seemed to have been based on providing a public garden centred on paths that wound through raised brick beds of various shapes and sizes.

The site is bounded by the river along the north-east edge and a boundary wall with matching brick pillars along the south western boundary and which runs along the back of the pavement along North Street and Wellington Row.

In its heyday, the gardens must have been accessed by a set of ornamental gates (now gone) between pillars in the south-west corner of the site adjacent to the pumping station building. This now seems to have been blocked off with a wooden gate.

2. The appearance of the gardens today

Because much of the planting in the raised beds has over matured, the shrub planting have little or no aesthetic nor horticultural value.

There are Mahonias which have not been maintained, Buddlias growing out of some of the raised planters, and ground covers such as 'Euonymus fortunei' and others which have become 'leggy' and unkept.

The overgrown shrubs/bushes are interspersed with areas of unkept grass.

The over mature shrubs are not pruned and they 'overwhelm' the footpaths creating an impression of neglect and which would make visitors to the gardens feel insecure.

The site is divided from the main streets North Street and Wellington Row by a brick wall and pillars with a stone coping. The raised planting bed on the inside of the wall is overgrown restricting views in, which does not allow or contribute to public policing of the gardens, which adds to the feelings of 'lack of security'.

We have studied the tree survey and generally agreed with most of the observations made in that survey carried out between 23rd November 2007 and 26 November 2007.

However, there has clearly been a deterioration in the condition of some of the trees, particularly some of the cherries and Malus species especially tree number 17 (Malus) which seems to be dying.

Generally, one would say that of all the trees on the site, tree numbers 7, 8 and 9 are worth keeping as their 'visual presence or impact' is important and should be retained if possible (tree numbers 1, 2, 3 and 4 are also not affected by the development and should be retained).

The trees (numbers 18, 20, 21 and 22) in the large raised bed have no particular horticultural or aesthetic value – however the tree number 19 (young Carpinus) could be moved/relocated in the site in a position to suit any new proposals. The remaining trees in this area (numbers 18, 20, 21 and 22) Cherries, Laburnum and Plums are not important street trees and could be removed or thinned.

It would also have to be said that the trees along the promenade frontage to the river (10-14 in the survey) are generally in poor condition and would it be better if they were replaced in any new design with more 'significant' trees that would enhance an important river frontage location.

3. Brief Summary

The site or gardens which are neglected and uninviting needs to be 're-connected' to the street and river frontage, by removing unwanted unmaintained and overgrown shrubs as well as some thinning/removal of some trees.

The trees (numbers 1-4) in the survey are relatively young and should be retained and maintained as part of any future development.

The trees (numbers 5-9) could be retained, but they would benefit as a group if the Birdcherry was removed and the dead wood was pruned away from the other trees.

Any new development should include the planting of new 'street trees' that would enhance this important river location. If there are proposals to plant new trees then the size, spacing and the species should be agreed with the Local Authority.

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Figured dimensions only are to be taken from this drawing.

NOTES

The Contractor is to check and verify all building and site dimensions and levels and sewer invert levels at connection points before the commencement of work.

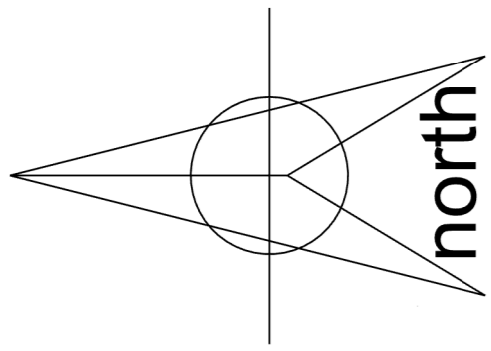
The Contractor is to comply in all respects with all current relevant Building Regulations, whether or not specifically stated on this drawing.

The Contractor must comply with all current Health and Safety Regulations as applicable.

The drawing must be read with and checked against any structural, geotechnical or other specialist documentation provided.

This drawing is not intended to show details of foundations, ground conditions or ground contaminants. Each area of ground relied upon for the proposed construction (including drainage) must be investigated by the Contractor.

A method of foundation appropriate to the ground conditions should be provided. Any suspect or fluid ground or contaminants on or within the ground should be further investigated by a suitably qualified expert. Only and should be further investigated by a suitably qualified expert.



D	Revision	Date	Initials
D	landscape feature updated	22/12/08	pdf
C	wheel realigned to avoid river flood defence wall	16/12/08	pdf
B	central booth floor level amended	25/09/08	pdf
A	relocation of site accommodation	24/09/08	pdf

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**Proposed Wheel
North Street Gardens
York**

**Proposed Modifications
to landscaped area
Wheel In-situ**

SCALE	DATE	DATE	REVISION
1:200	16/09/08	16/09/08	D
DRAWN	PDR	CHECKED	
DRAWING NO.	2233 / 04		



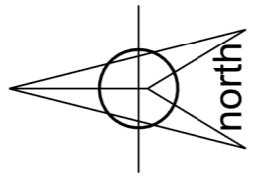
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 A method of foundation appropriate to the ground conditions should be provided. Any suspect or fluid ground or contaminants on or within the ground should be further investigated by a suitably qualified expert. Only and should be further investigated by a suitably qualified expert.



REVISION	DATE	INITIALS	
C	central planter detail omitted	22/12/08	pdf
B	wheel re-aligned to suit flood defence wall	16/12/08	pdf
A	control booth floor level updated	26/09/08	pdf

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**Proposed Wheel
 North Street Gardens
 York**

**Proposed Modifications
 to landscaped area
 Wheel In-situ
 Enlarged Plan Layout**

SCALE	DATE
1:100	16/09/08
DRAWN	CHECKED
PDR	
DRAWING NO.	REVISION
2233 / 11	C



denotes existing trees to be removed

timber decking

proposed bench seating

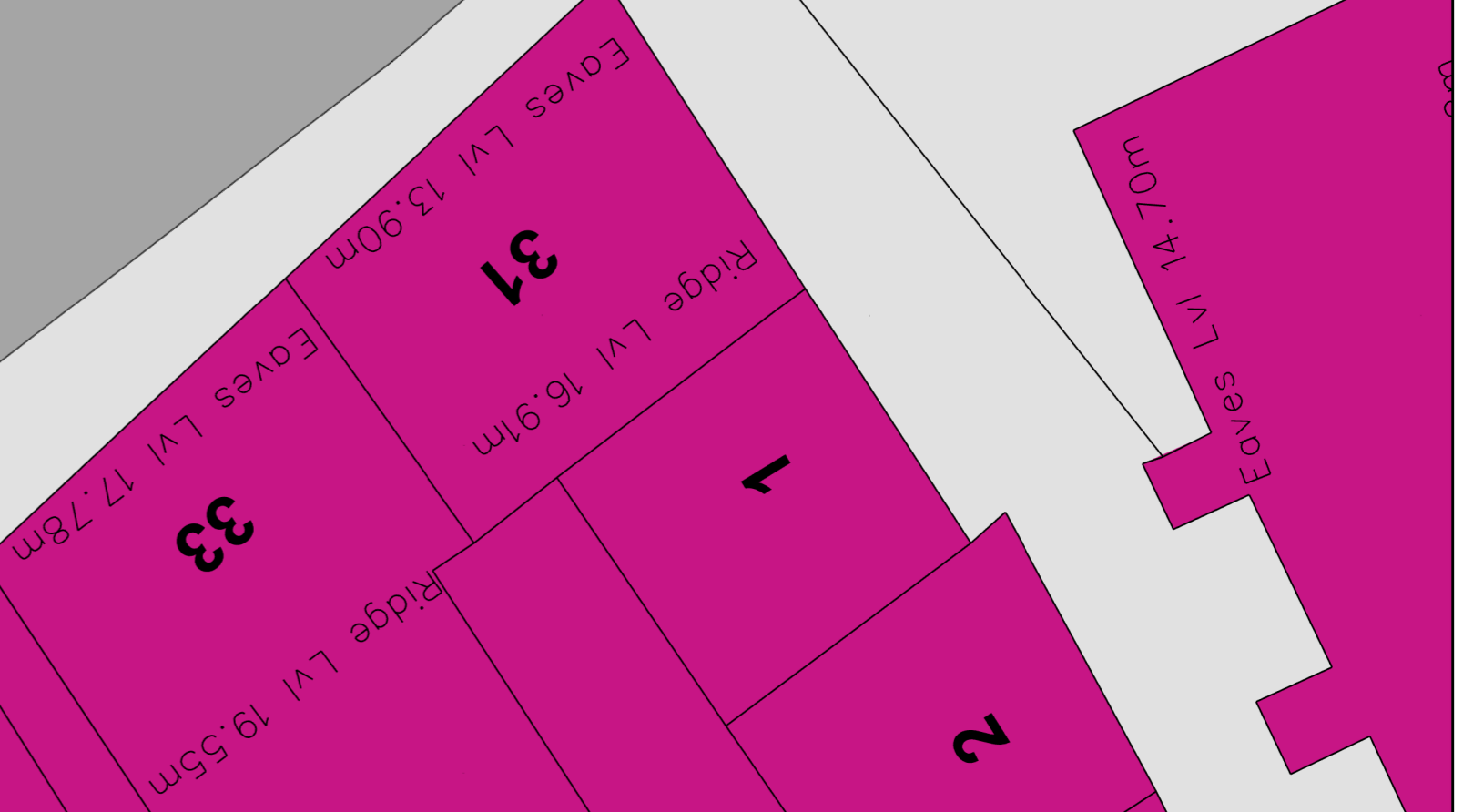
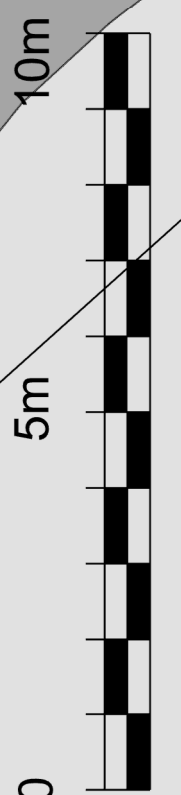
tegula block paving with standard block paver detailing

proposed bench seating

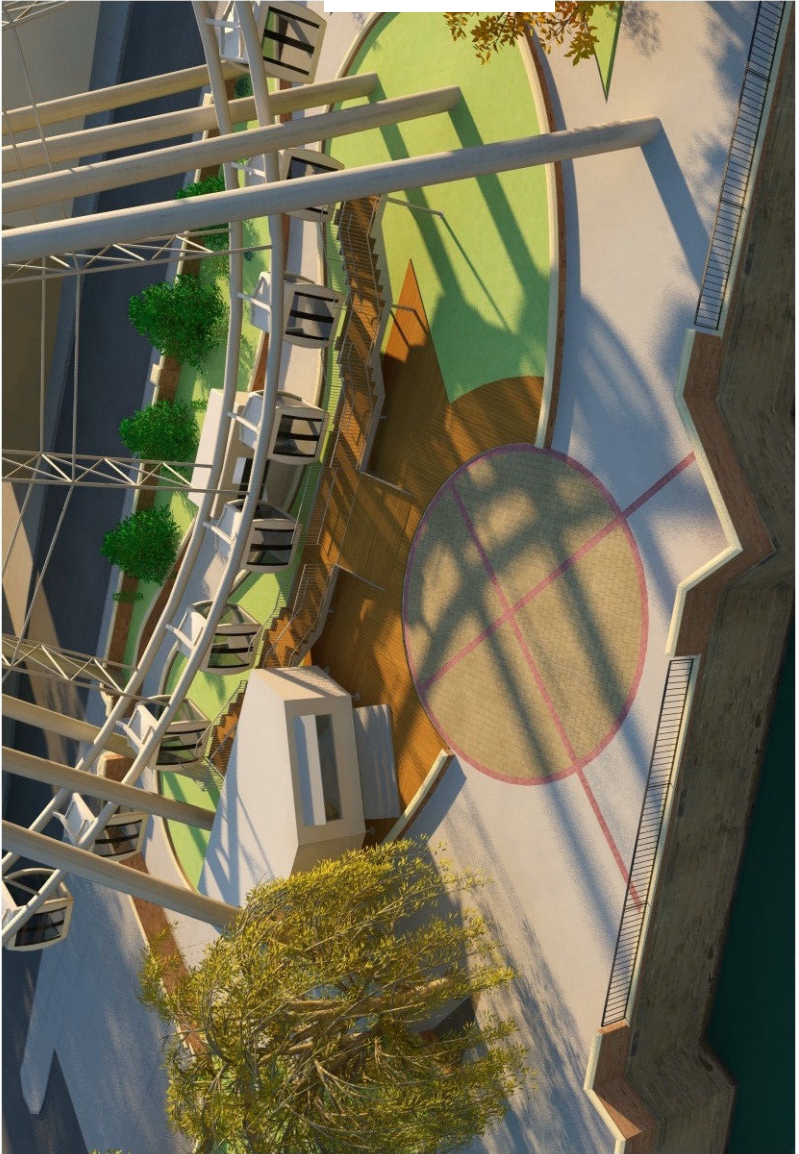
TICKETS / MERCHANDISING FL9.95

CONTROL BOOTH FL10.45

grass area



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Executive

Report of the Director of City Strategy

Community Stadium – Update Report

Summary

1. The purpose of this report is to provide the Executive with an update on the progress towards a Community Stadium for York. The Project Manager is now in post and the report proposes an approach for the delivery of the initial stages of the project and an outline project structure. This will enable the partnership to work effectively and drive the project forward.

Background

2. At its meeting on 9 September 2008 the Executive made a number of resolutions regarding the Community Stadium including:
 - That the Executive re-affirms its commitment to a Community Stadium and recognises the importance of securing the £2 million Football Foundation grant to that end.
 - That the Director of City Strategy recruit a project manager to:
 - a) establish a site
 - b) consult on the design and operation for the wider benefit of the community of the City
 - c) establish the cost of and sources of funding for a community stadium and
 - d) deliver a community stadium by 2012
 - That officers continue their dialogue with York City Football Club and York Knights on how to sustain spectator sports in the City and on the continuation of other sports clubs based at Huntington Stadium.

Update on Current Position

Project Manager:

3. The vacancy for the Community Stadium Project Manager was advertised for 2 weeks from the 24th October 2008 to the 7th November 2008. The interviews were held on the 27th November 2008 and the position of project manager was offered to Tim Atkins who has accepted the offer.

4. Tim Atkins started in the post on Monday 17th December 2008. He previously worked as a consultant specialising in sport and leisure, prior to this he has worked in local government as a senior manager in youth & leisure and procurement. He has also led a number of successful major development projects and is a qualified town planner.

Approach to project delivery

5. The objective of appointing a project manager before Christmas has been met. This gives the Council the opportunity to progress the project ahead of schedule. One of the key milestones already achieved was the formal creation of the Community Stadium Partnership Group, which first met on 6th October 2008. The outcomes from the meeting were:
 - Input into the stadium business case in the form of a statement of user requirements
 - An agreed vision for the stadium
 - Minimum stadium requirements from the stakeholders
 - Potential community facilities in so far as they enhance the business case for the stadium, the needs of the stakeholders and should be drawn from the following identified strategic needs of the city
6. On 17 December 2008 the Group met for the second time making significant progress in establishing an agreed vision for the delivery of the project. Agreement was reached on the approach to the project structure, communications protocol, site selection, the development of the business case, joint working and specialist support. The Group will next meet at the beginning of February 2009 to formalise the delivery framework and relevant protocols.

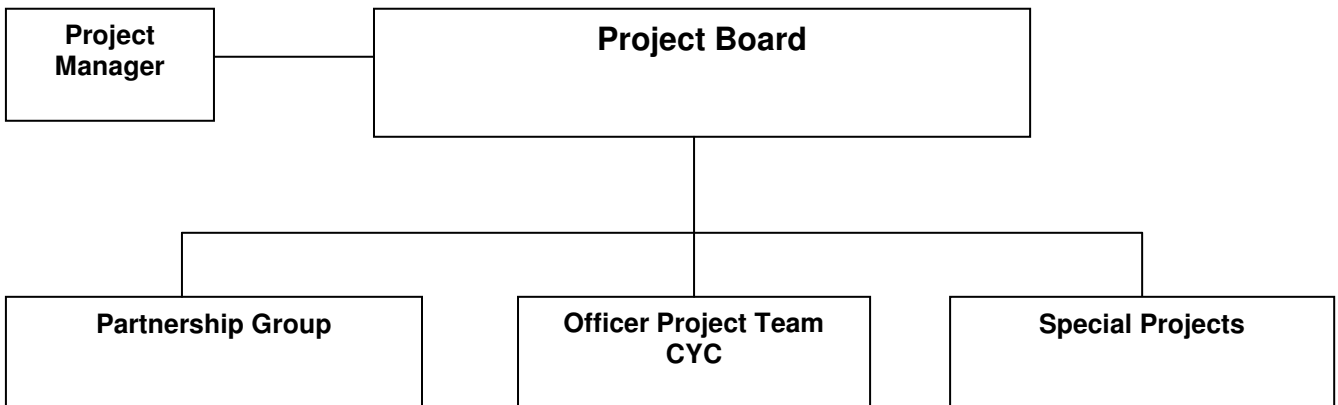
The short-term objectives are as follows:

- Establish and formalise project structure
- Develop a draft project plan
- Develop business case
- Identify short list of potential sites
- Develop communications strategy
- Establish a risk register

A) Project Structure

7. A simple structure is proposed to enable the project to be effectively managed, ensuring responsive and controlled delivery. The diagram below sets out the proposed structure:

Diagram 1 Proposed Project Structure for Community Stadium



8. The proposed make up of the each component is as follows:
9. **Project Board:** This would lead the project and make appropriate strategic decisions, referring issues to relevant council committees where appropriate and provide regular progress reports. The Board would be made up of the following:
 - **Chair:** This would be the Project Sponsor, the Director of City Strategy.
 - **4 x Partner Representatives:** (1 x York City Football Club, 1 x York Knights Rugby League Club, 1 x City of York Athletics Club, 1 x Active York).
 - **1 x Council Representative:** Executive Member for City Strategy.
 - **1x External Independent Advisor:** This would be a high profile member of the board who is independent and not directly involved in the partnership but brings business, regeneration or sporting acumen.
 - The Board would also be supported by non-voting advisors from the City Council's leisure and financial services.
10. **Partnership Group:** This group would be the interface for all partnership working, discussion and innovation. It would be the driving force behind the project. The membership of this team will include:
 - Representatives from all partner bodies (YCFC, YKRLC, CYAC, AY and others if appropriate)
 - City Council representatives from planning & transportation, leisure services (and others as appropriate)
 - Project Manager
11. **Internal Officer Team:** This team would be responsible for ensuring the project meets all corporate requirements, particularly financial, planning and legal issues. It would also be responsible for overseeing risk management. It

is proposed that the membership of this team would include representatives from:

- Finance
- Legal
- Planning & Highways
- Property
- Procurement & Resources
- Risk Management
- Leisure Services
- Other appropriate service representatives as required

12. **Special Projects:** These would be commissioned by the Project Board to support the effective delivery of the project, drawing on specialist skills and resources as appropriate.

B) Draft Project Plan

13. A draft project plan is currently being prepared. This will enable milestones and outline timescales to be established. It will also provide an initial indication of the resources required for the delivery of the project at the relevant key stages. It is proposed that an outline project plan be presented to the next Partnership Group meeting and then considered by the inaugural meeting of the Project Board.

C) Development of Business Case

14. A detailed specification is being prepared using outcomes from both the Stadium Partnership Group and the Council's Community Stadium Working Group. Areas that require specialist support will be tendered early in the New Year. The business case will include the identification of:

- Need / impact for a stadium and other community uses in York
- Potential sites and possible development models
- High level costs for the management of the project, construction and operating costs
- Commercial viability
- Potential funding streams
- Key risks and timescales

15. The study will also take account of the need to retain a county standard athletics facility in the city (without any break in provision), whether as part of the community stadium or through locating it elsewhere. Additionally consideration should be given to community facilities in so far as they enhance the business case for the stadium and meet the needs of the stakeholders. The study will also identify key project risks and what measures may be used to minimise the impact of these risks should they arise.

D) Site Selection

16. The city development team have produced a methodology for determining the most appropriate site for the York Community Stadium and replacement athletics facility. The starting point for the methodology uses a sequential approach established in national and regional planning policy looking at potential sites in the city centre and working outwards. Key considerations will be sustainability, visual impact, accessibility, residential amenity and environmental considerations (including flood risk). This approach is consistent with the emerging Local Development Framework Spatial Strategy.
17. Out of this process a long-list of sites is being identified from six broad 'areas of search' across the City. The majority of these sites have been proposed for development through the first stage in production of the York Local Development Framework Allocations document, the 'Call for Sites'.
18. The methodology uses a range of site sizes, as the exact requirements are not yet known. Consideration is also being given to potential for enabling development and possible ancillary and support services. This is likely to be an essential component of any structured development master plan if the project is to achieve the objective of being a community focus for sport in the City.

E) Communications Strategy

19. One of the outcomes of the most recent Partnership Group meeting was the need for a clear strategy for communications. This would initially support the group to effectively engage with the public regarding the progress of the project. As the project proceeds it will provide a framework for detailed consultation regarding more specific proposals as they emerge.

F) Risk Management

20. An essential part of the development of the business case and the creation of an outline project plan is establishing a robust strategy for managing risk. It is important that a risk register is developed and managed throughout the life of the project. It is proposed that the internal officer group oversee this and ensure that key issues are reported to the Project Board.

Options and Analysis

21. This is primarily an update report informing Members on the progress of the Community Stadium Project. However, Members are asked to endorse the approach set out in this report and the outline project structure proposed. This will be taken to the Partnership Group for discussion and then referred to the Project Board.

Corporate Priorities

22. The provision of a new community stadium for the city is a 'Corporate Imperative in the Corporate Strategy 2007-2011'. It is also identified in Active

York's 'Sport and Active Leisure Strategy' which was signed up to at the Leisure and Heritage EMAP in June 2005. The facilities section of this strategy was updated in May 2007.

Implications

23. **Financial** – £200,000 from the Local Authority Business Growth Incentive (LABGI) was set aside by the Staffing and Urgency Committee in May to fund a Community Stadium Project Manager. Further work will be undertaken to identify whether further resources will be needed to progress the project. This will be dealt with in future update reports to members.
24. **Legal** – There are no implications
25. **Human Resources** – There are no implications
26. **Equalities** – There are no implications
27. **Crime and Disorder** – There are no implications
28. **Information Technology** – There are no implications
29. **Property** – XXX

30. **Risk Management** - XXX

Recommendations

31. That the Executive note the progress made on the Community Stadium Project to date.
32. That the Executive consider the following recommendation:
 - a) To agree with the approach set out in paragraphs 5 – 20 in the above report and the outline project structure so it can be referred to the Partnership Group at its next meeting in February 2008.
 - b) To agree that the Executive Member for City Strategy represents the Council on the Project Board.

Contact Details

Authors:

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Director of City Strategy
01904 551330

Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy
01904 551330

Report Approved

Date 8/1/09

Specialist Implications Officer(s) :

None

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

All

For further information please contact the author of the report

Background Papers:

- Community Stadium Report to Staffing and Urgency Committee 21st May 2008
- Staffing and Urgency Committee Minutes 21st May 2008
- Deloitte report on community stadium for CYC 20th June 2008
- Active York's Sport and Leisure Strategy
- Executive Report 15th July 2008
- Executive Report 9th September 2008

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Executive20th January 2009

Report of the Director of City Strategy

Regional Spatial Strategy (RSS) 2009 Update - Response to Spatial Options Consultation**Summary**

1. This report sets out a proposed response to the Spatial Options consultation carried out by the Regional Assembly as part of Partial Review of the Regional Spatial Strategy. The Partial Review process commenced in May 2008 to address the challenges coming out of the Housing Green Paper. The report seeks approval of a proposed response to the Spatial Options consultation. It also sets out the next steps in the review process.

Background

2. The Yorkshire and Humber Plan (the Regional Spatial Strategy or RSS) was published in May 2008. The RSS sets out the broad development strategy for the Region to 2026 and covers topics such as housing, economic development, transport, the environment and regeneration. It forms part of the statutory Development Plan for York and our Local Development Framework (LDF) will need to be in 'general conformity' with it.
3. The Assembly have now started work on a Partial Review of the adopted RSS. It will look at how the region can accommodate housing growth coming from the Government's Housing Green Paper, published in summer 2007. The review, entitled 'The Housing Challenge, Yorkshire and Humber Plan - Update 2009' will test the scale of growth and explore locations for and infrastructure needed to accommodate this growth.
4. To start the process the Regional Assembly issued a Call for Evidence document in May 2008 asking for strategic ideas on how we can best accommodate growth in different parts of the Region. The consultation ran from the 30th May until the 11th July 2008. Officers submitted a response based on comments previously agreed by the Executive as part of the recently adopted RSS consultation process. This was endorsed by Executive at its meeting on the 7th October 2008. The response submitted to the Call for Evidence is attached as Annex A to this report.

5. The Regional Assembly issued its next document - Spatial Options – in November and is consulting on it until the end of January 2009.

The Spatial Options document

6. The Spatial Options document considers three important questions:
 - (1) How much housing should we be planning to provide in the future ?
 - (2) How should it be distributed ?
 - (3) What spatial options are there for accommodating this growth in each of the seven 'sub areas' ?
7. The Assembly have been keen to emphasise that the Spatial Options document is for consultation only, that the ideas and options it contains are not proposals, and that the responses they receive will help them to shape the 2009 Update to the Regional Spatial Strategy.
8. A copy of the Spatial Options document is available to view in the Members library and can be viewed through the following web-site link:
[http://www.yhassembly.gov.uk/Our%20Work/Regional%20Planning/Regional%20Spatial%20Strategy%20Partial%20Review/Spatial%20Options%20\(Sept%20-%20Dec%202008\)/](http://www.yhassembly.gov.uk/Our%20Work/Regional%20Planning/Regional%20Spatial%20Strategy%20Partial%20Review/Spatial%20Options%20(Sept%20-%20Dec%202008)/)

The Key questions

(1) How much housing should we be planning to provide in the future ?

9. The Draft RSS published in May 2005 had a regional requirement to build 16,000 new homes per year. This increased to 22,260 (a 39% increase) by the time the plan was adopted in May 2008. The Spatial Options consultation document acknowledges that the scale of house building provided for in the adopted plan is a significant step up from in previous plans and is proving a challenge to deliver. For York the step up went from 675 units per year in the Structure Plan and Draft Local Plan to 850 units per year after 2008 in the adopted RSS (a 26% increase).
10. The Regional Assembly have been asked by the Secretary of State to 'test' a number of different levels of housing growth. These are shown in Table 1 below. The National Housing and Planning Advice Unit (NHPAU) projections are meant to stabilise the affordability of market housing. The Trend Based Household projection is based on the latest 2006 population projections (rather than the 2004 based projections that informed the adopted RSS).

Table 1 Testing the Regional Housing Requirement

Level of Growth	New dwellings per year	Comment
Current RSS	22,260	
NHPAU Lower	25,100	13% increase on current RSS
NHPAU Higher	28,300	27% increase on current RSS
Trend Based Household	30,000	35% increase on current RSS

Officer comment

11. Very simply we see no justification to increase the housing targets above those set through the recently adopted RSS. Fundamentally we would question whether now is the right time to be carrying out a Partial Review of the RSS whose main aim is to seek to increase rates of house building. There are a number of key reasons for our conclusion:

The need for planning certainty

12. The RSS has only just been adopted (May 2008) and gives a long term and clear planning framework for planning in the region to 2026. This certainty is essential for developing LDF's. Introducing a Partial Review just brings unnecessary uncertainty into the system. Given the stage we are at in the York LDF it is essential that we know what figures we are working to.

The 2006 based population projections are flawed

13. The 2004 based projections (on which adopted RSS was based) assumed the region would grow by 539,000 people between 2006-2026. The 2006 based population projections assume the region will increase by 959,000 people in the period 2006-2026 (a massive 78% increase compared to the 2004 based projections). A key element of this increase is due to assumptions about international migration into the region.
14. The 2006 based projections were based on past five year trends which saw a period of very high inward migration due to incorporation of the Eastern European countries into the EU coinciding with a period of unprecedented economic growth in the region. With the severe downturn in the economy it is highly questionable whether this level of externally generated population growth will continue. This is particularly pertinent in York where a significant percentage of population growth is due to inward migration rather than natural change due births and deaths.
15. The housing requirements for York set out in the adopted RSS showed a reasonable match with the 2004 based population projections and the economic growth assumptions we are using in the LDF (1000 additional jobs per anum). We therefore see no reason to increase the requirements further.

16. From attendance at a number of regional events about the RSS Review this is one of the biggest issues being raised by local authorities and key stakeholders.

Using housing supply to address affordability is questionable

17. The premise of the NHPAU work is that increasing the supply of new homes will help to address house price/income differentials in the market housing sector. This is not borne out by reality. During the period 2002-2007 York saw an unprecedented rate of house building reflecting the buoyant market conditions at the time. 845 dwellings were completed on average each year (well above the Local Plan requirement of 670 dwellings). This did not lead to a reduction in house price/income differentials. Quite the opposite occurred with the differential markedly increasing during this period.
18. This is not surprising given that increasing the supply of new housing only has a marginal impact on the overall housing market in the area. New homes built represent less than 1% of the total stock in an area in any given year. There are wider factors (such as income and access to finance) that have a far greater impact on affordability than the crude supply based approach advocated by the NHPAU.

The economic projections are questionable

19. The council objected to the economic growth projections included in adopted RSS which assumed York would grow by over 2000 new jobs per year. This is way above what York has achieved in the past. Past trends are closer to the 1000 per annum job projections we are using in the LDF. The RSS Review is seeking to link economic growth to housing growth so we need to ensure that over inflated assumptions are not used.
20. This is even more pertinent given the pace and scale of the recent economic downturn. Although studies have shown that York is relatively resilient to the downturn because of its broader economic base it is certain that the down-turn will have an impact on job growth in the short to medium term. If the down turn is similar to an early 1990's type recession then, rather than a scenario of continuing job growth, the reality may be that job numbers in the York economy may not get back to previous levels until 4-5 years after the recession peaks. When we apply this scenario to the wider region the point is even stronger with some areas likely to be significantly adversely affected by the down-turn.

The ability to deliver higher levels of house-building is not there

21. The Regional Assembly acknowledge that even during the boom years the levels of annual housing completions across the region did not match the requirement set out in adopted RSS. Since then completions have dropped off considerably across the region as the house-building sector has significantly contracted.
22. This is reflected in York where in the boom years the completions averaged 845 per year, peaking at over 1200 in one year, but were down to 523 in 2007/08, even before the full impact of the credit crunch was felt. We would therefore fundamentally question the need to plan for even higher levels of

house building at this point in time when the market's ability to deliver these is severely compromised and is likely to be so for some time to come.

The system of RSS's is being replaced by a single Regional Strategy

23. The Sub National Review of economic development and regeneration recommended that RSS's be replaced by a single Regional Strategy which will replace the RSS, RES and RHS. The Regional Assemblies are being abolished and the responsibility for preparation will rest jointly with the Local authorities and the Regional Development Agency – in our case Yorkshire Forward. 2009/10 is a transitional year. The process of preparing a Regional Strategy will take about 2 years.
24. Given the fundamental change in the system it is highly questionable why a Partial review of RSS should be taking place. It would make more sense to use the recently adopted RSS as the basis for this round of LDF's in the region and then start work on the Single Regional Strategy at a later date when the impact of the recession is better understood and some more accurate projections can be made of future population, economic and household growth.

Conclusion

25. The reasons given above provide a compelling case for why the RSS should not be reviewed at this point in time. The uncertainties around the key projections which fundamentally influence the levels of houses projected is a key weakness. The ability to deliver higher levels of housing in the current economic climate is another. The moved to a single Regional Strategy adds further weight to the case. In the light of the above the Regional Assembly should be recommended to postpone the Partial Review. The North West Regional assembly made a similar decision recently.

(2) How should housing growth be distributed ?

26. Although our fundamental point is that the RSS Review process should be postponed we still need to respond to the questions about where future growth should go, in the event that the Partial Review continues.
27. The consultation asks whether the RSS should continue to use the current level of distribution used in the recently adopted RSS. This was by sub-region with North Yorkshire (including York) taking 14% of the new homes. This equated to a policy of relative restraint to reflect the need to focus new housing and economic growth in the key cities to the west and south of Yorkshire and to reflect the capacity issues surrounding the future growth of York.
28. The consultation asks how much weight should be given to a range of factors such as economic growth, affordability, household growth, reflecting market demand or other factors.

Officer comment

29. In the case of York a key additional factor should be the need to protect the historic character and setting of York. This means a policy of relative restraint

should be continued, as it would not be possible to fully meet housing demand without compromising the character and setting of the city. This is particularly the case now that windfalls cannot be counted when planning your short to medium term housing supply.

(3) What spatial options are there for accommodating this growth in the 'sub areas' ?

30. The Spatial Options for the 'York sub area' set out in the document are:
- Option 1 - Maintain the Core Approach – including urban extensions to York and Malton
 - Option 2 - Stronger focus on Cities and larger towns – Urban expansion of York and to the north and south of Malton
 - Option 3 – Corridors - focus development at key nodes along the following corridors:
 - York to Malton rail corridor
 - York to Selby road corridor (A19)
 - York to Leeds rail corridor
 - Selby to Leeds rail corridor
31. The consultation document asks a number of questions for the York sub area:
- To what extent can the current strategy deliver current house building rates in this sub area ?
 - To what extent can the current strategy deliver higher rates of house building in the sub area ?
 - Which spatial options or combination of spatial options provide sufficient guidance for local authorities to determine broad locations for further house building ?

Officer comment

32. The Council's response to the previous Call for Evidence consultation (see Annex A) is still pertinent. It is clear from work to date on the York LDF that it is a challenge just to meet current RSS housing targets. Any uplift above current levels would push the strategy away from Option 1 (Maintaining the Core Approach) towards Option 2 (stronger Focus on Towns and Cities). Option 1 refers to urban extensions (which are smaller scale than urban expansions). Option 2 refers to the urban expansion of York. In the previous Call for Evidence document the Assembly described urban expansions as "This approach involves significantly growing some existing settlements - well beyond their current boundaries - in a very concentrated way. This would result in a 'sharper urban focus'. Rather than accommodating development through a range of urban extensions, this approach would mean that a smaller number of very large expansions at a more limited number of towns and cities would form the focus of growth." The main example they give is Cambridge East a 10,000 home expansion to the urban area of Cambridge.

33. Significant urban expansion of York (along the Cambridge scale) would not be a suitable option given known constraints. In this situation it would be better to look at opportunities at key nodes along the rail and public transport corridors within the York sub area (Option 3 above), or at the possibility of a new settlement beyond the York Green Belt, or maybe through a stronger role for Selby and Malton, which are well connected to York in public transport terms.
34. Any approach would need to be backed up by significantly more investment in key transport infrastructure as many parts of the York sub area are already at capacity.

RSS Review – Next Steps

35. The RSS Review process includes the following key stages:
 - End of consultation on Spatial Options January 2009
 - Prepare draft RSS Review document Feb-March 2009
 - Regional Planning Board Approve April 2009
 - Assembly consider the draft RSS Review June 2009
 - Submit to Government July 2009
 - Public consultation on draft RSS Review September 2009
 - Examination in Public Feb 2010
 - Panel report published May 2010
 - Consultation on Proposed Changes September 2010
 - Adoption of Revised RSS December 2010

Consultation

36. This report presents a proposed formal response to the public consultation by the Assembly on their Strategic Options document. The Assembly have advertised the consultation widely and have held a local meeting for York and North Yorkshire in the Early Learning Centre in November which a wide range of stakeholders attended. This has given the opportunity for the Council and other key stakeholders in the city to respond to the emerging ideas on how additional growth can be accommodated.

Options

37. Members have the following options to consider in relation to the proposed response to the 'Spatial Options' consultation.

Option 1: To approve the proposed response set out in this report and summarised in Annex B.

Option 2: To seek amendments to the response which can then be forwarded on to the Regional Assembly.

Analysis

38. The proposed response set out in this report and summarised at Annex B challenge the need to consider higher housing targets at this point in time and gives a clear recommendation that the Partial Review of RSS should be postponed. Should members want to take different view then this can be reported back to the Regional Assembly.

Corporate Priorities

39. The recently adopted RSS and its Partial Review are important in the context of many of the corporate objectives of this council, and in particular in relation to the Corporate Strategy 2007/11: Corporate Priorities for Improvement :

- Decrease the tonnage of biodegradable waste and recyclable products going to landfill
- Increase the use of public and other environmentally friendly modes of transport
- Improve the actual and perceived condition and appearance of city's streets, housing estates and publicly accessible spaces
- Improve the quality and availability of decent affordable homes in the city
- Improve the economic prosperity of the people of York with a focus on minimising income differentials

Implications

40. The following implications have been assessed:

- **Financial** - None

- **Human Resources (HR)** - None
- **Equalities** - None
- **Legal** - None
- **Crime and Disorder** - None
- **Information Technology (IT)** - None
- **Property** – None
- **Other** – None

Risk Management

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

Recommendations

42. That the Executive:

- i) Approve the proposed response to the Spatial Options consultation as set out in this report and summarised in Annex B, subject to any changes recommended by the Executive.

Reason: So that the response can be submitted by the end of January consultation period.

- ii) That any amendments or further comments be forwarded to the Regional Assembly

Reason: So that any changes recommended as a result of discussions at the meeting can be fed into the RSS Partial Review process.

Contact Details

Author:

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01904 551313

Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy

Report Approved Date

Specialist Implications Officer(s):

N/A

Wards Affected:

All

For further information please contact the author of the report

Background Papers

- Partial review of RSS - Spatial Options consultation document - (November 2008)
- Adopted RSS and Partial Review – response to Call for Evidence – Executive (7th October 2008)
- Partial Review of RSS - Call for Evidence – (May 2008)
- Adopted RSS (May 2008)
- RSS Proposed Changes (October 2007)
- Examination in Public – Report of the Panel (March 2007)
- Draft RSS for consultation (Dec 2005)

Annexes

Annex A: CYC response to the Call for Evidence as part of the Partial Review of the RSS (approved by Executive October 2008).

Annex B: Proposed CYC response to the Spatial Options consultation document as part of the Partial Review of RSS (January 2009)

Annex A

City of York Council response to the Call for Evidence – approved by Executive on 7th October 2008

The Housing Challenge The Yorkshire and Humber Plan – 2009 Update Call for Evidence

4.1 Thinking about the four strategic approaches for accommodating growth, please tell us about your preferred approach

The City of York Council supports the current strategy in the recently adopted RSS (Your Approach 1 – Maintaining the Current Strategy). We support the approach as set out in Leeds City Region and York sub areas and we accepted the higher housing numbers (850 pa) subject to a number of caveats (see response to 6.1 below). The current strategy concentrates development on the main towns and cities in the region but in the case of the York sub area also recognises the strong functional linkages York has with its surrounding hinterland and in particular Malton and Selby, with York providing employment opportunities for people across North Yorkshire and the East Ridings. Seeing York within a wider 'sub area' is the correct approach.

The other three options put forward are not necessarily incompatible with the current RSS strategy and the correct strategy may be a combination of these strategic approaches. It depends on the particular circumstances of each location and sub area and the level of growth to be accommodated.

For instance, Approach 4 (Growth Points and Growth Areas) could, in the case of the Leeds City Region New Growth Points submission, help to prioritise re-use of brownfield land such as York Northwest.

Approach 2 (Major Urban Expansions) involves significantly growing some existing settlements. This may be appropriate in some parts of the region and would have the benefits of continuing the focus on existing towns and cities. However in some cities, such as York, where environmental constraints are great (see evidence base documents submitted alongside this) and there is a need to protect the historic character and setting of the city (with one of its features being its compactness) then this approach is unlikely to be appropriate. Our two recent major urban extensions at Derwenthorpe and Germany Beck add up to 1200 units. The example of 10,000 homes at Cambridge East is clearly of an altogether different scale. If something of that scale was required for the York sub area then a different spatial approach to major urban expansions would need to be considered. Our SHLAA and Employment Land Reviews (which will be completed in September) will give an idea

of how much housing can be accommodated in the urban area on previously developed or previously used/allocated employment land.

Approach 3 (New Settlements). There may be scope for an appropriately located new settlement somewhere in the region. The Leeds City Region leaders have clearly rejected the idea of a new settlement in Selby but there is a proposal in South Yorkshire. The idea of a tightly drawn Green Belt boundary that protects the character and setting of York was one recommended by the Inspector who presided over the public inquiry into the York Green Belt Local Plan. This was to be supported by a new settlement beyond the York Green Belt but that was never taken forward. Depending on the scale of development the York sub area had to take this could be an option, although a stronger role for Selby and Malton, which are well connected to York in public transport terms, may be more suitable.

5.1 Are there particular areas or locations in the Region where this strategic approach should be applied ?

The spatial approach/es to be taken depend on the particular characteristics of a sub area, the key opportunities and constraints facing each key settlement within it , and the scale of growth to be accommodated. For example limited urban extensions may be accommodated without impacting on the character and setting of York. But significant urban expansion of York, of the scale given in the Cambridge example, could not be accommodated taking into account known environmental constraints and the need to protect the character and setting of York through its Green Belt.

6.1 More information about how the region might best accommodate growth.

In our response to the Proposed Changes to the recently adopted RSS we expressed concerns about the ability of the City to absorb the additional numbers (up from 640 to 850 per annum in the proposed changes) but recognised the higher household projections since the Draft RSS (in 2005) and the market demand/need identified in our recent Strategic Housing Market Assessment (2007). However we said that additional growth must be conditional on two key things:-

- 1) A recognition of the important role that brownfield Windfalls will play in future housing land provision. They have been a key element of our provision in York over the last 10 years and some account must be allowed for them over the longer period of the RSS to 2026. Without this it will lead to unnecessary release of greenfield land, counter to the Core Policies of the RSS.
- 2) Substantial assistance with infrastructure costs being made available through national and regional sources. Without this extra funding, then the significantly increased growth will lead to serious traffic congestion in what is already a physically constrained historic city. The step change in growth

needs to be matched by a step change in infrastructure provision to support it, otherwise sustainable development will not be achieved.

The City of York Council's views on these two key issues are equally, if not more important, when applied to the higher housing figures now being considered at the regional level through the 2009 Update of RSS. How windfalls and infrastructure are treated in the Update are critical considerations if the strategy is to be deliverable and in a way that does not undermine the current focus on urban regeneration and effective use of brownfield land.

A proper understanding of the opportunities and constraints in each area should be used to inform the sub area approaches. We have a significant evidence base of documents prepared to support the draft Local Plan and York LDF. I attach a list of relevant documents for your information (see Annex 1). We would encourage joint working at the earliest opportunity, particularly in relation to how housing growth in the York sub area is to be considered, and the transport and infrastructure implications of different options.

Given the current state of the housing market the 2009 Update should give careful consideration to not just the numbers but deliverability issues including affordable housing, phasing and brownfield first.

Finally it is important that any assumptions about housing growth are based on realistic assumptions about economic growth. We objected to the 2130 per anum figure for York in adopted RSS and the policy does talk about the importance of taking local employment land reviews and forecasts into account. Our own ELR modelling shows 1060 new jobs per anum to be more realistic and would still deliver sustained economic growth. It is important these are used when considering different housing growth scenarios for the 2009 Update.

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Annex B:

Proposed CYC response to the Spatial Options consultation document as part of the Partial Review of RSS (January 2009)

Question 1: What rate of house building should we be planning for in the region ?

Question 2: If the region were to introduce a step up of housing from 22,260 dwellings per year how soon do you think this could take place?

Proposed response to questions 1 and 2:

1. Very simply we see no justification to increase the housing targets above those set through the recently adopted RSS. Fundamentally we would question whether now is the right time to be carrying out a Partial Review of the RSS whose main aim is to seek to increase rates of house building. There are a number of key reasons for our conclusion:

The need for planning certainty

2. The RSS It has only just been adopted (May 2008) and gives a long term and clear planning framework for planning in the region to 2026. This certainty is essential for developing LDF's. Introducing a Partial Review just brings unnecessary uncertainty into the system. Given the stage we are at in the York LDF it is essential that we know what figures we are working to.

The 2006 based population projections are flawed

3. The 2004 based projections (on which adopted RSS was based) assumed the region would grow by 539,000 people between 2006-2026. The 2006 based population projections assume the region will increase by 959,000 people in the period 2006-2026 (a massive 78% increase compared to the 2004 based projections). A key element of this increase is due to assumptions about international migration into the region.
4. The 2006 based projections were based on past five year trends which saw a period of very high inward migration due to incorporation of the Eastern European countries into the EU coinciding with a period of unprecedented economic growth in the region. With the severe downturn in the economy it is highly questionable whether this level of externally generated population growth will continue. This is particularly pertinent in York where a significant percentage of population growth is due to inward migration rather than natural change due births and deaths.

5. The housing requirements for York set out in the adopted RSS showed a reasonable match with the 2004 based population projections and the economic growth assumptions we are using in the LDF (1000 additional jobs per anum). We therefore see no reason to increase the requirements further.
6. From attendance at a number of regional events about the RSS Review this is one of the biggest issues being raised by local authorities and key stakeholders.

Using housing supply to address affordability is questionable

7. The premise of the NHPAU work is that increasing the supply of new homes will help to address house price/income differentials in the market housing sector. This is not borne out by reality. During the period 2002-2007 York saw an unprecedented rate of house building reflecting the buoyant market conditions at the time. 845 dwellings were completed on average each year (well above the Local Plan requirement of 670 dwellings). This did not lead to a reduction in house price/income differentials. Quite the opposite occurred with the differential markedly increasing during this period.
8. This is not surprising given that increasing the supply of new housing only has a marginal impact on the overall housing market in the area. New homes built represent less than 1% of the total stock in an area in any given year. There are wider factors (such as income and access to finance) that have a far greater impact on affordability than the crude supply based approach advocated by the NHPAU.

The economic projections are questionable

9. The council objected to the economic growth projections included in adopted RSS which assumed York would grow by over 2000 new jobs per year. This is way above what York has achieved in the past. Past trends are closer to the 1000 per anum job projections we are using in the LDF. The RSS Review is seeking to link economic growth to housing growth so we need to ensure that over inflated assumptions are not used.
10. This is even more pertinent given the pace and scale of the recent economic downturn. Although studies have shown that York is relatively resilient to the downturn because of its broader economic base it is certain that the down-turn will have an impact on job growth in the short to medium term. If the down turn is similar to an early 1990's type recession then, rather than a scenario of continuing job growth, the reality may be that job numbers in the York economy may not get back to previous levels until 4-5 years after the recession peaks. When we apply this scenario to the wider region the point is even stronger with some areas likely to be significantly adversely affected by the down-turn.

The ability to deliver higher levels of house-building is not there

11. The Regional Assembly acknowledge that even during the boom years the levels of annual housing completions across the region did not match the requirement set out in adopted RSS. Since then completions have dropped off considerably across the region as the house-building sector has significantly contracted.

12. This is reflected in York where in the boom years the completions averaged 850 per year, peaking at 1200 in one year, but were down to 523 in 2007/08, even before the full impact of the credit crunch was felt. We would therefore fundamentally question the need to plan for even higher levels of house building at this point in time when the market's ability to deliver these is severely compromised and is likely to be so for some time to come.

The system of RSS's is being replaced by a single Regional Strategy

13. The Sub National Review of economic development and regeneration recommended that RSS's be replaced by a single Regional Strategy which will replace the RSS, RES and RHS. The Regional Assemblies are being abolished and the responsibility for preparation will rest jointly with the Local authorities and the Regional Development Agency – in our case Yorkshire Forward. 2009/10 is a transitional year. The process of preparing a Regional Strategy will take about 2 years.
14. Given the fundamental change in the system it is highly questionable why a Partial review of RSS should be taking place. It would make more sense to use the recently adopted RSS as the basis for this round of LDF's in the region and then start work on the Single Strategy at a later date when the impact of the recession is better understood and some more accurate projections can be made of future population, economic and household growth.

Conclusion

15. The reasons given above provide a compelling case for why the RSS should not be reviewed at this point in time. The uncertainties around the key projections which fundamentally influence the levels of houses projected is a key weakness. The ability to deliver higher levels of housing in the current economic climate is another. The moved to a single Regional strategy adds further weight to the case. In the light of the above the Regional Assembly should be recommended to postpone the Partial Review. The North West Regional assembly made a similar decision recently.

Question 3: In looking at where new homes needed in the region could be located, should we continue to use the existing RSS distribution ?

Question 4: If no tell us how much emphasis should be placed on the following factors in shaping where new homes should be located: matching housing growth with forecast economic change; addressing affordability; meeting new household growth trend, reflecting market demand, other (please specify)

Proposed response to questions 3 and 4:

16. In the case of York a key additional factor should be the need to protect the historic character and setting of York. This means a policy of relative restraint should be continued, as it would not be possible to fully meet housing demand without compromising the character and setting of the city. This is particularly the case now that windfalls cannot be counted when planning your short to medium term housing supply.

York sub area

Question 17: To what extent can the current strategy deliver current house building rates in this sub area ?

Question 18: To what extent can the current strategy deliver higher rates of house building in the sub area ?

Question 19: Which spatial options or combination of spatial options provide sufficient guidance for local authorities to determine broad locations for further house building ?

Proposed response to questions 17-19:

17. The Council's response to the previous Call for Evidence consultation (see Annex A) is still pertinent. It is clear from work to date on the York LDF that it is a challenge just to meet current RSS housing targets. Any uplift above current levels would push the strategy away from Option 1 (Maintaining the Core Approach) towards Option 2 (stronger Focus on Towns and Cities). Option 1 refers to urban extensions (which are smaller scale than urban expansions). Option 2 refers to the urban expansion of York. In the previous Call for Evidence document the assembly described urban expansions as "This approach involves significantly growing some existing settlements - well beyond their current boundaries - in a very concentrated way. This would result in a 'sharper urban focus'. Rather than accommodating development through a range of urban extensions, this approach would mean that a smaller number of very large expansions at a more limited number of towns and cities would form the focus of growth." The main example they give is Cambridge East, a 10,000 home expansion to the urban area of Cambridge.
18. Significant urban expansion of York (along the Cambridge scale) would not be a suitable option given known constraints. In this situation it would be better to look at opportunities at key nodes along the rail and public transport corridors within the York sub area (Option 3 above), or at the possibility of a new settlement beyond the York Green Belt, or maybe through a stronger role for Selby and Malton, which are well connected to York in public transport terms.
19. Any approach would need to be backed up by significantly more investment in key transport infrastructure as many parts of the York sub area are already at capacity.



Executive

20 January 2009

Joint report of the Directors of City Strategy and Housing and Adult Social Services

Affordable Housing Initiatives

Summary

1. The purpose of this report is to request that the Council's Executive endorses the current review of affordable housing policy in York through the Local Development Framework (LDF), and notes the affordable housing initiatives that are being prioritised by Housing & Adult Social Services (HASS) following discussions with house builders and other housing stakeholders in York during 2008.

Background

2. In 2007 the Leaders as part of their cross-party Policy Prospectus requested that a review of affordable housing policy be carried out. The findings of that review were reported to the Executive on 18th December 2007. The Executive concluded that the LDF is the most appropriate mechanism to review the Council's Affordable Housing Policy. To inform that process, and to explore other ways beyond planning, they recommended:

"That Officers be requested to arrange meetings at a senior level with developers, Housing Associations, professional agencies, commercial property companies and other relevant stakeholders, including Central Government, to consider how the City can provide more affordable housing for rent, for shared ownership, to buy and also to explore other methods of delivery social and family housing".

3. Our approach to securing affordable housing in the city was further considered, at City Strategy Executive Member Advisory Panel on 14th January 2008, in response to a petition. The Advisory Panel endorsed the view that the most appropriate method to review affordable housing provision in the city is through the LDF process but requested that cross-party dialogue be entered into with developers on the issue. As a result of these recommendations:

- a round table session involving the 4 political leaders of the Council, together with local house builders, planning consultants and housing associations was held in February 2008;
 - individual meetings with house builders and planning consultants operating in York were held during the Summer of 2008;
 - in November 2008, a half day seminar/ workshop with over 40 key housing stakeholders was held to investigate new ways of maximising affordable housing, to further understand current concerns and to rehearse different options to address the challenges.
4. The outcome of these meetings will inform the drafting of the LDF Core Strategy Preferred Options affordable housing policy along with those responses received to the Core Strategy Issues and Options Report. This will be considered by the Council' LDF Working Group in February 2009. These meetings will also inform the Council's wider approach to meeting affordable housing provision in the city. Both of these issues are considered in the remainder of this report.
5. The Council currently seeks to meet affordable housing need both directly, through its role as a social housing landlord of over 8,000 homes, and also in an 'enabling' role through policies and initiatives that ensure additional affordable homes are provided by other means. The use of planning policy is especially important in this respect; providing new affordable homes through securing on-site provision, as well as some off-site or financial contributions, through negotiations on individual planning applications. Other initiatives include bringing empty properties back into use, supporting 'homes over shops' and providing discounted land to enable Housing Associations to develop 100% affordable housing schemes with the support of Housing Corporation grant funding.
6. The Homes and Communities Agency was launched in December 2008, taking over responsibility for housing and regeneration from the Housing Corporation and English Partnerships respectively. The new Agency is very aware of the impact of the 'credit crunch' on the ability to deliver both market and affordable housing. It is starting a 'single conversation' with local authorities and their partners (including Housing Associations) in order to identify local issues and come up with local solutions (rather than just relying on national policy products). There is an opportunity through this 'single conversation' to highlight the key affordable housing issues facing the city, share the outcomes of the affordable housing workshop and seek their support for tailored solutions to some of the key actions that have emerged from the wider review of affordable housing in the city.

Planning Policy

7. The City Council's planning policy on affordable housing has provided a clear and consistent policy framework for the city which has, to date, secured around 1,500 new affordable homes for local families, couples and single people in the last 10 years. It has been cited by the Government Office for Yorkshire & The Humber as an exemplar of good practice. A 25% target

policy was set in 1998 through the City of York Local Plan and, following a district-wide assessment of housing need in 2005, which concluded that the need for affordable homes in the city was growing, this was increased to 50%.

8. With land and house prices booming in York up until a year or two ago, land owners have been agreeable to selling on land to developers and house builders have been keen to build in the city. Affordable housing has been built in line with national, regional and local planning policy - with some reductions in site targets where unidentified abnormal costs have been identified and demonstrated through a detailed financial appraisal of site costs and revenues.
9. The recent national downturn in the housing market and wider credit crunch, however, has resulted in a major scaling back of short-term activity in the country as house builders have become more financially exposed. In York, as in other towns and cities, they are looking to the medium to long-term, waiting for the market to recover.
10. This downturn has led to a slowing down in housing applications coming forward and, in some cases, construction on sites has stopped. Since over 80% of new affordable housing in York is currently secured as part of private developments, this has inevitably led to a slowing up of affordable housing coming forward.
11. The need for affordable homes has not diminished under the current market conditions. Indeed, prior to the credit crunch, when the housing market was at its peak, the annual additional need for affordable housing was 1,218 – hence the decision of the Council to increase the target for affordable housing to 50% on qualifying developments.
12. It is clear that in the short to medium term we are unlikely to be in a position to build sufficient new homes to meet affordable housing needs. It is therefore as important to look at ways of making the best use of existing affordable housing in York and also at how we can support people to continue living in their current homes thereby reducing the number of households who, in difficult economic and social circumstances, might otherwise be at risk of homelessness.

Consultation

13. In order to consider the implications for the city, particularly at this unique time, council officers continue to monitor permissions and completions, and are currently reviewing housing policy through the LDF programme. The 2007 Strategic Housing Market Assessment provides an up-to-date evidence base, together with quarterly housing monitoring returns and the Council's Housing Waiting List.

14. In addition, and in order to assist Officers with their research and to help understand the needs of other partners involved in providing affordable housing, a number of new initiatives have taken place during the last year:
- a round table session involving the 4 political leaders of the Council, together with local house builders, planning consultants and housing associations was held in February 2008;
 - individual meetings with house builders and planning consultants operating in York were held during the Summer of 2008;
 - in November 2008, a half day seminar/ workshop with over 40 key housing stakeholders was held to investigate new ways of maximising affordable housing, to further understand current concerns and to rehearse different options to address the challenges.

Summary of meetings with house builders and planning consultants

15. A series of eight meetings with a range of developers and planning consultants were held in June 2008. The meetings were extremely useful and resulted in a range of opinions being expressed about the housing market in York generally (especially in relation to the downturn) and, more specifically, about the Council's 50% affordable housing policy.
16. There was no uniformity of views from developers and consultants on the 50% policy target. The larger house builders were generally of the view that the requirement to provide affordable housing was here to stay and that, so long as the policy was applied consistently, it is something they can work with irrespective of the actual percentage target. Their major concern was that landowners and land agents still have unrealistic expectations for land value and/or do not fully understand the impact of affordable housing provision on land values. There was also a view that agents were advising landowners to 'sit tight' and wait for the Council's policy to change.
17. The larger developers, in particular, were supportive of a sliding scale approach to affordable housing being introduced with a much lower starting threshold than the current 15 homes. Their rationale is that as the major house builders on larger sites they contribute a disproportionate amount of affordable housing when any smaller developers who build from 1-14 homes are not expected to make any contribution to meeting affordable housing needs. Perhaps unsurprisingly, this was not a view shared by the smaller house builders who argued that the larger developments benefit from economies of scale. There was, however acknowledgement that smaller sites could have contributed some affordable housing.
18. A summary of the developer/ planning consultant meetings is included as Annex 2 to this report. The key themes and messages coming from these

meetings will inform the Preferred Options of the Local Development Framework that are being taken forward for public consultation early in 2009.

Summary of Affordable Housing/ Credit Crunch Workshop

19. An independent consultant group *Icarus* facilitated the workshop event, with the key objectives being to understand affordable housing need in York, share experiences about the impact of the credit crunch on the availability of affordable housing in the city, and explore ideas for addressing affordable housing need within the current economic context. Summary conclusions from the event are set out in paragraphs 26 and 32-34 below, with the full report by *Icarus* set out in Annex 1 to this report (this is a 58 page document; copies are available to view in the Members library, and an electronic link will be sent). A copy of the report has been sent to all those who attended the event, along with a letter thanking them for their contributions. In addition, a summary of notes taken during the individual meetings with developers is included in Annex 2, with names excluded for confidentiality.
20. Attendees at the event, held at the Merchant Taylor's Hall in York on 10th November 2008, included planning consultants and house builders operating in York, representatives from Government Office, the Housing Corporation, the Chartered Institute of Housing, Registered Social Landlords, together with City Council Members and Officers (a full list is included in the final report in Annex 1 to this report). The workshop was organised by the facilitators *Icarus* into 7 groups, with one facilitator for each table.
21. The role of the facilitator was to help the discussion process and ensure that the participants could contribute and have their views recorded, through:
 - Keeping the group to time, task and pace,
 - Helping everyone to have their say and to participate, ensuring that no-one is dominating,
 - Encouraging people to say what they think and also genuinely listen to what others have to say, whilst not inputting their opinion.
22. The morning was split into two sessions, (1) to examine the impact of the credit crunch on affordable housing from the perspective of four stakeholder groups – City of York Council, customers in need of affordable housing, providers of affordable housing and developers. Each of the groups examined these perspectives in terms of both positive and negative impacts, and (2) to identify possible responses or solutions to the situation and identify how this will help, who should be involved and lead, and identify resource implications.
23. In the first session a lengthy number of positive and negative impacts for each of the four stakeholder groups were identified, covering a broad range of elements. These include opportunities for considering fresh approaches, an improved willingness to work together, new housing being built that better reflects need and on a negative respect, reduced provision of all housing including affordable housing, lack of finance from banks for all stakeholders and an increase in housing waiting lists and homelessness.

24. In the second session participants generated individual ideas about solutions for addressing affordable housing issues within the current climate. The thoughts were then grouped into several themes, with each theme being discussed in more detail and specific solutions noted. Participants were then invited to give an indication of their level of support for each solution.
25. The five themes identified were
- Planning Policy
 - Supply of stock/land
 - Tenure types
 - Finance for individuals and organisations
 - Types of housing
26. Each theme was then developed further with specific solutions being discussed and noted. Annex 1 (the full Icarus report) illustrates the specific solutions identified, how it would help, who should lead and the level of support participants gave them. The table below illustrates the solutions for each theme, which received most support, those that could work with adjustments, and those which received least support.

Theme	Most Support	Could work with adjustments	Least Support
Planning Policy	Review current S106 Obligations and Review Current Policy - Review S106 where preventing sites coming forward - Change housing targets/policy - look at 50% figure -Clarification of policy	Review policy on types of housing provided - Type of houses provided - Flexibility - Re-negotiate current S106	Review of Current Policy - Reduce Affordable Housing percentage back to 25%
Supply of Stock/Land	Regeneration of existing stock -Asset management audit - Identification of need - Feasibility options - Deliver agreed option	Supply of New Stock - more flexible public subsidy	Make Land Available - LA to give land away or cheap sales
Tenure Types	Incremental purchase -Rent to buy/incremental purchase	Buying off the shelf - right location, price and a decent standard	Intermediate rent - Range would help to be able to deliver in different circumstances
Finance for		Mortgage access	Mortgage access

Individuals and Organisations	Under Occupation -making better use of properties	- Better access for individuals, Developers, RSL's - Shares equity/tenure diversification Rent – buy - Incremental home ownership	- Better access for individuals, Developers, RSL's - Shares equity/tenure diversification Rent – buy - Incremental home ownership
Types of Housing	Under Occupation - build new homes according to need Build new homes according to need	Starter Homes - Discounted for sale £60,000 house	Lower Value Land - Build in areas with lower land values

Current Position

Planning Policy - *Developing the LDF Policy*

27. As part of the LDF consultation Officers are engaging with developers and other interested groups and individuals in order to progress the Core Strategy. This will set the strategic approach to housing in York for the next 20 years, including affordable housing and rural exception sites. When adopted it will become the statutory development plan for York. Wide ranging continuous consultation is embedded into this process and all of the comments from the workshop and developer meetings have been fed into the development of the Preferred Options Affordable Housing Policy. Key considerations from these include the % target, whether a sliding scale could be applied, proposed thresholds, when a financial contribution might be appropriate, along with site viability issues. A proposed approach will be presented to the LDF Working Group in early 2009 before being reported to the Executive and, with approval, subject to public consultation.
28. The policy development is firmly based on evidence (Strategic Housing Market Assessment, Housing Waiting List, Annual Monitoring Report), and will be tested by a Viability Assessment in order to ensure that any thresholds and targets set are financially viable for developers in accordance with guidance set out in PPS3.
29. Recent correspondence with The Planning Inspectorate, as well as pronouncements of the Yorkshire and Humber Assembly, warn against short-term reactions and policy making in the current economic climate. They have said that affordability studies should be based on normal market conditions and only if the unusual market conditions persist for any length of time should the overall “normal market” target be reviewed.
30. The existing CYC affordable policy is flexible in that 50% is set as a maximum target. Applications supported by viability appraisals, which demonstrate where the maximum target cannot be achieved, are granted

consent with a lower (less than 50%) provision, through site appraisal and negotiation with officers. A clause is added to the S106 legal agreement, which states that site viability appraisals will be reviewed where there is a long delay between approval and construction.

31. In order to assist development coming forward on approved sites, officers meet with developers and Housing Associations representatives, with the aim being to establish whether layouts, house types and tenures could be amended to help bring schemes forward in the current climate. A key issue is to ensure that any such changes do not compromise the council's strong support to create genuinely mixed, pepper-potted and inclusive communities. It would be a retrograde step, for example, if a short term fix to the current housing market difficulties saw all the affordable housing being built in one area only of a new development. In addition, where lower levels are agreed, the City Council in partnership with the site developer and Registered Social Landlord will approach the Housing Corporation in order to apply for Housing Grant. This can then be used to increase the affordable housing provision on site.

Other Housing Initiatives

32. Some of the key ideas for action that had the most support in the affordable housing workshop included:
- Reducing the under-occupation of existing social housing
 - Boosting the private rented sector to take up some of the demand for affordable housing
 - Regeneration of existing social housing stock
 - Providing better and more timely advice on housing choices for customers including mortgage rescue
 - Enabling flexible tenure schemes such as rent to mortgage
33. These were only some of the ideas, but they give a very good flavour of the breadth of thinking and range of positive actions which we can and must focus on. We have already made a positive start on several of these themes:
- A mortgage rescue scheme will be launched in early January 2009 with the Golden Triangle Partnership (GTP). Unlike the national mortgage rescue scheme that the government is launching (which will only help 6 households in York) the GTP scheme has a menu of options that can be tailored to a particular households' circumstances, including a planned sale where this is the only feasible way forward. The Golden Triangle Partnership was established in 2003 to promote affordable housing solutions and good practice in the high housing demand areas of North and West Yorkshire. The Partnership includes the council's of York, Harrogate and Leeds together with representatives from Housing Associations, the Government Office and the Homes and Communities Agency.
 - York's first 'downsizing' scheme has been launched and is over-subscribed. Tangle Trees is a development of 6 two bedroom apartments built by Yorkshire Housing at Fifth

Avenue. All of the apartments will be let in February 2009 to households who were previously living in family houses – mostly 3 and 4 bedroomed. These will then be freed up for letting to homeless families.

- A Housing Revenue Account Asset Management Plan is being developed in 2009. This is the first stage in taking forward ideas for maximising the use of the council housing stock by potentially remodelling housing in the city where it is no longer meeting priority needs or is inefficient because of it's design or age.
- With an increasing focus on homeless prevention officers have implemented the first phase of a housing options service. This will be developed more comprehensively but, at the moment, the service combines early advice and intervention with customers with signposting to access new opportunities in the private rented sector.

34. The actions above are being taken forward as part of existing service plans in HASS. In 2009 officers will also be releasing a new housing strategy and set of key outcomes and action plans. In line with new government guidance it is likely that the next housing strategy will consist of a local action plan with most of the contextual information and higher-level strategic aims being set through the emerging North Yorkshire Housing Strategy and Leeds City Region Housing Strategy. This will result in the York strategy being very much focused on local outcomes and on the actions needed to deliver these. The ideas coming from the affordable housing workshop will form an integral part of the new housing strategy. Officers are also looking in more detail at how best to take forward those ideas that will strike the right balance between short term response to the current market and long term strategic planning in order to improve affordable housing options in York beyond the current downturn.

Corporate Priorities

35. The current review of affordable housing accords with the following corporate priorities to:
- Improve the quality and availability of decent affordable homes in the city; and
 - Improve the health and lifestyle of the people who live in York, in particular among groups whose levels of health are the poorest

Implications

36. The following implications have been assessed:

Financial – The cost of reviewing affordable housing policy through the LDF programme will be met through current budgets provided for the LDF. Costs associated with new initiatives to deliver affordable

housing, optimising the use of existing stock and providing services such as mortgage rescue will be considered at the time each proposal is worked up. Funding is contained either within existing budgets or bid through the Regional Housing Board or Golden Triangle Partnership in partnership with Housing Associations.

Human Resources (HR) – None

Equalities – None

Legal – None

Crime and Disorder – None

Information Technology (IT) – None

Property -. The City Council's land portfolio, as with private landowners in York, may be affected by any proposed change to affordable housing policy.

Other – None

Risk Management

37. The Executive have identified that the impact of the current economic downturn presents substantial internal and external risks affecting both the council and the community. The development of the preferred options policy and ongoing discussions with local developers with regard to affordable housing should contribute to effectively controlling and minimising this risk in terms of delivering affordable housing to help meet the needs of the community

Recommendations

38. That the Executive:
1. Notes the outcomes of the Developer Meetings and the Affordable Housing Workshop.
 2. Supports officers in using the comments received in the Developer Meetings and the Affordable Housing Workshop, along with comments received to the Issues and Options Stage of the Core Strategy, to inform the Preferred Options Policy to be taken forward as agreed by Executive in December 2007 through the LDF.
 3. Notes the affordable housing initiatives that are currently being prioritised by HASS following the discussions with house builders and from the affordable housing workshop, as well as new initiatives which

will develop alongside the new Housing Strategy, to be published in 2009.

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**Report
Approved**

Date

Wards Affected: All Wards

For further information please contact the author of the report

Annexes:

Annex 1: Affordable Housing and the Credit Crunch in the City of York – challenges and opportunities. A workshop facilitated by Icarus, 7th November 2008. Copies in Members library, and available on the Council’s website.

Annex 2: Summary of developer/ planning consultant meetings, June 2008.

Background papers

- Strategic Housing Market Assessment 2007
- CYC Homelessness Strategy 2008-2013

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Annex 2

Developer/ Consultant Meeting notes

The following notes outline the key points raised by developers and consultants in individual meetings held in June/July 2008. The comments have been split in to three groups – major house builders, small local house builders and architects/planning consultants.

It is important to note that, within each of these groupings, the views expressed are from the individual meetings. Consequently, the views do not necessarily reflect the opinions of every developer or consultant within the grouping and some opinions are conflicting.

Major housebuilders

- There is no major issue with policy, developers simply need to take it in to consideration when buying land.
- CYC policy only prevents sites being developed if landowner expectation is too high.
- CYC's strength is that the policy is applied consistently and they do not roll over when developers ignore the policy and pay too much for the land.
- The problem with the policy is misinformation from agents who are not conveying the policy correctly or the fact that it is a target.
- Developers work on profit on revenue.
- Pepper-potting is preventing development in the current market conditions as no building is taking place. If affordable homes were grouped they could start to build affordable housing.
- Competing planning requirements affect land viability and too many requirements may impact land value so landowners will not trade. This is magnified on brownfield sites.
- CYC need to determine which of these requirements is most important
 - Code for Sustainable homes?
 - Affordable housing?
 - Community infrastructure levy?
- RSS policy is a hindrance to local authorities and has no proper evidence base.
- Thresholds should not kick in at 15 units. It should start at a lower level and have a stepped gradation.
- 16% profit margin is accepted across the major builders.
- As the impact of 50% is felt it may over time become the accepted level.
- 40% is high but is arguably correct, 50% is too high.

- Smaller sites can deliver more than bigger sites as they do not have the same infrastructure costs and planning requirements. Site thresholds need to be changed to reflect this.
- Financial viability assessments should take in to account a minimum land value. This will mean that more sites will come forward as the land value will remain high enough to encourage a land owner to sell.

Smaller local house builders

- Receiving finance in the current economic climate is difficult. Funding developments has changed due to revised lending conditions. Banks also expect a 20% return on costs.
- Greenfield land is usually owned by the wealthy who will sit on the land for another generation to maximise its value. Brownfield land has a book value that needs to be achieved.
- Agents are telling landowners that schemes will not work due to CYC policy. This is the major stumbling point and the message needs to get through to agents and landowners that, if a scheme is not viable, the 50% target will be reduced.
- Landowners are really concerned with the capital revenue from a site, not what goes on the site.
- Landowners sell land more readily for 'prestigious' developments.
- Reducing the policy to 40% would not make a difference, it is still too high, and the target needs to be tiered.
- Some people do not understand the policy, and some developers feel that people should not get a house if they can't afford it.
- Perception from a lot of people is that CYC have a 50% policy to discourage development.
- There is a clear willingness from developers to revisit the thresholds and have a sliding scale.
- Increased affordable housing impacts on the saleability of the open market value units.
- Schemes are more successful when a developer gets in to an early contract with a housing association.
- Greenfield sites are a good opportunity to have a high target but brownfield sites less so.
- 15% developer profit is acceptable and viable.

Architects and Consultants

- The building industry think that affordable housing policy should be the responsibility of the government. Although they realise planning gain is here to stay they are still going to fight it.
- Propose a sliding scale threshold which places the responsibility for affordable housing with major house builders only, the policy being triggered at 20% over 16 units in rural areas.
- There are examples of sites that are not coming forward in rural areas as landowners financial expectations exceed what it is worth with a 50% requirement.
- Although some developers claimed, at the time, that the leap from 0% to 25% affordable housing in the late 1990's could not be accommodated, many agreed that it actually could be, whereas the leap from 25% to 50% is now considered to be too great.
- A 15% profit margin is too low and CYC should allow a 25% profit margin, possibly reduced to 20%.
- It is unfair to ask small developers to carry out financial viability studies as they don't know how much a scheme will cost them and don't appraise the viability of their developments.
- Whatever CYC set their thresholds at, developers will build just under them. However, the thresholds should be 10 units with a 50% provision on units over and above that (eg 12 units = 1 affordable, 14 units = 2 affordable).
- Would like to see a sliding scale with commuted sums instead of on-site provision.
- The problem is landowner expectation rather than the policy.

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Executive**20 January 2009**

Report of the Director of City Strategy

Review of Public Bus Services in York**EXECUTIVE SUMMARY**

As identified in the second Local Transport Plan, the Council continues to seek to develop bus travel by working in partnership with the bus industry to ensure that bus patronage in the city continues to rise. The Local Transport Plan (2006-2011) and annexed Bus Strategy form background papers to this report.

The Council supports the delivery and operation of public bus services for two principal reasons:

- A. To provide transport for those with no alternative (ie socially necessary)
- B. To provide transport which will encourage and result in modal shift

These two aims are often contradictory as services designed to serve one purpose (eg Dial and Ride) are seldom attractive to the other (eg car drivers). Both demand direct investment and support if they are to be delivered successfully.

This report provides Members' with a review of the above aspects of the public transport network and outlines the supporting initiatives currently in place in York. A summary of the main points is outlined below.

Options are presented for Member's consideration in each section and officers recommendations are outlined at the end of the report. The options presented consider potential savings, improvements to service and possible efficiencies.

Commercial Bus Services

- York is currently fortunate to have one of the most modern bus fleets in the United Kingdom. York has five commercial bus service operators.
- The current network of routes largely meet the accessibility demands for the City and there are no major adjustments planned.
- Fares are comparable with other towns and cities.
- An effective voluntary Quality Bus Partnership enables good working relations with bus operators.
- The 2008 Transport Act provides an opportunity to introduce formal quality contracts for bus services. Whilst there are no intentions to introduce a formal contract at present, the Council will continue to review this option.
- A number of the commercial services in York are 'fragile'. In the past year the Council has stepped in to fill the gap left by de-registrations with subsidised services.

- The coming year could see a maximum 10% (as a proportion of the total network) loss in commercial services. The Council will have to consider whether it plans to always subsidise failed commercial services?

Subsidised / Tendered Bus Services

- Subsidised services to the value of £700,000 supplement the commercial network.
- The subsidised network has been developed over time in response to a number of different pressures, both political and commercial. The main role of the network is currently to address social exclusion although it does play a small role in encouraging modal shift.
- As a result of this focus, there is possibly unmet latent demand for services.
- Fares follow the market and are therefore comparable with commercial services.
- York has contracts with a number of bus operators of varying quality (in terms of vehicle quality, maintenance and standard of publicity).
- The quality of services is gradually improving. Often this is the result of a reduction in the quantity of services.
- Alternatives to traditional bus services exist, options for Demand Responsive Transport, etc are presented. Officers are of the view that the traditional bus is still the option of first choice for York.
- To this end, officers propose that all subsidised services are retained, to run to September 2011, with the exception of those services outlined in table 5 which should be discontinued (paragraph 87).
- Officers do propose that by utilising a new Dial & Ride vehicle, peak, scheduled journeys could be delivered to villages more efficiently and suggest a pilot scheme.
- For immediate action, a decision on the award of bus tenders (due to commence April 2009) is requested.
- To maintain services at current levels will require a budget of £750,000 for 2009/10.
- Annual inflation on the cost of bus services is likely to be at least 5% and Members are advised that approximately £130,000 of additional funding could be required if consideration is given to the fragility of existing commercial bus services.

Dial & Ride (D&R)

- D&R provides a door to door minibus service for those unable to use the bus.
- The service has three 12-seat minibuses, all equipped with wheelchair lifts and serves different shopping and social destinations in the daytime (inter-peak).
- The D&R vehicles have several steps to access the vehicle, a cramped interior and do not meet current standards for new vehicles.
- The purchase of new vehicles during 2009-10 is recommended.
- Fares have not been increased for several years and are now significantly cheaper than local bus fares. Members are therefore asked to approve an increase of £1 on the return fare (to £3.50).
- The Service Level Agreement under which D&R operates has now expired. Members are asked to support the re-negotiation of the contract with local charity and existing provider, York Wheels.

Park & Ride (P&R)

- Operated from five sites to the city centre by the First Group under exclusive licence.
- Patronage has risen year on year ever since the service started.
- This service operates at no cost to the York taxpayer and is a key measure in encouraging modal shift and easing city centre congestion.

- Fares are comparable to other non-subsidised P&R services.
- A new contract starts in February 2009 with new buses and an enhanced service.
- Whilst possible improvements/efficiencies are offered, there are no 'savings' that can be made in this area as the contract has been agreed for a five year period.
- Bus punctuality is impacted upon by lengthy boarding times.
- To reduce the dwell times at stops, consideration is given to the enhancing of ticketing arrangements both on bus and at site.
- Officers propose to bring a further report outlining the options available.

Concessionary Travel

- There are currently two options for those entitled to transport concessions in York, the Concessionary Bus Pass or £20 of National Transport Tokens.
- The pass will cost the Council an estimated £4.2 million in 2008/9. Central government has provided £1.12 million of assistance towards this total.
- The cost of tokens issued has reduced from £550,000 in 2007/8 to a forecast of £195,000 for 2008/9.
- When considered in its entirety, the cost of delivering concessionary travel has, however, risen by around one million pounds in the past year.
- The Council has no choice as to whether to offer the English National bus pass, it is a mandatory requirement.
- York does offer enhancements to the national minimum bus pass concession (eg an earlier start time of 0900 as opposed to 0930, etc).
- The report considers the cost of these enhancements and concludes that there is no certainty that their removal would achieve any saving.
- The provision of National Transport Tokens is also a locally determined decision.
- The report considers whether the tokens should be removed but again, concludes that this would result in an increased bus pass take up. However there would be a marginal saving for the Council of £60,000.
- To achieve a more equitable situation, however, the report offers a cost neutral option for the same sum of money currently spent on tokens to be better focussed on those who really need them.
- Tokens are anonymous and are therefore open to potential fraud. There is no way of tracking the use and for this reason an intelligent 'taxi card' is proposed for future years in place of tokens.
- It is proposed that token distribution is restricted to the over 75s, eligible qualified disabled and those with poor bus service access and the amount is increased.

YOzone

- YOzone is a proof of age card which currently entitles 11-16 year olds to reduced cost bus travel at a level specified by the bus operators.
- Full Council approved an investigation into the possible extension of the YOzone card to all young people in full time education up to the age of 19 years.
- All bus operators have responded to a written request to participate. Three of the major operators are not willing to do so on the basis of the current arrangements.
- If Council wishes to pursue the proposal, officers propose to bring a further report outlining the options for implementation.
- The alternative to the current arrangement would be to subsidise this service.

Bus information

- Bus information is delivered by a variety of means. Printed matter at bus stops and in leaflet form are available from libraries, Council offices, Park & Ride sites and Tourist Information Centres. Bus information is also available via the web and mobile phone in real time and via the Cityspace columns in the city centre.
- There have been several major steps this year to improving bus information standards, not least the re-launch of the bus route map.
- The report requests that Members support the continued delivery of the best possible bus information and publicity with the resource available.
- To further improve the 'Traveline' internet and telephone service, officers could investigate the feasibility of remotely accessing York PTI data from Metro to improve the quality of data and reduce the levels of inaccuracy recently experienced.
- The 'Traveline' telephone call centre agreement has now expired.
- Officers propose to tender the travel information telephone service and retain the existing local telephone number (01904 551400)
- The 'BLISS' real time information system has improved over the course of the past year and the data the system produces would allow better management of the city network.
- With agreement from bus operators, the purchase of a licence for the Real Time Passenger Information 'Bus Operator Reports' product is recommended to monitor bus punctuality and frequency.

Bus Stop Infrastructure

- The Council is responsible for approximately 1,100 bus stops and over 100 shelters around the city. Maintenance for this equipment is managed internally by the Council's Highway Infrastructure Team with a budget of £51,000 this year.
- Parish Councils within the administrative area have a responsibility for a further 86 shelters and the Council have a partnership with the advertising company JCDecaux who are responsible for an additional 138 shelters, many of which are located on key corridors and routes.
- The Council is seeking to improve the image of bus services around the City, particularly on key commercial corridors, by enhancing bus waiting facilities, bus information displays and by working to ensure that all bus stops are fully accessible. This work will continue throughout the next year.
- Most bus stop flags in York are now labelled with their own, unique, 'yournextbus' code, allowing intending passengers to send a text message to find out their next bus in real time.

Air Quality

- The commercial bus network boasts one of the cleanest, most modern fleets in the UK. The subsidised / tendered bus network is currently at Euro 2 level (buses age from the mid 1990s)
- It is recommended that subsidised bus tenders reflect a minimum (2001 or newer) Euro 3 emissions base from 2011.

Summary

1. This report is in response to the items in the Policy Prospectus for 2008/9 and the Council motion to investigate extension of the YOzone card. The report provides Members with a review of the bus services in York and the supporting initiatives currently in place. It outlines a number of key messages and seeks Member's recommendations for progressing options in several areas. The options are presented on the basis of potential savings, possible efficiencies and improvements in services.
2. This report considers :
 - Commercial Bus Services
 - Subsidised / Tendered Bus Services
 - Dial and Ride / Demand Responsive Transport
 - Park and Ride Services
 - Concessionary Travel Scheme
 - YOzone Card Scheme
 - Public Transport Information
 - Bus Stop Infrastructure
 - Air Quality

Background

3. At the Executive Meeting on 17 June 2008, officers were instructed to carry out a review of public transport options in the city and a further review into subsidised and community transport.
4. At the Full Council meeting on 28 September a motion was approved to investigate the implications of working with the City's bus providers to extend the YOzone card to all young people in full time education up to the age of 19 years.

Introduction

5. Bus services in and around York are operated to serve a variety of user needs across differing geographic areas. The majority of bus services are commercially operated, with a smaller number of Council supported bus services including the Dial & Ride network. Alongside these services sits the Park & Ride network, operated on a licence basis at no cost to the York taxpayer.
6. Commercially operated bus services are predominantly urban in nature, connecting commuters and leisure travellers from the suburbs to the City Centre. In addition, there are a number of inter-urban, commercially operated services (eg. Selby-York) which serve largely the same function. The Council has little control over the operation of these services. However it is in the interests of the Council to invest in quality infrastructure, as a failure to sustain the services could result in reduced patronage and increased cost to the Council in the form of bus service subsidy.

7. Aside from the need for a core patronage base, several factors can impact upon the viability of a commercially operated bus service. These are; the buoyancy of the economy, city centre car parking charges, bus fares and the cost of fuel. If all of these are in balance, the viability of a commercial bus service will be sustained.
8. The subsidised bus service fulfils two principal functions. Firstly it fills the gap where commercial bus services are not deemed viable (eg route 22, Skelton to York via Rawcliffe). Secondly, it provides key links to the rural villages on the outskirts of York (eg. Elvington and Wheldrake). These services provide, in some cases, the only public transport option to York and in many cases, are operated in partnership with neighbouring authorities, running beyond the local authority boundary. Halcrow were commissioned to prepare a study into subsidised bus services in York. A copy of the full study forms a background paper to this report, a copy of which is in the Members' Library.
9. The Council supports Dial & Ride for York residents who cannot use other local bus services and is the only demand responsive service in York, collecting customers from their own homes. The service is provided by York Wheels under a Service Level Agreement with the Council.
10. Park & Ride offers a service for commuters and visitors to York, helping to restrict traffic levels in York City Centre and in so doing, improving air quality.
11. The Council also has a mandatory responsibility to provide home to school transport to entitled children. It does this using a variety of means with fixed school bus provision, taxis or Council owned vehicles. The ongoing "Collaborative Transport Project" is currently working on a range of improvements to be made to these services to improve efficiency of vehicle use.
12. Whilst this report outlines some of the detail of bus service provision, much of this work was carried out as part of the development of the second Local Transport Plan 2006-2011. The Council identified different categories of bus routes, each serving a different purpose and having different investment priorities. The Bus Strategy, Annex D of the Local Transport Plan, forms a background document to this report, providing a historical context.
13. Concessionary travel, bus information and infrastructure all impact upon the provision of public transport services. For this reason, following a significant analysis of the services themselves, these supporting elements are reviewed and the same criteria (saving, efficiency or improvement) is applied.
14. The Local Transport Bill was enacted at the end of November 2008. It gives Local Authorities powers to improve the quality of local bus services, formation of new transport governance bodies in the metropolitan areas and new powers to introduce local road pricing schemes.

Commercial Bus Services

15. Since de-regulation of service provision in the mid 1980's, the majority of bus services have been initiated and provided by private sector companies, without any public sector intervention. The companies use their best endeavours to devise and provide a network of bus services which is self financing, mainly from

fare box revenue. Over this period, commercial service development has been evolutionary, adapting to changing travel demands, where possible, and removing many of the compromises in network design which characterised the previous tightly regulated system. The commercial imperative has been to turn around declining patronage by offering the most attractive possible services to existing and potential new customers.

16. This private business culture has delivered substantial improvements in vehicle design. Great strides have been made in passenger comfort and convenience, alongside considerable progress in reducing noise and exhaust emissions, often in advance of legislative requirements for environmental performance and accessibility. York is currently fortunate to have one of the most modern bus fleets in the United Kingdom, taking full advantage of this progress, due to the willingness and ability of local bus companies to invest. Improvements in customer service standards have also been made through staff training and development programmes. Fare structures have been simplified along with the route network.

Key message - York has a comprehensive and high quality network of bus services, making publicity and marketing of the network easier than in many other parts of the country.

17. 2001 was a turning point, following a complete recast of the network of services provided by the City's main bus company First York Ltd., combined with concentrated effort to improve all aspects of service provision. Patronage decline was successfully reversed, with significant growth leading to further service development over the next few years (see Fig. 2). By 2005/6 patronage levels had stabilised, but grew again in 2006/7, largely as a result of the introduction of free concessionary travel for elderly and disabled persons. Patronage fell slightly in 2007/8 in spite of continued growth in travel by concessionary pass holders and currently amounts to just under 15,000,000 bus passenger journeys per year starting within the City boundary. This figure understates the full contribution bus services make to the life and vitality of the City, as it excludes passengers brought into the City from outside our boundaries.
18. The impact of steeply rising costs for bus service providers, combined with reducing numbers of fare paying passengers, has led to withdrawal or reduction of some commercially provided services during 2008. Informal discussions with bus service providers suggest that there are other bus services in the City, which are now struggling to remain commercially viable and may be subjected to cutbacks in the near future.
19. Access to affordable transport is an important social requirement and the bus occupies a prominent role in enabling people to reach their desired destinations, whether for work, healthcare appointments or recreation. The map below (Fig. 1) demonstrates that many rural areas are reliant on subsidised bus services for transport.
20. The subsidised network fills the 'gaps' in the commercial network, leaving very few areas of residential inaccessibility.

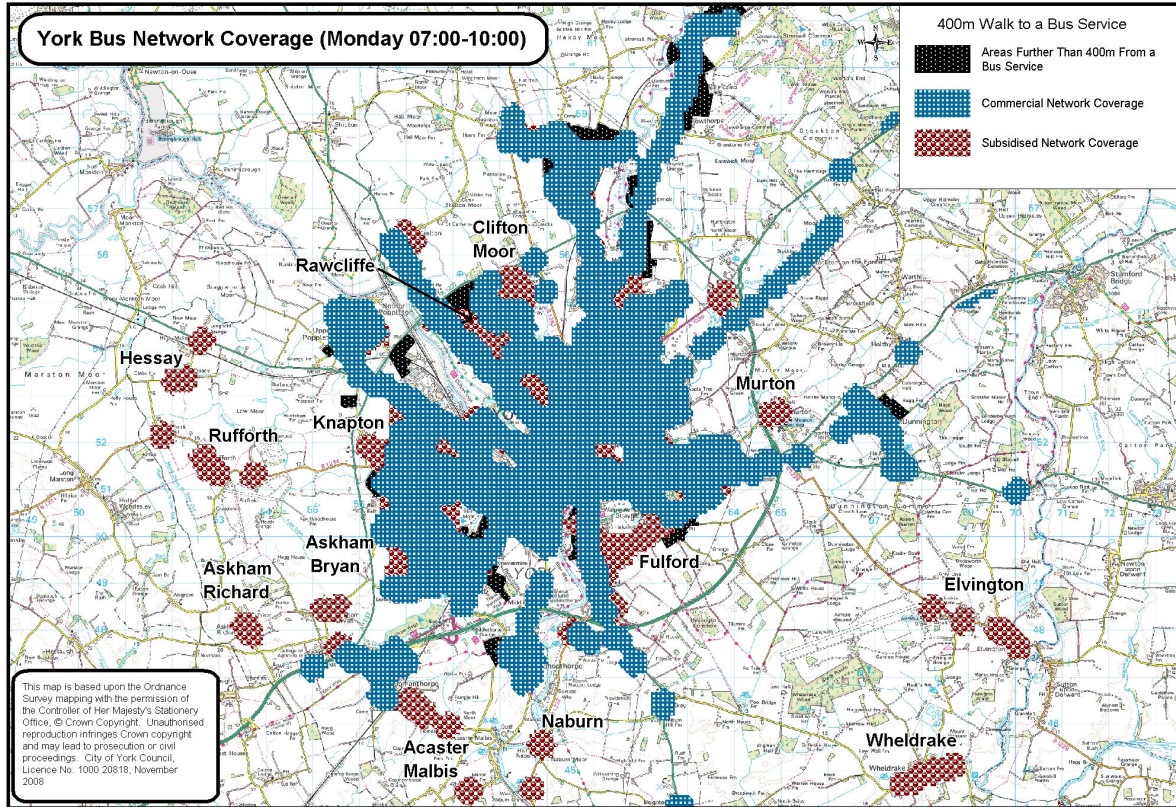


Figure 1

21. **Key message** - A number of routes in the commercial bus service network are fragile. It should be noted that this stability can easily be threatened by factors that are outside the control of either the Council or the bus operators.

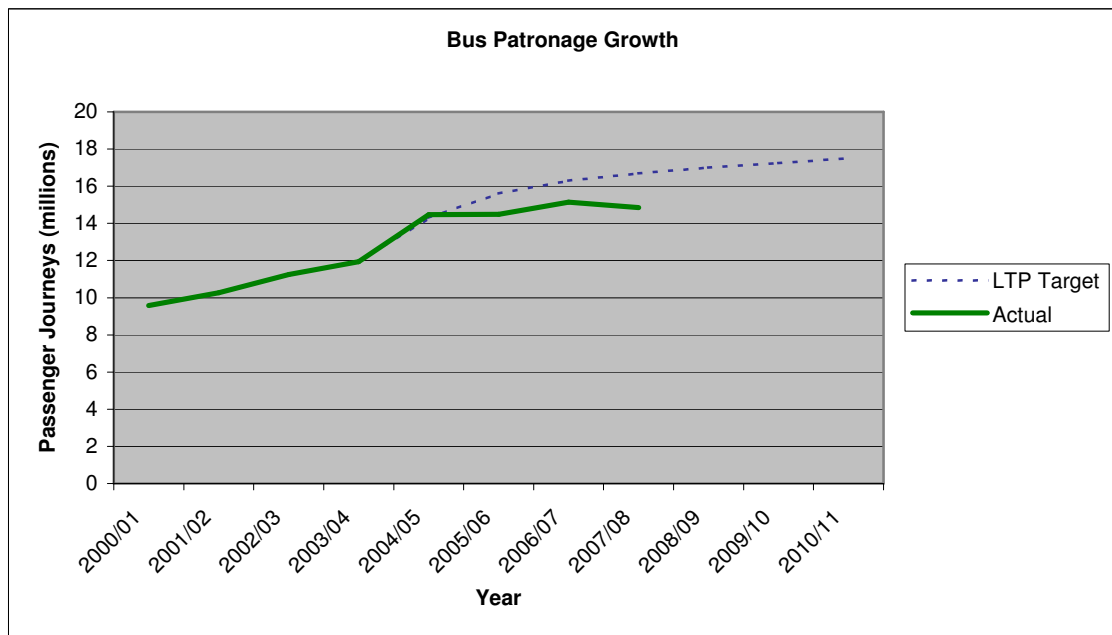


Figure 2

22. The Council has a role in supporting the network of commercial bus services, mainly through the provision of on-street infrastructure (bus stops, shelters and information displays), and traffic management measures to assist the efficient and consistently reliable provision of bus services by the private sector.
23. The Council is also working closely with bus service operators on the joint development of public transport information systems which maximise the benefits of modern technology. The principal medium through which dialogue and joint working is currently maintained between bus service providers and the Council is the Quality Bus Partnership. This is a voluntary partnership within the current framework governing how bus services are organised. Successful implementation of initiatives arising from this forum will assist the Council in meeting Local Transport Plan targets for public transport usage in the City and could reduce the extent to which the Council needs to subsidise non-commercial bus services.

Key message - A close working relationship with bus operators is crucial and the potential consequences of not investing in this partnership are increased costs to the taxpayer in the form of bus service subsidy.

24. Application of Demand Management techniques, recognising the inter-relationship between the availability and price of car parking in and around the City Centre and the popularity of public transport has the potential to contribute further to attainment of these objectives. This approach has already been used in development of the City's Park & Ride services but could possibly be further developed.

Key message - The cost of car parking in the City has a direct impact on the commerciality of local bus services.

Options for Commercial Bus Services

25. High frequency, high quality urban or inter-urban services are delivered on a commercial basis. As a result, the Council has little direct role in the provision of the service.

Saving

26. If the Council wishes to make a saving on commercial bus service expenditure, it could reduce the current expenditure on bus stop infrastructure (shelters, timetable cases and other stop facilities) or reduce expenditure given to bus information. The Council should be mindful, however, that there are certain statutory duties placed upon it, eg. contribution to the operation of 'Traveline', which cannot be avoided.
27. In the year to date, £170,000 has been spent on the improvement of bus stop infrastructure for local bus services. A further £38,000 is spent in the provision of bus information.

Efficiency

28. The Local Transport Act 2008 gives local authorities the power (with the agreement of the relevant bus operators) to introduce a formal Quality Partnership

on an identified corridor or route. In exchange for delivering a package of investment measures (eg. bus lanes, high quality shelters, etc) the Council can specify minimum standards for the bus services that use those facilities. These may take the form of a maximum fare level, or a minimum frequency.

29. Such a formal partnership approach may result in the more efficient focus of resource on key corridors (eg. Fulford Road) and a resulting improvement in bus service provision. Such measures cannot be achieved, however, without the consent and active participation of the bus operators in question and commit the Council to ongoing expenditure resulting from a package of improvement measures.

Improvement

30. Aside from the possible introduction of formal quality partnerships on identified corridors, further and continued improvement is best achieved by continued publicity and promotion of the bus network via the existing, voluntary Quality Bus Partnership which already exists in York. Continued efforts should be made to improve passenger waiting facilities and bus priority measures across the city with effort focussed on commercial routes. Further details of proposals can be found in paragraph 225, 'Priority for the bus'.

Subsidised / Tendered Bus Services

31. The arrangements put in place in 1986, governing the provision of bus services, gave councils powers to provide subsidies for bus services. These powers could be used where a social need was identified, in accordance with Council policies, that was not being adequately met by the network of commercially provided services. In effect, this enabled complimentary services to receive financial support from the public purse. In most cases, subsidies can only be awarded following a competitive tendering process, to ensure value for money of available funding. In recent years, this has been done in a way which complies with European Union Procurement rules. U.K. regulations currently restrict subsidy contract length to a maximum of five years.
32. Initially, the City Council shared these powers with North Yorkshire County Council but, since moving to Unitary Authority status in 1996, York has had sole responsibility for public transport policy and its implementation within the city. Total spending has risen progressively and was projected to be around £636,500 in the 2008/9 financial year. Funding includes £138,000 Rural Bus Subsidy Grant, provided by Central Government since 1999 to help local councils maintain and improve bus services in rural areas. The funding rises annually to reflect inflation and will be £141,500 in 2009/10 and £145,000 in 2010/11.
33. The same pressures that are threatening the viability of some commercial services are also affecting the Council's subsidised network. Subsidy requirements have risen significantly when contracts have been renewed, sometimes following early termination by contractors unable to maintain services for the original subsidy.
34. Subsidy has also had to be provided for formerly commercial services, when their operators have no longer been able to sustain them unaided.

Key message - There is the prospect of further, currently commercial, services needing subsidy in the future. As a consequence of these pressures, actual forecast spending in 2009/10 will be £750,000 (over £110,000 above budget), despite some previously supported services being discontinued to contain expenditure.

Halcrow Report on Subsidised Services

Introduction

35. At the end of July 2008 the Executive considered a report on subsidised public bus services that set out the background to the service and the policy framework. It also identified a number of service pressures and resolved to maintain services in the short term pending the outcome of this review.
36. The Council commissioned Halcrow to undertake the review of the subsidised bus network in York. The aim of the study was to assess the efficiency of the current network and to suggest alternatives to the provision of traditional subsidised bus services in the City of York and from York to surrounding areas.
37. The Council currently has 24 contracts with bus companies for the provision of non-commercially viable local bus services. The services involved carry approximately 700,000 passenger journeys each year.

Service Review

38. To determine new criteria for assessing bus services in York a review of Best Practice was undertaken, drawing from the experiences of other local authorities.
39. Given that York has a relatively compact urban core surrounded by a rural hinterland, and that most of the network is commercially operated, it was felt reasonable to consider different criteria for limiting subsidises and to explore the use of a £2 per passenger as a limit to subsidy. The Halcrow report concludes that some flexibility should be given to this criteria especially when reviewing more rural routes. Table 1 compares the criteria used between unitary authorities within the Council's CIPFA family.

Table 1 Unitary Authorities using subsidy per passenger as a limit to subsidy.

Local Authority	Support Criteria (£ per passenger)
North Lincolnshire	£2.50
North Somerset	£1.50 (£3.50 for rural services)
South Gloucestershire	£2.50
Southampton	£2.00
Swindon	£2.00
Mean	£2.10

40. The Council's current policy is based upon a minimum limit of 9 passengers / bus hour which aligns with the £2 criteria for all but one service. The problem with using a fixed sum approach is that this will need to be under constant review as the cost of travel increases.
41. Table 2 provides detailed information on all the current subsidised bus services for York.
42. Currently, a majority of the supported services provide a socially necessary function, providing access to retail and healthcare facilities for those people who have no alternative means of transport. Given this backdrop, it is very difficult to estimate what the latent demand for bus services is, suffice to say that the more affordable, higher quality and more frequent a service is, the more likely it is to be used by people who would otherwise use the car.

Table 2 Schedule of Subsidised / Tendered Bus Services

Service No	Terminal 1	Terminal 2	Days/Period	Frequency	Budget 08/09	Subsidy 08/09	Forecast subsidy 09/10	Annual Passengers (2007/8 Actual)	Passengers / Bus hr	Subsidy / passenger @ 08/09 Current ann.cost prices
11, 24	City Centre	Bishopthorpe	Weekday evenings	hourly	£21,594	£22,668	£23,235	17,162	12	£1.32
11	City Centre	Bishopthorpe	Sundays	hourly	£4,110	£4,320	£4,428	7,498	21	£0.58
12	City Centre	Acomb Park	Weekday evenings	hourly	£20,904	£21,936	£22,485	14,332	13	£1.53
12	Haxby	Acomb Park	Sundays	hourly	£17,376	£18,240	£18,696	22,198	14	£0.82
13	Monks Cross	Copmanthorpe	Sundays	hourly	£7,884	£8,280	£8,487	13,831	20	£0.60
14,14A	City Centre	Clifton	Weekday daytime	hourly off peak +	£25,315	£26,688	£27,244	32,325	15	£0.82
18	City Centre	Holme on SM	Weekday daytime	two hourly +	£6,684	£12,440	£14,226	32,442	17	£0.41
18A	City Centre	Holme on SM	Sundays	two hourly	£1,895	£1,990	£2,089	736	7	£2.70
20	Monks Cross	Askham Bar	Mon-Sat	hourly	£93,184	£98,163	£100,296	81,277	13	£1.21
20A	Monks Cross	Clifton Moor	Sunday/ BHM	hourly	£12,255	£12,939	£13,188	6,100	9	£2.12
21	City Centre	Acaster Malbis	Tue/Thur/Fri	two h'rly off peak	£21,840	£22,932	£1,820	7,887	10	£2.91
22	City Centre	Skelton	Mon-Sat	hourly	£29,490	£59,384	£60,615	Est. 96,500	22	£0.62
22	City Centre	Skelton	Mon-Sat evenings	occasional	£10,140	£10,140	£10,647	900	3	£11.27
22	City Centre	Skelton	Sundays	hourly	£12,390	£5,772	£6,060	Est. 4,000	7	£1.44
24, 26	Acomb	Fulford	Weekday daytime	hourly	£135,775	£143,283	£146,112	Est.166,850	14	£0.86
27, 28	Monks Cross	University	Mon-Fri daytime	hourly	£60,734	£126,434	£115,156	48,760	13	£2.59
37, 37A	Heworth	Fulford School	Mon-Fri schooldays	occasional	£38,000	£40,090	£40,896	Est. 43,700	131	£0.92
42	City Centre	Selby	Daily daytime	hourly	£7,200	£7,560	£7,938	36,454	18	£0.21
142	City Centre	Ripon	Weekday daytime	hourly	£9,464	£10,434	£10,956	3,362	11	£3.10
195	City Centre	Pocklington	Sat	occasional	£242	£254	£267	322	16	£0.79
195	City Centre	Pocklington	Various	occasional	£17,666	£18,494	£19,416	3,397	5	£5.44
196	City Centre	Aughton	Various	occasional	£1,338	£10,000	£10,000	Est. 2,100	8	£4.76
412,413	City Centre	Wetherby	Weekday daytime	hourly	£30,753	£32,291	£33,905	23,581	10	£1.37
415	City Centre	Selby	Bank Holidays	half hourly	£165	£165	£165	no data	Na	Na
746	City Centre	Pocklington	Weekday a.m.	one journey	£4,580	£4,832	£4,926	1,607	11	£3.00
Connex's			Transfers		£1,200		£1200		Na	Na
C1/21	Askham Bar	Tadcaster	Weekday daytime	approx.hourly	Est.£39,389	£41,767	£40,410	12,283	6	£3.40
C3	Askham Bar	Askhams	Weekday peak	occasional peak	£18,400	£37,440	£2,560	4,680	6	£8.00
Total					£639,827		£747,423			

43. Analysis of the services schedule in table 2 has identified the services in table 3 as failing to meet either criteria for subsidised services.

Table 3.

18A	York – Holme – on – Spalding -Moor	Sundays and Bank Holidays
20/20A	Askham Bar – Monks Cross	Sundays and Bank Holidays
21	York – Acaster Malbis	Tues, Thurs and Fri daytime
22	York – Skelton	Mon – Sat late evenings
27/28	University – Monks Cross – York (circle)	Weekday daytime
195	York – Elvington - Pocklington	Weekdays
196	York – Elvington - Aughton	Thursday and Saturday
746	York – Pocklington	Weekdays (1 AM journey)
C1	Askham Bar – Tadcaster	Weekday daytime
C3	Askham Bar – Askhams	Weekday occasional peak

44. Accessibility mapping undertaken as part of the study identified a number of key areas which would be affected considerably should the suggested services be withdrawn. The areas affected include:

- Hessay
- Wheldrake
- Elvington
- Heslington
- Acaster Malbis
- Skelton
- Askham Richard and Askham Bryan.

Review of Alternatives to Subsidised Bus Services

45. A number of potential alternatives to providing conventional subsidised bus services are explored in this report and include the following:

- Demand Responsive Transport (DRT)
- Community Transport (CT)
- Shared Taxi services
- Taxi buses

Demand Responsive Transport (DRT)

46. Conventional bus services do not always meet the needs of a large section of the population. This is often the case in rural areas. One solution is public transport services that can operate effectively with lower and more dispersed patterns of demand than the bus, i.e. Demand Responsive Transport.
47. At present, there are no demand responsive bus services that are open to all in York. Although bus operators are able to register local bus services on flexible routes, no operators in York have done so.
48. DRT covers a wide range of flexibly operated services. These services can operate on fixed or flexible routes and are pre booked by the user, usually via a telephone booking system/co-ordination centre. DRT services are often categorised as either:
 - a. One to Many - passengers are picked up from fixed boarding points and taken to various destinations;
 - b. Many to One – passengers are picked up from their specified location and taken to a single fixed destination;
 - c. Many to Many – flexible service allowing passengers to be taken from various locations to disparate destinations.
49. The introduction of DRT type services can often be at great expense to the implementing authority. In addition to the running costs associated with running a bus service, DRT type services require significant set up costs including on going costs to operate the booking/co ordination centre. The levels of subsidy can also be higher than the services that they replace.
50. The purchase of external DRT provision from an established organisation outside York would be likely to cost in the region of £60,000 per twelve-seat vehicle purchased and a further revenue cost of £35,000 per vehicle, per annum. For a city the size of York, it is estimated that three vehicles would be required to adequately serve the rural hinterland.
51. To operate the service internally would require further significant set-up costs as the Council currently has no scheduling expertise.
52. The Halcrow report focuses on the experiences of Wiltshire and their significant DRT scheme and highlights that York has an existing DRT scheme in the form of Dial and Ride.
53. Research undertaken by the Department for Transport identified that DRT services operated at subsidies ranging from less than £1 per passenger to around £10 (the higher subsidies often resulting from high end vehicles and complex booking facilities).
54. **Key message** - DRT does have the potential to deliver subsidies of around £2 per passenger should existing facilities in York be made use of. The Halcrow report makes clear, however, that the utilisation of Dial and Ride vehicles for this function may be impossible without significant expansion/modernisation.

Community Transport (CT)

55. Community and voluntary transport is a response to the transport needs of individuals or groups not met by conventional bus or train services. CT can take many forms and be operated by many different organisations. CT providers also deliver their own transport services for the community in the forms of group transport or individual services such as volunteer car schemes.
56. In some areas scheduled bus services are delivered by CT operators. The 'Little Red Bus' in North Yorkshire delivers a number of scheduled bus and DRT services using community transport vehicles and also through harnessing spare capacity on other vehicles. The 'Little Red Bus' network in North Yorkshire is offering more opportunities for collaborative working within the community transport sector and there are examples of regional collaboration instigated from within the Little Red Bus network.
57. Residents in rural areas are provided with transport services to local market towns, hospitals and GPs. As with all similar operations the organisation is heavily dependent on external funding and the infrastructure and IT in place to take bookings and plan routes. The organisation is supported financially by North Yorkshire County Council, Yorkshire Forward and a number of commercial organisations such as Asda and Marks and Spencer. Little Red Bus also offers organisations training through their own Driver Training Agency.
58. The Halcrow report concludes that CT services should not be considered as viable replacements for subsidised bus services in York. The set up costs and ongoing funding requirements of schemes such as the Little Red Bus may well result in higher subsidy per passenger figures than are currently experienced.
59. City of York Council has a good working relationship with York Wheels and contributes towards its core costs (£19,260 in 2008/09). The Shadow Executive Member for City Strategy is a trustee on York Wheels' board and an officer from Transport Planning regularly attends these meetings. In addition, there is close liaison through the Dial & Ride service.
60. The Council does not have a regular relationship with other community transport operators, such as British Red Cross within York and others outside of York.
61. The Council remains a partner of Selby and York Rural Transport and Access Partnership, with the Member for Wheldrake Ward and a Transport Planner attending meetings.
62. York Wheels and other community transport operators are not currently part of the York Quality Bus Partnership and there is no formal network of community transport operators.

Shared Taxi Services

63. Section 11 of the 1985 Transport Act makes provision for the carriage at separate fares in licensed hackney carriages and private hire vehicles of passengers who have booked their journeys in advance.

64. Such a service may be offered only if all passengers have booked their journey in advance and consented to the sharing of the vehicle on the basis of separate fares. In this situation each passenger is allowed to pay a separate fare to the driver but the vehicle does not become a Public Service Vehicle (PSV).
65. The feasibility of operating such services is heavily dependent on the capacity and enthusiasm of the taxi and private hire businesses. Across the UK there has been little take up of this provision under the Act. Within York there are approximately 600 private hire vehicles and 173 hackney carriage vehicles.
66. As the private hire fleet is the dominant force and located across all of York it is more likely that they would operate shared taxi services. In order to generate interest within the trade we recommend that taxi drivers are invited to a workshop detailing the operation of the proposed services prior to tendering. The hackney carriage fleet are predominantly based in the urban core of York but a number of private hire firms operate in the rural wards.
67. Introducing shared taxi services is a potential solution for those settlements that are affected through the withdrawal of subsidised bus services.
68. Research undertaken by the DfT identified that shared taxi services can offer a low-tech alternative to DRT services. However levels of subsidy range from £1 per passenger to some in excess of £10. The costs are typically lower than operating a DRT service due to the taxi operator providing the booking facility as opposed to a costly call centre.
69. **Key message:** Shared taxi services are an effective way of serving rural communities and could be used to provide evening and Sunday links between rural villages and York. Unlike other options, the vehicles will only operate when booked so deliver a significant environmental benefit. Unfortunately there are few examples from elsewhere in the UK that this option have worked successfully, in part due to a reluctance on the part of taxi firms to participate.
70. **Taxi-buses**
71. A taxi-bus allows a person or persons who hold a hackney licence to apply to the Traffic Commissioner for such a licence and to register a local service. Vehicles remain subject to the regulations of the local authority in which the taxi is licensed. The Local Transport Act also allows for private hire cars to operate as taxi-buses.
72. **Key message:** A taxi-bus scheme could be launched to serve the rural areas in a more efficient manner, to a fixed timetable with a limited stop operation. As with the shared taxi option, the Council would currently be dependent on the limited hackney carriage network to deliver such a service.

Options – Subsidised / Tendered Bus Services

Saving

73. **Possible Options**

The Halcrow review concludes that :

The following services may be withdrawn completely and not replaced with an alternative :

- 22 – Late Evenings £10,647
- 27 and 28 £115,156
- 746 £4,926

The following services should be reworked into a more regular, simplified timetable :

- 195 and 196 £29,683

The following services should be withdrawn and replaced with one (or more) Demand Responsive Transport, Shared Taxi Services or Taxi Buses :

- 18A £2,089
(CYC contribution to a service jointly funded with East Riding CC)
- 20 and 20A (Sundays) £13,188
- 21 £1,820
- 142 £10,956
(CYC contribution to a service jointly funded with NYCC)
- C1 £40,410
- C3 £2,560

74. Bus service subsidy - To achieve a cost reduction on overall bus subsidy, existing services will have to be discontinued. Members are therefore requested to consider the services outlined in Table 3 for withdrawal. All of these services require significant subsidy at present. The withdrawal of these journeys will go some way to reducing the current budgetary shortfall without significantly reducing weekday accessibility to key attractors.

75. If an even greater saving is required, Members may wish to consider withdrawing all of the services, urban or rural, not meeting the subsidy criteria.

Efficiency

76. The Halcrow report highlights several areas where improvements to existing bus services might be made. The recent changes to transport legislation may also assist the Council to make better use of the City's private and Council-owned vehicles than at present. Members may therefore wish to award contracts for all of the services listed in Table 6 and consider discontinuation of selected services after consideration of alternative solutions with a view to possible implementation by Spring 2010.

Improvement

77. The strategy is to encourage modal shift by progressively improving the quality of service delivered. Officers have identified three areas where this can be achieved:
- Increasing service frequency
 - Maintaining affordable fares
 - Modernising the fleet (improving both the accessibility and perception of the services)
78. If the Council is to consider launching its own Demand Responsive Transport operation and proposes to replace all of the existing subsidised services, the maximum budget available is £750,000.
79. Within the confines of this budget, it is not possible to enhance the service from its current level. The estimated cost of a DRT operation would require initial capital investment of £400,000 and an ongoing revenue costs of £1.75m. However, to offset these revenue costs would require a patronage level in the order of 32 passengers per bus hour, the level at which the Council currently expects services to operate on a commercial basis.
80. Given the estimated costs and the lack of information concerning latent demand, such a project could not be supported unless there was better evidence that patronage levels would be achieved.
81. Officers recommend the continuation of regular, timetabled, bus services rather than DRT, (although this does have a role in the provision of assisted travel) for the following reasons:
- Intending passengers can ‘turn up and travel’
 - The cost to the Council is likely to be lower
 - Use is made of existing vehicles within the commercial fleet
 - Public is sceptical of DRT services and uptake is likely to be low
82. The retention of all subsidised services is proposed, to run to September 2011, with the exception of those services outlined in table 5, which should be discontinued.
83. Officers also propose, however, that a trial is undertaken, utilising a Dial & Ride vehicle to deliver peak commuter journeys for a rural village. This would require the purchase of new Dial & Ride vehicles as the existing buses are not fit for this purpose. See table 4.
84. Tables 4 and 6 outline the financial implications of the above.

Table 4 – Cost of trial

Available for Improvements if services outlined in table 5 are discontinued	£96,000
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Cost of peak hour commuter service utilising one new Dial & Ride vehicle (if purchased)	£25,000
Approximate cost of a new Dial & Ride vehicle	£60,000

85. Incorporating recommendations from the Halcrow report, the following analysis considers the current situation and examines the options presented above that would make a saving, offer an improvement in service, or more efficiently use the resources at the Council's disposal.
86. The Council's Executive approved service economies, to be introduced in April 2009, to contain expenditure in 2009/10. A significant increase in budget is still forecast for 2009/10 to enable all existing subsidised bus services to be maintained. Alongside the possibility of increasing the budget to enable the continuation of existing services, consideration is being given to budget savings which will necessitate some existing services being discontinued.
87. Having considered the Halcrow report, officers recommend that the services outlined in table 5 be considered for withdrawal (those marked "#" are involved in current tender invitations):

Table 5 – Subsidised services to be considered for withdrawal

Service No	From	To	Outline of Timetable	Est. annual Value (09/10)	Notes
18A	York	Holme on Spalding Moor	Sunday & Bank Holiday 2 hourly	£2,089	Jt.funding ERYC
20	Clifton Moor	Monks Cross	Sunday & Bank Holiday Hourly	£13,188	Mon-Sat service retained
22#	York	Skelton	Mon-Sat Late evening journey	£10,140	Daily daytime service retained
28#	University	Monks Cross	Mon-Fri hourly	Est.£60,000	27 retained assumed cost split 50/50
196#	York	Aughton	Thursday occasional	£5,971 (gross cost)	Sat service retained
746	York	Pocklington	Mon-Fri Early morning journey	£4,926	Rest of service commercial

Table 6– Projected out-turn cost of current service

Budget (08/09)	£639,000
Forecast mid-year inflation	£38,000 per annum
Speculative cost of replacing de-registered commercial services	£65,000 per service
Outturn (08/09)	£742,000

88. The majority of current Council contracts for subsidised bus services will be due for renewal in September 2011, requiring tenders to be invited no later than January/February 2011. If the Council wished to discontinue any of these services before routine contract expiry, six months' notice of early termination would have to be given to the contractor.
89. **Key message** - A minimum of six months' notice is required to terminate a bus contract
90. Tenders have recently been invited for a small number of services crossing into North Yorkshire, routinely planned to end at a different date (co-ordinated with County Council tendering in the same area), and for some service contracts that have arisen unexpectedly. Tenders were submitted on 23 December 2008. It is planned to present details of the bids, their implications for the Council's budget, and recommendations on acceptance at the meeting. The affected services are set out in Table 7 below:

Table 7 – Bus services currently being re-tendered

Service No.	From	To	Outline of timetable	Start Date	End Date	Notes
18	York	Holme on Spalding Moor	Mon–Sat 2 hourly + extra peak	30/03/09	27/04/13	Early surrender Jt.funding NYCC/ERYC
21 (including former C1)	York	Colton and Bolton Percy	Mon-Sat 2 hourly + extra peak	27/04/09	27/04/13	Routine renewal Jt.funding NYCC
22	York	Skelton	Daily hourly	29/03/09	03/09/11	Formerly commercial
27,28	University	Monks Cross	Mon-Fri hourly	30/03/09	02/09/11	Early termination by CYC (University contribution)
195*	York	Pocklington	Mon-Fri occasional	30/03/09	02/09/11	Routine renewal (experimental service)

196*	York	Aughton	Thur/Sat occasional	02/04/09	03/09/11	Formerly ERYC funded
19	York	Sutton-on-Derwent	Mon-Fri or Mon-Sat 2 hourly	30/03/09	03/09/11	Possible alternative to 195/6*

Dial a Ride (D&R)

91. City of York Council operates Dial & Ride (D&R) for York residents who cannot use other local bus services. Dial & Ride is the only service that contributes to Local Transport Plan (2006-2011) performance indicator 2E 'Use of demand responsive transport services'.
 92. D&R operates on a zonal timetable covering all of the city, taking residents to a range of shopping locations. The service could be opened to a wider passenger group, subject to having the capacity, but would then need to operate under a different legislative framework. At present, the vehicles operate under a Small Bus permit (often referred to as a 'Section 19' permit). The use of a Small Bus permit has benefits for the Council, such as not requiring an Operator's licence and Public Service Vehicle drivers.
 93. Current patronage is variable depending on route, with some routes regularly running at 100% occupancy whilst others carry small numbers. Additional officer resource, adjustments to the timetable and improved publicity towards the end of 2008 and onwards should result in improved patronage from those areas which are underutilised.
 94. The service has three 12-seat minibuses, all equipped with wheelchair lifts, to operate the service. These vehicles have several steps to access the vehicle, a cramped interior and are no longer fit for purpose. In the period since the Council purchased the minibuses, other small buses with a better level of accessibility have become available. Given the type of passengers that use the service, it would be beneficial to purchase higher specification vehicles at the next opportunity.
- Key Message:** It is proposed to support the inclusion of three new accessible minibuses for York Dial & Ride in the Local Transport Plan Capital Programme for 2009/10.
95. The Council has a service level agreement with 'York Wheels' for the provision of D&R. York Wheels are a registered charity providing transport services to those, who by reason of age, disability or need find that they cannot access public transport.
 96. The agreement sets out the responsibilities of each party; York Wheels provides driver and office staff responsible for the day-to-day operation of the service, whilst the Council are responsible for service planning, maintenance of resources and promotion of the service.
 97. The original service level agreement was signed in March 2005 and ran for three years. This was subsequently extended to allow time for the wider review of public transport services to be undertaken. Prior to 2005, there was a similar

arrangement in place with the former Tees, East and North Yorkshire Ambulance Service. The Council took the decision in 2003 to end this and enter into the new agreement with York Wheels. The reasons for this decision were that York Wheels seemed more suited to deliver the level of care needed for D&R passengers and that the operation of Dial & Ride would help to support the core activities of York Wheels itself.

98. The value of the service exceeds current procurement limits, and as a result the service would have to go through a full procurement process, including advertising in the Online Journal of the European Union, if it was tendered externally. However, because of the restricted market for this type of service, it may be possible to renegotiate a new service level agreement with York Wheels, without the need to tender the service externally. This approach has been taken successfully by other local authorities, such as Reigate and Banstead Borough Council. This option would need further investigation by officers.

99. Members are requested to consider which of the following options they would like officers to pursue :

Option 1: Re-tender Dial & Ride service using an open EU process.

Option 2: Instruct officers to investigate the possibility of renegotiating a new service level agreement with York Wheels.

100. The Council originally set fares on D&R to be comparable to other local bus services. As fares have not been reviewed for several years, they have now fallen behind these with a return fare still being £2.50 and a single £1.25.

Key Message: Should the fares for Dial & Ride be reviewed?

101. When the Government introduced half-price fares for concessionary pass-holders, the Council took the decision to make this available to D&R passengers. Since the changes to full-fare concessionary travel in 2008 (referred to elsewhere in this report), the Council has not made any additional concessions for D&R passengers, who are, by definition, unable to use registered local bus services. However, as D&R provides a 'premium' door-to-door service, other local authorities have taken the view that there should be a charge to concessionary pass-holders, albeit at a reduced level.

Key Message: Consideration needs to be given to what (or whether) concessionary rates should apply to D&R.

102. In September 2008, as part of the Collaborative Transport Project within Learning, Culture and Children's Services, D&R drivers and vehicles started to provide home-to-school transport outside of core D&R hours (09:00 – 16:30). Following some initial problems, this has largely been successful and enables better utilisation of Council resources. Whereas the early morning school journeys integrate well with the D&R timetable though, the afternoon return school journeys do restrict the availability of the vehicles for D&R.

103. As suggested in the Halcrow study, it may be more appropriate for D&R vehicles to be used for 'mainstream' peak local bus journeys instead of home-to-school

transport, as it will provide a better timetable fit. The small size of the vehicles would only allow them to serve some of the smaller settlements in York but may be suitable for serving some smaller rural communities away from main roads and bus routes. However, the current vehicles are not appropriate for local bus services and, if the Council chose to pursue this, the specification for new D&R vehicles would need to be different and possibly have a marginally higher cost .

104. D&R currently provides out-of-hours journeys bringing people to Edmund Wilson Swimming Pool for the 'Dolphins' swimming sessions on Monday evenings and Sundays. This provides a valuable service for those who use it but is relatively expensive in staff overtime and additional charges for out-of-hours access to the Hospital Fields Road site where the vehicles are kept overnight. No other sport or leisure facilities are served – all other D&R journeys are inter-peak shopping journeys.

The Local Transport Act

105. The Local Transport Bill has recently received Royal Assent in the Parliamentary process. The Act will make a number of changes to the way in which CT services are currently operated. The effects of this are intended to make the provision of CT easier by relaxing legislation on what vehicles and drivers can do.
106. With the revisions to the S.19 and S.22 permit documented in the Local Transport Act there may be the potential in the future to deliver such services.
107. The changes made to CT services as a result of the Local Transport Act may pave the way for new services to be introduced in York. Local voluntary groups will be able to run scheduled bus services without the cost or burden of meeting the requirements of operator licensing. These services can be used to fill a gap not being met by a commercial operator and will in the future allow drivers to be paid.
108. **Key message:** CT has the potential to deliver local bus services in the future and could efficiently serve rural areas, but York is starting from a low operational base.

Options – Dial and Ride (D&R)

Saving

109. D&R currently costs the Council £90,000 per annum. Approximately £10,000 is recouped through the fare box.
110. Members are requested to agree to an increase in fares from £2.50 to £3.50 for a day ticket and from £1.25 to £1.75 single on D&R. Further, Members are asked to devolve future fare increases to the Officer in Consultation process.
111. Offer one, standard fare to all D&R users, removing the existing concessionary half fare discount.

Efficiency

112. Investigate the use of Dial & Ride vehicles for peak local bus journeys in place of home-to-school journeys (eg Grimston Bar – Elvington – Wheldrake link).

113. Investigate the possibility of renegotiating a new service level agreement with York Wheels, supporting this local charity who also operate a shared car scheme.

OR

114. Let a contract for the Dial and Ride service by tendering on the open market through an EU competition.
115. Review the most cost-effective way of transporting passengers to 'Dolphins' swimming sessions at Edmund Wilson Swimming Pool.

Improvement

116. Support the inclusion of new, fit for purpose, 12-seat minibuses, to replace (or in addition to) the existing buses in the Local Transport Plan Capital Programme for 2009/10 at a cost of £60,000 per vehicle.

OR

117. Consider increasing the existing fleet size to 5 vehicles to improve the Dial & Ride service and to offer some rural bus services. This would cost of £300,000 in capital outlay and an additional operational sum of £60,000 per annum.
118. Provide free travel for York concessionary pass-holders on York Dial & Ride service. Whilst it is difficult to predict what additional take-up there would be as a result of making the service free, it is estimated to cost £10,000 more than at present.

Park and Ride

Background

119. 'Park and Ride' was first introduced in York in the 1970s and has been expanding ever since.
120. In 1988, the Council adopted Park and Ride as a key part of its strategy for managing traffic demand. Four sites were proposed, offering 3,000 spaces. In 2003, Park and Ride increased to the 5 sites currently in operation. From 2011, it is planned that Park and Ride will be further expanded to 7 sites as part of the current 'Access York' project.
121. The bus services are operated on an exclusive licence basis by the First Group.
122. All the sites are close to the intersections between key radial routes and the Outer Ring Road.

Operation

123. The service has been operated using fully accessible, low floor buses since 1995. Currently a fleet of 26 vehicles is required to operate the service on weekdays with additional buses on Saturdays and during school holidays. Upon commencement of the new five year licence agreement in February 2009, all of the buses regularly used to operate the P&R service will be less than one year old. Whilst the Council assists in the provision of bus priority measures, the bus service is financially self-supporting and operates at no cost to the York council tax payer.
124. **Key message** - From February 2009, all P&R buses will be less than one year old and will operate to the latest emissions levels (EEV) at no cost to the York taxpayer.
125. All of the services allow visitors, commuters and shoppers to reach their destination as quickly as possible with only one or two stops en-route. The 'Designer Outlet' (Red Line 7) service is the one exception to this rule. This operates as a local bus and whilst it is branded as 'Park & Ride', it serves every stop between the retail park and the City Centre.
126. Fulford Road is currently served by routes 415, 42, 18 and for much of the road, services 24 and 26, providing a frequency of 7/8 buses per hour. Design work is currently being progressed which will allow the bus priority over queuing traffic. When these works have been undertaken, officers would like to reduce the number of stops served by the Park & Ride service in the interests of decreasing journey times between the City and P&R site.

Fares & ticketing

127. Park & Ride fares have always competed well with City Centre car parking charges. The current return fare from the car parks is £2.30 (August 2008) compared to day parking charges of between £9.00 and £9.50 (January 2008).
128. First York accept their season products (FirstDay, FirstWeek, etc) on the Park & Ride services in addition to local service buses.

129. Concessionary pass holders are entitled to use the service for free after 09:00 Monday to Friday and at any time on weekends and public holidays, in line with all other local bus services in York.
130. Pre-pay season tickets offer substantial savings for regular travellers and the electronic 'Minstercard' accelerates boarding times and reduces the quantity of cash handled by drivers.
131. Any form of ticket machine, capable of accelerating boarding times through the use of smart ticketing is positive, especially with the quantities of passengers carried on the P&R services. The machines currently installed on the P&R services are not capable of reading the ENCTS (English National Concessionary Travel Scheme) passes however. All boardings are therefore recorded on a 'push button' basis which, in busy periods especially, is likely to result in a degree of error. The eventual installation of ENCTS-reading ticket machines will provide a more reliable stream of data, not just recording card usage, but recording which area of the country the pass holder has come from and delivering potentially valuable information on visitors to York.
132. The introduction of new ticket machines will also have the added benefit of preparing for the potential arrival of 'Yorcard', for which pass-reading ticket machines will be essential.

Off bus ticketing

133. The introduction of higher capacity vehicles from February will potentially result in longer boarding times at stops. Whilst a number of passengers pre-pay using the MinsterCard, or First season tickets, the introduction of off bus ticketing machines would assist to further accelerate boarding, especially at peak times.
134. There would be a requirement for the cash to be removed each day but this task could be completed by the supervisor who does not, generally, have sufficient time to sell tickets to individuals at the same time as completing his other duties.
135. A number of other bus operations (including London) utilise off-bus ticketing, in some cases eliminating the need for on-bus sales completely and significantly reducing boarding times.
136. **Key message-** The introduction of off bus ticketing facilities will accelerate the rates of boarding and reduce bus stop dwell times. Officers will investigate the possibility of introducing off-bus ticket machines at Park & Ride sites.

Bus Priority

137. Four of the five routes currently benefit from bus lanes and associated priority measures. The fifth route (Designer Outlet) will do so from 2009. All of the services take approximately 15 to 20 minutes on their inbound journey, with the outbound Designer Outlet journey taking slightly longer.

138. The following peak hour advantage exists for the bus over the private car:

	Inbound	Round trip time
Grimston Bar	marginal	4-12 minutes
Askham Bar	1-5 minutes	1-5 minutes
Rawcliffe Bar	1-3 minutes	1-3 minutes
Designer Outlet	Zero	Zero
Monks Cross	1-5 minutes	1-5 minutes

Bus priority measures have improved reliability considerably with time benefits increasing when traffic volumes are higher.

139. Under the terms of the new licence agreement between the Council and First Group, a uniform livery will be applied to all P&R vehicles, many of which are already in operation. February will see an increase in passenger capacity on all P&R routes and an entirely new fleet of vehicles.
140. All of the vehicles are to have full digital CCTV coverage and air conditioning as standard. They will also be equipped with a full complement of bus tracking (GPS/radio) hardware which will enable both remote, live bus monitoring and real time passenger information.
141. In addition to ensuring that the operation of the service is as good as possible, First will be responsible for the marketing of the service with specialist support from the Council. Continuous service monitoring and customer research are to be undertaken to maintain high standards and the Council will independently monitor operator performance using a combination of on-street staff and the ACIS 'Busnet Live' electronic GPS system.
142. If service levels are not met, the Council's Park and Ride Monitoring Officer can issue Default Notices. If the number of Defaults reaches a particular level within a given timescale the operator may be penalised.
143. In the same vein, in the interests of providing an attractive service, the Council has committed to ensuring that its car park pricing policy continues to make P&R an attractive financial option.

Future Developments

144. A successful Major Scheme bid to the Department for Transport will see the introduction of two entirely new Park & Ride services for the A59 and Wigginton Road (Clifton Moor). In addition, the P&R site at Askham Bar is to be moved to a new location on the other side of Tesco with a much increased car parking area.
145. The new sites, due for completion in 2011, will include a terminal building with waiting room, toilet facilities and a supervisors office with good visibility for staff to provide security and monitor any problems. It is also intended that the site will incorporate wind turbines to provide a significant proportion of the power for operation of the terminal.

146. Cycle lockers and Sheffield stands will be provided at all three sites. It is intended that the lockers will be loaned on a period by period basis so that the use can be correctly controlled and facilities do not lie empty for long periods.
147. Bus lanes and intelligent traffic light bus priority measures will be installed on the new routes to ensure that they are attractive to car drivers.
148. The licence to operate the existing five Park & Ride services has just been let. The agreement includes the capacity to incorporate the new services into the same agreement. It is possible that the new services will not be able to operate on the same financial basis as the existing routes from the outset. For this reason it may be necessary for the Council to 'pump-prime' the service. Members may decide that to achieve best value, it is appropriate to return to the market place to procure the new services. Once final approval has been received from the DfT, agreement will need to be reached on this issue.
149. **Key message** Arrangements must be made for the operation of the new Park & Ride services. Within the next eighteen months, Council must decide whether it would like to go out to tender for this service or operate it as an addition to the existing contract.

150. **Options**

Savings

151. This section of the report does not offer any areas for savings as the service is subject to a binding contract from 2009 - 2014.

Efficiency

152. The Council is requested to support the production of a further report on the partnership working, cost and potential options involved for the upgrading of P&R on-bus ticket machines to make them compatible with national smartcard standards.

Improvement

153. In the interests of speeding boarding times both in town and at site, officers seek Council approval to explore the introduction of off-bus ticketing facilities.

Concessionary Travel

154. Full details of Concessionary Bus Travel arrangements (including YOzone) are outlined in Annex A of this report but a brief summary is given here.
155. Concessionary travel in York is currently offered to three sections of the community.

- Over 60s
 - Eligible disabled persons
 - 11-16yrs
156. All York residents aged 60 or over currently have the choice of claiming an ENCTS (English National Concessionary Travel Scheme) bus pass, offering free bus travel across England subject to peak-hour restrictions, or £20 (per annum) of National Transport Tokens.
157. Residents aged under 60 with a qualifying disability may opt to either claim an ENCTS bus pass or purchase £100 of tokens per annum at a 75% discount.
158. All secondary school pupils aged 11-16 who live or study in the City of York area are entitled to a free 'YOzone' card. The card permits reduced-fare travel for all local journeys on participating companies' bus services. As the Council provides no fare subsidies, the amount of discount is set by each bus company, but is typically at or below half the adult fare for the trip.
159. **English National Concessionary Travel Scheme (ENCTS)**
160. The ENCTS bus pass was introduced in April 2008 offering all over 60s and registered disabled free-fare, off-peak, bus travel anywhere in England.
161. Most significantly, the change from local to national pass validity was accompanied by a shift in responsibility for making compensation payments to bus service operators for lost revenue from the pass issuing authority to the authority in whose area the pass is used. Places, like York, which are local centres for the surrounding area, or attract leisure visitors, have therefore incurred increased liability, whilst some other Councils have benefited from reduced liability.
162. The combined effect of these changes has been to raise the cost to the Council of funding bus pass concessions, in stages, from around £600,000 in 2003/4 (the last year of half-fare local travel) to an estimated £4.2 million in 2008/9. In this financial year, Central Government has provided £1.12 million of assistance towards this total.
163. Government funding is intended to meet the costs of providing the Statutory Minimum Concession. Any enhancements, using discretionary powers, must be funded by councils themselves. Our current scheme includes the following enhancements.
- Free weekday travel between 0900 and 0930 and after 2300 hours available to any National Concessionary pass holder
 - Free all day travel wholly within York for York residents qualifying on grounds of blindness
 - Free travel for necessary companions of persons with disability

Options – ENCTS

Saving & Efficiency

164. Removal of the local enhancement to the Concessionary scheme, with free travel commencing from 0930 rather than 0900.
165. There is substantial use of passes between 0900 and 0930, but any cost saving from withdrawing this facility is difficult to predict. Many journeys may simply be delayed until 0930 or later. This could cause service capacity problems and, if so, could lead to “Additional Cost” claims from bus service operators which might actually increase our funding liability. Bus operators may be in support of a later concessionary start as the ‘second rush hour’ at 0900 often further slows already delayed buses. A move to a 0930 start may improve bus punctuality.

Improvement

166. Free bus travel for all ENCTS pass holders at any time. This could cost as much as £250,000 in increased fare re-imburement and “additional cost” claims from bus service operators in the AM peak should they need to provide additional vehicles.
167. Whilst specific data is not currently available, it is believed that there are a significant number of bus passengers in the 60-70 age group using services pre-9am to get to work. The provision of free concessionary travel at all times would result in a further reduction to the bus operators revenue stream and a further, significant increase in re-imburement required from the Council.
168. The provision of free concessionary travel at any time would go far beyond most local authority provision in England currently on offer. Indeed even London only offers free concessionary travel from 0930.

National Transport Tokens

169. The popularity of tokens has declined in recent years as a result of the increasingly generous bus travel concessions for older & disabled people. Token take-up also decreased significantly in 2008/09 due to the Council halving the amount of tokens offered (to £20), coincident with the introduction of a free national bus pass.
170. The value of tokens issued has reduced from £525,000 in 2007/8 to £170,000 this year. This appears to represent a significant reduction in Council expenditure. The cost of delivering concessionary travel has, however, risen by around one million pounds in the past year when considered in its entirety.
171. Many other local authorities in England, provide an alternative to the bus pass, but this alternative is commonly better targeted than it is in York at present, to increase the value of the concession for those who need it most.
172. Withdrawal of any alternative to the bus pass is estimated to save approximately £60,000 once consideration has been given to the resulting increase in bus pass use.

173. Improved targeting of tokens would deliver an increased level of tokens to a reduced audience and would be cost neutral (ie £170,000). The result would be an improvement to the quality life of those who, through lack of mobility or provision, rather than as a result of choice, are unable to use the bus.
174. The current system allows the eligible disabled under 60 to purchase £100 worth of tokens for the cost of £25. In the interests of simplicity and to reduce bureaucracy, it is proposed to abolish the purchase system and issue £75 for the financial year to the 90 entitled residents who choose to claim this benefit.
175. The main weaknesses of the current system are that once the tokens are distributed, the Council has no way of monitoring how (or indeed, if) they are used, their availability to all eligible persons as an alternative limits the value of assistance with travel costs which the Council can provide for those in most need, and their use for the intended purpose is not adequately controlled.
176. Alternatives in the form of a 'taxi card' exist in the market place and are used by other local authorities. These schemes have relatively low capital and running costs and provide reliable data on usage. In addition, at the end of a given period (eg monthly, quarterly or annually), cards can be re-set and the Council would only pay for journeys made during this period, ensuring that there is better financial control.
177. The estimated capital cost of introduction of a taxi card scheme is thought to be in the region of £100,000. On the basis that each claimant received £50 per annum, with a total take up of 5,000 passes, the estimated annual cost could potentially be £300,000. This sum would be offset by any stored value not used within the given period and the administration cost is unlikely to be significantly higher than that of the existing tokens scheme.
178. An Open EU tendering process, which would take about six months to carry out, would have to be undertaken for the procurement of a taxi stored value card system. This has therefore been proposed as an option for delivery from 2010/11.
179. In 2008, a month long event was held at the Guildhall to distribute both tokens and the newly created national bus pass. This year there is no need to have such an extensive event for the distribution of bus passes as none of them will have expired.
180. In previous years, tokens have been distributed centrally at the Guildhall, at parish venues and by direct delivery to nursing homes. In 2008, the total cost of this operation was £28,147. Many parish venues are barely visited, with Council employees distributing tokens to a handful of people. Alternatively, the handful of people who are unable to reach the remaining parish venues could have their tokens delivered directly.

Options – National Transport Tokens

Saving

181. Withdraw any alternative to the bus pass. This option would save £60,000 in token distribution once consideration has been given to the increase in bus operator re-imburement resulting from token users switching to bus passes.

OR

182. Retain the status quo (eg. £20 distribution of transport tokens alternative for over 60 concessionaires and younger disabled discount purchase scheme).
183. To distribute tokens only from The Guildhall and key parish venues (reducing the number of parishes from 30 to around 10), requesting that nursing homes collect their allocation from either of the above saving approximately £6,500.

Efficiency

184. Better target priorities by restricting token distribution to the over 75s and eligible disabled
185. Simplify the system for the under 60s disabled, abolishing the purchase of tokens set up and issuing a fixed sum of £75 for the year.
186. To distribute tokens only from The Guildhall and key parish venues (reducing the number of parishes from 30 to 10).

OR

187. Distribute £50 worth of tokens to the eligible disabled and abolish distribution events. It is anticipated that the net increase cost of providing this will be £15,000.

Improvement

188. Increase the value of tokens to £40 (or estimated cost neutral amount) for this year and replace the anonymous token system with an auditable stored value taxi card system from 2010/11.
189. To distribute tokens from The Guildhall, parish venues and by delivery to nursing homes.

YOzone

190. The YOzone card is issued to secondary school pupils aged 11-16 who live or study in the City of York area. The card permits reduced-fare travel for all local journeys on participating companies' bus services. As the Council provides no fare subsidies, the amount of discount is set by each bus company, but is typically at or below half the adult fare for the trip. The principal objective of the YOzone card is to encourage young people to use public transport and continue to use sustainable modes of transport as they enter adulthood.

191. It has long been an aspiration to extend discounted bus travel to include the 5500 (approx.) students in full-time further education (i.e. aged 16-19).
192. Following members' endorsement of the 16-19 scheme, letters were sent out to all local bus operators asking for their views on the initiative. Two operators in the city already offer reduced fares for this age group, so are thought likely to offer some degree of discount. The willingness of other operators to participate will depend on their current corporate priorities.
193. A number of significant operators have declined to participate in the YOzone 16-19 scheme, legitimately citing loss of revenue as their main concern.
194. The launch of a YOzone 16-19 pass which does not deliver some level of discount on all bus services in York is likely to confuse the 11-16 product. It is the view of officers that this product should not be introduced unless and until all operators can be convinced of its merits.
195. Many local authorities offer discount travel schemes to the 16-19 year old student market. Unlike the YOzone model, this usually involves a formal arrangement with bus operators who, as with ENCTS, are reimbursed for the perceived loss of revenue.

Options – YOzone

Savings

196. Do not proceed with a YOzone 16-19 scheme.

Efficiency

197. Proceed with the YOzone 16-19 product, irrespective of certain operators' refusal to participate on the terms of the YOzone 11-16 product.

Improvement

198. Investigate the options available to the Council in launching an 'all operator' YOzone 16-19 product and produce a subsequent report outlining the implications.

Public Transport Information

199. Full details of Public Transport Information arrangements are outlined in Annex B of this report but a brief summary is given here.
200. Current and understandable public transport information is key to encouraging modal shift and to making the majority of York accessible for visitors and residents alike without the need for a car.
201. The quality of printed literature has been greatly improved during 2008 to support the publicity of the York bus network. Key highlights of the past year and plans for the year to come include the following :
 - A. Publicity events for public transport including, 'In town without my car!' and 'Bus it!'
 - B. Printed material including the 'choose the bus' route map and information guide.
 - C. Real time passenger information brought to the general public via SMS messaging under the 'yournextbus' banner.
 - D. Re-branding and refreshing of existing services, including the 'Park & Ride' re-launch.
 - E. Bus only day
 - F. Leave your car at home.

Options – Printed Material

202. Essex County Council and their local bus operator agree to a set number of bus service change dates per year. If operators keep to these dates, the County Council will print standard-format timetables free of charge for any stops within the county boundary. Any timetable amendments arising due to changes outside the agreed dates are undertaken at the bus operators' cost.
203. Bus operators then install the timetables along their routes, with agreements in place for larger operators to assist smaller ones where required. The initiative is reported to have been highly successful in providing county-wide standardised public transport information at a lower cost than previous, less-coordinated, efforts.
204. West Yorkshire PTE uses a custom-designed system (COSA Trackbuilder) to input timetable data and print on-street information displays. Current arrangements mean that York timetable data is already entered onto the Metro system for 'Traveline' (see below) purposes. It may be possible to develop this system, at an unspecified cost, to produce printed on-street displays in a York-specific format.
205. **Key message** - The feasibility of using COSA Trackbuilder to produce York branded timetable displays is worth considering if financially viable.

Saving/Efficiency

206. Continue to deliver the best possible printed bus information and publicity with the existing resource available. Commit to the printing of two bus route maps per annum.

Improvement

207. Provide additional staff resource (either internal or external) to better deliver printed bus information, possibly implementing the Essex and or Metro models.

Options – Traveline

208. The Council has to formally tender a contract for bus information telephone service provision and officers plan to have awarded this work by late 2009.
209. Depending on the outcome of the tendering exercise, which could result in York Bus Info calls being handled from a location anywhere in the UK, the Council will have to decide whether to retain the local number and continue to finance the as-yet un-quantified difference in call costs, or to adopt the National Traveline number (0871 200 22 33) adopted by many other parts of the country.
210. Every bus stop in the city would be re-labelled and all printed materials containing the widely-publicised 551400 number would need to be re-designed and published.
211. The Council has never previously publicised the national Traveline number as calls to this are charged at a minimum of 10p per minute (from a BT landline), significantly more expensive than a local call and therefore a potential disincentive to using the service.

Saving

212. Replace the number with the National Traveline number (0871 200 22 33).

Efficiency

213. Retain the existing local telephone number (01904 551400)

Options – Internet Journey Planner (Traveline)

214. Bus information is available free of charge on the internet by using the Yorkshire Traveline Internet Journey Planner (www.yorkshiretravel.net). This site is jointly funded by PTEs and local authorities across Yorkshire through the regional Traveline agreement.
215. Timetable data for York is currently input on our behalf by Metro (West Yorkshire PTE) at their Leeds offices. Data entry work is now done by Metro at cost. A formal tendering exercise could potentially take place to contract this work but is unlikely to result in cost savings for the council, and would most likely increase overall costs.

216. The only notable drawback of the current arrangement is that the data entry staff in Leeds have limited real-world knowledge of York and do not always appreciate local idiosyncrasies. This leads to occasional errors that cannot be rectified promptly as CYC have no direct access to Metro's COSA Trackbuilder system. Minor errors could potentially be corrected more quickly by TPU staff if a secure remote connection into Metro's system could be established.
217. The cost of this connection has not been established at this current time.

Saving

218. Continue to react to errors as and when they arise, appreciating that there will be a minimum two week lag on any incorrect information published on Traveline.

Efficiency/Improvement

219. Request that officers investigate the feasibility of remotely accessing York PTI data within the Metro 'COSA Trackbuilder' to improve data quality.

Real Time Passenger Information (RTPI)

220. Annex B provides Members with a detailed summary of progress on 'BLISS' (Bus Location Information sub-system).

Options – RTPI

221. Council staff currently undertake on-street surveys over a two week period, once per annum to monitor bus punctuality. This is largely carried out to fulfil LTP targets and does not provide an ongoing and precise indication of bus punctuality throughout the year.
222. First Group have a licence for a programme 'Bus Operator Reports' which provides accurate data for every bus service operated (as long as the vehicle is equipped with Real Time Passenger Information kit). On occasion, First have been happy to provide this data to the Council but are not in a position to do this on a regular basis.
223. As much of the information collated in Bus Operator Reports is 'commercially sensitive' to bus operators, the Council does not have a licence to access this data. Initial conversations with bus operators have suggested that they would be willing for the Council to purchase a licence to access the software if a data sharing agreement was signed, restricting the use of such information with regard to bus services operated on a commercial basis.
224. The cost of Bus Operator Reports is approximately £12,000 for a five year licence. If successful, this monitoring software could remove the need to employ casual staff to complete the LTP monitoring and over the five year period, deliver a saving.

Saving

225. There are no options for savings proposed in this area.

Efficiency

226. Purchase a licence for the 'Bus Operator Reports' product and run alongside on-street bus monitoring for one year before fully transferring to this stream of information

Bus stop infrastructure & priority for the bus

Infrastructure

227. Strategic direction for on-street bus infrastructure is set out in ANNEX C of this report.
228. **Key message:** Members note the contents of ANNEX C and support officer efforts to improve and maintain bus stop infrastructure to a high standard in York.
229. The Council uses high quality box-section flags and poles for city centre stops, which are custom made for York. In 2009, Transport Planning will begin a procurement exercise to identify framework suppliers for the following equipment:
- a) High quality box-section flags (portrait and landscape orientation)
 - b) High quality bus stop shelters suitable for use in the City Centre Conservation Area
 - c) Standard bus stop shelters
 - d) City Centre Improvements

Priority for the bus

230. The Council has a range of studies and works aimed at providing bus priority on key routes in York. Most of these are part of the Local Transport Plan Capital Programme and are usually multi-modal studies. In 2008/09, there are studies in progress and implementation for Blossom Street, Fishergate/Paragon Street/Piccadilly area and Fulford Road.
231. In addition, external consultants are carrying out an Orbital Bus Study. This will firstly look at long-term travel demands in the city, both on public and personal transport, making use of previous work. The second stage will look at cross-city and orbital movements, which are currently poor due to the natural geography and traffic congestion in York, and produce an outline programme of infrastructure improvements in the medium-term to enable the development of orbital bus routes. The study will also quantify the benefits of any such improvements and any effects on the existing network.

Air Quality

232. One of the key aims of LTP2 is to improve air quality. York does not currently have a Low Emission Zone however it does have an Air Quality Management Area, which covers the major roads in (and in close proximity to) the City Centre

area. Many of these roads are also bus corridors so the issue of air quality is pertinent to buses.

233. Cleanliness of engines is indicated by EURO standards. Buses are linked with HGV's in the 'heavy-duty vehicles' category, for which EURO V has recently been introduced. The table below shows EURO rating alongside date implemented:

Pre 1992	Pre EURO
1992	EURO I
1996	EURO II
2000	EURO III
2005	EURO IV
2008	EURO V
2013/14 (Proposed)	EURO VI

234. Latest figures show that 47% of the total York bus fleet is at EURO III standard. The LTP2 target for 2011 is 89% EURO III or better. City of York Council has no direct influence over how modern / environmentally friendly buses should be on commercial routes, however the First York fleet is one of the most modern subsidiaries of First Bus in the country.
235. A 2004 TAS study found that First York had the lowest average Nitrous Oxide output of any fleet in the country and ranks 5th and 6th in the tables for the least carbon monoxide and hydrocarbon emissions respectively. The fleet has been improved further by the introduction of the new Park and Ride fleet and FTR vehicles since the study. EYMS and Yorkshire Coastliner have also recently invested in new buses at EURO IV standard.
236. **Key message** - The commercial bus network compares well in terms of vehicle age when placed alongside many other British cities.
237. The minimum standard for tendered services is EURO II. On school services the current minimum requirement is lower, at EURO I, though Shadow Executive on 1st October 2008 hoped that "a higher standard would be sought for environmentally friendly vehicles...". In agreement with this, there is an officer desire to raise these standards to EURO III in the future, which will bring the school and tendered services in line with the aforementioned LTP targets.
238. Officers will continue to monitor the development of hybrid buses, where an electric motor could be used as the primary power source when in an air quality management area or the City Centre for example. Through the Quality Bus Partnership officers will also endeavour to encourage local bus operators to invest in more modern, cleaner vehicles, which will benefit those who choose to travel by bus and indeed, those who don't.

Options – Air Quality

239. This option would result in some very old (up to nineteen years at the start of the contracts) and potentially unappealing buses operating in York with little or no incentive for the operators to renew them.
240. This would project a negative image of buses and is undesirable. Air quality would suffer and as the hackney carriage taxi licences are moving towards a maximum vehicle age of eight years, this could be seen as penalising other modes of transport whilst the bus operators can run much older vehicles.
241. It is likely, however, that by pursuing this option, tender prices are likely to be lower.
242. All buses running on tendered services would be 11 years or younger commencing from the start of the contract. Generally speaking, modern buses are beneficial to the image of a service and are more likely to attract passengers as opposed to older vehicles. This is dependant on the operator however as a well looked after older bus can be more attractive than a poorly maintained newer one. Should children travel to school on more modern buses then perhaps they will be more inclined to view the bus as a mode of transport they are comfortable travelling on later in life. Measures to reduce reliance on cars are integral to LTP2.
243. The major limiting factor in raising the standards is the cost to the Council. More modern buses naturally cost more than like-for-like older ones so the operator is more than likely to pass the cost of improved vehicles onto the authority. The ‘flip side’ to this is that some of the companies who run more modern vehicles may be able to offer more competitive prices whereas with lower EURO rating guidelines they would not be able to contend on price. A balance therefore has to be achieved between the desire to provide more modern, environmentally friendly vehicles and the desire to simply provide a service
244. A rough indication of service bus costs taken from a second hand dealer shows a fourteen year old bus costing £8,000, a ten year old one costing £19,500 and an eight year old model priced at £33,000. This clearly shows significant variation in the price of older vehicles and the latter two both have EURO II engines so there is likely to be a fair variation in the quality of vehicles COYC could expect to run its services.
245. Other authorities have implemented similar initiatives and have experienced an increase in prices, though some doubt surrounds the validity of using an age or EURO minimum standard as it does not necessarily reflect the quality of vehicles used. EURO III may also not benefit CO2 levels as this is related to fuel consumption and due to the measures taken to reduce other pollutants fuel consumption is often worse in EURO III vehicles than EURO II. The benefits of having lower levels of the other pollutants, such as nitrous oxides, still stand though.

Saving

246. Retain the current conditions.

Improvement

247. Raise the minimum standard of engine rating on all tendered local bus services to EURO III from 2011.

Policy Framework

248. The introduction of some or all of the 'improvement' and 'efficiency' measures as outlined above will serve to further raise the image of York's public transport network and thus support modal shift.

Consultation

249. There is a recognition that any decisions made affecting the provision of public transport will potentially impact both the passenger and bus operators alike. Efforts have been made over the past year to strengthen the relationship between operators and the Council through the various guises of the Quality Bus Partnership and this work will continue into 2009.
250. No formal public consultation has been carried out on any of the options presented in this report.

Options & Analysis

251. Each option is presented and analysed in its own distinct section in the body of the report

Corporate Objectives

252. Council involvement in the provision of bus services contributes towards the following Corporate Aims as set out in the Council Plan. In particular, it contributes towards the "Sustainable City" and "Inclusive City" strategic objectives in the Community Strategy and Corporate Aim 1.3 to "make getting around York, easier, more reliable, and less damaging to the environment".
253. Council involvement also contributes towards achievement of the objectives embodied in the Council's Second Local Transport Plan; to reduce congestion, improve safety, improve air quality, improve accessibility, and improve other aspects of quality of life.

Implications

254. Implications for the proposals are:

Financial

255. The financial implications of the options considered in the report are shown in Annex D. Should Members agree to proposals that will change current budget levels the growth/savings implications will need to be included as part of the

2009/10 council budget proposals to be considered by the Executive 16th February 2009 and Budget Council 26th February 2009.

Human Resources (HR)

256. None

Equalities

257. None

Legal

258. None

Crime and Disorder

259. The introduction of a intelligent taxi-card scheme would eliminate the possibility of anonymous fraud, suspected in the misuse of national transport tokens.

Information Technology (IT)

260. None

Property

261. None

Risk Management

262. The risks associated with the recommendations of this report are assessed at a net level below 16.

Recommendations

263. That Members note the options presented in the various sections contained within the report and consider the following Officer recommendations:

264. *Commercial Bus Services*

A. Continued efforts should be made to improve passenger waiting facilities and bus priority measures across the City with effort focussed on commercial routes. Current investment levels in these areas should be sustained.

265. *Subsidised Bus Services*

A. Retain all subsidised services, to run to September 2011, with the exception of those services outlined in table 5 which should be discontinued (paragraph 87).

- B. Undertake a trial utilising a new Dial & Ride vehicle to deliver peak commuter journeys for a rural village.
- C. Do not consider replacing traditional buses with DRT or other community provision at the current time.

266. **Dial & Ride**

- A. Agree to the inclusion of one new, fit for purpose, minibus in the LTP Capital programme to be used for both Dial & Ride and rural, peak time, scheduled services.
- B. Instruct officers to investigate the possibility of renegotiating a new service level agreement with the current provider, York Wheels.
- C. Agree to an increase in fares from £2.50 to £3.50 for a day ticket and from £1.25 to £1.75 single on D&R and devolve future fare increases to the Officer in Consultation process.

267. **Park & Ride**

- A. Support the production of a further officer report on the partnership working, cost and potential options involved for the upgrading of P&R on-bus ticket machines to make them ITSO smartcard compatible.
- B. In the interests of speeding boarding times both in town and at site, officers seek Council approval to explore the introduction of off-bus ticketing facilities.

268. **Concessionary Travel**

- A. Retain the current operating hours for bus pass acceptance
- B. Withdraw any alternative to the bus pass to the over 60's however increase the value of tokens to £50 for eligible disabled.

OR

- C. Restrict token distribution to the over 75s, eligible disabled
- D. Increase the value of tokens to £40 (or estimated cost neutral amount) for this year and replace the anonymous token system with an auditable stored value taxi card system from 2010/11.
- E. Simplify the system for the under 60s disabled, abolishing the purchase of tokens arrangement and issuing a fixed sum of £75 for the year.
- F. Distribute tokens from The Guildhall and key parish venues (reducing the number of parishes from approx. 30 to around 10) and request that nursing homes collect their allocation from either of the above.

269. **YOzone**

- A. Instruct officers to investigate the options available to the Council in launching an 'all operator' YOzone 16-19 product and produce a subsequent report outlining the implications.

270. Bus Information

- A. Continue to deliver the best possible printed bus information and publicity with the existing resource available. Commit to the printing of two bus route maps per annum.
- B. Request that officers investigate the feasibility of remotely accessing York PTI data within the Metro 'COSA Trackbuilder' to improve Traveline telephone and internet data quality.
- C. Tender the travel information telephone service and retain the existing local telephone number (01904 551400)
- D. With agreement from bus operators, purchase a licence for the Real Time Passenger Information 'Bus Operator Reports' product and run alongside on-street bus monitoring for one year before fully transferring to this stream of information

271. Air Quality

- A. Raise the minimum standard of engine rating on all tendered local bus services to EURO III from 2011.

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Report Approved

 Tick

Date 08.01.09

Report Approved

Date Insert Date

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers:

- 1) Review of subsidised bus services by Halcrow (in hard copy in the Members' library or available electronically from the Members' M: drive)
- 2) Local Transport Plan (2006-11) & Annex D, Bus strategy

Annexes

- Annex A: Concessionary Travel
- Annex B: Public Transport Information
- Annex C: Bus Stop Infrastructure policy
- Annex D: Financial implications of recommended options

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Concessionary travel

Introduction

1. All York residents aged 60 or over currently have the choice of claiming an ENCTS (English National Concessionary Travel Scheme) bus pass, offering free bus travel across England subject to peak-hour restrictions, or £20 (per annum) of National Transport Tokens.
2. Residents aged under 60 with a qualifying disability may opt to either claim an ENCTS bus pass or purchase £100 of tokens per annum at a 75% discount.

English National Concessionary Travel Scheme (ENCTS)

Overview

3. The ENCTS pass has replaced the York & North Yorkshire concessionary bus passes which are now no longer accepted for travel.
4. The ENCTS bus pass was introduced on 1st April 2008. Full details of the introduction of the ENCTS pass in York can be found in the Concessionary Fares Manager's Annual Report 2008 which forms a background paper to this report
5. Take up of passes and 'ridership' are both higher than was anticipated. Concessionary trips in (or starting in) York were as follows:
 - 2006/7 2.9m
 - 2007/8 3.1m
 - 2008/9 est. 4m (based on figures received to date)

Background

6. Prior to 2001, the Council delivered its Concessionary Travel Scheme independently, using discretionary powers to make available National Transport Tokens to help eligible persons meet their travel costs. This was funded from the Council's own resources. With the legislative change in 2001, creating a statutory duty to make available a minimum half bus fare concession for local travel during "off-peak" times, the Council collaborated with the other districts in North Yorkshire to form the North Yorkshire Concessionary Fares Partnership.
7. This produced a standardised pass valid for travel throughout the County of North Yorkshire and City of York, and for unbroken cross boundary journeys to and from neighbouring areas. In 2004, the Council enhanced this for York residents by funding low cost flat fare off-peak travel for journeys wholly within the City boundary. In 2006, the statutory minimum concession became free-fare for off-peak local travel and, in April 2008, it became free-fare off-peak travel anywhere in England.
8. Most significantly, the change from local to National pass validity was accompanied by a shift in responsibility for making compensation payments to bus service operators for lost revenue from the pass issuing authority to the authority in whose area the pass is used. Places, like

York, which are local centres for the surrounding area, or attract leisure visitors, have therefore incurred increased liability, whilst some other Councils have benefited from reduced liability.

9. The combined effect of these changes has been to raise the cost to the Council of funding bus pass concessions, in stages, from around £600,000 in 2003/4 (the last year of half-fare local travel) to an estimated £4.3 million in 2008/9.
10. Assistance from central government in meeting this increased cost is outlined in Table 3.1 below.

Table 3.1 – Concessionary bus pass costs

Year	Cost to The Council	Central government assistance
2006/7	£2,250,000	
2007/8	£3,000,000	
2008/9	£4,200,000	£1,122,000
2009/10	£4,650,000	£1,138,000

11. Similar, inflation adjusted, amounts are promised for 2009/10 and 2010/11 under the government's three year spending programme. In 2006/7, most London and Metropolitan boroughs, 34 (out of 46) Unitary Councils, and 21 out of 238 Shire Districts received more additional funding than York. In 2008/9, outside London and other Metropolitan areas, only 7 other Unitary Councils received more additional funding than York. This reflects the shift of responsibility for reimbursement.

ENCTS entitlements

12. Government funding is intended to meet the costs of providing the Statutory Minimum Concession. Any enhancements, using discretionary powers, must be funded by Councils themselves. Our current Scheme includes the following enhancements:
 - Free weekday travel between 0900 and 0930 and after 2300 hours available to any National Concessionary Pass Holder
 - Free all day travel wholly within York for York residents qualifying on grounds of Blindness
 - Free travel for necessary companions of persons with disability
13. Although rising, the number of Companion passes is a relatively small proportion of the total and the passes appear to be used fairly infrequently. The number of Blind Passes is also relatively small, with low levels of use before 0900 hours. It is also believed, from the limited evidence available, that the incidence of Concessionary Travel after 2300 hours is comparatively low. The costs of these enhancements are therefore likely to be modest. Insufficient data is available to reliably quantify this, however.

14. There is substantial use of passes between 0900 and 0930, but any cost saving from withdrawing this facility is difficult to predict. Many journeys may simply be delayed until 0930 or later. This could cause service capacity problems and, if so, could lead to “Additional cost” claims from bus service operators which might actually increase our funding liability.
15. The government is currently consulting on revising Regulations governing eligible services on which concessions must be provided. This is intended to clarify some existing areas of interpretation. The proposal, however, is to remove certain services (outlined below) from statutory provision, whilst retaining the scope for individual Travel Concession Authorities to continue offering concessions on the affected services. There has not yet been any indication that funding allocations might be adjusted as a result but this could be a possibility in the future.
- Services on which the majority of seats can be reserved in advance of travel (e.g. National Express, some of whose services are registered in whole or part as local bus services for legal reasons)
 - Services that do not run at least once a week for a period of at least 6 consecutive weeks (e.g. York Station to Racecourse)
 - Services operated primarily for their historical interest of for tourism (e.g. City Sightseeing Tours and sea-front services)
 - Rail Replacement services
 - Services where the fare charged by the operator has a special amenity element (e.g. car parking associated with Park & Ride services)
16. **Key message** -The Council may have the opportunity to re-assess the inclusion of certain bus services in the free concessionary travel scheme in the future.

Operator re-imburement

17. The North Yorkshire Concessionary Fares Scheme reimburses bus operators for each trip made by pass holders on the basis of a proportion of an average fare paid by adult fare paying passengers on each operator's services. It is a proportion to reflect the fact that reducing a price stimulates journeys which would not otherwise be made. To ensure operators are “no better nor worse off” from the operation of Concessionary Fares Schemes, as required by Concessionary Fares legislation, this effect is calculated.
18. 61.95% of the average fare is currently paid on the basis of the calculations. It is assumed, due to lack of detailed data to consider alternative approaches, that the pattern (and therefore the average fare) of concessionary journeys is the same as that for fare paying adults. The average fare is calculated from data for adult single, adult return, and (where appropriate) adult day tickets and their respective recorded trip rates. The Council is unable to control the number of passes issued, the volume of pass use, or the fares charged by operators which feed into the average fare calculation.

19. The Partnership is intending to review this reimbursement rate in early 2009, with a view to possibly reducing it later in 2009. The current rate was based on forecasts of pass-holders' response to improved concessions. There is now sufficient data to examine the accuracy of the forecasts and to apply updated government advice on the calculation of reimbursement rates.
20. Under the Partnership Agreement, York reimburses operators based within the City whilst Harrogate Borough Council (the Lead Authority) reimburses other operators running services in the County. Recharges between the two authorities account for the elements of these reimbursements which are made on each other's behalf. York's reimbursement bill is currently about one third of the total Partnership expenditure. Two thirds of the remainder is accounted for by Harrogate and Scarborough.

Production of ENCTS passes

21. The changes made in April 2008 included introduction of a standardised smart-card National Pass throughout England. These require specialised and expensive secure issuing equipment. The Council, in conjunction with its North Yorkshire partners, decided therefore to outsource Card Production to a specialist supplier. Fujitsu was the only company to be awarded a framework contract for Card production by the government and the Partnership's initial order for new cards was placed with them.
22. For subsequent production, after consideration of other available alternatives, each District engaged separately with Charles Novacraft Direct Ltd to issue cards until March 2009. This approach was adopted to keep contract values within regulated procurement procedures which could be completed in the short time frame available. Passes are ordered via a secure internet link and generally mailed to the applicant by first class post the same day.
23. The arrangement has worked very well and is cheaper than the service offered by Fujitsu. New arrangements need to be procured for card issues from April 2009. These are likely to be co-ordinated as a joint procurement by the North Yorkshire Partnership members. Initially, exploratory talks are taking place with West Yorkshire Passenger Transport Executive, with a view to procurement through a contract recently tendered by them. Their preferred supplier is Charles Novacraft Direct Ltd. The contract will include provision for participation by other authorities primarily as part of the separate YorCard project. If this option is not possible, then a separate tendering exercise will need to be conducted, with existing arrangements extended in the short term.
24. **Key message-** The procurement of new passes will be on North Yorkshire-wide basis, potentially with integration with West Yorkshire PTE.

National Transport Tokens

25. Travel tokens have been distributed by City of York Council for well in excess of 30 years to eligible individuals and are used to assist with the cost of transport.
26. In recent times, the popularity of tokens has declined due to increasingly generous bus travel concessions for older & disabled people. Token take-up also decreased significantly in 2008/09 due to the Council halving the amount of tokens offered (to £20), coincident with the introduction of a free national bus pass.
27. A report was presented to City Strategy EMAP on 14 July 2008 in response to a petition request for tokens (2008/9) to be returned to the £40 level of the previous financial year. This was rejected, but Members requested that officers present a report to the Executive considering the role that tokens (or an alternative form of concession) might play for the next financial year. The proposed report has now been subsumed into this public transport review.
28. The number of claimants of national transport tokens and bus passes in the last five years is outlined in table 2 below.

Table 3.2

	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09 (Year to date)
Tokens	21,589	22,386	21,098	15,774	13,124	7,806
Passes	10,686	15,687	18,625	23,936	27,826	34,718
Total	32,275	38,073	39,723	39,710	40,950	42,524
Tokens Value	£24.00	£50.00	£40.00	£40.00	£40.00	£20.00
Pass Value	Half fare	50p Single	50p Single	Local Free	Local Free	National Free

29. The cost of providing tokens has reduced from £525,000 in 2007/8 to £156,120 (this year to date). This appears to represent a significant reduction in Council expenditure. The cost of delivering concessionary travel has, however, risen by around one million pounds in the past year when considered in its entirety.

Who are transport tokens for?

30. Currently, anyone over the age of 60 (or with a qualifying disability) is entitled to transport tokens as an alternative to the bus pass. Those over 60 receive a fixed allocation, whereas younger disabled qualifiers may purchase a limited quantity (currently £100 worth each year) at one quarter of their face value. A higher proportion of those over 75 (increasing to over one third of claimants by age 85) choose tokens rather than passes.¹

¹ According to the 2006 mid-year estimate there are 15,700 people aged 75 or over in York.

31. The main advantage of tokens is that they assist with the cost of travel for those people who live where there are inadequate bus services, or who as a result of disability or infirmity are unable to use a bus. Transport tokens provide an alternative to the bus pass and can be redeemed against taxi, rail and bus fares.
32. In York, a majority of the journeys that will be made using transport tokens will be by taxi or as part of the voluntary car scheme (York Wheels).

Proposed improvements

33. Many other local authorities in England, provide an alternative to the bus pass. Officers are of the view that this alternative should be better targeted than it is at present, to increase the value of the concession for those who need it most.
34. The main weaknesses of the current system are that once the tokens are distributed, the Council has no way of monitoring how (or indeed, if) they are used, their availability to all eligible persons as an alternative limits the value of assistance with travel costs which the Council can provide for those in most need, and their use for the intended purpose is not adequately controlled.
35. Alternatives in the form of a 'taxi card' exist in the market place and are used by other local authorities. These schemes have relatively low capital and running costs and provide reliable data on usage. In addition, at the end of a given period (eg monthly, quarterly or annually), cards can be re-set and the Council will only pay for journeys made during this period, ensuring that there is better financial control.
36. The estimated capital cost of introduction of a taxi card scheme is thought to be in the region of £100,000. On the basis that each claimant received £50 per annum, with a total take up of 5,000 passes, the estimated annual cost could potentially be £300,000. This sum would be offset by any stored value not used within the given period and the administration cost is unlikely to be significantly higher than that of the existing tokens scheme.
37. An Open EU tendering process, which would take about six months to carry out, would have to be undertaken for the procurement of a taxi stored value card system. This has therefore been proposed as an option for delivery from 2010/11.
38. As a result of the late decision to halve the provision of tokens in February 2008, the Council currently has approximately £240,000 worth of transport tokens which could be used for 2009/10 provision, should the need arise. Alternatively, the tokens could be sold back to National Transport Tokens.²

² Concessionary Solutions (formerly National Transport Tokens Ltd) would potentially charge an administration of on any tokens they buy back.

39. The options presented in the main body of this report are as follows:
- a. Retain the status quo (eg £20 distribution of transport tokens alternative for over 60 concessionaires and younger disabled discount purchase scheme). Cost estimated to be approximately £170,000 and is included in the current budget.
 - b. Withdraw any alternative to the bus pass. This option would save approximately £170,000 on token provision but would be subject to a forecast £120,000 increase in concessionary bus pass use.
 - c. Better target priorities by restricting token distribution to the over 75s and eligible qualified disabled. The aim of this option would be to provide an increased level of tokens to a reduced audience which would be cost neutral (ie £170,000).
 - d. Distribute £50 worth of tokens to the eligible disabled and abolish distribution events. It is anticipated that the net increase cost of providing this will be £15,000.
 - e. Simplify the system for the under 60s disabled, abolishing the purchase of tokens set up and issuing a fixed sum for the year. This option is unlikely to have any financial impact and only affects 90 people.
 - f. Increase the value of tokens to £40 (or estimated cost neutral amount) for this year and replace the anonymous token system with an auditable stored value taxi card system from 2010/11. The total cost of introducing a taxi card in year 1 could be in the region of £400,000 but will depend on the level of take up.

Distribution of tokens/bus passes

40. In 2008, a month long event was held at the Guildhall to distribute both tokens and the newly created national bus pass. This year there is no need to have such an event for the distribution of bus passes as none of them will have expired.
41. In previous years, tokens have been distributed centrally at the Guildhall, at parish venues and by direct delivery to nursing homes. In 2008, the total cost of this operation was £28,147.³
42. If Members decide to issue tokens as an alternative to the bus pass again in April 2009, it will need to be established how this will be done.
43. The options presented in the main body of this report are as follows:

³ The combined cost of the 2008 tokens & ENCTS passes distribution was £61,430.

- a. To distribute tokens from The Guildhall, parish venues and by delivery to nursing homes
- b. To distribute tokens only from The Guildhall and parish venues requesting that nursing homes collect their allocation from either of the above.
- c. To distribute tokens only from The Guildhall and key parish venues (reducing the number of parishes from approx. 40 to 10)

YOzone

44. The YOzone card was launched in the late 1990s with the aim of providing a common age-identification card for under-16s. Cards were issued from the Bus Information Office until 2006 and are now issued from 9 St Leonard's Place.
45. The card was re-launched in 2007 as a result of falling take-up. Improved fare discounts were sought from bus operators, who were initially concerned that they may fall foul of competition legislation. After the Council sought legal advice on the matter, it was agreed that operators must set their own fare discounts without discussion with the Council or one another. First York subsequently introduced a 50p single fare for card-holders, with most other operators offering a half-fare discount.
46. In March 2007, a team from the council visited most secondary schools in York for the first time to photograph and process applicants. This had the effect of doubling take-up to over 50% of eligible students.
47. The YOzone card is issued to secondary school pupils aged 11-16 who live or study in the City of York area. The card permits reduced-fare travel for all local journeys on participating companies' bus services. As the Council provides no fare subsidies, the amount of discount is set by each bus company, but is typically at or below half the adult fare for the trip. The principal objective of the YOzone card is to encourage young people to use public transport and continue to use sustainable modes of transport as they enter adulthood.
48. A team from the council visited all York secondary schools during October and November 2008. 1,750 new cards have been issued as a result.

16-19 proposals

49. It has long been an aspiration to extend discounted bus travel to include the 5500 (approx.) students in full-time further education (i.e. aged 16-19).
50. Following members' endorsement of the initiative, letters were sent out to all local bus operators asking for their views on the initiative. Two operators in the city already offer reduced fares for this age group, so are

thought likely to offer some degree of discount. The willingness of other operators to participate will depend on their current corporate priorities.

51. At least two significant operators have declined to participate in the YOzone 16-19 scheme, legitimately citing loss of revenue as their main concern.

52. The options presented in the main body of this report are as follows:

- a. To proceed with the YOzone 16-19 product, irrespective of certain operators' refusal to participate.
- b. To request that officers further investigate the options available to the Council in launching an 'all operator' YOzone 16-19 product and report to a subsequent meeting of the Executive.
- c. Take no further action.

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Public Transport Information

Overview

1. Current and understandable public transport information is key to encouraging modal shift and to making the majority of York accessible for visitors and residents alike without the need for a car.
2. The quality of printed literature has been greatly improved during 2008 to support the publicity of the York bus network. Key highlights of the past year and plans for the year to come include the following:
3. **Bus event** - A public transport information event was held in the city centre in July 2008. The two-day 'Bus-Doctor' event in Parliament Street provided an opportunity to launch York's new bus route map and guide; provide information on bus timetables and routes; promote the local Traveline service number for bus information (01904 551400) and help the public with their journey planning enquiries. The event was very well attended and over 2,000 bus route guides given out. It is planned for this event to be repeated in 2009 and built upon with further events taking place.
4. **In Town, Without My Car!** is an established event whereby on the 22nd of September each year, town centre streets across Europe close to traffic, and open up solely for people to enjoy walking, cycling, street theatre, live music, dancing, public art and children's play areas.
5. This report proposes that York should be a part of ITWMC day in 2009 and that public transport should be promoted as an alternative to mode on the day. Several bus operators have already offered to participate in the event and it is hoped that through the closure of a significant number of City Centre street to cars on the day, it will be an excellent opportunity for local residents to sample public transport.
6. **Key message-** In Town, Without My Car! should include a significant focus on the role of public transport, enhanced by the removal of cars from several key city centre streets.
7. **Bus route map poster-** A new all-operator bus route map for York was produced in June 2008, the first such map in five years. This large scale, semi-schematic map was produced for use in bus shelters across the city and has also been distributed for display at key public sites such as libraries, council offices, the university and at major workplaces. The poster also contained an inset map illustrating boarding points in the city centre to enable easier multi-operator journeys and key interchange points. An updated version was produced and distributed in September 2008 due to bus network changes.

8. A revised poster will be issued following timetable and route changes this Spring.
9. **Bus route map and guide.** A printed bus route map and guide was also produced for public use in June 2008. The bus route maps incorporated a general guide to using bus services in York and details of concessionary fares available. In addition, the map included a destinations list showing how to get to the top 70 most popular destinations in York by bus; contact details for all bus operators; and a frequency list showing at-a-glance information on which operators provide which route to which destination and how frequently.
10. Supplies are regularly distributed to key public sites in the city including libraries, council outlets and major education establishments and employers. An updated version was produced and distributed in September 2008 due to bus network changes and a revised guide will be issued following timetable and route changes this Spring.
11. **'yournextbus'.** Significant work has been undertaken towards the launch of this text messaging service in early 2009. Your Next Bus enables any intending bus passenger with a mobile phone to find out, in real time, how far their next bus is away from their stop. The vast majority of bus stop flags in the City are now labelled with their own, unique identifier.
12. **Park & Ride re-branding.** In partnership with First Group, the Park & Ride vehicles were re-branded and a new range of publicity and posters will be launched in conjunction with the new contract commencement in February 2009.
13. **'Carwise'.** This informative booklet details how motorists can reduce their fuel costs and emissions through smarter driving, such as reducing loads in the car; improving driving style to reduce fuel use; and smarter journey planning. It also provides information on more 'greener' ways of using cars, such as the use of alternative fuels, buying an environmentally friendly car, joining a car club or signing up to York's car share scheme.

At bus stop information

14. Transport Planning Unit currently produce on-street timetable information at city centre stops for Park & Ride services, Council-subsidised services and those operated by smaller bus companies (such as Reliance and Stephenson's).
15. Prior to the deletion of the Public Transport Data Coordinator post in 2006, the Council was sufficiently resourced to produce custom, composite timetable displays in a common format. These were produced for all stops in the city centre and at several other key locations around the CYC area.
16. First, Coastliner & Arriva produce their own on-street timetables in the city centre. Outside the city centre, all operators are currently expected to

provide information on their own services. The quality and style of information displayed differs from operator to operator.

17. The new Council-produced Bus Route Map posters are displayed in shelters where large-format timetable cases are fitted and Council-produced stand allocation maps (“Where to board your bus”) are displayed at a number of city centre stops.
18. To improve the quality of at-bus stop information delivered in York, the Council might take the decision to produce information for every bus stop in-house. This would require additional resource on a periodic basis. Alternatively, we might look to outsource this responsibility to an external contractor or local authority to produce.
19. The options presented in the main body of this report are as follows:
 - a. Provide additional staff resource to better deliver printed bus information.
 - b. Engage an external local authority or private company to deliver improved printed bus information.
 - c. Take no action and continue to deliver the best possible printed bus information with the existing resource available.

20. If options a or b are to be considered, then either or both of the following examples from other areas of the country are strongly worth considering:

The partnership approach - Essex

21. A new information partnership initiative was recently unveiled between Essex County Council and their local bus operators. A set number of bus service change dates are agreed per year, and if operators keep to these dates, the County Council will print standard-format timetables free of charge for any stops within the county boundary. Any timetable amendments arising due to changes outside the agreed dates are undertaken at the bus operators’ cost.
22. Bus operators then put in place the timetables along their routes, with agreements in place for larger operators to assist smaller ones where required. The initiative is reported to have been highly successful in providing county-wide standardised public transport information at a lower cost than previous less-coordinated efforts.
23. **Key message** Consultation should take place with operators through the Quality Bus Partnership to discuss the creation of an information partnership agreement.

The uniform approach - Metro

24. West Yorkshire PTE uses a custom-designed system (COSA Trackbuilder) to input timetable data and print on-street information

displays. Current arrangements mean that York timetable data is already entered onto the Metro system for 'Traveline' (see below) purposes. It may be possible to develop this system, at an unspecified cost, to produce printed on-street displays in a York-specific format.

25. **Key message**- The feasibility of using COSA Trackbuilder to produce York branded timetable displays is worth considering if financially viable.

Traveline

Overview

26. The Government places a responsibility on all PTEs, County & Unitary Councils to provide bus timetable information to the public by telephone and via the internet.
27. Traveline provides a standardised, operator-independent public transport information service throughout all regions of the UK via a network of call-centres and websites, funded by the DfT, PTEs, local authorities and transport operators.

History

28. Until May 2006, a service was provided for in York by the Council-operated Bus Information Centre on George Hudson Street. Enquiries were taken in person and by telephone using the local number (01904) 551400.
29. Following the closure of the centre, a short-term contract was signed with East Yorkshire Motor Services to take bus information calls at their BusCall centre in Hull at a cost of approximately £17,000 per annum. To make the transition as smooth as possible for the public, it was decided to retain the local telephone number, with the council covering the difference in cost between a local-rate call and the diversion to Hull. This entails a small cost to the council of around 1p per minute per call, totalling an average of around £100 per month on top of the fees charged by EYMS.

Current Situation

30. The contract with EYMS has been extended several times, the last extension having been made in late 2007.
31. There are around 20 other Traveline call centres around the UK capable of handling bus information enquiries. To satisfy procurement guidelines a tendering exercise should be carried out to find the best value call centre provider.
32. **Key message** The Council has to formally tender a contract for bus information telephone service provision and officers plan to have awarded this work by mid-2009.

33. Depending on the outcome of the tendering exercise, which could result in York Bus Info calls being handled from a location anywhere in the UK, the Council will have to decide whether to retain the local number and continue to finance the as-yet un-quantified difference in call costs, or to adopt the National Traveline number, 0871 200 22 33, adopted by many other parts of the country.
34. Every bus stop in the city would be re-labelled and all printed materials containing the widely-publicised 551400 number would need to be re-designed and published. The Council has never previously publicised the national Traveline number as calls to this are charged at a minimum of 10p per minute (from a BT landline), significantly more expensive than a local call and a potential disincentive to using the service.
35. The options presented in the main body of this report are as follows:
 - a. Retain the existing local telephone number (01904 551400)
 - b. Replace the number with the National Traveline number (0871 200 22 33).

Internet Journey Planner

36. Bus information is available free of charge on the internet by using the Yorkshire Traveline Internet Journey Planner (www.yorkshiretravel.net). This site is jointly funded by PTEs and local authorities across Yorkshire through the regional Traveline agreement.
37. Timetable data for York is currently input on our behalf by Metro (West Yorkshire PTE) at their Leeds offices. This agreement was informally arranged in early 2006 following the departure of the previous Public Transport Data Coordinator. Metro have a large data entry team which has proven to be more efficient and resilient than any separate staffing arrangements that CYC could put in place.
38. Data entry work is now done by Metro at cost. A formal tendering exercise could potentially take place to contract this work but is unlikely to result in cost savings for the council, and would most likely increase overall costs.
39. The only notable drawback of the current arrangement is that the data entry staff in Leeds have limited real-world knowledge of York and do not always appreciate local idiosyncrasies. This leads to occasional errors that cannot be rectified promptly as CYC have no direct access to Metro's COSA Trackbuilder system. Minor errors could potentially be corrected more quickly by TPU staff if a secure remote connection into Metro's system could be established.
40. The options presented in the main body of this report are as follows:

- a. Request that officers investigate the feasibility of remotely accessing York PTI data within the Metro 'COSA Trackbuilder' to improve data quality.
- b. Continue to react to errors as and when they arise, appreciating that there will be a minimum two-week lag on any incorrect information published on Traveline.

Real-time Passenger Information (RTPI)

Overview

41. Introduced in 2002, 'BLISS' (Bus Location Information Sub-System) was intended to improve the reliability of bus services in the city whilst stimulating patronage growth by increasing passenger confidence in buses through the provision information on their arrival in real time.
42. The reliability of the BLISS system has been variable over the past six years. As a consequence the full benefits of the system have never, to date, been realised. Despite problems with the system both the Council and bus operators in the city remain fully committed to the project. The implementation of many successful projects elsewhere in the country has proved that similar systems can and are delivering the benefits that were promised as part of the BLISS system.
43. Partnership working has led to a number of key improvements this year and much effort is currently being made to ensure that at stop displays, web information and traffic light priority are all working to a level not previously experienced in York.
44. The system is managed for the Council by Network Management with support from the Transport Planning Unit.
45. As of January 2009, all buses operated in the city by First York, Arriva, Yorkshire Coastliner, Harrogate & District, plus the EYMS X46 fleet, are fitted with real-time equipment. All other services are displayed on the system, but only provide scheduled timetable information.
46. All stops along RTPI enabled routes have been labelled with 'yournextbus' logos and stop codes, allowing public use of the SMS service. Following the conclusion of preliminary trials, 'yournextbus' will be launched in early 2009.

Services for the public

47. The public can access real-time information on bus services in the following ways:
48. Electronic LED matrix displays. These 3-line LED displays show the next 3 bus departure times from the associated stop. There are around 30 of these displays around the city centre and along key routes. These displays are usually mounted under shelter canopies but a small number

of freestanding installations exist. These units are gradually being refreshed to improve performance¹.

49. Cityspace kiosks with LCD displays. These larger full-colour displays, based on LCD flat-screen technology, show a list of departures either for a single stop or a cluster of stops depending on configuration. A further touch-screen display allows free public access to the internet Journey Planner. A large-format plasma display is installed on the inside of the Railway Station entrance.
50. 'yournextbus' – SMS, web. Each bus stop in the city has been assigned a unique 8-digit code. This can be used to find real-time information for the stop, either by sending an SMS text message containing the stop code to 64422, or currently via wypte.acislive.com on the internet. The SMS service costs each user 12p plus their normal SMS rate per enquiry. Work is in progress to launch a York-branded traffic information site which will include real time bus information as well as car park, roadwork and other network management news.

Services for operators/Council

51. Bus operators benefit from the system in the following ways:
52. 'Busnet Live' is a software interface with the BLISS system which allows operators and the Council to manage and monitor the progress of buses on a day-to-day basis. In the city, currently only First York have a license for the software as costs in the past have been prohibitive for other companies. It is understood that the license costs may well be more affordable now and should this prove to be the case then selling the benefits of the system to smaller operators may become easier to achieve.
53. **Key message** - Officers will continue to encourage smaller operators to purchase real-time equipment for their vehicles and will investigate how this can best be achieved.
54. 'Bus Operator Reports' is a software package which stores and provides tools to analyse historic data. An accurate picture of bus punctuality and traffic delays can be built up over a period of time and improvements can be implemented where appropriate.
55. As much of the information collated in Bus Operator Reports is 'commercially sensitive' to bus operators, the Council does not have a licence to access this data. Initial conversations with bus operators have suggested that they would be willing for the Council to purchase a licence to access the software if a data sharing agreement was signed, restricting the use of such information with regard to bus services operated on a

¹ Buses entering York from further a-field (e.g. 'Coastliner' services) are equipped with GPRS technology rather than the native radio (PMR) units. The only way to ensure that they displayed at bus stops was to modify the units, installing GPRS technology, which has the capacity to identify code from local radio transmitting buses as well as from GPRS buses.

commercial basis. The cost of Bus Operator Reports is approximately £12,000 for a five year licence.

56. In the main body of the report, Members are asked to consider the purchase of a licence to access 'Bus Operator Reports' which will allow the Council to remotely monitor and build up a more realistic picture of bus services in the City.

CITY OF YORK COUNCIL – Bus Stop Infrastructure Policy

Aims and objectives

This policy forms part of the Bus Strategy. As such, it contributes to the delivery of Local Transport Plan priorities:

- Tackling congestion
- Improving accessibility for all
- Safer roads
- Improving air quality
- Improving the quality of life
- Supporting the local economy

When it comes to scheme prioritisation, decision makers should take into account the adopted hierarchy of road users (from Table 5.1 in the Local Transport Plan)

- (i) Pedestrians
- (ii) People with mobility problems
- (iii) Cyclists
- (iv) Public transport users (includes rail, bus, taxi, coach and water)
- (v) Powered two wheelers
- (vi) Commercial/business users (includes deliveries and HGVs)
- (vii) Car borne shoppers and visitors
- (viii) Car borne commuters

(Note: Pedestrians with mobility problems are given the highest priority)

Rationale

An accessible local bus network is crucial for people to get around York, to reduce congestion and improve air quality. Whereas commercial bus operators have invested heavily in easily accessible vehicles, these are of little use if there are other obstacles in the street environment that hinder boarding and alighting. This is particularly important for some disabled people and those with push chairs or other luggage. If people do not have confidence that every change point in their journey will be accessible, they may not even attempt to make their journey by local bus. It is also crucial that bus passengers (and potential passengers) have adequate information about available services and a quality waiting and boarding environment. Bus stops and their immediate vicinities are one of the key ways in which the council can make significant improvements to benefit bus passengers.

Legislative framework

The council's power to install bus stop clearways is contained within the Traffic Signs Regulations and General Directions (TSRGD) 2002. This enables the Council to create enforceable bus stop clearways without a Traffic Regulation Order (TRO).

Paragraph 29 of the Department for Transport Circular (02/2003) states that "[t]his also means that there is no specific requirement under the Road Traffic Regulation Act 1984 to consult those affected over proposals to install bus stop clearway signs and markings at particular locations, or to hold a public inquiry to consider any unresolved objections. The Department nevertheless recommends that those likely to be affected should be consulted over the location and times of operation of clearway restrictions, and that the hours of operation and enforcement should take account of the hours when buses are operating."

The Council has taken the decision to revoke all previous TROs applying to bus stop clearways. As such, all bus stop clearways in York are under the provisions of the TSRGD.

Standards

Specifications

Although this document is not intended to be a design guide, there are certain key policies that link to the above priorities and need to be mentioned here. This document covers the entire bus stop package, including: raised kerbs and bus boarders, bus stop pole and flag, timetable cases, Real Time information displays, clearways, shelters, lighting and pedestrian waiting areas (ancillary street furniture and space).

Kassel kerbs are designed to enable buses to line up with the kerb for easier boarding and alighting. They are slightly higher than standard bullnose kerbs at 160mm and, if installed and used correctly, guide the front wheel of a bus approaching the stop. The Council installs Kassel kerbs at all new locations, where possible, with a minimum run of 8m. Where these are provided, it is essential that the road surface is maintained to a reasonable standard to avoid damage to buses. Where Kassel kerbs are installed, their start and finish should be marked with yellow bricks set into the pavement. These should not be used on standard kerbs (even if these are raised to Kassel height).

Bus laybys are not generally used except in areas, such as those with high traffic speeds or poor visibility for following traffic, where road safety may be an issue. In these situations, a half-width layby will be the first option considered.

Routes defined as high frequency (at least 10 minute frequency) and those in the city centre are marked with square-section poles and box section flags. All other stops have standard 74mm diameter poles and plate flags. The council avoids wherever possible attaching bus stop flags and timetable cases to lamp columns or other third party property.

Sign content:

- City centre stops at the following clusters have landscape box flags with the following information: Bus logo, stop name, routes that serve the stop and destinations, yournextbus information, Businfo logo, including telephone number.

Blossom Street, Clifford Street, Piccadilly/Merchantgate, Rail Station, Rougier Street, Stonebow, Theatre Royal/Exhibition Square

- Other stops in the city centre and on high frequency routes have portrait box flags with the following information: Stop name, route number, yournextbus information, Businfo logo, including telephone number.
- Other stops have plate flags with the following information: Bus logo, Businfo logo, including telephone number, yournextbus information

The council aims to provide single timetable cases at all used bus stops. Where necessary, such as at stops with a high number of services, a double case may be installed.

Bus stop clearways are usually marked on the carriageway where demand for on-street parking is high and there is a risk of bus access to stops being impeded. Where possible, these are 37m in length for rigid buses. In partnership with bus operators, the council may mark 51m clearways, where possible, on some routes to allow for the use of articulated buses. Bus stop clearways may be excluded or shortened where other restrictions are already in place, such as yellow lines or near pedestrian crossings.

At stops where there are no street lights, lighting may be installed if the stop is likely to be used in the evening to improve road safety or personal security. This is often limited by the availability of (or cost of installing) mains electricity. However, the council is trialling solar-powered lighting at several locations and this or wind-powered lighting may offer a solution to where it has been infeasible to install lighting in the past.

The council will look to provide shelters, where practical, at city centre stops and inbound stops where there is sufficient usage to justify them. City of York Council is responsible for the provision and maintenance of all bus stops in the unparished area of the city. It is also responsible, where requested, for all shelters on high frequency routes in parished areas. All other shelters and upgrade work are the responsibility of the parish council for that area or, if it decides to do so, the local ward committee. City of York Council has, in some instances, part-funded the installation of shelters along with parish councils or ward committees. All shelters installed using ward committee funds are maintained by the council through revenue budgets.

Consultation and involvement

City of York Council will consult local residents, ward councillors and the parish council, where appropriate, on all major stop upgrade work, giving 3 weeks' notice. Where there is not agreement, ward councillors will be offered a site visit to discuss the issues. The Council will only provide detailed feedback to residents on the decision made on request. This is additional to the 7-day notices issued by direct works operators.

No consultation is normally undertaken for minor upgrades and changes, for example when a previously unmarked custom stop is marked for the first time or for stops that have no adjacent properties directly affected.

Where a proposed development is contentious or unresolved issues remain, the decision may be escalated to a full Officer in Consultation process.

Siting

Careful attention will be given to the detailed location of bus stops, with highway safety being the primary consideration. The Council will not make a decision without consultation as outlined above. Every effort will be made to minimise any inconvenience or intrusive effect on nearby property. The checklist included in Appendix A will be applied to each new or resited stop, which will involve a desktop analysis of the stop in relation to the bus and other transport networks and a site survey.

Particular attention will be given to siting and design of stops that fall within Conservation Areas. All bus stop poles in these areas will be dark green.

Within built up residential areas, bus stops will not normally be more than 400m apart.

Sight lines and highway obstructions, traffic islands, impact on other road users when bus approaching, waiting and leaving stop.

Lighting and security considerations.

Drainage.

New developments

Indicators 11A and 11B in the Local Transport Plan 2006-2011 relate to new development within the city:

- Indicator 11A: Proportion of new residential or commercial developments over 0.4Ha that are built within 400m walk of a frequent (30 minute frequency) public transport service.
- Indicator 11B: Proportion of new developments over 0.4Ha contributing either financially or physically to pedestrian, cycle or public transport networks.

Residential, industrial or commercial developments above 0.4Ha will therefore normally trigger the installation of new bus stops, if there are inadequate existing facilities in the area.

Investment strategy

Route upgrades are the means by which the council makes most investment. Taking this approach gives confidence to users that, at every point in their journey, they will be able to transfer with ease.

To date, the Council has carried out upgrade work on all Metro Routes from 1 to 10, the southern section of route 11, route 13, route 415 and the 840 series. The Council needs to revisit some routes to complete their upgrading.

Every year of the Local Transport Plan, a small amount of the capital programme (currently £5,000) is reserved for minor works that are needed throughout the year. This allows the council to react to changes in the bus network as they occur.

New routes and deviations. The council will attempt to assess and implement necessary infrastructure improvements in time for any changes. This may not be possible however, if resources have not been allocated for this work.

Ad hoc requests on existing routes are recorded and assessed. If agreed, these will be included within main capital programme work.

Prioritisation

Most funding for bus stop infrastructure improvements comes from one of two sources – Local Transport Plan (LTP) Capital Programme and ward committee funds. Both of these have their own prioritisation processes. In the case of the LTP Capital Programme, individual stop works will usually be aggregated as a package of work and scored across the LTP priorities against other transport schemes. However, the scoring system used does not work well when applied to individual stop works. Therefore, an alternative system is needed, which takes account of the following factors:

- Priority groups affected (whether benefiting or not)
- Number of users affected
- Distance to next stop
- Frequency of service
- Condition or status of other stops on the route (priority is given to routes where upgrades have already occurred)
- Average length of waiting time and punctuality.

Each stop work will therefore be graded on a scale of High-Medium-Low.

Procurement

Procurement policy <needs looking at>

City of York Council has a 20 year contract with JCDecaux, which started in July 1999. JCDecaux provides installation and maintenance of the following shelters and pays an advertising fee to the council in relation to this:

- 80 advertising shelters (39 Foster type, 41 Standard type)
- 57 non-advertising shelters (14 Foster type, 43 Standard type)

Maintenance of council-owned shelters is undertaken by Highway Infrastructure. Maintenance of stops and the carriageway in the area around the stop is of high priority because of the effect this has on overall accessibility, pedestrian and passenger safety and the potential damage to vehicles.

Stop infrastructure records

New infrastructure and upgrades are recorded centrally on the following spreadsheet. This contains details of all requests including its status and acts as a frontsheet for other documents.

[\\dedsdata\dev_serv\\$\GROUP\Transport_Planning\Sustainable_Travel\Buses\Bus Stops and Shelters\Bus stop infrastructure work log.xls](\\dedsdata\dev_serv$\GROUP\Transport_Planning\Sustainable_Travel\Buses\Bus_Stops_and_Shelters\Bus_stop_infrastructure_work_log.xls)

Stop records

- Work flow spreadsheet
- Asset register – EXOR

APPENDIX A – Bus stop checklist

Desktop assessment:

How frequent are services to the proposed stop?

How many properties will be served by the stop?

How close is the stop to destinations, such as local services or other transport nodes?

Are there any properties or facilities designed specifically for disabled people in the area? (Distance to the nearest stop should be reduced to 100m, if practical)

Will the stop be closer than 300m from the next stop in both directions?

Are buses likely to layover at the stop at any point during the day? Will this impact on other traffic?

Will buses using the stop conflict with other (especially vulnerable) road users? For example, is it on a heavily used cycle route?

On-site assessment:

How easily can a bus approach and pull away from the stop? Will doing so put the vehicle in an unsuitable position, for example when approaching a speed cushion or other restriction? (Swept path analysis may give a more accurate picture for proposed works.)

Are there other highway obstructions, such as traffic islands, stopping traffic flow when a bus is on the stop?

Will a bus block other road users' view of other road signs when at the stop?

Can vehicles approaching from behind see a parked bus in sufficient time to be able to stop? Particular attention needs to be paid if the stop is likely to be used by articulated buses or more than one bus at a time.

Can vehicles pull up behind a parked bus and have a clear view of the road ahead? As before, particular attention needs to be paid if the stop is likely to be used by articulated buses or more than one bus at a time.

Are there any residential properties close to the stop that may be overlooked (especially if the route is likely to be served by double decked buses)?

How isolated is the site, especially in the evening?

How suitable are walking and cycling routes to and from the proposed stop?

Will pedestrians have to negotiate steep gradients to get to or from the stop?

Is there sufficient room for passengers to wait without obstructing other pedestrians?

Is there hardstanding at the site?

Will the bus stop result in a significant loss of on- or off-street parking or loading areas? This will be more important if there are no alternative sites in the area. If so, would a bus boarder be a suitable compromise?

Site enhancements:

If there are no kerb replacements or realignments planned, are there any other carriageway issues that need to be investigated, such as drainage?

Is there a need for additional lighting or security improvements?

Is there an immediate need for seating or other street furniture, such as litter bins.

Is there an immediate need for cycle parking or other cycle infrastructure?

APPENDIX B – Contracts and service level agreements

Highway Infrastructure (maintenance, including cleaning)

Engineering Consultancy

Transport Planning issues briefs to Engineering Consultancy for capital works (either study or implementation briefs).

JCDecaux

City of York Council has a 20 year contract with JCDecaux, which started in July 1999. JCDecaux provides installation and maintenance of the following shelters and pays an advertising fee to the council in relation to this:

- 80 advertising shelters (39 Foster type, 41 Standard type)
- 57 non-advertising shelters (14 Foster type, 43 Standard type)

APPENDIX C – Technical specifications

Standard Bus Shelter specification (non- JCDecaux)

Manufacturer – Queensbury Shelters (or similar)

Range – “Arun”

Colour – CYC Green (Queensbury have the RAL no.)

No. of bays – 3 x 1.290 metres fitted with toughened glass

Enclosed, Cantilever, or Cantilever with two half end returns as site permits

Integral seating to be fitted

Lighting to be included and connected to a mains supply if feasible.

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Financial implications of recommended options**Commercial bus services****264A**

Capital investment in bus stop infrastructure	£200k (from LTP)
Revenue spent on bus information	£nil

Subsidised bus**265A**

Revenue cost of continuing existing subsidised bus services	£110k growth required
Saving from withdrawal of services in table 5 (87)	-£96k saving available

265B

Revenue cost of one rural bus trial utilising D&R vehicle	£25k growth required
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Dial & Ride**266A**

Capital cost of one new D&R vehicle	£60k (from LTP)
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266B

Revenue cost of renegotiating D&R contract	£nil
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266C

Increased D&R resulting from fares increase	-£4k saving available
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Concessionary Travel**268A**

Retain current bus pass acceptance hours	£nil
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268B

Withdraw alternative to the bus pass to over 60's however increase the value of tokens to £50 for eligible disabled.	£60k saving
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268C

Revenue cost of token distribution to the over 75s and eligible disabled only @ £40	£130k growth required
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268C

Capital cost of introduction of a 'taxicard'	£100k (from LTP)
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268E

Simplification of token distribution to under 60s disabled	£'nil
--	-------

268F

Revenue saving resulting from reduced distribution venues	-£6.5k saving available
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Bus Information**270B**

Revenue cost to investigate feasibility of accessing Metro's 'COSA Trackbuilder'	£'nil
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270D

Purchase of a licence for Bus Operator Reports	£12k growth required
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Executive

20 January 2009

Report of the Director of Resources

Shared Service – Business Case

Summary

- 1 This report provides details of the final Business Case for the shared service between CYC and North Yorkshire County Council (NYCC) for internal audit, counter fraud and information governance services. Approval is sought to proceed to the next phase of the project which involves both Councils transferring the relevant services to a company wholly owned by the two Councils.

Background

- 2 Local authorities are being encouraged to re-think traditional methods of service delivery in order to reduce waste, increase efficiency and improve outcomes. A key theme in the Government White Paper 'Strong and Prosperous Communities' was that one of the main ways for local authorities to achieve such improvements was through greater joint working to optimise economies of scale and maximise service efficiencies.
- 3 Following initial discussions between the two Councils regarding the possibilities of joint working, internal audit and counter fraud services were identified as suitable areas for early consideration. A report was presented to Corporate Services EMAP on 11 September 2007, setting out the potential benefits of collaboration. Members approved the development of a shared audit and fraud service between the two Councils, and agreed that a three phase strategic approach should be adopted as follows;
 - (a) Phase I – short term management arrangement and development of business options for the long term organisational structure of the service;
 - (b) Phase II – implementation of the agreed structure and benefits realisation;
 - (c) Phase III – review, evaluation and appraisal of other shared service opportunities.
- 4 Since September 2007, the two Councils have been working in partnership to develop the shared service. The objective has been to deliver a number of significant benefits for both Councils, including

greater resilience and capacity, increased flexibility to respond to changing priorities, improved efficiency and economies of scale, reduced reliance on key members of staff for service continuity and greater opportunity to develop in-house specialist skills. Development of the shared service has also allowed both Councils to demonstrate a positive response to the Government's efficiency and service transformation agenda, and provide a relatively discrete and low risk service area to fully assess the benefits of joint working.

- 5 A further report was presented to Corporate Services EMAP on 18 March 2008, which detailed the Outline Business Case (OBC) for the shared service. The OBC set out the aims and objectives of the project, and the outcome of the options analysis for the future direction and the long term organisational structure of the service. Members agreed that:
- (a) work should continue to progress the shared service between CYC and NYCC;
 - (b) officers should develop a detailed Business Case for the implementation of a wholly owned company limited by shares or guarantee as the preferred (in principle) long term organisational structure of the shared service.

It was also agreed that officers would seek final Member approval before progressing to full implementation of the chosen option.

- 6 The following outline timetable was agreed for developing the detailed Business Case/Project Implementation Plan;

Action	Date
Prepare detailed Project Implementation Plan – which would include the following elements; <ul style="list-style-type: none"> • Company formation • Governance arrangements • Client roles and reporting arrangements • Contract preparation • Charging arrangements • Cost allocation • Staffing • Accommodation, IT and support services 	April - August 2008
Prepare Change Management Programme	June - August 2008
Implement agreed structure, subject to final Member approval.	September - December 2008
Target go-live date	1 April 2009

- 7 A further progress report was presented to Corporate Services EMAP on 10 June 2008. The report provided details of:

- a) the progress made to integrate working practices and systems across both Council's teams;
 - b) the draft project implementation plan.
- 8 Members also approved the following minor adjustments to the scope of the project and hence the Outline Business Case:
- a) to incorporate the transactional elements of data management work at CYC within the shared service. This work includes the recording, distribution, monitoring and tracking of information requests to the Council (Freedom of Information requests and Data Protection Act – subject access enquiries), together with the administration of the Staff Warning Register and the central record of Regulation of Investigatory Powers Act (RIPA) authorisations.
 - b) to transfer two Administrative Support posts into the shared service. The two post holders provide administrative and technical support to the Audit and Fraud teams, as well as undertaking the transactional data management work.

Drivers for Change

- 9 The drivers for change both national and local facing the two Councils are:
- a) The transformational policy agenda. The Department for Communities and Local Government White Paper 'Strong and Prosperous Communities' encourages authorities to work collaboratively together, and with other public sector bodies to deliver efficiencies and value for money;
 - b) Comprehensive Area Assessment (CAA). The new CAA performance framework places an emphasis on organisational effectiveness, responsive services, partnering, increased efficiency, and joint commissioning. Effective partnership working is seen as vital to improving outcomes;
 - c) Comprehensive Spending Review (CSR07). The CSR07 has set an annual efficiency target of 3%. Councils are therefore expected to explore the scope for back office efficiencies by challenging existing methods of service delivery;
 - d) Local Government Reorganisation. Whilst North Yorkshire County Council's proposed bid for unitary status was not successful there remains a strong expectation from government that authorities in and around North Yorkshire will in future work more collaboratively;
 - e) Sub National Review. NYCC and CYC are members of the same regional group within the overall Yorkshire and Humberside regional strategy. The two Councils are therefore encouraged to work together to support regional priorities;

- f) The need to build service resilience and capacity across both authorities to maintain an effective and professional audit and fraud function, in the face of problems in covering key staff vacancies and difficulties in being able to respond to changing priorities and increasing workload demands;
- g) The need to retain skilled and experienced staff by creating greater critical mass and providing more opportunities for career development and specialism;
- h) The need to make best use of the scarce professional audit expertise available (particularly in contract and IT audit), given that both authorities encounter difficulties in building sufficient capacity in-house, so as to avoid the reliance on expensive external providers;
- i) The need to further enhance the professional standards of the audit and fraud services in both Councils so as to maintain and develop the effectiveness of the function and comply with legislative and regulatory requirements;
- j) The need for both Councils to develop proper arrangements for succession planning and reduce the existing reliance on certain key staff for service continuity.

Benefits of the Shared Service Partnership

- 10 The development of a shared service offers the opportunity to bring together related and complimentary professional disciplines across both Councils. The key benefits for both Councils from this partnership are:
 - a) Greater resilience and capacity. The combined team would be better placed to manage resource pressures, including staff vacancies and/or unexpected service demands;
 - b) Greater flexibility to respond to changing priorities, initiatives and/or new working methods;
 - c) The delivery of increased efficiencies through sharing best practice, integrating processes and reducing duplication of effort;
 - d) The ability to demonstrate a positive response to the government's efficiency and service transformation agenda;
 - e) The achievement of economies of scale by sharing overheads and reducing unproductive time whilst maintaining or improving current levels of performance;
 - f) An enhanced focus on service delivery and quality through the development of a dedicated professional services function;
 - g) Greater staff satisfaction and retention as a result of enhanced career opportunities and the ability of staff to specialise and/or gain broader experience;
 - h) Greater opportunity to develop audit specialisms and reduce the reliance on bought-in services;

- i) The provision of a robust shared service model which offers greater opportunity for future collaboration with other Councils in the region, particularly the North Yorkshire districts, and which helps to develop the existing market place;
- j) Improved succession planning arrangements and a reduced reliance on key members of staff for service continuity;
- k) The ability to adopt common approaches to new and developing initiatives (for example, Comprehensive Area Assessments and joint Private Finance Initiative projects).

Business Case

- 11 The Project Board has completed the detailed Business Case for Phase II of the shared service. The Business Case sets out the full implications of implementing the preferred option of a wholly owned company as the basis for the long term organisational structure of the shared service. Finance, Legal and HR representatives from both Councils have provided full support to the Project Board throughout the development of the Business Case.
- 12 As part of the process for completing the Business Case, the Project Board has also undertaken a further review to determine whether the option of using a wholly owned company still best serves the interests of the two Councils. This review has confirmed that the assumptions used to assess the original options are still valid. In addition, no significant issues have been identified during the preparation of the Business Case which would change the outcome of the initial assessment. The wholly owned company offers the required long-term resilience and would most likely achieve the expected efficiencies and economies of scale set out in the vision and objectives for the shared service. The company is also clearly perceived as an equal partnership between the two Councils, enabling both Councils to exercise the same degree of control and influence over future direction and development of the service. It also offers an appropriate structure to enable other local authorities and public sector bodies in the region to join in the partnership in the future, if this was considered beneficial. Forming a company also represents a more innovative solution and was therefore most likely to inform the two Councils of the possible lessons from shared service working.
- 13 The Project Board's proposals which are detailed in the Business Case include:
 - a) The scope of the shared service project to be further extended to include the residual elements of data management work at CYC;
 - b) The identified services to be transferred from both Councils to the new shared service company from 1 April 2009;
 - c) The company to be limited by shares with both Councils having an equal shareholding;

- d) A company board of directors comprising Members and officers from both Councils together with two external directors to bring relevant expertise and independent challenge;
- e) The company to be called Veritau Limited (using a name suggested by the staff in the combined service);
- f) The primary objective of the company will be to provide high quality services to the two Councils, with future external income generation limited to 10% of the shared service company's activities;
- g) The future service to be specified in the detailed Service Agreement, with the core service covering the provision of internal audit, counter fraud and information governance;
- h) The Service Agreement will run for 10 years, with an option for each Council to extend the Agreement for a further 5 years;
- i) Each Council will retain the right to terminate the Service Agreement by providing written notice;
- j) Each Council will nominate a client officer to oversee the delivery of services by the company;
- k) A joint Shared Service Contract Board to formally monitor and report on the delivery of the service;
- l) The fee for the core services to be calculated on the basis of a single daily charge rate, multiplied by the level of service required by each Council (based on an agreed number of days);
- m) The daily charge rate and service level in 2009/10 to be based on the existing budgets and resources available to each Council;
- n) Each Council to be able to request additional work, with the fee calculated on the basis of agreed charge rates for the appropriate grade of staff;
- o) The rights and obligations of each Council as shareholder in the shared service company and the ongoing relationship between the two Councils as shareholders will be confirmed in the Project Agreement;
- p) Dispute resolution and exit arrangements to be confirmed in the Project Agreement;
- q) Each Council to provide the company with fully serviced office accommodation and certain agreed support services;
- r) Staff employed in or carrying out the existing services will transfer to the shared service company in accordance with the Transfer of Undertakings (Protection of Employment) Regulations (TUPE);
- s) The company will introduce its own terms and conditions and pay and grading structure for new staff employed after the date of transfer and/or for existing staff who elect to change over from their existing terms and conditions;
- t) The new proposed terms and conditions to be based on a competency framework and to incorporate performance related pay;

- u) Staff to be given the option of transferring from their existing terms and conditions to those of the new company;
 - v) The company to seek admitted body status to the Local Government pension Scheme (administered by NYCC).
- 14 A copy of the full Business Case is attached as **Annex A**.
- 15 A comparison between the current costs of the internal audit, fraud and information governance services of both Councils, and the client and contractor costs under the new arrangements has been included at paragraph 138 in the Business Case. The comparison excludes the cost of internal recharges such as accommodation and ICT, which will otherwise continue under the new arrangements. Members will note that there is no overall change in the cost of service provision.

Consultation

- 16 Staff from both authorities, together with representatives from Unison and the GMB have been kept informed of progress with the development of the shared service. The Project Board has provided copies of all key documentation, minutes of meetings and information sheets to the staff and union representatives. Regular staff workshops have been held, and a weekly e-mail newsletter has also been circulated.
- 17 Formal consultation with staff and the unions on the proposals commenced on 13 November 2008.

Options

- 18 Members have two options to consider. The first option is to confirm the recommendation of officers to proceed with the full implementation of the company, wholly owned by the two Councils, as the most appropriate long term structure for the shared service. The second option is ask officers to examine the alternative structural options for the shared service which were previously rejected, in more detail.

Analysis

- 19 The costs and benefits of implementing a company as the preferred option for the long term structure of the shared service are detailed in the Business Case.

Corporate Priorities

- 20 This report contributes to the Council's overall aims and priorities by helping to provide strong leadership, and by encouraging improvement in everything we do.

Implications

- 21 The implications are;

- **Financial** – Finance has been involved in the preparation of the Business Case/Project Implementation Plan. The Business Case includes details of the budget implications for the Council of implementing the shared service company as well as the financial projections and cash flow forecasts for the company itself. The start up costs will be fully met by the grant received from the former Yorkshire and Humberside Regional Centre of Excellence and the budgets originally allocated to the project by the two Councils. The existing service budgets have been apportioned between the client and contractor functions. The cost of the service to be provided by the company in 2009/10 has been based on the existing budgets and resources available to the Council. The future costs of the service will take account of any variation in the level of service required by the Council's client officer. The fee will be increased by an indexation factor to take account of inflation, less any agreed adjustment to reflect target efficiency improvements.

It is recognised that the company may at times have surplus funds to invest but may also require an overdraft facility to cover short term liquidity needs. It is proposed that the company will open its own bank account. Subject to agreement with the bank, it is proposed that there should be a 'sweep' facility between the Council's bank account and the company's bank account to enable any surplus funds to be invested alongside the Council's other balances. Such a facility would also enable the company to draw down funds as required to cover short term working capital needs. It is proposed that Council provides the shared service company with an overdraft facility. The overdraft facility would be limited to £60k with interest paid at 1% above the Bank of England base rate, calculated on a daily basis. Any interest charges would however be offset by the interest earned on surplus funds. The interest earned would be based on the average rate of return achieved by the Council, calculated on a monthly basis. A draft overdraft agreement has been prepared on this basis.

- **Human Resources (HR)** – HR has been involved in the preparation of the Business Case/Project Implementation Plan. The existing services will be transferred to the new company on 1 April 2009. In accordance with the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE), all employees assigned to the transferring services will automatically transfer to the new company. From the date of transfer, the terms and conditions of employment, plus any existing collective agreements and relevant company policies relating to terms and conditions of employment, such as maternity and paternity leave, will automatically be taken over by the company as the new employer. Although staff will transfer to the new company on their existing terms and conditions of employment, the company will require its own terms and conditions for any new staff employed after 1 April 2009. The Project Board has therefore prepared a schedule of proposed new terms and conditions for the company.

Staff and unions have been fully consulted on the TUPE transfer and the company's proposed staffing arrangements.

- **Equalities** - there are no equalities implications to this report.
- **Legal** – Legal Services has been involved in the preparation of the draft Business Case/Project Implementation Plan. The Council has the necessary legal powers to create a shared service company. However, any such arrangement must comply with the EU public procurement regime and the Public Contract Regulations 2006. Specific case law (including Teckal and Carbotermo SpA) has established that if a local authority wishes to award a contract to supply services to a company set up by that local authority, then the authority does not need to carry out a competitive tender exercise before such a contract is awarded, provided that the following principles apply;
 - the authority must exercise a similar degree of control over the company to that which it exercises over its own departments;
 - the exercise must be ‘a power of decisive influence over both the strategic objects and significant decisions of the company’
 - the essential part of the company's activities must be carried out on behalf of the controlling authority. Any activities undertaken for bodies other than the controlling authority can be of no more than marginal significance.

The exemption also applies to companies controlled by more than one authority, providing the principles set out above are complied with. To demonstrate compliance with the Teckal principles, it is proposed that the provision of services to external customers will be limited to no more than 10% of the shared service company's total activities.

There are also restrictions on the ability of local authorities to undertake trading activities through such a company. A local authority can make a decision to carry out an activity or provide a service which it considers is likely to improve the economic, social or environmental well being of its area (Local Government Act 2000). The well being function is an “ordinary function” for the purpose of Section 95 of the Local Government Act 2003. Section 95 provides a general power to local authorities to undertake trading activities. This general power is however limited to those authorities categorised as ‘fair’ or above for CPA purposes.

The general power is further regulated through the Local Government Power to Trade Order which specifies that before exercising the power, each authority must prepare a business case in support of the proposal and approve that business case. In the event that Members are minded to approve the recommendation to implement the shared service company, then this business case is considered to satisfy the requirements of the Local Government Power to Trade Order.

Section 95 also defines the type of company that an authority can use for trading activities. The Section states that the company must be a company regulated by Part V of the Local Government and Housing Act 1989, which limits the proposed structure to:

- companies limited by share;
- companies limited by guarantee with or without share capital;
- unlimited companies;
- societies registered under the Industrial and Provident Societies Act.

The company would be funded from the public sector so its own procurement activities would be bound by the Public Contract Regulations. The services to be provided to each Council will be specified in separate Service Agreements between the shared service company and each Council.

The proposed transfer of staff will be regulated by the Transfer of Undertakings (Protection of Employment) Regulations 2006 which guarantee that there will be equivalence of terms and conditions of employment. In addition, because this is a public sector TUPE transfer there would also be equality of pensions involving a “buy in” to the North Yorkshire Pension Fund.

The Council will need to authorise the shared service company to carry out functions relating to housing benefit and council tax benefit, using s70 of the Deregulation and Contracting Out Act 1994 and the Contracting Out (Functions of Local Authorities: Income-Related Benefits) Order 2002. The Council will then be able to authorise employees of the company to conduct investigations under s110A (3) to (7) of the Social Security Administration Act 1992.

To ensure proper governance and accountability to its two shareholders, it is proposed that the company will have a Board of Directors consisting of:

- the Executive Members for Corporate Services from both Councils;
- the Director of Resources (CYC);

- the Corporate Director – Finance and Central Services (NYCC);
- the Head of Internal Audit (as the senior officer within the company);
- two external Directors, jointly nominated by the two Councils.

The external Directors will be expected to bring expertise in running a company, as well as appropriate external challenge. It is therefore expected that the two external directors will be business professionals with experience in partnership working and supporting innovation, preferably gained in the public or voluntary sector. The following nomination has been made for one of the positions:

- Helen Kemp-Taylor – Head of Internal Audit at York NHS Hospital Trust.

The remaining position is still to be determined.

- **Crime and Disorder** – there are no crime and disorder implications to this report.
- **Information Technology (IT)** – IT has been consulted as part of work to prepare the Business Case/Project Implementation Plan. There are no specific IT implications arising from this report other than the need to agree a Service Level Agreement for the future provision of IT related support services to the company.
- **Property** - Property has been consulted as part of work to prepare the Business Case/Project Implementation Plan. It is proposed that the Council will in future provide fully serviced accommodation to the shared service company. The cost of such accommodation will be met by the Council's client officer. To facilitate this arrangement, it is proposed that the shared service company will enter into a Premises Licence with the Council rather than a formal property lease. A draft Premises Licence has been prepared on this basis.

Risk Management Assessment

- 22 A detailed risk assessment was undertaken as part of the work to prepare the Outline Business Case. The risk assessment included consideration of the risks associated with both the project and the preferred option for the long term structure of the shared service. The Project Board has continued to monitor the identified risks and, where possible has taken mitigating action.

Recommendation

- 23 Members are asked to:

- approve the implementation of the wholly owned company as the appropriate long term organisational structure for the shared service, in accordance with the details set out in this report and the attached Business Case;

Reason

To enable the implementation of the appropriate long term structure for the shared service (Part II of the strategic plan).

- agree to the appointment of the Executive Member for Corporate Services to the board of directors of the shared service company;

Reason

To ensure appropriate governance and accountability for the shared service company.

- agree to the appointment of the nominated officers to the board of directors of the shared service company;

Reason

To ensure appropriate governance and accountability for the shared service company.

- authorise the shared service company to carry out functions relating to housing benefit and council tax benefit, using s70 of the Deregulation and Contracting Out Act 1994 and the Contracting Out (Functions of Local Authorities: Income-Related Benefits) Order 2002;

Reason

To ensure that staff employed by the shared service company can properly undertake future investigations into benefit related fraud.

- authorise the Council to enter into a Premises License with the shared service company for the future use of office accommodation;

Reason

To enable the Council to provide fully serviced accommodation to the shared service company.

- authorise the Council to enter into an agreement for an overdraft facility with the shared service company.

Reason

To ensure that the shared service company has adequate funds to cover its working capital requirements.

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Report Approved



Date

Specialist Implications Officers

Patrick Looker - Finance
Janet Neeve - HR
Glen McCusker - Legal

Wards Affected: Not applicable

All



For further information please contact the author of the report

Background Papers

Strategic Business Case for the Shared Service
Outline Business Case

Annexes

Annex 1 – Shared Service Business Case

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Executive

20 January 2009

Report of the Director of Resources

Second Performance and Financial Monitor for 2008/09

Purpose of the Report

- 1 This report provides details of the headline performance issues from the second performance monitor period to 31 October 2008. It also builds on this to present the latest projection of the Council's revenue out-turn for 2008/09.
- 2 Three key areas of performance are covered in this report:
 1. **Finance** – which covers service and corporate budgets
 2. **Performance** – which examines how well the council is performing across a wide range of performance indicators, at both corporate and directorate level.
 3. **Key projects and priorities** – providing an update on how well we are delivering improvement under our 10 corporate priorities and the key projects that support their improvement.

Monitor 2 headlines

- 3 The first six pages of this report cover the main headlines for monitor 2 and the rest of the report studies each directorate in more detail. Below is a summary of the key finance and performance headlines:

Finance - budget overview

- 4 The General Fund budget for 2008/09 is £117,021k, utilisation of balances and reserves reduce the call on council tax to £110,471k. The current projection is that there will be a net underspend of £1,528k in the year, of which Treasury Management activity is contributing £1,289k. The current projected underspend of £1,528k is likely to increase as confidence in outturn predictions increases.

Reserves

- 5 The level of revenue reserves at 31 March 2009 is projected to be £9,225k before any adjustment is made for net variations in the current year, as shown on the following table. The 2008/09 budget process recommended a minimum threshold level of £5,361k.

Summary of Revenue Reserves

	2008/09 £'000
General Fund Reserve	
Balance at 1 April	(11,386)
Less: Committed in Annual Budget	1,992
Underspend in previous year released in year	1,513
Transfer to Invest for Efficiency	1,000
Supplementary Estimates granted to date	1,519
	6,024
	(5,362)
Add: NNDR Rebates	(50)
Additional LABGI grant	(691)
Transferred funds from insurance reserve	(300)
	(1,041)
Expected Balance at 31 March 2009	(6,403)
Expected Balance on Trading Reserve at 31 March 2009	(246)
Expected Balance on Venture Fund at 31 March 2009	(2,576)
Expected Balance on Revenue Reserves at 31 March 2009	(9,225)

- 6 This shows the General Fund reserve will reduce to £6,403k by the end of the current financial year, before any adjustments for under or overspends are included. Once other reserves are taken into account the level of reserves for CPA purposes is forecast to stand at £9,225k. It should be noted that while this is above the minimum threshold of £5,361k, the amount of £2,576k set aside in the Venture Fund is fully committed over the next 2-3 years on the financing costs of the Admin Accommodation project and the up front costs of the Easy project. Available resources are expected to reduce to around £653k above the minimum threshold by the end of 2010/11. These reserves are also available to fund the potential cost of current litigation and tribunals.
- 7 The NNDR refunds received to date, after deducting all fees due to the Council's agents and the fee expected to be paid to property services, is £18k. It is projected that this may increase to £50k by 31 March 2009, and the latter figure has been included in the reserves statement at paragraph 5.
- 8 The latest information on the York High School fire are that costs are likely to be in the region of £900k, of which £700k will be recoverable through insurance. There is therefore a potential call on council reserves of £200k.

The General Fund

- 9 The table following summarises the information presented to the individual EMAPs, together with a forecast for those activities that fall under the remit of the Executive. It shows that service areas are projecting an overspend of £170k compared to £1,092k at monitor 1, although applications have been made for £306k to be released from the contingency (see paragraph 26). If granted this would change the forecast to an underspend of £136k. The forecast for central contingency assumes that these requests will be granted. Central budgets are forecast to underspend by £103k and Treasury Management activity is forecast to underspend by £1,289k.

Summary of Budgets and Variations

Variance 2007/08 £000		Monitor 1 Variance £000	Currently Approved Budget			Variances Out-turn to Net Budget £000	Projected Out-turn £000
			Gross Exp. £000	Income £000	Net Budget £000		
	<u>Service Area</u>						
+414	Children's Services (non DSG)	+629	70,345	(41,437)	28,908	+528	29,436
+47	Leisure and Culture	+57	12,847	(4,166)	8,681	+47	8,728
-16	Economic Development	+23	5,997	(3,428)	2,569	-	2,569
-49	City Strategy ¹	+228	37,272	(19,847)	17,425	+73	17,498
-377	Neighbourhood Services	+214	22,830	(7,082)	15,748	+139	15,887
+3	Chief Executive's Department	+105	11,506	(5,578)	5,928	+60	5,988
-170	Property	+188	10,403	(8,745)	1,658	+294	1,952
-1,363	Resources	-301	59,808	(55,070)	4,738	-421	4,317
-110	Housing General Fund	-72	11,255	(9,850)	1,405	-74	1,331
-939	Adult Social Services	+21	60,307	(22,252)	38,055	-476	37,579
-2,560	Total of Service Areas	+1,092	302,570	(177,455)	125,115	+170	125,285
	<u>Centrally Held Budgets</u>						
-	Notional Interest	-	(13,907)	-	(13,907)	-	(13,907)
-	Contribution from Cap Fin Acct	-	-	(7,585)	(7,585)	-	(7,585)
-2,340	Treasury Management	-1,136	11,213	(4,276)	6,937	-1,289	5,648
-1,449	Other Central Budgets	+134	6,722	(691)	6,031	-103	5,928
-200	General Contingency ²	-512	430	-	430	-306	124
229	Non availability of Trading Profit						
-6,320	Non DSG General Fund Total	-422	307,028	(190,007)	117,021	-1,528	115,493

¹ Projection assumes that Members agree the recommended use of the Housing & Planning Delivery Grant

² Projection assumes all bids from EMAPs are successful

- 10 This is an improvement from the first monitor position. Part of this is due to the additional cost of energy costs in the current year being absorbed within existing budgets (£250k) and part to the use of the Housing and Planning Delivery Grant (£135k, subject to Member approval). The following table shows the movements in projections:

Comparison of Projections Monitor 1 and Monitor 2

	Monitor 1 Variance £'000	Suppl Ests £'000	Revised Variance £'000	Monitor 2 Variance £'000	Change £'000
Children's Services	+629	-	+629	+528	-101
Leisure and Culture	+57	-	+57	+47	-10
Economic Development	+23	-	+23	-	-23
City Strategy	+228	-180	+48	+73	+25
Neighbourhood Services	+214	-50	+164	+139	-25
Chief Executive's	+105	-20	+85	+60	-25
Property	+188	-	+188	+294	+106
Resources	-301	-	-301	-421	-120
Housing General Fund	-72	-	-72	-74	-2
Adult Social Services	+21	-	+21	-476	-497
Other Central Budgets	+134	-	+134	-103	-237
Treasury Management	-1,136	-	-1,136	-1,289	-153
General Contingency	-512	+250	-262	-306	-44
Total	-422	-	-422	-1,528	-1,106

- 11 Where increased spending pressures in service areas have been identified Departmental Management Teams have identified savings and action that can be taken to reduce the net effect of these pressures. The recurring variances from budget will be considered while preparing the budget proposals for 2009/10.
- 12 Although the projected out-turn is an underspend this is due in part to a number of one-off occurrences. In overall terms the council faces a number of on-going budget pressures and future budget rounds will need to identify appropriate actions to control and mitigate them.
- 13 Full details of the reasons for the service variations have been outlined in the individual EMAP reports. Key parts of this are explained in paragraphs 29 to 58 and more detailed information is available in individual EMAP reports. An analysis of the key items which comprise current variances for other central budgets is shown in paragraphs 20 to 27.

Non General Fund

- 14 There is a projected overspend of £300k against a budget of £86,389k on the Dedicated School Grant (DSG) functions. Under the terms and conditions of the DSG any in-year underspend must be carried forward to be added to next year's DSG allocation, any overspend can only either be funded from the general fund or carried forward and deducted from the following financial year's DSG. The proposal is to take the latter course of action should the projected overspend continue to the end of the financial year.
- 15 The HRA current working balance budget is £7,262k. The projected out-turn working balance is expected to be £7,547k, £285k more than the current budget. This is an improvement from the first monitor which was forecasting an increase of £51k.
- 16 The trading activity of Neighbourhood Services is reporting a shortfall against the budget of £93k, but are continuing to look for action that can be taken to improve the position. Although there are surpluses and deficits against all the trading activities the single most increased cost is £96k on fuel, based on current year prices. This forecast loss is a charge against the Trading Reserve.

Key Performance Indicators

17 Key Performance Indicators

Overall York is improving in 62% of indicators so far this year with 65% on target (of those with data available). However the LAA indicators are a concern as only 52% of those reported are showing improvement at this point and only 44% are on target. Many of these are survey based (12 indicators) or produced only on an annual basis will not give a true reflection of performance until the end of the year. This is also partly due to some of the education indicators (which are estimates at the moment) predicting results slightly below last year's. For a breakdown of the key indicators used in this report that have target or improvement data available for monitor 2 see Annex 1. Performance per directorate is outlined along with financial performance from paragraph 28 onwards.

NS	Total	Number on Target * ¹	Number showing improvement * ²
All Indicators Reported	342	92 of 141 (65%)* ¹	88 of 143 (62%)* ²
LAA Indicators	65	8 of 18 (44%)* ¹	12 of 23 (52%)* ²
National Indicators	187	39 of 62 (63%)* ¹	36 of 64 (56%)* ²
Indicators supporting a Corporate Priority		36 of 56 (64%)* ¹	31 of 56 (55%)* ²

Note 1 (*1) – the number of indicators with data available is reduced as many indicators are either only produced on an annual basis or they are survey based due to the new performance collection arrangements and national indicators. Not all indicators have targets set for this year.

Note 2 (*2) – As above but as some indicators are new not all have historical data, therefore improvement can not be shown at this stage.

Performance Improvement Headlines:

- **York schools rank the LA 3rd** - an Audit Commission schools survey (looking at the council from a the viewpoint of schools) ranks the local authority 3rd nationally of all local authorities in comparison to 5th in 2007.
- **Timeliness of children's social care assessments** - the timeliness and completion rates of both initial and core assessments for children's social care shows sustained good performance. Initial assessments carried out within 7 days has risen from 65.8% to 85.3% in quarter 2.
- **Adult social care self directed support** - York has exceeded it's target of social care clients receiving self directed support (Direct Payments and Individual Budgets). 224 already achieved compared to target of 175.
- **Household waste and recycling** – the amount of residual household waste collected per head is continuing to improve and is set to meet target levels for 2008/09 (forecasted to be 624kg below target of 640kg). York also continues to increase the proportion of waste recycled and composted (45.2% April to September 08 compared to 43.4% in 2007/08).
- **Affordable homes** - despite the economic downturn the Council is making good progress towards meeting its Affordable Homes target (128 delivered so far compared to target of 165). However, the impact on new house building is a matter of concern.
- **Road traffic accidents** - Provisional figures for 2007 for road traffic accidents show 91 people were killed or seriously injured in road traffic accidents which is a significant improvement on the 160 reported in 2006.
- **Invoice payment** - % Invoices paid on time has increased from 93% to 98%, resulting in quicker payments to the Council's suppliers during difficult economic conditions. This is part of a general trend for improvement across all directorates, especially over the last four months.

- **Corporate Health** - indicators have shown significant improvement since the end of 07/08. Staff attendance levels has improved by 13% (5.05 days per FTE compared to 5.81 days per FTE in 2007/08).

Areas of Concern:

- **Looked After Children population** - the size of York's looked after children population (25% higher) in the city continues to rise and put pressure on the Council's existing resources. This creates financial pressures through the greater use of independent fostering agency placements.
- **NEET (not in Education, Employment or Training) population** - the size of the NEET population is currently 7% as at 30th Sept 08 which is almost double 2007/08 figures (3.6%).
- **The economic downturn** has contributed to:
 - more house repossessions taking place. In response, the Golden Triangle Partnership will launch a mortgage rescue scheme in December 2008/January 2009.
 - there has been a drop in the balance of firms where sales or turnover has grown rather than fallen (taken from a York Business Survey reflecting around 200 businesses across a range of industries). It has fallen from 13.8% in April 08 to -4.4% in October 08 reflecting the change in economic conditions.

18 **Corporate Priorities** - 68% of indicators (with data available) that support a corporate priority are on target with 64% showing an improvement since 07/08. The Council has performed particularly well with the waste indicators (83% on target) and with improving life chances of vulnerable young people (73% on target). More detail can be found in paragraph 59.

19 **Key projects** - 75% of the Council's key projects are on track to be delivered on time. Those projects which have revised deadlines include the Barbican, Peasholme relocation and the Council Headquarters (more detail can be found in paragraphs 60 to 62).

Executive**Finance**Centrally Held Budgets

- 20 These are budgets where the reporting responsibility has been reserved to the full Executive, and so any movement on them is considered as part of this report.

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Notional Interest Income	-	(13,907)	(13,907)	-
Contribution from Capital Finance Account	-	(7,585)	(7,585)	-
Other Central Budgets	+134	6,031	5,963	-68
Treasury Management	-1,136	7,421	6,132	-1,289
General Contingency	-512	430	124	-306
Total	-1,514	(7,610)	(9,273)	-1,663

Notional Interest Income and Contribution from Capital Finance Account

- 21 These are balancing items to entries in service accounts and will always out-turn at budget.

Other Central Budgets

- 22 These budgets cover a variety of funding held centrally and details are shown in the table below.

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Pensions - costs of early retirements	+147	704	851	+147
Redundancy payments	-308	649	389	-260
Park & Ride provision for staff passes	+45	55	100	+45
LABGI Grant (gross budget £691k)	-	-	-	-
Specific contingency primarily for pay and grading	-	3,979	3,979	-
Miscellaneous, including inflation provision (e.g. for energy) and provision for bad/doubtful debts, expected to out-turn at budget	+250	644	609	-35
Total	-1,136	6,031	5,928	-103

- 23 The majority of the budgets are for contractual purposes and will be fully required. However, the cost of the staff park and ride passes is forecast to overspend, mainly due to a budget saving taken in an earlier year not being deliverable. One other area previously highlighted for consideration related to the budget set-aside to meet rising energy costs. When the 2008/09 budget was set the market price was slightly below existing contract prices. Despite this a small sum was included for possible price increases when the contracts expired. The Council's electricity contract expired at the end of October, and the new contract has led to increased costs of over 60% for metered supplies, estimated to be £235k for the part-year. However,

both this cost, and the cost of the unmetered electricity price increases are being managed within existing budgets. The full year costs of increased prices will be a budget pressure for 2009/10.

- 24 The projection on redundancies and pensions currently shows an underspend of £113k. This estimate has been prepared using information on all known redundancy situations for the remainder of the year, most of which have arisen from 2008/09 budget savings and expected retirements under the Council's early retirement policy.

Treasury Management

- 25 This activity is currently predicted to produce a surplus (underspend) of £1,289k. This is mainly due to two key events: a delay in borrowing made possible by strong cash-flows (£518k) and the overall level in interest rates throughout the year has seen cash balances earn a higher return (£978k) than originally projected. This is a consequence of the prolonged dislocation of money market rates against the Bank of England Base Rate. Due to the ongoing liquidity crisis interest rates payable on the markets have sat up to 1% higher than the bank base rate.

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Delay in Borrowing	-506	4,998	4,880	-518
Provision to repay debt	+240	4,609	4,849	+240
Increase in interest receivable	-803	(2,187)	(3,165)	-978
Miscellaneous	-67	1	(32)	-33
Total	-1,136	7,421	6,132	-1,289

General Contingency and Supplementary Estimate Requests

- 26 Contingency funding amounting to £800k was set aside in the budget process. As detailed in Annex 2 supplementary estimates approved to date amount to £370.1k leaving £429.9k. There have been requests for supplementary estimates from the Executive Member for Leisure, Culture and Children's Services, also shown in Annex 2, totalling £306k. It should be noted that one of these request (£72k) relates to expenditure which has occurred as a direct result of Government action, for which additional Revenue Support Grant was given in 2008/09. This request is therefore recommended for approval. If these are all approved there will be £123.9k for the remainder of the year. Annex 2 includes these items and other items that may still require funding and shows that if all of these potential demands do materialise the amount now projected to be called down from the contingency fund will total £125k, which will lead to a small overspend.

Virements Requested

- 27 The Council's financial regulations require that any virements between service plan heads of more than £250k are agreed by the Executive as part of the budget monitoring report. There have been no requests referred from the EMAP meetings.

The remaining pages of this report cover each directorate in more detail with an annex showing the key indicators used in this report.

Leisure, Culture and Children's Services Directorate

Finance

Children and Young People's Services

28 The second monitor was reported to EMAP on 2 December 2008, projecting that there would be an overspend of £528k on general fund services. This compares to a projected overspend of £629k at monitor one. Significant variances reported to Members are:

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Children and Families	+618	11,368	11,967	+599
Lifelong Learning and Culture	+88	392	452	+60
Partnerships and Early Intervention	-51	1,752	1,502	-250
Resource Management	-26	7,360	7,369	+9
School Improvement and Staff Development	-	556	556	-
School Funding and Contracts	-	7,480	7,590	+110
Total	+629	28,908	29,436	+528

- a An overspend on Fostering fees of £236k is projected. The Looked After Children population has increased by 28 to 194, of these over 130 are placed with foster carers. The Schools Forum has agreed an additional £100k can be charged to Schools Budget (hence the DSG) reducing the overspend to £136k.
- b There is likely to be an overspend of £194k on the placements budget for children with complex needs. The major impact is from 3 new and unexpected residential placements and two short term children's home placements. Efforts are being made to enable some children to be returned to York.
- c There is a projected overspend of £111k on legal fees due to a higher than usual number of complex (expensive) court cases involving York children, together with a general increase in the cost of cases resulting from a national trend for courts to call in more expert witnesses. In addition there is the impact of changes to public law charges imposed by central government, estimated at £90k for the year.
- d The ICC revenue grant for the Children's Centres programme was allocated for a full year's staffing and activity, however actual recruitment has taken place throughout the year, there is therefore a one-off underspend of £250k.
- e There is a net projected overspend of £32k on the cost of providing transport and escorts for SEN pupils, due to rising fuel costs, an increase in the cost of for short taxi journeys and the use of a variety of replacement suppliers following suspension of a contract with a major supplier. This is after charging £150k of these costs to the DSG by agreement with the Schools Forum.

f Based on historic profiles of expenditure there is a high risk of an overspend of £110k on the Repair and Maintenance buyback. A review of the operation of this budget will now be undertaken with colleagues in Facilities Management (who manage it on behalf of LCCS) to try and contain this overspend. If this is deemed to be a recurring issue then a review of the charges made to schools will have to be considered for 2009/10.

g Net minor variations presented to Members produce a further overspend of £40k.

29 Officers will continue to work to identify further savings to bridge the remaining budget gap before the end of the financial year.

30 The Executive considered requests for the release of £262k from the corporate contingency budget from the Executive Member as part of the first monitor, but requested more detailed information before it would agree. The Executive Member has agreed that the request for contingency funding totalling £262k be resubmitted, and the supporting information is shown in Annex 2. If the Executive subsequently agrees the request this would reduce the net projected general fund overspend to £266k.

Leisure and Culture

31 The second monitor was reported to EMAP on 2 December 2008, projecting an overspend of £47k, compared to a projected overspend of £57k at monitor one.

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Lifelong Learning and Culture	+47	8,681	8,728	+47
Total	+47	8,681	8,728	+47

32 As previously reported a number of valuable obsolete stock items have been sold at auction and raised £95k. This income was intended to support the first phase of redeveloping the central library into a library learning centre. However, at this stage a significant (£73k) shortfall against the core library income budgets is projected. Other minor variations produce savings of £18k, leading to a projected deficit for the overall library service budget (excluding the £95k from book sales) of £55k. These projections suggest that there could be very little scope to contribute to the refurbishment project in 2008/09. However, in setting the overall council budget for 2008/09 a sum of £44k was identified in the Corporate Contingency budget against a possible shortfall in library income. The Executive Member has asked that a request be made to the Executive to seek release of that sum from the contingency and allow it to be used to contribute towards the refurbishment project.

33 Other significant variances reported are:

a Parks & Open Spaces is currently showing an overspend, however the service manager has proposed action that will bring the service budget back into line by the end of the financial year.

b The Sports & Active Leisure area is forecasting an overspend of £77k (the main item being unbudgeted costs relating to the Barbican Centre prior to full

handover). The service itself has not yet been able to identify savings to contain the projected overspend.

c Net minor variations produce a further overspend of £10k.

34 Officers will continue to work to identify further savings to bridge the remaining £47k budget gap before the end of the financial year, including reviewing savings options that are being developed as part of the 2009/10 budget process to see if any could be implemented prior to 1 April 2009.

Non-General Fund Account

Dedicated School Grant (DSG)

35 The net projected overspend has increased from £173k at monitor one to £300k, an increase of £127k. Significant variances reported to Members are:

a The Nursery Education Grants budget is currently predicted to overspend by approximately £70k in 2008/09. This equates to 44 additional children claiming the free entitlement for the full year.

b Costs of providing supply teachers is projected to overspend by £116k.

c There is a forecast saving of £100k on the Area Based Grant, allowing excess expenditure in Behaviour Support to be funded.

d There is a projected overspend of £52k on Learning Support Assistants due to an increase in the number of pupils requiring more than 15 hours support per week.

e The number of pupil numbers used in the calculation of the DSG for 2008/09 has now been fixed by the DCSF. The confirmed pupil numbers for DSG calculation are 20.6 fte pupils lower than the estimates (0.1%). Each fte pupil generates £3,801 resulting in £78k less grant than originally estimated.

f Net minor variations presented to Members produce an overspend of £84k.

Performance

36 Overall 62% of indicators are showing improvement from 2007/08. Only 35% of the LAA indicators are showing improvement at this point, due to some of the education indicators (which are estimates at the moment) predicting results slightly below last years.

	Total	Number on Target	Number showing improvement
All Indicators Reported	141	38 of 58 (66%)	40 of 65 (62%)
LAA Indicators	30	3 of 10 (30%)	6 of 17 (35%)
National Indicators	85	21 of 33 (64%)	23 of 43 (53%)

Improvement Headlines:

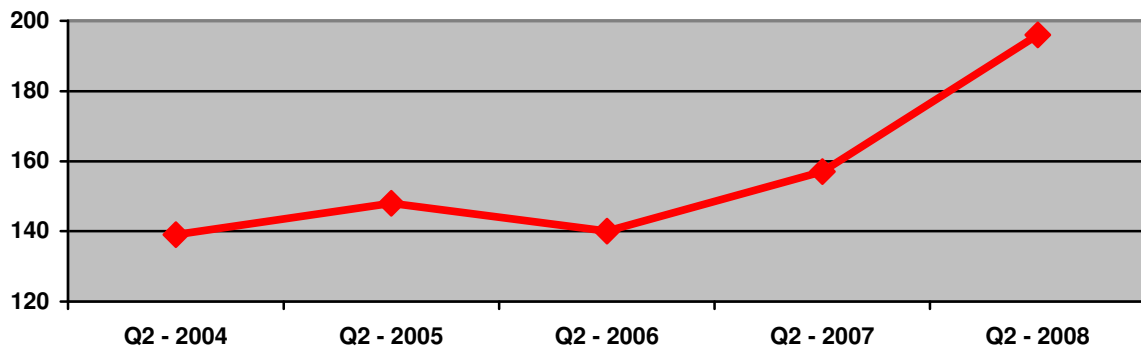
a. An Audit Commission schools survey (looking at the council from a the viewpoint of schools) ranked the local authority 3rd nationally of all local authorities in comparison to 5th in 2007. York schools also believe that the vast majority of the services provided by the council remain amongst the best in the country.

- b. The timeliness and completion rates of both initial and core assessments for children's social care shows sustained good performance. Initial assessments carried out within 7 days has risen from 65.8% to 85.3% in quarter 2.
- c. Children in care who miss 25+ days of school has met it's challenging target after concern in 2007. This year shows 11.8% compared to 21% in 2007/08.
- d. Children and young people's participation in high-quality PE and sport (2 hours a week) has risen again from an impressive 90% in 2007/08 to 94% this year.
- e. Permanent exclusions are down (0.12% this year compared to 0.25% in 2007/08). Learning Support Units in three schools have played a crucial role in reducing permanent exclusions.
- f. The number of pupils in 'Out of School' provision has fallen (80 in quarter 2 compared to 109 in 07/08) and the number of days provided in 'Out of School' provision increased (4.3 in quarter 2 compared to 3.6 in 2007/08).

Areas of concern

- g. The size of the looked after children population in the city continues to rise and put pressure on existing resources. This creates financial pressures through the greater use of independent fostering agency placements.
- h. NEET (not in Education, Employment or Training) figures at 30th September 2008 are higher than previously at 7%. Further tracking and targeted support from the post 16 team working from Castlegate and in the localities will reduce the numbers. However, the wider economic situation will make achievement of this target especially challenging.

Graph to show looked after children population between 2004 and 2008



City Strategy Directorate

Finance

Economic Development

37 The second monitor was reported to EMAP on 8 December 2008, projecting that the out-turn would be a break-even position. This compares to a projected overspend of £23k at monitor one. Significant variances reported are:

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Economic Development	+23	2,569	2,569	-
Total	+23	2,569	2,569	-

- a £54k shortfall on Newgate market tolls continuing the underlying downward trend in market income across the country. This is offset by £4k additional income from the electricity substation in the compactor yard and £10k saving through restructuring the markets cost base from October 2008.
- b £40k of miscellaneous savings have been identified to keep the spend within the budget.

City Strategy

- 38 The second monitor was reported to EMAP on 8 December 2008 showing a net projected overspend of £73k, assuming that the Executive supports the action set out in paragraph 39. Significant variances reported are:

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
City Development and Transport	+103	15,171	15,274	+103
Planning	+131	1,231	1,361	+130
Resource and business Management	-6	1,023	863	-160
Total	+228	17,425	17,498	+73

- a An underspend of £95k within city development and transport due to staffing variations.
- b A shortfall in car parking income of £128k by the end of the financial year. The economic downturn and the national concessionary bus pass scheme are contributory factors.
- c Income from development control, building control and land charges are projected to produce a net shortfall of £280k (£80k additional income from development control for the year offset by a shortfall of £180k in building control income, due to the downturn in the property market, and £180k in land charges income).
- d There have been a number of public inquiries into planning decisions resulting in additional costs totalling £165k.
- e The final allocation for the Housing & Planning Delivery Grant (H&PDG) for City of York Council for 2008/09 was announced in mid November resulting in an additional revenue grant of £135k (see also paragraph 39).
- f York's contribution to the joint waste project with North Yorkshire is expected to be £157k more than the budget. Offsetting this is a saving of £24k due to maternity leave, giving a net overspend of £133k.
- g Additional Yorwaste dividend is anticipated in the year totalling £238k.
- h Net minor variations presented to Members produce an underspend of £20k.

39 Within the H&PDG there is also an additional £135k for capital. It is very difficult to directly support the planning service with additional capital budgets, and it is therefore proposed to transfer an element of structural highway maintenance from revenue to capital to use this grant, thus allowing the grant to be utilised without impacting services. This needs the approval of the Executive.

40 Management Team will continue to review the position and look to ensure that the Directorate (including Economic Development) as a whole will not overspend. The main unknown variables at this time continue to be trends of concessionary fares usage / additional cost claims, parking income in the pre Christmas period, continuing issues re Planning income and future Winter Maintenance / flooding events.

Performance

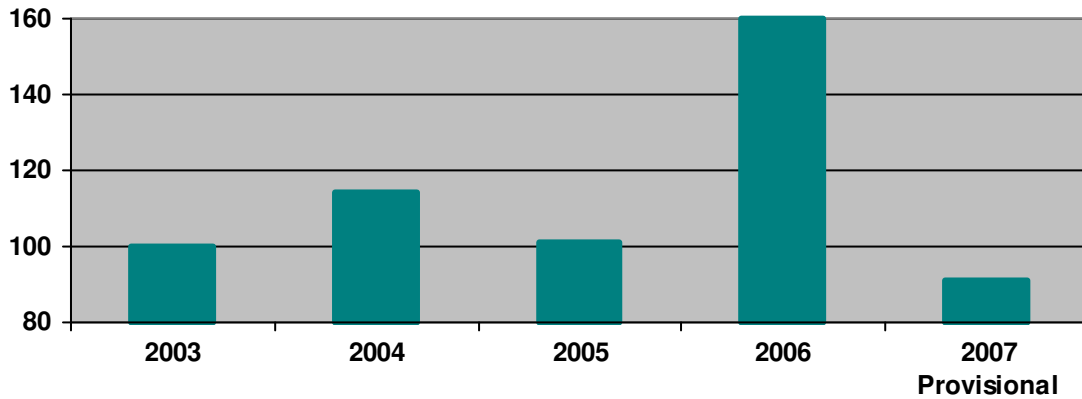
41 Over 57% of indicators have improved since 2007/08 and 66% are on target. However many indicators used by City Strategy are survey based and will not be available till the end of 2008/09.

	Total	Number on Target	Number showing improvement
All Indicators Reported	81	19 of 29 (66%)	17 of 30 (57%)
LAA Indicators	15	1 of 1 (100%)	1 of 1 (100%)
National Indicators	36	3 of 5 (60%)	4 of 6 (67%)

Improvement Headlines:

- a. Provisional figures for 2007 road traffic accidents show 91 people were killed or seriously injured in road traffic accidents which is a significant improvement on the 160 in 2006.
- b. 93.39% of new homes were built on previously developed land for the first 6 months of 2008/09. This exceeds the government set target (65%) due to the large number of homes built on brown field sites. It is anticipated that this indicator may not achieve the same levels as in previous years reflecting the consent that has been given for development on several Greenfield sites.
- c. The average time taken to repair a street lighting fault where the response time is under the control of the Council is currently performing at 0.24 days against a target of 5 days.
- d. Major planning applications determined within 8 weeks has improved from 69% in 07/08 to 78% for quarter 2.

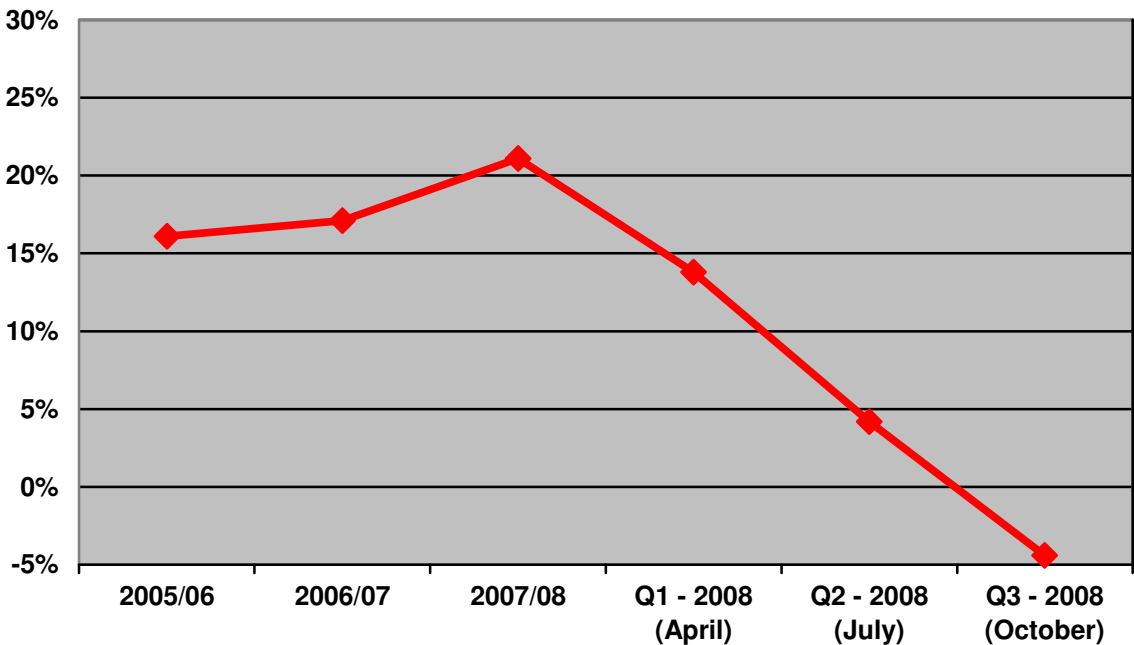
Graph to show number of people killed or seriously injured in road traffic accidents



Areas of concern:

- e. The economic situation is starting to have an impact in York. The balance of firms where turnover has grown rather than fallen (relating to recent sales or turnover performance in York firms) has under performed falling from 13.8% in Quarter 1 to -4.4% in October 08 reflecting the change in economic conditions. This is taken from a York Business Survey and reflects around 200 businesses across a range of industries.

Graph to show the balance of firms where turnover has grown rather than fallen



Neighbourhood Services Directorate**Finance**General Fund Services

42 The second monitor was reported to EMAP on 4 December 2008, reporting a projected overspend of £139k on general fund activity. Significant variances are:

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Environmental Health and Trading Standards	+30	2,064	2,094	+30
Licensing and Bereavement Service	-	(860)	(860)	-
Registrars Service	-	24	24	-
Neighbourhood Management	-30	893	869	-24
Ward Committees	-	1,063	1,063	-
Neighbourhood Pride Service	+34	2,391	2,425	+34
Enforcement and Environment	-	690	690	-
Waste Management, Refuse and Recycling	+180	9,110	9,209	+99
Pest Control	-	45	45	-
Contribution to Safer York Partnership	-	328	328	-
Total	+214	15,748	15,887	+139

- a There is an forecast overspend on fuel of £49k in Refuse & Recycling, based on current year prices and staff costs are forecast to overspend by £107k, mainly due to bank holiday payments, the short term cost of an additional crew to supplement a recycling round and agency costs to cover vacant posts. In addition bin and container replacements are forecast to overspend by £62k, mainly due to an increase in prices.
- b Unbudgeted security costs at Towthorpe HWRC are forecast at £84k.
- c The above overspends are offset by a projected underspend of £203k on waste disposal costs, due to a reduction in tonnage of waste sent to landfill.
- d Net minor variations produce a further overspend of £40k.

Trading Activity

43 Current projections for the trading activities show an overspend of £93k compared to £63k at the first monitor. Details of the variances were reported to the EMAP, with the significant variances being:

- a. The Civil Engineering Service is forecasting additional surplus of £82k.
- b. Commercial Waste are forecasting a £129k reduction in surplus due to a reduction in their customer base.
- c. In total within the trading accounts, there is an overspend on fuel of £96k, based on current prices.

Performance

- 44 Over 65% of indicators (with data available) are showing improvement from last year. Of the 2 indicators relating to the LAA, both are showing improvement and are on course to meet 2008/09 targets.

	Total	Number on Target	Number showing improvement
All Indicators Reported	70	17 of 28 (61%)	20 of 31 (65%)
LAA Indicators	6	2 of 2 (100%)	2 of 2 (100%)
National Indicators	37	7 of 13 (54%)	5 of 11 (45%)

Improvement Headlines :

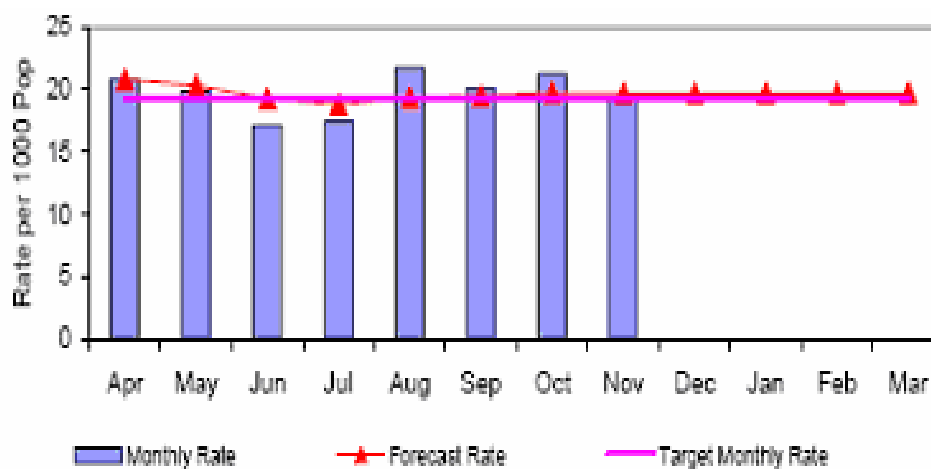
Neighbourhood Services:

- the amount of residual household waste collected per head is continuing to improve and is set to meet target levels for 2008/09 (forecasted to be 624kg against a target of 640kg), (significant due to being an LAA indicator).
- York continues to increase the proportion of waste recycled and composted (45.2% April to September 2008 compared to 43.4% in 2007/08).
- York continues to reduce the incidents of missed bins to 44 per 100,000 (50.6 in 2007/08), with 96% of those put right by the next working day (79% in 2007/08).
- Over the first 6 months, 96% of urgent repairs were done within government time limits (90% in 2007/08), and the average time taken to complete a non-urgent repair fell to 7.17 days (7.97 days in 2007/08).

Community Safety:

- Serious acquisitive crime rate is forecast to be 3602 for 2008/09 improving below target of 3891 (this is also an LAA indicator). This indicator includes a such crimes such as aggravated and normal domestic burglary, robbery, vehicle theft. Whilst the number of vehicle crimes have reduced, instances of domestic burglary has gone up.

Graph to show Serious Acquisitive Crime Rate



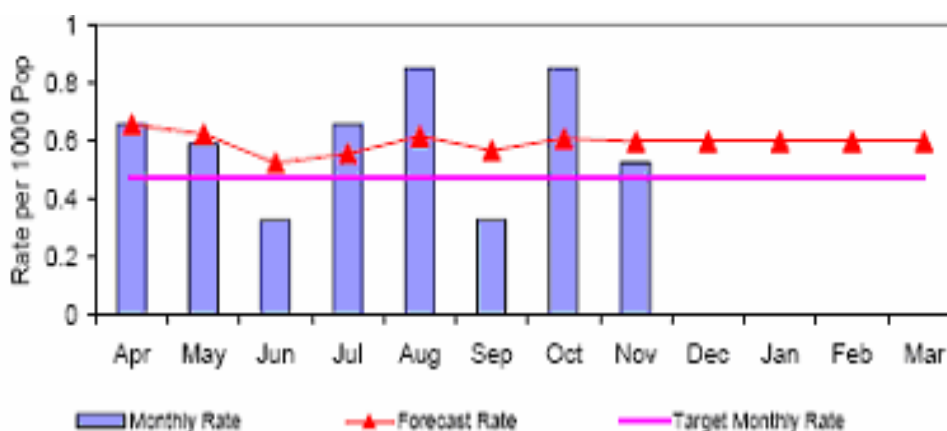
Areas of Concern:

Neighbourhood Services:

- f. Levels of visible graffiti after two surveys stands at 6% which is above targets levels of 2%. A range of actions are in place across council and neighbourhood policing teams to combat this problem.

Community Safety:

- g. Serious violent crime and assault with injury crime rate are predicted to be higher in 2008/09 than 2007/08. New indicator counting rules have changed along with classification. There is a Nightsafe multi-agency group responsible for these indicators.

Graph to show Serious Violent Crime**Chief Executive's Directorate****Finance**Chief Executive's Department

- 45 The second monitor was reported to EMAP on 8 December 2008, reporting a projected overspend of £60k compared to £105k at monitor one, a reduction of £45k. Significant variances are:

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Corporate and Democratic Core	-	1,612	1,612	-
Chief Executive	-	398	393	-5
Director of People and Improvement	-	196	196	-
Human Resources	+140	66	128	+62
Marketing and Communications	+52	(52)	(12)	+40
Civic, Democratic and Legal	-26	2,426	2,389	-37
Pay and Grading	-	1,282	1,282	
Total	+105	5,928	5,988	+60

- a Additional consultancy costs of £75k supporting the Health and Safety function prior to the appointment of a new manager, and additional costs of £58k incurred

within Corporate HR partly as a result of backfill arrangements for Pay and Grading review, offset by additional income of £83k from the projected surplus from the recruitment pool.

- b Non-achievement from letting advertising of £20k on council boundary signs and a continued forecast shortfall of £25k from the Print Unit.
- c Staffing savings amounting to £71k resulting from vacancies within democracy and committee services.
- d Additional costs of £18k from temporary extra childcare solicitor.
- e Net minor variations presented to Members produce a further overspend of £18k.

46 The Directorate Management Team have looked to consider how the budgeted overspend can be brought back into balance. All members of the Management Team have been tasked to bring forward proposals that will provide savings for the Directorate without impacting on key deliverables. It is considered that the forecast overspend should be considerably reduced. The budget will continue to be monitored closely and the result of the management action will be reported back to Members as part of the third monitoring report.

47 The pay and grading project expenditure is expected to out-turn within the agreed budget. The only potential area for overspend is external legal fees, which are running at higher than the rate expected due to additional legal work. However there are other areas that are underspending which should keep the spend within the overall budget.

Property Services

48 The second monitor was reported to EMAP on 8 December 2008, reporting a projected overspend of £294k compared to £188k at monitor one, an increase of £106k. Significant variances reported to Members are:

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Property Services	+188	1,658	1,952	+294
Total	+188	1,658	1,952	+294

- a The three staffing trading accounts are projected to break even, however there is a projected income shortfall (£132k) within the Commercial Property Portfolio as current economic conditions lead to further voids within the sector. Emergency maintenance works on a number of properties has impacted too.
- b Administration accommodation is forecast to overspend by £137k, mainly due to an increase in hire and services charges from landlords (£96k) for additional costs of repair and maintenance. A 60% rise in electricity costs this year and increasing pressure on the limited repair and maintenance budget have contributed to this situation. All repair and maintenance expenditure is now on hold, items will be considered on a case-by-case basis and works only undertaken to meet health & safety requirements.

- c There is a projected overspend of £26k on the management of surplus assets. As it becomes more difficult to sell properties the costs of maintaining, securing and managing surplus property will become more expensive.
- d Net minor variations produce a small underspend of £1k.

Performance

- 49 Chief Executives have a limited number of indicators available as most of their national indicators are produced through the Place Survey and will not be available till next year. The Corporate Health section shows many of the other indicators produced by this directorate.

Resources Directorate

Finance

- 50 The second monitor was reported to EMAP on 9 December 2008, reporting a projected underspend of £421k compared to £301k at monitor one, a further underspend of £120k. Significant variances are:

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Director	-25	393	339	-54
Public Services	+30	2,191	2,183	-8
Financial Services	+26	199	227	+28
Performance, Audit and Risk Management	-63	215	174	-41
IT&T	-260	52	(274)	-326
Easy Project	-9	1,688	1,668	-20
Total	-301	4,738	4,317	-421

- a Within the Public Services variance there are additional pressures on Benefits Administration of £263k, comprising additional staffing costs of £292k mainly due to the delayed implementation of the benefits restructure (£262k) and reviewing overpayments (£30k) which will deliver savings next year, and additional costs on office equipment and telephony necessary for benefits restructure (£30k) against which there is an underspend of £59k on administration grants awarded for the introduction of the Local Housing Allowance and Employment Support Allowance. Offsetting this Benefits Subsidy is projected to overachieve income by £201k, due to fewer than budgeted eligible overpayment errors, especially those cases where fraudulent claims have been made.
- b Within IT&T savings totalling £166k have been realised through CYC undertaking technical work "in house" rather than through external suppliers as originally costed. In addition resourcing implications within Directorates have resulted in a number of development projects either not being completed within year as planned or being deferred completely until 2009/10. This has contributed £155k to the total ITT projected underspend.
- c The York Contact Centre is projecting a net underspend of £82k from key activities. An overspend on staffing budgets within the contact centre (£98k) due

to unachievable cost reallocations offset by a staffing underspend on the Council Tax and NNDR administration and Recovery teams (£97k). There is also an over-achievement of income of £95k on court costs from the recovery of Council Tax and NNDR debts, which is offset by additional court fees of £13k.

- d Net minor variations, mainly from staffing vacancies, presented to Members produce a further underspend of £80k.

Performance

- 51 Resources have improved on 80% the indicators reported with information available. Resources indicators tend to be internal indicators and therefore do not feature in the LAA. Many of national indicators do not have historical data either.

	Total	Number on Target	Number showing improvement
All Indicators Reported	19	10 of 13 (77%)	8 of 10 (80%)
National Indicators	6	2 of 2 (100%)	1 of 1 (100%)

Improvement Headlines:

- a. Housing benefit overpayments recovered as % identified in year has increased from 58% to 70%. This is due to a 42% decrease in the value of overpayments created in the year so far.
- b. Time taken to process housing benefit/council tax claims has decreased by two days. (17days compared to the 19 days reported in 2007/08, however this is based on a slightly different definition of this measure).

Housing and Adult Social Services Directorate

Finance

Housing General Fund

- 52 The second monitor was presented to EMAP on 8 December 2008 and reported a projected underspend of £74k compared to £72k at monitor one. Significant variances are:

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Housing General Fund	-72	1,405	1,331	-74
Total	-72	1,405	1,331	-74

- a The budget for Howe Hill Hostel is projected to underspend by £73k as a result of staff vacancies, lower repair costs, increased expenditure on utilities and equipment and higher occupancy levels.
- b An overspend forecast on repairs and utility costs at travellers sites of £31k is offset by an underspend of £33k forecast for the Homeless Advice Team mainly due to staff vacancies.
- c Net minor variations produce an overspend of £1k.

Adult Social Services

53 The second monitor was presented to EMAP on 8 December 2008 and reported a projected underspend of £476 compared to an overspend of £21k at monitor one, a movement of £497k.

	Monitor 1 Variance £'000	Net Budget £'000	Projected Out-turn £'000	Variance £'000
Corporate Services	-19	2,586	2,252	-334
Older People and Physical Disability	+329	23,244	23,159	-85
Mental Health	-86	2,321	2,226	-95
Learning Disabilities	-203	9,904	9,942	+38
Total	+21	38,055	37,579	-476

54 Part of this improvement is due to the Learning Disabilities team being extremely successful in applying for Continuing Health Care funding. £534k was received in 2007/08 but the forecast for 2008/09 is £1,085k, an increase of £551k (£193k more than projected in monitor one). Significant variances are:

- a. A net underspend on corporate services of £334k, mainly due to staff vacancies in the training section and money for backfilling staff attending training not yet allocated (£91k) and other savings.
- b. Continued pressures in Learning Disabilities results from the increase in both the number of customers and the complexity of their needs. Projected variances lead to an overspend of £38k in the year and include overspends on community support and transportation offset by underspends on residential and nursing care, mainly due to increased continuing health care funding.
- c. The projected variance for the Mental Health section is an underspend of £95k, with the largest variance being an underspend of £74k on residential and nursing care based on current customer levels remaining constant.
- d. Within the Older People and Physical Disability section a projected underspend of £85k is forecast. There are some large variations when compared to the budget in this area, as well as some substantial improvements in position from the first monitor. Overspends of £421k are projected in community support, a continuing pressure from 2007/08, offset by an increase in continuing health care funding amounting to £321k (additional income from the position in monitor one). In house Home Care savings of £292k are being achieved in excess of those identified as part of the budget process. The number of customers choosing to take a direct payment continue to increase, which improves performance indicators in this area but also leads to a projected overspend of £161k. The use of agency staff in the Intake team leads to a projected overspend of £154k. An overspending on pay in Elderly Persons Homes (£83k) results from high levels of sickness and a continued pressure to staff to minimum CSCI standards is offset by an excess of income (£445k). There are forecast overspends of £40k for repair and maintenance of private sector adaptations and £80k on Social Services properties, continuing pressures from 2007/08. Work is ongoing to investigate reasons for increased costs under the Repairs Partnership.

Non-General Fund Account**Housing Revenue Account (HRA)**

55 The working balance budget on the HRA is £7,262k. This review indicates a net underspend of £285k which, together with the budgeted balance of £7,262k, now gives a total estimated balance of £7,547k. The variances reported to the EMAP include:

- a. Overspends totalling £461k, the main area being repairs and maintenance, principally plumbing and roofing, amounting to £350k.
- b. Underspends totalling £746k, including £99k from increased rent income due to a reduction in right to buy sales and lower voids, £60k due to lower property charge due to the reduction in right-to-buy work, £96k on housing operations mainly due to staff vacancies, reduction in legal fees and lower than forecast payments for the golden goodbye scheme and £200k additional income from interest earned due to having a higher than forecast working balance.

Performance

56 Over 62% of indicators are on target. Over half of the indicators are only counted on an annual basis.

	Total	Number on Target	Number showing improvement
All Indicators Reported	31	8 of 13 (62%)*	3 of 7 (43%)*
LAA Indicators	8	3 of 5 (60%)*	3 of 3 (100%)*
National Indicators	23	6 of 9 (67%)*	3 of 3 (100%)*

Improvement Headlines

- a. Despite the economic downturn the Council is making good progress towards meeting its Affordable Homes target (128 delivered so far compared to target of 165). However, the impact on new house building remains a matter of concern.
- b. York has exceeded its target of Social Care clients receiving self directed support (Direct Payments and Individual Budgets). 224 already achieved compared to target of 175.
- c. Timeliness of social care packages is on course to meet the target of 92% for 2008/09.

Areas of concern:

- d. The impact of the economic downturn has contributed to more house repossessions being undertaken. In response, the Golden Triangle Partnership will launch a mortgage rescue scheme in December 2008/January 2009.
- e. Timeliness of social care assessments is considerably below target of 76.5%, with only 53% of assessments completed on time.
- f. The new Peasholme Centre building at Fishergate has been delayed because the contractor became insolvent. Completion is now likely during July 2009.

Corporate Health

Performance

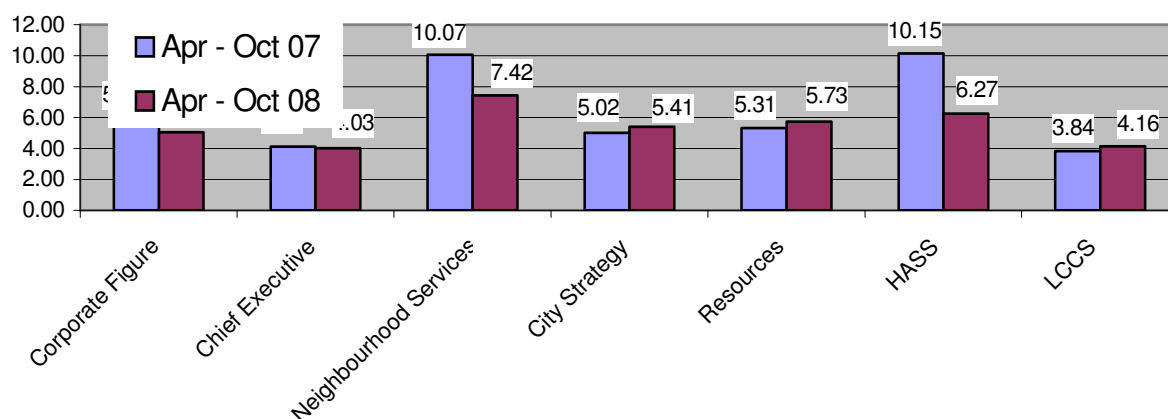
- 57 Overall Corporate Health has continued to improve in many areas continuing a trend from last year particularly in staff attendance levels and staff turnover.

	CYC	Latest for 08/09	Improvement from 07/08
Sickness	Number of days lost per FTE	5.05 days	Improved by 13%
	Long term lost per FTE	2.46 days	
	Short term lost per FTE	2.58 days	
	Stress days lost of total days lost	19%	Declined by 3%
	Staff Turnover	3.53%	Improved by 30%
Health and Safety	Major injuries to employees	2	Improved by 50%
	Minor injuries to employees	25	Improved by 42%
	Injuries (involving a hospital trip) to non-employees	13	Improved by 55%
Equalities	Equality Impact Assessments completed	11	Improved (target14)
	Ethnic minority including white other	3.49%	Stable
	Number with a disability	1.77%	Stable
Customer First Statistics	Letters dealt with within 10 days	94%	Declined by 1%
	Stage 2 Complaints dealt with within 10 days	95%	Improved by 12%
	Stage 3 Complaints dealt with within 10 days	93%	Improved by 43%
	Visitors seen within 10 minutes	99%	Stable
	Those needing further help seen within 10 minutes	99%	Improved by 1%
	Phone calls answered within 20 seconds	91%	Declined by 2%

Improvement Headlines

- Staff turnover (voluntary leavers) has reduced by 30% compared to the same period last year.
- Staff attendance levels are showing a 13% improvement from the same period last year with large improvements in Neighbourhood Services and HASS (see graph below). Schools have a significant impact on the LCCS figure, if schools are taken out of the calculation then LCCS sickness figure would be 3.32 days per FTE.
- Customer first statistics are showing significant improvement in terms of dealing with complaints.
- Health and Safety reported accidents have improved. The new Health and Safety Manager is reviewing the way data is collected and putting forward new proposals to assess each directorate across a range of health and safety measures.

Graph to show sickness comparing 2008 to 2007



Progress on priorities and key projects

58 This section provides members with an update on progress on the Council's 10 corporate priorities, the key projects that drive much strategic improvement work and the council's Single Improvement Plan (SIP), which is driving improvements in organisational effectiveness.

Corporate Priorities

59 68% of indicators that support a corporate priority are on target with 65% showing an improvement since 2007/08.

- Particular improvements include waste indicators (83% on target) and improving life chances of vulnerable young people (73% on target).
- The reduction of the actual and perceived impact of violent, aggressive and nuisance behavior is continuing to improve well since the end of 2007/08 with 80% of indicators showing improvement.
- The 2 indicators for customer focus both relate to turnover growth and confidence which have both declined due to the credit crunch
- Some of the cleaner streets indicators such as levels of graffiti and detritus have not improved since the end of last year.

Corporate priority theme	Total Priorities KPIs	Number on target	Number improving
Affordable housing	4	2 of 4(50%)	2 of 3(67%)
Cleaner streets	4	3 of 5(60%)	2 of 5 (40%)
Customer focus	2	0 of 2 (0%)	0 of 2 (0%)
EF Transport	2	2 of 2(100%)	1 of 2 (50%)
Healthy Lifestyles	7	5 of 7 (71%)	5 of 7 (71%)
Life Chances	16	11 of 15 (73%)	7 of 12 (58%)
Skills & employability	10	7 of 10 (70%)	8 of 9 (89%)
Waste & recycling	7	5 of 6 (83%)	4 of 6 (67%)
Environmental Impact	1	1 (100%)	0
Reduce violent, aggressive & nuisance behaviour	10	4 of 7 (57%)	7 of 9 (78%)
	63	40 of 59 (68%)	36 of 55 (65%)

Key Projects

60 There are 16 key projects that are helping to drive improvement across the city and within the council. The following 12 (75%) are on track to finish within the agreed project deadline:

- Former Terry's site development;
- Nestle South;
- York Northwest;
- Waste PFI;
- Community Stadium;
- Kerbside Recycling;
- Kingsway;
- Cycling City;
- Access York;
- University Swimming Pool;
- FMS (finance management system) replacement;
- School Modernisation.

61 The following projects all have revised target dates:

Barbican

- There are currently a number of options still being considered for the Barbican site;
- Rouane Decision – legal implications under consideration;
- Transactions for Auditorium and Coach Park Hotel to be complete.

Peaseholme relocation

- The contractor for the Peaseholme relocation recently went into voluntary administration and the administrator has now released the property. The re-tendering process to appoint a new contractor has now been completed and the new contract will begin on 5th January 2009.

Pay & Grading

- Following acceptance of the proposals in the second ballot, the council and the three trade unions signed a collective agreement on 4 December 2008. The Council is now in the process of implementing the new pay structure and allowances for staff covered by the proposals. The new pay structure will be effective from 1 April 2008, with staff receiving back pay in December's pay.

Council Headquarters

- A full financial evaluation has taken place to re-profile the approved project budget to take account of the revised project timescales and the implementation of a developer led solution. It is intended that the new solution will be contained within the existing approved project budget. Evaluation of submissions will take place early January 2009 when a short list of potential developers will be selected. The council will then issue potential developers a detailed Invitation to Participate in Dialogue and Invitation to Submit Outline Solution in accordance with the EU procurement process.

62 **FMS replacement** This project has not slipped but is a key imperative for York Council. The new system build in it's 'prototype' state is now in the process of being tested by the Steering Groups and Key users. A decision has been taken to fully implement the purchasing module in April and Finance Managers are working to identify resources that they will need to direct to the project from within their own directorates in order to achieve project targets. Detailed council wide communications are planned to take place during December and January.

Single Improvement Plan (SIP)

63 After discussion with individual CMT members, an updated set of milestones has now been set for each workstream up to the end of the current financial year, and progress made towards achievement of these milestones will be reported each month.

64 Good progress has been made in many areas, in particular the proposals for a reform of scrutiny arrangements, preparing a draft Consultation and Engagement Strategy and the adoption of a data quality strategy, which is now being rolled out across all directorates. At present, all milestones up to the date of collection (1 December 2008) are 100% complete.

65 Steady progress has been made on equality impact assessments, with an event held in November to involve the community in the process. Reforms to the budget processes are well under way, with reports scheduled for December to both CMT and Executive.

66 A report on member training is scheduled for February, with a member development programme to follow. The newly appointed Health & Safety Manager is reviewing current arrangements to ensure the safety of the Council's employees, and new HR processes are under development, while the implementation of the new Pay and Grading structure is close to completion.

Analysis

67 All the analysis of service performance, progress on key actions and the financial position of the Council is included in the body of the report.

Corporate priorities

68 The proposals included in this report are designed to demonstrate progress on achieving the Council's corporate strategy and the priorities set out in it. It also provides evidence of the co-operation between CMT and the Executive in working together to drive forward prioritised improvement and address performance, delivery or financial issues of corporate concern.

Implications

69 The implications are:

- Financial - the financial implications are dealt with in the body of the report.
- Human Resources - there are no specific human resource implications to this report, but it does contain important information on staff management and welfare.

- Equalities - there are no equality implications to this report
- Legal - there are no legal implications to this report
- Crime and Disorder - there are no specific crime and disorder implications to this report, but it does provide the Executive with crucial performance information to inform future resource allocation.
- Information Technology - there are no information technology implications to this report
- Property - there are no property implications to this report
- Other - there are no other implications to this report

Recommendations

70 Members are asked to:

- a. note the performance issues identified in this report.

Reason: So that corrective action on these performance issues can be addressed by CMT and directorates.

- b. Consider the application for a supplementary estimate request of £72k for court costs fees for child protection cases to be funded from the contingency fund, as set out in paragraph 26 and Annex 2, and to grant approval.

Reason: In accordance with the Executive's Constitutional powers to make decisions on the level and granting of supplementary estimates.

- c. Consider the applications for the remaining supplementary estimate requests of £234k to be funded from the contingency fund, as set out in paragraph 26 and Annex 2, and decide whether, or at what level, to grant approval.

Reason: In accordance with the Executive's Constitutional powers to make decisions on the level and granting of supplementary estimates.

- d. Consider the request from the Executive Member for City Strategy to use the capital element of the additional Housing and Planning Delivery Grant (£135k) to fund structural maintenance currently charged to revenue, as set out in paragraph 39 and decide whether to approve.

Reason: In accordance with budgetary and performance monitoring procedures.

Contact Details

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Specialist Implications Officer(s) None

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

All

√

Background Working Papers

Reports to individual EMAP meetings

Annexes

Annex 1 - Overview of key performance indicators used for monitor 2 (where data is available)

Annex 2 - Contingency

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Annex 1 - Key indicators reported with target or improvement data available

Directorate	Code	Indicator definition	2007/08 outturn	Latest or	Target 2008/09	LAA PI	On Target	Improved
				Forecasted Outturn 2008/09				
CS	NPI 47	People killed or seriously injured in road traffic accidents	160 (old rules)	93 (Provisional)	113	35	Y	Y
CS	NPI 48	Children killed or seriously injured in road traffic accidents	New PI	4 (Provisional)	Not Set Yet	NO	N/A	Y
CS	VJ15a	York's unemployment rate below the regional rate	1.5% below	1.41% below	1.5% below	NO	Y	Y
CS	VJ15b	York's unemployment rate below the national rate	1.1% below	1.02% below	1% below	NO	Y	Y
CS	VJ15c	Business confidence: the balance of firms expecting turnover to rise	28.10%	13.80%	20.00%	NO	N	N
CS	VJ15d	Balance of firms where turnover has grown rather than fallen	21.10%	4.20%	20.00%	NO	N	N
CS	BVPI 106	% of new homes built on previously developed land	94.80%	93.39%	65.00%	NO	Y	S
CS	NPI 157a	Processing planning applications - major applications completed (13 wks)	73.44%	77.77%	70.00%	NO	Y	Y
CS	NPI 157b	Processing planning applications - minor applications completed (8 wks)	76.03%	71.32%	80.00%	NO	N	N
HASS	NPI 130	Social Care clients receiving Self Directed Support	n/a	225	174.5	35	Y	Y
HASS	NPI 135	Carers receiving needs assessment/review and specific carer's service	n/a	12.38%	18.75%	35	N	N/A
HASS	NPI 141	Number of vulnerable people achieving independent living	n/a	68.09%	68.50%	35	Y	N/A
HASS	NPI 155	Number of affordable homes delivered (gross)	51	128	165	35	Y	Y
HASS	NPI 156	Number of households living in Temporary Accommodation	209	195	170	35	N	Y
HASS	BVPI 212	Average time taken to re-let local authority housing.	19.37	19.6 days	18	NO	N	
HASS	NPI 132	Timeliness of social care assessment	n/a	56.36%	76.50%	NO	N	
HASS	NPI 133	Timeliness of social care packages	n/a	90.37%	92.00%	NO	Y	
LCCS	NPI 111	First time entrants to the Youth Justice System aged 10 – 17	385	130 (59 Qtr2)	Not set yet	14	N/A	
LCCS	NPI 100	Children in care reaching level 4 in Maths at Key Stage 2	60.00%	40.00%	44.40%	16	N	
LCCS	NPI 101	Children in care achieving 5 A*-C GCSEs (or equivalent) at KS4 (inc E & M)	0.00%	15.70%	23.80%	16	N	
LCCS	NPI 72	Achievement of at least 78 points across the Early Years Foundation Stage	61.90%	59.5%est	59.00%	16	Y	N
LCCS	NPI 73	Achievement at level 4 or above in both English and Maths at Key Stage 2	76.80%	75.7%est	Not Req'd	16	N/A	N
LCCS	NPI 74	Achievement at level 5 or above in both English and Maths at Key Stage 3	75.40%	72.8%est	Not Req'd	16	N/A	N
LCCS	NPI 75	Achievement of 5 or more A*-C grades at GCSE or equivalent (inc E & M)	54.50%	53.6%est	56.00%	16	N	N
LCCS	NPI 83	Achievement at level 5 or above in Science at Key Stage 3	79.00%	79.9%est	83.00%	16	N	Y
LCCS	NPI 92	Narrowing gap between lowest achieving 20% (EY Foundation Stage)	32.70%	30.8%est	31.00%	16	Y	Y
LCCS	NPI 93	Progression by 2 levels in English between Key Stage 1 and Key Stage 2	84.30%	82%est	New PI for academic yr 08/09 so no target req	16	N/A	N
LCCS	NPI 94	Progression by 2 levels in Maths between Key Stage 1 and Key Stage 2	78.20%	78%est		16	N/A	S
LCCS	NPI 97	Progression by 2 levels in English between Key Stage 3 and Key Stage 4	56.30%	57.4%est		16	N/A	Y
LCCS	NPI 98	Progression by 2 levels in Maths between Key Stage 3 and Key Stage 4	29.50%	22%est		16	N/A	N
LCCS	NPI 99	Children in care reaching level 4 in English at Key Stage 2	80.00%	30%est	44.40%	16	N	N
LCCS	NPI 115	Substance misuse by young people	12.00%	1.00%	11.75%	35	Y	Y
LCCS	NPI 117	16-18 year olds who are not in education, training or employment (NEET)	3.59%	7.00%	3.7% (11/8-1/9)	35	N	N
LCCS	NPI 43	Young people within the Youth Justice System sentenced to custody	3.60%	5.70%	5.00%	NO	Y	Y
LCCS	NPI 45	Young offenders engagement in suitable education, employment or training	69.30%	67.70%	90.00%	NO	n	n
LCCS	NPI 59	Initial assessments - children's social care within 7 working days of referral	65.80%	85.30%	66.00%	NO	Y	y
LCCS	NPI 60	Core assessments for children's carried out within 35 working days	89.00%	81.90%	89.50%	NO	n	n

Annex 1 - Key indicators reported with target or improvement data available

Directorate	Code	Indicator definition	2007/08 outturn	Latest or	Target 2008/09	LAA PI	On Target	Improved
				Forecasted Outturn 2008/09				
LCCS	NPI 62	Stability of placements of looked after children: number of moves	10.70%	4.60%	10.50%	NO	Y	Y
LCCS	NPI 63	Stability of placements of looked after children: length of placement	65.50%	63.80%	67.50%	NO	N	N
LCCS	NPI 64	Child protection plans lasting 2 years or more	1.40%	2.20%	2.50%	NO	Y	N
LCCS	NPI 65	Children subject of Child Protection Plan for 2nd or subsequent time	7.70%	1.60%	7.50%	NO	Y	Y
LCCS	NPI 66	Looked after children cases which were reviewed within required timescales	83.00%	89.40%	84.00%	NO	Y	Y
LCCS	NPI 67	Child protection cases which were reviewed within required timescales	98.30%	100.00%	100%	NO	Y	Y
LCCS	NPI 68	Referrals to children's social care going on to initial assessment	66.60%	63.00%	67.00%	NO	N	N
LCCS	NPI 161	Learners achieving a Level 1 qualification in literacy	55	63	53	NO	Y	Y
LCCS	NPI 162	Learners achieving an Entry Level 3 qualification in numeracy	8	18	20	NO	N	Y
LCCS	CF 3	% of children in care missing 25+ days school	21.00%	11.80%	12.00%	NO	Y	Y
LCCS	LPSA	% of children and YP's participation in high-quality PE and sport (2 hours)	90.00%	94.00%	91.00%	NO	Y	Y
LCCS	NPI 114	Rate of permanent exclusions from school	0.25%	0.12%	0.13%	No	Y	N/A
NS	NPI 16	Serious acquisitive crime rate	3279	2401	3891	35	Y	Y
NS	NPI 191	Residual household waste per head	N/A	624kg (Q2)	640kg	35	Y	Y
NS	NPI 192	Household waste recycled and composted	43.37%	45.17% (Q2)	45%	NO	Y	Y
NS	NPI 193	Municipal waste land filled	N/A	55.97% (Q2)	55%	NO	Y	Y
NS	NPI 195a	Improved street and environmental cleanliness (levels of litter)	8.00%	8.00%	8%	NO	Y	Y
NS	NPI 195b	Improved street and environmental cleanliness (levels of detritus)	9.00%	10.00%	8%	NO	N	Y
NS	NPI 195c	Improved street and environmental cleanliness (levels of graffiti)	2.00%	6.00%	2%	NO	N	Y
NS	NPI 195d	Improved street and environmental cleanliness (levels of fly posting)	N/A	2.00%	0%	NO	N	Y
NS	COLI3	Missed bins per 100,000 collections	50.6	42.16 (8months)	40	NO	Y	Y
NS	VW19	Missed bins put right by end of next working day	79.86%	96% (Q2)	99%	NO	Y	Y
NS	BVPI 91a	% of households served by kerbside collection (one recyclable)	91.39%	90.27%	not set	NO	n/a	N
NS	NPI 15	Serious violent crime rate	96	73	92	NO	N	N
NS	NPI 20	Assault with injury crime rate	1024	865	990	NO	N	N
NS	NPI 28	Serious knife crime rate	67	35	64	NO	Y	Y
NS		Total BCS Crime	11119	6446	9846	NO	Y	Y
NS	CC2	% of residents who feel that York is a safe city to live in	55.00%	64.00%	68.00%	NO	N	Y
NS	COLI29	% of people concerned about going out alone in York	27.00%	25.00%	not set	NO	n/a	Y
Res	BVPI 8	% of invoices for commercial goods and services paid within 30 days	92.96%	97.78%	95.00%	NO	Y	Y
Res	BVPI 9	% of council tax collected	97.32%	56.99%	56.80% (part yr)	NO	Y	Y
Res	BVPI 10	% of non-domestic rates due for the financial year received	98.34%	61.47%	62.35% (part yr)	NO	N	Y
Res	NPI 181	Process time - Housing/CT Benefit new claims and change events	19 days (old rules)	17 days	18 days	NO	Y	Y
Res	ARM 1	Number of Housing/Council Tax Benefit fraud investigations completed	524	171	535	NO	N	N
Res	ARM 2	Number of HB and CTB prosecutions and sanctions per year	48	19	51	NO	Y	Y

Position on General Contingency

	£'000	£'000
Original Allocation		800.0
Releases approved to date		370.1
Balance Remaining		429.9
<u>Requests for funding in this report, detailed overleaf:</u>		
a) LCCS: Fostering Costs	80.0	
b) LCCS: Legal Fees	70.0	
c) LCCS: Court Fees	72.0	
d) LCCS: Music Service Income	40.0	
e) LCCS:	44.0	306.0
Balance Remaining if Approved		123.9
<u>Funding earmarked</u>		
a) Dealing with Flooding	75.0	
b) Concessionary Travel	50.0	125.0
Potential Year-End Position		-1.1

Fostering Costs (Contingency request £80k)

The total number of Looked After Children placed with York Foster Carers has been increasing throughout 2008/09 as follows:

Age bands	2007/08	2008/09		
	31/03/08	Quarter 1	Quarter 2	31/10/08
0 to 4	22	31	32	32
5 to 10	30	34	37	37
11 to 15	49	50	52	56
16 to 17	14	17	20	20
Total	115	132	141	145

The 2008/09 fostering budget has sufficient funding for 106 children to be placed with foster carers at any one time. By the end of October 2008 there were 39 more children in foster care than was allowed for in the budget, at an additional cost of £4,746 a week (£246.8k p.a). This is calculated using the statutory weekly rates for foster carers and does not take account of additional allowances (such as birthday allowance, Christmas allowance, Specialist Teenage fee, etc) which increase the cost further.

Legal Fees (Contingency request £70k)

	2006/07	2007/08	2008/09 to 30/11/08
Experts	25,908	44,668	35,371
Counsel	66,570	88,932	68,052
Court Fees	8,115	8,887	37,201
Framework Solicitors	-	-	19,818
Other	6,807	14,433	10,990
Total Legal Fees	107,400	156,920	171,432
Legal Fees excluding Court Fees	99,285	148,033	134,231
			Projected
Number of Cases in Year	80	78	83
Total New Cases in Year	30	38	48

The total expenditure on legal cases, excluding fees paid to the Courts, has risen from £99k in 2006/07 to £148k in 2007/08. Expenditure in the first 8 months of 2008/09 has been £134k (excluding court fees): a straight line projection of this would suggest total spend of £201k by the end of the year.

As can be seen from the above table, the number of cases has remained fairly steady over the last three years. The rise in costs is due to the increasing complexity of some cases, together with a general increase in the cost of cases resulting from a national trend for courts to call in more expert witnesses.

Court Fees (Contingency request £72k)

The Government has recently increased the court fees payable for Child Protection Cases from £150 per case to a maximum of £4,950 per case. The effect of this has been to impose a massive increase on the legal fees payable by City of York Council. The total bill for court fees in 2006/07 was £8,115 and for 2007/08 was £8,887. To date in 2008/09 (from invoices for the period to 30 September 2008) the Council has paid over £37k in court fees directly to Her Majesty's Court Service and York County Court. In addition to this there have been court fees of around £3k paid in relation to cases handled by our framework solicitors. A rough straight line projection to the end of the year would suggest that court fees for 2008/09 will be in the region of £80k, an increase of £71k over 2007/08.

Music Service Income (Contingency request £40k)

The total number of pupils accessing the service has declined significantly over recent years from 2,001 in 2005/06 down to an estimated 1,704 for the Spring 2009 term. This reduction combined with ever increasing income targets for the service has resulted in the current net deficit position.

Library Income (Contingency request £44k)

There is currently a shortfall of £73k against the core library income, partially offset by savings of £18k. As previously reported a number of valuable obsolete stock items have been sold at auction and raised £95k. This income was intended to support the first phase of redeveloping the central library into a library learning centre, but is being used instead to fund the net deficit on the library service. There is therefore little scope to contribute to the refurbishment project in 2008/09. In the overall council budget for 2008/09 a sum of £44k was identified in the Corporate Contingency budget against a possible shortfall in library income. The release of this sum is requested to allow it to be used to contribute towards the refurbishment project.

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Executive**20 January 2009****Report of the Director of Resources****CAPITAL PROGRAMME – MONITOR TWO****Report Summary**

1. The purpose of this report is to:
 - Inform Members of the likely outturn position of 2008/09 Capital Programme based on the spend profile and information to November 2008 reflecting the capital monitor two reports taken to Executive Member with Advisory Panel (EMAP) meetings for each department;
 - Inform the Executive of any under or overspends and seek approval for any resulting changes to the programme;
 - Inform the Executive of any slippage and seek approval for the associated funding to be slipped to or from the financial years to reflect this;
 - To inform Members of the funding position of the capital programme, taking account of the current capital receipts forecasts for the three year capital programme.
2. The 2008/09 – 2010/11 capital programme was approved by Council on 21st February 2008. Since then a number of amendments have taken place as reported to the Executive in the 2007/08 Capital Outturn paper and the 2008/09 Monitor one paper. These changes have resulted in a current approved capital programme for 2008/09 of £63.93m, financed by £45.854 m of external funding, leaving a cost to the Council of £18.085m to be financed from capital receipts. Table 1 illustrates the movements from the start budget to the current approved position at monitor 1.

	Gross Budget £m	External Funding £m	Cost to CYC £m
Original Budget Approved by Council at 21 Feb 2008	86.152	63.087	23.065
Slippage Carried Forward to 09/10 & 10/11 from 07/08 outturn report	(10.997)	(11.526)	0.529
Additions from 07/08 outturn report	0.787	0.814	(0.027)
Amendments from Monitor 1 report	(12.012)	(6.530)	(5.482)
Current Approved Capital Programme	63.930	45.845	18.085

Table 1 Current Approved Capital Programme

Consultation

- The capital programme was developed under the Capital Resource Allocation Model (CRAM) framework and agreed by Council on 21 February 2008. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

Summary of Key Issues

- At monitor 1, there was an overall decrease of £22.222m in the 2008/09 capital programme. A further fall of £3.393m is detailed in this monitor 2 that results in a revised capital programme budget of £60.537m; £18.511m higher than 2007/08 capital outturn. The decrease is mainly due to the delays encountered with regard to the Administrative Accommodation project.
- Capital receipts to be received in 08/09, are forecast to be down against the original budgeted target of £13.067m by £5.327m to £7.740m. This is partly due to timing issues with the majority of the slippage expected early in 2009/10. Capital receipts brought forward of £4.127m and the reclassified PFI funds will be used to fund the capital programme in lieu of the timing of other capital receipts being received.
- Against the current approved budget at Monitor 1 of £63.93m, there is a predicted outturn of £60.537m, a net decrease of £3.393m made up of:
 - Adjustments to schemes reducing costs by £624k.
 - The re-profiling of budgets from 2008/09 to future years of £2.769m which includes £1.295 for the Admin Accom scheme.

Table 2 outlines the variances reported against each portfolio area.

Department	Current Approved Budget £m	Projected Outturn £m	Variance £m	Paragraphs
Children's Services	33.217	33.145	(0.072)	10-15
City Strategy	8.439	11.643	3.204	16-19
Economic Development	0.158	0.158	0.000	20
Housing	8.817	8.967	0.150	21-23
Leisure and Culture	5.389	3.857	(1.532)	24-27
Neighbourhood Services	0.944	0.634	(0.310)	28-29
Resources	6.534	0.885	(5.649)	30
Chief Executive	0.000	0.866	0.866	31
Social Services	0.332	0.282	(0.050)	32-34
Hazel court	0.100	0.100	0.000	
Total	63.930	60.537	(3.393)	

Table 2 Capital Programme Forecast Outturn 2008/09

7. To the end of November there was £31.432m of capital spend representing 49% of the approved budget, compared to 44% for the same period in 2007/08.
8. The main highlights of this report are:
 - a. The progression of the £3.5m Manor School scheme is in the main construction phase and is due to complete this year.
 - b. The York High School development is progressing, with the handover of the £13.7m school due to take place in December of this year, ready for use by spring 2009.
 - c. Work is progressing well on site for the £29.5m Joseph Rowntree One School Pathfinder. Completion is expected by February 2010, ready for occupation from Easter 2010
 - d. Building work continues for the new pool on the York High site. The latest schedule of work requires £1.7m to slip into 09/10 with the project remaining on target to be completed in 09/10.
 - e. As part of the government's free swimming offer, City of York Council has chosen to offer free swimming to local residents aged 60 and over, and under 16.
 - f. Schemes within the City Strategy are on schedule to achieve their programme of works by the end of the year. This includes expenditure of £6.4m on the Local Transport Plan (LTP) and £1.5m on highways resurfacing and reconstruction.
 - g. Additional funding from the Cycling City Grant (approval of delivery plan anticipated by early January) and the Housing & Planning Delivery Grant (used to fund structural maintenance schemes) will increase the available capital budget up to 2010/11.

- h. The Administrative Accommodation project has been re-profiled from 08/09 through to 12/13.
- i. The Tenants Choice schemes continue to progress with additional works occurring on modernisation.
- j. The Telecare project to embed telecare services as part of the whole social service package has started.

Analysis

9. The Executive Member with Advisory Panels (EMAP's) met during November and December to report on the performance of each portfolio. A summary of the key exceptions and implications on the capital programme are highlighted below.

Education and Children's Services (EMAP – 4 November 2008)

10. The current approved capital programme for Education and Children's services for 2008/09 is £33.217m following the adjustments made at 2007/08 outturn and 2008/09 monitor 1. As a result of changes made at the second monitor, the 2008/09 capital programme will decrease by £72k to £33.145m. Table 3 gives a summary of the changes on a scheme by scheme basis.

Gross Education and Children's Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Approved Capital Programme	33.217	31.940	20.723	85.880
<u>Adjustments:</u>				
Devolved Capital (Voluntary Aided Schools)	(0.623)	(0.623)	(0.623)	(1.869)
Integrated Children's Centres		0.081	0.081	0.162
York High Scheme TCF Grant		0.001		0.001
<u>Re-profiling:</u>				
Extended Schools Project	(0.250)	0.250		0.000
Integrated Children's Centres	(0.085)	0.085		0.000
NDS Modernisation	0.886	(0.886)		0.000
Revised Capital Programme	33.145	30.848	20.181	84.174

Table 3 Education and Children's Services Capital Programme 2008

11. The removal of the £1.869m Devolved Capital Funds is due to the funding for Voluntary Aided schools no longer coming via the Local Authority.
12. Additional DCSF funds of £162k have been identified for maintenance for Integrated Children's Centres and have been allocated to 2009/10 and 2010/11.

13. £250k of Extended Schools Projects profiled expenditure has been put back into 2009/10 due to one project no longer being viable, therefore funds have been reallocated to different schemes. In addition further use of funds for this scheme were approved at Children's Services EMAP on 17th July 2008 and projects are commencing at Wheldrake, Headlands and Lord Deramore's Primary Schools.
14. £85k of Integrated Children's Centre's profiled expenditure has been delayed until 2009/10 due to delays with the contractor in completing the works. The retention payments will be made in 2009/10; therefore individual budgets have slipped from 08/09.
15. £886k of NDS Modernisation has been brought forward due to outstanding planning issues being resolved enabling the project to commence quicker than expected.

City Strategy (EMAP – 8 December 2008)

16. The current approved capital programme for City Strategy is £8.439m following the adjustments made at Monitor 1. As a result of changes contained in the Monitor 2 EMAP report the capital programme will increase by £3.204m to £11.643m. Table 4 gives a summary of the changes on a scheme by scheme basis.

Gross City Strategy Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Approved Capital Programme	8.439	6.566	6.050	21.055
<u>Adjustments:</u>				
Cycling City Schemes	0.312	1.135	1.153	2.600
Developers Contribution Schemes	(0.228)			(0.228)
Housing and Planning Delivery	0.135			0.135
Administration Accommodation moved from Resources	4.280	32.605	3.013	39.898
<u>Re-profiling:</u>				
Administration Accommodation	(1.295)	(26.679)	7.174	(20.800)
Revised Capital Programme	11.643	13.627	17.390	42.660

Table 4 City Strategy Capital Programme 2008-11

17. The Cycling City grant of £2.6m has been added to the programme with the delivery plan to be announced by the end of December. In addition the new Housing Planning and Delivery Grant has been added to the programme allowing some structural maintenance work to be delivered by this new funding.

18. The developers contribution schemes have been reduced because the Barbican to St. Georges Field scheme has been deferred pending the outcome of the Fishergate/Paragon St./Piccadilly study which will be completed by the end of the year. In addition the funding required to complete Phase 1 of James St. Link road and undertake a study for phase 2 is lower than originally anticipated.
19. Responsibility for the delivery of the Corporate Administrative Accommodation project has been transferred to the City Strategy directorate, with decisions on the project being made by the Executive. The Administrative Accommodation project is approved in the capital programme at £43.804m, capital expenditure reported at 2007/08 Capital Outturn stood at £3.906m, £19.098m is projected to be spent through 08/09 to 10/11 with the remaining £20.8m profiled to 12/13.

Economic Development (EMAP – 8 December)

20. The approved capital programme for Economic Development is £0.158m. No changes are anticipated as part of this monitor. Table 5 confirms the current budget.

Gross Economic Development Capital Programme	2008/09 £m	2009/10 £m	2009/10 £m	Total £m
Current Approved Capital Programme	0.158	0.00	0.000	0.158

Table 5 Economic Development Capital Programme 2008 -11

Housing (EMAP – 8 December 2008)

21. The approved capital programme for Housing services is £8.817m following the adjustments made at Monitor 1. As a result of changes made in this monitor, the capital programme has been increased by £150k to £8.967m. Table 6 gives a summary of the changes on a scheme by scheme basis.

Gross Housing Capital Programme	2008/09 £m	2009/10 £m	2010/11 £m	Total £m
Current Approved Capital Programme	8.817	8.451	8.619	26.023
<u>Adjustments:</u>				
Repairs to Local Authority Properties	0.002			0.002
Assistance to Older and Disabled People	0.065			0.065
MRA schemes	0.083			0.083
Revised Capital Programme	8.967	8.451	8.619	26.037

Table 6 Housing Capital Programme 2008 - 2011

22. The projected overspend with regard to Assistance and Disabled People is due to an increasing need for urgent disabled adaptations at a cost of £65k. The projected overspend of £83k on MRA schemes is primarily due to an increase in properties coming forward requiring modernisations under the Tenants Choice Backfill scheme. This overspend has been offset to some extent by under spends on Tang Hall and Horsman Avenue Tenants Choice schemes.
23. Monitor 1 reported that Right to Buy (RTB) sales which funded £274k of the original £649k Disabled Facilities Grant scheme would not be realised in year and therefore the estimate of receipts was reduced down to a level of £120k. The funding for the £154k gap was approved from corporate funding (capital receipts) as part of Monitor 1. The latest forecast estimate that no RTB sales will be achieved in this financial year requiring additional corporate funding of £120k.

Leisure and Culture (EMAP – 2 December 2008)

24. The approved capital programme for Leisure and Culture services is £5.389m following the adjustments made at Monitor 1. As a result changes made in this monitor, the capital programme will decreased by £1.532m to £3.857m. Table 7 gives a summary of the changes on a scheme by scheme basis.

Gross Leisure and Culture Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Approved Capital Programme	5.389	3.426	1.100	9.915
<u>Adjustments:</u>				
Acomb Library	0.006			0.006
Parks and Open Spaces Development	0.118			0.118
York Pools Strategy		0.118		0.118
Free Swimming Scheme	0.044			0.044
<u>Reprofiling:</u>				
York Pools Strategy	(1.700)	1.700		0.000
Revised Capital Programme	3.857	5.244	1.100	10.201

Table 7 Leisure and Culture Capital Programme 2008 - 11

25. Acomb Library is now complete with only retention outstanding which suggests there will be a small overspend of £6k which is requiring funding corporately. The increase in York Pools Strategy budget is funding coming from the York High School budget to allow external work to be carried out on the pool which will allow the school scheme to be completed by December 2008.
26. The Parks and Open Spaces Development Scheme increase in budget is due to additional Section 106 funds now being available. In addition the

Council has been successful in attracting government funding for the free swimming for over 60s and under 16s.

27. York Pools requires re-profiling of £1.7m from 2008/09 to 2009/10 due to the delayed start date of this scheme. Work is due to complete in 2009/10 and the re-profiling reflects the schedule of payments due to the contractor.

Neighbourhood Services (EMAP – 4 December 2008)

28. The approved capital programme for Neighbourhood services is £944k following the adjustments made at Monitor 1. As a result of this monitor, the capital programme will decrease by £310k to £634k. Table 8 gives a summary of the changes on a scheme by scheme basis.

Gross Neighbourhood Services Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Approved Capital Programme	0.944	0.361	0.133	1.438
<u>Additions:</u>				
Air Quality Management	0.015			0.015
<u>Re-profiling:</u>				
Silver Street Toilets	(0.075)	0.075		0.000
Waste Infrastructure Capital Grant	(0.250)	0.250		0.000
Revised Capital Programme	0.634	0.686	0.133	1.453

Table 8 Neighbourhood Services 2008 – 2011

29. Work on Silver Street toilets is not expected to complete until May 2009 due to the resubmission of planning applications therefore budget will need to be re-profiled into 2009/10. The budget for Waste Infrastructure is earmarked for the purchase of recycling containers to extend the recycling service across the city. Until the outcome of the Groves pilot scheme is known the type of container required cannot be specified, therefore funding of £250k will need to be re-profiled into 2009/10.

Resources (EMAP – 9 December 2008)

30. Following the movement of Property Services from Resources to Chief Executives portfolio and the move of the Administrative Accommodation project to City Strategy portfolio, the capital programme for the Resources directorate now only contains 2 schemes. The approved capital programme for Resources was £6.534m following adjustments made at Monitor 1. As a result of this monitor, the 2008/09 programme is reduced by £5.649k to £0.885m. Table 9 states the position of the programme.

Gross Resources Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Approved Capital Programme	6.534	33.155	3.213	42.902
Reductions:				
It Equipment	(0.503)			(0.503)
Property Services move to Chief Executives	(0.866)	(0.550)	(0.200)	(1.616)
Administration Accommodation move to City Strategy	(4.280)	(32.605)	(3.013)	(39.898)
Revised Capital Programme	0.885	0.000	0.000	0.885

Table 9 Resources Capital Programme 2008 –2011

Chief Executives (EMAP – December 2008)

31. Following the movement of Property Services into Chief Executive Portfolio the approved capital programme is £866k following the adjustments made at Monitor 1. The capital programme for Chief Executives is projected to outturn on target at £866k. Table 10 states the budget for the current and two subsequent years.

Gross Chief Executives Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Approved Capital Programme	0.866	0.550	0.200	1.616

Table 10 Social Services Capital Programme 2008 – 2011

Social Services (EMAP – 8 December 2008)

32. The approved capital programme for Social Services is £332k following the adjustments made at Monitor 1. Following the adjustments made as a result of this monitor the capital programme for Social Services is projected to outturn at £282k, a decrease against current approved budget of £50k. Table 11 states the budget and adjustments for the current and two subsequent years.

Gross Social Services Capital Programme	2008/09	2009/10	2010/11	Total
	£m	£m	£m	£m
Current Approved Capital Programme	0.332	0.305	0.280	0.917
Reductions:				
Telecare Equipment	(0.050)			(0.050)
Additions:				
Adults Social Care IT Grant		0.092	0.051	0.143

Revised Capital Programme	0.282	0.397	0.331	1.010
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Table 11 Social Services Capital Programme 2008 – 2011

33. The Telecare Equipment scheme is now to be fully funded in future years from external funding allowing an under spend of the 2008/09 budget. This £50k was to be funded from capital receipts and thus reduces the call on corporate funding.

34. Grant funding has been received for IT equipment for Adult Social Care which has been allocated in 2009/10 and 2010/11

Summary

35. As a result of the changes reported to the directorate EMAP meetings the revised three year capital programme is summarised in Table 12.

Gross Capital Programme	2008/09 £m	2009/10 £m	2010/11 £m	Total £m
Current Programme	63.930	84.204	40.118	188.252
<u>Adjustments :</u>				
Children's Services	(0.623)	(0.541)	(0.542)	(1.706)
City Strategy	0.219	1.135	1.153	2.507
Housing	0.150	0.000	0.000	0.150
Leisure and Culture	0.168	0.118	0.000	0.286
Neighbourhood Services	0.015	0.000	0.000	0.015
Resources	(0.503)	0.000	0.000	(0.503)
Social Services	(0.050)	0.092	0.051	0.093
<u>Reprofiling:</u>				
Admin Accom project	(1.295)	(26.679)	7.174	(20.800)
Children's Services	0.551	(0.551)	0.000	0.000
Leisure Services	(1.700)	1.700	0.000	0.000
Neighbourhood Services	(0.325)	0.325	0.000	0.000
Revised Programme	60.537	59.803	47.954	168.294

Table 12 Revised Three Year Capital Programme

Funding the 2008/09 Capital Programme

36. The current capital programme is funded from a number of externally funded sources, along with capital receipts raised from the sale of surplus assets.

37. Following the adjustments made as part of this report, the revised capital programme is £60.537m. Funding from external sources and prudential borrowing is £45.696m, leaving a balance of £14.841m to be

funded from capital receipts. Table 13 illustrates the funding breakdown of the capital programme and includes 2011/12 and 2012/13 to show the Administrative Accommodation project re-profiled in future years.

	2008/09	2009/10	2010/11	2011/12	2012/13	Total
	£m	£m	£m	£m	£m	£m
Gross Capital Programme	60.537	59.803	47.954	12.274	8.526	189.094
Funded by						
Supported Borrowing	7.463	9.354	10.282	0.000	0.000	27.099
Grants and Contributions	34.653	36.356	24.988	0.000	0.000	95.997
Prudential Borrowing	3.580	1.137	7.796	12.274	8.526	33.313
Total Non Corporate Funding	45.696	46.847	43.066	12.274	8.526	156.409
Funding to be Financed from Capital Receipts	14.841	12.956	4.888	0.000	0.000	32.685
Expected Capital Receipts	(7.740)	(12.560)	(6.572)	0.000	0.000	(26.872)
Receipts b/fwd (surplus)/deficit	(9.617)	(2.516)	(2.120)	(3.804)	(3.804)	(3.804)
Receipts c/fwd (surplus)/deficit	(2.516)	(2.120)	(3.804)	(3.804)	(3.804)	

Table 13 – Capital Programme Funding and Receipts Position

38. As part of the budget setting process, a list of asset sales were agreed by the Council for reinvestment in the capital programme. The budgeted receipts for 2008/09 was set at £13.067m and revised down to £9.084m as result of monitor 1 adjustments. Latest projections estimate that £7.740m will be received in 2008/09 of which £808k from asset sales have been received to date.

39. Table 13 shows a surplus position of capital receipts of £3.804m. (It should be noted that this is in respect of general receipts, any variations where a receipt is specific to a project/scheme are monitored on a scheme by scheme basis and any variations usually picked up within the project itself). The consideration of the overall funding of the capital programme for future years is the subject of the Capital Budget 2009/10 - 2012/13 paper going to the Executive on the 16 February 2009. That report will consider the capital programme over the next 5 years, the ongoing commitments, and options for funding.

40. Following the adjustments made to the capital programme in this monitor there is a net increase of £76k in the level of receipts required from schemes currently approved in the programme.

41. The driver of the increased requirements for capital receipts are as follows:
- a. The 08/09 Disabled Facilities Grant scheme within the Housing General Fund programme relied upon £274k of Right to Buy (RTB) receipts from the sale of Council dwellings. So far this financial year there have been no RTB sales. At monitor 1 it was projected that a level of £120k of RTB receipts should be achieved by the end of the year leaving a shortfall of £154k which would be met from capital receipts. Updated projections at monitor 2 suggest that no RTB sales will be achieved in year and in order to maintain the current approved scheme additional capital receipts of £120k will be required. The capital funding position in table 13 has assumed that the funding is awarded from capital receipts. If Members decide not to fund the scheme the surplus of £3.804m would be increased to £3.924m.
 - b. Acomb library (LCCS) is now complete with only retention outstanding which suggest an overspend of £6k which needs funding from capital receipts.
 - c. The Telecare project in Social Services currently has an in year budget of £50k funded from capital receipts. The project is now fully funded in future years and the funding in this year can be offered as an under spend resulting in a reduced call on capital receipts of £50k. This under spend has been included in the £3.804m surplus figure
42. The capital programme continues to be reliant on a number of high value, high risk receipts, which if not achieved would require the Council to review its existing spending commitments. Monthly monitoring of capital receipts will identify any problems in receipt timing and will be reported accordingly to the Executive in the next monitoring report.
43. The surplus of the £3.804m will be considered in more detail in the Capital Budget 2009/10 – 2012/13

Corporate Priorities

44. The capital programme is decided through a formal process, using a Capital Resource Allocation Model (CRAM). CRAM is a tool used for allocating the Council's scarce capital resources to schemes that meet corporate priorities.

Implications

Financial Implications

45. The financial implications are considered in the main body of the report.

Human Resources Implications

46. There are no HR implications as a result of this report

Equalities Implications

47. There are no equalities implications as a result of this report

Legal Implications

48. There are no legal implications as a result of this report

Crime and Disorder

49. There are no crime and disorder implications as a result of this report

Information Technology

50. There are no information technology implications as a result of this report

Property

51. The property implications of this paper are included in the main body of the report which covers the funding of the capital programme from capital receipts in paragraphs 38-43.

Risk Management

52. The capital programme is regularly monitored as part of the corporate monitoring process. In addition to this the Capital Asset Management Group (CAMG) meets regularly to plan monitor and review major capital receipts to ensure that all capital risks to the Council are minimised.

Recommendations

53. The Executive is requested to:

- Approve the 2008/09 revised budget of £60.537m as set out in paragraph 6 and Table 2.
- Approve the net slippage of £20.8m for the Administrative Accommodation project to 11/12 and future years, net slippage of £1.474m for the rest of the capital programme, and adjustments of -£624k in 08/09, £804k in 09/10 and £662k in 10/11.

- Approve the restated three year capital programme for 2008/09 – 2010/11 as set out in paragraph 35, Table 12 and as set out in detail in Annex A.
- Note the capital receipt projections for 2008/09 to 2010/11 as summarised in Table 13.

54. The Executive is requested to recommend to Council:

- The funding of the shortfall on the Disabled Facilities Grant and retention costs at Acomb library from capital receipts.

Reason: to enable the effective management and monitoring of the Council's capital programme

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Chief Officer Responsible for the report:

Ian Floyd
Director of Resources

**Report
Approved**

*Ti
ck*

Date 05/01/09

Ian Floyd
Director of Resources

**Report
Approved**

*Ti
ck*

Date 05/01/09

Specialist Implications Officer(s)

N/a

Wards Affected:

All *tick*

For further information please contact the author of the report

Background Papers:

2008/09 – 2010/11 Capital Budget Report
Budget Control 2008
Department EMAP Capital Monitoring Reports

Annexes

Annex A – Restated Capital Programme 2008/09 to 2010/11

Capital Budget - 2007/08 to 2010/11	2008/09	2008/09	Revised Budget £000	2008/09	2008/09	2009/10	2008/09	2008/09	2010/11	Gross Capital Programme To be Funded £000
	Mon 2 Adj £000	Mon 2 Slippage £000		Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	
Children's Services										
NDS Condition Funding			0			0			0	2,764
DfES Devolved Capital Grant			0			0			0	2,753
NDS Modernisation			0			0			0	11
- External Funding	0	0	0	0	0	0	0	0	0	2,764
- Cost to City	0	0	0	0	0	0	0	0	0	0
NDS Devolved Capital	-1,574		1,374	-623		2,275	-623		2,275	17,424
DfES Devolved Capital Grant	-1,574		1,374	-623		2,275	-623		2,275	17,424
- External Funding	-1,574	0	1,374	-623	0	2,275	-623	0	2,275	17,424
- Cost to City	0	0	0	0	0	0	0	0	0	0
Fulford Secondary TCF Phase 1	26		36			0			0	36
NDS Modernisation	26		36			0			0	36
- External Funding	26	0	36	0	0	0	0	0	0	36
- Cost to City	0	0	0	0	0	0	0	0	0	0
Fulford Secondary TCF Phase 2			0			0			0	3,478
DfES Targeted Capital Fund			0			0			0	3,436
NDS Modernisation			0			0			0	42
- External Funding	0	0	0	0	0	0	0	0	0	3,478
- Cost to City	0	0	0	0	0	0	0	0	0	0
Harnessing Technology			535			523			528	1,586
DCSF Grant			535			523			528	1,586
- External Funding	0	0	535	0	0	523	0	0	528	1,586
- Cost to City	0	0	0	0	0	0	0	0	0	0
Targeted Capital Fund 14-19 Diploma			515	-250		1,750			5,500	11,407
DCSF Grant			515	-250		1,750			5,500	10,164
- External Funding	0	0	515	-250	0	1,750	0	0	5,500	10,164
- Cost to City	0	0	0	0	0	0	0	0	0	1,243
Huntington School Improvements TCF			105			0			0	5,674
NDS Modernisation			0			0			0	563
NDS Modernisation			0			0			0	0
DfES Targeted Capital Fund			0			0			0	2,379
DfES Targeted Capital Fund			0			0			0	298
Schools Access Initiative			0			0			0	100
Insurance Income			31			0			0	31
Section 106			0			0			0	25
School Contribution			23			0			0	773
- External Funding	0	0	54	0	0	0	0	0	0	4,169
- Cost to City	0	0	51	0	0	0	0	0	0	1,505
NDS Modernisation	267	886	2,781	-115	-886	1,692			2,693	17,614
NDS Modernisation			0			0			2,063	4,634
NDS Modernisation			0			0			0	4,804
NDS Modernisation	-246	886	2,112	-115	-886	1,692			630	6,381
Schools Access Initiative			0			0			0	81
Revenue Contribution			0			0			0	0
School Contribution			56			0			0	56
DfES Grant			100			0			0	100
Section 106			0			0			0	34
DfES Devolved Capital Grant	513		513			0			0	1,302
External Grant			0			0			0	222
Basic Need			0			0			0	0
- External Funding	267	886	2,781	-115	-886	1,692	0	0	2,693	17,614
- Cost to City	0	0	0	0	0	0	0	0	0	0
Neighbourhood Nurseries Initiative			0			0			0	3,643
DfES Grant			0			0			0	1,541
NDS Modernisation			0			0			0	840
Seed Capital Grant			0			0			0	100
DfES ICC Grant			0			0			0	265
External Grant			0			0			0	180
Revenue Contribution			0			0			0	0
Schools Access Initiative			0			0			0	81
DfES Devolved capital Grant			0			0			0	202
Section 106			0			0			0	0
- External Funding	0	0	0	0	0	0	0	0	0	3,209
- Cost to City	0	0	0	0	0	0	0	0	0	434
Robert Wilkinson Basic Need (Phase 2)			0			0			0	844
Basic Need			0			0			0	867
NDS Modernisation			0			0			0	-23
- External Funding	0	0	0	0	0	0	0	0	0	844
- Cost to City	0	0	0	0	0	0	0	0	0	0
Robert Wilkinson Basic Need (Phase 1)			0			0			0	27
Basic Need			0			0			0	0
NDS Modernisation			0			0			0	27
- External Funding	0	0	0	0	0	0	0	0	0	27
- Cost to City	0	0	0	0	0	0	0	0	0	0
Schools Access Initiative			359			288			288	2,108
Schools Access Initiative			359			288			288	2,094
NDS Modernisation			0			0			0	0
DfES Devolved capital Grant			0			0			0	14
- External Funding	0	0	359	0	0	288	0	0	288	2,108
- Cost to City	0	0	0	0	0	0	0	0	0	0
Skills Centre			120			0			0	2,740
NDS Modernisation			120			0			0	289
DfES Targeted Capital Fund			0			0			0	2,401
DfES Devolved capital Grant			0			0			0	50
- External Funding	0	0	120	0	0	0	0	0	0	2,740
- Cost to City	0	0	0	0	0	0	0	0	0	0
Sure Start	-280	-250	286	-598	250	1,459	-598		1,059	3,136
Sure Start Capital Grant			0			1,059			1,059	2,450
DfES ICC Grant			0	-598		0	-598		0	0
NDS Modernisation	-280	-250	286		250	400			0	686
- External Funding	-280	-250	286	-598	250	1,459	-598	0	1,059	3,136
- Cost to City	0	0	0	0	0	0	0	0	0	0
Specialist Schools Status			0			0			0	300
- External Funding			0			0			0	300
- Cost to City	0	0	0	0	0	0	0	0	0	0
Integrated Children's Centres		-85	1,956		85	85			0	4,871
DfES ICC Grant			0			0			0	1,424

Capital Budget - 2007/08 to 2010/11	2008/09	2008/09	Revised Budget £000	2008/09	2008/09	2009/10 Revised Budget £000	2008/09	2008/09	2010/11 Revised Budget £000	Gross Capital Programme To be Funded £000
	Mon 2 Adj £000	Mon 2 Slippage £000		Mon 2 Adj £000	Mon 2 Slippage £000	Mon 2 Adj £000	Mon 2 Slippage £000	Mon 2 Adj £000	Mon 2 Slippage £000	
Sure Start Capital Grant			0			0			0	1,392
DoH Safeguard Grant			486			0			0	500
DfES Devolved Capital Grant		-50	122		50	50			0	172
NDS Modernisation		-35	210		35	35			0	245
Schools Access Initiative			22			0			0	22
Section 106			565			0			0	565
- External Funding	0	-85	1,405	0	85	85	0	0	0	4,320
- Cost to City	0	0	551	0	0	0	0	0	0	551
Integrated Children's System Grant			25			0			0	83
- External Funding			25			0			0	83
- Cost to City	0	0	0	0	0	0	0	0	0	0
Westside Review - Oaklands / York High	938		9,781	116		1,066			0	13,654
TCF			5,193	1		1			0	8,001
NDS Modernisation	500		1,150	233		483			0	1,633
DCSF Devolved Capital Grant	438		438			0			0	438
Prudential Borrowing			900			400			0	1,300
Schools Access Initiative			100			0			0	100
- External Funding	938	0	7,781	234	0	884	0	0	0	11,472
- Cost to City	0	0	2,000	-118	0	182	0	0	0	2,182
Westside Review - Manor			2,961			0			0	3,500
- External Funding			0			0			0	0
- Cost to City	0	0	2,961	0	0	0	0	0	0	3,500
Youth One Stop Shop			0			0			0	312
External Grant			0			0			0	312
- External Funding	0	0	0	0	0	0	0	0	0	312
- Cost to City	0	0	0	0	0	0	0	0	0	0
Oaken Grove Community Centre			0			0			0	236
External Grant			0			0			0	0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	0	0	0	0	0	0	0	236
Joseph Rowntree One School Pathfinder			10,250	250		17,430		1,574		29,686
BSF One School Pathfinder Grant			10,250			16,680		0		27,362
Devolved Capital Grant			0			0		230		230
Carbon Free Schools Fund			0			0		676		676
Project Faraday Grant			0			500		0		500
TCF 14-19 Capital Grant			0	250		250		500		750
Section 106			0			0		168		168
- External Funding	0	0	10,250	250	0	17,430	0	1,574	0	29,686
- Cost to City	0	0	0	0	0	0	0	0	0	0
Extended Schools			250			265		137		652
DCSF Grant			250			265		137		652
- External Funding	0	0	250	0	0	265	0	137	0	652
- Cost to City	0	0	0	0	0	0	0	0	0	236
Primary School Strategic Programme			0			3,000		5,378		8,378
DCSF Grant			0			3,000		5,378		8,378
- External Funding	0	0	0	0	0	3,000	0	5,378	0	8,378
- Cost to City	0	0	0	0	0	0	0	0	0	0
Devolved Formula Capital			0			0		0		0
DCSF Grant			0			0		0		0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0
Derwent MUGA			641			0		0		763
External Grant			0			0		0		0
- Cost to City	0	0	641	0	0	0	0	0	0	763
Condition Led Projects			0			0		0		0
NDS Modernisation			0			0		0		0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0
ICT Mobile Technology for Childrens Social Workers			6			0		0		26
DCSF Grant			6			0		0		26
- External Funding	0	0	6	0	0	0	0	0	0	26
- Cost to City	0	0	0	0	0	0	0	0	0	0
Connexions Building Works			94			0		0		101
DCSF Grant			63			0		0		70
Contributions			0			0		0		0
- External Funding	0	0	63	0	0	0	0	0	0	70
- Cost to City	0	0	31	0	0	0	0	0	0	31
Fulford School Science Labs and Classrooms			1,000			266		0		1,266
Prudential Borrowing			341			266		0		607
DCSF Grant			454			0		0		454
School Contribution			205			0		0		205
- External Funding	0	0	1,000	0	0	266	0	0	0	1,266
- Cost to City	0	0	0	0	0	0	0	0	0	0
Youth Capital Fund			70			70		70		210
Government Grant			70			70		70		210
- External Funding	0	0	70	0	0	70	0	70	0	210
- Cost to City	0	0	0	0	0	0	0	0	0	0
Children's Centres Phase 3			0	679		679	679	679		1,358
- DCSF ICC Grant			0	679		679	679	679		1,358
- External Funding	0	0	0	679	0	679	679	0	679	1,358
- Cost to City	0	0	0	0	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	-623	551	33,145	-541	-551	30,848	-542	0	20,181	137,877
Less :External Funding	-623	551	26,910	-423	-551	30,666	-542	0	20,181	127,432
COST TO CITY OF YORK	0	0	6,235	-118	0	182	0	0	0	10,445
City Strategy (Planning & Transport)										
Highway Resurfacing & Reconstruction (Struct Maint)			1,483			1,000		750		5,712
- Prudential Borrowing			0			0		0		250
- External Funding	0	0	0	0	0	0	0	0	0	250
- Cost to City	0	0	1,483	0	0	1,000	0	750	0	5,462
Highway Repairs & Renewals (Struct Maint)			0			0		0		1,250
- Prudential Borrowing			0			0		0		1,250
- External Funding	0	0	0	0	0	0	0	0	0	1,250
- Cost to City	0	0	0	0	0	0	0	0	0	0
Local Transport Plan (LTP)	-228		6,169			5,356		5,091		29,304
Supported Capital Expenditure			3,870			3,374		2,986		22,918
Government Grants			2,027			1,482		1,605		5,114
Section 106	-228		272			500		500		1,272
- External Funding	-228	0	6,169	0	0	5,356	0	5,091	0	29,304
- Cost to City	0	0	0	0	0	0	0	0	0	0

Capital Budget - 2007/08 to 2010/11	2008/09	2008/09	Revised Budget £000	2008/09	2008/09	2009/10 Revised Budget £000	2008/09	2008/09	2010/11 Revised Budget £000	Gross Capital Programme To be Funded £000
	Mon 2 Adj £000	Mon 2 Slippage £000		Mon 2 Adj £000	Mon 2 Slippage £000	Mon 2 Adj £000	Mon 2 Slippage £000	Mon 2 Adj £000	Mon 2 Slippage £000	
York City Walls - Repairs & Renewals (City Walls)			86			67			67	316
- External Funding			0			0			0	0
- Cost to City	0	0	86	0	0	67	0	0	67	316
Robin Hood's Tower Strengthening (City Walls)			0			0			0	165
- External Funding			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	165
York City Walls - Health & Safety (City Walls)			60			0			0	100
- External Funding			0			0			0	0
- Cost to City	0	0	60	0	0	0	0	0	0	100
Developer Contribution schemes (LTP Struct)			243			0			0	2,020
Section 106 Contribution			243			0			0	2,013
- External Funding	0	0	243	0	0	0	0	0	0	7
- Cost to City	0	0	0	0	0	0	0	0	0	2,020
Government Grants (LTP Struct)			0			0			0	43
- External Funding			0			0			0	43
- Cost to City	0	0	0	0	0	0	0	0	0	0
Special Bridge Maintenance (Struct maint)			100			100			100	363
- External Funding			0			0			0	0
- Cost to City	0	0	100	0	0	100	0	0	100	363
Road Safety			44			43			42	174
- DFT Grant			44			43			42	174
- Cost to City	0	0	0	0	0	0	0	0	0	0
Flood Pump - Elvington			1			0			0	142
- External Funding			0			0			0	122
- Cost to City	0	0	1	0	0	0	0	0	0	20
Oulston Reservoir			25			0			0	25
- External Funding			0			0			0	0
- Cost to City	0	0	25	0	0	0	0	0	0	25
Foss Islands Depot			0			0			0	9,681
- Government Grant			0			0			0	681
- Prudential Borrowing			0			0			0	527
- External Funding	0	0	0	0	0	0	0	0	0	1,208
- Cost to City	0	0	0	0	0	0	0	0	0	8,473
Cycling City	312		312	1,135		1,135	1,153		1,153	2,600
- Government Grant	312		312	1,135		1,135	1,153		1,153	2,600
- External Funding	312	0	312	1,135	0	1,135	1,153	0	1,153	2,600
- Cost to City	0	0	0	0	0	0	0	0	0	0
Housing and Planning Delivery	135		135			0			0	135
- Government Grant	135		135			0			0	135
- External Funding	135	0	135	0	0	0	0	0	0	135
- Cost to City	0	0	0	0	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	219	0	8,658	1,135	0	7,701	1,153	0	7,203	52,030
Less :External Funding	219	0	6,903	1,135	0	6,534	1,153	0	6,286	37,106
COST TO CITY OF YORK	0	0	1,755	0	0	1,167	0	0	917	14,924
City Strategy (Admin Accom)										
Admin Accom		-1,295	2,985		-26,679	5,926		7,174	10,187	23,004
- Prudential Borrowing		0	0		-26,678	0		5,878	7,796	7,937
- External Funding	0	0	0	0	-26,678	0	0	5,878	7,796	7,937
- Cost to City	0	-1,295	2,985	0	-1	5,926	0	1,296	2,391	15,067
TOTAL GROSS EXPENDITURE	0	-1,295	2,985	0	-26,679	5,926	0	7,174	10,187	23,004
Less :External Funding	0	0	0	0	-26,678	0	0	5,878	7,796	7,937
COST TO CITY OF YORK	0	-1,295	2,985	0	-1	5,926	0	1,296	2,391	15,067
City Strategy (Economic Development)										
ABB Site Regeneration			0			0			0	2
- External Funding			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	2
Small Business Workshops			58			0			0	77
- External Funding			0			0			0	0
- Cost to City	0	0	58	0	0	0	0	0	0	77
Visitor/Tourist Information Centre			100			0			0	100
- Government Grant			0			0			0	0
- Prudential Borrowing			0			0			0	0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	100	0	0	0	0	0	0	100
TOTAL GROSS EXPENDITURE	0	0	158	0	0	0	0	0	0	179
Less :External Funding	0	0	0	0	0	0	0	0	0	0
COST TO CITY OF YORK	0	0	158	0	0	0	0	0	0	179
Neighbourhood Services (Environmental Services)										
Air Quality Monitoring	15		27			0			0	214
- Government Grant	15		27			0			0	207
- Supported Capital Expenditure			0			0			0	7
- External Funding	15	0	27	0	0	0	0	0	0	214
- Cost to City	0	0	0	0	0	0	0	0	0	0
Flood Pump			0			0			0	0
- External Funding			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0
Grey Bin Replacement			0			0			0	30
- Government Grant			0			0			0	30
- External Funding	0	0	0	0	0	0	0	0	0	30
- Cost to City	0	0	0	0	0	0	0	0	0	0
Household Waste Sites (Hazel Court)			0			0			0	1,292
- Prudential Borrowing			0			0			0	793
- Government Grant			0			0			0	124
- External Funding	0	0	0	0	0	0	0	0	0	917
- Cost to City	0	0	0	0	0	0	0	0	0	375
Household Waste Sites (Towthorpe)			20			0			0	20
- Government Grant			0			0			0	0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	20	0	0	0	0	0	0	20
Purchase of Recycling Containers			0			0			0	114

Capital Budget - 2007/08 to 2010/11	2008/09			2008/09			2009/10			2008/09			2008/09			2010/11			Gross Capital Programme To be Funded £000
	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	
- Government Grant			0			0			0			0			0			0	114
- External Funding		0	0		0	0		0	0		0	0		0	0		0	0	114
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
Contaminated Land Investigation			42			0			0			0			0			0	72
- Government Grant			42			0			0			0			0			0	72
- External Funding		0	0		0	0		0	0		0	0		0	0		0	0	72
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
Waste Efficiency Performance Grant			0			0			0			0			0			0	203
- Government Grant			0			0			0			0			0			0	203
- External Funding		0	0		0	0		0	0		0	0		0	0		0	0	203
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
Waste Infrastructure Capital Grant (WICG)			-250			110			250			611			133			0	854
- Government Grant						360						361			133			0	854
- External Funding		0	0		0	360		0	0		0	361		0	133		0	0	854
- Cost to City		0	-250		0	-250		0	250		0	250		0	0		0	0	0
Silver Street Toilets			-75			263			75			75			0			0	350
- Government Grant						0			0			0			0			0	0
- Prudential Borrowing						0			0			0			0			0	0
- External Funding		0	0		0	0		0	0		0	0		0	0		0	0	0
- Cost to City		0	-75		0	263		0	75		0	75		0	0		0	0	350
Ward Committees - Improvement Schemes						172			0			0			0			0	622
- External Funding						0			0			0			0			0	0
- Cost to City		0	0		0	172		0	0		0	0		0	0		0	0	622
TOTAL GROSS EXPENDITURE		15	-325		0	634		0	325		0	686		0	133		0	0	3,771
Less :External Funding		15	0		0	429		0	0		0	361		0	133		0	0	2,404
COST TO CITY OF YORK		0	-325		0	205		0	325		0	325		0	0		0	0	1,367
Housing																			
Modernisation of Local Authority Homes						276						275			83			0	3,813
- SCE						0						0			0			0	1,000
- Revenue Contribution						276						275			83			0	2,000
- External Funding		0	0		0	276		0	0		0	275		0	83		0	0	3,000
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	813
Repairs to Local Authority Properties		2				1,688						1,838			1,989			0	9,760
- SCE						1,000						1,000			1,000			0	5,000
- Revenue Contribution		2				688						838			989			0	4,307
- External Funding		2	0		0	1,688		0	0		0	1,838		0	1,989		0	0	9,307
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	453
Assistance to Older & Disabled People		65				388						325			327			0	2,064
- Revenue Contribution		65				388						325			327			0	2,064
- External Funding		65	0		0	388		0	0		0	325		0	327		0	0	2,064
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
Housing Grants & Associated Investment (Gfund)						874						900			950			0	6,271
- RTB receipts						0						0			0			0	293
- Government Grant						874						900			950			0	5,757
- External Funding		0	0		0	874		0	0		0	900		0	950		0	0	6,050
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	221
Howe Hill Homeless Hostel (Gfund)						130						0			0			0	1,314
- RTB receipts						130						0			0			0	749
- Government Grant						0						0			0			0	35
- External Funding		0	0		0	130		0	0		0	0		0	0		0	0	784
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	530
Commuted Sums (Cont to Affordable Hsg) (Gfund)						0						0			0			0	38
- External Funding						0						0			0			0	38
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
Travellers (Gfund)						0						0			0			0	403
- Government Grant						0						0			0			0	301
- External Funding		0	0		0	0		0	0		0	0		0	0		0	0	301
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	102
Bungalow Buy Back						0						0			0			0	99
- Revenue Contribution						0						0			0			0	99
- Government Grant						0						0			0			0	0
- External Funding		0	0		0	0		0	0		0	0		0	0		0	0	99
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
MRA Schemes		83				4,959						4,464			4,621			0	28,837
- Government Grant		83				4,959						4,464			4,621			0	28,837
- External Funding		83	0		0	4,959		0	0		0	4,464		0	4,621		0	0	28,837
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
Arclight (Gfund)						0						0			0			0	1,887
- Government Grant						0						0			0			0	1,887
- External Funding		0	0		0	0		0	0		0	0		0	0		0	0	1,887
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
Disabled Facilities Grant (Gfund)						625						649			649			0	2,540
- RTB receipts		-120				0						274			274			0	756
- Government Grant						351						375			375			0	1,469
- External Funding		-120	0		0	351		0	0		0	649		0	649		0	0	2,225
- Cost to City		120	0		0	274		0	0		0	0		0	0		0	0	315
Discus Bungalows						27						0			0			0	27
- Government Grant						27						0			0			0	27
- External Funding		0	0		0	27		0	0		0	0		0	0		0	0	27
- Cost to City		0	0		0	0		0	0		0	0		0	0		0	0	0
TOTAL GROSS EXPENDITURE		150	0		0	8,967		0	0		0	8,451		0	8,619		0	0	57,053
Less :External Funding		30	0		0	8,693		0	0		0	8,451		0	8,619		0	0	54,619
COST TO CITY OF YORK		120	0		0	274		0	0		0	0		0	0		0	0	2,434
Leisure and Culture																			
Acomb Library		6				35						0			0			0	659
- External Grant						0						0			0			0	30
- Government Grant						0						0			0			0	548
- External Funding		0	0		0	0		0	0		0	0		0	0		0	0	578
- Cost to City		6	0		0	35		0	0		0	0							

Capital Budget - 2007/08 to 2010/11	2008/09	2008/09	Revised Budget £000	2008/09	2008/09	2009/10 Revised Budget £000	2008/09	2008/09	2010/11 Revised Budget £000	Gross Capital Programme To be Funded £000
	Mon 2 Adj £000	Mon 2 Slippage £000		Mon 2 Adj £000	Mon 2 Slippage £000	Mon 2 Adj £000	Mon 2 Slippage £000	Mon 2 Adj £000	Mon 2 Slippage £000	
Section 106			0			0			0	10
- External Funding	0	0	0	0	0	0	0	0	0	10
- Cost to City	0	0	3	0	0	0	0	0	0	20
Hull Road Park			0			0			0	14
Section 106			0			0			0	14
- External Funding	0	0	0	0	0	0	0	0	0	14
- Cost to City	0	0	0	0	0	0	0	0	0	0
Knavesmire Culverts			0			0			0	277
Section 106			0			0			0	0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	0	0	0	0	0	0	0	277
Museum Service Heritage Lottery Bid			400			763			200	1,848
- Prudential Borrowing			0			0			0	0
Contributions			0			0			0	50
- External Funding	0	0	0	0	0	0	0	0	0	50
- Cost to City	0	0	400	0	0	763	0	0	200	1,848
Oaken Grove Community Centre			0			0			0	284
S106			0			0			0	0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	0	0	0	0	0	0	0	234
Oakland's Sports Centre			0			0			0	1,407
New Opportunities Fund			0			0			0	970
DfES Devolved Capital Grant			0			0			0	125
DfES SCA			0			0			0	0
Section 106			0			0			0	14
NDS Modernisation			0			0			0	30
Venture Fund			0			0			0	107
Contributions			0			0			0	50
Revenue Contribution			0			0			0	5
Schools Access Initiative			0			0			0	25
- External Funding	0	0	0	0	0	0	0	0	0	1,326
- Cost to City	0	0	0	0	0	0	0	0	0	81
Oakland's Sports Centre Pitch			6			0			0	327
Sport England Grant			6			0			0	261
Section 106			0			0			0	0
- External Funding	0	0	6	0	0	0	0	0	0	261
- Cost to City	0	0	0	0	0	0	0	0	0	66
Parks and Open Spaces Development	118		216			0			0	611
Section 106	118		216			0			0	597
Donations			0			0			0	14
Contributions			0			0			0	0
- External Funding	118	0	216	0	0	0	0	0	0	611
- Cost to City	0	0	0	0	0	0	0	0	0	0
River Bank Repairs			0			0			0	234
- External Funding			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	234
West Bank Park			0			0			0	0
- External Funding			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0
War Memorial Gardens			0			10			0	10
Grant			0			0			0	0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	0	0	0	10	0	0	0	10
York Pools Strategy -		-1,700	3,153	118	1,700	4,471			900	10,320
- Prudential Borrowing			1,529			471			0	2,000
- Government Grant			0			10			0	10
- Revenue Contribution			12			12			0	24
- External Funding	0	0	1,541	0	0	493	0	0	0	2,034
- Cost to City	0	-1,700	1,612	118	1,700	3,978	0	0	900	8,286
Youth Service One Stop Shop			0			0			0	171
External Grants			0			0			0	171
- External Funding	0	0	0	0	0	0	0	0	0	171
- Cost to City	0	0	0	0	0	0	0	0	0	0
Free Swimming for Over 60's	44		44			0			0	44
-Grant	44		44			0			0	44
- External Funding	44	0	44	0	0	0	0	0	0	44
- Cost to City	0	0	0	0	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	168	-1,700	3,857	118	1,700	5,244	0	0	1,100	16,564
Less :External Funding	162	0	1,807	0	0	493	0	0	0	5,099
COST TO CITY OF YORK	6	-1,700	2,050	118	1,700	4,751	0	0	1,100	11,465
Chief Execs										
Carbon Management			250			250			0	500
- Government Grant			0			250			0	250
- External Funding	0	0	0	0	0	250	0	0	0	250
- Cost to City	0	0	250	0	0	0	0	0	0	250
Dealing with Repairs Backlog			90			0			0	513
- External Funding			0			0			0	0
- Cost to City	0	0	90	0	0	0	0	0	0	513
Fire Safety Regulations - Adaptations			100			100			100	300
- External Funding			0			0			0	0
- Cost to City	0	0	100	0	0	100	0	0	100	300
Health & Safety / DDA			144			0			0	419
- External Funding			0			0			0	0
- Cost to City	0	0	144	0	0	0	0	0	0	419
Holgate Windmill			0			0			0	159
- Contribution			0			0			0	39
- External Funding	0	0	0	0	0	0	0	0	0	39
- Cost to City	0	0	0	0	0	0	0	0	0	120
25 Hospital Fields Road			0			0			0	0
-Prudential Borrowing			0			0			0	0
- External Funding	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0
35 Hospital Fields Road			18			0			0	364
- Revenue Contribution			-27			0			0	0
-Prudential Borrowing			45			0			0	364
- External Funding	0	0	18	0	0	0	0	0	0	364
- Cost to City	0	0	0	0	0	0	0	0	0	0

Capital Budget - 2007/08 to 2010/11	2008/09			2008/09			2009/10			2008/09			2008/09			2010/11			Gross Capital Programme To be Funded £000
	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	
James St Business Park			0			0			0			0			0			0	16
- External Funding			0			0			0			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	16
Knapton Recreational Field			0			0			0			0			0			0	40
- External Funding			0			0			0			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	40
Property Key Components (H&S)			202			200			200			100			100			100	1,050
- External Funding			0			0			0			0			0			0	0
- Cost to City	0	0	202	0	0	200	0	0	200	0	0	100	0	0	100	0	0	100	1,050
Preserving Property Assets			0			0			0			0			0			0	106
- Venture Fund			0			0			0			0			0			0	104
- External Funding	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	104
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2
Removal of Asbestos			62			0			0			0			0			0	100
- External Funding	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
- Cost to City	0	0	62	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	100
TOTAL GROSS EXPENDITURE	0	0	866	0	0	550	0	0	550	0	0	200	0	0	200	0	0	200	3,567
Less :External Funding	0	0	18	0	0	250	0	0	250	0	0	0	0	0	0	0	0	0	757
COST TO CITY OF YORK	0	0	848	0	0	300	0	0	300	0	0	200	0	0	200	0	0	200	2,810
Resources																			
IT Equipment	0	-503	765	0		0			0			0			0			0	2,045
-Prudential Borrowing			765			0			0			0			0			0	2,045
- External Funding	0	-503	765	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2,045
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Easy @ York			120			0			0			0			0			0	3,132
Prudential Borrowing			0			0			0			0			0			0	719
Grant			120			0			0			0			0			0	1,007
LPSA 1			0			0			0			0			0			0	1,406
- External Funding	0	0	120	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3,132
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	0	-503	885	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5,177
Less :External Funding	0	-503	885	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5,177
COST TO CITY OF YORK	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Social Services																			
Joint Equipment Store			105			105			105			105			105			105	525
- External Funding			0			0			0			0			0			0	0
- Cost to City	0	0	105	0	0	105	0	0	105	0	0	105	0	0	105	0	0	105	525
Relocation of Hebden Rise			0			0			0			0			0			0	7
- External Funding			0			0			0			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	7
Modernising EPHs			0			0			0			0			0			0	822
- External Funding			0			0			0			0			0			0	12
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	810
22 The Avenue Improvements			26			0			0			0			0			0	94
- External Funding			0			0			0			0			0			0	68
- Cost to City	0	0	26	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	64
Improving the Care Home Env' for Older People			0			0			0			0			0			0	220
- External Funding			0			0			0			0			0			0	220
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Information Management Improvements			51			0			0			0			0			0	303
- External Funding			51			0			0			0			0			0	303
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Disabled Support Grant			100			100			100			100			100			100	604
- External Funding			0			0			0			0			0			0	100
- Cost to City	0	0	100	0	0	100	0	0	100	0	0	100	0	0	100	0	0	100	504
Morrell House			0			0			0			0			0			0	60
- External Funding			0			0			0			0			0			0	0
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	60
Telecare Equipment	-50		0			100			100			75			75			75	215
- External Funding			0			0			0			0			0			0	0
- Cost to City	-50	0	0	0	0	100	0	0	100	0	0	75	0	0	75	0	0	75	215
Adults Social Care IT grant			0			92			92			51			51			51	143
- External Funding			0			92			92			51			51			51	143
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	-50	0	282	92	0	397	51	0	331	51	0	331	51	0	331	51	0	331	2,993
Less :External Funding	0	0	51	92	0	92	51	0	92	51	0	92	51	0	92	51	0	92	846
COST TO CITY OF YORK	-50	0	231	0	0	305	0	0	280	0	0	280	0	0	280	0	0	280	2,147
Miscellaneous																			
Equal Pay Capitalisation			0			0			0			0			0			0	1,069
-Prudential Borrowing			0			0			0			0			0			0	1,069
- External Funding	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,069
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Fleet Finance Leases			0			0			0			0			0			0	1,202
-Prudential Borrowing			0			0			0			0			0			0	1,202
- External Funding	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,202
- Cost to City	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Hazel Court Depot			100			0			0			0			0			0	100
- External Funding			0			0			0			0			0			0	0
- Cost to City	0	0	100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	100
TOTAL GROSS EXPENDITURE	0	0	100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2,371
Less :External Funding	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2,271
COST TO CITY OF YORK	0	0	100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	100
Gross Expenditure by Department																			
Children's Services	-623	551	33,145	-541	-551	30,848	-542	0	20,181										137,877
City Strategy (P&T)	219	0	8,658	1,135	0	7,701	1,153	0	7,203										52,030
City Strategy (Admin Accom)	0	-1,295	2,985																

Capital Budget - 2007/08 to 2010/11

	2008/09	2008/09	Revised Budget £000	2008/09	2008/09	2009/10	2008/09	2008/09	2010/11	Gross Capital Programme To be Funded £000
	Mon 2 Adj £000	Mon 2 Slippage £000		Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	Mon 2 Adj £000	Mon 2 Slippage £000	Revised Budget £000	
City Strategy (Econ Devt)	0	0	158	0	0	0	0	0	0	179
Housing	150	0	8,967	0	0	8,451	0	0	8,619	57,053
Leisure & Heritage	168	-1,700	3,857	118	1,700	5,244	0	0	1,100	16,564
Neighbourhood Services	15	-325	634	0	325	686	0	0	133	3,771
Chief Execs	0	0	866	0	0	550	0	0	200	3,567
Resources	0	-503	885	0	0	0	0	0	0	5,177
Social Services	-50	0	282	92	0	397	51	0	331	2,993
Miscellaneous	0	0	100	0	0	0	0	0	0	2,371
Total by Department	-121	-3,272	60,537	804	-25,205	59,803	662	7,174	47,954	304,586
Total External Funds by Department										
Children's Services	-623	551	26,910	-423	-551	30,666	-542	0	20,181	127,432
City Strategy (P&T)	219	0	6,903	1,135	0	6,534	1,153	0	6,286	37,106
City Strategy (Admin Accom)	0	0	0	0	-26,678	0	0	5,878	7,796	7,937
City Strategy (Econ Devt)	0	0	0	0	0	0	0	0	0	0
Housing	30	0	8,693	0	0	8,451	0	0	8,619	54,619
Leisure & Heritage	162	0	1,807	0	0	493	0	0	0	5,099
Neighbourhood Services	15	0	429	0	0	361	0	0	133	2,404
Chief Execs	0	0	18	0	0	250	0	0	0	757
Resources	0	-503	885	0	0	0	0	0	0	5,177
Social Services	0	0	51	92	0	92	51	0	51	846
Miscellaneous	0	0	0	0	0	0	0	0	0	2,271
Total External Funds by Department	-197	48	45,696	804	-27,229	46,847	662	5,878	43,066	243,648
Total CYC Funding required by Department										
Children's Services	0	0	6,235	-118	0	182	0	0	0	10,445
City Strategy (P&T)	0	0	1,755	0	0	1,167	0	0	917	14,924
City Strategy (Admin Accom)	0	-1,295	2,985	0	-1	5,926	0	1,296	2,391	15,067
City Strategy (Econ Devt)	0	0	158	0	0	0	0	0	0	179
Housing	120	0	274	0	0	0	0	0	0	2,434
Leisure & Heritage	6	-1,700	2,050	118	1,700	4,751	0	0	1,100	11,465
Neighbourhood Services	0	-325	205	0	325	325	0	0	0	1,367
Chief Execs	0	0	848	0	0	300	0	0	200	2,810
Resources	0	0	0	0	0	0	0	0	0	0
Social Services	-50	0	231	0	0	305	0	0	280	2,147
Miscellaneous	0	0	100	0	0	0	0	0	0	100
Total Capital Receipt Funding required	76	-3,320	14,841	0	2,024	12,956	0	1,296	4,888	60,938
Breakdown of External Funds per funding statement										
Developers Contributions	-110	0	1,296	0	0	500	0	0	668	4,750
Government Grant	129	-335	26,610	919	335	29,668	662	0	18,026	114,531
Major Repairs Allowance	83	0	4,959	0	0	4,464	0	0	4,621	28,837
Capital Receipts in Lieu of SCA/GG	0	0	0	0	0	0	0	0	0	10,513
Non Government Grant	0	0	6	0	0	0	0	0	0	1,663
Other Contributions	0	0	315	0	0	0	0	0	0	1,659
Prudential Borrowing	0	-503	3,580	0	-26,678	1,137	0	5,878	7,796	20,063
Revenue Contribution	67	0	1,337	0	0	1,450	0	0	1,399	8,603
Right to Buy Receipt	-120	0	130	0	0	274	0	0	274	1,898
Supported Capital Expenditure	-246	886	7,463	-115	-886	9,354	0	0	10,282	51,024
Venture Fund	0	0	0	0	0	0	0	0	0	107
	-197	48	45,696	804	-27,229	46,847	662	5,878	43,066	243,648
	0	0	0	0	0	0	0	0	0	0
Total CYC Funding required			14,841			12,956			4,888	60,938
Forecast Capital Receipts			-13,230			-12,560			-6,572	-64,742
Deficit/(Surplus) b/fwd			-4,127			-2,516			-2,120	0
Deficit/(Surplus) c/fwd			-2,516			-2,120			-3,804	-3,804

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Executive20th January 2009

Report of the Head of Civic, Legal & Democratic Services

Final Report of the Health Scrutiny Committee – Dementia Review**Summary**

1. This report summarises the findings and recommendations of the Health Scrutiny Committee regarding their Dementia Review. Councillor Fraser, Chair of the Committee, will attend the meeting to present the final report.

Background

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

Aim

3. To look at the experience of older people with mental health problems (and their families/carers) who access general health services for secondary care in order to identify where improvements may be required.

Key Objectives

- i. Where patients with mental health conditions access general, secondary health services, investigate whether their mental health problems are recognised and whether the connection is made between them and the required treatment.
 - ii. To identify ways in which healthcare professionals may assist patients with mental health conditions to overcome the barriers they face when accessing secondary care.
 - iii. To investigate ways of improving the safety of patients with mental health conditions and the secondary healthcare providers who have contact with them.
 - iv. To develop initiatives for improving the experiences of mental health patients using general, secondary health care and their families/carers.
4. The final report from this review was presented to the Scrutiny Management Committee (SMC) on 17th December 2008. SMC approved the

recommendations set out within the report and suggested that once the recommendations within the report had been signed off by the Executive Committee, a copy should be sent to the Chief Executive of the NHS, the Secretary of State and all those that had participated in the review.

Consultation

5. As part of the review the following organisations and individuals were consulted:
 - York Older People's Assembly
 - Age Concern, York
 - Alzheimer's Society
 - York Carer's Forum
 - York Carer's Centre
 - Epilepsy Action
 - York & District Branch of Mind
 - York LINK (Local Involvement Network)
 - Individual Carers
 - City of York Council Social Services Department
 - North Yorkshire & York Primary Care Trust (NYYPCT)
 - York Hospital Foundation Trust
 - Yorkshire Ambulance Service (YAS)
 - Local GPs
 - Local Medical Committee

Options

6. Having considered the findings contained within the final report and its annexes attached, Members may choose to support all, some or none of the recommendations shown in paragraph 7 of this report, and provide their comments prior to the report being considered by the Executive.

Analysis

7. In regard to the aims and objectives of this, the final report attached analyses all of the information gathered.

Summary of Recommendations Arising from the Review

8. The recommendations arising from the Dementia Review are:
 - i. That the York Hospital Trust, in liaison with other appropriate service providers* be urged to develop and implement the Psychiatric Liaison Service (Annex A). The development of this programme to be a benchmark for training and support for staff working with dementia patients who access secondary care.

*The Yorkshire Ambulance Service is to be included amongst the service providers, whilst acknowledging the unique nature of their role.

REASON: To enable the development of the Psychiatric Liaison Service to progress.

- ii. That all service providers be urged to review their arrangements for staff training in relation to recognising and working with those with an underlying condition of dementia. Any such review should include:
 - Promoting the use of Link nurses and investigating the possibility of nominating Link clinicians within defined staffing groups.
 - Investigation of the large gaps in training.
 - The utilisation of the variety of sources for training provision including the Alzheimer's Society and other voluntary sector organisations.
 - Investigation into the pooling of resources between service providers.

REASON: To ensure that all staff are adequately trained to care for the needs of dementia patients accessing secondary care.

- iii. That secondary care provider clinicians be urged to acknowledge the positive contributions that can be made by a patient's carer to that patient's ongoing programme of treatment (whilst recognising the issues surrounding patient confidentiality). Clinicians are also urged to take the following into consideration:
 - Where it is recognised that there may be an underlying mental health condition to provide written details of any medication and/or treatment plans to the patient.
 - The issue of carers' information being logged on a patient's notes to be urged as good practice and an ongoing dialogue between medical practices and the York Carer's Forum to be maintained to allow for effective databases to be kept.

REASON: To ensure that carers are involved as much as possible whilst still recognising the need for patient confidentiality.

- iv.
 - a. That all service providers be urged to work with the relevant voluntary organisations (Alzheimer's Society, York & District branch of Mind, Age Concern, Older People's Assembly etc) to develop new initiatives and to promote the awareness of dementia (including the provision of an information leaflet for carers).
 - b. That commissioner and service providers discuss the 'This is Me' initiative further with the Alzheimer's Society with a view to adopting it within their individual organisations. The Committee wished it to be known that they were very impressed with this particular initiative.

REASON: To promote and increase dementia awareness and to encourage positive initiatives to be widely and effectively used.

- v. That York Hospitals Trust, where possible, be urged to adopt a flexible approach during a dementia patient's stay in hospital, for example flexibility in hospital visiting hours and flexibility at mealtimes to allow carers to assist patients with eating.

REASON: To involve carers during a patient's stay in hospital to assist them in settling into an unfamiliar environment.

That all relevant parties be urged to resolve the ongoing issues surrounding the implementation of a universal 'Shared Care Record System' (Annex C refers).

REASON: To resolve ongoing issues

- vi. That all service providers (CYC, NYYPCT, YAS and York Hospital Trust) report back to the Committee in 6 months time to inform them of the progress that has been made.

REASON: To ensure that the recommendations are being addressed.

Corporate Priorities

9. The review relates to the following corporate priority:

'Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest.'

Implications

10. **Financial** – There are no known direct financial implications for the Local Authority associated with the recommendations arising from this review. The Committee were mindful that there may be some financial implications for other health service providers in terms of providing funding to develop the Psychiatric Liaison Service and training of staff.
11. **Legal** – Section 3(3) of the 'The Local Authority (Overview and Scrutiny Committees' Health Scrutiny Functions) Regulations 2002' states that 'Where an overview and scrutiny committee requests a response from a local NHS body to whom it has made a report or recommendation, that body shall respond in writing to the Committee within 28 days of the request.'
12. There are no known Human Resources (HR), Equalities or other implications associated with the recommendations arising from this review or from this report.

Risk Management

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

Recommendations

14. Members are asked to note the contents of the attached final report and its annexes and provide comments on the findings and recommendations as shown in paragraph 8 of this report.

Reason: To fully inform the Executive of the outcome of the dementia review carried out by the Health Scrutiny Committee.

Contact Details

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Scrutiny Services
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Chief Officer Responsible for the report:

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

Report Approved Date 31.12.2008

Specialist Implications Officer

Legal

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

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

None

Annexes

- Annex 1 Final Report – Dementia Review
Annex A Psychiatric Liaison Service
Annex B Comments from front line staff at York Hospital
Annex C Response from the Local Medical Committee
Annex D National Dementia Strategy
Annex E Care on a Hospital Ward – Information provided by the Alzheimer's Society
Annex F E-mail from Dr David Geddes

Annex G 'This is Me' Leaflet produced by the Alzheimer's Society
Annex H Extract from 'Essence of Care – Patient focused Benchmarks for Clinical Governance'



Health Scrutiny Committee

3rd November 2008

Dementia Review– Final Report

Background

1. This review topic developed from ongoing discussions relating to the Health Scrutiny work plan. Whilst no formal feasibility report was prepared for this topic there had been extensive discussions over a period of time in relation to various mental health issues.
2. At a meeting of the Health Scrutiny Committee held on 31st March 2008 it was reported that North Yorkshire and York Primary Care Trust (NYYPCT) were undertaking a lot of work around mental health issues and they suggested that a complementary piece of work that the Health Scrutiny Committee could undertake was around people with dementia accessing secondary care and how their needs were being met. Members of the Committee, therefore, agreed to undertake a review on this subject.

Remit

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

Aim

To look at the experience of older people with mental health problems (and their families/carers) who access general health services for secondary care in order to identify where improvements may be required.

Key Objectives

- i. Where patients with mental health conditions access general, secondary health services, investigate whether their mental health problems are recognised and whether the connection is made between them and the required treatment.
- ii. To identify ways in which healthcare professionals may assist patients with mental health conditions to overcome the barriers they face when accessing secondary care.
- iii. To investigate ways of improving the safety of patients with mental health conditions and the secondary healthcare providers who have contact with them.

- iv. To develop initiatives for improving the experiences of mental health patients using general, secondary health care and their families/carers.

Consultation

4. As part of the review the following organisations and individuals were consulted:
- York Older People's Assembly
 - Age Concern, York
 - Alzheimer's Society
 - York Carer's Forum
 - York Carer's Centre
 - Epilepsy Action
 - York & District Branch of Mind
 - York LINK (Local Involvement Network)
 - Individual Carers
 - City of York Council Social Services Department
 - North Yorkshire & York Primary Care Trust (NYYPCT)
 - York Hospital Foundation Trust
 - Yorkshire Ambulance Service (YAS)
 - Local GPs
 - Local Medical Committee

Information Gathered

5. During the course of this review, at informal sessions and formal meetings Members gathered the following evidence. Many representatives of the organisations listed above attended one of the informal sessions.

Evidence received from carers

6. Information was received from several relatives and carers and their experiences are detailed below¹:

Experience 1

- ❑ A carer who had looked after a relative with dementia for 12 years had had both good and bad experiences when her relative had accessed secondary care services. When her relative had been diagnosed with cancer the consultant had been excellent and had made sure that the patient understood what was being said. The carer was involved throughout the consultation and in instances where the patient became confused or answered incorrectly the carer interceded on the patient's behalf. She said that people suffering with dementia often understood what was being said but found it difficult to remember details.
- ❑ The carer had kept a diary during the last days of her relative's life and this recorded some of her experiences. When her relative was diagnosed

¹ Members of the Committee wished it to be known that positive experiences were expressed during the course of the review but inevitably this report concentrates on the problems that are faced.

with terminal cancer she was admitted to the Elderly Medical Unit at York Hospital. The senior doctor arrived and refused to let the carer be present during his examination of the patient and drew the curtain in front of her. He did not take the fact that the patient was also suffering from dementia into consideration.

- The patient was told that she needed surgery but the carer was unclear as to how this information had been communicated to the patient or whether the patient had understood and remembered what she had been told.
- The patient was subsequently transferred to a ward where there was no senior sister on duty. The carer explained to a member of staff on the ward that another relative was travelling long distance to see the patient and asked if it was okay for the patient to be briefly visited outside of the usual visiting hours. The carer was spoken to very rudely and comments were made about 'all patients having dementia and if she allowed this visit then they would all want it'. The carer felt that these comments were inappropriate.
- The carer had also requested that staff use E45 cream on the patient's sores but this request was ignored and consequently the patient became uncomfortable but was unable to express this to staff.
- The patient was sat in a chair for 4 hours, which considering her bedsores and other ailments was an inappropriate position and would have been very painful.
- Due to the dementia the patient had difficulty swallowing and during the course of the patient's stay in the hospital she was put on an inappropriate diet. Staff were informed that the patient had difficulty swallowing and needed a different diet and liquid pain relief. The carer was told that they could not provide this unless they had evidence that the patient could not swallow from the speech therapist. The speech therapist was not available as it was the weekend and it was 72 hours after admittance before a visit was organised.
- The carer requested that her relative be admitted to a Hospice. The Doctor that she spoke to was new and did not know the name of the Hospice and had to ask the carer.
- The patient was finally referred to the palliative care nurse who did not come until late in the day. The ward they were in was noisy and had very little privacy and was unsuitable for meetings of this nature. The palliative nurse agreed that a Hospice bed was appropriate. A bed was available but there was no ambulance available to transport the patient and the carer was told that the transfer would take place the next day but only if the ambulance wasn't needed for an emergency.
- The patient was unconscious when transferred to the Hospice and passed away early the next morning. The carer likened the patient's experiences to that of a third world death.

- The carer felt that the staff at the hospital had not been sufficiently trained to deal with patients who had dementia and any training that had been given to staff had not implemented.

Experience 2

- An e-mail was received from a carer who raised concerns that dementia patients attending York Hospital for unrelated conditions may not be recognised as suffering from dementia and it may not be taken into account when communicating with them. They may be asked to carry out certain procedures, or take a new medication, but have forgotten what is asked of them before they leave the hospital. Her relative, who had recently been diagnosed with Alzheimer's disease, had to attend the pacemaker clinic as an outpatient. The carer had offered to accompany her relative, but the relative had refused this request, as she did not recognise that she had memory problems. The carer contacted PALS (Patient Advice and Liaison Services) at the hospital and requested to be told of any instructions that had been given to her relative; the request was refused and the carer still has no idea of what her relative was told at that visit.
 - The above carer feels that dementia patients often present extremely well to strangers. Busy clinic staff may not have access to a patient's full records, or may not look at anything other than the condition they are dealing with. It would then be very likely that advice given would not be remembered or carried out. If somebody was admitted to hospital then it would become obvious to ward staff if their patient had memory problems; but with fast appointments in clinics it would be very difficult to recognise that her relative had dementia unless you were talking to her for at least a quarter of an hour, which is most unlikely with the lack of time available to individual appointments.
7. A representative of the Alzheimer's Society outlined some of the experiences they had been informed of. These are detailed below:

Experience 3

- A person with dementia may have no understanding of what is wrong with them. Staff on the ward were not proactive in stopping a patient walking on a broken leg and risking further injury.
- The patient did not understand that she was having a bath and became very alarmed. The patient's hair was washed but not dried.
- The carer was always happy to help feed the patient and saw this type of relative support as essential in ensuring patients with dementia got properly fed during their hospital stay. She felt that staff sometime objected to her helping with these basic tasks and is opposed to any restriction on visiting hours that excludes visitors during mealtimes.
- Both of the patient's hearing aids (clearly labelled with the patient's name) went missing during the stay. This made communication impossible.

Before they went missing the carer checked the batteries, as staff did not see this as part of their role.

Experience 4

- ❑ A person with dementia was admitted to York Hospital from a local care home where the care provided was excellent. Her carer and relative felt that the ward staff were only concerned with the physical damage (broken leg) and 'hadn't got a clue' about the patient's dementia. The ward sister was sympathetic but admitted that staff did not have the relevant expertise and they relied on relatives/carers to look after patients with dementia.
- ❑ When the patient's blood pressure was taken she was frightened and staff did not understand that simple procedures like this can be terrifying for people with dementia.
- ❑ The doctor had prescribed morphine but the nursing staff seemed very reluctant to administer this. The carer/relative had found a glass of water spilt on the floor after the patient had refused to take paracetamol.
- ❑ The carer/relative was able to feed the patient at meal times but sometimes arrived when food had already been left out. The patient had no understanding that the food that had been left out was for her. The carer/relative has since raised concerns that visiting is no longer allowed during mealtimes, which could result in patients with dementia not eating.

Experience 5

- ❑ A patient with Alzheimer's and severe sight impairment was admitted to hospital at the request of her GP. Both the Alzheimer's and the sight impairment were pointed out to staff but despite this there was no supervision or help with meals or medication.
- ❑ During visiting hours medication was often found spilt all over the bed table and the floor and was left for relatives/carers to clear up. The patient's relative felt that she went without food and medication and staff seemed unconcerned. The relatives were very concerned especially as another confused patient was witnessed picking up the discarded medication.
- ❑ Relatives asked permission to visit the patient at mealtimes; the ward sister agreed to this. On arrival a staff nurse pointed to a notice on the wall and said, 'can you not read that visitors are not allowed at meal times.' On being informed that the ward sister had given permission for the lady to be fed, she turned her back and walked off.
- ❑ Whenever there was a change of staff the family felt that they had to start all over again as there had been no real communication between staff. When first admitted to York Hospital the patient could walk.
- ❑ The only time the patient got out of her chair by the bed was when relatives walked her up and down the ward as the staff said it took 3 or

more people to get her to stand up. By the time she was discharged she was completely dependent and unable to walk.

- After 4 months the patient was sent to a special ward for older people with mental health difficulties at Selby Hospital because it was felt that being on a general ward with sick patients was not good for her. Although the patient was meant to be based on this ward the actual practice was to move her to the ward during the day and return her to the general ward at night, which was a confusing and disorientating experience for someone suffering from dementia.
- After 5 months the relatives received a telephone call to say that the patient would be discharged the following day. No arrangements had been made for care or appropriate equipment to be provided to the relatives/carers. On being taken home a care package was arranged to help the family care for their relative at home but after only one day the care staff refused to return because the family had not been provided with a hoist to move the patient with. This left the relatives, who both had back problems, to cope with all the lifting.

Evidence received from voluntary services

8. Several voluntary organisations gave evidence at the session and this is set out below:

Age Concern

9. A representative of Age Concern read out an e-mail a colleague had sent her. This highlighted the issue of people with dementia who live alone and their relationship with their GPs. This detailed the case of a dementia sufferer who lives alone in one of the suburbs of York. This person sometimes makes appointments to see their GP and then forgets to tell the Age Concern representative. They would then struggle with things such as booking taxis and collecting prescriptions. In one recent incident the person had been given a letter by her GP to go for an X-ray. It was only after persuading the receptionist at the surgery to look up this information that Age Concern were aware and were able to assist the patient to the appointment. The Age Concern representative has since spoken to the GP and they now work closely to support the needs of the person with dementia.
10. The Age Concern representative mentioned another incident of a lady having been given a hospital appointment. The lady had forgotten what the appointment was for and when Age Concern tried to assist her they were denied any information, as they were not next of kin.
11. On a visit to one of the elderly persons' wards at York Hospital the Community Services Manager at York Age Concern witnessed elderly patients crying out for different reasons; all of whom were being ignored. She felt that because the patients were elderly then nobody was talking to them. She felt that it was much easier to support patients and their families/carers once a diagnosis of dementia had been.

Older People's Assembly

12. A representative of the Older People's Assembly thought that the evidence received during the course of the evidence gathering session was frightening, especially for single older people. Dementia was a disease that slid slowly into people's lives and did not happen overnight. When all the things that had so far been discussed were combined with a non-family orientated GP service that only offered people 10 minutes slots and seldom came out to visit them in their own homes then this could be said to accentuate the problem of loneliness. He also felt that care workers were poorly paid and staff needed to look holistically at a patient's circumstances.

Alzheimer's Society

13. The Alzheimer's Society offers a befriending service for carers and has had recently had some lottery funding. They are shortly hoping to offer a befriending service to people with dementia.
14. The Alzheimer's Society had put together a leaflet entitled 'This is me' (Annex G). The leaflet would include information on an individual patient i.e.: photo, date of birth, primary carer, medication, diet, and assistance required. Patients/carers could hand this leaflet to a member of staff in the hospital to inform them of details that they would need to know. At the moment the Society were trying to introduce the idea of the leaflet into hospitals. Some nursing homes had already agreed to their use and had found them very useful.

York & District Mind

15. The Director of the York & District branch of Mind reiterated that they too offered a befriending service. He raised the concern of dementia sufferers becoming dehydrated, as they couldn't always take liquids without assistance. He also said that if a patient was happy with their care they were more likely to accept that they needed it and more successful relationships tended to be built. He also raised concerns regarding the access and support the traveller community had in relation to dementia care as they were a hard to reach group that were often overlooked. They were likely to either get lost in the system or forgotten and early intervention and pro-active responses, along with intensive support could be beneficial and make a huge difference. Discussions drew out the need for sensitivity in relation to diverse cultural needs.

Other

16. Both the York & District branch of Mind and Age Concern also offered befriending services. The Alzheimer's Society also offered a 'care and coping' course which ran continuously.
17. The Media and Campaign Officer for the Alzheimer's Society said that there was still a huge stigma surrounding dementia and it was important to stress that people could still live productive and useful lives after diagnosis.

18. The Age Concern representative said that some Ward Committees had provided monies for community support workers. Even if they only visited people once or twice a year they could assist with the identification of those with the early stages of dementia. The support workers also took elderly persons to social events to help avoid loneliness and depression. Members of the Committee asked if statistical information on the number of care workers funded by Ward Committees could be provided and Age Concern agreed to look into this.

Evidence received from service providers

19. Several Service Providers attended the session and provided the following information:

York Hospital & North Yorkshire and York Primary Care Trust (PCT)

20. The Directorate Manager for Elderly Services at York Hospital stressed that they were now dealing with an aging population, which put strains on the available resources. There had been recent investment in terms of staffing but some of the stories that had been heard today had highlighted problems caused by a lack of staff. There were some wider training issues around dealing with patients with dementia when they were admitted to hospital for secondary care and these needed to be explored. It was known that 50% of people that were admitted to hospital had mental health problems. There was also an increase in the numbers of people being diagnosed with dementia. The length of stay in hospital for a patient with a mental health problem tended to be longer than those without and there were rarely enough activities to keep them occupied.
21. The Hospital, along with their colleagues in the PCT, had been investigating the possibilities of a 'psychiatric liaison service'. Discussions indicated that this was a multi-agency scheme, which unfortunately had been stalled due to a lack of funding. There was a need to push this further forward to provide the link between the community and the hospital. A lot could be gained if there could be a liaison between interested groups. At the present time the 'psychiatric liaison service' does not exist although a pilot had been undertaken some time ago. The pilot scheme had produced some clear anecdotal evidence on the benefits of the service. Earlier work had shown that reductions could be made in a patient's length of stay with the use of a liaison service. There was clear anecdotal evidence that there was a need for the service to be used before and after hospital admissions.
22. There were proposals for a new scheme that would allow care workers to go into people's homes immediately after discharge from hospital. These workers would be specifically trained to deal with the needs of the people they were assisting. It would be rapid response care but for short periods of time.
23. She also acknowledged that there was a need to improve staff attitudes and support for staff whilst at the same time looking at involving carers more.

24. Representatives of York Hospital confirmed that they had recently set up a new protected mealtimes initiative. Those patients who needed assistance at mealtimes were served their meals on a red tray so that staff could easily identify them. Training had been provided to all staff and nutrition audits were undertaken.
25. One of the problems with mealtimes had been that things carried on as normal throughout them. Under the new initiative visitors are not allowed during mealtimes, doctors do not visit (except in emergencies) and staff do not undertake duties other than helping the patients with their meals. The new initiative would be monitored.
26. Staff were wary of over diagnosing or making too early a diagnosis of dementia in patients.
27. Members of the Committee and representatives of the NYYPCT discussed the possibility of pooling training resources with Bootham Park Hospital. NYYPCT confirmed that there were no problems with staff accessing training at other venues the only issues related to the suitability of different courses for staff at different levels.

Specialist Nurse for Mental Health (York Hospital)

28. The Specialist Nurse for Mental Health (York Hospital), who worked mainly in the elderly units, said that her role was mainly reactive rather than proactive. When a patient on a ward was causing a problem then she would assess the situation and offer advice on possible solutions. She felt that she offered a good service but was a one-member team. She would only offer advice on a patient in the early stages of dementia if she were called in because the patient was causing a problem. She felt that there was a need for training in mental health issues and that attitudes towards mental health problems needed to be changed. Discussions were had around how much training medical staff in other directorates had on mental health issues and it was generally agreed that there was a lot of room for improvement.

City of York Council

29. The Service Manager for the Social Work Department at City of York Council (CYC) pointed out that there should be a named nurse for each patient on a hospital ward. Further discussion identified that carers and relatives were not always familiar with hospital systems and may not know how to access this information.
30. She raised the fact that consultants and doctors that worked on the elderly wards had different attitudes towards the care of those with dementia than those working in other areas of the hospital. She said that it was very easy for people with dementia to come into hospital and be discharged without their mental health needs being noticed. If a patient did not 'cause problems' or a problem is not highlighted by staff then their mental health could easily go unnoticed.

Evidence from front line staff at York Hospital

31. Members visited front line staff at York Hospital on 6th October 2008. Notes of the comments made in relation to their experiences of caring for patients suffering from dementia who accessed secondary care are attached at Annex B to this report. During the course of these discussions a document entitled 'Essence of Care – Patient focused Benchmarks for Clinical Governance' was mentioned. The relevant extract from this document is attached at Annex H to this report. The entire document is available on the Department of Health Website at www.dh.gov.uk.

Evidence from Yorkshire Ambulance Service (YAS)

32. At a formal meeting on 6th October the Committee received evidence from the Locality Manager at YAS. He made the following points:

- Ambulance personnel were usually the patient's first line of contact after a GP and they received very little guidance in relation to patients that were affected by dementia.
- When responding to 999 calls ambulance personnel were often unaware of what type of call they were attending as only basic information had been obtained.
- Ambulance crews analysed each case and situation on arrival but they were trained to obtain as much information from those at the scene as possible, this included information given by relatives and carers.
- Ambulance personnel did not receive specific training on dementia.
- Staff were trained on the requirements of the new Mental Capacity act 2005 and a Safeguarding Adults policy would shortly be ratified by the Trust.
- Crews were instructed to contact Social Services if they felt that an elderly patient was at risk.
- Every 999/emergency situation was different and crews learned by experience over a period of time.
- Crews were only with patients for a short period of time compared with other health professionals.
- Any training was good but ambulance personnel already had to learn a great deal of information in a short period of time.
- They received very few complaints in relation to the way they catered for those with dementia.
- Although staff were experienced they could miss signs if patients had trauma or were dehydrated.
- Relatives/carers were always encouraged to travel with patients in the ambulance and this included staff from residential homes accompanying residents to hospital.

Evidence received from other sources**Response from the Local Medical Committee**

33. Details of the response received from the Local Medical Committee is attached at Annex C to this report.

Other documents received in Evidence

34. The following additional documents had been circulated to Members during the course of the review and had been received in evidence:

- National Dementia Strategy for England update September 2008 (Annex D)
- Care on a Hospital Ward – a leaflet produced by the Alzheimer's Society (Annex E)
- An e-mail from Dr David Geddes regarding carers' names being logged on patients' notes (Annex F)

Issues Arising

35. The following issues arose out of the evidence gathered during the course of the review:

Accessing & Sharing Information

- In the age of computerised record keeping is there no way that patients who have a diagnosis of dementia, live alone and need more support could be flagged up in some way
- Different service providers had different computer systems and these were not always compatible with each other
- It would be very easy to flag up on GP notes if a patient had dementia & no relatives. The Voluntary Organisations such as Age Concern and Alzheimer's Society would then be able to assist
- There was difficulty sharing confidential information across agencies.
- Is there a way that certain information could be shared with voluntary organisations to enable them to assist their clients
- Members expressed concern that the Strategic Health Authority (SHA) should be attempting to change the excellent EMISWEB intranet system used by GPs and pointed out that a compatible IT system should be used across all agencies.

Involvement of Carers/Relatives

- Older people and their families often did not know how to deal with the early stages of dementia (pre-diagnosis) and were often not given enough support. Once a patient was 'in the system' they (and their families/carers) were more likely to get the support they needed
- The importance of keeping carers/relatives involved during a patient's stay in hospital
- Poor pay for care workers
- There was a fine balance between knowing when to ask the patient questions and when to ask the carer/relative. It was noted that people with dementia could be convincing.
- There was a need to improve carer experiences.

Attitudes towards dementia

- There is a lot of ignorance surrounding dementia and many people do not know how to deal with parents who are incapacitated by it. Better publicity may help
- Attitudes towards mental health needed to be changed

Dementia patients and the hospital environment

- The importance of keeping carers/relatives involved during a patient's stay in hospital
- Hospital visiting times and supervision at meal times
- Practical considerations are very important when a patient is in hospital (i.e. working hearing aids, whether a patient can eat and drink unaided)
- Clinicians in 'short appointment clinics', such as the outpatients' clinics may not always have full medical history on hand and may not recognise that a patient has memory problems/dementia
- Hospital staff do not always talk to relatives/carers but amongst themselves
- It is sometimes difficult to get hospital staff to take on board the concerns that carers have or to listen to the information that they can provide about the needs of the patient
- Carers/relatives are not necessarily familiar with hospital systems. Is there anything that can be done to change this?
- How should the needs of elderly people, especially those with dementia, be met when attending hospital appointments and during hospital stays?
- There was a lack of private space for meetings and assessments to take place in the hospital environment

Training

- Those who worked on elderly wards did not receive additional training in caring for patients with dementia.
- It was unfortunate that a forum arranged on mental health issues at York Hospital had been cancelled at short notice due to staff unavailability.
- Members referred to the fact that people were living longer and the elderly population was increasing; due to this there would be an increased incidence of dementia and there was possibly a need for more formal training for ambulance personnel.

Psychiatric Liaison Service

- The fact that a 'psychiatric liaison service' did not exist at the present time.
- Information regarding what a liaison service would provide is attached at annex A to this report

Voluntary Organisations

- Not everyone is aware of voluntary organisations and what they can do to assist. The general public are not always given a good picture of what is out there in terms of moral support

Other

- Family GPs no longer exist and often are not aware of a person's history
- We are an aging population and thus there will be more people with dementia
- People's choices must be respected
- Many people are reluctant to accept that they have dementia
- There was a fine balance between knowing when to ask the patient questions and when to ask the carer/relative. It was noted that people with dementia could be convincing.
- The need to maintain the health and safety of the patient at all times and for positive relationships to be built.
- Of the twelve benchmarks of 'essence of care' significant developments had been made in all areas apart from mental health.

Analysis

36. Members analysed the evidence and issues arising set out above at an informal meeting held on 21st October 2008. Their considerations led to the draft recommendations below.
37. Representatives of service providers and commissioners will have an opportunity to comment on the draft recommendations at the formal meeting on 3rd November 2008.

Corporate Priorities

38. The review relates to the following corporate priority:

'Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest.'

Options

39. Having considered the information contained within this report and associated annexes, Members may decide to amend and/or agree the recommendations within the report.

Implications

40. **Financial** – There are no known direct financial implications for the Local Authority associated with the recommendations in this report. The Committee are mindful that there may be some financial implications for other health service providers in terms of providing funding to develop the Psychiatric Liaison Service and training of staff.
41. **Legal** – Section 3(3) of the 'The Local Authority (Overview and Scrutiny Committees' Health Scrutiny Functions) Regulations 2002' states that 'Where an overview and scrutiny committee requests a response from a

local NHS body to whom it has made a report or recommendation, that body shall respond in writing to the Committee within 28 days of the request.'

42. There are no known Human Resources (HR), Equalities or other implications associated with the recommendations in this report.

Risk Management

43. There are no known risks associated with this report.

Recommendations

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

1. That the York Hospital Trust, in liaison with other appropriate service providers* be urged to develop and implement the Psychiatric Liaison Service (Annex A). The development of this programme to be a benchmark for training and support for staff working with dementia patients who access secondary care.

*The Yorkshire Ambulance Service is to be included amongst the service providers, whilst acknowledging the unique nature of their role.

REASON: To enable the development of the Psychiatric Liaison Service to progress.

2. That all service providers be urged to review their arrangements for staff training in relation to recognising and working with those with an underlying condition of dementia. Any such review should include:
 - Promoting the use of Link nurses and investigating the possibility of nominating Link clinicians within defined staffing groups.
 - Investigation of the large gaps in training.
 - The utilisation of the variety of sources for training provision including the Alzheimer's Society and other voluntary sector organisations.
 - Investigation into the pooling of resources between service providers.

REASON: To ensure that all staff are adequately trained to care for the needs of dementia patients accessing secondary care.

3. That secondary care provider clinicians be urged to acknowledge the positive contributions that can be made by a patient's carer to that patient's ongoing programme of treatment (whilst recognising the issues surrounding patient confidentiality). Clinicians are also urged to take the following into consideration:

- Where it is recognised that there may be an underlying mental health condition to provide written details of any medication and/or treatment plans to the patient.
- The issue of carers' information being logged on a patient's notes to be urged as good practice and an ongoing dialogue between medical practices and the York Carer's Forum to be maintained to allow for effective databases to be kept.

REASON: To ensure that carers are involved as much as possible whilst still recognising the need for patient confidentiality.

4.

- a. That all service providers be urged to work with the relevant voluntary organisations (Alzheimer's Society, York & District branch of Mind, Age Concern, Older People's Assembly etc) to develop new initiatives and to promote the awareness of dementia (including the provision of an information leaflet for carers).
- b. That commissioner and service providers discuss the 'This is Me' initiative further with the Alzheimer's Society with a view to adopting it within their individual organisations. The Committee wished it to be known that they were very impressed with this particular initiative.

REASON: To promote and increase dementia awareness and to encourage positive initiatives to be widely and effectively used.

5. That York Hospitals Trust, where possible, be urged to adopt a flexible approach during a dementia patient's stay in hospital, for example flexibility in hospital visiting hours and flexibility at mealtimes to allow carers to assist patients with eating.

REASON: To involve carers during a patient's stay in hospital to assist them in settling into an unfamiliar environment.

6. That all relevant parties be urged to resolve the ongoing issues surrounding the implementation of a universal 'Shared Care Record System' (Annex C refers).

REASON: To resolve ongoing issues

7. That all service providers (CYC, NYYPCT, YAS and York Hospital Trust) report back to the Committee in 6 months time to inform them of the progress that has been made.

REASON: To ensure that the recommendations are being addressed.

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**Final Report
 Approved**

Date

Specialist Implications Officer**Legal**

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Wards Affected:

For further information please contact the author of the report

All

Background Papers:

None

Annexes

Annex A Psychiatric Liaison Service
 Annex B Comments from front line staff at York Hospital
 Annex C Response from the Local Medical Committee
 Annex D National Dementia Strategy
 Annex E Care on a Hospital Ward – Information provided by the Alzheimer's Society
 Annex F E-mail from Dr David Geddes
 Annex G 'This is Me' Leaflet produced by the Alzheimer's Society
 Annex H Extract from 'Essence of Care – Patient focused Benchmarks for Clinical Governance'



Corporate Management Team

Report of the Director of Neighbourhood Services

Member Development

Summary

1. This report seeks approval to sign up to the Improvement and Development Agency (IDeA) / Local Government Yorkshire and Humber (LGYH) Member Development Charter, and to implement the necessary changes to achieve charter status and improve Member Development at the Council.

Background

2. Member development is the term used for training and development opportunities, activities and programmes offered to elected members by councils. It has been highlighted through the Comprehensive Performance Assessment (CPA) as an area that requires improvement at York. Member development is also an increasing priority at a national level, with new legislation likely to be introduced in the 2008/9 parliamentary session.

Member development as a priority for Local Government

3. The Councillors Commission was set up by the Secretary of State for Communities and Local Government to seek ways of encouraging suitably able, qualified and representative people to be candidates to serve as councillors and make recommendations for their retention and development in office.
4. In the Commission's Report December 2007, it states:
'The range of skills required by councillors is perhaps broader than it used to be, covering both a very astute strategic sense and sound political judgement to decision making, especially for executive councillors, as well as more local sensitivities and softer communication skills too. It should be the aspiration that a wide range of such skills should be developed in all councillors but at the very least, we should be looking for a balance across the council membership as a whole and across wards and divisions too.'

5. The report makes recommendations that:
'The IDeA / Local Government Association (LGA) should develop a Charter regarding minimum standards of member support which local authorities should agree to provide.'

'As part of the support Charter, there should be an expectation on councillors that they take up appropriate training and development opportunities offered to them by their local authority.'

'Councils should support councillors to develop their skills by offering a flexible and time-sensitive induction programme, which utilises a range of learning methods; an option for 'refresher' and 'ongoing' training for all councillors; personal development plans regarding development needs and opportunities; opportunities to be partnered with mentors within and/or outside one's own council; self and peer review schemes leading to tailored support packages for councillors; training in approaches to community development.'

6. In its response to the report, central Government agreed to carry forward all of the above recommendations to the Community Empowerment, Housing and Economic Regeneration (CEHER) Bill, which will be introduced during the 2008/9 parliamentary session.

Member development as a priority for York

7. York's Corporate Assessment report (June 2008) states that 'ensuring that councillors are trained and equipped to carry out their roles by improving attendance at training programmes' is an area that requires particular focus.
8. As a response to the CPA, the above area of focus was included as part of the single improvement plan. On 30 June 2008, Executive approved the areas for improvement set out in the single improvement plan and the associated projected plans outlined in the 'Corporate Assessment response and action planning report'. The Director of Neighbourhood Services took on the lead for this area of the single improvement plan.

The IDeA / LGYH Member Development Charter

9. Member development is also recognised as good practice by the IDeA and 'essential if local government is to thrive and prosper'. Member development charters which hold to a common set of principles have therefore been set up in all regions. The charter in Yorkshire and Humber is jointly awarded by the IDeA and LGYH. Councils that are signed up to the charter must provide an action plan based on:
- being fully committed to developing elected members in order to achieve the council's aims and objectives
 - adopting a member-led strategic approach to elected member development

- having a member learning and development plan in place that clearly identifies the difference development activities will make
- seeing that learning and development is effective in building capacity
- addressing wider development matters to promote work-life balance and citizenship

When a council can demonstrate it has achieved charter standard, an onsite assessment would be carried out by a small, trained team of elected members and/or officers. Providing the council meets the standard it is then awarded charter status. The cost for assessment is covered by funding from the North Yorkshire Improvement Partnership (NYIP).

10. 182 councils in England have signed up for and made a formal commitment to the Member Development Charter, with 81 of these being awarded charter status.
11. Feedback from other councils in Yorkshire who have developed schemes in line with the Charter have concluded that as a result members have gained greater confidence in their community leadership role, better understanding of finance and performance management issues, improved presentation skills, greater empathy and understanding, the ability to better manage a demanding workloads and greater ability to deal with the public.

Current member development activities at City of York Council

12. Member development is led by Democratic Services, by the Senior Member Support Officer, although this is only part of the post holders current role. Most other authorities have a dedicated officer whose full role is to oversee member development. The current budget for member development is £10,000 p.a. for all Members. The breakdown of how the budget is spent differs year upon year. In the last year, additional funding has been granted from the NYIP for mentoring and IT development for members but there is currently no funding available from these sources from 2009 onwards.
13. The last specific programme of member development activities ran from May to October 2007. This included 20 group training sessions on a range of subjects. Nine were delivered by officers and external training organisations were brought in to deliver the other eleven. Since then, activities have been organised on an ad-hoc basis. Another specific programme is intended for 2009.
14. Training sessions delivered either by external sources or officers were attended by about 12 people on average. This is adequate but could be improved, and works out at an average of about £70 per participant for training sessions delivered by external sources.

15. Members are also able to enroll for the European Computer Drivers License (ECDL), with 8 Members enrolling in the last year. There is also the opportunity for Members to attend relevant external courses, which range from £50 for a Community Empowerment event to £2,445 for all 4 modules of the IdeA Leadership Academy¹.
16. About 15 training and development books and CDs are also available for loan. There has not been much take up in the use of these but they provide an alternative learning resource for those unable to attend training sessions in person.
17. Approximately one and a half days of mentoring each for 5 members was provided last year. This was covered by funding from the NYIP.
18. Development appraisal (or Personal Development Plan) interviews, where members training needs are identified and analysed to deliver suitable training opportunities, are currently offered primarily to newly elected Councillors and returning Councillors taking on new roles. They are conducted by Eleanor Haywood from the North East Employers Association. Sixteen Members took up the opportunity to have development appraisals, costing £1,560.
19. While there are a range of member development opportunities available, the current programme would not meet the IDeA / LGYH Member Development Charter criteria in a number of areas. These include having a strategy led by Members; a structured process for regularly assessing elected member development needs at the individual and council wide levels; and systems in place that effectively evaluate the benefits from member development and identify areas for improvement.
20. It is therefore recommended that a strategic and evaluative Member-led scheme is developed to build and extend the skills and knowledge of members, encourage increased attendance and provide activities that are tailored to the needs of the individual and the council as a whole.

The way forward

21. The proposed Member Development Scheme would go live after the Annual Meeting in 2009. It would continue to be led by Democratic Services; and would be based on an annual programme of development appraisals for all members. An all-party Member Development Working Group would decide training and development activities for the year ahead which were appropriate to the training needs highlighted through the development appraisals. At the end of each event and through development appraisals, feedback would be given to inform the plan for the year ahead. Annex 1 shows how the scheme would operate.

¹ See paragraph 37 for more details. 1 Member attended in the previous financial year.

Member Development Working Group

22. The Member Development Working Group would be set up to make decisions about the Member Development Strategy and each year's Member Development Programme. The group would be made up of one Member from each of the main three political parties and supported by Democratic Services.

Development Appraisals

23. Development appraisals are an essential part of member development as they facilitate training to be tailored to the needs and preferred learning methods of individual Members and the council as a whole. An example development appraisal form can be found in annex 2.

Development appraisals would be conducted with all Members on a confidential basis. These would either be carried out by the Deputy Chief Executive or by an external consultant such as Eleanor Haywood from North East Regional Employers Association. Development appraisals would include competency development gap analysis against the IDeA's 'Skill framework for elected members' (Annex 3) to identify Member individual training and development needs and would be used to determine the year's Member Development Programme. All Members would be encouraged to have development appraisals, and the Member Development Group would monitor take-up.

24. An additional option, as well as the development appraisals, would be for Executive and Shadow Executive Members to be given 360-degree feedback performance appraisals. All Executive Members would be 'rated' by the leader, the Chief Executive, all their Executive colleagues and five other people they work with (including local public service board partners, directors and heads of service from services in their portfolios). The Executive Members would then receive an individual report of the collated feedback. With the exception of comments from the leader, comments would not be attributed to individuals in the feedback to Members. This is regarded as good practice by the IDeA. It is probably beyond the means of the current budget but is worth considering for the future.

Members Development Annual Programme

25. The programme would be informed by development appraisals, Member feedback and linked to the Corporate Plan so that it contributes towards corporate aims and objectives. It would be decided by the Member Development Working Group.

The programme would include a range of training and development activities and take into account work / life balance issues through using e-learning or distance learning methods and repeated training activities in the evenings where appropriate. Each training and development activity

would have a stated purpose and objectives that focus on measured results. Specific training for specific committees would be provided. Members would receive an annual plan of training and development events and also a monthly email reminding them what events are happening in the month ahead.

26. Members would be required to complete a minimum number of training and development activities each calendar year. It is suggested that non-Executive Members should attend a minimum of 8 training and development activities each year and Executive and Shadow Executive Members should attend 12. This would include pre-council seminars and other development opportunities such as shadowing officers. The amount would be agreed, on the basis of the annual programme decided, and monitored by the Member Development Working Group.

Possible activities

While training activities would be based upon feedback from development appraisals, a possible training programme could include:

27. Training sessions delivered by officers – already available. Training sessions from officers on subjects such as 'Community and Corporate Strategies' and 'Effective Partnership Working' or specific skills training. Sessions could also be recorded or videoed to provide alternative learning methods through CDs, DVDs or mp3 and video downloads.
28. An internal e-learning solution on the intranet - The sessions could alternatively be delivered through developing an e-learning solution on the intranet. This has worked well at other councils for training which is common to both officers and members, such as health and safety training.
29. Training sessions delivered by external sources in-house – already available. Training sessions on subjects such as 'Engaging Communities' or 'An Introduction to Planning Law', or specific skills training, from specialist training organisations or through Local Government Yorkshire and Humber.
30. ECDL – already available.
31. Modern Councillor e-learning Courses – About 30 minute e-learning courses on 13 topics including 'Community Leadership', 'Risk Management', 'Equality & Diversity' and 'Chairing Meetings'. A license available for all local authorities in Yorkshire and Humber has been purchased by LGYH.
32. Familiarisation Sessions – The opportunity for Members to meet staff within relevant divisions of the Council and find out about their work. This could include job shadowing.

33. Internal mentoring – Members are currently able to sign up to the internal mentoring programme, with one member signing up to be a mentor. This could be extended to encourage mentoring within political parties.
34. IDeA Councillor Workbooks - Distance learning material for councillors on 16 topics including 'Supporting Constituents with Complex Issues', 'Member and Officer Relations', 'Local Area Agreements' and 'Media & Communications' for Councillors. Aimed particularly at new councillors, these should take 2-3hours each to complete in a single session or in a series of short periods.
35. Public Sector Modernisation Postgraduate Certificate / Diploma / Masters at the University of Huddersfield - designed to meet the needs of managers, practitioners and councillors in the rapidly changing local governance sector. It is designed to be flexible and fit into the busy lifestyles of part-time students with work and family responsibilities. The course offers a flexible progression of awards to allow students to choose the appropriate level. Modules include Public Sector Modernisation, Communication, Community and Leadership, Managing Performance and Accountability, Applied Research Project (exploring the impact of modernisation on your workplace through a piece of applied research) and an academic dissertation. Elected members from Kirklees, Calderdale and Leeds have completed the qualifications and given positive feedback.
36. External mentoring – through the IDeA and Local Government Yorkshire and Humber.
37. IDeA Leadership Academy – already available. provided by AHA (Andrew Holder Associates) Consultancy and Warwick Business School for leaders of councils; leaders of political groups; cabinet and scrutiny committee Members; scrutiny chairs; and opposition spokespeople. Only one Councillor from each Council is allowed to attend each programme. The modules look at personal, political, strategic and community leadership and aim to develop participants' leadership style, give them confidence and create a support network among peers in other councils and parties.
38. Local networking events – Attend networking events organised by Local Government Yorkshire and Humber.
39. Induction training for new Members – A suitable induction programme would need to be decided ahead of elections in 2011.

Evaluation and Feedback

40. As already occurs for formal training activities, end of event questionnaires for each development activity would be carried out to assess the effectiveness of the training given and taken into account when planning future programmes. End of year personal reflection and feedback would be included as part of each development appraisal to inform the next year's member development programme. Feedback on courses Members

have attended would be reported back annually to Council. The training sessions which Members have attended would also be included on their attendance page on the Council website.

Consultation

41. Consultation has been undertaken with party leaders and key officers in drafting this policy. Excellent CPA and beacon authorities, Local Government Yorkshire and Humber and the IDeA have also been consulted to identify good practice.

Options

42. The options for Members to consider are whether to:

- a) Approve sign up to the IDeA / LGYH Member Development Charter and begin implementation of the outlined Members Development Scheme (paragraphs 21-40). The specific programme of activities would be decided upon by the cross-party Member Development Working Group based upon Personal Development Plans and corporate objectives. It is intended that the existing budget would be sufficient to cover any changes required to meet the Charter, although this would be reviewed by the Member Development Working Group.

Or

- b) Continue providing Member development as it is (see paragraph 12-18) and not sign up to the IDeA / LGYH Member Development Charter.

Analysis

43. Advantages of option a) over option b)

- Ensures elected Members are fully equipped and supported to carry out their roles and responsibilities successfully.
- Enables Members to extend their skills and knowledge, to serve their communities and help build capacity within the team.
- The Corporate Assessment report states that 'ensuring that councillors are trained and equipped to carry out their roles by improving attendance at training programmes' is an area that requires particular focus.
- The Member development charter criteria are recognised as good practice. 182 councils are currently signed up to the IDeA charter.
- Supports corporate values of encouraging improvement in everything we do, supporting and developing people and providing strong leadership.

- A Member led strategy would potentially deliver a more relevant programme and encourage greater attendance at training and development events.
- Development appraisals made available to all Members would ensure training was suited to specific needs and learning styles. The programme would be shaped by a range of Members rather than just those with less experience and would encourage continual development. Since the training activities would be a direct result of what Members asked for in many cases, there would be greater incentive and obligation to attend.
- Effectively evaluating the benefits from member development and identifying areas for improvement would ensure that activities provide good value for money and successfully build capacity.

44. Costs of option a)

- Foreseeable financial costs could include the increased cost of development appraisals for all members if these were delivered externally. Development activities could be more expensive, but they could also be less expensive depending on the programme the Member Development Steering Group decided upon.
- Staff time in delivering training, and possibly in delivering development appraisals if delivered internally.
- Member time in attending training activities. However, this time should equip Members to carry out their roles and responsibilities more effectively.

Corporate Priorities

45. The Member Development Scheme supports the following corporate priorities, directional statements and values:

- The council will provide strong leadership for the city using partnerships to shape and deliver the Community Strategy for the city.
- Encouraging improvement in everything we do
- Supporting and developing people
- Providing strong leadership
- To ensure all those who live and work in York have the education and skill that will enable them to play an active part in society and contribute to the life of the city. (York Without Walls)

Enhanced training and development will also contribute to better implementation of other corporate priorities.

Implications

- 46. **Financial:** See paragraph 44.
- 47. **Human Resources:** Any additional staff duties would be covered by existing job posts and descriptions.
- 48. **Equalities:** Signing up to the charter would encourage the delivery of 'equality of opportunity and access to learning and development'.
- 49. **Legal:** None
- 50. **Crime and Disorder:** None
- 51. **Information Technology (IT):** If an intranet e-learning solution was required, this would need to be developed.
- 52. **Property:** None
- 53. **Other:** None

Risk Management

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

Recommendations

Members are asked to consider the following recommendations:

- 55. To sign up to the IDeA Member Development Charter.
- 56. To implement the outlined Member Development Scheme. (Paragraphs 21-40)
- 57. To delegate responsibility to decide a Member Development Programme, appropriate training and development activities and budget to the Member Development Working Group.

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Date

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Specialist Implications Officer(s)

None

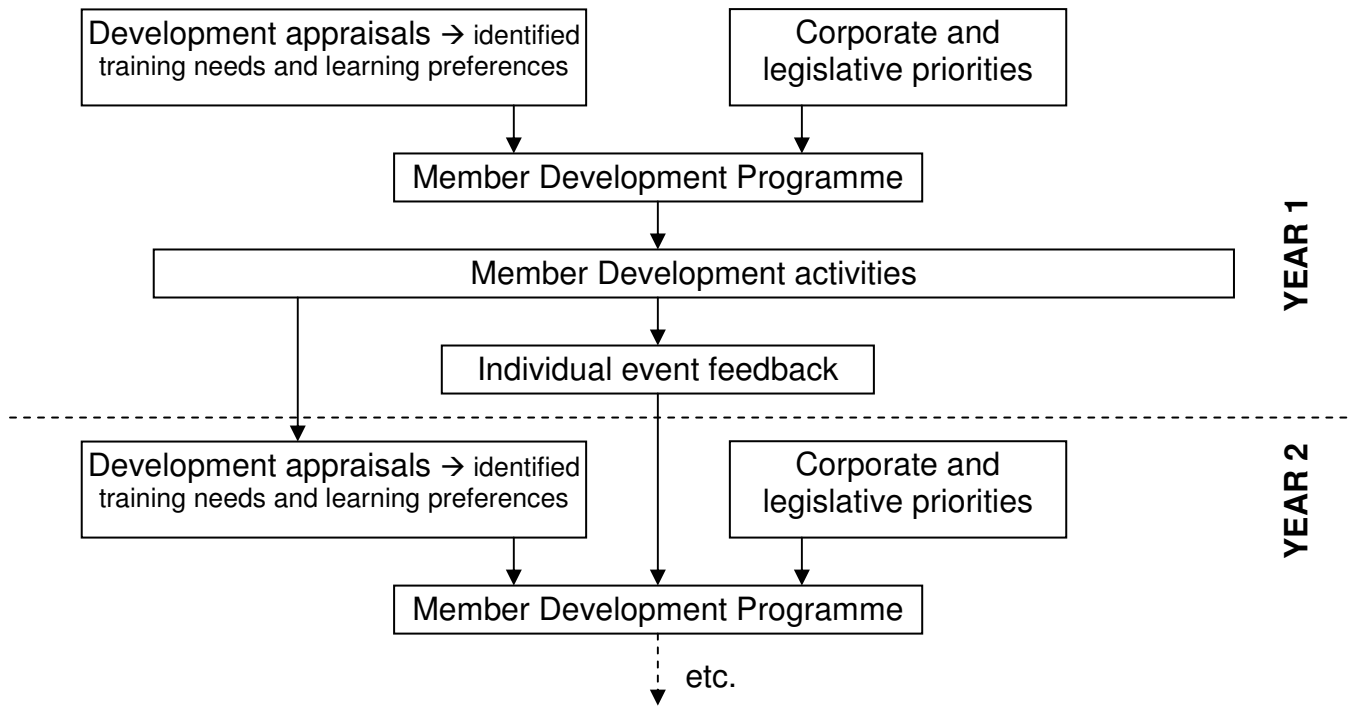
Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Annex 1 – The proposed Member Development Scheme



Annex 2 – Development Appraisal

Development Appraisal

Name:	Ward:
Executive Responsibility:	Chair:
Committees:	Other representations:
Outside representations:	
Taking stock 1. In carrying out my roles and responsibilities as a councillor I have the strengths of:	
2. The areas where I would most like to develop my performance are:	
3. I prefer to learn by: (learning method, time, location)	

4. The development activities I have found most beneficial in the last year are:

Looking forward

5. My priorities over the next 12 months are:

6. The changes/challenges I am facing over the next 12 months are:

7. I need/want to develop the following knowledge, skills attitudes, behaviour to help me meet those challenges and priorities:

Committed activities

8. Development activities which are already committed (inside or outside the Council)

Dates

Development objective	To be met by: (training course, guided reading, open learning package, structured experience, mentoring etc)	These people / resources can help me:	When I want to achieve it by:	I will know whether I've achieved it through:

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Executive

20 January 2009

Joint Report of the Assistant Director (Property Services) and the Assistant Director (Lifelong Learning and Culture)

The Barbican Auditorium

Summary

- 1 This report provides an update on the position with regard to the Barbican Auditorium following the Council's termination of the conditional development agreement with Absolute Leisure. This initial report seeks to provide an early briefing and gain the views of the Executive on the next steps.

Background

- 2 The Barbican site incorporates the following component parts:
 - a. The Barbican Auditorium
 - b. The residential development sites
 - c. The 4* hotel development site
 - d. The Kent Street hotel site
 - e. The Kent Street car park

This paper provides an update on the Barbican Auditorium.

The Barbican Auditorium

- 3 The Auditorium site covers just the Barbican Centre building itself. We are talking therefore, of an entertainment venue and not the wider leisure complex with which the Barbican name is historically associated. It does not include the former pool site which has been sold for development as a hotel. There are no implications for any of the other component parts of the site arising from the issues covered in this paper.
- 4 The original strategy for the Barbican Auditorium was to retain an entertainments programme in the auditorium whilst bringing capital investment into the facility. There were significant difficulties surrounding operating the building at that time:
 - there was a pressing need for capital investment as a number of building systems were life expired and the facility was in need of general refurbishment having had no such investment since it opened

- the mix of facilities was highly problematic with considerable conflicts between it's entertainments and sport remit. This was making it impossible to maintain a coherent programme or to respond to the clear market demand for conference facilities. As a result the facility was not commercially viable leading to a significant annual Council subsidy
- 5 Recognising these issues the strategy separated out the sports facilities which did not work effectively within the auditorium and these were successfully relocated to other venues across the city. This report picks up from that strategy and concerns itself with issues relating to the entertainments programme to be provided in the Auditorium. The report does not seek to revisit the position before the Barbican closed nearly 5 years ago and the relocation of sports provision from the site.
 - 6 The proposal from Absolute Leisure was to invest £3.5m in renewal of the facility, providing a full entertainments programme in the auditorium, with bars and new restaurants added, and a state of the art conferencing facilities through the conversion of the former sports hall. The conference opportunities were to be maximised in conjunction with the hotel to be built next door.
 - 7 The conditional development agreement for the Barbican Auditorium was awarded to Absolute Leisure Limited (ALL) in 2004 following a detailed procurement exercise. No progress could be made with the scheme, however, until action in the High Court by the Save our Barbican group was finally dismissed in November 2006. Since that time officers have worked closely with ALL to facilitate their discharging of the pre-start planning conditions and to put in place all the necessary contractual elements to enable this development to move to completion.
 - 8 Absolute Leisure Limited had a number of meetings with the council during 2008 at which they offered dates when they would carry out the necessary works to the Barbican and following each meeting they failed to meet these dates without satisfactory explanation. For example they met with the Leader of the council and officers on the 13th June 2008 and stated they would start work in July with completion at the beginning of March 2009. They again attended a meeting on 14th August 2008 when they stated that a start was imminent and the works would be completed at the beginning of April 2009.
 - 9 At a further meeting on 10 October 2008 they informed the Council that they would be in a position to complete the contract and commence building works on 5 January 2009 with completion in July 2009. Officers of the authority were explicit about the particular steps that were required to ensure that this deadline would be met. As a result of further concerns about progress, the Council on the 2 December 2009 issued notice of its intention to terminate the agreement should ALL fail to adhere to this programme and meet the requirements of the contract. The required actions were not completed by the agreed date of 5th January and the Council had no option but to legally terminate the agreement which was carried out on Friday 9 January. At the same time the council also terminated the lease that had allowed ALL to operate the facility in the interim. The reasons for a lack of progress by ALL are unclear at this stage but clearly

the country has entered different economic times in comparison to that being experienced in 2004.

Immediate Steps

- 10 As a consequence of ALL not completing the contract the council has identified the following immediate action that it will need to take:
 - a. Complete handover of the building: The Council has asked for an immediate handover of the keys which it is entitled to do but ALL has not yet complied with this. Further legal advice is being taken with a view to taking immediate possession of the building
 - b. Take responsibility for the building: The building will immediately need to be secured and made safe. It is anticipated that there may be health and safety works required
 - c. Improving the External Appearance of the site: Despite the restricted access the Council have already made some initial minor improvements to the frontage of the building – further opportunities to enhance the appearance of the building will be explored.
 - d. Insure the building: Insurance has been effected
 - e. Undertake a full survey to determine condition of the structure, fabric, services and all aspects of health & safety relevant to accessing and potentially using any part of the building. This survey will be completed as soon as we take possession of the building. The results of the survey will be crucial to our assessment of the potential for interim use of the building.
 - f. Determine the revenue costs of managing and maintaining the building again. Full information will follow completion of the condition survey and other detailed investigations
 - g. Appoint entertainments industry specialist(s) to support officers in their early consideration of the potential for long-term uses, the current market for entertainment uses and future trends. Sources of advice have been identified and will be brought in over the next two weeks
 - h. Obtain advice on the legal and procurement processes that will be required to re-establish this facility as an entertainment complex in the future. Again, sources of such professional advice have already been identified

Developing Long-term Options

- 11 Members will need to reconsider their objectives for the building in the light of advice we receive about how the entertainments market has changed over the last few years. There has for example been a considerable growth in conferencing which may indicate that a mix of entertainments and conferences / exhibitions would be more successful within the facility.
- 12 Subject to the advice received from the entertainments industry specialist (see 9g. above) the main options that are likely to be considered are:

- a. Re-market the building as originally envisaged with a view to lease / sell to a commercial operator who would retain the auditorium facility and provide public performances and events
 - b. Market the building with a new brief defined as advised by the entertainments industry specialist with a view to lease / sell to a commercial operator for activities appropriate to current and future entertainment trends
 - c. Procure an operator or establish a trust to bring the facility back into a usable condition and operate it on behalf of the Council
 - d. The Council to bring the facility back into a usable condition and operate it themselves
 - e. Market and sell the site and building for uses other than entertainment subject to the purchaser obtaining appropriate planning permission
- 13 The list above is not exhaustive but whatever option is taken forward it will be important to take the opportunity to maximise the coherence between the Auditorium and other elements of the site. It would be premature to enter into detailed assessments of these options or any others at this stage. Such option analysis will be available and the core of the next report to Executive.
- 14 In summary, a coherent exciting plan for this key city centre site has not been delivered as expected by developers. Officers have now acted to ensure that further delay is avoided and to ensure that legal and procurement requirements are met. Given the time that has elapsed it is recommended that professional advice be taken from entertainments industry specialist(s) as well as technical advice on the relevant legal and procurement issues. Following this the potential options will be developed and a further report brought back to members. This work will be reported to Executive within 6 weeks.
- 15 **Governance:** The disruption to advanced plans for the redevelopment of the Auditorium requires a well managed response from the Council. This is a significantly important project for the Council and when progressed could deliver an Auditorium style facility which meets a recognised need for the city. Given this a Project Group representing key senior officers of the authority with specific legal, technical and financial support is now established, chaired by the Director of Learning, Culture and Children's Services. Clearly the group's membership will develop as prospective options are explored further. The group through its chair will report to the Chief Executive and the wider senior leadership team of the council. As indicated later in the report the group will also report on progress directly to the Executive.

Interim Options

- 16 Following the immediate handover actions set out in paragraph 5 above and pending the implementation of the type of options described at paragraph 12 above, the Executive will also want to consider interim options for any use of the auditorium. These include making the building available for community use or the council running an interim limited programme. However, interim use is

dependent upon the outcome of the conditions survey described at paragraph 4e of this report, and a more detailed analysis of the interim options will be included in the next report. It is clear already, that we can anticipate support from key partners and organisations across the city if interim use of the site is deliverable

Options

- 17 This report is primarily for information. There are no specific options to consider at this stage.

Corporate Priorities

- 18 The Barbican auditorium furthers the priority of improving the economic prosperity of the people of York.

Implications

Finance:

- 19 **Revenue:** The Council understandably does not currently have any budget provision for the Barbican site. It is estimated that the annual costs of £120K would be required. A level of heating would be maintained sufficient to prevent frost damage; rates would be payable; some security would be provided; in addition specialist advice needs to be funded up to £20k.
- 20 Any costs incurred during 2008/9 in securing the building and responding to immediate issues arising from the building survey will be met through virements within the council's current budget. The projected £120K budget required for 2009/10 will be considered as part of the current council budget allocation process. In addition, any projected costs from 2010/11 will also need to be considered within future budget strategies once the future of the site becomes clearer
- 21 **Capital:** The council's current approved capital programme assumes receipts of £750k for the auditorium. These receipts were planned to be used to contribute to the future development of leisure facilities in the city. This income will not now be received unless options to remarket the two sites are progressed.
- 22 **Human Resources (HR):** None
- 23 **Legal:** Legal implications are as set out in the report.
- 24 **Crime and Disorder:** None
- 25 **Information Technology (IT):** None
- 26 **Property:** The property implications are contained in the report.

Recommendation

27 Members are asked to:

- a) Note the contents of the report, approve the work to be undertaken by officers, and request a further report for early March when officers will be able to provide a more detailed analysis of the long-term and interim options described above
- b) Include the requirement of £120K revenue funding for 2009/10 within the current budget setting process.

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Wards Affected: All

For further information please contact the author of the report

Background Papers: None