



Notice of meeting of

Scrutiny Management Committee

To: Councillors Galvin (Chair), Aspden, Pierce (Vice-Chair),
Scott, Simpson-Laing, Taylor, R Watson and Waudby

Date: Monday, 18 May 2009

Time: 5.30 pm

Venue: The Guildhall

AGENDA

1. **Declarations of Interest**

At this point in the meeting, Members will be invited to declare any personal or prejudicial interests they may have in the business on the agenda.

2. **Minutes** (Pages 3 - 6)

To approve and sign the Minutes of the meeting held on 24 March 2009.

3. **Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday 15 May 2009 at 5.00 pm.

4. Update on Implementation of Recommendations of Previous Scrutiny Reviews (Pages 7 - 16)

This report provides Members with update information on the implementation of recommendations made as a result of previously completed scrutiny reviews on “Guidance for Sustainable Development” and “Takeaways; Powers of Enforcement”.

5. Councillor Call for Action (Pages 17 - 26)

This report presents best practice advice on how officers within the Council could support Members in dealing with potential CCfAs.

6. Education Scrutiny Committee - Extended Schools Agenda Final Report (Pages 27 - 64)

This report presents the final report from the Education Scrutiny Committee detailing their review of the Extended Schools Agenda.

7. Final Report of the Hungate Ad-hoc Scrutiny Committee (Pages 65 - 192)

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

8. Traffic Congestion Report (Pages 193 - 288)

This report presents an interim report from the Traffic Congestion Ad-hoc Scrutiny Committee detailing their ongoing review and requests a carry forward of the monies from the 2008/09 scrutiny budget previously allocated for the carrying out of a city-wide consultation survey.

9. Any other business which the Chair decides is urgent under the Local Government Act 1972

Democracy Officer:

Name: Jayne Carr

Contact details:

- Telephone – (01904) 552030
- E-mail – jayne.carr@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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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

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City of York Council

Committee Minutes

MEETING	SCRUTINY MANAGEMENT COMMITTEE
DATE	24 MARCH 2009
PRESENT	COUNCILLORS GALVIN (CHAIR), ASPDEN, SCOTT, SIMPSON-LAING, TAYLOR, R WATSON AND WAUDBY
APOLOGIES	COUNCILLOR PIERCE

39. 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. None were declared.

40. MINUTES

RESOLVED: That the minutes of the meeting of the Scrutiny Management Committee held on 23 February 2009 and the minutes of the "Cultural Quarter" Ad Hoc Scrutiny Committee held on 18 February 2009 be signed as a correct record.

41. PUBLIC PARTICIPATION

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

42. UPDATE ON THE IMPLEMENTATION OF RECOMMENDATIONS OF PREVIOUS SCRUTINY REVIEWS

Members received a report updating them on the implementation of recommendations made as a result of a previously completed review on Reducing Carbon Emissions.

Members were asked to consider signing off those recommendations where implementation had been completed or to request further updates to clarify any outstanding recommendations.

Officers detailed the actions that had been taken to implement the recommendations, as outlined in the report, and answered questions from Members.

RESOLVED: (i) That the contents of the report be noted.

- (ii) That recommendations 1, 4 and 8 arising from the Reducing Carbon Emissions scrutiny review be signed off as they had been fully implemented¹.

REASON: To ensure recommendations are fully implemented.

Action Required

1. Update recommendation tracking master document GR

43. FINAL REPORT OF THE CULTURAL QUARTER AD HOC SCRUTINY REVIEW

Members received a report that presented the final report of the “Cultural Quarter” Ad Hoc Scrutiny Committee regarding their review on the proposed “Cultural Quarter” for York.

Councillor Taylor, Chair of the Ad Hoc Scrutiny Committee, went through the key findings and recommendations arising from the review. He stressed that the recommendations should be seen within the context of York being a “Cultural City” and its culture not being confined to any one area. Attention was drawn to Annex J of the report, which demonstrated the suggested model.

The Ad Hoc Scrutiny Committee had seen the development of a “Cultural Quarter” as being particularly beneficial to the city during the economic downturn. It would be a mechanism of attracting funding and would provide opportunities to enhance educational, historical, horticultural and other cultural experiences. The Ad Hoc Scrutiny Committee had heard a great deal of evidence, including information gathered at a public drop in held at the Minster. There had been both positive and negative comments from the public. Issues in respect of branding and of the boundary remained to be addressed and the Committee had recommended that further consideration be given to these matters. It was envisaged that the Council’s role would be to co-ordinate and lead the developments and to make improvements to the public realm.

Concerns were expressed that the Ad Hoc Scrutiny Committee, as part of its evidence gathering, had not visited or collected information from cities that appeared to have greater similarities to York in terms of cultural heritage. It was suggested that those selected by the Ad Hoc Scrutiny were not comparable to York and were likely to have attracted European funding for economic and social reasons.

Members welcomed the suggestions regarding “living above the shop” and the possibility of live/work units being included.

It was noted that some of the recommendations contained within the report were long standing aspirations that had not been achieved, for example improving access to the station.

Clarification was sought as to why there had been no recommendation regarding traffic and yet this had been mentioned in the report. Councillor

Taylor explained that the Ad Hoc Scrutiny Committee were concerned about traffic pollution, for example in the Gillygate area. They had heard evidence from Highways Officers but, at that stage, future plans for transportation in the area of the proposed "Cultural Quarter" were not complete and hence the Committee had decided not to make any specific recommendations in their report.

It was noted that the report would be presented to the Executive for consideration. Once an implementation plan was in place it would be monitored and tracked by the Scrutiny Management Committee.

- RESOLVED: (i) That the contents of the final reports and its annexes be noted¹.
- (ii) That thanks be recorded to the "Cultural Quarter" Ad Hoc Scrutiny Committee for the work that they had carried out during the review.

REASON: To inform the Executive's consideration of the final report.

Action Required

1. Submit item onto Executive Forward Plan and prepare report for the Executive GR

44. PLANNING ENFORCEMENT AD HOC SCRUTINY: REQUEST TO EXTEND TIMEFRAME

Members received a report seeking approval for an extension to the timeframe originally agreed for the Planning Enforcement Ad Hoc Scrutiny Review. Originally SMC had agreed that the review should take between three and six months. This timeframe had expired but there was still a small amount of work outstanding.

Concerns were expressed at the time taken to complete some ad hoc scrutiny reviews. Views were put forward that for scrutiny to be effective there must be mechanisms in place to enable reviews to be completed within a short time span. It was noted that, under the new scrutiny arrangements, there would be greater opportunity for ad hoc scrutiny committees to set their own work plans.

RESOLVED: That the request for an extension to the timeframe of the Planning Enforcement Ad Hoc Scrutiny Review be approved.

REASON: To enable further relevant information to be considered by the Planning Enforcement Ad Hoc Scrutiny Committee.

45. LOCAL GOVERNMENT AND PUBLIC INVOLVEMENT IN HEALTH ACT 2007 - INTRODUCTION OF COUNCILLOR CALL FOR ACTION

Members received a report informing them that as from 1 April 2009, Councillor Call for Action (CCfA) would come into force. The report also

highlighted how the Overview and Scrutiny function in York had responded to the forthcoming new requirements of the Local Government & Public Involvement in Health Act 2007.

It was acknowledged that Councillors may require some support in identifying ways in which they could attempt to resolve an issue before it escalated to a CCfA. In York, how this support was provided and by whom was yet to be addressed and therefore the issue had been raised at CMT level.

- RESOLVED: (i) That the report be noted.
- (ii) That officers prepare a report on CCfA, including options on possible structures, processes and support, for further consideration by SMC¹.
- (iii) That, if possible, the report be circulated to group secretaries prior to being presented to SMC to enable wider consultation on the options.
- REASON: (i) To raise awareness of the forthcoming introduction of CCfA on 1 April 2009.
- (ii) To ensure appropriate mechanisms are put in place to support the implementation of CCfA.

Action Required

1. Report to be prepared and circulated to Group Secretaries if possible. GR

Councillor J Galvin, Chair

[The meeting started at 5.00 pm and finished at 6.10 pm].



Scrutiny Management Committee

18 May 2009

Report of the Democratic Services Manager

Update on Implementation of Recommendations of Previous Scrutiny Reviews

Summary

1. This report provides Members with update information on the implementation of recommendations made as a result of previously completed scrutiny reviews on 'Guidance for Sustainable Development' and 'Takeaways; Powers of Enforcement'.

Background

2. At a previous meeting of Scrutiny Management Committee, Members requested an update on the implementation of the recommendations made as a result of all completed scrutiny reviews since 2004, which were subsequently approved by the Executive. All of the recommendations arising from those previously completed reviews have been looked at at least once, and all those fully implemented have been signed off.
3. There are now only three reviews with implementation of recommendations still outstanding. These are:
 - Guidance for Sustainable Development
 - Takeaways; Powers of Enforcement
 - Recycling & Re-use – last reviewed by this Committee in February 2009

Consultation

4. Relevant officers have provided update information on the recommendations arising from the reviews and will be in attendance at the meeting to answer any questions.

Analysis

5. Guidance for Sustainable Development
An update on the implementation of recommendations arising from this review was last received in September 2008. At that time, a number of

recommendations were signed off, leaving thirteen outstanding. This report presents updated information on those – see Annex A.

6. Takeaways; Powers of Enforcement

An update on the implementation of recommendations arising from this review was last received by this Committee in November 2007 resulting in all but two of the recommendations being signed off. Subsequently a further update was presented to the Planning Enforcement Ad Hoc Scrutiny Committee in April 2009 in order to inform their scrutiny review. That update is attached at Annex B.

7. Recycling & Re-use

Following the update received by this Committee in February 2009, there remain two recommendations outstanding.

8. Due to the forthcoming re-structure of the Overview & Scrutiny function in York, the monitoring of the implementation of approved recommendations will no longer be a function of SMC. Therefore, any outstanding recommendations as of 21 May 2009 will pass to the relevant Overview & Scrutiny Committees. It is suggested that they be allocated as follows (unless SMC wish to allocate otherwise):

Economic & City Development	Guidance for Sustainable Development Takeaways; Powers of Enforcement
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Community Safety	Recycling & Re-use
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Options

7. With regard to Annexes A and B, Members may choose to:

- a. Sign off those recommendations where implementation has been completed, or
- b. Request further updates to clarify any outstanding recommendations

Corporate Strategy

8. The process of monitoring the implementation of approved recommendations will evidence our stated value to 'encourage improvement in everything we do'.

Implications

9. There are no known Financial, Human Resources, Equalities, Legal, ITT or other implications associated with the recommendations in this report.

Risk Management

10. In compliance with the Council's risk management strategy, there are no known risks associated with this report.

Recommendations

11. Members are asked to note the contents of this report and agree which recommendations arising from previously completed scrutiny reviews can be signed off.

Reason: To raise awareness of those recommendations which have still to be implemented.

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
01904 551714

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager
01904 551030

Report Approved



Date

6 May 2009

Wards Affected:

All



For further information please contact the author of the report

Background Papers: None

Annexes

Annex A – Update on Guidance for Sustainable Development Review

Annex B – Update on Takeaways; Powers of Enforcement Review

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Board and Topic	Rec No.	Recommendation as approved by the Executive on 13 March 2007	Update on Recommendations as of April/May 2009
Guidance For Sustainable Development (Review Completed in October 2006) Mike Slater / Jonathan Carr	3	That Solar Gain will be considered when assessing all planning proposals to ensure that proposed new developments or major refurbishments do not impact upon measures for active or passive solar gain in existing developments that surround them. Developers will be required to evidence assessment of the impact of development proposals on solar gain on neighbouring developments, whether they be existing structures or proposed structures in receipt of prior planning permission. This recommendation to be referred for consideration by the LDF Working Group.	The Sustainability Officer has been working with the Head of Development Control to agree a Toolkit designed to ensure that the provisions of the IPS adopted by the council in 2007 are considered in relation to all development proposals. However, measures beyond the scope of the IPS need to be further considered by the LDF working group.
	4	That all new or significantly refurbished developments will give consideration to incorporating sustainable – renewably powered – street lighting. This recommendation to be referred for consideration by the LDF Working Group.	The Sustainability Officer has been working with the Head of Development Control to agree a Toolkit designed to ensure that the provisions of the IPS adopted by the council in 2007 are considered in relation to all development proposals. However, measures beyond the scope of the IPS need to be further considered by the LDf working group
	5	That developers be required to replace proposals for areas of impermeable hard standing with plans incorporate standing (or forms of pavier) which provides for water to soak away. This recommendation to be referred for consideration by the LDF Working Group.	The Sustainability Officer has been working with the Head of Development Control to agree a Toolkit designed to ensure that the provisions of the IPS adopted by the council in 2007 are considered in relation to all development proposals. National guidance on drainage provisions may require further improvements to local policies. The IDB is necessarily looking at these in relation to development proposals

Board and Topic	Rec No.	Recommendation as approved by the Executive on 13 March 2007	Update on Recommendations as of April/May 2009
Guidance For Sustainable Development (Review Completed in October 2006) Mike Slater / Jonathan Carr	8	a. The Executive's support for the establishment of new woodland be recorded and the Director of City Strategy be requested to develop options for achieving this and for sustaining existing tree cover in the City. This recommendation be referred to the LDF Working Group with a request that they consider and advise on establishing a policy that would increase the percentage of tree cover in the City	The Tree Strategy is part of the DCSD work programme for 2009/10
	12	That environmental sustainability be specifically referred to within the context of the 'Historic Environment'. This recommendation to be referred for consideration by the LDF Working Group.	It is hoped to agree a statement of ambition in relation to the Historic Environment with English Heritage by Sept 2009 and to work with them on agreeing further specific policies as part of the LDF process.
	13	That efforts are made to ensure that historic buildings, including the space above shops, incorporate high quality insulation and double glazing, where it is possible to do so without compromising the appearance of the building. This recommendation to be referred for consideration by the LDF Working Group.	It is hoped to agree a statement of ambition in relation to the Historic Environment with English Heritage by Sept 2009 and to work with them on agreeing further specific policies as part of the LDF process.
	14	That overdevelopment should be avoided. In particular the LDF core strategy should prevent the construction of excessively high buildings, and seek to enhance the historic environment by, where possible, incorporating buildings and traffic-free public green space with the mutual aims of: <ul style="list-style-type: none"> i Providing good views of architecturally significant build whether this be historic or modern ii improving biodiversity and green corridors iii improving air quality and rain water soak away 	This will be addressed through the completion of the Central Historic Core Conservation Area Character Appraisal and Views analysis which is part of the DCSD work programme for 2009/10. A programme aimed at raising awareness of design quality facilitated by BEAM (the regional architecture centre) & supported by CABE - Commission for Architecture & the Built Environment is planned through 2009/10 as part of the process of developing the City Centre AAP partly addressed by the open space study - see below

Board and Topic	Rec No.	Recommendation as approved by the Executive on 13 March 2007	Update on Recommendations as of April/May 2009
Guidance For Sustainable Development (Review Completed in October 2006) Mike Slater / Jonathan Carr	14	iv creating a greater percentage of public open space across the city a. The Executive recognises merits in the general approach of Recommendation 14 but in the absence of agreed definitions finds it impossible to understand the practicality of implementing the suggestion, and b. The recommendation be referred to Officers for further information and to incorporate the views of the LDF Working Group.	no change
	15	That green spaces and gardens are preserved, particularly in the city centre, and that new green space and/or sustainably designed water features be incorporated into all major new developments.	no change
	16	That new developments should be built on 'Life-long' principles. This recommendation to be referred for consideration by the LDF Working Group.	
	17	That access to public transport be a material consideration when evaluating planning proposals for health service provision, such as dentists' or doctors' surgeries. This recommendation to be referred for consideration by the LDF Working Group.	
	19	That Buildings Control investigate the sourcing and availability of materials for sustainable development in York and make that information readily available to the public. Following consideration by the LDF Working Group, officers to report back on the operational, workload and financial implications.	work on promoting an eco developmnet may offer the opportunity to revisit this request, but lack of staff resources remains as barrier to progress

Board and Topic	Rec No.	Recommendation as approved by the Executive on 13 March 2007	Update on Recommendations as of April/May 2009
	21	That a feasibility study be carried out to explore the viability of Building Control acting as the Council's promoter of sustainable construction. Following consideration by the LDF Working Group, officers to report back on the operational, workload and financial implications.	work on promoting an eco developmnet may offer the opportunity to revisit this request, but lack of staff resources remains as barrier to progress
	25	That the executive support proposals to formally request the Yorkshire and Humber Assembly to endorse the development of recognised voluntary standards above the minimum promoting lower energy usage and emissions. Officers to provide additional information in the light of existing regional and emerging national policies and, in respect of ITT applications, resource, capacity and financing issues.	work on promoting an eco developmnet may offer the opportunity to revisit this request, but lack of staff resources remains as barrier to progress
<p>Comment from Scrutiny Management Committee as of 15 Sept 2008: That recommendations 3, 4, 5, 8, 12, 13, 14, 15, 16, 17, 19, 21 and 25 from the review on Guidance For Sustainable Development be reviewed again and the remaining recommendations be signed off.</p>			

Board and Topic	Rec No.	Recommendations as approved by the Executive on 6 December 2005	Update on Implementation of Recommendations as of April 2009
Environmental & Sustainability Scrutiny Board - Take-Aways; Powers of Enforcement (Review Completed October 2005)	1	<p>The Environment and Sustainability Scrutiny Board would welcome the positive contribution that the success of the penalty notice support bid would make to addressing these issues.</p>	<p>Comments from EPU: The bid referred to was the Local Performance Service Agreement 2 bid (LPSA2) to provide a weekend nighttime noise enforcement service. This 'Noise Patrol' has been in operation since April 2006 and was funded for the first two years from LPSA2. Since April 2006 the Noise Patrol has received nearly 3000 calls, made nearly 1800 visits, served 160 noise abatement notices and prosecuted 23 offenders. The powers for the Noise Patrol to serve fixed penalty notices under the Clean Neighbourhoods and Environment Act 2005 did not become law until October 2008. EPU set up procedures to serve fixed penalty notices for nighttime noise offences and trialled them, but they were found to be too bureaucratic and time consuming and no substitute for our existing powers under the Environmental Protection Act 1990 and the Noise Act 1996.</p> <p>Although the Noise Patrol deals predominantly with noise complaints, some of these are from licensed premises. Any complaints and actions taken are passed to licensing, trading standards, the police and other appropriate agencies. Breach of licence conditions and planning conditions can also be referred to the Noise Patrol, who will collect evidence for enforcement by the respective teams.</p>
	2	<p>A multi-agency access database containing details about all individual take-away properties should be created. Such details should be in the form of notes on disturbance, environmental health issues, actions taken to ensure compliance etc and updated by licensing, planning, environmental health and the community police as appropriate. This should be maintained to ensure that it remains current</p>	<p>Comment from Development Control: The use of technology to integrate planning, regulatory and licensing functionality is being coordinated by colleagues in IT. In the meantime the UNIFORM system provides information including conditions imposed on take-aways since 1996. This information is available to other Council departments. Environmental regulation does now have access to UNIFORM and can check for new take-away applications received to enable them to comment. Limited information on planning enforcement cases is also available.</p> <p>Comment from EPU: We began on an IT system, but this was not progressed, effectively being replaced by the following (which related to the already signed off recommendation 3 of this review): Licensing Enforcement meetings now take place every two months and include licensing officers, EPU, trading standards, planning enforcement, the fire service and the gambling commission. This involves intelligence sharing, planning joint visits and enforcement activities, setting priorities and determining appropriate courses of action including lead officers for each case.</p>
<p>Scrutiny Comment as of 26 November 2007: An update from the Environmental Protection Unit on recommendation 1 to be circulated to Members by email. In relation to recommendation 2, information requested from Neighbourhood Services on the possibility of using street operatives to feed back information on hours of opening.</p>			

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Scrutiny Management Committee

18 May 2009

Report of the Democratic Services Manager

Councillor Call for Action (CCfA)

Summary

1. This report presents best practice advice on how officers within the Council could support Members dealing with potential CCfAs.

Background to Report

2. At the meeting of Scrutiny Management Committee in March 2009, Members received a report on the new requirements of the Local Government & Public Involvement In Health Act 2007 and specifically about the Council's readiness for the introduction of Councillor Call for Action (CCfA) in April 2009.
3. At that time it was recognised that Councillors would need some support in dealing with potential CCfAs and the Committee therefore requested that a report be presented to a future meeting of SMC on possible structures and procedures which would support Members and officers through the CCfA process.

Background to the Introduction of a CCfA Process

4. A number of Councils took part in a two year pilot scheme run by the Centre for Public Scrutiny (CfPS), in order to identify a best practice model for CCfA. The Councils that took part were:
 - Kirklees
 - Maidstone / Tunbridge Wells
5. Birmingham also chose to undertake significant work in preparation for the introduction of CCfA and their findings were also used to inform the pilot scheme. All three Councils chose to support the CCfA process through their Scrutiny Teams and produced written guidance on CCfA for their Members.
6. During the two year pilot scheme both pilot Councils dealt with a number of potential CCfAs, some of which were formally referred to their Scrutiny Management Committees, and some went on to be the subject of a CCfA scrutiny review.

7. All three of the Councils identified above, recognised that potential CCfAs needed to be filtered to ensure that they were specific to a particular locality, that carrying out a CCfA scrutiny review on the issue would add value, and that all other avenues for resolving the issue had been exhausted first.
8. As a result, they chose to produce detailed checklists which were designed to provide guidance and reassurance to Councillors at each stage of the process. This approach was successful and is now considered to be best practice by CfPS.

Consultation

9. Members of York's Scrutiny Team attended a consultation event run by CfPS on 'Communities in Control & Local Accountability' which looked in detail at the findings from the pilot councils and the resulting best practice guidance produced by CfPS. The checklists produced by those Councils was also looked at in detail, in order to produce some written guidance for York's Councillors – see Annex A.

Options

10. Having considered the information in this report and in Annex A, Members may chose to:
 - Adopt the process for dealing with CCfA outlined in the draft guidance shown at Annex A
 - Revise the guidance and adopt the amended process

Analysis

11. Officers are confident that the process outlined in Annex A will fully support Members with dealing with potential CCfAs. In order to provide the level of support required, Scrutiny Services will require the currently frozen post of Scrutiny Assistant to be released. The addition of this post to the Scrutiny Team, will not only ensure the Team is able to provide the level of service required to support the introduction of CCfA, it will also support the forthcoming restructure of the Overview & Scrutiny function in York.

Corporate Strategy

12. The introduction of a successful process for dealing with potential CCfAs is in line with the Council's Direction Statement - 'We will listen to communities and ensure that people have a greater say in deciding local priorities'. It will also support the Council's Value of 'Delivering what our customers want'.

Implications

13. **HR** - The release of the frozen Scrutiny Assistant post is essential to Scrutiny Services successfully supporting the CCfA process. Work is currently

underway to seek approval to advertise the post, in accordance with Chief Officer delegated powers.

14. **Financial** – The budget for funding the Scrutiny Assistant post is already available, therefore there is no financial implications associated with the release of the post, subject to the outcome of any re-evaluation of the job description for the post which is currently under assessment through the job evaluation process.
15. There are no Equalities, Legal, Crime and Disorder, ITT, Property or Other implications associated with the recommendation in this report.

Risk Management

16. Without the introduction of a corporately recognised process for dealing with potential CCfAs, the Council would be unable to successfully support Councillors in fulfilling their new powers under the Local Government and Public Involvement in Health Act 2007.

Recommendations

17. Members are recommended to approve and adopt the process outlined in Annex A.

Reason: To ensure a suitable mechanism for supporting Members dealing with potential CCfAs, is introduced

Contact Details

Author:

Melanie Carr
Scrutiny officer
Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Report Approved



Date

6 May 2009

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

All



For further information please contact the author of the report

Background Papers:

CfPS Councillor Call for Action Best Practice Guidance
Councillor Checklists from Pilot Councils

Annexes

Annex A – CCfA Draft Guidance for Councillors

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Guidance for Councillors and Officers

Introduction

Ward Councillors play a central role in the life of a local authority, as a conduit for discussion between the Council and its residents and as a champion for local concerns. To strengthen Councillors' ability to carry out this second role the Government has enacted in the Local Government and Public Involvement in Health Act 2007, provisions for a "Councillor Call for Action" (CCfA). This provides Councillors with the opportunity to ask for discussions at Scrutiny Committees on issues where local problems have arisen and where other methods of resolution have been exhausted.

Background & Context

For some time the Government has been pursuing the aim of giving more power to local people and local ward councillors. This aim has run through both 2006's 'Strong and Prosperous Communities' and 2008's 'Communities in Control' White Papers.

Recent legislation has given more powers for overview and scrutiny functions to work more closely with partners and across organisational boundaries. These include powers to scrutinise a wide range of national, regional and local bodies, some of which were not previously subject to local authority challenge. This means that scrutiny is in a stronger position to resolve a wide range of policy issues. CCfA needs to be viewed in this context.

Principles

The successful operation of CCfA relies on several broad principles being recognised and supported in local authorities. These principles are:

- Transparency in decision making and the contribution of scrutiny to the decision making process at some level;
- A willingness to identify mistakes and shortcomings and the recognition of the need to resolve problems through discussion;
- An understanding (among senior officers and executive members) of the role that scrutiny can play to help the Council improve its services;
- An understanding and a wish to bolster and support the role that ward councillors play as champions and leaders of their communities.

How can CCfA be used?

CCfA is a tool that can be used by Councillors to tackle problems on a neighbourhood or ward specific basis that it has not been possible to resolve through the normal channels.

CCfAs should represent genuine local community concerns and should focus on neighbourhood and ward issues, specifically the quality of public service provision, both by the Council and its partners.

CCfA is a means of last resort when all other avenues have been exhausted and the Council has been unable to resolve the issue.

It is important to recognise that CCfA is not guaranteed to solve a problem. What CCfA can provide is:

- Recognition that an issue is significant enough for time, attention and resources to be spent in trying to resolve it;
- A public forum for discussion of the issues;
- An opportunity to discuss the issues in a neutral environment;
- An opportunity to discuss a problem with the explicit and sole aim of solving it;
- A high profile process owned by the ward councillor.

What CCfA is not

CCfA should not be regarded as merely a scrutiny process. It is a whole Council approach which can help Councillors to resolve issues and problems on behalf of their residents.

CCfA is not:

- About a councillor's everyday casework;
- Appropriate for dealing with individual complaints;
- To be used for dealing with issues that relate to individual quasi-judicial decisions (e.g. planning or licensing) or to council tax and non-domestic rates as these are subject to their own statutory appeals process.

Any member can bring a CCfA on any issue they choose, however there are certain exceptions for example if a CCfA is:

- Vexatious, not reasonable and/or persistent – whether the request is likely to cause distress, disruption or irritation without any proper or justified cause;
- Discriminatory – implying a group of people or an area receives better or worse services on account of that group's predominant religion, race, sex or other characteristic.

It does not replace the corporate complaints procedure or the public's right to petition the Council.

What kind of issues can be tackled?

Issues should be genuine local community concerns which focus on the quality of public service provision at a local level. It can include any function of the authority, which affects the councillor's ward and constituents. It can also include issues relating to crime and anti social behaviour.

Issues that can be tackled by CCfA are usually persistent and have remained unresolved for a long period of time. They may be issues that the councillor is aware of from their work within their ward or they may decide to champion a request on behalf of the public.

What does championing a request mean?

Championing a request will mean taking the issue up on behalf of the resident(s) concerned and trying to resolve the problem by liaising with council services, the Executive and/or outside agencies.

What if a councillor doesn't want to champion a request from a member of the public?

If a councillor decides not to champion a request, no further action will be taken under a CCfA. There is not a right of appeal by a member of the public.

	<u>Implications for Members</u>	<u>Implications for officers</u>
Who can raise a CCfA	The power to initiate a CCfA lies solely with a councillor and it is up to them to determine which issues they want to take forward as a potential CCfA.	If a member of the public contacts an officer to say that they want to raise a CCfA, the officer should signpost them to their local ward councillor.
Initiating a CCfA	The first thing a councillor should do is log a potential CCfA with the Overview and Scrutiny Team (O&S Team) who will help them to decide if any issue is suitable for the CCfA process (see contact details below).	
If it is a CCfA, what next?	<p>The councillor will need to continue trying to resolve the concern themselves. They should keep the O&S Team informed about the progress they have made, keeping them up to date with key developments. The scrutiny team will try to assist in resolving the concern by, for example:</p> <ul style="list-style-type: none"> • Providing advice to councillors in approaching partner agencies such as the PCT, Police or relevant partnerships; • Helping to formally raise an issue with services/partner agencies. 	<p>As part of councillors' attempts to resolve issues officers may be asked to assist, for example by:</p> <ul style="list-style-type: none"> • Supporting councillors through the usual complaint or enquiry processes; • Attend meetings specifically set up to try and help councillors resolve the issue.

If the issue remains unresolved

Implications for Members

The councillor should contact the O&S Team to discuss the issue and their actions to date in more detail. A scrutiny officer will then prepare a feasibility report to the relevant Overview and Scrutiny Committee which details the background and history of the issue.

The Overview and Scrutiny Committee will then consider the request to carry out a CCfA review. The councillor will be invited to attend the meeting to support their review request and a decision will be made to either:

- Carry out the review; or
- Identify possible courses of action that the councillor has not thus far pursued; or
- Request further information in order to make a decision; or
- Determine that the issue is not suitable for the CCfA process and that no further action will be taken by scrutiny.

The Scrutiny Committee has agreed to carry out a CCfA review – what happens now?

The CCfA review will be added to the Scrutiny Committee's work plan. The O&S Team will produce a scoping report and if appropriate the councillor will be invited to participate in the review.

What will happen after a CCfA review has been concluded?

A report will be produced together with a set of recommendations which will be presented to the Executive for consideration. Any recommendations approved by the Executive will be implemented and that implementation will be tracked by the O&S Team and reported back to the Scrutiny Committee on a regular basis until completion.

Implications for officers

Officers may be asked to provide advice to the O&S Team on action taken in relation to the issue. If the councillor flags an issue as a potential CCfA, officers might wish to consider more detailed recording of actions taken in case they are required to produce it for scrutiny purposes.

Officers may also be asked to attend the relevant Overview and Scrutiny Committee meeting.

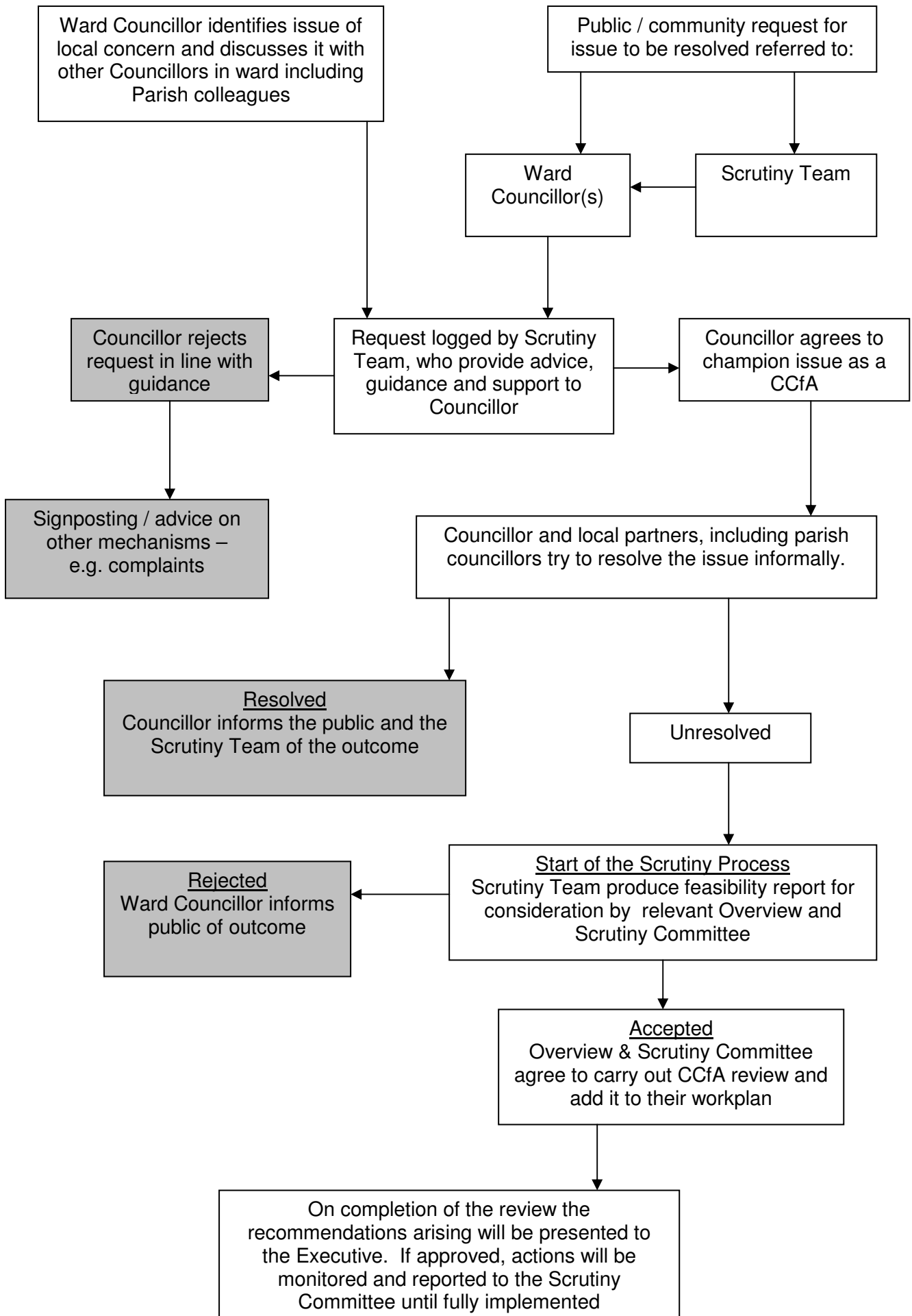
Officers may be required to provide technical support throughout the scrutiny review and/or to participate at relevant scrutiny meetings

Officers will be responsible for implementing any agreed recommendations relevant to their service areas and providing update information as necessary to the O&S Team.

Contact details

For further information and advice contact the Overview & Scrutiny Team on 01904 552063/1714.

Councillor Call for Action Flow Chart



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Scrutiny Management Committee**18 May 2009**

Report of the Democratic Services Manager

Education Scrutiny Committee – Extended Schools Agenda Final Report**Summary**

1. This report presents the final report from the Education Scrutiny Committee detailing their review of the Extended Schools Agenda.

Background

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

Aim

To contribute to the development of processes aimed at ensuring accessibility and a high quality of extended school provision

Objectives:

- i. Examine the proposed role and composition of the Multi-Agency Steering Group to confirm its functions are fit for purpose and that the appropriate partners and Directorates are involved
- ii. Assess the affordability, quality and take-up of childcare and activities for children aged 5-11, and identify ways of ensuring their affordability

Consultation

3. As part of their review, the Education Scrutiny Committee carried out a number of consultation sessions, as detailed in their final report attached at Appendix A.

Options

4. Having considered the findings contained within the final report attached, Members may choose to support all, some or none of the recommendations shown in paragraph 7 below, and provide their comments, prior to the report being considered by the Executive.

Analysis

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

Summary of Recommendations Arising From the Review

6. The final report of the Education Scrutiny Committee recommends that the Executive should:
 - i. Instruct officers to continue to develop the Strategic Steering Group
 - ii. Broaden the Childcare Sufficiency Audit to include Extended Services with a particular focus on accessibility, affordability, inclusive provision, and flexibility in adapting to the needs of the local community
 - iii. Instruct all Local Authority schools in York to identify a member of staff and a Governor responsible for Extended Services and community cohesion
 - iv. Bring the findings and recommendations arising from this review to the attention of the Ofsted Sub-Committee and school improvement partners in order to inform their on-going work
7. The Education Scrutiny Committee also recommends that the Executive Member for Children & Young People's Services commission the following two reports on:
 - ways of improving cluster arrangements and the establishment of a number of Extended Services Partnership Co-ordinators for York schools with the options for the medium / long term funding of these posts
 - how best to use the 'Disadvantaged Subsidy Funding' (outlined in paragraphs 10-16 of the report)
8. Finally, the Education Scrutiny Committee recommends that the new Learning & Culture Scrutiny Committee which is due to come into effect from the beginning of the municipal year 2009/10, consider reviewing the development of the Strategic Steering Group in the future.

Corporate Direction & Priorities

9. The remit for the review supports Corporate Priority No.7 – 'Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city'.

Implications

8. There are no known Legal, Financial, Equalities, HR, or other implications associated with the recommendation below, or with the recommendations within the final report at Appendix A.

Risk Management

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

Recommendations

11. Members are asked to note the contents of the attached final report and provide comments on the findings and recommendations as shown in paragraphs 6-8 above.

Reason: To inform the Executive's consideration of the final report.

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Report Approved **Date** 6 May 2009

Wards Affected: All

For further information please contact the author of the report

Background Papers: None

Annexes

Appendix A – Extended Schools Agenda Scrutiny Review - Final Report dated 6 May 2009

Annex A – Findings from visits to After School Clubs

Annex B – Findings & Analysis from returned surveys

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Education Scrutiny Committee

6 May 2009

Extended Schools Agenda – Draft Final Report

Background

1. In September 2008 the Committee considered a feasibility report for this topic as registered by Cllr Merrett, and agreed to carry out a review based on the following remit:

Aim

To contribute to the development of processes aimed at ensuring accessibility and a high quality of extended school provision

Objectives:

- i. Examine the proposed role and composition of the Multi-Agency Steering Group to confirm its functions are fit for purpose and that the appropriate partners and Directorates are involved
- ii. Assess the affordability, quality and take-up of childcare and activities for children aged 5-11, and identify ways of ensuring their affordability

Consultation

3. As part of this review, Member consulted with:
 - CYC officers from the Extended Schools Service
 - Schools
 - Local Authority and private providers of childcare and After School Clubs
 - Parents

First Key Objective - Examine the proposed role and composition of the Multi-Agency Steering Group to confirm its functions are fit for purpose and that the appropriate partners and Directorates are involved

Information Gathered

4. The meeting of the multi-agency Steering Group was held on 4 November 2008. Three members of the Education Scrutiny Committee were in attendance (Cllr Merrett, Cllr Brooks & Cllr Funnell).

5. The Members who attended, reported:
 - a wide representation from Children's Services and the PCT but no private sector partners and only one school present at the meeting
 - the meeting comprised a series of speakers on different subjects together with round table group discussions and agreed the content of the meeting and presentations had been good
 - the group was too large to generate a good debate and that too many meetings had been scheduled for the forthcoming year
 - a decision was announced at the meeting to set up a much smaller, tightly focused, strategic steering group, in which schools in particular, would be encouraged to participate - it was made apparent that secondary schools may previously have been given the wrong signal due to the alignment of the group with Early Years
 - the first meeting of the strategic steering group was scheduled to take place in March/April 2009
 - a decision was taken to circulate the minutes of the meetings to a larger network group who will meet once or twice a year (or per term) on a workshop / conference basis, to gather valuable advice and ideas.

6. Those Members who attended the meeting found the presentations useful and informative but were disappointed that no private sector partners and only one school attended the meeting. The Committee discussed the timings of the meetings and whether this affected attendance from private partners and schools. They agreed that that the Multi Agency Steering Group had worked well as an internal briefing session but not in terms of fulfilling an external partnership function, and that the separate Strategic Steering Group would provide the opportunity to include more private providers. In order to maximise attendance, it was suggested that the Assistant Director of Partnerships & Early Intervention write to all private sector providers and secondary schools, to seek their suggestions on partnership working and to invite them to attend.

Conclusion

7. The Committee concluded that the changes agreed would benefit the usefulness of the strategic steering group but agreed to assess the attendance at its first meeting, in order to confirm whether it was now fit for purpose and that all of the appropriate partners and Directorates were participating in the process.

Draft Recommendations Arising From Objective I

8. In regard to Objective I of the review, Members recommend that:
 - i. Officers continue to develop the Strategic Steering Group
 - ii. The new Learning & Culture Scrutiny Committee which is due to come into effect from the beginning of the municipal year 2009/10, consider reviewing the development of the Strategic Steering Group in the future

Reason: In order to ensure the Strategic Steering Group is fit for purpose.

Second Key Objective - Assess the affordability, quality and take-up of childcare and activities for children aged 5-11, and identify ways of ensuring their affordability

Information Gathered

9. Officers confirmed that all primary schools are aware that they need to provide childcare on site or to signpost parents to nearby provision. For secondary schools this is replaced by a requirement to provide safe activities where children are accessing supervised high quality activities. Members received information on the costs for After School Clubs across the city, and were informed that:
 - the general approach is that there is a minimum recovery rate of services which schools are recommended to charge for the use of premises. To recover additional expenditure, for example heating, lighting, cleaning and caretaking overheads there is a formula basis incorporating the number of square metres occupied and the length of time used.
 - there is also a table of hire rates that gives more favourable rates to non-profit making organisations or charities and a commercial rate for companies who are for profit. This formal arrangement is supported through Assets and Property Management who also provide information around letting agreements for third parties.
 - Schools can seek financial advice from The Schools Business Support Service and the Extended Schools service team work closely in partnership with them should a dispute or concern over rental charges arise and when new groups are setting up on school sites.
 - Schools are using their extended school money in a variety of ways for example some schools may employ co-ordinators that will work across a locality to ensure there are a variety of activities available for families and their children. Other schools provide out of school activities as well as out of school childcare. Some have provided support for parents.
 - advice was given to schools on the variety of ways in which the money should be spent, consistent with the DCSF guidelines.
 - all schools were recommended to consult with their communities (not just school communities) to ensure what was being delivered was what communities wanted, and had to produce evidence of that consultation, to the Local Authority. It was noted that the responses were of variable quality.

Disadvantage Subsidy Funding

10. The Assistant Director of Partnership & Early Intervention gave the Committee an overview of a new policy initiative around the affordability of Extended Services. The intention of this 'Disadvantage Subsidy Funding' is to provide a comprehensive range of exciting, high quality extended services which are accessible to all children and young people focusing on those disadvantaged by economic circumstances and on children in care.
11. It is recognised that this initiative will only work if there is a degree of co-ordination between clusters of schools. In York, schools do not operate on a

conventional cluster model, and, for the most part, each school decides for itself what Extended Services it will provide. One outcome of the new subsidy will be to encourage a greater degree of collaboration.

12. In 2009-10 each local Authority in England will receive a share of £40m of subsidy funding to pass to disadvantaged families in one or more geographically coherent school clusters, on a pilot basis. In York, this equates to £80k and the Local Authority has set up a pilot cluster made up of the following schools:
 - York High School
 - Westfield Primary School
 - Hob Moor Primary School
 - Woodthorpe Primary School
13. The intention is that the money will be used to enable families to access existing services or to purchase new services not currently available. The mechanism for disadvantaged families to claim their entitlement have yet to be identified and put in place. One suggestion is that schools claim back reimbursement for the Extended Services provided to each family with disadvantaged children.
14. The initial suggestion from government is that 'disadvantaged children' are defined as those receiving free school meals and/or 'looked after children'. However, it is open to each local Authority to extend this definition if it can be afforded, and operated fairly. The assumption is that the subsidy will equate to approximately £300 per family per year, and the expected take-up is 60% of those eligible.
15. The criteria for being eligible for free schools meals is that parents/guardians should be in receipt of one of the following benefits: Income Support; Employment and Support Allowance (Income Related); Income-Based Jobseeker's Allowance; Child Tax Credit with an income of less than £15,575 and NOT receiving Working Tax Credit; support under Part VI of the Immigration and Asylum Act 1999; or Guarantee element of State Pension
16. In 2010-11, the Disadvantage Subsidy Funding will rise to £217m to be used by all schools across England. After 2011 the intention seems to be that Extended Services funding will be mainstreamed into schools' budgets.
17. In order to assess affordability, quality and take-up, Members agreed to:
 - carry out site visits to a number of after school clubs - In November 2008, Members visited the after school club at Yearsley Grove Primary School, and in early December 2008, Members visited the after school clubs at Wheldrake Primary School and Fishergate Primary School. Following the success of those site visits, Members decided to visit one more site and agreed to visit Westfield School where there are two clubs being run on the site - one by the school and one through a private provider (Kaleidoscope). This visit was carried out in January 2009. The findings from all the visits are shown at Annex A.

- issue a survey to all families in the city with a six year old child attending a Local Authority school - it was agreed that the survey should be designed to enable families to include their views in regard to any other children in their immediate family. The planned survey was sent out in December 2008, with a 'return by' date of 16 January 2009. 246 surveys were returned, and the information was collated. The findings together with an analysis of the information is shown at Annex B.
- write to every school and private provider to request any information they may hold which identifies the needs of families within their local community. The letters was sent out in early January 2009, with a 'return by' date of 6 February 2009. Only three responses were received, one of which was from New Earswick Primary School. Members were impressed with the quality of the information produced by the school for parents, and the Chair of the Committee wrote to the school to pass on the Committee's comments.
- hold an informal consultation session and invite Eddie Needham from ContinYou (Government Advisors on Extended Services) to give a presentation on the national picture regarding extended school services, and provide a comparison of the provision in York against other Education Authorities. In order to encourage attendance at the informal consultation session, a flyer advertising the event was sent to all schools and private providers and copies of the flyer were displayed at local libraries from early February 2009. The event was held following a formal committee meeting on 24 February 2009 and the presentation (Annex D to agenda item 4) can be viewed at:
<http://sql003.york.gov.uk/ieListDocuments.asp?CId=443&MId=4991&Ver=4>

Analysis

18. In regard to the survey results, Members concluded that:
 - Take-up varied across the city due to a number of factors, with cost being the main factor
 - A significant number of families who responded could not afford the available provision therefore evidencing the issue of affordability
 - the level of satisfaction was high amongst those using the provision therefore evidencing the good quality of that provision, where it was available
 - In some areas of the City, the wrap round childcare provision does not always support parents to go back to work and the high cost of transport threatens the sustainability and usability of childcare
19. In regard to the consultation event, Members expressed their thanks to Eddie Needham and concluded that:
 - The findings of the Committee in regard to this review represented the issues found nationally

- All schools are now responsible for the promotion of community cohesion, well-being and the happiness of the children attending their school
20. The Committee also acknowledged the importance of the 21st Century School Agenda for families.
21. Those officers from within the Extended Services team who have supported this review, identified that the following would benefit Extended Services in York:
- The establishment of a strategic stakeholder group which included private sector representation
 - Operational issues should be quickly fed into the stakeholder group to inform and influence future policy
 - Schools should acknowledge that stakeholders and partners delivering services on school sites need a clear pricing or lettings policy that covers all costs to the school. Those costs should not disadvantage schools but also need to be affordable by the stakeholders and providers i.e. clear concessionary arrangements
 - Senior management on school sites should identify a point of contact who has responsibility for each element of the core offer (or one person responsible for all elements). This person should value and respect good partnership working in all aspects of delivering the core offer.
 - Emphasis should be placed on all services paying due regard to and prioritising:
 - Quality
 - Accessibility
 - Affordability – both collectively and individually
 - Inclusive provision
 - Flexibility in (a) adapting to the needs of the local community; (b) for individual parents/carers needing comprehensive extended provision in order to take up work

Draft Recommendations Arising from Objective II

22. In regard to objective II of the review, Members recommend that:
- i. The Childcare Sufficiency Audit be broadened to include Extended Services with a particular focus on accessibility, affordability, inclusive provision, and flexibility as detailed in the final bullet point of paragraph 21
 - ii. All local Authority schools in York identify a member of staff and a Governor responsible for Extended Services and community cohesion

- iii. The Executive Member for Children & Young People's Services commission two reports highlighting how the issues raised in the final bullet point of paragraph 21 can be addressed. The reports to be on:
 - ways of improving cluster arrangements and the establishment of a number of Extended Services Partnership Co-ordinators for York schools with the options for the medium / long term funding of these posts
 - how best to use the 'Disadvantage Subsidy Funding' (outlined in paragraphs 10-16 above)
- iv. The findings and recommendations arising from this review be brought to the attention of the Ofsted Sub-Committee and school improvement partners to inform their on-going work

Options

23. Prior to agreeing the recommendations arising from this review, Members may choose to revise the information contained within this report and its associated annexes.

Implications

24. There have been some financial implications arising from carrying out this review. During the time span of this review, Scrutiny Management Committee increased the budget for scrutiny reviews from £250 to £500. The cost of producing the survey was met by using £200 of the scrutiny budget allocated to this review. The remaining cost was met by The Extended Schools Service. In regard to the consultation event, the cost of producing the flyer, room hire at the Mansion House and the provision of refreshments was all met from the balance of the budget allocated to this review.
25. There are no known Financial, Legal, Equalities, or HR, implications associated with the recommendations within this report.

Corporate Priorities

26. The remit for this review supports Corporate Priority No.7 – 'Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city'.

Risk Management

27. Without the thorough engagement of current users and extended schools service providers the findings from this review would have been limited and insufficient to support and evidence the recommendations arising from the review. There are also risks associated with not carrying out the work detailed in recommendation (iii) shown in paragraph 22.

Recommendation

28. In light of the above options, Members are asked to:

- Agree any amendments to the information shown in the final report and its associated annexes
- Agree the wording of the recommendations arising from the review, as shown at paragraphs 8 & 22

Reason: To enable the final report to be presented to SMC for comment and subsequently to the Executive for endorsement.

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Interim Report Approved

Date

23 April 2009

Wards Affected:

All

For further information please contact the author of the report

Background Papers: Scoping report dated 28 October 2008 and interim reports dated 3 December 2008, 7 January 2009, 24 February 2009 & 7 April 2009

Annexes:

Annex A – Findings from visits to After School Clubs

Annex B – Findings & Analysis from returned surveys

Extended Schools Agenda Scrutiny Review

Findings from Visits to After School ClubsYearsley Grove Primary School

Members recognised that:

- the After School Club is run by a voluntary management committee and is based on site, in the former caretakers bungalow. It is registered for 24 places, but take up is low - only 7-16 children currently use the provision (300 pupils on the school roll)
- parents are charged £5 per session (3:15pm to 6pm) and that is relatively cheap for childcare in York, compared to some other after school provision.
- the After School Club is looking for ways to develop, such as offering places to nearby Huntington Primary School and applying for grants towards the cost of the transport which is not currently being covered by the charge, from their local Ward Committee and Awards for All
- the Breakfast Club folded as there was a lack of numbers, even with constant advertising through newsletters and flyers
- in regard to out of school activities, most were free for children, but a number of expensive providers had to be paid for. For example, some parents have expressed concern about even a £1 cost for pupils. The headteacher was keen for any extended services funding through school to go for the benefit of all pupils not just a few

It was also reported to Members that:

- the quality of the resource is good, and the unit receives good support from council officers
- maintaining parent's confidence is an issue i.e. will the After School Club remain, the high cost for the area, and partnership working with the school e.g. need for reduced rent and working together
- although the After School Club has enjoyed a period of reduced rent from the school, there is concern that if the reduced rent and partnership working does not continue, the viability of the club may be in jeopardy
- as a consequence to the visit there is now a better working relationship between the school and After School Club

Wheldrake Primary School

Members recognised that:

- the After School club is run by a voluntary management committee, which maintains a good relationship with the school, especially on child protection issues. They have regular partnership meetings and there are other extra curricular clubs at the school
- the club is registered for 24 children, but as there is no space in the school they use the local village hall.
- The annual rent for the village hall is £2,300. Parents are charged £7.20 per session, which runs from 3:30pm to 6pm and includes a snack.

It was also reported to Members that:

- cost is not a major issue for parents
- there is concern that the Council is looking at developing a pre-school playgroup on the site in the future, as this may affect their numbers
- the management committee does not appear interested in developing a breakfast club provision from the After School Club

Fishergate Primary School

Members recognised that:

- the After School Club is run by a voluntary management committee
- they have their own building on the Fishergate Primary site and are able to offer a breakfast club, playgroup, lunch, after school club and limited holiday provision - this is a good model in relation to the variety of provision
- the club is registered for 40 children, and therefore is one of the larger provisions in the City. Attendance does fluctuate and it currently has a waiting list
- the club takes from Fishergate Primary, St. George's Primary and the York Steiner School, and responds to needs in a number of communities, including Polish children.
- It has a good partnership from both headteachers.
- the rent is currently low at £752 half yearly, but it is being reviewed.
- charges for parents are £3.00 for the breakfast club and £6.00 for the after school club. There is a 50p discount for siblings and both costs include a snack

It was also reported to Members that cost was not a major issue for parents as they promoted benefit take up.

Westfield Primary School

Members first attended the after school club run by the school, and recognised that:

- The After School Club was run by ?
- No rent to pay and closely integrated with the school; good relationship with Headteacher
- Good access to school facilities i.e. sports
- All its intake were from the school
- Charges for parents are £4 for After School Club, 50p for Breakfast Club and £70 for Holiday Club (mon-fri 8am to 6pm)
- Registered for 40; average take-up between 34-38 for After School Club, and between 12-20 for Holiday Club
- Both Manager and deputy employed to work in school as well as teaching assistants creating an atmosphere of continuity for children
- Parents delighted with provision, some helping out on a voluntary basis

Members went on to visit the private provision and learnt that:

- 75% of the building was owned by the providers and 25% by the Local Authority
- Intake is generally from other schools in the area e.g. English Martyrs, Carr, Woodthorpe, Dringhouses

- Charges for parents are £9 for After School Club, £13 for breakfast club and after school club (including snack), and £22 a day for Holiday Club
- There is a nursery provision for younger siblings – registered for 32 with uptake of around 20
- There is a higher staff to child ratio than at school run club
- Registered for 45 3-8 yr olds and can also take a few over 8s when needed
- The Local Authority pathfinder is currently paying for a majority of the users

It was also reported to Members that the private providers have strong links with the school nursery and that there is a good relationship between both providers on the site.

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Extended Schools Scrutiny Review

Parental Survey Results

Response rate by school - Table 3.1 shows the response rate by school:

School	Total	School	Total	School	Total
Scarcroft Primary	18	St Wilfrids RC School	5	Badger Hill Primary	2
Robert Wilkinson Primary	16	Wheldrake Primary	5	Lakeside Primary	2
None given	15	Wigginton Primary	5	Lord Deramores Primary	2
Poppleton Ousebank Primary	15	Acomb Primary	4	Osbalwick Primary	2
Huntington Primary	13	Carr Infant	4	Rufforth Primary	2
Hemplands Primary	11	Clifton Green Primary	4	St Marys Primary	2
Copmanthorpe Primary	10	Dunnington Primary	4	St Paul's Nursery School	2
Ralph Butterfield Primary	10	Headlands Primary	4	Yearsley Grove Primary	2
Bishopthorpe Infant	7	Knavesmire Primary School	4	Burton Green Primary	1
Clifton with Rawcliffe Infants	7	Park Grove Primary	4	Fulford Primary School	1
Dringhouses Primary	7	Westfield Primary	4	Haxby Road Primary School	1
English Martyrs Primary	7	Elvington Primary	3	New Earswick Primary	1
Naburn Primary	7	Our Ladys RC Primary	3	St Georges	1
St Oswalds Primary	7	Poppleton Road Primary	3	St Lawrences Primary	1
St Aelreds	6	Rawcliffe Infants	3	Stockton on the Forest Primary	1
Fishergate	5	Skelton Primary	3		
Grand Total					246
Table 3.1					

Age profile of children and young people

The survey was sent to all parents of six year olds in York schools. Table 4.1 shows the profile of age ranges of parents that responded to the survey.

Age	Total number	Age	Total number	Age	Total number	Age	Total number
0	6	4	15	8	10	12	3
1	12	5	85	9	12		
2	24	6	61	10	8		
3	42	7	15	11	2		
Table 4.1							

As would be expected, the majority of respondents had children aged around 5 or 6 years old. The number of responses for young people of 10 and over is significantly lower and as such results relating to this group should be viewed with more caution.

Household income

Table 5.1 shows how respondents answered question 12 relating to household income.

Household income?	Total
£1300+	47
£1000-£1300	25
£501-£1000	97
£301-500	32
£100-300	20
Less than £100	2
(blank)	23
Grand Total	223

Table 5.1

Chart 5.1 shows the profile of respondents weekly household income.

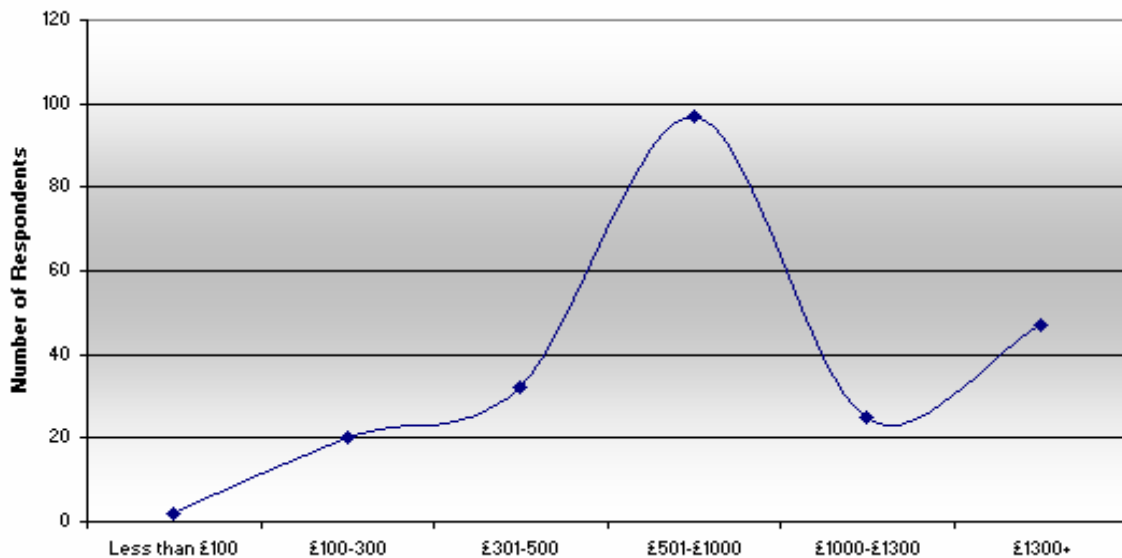


Chart 5.1

The profile shows that there has been a low response rate from those with an income of below £300. The majority of those responding have a household income of between £501-1000 per week.

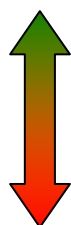
Three main reasons for using childcare

Table 6.1 shows how respondents ranked the main reasons they use childcare.

Ranking	Work	Training / Study	Social Activities	Respite	Free 3/4 year old provision
1	163	11	15	9	38
2	8	20	17	12	23
3	7	10	14	10	3
Grand Total	178	41	46	31	64
Weighted Average	1.12	1.98	1.98	2.03	1.45

Table 6.1

Where table 6.1 talks about “weighted average” this shows the average ranking that was given to that reason. By looking at these weighted averages it is possible to put in order the main reasons parents gave for using childcare:



- Work
- Free 3 and 4 year old provision
- Training / study
- Social activities
- Respite

Table 6.2 shows the main reasons for using childcare broken by household income. Work remains a key feature as a main reason for using childcare across the income ranges. However the second and third reasons for accessing childcare do seem to vary more according to household income.

Household income	Main reason	Second reason	Third Reason
£1300+	Work	Respite	Free 3&4 year old funding
£1000-£1300	Work	Respite	Free 3&4 year old funding
£501-£1000	Work	Free 3&4 year old funding	Training / study
£301-500	Free 3&4 year old funding	Work	Social Activities
£100-300	Work	Free 3&4 year old funding	Training / study
Less than £100	Work and Free 3&4 year old funding joint top		No third main reasons given.

Table 6.2

Types of childcare used in the last year and average cost

Table 7.1 shows what types of childcare have been used in the past year and how much parents feel on average this has cost them (per child per week).

	Number used in last year	Average cost per child per week
None	32	£0.00
Nanny	6	£140.80
Childminder	47	£35.19
Family/friend	98	£3.43
Creche	8	£44.29
Day Nursery	61	£79.77
School Nursery	12	£25.00
Pre-School Playgroup	54	£10.22
Before School Club	40	£8.24
Lunch Club	9	£3.81
After School Club	71	£15.42
Holiday Club	55	£51.65

Table 7.1

How childcare is taken does seem to show some variations according to household income.

- There seems to be a peak of those least likely to be using childcare in the £301-£500 range.
- The income range of £301-£500 is also least likely to be using a childminder.
- The use of families and friends is fairly steady across the income ranges although slightly lower for those in the £1,300+.
- Day nurseries seem to be less likely to be used by those in the £100-£300 and £501-£1000 range. However there is a spike of usage between these ranges for those with an income of £301-£500.
- Families with a weekly household income of £100 - £500 are less likely to use an after school club or a holiday club.

How many hours of childcare used per week by age of child

Table 8.1 shows the average number of hours of childcare that is being accessed broken by the age of the child.

Age	0	1	2	3	4	5	6	7	8
Hours	21.0	15.6	17.5	21.2	15.6	7.2	7.3	9.3	6.4

Age	9	10	11	12	13	14	15	16
Hours	6.6	4.6	6.0	4.0	22.0	0.0	22.0	21.0

Table 8.1

Chart 8.1 shows this average usage in a graph.

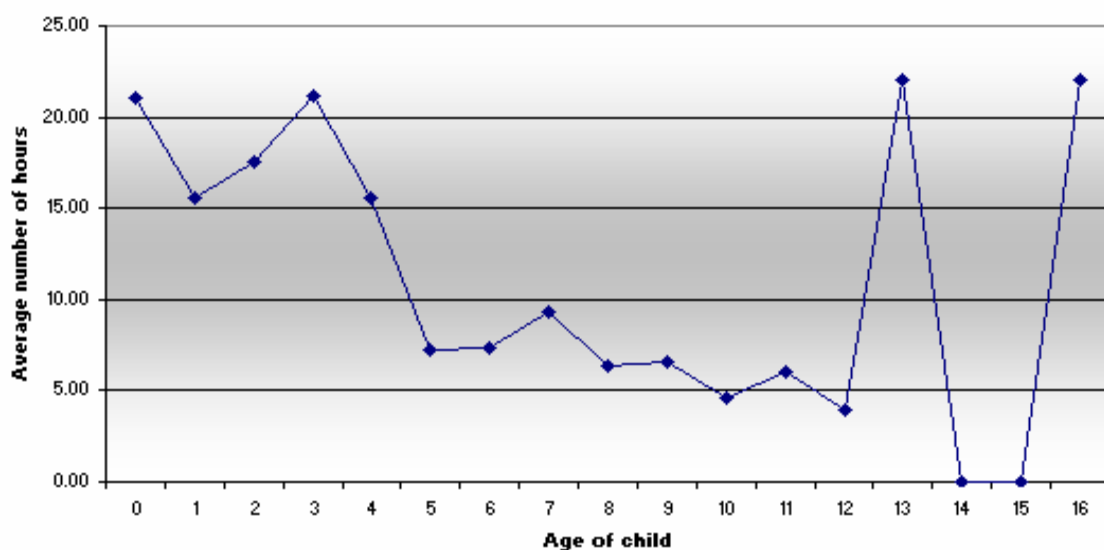


Chart 8.1

The profile of chart 8.1 suggests that the biggest users of childcare, in terms of hours, are pre-school children and those in secondary school. However as the survey was sent to parents of six year olds the number of returns for the older age groups means the data is less reliable.

When do people need to access childcare

Table 9.1 shows when parents needed access to childcare.

	Total
Weekdays	175
Weekends	15
School Holidays	123
Table 9.1	

The vast majority of people have said they need childcare on weekdays, closely followed by school holidays and then by a much lesser extent weekends.

Table 9.2 shows the times of day that parents have said they need to have access to childcare.

Data	Total
All day	88
Up to 9am	58
School Morning	35
Over Lunchtime	7
School Afternoon	19
After School	106
Table 9.2	

The majority of parents want to access childcare after school, followed by all day and to a lesser extent before school.

Out of school activities

This section of questions focuses more on what different types of out of school activities families are accessing, how much they are paying and what activities they would like to access. Table 10.1 shows what types of activities families are currently using.

Activity	Total	Activity	Total
Sports	122	Martial Arts	20
Dance	73	Faith Religious Groups	12
Uniform Groups	64	Cooking	11
Music	42	School Councils	11
Parent and Toddler Group	33	Youth Clubs	10
Arts and Crafts	27	Games Club	7
Other	26	Computer Clubs	6
Drama	24	Technology / Media Club	3
Languages	21	Homework Club	2
Grand Total = 514			
Table 10.1			

Table 10.2 shows the number of activities being accessed broken down by household income. To account for the different numbers of families from each income range that have responded a column has been added for “number of activities per family”.

Household income	Number of activities being accessed	Number of parents in this range	Number of activities per family
£1300+	103	47	2.19
£1000-£1300	52	25	2.08
£501-£1000	206	97	2.12
£301-500	70	32	2.19
£100-300	43	20	2.15
Less than £100	1	2	0.50
(blank)	39	23	1.70

Table 10.2

The profile of number of activities per family is shown in chart 10.1. This shows that generally there is a fairly even take up of activities across the income ranges. However with such a low return rate from those on the lowest incomes this data offers less reliability.

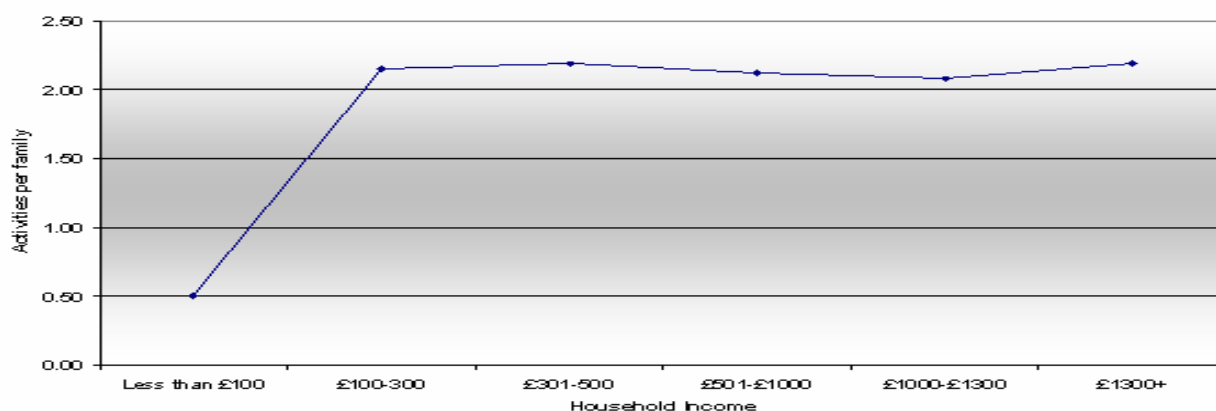


Chart 10.1

Table 10.3 shows the breakdown of the number of activities attended by school. As with table 10.2 an extra column has been added for number of activities per family.

School	Total	Number of parents responding from this school	Activities per family
Haxby Road Primary School	8	1	8.00
St Georges	5	1	5.00
Clifton Green Primary	18	4	4.50
Our Ladys RC Primary	11	3	3.67
Skelton Primary	10	3	3.33
Park Grove Primary	13	4	3.25
Naburn Primary	22	7	3.14
St Marys Primary	6	2	3.00
Ralph Butterfield Primary	29	10	2.90
Knavesmire Primary School	11	4	2.75
Dringhouses Primary	19	7	2.71
English Martyrs Primary	19	7	2.71
Huntington Primary	34	13	2.62
Poppleton Ousebank Primary	39	15	2.60

School	Total	Number of parents responding from this school	Activities per family
Wigginton Primary	12	5	2.40
Headlands Primary	9	4	2.25
Copmanthorpe Primary	22	10	2.20
St Oswalds Primary	15	7	2.14
Robert Wilkinson Primary	34	16	2.13
None given	31	15	2.07
Wheldrake Primary	10	5	2.00
Westfield Primary	8	4	2.00
St Laurences Primary	2	1	2.00
Hemplands Primary	21	11	1.91
Scarcroft Primary	34	18	1.89
Acomb Primary	7	4	1.75
Clifton with Rawcliffe Infants	12	7	1.71
Poppleton Road Primary	5	3	1.67
Badger Hill Primary	3	2	1.50
Lakeside Primary	3	2	1.50
Rufforth Primary	3	2	1.50
St Paul's Nursery School	3	2	1.50
St Aelreds	8	6	1.33
Carr Infant	5	4	1.25
Lord Deramores Primary	2	2	1.00
Yearsley Grove Primary	2	2	1.00
Fulford Primary School	1	1	1.00
Stockton on the Forest Primary	1	1	1.00
Bishopthorpe Infant	6	7	0.86
Dunnington Primary	3	4	0.75
Rawcliffe Infants	2	3	0.67
Fishergate	3	5	0.60
St Wilfrids RC School	2	5	0.40
Elvington Primary	1	3	0.33
Burton Green Primary	0	1	0.00
New Earswick Primary	0	1	0.00
Osballdwick Primary	0	2	0.00

Table 10.3

Average cost per child per week

Table 11.1 shows the average cost per child per week of attending different activities.

Activity	Average	Activity	Average
Dance	£3.80	Languages	£4.73
Drama	£5.00	Martial Arts	£5.04
Music	£5.00	Faith Religious Groups	£2.33
Cooking	£1.50	Parent and Toddler Group	£2.48
Arts and Crafts	£1.62	Technology / Media Club	£0.00
Youth Clubs	£1.72	Games Club	£1.50
Homework Club	£0.00	Uniform Groups	£2.54
School Councils	£0.00	Sports	£5.55

Computer Clubs	£0.00	Other	£5.71
Table 11.1			

What activities families would use if offered

Table 12.1 shows the activities that families would use if these were offered. For information the figures for what activities are currently being taken up are also shown.

Activity	Currently using	Would use	Difference
Music	42	108	66
Arts and Crafts	27	104	77
Drama	24	91	67
Cooking	11	77	66
Dance	73	75	2
Computer Clubs	6	65	59
Uniform Groups	64	64	0
Homework Club	2	56	54
Sports	122	56	-66
Languages	21	51	30
Martial Arts	20	50	30
Youth Clubs	10	43	33
Games Club	7	36	29
Technology / Media Club	3	23	20
Parent and Toddler Group	33	13	-20
Other	26	13	-13
School Councils	11	6	-5
Faith Religious Groups	12	4	-8
Total	514	935	
Table 12.1			

For most types of activities there are more people saying they would use activities (if offered / made available) than are currently taking them up.

Table 12.2 shows a comparison for the number of activities taken up per family to the number of activities that would be taken up per family and broken by school. This should highlight any areas where demand is higher than supply. However there should be a health warning placed against reading to many conclusions from this data given that the number of responses from each individual school can be very low.

School	Would use...	Number of responses	Would use per family	Activities per family	Difference
Fishergate	37	5	7.40	0.60	6.80
Burton Green Primary	6	1	6.00	0.00	6.00
Lord Deramores Primary	13	2	6.50	1.00	5.50
Dunnington Primary	23	4	5.75	0.75	5.00
St Oswalds Primary	45	7	6.43	2.14	4.29
Rawcliffe Infants	13	3	4.33	0.67	3.66
Carr Infant	19	4	4.75	1.25	3.50
St Paul's Nursery School	10	2	5.00	1.50	3.50
Wheldrake Primary	26	5	5.20	2.00	3.20
Badger Hill Primary	9	2	4.50	1.50	3.00
Osbaldwick Primary	6	2	3.00	0.00	3.00

School	Would use...	Number of responses	Would use per family	Activities per family	Difference
Rufforth Primary	9	2	4.50	1.50	3.00
Yearsley Grove Primary	8	2	4.00	1.00	3.00
Clifton with Rawcliffe Infants	31	7	4.43	1.71	2.72
Elvington Primary	9	3	3.00	0.33	2.67
Bishopthorpe Infant	24	7	3.43	0.86	2.57
St Wilfrids RC School	14	5	2.80	0.40	2.40
Poppleton Road Primary	12	3	4.00	1.67	2.33
Hemplands Primary	46	11	4.18	1.91	2.27
Acomb Primary	16	4	4.00	1.75	2.25
Robert Wilkinson Primary	68	16	4.25	2.13	2.12
Headlands Primary	17	4	4.25	2.25	2.00
Stockton on the Forest Primary	3	1	3.00	1.00	2.00
Naburn Primary	33	7	4.71	3.14	1.57
Huntington Primary	54	13	4.15	2.62	1.53
St Aelreds	17	6	2.83	1.33	1.50
Scarcroft Primary	61	18	3.39	1.89	1.50
None given	53	15	3.53	2.07	1.46
Dringhouses Primary	29	7	4.14	2.71	1.43
Copmanthorpe Primary	36	10	3.60	2.20	1.40
Westfield Primary	13	4	3.25	2.00	1.25
English Martyrs Primary	26	7	3.71	2.71	1.00
Poppleton Ousebank Primary	48	15	3.20	2.60	0.60
Lakeside Primary	4	2	2.00	1.50	0.50
Knavesmire Primary School	12	4	3.00	2.75	0.25
Skelton Primary	10	3	3.33	3.33	0.00
New Earswick Primary	0	1	0.00	0.00	0.00
St Marys Primary	6	2	3.00	3.00	0.00
Wigginton Primary	12	5	2.40	2.40	0.00
Clifton Green Primary	17	4	4.25	4.50	-0.25
Ralph Butterfield Primary	26	10	2.60	2.90	-0.30
Fulford Primary School	0	1	0.00	1.00	-1.00
Park Grove Primary	7	4	1.75	3.25	-1.50
St Georges	3	1	3.00	5.00	-2.00
St Lawrences Primary	0	1	0.00	2.00	-2.00
Our Ladys RC Primary	4	3	1.33	3.67	-2.34
Haxby Road Primary School	0	1	0.00	8.00	-8.00

Table 12.2

When would families want to access out of school activities

Table 13.1 shows when parents needed access to out of school activities.

	Total
Weekdays	193
Weekends	55
School Holidays	152
Table 13.1	

As with childcare the vast majority of families want out of school activities on weekdays and in the school holidays. However there is a larger number of parents expressing a need for weekend out of school care than those needing it for childcare (see table 9.1).

Table 13.2 shows the times of day that parents have said they need to have access to out of school activities.

Time of day	Total
Before School Day	17
During the day	26
After school up to 6pm)	200
In the evening (after 6pm)	33
During the school holidays	154
Table 13.2	

A significant majority of parents have expressed the need to access out of school activities after school and in the school holidays.

Where families would like these activities to be held

Table 14.1 shows where parents have said they would like to access out of school clubs and activities:

Location	Total
At school	226
Library	59
Local Community Hall	114
Table 14.1	

The majority of parents would like to access out of school activities on the school site, followed by in a local community hall and then in a library.

Are parents happy with the quality of the childcare or out of school activities they are currently using?

Table 15.1 shows if parents are happy with the quality of the childcare or out of school activities they are currently using.

	Total
No	34
Yes	177
Total	211
Table 15.1	

Table 15.2 shows how the satisfaction with the quality of childcare and out of school activities varies according to household income. The final column on the right shows how these figures equate "per family" in this income range.

Happy with quality?	Household income?	Total	Number of parents in this range	Number unhappy with quality per family
No	Less than £100	1	2	0.50
	£100-300	1	20	0.05
	£301-500	4	32	0.13
	£501-£1000	15	97	0.15

	£1000-£1300	3	25	0.12
	£1300+	5	47	0.11
	(blank)	5	23	0.22
No Total		34		
	Household income?	Total	Number of parents in this range	Number happy with quality per family
Yes	Less than £100	1	2	0.50
	£100-300	14	20	0.70
	£301-500	22	32	0.69
	£501-£1000	67	97	0.69
	£1000-£1300	19	25	0.76
	£1300+	39	47	0.83
	(blank)	15	23	0.65
Yes Total		177		

Table 15.2

Chart 15.1 shows how the profiles of happiness with quality vary according to household income.

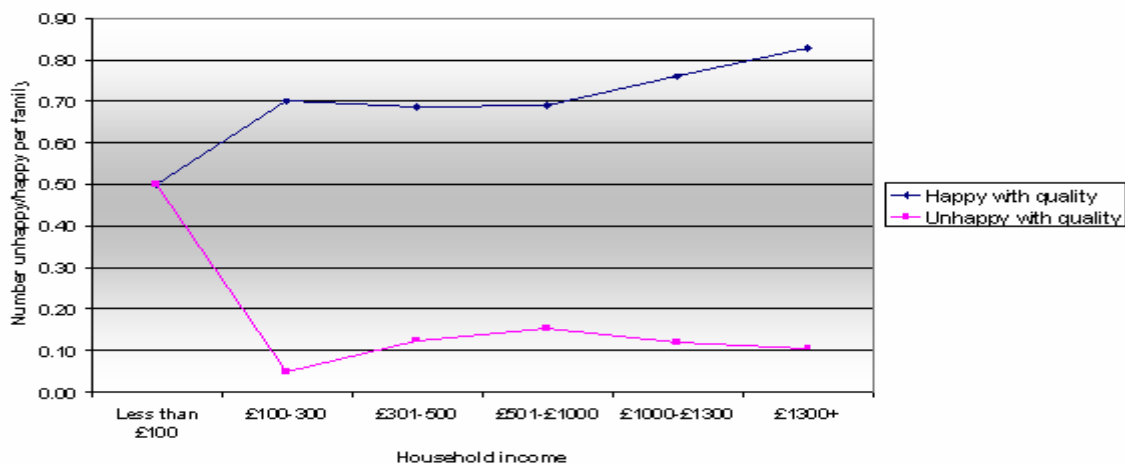


Chart 15.1

As before caution should be taken over looking at the lowest income ranges due to low response rates. However those in the household income range of £501-£1000 seem to be the most unhappy with quality of childcare or out of school activities. The happiest with quality are those in the £1000-£1300 and £1300+ ranges.

Does a lack of available childcare / out of school activities prevent parents from going to work?

Table 16.1 shows parents response to the question "Does a lack of available childcare / out of school activities prevent you going out to work?"

	Total
No	174
Yes	42
Total	216

Table 16.1

Table 16.2 shows the response to the same question but broken down by household income. The final column on the right shows how these figures equate “per family” in this income range.

Does the lack of available childcare / out of school activities prevent you going out to work?	Household income?	Total	No. of parents in this range	Number per family
No	Less than £100	0	2	0.00
	£100-300	10	20	0.50
	£301-500	19	32	0.59
	£501-£1000	73	97	0.75
	£1000-£1300	20	25	0.80
	£1300+	37	47	0.79
	(blank)	15	23	0.65
No Total		174		
Yes	Less than £100	2	2	1.00
	£100-300	6	20	0.30
	£301-500	7	32	0.22
	£501-£1000	15	97	0.15
	£1000-£1300	3	25	0.12
	£1300+	7	47	0.15
	(blank)	2	23	0.09
Yes Total		42		

Table 17.2

Chart 16.1 shows the profile of parents response to the question about the availability of childcare by income range.

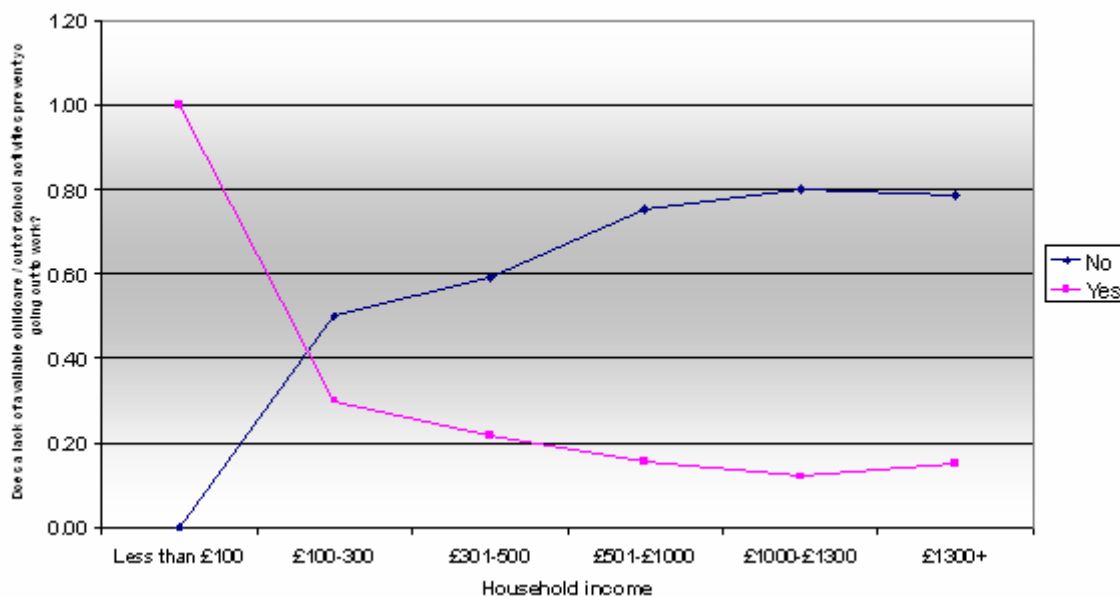


Chart 16.1

As before caution should be taken over looking at the lowest income ranges due to low response rates. However there does seem to be a clear correlation between household

income and parents saying that the available childcare prevents them from returning to work.

Main reasons for not using childcare / out of school activities

Table 17.1 shows the main reasons parents gave for not using childcare or out of school activities.

Reason	Total
Cost	53
At home / prefer to do it myself	42
Use friends / family support	36
Nothing available	29
Not appropriate times / does not fit around work	27
Not right quality	19
Difficult to get to / not convenient location	18
Don't trust anyone with child	4
Children old enough to look after themselves	1
Nothing suitable for disability/SEN/additional Needs	1

Table 17.1

The main reason given for not accessing childcare or out of school activities is cost. This reflects the findings of the 2007 Childcare Sufficiency Assessment.

Table 17.2 shows the main reasons broken down by which school the respondent is using.

School	Cost	Use friends / family support	Don't trust anyone with child	Children old enough to look after themselves	At home / prefer to do it myself	Difficult to get to / not convenient location	Nothing available	Not right quality	Nothing suitable for disability/SEN/additional Needs	Not appropriate times / does not fit around work
Acomb Primary	1	1			2					
Badger Hill Primary		1				1				1
Bishopthorpe Infant	1	1	1		1					
Burton Green Primary						1	1			
Carr Infant	1				1		1			3
Clifton Green Primary	2					1	1	1		1
Clifton with Rawcliffe Infants	2	1				1	1	1		1
Copmanthorpe Primary	2	1			2			1		1
Dringhouses Primary	1	4			3			1		2

School	Cost	Use friends / family support	Don't trust anyone with child	Children old enough to look after themselves	At home / prefer to do it myself	Difficult to get to / not convenient location	Nothing available	Not right quality	Nothing suitable for disability/SEN/additional Needs	Not appropriate times / does not fit around work
Dunnington Primary	1									
Elvington Primary	1	1					1			1
English Martyrs Primary	1				2	2		1		
Fishergate	1	1				1	2	1		
Fulford Primary School		1								
Haxby Road Primary						1				
Headlands Primary										
Hemplands Primary	2	4			1		2	1		1
Huntington Primary	4	3	1		3	2	5	3		
Knavesmire Primary	2					1		1		1
Lakeside Primary		1								
Lord Deramores Primary								1		
Naburn Primary					1	1	2	1		1
New Earswick Primary	1									
None given	3	2			1	1	2			
Osbaldwick Primary								1		
Our Ladys RC Primary	3	1		1	1			1		1
Park Grove Primary	1	1			1					2
Poppleton Ousebank Primary	3		1		4		1			
Poppleton Road Primary		1			1					
Ralph Butterfield Primary	2	2			1			1		4
Rawcliffe Infants										1
Robert Wilkinson Primary	3	1			5	1				
Rufforth Primary					1					1
Scarcroft Primary	5	3			7		4			1
Skelton Primary	1									
St Aelreds	1	1			1		1			1

School	Cost	Use friends / family support	Don't trust anyone with child	Children old enough to look after themselves	At home / prefer to do it myself	Difficult to get to / not convenient location	Nothing available	Not right quality	Nothing suitable for disability/SEN/additional Needs	Not appropriate times / does not fit around work
St Georges										
St Lawrences Primary										
St Marys Primary					1					
St Oswalds Primary	1	2					1	1		2
St Paul's Nursery								1		
St Wilfrids RC School	2				1	1	1			
Stockton on the Forest Primary							1			
Westfield Primary	1					1	1			
Wheldrake Primary	2	1				1	1		1	1
Wigginton Primary	1	1	1		1			1		
Yearsley Grove Primary	1					1				

Table 17.2

Although table 17.2 is very number heavy there are some key messages which come out of it. It should be stressed though that this may relate not only to the extended services available but also the childcare in the surrounding area.

- Cost is given as a reason at a large number of schools but particularly at Scarcroft Primary, Huntington Primary, Our Lady's, Poppleton Ousebank, and Robert Wilkinson.
- There are a greater number of people giving "nothing available" as a reason for Scarcroft Primary and Huntington Primary. This is another barrier that is also reflected in the 2007 Childcare Sufficiency Assessment.
- Childcare or out of school activities not at the right times or fitting with work is given as a reason at a number of schools but more so for Carr Infants and Ralph Butterfield.

Comments from parents / carers

The survey gave parents the opportunity to add any other comments or thoughts that they felt they wanted to give. A summary of these comments is given below.

Table 18.1 shows the breakdown of these comments into several categories.

Category	Total
Lack of out of school facilities in area	35
Times wrong / unsuitable	24
Problems with affordability	17
Should hold activities at school	15
Suggestion of new activity / improvement	15
Lack of childcare facilities in area	10
Happy with childcare	10
Happy with out of school activities	8
Lack of information about activities	7
Complaint about setting, staff or activity	7
Total	148

Table 18.1

Lack of out of school facilities in the area

Table 18.2 shows the breakdown of parents who gave comments falling into the category of there being a lack of out of school activities in their area.

School	Total	School	Total
Huntington Primary	6	Dunnington Primary	1
None given	3	Elvington Primary	1
Scarcroft Primary	3	English Martyrs Primary	1
Fishergate	2	Hemplands Primary	1
Naburn Primary	2	Lord Deramores Primary	1
Poppleton Ousebank Primary	2	Our Ladys RC Primary	1
Skelton Primary	2	Ralph Butterfield Primary	1
Burton Green Primary	1	Robert Wilkinson Primary	1
Carr Infant	1	St Oswalds Primary	1
Clifton Green Primary	1	Stockton on the Forest Primary	1
Clifton with Rawcliffe Infants	1	Wheldrake Primary	1

Table 18.2

The general theme of comments by school were:

- Huntington Primary – A need for an onsite after school club that runs on a regular basis. This mirrors the findings of the Childcare Sufficiency Assessment.
- Scarcroft Primary – A need for increased capacity of the existing out of school club and more, regular holiday provision.
- Fishergate Primary – A need for flexible after school provision for ad hoc care and also a greater diversity of activities needing to be offered.
- Naburn Primary – A need for before and after school care. There is a recognition that any provision would need support to ensure it is sustainable and also challenges faced in terms of space for the club to run.
- Poppleton Ousebank – One of the parents expressed concern about out of school activities for 11-16 year olds in the area.
- Skelton Primary – Some general comments around the need for a greater range of activities and more of these to be available to those in year 1.

Table 18.3 shows the breakdown of parents who gave comments falling into the category of activities being at the wrong times or unsuitable.

School	Total	School	Total
None given	2	Lord Deramores Primary	1
Scarcroft Primary	2	Ralph Butterfield Primary	1
Carr Infant	2	St Oswalds Primary	1
Park Grove Primary	2	Wheldrake Primary	1
Naburn Primary	1	Acomb Primary	1
Poppleton Ousebank Primary	1	Badger Hill Primary	1
Clifton Green Primary	1	Copmanthorpe Primary	1
Elvington Primary	1	Dringhouses Primary	1
English Martyrs Primary	1	Headlands Primary	1
Hemplands Primary	1	St Paul's Nursery School	1
Table 18.3			

The comments given in this area do not relate to any specific school and are summarised below.

- Some parents said they viewed childcare as allowing them to work but activities being for the child or young person. However this view was in the minority.
- Parents who are working shifts or atypical hours said they found it difficult to access childcare or activities.
- A number of parents said that it would be useful if extended school activity ending times could be coordinated to allow it to link with other forms of childcare. Another reason given for this is not having to make repeated trips if there is more than one child and they are doing different activities.
- A significant number of parents expressed a need for extended hours provision in particular beyond 6pm and, to a lesser extent, before school.
- Some parents said they would like to see better quality activities offered in after school activities.
- Where families have children in different year groups they tend to find it difficult to plan and access activities for all of their children.
- One parent said it can be challenging finding wrap-around care when a child is starting part time at school.

Table 18.3 shows the breakdown of parents who gave comments falling into the category of activities being at the wrong times or unsuitable.

School	Total	School	Total
None given	2	Naburn Primary	1
Poppleton Ousebank Primary	2	Clifton Green Primary	1
Ralph Butterfield Primary	2	Hemplands Primary	1
St Oswalds Primary	2	Dringhouses Primary	1
Copmanthorpe Primary	2	Robert Wilkinson Primary	1
Scarcroft Primary	1	Yearsley Grove Primary	1
Table 18.3			

As with the previous category these comments are not specific to any one school and can be looked at as general thoughts and issues.

- Some families gave the view that the tax credit system is too complicated and the cut off point for what families are supported is too low.
- Some parents with 3 or more children said they need additional support to allow their children to access activities.
- A number of parents expressed a difficulty with the affordability of holiday activities.
- Where parents are shift or atypical workers they face additional affordability issues by having to reserve and pay for places that may not actually be used.
- Some parents questioned the value for money offered by breakfast clubs and said it was unfair some breakfast clubs are free while others charge.

Table 18.4 shows the breakdown of parents where they gave comments falling into the category of activities being held on the school site.

School	Total	School	Total
Copmanthorpe Primary	2	English Martyrs Primary	1
Scarcroft Primary	2	Wheldrake Primary	1
Huntington Primary	2	Fishergate	1
Ralph Butterfield Primary	1	Bishopthorpe Infant	1
Robert Wilkinson Primary	1	Haxby Road Primary School	1
Yearsley Grove Primary	1	Rufforth Primary	1
Table 18.4			

A summary of the main comments given in relation to the category of having activities on school sites are below.

- As picked up on earlier, some parents expressed a need for an after school club on site at Huntington Primary school.
- Some people said they would like to see activities run on the school site that are currently run in off site buildings. The comments relate to the quality of the buildings and facilities.
- Some parents said for after school activities off site they can find it difficult to collect the child from school and drop them off at the activity. One parent suggested there should be an increased use of walking buses to activities.

Table 18.5 shows the breakdown of parents who gave comments falling into the category of suggesting new activities or improvements.

School	Total	School	Total
Robert Wilkinson Primary	3	Lord Deramores Primary	1
None given	2	Skelton Primary	1
Huntington Primary	1	Our Ladys RC Primary	1
Fishergate	1	Knavesmire Primary School	1
St Oswalds Primary	1	Rawcliffe Infants	1
Dringhouses Primary	1	St Marys Primary	1
Table 18.5			

Suggestions for new activities or improvements included:

- Trampolining (Dringhouses Primary)
- Beavers, cubs, brownies (Fishergate, Rawcliffe Infants, Skelton Primary)

- More sports and multi-skills, tennis golf etc available across all ranges (Huntington, Our Lady's, Rawcliffe Infants)
- Voluntary clubs should get extra support or be run by the school (Knavesmire)
- Opportunity for child to learn second language (Lord Deramores)
- Swimming lessons (no school given)
- More opportunities for children and parents to do activities or learning together (Rawcliffe Infants)
- Homework Club (Rawcliffe Infants)
- General comment about wider use of school facilities (St Oswald's)

Table 18.6 shows the breakdown of parents who gave comments falling into the category of a lack of childcare facilities.

School	Total
None given	2
Copmanthorpe Primary	2
St Oswalds Primary	1
Skelton Primary	1
Scarcroft Primary	1
Wheldrake Primary	1
Poppleton Ousebank Primary	1
St Aelreds	1
Table 18.6	

The childcare facilities that parents say are lacking are:

- Copmanthorpe – One parent stated they were unsure of the quality of the local playgroup but said there was no alternative. One parent also said there was a need for more holiday provision.
- None given – One parent said that existing before and after school club was full. Another parent said that there was a need for childcare that could flexibly meet the needs of parents working changing shifts.
- Poppleton Ousebank – One parent concern over a lack of childcare for 11-16 year olds.
- Scarcroft Primary – One parent said they would like to be able to use free early education places with their existing childminder.
- Skelton Primary – One parent said there was a lack of under five care and activity provision for those in year one.
- St Aelred's – One parent gave concern about childminders being forced out of the role by excessive paperwork from government.
- St Oswald's – One parent said they could not access the existing after school club as it is full.
- Wheldrake Primary – One parent wanted support where children have started on a part time basis at school.

Table 18.7 shows the breakdown of parents who gave comments falling into the category of activities being happy with childcare.

School	Total
Scarcroft Primary	3
Wheldrake Primary	1
Robert Wilkinson Primary	1
Huntington Primary	1
Dringhouses Primary	1
Hemplands Primary	1
Elvington Primary	1
Acomb Primary	1
Table 18.7	

General comments around being happy with the quality of childcare are summarised below:

- Good quality staff at nursery (Askham Bar Day Nursery, St Paul's)
- Happy with quality of local childminders (Elvington, Huntington, Scarcroft)
- Good quality after school club (Hemplands, Robert Wilkinson)
- Good quality holiday club (Bish Street Kids)
- Happy with quality of playgroup (Wheldrake)

Table 18.8 shows the breakdown of parents who gave comments falling into the category of activities being happy with out of school activities.

School	Total
Robert Wilkinson Primary	1
None given	1
Copmanthorpe Primary	1
St Aelreds	1
Park Grove Primary	1
Badger Hill Primary	1
Poppleton Road Primary	1
Westfield Primary	1
Table 18.8	

A summary of the comments where parents are happy with out of school activities is given below.

- Good after school clubs and holiday clubs (Badger Hill, Hemplands, Westfield Primary)
- Good term time activities (Copmanthorpe, Park Grove Primary, Poppleton Road Primary, Robert Wilkinson Primary, St Aelred's)

Table 18.9 shows the breakdown of parents who gave comments falling into the category of there being a lack of information about activities.

School	Total
Copmanthorpe Primary	2
Westfield Primary	1
Poppleton Ousebank Primary	1
St Marys Primary	1
Burton Green Primary	1
St Wilfrids RC School	1
Table 18.9	

A summary of comments from parents around this is given below.

- There is a need for better information about what extended schools activities are available.
- Better publicity of employer support with childcare costs (childcare vouchers).

Table 18.10 shows the breakdown of parents who gave comments falling into the category of there being a lack of information about activities.

School	Total
St Aelreds	1
Park Grove Primary	1
Scarcroft Primary	1
Dringhouses Primary	1
St Oswalds Primary	1
Rufforth Primary	1
St Paul's Nursery School	1
Table 18.10	

A summary of comments from parents around this is given below.

- One parent said there was a need for a nursery to have a deep clean.
- Holiday club needs to give more notice of what days they are operating so parents can make arrangements with work.
- Two parents gave concern over the quality of the buildings groups were run in. Both of them off school sites, one a playgroup and the other an out of school club.
- One parent gave concern about childminders being forced out of the role by excessive paperwork from government.
- One parent said the cost of their breakfast club was too high.
- One parent expressed concern over staff retention rates at an out of school club.

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Scrutiny Management Committee**18 May 2009**

Report of the Democratic Services Manager

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

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

Background

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

Aim

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

Objectives

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

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

Consultation

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

Options

4. Having considered the findings contained within the final report attached and its associated Annexes A-F, Members may choose to support all, some or none of the recommendations shown in paragraph 7 below, and provide their comments, prior to the report being considered by the Executive.

Analysis

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

Summary of Recommendations Arising From the Review

6. The final report of the Hungate Ad-hoc Scrutiny Committee recommends that the Executive should:
 - i. Carry out pre-project public consultation before commencing on any major project to identify and take account of the level of public support, in order to inform the project including the budget
 - ii. Continue with its best practice approach to pre-application consultation
 - iii. Agree a code of practice with statutory consultees which seeks to ensure they provide clear, consistent, timely and documented responses to consultation, from persons in authority within their organisation
 - iv. Always provide full and consistent feedback to all consultees no matter whether the Council is able to respond positively or negatively to the issues being raised
 - v. For all major projects, ensure that the Chief Executive and Senior Directors take ownership of the project and give consistent support to the project team

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

Corporate Direction & Priorities

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

Implications

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

Risk Management

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

Recommendations

11. Members are asked to note the contents of the attached final report and provide comments on the findings and recommendations as shown in paragraph 6 above.

Reason: To inform the Executive's consideration of the final report.

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Report Approved **Date** 6 May 2009

Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes

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

Annex A – Budget History Information

Annex B – English Heritage Internal Memo dated 2 January 2008

Annex C – Image provided by York's Civic Trust

Annex D – English Heritage Email dated 10 September 2007

Annex E – FOI Documentation Received From English Heritage

Annex F – Written Response from English Heritage

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Hungate Ad-hoc Scrutiny Committee

1 May 2009

Hungate Development - Final Report

Background

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

4. **Aim**

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

Objectives

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

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

Consultation

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

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

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

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

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

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

Analysis

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

have everyone on one site, then it was likely that the Council would not have received the objections it did.

Conclusion

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

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

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

Management team provided training and access to the Council's risk register Magique to assist the project in managing all of the risks.

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

Analysis

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

issues arising and decisions being made. In response, officers confirmed that to ensure all the Directors were kept updated and their views sought, regular updates on progress were given to CMT via draft Executive reports, and verbal presentations with slides and diagrams. It was noted that following the decision to withdraw the Council's planning application for Hungate, the Chief Executive and Executive had given a clear commitment to greater ownership and support for the project and project team. This change in stance was deemed to be the best way forward to reach a successful planning approved design and led to a review of the structure and governance of the management of the project.

Conclusion

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

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

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

expected the immediate withdrawal of the planning application. She confirmed that English Heritage liked the design and would have accepted a significantly smaller version of it on that site. The Chief Executive was clear however, that a significantly smaller version of the building was not a viable option as it would not allow for everyone to be on one site. Therefore the business case pointed to withdrawal of the application.

31. The Director of City Strategy stated that any significant change to a planning application required its withdrawal and the submission of a new application, therefore the decision they took had been in line with best practice. Also, the view of English Heritage was that the impact of mass could not have been mitigated by a change in the architectural treatment and therefore there was no other option available. He also pointed out that planning permission already exists for that plot for a building of 110,000sq ft.

Analysis

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

Conclusion

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

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

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

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

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

Analysis

41. The Committee recognised that feedback from English Heritage's own internal processes, was imperative to identifying their ongoing view of the evolving project. The only evidence that the Committee was able to find was an email that referred to an earlier internal review meeting at which English Heritage had criticised the first design – see Annex D. The Committee therefore acknowledged that this lack of feedback supported the evidence from the Assistant Directors of Property Services and Planning & Design, that the letter of objection sent by English Heritage had come as a complete surprise.
42. To clarify whether any other such feedback had ever been generated by English Heritage and sent to the Project Team, the Committee made a 'Freedom of Information' (FOI) request. This was done in two parts. Initially a request was made on 2 December 2008 for copies of any notes taken at their internal 'Important Application Review' meetings since August 2007. This was followed up by a further request on 11 December 2008 for any other internal documentation, and copies of any letters/ emails held by English Heritage relating to the Hungate development.
43. The FOI documentation provided by English Heritage (shown at Annex E), generated a number of queries:
 - i. Bearing in mind the content and tone of English Heritage's letter of objection to the Council's planning application, the Committee would like to understand the surprise expressed by the Regional Director of English Heritage at the meeting of this Committee on 27 January 2009, in regard to the Council's decision to withdraw the application and the view she expressed that the content of the letter was 'up for negotiation'
 - ii. Inconsistencies in comments recorded in the minutes of the 'Important Application Review Meeting' of 23 June 2008
 - iii. English Heritage email dated 26 June 2008, which included the comments "We are not wholly convinced that it does achieve these objectives but will have a more clear view early next week." - The query is, what happened early the following week or at any time up to the sending of the letter of objection, as the Committee received no

documentation or correspondence relating to that period as part of their Freedom of Information request

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

Conclusion

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

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

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

Implications Associated with Recommendations Arising from the Review

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

Corporate Strategy

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

Risk Management

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

Recommendations

55. Having considered the aim and objectives for this review, and In light of the information gathered, The Hungate Ad-hoc Scrutiny Committee recommends that the Council:

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

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

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

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Interim Report Approved **Date** 1 May 2009

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Topic Registration Form dated 16 July 2008
Feasibility Report dated 15 September 2008
Scoping Report dated 18 November 2008
Interim Reports dated 10 December 2008, 12 & 27 January, and 10 March 2009

Additional Documentation Considered By Committee:

Overview & Information pack provided by Hungate Project Team

- Admin Accommodation: Project Initiation Document & supporting annexes
- Planning Policy Statement 6: Planning for Town Centres

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

Strategic Site Study report produced by Atkins

Freedom of Information Documentation Pack from CABE
 Programme of Pre-Application Consultations
 Documentation evidencing changes to design during pre-application process

Annexes:

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

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Hungate Ad-Hoc Scrutiny Review

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

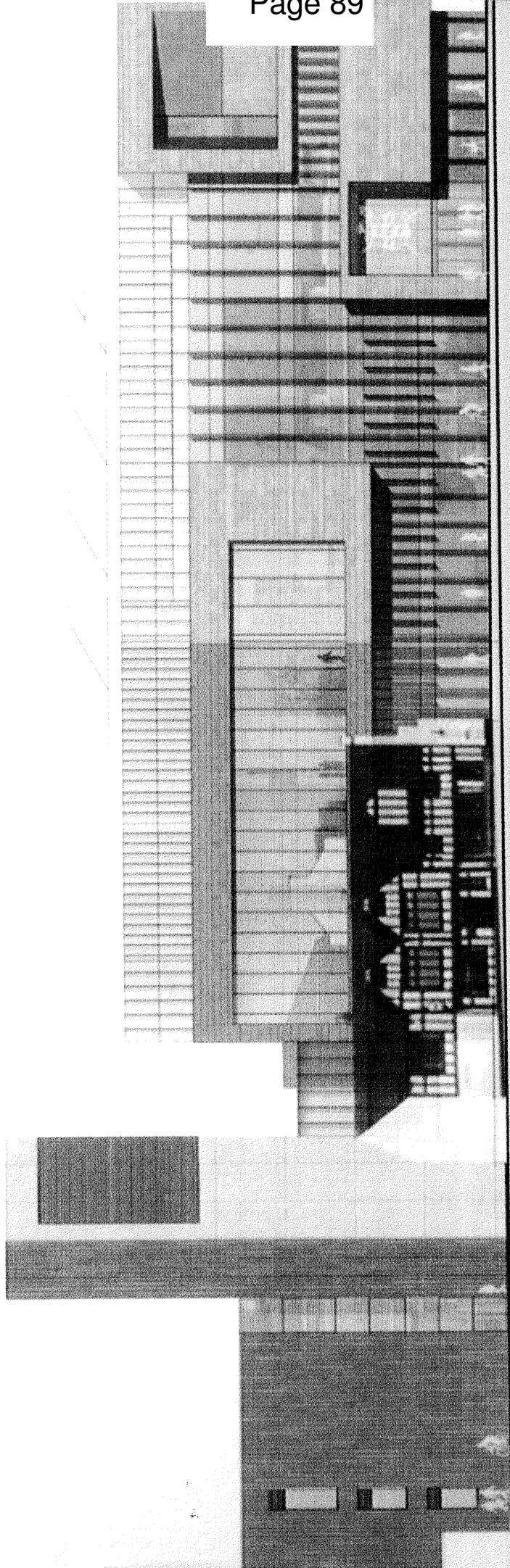
Further to my email of 6 December. I met on 20 December with architects RJMJ and the CofY council property and conservation/planning teams to view the further work which had been done by the architects in response to the earlier criticisms of the teams. The presentation was as a video of the building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

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

Alison

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CYC HEADQUARTERS BUILDING

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

(RMJM Architects)

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English Heritage
10.09.2007

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

Dear all

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

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

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

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

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

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

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

Regards
Alison Fisher
Historic Areas Adviser
Planning and Development



ENGLISH HERITAGE

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

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

21 January 2009

Dear Ms Carr

re: Freedom of Information request - Hungate development

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

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

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

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

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

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

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

Telephone 01793 414700 Facsimile 01793 414707

www.english-heritage.org.uk

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

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



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

Yours sincerely



Jessica Trevitt

Access to Information Manager

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



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

Telephone 01793 414700 Facsimile 01793 414707
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CITY OF YORK COUNCIL OFFICES, STONEBOW, YORK

Important Application Review Meeting

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

Key points / clarifications raised in IAR discussion

Background

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

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

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

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

Discussion

- Footprint of the Site

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

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

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

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

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

- Design of Building

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

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

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

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

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

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

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

Position of English Heritage

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

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

Actions

- AF to write a response.

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

Dear all

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

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

- 1 ~~the split of the site into 3 elements was well received.~~ However the footprints illustrated on the A4 sketch developments appeared smaller than those suggested by the A3 images. The height of the bio tower and its juxtaposition with the Black Swan was particularly ~~a cause for concern~~ as the tower stands as a block rising heavily from the back of the PH which as a diminutive grade II* listed building is not in keeping. A fine, slim tower may well sit more comfortably and further design work is needed here we feel. Also we are unclear about the role of the building block which appears to be behind the Black Swan and in front of the bio tower.
- 2 ~~The scale of the Black Swan is so petite that the relationship with the civic frontage will need to be very carefully modelled and there is concern that the sketch suggests a structure which will dwarf it.~~ The space in front of this building was formerly the Wool Market and historical maps suggest that the space could be recreated without much difficulty (albeit that it is now a bus route in to town) and offer a sense of civic arrival and place to the frontage of the civic hall. We suggest that this townscape issue is considered alongside the planning aspects of the new buildings.
- 3 What will become of the listed and historic buildings which will be made redundant? We are primarily concerned about the future role of the Guildhall.
- 4 ~~We consider that the civic suite fronting Stonebow has to be a welcoming building which should have a human scale that will relate to its civic function.~~ Grandeur is always tempered by humanity in the best of the civic buildings be they historic (York's Guildhall or modern such as Stockton or Norwich) together with the architectural hierarchy throughout the elevations. The palette of civic buildings in York is human in scale and massing and we are concerned that the design shown, albeit as you say that the interaction of the interior to exterior remains to be resolved, does not pass this test.
- 5 ~~The views from St Saviour's Place~~ offer vistas of the trees at the river's edge beyond and this adds a pleasant aspect to the site which we would wish to continue to have sight of. This would be even more pleasant ~~if the Beesholme Green space could be returned to the historic form it had and could then introduce residents to the civic offices as they approached from the Minster.~~ There was a consensus that this route would become more heavily used once the site was functional.

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

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

Regards

Alison Fisher

Historic Areas Adviser

Planning and Development



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

Notes of Minutes

Job title City of York Council - Office Accommodation Project

Job No. 3120

Purpose Client/Planning Meeting **NOR EH.**

Present

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

Reference 3120/

Date 12 November 2007

Circulation Those present +

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

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



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



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



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



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

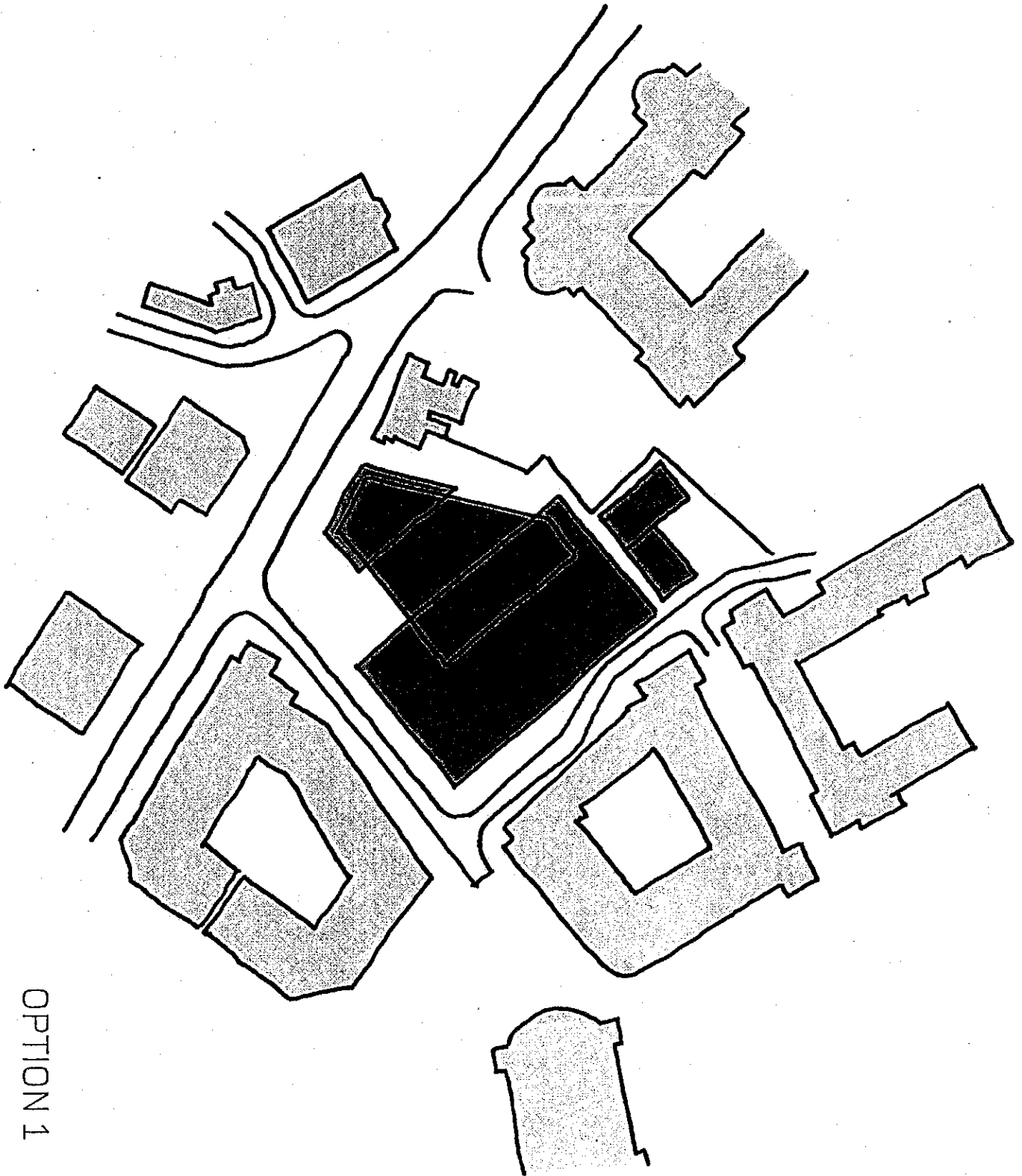


Item	Notes	Action
	be covered and secure but acknowledged after the Black Horse Lane road realignment exposed bicycle racks may be incorporated. BW underlined that this is important so that there is reduced/no bicycle parking in St. John's Square.	
2.11.4	The boundary line between the CYC site and the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

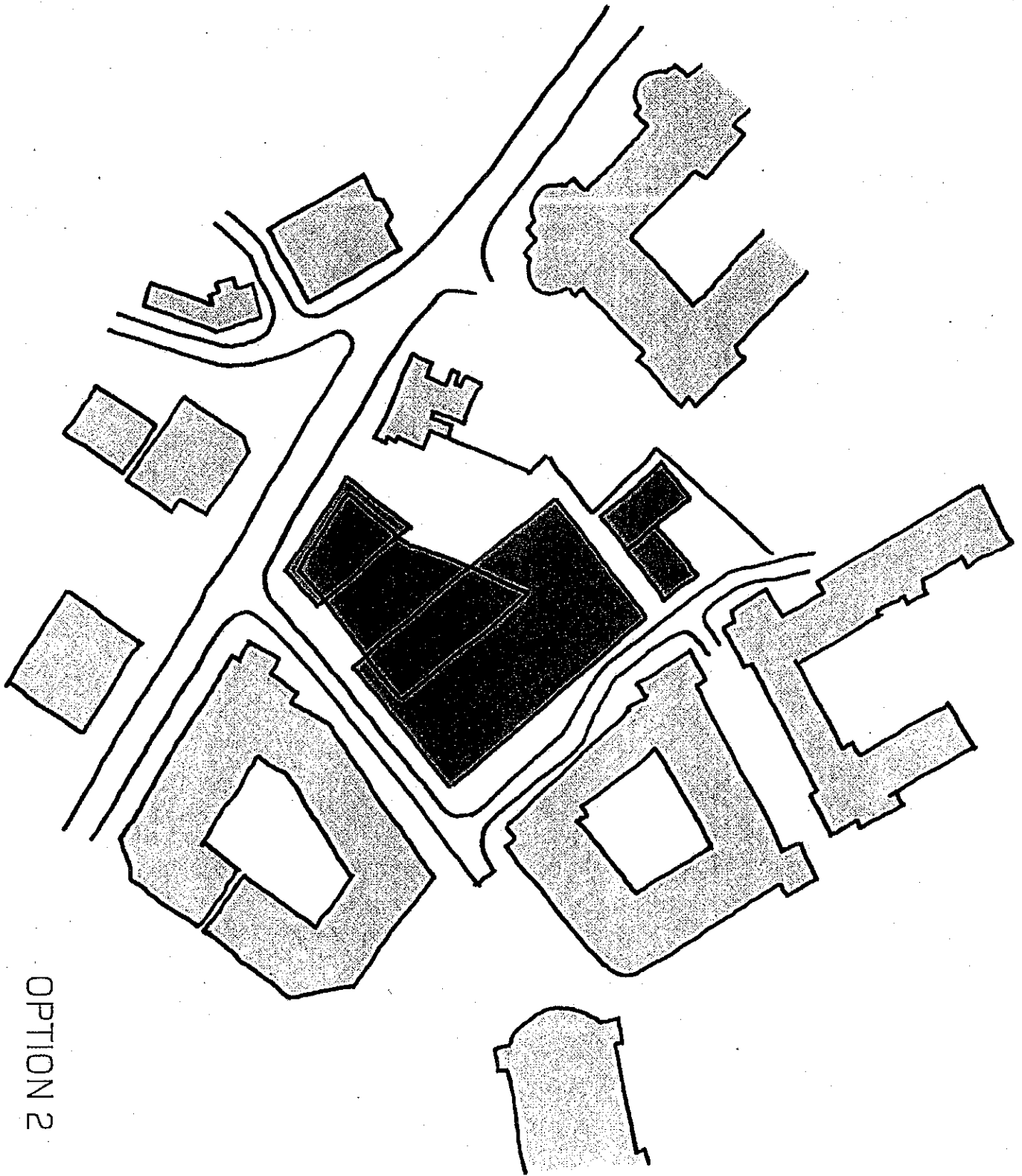


Item	Notes	Action
	conference facilities (including the York Contact Centre) will be designed and expressed as one integrated building.	
6.0	Plan Form	
6.1	It was agreed to develop option 4. CJ noted this will require a re-planning taking into consideration the positive aspects of the stage C plan layouts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

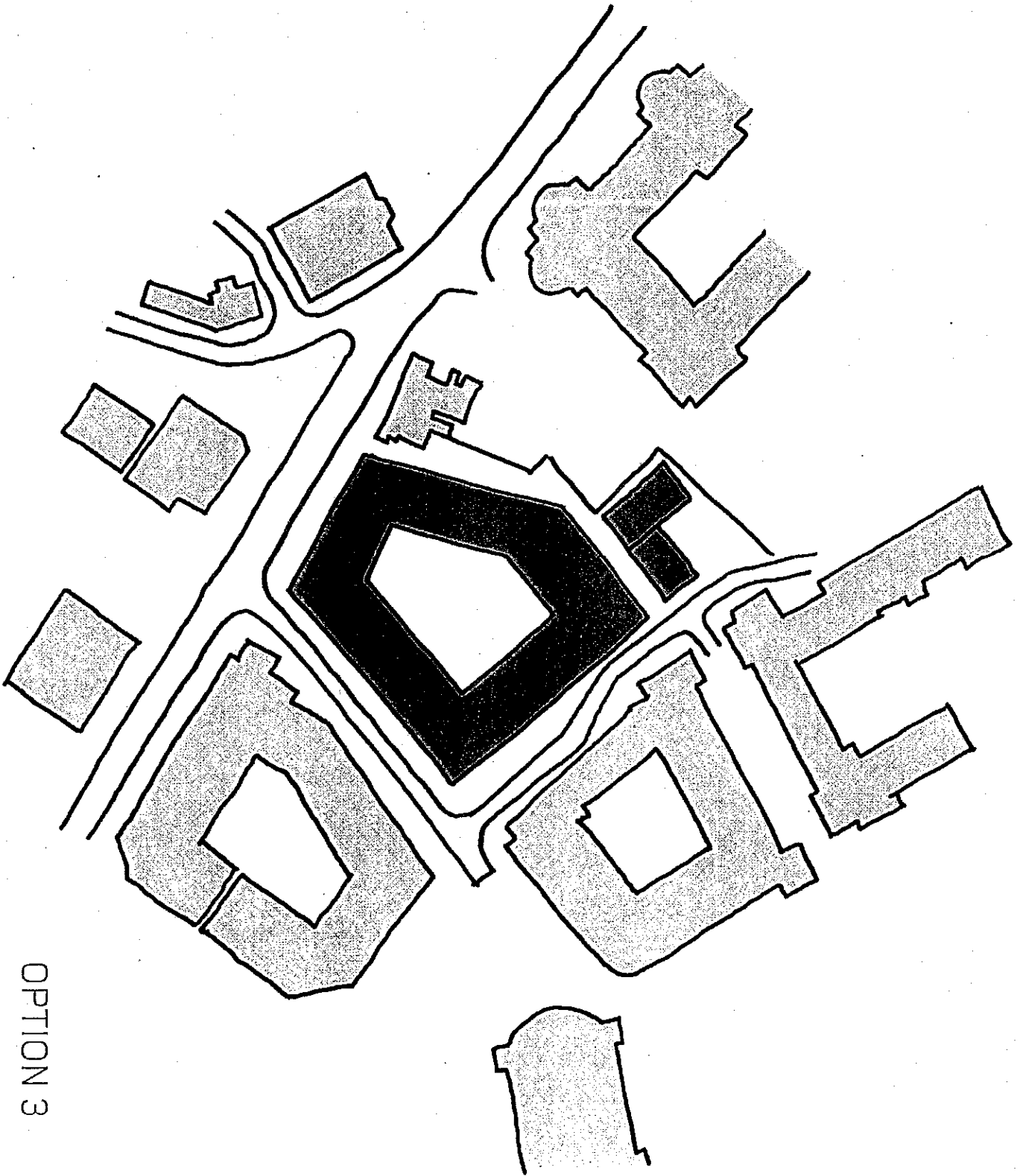
Eva Nie
for RMJM Scotland Limited



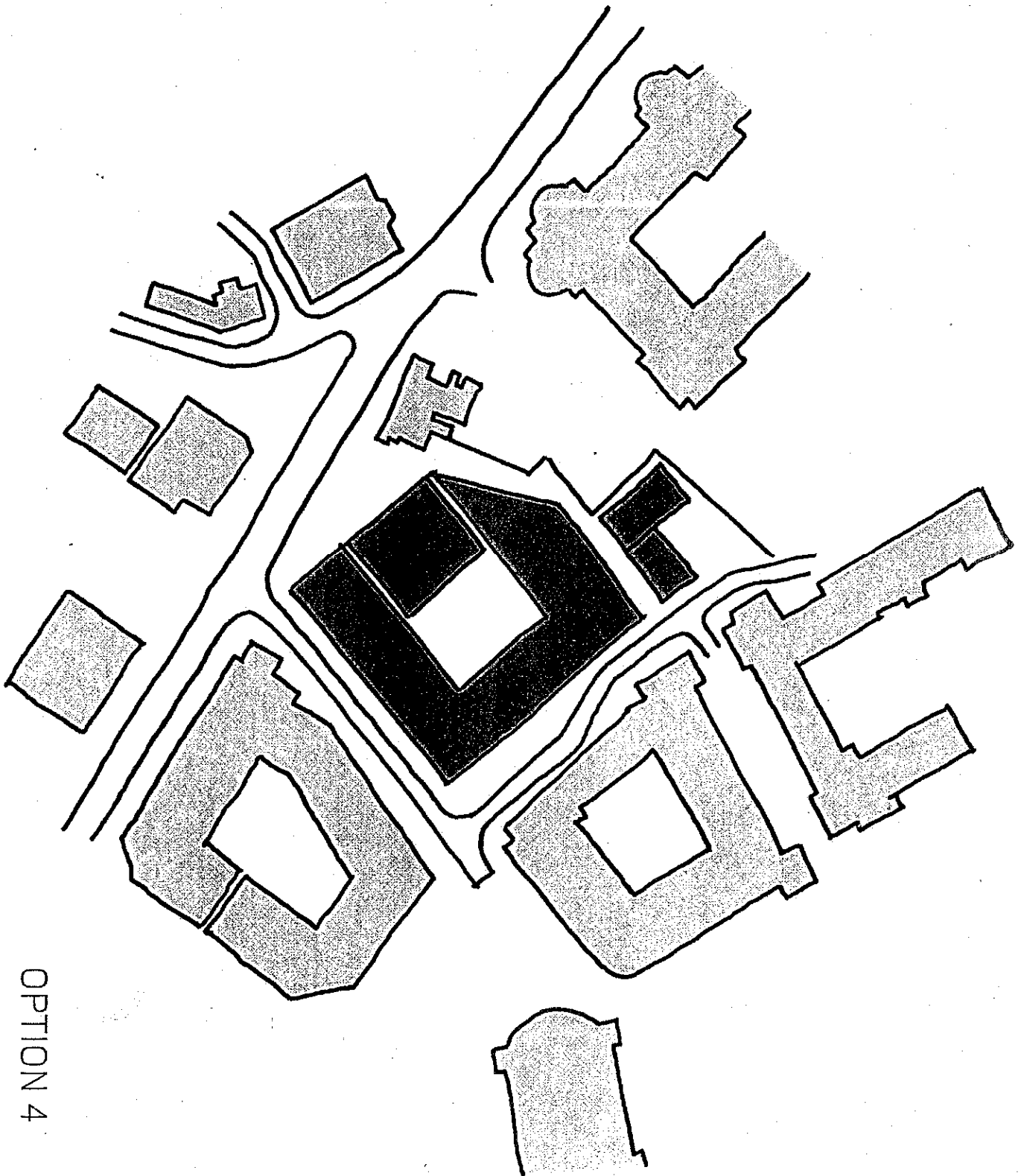
OPTION 1



OPTION 2



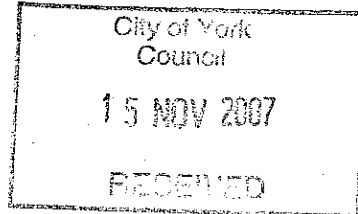
OPTION 3



OPTION 4

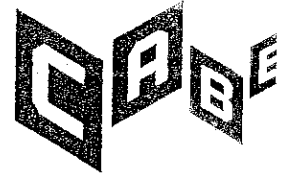
14 November 2007

Chris Jones
 RMJM
 10 Bells Brae
 Edinburgh
 EH4 3BJ



Our Ref: DR/D/320/5378

Dear Chris Jones



YORK: COUNCIL OFFICES, HUNGATE

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

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

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

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

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

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

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

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

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

Yours sincerely



Dan Thomson
Design review advisor



Janine Riley

City of York Council

Confidentiality

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

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





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

Agenda

Job title City of York – Administration Accommodation

Job number 3120

Place & time 11.00pm 20 George Hudson Street

Purpose Planning Meeting No.5

Attendees

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

Reference 3120

Date 5th December 2007

Agenda

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

- Isolator Brass Screws
- need to relate to its scale
- return to sheet edge
(X5 strength) = 20m deep welder
- odd carbon stress generally - see Δ of (and) opposite
see para "to sheet"

From: MASSEY, Richard

Sent: 03 December 2007 08:14

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

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

Dear All,

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

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

Richard

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

FISHER, Alison

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

Neil

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

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

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

Alison

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

To flag a potential difficult case in York.

Neil

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

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

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

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Alison



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

Notes of Minutes

Job title City of York Council - Office Accommodation Project

Job No. 3120

Purpose ~~English Heritage / Planning Meeting~~

Present

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

Reference 3120

Date ~~20 December 2007~~

Circulation Those present +
EN, PW, LM/File

+AFF!

Item	Notes	Action
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CJ recalled design development was still at Stage C and reminded all that information to be presented during the meeting is a Stage C scheme in a Stage D medium and for all to note that these are not final designs.

CJ Presented different options for the extended public realm/St Saviours place revised layouts. Its was agreed option 1 to be the preferred design

CJ noted a revised tree specification to be Lime trees - EH and JR. observed sticky secretion issues associated with this.

RMJM presented animated sequence of the design proposals

NH summarised the Client view:

- Liked as a concept
- Design must works inside-out,
- Public space set back from road is much better.
- Does not look as solid by articulation of the elevations.
- Believes design is more appealing and welcoming.
- Provides something different from all aspects of building.



Item	Notes	Action
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GA noted the images of the bio-tower bridges look heavy/stretched and noted whilst there is local precedent for this the links tend to be higher levels. Low level does feel a bit heavy and potentially may obscure the views.

JR summarised feedback to the animation as follows:

- acknowledged the concept of the building is stronger but is difficult to scale.
- Noted the solid "boxes" coming through the glazed screens allows people to choose which mass they want to see. The composition gives multiple corners/lines for people to distinguish and creates a level of articulation.
- Concerned over extent of glazing in terms of BREEAM -- CJ noted this is still to be worked through.
- Agree with AF in terms of the top North West corner. The idea is right but something not quite right in the design requires further articulation.
- Concerned about night persona, would like to see the proposal.
- Would like to see the scheme in a wide city context, It was noted Norwich Union and the old GNER HQ are similar heights of building.

MS summarised feedback to the animation as follows:

- The still perspectives are taken with a wide angle and is not how we would strictly see the building.
- Gives impression of a unified building
- Supportive of the design as it is distinguishable from other offices and the rest of the Hungate development with the ability to achieve the "wow" factor.
- Recognises whatever goes there will always be difficulties, the fundamental issues of a small scale building against a large scale development.
- Main entrance is a bit lost.
- Issues to treatment around black swan and how to deal with practicalities, bins, deliveries, etc.
- St Johns Square - acknowledge need something on the corner.
- Can see how night image will be and to see the building differently.
- The choice of materials is important.

AP noted the opportunity for materials to be locally sourced and questioned if the brief is to have local supply behind the building. CJ confirm the Design Team are researching locally sourced materials on principle and for sustainability reasons, to be used as much as practically/economically possible.

CJ described the curtain walling to have depth/fin like qualities and the importance to retain this quality.

CJ confirmed the decorative work to the solid areas of cladding is an abstraction of the York white rose.



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CJ described the curtain walling to have depth/fin like qualities and the importance to retain this quality.

CJ confirmed the decorative work to the solid areas of cladding is an abstraction of the York white rose.



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

Phil Gray
for RMJM Scotland Ltd

IMPORTANT APPLICATIONS REVIEW MEMO

To: Neil Redfern

From: Alison Fisher

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

Re: City of York Council Offices, Stonebow, York

CASE DETAILS

- **Application status and background:**

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

- **Proposal:**

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

- **Significance of assets:**

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

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

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

PRIMARY PURPOSE OF IAR

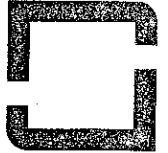
- To obtain regional review of a contentious / novel case

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

Alison Fisher

HAA

7.9.7



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

Ref: 3120/PG/LAM

Alison Fisher
English Heritage
37 Tanner Row
York
YO1 6WP

23 January 2008

Dear Alison,

City of York Council Offices

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

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

Yours sincerely,

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

encl.

cc. LM/File

IMPORTANT APPLICATIONS REVIEW MEMO

To: Neil Redfern

From: Alison Fisher

Date: January 24, 2008

Re: City of York Council Offices, Stonebow, York

CASE DETAILS

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

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

- **Significance of assets:**

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

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

PRIMARY PURPOSE OF IAR

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

-

Alison Fisher

HAA

24.01.08

IMPORTANT APPLICATIONS REVIEW MEMO

To: Neil Redfern

From: Alison Fisher

Date: January 28, 2008

Re: City of York Council Offices, Stonebow, York

CASE DETAILS

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

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PRIMARY PURPOSE OF IAR

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

•
Alison Fisher

HAA

24.01.08

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

Important Application Review Meeting

Date: 28 January 2008

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

Key points / clarifications raised in IAR discussion

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

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

The following issues were discussed:

- *The Setting of the Black Swan Pub*

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

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

- *The Gable End of the Black Swan Pub*

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

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

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

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

- *Highway Works to the Stonebow Streetscape*

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

- *The Concept of Peasholme Green*

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

- *Views from the Minster*

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

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

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

Position of English Heritage

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

Actions

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

FISHER, Alison

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

Phil

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

Regards
Alison

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

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

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

Many thanks

Phil Gray

Associate

RMJM 10 Bells Brae Edinburgh EH4 3BJ

Registered in Scotland No.101343

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

E p.gray@rmjm.com

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to Internet email for messages of this kind.

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

Phil

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

Alison

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

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

RE City of York Council Headquarters Development

All

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

Many thanks

Phil Gray

Associate

RMJM 10 Bells Brae Edinburgh EH4 3BJ

Registered in Scotland No.101343

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

E p.gray@rmjm.com

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

Annex E

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

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

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

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

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

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

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

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

Janine

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

Many thanks

Phil Gray

Associate

RMJM 10 Bells Brae Edinburgh EH4 3BJ

Registered in Scotland No.101343

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

E p.gray@rmjm.com

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

RE City of York Council Headquarters Development

All

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

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

Regards

Phil Gray

Associate

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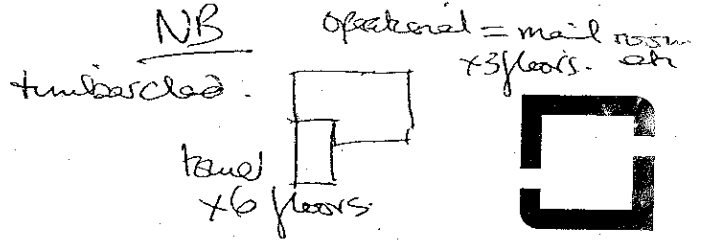
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T 0131 225 2532 F 0131 226 5117 E.Edinburgh@rmjm.com W www.rmjm.com

- Red lights will project above
doter line taken from Poshel
to New. ed warehouse.

Agenda

Job title York Council Headquarters
Job number 3120
Place & time Location to be confirmed - at 3.00 pm

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

Reference
Date 11 March 2008

Agenda

- 1.0 Progress Update
 - Exhibition 3rd - 5th March - see boards from Exb & presented today.
 - Materials
- 2.0 Design development
 - Way forward - See Red line - zig zags around Blackfriars
- Datum taken from pavement level to front at present & running two to give 'at grade' across tower
- 3.0 Consultation Progress
- 4.0 Extended Urban Realm
 - Planning boundary
 - Listed Building Consent requirements

x 2 retain systems
x 3 nat stone systems
based a veneer
on high light substrate
- 5.0 Planning Team Support
 - Concerns
 - Constraints
 - Conditions

- Size of nat stone panel varies depending a quarry
local stone tends to be of smaller
dimensioning & stone more
primarily from Italy.
- 6.0 Planning Information
 - Transport
 - Design Statement
 - Sustainability Statements
 - Energy & Carbon Statements
 - Other

Being used in stuff *

Issues to be clarified

as set down by
& able plan - being prepared for BS.
Black Swan relationship
Bus shelter
Response with BS. to block
piazza detail - outline red line &
more work in ICC of shop

Bronze panel = PVC paint finish
for panels & fin.
Window blinds spec to S.



Agenda

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

Feedback issues from Exb.

- pull base for floor to improve massive
- boarding via air walk — coat of arms
- clock face.
- signage
- lighting
- covering & depth to main openings.
- small apertures — where, how many, tall & short?
- bio tower penthouse & adj. wrap to be reviewed. Old finish of office in bronze. Needs to be elegant = 15m footprint. Add arched floor.
- wrap tower & wrap to have a less bulky impact

consultation BSpl.

- CAAP - 5/2
- City Council Trust - 28/2 *understand scheme.*
- Y Civ Trust - 28/2 *" " with same reservation OK set back to road, tower, tree & block views.*
- CYC Exb - 3-5/3
- CABE - 6/3 — case officer = Justin Kelly.] *feedback awaited. but get comfortable.*

issues on design

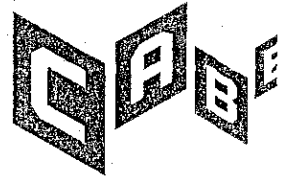
- Colour of bronze — *stone not very convincing.*
- Relief of net air regulator in panels below windows
- Stone — *expensive locally & cheaper for Italy but looks like a tile!*
or China

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

08 April 2008

Chris Jones
 RMJM
 10 Bells Brae
 Edinburgh
 EH4 3BJ

Our Ref: DR/D/320/5378

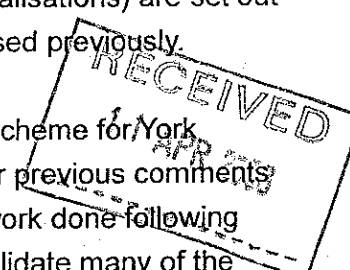


Dear Chris Jones

YORK: COUNCIL OFFICES, HUNGATE

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

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

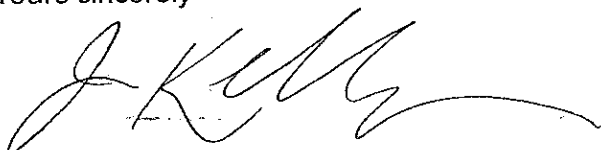


Whilst we feel that it may be appropriate for a civic building to have a strong presence, we continue to have some concerns that the scale of the building has the potential to make it overly dominant in relation to the listed Black Swan in some key views. We find comfort in the separation currently shown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

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

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

Yours sincerely



Justin Kelly

Design review advisor

cc Janine Riley City of York Council
 Giles Proctor English Heritage



Confidentiality

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

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

FISHER, Alison

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

Info

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

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

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

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

Dear YCCC member,

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

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

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

Yours,

Jim Spriggs
YCCC Membership Secretary

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

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Associates: Simon Marks Denis Butler Dante Vanoli Peter Gooderham John Rutherford Carl Andrews Stephen Elliott Paul Prentice Robert Chambers Jane Roylance Kate Bultitude Beulah Dutton Gary Dalton Joanne Merry Gary Sparrow Suzi Armstrong Martin Dunseath

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> durrants

Views do count

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

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

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

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

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

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

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

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

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



CITY OF YORK COUNCIL OFFICES, YORK

Important Application Review Meeting

Date: 23 June 2008

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

Summary

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

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

Key points / clarifications raised in IAR discussion

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

❖ *Design*

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

❖ *Footprint and Height*

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

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

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

❖ *Impact on Black Swan*

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

❖ *Impact on Peasholme Green and the Public Realm*

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

❖ *Current CYC Offices*

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

Position of English Heritage

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

Actions

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

IAR Note – 23 June 2008

City of York Council Offices, York

Background.

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

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

Significance

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

Impact

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

Policy

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

Position

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

Alison Fisher

FISHER, Alison

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

Hi Helen

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

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

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

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


Helen,

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

Thanks

Sarah

Sarah Tunnicliffe
 Regional Policy Adviser (maternity cover)
 English Heritage Yorkshire & the Humber
 37 Tanner Row, York, YO1 6WP
 +44(0)1904 601994
 07711 491752
 01904 601999
Sarah.Tunnicliffe@english-heritage.org.uk

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

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

Dear Giles/Sarah,

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

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

Many thanks

Helen

CofYC.

10.7.8

- appl not one to be pursued to approval by YCC given concerns
- but needs to be done to mitigate?
- statement as summary from Eth. also link of great bldg, wrong location. to be forwarded for incorporation into press release from CofYC today.

Attending Bill Walker Mee & Co
 from Ruler Justice Group &
 Bill McEwan MS+AA

FISHER, Alison

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

Dear Maddy,

Please find attached a draft Hungate statement for your comments.

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

Let me know if you are happy with this.

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

Thanks

Helen

Helen Barnett
Corporate Communications Manager

Tel: 020 7973 3251

HUNGATE REDEVELOPMENT, YORK

Background:

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

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

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

Statement:

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

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

Alison, *She has had a copy of
Kidd Design for
your letter - agreed
to it
Pls can you ring public
Lindsey* at our office
press office re: 14/7
Hungate CXC offices
Ext 3293
Vicki.

Press statement

FISHER, Alison

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

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

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

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

Maddy Jago

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

Annex E

FISHER, Alison

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

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

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

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

John Walker seemed happy about this.

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

Neil

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

Council in discussions with Castle Piccadilly site team

1:10pm Thursday 31st July 2008

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

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

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

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

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

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

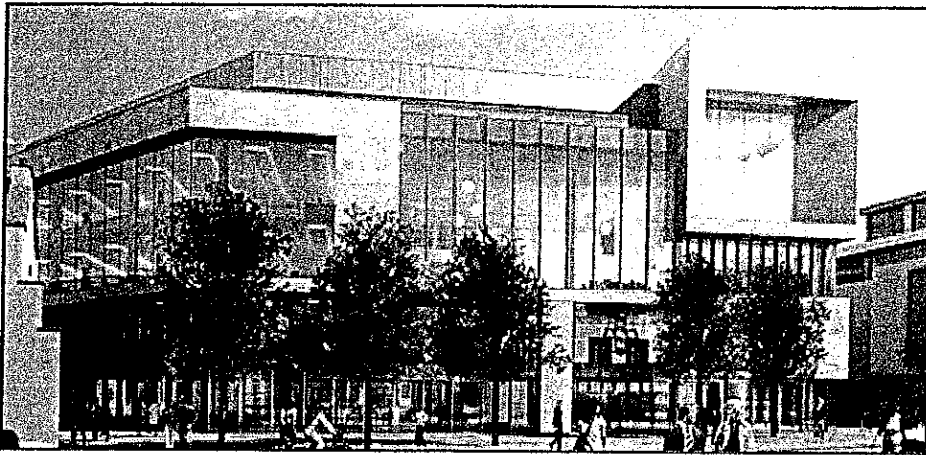
The council's vision for the development of the Castle Piccadilly area – set out in the development brief – is to promote its regeneration and enhancement through high quality retail-led, mixed use development.

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

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

Back

6/7/08
Fiona
Annex E



York Council dumps practice's HQ design

18 July 2008

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

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

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

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

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

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

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

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

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

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

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Annex E

FISHER, Alison

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

Hi
Well in that case your summary seems fine!
Alison

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

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

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

Oh well

L

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

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

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

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

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

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

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

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

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

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

Annex E

issue.
Thanks again
Marguerite

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

I think you asked my colleague for the attached?

Best wishes

Lindsay Douglas

EH Corp Comms
020 7973 3293

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Annex E

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

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

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

Dear Sir/Madam

CONSULTATION ON PLANNING APPLICATION

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

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

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

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

You can also submit your comments via Public Access or email Planning&EDUAdmin@selby.gov.uk. If I have not received your written observations before 22 August 2008 it will be assumed you do not have any to make. Please note that any comments you make will be placed on the relevant file, which is available for public inspection in the office and on the internet.

I look forward to receiving your comments in due course.

Yours faithfully,



Paul Edwards
Principal Planning Officer

Annex E

FISHER, Alison

From: JAGO, Maddy
Sent: 04 August 2008 11:15
To: BARNETT, Helen; FISHER, Alison
Cc: REDFERN, Neil
Subject: RE: Cllr Vassie

Helen and Alison for info

I spoke with Heather Rice on Friday (Director of People and Improvement at York CC) who has just taken over the brief to develop the new building for the Council. The Council's formal position remains as per their position statement and members have been briefed. Cllr Vassie was not responding to any brief from the Council, and I have agreed with Heather that I will not contact him to speak to him about his concerns at this stage. I confirmed that EH do not wish to have a debate with YCC through the media and Heather very much supported this. I expect to be invited to meet with the CE and leader of the Council soon to help take the next steps on this project. They intend to set up a strategic reference group chaired by the leader of the Council: Andrew Waller. Also Heather said one of the board directors of the architects firm they have been using will be leading on the project from now on.

I confirmed our wish to understand the whole picture of how the YCC sees the future of its offices and the important buildings it either owns /occupies within the city centre. The Council aims to carry out a scrutiny review of the process leading up to the withdrawal of its planning application, but deferred until the Autumn. We may be invited to participate in that process, which, as I understand it is an internal one.

Do let me know if anything is unclear.

M

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

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

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

From: BARNETT, Helen
Sent: 31 July 2008 12:31
To: Edmundson, Jennifer; JAGO, Maddy
Cc: TRACY, Rhiannon
Subject: RE: Cllr Vassie

Dear Maddy,

I think it would be helpful if someone could contact Cllr Vassie to offer this explanation. It will be important to reassure him that we were consistent in our advice to the Council, offering full pre-application discussions but that we are unable to comment formally until we had seen plans but that

Annex E

our decision was consistent with our pre-application advice and not a U-turn.

I think this would be better than getting into a debate in the press and will hopefully open up channels of communication so he can be dissuaded from commenting further in the press.

Might it also be useful to speak to one of your contacts at the Council leading on the application to check what briefing they are doing for their members? It would be helpful to check that they are putting out a consistent message?

Helen

Helen Barnett
Corporate Communications Manager

Tel: 020 7973 3251

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

From: Edmundson, Jennifer
Sent: 31 July 2008 12:13
To: JAGO, Maddy; BARNETT, Helen
Subject: Cllr Vassie

Dear Maddy and Helen,

A biography of Cllr Vassie is attached; he was quoted in the York Press asking for an explanation of why we objected to the new CofYC building.

The council is currently led by the Liberal Democrats.

Thanks,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago
Yorkshire and Humber Region
37 Tanner Row, York, YO1 6WP
Tel: 01904 601993
Fax: 01904 601997

FISHER, Alison

From: JAGO, Maddy
Sent: 04 August 2008 17:10
To: FISHER, Alison
Subject: CofY offices Meeting - 19th August

Importance: High

Alison, see below info on the proposed meeting

Can we have a word about it ? thanks

M

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

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

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

From: Edmundson, Jennifer
Sent: 04 August 2008 14:29
To: JAGO, Maddy
Subject: FW: Meeting - 19th August

Hi Maddy,

The draft agenda for your meeting with City of York Council is below; let me know if you want me to check Alison's availability (I told Sarah that you may want to bring someone with you). Sarah also said that Neil Hindhaugh is happy to meet with you or talk to you on the phone if there's anything you want to discuss before the meeting, if so let me know and I'll arrange it.

Thanks,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago

Yorkshire and Humber Region

37 Tanner Row, York, YO1 6WP

Tel: 01904 601993

Fax: 01904 601997

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

From: Crabtree, Sarah [mailto:sarah.crabtree@york.gov.uk]
Sent: 04 August 2008 14:03
To: Edmundson, Jennifer
Subject: Meeting - 19th August

Dear Jennifer

Further to our telephone conversation this morning, I can confirm the meeting between CYC, RMJM Architects and English Heritage will take place at 2pm on Tuesday 19th August in the Guildhall.

Attendees from CYC will be: Bill McCarthy (Chief Executive), Cllr Andrew Waller (Leader of the Council) and Neil Hindhaugh (Head of Property Services)

Attendees from RMJM will be: Adrian Boot, Philip White, Philip Gray and Iain McNab

Suggested issues for discussion are:

- 1. Relationship going forward
- 2. Representation
- 3. Strategic reference group
- 4. Expert reference group

Please let me have any amendments/additional agenda items if you have any.

Best wishes

Sarah Crabtree
PA to Bill McCarthy

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JAGO, Maddy

From: JAGO, Maddy
Sent: 08 August 2008 12:25
To: JAGO, Maddy
Subject: FW: Cllr Vassie

Print off for chat with Neil Hindaugh

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

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

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

From: BARNETT, Helen
Sent: 06 August 2008 11:17
To: JAGO, Maddy; FISHER, Alison
Cc: REDFERN, Neil; DOUGLAS, Lindsay; WALL, Christine
Subject: RE: Cllr Vassie

Dear Maddy,

I would suggest you should make contact with Cllr Vassie to clarify and answer the concerns raised in the Yorkshire Press article.

Yorkshire post

In this article he accuses us of changing our mind on the proposed building design and asks for an explanation. The implication is that we were originally supportive of the council's proposals and by opposing the application we have been inconsistent and therefore wasted the council time and money.

I think it is important that you explain our involvement in pre-application discussions and that our advice and final decision have been consistent. If we don't do this there is a big risk that he will continue to criticise us to his members and contacts and possibly via the press once more.

I'm in the office today and tomorrow if you'd like to discuss this further.

Helen

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

From: JAGO, Maddy
Sent: 04 August 2008 11:15
To: BARNETT, Helen; FISHER, Alison
Cc: REDFERN, Neil
Subject: RE: Cllr Vassie

Annex E

Helen and Alison for info

I spoke with Heather Rice on Friday (Director of People and Improvement at York CC) who has just taken over the brief to develop the new building for the Council. The Council's formal position remains as per their position statement and members have been briefed. Cllr Vassie was not responding to any brief from the Council, and I have agreed with Heather that I will not contact him to speak to him about his concerns at this stage. I confirmed that EH do not wish to have a debate with YCC through the media and Heather very much supported this. I expect to be invited to meet with the CE and leader of the Council soon to help take the next steps on this project. They intend to set up a strategic reference group chaired by the leader of the Council: Andrew Waller. Also Heather said one of the board directors of the architects firm they have been using will be leading on the project from now on.

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Do let me know if anything is unclear.

M

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

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

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Cc: TRACY, Rhiannon
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Helen

Annex E

Helen Barnett
Corporate Communications Manager

Tel: 020 7973 3251

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Sent: 31 July 2008 12:13

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Subject: Cllr Vassie

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Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago
Yorkshire and Humber Region
37 Tanner Row, York, YO1 6WP
Tel: 01904 601993
Fax: 01904 601997

Councillor Christian Vassie



Title: Energy Efficiency Champion
Party: Liberal Democrats
Ward: Wheldrake Ward

Responsibilities

- Executive Member for Leisure, Culture & Social Inclusion

Committee appointments

- Bishopthorpe & Wheldrake Ward Committee
- Council Meeting
- Executive
- Executive (Calling In)
- Executive Member For Leisure, Culture & Social Inclusion and Advisory Panel (Executive Member)
- Planning Committee
- Social Inclusion Working Group (Chair)
- Strategic Policy Panel (Substitute)
- Young People's Working Group

Appointments to outside bodies

- Active York
- Inclusive York Forum
- Local Government Association - Rural Commission
- Local Government Information Unit (Substitute)
- North Yorkshire Culture
- Selby Coalfield Joint Consultative Committee
- Swimming Pool Steering Group (University of York City Partnership)
- Valuing People Partnership Board

- York Compact Group
- York CVS Board of Trustees
- York@Large
- Yorkshire Rural Community Council

York City Council meeting re Hungate, YCC building, 19th August 08

Meeting between Maddy Jago, Andrew Waller (leader) and Bill McCarthy, (Chief Executive.)

Cllr. Waller opened the discussion by strongly expressing his concerns about the cost and timescale constraints YCC were working under, and a need for him to understand why EH seemed to have changed its position. He mentioned he was daily being quizzed by the press. The budget for the new building was diminishing all the time, and the Council could not afford further delays. The EH letter of objection had come as a surprise to the Council. In meetings prior to the planning application being lodged he said Alison Fisher had made very supportive comments about the proposals (the exhibition was mentioned) He queried how AF represented EH views.

MJ said she had looked at the file and talked to AF and felt that EH had made its position clear throughout the process, and the final letter was a good summary. Both parties acknowledged later in the conversation that some meetings did not have papers, so it was not possible to be clear about the effectiveness of communication particularly in the latter stages.

MJ asked the Council what their next steps were

– AW replied that they might have to take a completely different approach with either one building on a different site, or a smaller building on this site – ie splitting the function. He wanted to understand how EH could provide the certainty that YCC needed in order to reach a decision on whether to completely scrap the project, or whether there was realistic scope to reach agreement on what was possible at this site. What could be done to improve the communication?. There was an impression that AF's views may have been different to the wider EH ones?

MJ clarified that AF represented EH position, but that she obviously took soundings from colleagues. Yes, the discussions had all been at the Regional level. YCC wondered if they might have a discussion with the wider team. (MJ did not commit) MJ would consider whether any additional staff resource would be helpful at a review meeting. She did not think it desirable for anyone but Alison to front the case as she was highly experienced and knowledgeable about the site. Neil Redfern (or Another?) might attend with Alison, she would discuss this when AF returned from holiday. MJ however, agreed that she would directly oversee EH involvement, probably in conjunction with NR. AW thanked MJ for the clarification and noted he would be telling the press that all parties were increasing the resources to be put in. MJ stressed that she wanted it to be clear that EH acknowledged the need to assist YCC in meeting its timescales etc, and had agreed to increase the level of resourcing accordingly. She was not happy with any further blame being attached to EH about YCC's predicament. She had made it quite clear that EH would not be drawn into a media argument with YCC.

There was considerable discussion about YCC trying to understand how significant were EH's concerns. Could EH explain what they wanted? MJ said that EH could not design the building for the Council, and they could only respond formally against a clear and formal proposition – (formal pre-app). YCC wanted EH to unpick its letter so that

they could be clear about the concerns. MJ commented that in her view EH had been comfortable with the direction of travel but perhaps YCC team had not made it clear how much scope there was to make adjustments (ref to the brief). YCC felt MJ's analysis did not address EH's comments about scale, because the scale of the building had not changed significantly from the original design. MJ did not comment on this but said again that EH had felt that the proposals were moving in the right direction and merited further consideration. She felt that YCC had done the right thing in withdrawing the planning application - but this did not preclude YCC making changes and resubmitting an amended proposal. (ie suggested "not throwing out the baby with the bathwater")

Agreed next steps - a review group meeting to scope as per the recommendations in our letter namely:

Focus on
with
content.

- ① a) design review to reconsider height, mass and materials of the main building
- b) design review of materials footprint and massing of the bio tower
- c) design of the area immediately outwith the red line of the application site.

Scope to
Make changes

MJ would ask AF to clarify any particular information requirements in order to maximise the usefulness of the meeting.

YCC agreed that the public realm and highway improvement proposals could be considered as part of this process, and that Bill Woolley would cover these issues. Advice from this group would be used to inform whether a revised application would be submitted - or whether a new proposal was needed -(ie rationalising into two buildings or moving to another site.)

- ② AW clarified that expert review group to include YCC, EH, CABE, and probably Civic trust. He wanted these meetings to be minuted - with the minutes agreed between all parties and posted on the website.

Action:

- MJ to brief AF and NR
- MJ to send letter to AW in reply to his letter of 13/8/08 plus picking up any other points from the meeting - e.g emphasising media issues
- AF to consider what is needed for effective scoping meeting and feedback to Michelle?
- MJ and NR to agree project management
- Draft position statement

The Brief.

What do we need at a
Meeting for our letter.

Discuss content.

Height of the front.
Materials - civic
public realm - gateway.

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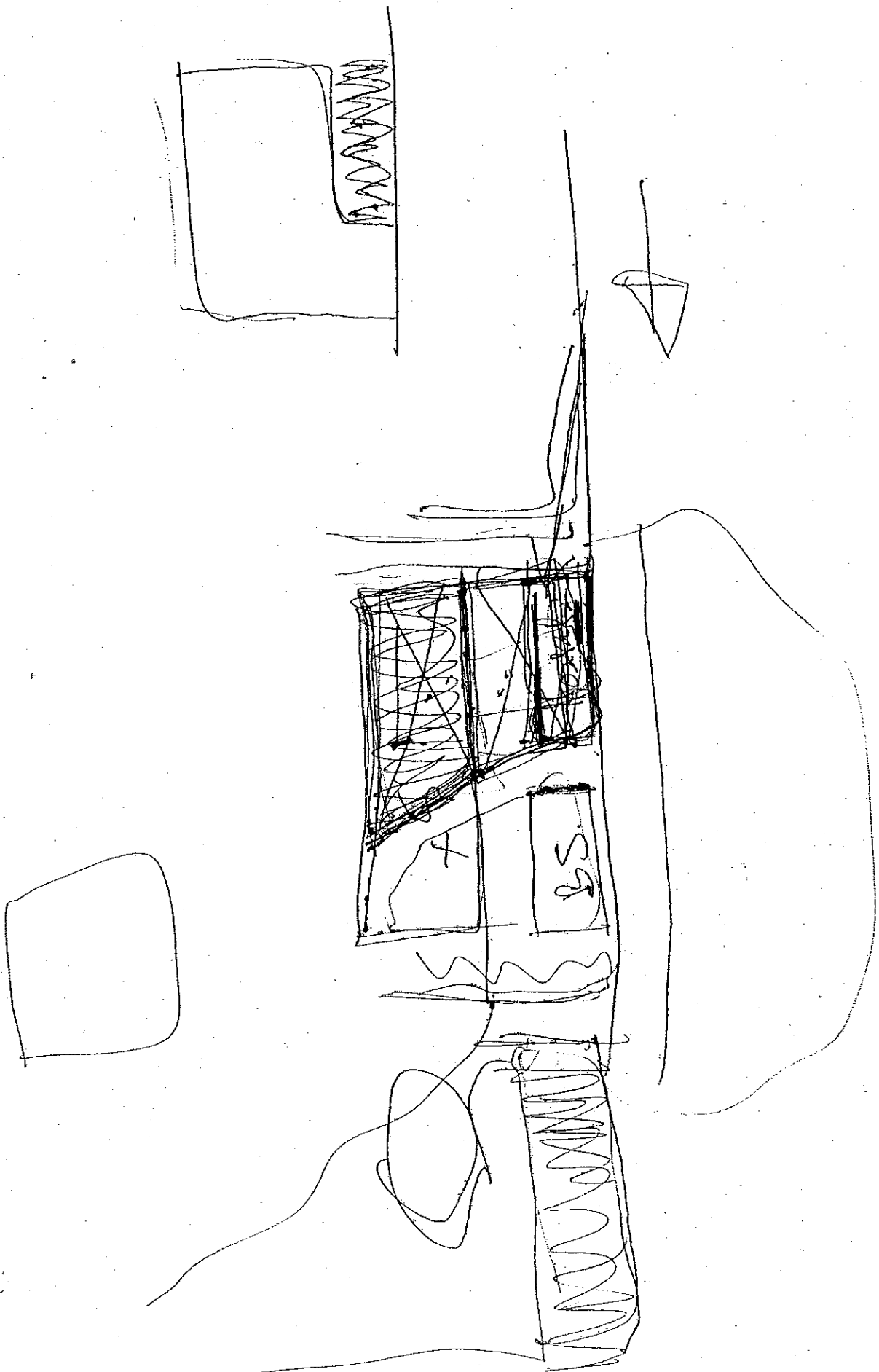
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MJ and NR to agree project management

Draft position statement

FISHER, Alison

From: JAGO, Maddy
Sent: 20 August 2008 15:37
To: TRACY, Rhiannon; BARNETT, Helen
Cc: Richard Darn; FISHER, Alison; REDFERN, Neil; WELFARE, Humphrey; Edmundson, Jennifer
Subject: RE: Hungate YCC offices press coverage
Importance: High

To keep you up to date – the York press article today has a quote from YCC Neil Hindhaugh blaming EH for 'changing its mind'. I've spoken to the Chief Executive expressing my concern that this has happened partic. following yesterday's meeting when I met with the CE and leader of the Council. He has told me that the coverage has picked up on interviewing done some days ago. I have reiterated that I do not intend to get into a media debate about this, but that I am not happy with YCC using EH as some kind of scapegoat – it is not in the interests of the partnership working needed between the two bodies.

He did not seem to have any plans to do a position statement following our meeting yesterday, but I told him I would consider EH doing a joint statement with YCC, if the Council decided to put something out. He also clarified that as far as member engagement with the media is concerned, the controls are exerted by the relevant party group, – in effect they are not speaking formally for the Council but for themselves – so it is possible that the Leader will say something to the press following my meeting with him - we'll keep our eyes open..

Maddy

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

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

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

From: TRACY, Rhiannon
Sent: 19 August 2008 17:53
To: JAGO, Maddy
Cc: BARNETT, Helen
Subject: Hungate statement

Hi Maddy,

I have drafted a statement and have shown it to Lindsay Douglas who is happy with it. So, providing that you are OK with it, I will email it to Planning Magazine. Is the content OK? I think we agreed it would be best to keep it as straightforward as possible.

With regards to sharing press releases with the council, Lindsay advised that if you feel this would strengthen your relationship then by all means do. However, there is obviously no need to. The decision is at your discretion.

I look forward to hearing back from you.

Hope the vet went well.

Thanks

Rhiannon

Rhiannon Tracy
Corporate Communications
English Heritage
020 7973 3251
rhiannon.tracy@english-heritage.org.uk

RE Agenda Document for Hungate Ad Hoc Scrutiny Committee 10122008
From: HARLOW, Michael
Sent: 05 December 2008 09:40
To: BARNETT, Helen
Cc: MACPHERSON, Lucinda; JAGO, Maddy
Subject: RE: Agenda Document for Hungate Ad Hoc Scrutiny Committee,
10/12/2008

Apologies for the delay. That response looks fine to me.

Regards

Mike

Mike Harlow - Legal Director
020 7973 3360 (w) 07770 230683 (M)
1 Waterhouse Square 138-142 Holborn London EC1N 2ST www.english-heritage.org.uk

This e-mail and attachments constitute legal advice. They must not be forwarded or copied for any purpose, including disclosure under the Freedom of Information Act, without prior consultation with the English Heritage Legal Department

English Heritage

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

From: BARNETT, Helen
Sent: 03 December 2008 16:53
To: HARLOW, Michael
Cc: MACPHERSON, Lucinda; JAGO, Maddy
Subject: FW: Agenda Document for Hungate Ad Hoc Scrutiny Committee, 10/12/2008
Importance: High

Dear Mike,

Please see below a draft press statement for re-active use on the Hungate Development in York. Please could you or someone from your team let me know if it looks ok?

This failed planning application has been the subject of York CC's scrutiny committee and there has been a lot of recent press coverage. Maddy Jago has answered questions from the scrutiny committee and the Scrutiny officer will also be making a FOI request to see our notes of internal application review meetings.

Maddy can provide further background if you require it.

Please let me know if this looks ok?

Many thanks

Helen Barnett
Corporate Communications Manager

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

From: JAGO, Maddy
Sent: 03 December 2008 10:06
To: MACPHERSON, Lucinda; BARNETT, Helen
Cc: REDFERN, Neil; FISHER, Alison; DANIELS, Susan; RAYNER, Rebecca
Subject: RE: Agenda Document for Hungate Ad Hoc Scrutiny Committee, 10/12/2008
Importance: High

Dear Helen, this is the position statement that Neil and I have approved this morning.

Draft Statement

"As we have said previously English Heritage strongly support the Council's

Annex E

REDFERN, Neil

From: JAGO, Maddy
Sent: 22 August 2008 11:47
To: REDFERN, Neil; FISHER, Alison; Edmundson, Jennifer
Subject: FW: Hungate development
Importance: High

We need to meet to agree our next steps following my meeting with the leader and CH (see attached) and also to draft a position statement for this case which both clarifies what has happened to date and perhaps the degree of our concern? and what we will be doing in the future. This latter is important to pave the way for our future response. Tuesday would be good as I need to reply to the Leader's letter.

M

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

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

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

From: TRACY, Rhiannon
Sent: 20 August 2008 11:40
To: JAGO, Maddy
Cc: BARNETT, Helen
Subject: Hungate development statement

Hi Maddy,

I have sent the position statement to Domenic at Planning Magazine.

I spoke to Beth McHattie, Head of Media about a statement for the local press and she suggested that you draft something for the local press and then we can approve it with a bit more in-depth information that they would seek.

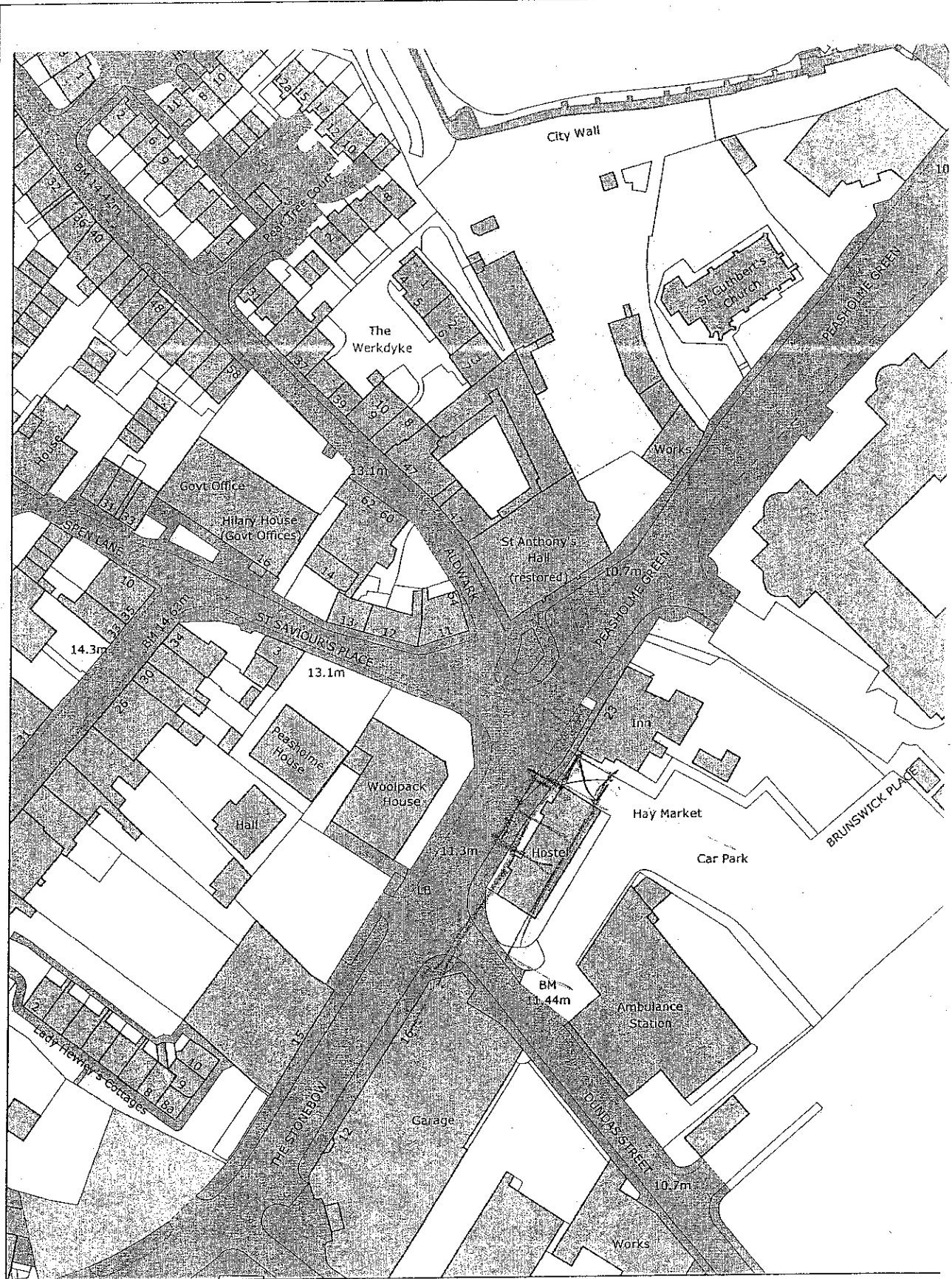
Also, as discussed, I am not here next week as I am on holiday and then as I have been job sharing with Helen on a temporary basis I am sadly leaving English Heritage.

Speak soon.

Best wishes,

Rhiannon

Rhiannon Tracy
Corporate Communications
English Heritage
020 7973 3251
rhiannon.tracy@english-heritage.org.uk



Map Scale: 1:1153

Dear

21 October 2008

Naburn Turret Clock

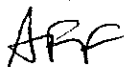
Firstly, my apologies for taking rather longer to reply than I had wished.

Your letter of 18 September which enclosed some leaflets about the work of GJF Newey made for very interesting reading. I hadn't appreciated how prolific his work was not only in York but around the region generally and I hope to be more observant in future!

As for its re-use in the Council Civic Offices (wherever they may be eventually located) we did not take a particular view when the Hungate site was discussed. We were made aware of a growing interest in the use of this site for the clock but it was never formally part of the architectural masterplan for the site. We currently remain neutral on whether the clock is used as part of any proposals at Hungate and as you are probably aware, our role and remit are quite strictly limited by legislation. Therefore it is not for us to promote this actively as you suggest.

I am sorry that this may not be as positive a response as you may have wished. We await the Council's proposals with interest nevertheless.

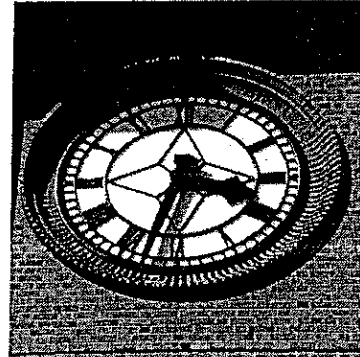
Yours sincerely,



Alison Fisher
Historic Areas Adviser
Planning and Development

Alison Fisher
English Heritage
Toft Green
York

18 September 2008



Naburn Turret Clock

Dear Ms Fisher

Our group has followed with much interest the saga surrounding the designs for the proposed civic building in York, and in particular your own comments reported in the press about the unsuitability of the now discredited plans for the Hungate site.

Right at the beginning of the process we offered to give the Naburn clock to the city to be incorporated as an eye-catching feature of the new building. After some initial interest by various members of the city council, including the then Lord Mayor, our offer was vigorously opposed by the modernist planners and all hope for a such a scheme seemed lost.

Now, with the plans rejected and all to play for, we write to enlist your support in reviving the idea. To that end I enclose a short leaflet about the Naburn Clock together with a magazine article on the clockmaker G.J.F. Newey and a provisional list of the turret clocks he made in his Petergate workshop.

We would be very pleased to show you the Naburn clock which is ticking away in Acaster Malbis.

City of York Council

Committee Minutes

MEETING	HUNGATE AD HOC SCRUTINY COMMITTEE
DATE	18 NOVEMBER 2008
PRESENT	COUNCILLORS ASPDEN (CHAIR), BROOKS, GUNNELL, HOLVEY, PIERCE AND TAYLOR (NON-VOTING CO-OPTED MEMBER)

APOLOGIES

1. DECLARATIONS OF INTEREST

At this point members were invited to declare any personal or prejudicial interests they might have in the business of the agenda. No interests were declared.

2. PUBLIC PARTICIPATION

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

3. HUNGATE DEVELOPMENT AD-HOC SCRUTINY REVIEW SCOPING REPORT

Members considered a Scoping Report, which presented suggestions on how they might proceed with the scrutiny review of the Hungate Development. The report set out a proposed timetable and method for progressing the review and asked members to identify who they would like to invite to the consultation session and to agree a list of questions to be asked.

In response to a request from the Chair, Cllr Brooks, who had proposed the topic for scrutiny, outlined the main reasons why the matter had been registered for scrutiny and referred to information provided in the Scrutiny Topic Registration Form.

Members then raised a number of issues and questions for the scrutiny committee to discuss, including requests for more information. These included questions about:

- The ownership of the project, decision-making, risk management issues, the architects plans.
- The Hungate site, early decisions with regard to the site, council land ownership at the site, and the size of the site.
- The consultation process, including early public soundings and who was consulted.

- The withdrawal decision with regard to Hungate.
- The budget for the project and when it had changed.
- The lessons that could be learned.

The Scrutiny Officer circulated a sheet that listed the various bodies that had been consulted in the process.

The Chair asked Members if they had seen the documents from English Heritage. As Members had not, the Chair asked that the two letters from English Heritage be circulated.⁴

The photocopied quality of certain confidential background papers in the information pack, which had been circulated to Members when the scrutiny committee had been formed, made it difficult for them to be read. It was agreed that these sheets would be recopied and circulated to members before the next meeting.³

Members confirmed that they would like to invite the following to the half-day consultation event:

- Accommodation Project Officers
- Planning Officer
- The Council's Conservation Officer
- Risk Management Officer
- A Finance Office
- English Heritage
- Commission for Architecture and the Built Environment (CABE)

It was noted that the scheduled half-day informal consultation event included on the timetable was not a public meeting. It was also confirmed that the findings from the event would be presented in a publicly available report at the next formal meeting of the Committee on 10 December 2008. The Chair asked for clarification from Human Resources and the Legal Department with regard to the question of Officers speaking freely on this scrutiny matter.²

RESOLVED

- i. That the content of the scrutiny report and the information pack, previously circulated to Members, be noted.
- ii. That the consultation process and the timetable for the scrutiny review as outlined in the timetable in paragraph 8 of the agenda be agreed.
- iii. That questions and points for clarification during the scrutiny procedure be agreed as noted above.
- iv. That Officers and representatives from outside organisations, as detailed above, be invited to attend the informal half-day

consultation event on the 26 November, and possibly also be invited to attend the meeting on 10 December if required.¹

REASON

To progress this review in line with the timeframe agreed for the review and to ensure compliance with scrutiny procedures, protocols and work plans.

Action Required

- | | |
|--|----|
| 1. Scrutiny Officer to contact the various officers and outside bodies and request their attendance at the informal half-day consultation event on 26 November 2008. | GR |
| 2. Scrutiny Officer to clarify with HR and Legal Services with regard to Officers being able to speak freely on this scrutiny matter. | GR |
| 3. Scrutiny Officer to arrange for the re-photocopying of the few report pages which were unclear and circulate these to Members. | GR |
| 4. Scrutiny Officer to circulate the two English Heritage letters pertaining to this matter to Members for the next meeting. | GR |

Councillor Aspden, Chair
[The meeting started at 5.00 pm and finished at 6.05 pm].

FW Urgent response required...Please forward to Maddie Jago
 From: Edmundson, Jennifer
 Sent: 20 November 2008 13:27
 To: JAGO, Maddy
 Subject: FW: Urgent response required...Please forward to Maddie Jago

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

From: BARRY, Joanne On Behalf Of Yorkshire
 Sent: 20 November 2008 13:14
 To: Edmundson, Jennifer
 Subject: FW: Urgent response required...Please forward to Maddie Jago

Hi Jenny

This was received in the Yorkshire Inbox for Maddy.

Joanne

Joanne Barry
 Receptionist / Office Services Assistant

English Heritage
 37 Tanner Row
 York YO1 6WP

t: 01904 601901
 f: 01904 601999
 e: joanne.barry@english-heritage.org.uk

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

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

From: Oxley, Amanda [mailto:amanda.oxley@york.gov.uk]
 Sent: 20 November 2008 12:21
 To: Yorkshire
 Subject: Urgent response required...Please forward to Maddie Jago

For the attention of Maddie Jago

Hungate Scrutiny Review
 Informal Consultation Event
 Wednesday 26 November

The Council is currently carrying out a scrutiny review of its Hungate Development Project and an ad-hoc scrutiny Committee has been formed to carry out the review based on the following remit:

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

As part of the review the committee are holding an informal consultation session on Wednesday 26th November to which all the statutory stakeholders are being invited at individual time slots.

with this in mind, you are cordially invited to attend the session at 2.45pm and I would be pleased if you could confirm your attendance as soon as possible.

Amanda Oxley (on behalf of Melanie Carr - Scrutiny Officer) Senior Member Support Officer ' 01904 552054

Amanda Oxley
 Senior Member Support Officer
 ' 01904 552054

Annex E

From: Edmundson, Jennifer
Sent: 21 November 2008 12:18
To: JAGO, Maddy
Subject: FW: Hungate Scrutiny Review

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

From: Oxley, Amanda [mailto:amanda.oxley@york.gov.uk]
Sent: 21 November 2008 12:07
To: Edmundson, Jennifer
Subject: RE: Hungate Scrutiny Review

Hello Jenny

Thank you for responding and for trying to find someone at short notice. The reason for the short-notice is partly due to a colleague being on sick and being unable to get the invitations out, which is where I have stepped in.

As far as I am aware, this is purely an information gathering exercise very low key/ informal and there will be no press or public present. Half an hour has been allocated to each of those who have been asked to attend so it shouldn't take too long. As far as what is to be discussed I really have no idea, the Scrutiny Panel are meeting briefly earlier that afternoon to go through the some of the key areas they want to focus on.

Not sure this helps but please don't hesitate to contact me if you need anything further and I will do my best.

I look forward to hearing from you soon with details of who will be coming along.

Many thanks

Amanda

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

From: Edmundson, Jennifer [mailto:Jennifer.Edmundson@english-heritage.org.uk]
Sent: 21 November 2008 11:33
To: Oxley, Amanda
Cc: JAGO, Maddy
Subject: Hungate Scrutiny Review

Dear Amanda,

Maddy Jago has asked me to let you know that we are trying to arrange for a representative to come to this meeting.

While we are of course happy to help with this process the very short notice given makes it difficult to arrange for someone to attend. I would be grateful if you could clarify how long the meeting will last and any specific areas to be discussed.

I will confirm who will be attending as soon as I can.

Regards,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago
Yorkshire and Humber Region
37 Tanner Row, York, YO1 6WP
Tel: 01904 601993
Fax: 01904 601997

RE Agenda Document for Hungate Ad Hoc Scrutiny Committee 10122008
 decision to re-think proposals for their new headquarters in Hungate. They were aware that the development of the site would need to be sympathetic in scale and materials to a number of important historic buildings in the area. Once English Heritage knew of the final details of the development, we expressed concern that its height and massing (shape) would have a detrimental impact on the historic built environment of Peasholme Green. We also pointed out that more information was needed in the planning submission to clarify the impact of the development on important views across the site, to and from the Minster.

"We were pleased to participate in the Council's own Ad Hoc scrutiny review to enable Members of the Council to seek further clarification from us about the process, however, we do not accept that our objection came as a complete surprise. We would also point out that other statutory consultees objected to the scheme.

"We are now working with the Council's officers to ensure that the next stages in securing the Council's required office spaces proceed with improved levels of communication between the two organisations. We will be encouraging the Council to seek a formal pre-application view from us (if our advice is needed), in good time, before submitting a planning application. This will ensure that they will be in no doubt about our position prior to the planning application being submitted. The emphasis now needs to be on moving forward on one of the most important architectural developments in York in recent years"

Ends

I am also attaching the report published by the YCC scrutiny committee yesterday, as any press queries will come from this. That report resulted from an informal meeting which I attended to answer questions (for an hour!). The next meeting on 10th December will be in public and the agenda and all papers have been published on the website yesterday and information sent to the press.

I agreed with Lucinda it would be a good idea to run this all by legal, partic. since the Scrutiny officer will also be making a FOI request to see our notes of internal applciation review meetings. (Jessica Trevitt is aware) - hence I am giving you this summary plus the relevant papers from YCC.

The following items are included in the Agenda Document for Hungate Ad Hoc Scrutiny Committee, 10/12/2008

- 1 Declarations of Interest
 - 2 Public Participation
 - 3 Minutes
 - 4 Hungate Review - Interim Report
 - 5 Any other business which the Chair considers urgent under the Local Government Act 1972
- needs to yesterday Yesterday the agenda for the next meeting of the YCC scrutiny committee

Finally, I do want to try and get some closure on this - we have co-operated at short notice in attending the scrutinty meeting- I don't intend to participate any further. Also I don't intend for us speak to the press.

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

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

Annex E

FISHER, Alison

From: JAGO, Maddy
Sent: 24 November 2008 09:44
To: FISHER, Alison; REDFERN, Neil
Subject: FW: York Press article
Importance: High

Dear Both,

If I don't see you today can you agree the key points that I can use on Wednesday when I attend the scrutiny panel. The article suggests that we will be asked things like when did we decide the building was too large for the site, why did we make positive comments at the meetings (x) – based on the minutes etc. We probably have much of this on file but we need to agree what we want to get across... e.g what was wrong with the process adopted – why were we not able to make them properly aware of our concerns early on - If I don't catch up with you this afternoon please make sure I have a note and the file in my room for tomorrow late morning. Many thanks

M

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

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

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

From: Edmundson, Jennifer
Sent: 20 November 2008 13:42
To: JAGO, Maddy
Subject: York Press article

Hi Maddy,

This is the article we were talking about.

http://www.thepress.co.uk/news/3859478.York_planners_might_have_vetoed_council_HQ

Thanks,
Jenny

Jenny Edmundson
PA to Planning and Development Regional Director, Maddy Jago
Yorkshire and Humber Region
37 Tanner Row, York, YO1 6WP
Tel: 01904 601993

Annex E

FISHER, Alison

From: FISHER, Alison
Sent: 25 November 2008 11:54
To: JAGO, Maddy
Cc: REDFERN, Neil
Subject: CofY offices

Maddy

Some bullet points for the review meeting:

- 1 much of the development in terms of height and massing reflects the approved Masterplan for Hungate
- 2 We endorsed the Masterplan albeit that the homeless hostel on Peashome Green was not within the Masterplan red line. The Masterplan set the scene for the footprint and general heights for the office site.
- 3 We did not have any engagement with the brief for the offices but we came to suspect that, as the office scheme was developing, the demands of the site for accommodation were changing and the likelihood is that the Brief changed accordingly.
- 4 Regardless of recent events, we continue to endorse the Hungate site for the council's offices.
- 5 That said we still stand by our final letter of 8 July 08. We remain comfortable with the scale of the building but felt that its massing should be reviewed. The scale suggested is civic and has the scope to offer gravitas which we consider is essential for this use. Our reservations have always related to the massing – the bulk and form of the structure.
- 6 We remain surprised that the council withdrew the scheme so quickly without offering any of the consultees (Civic Trust, CABE, EH) the opportunity to continue any engagement.
- 7 We continue to consider that some modified scheme for this site could be made to work.
- 8 Returning to our letter of July 08. This letter was a distillation of views which we had come to over a period of months. We had given general endorsement to the new design which was presented in December 07 as a replacement for the much disliked first scheme. The new footprint and massing were much more civic in form and we encouraged this to be worked up further over the early months of 2008. Our IAR in January 08 gave this design EH support and we confirmed our observations to the following meeting.
- 9 However we had continuing concerns about its impact on the Black Swan by the time of the Exhibition (and discussed these at the subsequent meeting). With hindsight it would have been advisable for the council to seek a semi formal pre-application response at this time which would have given all parties the opportunity to reflect and distill their views.
- 10 Two particular issues remained constant unknowns throughout the months of the schemes evolution. One was the management of Peasholme Green and the other was the use of the Black Swan PH car park as part of the site or not. Both were red line issues which gave a degree of uncertainty. We spent a considerable amount of time discussing how Peasholme Green could be enhanced (which we considered to be vital to the setting of listed buildings and the sense of place for the new civic HQ) but in the end, it was not within the red line of the application. This was disappointing. The use of the pub's car park was more positive and eventually it was formally included in the scheme which enabled the office block to be set further away from the Black Swan thereby giving us a degree of comfort about improving the setting of the II*.
- 11 Looking behind the scheme itself and to the Brief, I think that during the spring, the design details (materials, fenestration form etc) were being fine tuned whilst the matters of massing, footprint etc had, by this time, been taken as a given. The space planning requirements were being reviewed in depth by spring and were being incorporated into the structure. So by spring

the concerns about massing as expressed by EH and others had to some extent been parked whilst the clients space needs were resolved. This appears to have been a lengthy process which was taking the proposals very close to the timing deadlines for submitting for planning permission. With hindsight the scheme under discussion became a scheme submitted for approval without a breathing space to give a semi formal response prior to the full formality of the planning consultation.

Happy to discuss further. Neil has also written to Bill W setting out our thoughts on the newly emerging options for the site and his letter contains references to our views on the earlier scheme.
Alison

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Carr, Melanie

From: JAGO, Maddy [Maddy.Jago@english-heritage.org.uk]
Sent: 27 April 2009 11:45
To: Carr, Melanie
Subject: RE: Hungate Scrutiny Review

Importance: High



position statement
 April 09.do...

Dear Ms Carr,

We provided the attached statement to the media in response to the press release issued on behalf of the York Liberal Democrats late last week, which I hope provides final clarification of English Heritage's position. I can confirm that English Heritage will not be attending the final meeting of the Scrutiny Committee. We have already spent a considerable amount of time in going over the process that led to the Council withdrawing its development proposals, and we are now concentrating our staff resource on working with the Council on their new proposals.

Yours sincerely,

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

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

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

From: Carr, Melanie [mailto:melanie.carr@york.gov.uk]
Sent: 17 April 2009 13:20
To: JAGO, Maddy
Cc: Cllr. K. Aspden
Subject: Hungate Scrutiny Review

Dear Ms Jago,

The Hungate Scrutiny review which you have previously been involved in, is drawing to a close. The Committee however, believe their findings to be incomplete as they still have a number of unanswered queries relating to the Freedom of Information' documentation provided by English Heritage. Those queries are:

i) Bearing in mind the content and tone of English Heritage's letter of objection to the Council's planning application, the Committee would like to understand your surprise at the decision to withdraw the application and your view that the content of the letter was 'up for negotiation'

ii) Inconsistencies in comments recorded in the minutes of the 'Important Application Review Meeting' of 23 June 2008

iii) Email from Alison Fisher to Helen Barnett dated 26 June 2008, in which Alison comments "We are not wholly convinced that it does achieve these objectives but will have a more clear view early next week." - The query is, what happened early the following week or at any time up to you sending the letter of objection, as we have received no documentation or correspondence relating to that period as part of our Freedom of Information request ?

iv) if there is no record of discussions taking place between 26 June and 8 July or correspondence/documentation relating to that period, how did Alison Fisher arrive at the content for the letter of objection based on the last IAR meeting of 23 June 2008 as the Committee can see no correlation ?

Whilst the Committee understand the view you have previously expressed about moving forward and working together in the future etc, they believe that due to the level of public interest in this scrutiny review of the Hungate development and the new council offices in general, it would be in the best interest of all parties to have responded to all the issues arising from the scrutiny review. With that in mind, the Committee have instructed me to write to you to extend a further invitation to meet with them. Their next scheduled meeting is on Friday 1 May at 5pm.

If you still feel unable to attend a further meeting with the Committee, they would be pleased if alternatively, you could provide a written response to the queries listed above for their consideration at the meeting on 1 May 2009.

Naturally, the Committee are keen that their conclusions reflect the fullest possible facts. Therefore your further assistance in regard to the above queries is essential to this process and your co-operation would be gratefully received.

I look forward to hearing from you in due course.

Yours sincerely,

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

Tel No. 01904 552063

ENGLISH HERITAGE STATEMENT – HUNGATE REVIEW

We have always been supportive of the principle of this scheme but that support was dependent on securing some important design changes. We set out all the issues the Council should take account of and it would be disingenuous to emphasise only the support we gave and not the concerns we raised. There was no change in policy and our concerns should have been given due weight and not dismissed or seen as less important than our positive comments.

The final application had not gone far enough in addressing the issues we raised about height, massing and historic context, and in our formal advice we re-emphasised this. We also pointed out that more information was needed in the planning submission to clarify the impact of the development on important views across the site to and from York Minster. We were surprised and disappointed that they did not make modifications and re-submit the application. We clearly stated that we would have welcomed the opportunity to take it further.

We have been pleased to participate in the Council's review and help Members understand the application process and our advice. We have made all the information about our position available. Advice from English Heritage may often include both positive and negative points and both are important to note.

24 April 2009

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Scrutiny Management Committee

18 May 2009

Report of the Democratic Services Manager

Interim Report of the Traffic Congestion Ad-hoc Scrutiny Committee

Summary

This report presents an interim report from the Traffic Congestion Ad-hoc Scrutiny Committee detailing their ongoing review and requests a carry forward of the monies from the 2008/09 scrutiny budget previously allocated for carrying out of a city-wide consultation survey.

Background to the Scrutiny Review

1. This topic was originally registered by Cllr Tracey Simpson-Laing in April 2005 in order to access the draft of the second Local Transport Plan (LTP2) prior to its submission. It was envisaged that the scrutiny process would ensure that LTP2 met the aspirations of the Planning & Transport Panel and allow time for the Executive Member to be questioned on issues of concern. A decision was taken to defer the topic and LTP2 was subsequently submitted without any pre-decision scrutiny.
2. In November 2006 Scrutiny Management Committee (SMC) reconsidered the topic registration suggested by Cllr Simpson-Laing, together with a draft remit for a revised scrutiny review focusing on tackling traffic congestion. After due consideration, SMC agreed a timeframe of six months for the review, and the following remit was agreed:

Aim

To identify ways including Local Transport Plans 1 & 2 (LTP1 & LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase.

Objectives

Having regard to the impact of traffic congestion (based on external evidence and those measures already implemented in LTP1 or proposed in LTP2), to recommend and prioritise specific improvements to:

- i. Accessibility to services, employment, education and health

- ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
- iii. CO₂ Emissions
- iv. Alternative environmentally viable and financially practical methods of transport
- v. Journey times and reliability of public transport
- vi. Economic Performance
- vii. Quality of Life
- viii. Road Safety

Consultation

3. The Traffic Congestion Ad-hoc Scrutiny Committee have held a number of informal and formal meetings and consultation events, as detailed in the draft final report at Annex A.

Review Conclusions to Date

4. The Committee comprehensively reviewed the Council's current transport policies as expressed through LTP2 and the 'Access York' initiative, and their impact on meeting anticipated traffic growth (including from the continued economic success and housing expansion of York) against the objectives of this review and against the views of York residents. They also noted that transport policy figures very little in the current Sustainable Community Strategy vision, despite its importance in delivering much of its ambitions, and in terms of the feedback from York resident's surveys on the importance of tackling congestion.
5. The Committee acknowledged the continuing priority that York residents place on tackling congestion, their mixed views on adopting differing solutions, and the need for continuing substantial engagement with residents and businesses to gain mutual understanding of:
 - the potential future problems
 - what may or may not work, and scale of benefit
 - what the appropriate policy trade offs may be
 - the need to act in advance given ongoing traffic growth and delivery time lags
6. The Committee have recognised that whilst many positive initiatives and measures are being undertaken, they will not be sufficient to avoid significantly worsening traffic and congestion problems over the next decade or so, which could both adversely affect quality of life in York and undermine the City's future economic success and well-being. Also, the anticipated growth in motorised traffic and congestion, despite vehicle efficiency improvements and modal shift, will lead to a continuing increase in greenhouse gas emissions, against the recent government act target of an 80% cut in emissions by 2050.
7. The Committee have therefore concluded that the broad overall solution to both congestion and the climate change challenge is a concerted approach using the following hierarchy of measures:

- i. Reducing the need to travel (through IT, video conferencing and other solutions like encouraging workers to live closer to work)
 - ii. Undertaking more of the journeys that still need to be made by green and environmentally less damaging modes
 - iii. Improving engine efficiency and switch to lower / non-carbon based fuels
 - iv. Undertaking a greater proportion of car based journeys on a shared basis
 - v. Improving driving standards (for fuel efficiency and safety, and to make roads safer and more attractive to green travel modes)
 - vi. Reducing congestion delays and fuel wastage in traffic queues.
8. Whilst bullet point (iii) above is primarily nationally driven, all of these approaches can be progressed locally to varying degrees and with 56% of York's commuting journeys being less than 5km, there is clearly a lot of room to move in terms of bullet points (ii), (iv) and (vi).
9. There is also a need to persuade individuals to make socially informed choices too, with the 'Smart Choices' approach being key. This will need a very specific on-going public engagement and promotional strategy around 'Smart Choices', including reinvigorating the Green Travel Plan approach with York employers and institutions.
10. Residents Survey
Having spent a long time gathering information to support this review, the Committee are now in a position to start production of their planned city-wide consultation survey, with the support of Marketing & Communications.
11. SMC allocated the money for the survey from the 2008/09 scrutiny budget. As that period is now over, the Traffic Congestion Ad-hoc Scrutiny Committee is asking SMC to request a carry forward of the remaining 2008/09 budget to enable the survey to be carried out – see breakdown of survey costs below:

Quantity:	90000 Copies	
Description:	Traffic management insert Duo Office 100gsm, 1/1 Black A4 - A3 folded to A4, 6 page Gather, fold & insert into Your Ward (excluding VAT) =	£ 5,279.00

Design (by HBA graphics) - dependant on the final text:	£500.00
Marketing & Communications could plain English the document for free but if it is near publication deadlines and they don't have the capacity it would have to be outsourced at a small charge.	

Distribution - Additional costs over and above normal delivery costs due to additional weight etc =	£2,944.03
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Return Postal Costs For Survey - 'FREEPOST' return address Dependant on the number of returns i.e. 10% returned = 9,000 @ 0.24p =	£2,160.00
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Compiling Survey Results - Dependant on number of returned surveys i.e. 10% returned = 9,000 £4,650.00

Analysis Costs - Dependant on number of returned surveys i.e. 10% returned = 9,000 £1,500.00

There is a suggestion that this work could be done by graduates from Leeds University which would minimise the cost, but at this stage we are not able to confirm if this will be possible.

Minimum Total based on 9,000 returns £17,033.03

12. The costs above do not include any additional costs to cover requests for the survey in alternative languages, large print, Braille or on audio tape etc. It also does not include the additional staff resources required to deal with any enquiries received as a result of sending the survey out. Marketing & Communications have confirmed that this is the usual consequence of sending out a survey to all York residents and that enquiries will continue to be received for up to six weeks after the survey is issued.

Options

13. Having considered the findings to date contained within the draft final report attached and its associated Annexes Aa-Ai, Members may:
- Agree to request a carry forward the remaining 2008/09 scrutiny budget in order to finance the consultation survey, or;
 - Decide not to finance the consultation survey, and instruct the Traffic Congestion Ad-hoc Scrutiny Committee to conclude their review based on the information gathered to date

Analysis

14. The Traffic Congestion Ad-hoc Scrutiny Committee met on 7 May 2009 to consider their draft final report and agreed a number of amendments, including a consolidation of the recommendations therein. It was not possible to complete the resulting amendments to the draft final report prior to its inclusion in this agenda, due to the lack of time available before this agenda was published and put into print on 8 May 2009.
15. The review is expected to be finalised during the next municipal year and the finalised report will be presented to SMC at that time. At this stage, the draft final report is only attached as an annex to this report, in order to inform Member decision about whether to finance the planned consultation survey and not for detailed consideration of the recommendations.

Corporate Direction & Priorities

16. The implementation of the recommendations arising from this review will support the delivery of the following corporate priorities:
 - 'Reduce the environmental impact of council activities and encourage, empower and promote others to do the same'
 - 'Increase the use of public and other environmentally friendly modes of transport'.

Implications

17. The implications associated with the recommendations arising from this review will be thoroughly analysed once the review has been completed and the final report updated in line with the findings.
18. **Financial** - The financial implications associated with the recommendation in this report relate to the survey costs detailed in paragraph 11 above.
19. There are no HR, Legal, Equalities, Property, ITT or Other implications associated with the recommendation in this report.

Risk Management

19. If a decision is taken not to finance the survey, there is a risk that the lack of engagement of residents through a consultation process, will weaken the argument for the Executive to agree to the recommendations arising from this review.
20. As the cost of the survey will be high, there is also a financial risk attached to carrying out the survey, i.e. the survey would need to be productive as there may be limited added value from it, given the delays in getting to this stage in the review and the already comprehensive nature of the draft final report and its annexes.

Recommendations

11. Members are asked to:
 - note the findings to date detailed in the attached draft final report
 - consider whether they wish to request a carry forward of the remaining 2008/09 scrutiny budget in order to finance the planned consultation survey

Reason: To agree a method for completing the Traffic Congestion Scrutiny Review

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No.01904 552063

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager

Report Approved

Date 8 May 2009

Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes

Annex A – Draft Final Report

Annex Aa – Maps showing congestion levels in 2005, 2011 & 2021

Annex Ab – Information on Other Impediments to Traffic Flow

Annex Ac – LTP2 Strategy for 2006-11

Annex Ad – Summary of Regional and Local Transport Policy

Annex Ae – Broad Strategic Options - Individual Scenarios To Complement LTP2

Annex Af – Information on Other Cities' Progress in Implementing Road User Charging & Its Capacity to Attract Investment

Annex Ag – Broad Strategic Options – Combination Scenarios To Complement LTP2

Annex Ah – Matrix of Committees findings, possible solutions, impact & corresponding recommendations

Annex Ai – Road User Charging Presentation by Capita Symonds



Traffic Congestion Ad-hoc Scrutiny Committee

7 May 2009

Draft Final Report

Background to Scrutiny Review

1. This topic was originally registered by Cllr Tracey Simpson-Laing in April 2005 in order to access the draft of the second Local Transport Plan (LTP2) prior to its submission. It was envisaged that the scrutiny process would ensure that LTP2 met the aspirations of the Planning & Transport Panel and allow time for the Executive Member to be questioned on issues of concern. A decision was taken to defer the topic and LTP2 was subsequently submitted without any pre-decision scrutiny.
2. In November 2006 Scrutiny Management Committee (SMC) reconsidered the topic registration suggested by Cllr Simpson-Laing, together with a draft remit for a revised scrutiny review focusing on tackling traffic congestion. After due consideration, SMC agreed a timeframe of six months for the review, and the following amended remit was agreed:

Aim

To identify ways including Local Transport Plans 1 & 2 (LTP1 & LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase.

Objectives

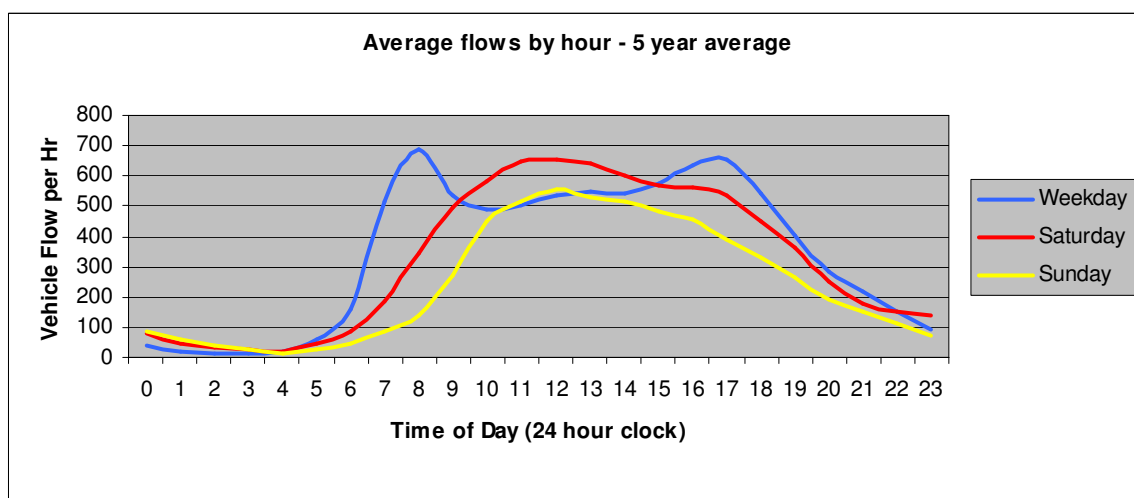
Having regard to the impact of traffic congestion (based on external evidence and those measures already implemented in LTP1 or proposed in LTP2), recommend and prioritise specific improvements to:

- i. Accessibility to services, employment, education and health
 - ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
 - iii. CO₂ Emissions
 - iv. Alternative environmentally viable and financially practical methods of transport
 - v. Journey times and reliability of public transport
 - vi. Economic Performance
 - vii. Quality of Life
 - viii. Road Safety
3. In order to fully investigate and understand the affects that congestion has and the improvement areas identified within the remit above, Members held a series of meetings between November 2006 and June 2008, as detailed below:

Meeting Date	Improvement Area Under Consideration
19 February 2007	Consideration of Scoping Report
4 April 2007	Consideration of Interim Report - looking at specific improvement to 'Accessibility to Services, Employment, Education and health'
19 June 2007	Consideration of Interim Report and Presentations on Air Quality & Accessibility Mapping i.e. the analysis of alternative public transport scenarios
17 July 2007	Consideration of Interim Report – looking at 'Alternative environmentally viable and financially practical methods of transport', 'CO ² Emissions' & 'Journey times and reliability of public transport'. The Chair of the Quality Bus Partnership and representatives from the bus companies attended the meeting
4 September 2007	Consideration of Interim Report – looking at smarter choice options, sustainable fuels and York vehicle fleet statistics
25 September 2007	Consideration of Interim Report – summarising the possible solutions identified by this committee in relation to objectives (i)-(v), the recognised impact of the suggested solutions, and the resulting draft recommendations
16 October 2007	Consideration of Interim Report - looking at impediments to traffic flow
19 November 2007	Consideration of Interim Report - looking at the national & local perspective on school travel, the modes of transport used by pupils in York schools, and the cycling issues faced in York
12 December 2007	Consideration of Interim Report - looking at ways of optimising the network and Revised draft table of findings, identified solutions with impact evaluation, and draft recommendations
16 January 2008	Consideration of Interim Report – detailing the options for consulting with York residents on the broad strategic options
18 February 2008	Presentation from Capita Symonds re Road User Charging
27 February 2008	Presentation from CYC officers re Broad Strategic Options available to the City
10 March 2008	Presentation from Professor John Whitelegg re Quality of Life
17 April 2008	Consideration of Interim Report – looking at 'Road Safety' and a briefing paper on the various elements which make up the broad strategic options available to the City
21 May 2008	Informal meeting to discuss: <ul style="list-style-type: none"> • the possible content of Annex F i.e. the scenarios and combinations of scenarios which could form a long-term transport strategy for the City • the layout and content of the proposed city-wide consultation exercise
12 June 2008	Consideration of the first draft of the final report, prior to its inclusion as an annex to the SMC report requesting the relevant funding to carry out the consultation exercise

Background to Congestion Issues

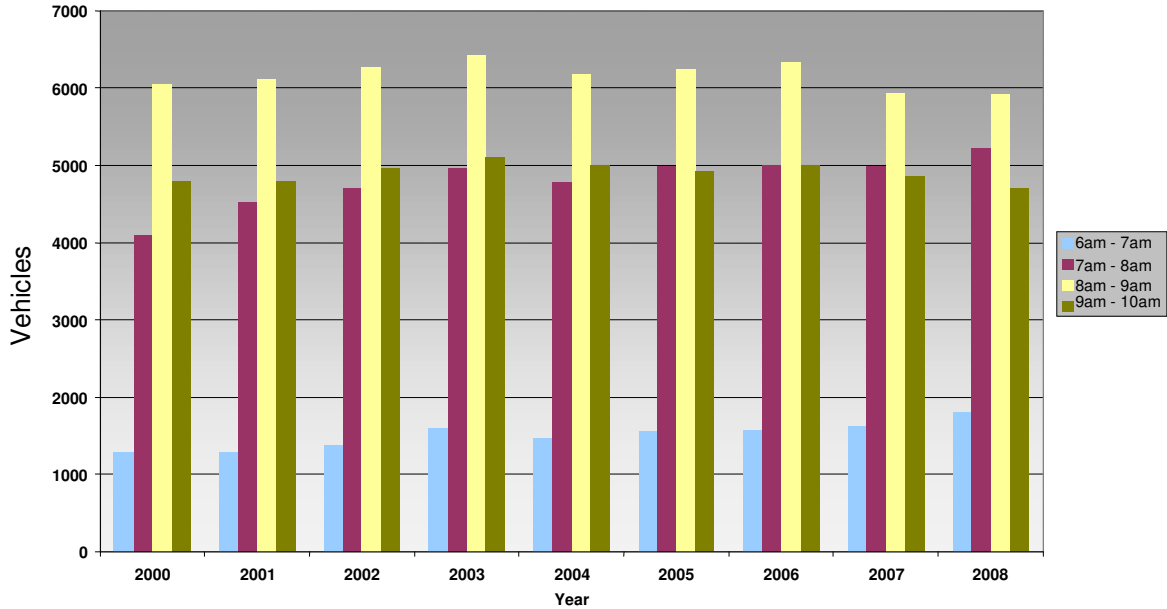
4. Officers gave a number of briefings to the Committee on the congestion issues faced in York. For practical purposes, congestion was defined as 'where traffic flow exceeds 85% of the road / junction capacity'. This definition was adopted as below that level traffic generally flows smoothly but above that level flow becomes unpredictable causing disruption leading to reduced or no free flow.
5. To understand the serious growth and spread of congestion on the principal road network in York, the Committee was presented with information on the modelling work undertaken by Halcrow in 2005 for the LTP2 submission. This work was initially produced using the older versions of the council's Saturn model, which was later replaced by a new Saturn/multi-modal model in 2006. Within the model were the projected new developments and infrastructure improvements expected to be delivered through LTP2 and its successors, and any additional infrastructure delivered through major scheme bids such as Access York or through developer led initiatives. It allowed different development scenarios to be tested at both a macro and micro level and new developments were assessed to identify their impact upon the road network, which was very much driven by the type, content and extent of the development proposal. The modelling looked at the peak traffic flow (weekday mornings 7am – 9am). It compared the traffic levels for 2005, against the projected 2011 LTP2 based do minimum, the 2021 do minimum & the 2021 do something – See Annex Aa.
6. The future projections took into account both the additional traffic from anticipated employment and residential development such as York Central, University Campus 3, Germany Beck, Derwenthorpe, and Hungate etc and the LTP2 congestion tackling measures i.e. outer ring road junction improvements, Park & Ride expansion, and network management improvements for bus and cycle routes. It did not take into account York Northwest (i.e. York Central plus the British Sugar works) or more recent development opportunities such as Terrys and Nestlé's.
7. In common with most other cities, traffic flows in York (and associated congestion levels) vary greatly by time of day, and by weekday. The graph below shows the typical traffic flow patterns for weekdays, Saturdays and Sundays over a selection of main roads in the City.



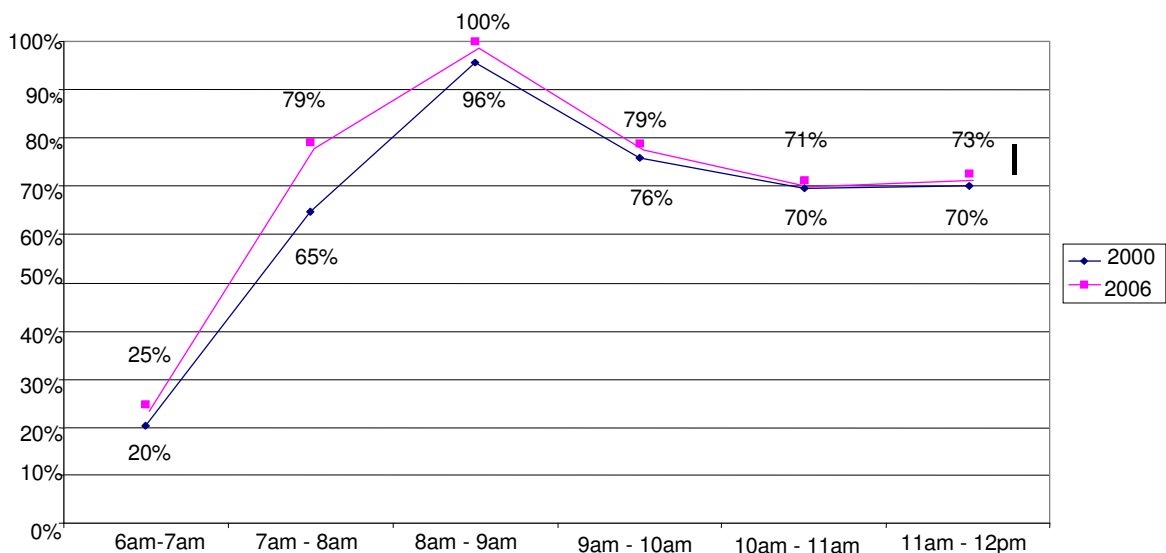
8. It is generally accepted that the worst periods for traffic congestion are during the early morning and late afternoon periods on weekdays, as the highest flows show in the graph. However, there are now similar levels of flow experienced on Saturdays, from late morning to early afternoon. These average results hide particular hotspots on certain days and at certain times. There is also evidence of the peak period spreading as a result of drivers responding to congestion:

Peak Spreading - based on average hourly weekday counts
(Data from 11 inbound automatic Traffic Counters)

Hull Rd, Fulford Rd, Bishopthorpe Rd, Tadcaster Rd, Wetherby Rd, Boroughbridge Rd, Shipton Rd, Wigginton Rd, Haxby Rd, Huntington Rd, & Malton Rd



Graph showing 2000 & 2006 percentage split by hour of AM traffic levels in the City of York
(data taken from 11 Inbound Automatic Traffic Counters)



9. Officers also identified a number of other impediments to traffic flow not listed in the objectives of this review which contribute to congestion. The Committee took time to look at these in order to fully understand all of the factors facing the city - see Annex B.

10. Establishing a more extensive 'toolkit' to tackle congestion

The Council's Intelligent Transport Systems Strategy has a central role to play in the development of transport in the city and will be vital in meeting the aims in LTP2 (and beyond) through both management of the City's road signalling network and information systems. It also has the potential to:

- promote public transport and cut car use by improving journey reliability for buses;
- provide better public transport & traffic information through a wide range of electronic media e.g. mobile phones and display screens;
- provide more accurate real time information;
- enhance the functionality of traffic signals through the 'Freeflow' project

Consultation

11. This scrutiny review has been progressed in consultation with the Assistant Director of City Development & Transport, the Environmental Protection Manager and other key officers in City Strategy. Representatives of the local bus service providers and the Chair of the Quality Bus Partnership were consulted in relation to Objective (v) - Journey times and reliability of public transport. A number of consultation events were also held. These looked at Road User Charging (presented by Capita Symonds) see Annex Ai, the 'Broad Strategic Options Available to York' (presented by the Assistant Director of City Development & Transport) and 'Quality of Life' (presented by Professor John Whitelegg). Reference has also been made to national Government policy documents and the Council's mid-term report on LTP2 dated November 2008.

Review Objectives - Information Gathered

12. The following sections summarise the areas / issues looked at and a matrix outlining the issues, potential solutions, impacts and draft recommendations is shown at Annex Af.
13. Accessibility to services, employment, education and health
 Consultation carried out as part of LTP2 found that improving access to services for all was the second most important priority for York residents, after reducing congestion. A 'Citywide Accessibility Strategy for York' was therefore developed as part of LTP2, in partnership with land-use planners, healthcare providers, education bodies, Jobcentre Plus, retail outlets, transport operators and community groups. The first stage of this strategy was to carry out a strategic audit, in order to identify local needs and objectives. As a result, action plans containing a range of solutions and available options were developed for the following key areas:
- **Access to York Hospital** – mapping identified the time taken to travel by public transport to the hospital from different areas of the city;
 - **Transport information** – mapping identified that improved real-time information together with better publicity of the bus route network would improve public confidence. Also improved signage would encourage the use of pedestrian / cycle networks;
 - **Access to out-of-town centres** – mapping identified a demand for responsive transport. A contribution from developers and the introduction of orbital / cross city bus services was required;

- **Rural accessibility problems** - mapping identified a demand for responsive transport and an improved public right of way network. It also recognised the need to support cross boundary services; and
- **Access to education** - mapping identified the time taken to travel by public transport to secondary schools across the city.

14. Subsequent to the submission of LTP2 there was a hiatus in the Accessibility mapping work due to the lack of resources in City Strategy. The Committee were pleased to note that this had now been addressed and the work re-commenced. However, the Committee recognised that to be really beneficial, this work would need completing, conclusions identified, and means of implementing the necessary solutions fed into future policy and programmes.

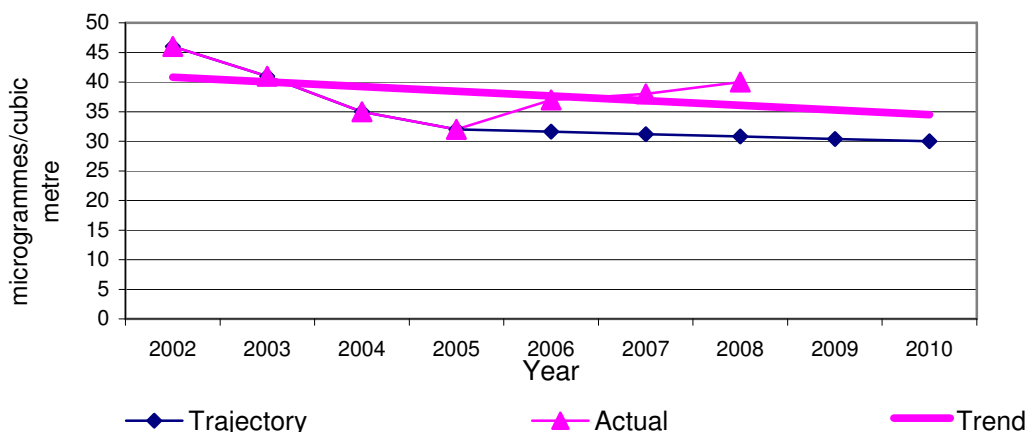
15. Air Quality

There are currently five technical breach areas in York's Air Quality Management Area (AQMA), where levels of nitrogen dioxide caused mainly by vehicle exhaust emissions exceed the annual objective. These are:

- Fishergate
- Gillygate
- Lawrence Street
- Holgate Road
- Nunnery Lane

16. Improved air quality was one of the four key aims of LTP2, which contains an Air Quality Action Plan to limit the average nitrogen dioxide concentrations to $30\mu\text{g}/\text{m}^3$ by 2011. It was expected that if the plan was implemented as recommended within the AQMA, the annual average nitrogen dioxide objective would have been met in most locations by 2011, although there would still be some exceedances in the technical breach areas. Subsequent monitoring has shown worsened levels in the last two years, which now casts some doubt on this. It should also be noted that the predicted reductions were due mainly to cleaner vehicle technology and not measures in LTP2, and any increase in vehicle numbers may eventually negate this reduction:

Air Quality Indicator



17. Outside of York's AQMA, current concentrations in Fulford Main Street give rise to serious concerns. As there are significant levels of further development planned for this area, it is recognised that a further AQMA may need to be declared if there is no improvement. Similarly, work done in regard to the recent Terrys factory site

planning application identified concerns of additional potential AQMA implications at the top end of Bishopthorpe Road from that development.

18. Overall, the Committee is less than convinced that the air quality management strategy has the strength or urgency to address the continuing problem and threat to local residents health in the current and potentially affected areas. They recognised that a more radical approach to reducing the volume of traffic and congestion in those areas is required.
19. CO₂ Emissions
It is recognised that there is limited scope at local level for moving towards alternative fuel technology as this is predominately a matter for the EU, National Government and the motor vehicle industry. In isolation, the technological improvements currently anticipated are expected to result in a 14% reduction in CO₂ emissions from 2001 to 2020.
20. The issue of CO₂ emissions was also recently picked up in a Government discussion paper 'Towards a Sustainable Transport System' which was responding to the Stern Report on the Economies of Climate Change, the Eddington Transport Review and the recently passed Climate Change Act requiring an 80% reduction in the UK's CO₂ emissions.
21. The way transport could meet its share of this massive reduction target was outlined in the July 2008 Carbon Pathways Analysis, which showed that transport represents 20% of the UK's domestic emissions and that road traffic accounts for 92% of that total. This was further broken down to show that car journeys represent 58%, light vehicles 15%, buses 4% and HGVs 20%. As 57% of car journeys are under 5km, greener modes of travel would offer a major potential alternative and could be the focus for local policies. The paper also noted the high carbon footprint of business and commuter travel i.e. larger cars, low occupancy and travel in congested fuel inefficient conditions. In acknowledging the lead role for national Government, the committee also understood the clear role local policy and actions could play in supporting and encouraging modal shift and reducing people's need to travel.
22. The Committee therefore recognised the following broad local policy approach to reducing transport based CO₂ emissions:
 - Reduce the need to travel, and the length of journeys
 - Undertake the maximum proportion of journeys by environmentally friendly modes
 - Optimise the uptake of car sharing
 - In short term switch to lower carbon emission fuels and maximise engine efficiency
 - In medium term switch to non-carbon based fuels (although need to be mindful of recent evidence that suggests growing crops for bio-fuels may be contributing to third world deforestation and food shortages, hence affecting food prices)
 - Improve driving standards / training, to drive fuel efficiently
 - Reduce congestion and engine idling
23. Alternative environmentally viable and financially practical methods of transport

There is ample evidence to support the view that the volume of vehicles using our highways is now damaging the local environment enjoyed by local residents, both through their presence, and the noise and pollution they generate. Therefore the core aspects for any 'environmentally friendly transport' are that it has a minimal polluting impact, it is quiet and it is only used when and where absolutely necessary.

24. York has a high level of short commuting trips (57% of commuting trips by York residents were less than 5km / 3miles in 2001). This suggests that walking and cycling could provide an alternative mode of transport for York's commuters and therefore be particularly effective at helping to reduce congestion at peak times. At present 12% of York's commuters travel by cycle and 14% walk. With the right policies and facilities there is significant potential for increasing these levels with the added clear cut benefit of improved health.
25. LTP2 has a range of initiatives targeted at increasing the share of cycling and walking in York. However, officers argue that these modes neither suit all journeys or are attractive to everyone. The young, the elderly and those with young children are target groups, but there are constraints to growth in these areas.
26. Although much has been done in York in the past to encourage cycling, this approach has faltered and the increase in cycling's share of the travel market has remained largely static for a few years. Equally, walking has been encouraged but has also reached a point where additional trips are not being made. It is recognised that without work to influence attitudes and provide alternatives, modern lifestyles and the layout of the city are constraints that could continue to result in a continued demand for motorised vehicle-based travel. If these issues can be addressed, the Committee recognise there is potential, supported by the recent successful bid for 'Cycling City' status and funds, for increasing York's cycle usage in line with the much higher levels of cycling in many European towns and cities.
27. In regard to walking, the Committee would like to see an initiative similar to 'Cycling City' set within a wider public approach to encouraging modal shift, and tackling perceptions of danger.
28. To a degree, the demand for trips could also be accommodated by public transport, be it multi passenger type vehicles including community transport and specialist services like 'Dial-a-Ride', or taxis/private hire. These 'shared' vehicles could be of an environmentally friendly type and thus provide transport at a reduced cost to the environment. However without wider public campaigns, improved alternatives and/or financial incentives, given an option individuals would generally use their own private transport because of its perceived advantage over the disadvantages of shared / public transport.
29. In an effort to find ways of influencing journey choice, the role of wider education and promotion campaigns was discussed. It was identified that no campaigns were undertaken between 2002 and 2007 for financial and staffing reasons. The Committee were informed that individualised journey planning through the 'Smart Travel' initiative, had major potential to influence choice and change people's travel patterns, and evidence from previous work (York pilot in 2003) and more recent work in Sustainable Cities & Cycle Demonstration Towns confirm this i.e. the towns of Worcester, Peterborough & Darlington focussing on personalised transport planning with 56,650 households at under £20 /head, achieved 9% reduction on car

journeys, and 13%, 15% and 12% increases in walking, cycling and use of public transport respectively¹ The Committee endorsed officer's view that the 'Smart Travel' initiative was a key measure to be pursued in York in the future.

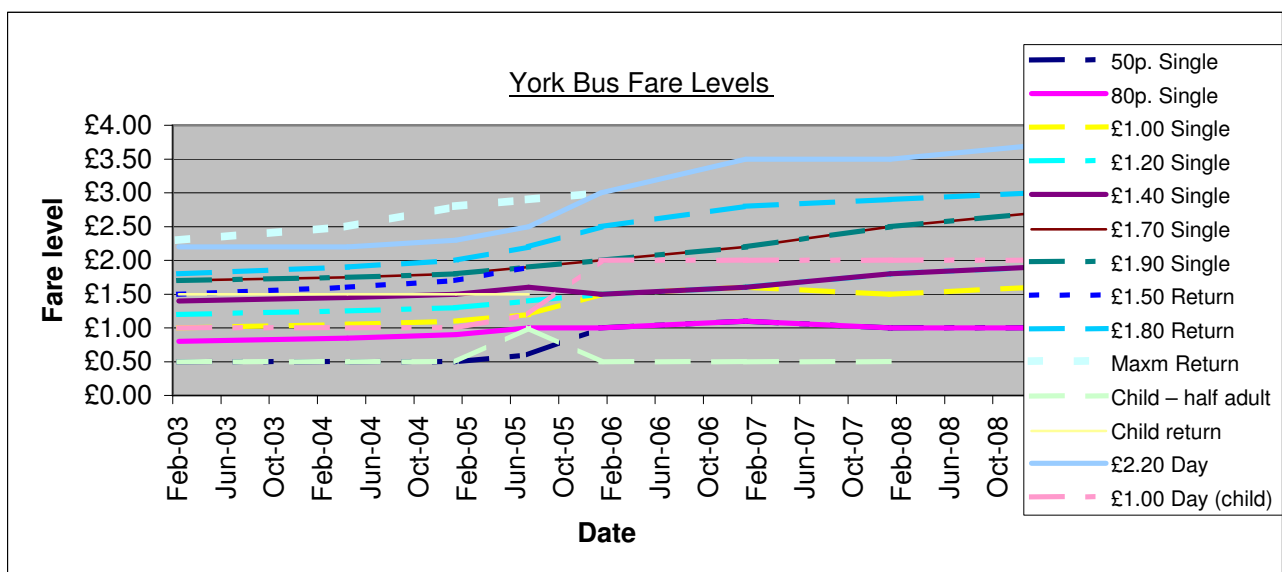
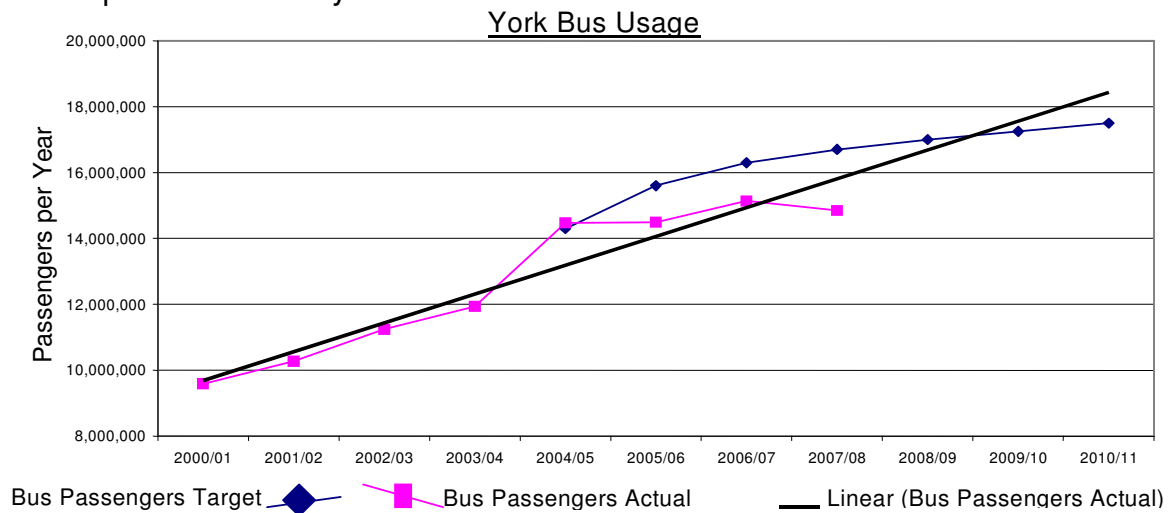
30. Journey Times and the Reliability of Public Transport

As part of this review, a week long survey of a cross-section of York bus and Park & Ride services was carried out in June 2007 comparing timetabled arrival times and actual arrival times at surveyed stops both on and off peak. As a result, a number of issues were identified:

- a significant variation between the two times - on some services the variation was as much as 4 minutes early and 4 minutes late on a timetabled 10-minute frequency
- None of the services looked at consistently met their published timetable throughout the day or even a substantial part of it
- The legal status of bus timetables - it was confirmed that the Commissioner would expect 95% of services to be on time, and if the timetable was not consistently met he could impose sanctions
- Only 66% of the buses running on 'Punctuality Improvement Partnership' (PIP) routes were 'Bus Location Information Sub System' (BLISS) enabled, therefore customer perceptions were that the information provided was unreliable. This was either to do with drivers not turning the equipment on or with vehicles not having the equipment installed, despite previous agreements with some operators
- The average cost of installing the BLISS system on a bus route was in the region of £10,000
- Unforeseen difficulties affecting journey times e.g. delivery vehicles in the town centre etc – it was recognised that the relocation of large delivery vehicles to transhipment centres could create problems elsewhere
- Problems with buses not adhering to the speed limit in an effort to stick to the timetable
- Variations in peak traffic flows during school holidays - it was confirmed that flow was between 8-10% lower and that this made a significant difference to reliability
- The relative cheapness of the Park and Ride fares compared to local bus services – it was noted that this created a perverse incentive for local residents to drive to a Park and Ride site
- The number of buses in operation that were still not Disability Discrimination Act (DDA) compliant, although the committee acknowledges that many bus operators are continuing to upgrade their fleets to achieve greater compliance
- The need to make clear to the public any changes to services i.e. Rawcliffe Bar Park and Ride where additional stops had now been added which resulted in a bus service rather than a high frequency express service
- not all bus stops have timetables or shelters
- where more than one Bus Company services a journey, passengers have to purchase more than one ticket to cross the city making the journeys particularly expensive, leave aside the time penalties and the inconvenience of changing services. This problem has become worse since the awarding of a number of socially necessary bus services to other than the main local bus operator.

¹ DfT 'Meeting targets through Transport' (July 2008)

31. Since the survey was carried out, the main local operator has revised the timetables on some of its routes, to ensure they better reflect the actual arrival times e.g. the No.6 timetable no longer shows a service with a 10-minute frequency during peak times.
32. In 2001 Steer Davies Gleave Consultants examined the reliability of bus services in York and their final report highlighted reasons leading to unreliability that included dwell time, ticketing, congestion of the road network and money in the capital programme. Unfortunately, as was acknowledged by the chair of the Quality Bus Partnership when he met with this Committee in 2007, the issues relating to bus service unreliability are still very much the same today.
33. Since this earlier work more evidence has emerged showing that bus usage overall has stagnated and perhaps even fallen more recently, and bus usage by fare paying customers has fallen significantly (from circa 86% of all passengers 2005/6 to 77% last year). Despite the offsetting benefits of free bus passes for older citizens and physical improvements by the Council, this can be attributed to wider economic circumstances and a series of substantial above inflation fare rises by the main operator in the city and more recent service cuts:



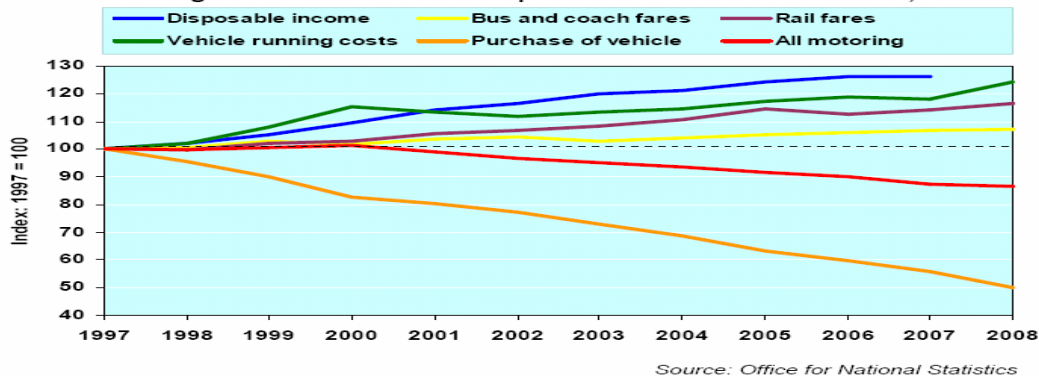
33. This stagnation in bus usage has been compounded by the recent service changes, a reduction in bus service routes, and changes in frequency, which have reduced the attractiveness of bus travel or in some cases and/or at some times removed the opportunity to use buses at all.
34. The issue of relative cost and attractiveness of different forms of travel is partly a national issue and the balance between costs of public transport and private motoring has long been moving adversely.

Transport Trends: 2008 edition

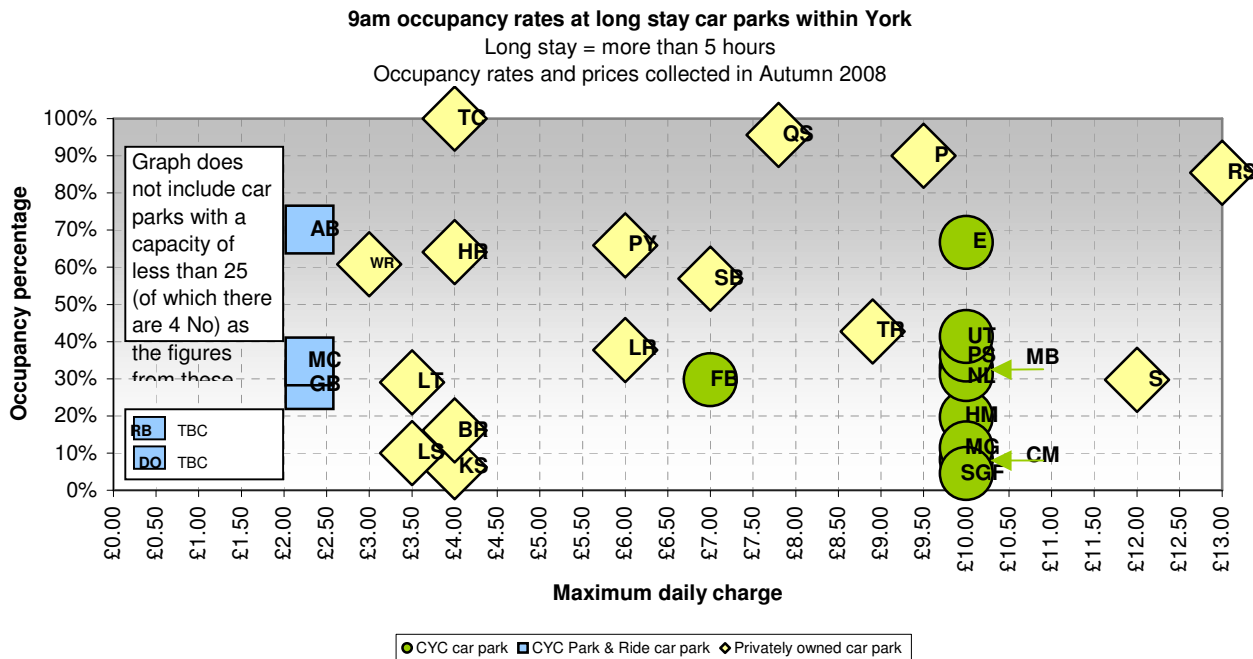
Section 2: Personal Travel by Mode

2.6 Changes in relative costs of transport

Trend 2.6 – Changes in the real cost of transport and in income: 1997 to 2008, United Kingdom



35. These overall trends are largely outside of local control, the one key exception being the relationship between car parking availability / charges and bus fares, on bus usage.
36. This inter-relationship has long been recognised and was the basis for the Council's previous transport and parking strategies following the MVA study in the late 1980s. It was also the reason for the draft local plan policy T14a, limiting the number of city centre parking spaces to 5,100. Council officers advise that there have been a number of new private sector car parks come into use, many unauthorised, bringing the number of available spaces in the city centre (as defined in the draft local plan) to 5,244, with other sites just outside. Officers are taking enforcement action against these and against breaches of conditions on others regarding length of stays.
37. Many of the private sector car parks are also much cheaper than the planning condition controlled Council car parks, increasing their attractiveness relative to bus fares, as indicated in the following graph:



Abbreviations are as follows:

TC	The Crescent	TR	Tanner Row	SGF	St. George's Field
HR	Haxby Road	P	Piccadilly	NL	Nunnery Lane
WR	Wigginton Road	RS	Railway Station	S	Shambles
LT	Layerthorpe	FB	Foss Bank	QS	Queen Street
BR	Barbican Road	UT	Union Terrace	MB	Monk Bar
KS	Kent Street	PS	Peel Street	DO	Designer Outlet
LS	Lawrence Street	E	Esplanade	RB	Rawcliffe Bar
PY	Piccadilly Yard	HM	Haymarket	AB	Askham Bar
SB	Stonebow	MG	Marygate	MC	Monks Cross
LR	Leeman Road	CM	Castle Mills	GB	Grimston Bar

38. In the light of the close connection between parking, traffic, congestion levels and the impact on bus journey times and reliability, and the parallel connection between mode choice and relative pricing of park & ride, bus journeys and car park pricing, continuing care needs to be taken on ensuring local plan policies on car park availability and pricing are adhered to, and bus / park & ride fare levels together with car park charges are kept at a reasonable level, in line with each other.

39. [Other short / medium term recommendations](#)

40. Economic Performance

In 1995 it was reported² that congestion cost the British economy £15 billion per year. This figure is now quoted at £20 billion per year (an estimated 461 billion vehicle kilometres per year³) and could reach £30 billion per year by 2010⁴. The latest monthly national statistics on congestion on inter-urban roads in England⁵

² 'Moving forward – a business strategy for transport' CBI 1995

³ IAM motoring facts 2008

⁴ The economic costs of road traffic congestion, ESRC Transport Studies Unit, 2004

⁵ Department for Transport for the year ending May 2008

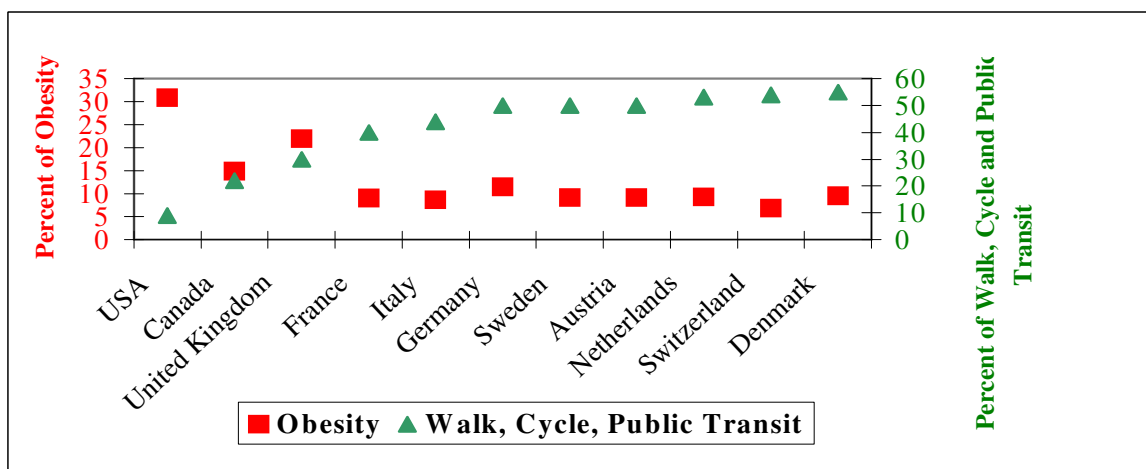
showed an average vehicle delay of 3.92 minutes per 10 miles. In 2007/08, the latest measured vehicle delay time in York were 3min 48sec per mile (at 1 million vehicle kilometres per 12hr period⁶). This suggests a congestion cost to York's economy of £434,000 per year. The recent Eddington Report for National Government reinforces concern on the escalating costs of traffic congestion and its impact on economic performance.

41. The 2007 Future York Group Report⁷ analysed the York economy and proposed a series of recommendations for how York might prepare itself for meeting current and future competition. One of its particular recommendations for transport was to 'Secure funds to enable the dualling of the northern outer ring road (ORR)'. Council policy for the outer ring road was set down in a report approved by the Planning and Transport EMAP in July 2005. The basis of that report was a study undertaken by Halcrow to assess the current and future operation of the route and proposed options for addressing congestion. The study determined that congestion was principally caused by the restricted capacity of the junctions and the links had adequate capacity for the projected demand. As a result of the findings in the report, Council approved the following motion on 28th June 2008:
42. *"The City of York Council will seek immediate discussions, between the Leaders of the ruling & main opposition parties with the Secretary of State for Transport, to request the provision of funding, at the earliest opportunity, to upgrade junctions and other aspects of the York Northern Ring Road, for the benefit of all road users. The City of York Council requests this increased funding in the light of the Future York report, and recent Government proposals to increase housing and economic development planning targets for York, which have increased the need for urgent additional public investment, via the Regional Funding Allocation or other funding opportunities, to pay for major improvements to transport systems in the City. Such discussions should recognise that any upgrading of the ring road will be part of a comprehensive approach to traffic management in the whole city, as part of a programme of overall traffic reduction and sustainable transport priority within the A1237/A64 ring, while also protecting York's economic success and ensuring the protection of its environment."*
43. A subsequent report went to the Executive on 23 September 2008 presenting the results of a study of the projected performance of the outer ring road, and providing options for improvements to be included in a proposed Access York Phase 2 bid to the Regional Transport Board (RTB). The report sought approval in principle for the submission of the bid to the RTB. The bid was only partially successful and has been placed in the post 2014 priority scheme list for which there is currently no funding allocation.
44. Quality of Life
Evidence shows that traffic flow affects social interaction. For example, residents living alongside roads which experience high levels of motorised traffic are much less likely to make friends and acquaintances with others living in their road, compared to those living in areas with low traffic levels. Add to this the affects of noise pollution and poor air quality and the affect traffic can have on quality of life becomes clear.

⁶ City of York Local Transport Plan 2006-2011, Table 8, Indicator 3B

⁷ The Future York Group Report – An Independent strategic Review of the York Economy

45. In 2000, The World Health Organisation agreed guidelines for Community Noise, recognising that noise levels can have adverse effects on health causing annoyance, sleep disturbance, interference with communication, thereby affecting performance, productivity and human development. In children, noise can have a chronic adverse effect on cognitive development, memory, reading, and motivation. Health targets for Transport, Environment & Health set by Central Government aim to protect existing quiet areas, promote quietness and reverse the increase in noise pollution by introducing noise emission measures, and the Government is due to consult shortly on a Noise Strategy as a result of an EU noise directive. In addition, air pollution can have psychophysiological effects, mainly cardiovascular e.g. ischaemic heart disease, hypertension and stress.
46. Choices in mode of transport can also have a long-term effect on health and quality of life. For example, evidence shows a clear correlation between a fall in obesity levels with increased walking, cycling and use of public transport:



47. Road Safety
 Many advances have been made in reducing road accidents, particularly for 'Killed or Serious Injury' accidents (KSIs). LTP2 aims to reduce KSIs by a further 45% and a recent progress report showed that York is on track to meet this target. Evidence presented to the Committee showed a clear correlation between overall accidents and volume of traffic during weekday peaks in York, particularly linked to motorist/pedestrian and cyclist conflict. However it was difficult to establish an accurately quantifiable link between traffic levels and accidents, as increased congestion can result in lower traffic speeds, hence lower KSI risk. Paradoxically, pedestrians may be willing to behave in a more unsafe manner to be able to cross a more busy road.
48. The Committee were generally satisfied with the Council's current strategy for tackling accidents, although there was little evidence of adequate police enforcement of traffic offences outside of the county's trunk road network, or of the police and the Council having consistent or common traffic and enforcement strategies. The Committee therefore felt a stronger education and publicity campaign was needed, within a 'Considerate Road User' framework, backed up by more effective enforcement arrangements. This is also important to tackling perceptions of danger for cyclists and pedestrians referred to earlier in paragraph 27.

Analysis

49. As a result of all of the information gathered during this review, the Committee have recognised the following:
50. Expected Increase in Traffic in York
Over the period of the City's first Local Transport Plan (2001-2006) peak-hour traffic flows remained very close to 1999 flows which played a part in the council's Network Management Service achieving an 'excellent' grading from the Department for Transport (DfT), for securing the expeditious movement of traffic on its road network. Although the indicator for peak hour traffic showed traffic levels being fairly constant between 1999 and 2006, the indicator hides the growth in traffic levels either side of the peak hour resulting from people commuting either earlier or later to avoid roads running at full (or over) capacity in the peak hour (see figures in paragraph 8).
51. Nationally, traffic growth between 1996 and 2025 could be in the range 52-82%⁸ although recent actual levels show traffic growth at the lower rate. Officers estimate that York could face a 27% rise in traffic from the 2003-4 position to 2020-21. Due to the geographical and physical constraints within the Authority's area and the city's historic character, it is not possible to provide additional highway capacity at anything like the rate at which demand is increasing, and this has necessitated York's integrated approach to the provision of transport infrastructure since the 1987/88 MVA study, through to LTP1 and LTP2.
52. The property price boom over the past decade, the recent low levels of family housing construction in York, and the dispersion of businesses to the outskirts of the city, have made it increasingly difficult to live near to places of employment. This added to the expansion of car ownership and an historic relative decrease in motoring costs, has led to greater population dispersion. Recent figures show that 22,500 workers commute into York from surrounding areas and 17,000 travel out of the city for work. The need to relocate to more peripheral locations has necessitated longer journeys to work, which are often less suited to non-car options. Outside the main urban area, journeys are becoming increasingly more difficult to serve by public transport due to their varied nature, serving a wider number of origins and destinations, along with reduced opportunities to satisfy needs locally due to a lack of local facilities and funding to provide public transport services.
53. The predictions for York were established on the basis of housing and employment growth contained in the Draft Regional Spatial Strategy (RSS). These have since been superseded by higher levels of growth, as detailed in the full RSS published in May 2008. Employment growth is now expected to outstrip housing provision, thereby, leading to more and longer commutes into the city.
54. The Local Transport Plan 2006-2011 (LTP2)
In March 2006, the Council published its second Local Transport Plan (LTP2) covering the period 2006 – 2011, setting out the council's aspirations and proposed measures for transport over a 5 year period within the context of a 15 year horizon. The strategy in LTP2 for tackling congestion was to build upon the successes already achieved by LTP1 (2001-2006) and deal with the pressures from the growth in the economy. LTP2 predicted that, in the absence of its proposed package of measures, traffic levels would rise by 14% by 2011 with a further doubling to 28%

⁸ Source IAM motoring facts 2008

by 2021. The strategy proposed in LTP2 (as summarised in Annex Ac) sought to limit this growth to 7% by 2011.

55. The key proposals identified in the LTP2 are to:

- increase the capacity of the Outer Ring Road (ORR) thereby reducing congestion in the city centre and creating road space to reallocate to buses, cyclists and pedestrians;
- provision of an orbital and cross city bus network – a viable and reliable orbital bus route will only be possible as a result of improvements to the ORR junctions;
- provide additional Park & Ride sites to intercept traffic on all main radials - the Council recently had a £20.8m bid approved by the Regional Transport Board, for inclusion within the Regional Funding Allocation programme to construct two new park and ride sites, one on A59, Harrogate Road at Poppleton and the other on the B1363, Wigginton Road together with a relocation of the Askham Bar site to a new site that will allow additional spaces and facilities to be provided. Each of these sites could also utilise the potential for a tram/train halt. The total cost of the scheme is £26.4m and will take an additional 0.5million car journeys off York's roads within the outer ring road, each year;
- manage demand through parking control and possibly access restrictions in the city centre;
- a further package of soft measures aimed at improving road safety, air quality, accessibility, safe routes to school, health and well being as well as enhancing education and the economy.
- Enable the Council to meet its principal network management duty under the Traffic Management Act to secure the expeditious movement of traffic on their road networks.

56. Impact of LTP2

The maps in Annex Aa show that even with the congestion tackling measures included in LTP2, by 2011 there will be many principal roads in York where capacity will have reached and/or exceeded 85% during peak travel times, leading to reduced or no free flow. For example, traffic levels on the A1237 which forms the western and northern sections of the outer ring road have increased by more than 50% over the last 15 years which has resulted in heavy congestion during peak periods, particularly on its junctions with radial routes. Similarly there has been a significant increase in congestion on the inner ring road and its approach roads, and, unless extensive measures are put into place, this inexorable rise in traffic is likely to continue. In addition, off peak and weekend traffic levels are increasing faster than ever before. By 2021, the projections are worse having taken into account the additional traffic from future employment and residential developments in York at University Campus 3, Germany Beck, Derwenthorpe, York Northwest, and Hungate.

57. Since the production of LTP2, other major land developments have been proposed and these are at various stages of planning e.g. York Northwest (comprising York Central and the former British Sugar works), Nestles and the Terry's site.

Individually any one of these would have a significant impact on the local transport infrastructure with citywide effects, but when taken together could result in a major change in the city's travel patterns and demand for transport infrastructure. Therefore, it is clear that any additional development across the city in the coming years will worsen the significant adverse affects of the current high congestion levels, and/or require the curtailment of the scale of those developments and possible negative consequences for the future economic well being of the city (witness the 2008 Terry's factory site application).

58. Developments in the council's response and plans have moved on since LTP2 i.e. toward the end of LTP2 and beyond, the intermediate plans are to:

- implement 'Access York Phase 1';
- develop further proposals for the outer ring road
- investigate the feasibility of utilising tram-train technology.
- Continue demand restraint measures, including extensive bus priority measures and access restrictions into the city with priority for buses, combined with sufficiently high parking charges at council controlled city centre public car parks and resident parking only restrictions in adjacent city centre residential streets.

59. Beyond LTP2

The Committee recognised that although LTP2 and the Access York measures seek to continue and build upon the measures in LTP1, it is unlikely to be enough in the longer term, as many measures have achieved or are close to achieving their maximum potential for restricting traffic growth at the level of investment to date. In fact, the modelling of the additional measures show they will only palliate and not eliminate the increase in congestion. Therefore additional congestion tackling measures will be required to complement and work alongside those already included in LTP2 and extend beyond, particularly if doubling York's economy by 2026 is to be realised, and the expected rise in congestion levels are to be halted.

60. Policy Driving Changes & Available Funding

Since 1997 central government has sought, through various white papers and the local transport plan system, to promote more sustainable and healthy travel by widening transport choice and reducing reliance on the private car. At a national level, more expansive programmes, such as the Transport Innovation Fund (TIF), offer significant funding to develop and implement innovative 'package' solutions for tackling congestion (£290m in 2008-09 rising to £2550m by 2014-15). However, the current inference from Government is that a TIF package must contain some form of road user charging measure for it to be considered, as evidenced by the following statement to Parliament by the Secretary of State for Transport on 5th July 2005:

"The Fund will also be used to support local plans which will help tackle congestion. We are looking for proposals which combine some form of demand management such as road pricing, with better public transport. These pilot schemes will contribute to our work on national road pricing"

61. A recent Government discussion paper 'Towards a Sustainable Transport System' (October 2007) endorses the views contained within the Eddington Transport Review, for a targeted approach to the most seriously congested parts of the urban, national and international networks, and that an innovative approach which makes the most of existing networks through good regulation, sending the right signals to users and transport providers, is likely to be just as important as further investment

in new infrastructure. Consequently, the Government is now reviewing the guidance to local authorities on the preparation of LTPs to ensure that it reflects both the Eddington priorities and the findings from the review of the take up of 'Smarter Choices' in LTPs (published June 2008).

62. The regional and local planning framework is described in more detail in Annex Ad.
63. It is extremely unlikely that this authority's future LTP allocations will be sufficient to further develop and implement an innovative package solution. Therefore for this Council to secure additional funding from TIF, we would need to work up a package to address congestion that includes some form of more radical demand management. However, the Committee recognise that even though the inclusion of road pricing is most likely to attract TIF funding and generate a revenue income, there were significant questions to be answered i.e.:
- the revenue collection and scheme operation costs would need to be accurately assessed to determine if such a scheme was viable and sustainable
 - the various impacts on business and local residents would need to be examined in detail, including any mitigation measures required
 - timing issues of improvements to public transport and other alternatives
 - public acceptability
64. The Committee also recognised that the implementation of any scheme would be unlikely to occur before the middle of the next decade from a scheme development and delivery viewpoint alone, which equally highlights the need for advance decision making.
65. Broad Strategic Options Available
In February 2008, the Committee received a paper on the strategic options available to the Council, which suggested a number of scenarios which could complement LTP2 to further reduce congestion in the city. Those scenarios are shown in detail in Annex Af in increasing order of complexity, cost and contribution to reducing congestion. For example, the intermediate plans shown above in paragraph 56, would go part if not all of the way to realising scenarios 5, 6 and 10.
66. Before considering the evaluation of the scenarios, it is worth noting that a partly similar exercise⁹ was commissioned by the Yorkshire and Humber Regional Assembly, in the context of the Climate Change Agenda. This modelled a series of interventions to identify 'practicable, deliverable measures within the scope of regional transport policy that would deliver a reduction in the emissions of carbon dioxide from transport across the region.' In doing this however, no resource limitations were applied, and no adjustments for political will were made (in passing, it concluded that even with an extensive package of interventions, any change of direction in carbon emissions would not come close to achieving the desired level of reduction). For the purposes of this review, a similar outcome is likely, in that although the apparent inexorable rise in congestion can not be reversed, it can only be stemmed.
67. It is recognised that the effects of these scenarios on congestion are only officer's considered opinions at the present time and do not have the benefit of rigorous

⁹ Achieving low carbon and sustainable transport systems in Yorkshire and the Humber

analysis. In order to confirm these effects (or otherwise) the scenarios will need to be subjected to further modelling and evaluation. Therefore a recommendation of this review will be that the Executive release sufficient funding for the optimal solutions to be worked up and tested.

68. Long Term Vision for Transport In York

The Vision' for York as contained within the Sustainable Community Strategy states that we will make our mark by:

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

69. The Committee, whilst recognising and supporting this overall vision, note that transport is almost omitted from it. The Committee strongly believe that given the massive challenge of rising traffic and congestion levels, the scale of response required, and residents high priority for tackling congestion, the City should have a complimentary long-term vision for transport. Three alternatives are suggested here for consideration:

- i. *“That by 2020, York will have transformed itself in transport & quality of life terms, reasserting its human scale through allowing many more of its residents to get about on foot or by bicycle, and reducing the dominance of motor vehicles, by reducing speeds, noise and fumes, with an excellent nationally leading public transport system of buses, tram-trains and rail services, using a smart ticketing Yorcard system and backed up by cross modal journey planning”*
- ii. *“A city which has transformed itself in traffic terms and reasserted its human scale and environmental credentials, through its residents being able and positively choosing to travel less by car and more by bicycle, foot and public transport with little delay, so as to be individually healthier and collectively to reduce greenhouse gas emissions and improve local air quality, noise levels and quality of life”*
- iii. *“That by 2020, York will have transformed itself in traffic terms such that:*
 - *it is much less traffic dominated with the majority of local journeys made by foot and bicycle, and longer distance journeys by vastly improved public transport*
 - *as a result York residents are fitter and healthier*
 - *congestion has largely been eliminated*
 - *journeys are more reliable, safer and stress free*
 - *the environment has improved through less traffic noise and visual intrusion, better air quality and more human interaction*
 - *York’s human scale has been reasserted*
 - *Business, leisure and other activity is thriving because of good quality and easy access by a choice of travel modes”*

70. At the end of this review, the Committee intend to confirm their preferred option, and make a recommendation to the Executive that they adopt this long-term vision. Whatever vision is agreed, there is a need to bear in mind that York is part of the

Leeds City Region and York's vision may ultimately be influenced by the Leeds City Region Vision and/or Multiple Area Agreement.

71. The Committee have also recognised the key importance of a vastly improved public transport service within this and suggest a subsidiary vision for public transport is agreed.
72. Survey of York Residents
As part of this review, the Committee considered the findings from previously completed consultations carried out at the time of LTP1 & LTP2. They also agreed that given the need to both obtain wider public understanding of the increasing transport problems facing the city and the transport choices required to respond to those problems, it would be beneficial to carry out a further citywide consultation exercise to gather residents views on the findings of this scrutiny review and the broad strategic options available to the city, as set out in this report.
72. *This section of the final report will include the results from both the previously completed consultations (carried out as part of LTP1 & LTP2) and the new citywide consultation exercise, in order to evidence residents views on the current congestion issues in York and to support the Committee's recommendations. In order to proceed with the new citywide consultation, Members will need to agree the questions to be included therein.*

Report Options

73. Having regard to the remit for this review and the information contained within this report and its associated annexes, Members may decide to:
- i) Amend the findings detailed within this report
 - ii) Insert additional information
 - iii) Amend and/or agree a preferred vision for York's long-term transport strategy as per the suggestions made in paragraph 69
 - iv) Amend and/or agree the conclusions and recommendations within this report (as shown at paragraphs 86 - 91)

Implications

74. **Financial** - The financial implications associated with implementing the suggested long term transport strategy are outlined in paragraph 55. However in order to pursue these funding streams the scenarios will need to be tested rigorously to confirm the validity of the suggested strategy, which would require Council funding. At this stage it is unclear exactly how much funding would be required and this would need to be considered before any decisions were taken.
75. **Legal** - *Information on the legal implications associated with the recommendations will be fed into this report once the findings from the citywide consultation are known, and the Committee's recommendations have been agreed.*
76. *Any HR, Equalities, Crime & Disorder, Property or Other implications will be included in this paragraph once the review recommendations have been agreed.*

Risk Management

77. There is a risk that by not including the right level of information in the new consultation document referred to in paragraph 72 above, it may limit the number of residents who choose to engage in the consultation. This in turn may effect the strength of the argument for the Executive to agree to the recommendations arising from this review. Plus, the cost of carrying out a city consultation is high therefore in order to justify the expense the exercise would need to be productive.

Corporate Priorities

78. The implementation of the recommendations arising from this review will support the delivery of the following corporate priorities:
- 'Reduce the environmental impact of council activities and encourage, empower and promote others to do the same'
 - 'Increase the use of public and other environmentally friendly modes of transport'.

Review Conclusions

79. The Committee have comprehensively reviewed the Council's current transport policies as expressed through LTP2 and the 'Access York' initiative, and their impact on meeting anticipated traffic growth (including from the continued economic success and housing expansion of York) against the objectives of this review and against the views of York residents. They also noted that transport policy figures very little in the current Sustainable Community Strategy vision, despite its importance in delivering much of its ambitions, and in terms of the feedback from York resident's surveys on the importance of tackling congestion.
80. The Committee acknowledged the continuing priority that York residents place on tackling congestion, their mixed views on adopting differing solutions, and the need for continuing substantial engagement with residents and businesses to gain mutual understanding of:
- the potential future problems
 - what may or may not work, and scale of benefit
 - what the appropriate policy trade offs may be
 - the need to act in advance given ongoing traffic growth and delivery time lags
81. The Committee have recognised that whilst many positive initiatives and measures are being undertaken, they will not be sufficient to avoid significantly worsening traffic and congestion problems over the next decade or so, which could both adversely affect quality of life in York and undermine the City's future economic success and well-being. Also, the anticipated growth in motorised traffic and congestion, despite vehicle efficiency improvements and modal shift, will lead to a continuing increase in greenhouse gas emissions, against the recent government act target of an 80% cut in emissions by 2050.
82. The Committee have therefore concluded that the broad overall solution to both congestion and the climate change challenge is a concerted approach using the following hierarchy of measures:

- i. Reducing the need to travel (through IT and other solutions)
 - ii. Undertaking more of the journeys that still need to be made by green and environmentally less damaging modes
 - iii. Improving engine efficiency and switch to lower / non-carbon based fuels
 - iv. Undertaking a greater proportion of car based journeys on a shared basis
 - v. Improving driving standards (for fuel efficiency and safety, and to make roads safer and more attractive to green travel modes)
 - vi. Reducing congestion delays and fuel wastage in traffic queues.
83. Whilst point (iii) above is primarily nationally driven, all of these approaches can be progressed locally to varying degrees and with 56% of York's commuting journeys being less than 5km, there is clearly a lot of room to move in terms of points (ii), (iv) and (vi).
84. There is also a need to persuade individuals to make socially informed choices too, with the 'Smart Choices' approach being key. This will need a very specific on-going public engagement and promotional strategy around 'Smart Choices', including reinvigorating the Green Travel Plan approach with York employers and institutions.

Draft Recommendations Arising From The Review

85. The Committee have drafted a number of recommendations as result of their investigative work on the objectives of this review. These have been split into two parts, those recommendations that in the Committee's view need to be implemented in the short term, and those that make up a strategic response to tackling congestion from LTP3 onwards.

Short/Medium Term Recommendations

86. The following key priorities for the Council should be set:

Overall

- i. Continue work in support of the 'Access York' initiative and implement Phase I
- ii. Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift, including a re-involution of 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated
- iii. Commission a detailed study of a future Transport Strategy to 2021 and beyond based around scenario X as detailed in paragraph ? (*X to be determined based on survey responses etc*)
- iv. Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City
- v. Identify underused bus services and look at ticketing and marketing measures for all services, to improve usage
- vi. The role of city centre car park availability and fee levels in influencing modal choice to again be recognised and explicitly considered when fee levels are examined as part of the budget process. Or, more radically, taken out of that process entirely and set as part of a longer term policy based approach to both transport and the city centre economy, recognising the importance of both imperatives

Public Transport

- vii. Undertake an urgent review of the Council's bus strategy to see how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed
- viii. Renew focus through the Council's Quality Bus Partnership, on undertaking those measures that would most effectively stop the current decline in bus usage i.e. holding down bus fare levels, increased non-concessionary bus priorities, influencing public attitudes and tackling outstanding issues from the 2001 Steer Davies review
- ix. Support City Strategy and bus operators in re-invigorating the Quality Bus Partnership
- x. Quality Bus Partnership to be requested to examine and action ways of improving bus boarding times, whilst avoiding penalising occasional and less well off bus users
- xi. Undertake an early comprehensive review of the current bus network in terms of appropriate changes to match changing development patterns and gaps etc, since the 2002 review
- xii. Council to undertake with bus operators and the Police a joint review of loading and parking restrictions and their enforcement on bus routes
- xiii. Executive Member to prioritise the provision of timetable displays and bus shelters at all bus stops
- xiv. Ensure the extension of Park & Ride services to include York District Hospital
- xv. Local bus companies to be requested to continue to revise bus timetables to provide more accurate and credible timings and work to them
- xvi. The Executive Member to review the operation and delivery of the BLISS real time bus information display system and agree a comprehensive programme for its early roll out across the whole network, with local bus operators
- xvii. Ensure positive promotion of bus network and bus usage including passenger information
- xviii. Improve the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings

Walking & Cycling

- xix. Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns
- xx. The Council should reinvigorate cycling in York using the 'Cycling City' initiative and funding by:
 - tackling key gaps in the network and difficult locations i.e. bridges, key radials and junctions, as identified by the 2003/4 cycling scrutiny review but as yet not implemented
 - improving planning processes to ensure adequate consideration is given in new designs to cycling
 - relaunching the Cycling Forum with a view to giving stakeholders the opportunity to shape future cycling policies and proposals, and to encourage partnership work
- xxi. The Cycling Champion for York to:
 - ensure cycling measures are focused around what will make a difference
 - promote considerate road user behaviour (including by cyclists)
 - engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers

Air Quality

- xxii. Undertake a review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO₂ hotspots, by the EU deadline of 2010. This should include examining the potential benefits of low emission zones, queue relocations using ITS/UTMC, further tightening of the Euro-emission vehicle requirements on the Council's own and its partner's vehicle fleets, tendered transport services and licensed vehicle services, given that buses account for 42% of road traffic emissions, and of introducing a local freight transshipment centre
- xxiii. Undertake a short term project to measure the levels of the most harmful PM2.5 carcinogen carrying particles to understand if there is a problem in York

Other

- xxiv. Council to seek an agreed traffic enforcement strategy with North Yorkshire police for the York area to address issues including bus priorities, road safety, on-street parking, school no parking zones, considerate road user campaigns, across all modes, together with establishing an on-going delivery partnership arrangement
- xxv. Council to drive through early implementation of full DDA compliance for all Council vehicles and council procured bus services, and CCTV in taxis and private hire vehicles
- xxvi. Strengthen the place of transport policy in future versions of York's Sustainable Community Strategy to recognise its importance in the life of the city

Long Term Strategic Recommendations

87. The Council and Local Strategic Partnership to adopt the following long-term vision for transport in the City, complementing the city's Sustainable Community Strategy, giving a clear direction to what the city's transport will look like in the future (three suggestions for this vision are shown at paragraph 69 above)

' insert preferred vision?'

88. Given the key importance of public transport within the above, the following subsidiary vision for public transport should be adopted:

' insert subsidiary vision?'

89. Once the agreed visions and recommended long term strategy for 2021 and beyond have been established, ensure Council and its partners work consistently towards their implementation

90. In regard to buses, the Council to:

- Ensure outstanding comprehensive 5-yearly review of the bus network is carried out to optimise the network and service frequency, to take into account new housing and other developments

91. In regard to freight, the Council to:

- Continue to keep the issue of providing a freight transshipment centre for the City under review if a suitable site and funding mechanisms come forward

- Lobby government (national and EU) to improve standards for HGV engine efficiency and emissions
- Ensure council owned and partners vehicle fleets, and tendered delivery vehicles move rapidly towards the most up to date emission and efficiency standards

Contact Details

Author:

Melanie Carr
Scrutiny Officer
Scrutiny Services
Tel No. 01904 552063.

Chief Officer Responsible for the report:

Dawn Steel
Democratic Services Manager
Tel No. 01904 551030

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Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Traffic Congestion Interim Reports dates 28 January, 17 April, 21 May and 12 June 2008 and 'Broad Strategic Options' Briefing Paper dated 27 February 2008

Annexes

Annex Aa – Maps showing congestion levels in 2005, 2011 & 2021

Annex Ab – Information on Other Impediments to Traffic Flow

Annex Ac – LTP2 Strategy for 2006-11

Annex Ad – Summary of Regional and Local Transport Policy

Annex Ae – Broad Strategic Options - Individual Scenarios To Complement LTP2

Annex Af – Information on Other Cities' Progress in Implementing Road User Charging & Its Capacity to Attract Investment

Annex Ag – Broad Strategic Options – Combination Scenarios To Complement LTP2

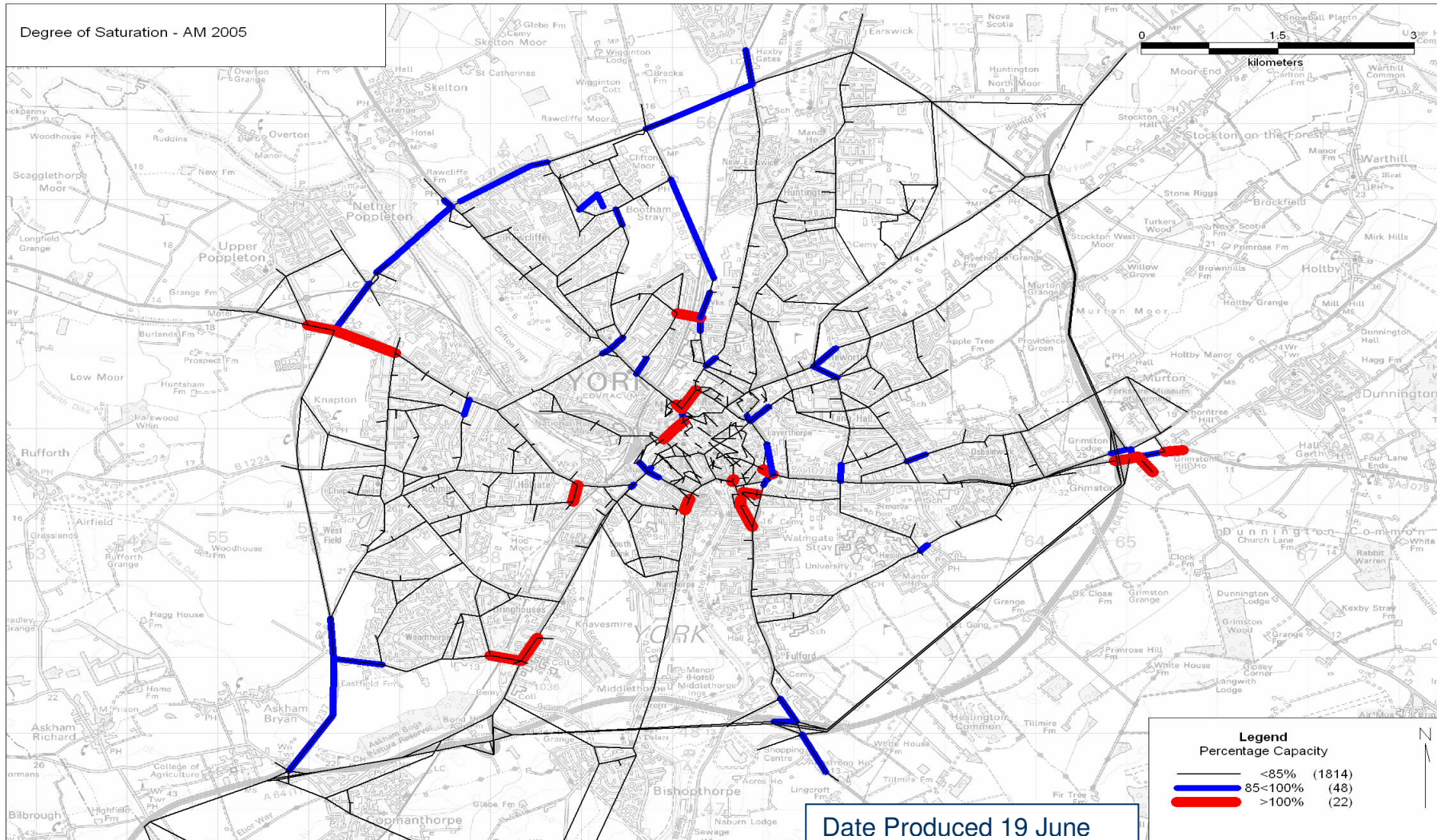
Annex Ah – Matrix of Committees findings with possible solutions, impacts and corresponding recommendations **(to follow)**

Annex Ai – Road User Charging Presentation by Capita Symonds

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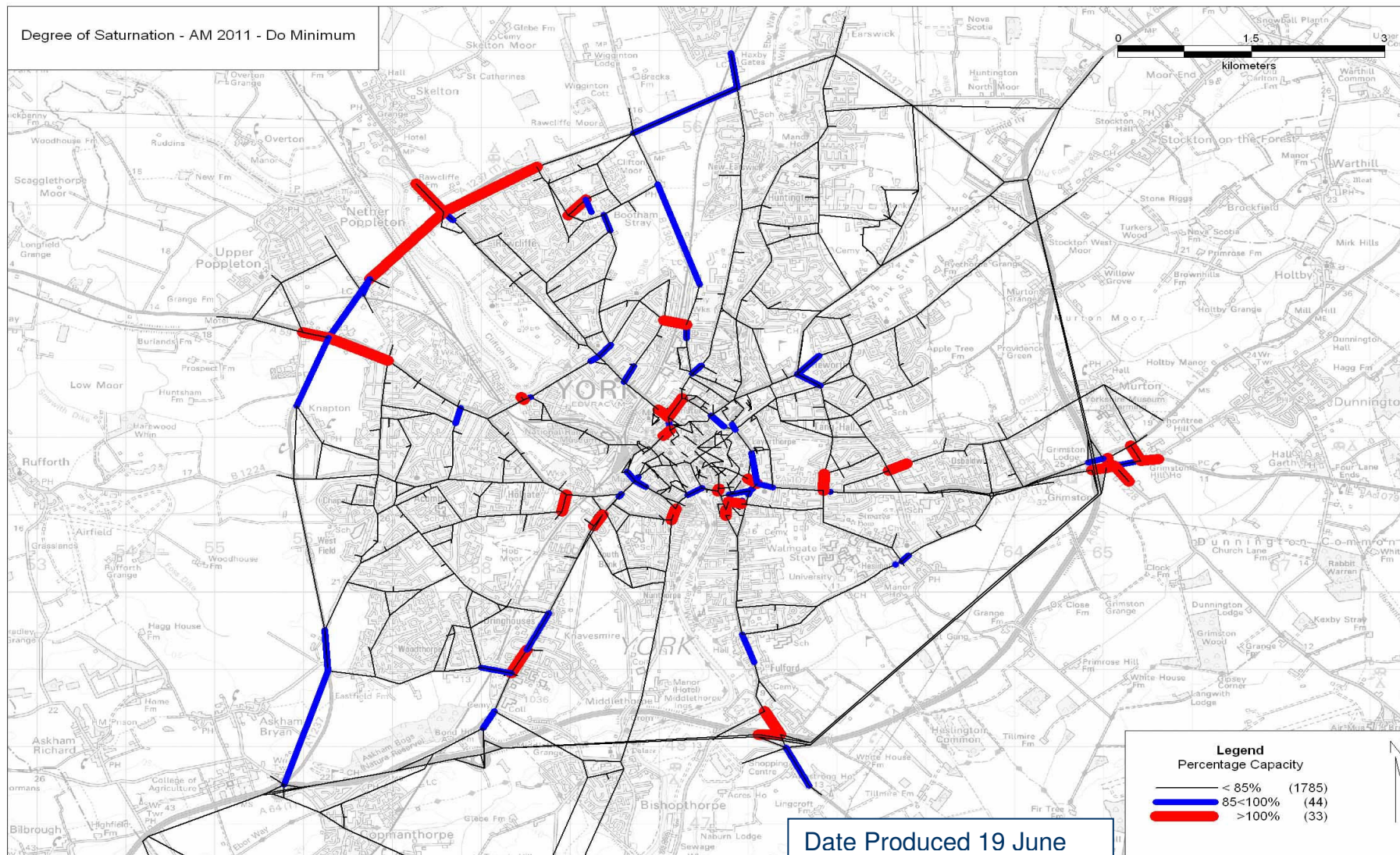
Congestion Maps

AM Peak 2005



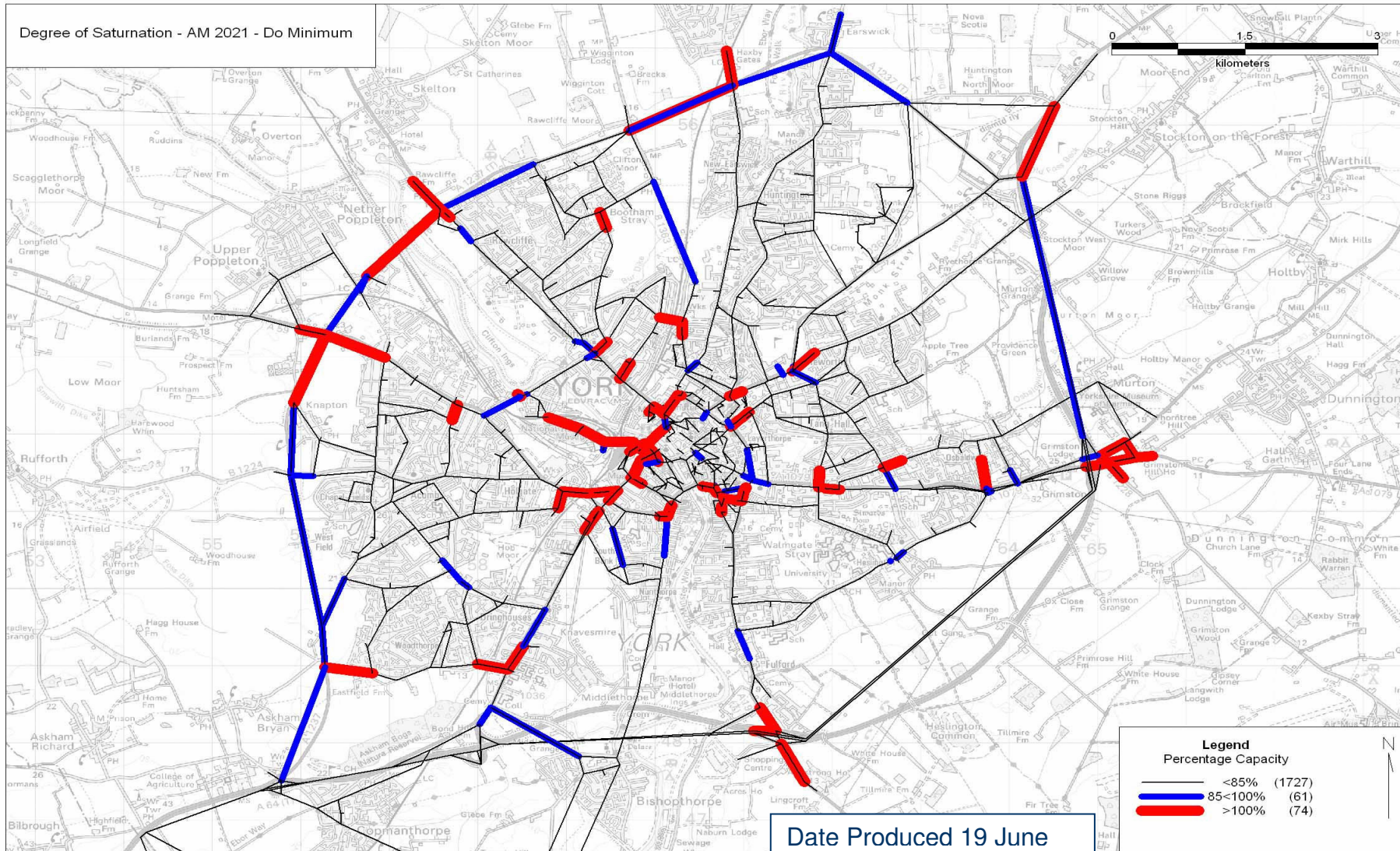
For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A

AM Peak 2011 Do Minimum



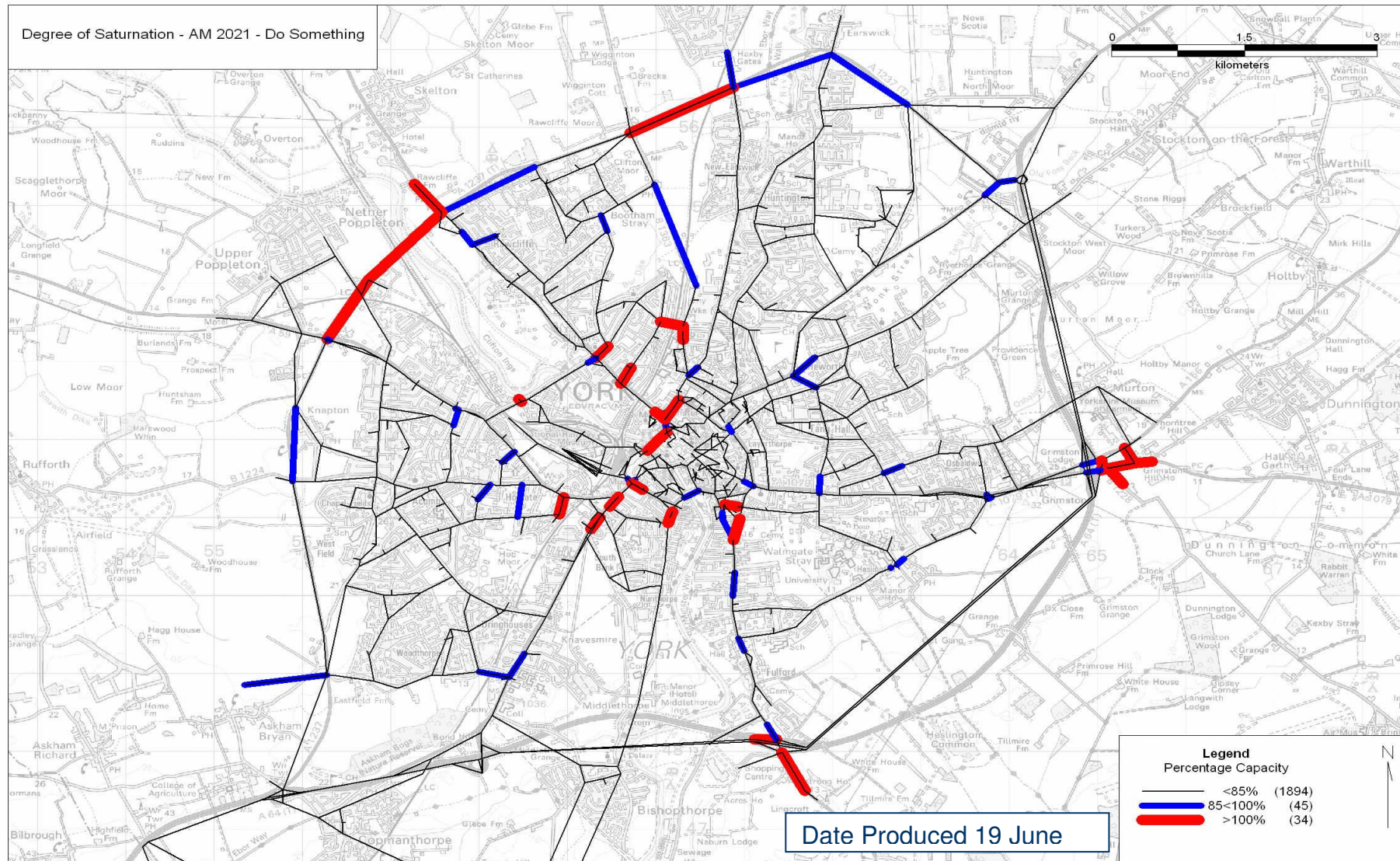
For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A

AM Peak 2021 Do Minimum



For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A

AM Peak 2021 – Do Something



For explanation of basis including what future development has been taken into account, see paragraph 5 & 6 of Annex A

Other Issues Affecting Congestion

There are a number of impediments to traffic flow which are not directly covered by the objectives of this review i.e.:

Utility & Roadworks on the Highway

From April 2008 the Traffic Management Act will require us to notify the co-ordination team of small scale works on the highway such as reactive maintenance. This should aid the management of the network and minimise the disruption.

Accidents on the Highway

The Police have a major influence upon the management of road traffic accidents as they take the responsibility for the scene. Whilst we have reasonable levels of communication with the Police there is room for improvement in co-ordinating the joint response.

Junctions

Where a junction has been improved as much as is practically possible, the only way of reducing congestion further rests on finding ways of either encouraging, or forcing, less traffic to use the roads linked to the junction.

Signals / Crossings

This committee recognised a number of sites where the type of crossing in situ was not necessarily the ideal type for the location. The adaptation or upgrading of some of the older signals to puffin signals would be ideal but costly dependant on the age and type of the crossing already in place.

On Street Parking

There are approximately 267km of waiting restrictions on our existing highways that are regularly patrolled for enforcement by the Council's Parking Services. As inconsiderate and illegal parking is a major source of interruption to the flow of traffic on the Network, more enforcement is required particularly outside schools and within their local vicinity, and At other hotspots where there are frequent delays e.g. on bus routes.

Public Events

Any additions to the current use of Intelligent Transport Systems that alter traffic signal timings and advise traffic of congested areas would be of benefit to the city utilised on major routes into the city to better manage traffic.

Education Related Travel

School related travel can account for up to 20% of traffic during school term times. In fact, one out of every four cars on the road in the morning rush hour in York is on the school run. Work is ongoing in schools to minimise the impact of the "school run" by encouraging alternative modes of transport such as walking and cycling, and work is also in progress to ensure each school has its own travel plan.

Travel Plans

All developments over a certain size had to have a green travel plan but as circumstances change the travel plan do not necessarily change with them. There are well established companies and businesses in the City that do not have a green travel plan and this could possibly be having an effect on traffic congestion within the City; maybe more so than the school run. The Council could do more to encourage the development of, and use of travel plans in the private sector by leading by example.

Inner City Goods Deliveries

The restricted hours for delivery i.e. outside Pedestrian hours leads to a concentrated number of delivery vehicles clogging up the city centre streets. This in turn has a negative affect on pedestrians in the form of a greater potential for accidents and poor air quality from stationary traffic. There is also an issue with parking on main arterial roads during peak traffic times.

THE VISION
A thriving, sustainable (economically, socially and environmentally), vibrant community..... where traffic will be less congestedand everyone can access services and enjoy a better quality of life (including better air quality), without dependence on the availability of a carand with greater safety and security

THEMES (CHALLENGES)	Shared Priorities (with Government)				
	Tackling Congestion	Improving Accessibility for all	Improving Safety	Improving Air Quality and other Quality of Life Issues	Supporting the Local Economy (and other strategies)
HEADLINE OUTCOMES (TARGETS)	<ul style="list-style-type: none"> • Limit traffic growth to 7% • Reduce car modal split by 3.5% 	<ul style="list-style-type: none"> • Bus trips up 46.5% • P & R passengers up 40% • Walking in city centre up 15% • Cycling to work up 1% and 3% overall 	<ul style="list-style-type: none"> • Reduce Killed or Seriously Injured accidents by 45% (Stretched Target) 	<ul style="list-style-type: none"> • Mean of all annual average nitrogen dioxide concentrations measured within the AQMA not to exceed 30µg/m³ 	<ul style="list-style-type: none"> • All of the preceding headline outcomes will support the local economy by making York a more attractive city (to visitors, residents and investors) that is easier to get to and around.

Note All of the above headline outcomes and the following measures may contribute to several themes but have been shown relative to the main one that applies

OBJECTIVES	<ul style="list-style-type: none"> • Encourage informed travel choice • Maintain and make better use of the existing network • Improve journey reliability 	<ul style="list-style-type: none"> • Provide accessible and affordable links to key services • Improve integration within and between all forms of travel • support development that reduces the need to travel and or enables travel by more sustainable modes 	<ul style="list-style-type: none"> • Improve levels of safety for all forms of travel and enhance community safety 	<ul style="list-style-type: none"> • Improve air quality, maintain and protect the built and natural environment of the city • Increase levels of physical activity and provide wider access to health and social care • Maximise the overall benefits of transport and/or developments, to the local community 	<ul style="list-style-type: none"> • Maintain high levels of employment through enhancing and supporting the needs of the local economy in a sustainable manner • Longer-term objectives (to 2021)
ELEMENTS	<ul style="list-style-type: none"> • Demand management • Selective Highway Improvements • Reallocation of road space • Effective management of the network 	<ul style="list-style-type: none"> • integrated transport network • Modal shift away from the private car • Public transport provision and promotion • Smarter travel choices • Improved walking and cycling routes 	<ul style="list-style-type: none"> • A continued focus on a 'Hierarchy of Transport Users' • Engineering, Education and Enforcement 	<ul style="list-style-type: none"> • Air Quality Action Plan 	<ul style="list-style-type: none"> • Improved forward planning (Through informing the Local Development Framework)

THE STRATEGY (MECHANISM), MEASURES AND TIMESCALE
SEE FOLLOWING DIAGRAM AND ATTACHED ACTION PLAN

THE KEY THEME

The consultations undertaken for formulating LTP2 showed that local residents and stakeholders identified ‘congestion’ as their main area of concern, with businesses believing ‘reducing congestion’ to be the most important issue facing the city. Tackling congestion, is, therefore, the primary focus of LTP2 as doing so also contributes significantly to all of the other themes.

THE ISSUE

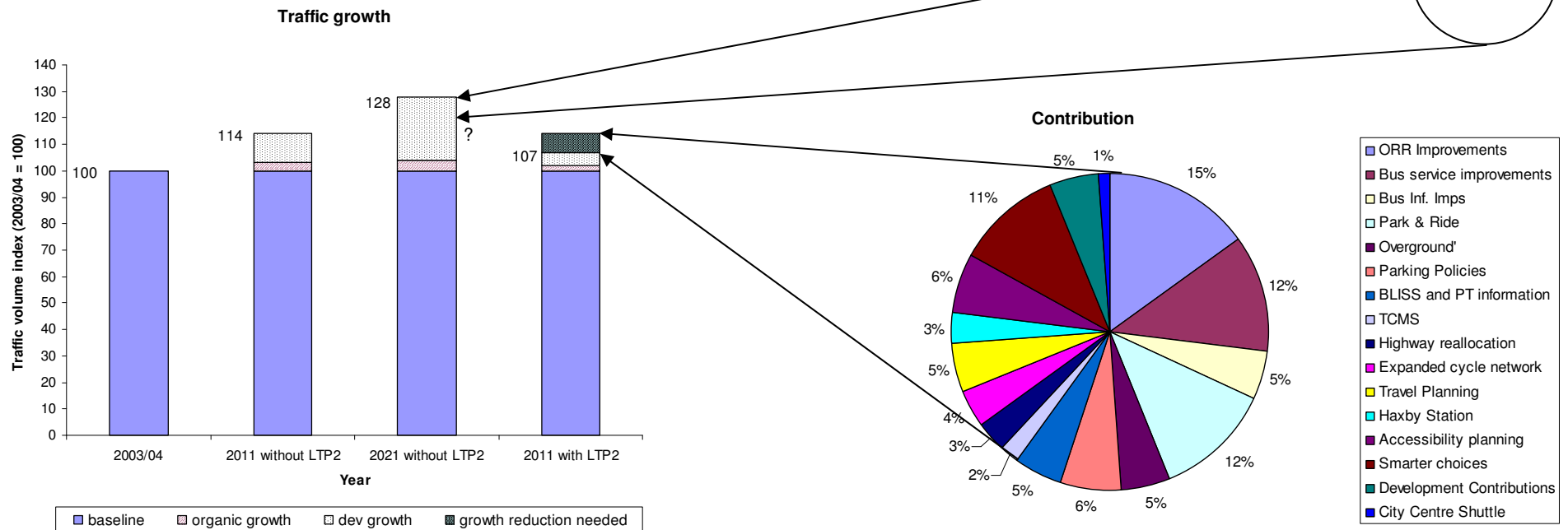
The continuation and expansion of development that has taken place in the city over recent years will, together with ‘organic growth’ add a significant level of transport demand (primarily private car) on the city’s transport network. It is likely that the network will struggle to cope with this level of demand unless further investment is made to improve capacity and demand management measures are introduced to restrain traffic growth (to 7% by 2011 instead of the predicted 14% in the absence of such measures as intended within LTP2).

THE STRATEGY (MECHANISM)

The mechanism by which the issue is anticipated to be addressed consists of the following:

- i) Improve the Outer Ring Road (junctions) to improve capacity and reduce vehicle delays along it to encourage drivers away from undertaking cross city movements along the radial routes,
- ii) thereby reducing traffic levels along the radial routes allowing capacity reallocation to improve journey times and safety for more sustainable forms of transport, such as walking, cycling and public transport; thereby
- iii) enabling further improvements to bus services, augmented by improvements to and expansion of the cycle network and pedestrian routes, supported by;
- iv) suitable promotion, marketing and travel planning to raise the awareness of the more sustainable travel options in the city,
- v) utilising developer contributions for improving the network as appropriate.

This is represented in the following diagrams.



Shared Priority	Scheme	Short Term					Medium Term 2011/2016	Long Term 2016/2021	Core Aim ^{1,2}	Targets ³											Also contributes to:			
		06/07	07/08	08/09	09/10	10/11				1	2	3	4	5	6	7	8	9	10	11				
Tackling Congestion	Traffic Congestion Management System roll-out								2,7			Y												
	A64 Hopgrove Roundabout		◆						2,4	Y			Y	Y										
	Moor Lane Roundabout		◆						4, (2)	Y			Y	Y										
	Other ORR Improvements						◆		2,4	Y			Y	Y										
	Bus Lanes (A19 N&S, Wigginton Road)						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y			
	High Occupancy Vehicle Lane						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y		AQ	
	Bus Priorities (Radial Routes & FTR)						◆		1,2,7	Y	Y	Y			Y	Y	Y			Y	Y			
	Designer Outlet P&R Relocation	◆							1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Askham Bar P&R Expansion			◆					1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Grimston Bar P&R Expansion						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	A59 P&R						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	Wigginton Rd P&R						◆		1,2,7	Y	Y	Y				Y	Y	Y	Y	Y	Y		AQ	
	FTR Roll-out on other routes		◆						1,2,5,7	Y	Y	Y				Y	Y	Y	Y	Y	Y			
	Further Development of FTR						◆		1,2,5,7	Y	Y	Y				Y	Y	Y	Y	Y	Y			
	City Centre Public Transport Access Improvements		◆						1,2,7	Y	Y	Y			Y	Y	Y	Y	Y	Y	Y		AQ	
	Development of orbital routes and transport interchange points			◆					1,2,7 (3)	Y	Y	Y					Y			Y	Y		A	
	Extension of BLISS						◆		1,2,7	Y		Y			Y									
	Real-time Information provision	◆							1,2			Y												
	Personalised journey planning	◆							1,2,5,7	Y	Y	Y					Y				Y		A	
	Segregated off-road cycle routes						◆		1,2,6,7	Y	Y	Y	Y				Y			Y			AQ	
	New pedestrian/cycle bridge						◆		1,2,5,6,7	Y	Y	Y					Y			Y			A	
	Address pinch-points on cycle network						◆		1,2,5,7	Y	Y	Y					Y	Y	Y					
	PROW links	◆							1,5,6,7								Y							
	Expansion of Footstreets	◆							3,4,5	Y			Y	Y		Y								
Car clubs	◆							1,2,5,7			Y				Y									
Haxby Station						◆		1,2,5,7	Y	Y	Y							Y	Y			A, AQ		
Harrogate Line						◆		1,2,5,7	Y										Y			A, AQ		
Beverley Line						◆		1,2,5,7	Y										Y			A, AQ		

Shared Priority	Scheme	Short Term					Medium Term 2011/2016	Long Term 2016/2021	Core Aim ^{1,2}	Targets ³											Also contributes to:			
		06/07	07/08	08/09	09/10	10/11				1	2	3	4	5	6	7	8	9	10	11				
Accessibility	Park & Cycle	◆	◆	◆	◆	◆	◆	◆	1,5		Y								Y					
	City centre shuttle scheme	◆	◆	◆	◆	◆	◆	◆	5		Y						Y		Y					AQ
	Accessibility improvements for retail, education & leisure destinations	◆	◆	◆	◆	◆	◆	◆	1,2,5,7	Y	Y	Y							Y	Y				AQ
Safer Roads & Communities	Targeted speed enforcement	◆	◆	◆	◆	◆	◆	◆	4				Y											
	SPLIT camers/vehicle speed inhibitors	◆	◆	◆	◆	◆	◆	◆	4				Y											
	Cycling/walking safer routes expansion	◆	◆	◆	◆	◆	◆	◆	1,2,4,7			Y	Y				Y	Y						C, AQ
	ORR underpasses (Strensall)	◆	◆	◆	◆	◆	◆	◆	1,2,4,7		Y	Y	Y				Y	Y						
	Self-indicating roads	◆	◆	◆	◆	◆	◆	◆	4				Y											
	Traffic calming measures	◆	◆	◆	◆	◆	◆	◆	4				Y											
	SSZ review	◆	◆	◆	◆	◆	◆	◆	1,4			Y	Y				Y							C, AQ
	Access controls outside schools	◆	◆	◆	◆	◆	◆	◆	1,4			Y	Y				Y	Y						
	Maintenance inc PROW	◆	◆	◆	◆	◆	◆	◆	4					Y										
	"Your Driving, Your Business" campaign	◆	◆	◆	◆	◆	◆	◆	4				Y											
	Further road safety campaigns	◆	◆	◆	◆	◆	◆	◆	4				Y											
	Education & practical training	◆	◆	◆	◆	◆	◆	◆	4			Y	Y						Y					

Shared Priority	Scheme	Short Term					Medium Term 2011/2016	Long Term 2016/2021	Core Aim ^{1,2}	Targets ³											Also contributes to:		
		06/07	07/08	08/09	09/10	10/11				1	2	3	4	5	6	7	8	9	10	11			
Better Air Quality	LEZ feasibility study	◆	◆	◆	◆	◆			1, 2, 7			Y				Y							C
	LEZ implementation						◆	◆	1, 2, 7			Y				Y							C
	Incentives for smaller vehicles/alternative fuel vehicles	◆	◆	◆	◆	◆			7			Y		Y		Y							
	Priority measures for alternative fuel vehicles (link to LEZ)						◆	◆	7			Y		Y		Y							
	Car sharing	◆	◆	◆	◆	◆			1,2,7			Y		Y		Y							C
	Lorry routing strategy	◆	◆	◆	◆	◆			2,3,7	Y				Y		Y							C
	Possible freight consolidation centre						◆	◆	2,3,7	Y				Y		Y							C
Culture, Health & Well-being	Better-maintained pedestrian & cycle networks	◆	◆	◆	◆	◆			1,2,7		Y	Y		Y		Y	Y						C, AQ
	Co-ordination of street works with neighbourhood initiatives	◆	◆	◆	◆	◆			8	Y				Y					Y				
	Further feasibility work on the development of river transport	◆	◆	◆	◆	◆			1,3,7	Y						Y							C, AQ
	Enhancement of river environments	◆	◆	◆	◆	◆			3,7	Y				Y		Y			Y				
	Improved street furniture design	◆	◆	◆	◆	◆			3,7							Y			Y				
	Open up more of the riverside to the public	◆	◆	◆	◆	◆			3,7					Y		Y			Y				
	Developing cycle and walking routes along river corridors	◆	◆	◆	◆	◆			1,2,7			Y		Y		Y	Y						C, AQ
	Secure funding for environmental improvements through new developments	◆	◆	◆	◆	◆			3,7	Y				Y		Y			Y	Y			
	Enhancing Education & the City's Economy	Transport schemes linked to new developments	◆	◆	◆	◆	◆			1,2,3,7	Y		Y		Y		Y			Y	Y		
York Central Major Scheme Bid							◆	◆	1,2,3,7	Y		Y		Y		Y		Y	Y	Y			C, A, AQ
Freight bikes		◆	◆	◆	◆	◆			1,2,3,7	Y				Y		Y							C, AQ
Freight Quality Partnership		◆	◆	◆	◆	◆			1,2,3,7	Y				Y		Y							C, AQ

Notes

1. For Core Aims see Chapter 5
2. Main Core aims relative to scheme are shown. Other Core aims may also apply
3. For Targets see Chapter 8

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Regional & Local Policy Driving Change

Regionally, 'The Northern Way' (a partnership between the three northern Regional Development Agencies) in its transport priorities report¹ seeks to improve links within and between the North's City Regions. In addition, an Institute for Public Policy Research North report² recommends that '*Regional Development Agencies have more influence over transport policy...with a specific remit make the case for better modal integration and facilitate a shift to lower carbon solutions such as rail, buses and cycling*'.

The Yorkshire and the Humber Regional Spatial Strategy was published in May 2008. It presents the spatial issues relating to seven sub areas within the region, including the Leeds City Region and the York Sub-area, and incorporates a Regional Transport Strategy (RTS), which provides a strategic steer on transport investment and management. The RSS (& RTS) contains policies and criteria which seek to:

- Support the improvement of links between and within the City Regions.
- Achieve better accessibility to opportunities and facilities.
- Increase walking, cycling and use of public transport.
- Reduce the need to travel and the distance travelled.
- Address growth in traffic congestion and transport related emissions, including the use of demand management measures in urban areas as appropriate to local circumstances ("Category A" transport management and investment priority).
- Improve public transport in the Leeds-Harrogate-York corridor.
- Support York Northwest development.
- Improve accessibility to York city centre and investment opportunities of the sub-area ("Category B" transport management and investment priority).
- Guide local authorities to adopt a transport-orientated approach to ensure that development makes the best use of existing infrastructure and maximises accessibility by walking, cycling and using public transport.
- Realise potential growth of 2130 jobs per annum and 850 dwellings per annum in the York Sub-Area.

The Regional Transport Board makes recommendations to the Secretary of State (SoS) for transport on how the £842 million 10-year Regional Funding Allocation (RFA) for transport schemes across the region should be spent. The SoS then decides which of the recommendations (or others) should be taken forward for seeking subsequent funding. Through this process a new station at Haxby has been included in the RFA programme and 'Access York Phase 1' has been approved as a scheme to be put forward in the latest round of recommendations. Haxby Station has already been submitted to the Department for Transport (DfT) as an Exceptional Scheme Bid for which a decision from DfT is awaited, and a Major Scheme Bid for Access York Phase I is due to be submitted later this year.

¹ Moving Forward: The Northern Way Strategic Direction for Transport

² A progressive transport policy for Northern England, Paper 4 from the northern Economic Agenda project – Institute for Public Policy Research North

The Leeds City Region is one of the key drivers of the Northern economy. The Leeds City Region Transport Vision and Investment Plan has a vision for transport to enable the city region to function as a single economic space by providing a high quality transport system that will, amongst other aims:

Connect all core centres within the city region to each other;
Connect population to core centres, employment sites, education, training, retail and leisure facilities within the city region;
Provide choice and ensure that the growth in car use is minimised, whilst
Make best use of the transport assets in the city region

The Investment Plan includes and builds on existing committed transport schemes (in the RFA) in the city region, which will be developed in the context of managing demand better to make best use of existing transport infrastructure and services. In addition, the plan acknowledges that current committed and planned schemes do not fully meet the anticipated travel needs of the city region. Therefore, the Investment Plan includes additional measures for a range of transport modes and demand management that seek to realise the aims outlined above.

The principal longer-term drivers locally are the Local Development Framework (LDF), the Sustainable Community Strategy (SCS), which incorporates the Local Area Agreement (LAA) and the Future York Group Report³.

The Future York Group Report analysed the York economy and proposed a series of recommendations for how York might prepare itself for meeting current and future competition. It stated that if the proposed economic growth rate of 3.7% was pursued over the next 10 years the city's economy could double by 2026. However, the report advocated housing growth greater than contained in the Draft RSS and/or transport infrastructure to mitigate the effects of the population being outpaced by economic growth. The particular recommendations for transport were to:

Secure funds to enable the dualing of the northern outer ring road (ORR);
Improve connectivity to at least one of the regional airports (maximum 45 min. transfer time from the city);
Investigate ways to improve sustainable public transport links to neighbouring towns and cities
Review policies to ensure more flexibility in addressing parking needs at out of city centre employment developments.

It would appear from the Future York Group Report that enabling economic growth is inextricably linked to significant transport infrastructure provision (primarily highway improvements). However, the veracity of this link is now being challenged and other measures that are not directly aimed at easing travel by private car may be more viable.

³ The future York Group Report – An Independent Strategic Review of the York Economy

The LDF will establish the future development patterns for the city up to 2026 and is expected to be complementary to future transport policy. The various documents forming the LDF are presently at early stages of production and will undergo extensive consultation and examination before being adopted.

The SCS entitled 'York A City Making History 2008-2025' is due to be released later this year, subject to full Council approval in June 2008. It incorporates a LAA which contains targets for two National Performance Indicators (NPIs) pertaining to congestion (vehicle journey time delay) and safety (killed or seriously injured accidents (KSIs)).

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Potential Elements for a Long term Transport Strategy for York

Public Transport

Rail

- Tram
- Enhanced Rail Services
- New Halts
- Airport Access i.e. LBA, Manchester, Doncaster, Teeside

Bus

- Quality Contracts
- Quality Partnerships
- Guided Vehicles
- Management of Bus Services
- Alternative to subsidised bus services
- Overground Orbital services
- Integrated ticketing i.e. Yorcard

Park & Ride

- Increase in capacity
- Hours of Operation
- Fare Structure
- New and Extended sites (South/East)

Infrastructure Improvements

New Park & Ride Services

Access York Phase I

Outer ring road – Access York Phase II

New river crossings for walking and cycling

Trans-shipment centre

Cycle network extensions i.e. off road routes and secure storage

Walking

City Centre Interchange i.e. P&R, Commercial Bus, Tram, Rail

Asset Repair and maintenance i.e. reducing backlog

Demand Management

Road User Charging e.g. zonal / cordon

Workplace Charging Levy

Low Emission Zone Charging

Low Occupancy Charging

Access Restraint

Bus Priority Lanes on all P&R radials Parking Policy:

- Charging structure,
- Planning controls
- Enforcement

Traffic Management using enhanced technology, 'Freeflow Project'
Event Management

Smarter Choices

Personalised Travel Planning

Travel Information

Awareness Campaigns

Support for cycling and walking initiatives

Which Way Now? City of York long-term transport strategy (to 2021)

The following evaluation of the York scenarios aims to give an indication of each approach's ability to limit growth in congestion, informed by regional study evidence.

Scenario 1 – Do Minimum (Reference Case) – This has no further significant investment in the transport network post LTP2 and relies on the demand for transport and the network's available capacity coming to a 'natural balance'. It is therefore unlikely to have any direct effect on reducing congestion, which will be close to the predicted 28% increase in traffic levels by 2021, due to expected development in the city generating more transport demands.

Scenario 2 – 'Smarter Choices' – The congestion relieving effects can be significant if investment in them is sufficient and sustained. The Department for Transport's (DfT) document "Smarter choices: changing the way we travel", showed that 'smarter choices' (or 'soft measures'), could have a positive impact on traffic and congestion levels. These measures, which include school travel plans, workplace travel plans, personalised travel planning, tele-working, public transport marketing, cycling facilities and car clubs, could reduce peak hour urban traffic by as much as 21 per cent, although in York the future impact of this is likely to be reduced by over half, as some 'smarter choices' measures have already been carried out. Furthermore, research by the DfT showed the impact of these could be greatly enhanced by complementary demand management policies.

Whatever improvements are made to facilities to encourage use of public transport, walking and cycling (York has now achieved 'Cycling City' designation), there is a great reluctance for motorists to consider other modes of travel unless there is an overwhelming perceived advantage in doing so (in terms of time, cost, conscience, comfort and combinations of these issues). Consequently, although 'smarter choices' have the ability to achieve a high degree of modal shift they are usually implemented as part of a package of other measures and require a continuous and significant level of (revenue) investment over a long period to achieve their full potential. If implemented solely, around a 3% reduction in congestion below that predicted in York by 2021, might be achieved.

Scenario 3 – Continuation of LTP Approach will continue to achieve some reduction in congestion, but is likely to be less successful than the first LTP (no net increase) and LTP2 (limited to 7% increase in traffic growth) as, although it is likely that a balanced package of measures will be continued, the majority of affordable measures that could be implemented, would have been. Overall it might achieve around a 5% reduction in congestion below that predicted by 2021.

Scenario 4 - Non-Motorised Transport Infrastructure Improvements will provide the most healthy lifestyle options for people to travel and continue the work that will have been done through York's Cycling City programme. It's impacts will be limited however and it may only achieve a 1% reduction in congestion below that predicted to 2021 .

Which Way Now? City of York long-term transport strategy (to 2021)

Scenario 5 - Road based Public Transport Investment (inc. Park & Ride) will provide more capacity in the bus network and improve quality, frequency and reliability of buses as well as improve the waiting environment for passengers thereby capturing passengers that may otherwise not use public transport. This might achieve a 1-2% reduction in congestion below that predicted to 2021.

Scenario 6 - Investment in Rail - As recent studies have shown rail services to be under utilised, this could realise the current latent demand for rail travel, particularly commuting by rail. Investments could be directed to improving heavy rail services or to new light rail technology such as tram-train. However, this is likely to be very expensive to implement and might achieve a 5% reduction in congestion below that predicted to 2021.

Scenario 7 – Extended Conventional Demand Management - This is unlikely to have a significant impact on reducing congestion on its own and might achieve a 1% reduction in congestion below that predicted to 2021. However it may enhance the ability of other scenarios to reduce congestion.

Scenario 8 - Workplace parking charge will act as a deterrent to driving if charged directly to the motorist choosing to park at the workplace. However, the charge may be absorbed by employers and not passed on to employees. Also it will not work in isolation particularly if no other choices for travel are available. This might achieve a 5% reduction in congestion below that predicted to 2021.

Scenario 9 - Road User Charging Charge Whilst LTP2 currently considers that the use of 'Road User Charging' (RUC) within the period of the plan is not a priority at the present time (neither directly or through Workplace Parking Levies), evidence suggests that with continued economic growth the demand for travel will increase continually if it is not tackled. It is also becoming increasingly clear that Government sees RUC as one of the main options in a package of measures to address the issue of traffic congestion across the country. Information on other cities' progress in implementing Road User Charging and its capacity to attract investment is shown at Annex Af.

Whilst we have no experience in York of RUC schemes it would seem that there are two distinct types. The first of these seeks to apply sufficient charges to deter drivers from entering the city and recoup the costs of operating such a scheme. The alternative scheme seeks to do the same but applies a higher charge in order to fund other improvements to encourage the use of sustainable forms of travel.

There are a number of road pricing mechanisms including, cordon or zone charging, distance based charging, time based charging and most popularly congestion charging as used in London. The different mechanisms can use a variety of ways of collecting the charge such as toll booths, number plate recognition and electronic fee collection via smartcard or in car satellite positioning. Payment of the charge is usually by a variety of means but the favoured mechanism is via electronic means such as the internet or by direct debit.

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A cordon based approach was looked at in the early 1990s using the Council's early Saturn model. It looked at two alternative cordons, one just outside the inner ring road and one just outside the outer ring road. The effect of both was found to be broadly similar with positive results based on a £1 one way charge to cross a cordon. The introduction of an outer cordon has the potential to reinforce the message to motorists to use bus services or Park & Ride, once the additional expanded 'Assess York' sites come on stream. To maximise the deliverability of this solution, the Park & Ride sites would all be located within the outer ring road which raises questions about the proposed A59 Park & Ride site beyond it.

A 2006 study looked at one form of zone charging which involved the introduction of tolls on the three city bridges and the key findings were:

- Without tolling there is a significant worsening of the situation with 2021 traffic levels are nearly 25% higher than 2005 and the time spent travelling on the network increasing by some 50%.
- The introduction of £1 or a £5 toll on the three City bridges does not significantly reduce the overall number of vehicles on the network.
- A £1 toll displaces a proportion of drivers from the centre and results in a small reduction in the overall vehicle delay on the entire network.
- A £5 toll displaces a greater number of drivers but the overall effect is to increase the overall amount of time spent travelling by vehicles on the network and the net distance travelled.
- The reductions in delay savings in the City Centre are effectively cancelled out by increases in delay at outer junctions and increases in overall journey distances.

Although road user charging is most likely to capture traffic inbound to and through the city, it will not work in isolation, particularly if no other choices for travel are available. The Committee heard about the Cardiff PPP and Manchester TIF schemes which both presented models of up front major public transport improvement investment, prior to the introduction of actual RUC, which then contributed to paying off the investment. And, whilst introducing a road user charge might achieve a nominal 8% reduction in congestion below that predicted to 2021, it could be expensive to implement for a small city like York. Also the percentage figure quoted should be viewed cautiously as the impact of RUC will depend on a whole series of factors i.e. the type of charging applied, the charge levels, if varied by time of day or week and what exemptions are given e.g. disabled, freight, low income groups etc. This can be seen with the London scheme, where evidence given to the Committee showed the initial zone reduction was a massive 26%, which was then reduced by the concessions made when it was expanded to the West End of London. Nonetheless, it still has a very positive effect, with significant reductions in traffic, congestion, pollution and accidents and contributing major funds to improve public transport services (£100m of the £123m annual income), see also annex Ai.

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Scenario 10 - Highway Infrastructure Investment could relieve congestion by providing extra capacity, but might also only be a short term fix as suppressed/induced demand is released once the infrastructure is in place. Highway infrastructure investment will have some benefits for road-based public transport and may optimistically achieve around a 10% (local) reduction initially, but it could lead to an increase overall in congestion in the longer term. It is also particularly difficult to obtain Government funding under current assessment rules for the very large costs involved.

Optimal Combination Solutions For Addressing Congestion

The Committee recognised that the scenarios detailed in paragraphs 52-66 above, could be introduced individually or in combination to provide differing levels of congestion relief and that the key issue was to identify the optimal and most affordable combination of those scenarios to either widen travel choice or manage the demand for travel. An initial assessment of these combinations was carried out and these have been listed in order of increasing ability to tackle the issues – see Annex H. The two final scenarios (13 & 14) ultimately present the optimal solutions for addressing congestion either without a road user charge element (scenario 13) but with no other funding mechanism identified to deliver it, or with road user charging (scenario 14) within the TIF funding framework, but subject to being able to demonstrate it is practically and financially deliverable.

Scenario 11 Tackling Inward Commute - Aimed at capturing longer distance commuters on the way in to York and discouraging travelling by car through the city. This does little to encourage people to switch to more sustainable forms of transport for shorter journeys. Might achieve around 8-10% reduction in congestion.

Scenario 12 Easing Citywide Movement - Focussed on reducing within-city commuting trips by car by encouraging people to switch to more sustainable forms of transport for shorter journeys, but does little to capture inward commuting traffic, which forms a significant part of the overall traffic flow. Around a 7-8% reduction in congestion might be achieved.

‘Optimal’ Scenarios 13 & 14 - Both scenario 13 and scenario 14 have been postulated as packages of various measures beyond the scope and scale of an LTP programme that would be the most effective at tackling congestion in York in the long-term. Both scenarios comprise a similar aspiration for the development of non-motorised transport (walking and cycling) and road based public transport (buses) to encourage greater use of more sustainable forms of transport for journeys of up to five miles and investment in York’s rail network (albeit at a higher level in Scenario 14) for longer distance commuting. Continued investment in a comprehensive programme of ‘smarter choices’ measures will maximise the ability of the above to achieve a significant modal shift away from the use of a private car. In addition to widening transport choice, both scenarios include the introduction of a strategic and coordinated programme of conventional demand management measures, such as car park pricing; highway space reallocation and more effective use of traffic signals to deter traffic from the city centre.

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It is envisaged that the implementation of scenario 13 may possibly achieve a modal shift in the range of around 7% - 12% in the city centre, though no means of funding this scenario have been identified.

Where scenarios 13 and 14 differ, is in the much higher level of investment in highway infrastructure and rail (e.g. for the introduction of a tram-train network) in scenario 14 in conjunction with the application of road user charging (RUC) within the TIF framework, to fund the whole package. RUC could be applied either directly, or by the introduction of a workplace parking levy or in combination (with exceptions to avoid double charging) and could be used to raise capital funding (through TIF or otherwise) and/or as a revenue stream to increase subsidy to public transport.

It is envisaged that the implementation of scenario 14 may possibly achieve a modal shift in the range of around 15% - 20% in the city centre, subject to the significant uncertainty at this stage of how much RUC can actually deliver.

Even though both scenarios might achieve significant modal shift, it may not be possible to completely stem the rise in congestion in the city if the city develops as anticipated. However, they are considered to be the most radical solutions over and above a 'typical LTP package' for minimising the impacts of congestion in the future and go the furthest towards achieving that ambition and with a potential funding mechanism (scenario 14).

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Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
1	Do Minimum	No further investment in the transport system other than already committed schemes. (i.e. end of LTP2)	Reliant on 'natural balance' to occur. As the demand on the road network increases the 'peak spreading' will occur increasing travel times for private and public transport to an unacceptable level.	Unacceptable increases in travel time would inhibit economic growth.	CoYC
2	'Smarter Choices'	Marketing, publicity and personal travel planning to make people more aware of transport options available	Seeks to make people use what we have in a better way, but doesn't increase the capacity of the transport network	Low cost (£25,000 - £250,000 per year overall revenue). Unlikely to have any quick-wins, but has achieved significant modal shift, over time where used. Full benefits may not be realised without other investment to improve capacity in the network. Unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC
3	Continuation of LTP Approach	Continue policies and investment levels currently in Local Transport Plan 2006-2011	Package of measures to meet shared priorities	Some successes, but limited for achieving much more at similar levels of investment, so unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC (through LTP settlement) DfT (for LTP settlement awarded)
4	Non-Motorised Transport Infrastructure Improvements	High level of investment for walking/cycling, including new river crossings but minimal investment elsewhere	Completion of strategic cycle network and links (including secure storage) plus improved pedestrian environment to facilitate more 'healthy travel'. Supplement infrastructure with education and training.	Unblocking of barriers to increased cycling / walking within the city, but unlikely to alleviate longer distance commuter / through traffic, so unlikely to achieve sufficient congestion relief to prevent economic growth being inhibited.	CoYC Sustrans Cycling England Regional Transport Board Other funding agencies

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5	Road based Public Transport Investment (inc. Park & Ride)	High level of investment for improved public transport services (buses) and infrastructure, but minimal investment elsewhere	Improved infrastructure, including interchange facilities further P & R sites and better bus stop facilities by CoYC, together with service improvements, including integrated ticketing, by bus operators through use of voluntary/statutory quality partnerships and / or statutory quality contracts. Potential for guided bus route(s).	Significant step-change required to make PT more attractive for increasing patronage, but reticence by operators may hamper aspirations. Also reliant on increased and continual revenue support for non-commercial services. Could provide significant level of congestion relief	CoYC (infrastructure and quality contracts) Bus operators (services through partnership(s) and/or contracts) Leeds City Region (for connections to other towns/cities)
6	Investment in Rail	investment in rail services and infrastructure	Coordinated approach to developing all forms of rail based public transport, including introduction of more heavy rail or tram/train services particularly if links to LBIA improved.	Reliant on outcome of trials and procedures for completing rail projects. Could remove more longer distance commuting traffic than 5	CoYC (infrastructure and quality contracts) Network Rail Train operating companies Leeds City Region Regional Transport Board
7	Conventional Demand Management	Implementing various demand management measures to make city (centre) less desirable to access by private car.	Mixture of more radical parking policies, access restrictions and reallocation of road space to more sustainable forms of transport, together with technological development such as TCMS to ease traffic movements.	Big 'stick' and some 'carrot' (opportunities for improving more sustainable modes on reallocated roadspace). Can not use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth being inhibited, unless more sustainable mode improvements introduced.	CoYC

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8	Workplace parking charge	Workplace parking levy	Workplace parking charging to deter commuting to city centre workplaces by car. Revenue raised by levy used to fund other improvements.	Big 'stick' but no 'carrot'. Even if seen as a deterrent it may be perceived by motorists to be an 'acceptable penalty'. Cannot use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth limitations. Possible implications on employment locations and re-locations Need to improve other modes before introducing. Commuter orientated charge (into and within the city). Could encourage greater take-up of workplace travel plans. Exemptions. Relatively quick to implement.	CoYC Employers (depending on no. of staff at workplace) Leeds City Region Regional Transport Board
9	Road User Charging	Area / Cordon based road user charge	Area / Cordon charging zone to discourage through-city travel by private vehicles. Revenue raised by charge used to fund other improvements.	Big 'stick' but no 'carrot'. Even if seen as a deterrent it may be perceived by motorists to be an 'acceptable penalty'. Cannot use in isolation so unlikely, in itself, to achieve sufficient congestion relief to prevent economic growth limitations. Possible implications on employment locations and re-locations Need to improve other modes before introducing. Could discourage cross city movements Encourages more use of Park & Ride services Will require extensive monitoring and enforcement apparatus and procedures. Exemptions. Could have long lead-in period.	CoYC DfT (for allocating TIF funding) Leeds City Region Regional Transport Board

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10	Highway Infrastructure	Implementation of major highway projects such as Access York Phase II (incorporating ORR dualling) and freight consolidation centre	Major highway investment, favouring predominantly private motorised transport, but with some benefits for road based public transport.	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT for awarding Major Scheme Bids Leeds City Region Regional Transport Board
Combination Scenarios					
11	Tackling Inward Commute	Combination of Scenarios 2, 5, 6, 8, 9 & 10	Heavy investment in Park & Ride and other road/rail public transport, together with workplace parking levy and/or road user charge and Access York Phase II	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre and some car borne 'within' city commuter trips, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
12	Easing citywide movement	Combination of Scenarios 2, 4, 5, 7, 8 & 9	Heavy investment in Park & Ride and other road based public transport, together with city centre demand management / traffic management measures, workplace parking levy and/or road user charging and Access York Phase II.	As 11 but more focussed on providing more sustainable and healthy options for shorter distance travel	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

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13	Optimal Combination with Charging	Combination of Scenarios 2, 4, 5, 6, 7, 8 or 9 & 10	Broad spread of improvement and extensive demand management measures.	Optimal combination of 11 & 12 to achieve maximum congestion relief. Most likely scenario to attract TIF funding for the significant investment required. Charging element could influence economic growth (this needs examining).	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
14	Optimal Combination without Charging	Combination of Scenarios 2, 4, 5, 6, & 7	Broad spread of improvement measures with some demand management.	Optimal combination of elements in scenarios 1-9 but without any form of charging road users (other than through general parking prices) for the congestion they may cause. Will need to source funding streams other than TIF for the substantial investment required as unlikely to be eligible for TIF funding, and may not be deliverable otherwise. Unlikely to be a significant disincentive to use of private transport within the city.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

Notes

- 1 Each subsequent scenario increases in cost/complexity/deliverability to preceding scenario(s).
- 2 Each scenario and measure therein should be assessed for user affordability.

Combination Scenarios					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
11	Tackling Inward Commute	Combination of Scenarios 2, 5, 6, 8, 9 & 10	Heavy investment in Park & Ride and other road/rail public transport, together with workplace parking levy and/or road user charge and Access York Phase II	Provides extra traffic capacity on routes around the city, thus making them more favourable than through city routes for cross-city movements. Bus priority on key radials will improve journey reliability. Consolidation centre will facilitate more efficient freight deliveries to the city centre. Significant removal of longer-distance commuting / through traffic in city centre and some car borne 'within' city commuter trips, hence reduces congestion, but does not achieve much transference to more sustainable modes for shorter journeys.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
12	Easing citywide movement	Combination of Scenarios 2, 4, 5, 7, 8 & 9	Heavy investment in Park & Ride and other road based public transport, together with city centre demand management / traffic management measures, workplace parking levy and/or road user charging and Access York Phase II.	As 11 but more focussed on providing more sustainable and healthy options for shorter distance travel	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

Combination Scenarios					
Scenario No.	Title	Brief Description	Mechanism & output	Implications	Responsible organisation(s)
13	Optimal Combination with Charging	Combination of Scenarios 2, 4, 5, 6, 7, 8 or 9 & 10	Broad spread of improvement and extensive demand management measures.	Optimal combination of 11 & 12 to achieve maximum congestion relief. Most likely scenario to attract TIF funding for the significant investment required. Charging element could influence economic growth (this needs examining).	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers
14	Optimal Combination without Charging	Combination of Scenarios 2, 4, 5, 6, & 7	Broad spread of improvement measures with some demand management.	Optimal combination of elements in scenarios 1-9 but without any form of charging road users (other than through general parking prices) for the congestion they may cause. Will need to source funding streams other than TIF for the substantial investment required as unlikely to be eligible for TIF funding, and may not be deliverable otherwise. Unlikely to be a significant disincentive to use of private transport within the city.	CoYC DfT Bus operators Network Rail Train operating companies Leeds City Region Regional Transport Board Employers

Notes

- 1 Each subsequent combination scenario increases in cost/complexity/deliverability
- 2 Each combination scenario and measure therein should be assessed for user affordability.

Table of Issues/Findings, Identified Solutions, Possible Impacts & Draft Recommendations

Objectives (i) - Accessibility to Services, Employment, Education & Health Services			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Bus routes currently reviewed every five years (now due) but would benefit from more regular reviews to react to changes in the location of services, new businesses and housing developments, etc	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Better bus service overall, with increased usage, but possible positive & negative effects in particular localities. Possible alterations in subsidy levels by CYC for socially necessary bus services in York.	Undertake an urgent review of the Council's bus strategy to see how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed - see Recommendation vii
2 Gaps in bus services would be reduced if the number of buses in use during 'school run' times was increased & bus priority & congestion reduction released the extra 10% of buses required to cope with current congestion delays	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Better peak service but potentially substantial additional costs for extra vehicles, and demand for increased subsidy by CYC for the bus services in York, unless 'congestion penalty' removed (see section 'v')	
3 Identifying under used bus services and implementing soft measures to encourage their use to ensure their viability & continuation	Offer discounted tickets and look at extending frequency of services to make them more attractive	Possible costs to the Council but in the long term increased revenue for bus companies	
4 Improved interchange points are needed in the city centre	Need to improve quantity and quality of bus shelters	Cost to CYC's LTP2 / Capital programme, plus maintenance budgets (offset by any extra advertising income)	
5 Extending the Park & Ride service would improve access to York Hospital outside of peak hours	New P&R type service from Clifton Moor to hospital and then Station for interchange	Relief of congestion and parking problems at hospital	Ensure the extension of Park & Ride services to include York District Hospital - see Recommendation xiv
6 Need to make better use of taxis as part of a complementary public transport strategy, especially late night when there are taxi availability problems on busy nights. There is still also only limited DDA compliant vehicles in the fleet	Improved safety measures for taxis eg CCTV in Cars would encourage greater use and offer increased protection to drivers & passengers particularly at night. Allow additional DDA compliant taxi licences	Capital cost to taxi proprietors. Potentially more passengers particularly at night and ? for disabled people to obtain appropriate vehicles	Council to drive through early implementation of full DDA compliance for all Council vehicles and council procured bus services and CCTV in taxis and private hire vehicles - see Recommendation xxv
7 Need to publicise and spread good practices by employers across the city i.e. Green Travel Plans as many well established businesses do not have travel plans	1) CYC to lead by example i.e. by implementing own Green Travel Plan 2) Publicity and promotion - low cost measure which could have significant benefit	Influencing Council staff's travel to work mode, and public and employer attitudes to how the journey to work is undertaken, thereby spreading the benefit and achieving modal shift and reducing peak hours congestion.	Reinvigorate 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated - see Recommendation ii
8 Making tourism more sustainable	a tourist tax with monies collected being used in total to deal with accessibility issues	Possible impact on competitiveness - legality and basis for any such tax	
9 Additional mapping work is required over and above that which is already planned as part of LTP2 to show the positive effects on traffic congestion in York of the measures identified as a result of this review	Carry out additional mapping works	Clearer view of accessibility issues in the City, and better focus of future plans (bus services, cycle & walking routes, etc.) on where the most difference can be made. However any additional work would have an impact on staffing resources and other priorities.	Complete correct mapping work & selected additional areas where particular benefits identifiable.

Objectives (ii) - Air Quality - in particular looking at the five hotspots identified in the LTP2			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Road transport accounts for 49% of total emissions of Nitrogen Oxides. Mandatory EU limits for Nitrogen Dioxide (NO ₂) & particulates (PM ₁₀) are due to come into force in 2010			
2 The number, type and age of vehicles on York roads is relevant to the levels of pollutants recorded. The big polluters are lorries & buses, & older vehicles generally.			
3 York has 10 to 15 exceedences of PM ₁₀ which is well below the government objective of 35 exceedences allowed per year	unless there are major changes in York the levels of PM ₁₀ are at an acceptable level and therefore there is no solution required	Understanding of potential problem	
4 PM _{2.5} which represent the most dangerous elements, are measured at a national level and not by Local Authorities at present, and therefore there is no record of the level of PM _{2.5} in York.	Officers confirmed that, if required, they could undertake a short term project at minimal cost to measure levels of PM2.5 in the city.		Undertake a short term project to measure levels of most harmful PM2.5 carcinogen carrying particles to understand if there is a problem in York - see Recommendation xxiii
5 Rise in pollution since 2006, believed to be due to increased traffic linked to the opening of new car parks and the reducing differential between car park fees and bus fares	1. Implement a Low Emission Zone in & around City Centre 2. Introduce a local freight transshipment centre (see section iii)	Extra costs to businesses and operators from rerouting, and to Council in terms of scheme costs	Undertake a review of the Air Quality Management Plan with a view to taking more radical action to eliminate the health risks associated with York's NO ₂ hotspots by the EU deadline of 2010 - see
6 There are five technical breach areas around York's city centre; linked to NO ₂ levels Fishergate Lawrence Street Gillygate Nunnery Lane Holgate	3. Relocate queues using UTMIC Obtain modal shift to bring back within limits 5. Road Pricing 6. Await long term effect of vehicle stock turnover due to more lower emission vehicles	4. transfers problem rather than solves it Improves Air quality for residents in breach areas Cuts traffic and improves AQ for residents in breach areas Leaves local residents breathing unsafe air with consequential impacts on health and quality of life	Recommendation xxii
7 Balance shift from petrol to diesel engines in local car fleet			
8 Fulford Main Street is one area of concern outside of the city centre			
9 Air Quality threats: Current and future car parking policies Ongoing large scale developments i.e. Germany Beck, Derwenthorpe, York Northwest, University Campus 3, & Terrys Dispersed retail, employment & other trip generators of very high car movements Proposed changes to CYC staff travel incentives Workplace parking in private sector Climate change policies Changes to local bus fleet & older buses Lack of funding for measures to tackle			

Objective (iii) - Alternative Environmentally viable and financially practical methods of transport			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Reducing the environmental impact of freight transport in the City.	Provision of a transhipment centre outside the City, thus transferring the environmental impact outside of the city centre where it may be of lesser concern. The introduction of a transhipment centre is a low priority at the moment, but is worth examination in the future and should not be dismissed.	Reduction in the number of large delivery vehicles to, from and in the city centre, reducing congestion and air pollution and improving the pedestrian area, but there is significant evidence that it would not be self financing and would require substantial local authority subsidy, and may meet resistance from businesses.	
2 York has a high level of short commuting trips (56% were less than 5km in 2001)	Campaigns needed to encourage modal shift - may need to review bus routes and timings and provide improved journey advice. Need to promote sustainable travel and individual journey planning (e.g. smart choice initiative)	Officer view & evidence from Sustainable Towns & Cycling, Demonstration Towns is that Smart Choice Schemes are very effective	Fund the early development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift - see Recommendation ii
3 Cycling's share of the travel market in York has remained largely static in recent years due to the perception of safety, lack of secure parking facilities and shower and changing facilities, and lack of confidence in York roads	Additional soft measures should be introduced to encourage walking and cycling over and above those initiatives included in LTP2	Should achieve real modal shift and a reduction in traffic congestion and air pollution. Impact on resources and budget and other priorities. Comparable european cities show much larger cycling share than York	The Council should reinvigorate cycling in York using the 'Cycling City' initiative and funding by: <ul style="list-style-type: none"> tackling key gaps in the network and difficult locations i.e. bridges, key radials and junctions, as identified by the 2003/4 cycling scrutiny review but as yet not implemented
4 It is at least 5 years since a cycling campaign was run in York.	Further campaigns could be investigated if resources could be identified, including a 'Considerate Road User' campaign as suggested by the previous Cycling Scrutiny Panel	Providing good cycling facilities involves a trade off with other road users	<ul style="list-style-type: none"> improving planning processes to ensure adequate consideration is given in new designs to cycling relaunching the Cycling Forum with a view to giving stakeholders the opportunity to shape future
5 Gaps in City Centre cycle network identified by previous Cycling Scrutiny Panel still not addressed	York could take advantage of future funding and technical advice to be made available by Cycle England in an effort to provide cycling facilities which are attractive to cyclists.		cycling policies and proposals, and to encourage partnership work - see Recommendation xx
6 Cycling facilities across York bridges are an issue in general			Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendations xix & xxiv
7 Cycling related target set as part of LTP2 regarding new developments over 0.4Ha to contribute either financially or physically to pedestrian, cycle or public transport networks	Threshold levels should be reviewed to bring them in line		The Cycling Champion for York to: <ul style="list-style-type: none"> ensure cycling measures are focused around what will make a difference promote considerate road user behaviour (including by
8 Although buses are not the cleanest vehicles, continuing to try and keep fleets up to date, with low emissions and using optimum fuels is the best way forward for public transport	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Increased subsidy by CYC for the bus services in York. Evidence that well over inflation price rises are reducing bus usage -assume converse applies	<ul style="list-style-type: none"> engage the business community to encourage the provision of cycling facilities for both employees and visitors/customers - see Recommendation xxi
9 Use of mass transit systems e.g. conventional light rail (cost £10m/km), ultra light rail (cost £3-4m/km) and guided systems (cost £1m/km) are all seen as unaffordable in the York context	tram trains on existing rail lines, otherwise bus based solutions continue to be the only practicable deliverable option		

Objective (iv) - CO₂ Emissions			
Issue/Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 The transport sector, including aviation, produces about one quarter of the Uks total carbon emissions. Road transport accounts for 85% of this.	1. Reduce need to travel 2. Undertake more journeys by environmen-tally friendly modes 3. Undertake more shared journeys 4. Improve vehicle engine efficiency & switch to lower / non-carbon based fuels 5.		Fund the development of a comprehensive 'Smart Choice' package including personalised journey planning to maximise modal shift, including a re-invigoration of 'Green Travel Plans' and ensure they are implemented, monitored and periodically updated - see Recommendation ii
2 The biggest vehicle polluters are HGVs and buses, which account for 42% of the carbon emitted by transport	Improve driving standards (for fuel efficiency) 6. Reduce congestion delays and fuel wastage		Commission a detailed study of a future Transport Strategy to 2021 and beyond based around scenario X - see Recommendation iii
3 By 2010 transport is expected to be the largest single contributor to EU greenhouse gas emissions			

Objectives (v) - Journey Times & Reliability of Public Transport			
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Need to improve the public's perception of bus reliability. Congestion is prime cause of delays along with bus boarding times and inappropriate timetabling. Potentially, 10% of fleet are required to deal with this. Dwell time - operators could do more to improve boarding times	Timetables should be revised to more closely reflect actual journey times, particularly at peak times and on less frequent routes. More off bus ticket purchase & on bus conductors	Greater public confidence in timetables and use of bus services. Speeding up of service boarding allowing quicker, more reliable & therefore more attractive services especially at peak times. However concerns that off bus discounted journey tickets discourage occasional/less well off users	Local bus companies to be requested to continue to revise bus timetables to provide more accurate and credible timings and work to them - see Recommendation xv Quality Bus Partnership to be requested to examine and action ways of improving bus boarding times, whilst avoiding penalising occasional and less well off bus users - see Recommendation x
2 Journey times are affected by delivery vehicles in the city centre	better 'policing' of delivery vehicles required. Need to look at current restrictions to see if improvements can be made and work with businesses to ensure they direct their delivery vehicles to the correct/appropriate places	Improved bus flow, greater reliability and increased bus usage.	Council to undertake with bus operators and the Police a joint review of loading and parking restrictions and their enforcement on bus routes - see Recommendation xii
3 On street parking causes a problem	1. Review waiting restrictions on bus routes where operators have identified problems 2. Seek better enforcement	Improved bus flow, greater reliability and increased bus usage.	
4 BLISS system data often inaccurate and not all buses in York are BLISS enabled. Cost of installing the BLISS system on a bus route is in the region of £10k, and is 4 years behind schedule. Only some routes are covered	Seek agreement with bus operators to convert all vehicles and roll out additional signs	Better public perception of signing system and bus operation, more informed choices and probable increased bus usage. Cost of additional BLISS measures and delay to lower priority measures	The Executive Member to review the operation and delivery of the BLISS real time bus information display system and agree a comprehensive programme for its early roll out across the whole network, with local bus operators - see Recommendation xvi
5 Quality Bus Partnership not functioning as intended	Reinvigorate partnership, identify forward programme of measures and look at 'Quality Improvement Partnership' (QIP)	To bring focus to Council and operators actions and investment	Support City Strategy & bus operators to reinvigorate Quality Bus Partnership - see Recommendation ix
6 Limited scope for provision of additional bus lanes in York and operation of bus lanes is dependant on non-existent police enforcement	Identify where measures are possible including queue relocation measures, and seek police enforcement commitment. Identifying bottlenecks and re-locating bus stops would help to reduce congestion and improve bus reliability	Effectiveness of existing schemes such as on the Mount in speeding up bus services & better situation on Red Routes in London. Officer to review with bus companies - Ask QIP to discuss and pick up in review	Council to seek an agreed traffic enforcement strategy with North Yorks Police for the York area to address issues inc bus priorities, road safety, on-street parking, school no parking zones, considerate road user campaigns, across all modes, and establish an on-going delivery partnership arrangement - see Recommendation xxiv
7 Stagnation in growth of bus usage (and particularly of fare paying passengers)	Bus operators to hold down fares and improve services. Council to tackle the range of issues delaying buses reducing reliability etc	Reverse current trends	Undertake an urgent review of the Council's bus strategy to see how the current stagnation in overall bus usage, decline in non-concessionary usage, and in the conventional bus network can be reversed - see Recommendation vii

Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
8 Changes to Park & Ride Services should be made clearer to the public and relative cheapness of the Park & Ride fares relative to local bus services creates a perverse incentive for local residents to drive to Park & Ride sites	TO DISCUSS	TO DISCUSS	TO DISCUSS
9 Traffic flow is 8-10% lower during school holidays, making a significant difference to reliability	Encourage non car journeys to school - tighten parking restrictions. Set traffic flow target for City @ free flow levels	Need to look at how London offers free travel on buses to under 16yrs to see if this could be part of the solution.	
10 There are still a number of buses in operation that are not DDA compliant	See agreement to implement changes - use Council's own procurement process to drive change through Council funded services	Additional subsidy costs. Better disabled use and access	Council to drive through early implementation of full DDA compliance for all Council vehicles & Council procured bus services, and CCTV - see Recommendation xxv
11 Not all bus stops have timetables/shelters thus reducing the attractiveness of the bus package	Prioritise spending of LTP money over the next few years on missing timetable displays and shelters	Better perception of bus service package and knowledge of when buses due	Executive Member to prioritise the provision of timetable displays and bus shelters at all bus stops - see Recommendation xiii
12 Many people not fully aware of full bus network and ability to conveniently access less central destinations	Exploit new technologies e.g. messaging, internet etc Reinstate local bus info centre and carry out more general promotion of the bus network to new users	Make people more knowledgeable and confident with using the network, including those for whom face to face contact is important, and those who do not regularly use local buses	Ensure positive promotion of bus network and bus usage including passenger information - see Recommendation xvii Identify underused bus services and look at ticketing and marketing measures for all services, to improve usage - see Recommendation v
13 Lack of knowledge of where to change on multi-leg journeys, lack of co-ordination of service timetables for interchange and cost of multi-leg journeys with different bus providers	Interchange points with enhanced user facilities, especially shelters & BLISS displays. Bus operators to look at service timetabling for through journeys particularly for less frequent services and times e.g. early mornings, evenings & sundays. Provide through ticket options at reasonable prices	Clarity and confidence for bus users making through journeys more attractive and increasing bus usage. Key feature of more successful EU and big UK city public transport facilities. Cost of providing extra facilities to Council and of through ticketing arrangements to operators.	Improve the quality of interchange points between public transport modes and between routes with designated interchange stops, and co-ordinate bus timings - see Recommendation xviii
14 Cost of fares high and continuing to rise significantly relative to motoring alternative over recent years, and affordability issues for the less well off and families	Bus operators to hold down fares to inflation. Council to increase subsidy to facilitate this, and/or universally to increase car parking charges to maintain marginal cost differentials and to use additional income for bus service support/investment	Maintain and increase attractiveness of bus services and therefore usage. Affordability to Council unless additional income and impact of increased car parking charges on public support and city centre economy	Renew focus through the Council's Quality Bus Partnership, on undertaking those measures that would most effectively stop the current decline in bus usage - see Recommendation viii Recognise again and explicitly consider the role of city centre car park availability and fee levels in influencing modal choice when fee levels are examined as part of the budget process. Or, more radically, take out that process entirely and set as part of a longer term policy based approach to both transport and the city centre economy, recognising the importance of both imperatives - see Recommendation vi

Objectives (vi) - Economic Performance			
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 The 2007/08 measured average vehicle delay time suggests congestion costs York £0.5m per annum	Dual outer ring road ('Future York' report), upgrade outer ring road junctions, radically improve local public transport, increase car park charges, introduce private non-residential (business) car park charges or introduce road pricing to reduce traffic and congestion	Increasing central car park charges for transport reasons may weaken the city centre economy. See Annex Ae on 'Broad Strategic Options' evaluation. Private non-residential car park charges may discourage employees from coming to or remaining in York Road pricing if it substantially reduces congestion may offset th problems above, but it make equally put casual visitors and shoppers off. Evidence of success of London road pricing scheme, not public rejection of Edinburgh & Manchester proposals	Commission a detailed study of a future Transport Strategy to 2021 and beyond based around scenario X as detailed in paragraph ? (X to be determined based on survey responses etc)- see Recommendation iii Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City - see Recommendation iv Tackle road safety issues and help make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation xix
2 Perceptions of congestion and traffic problems may put off inward investors			
3 Congestion related longer commuter journeys may put people off working in York and reduce the size and quality of the available labour market			
4 Money wasted by York residents on increased fuel usage in congestion, is money not available for other expenditure in the local economy			

Objectives (vii) - Quality of Life				
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations	
1 Busy roads reduce social interaction and divide communities	Reduce traffic by ideas listed in 'Identified Solutions' section of Objective (vi) above	As listed above in Objective (vi)	Commission a detailed study of a future Transport Strategy to 2021 and beyond based around scenario X as detailed in paragraph ? (X to be determined based on survey responses etc)- see Recommendation iii Adopt an on-going public engagement strategy in terms of the future transport strategy and solutions for the City - see Recommendation iv Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation xix	
2 Noisy roads especially at night, disturb sleep and can have adverse effects on health and on children's cognitive development				
3 Busy roads make cycling and walking less attractive				
4 Evidence of a clear correlation between obesity and levels of walking and cycling and use of public transport				Reverse current adverse trends on health and obesity
5 Major vehicle presence can detract from historic / conservation area settings				Reduce traffic and street furniture, along with all the signs and other street clutter

Objectives (viii) - Road Safety			
Findings	Identified Solutions	Possible Impacts & Evidence	Relevant Draft Recommendations
1 Pedestrian accidents particularly concentrated in and around city centre, and then on main and distribution road in the main urban area (inc Haxby & Strensall)	1. Implement an effective strategy based on a combination of the following: a. Reducing traffic flows b. Managing traffic speeds	Well researched link between traffic speed, accident numbers and severity. Improved adherence to seat belt laws, drink driving laws and speed limits etc	Tackle road safety issues and help to make roads more attractive to green modes by undertaking 'Considerate Road User' campaigns - see Recommendation xix
2 Many more cycle accidents again predominantly on main and distribution roads within the main urban area (inc Haxby & Strensall)	c. Reducing the potential for conflict, particularly between motor vehicles and pedestrian/cyclists d. Improved education, training and publicity	Extensive evidence of reduction from past accident improvement and traffic calming schemes	Council to seek an agreed traffic enforcement strategy with North Yorkshire police for the York area to address issues including bus priorities, road safety, on-street parking, school no parking
3 Powered 2 wheeler accidents predominantly within ORR area evenly distributed but beyond ORR generally higher speed and more serious, and believed to be larger motorbikes	e. Targeted police enforcement (including weekends / early Sunday mornings		zones, considerate road user campaigns, across all modes, together with establishing an on-going delivery partnership arrangement - see Recommendation xxiv
4 Motor car accidents predominantly on main and secondary roads throughout the Council area			
5 Serious accident peaks in the weekday rush hours which are the congestion peaks, unlike Saturday/Sunday (believed to be linked to relative cycle / pedestrian volumes). There is also a lesser peak in the early hours of Sunday after 1am - probably drink related - when traffic policing ends. Compounding effect of extra road accidents at peak periods leading to additional delays and congestion			
7 Problem with traffic enforcement by Police beyond major trunk road network consistently being given less and less priority over many years. Police strategy appears completely detached from the Council's transport & network management strategy	a) Seek to establish a joint CYC / NYP traffic enforcement strategy - perhaps annual traffic enforcement priorities b) Review contingency arrangements (network management / police / other emergency services) for dealing with accidents on the primary route network in terms of minimising delay, rapid information distribution to other road users of the problem and alternative route information c) Make representations to the Govt for the early rollout of the relevant sections of the 2004 Traffic Management Act which gives powers to Local Highway Authorities outside London re 'moving traffic' offences. d) better 'policing' of delivery vehicles required. May need to look at current restrictions to see if improvements can be made. Also need to work with businesses to ensure that they direct their delivery vehicles to the correct/appropriate places	Better enforcement may reduce blockages and congestion. Evidence of red route lane enforcement in London	

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building design civil engineering environment management transport

City of York Council Scrutiny Review of Traffic Congestion

Paul Wadsworth
18th February 2008

Topic:

- Background
- Demand Management
- Business case for implementing road pricing as part of an overhaul of public sector transport infrastructure, & widening the discussion to include regeneration.
- What the future might and /or could hold



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Choice NOT Charging

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We know the Issues – we can see the impacts!

- Congestion
25% more vehicles by 2015
- Predicted increase in degree of saturation in City of York
- Environmental Damage
- Economic impact
- productivity & costs
- Social Exclusion

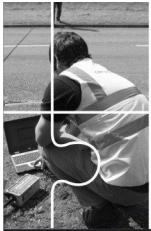




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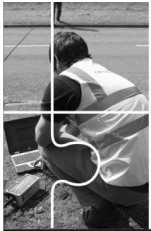
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£££?



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£££?

**We are getting
somewhere, slowly**

The position is.....

- Increasing demand
- Lack of investment funding
- Competing funding requirements
- Poor user experience – quality / connectivity
- Lack of alternatives
- Lack of vision?



Wider agenda – not just a transportation issue

- Regeneration
- Social Inclusion
- Behaviours and life style
- Competitiveness
- Planning
- Environment





Eddington Report - confirmed what we probably knew

- Need a comprehensive and high performing transport system
- Transport constraints impacts on productivity/competitiveness
- Key challenge is to improve performance to the network
- Making better use of what we have
- Get the prices right
- Sustained and targeted infrastructure investment
– demonstrable high returns
- Delivery system ready to meet future challenges



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**We know where we
would like to be**

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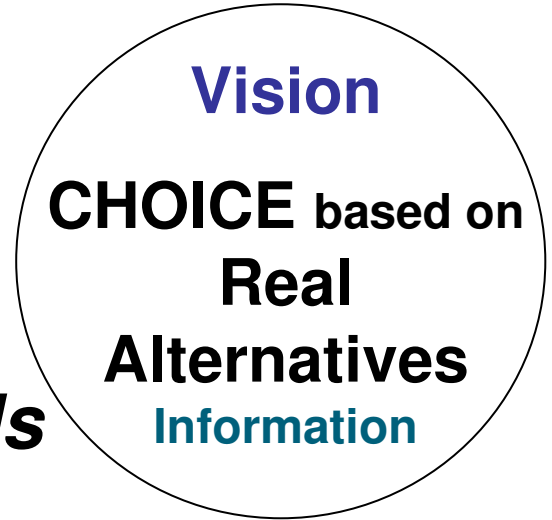
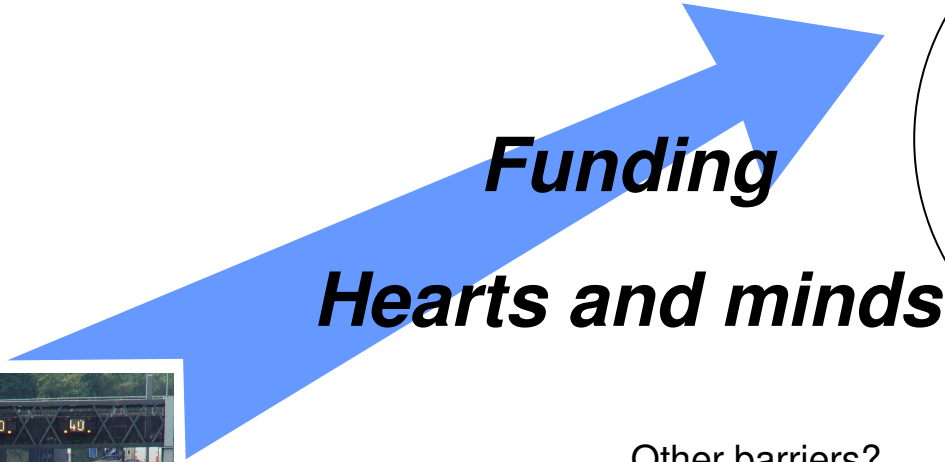
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What is stopping us giving that choice?



- Other barriers?
- Technology
 - Politics
 - Economic impacts
 - Social inclusion
 - Institutional arrangements



Demand Management – Affecting Model Shift

- Quality Bus services
- Improved interchanges
- Provide better information
- Carparks and Park and Ride
- Green Travel plans
- Workplace parking charges
- Cycling and walking
- Transit systems
- Moderate times of travel
- Traffic Management Systems
- New and improved infrastructure



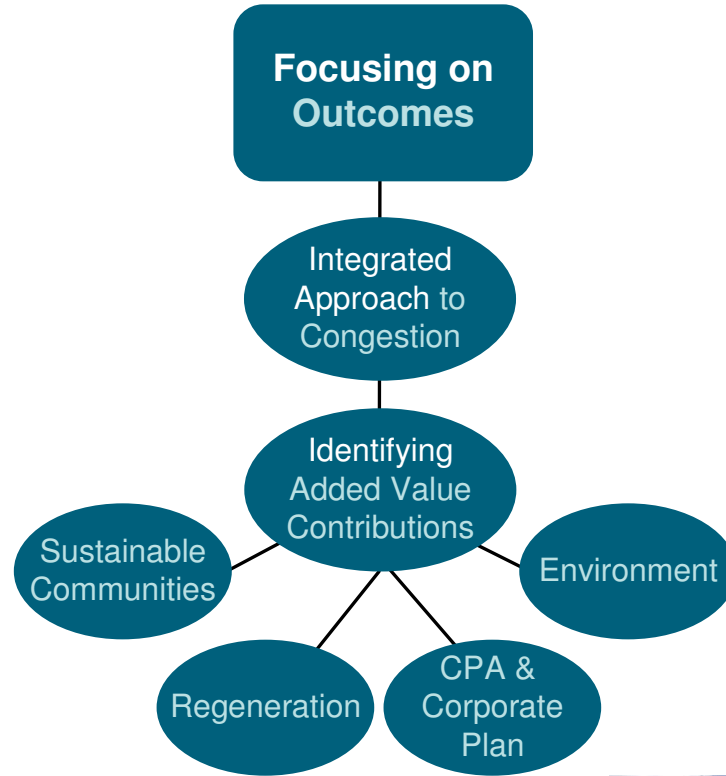
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+ A Form of Road Pricing

Evidence from London

- 26% reduction in congestion within zone compared to pre charge
- Total volume has fallen by 4% since charge increased from £5 to £8
- Increase in use of public transport by 1% - 3% since charge increase
- NO_x fallen by 13%, PM₁₀ by 15% (partly due to improved engine technology); CO₂ down by 15%
- Accidents reduced by 40 – 70 pa within Zone and Inner Ring Road
- Business impacts broadly neutral
- No overall impact on employment or business performance
- Net revenue from scheme in 2006/7 was £123m
- £100 invested in Public Transport



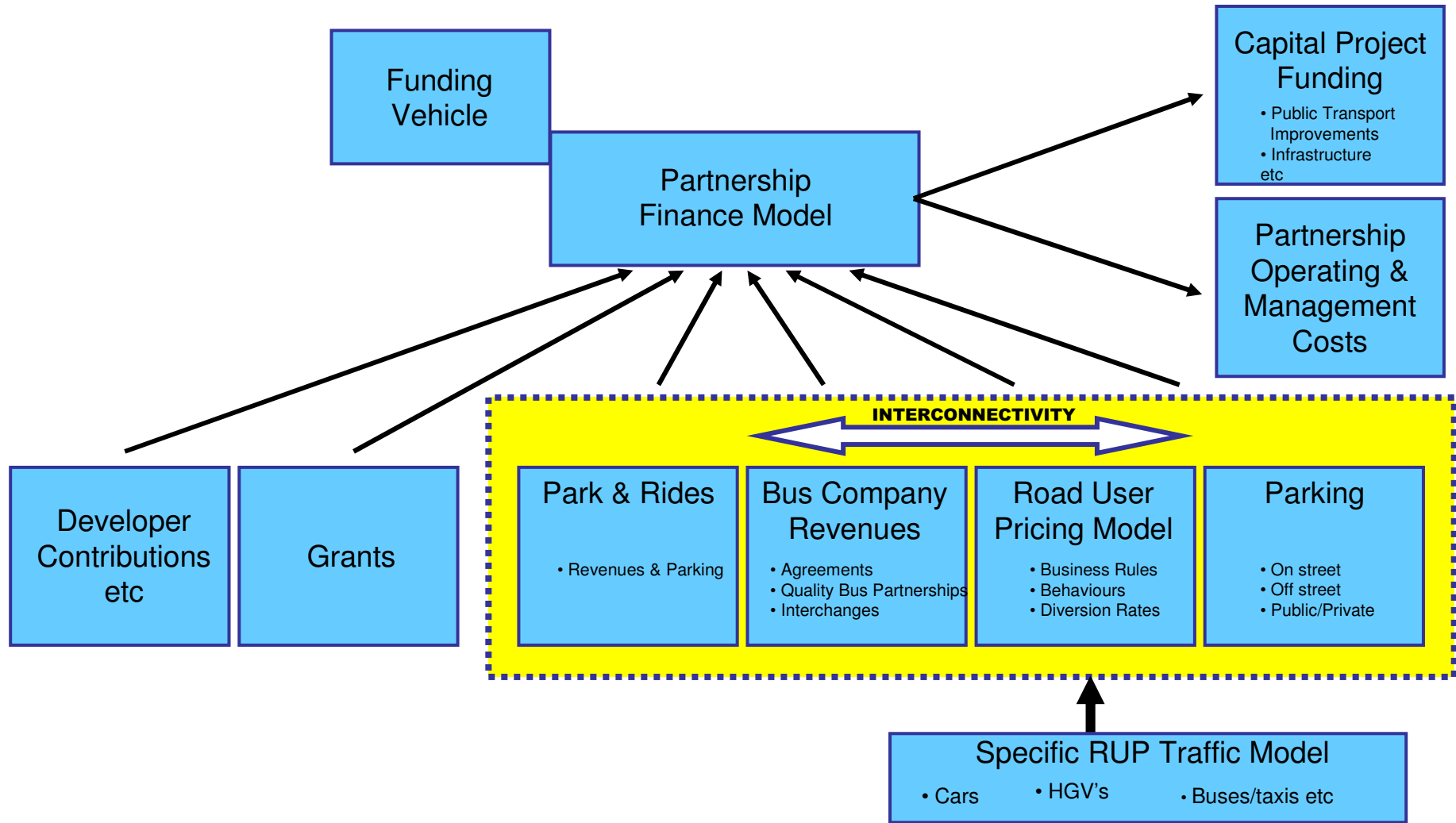


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How can this be achieved?

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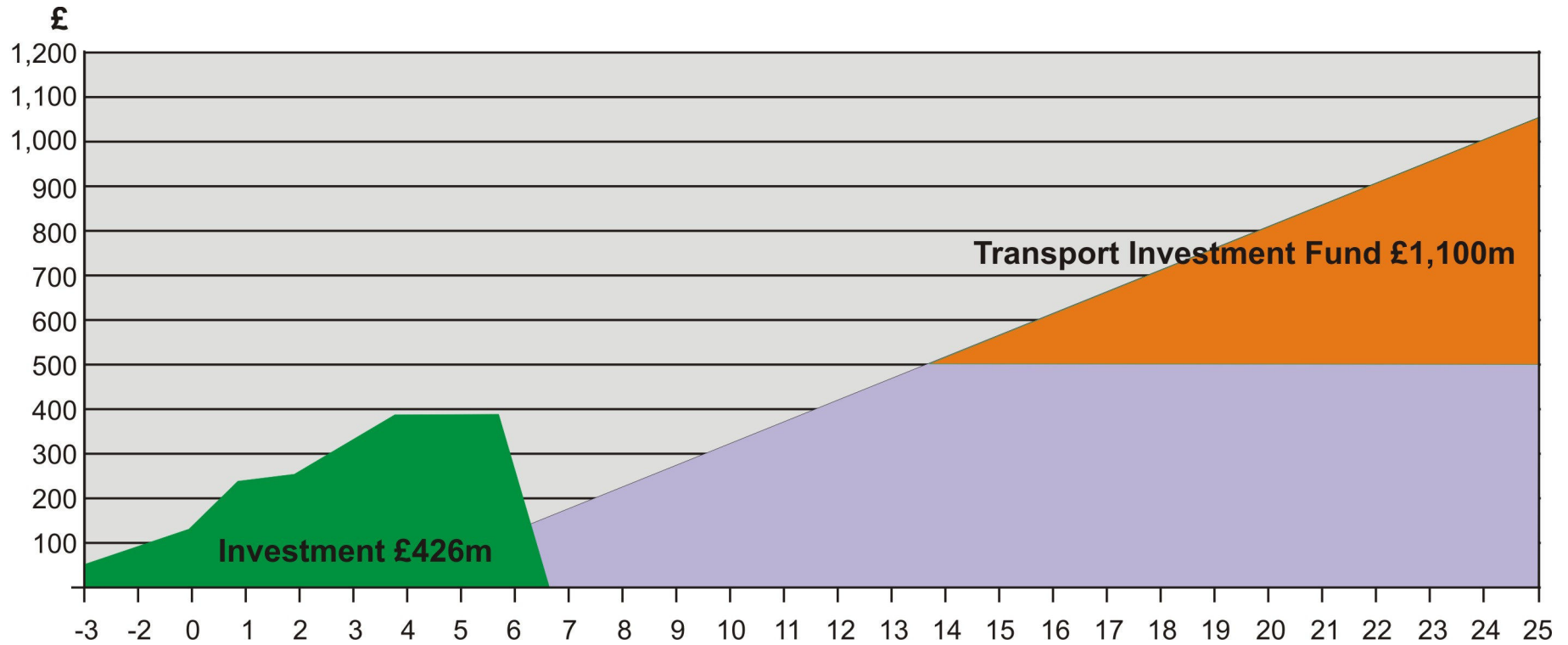


Key points:

- Holistic approach to transportation problems
- A planned and structured move away from private car usage
- A “not for profit partnership”
- £xms to Invest in public transport and regeneration
- Improved city centre environment
- Flexible model that deals with future changes
- Collaborative working



Overview of Financial Profile: 4 + 25 Years





Quotes from Businesses - Cardiff

“Industry will pay for better value”

Freight Transport Association

“Need to explore innovative ways of funding improvements to the transport network, the Chamber recognises the need to tackle head on the vexed questions of road pricing, a cautious degree of conditional support for a regional or national system of road pricing... income generated be ring fenced for delivering improvements to the transport network”

Chamber of Commerce



Opportunities?.....

- Plan and control the agenda, as funding independent
- Investment to pump prime private sector investment
- Early development of sites – early developer contributions
- City centre management regime – security, bus lane enforcement, decriminalised parking regime etc
- “Civic card”
- Information and travel management
- Bold and brave solutions!

Conclusion

- We know the issues
- We know where we want to be
- Revolutionise transport infrastructure
- Minimise problems of congestion, Improve road safety etc
- Energise urban regeneration
- Give travellers fast, efficient, reliable and safe alternatives to the car
- Up front Investment to enable
CHOICE NOT CHARGING

