



**Notice of meeting of
Economic & City Development Overview & Scrutiny Committee**

To: Councillors Pierce (Chair), Hudson (Vice-Chair), Hyman, Holvey, Kirk, Scott, Potter and D'Agorne

Date: Tuesday, 29 September 2009

Time: 5.30 pm

Venue: The Guildhall, York

AGENDA

- 1. Declarations of Interest** (Pages 3 - 4)
At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.
- 2. Minutes** (Pages 5 - 8)
To approve and sign the minutes of the last meeting of the Economic & City Development Overview & Scrutiny Committee held on 12 August 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. The deadline for registering is **Monday 28 September 2009 at 5 pm.**

To register please contact the Democracy Officer for the meeting, on the details at the foot of this agenda.

4. Finance and Performance Monitor 1 Report (Pages 9 - 16)

This report provides details of the 2009/10 forecast outturn position for both finance and performance in City Strategy, Housing Services and Licensing and Regulation within Neighbourhood Services.

5. Interim Report of the Water Lane Councillor Call for Action Task Group and General Update (Pages 17 - 40)

The purpose of this report is to update the Committee on the first meeting of the Water Lane CCfA Task Group and the outcome of the Executive Member for City Strategy Decision Making Session on 1 September 2009, Scrutiny Management Committee (Calling in) on 14 September 2009 and Executive (Calling in) on 15 September 2009.

6. Implementation of Planning Conditions and Adoption of New Estates (Pages 41 - 52)

This report provides Members with an update on information relating to a previously registered scrutiny topic on the implementation of planning conditions and the adoption of new estates.

7. Newgate Market - Focus Report (Pages 53 - 56)

This report updates the information given verbally to the Scrutiny Committee on 15 July and provides an overview of trading conditions at Newgate Market as a result of the current economic climate.

8. Economic Development Programme (Pages 57 - 92)

This report updates that presented to the Scrutiny Committee at its meeting on 15 July in order that the Committee can consider how they may wish to develop a plan of work.

(please note that Annex C of this document is available on-line due to the size of the document. A paper copy has been provided for Members of the Committee only).

9. Workplan and Forward Plan Extracts (Pages 93 - 108)

Members are asked to review the Committee's workplan for 2009-10. Extracts from the Forward Plan are included for Members' information.

10. Urgent Business

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

Democracy Officer:

Name- Judith Cumming

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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

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Holding the Executive to Account

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

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

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

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MEETING OF ECONOMIC AND CITY DEVELOPMENT OVERVIEW & SCRUTINY COMMITTEE

Agenda item 1: Declarations of interest

The following Members declared standing personal interests.

Councillor Holvey- Economic Policy Advisor for Leeds City Council

Councillor D'Agorne- Employee of York College

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City of York Council

Committee Minutes

MEETING	ECONOMIC & CITY DEVELOPMENT OVERVIEW & SCRUTINY COMMITTEE
DATE	12 AUGUST 2009
PRESENT	COUNCILLORS PIERCE (CHAIR), HUDSON (VICE-CHAIR), HYMAN, HOLVEY, SCOTT, D'AGORNE AND B WATSON (SUBSTITUTE)
APOLOGIES	COUNCILLORS KIRK AND POTTER

9. 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.

Councillor D'Agorne expressed an additional personal interest in Agenda Item 5, the Feasibility Report into the Councillor Call for Action, as a member of the Cycle Touring Club and as Cycle Champion.

10. MINUTES

RESOLVED: That the minutes of the last meeting of the Committee held on 14 July 2009 be approved and signed by the Chair as a correct record.

11. PUBLIC PARTICIPATION

It had been reported that there had been one registration to speak under the Council's Public Participation Scheme.

Mr James Begley, a resident of Westminster Road, spoke on Agenda Item 5, the Feasibility Report on the Councillor Call for Action in relation to traffic issues at the junction of Water Lane and Clifton Green, Westminster Road, The Avenue and Clifton Green.

He informed the Committee that as a member of an informal traffic group he was concerned about the disruptive influence that traffic had been causing on Westminster Road. He suggested that the disruption had been caused by two situations. Firstly, the new cycle facilities at Water End and its effect on traffic management. Secondly, the removal of speed cushion humps from Westminster Road due to construction work at St Peter's School. He added that residents had been upset by the dust, noise and vibration of additional traffic that had been using the roads in question and that they had signed a petition for closed bollards to be constructed on Westminster Road to solve the traffic problems. This petition was presented at the Full Council meeting on 9 July 2009.

12. UPDATE ON PROPOSED SCRUTINY TOPIC: IMPLEMENTATION OF PLANNING CONDITIONS AND ADOPTION OF NEW ESTATES

Members received a briefing report on the adoption of highways on new estates from the Assistant Director for City Development and Transport. This was requested at the last meeting for further information and clarification as a result of the issue being suggested as a scrutiny topic by Councillor Simpson-Laing.

Members asked the Officer a variety of questions relating to:

- The adoption of sewers
- The use of certain materials on residential roads
- Section 38 Agreements between the Local Authority and Developers.

Further discussions on the proposed scrutiny topic ensued and it was agreed that the focus of any review undertaken should be on the adoption of new estates rather than planning conditions. Several Members expressed interest in a training session on this subject, which had been mentioned in the original feasibility report dated 14 July 2009. It was also noted that a report on adoption issues of new estates would be submitted to the Executive Member Decision Session for City Strategy in September, which would further describe the issues and make recommendations about improvements to the service.

RESOLVED: To defer the decision on whether to continue with a Scrutiny review on the topic of adoption of new estates until the next meeting.

REASON: To note the recommendations from the Executive Member Decision Session in order to not duplicate work already being undertaken.

13. FEASIBILITY REPORT- COUNCILLOR CALL FOR ACTION IN RELATION TO TRAFFIC ISSUES AT THE JUNCTION OF WATER LANE AND CLIFTON GREEN, WESTMINSTER ROAD, THE AVENUE AND CLIFTON GREEN.

Members considered a Councillor Call for Action(CCfA) submitted by Councillors Scott, Douglas and King in relation to traffic issues at the junction of Water Lane and Clifton Green, Westminster Road, The Avenue and Clifton Green.

Members discussed whether all the usual avenues had been explored in relation to resolving the problems at Water Lane, Clifton Green, Westminster Road and The Avenue. Some Members suggested that the Executive Member Decision Session for City Strategy on 1 September 2009 was an opportunity that had not been used fully. It was noted that a report on the residents' petitions would go to the Decision Session. In light of this, discussion ensued around whether to concentrate on the problems after this meeting, when a decision would be made.

The Assistant Director for City Development and Transport summarised what he thought were the key components of the problematic traffic issues in the area:

- The reduction of the capacity at the junction
- A local water main bursting
- The speed cushions being removed from Westminster Road due to the work taking place at St Peter's school
- Media coverage highlighting the area as a potential 'rat run'.

He added that the traffic should settle down to a stable level approximately three months after the reintroduction of speed cushions on Westminster Road.

Councillor Holvey moved and Councillor Hyman seconded an amendment to Option A, in that the decision to progress the topic to review should only be taken after the report of the Assistant Director of City Development and Transport had been presented to the Executive Member Decision Session on 1 September 2009. On being put to the vote this motion was lost.

Councillor Scott moved and Councillor Watson seconded a motion to proceed with the next stage of the CCfA to review the topic as highlighted in Option A. The original proposal was then voted on and was approved.

Councillor D'Agorne requested that his vote against this was recorded.

Members then agreed to form a task group to undertake the work. Councillors D'Agorne, Holvey and Potter were nominated to be members of the group, with Councillor Potter taking the position of the Chair. Councillor Scott expressed a wish to attend the task group meetings as one of the submitters of the CCfA.

Members suggested that the task group work should focus on two strands;

- Immediate solutions for the traffic problems faced by residents in Westminster Road and The Avenue. The task group would initially meet to feed comments to the Executive Member's report ahead of the Decision Session for City Strategy on 1 September.
- If further improvements could be found in this area and whether any lessons could be learnt to assist in the implementation of further schemes in the city.

RESOLVED: To progress this topic to review as per Option A.

- (i) That the task group reviewing the topic should be composed of Councillors D'Agorne, Holvey and Potter and that Councillor Potter be appointed as the Chair.

- (ii) That the task group shall meet twice before the next meeting of the Economic and City Development Overview & Scrutiny Committee and further meetings to be arranged as required.

REASON: In order to address the issues of the recently raised CCfA.

14. WORK PLAN 2009-10

Members considered the work plan for the Economic and City Development Overview & Scrutiny Committee for 2009-10.

Members agreed that the following work areas be added to the work plan:

- To receive the first report from the CCfA task group (Minute 13 refers)
- To receive the report and minutes from the Executive Member Decision Session for City Strategy regarding highways adoption (Minute 12 refers)

RESOLVED: That the reports detailed above be added to the work plan of this Committee.

REASON: To assist in the planning of work for this Committee.

Cllr R Pierce, Chair

[The meeting started at 5.30 pm and finished at 7.05 pm].



Economic and City Development Overview and Scrutiny Committee

29th September 2009

Report of the Director of City Strategy

2009/10 Finance and Performance Monitor 1 Report

Summary

1. This report provides details of the 2009/10 forecast outturn position for both finance and performance in City Strategy, Housing Services and Licensing and Regulation within Neighbourhood Services.

Analysis

Finance – forecast outturn overview General Fund

2. The current outturn position within the City Strategy Directorate is a projected overspend of £+458k on a total net budget of £8.50m. The Housing General Fund has a budget of £1,407k and Licensing and Regulation has a budget of £-21k. Both are expected to contain expenditure within budget. Service Plan Variations by service plan are shown below:

	Net Budget £'000	Projected Outturn £'000	Variance £'000
City Strategy Directorate			
City Development & Transport	3,669	3,844	+175
Planning & Sustainable Development	1,364	1,533	+169
Resource & Business Management	331	400	+69
Economic Development	2,717	2,717	-
Property	419	714	+295
Remedial Action Proposed		-250	-250
Total	8,500	8,958	+458
Housing & Adult Social Services Directorate			
Housing General Fund	1,407	1,407	0
Neighbourhood Services Directorate			
Licensing & Regulation	-21	-21	0

Note: '+' indicates an increase in expenditure or shortfall in income
 '-' indicates a reduction in expenditure or increase in income

3. Details of the main variations by service plan are detailed in the following paragraphs.

City Development and Transport (£+175k)

4. Car Parking income is forecast to be £+200k below budget which is made up of £+58k short stay, £+141k standard stay, £+33k on-street offset by £-32k surplus on Respark and season tickets.
5. There is an underspend of £-40k on employee costs within Network Management where a number of posts were unfilled in the first part of the year.
6. There has been additional costs of £112k compared to budget in issuing bus tokens however this is offset by a forecasted in-year reduction (£-125k) in concessionary fare subsidies as the North Yorkshire Concessionary Fare partnership seeks to reduce the council's rate used to reimburse bus operators later in the year.

Planning and Sustainable Development (£+169k)

7. The economic downturn has continued to have a significant impact income within the Planning Service. The planning income projected shortfall is £+500k, a 46% reduction in income on the previous year following a sharp reduction in major scheme applications. Income from building control is projected to be a further £+125k below budget but offset by £-18k staff savings.
8. The government is reviewing the distribution of Housing and Planning Delivery Grant for 2009/10 and 2010/11. The total 2008/09 distribution was £101m and this increases to £135m and £200m respectively. York would receive an additional -£440k in 2009/10 based on a similar proportion of funding.

Resource & Business Management (£+69k)

9. The primary reason for this projected overspend is the lower than expected dividend from Yorwaste (£+130k) due to reduced tonnages and reductions in recyclates prices. There is additional financial, technical and legal costs incurred on the Waste PFI project (£+34k) but this is offset by an underspend on staffing (£-40k) due to a staff vacancy. Elsewhere, there are (£-55k) staff savings within finance and performance and from the Director covering Chief Executive post.

Economic Development (£+0k)

10. Officers have carried out a detailed review of markets and city centre budgets and have realigned the budgets accordingly. Other budgets for Science City, Tourism and Inward Investment relate to guaranteed contributions to partner organisations who deliver the service. Overall, expenditure is expected to be kept within budget.

Property Services (£+295k)

11. The main variation within Property Services is that Commercial property income is expected to be £+170k below budget, linked to not receiving

wayleave income at Harewood Whin that was anticipated when setting the budget.

12. There are further overspends due to the decision to defer asset sales in the current economic climate which has resulted in £+50k additional costs of holding surplus assets such as Manor school Lowfields school and Edmund Wilson Swimming Pool.

Remedial Action

13. The Departmental Management Team have identified actions to reduce the overspend by £250k comprising vacancy management measures (£-100k) as well as cash limiting budgets and reviewing project expenditure across the Directorate (£-150k).
14. The above action results in a revised projected overspend within City Strategy Directorate totalling £458k.

Housing Services (£0k)

15. The review of the Housing General Fund budgets indicates that the service will outturn on budget. An overspend of £61k on utility costs at travellers sites is offset by an additional income being received at Howe Hill due to higher occupancy than forecast (£38k) and other minor variations (£23k).

Licensing & Regulation Services (£+0k)

16. The current projection forecasts that the service plan area will outturn within budget.

Finance Housing Revenue Account (HRA) - Non General Fund account

17. The working balance budget on the HRA is £8,149k and this first review indicates a net overspend of £415k, leaving a projected working balance of £7,734k. The variances include:
 - a. Overspends totalling £1,297k, the main areas being jobs general, where there has been an increase in both the cost and volume of repairs work completed under the repairs partnership amounting to £447k, increased provision for bad debts of £49k mainly due to higher level of write-offs and £735k for the reduction in rents in line with the Government determination.
 - b. Underspends totalling £882k, including £748k from a reduction in the negative subsidy payable to Government following the rent decrease and £48k on housing operations and asset management mainly due to staff vacancies.

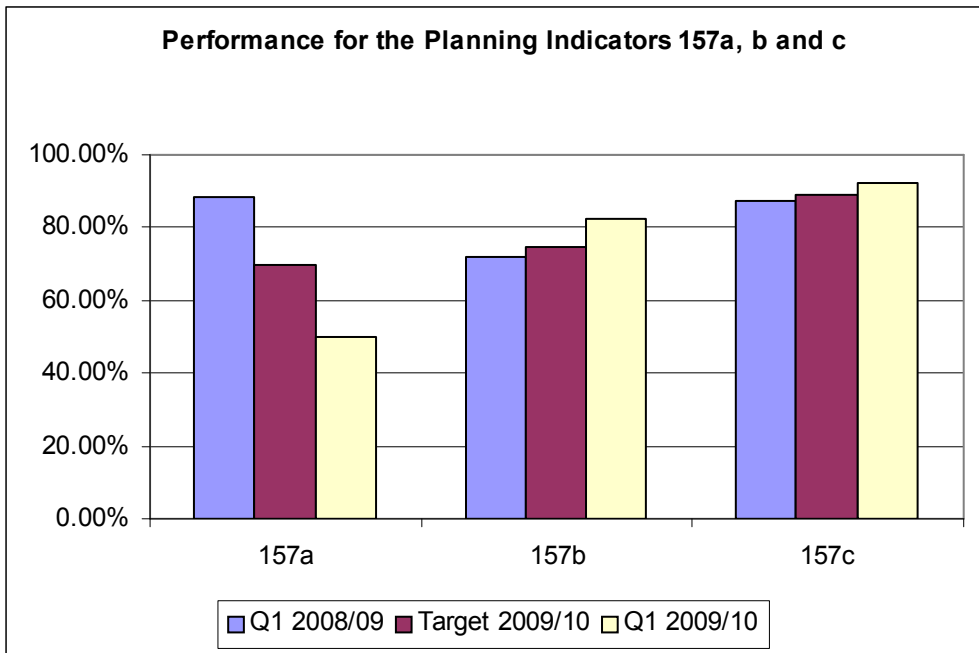
Performance – Monitor 1 Overview

City Development and Transport

18. For NPI 47 (people killed or seriously injured in road traffic accidents) performance for April to June 2009 is currently 10. This is significantly better when compared with the figure of 30 for the same time period in 2008. A range of successful initiatives have been introduced in the last year such as the 'Made you Look' campaign which was launched in 2008. A 'Safer Business Driving Conference' was also co-coordinated by the Council in June 09 for fleet managers in the York area and an event for older drivers is planned for October as the days start getting shorter and the nights longer.
19. Though these figures are exceptionally positive it must be noted that these are provisional figures which are subject to change once the data has undergone a quality checking process. The numbers are also relatively small so are potentially subject to significant variations from month to month and year to year.

Planning and Sustainable Development

20. NPI 157a: The number of major planning applications determined within 13 weeks is currently performing at 50% (which represents 2 out of 4 applications). This is below the target of 70% and 2008/09 performance of 88.23%. Performance can be explained by the low overall number of applications. The complexity and referral to Government Office of one application (HSBC Data Centre) before a decision could be taken has also contributed to the performance of this indicator.
21. The authority has been able to meet the government targets for the past 3 years, and expects to be able to continue to meet the targets. However there is likely to be a reduction in the percentage of applications determined within the timescales because of the drop in new major applications being received as well as the number of current applications that have already gone beyond the 13 week target still to be decided. In addition several new expected major applications will be of considerable size and would not be expected to be dealt with in 13 weeks e.g. redevelopment of Terry's Chocolate Factory.
22. The performance of NPI 157a, b and c is represented graphically in the chart below:

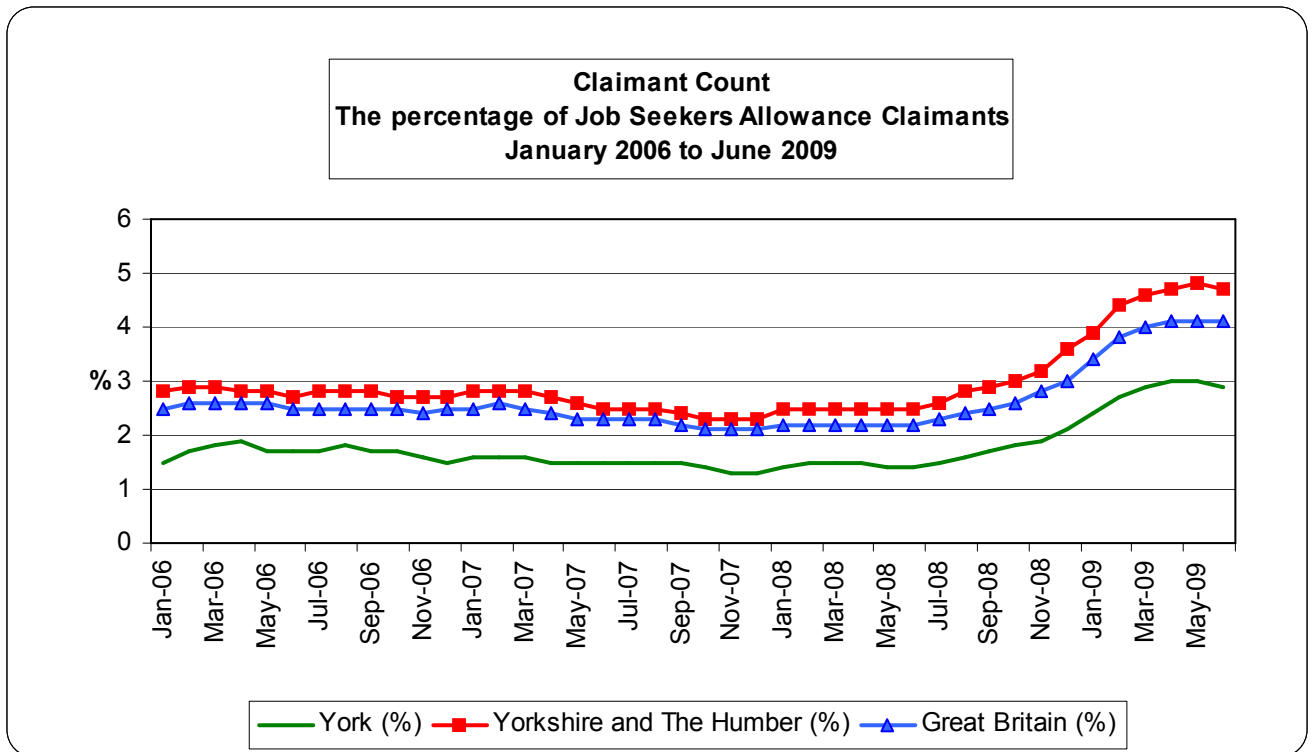


Resource and Business Management

23. This service plan area holds the cross cutting performance information for the directorate of City Strategy; for example, indicators relating to Health and Safety, Human Resources, Customer First and Finance. Resource and Business Management is not responsible for any National Performance Indicators.

Economic Development

24. The graph below shows the percentage of people claiming job seekers allowance and illustrates the worsening economic conditions experienced locally, regionally and nationally over the past months. Recent data is showing that the rise in those claiming job seekers allowance is slowing and levelling off and has fallen in York in June. However this is most likely to be a seasonal variation. The graph also shows that York is performing better than the Yorkshire and Humber Region and Great Britain.



25. It is important to put this indicator into context. York has enjoyed relatively high levels of employment and encouraging economic growth over recent years. However trends are now beginning to reflect global economic conditions with the number of people claiming Job Seekers Allowance rising and confidence levels falling.
26. Through the up-to-date monthly release of Job Seekers Allowance claimant data, which makes up one part of the data used for NPI 152, the graph below shows that after July 2008 the percentage of people claiming Job Seekers Allowance has increased in York. Though this rise follows a national and region trend York's unemployment rate remains below Yorkshire and Humber and Great Britain performance.

Housing Services

27. NI 155: Affordable homes (LAA indicator) - 13 affordable homes were delivered in Q1 of this year, which is well down on the level delivered last year (155 for 2008/09). The current economic climate has had a major impact on the council's performance and the LAA targets of 280 and 350 for 2009-11 will be reviewed in the next LAA refresh.
28. NPI 156: Homelessness. The number of households living in temporary accommodation has declined significantly so far this year and is now below the Q1 target. The improvement results from changes to the council's letting and registration policy, supported by a significant increase in prevention work. This is particularly encouraging in the current economic climate and HASS expect to exceed the 2009/10 LAA target of 120 if this trend continues.

Licensing

29. Licensing is not responsible for NPIs or LAA indicators.

Corporate Priorities

30. The information included in this report demonstrates progress on achieving the council's corporate strategy (2009-12) and the priorities set out in it.

Implications

31. There are no financial, human resources, equalities, legal, crime & disorder, information technology, property or other implications associated with this report.

Risk Management

32. The report provides Members with updates on finance and service performance and therefore there are no significant risks in the content of the report.

Recommendations

33. As this report is for information only, there are no recommendations.

Reason: To update the scrutiny committee of the latest finance and performance position.

Contact Details

Authors:

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(01904) 551633

Chief Officers responsible for the report:

Bill Woolley
Director of City Strategy
(01904) 551330

Specialist Implications Officer(s) None

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

All

√

Background Working Papers

First Performance and Financial Monitor for 2009/10 , Executive 22nd Sept 2009

Annexes

None

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Economic & City Development Overview & Scrutiny Committee

29th September 2009

Report of the Head of Civic, Legal & Democratic Services

Interim Report of the Water Lane CCfA¹ Task Group & General Update

Summary

1. The purpose of this report is to update the Committee on the first meeting of the Water Lane CCfA Task Group and the outcome of the Executive Member for City Strategy Decision Making Session on 1st September 2009, Scrutiny Management Committee (Calling in) on 14th September 2009 and Executive (Calling in) on 15th September 2009.
2. The Committee are also asked to consider their way forward regarding this CCfA.

Background

3. At a meeting of the Economic & City Development Overview & Scrutiny Committee held on 12th August 2009 Members were asked to consider a CCfA submitted by Councillors Scott, King and Douglas in relation to traffic issues at the junction of Water Lane and Clifton Green, Westminster Road, The Avenue and Clifton Green.
4. After due consideration of the Topic Registration Form Members decided to progress the topic to review and they selected a three Member cross-party task group to work on this.
5. The Committee also set the following focus for the review:
 - i. To explore the immediate solutions for the traffic problems faced by residents in Westminster Road and The Avenue.
 - ii. To explore whether further improvements could be found in this area and whether any lessons could be learnt to assist in the implementation of further schemes in the city.

¹ Councillor Call for Action

Work undertaken and Information Gathered to Date

6. At a meeting of Full Council on 9th July 2009 residents of the area presented two petitions regarding traffic issues in the Water Lane area of the City.
7. The task group met for the first time on 18th August in order to prepare the Committee's comments on a report being prepared by the City Strategy Department regarding the Westminster Road Petitions. These comments were shared with the whole Committee (via e-mail) prior to being submitted to the Executive Member for City Strategy. The comments are attached at Annex A to this report and the Report to the Executive Member for City Strategy is attached at Annex B to this report [annexes to this report are available on the Council's website].
8. The report, including the Committee's comments, was subsequently presented to the Executive Member for City Strategy at the Executive Member Decision Making Session held on 1st September 2009.
9. Officers updated the Executive Member for City Strategy that the speed cushions in Westminster Road had been reinstated that very afternoon and the white lining on the road was due to take place the following day (2nd September).
10. Councillor Scott, one of the Clifton Ward Councillors prepared an additional document which was circulated at this meeting (Annex C refers) and Councillor King, another of the Clifton Ward Councillors spoke to this at the meeting. Two local residents also spoke at the meeting and confirmed that the speed cushions in Westminster Road had been reinstated but were not to the same specification as the ones removed. Both residents requested the Executive Member to consider a point closure, as they believed this to be the most viable solution to the problems currently being experienced by local residents.
11. The minuted decision from that meeting is as follows:
 - i. The course of action detailed in Options A and B of the report be approved which will allow:
 - a. Further surveys to be undertaken once the road humps on Westminster Road have been replaced and the results reported to a future Decision Session meeting
 - b. Progress the introduction of a 20 mph limit and undertake a review of the School Travel Plan
 - ii. Options G and H in the report be given further consideration as part of the reporting of the above;
 - iii. That the option of introducing build outs or chicanes as a method of controlling both traffic speed and volumes also be evaluated;
12. The three Clifton Ward Councillors still had concerns and 'called in' the decision giving the following reasons:

➤ That the Executive Member misdirected himself in:

- Failing to follow the representations of local Councillors
- Failing to follow the representations of the residents of Westminster Road
- Not deciding on Option G - Point Closure of the street.

13. The Decision was referred to the Scrutiny Management Committee (SMC) who had the option of confirming the Executive Member's decision or referring the matter back for re-consideration.

14. SMC convened on 14th September 2009 and made the following minuted decision:

'That Option B be approved and the Executive Member's decisions be referred back to the Executive (Calling in) for reconsideration, with a recommendation that they be amended to:

(a) Include a further sub-paragraph (c) under resolution (i) to read as follows:

'Approval of Option H and consultation to be carried out with residents with the aim of reporting the results to the Executive Member on 1 December, or at the same time as the results of the further surveys.'

(b) Replace the words 'Options G & H' in resolution (ii) with the Words Option G'

15. At an Executive (Calling In) meeting held on 15th September 2009 the Executive agreed to accept the recommendations of the SMC (Calling In) held on 14th September 2009. The original decision was, therefore, revised to read as follows:

'That the Executive Member agrees:

(i) To approve the course of action detailed in Options A and B in the report, which will allow:

- a) Further surveys to be undertaken, now that the road humps on Westminster Road have been replaced, and the results reported to a future Decision Session meeting;
- b) The introduction of a 20 mph speed limit to be progressed and a review of the School Travel Plan to be undertaken;
- c) Approval of Option H and consultation to be carried out with residents, with the aim of reporting the results to the Executive Member on 1 December, or at the same time as the results of the further surveys.

(ii) That Option G in the report be given further consideration as part of the reporting of the above.

(iii) That the options of introducing build outs or chicanes as a method of controlling both traffic speed and volumes also be evaluated.”

Consultation

16. The task group have consulted the following persons so far:

- Officers within the City Development and Transport Department

17. Councillor Scott, the Ward Councillor who originally registered this topic has indicated that he would be happy if part of the CCfA be put on hold until after the report is presented to the Executive Member for City Strategy on 1st December 2009 (paragraph 15 of this report refers). The part in question is detailed in the focus of the review set out in paragraph 5 (i) of this report. He would still wish for the task group to proceed with work on the second focus point of the review (paragraph 5 (ii) refers).

18. As the review progresses it is envisaged that many more people will be consulted.

Options

19. Members have the following options:

- i. To review the need to continue with the CCfA in light of the revised Executive Member decision and if they are minded to proceed with the CCfA then;
- ii. To agree/amend the draft remit set out at Annex D to this report

Analysis

20. Information in paragraphs 6 to 15 of this report details the events in connection with the CCfA thus far. In light of the Executive Member's revised decision Members may wish to consider whether this decision (paragraph 15 refers) in any way affects this Committee's original wish to proceed with the CCfA. Should Members choose to still proceed with the CCfA then they will need to agree a remit.

21. At a meeting of Economic and City Development Overview & Scrutiny Committee held on 12th August 2009 Members agreed the focus of the review (Paragraph 4 of this report refers) but did not discuss a defined remit and key objectives. Whilst the information in paragraph 4 was sufficient to enable the task group to undertake the urgent preparation of comments in relation to the report being presented to the Executive Member for City Strategy, it is important that a clear remit is set before the review progresses any further.

22. A draft remit has, therefore, been prepared and is attached at Annex D to this report for Members to agree or amend, as they feel appropriate. It is advised that the Committee set a tight and focussed remit with clearly achievable key objectives to ensure clarity for the task group and the best outcome for the review.
23. Councillor Scott has expressed his views at paragraph 17 of this report. In light of this and the draft remit at Annex D to this report, Members may like to consider which parts of the remit they would like to work on first and which to leave to a later date (after 1st December).
24. If Members agree to the continuation of the review, the Task Group would need to spend their next meeting scoping and timetabling the review and in light of the nature of the problems being experienced this should probably include a site visit and a meeting with local residents.

Corporate Strategy 2009/12

25. Although this topic does not directly fall in line with any of the themes in the Corporate Strategy 2009/12, the Scrutiny Committee still has an obligation to address the issues raised within the formally registered CCfA.

Implications

26. **Financial** – There is a small amount of funding available within the scrutiny budget to carry out reviews. There are no other financial implications associated with the recommendations within this report; however implications may arise during the course of the review.
27. **Human Resources** - There are no Human Resources implications associated with the recommendations within this report.
28. **Legal** – There are no direct legal implications associated with the recommendations within this report; however a local resident has mentioned the Land Compensation Act as a potential issue in this matter and this will need further investigation as part of any review.
29. There are no known equalities, property, crime & disorder or other implications associated with the recommendations in this report.

Risk Management

30. In compliance with the Council's risk management strategy there are no risks associated with the recommendations in this report; however risks may become apparent as any review progresses.

Recommendations

31. Members are recommended to:

- i. Consider whether the CCfA is still 'live' in light of the decisions that have been made since the last full meeting of this Committee and if so;
- ii. Agree/amend the draft remit at Annex D to this report

Reason: In order to progress this review.

Contact Details

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Report Approved

Date 17.09.2009

Specialist Implications Officer(s)

None

Wards Affected: Clifton Ward

All

For further information please contact the author of the report

Background Papers:

None

Annexes

- Annex A** Task Group Comments to the Executive Member
Annex B Report to the Executive Member (1st September 2009)
Annex C Comments prepared by Cllr Scott for the Executive Member
Annex D Draft Remit

Membership of Task Group

Councillor Holvey
Councillor Potter
Councillor D'Agorne

Traffic Issues at Junction of Water Lane, Clifton Green, Westminster Road, and The Avenue

Comments from the Economic & City Development Overview & Scrutiny Committee Task Group

1. At a meeting on 12th August 2009 Members of the Economic & City Development Overview and Scrutiny Committee considered a report regarding a Councillor Call for Action (CCfA) submitted by the Clifton Ward Councillors. The CCfA was in relation to traffic issues at the junction of Water Lane, Clifton Green, Westminster Road, The Avenue and Clifton Green.
2. It was decided to proceed with the CCfA and a cross-party task group was established to undertake the work.
3. In the first instance the Economic & City Development Overview & Scrutiny Committee asked the task group to comment on a report being presented to the Executive Member for City Strategy on 1st September. This report details the responses to petitions submitted by residents in the affected area.
4. In light of the above the task group make the following comments:
 - i. The task group recognise the difficulties being faced by the residents of the area. They acknowledge that the introduction of the Water End Cycle scheme, the burst water main and the removal of the speed cushions along Westminster Road have had a significant impact on traffic issues in the area. They do, however, acknowledge that this series of events is an abnormal combination and would not usually have happened.
 - ii. The task group also acknowledge that people appear to be keeping within the speed limits of the area and no speeding problems had been reported. Once the speed cushions along Westminster Road were reinstated then the speeds would fit with the criteria for a 20mph zone.

Comments on the Options

Option A – Further Survey

- The task group acknowledged that there was already some through traffic in the area prior to the changes being made. It is also difficult to judge how or whether this will change when the speed cushions in Westminster Road are reinstated. The task group supports Option A but suggests that the survey be started by the end of September 2009 to allow for the return to school and the report completed by the end of October 2009 (on the understanding that the speed cushions will be replaced by the end of August as reported to the Economic & City

Development Overview and Scrutiny Committee at their meeting on 12th August 2009).

Option B – 20mph Speed Limit/School Travel Plan Review

- The task group supports Option B

Option C – Access Only Order

- The task group accepts that this would be an ineffective deterrent and would be difficult to enforce.

Option D – Banned Turning Manoeuvres

- This would be an ineffective deterrent and would be difficult to enforce. It could be more disadvantageous to local residents than to occasional users of the route.

Option E – One Way Traffic

- This could be more disadvantageous to residents, particularly in terms of speed. One-way traffic could mean that there was an increase in speed in this section of the area.

Option F – Banned Turning Manoeuvres with Junction Alterations

- Banning left turns is awkward and may prove to be more disadvantageous to residents than beneficial.

Option G – Point Closure along Westminster Road or The Avenue

- The task group accept that this is a possible solution but it would need very careful exploration due to the knock on effect it may have on other streets in the area (i.e. Greencliffe Drive). It could create conflict between existing residents in the area dependent on where the closure point was sited. There would, therefore, need to be very wide and careful consultation with all residents of the area.
- There may also be an impact on access for service vehicles (emergency services, refuse lorries etc) and would reduce the amount of space available, especially in terms of vehicles turning.
- There could be an increase in pressure on those roads left as access and egress points and on the egress/access point of the road that is partially closed.
- There could be an adverse effect on traffic movement at already busy signals in the area.
- The task group has suggested that the possibility of introducing 'build outs' to introduce priority pinch points should also be explored as an alternative option to point closure. This may help control the traffic flow and allow the passage of traffic but would make it a less attractive

route for the through traffic leaving the route freer for those that need to use it. It is acknowledged that this may lead to a small loss of on-street parking but this wasn't considered to be a critical concern.

General Comment

- Whichever option is ultimately chosen there needs to be careful consultation as all options offer advantages for some residents and disadvantages for others. It is, therefore, crucial that ALL residents in the affected areas are consulted to get a balanced view of opinions.

5. Task Group Members:

Cllr Potter
Cllr D'Agorne
Cllr Holvey

6. Comments from the Economic & City Development Overview & Scrutiny Committee

Members of the Economic & City Development Overview & Scrutiny Committee who were not part of the task group, were asked to comment on the task groups findings listed above, and the following views were expressed:

- | | |
|-------------|---|
| Cllr Pierce | I generally endorse the preferences expressed but regard a 'access only' order as desirable to communicate the function of the highways. Whilst this may be difficult to enforce, it is not impossible and will act as a deterrent. |
| Cllr Hyman | The report seems to be fair and picks up those issues that require attention. The results of future surveys should help make a final decision. |

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Decision Session - Executive Member for City Strategy

1 September 2009

Report of the Director of City Development

Westminster Road Petitions

Summary

1. This report presents the results of initial survey information and options in response to the two petitions received regarding the change in traffic conditions due to works carried out on Water End earlier in the year.

Recommendations

2. The Executive Member for City Strategy is recommended to:
 - i. Approve the course of action detailed in Options A and B, that will allow:
 - a. Further surveys to be undertaken once the road humps on Westminster Road have been replaced and the results reported to a future Decision Session meeting
 - b. Progress the introduction of a 20 mph limit and undertake a review of the School Travel Plan
 - ii. Options G and H be given further consideration as part of the reporting of the above.

Reason: The recommended options to take forward for further works to alleviate traffic problems encountered by residents in the Westminster Road and The Avenue are considered to be the most appropriate options to progress at this time.

Background

3. Two separate petitions (see Annex A) have been submitted from residents covering the Westminster Road, The Avenue and Greencliffe Drive areas. The first of these received on 10th June contained 95 signatures from 62 properties mainly from Westminster Road and called for the Council to instigate the closure of Westminster Road. The second petition received on 11th June 2009 came from residents of The Avenue; it contained 20 signatures covering 12 properties and also requested the closure of

Westminster Road. There are approximately 158 properties along the three roads in this area. Both these petitions were also recently submitted to Full Council on 9th July 2009.

4. There has been a long history of complaints of through traffic using Westminster Road and The Avenue to avoid the traffic signals at Clifton Green. The Ward Committee had previously funded the introduction of traffic calming in the form of speed cushions along this route. More recently there have been heightened concern over through traffic for the following reasons:
 - Firstly the introduction on the Water End Cycle scheme made significant alterations to the Clifton Green Signals (see location plan Annex B and letter of support for scheme at Annex F) by reducing the two lane entry to one with the introduction of an on carriageway cycle lane. This resulted in increased queue lengths on the Water End approach to Clifton Green Signals and to avoid this traffic began to use Westminster Road and The Avenue. Once traffic patterns had stabilised alterations were made to the signal timings to help reduce the queues along Water End. Work is currently taking place to update the traffic signal plans used at the Water End / Clifton Green junction. This should lead to further improved signal operation and reduced queue lengths.
 - Secondly during the construction of the cycle scheme emergency repairs were required to a burst water main that resulted in the complete closure of Water End near to the Clifton Green Signals. The emergency closure occurred during the middle of the day and although the signed diversion route was at the Salisbury Road junction in to the Leeman Road area (part of the classified road network) many drivers chose to continue along Water End and ended up using Westminster Road and The Avenue. The traffic heading out of the city on the A19 was diverted out to the ring road rather than along The Avenue and Westminster Road. The flooding created additional construction problems for the cycle scheme that resulted in the road being closed to through traffic for 3 full days between 9.30am and 4pm. The flooding also resulted in a number of collapses to existing ducting associated with the traffic signals that created intermittent faults and reliability issues. A programme of works to repair this was quickly undertaken along with works to upgrade the traffic signal controller, which had been planned for later in the year.
 - In addition construction works associated with the school playing fields required the temporary removal of 6 speed cushions along Westminster Road that were removed at the beginning of May. The removal of these cushions was part of a previously approved planning permission and the Council are working closely with the School to get the cushions reinstalled as soon as possible. This is however dependent upon the progress of the associated works, it is hoped that this will have been done by the end of August in time for the start of the new school term.

5. The combined effect of these issues has increased the attractiveness of Westminster Road and The Avenue as an alternative route for traffic and raised awareness of its existence to some drivers.
6. At the request of Clifton Ward Committee a special Ward Committee Meeting was held on the 10th July that officers attended. The Committee were advised that it was intended to undertake an origin and destination survey once the speed cushions on Westminster Road were reinstated and traffic patterns settled down. This detailed survey information was considered essential to enable the extent of any through traffic issues to be quantified and an assessment made of the likely impact of any significant alterations such as a road closure. Without this information it would not be possible to adequately consider the implications of the range of options under consideration or to judge what level of intervention would be appropriate.
7. It was evident at the meeting that this was considered unacceptable by a large number of attendees due to the time scale involved. The earliest this was likely to be undertaken would have been after the summer holidays once the schools returned. The reinstatement of the cushions are in the control of the School (and their contractor) who were unable to guarantee a specific date when this would occur. Whilst the planning conditions specified they must be reinstated no later than one month after the construction works were completed, the Council have requested that this be done at the earliest opportunity.
8. In direct response to the petitions, Ward Committee comments and other correspondence expressing concerns an Origin and Destination survey has recently been undertaken before the summer break. Unfortunately this is also whilst the cushions on Westminster Road are not in place which may be resulting in higher levels of through traffic and the level of school traffic may be reduced as it was nearing the end of term. It will however enable the level of through traffic to be determined and quantified against other traffic.
9. In addition to this, a speed survey was undertaken on The Avenue before the alterations to Clifton Green signals, this also gave some traffic flow information. A further speed survey was undertaken more recently (June 2009) along Westminster Road since the removal of the speed cushions and completion of the Water End cycle scheme (which altered the traffic signal operation at Clifton Green).
10. Several suggestions and comments have been made for addressing the issues of through traffic as well as raising other concerns. Whilst the vast majority of those views expressed in the petitions seem to be in favour of a closure there have also been views expressed against such action. A list of the main points and concerns so far expressed are provided in Annex C.

Survey Information

11. The results of the traffic speed surveys carried out along The Avenue and Westminster Road have been tabulated in Annex D. The surveys were undertaken the week commencing 19th January 2009 along The Avenue and

along Westminster Road the week commencing 15th July 2009. Whilst primarily aimed at gathering traffic speed data the surveys do also give a good indication of the traffic volumes. An origin and destination survey has also been undertaken at the beginning of July 2009, which quantifies the level of through traffic at that time.

Traffic Speeds

12. The before speed surveys were carried out on The Avenue (which has not had any speed cushions removed) and the after speed surveys were on Westminster Road (after the removal of the cushions). This gives a direct comparison of the speed differential of locations with and without road humps.
13. The speed surveys demonstrated a consistency in respect to the direction of travel with no noticeable differences. The before surveys gave an average speed of 17 mph with an 85th percentile speed of 20 mph. The after speed surveys taken with no cushions in place gave average speed readings of 25 mph and an 85th percentile of 30/31 mph. Once the road humps are put back in place on Westminster Road it is anticipated that the average and 85th percentile speeds will return to around 17 and 20mph respectively.

Traffic Flows

14. It should be stressed that because the first survey was carried out on The Avenue and the second survey was on Westminster Road the surveys are not directly comparable due to some vehicles using the area arriving and leaving along the same street. The surveys do however give a reliable indication of the likely increase in usage. Once the speed cushions are back in position on Westminster Road a repeat of both surveys on The Avenue and Westminster Road would be beneficial to gain a better comparison of the changes in traffic flows in the area.
15. From these it can be seen that overall traffic levels appear to have increased by around 97% from an average weekday flow of 900 vehicles to 1,774. The AM peak flow has seen an increase of 92% (134 - 257 vehicles) compared to the PM flow of 49% (200 - 297 vehicles). This equates to approximately an extra 123 in the AM and 97 vehicles in the PM peak hours.
16. The increased flows appear to be more predominant in the direction heading from Water End to A19 Clifton with 539 vehicles compared to 335 in the opposite direction in the weekday average figures. It should be noted that these figures do not differentiate between through traffic, access traffic and residents traffic.
17. In order to put some perspective on the general level of traffic in the surrounding road network the 12-hour (7am - 7pm) two-way flows are provided below. These show that some 17,833 vehicles were recorded along Water End (to the West of Westminster Road) and some 10,363 vehicles used the A19 Clifton (to the south of The Avenue).

Origin & Destination Analysis

18. An Origin and Destination survey was undertaken on 2nd July 2009, the results of which have been tabulated in Annex D. The survey covered a 12-hour period from 7am to 7pm. The most noteworthy points derived from analysis of this survey are detailed below.
19. Three quarters (75%) of the traffic using the Westminster Road/ Water End junction was related to through traffic movements (972 out of 1290). Just under 2/3rds (59%) of the traffic using The Avenue/ A19 Clifton junction was related to through traffic movements (969 out of 1645). Very little traffic was seen to utilise Greencliffe Drive/ Water End junction (107 vehicles of which 20% through movements).
20. As you would expect the main through traffic movements are between the Westminster Road/ Water End junction and The Avenue/ A19 Clifton junction as it is the route that allows the traffic signals at Clifton Green to be bypassed. Over the 12 hours surveyed the through traffic was predominantly in the Water End to A19 Clifton direction with some 739 vehicles whilst there were 221 in the opposite direction (A19 Clifton to Water End). Without a similar "before" O & D survey (which has not been undertaken) it is difficult to identify what proportion of the current level of through traffic has increased from previous levels. The weekday Traffic flow data, detailed earlier, indicated a 97% rise (900 to 1774), which suggests that at least half of the recorded through traffic may be due to the effects of recent changes in this area.
21. During the a.m. peak hour there were 157 through traffic movements from Westminster Road/ Water End to The Avenue/ A19 Clifton (with 14 in the opposite direction). In the evening peak there were 60 movements from Westminster Road/ Water End and 80 movements from The Avenue/ A19 Clifton.
22. It should be worth noting that through traffic problems have historically existed along this route. There are unfortunately many locations across the City that experience through traffic issues, for which the Council have received several complaints for over the years. Without undertaking a comprehensive range of surveys at other similar locations it is not possible to determine how the level of problems along Westminster Road compare elsewhere.

Accident Details

23. An analysis of the existing injury accident record has been carried out for the last three years (Mar 06 to Feb 09) along the length of Westminster Road and The Avenue. There has only been one injury accident in the last three years along this route. This was on Westminster Road and involved a vehicle attempting a "U" turn across the path of a moped that resulted in a slight injury.

24. A further three injury accidents have occurred at The Avenue/ A19 Clifton junction over the same period. All resulted in slight injuries two were to cyclists and one to a pedestrian. The vehicle manoeuvres involved were: a right turn into The Avenue, a left turn out of The Avenue and a right turn out of The Avenue. Only the “right turn out” accident could have possibly been associated with a through traffic manoeuvre bypassing the signals but the time of the accident (9:50 am) would suggest it unlikely. No injury accidents are associated with the Westminster Road / Water End junction.

Options

Option A - Further Survey

25. Continue to monitor the situation and undertake a further Origin and Destination Survey once the speed cushions have been reinstated, after the schools return and there is a period of say 2 months to allow for traffic flows to have settled down. This will give the most accurate picture of the extent of the through traffic issues by allowing the full effects of the traffic calming to be made and a more suitable settling in period to have expired. However it does not have any immediate impact on the current situation and an Origin and Destination survey has already quantified the level of through traffic whilst only half the route is effectively traffic calmed. The results of these surveys would be reported to a future Decision Session meeting at the earliest opportunity. This is a recommended option.

Option B - 20 mph Speed Limit/ School Travel Plan Review

26. The introduction of this restriction will effectively reinforce the speed that already appears to be observed where the traffic calming is in place. It is unlikely to deter significant amounts of through traffic over and above that already deterred by the traffic calming in place. Westminster Road, The Avenue and Greycliffe Drive should be included under this consideration. Part of this work will also include reviewing the existing School Travel Plan for St Peter’s School to explore possible further improvements to school traffic and safety issues. This is a recommended option and would be progressed in line with usual procedures.
27. The next range of options considers utilising the introduction of Traffic Regulation Orders with no physical constraints. It should be noted that as with any traffic order there will be a right of objection from any interested parties and any significant opposition with valid objections is likely to prevent its introduction.

Option C - Access Only Order

28. It is possible to introduce an “access only” traffic regulation order that prohibits any traffic without a legitimate reason for accessing the area. Past experience of these types of orders have proven to be almost entirely ineffectual. They rely solely on enforcement action from the Police Authority, which cannot be guaranteed. This option is not recommended for further consideration.

Option D - Banned Turning Manoeuvres

The main through traffic routes used are:

1. Right Turn into Westminster Road – Right Turn Out of The Avenue and
 2. Left Turn into The Avenue – Left Turn out of Westminster Road
29. Whilst this may be slightly easier to enforce than the Access order proposal it would still rely heavily on an appropriate level of enforcement from the Police Authority that cannot be guaranteed and the level of abuse can be expected to be quite high. This will also have a significant impact (if observed) on the existing traffic movements of residential traffic and other access traffic such as School related. This option is not recommended for further consideration.

Option E - One Way Traffic

30. The introduction of a one-way route would only be effective in preventing through traffic in one direction. It would also require most traffic to enter via one main junction and exit via another (depending on the direction chosen). This will also have a significant impact on the existing traffic movements of residential traffic and other access traffic such as School related. This option is not recommended for further consideration.
31. The following range of options take into consideration the use of physical restrictions that may be used in conjunction with the Traffic Regulation Orders detailed above.

Option F - Banned turning manoeuvres with junction alterations.

32. If the banned turns considered in option D were accompanied by physical alterations to the junctions to prevent and discourage the banned movement, they would become more effective and less reliant on Police enforcement. Their effects on residential and access traffic would again be significant on existing movements. Significant costs are likely to be incurred with such an option but have not been explored further at this stage. This option is not recommended for further consideration.

Option G - Point Closure along Westminster Road or The Avenue.

33. This would be the most effective method of preventing through traffic from using this route as it physically blocks it. It would also have the biggest effect on residents and access traffic movements. Depending on where such a point closure is provided will greatly vary its effects on residents. There are four main areas considered to be the most effective location for a closure. All of which would need further detailed consideration and consultation if it were to be pursued further. With each of these four options consideration will also have to be given to introducing a closure on Greencliffe Drive to avoid it becoming a main access/ egress point.
34. They are:
- i) On Westminster Road at the junction with Water End

- ii) On Westminster Road at the junction with The Avenue
 - iii) On the Avenue at the junction with Westminster Road
 - iv) On the Avenue at the Junction with A19 Clifton
 - v) On Greycliffe Drive at the junction with Westminster Road for all options i) to iv)
35. There are several issues that need to be carefully considered if a closure were to be introduced. Whilst they may be effective in eliminating through traffic the consequences of such action would be:
- Major re-routing of residential and access traffic particularly school related.
 - A disproportionate amount of traffic may be forced to use only one junction to access /egress e.g. more right turns out of Westminster Road or a greater demand for school related traffic to use one particular junction.
 - The significant amount of through traffic would increase the demand on the Clifton Green signals, which already operate at capacity during peak periods.
 - Residential and access traffic will also contribute to this as certain movements would have to be via this route. Any subsequent delays would affect all traffic.
 - From a construction point any closure is likely to require suitable turning head facilities to allow traffic to turn around to leave via the route they entered. The feasibility of this would need further investigation and likely to incur significant costs.
36. This option is recommended for further consideration as part of the reporting of the surveys recommended in option A.

Option H - Resident's Consultation

37. Subject to the reporting of the results of the surveys recommended in option A, consideration should also be given at that time for the need to undertake a resident's consultation of the different levels of support of any proposals arising. This should be undertaken before further work is carried out to assess the traffic impacts to avoid abortive works. Not all residents are represented on the petitions that have been submitted requesting a road closure and the implication of such action may not have been fully appreciated at the time of signing. This option is also recommended to be part of the considerations in the future reporting of the survey results recommended in option A.

Analysis

38. The above options A and B are recommended for taking forward with further consideration for options G and H to be given in a future report. These are considered to be the most appropriate options to progress at this time in that they will:

- Accurately identify and quantify the “residual” level of through traffic in relation to other traffic that can be reported to a future meeting.
- Allow progress for the introduction of a 20pmh speed limit to reinforce the traffic-calmed route.
- Enable improvements to be made to the existing School Travel Plan in this area.

Corporate Priorities

39. Considering this matter is part of our focus to meet the needs of our communities.

Implications

40. The proposals put forward have the following implications:
- **Financial** No budget has been established to implement any proposals, however minor alterations, depending on their nature, may be able to be funded from the annual signs, lines and Traffic Regulation Order budgets.
 - **Human Resources (HR)** - None
 - **Equalities** - None
 - **Legal** - None
 - **Crime and Disorder** - None
 - **Information Technology (IT)** - None
 - **Property** - None
 - **Other** - None

Risk Management

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

Contact Details

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Director of City Strategy

Report Approved**Date** 18 August
2009**Specialist Implications Officer(s)**

Implication ie Financial
Name
Tel No.

Wards Affected: Clifton

For further information please contact the author o

Background Papers:

None

Annexes:

Annex A - Front pages of petitions
Annex B - Location Plan
Annex C – List of the main points and concerns so far expressed
Annex D – Westminster Road/The Avenue Traffic Surveys
Annex E – Ward Members and Political Party Views
Annex F - Letter of support for Water End Cycle scheme
Annex G to this report will follow setting out the scrutiny task groups views (and those of the parent Scrutiny Committee members) on those elements of an ongoing CCfA (Councillor Call for Action) which may impact upon this report being considered by the Executive Member.

Executive Member for City Strategy
Councillor Steve Galloway

01 September 2009

Dear Coun. Galloway,

The most striking matter that both the report before you and the Councillor Call for Action interim report both fail to address is the crucial element – residents' views. The petition presented to Clifton Ward Committee showed that 88% of residents living on Westminster Road gave their support to a point closure on Westminster Road, as did over 50% of residents fronting onto The Avenue.

Clifton Ward Committee has had record numbers in attendance.

This is a direct result of increased traffic using this route as a "rat run" following the changes at the junction at Water end and the A19 at Clifton Green. Residents have not taken that decision lightly.

I have consulted with residents and my submissions incorporate their comments.

The Statistics

At a special Ward committee in June a "flawed" traffic count showed an increase of traffic by over 50%. (It was considered that this count was flawed because of its positioning and under-recorded the number of vehicles.) This count did however confirm a count undertaken by residents.

The statistics in the report before the Executive Member show that there has been a 97% increase is the headline figure for numbers using the roads. Through traffic is 96% from Water End and becomes 45% when averaged with through traffic flowing the other way. (see origin and destination analysis at ANNEX D).

There is reference to no speeding problems but at para 13 (p82) the report states an 85th percentile at 30/31mph; that clearly points to 15% exceeding the speed limit. (See Annex D, first table). I would remind the Executive Member that the speed of vehicles is made worse because the uneven concrete road surface creates a rumble.

The unpublished counts that Jon Pickles did only focused on Tuesday, Wednesday and Thursday. All other days are ignored so people just think its a working day problem with peaks.

20mph zone

In this location this is not the answer. Council Officers have placed signs in this location to advise drivers that this is a 20 mph zone, however, this has not worked. The reinstatement of the speed humps may reduce the speed of traffic but it is unlikely to reduce volume as significant (and effective) speed humps still exist on The Avenue.

The Neighbourhood Policing Team has made attempts to educate drivers – largely to no avail.

Residents experienced significant problems before the removal of the speed humps. Drivers are unlikely to change their habits as travelling at 20 mph through Westminster Road and the Avenue is still quicker than waiting in traffic to go to Clifton Green.

Empirical Research

I would invite the Executive Member to visit Westminster Road. It is not just the volume and the speed but also the attitude of drivers. Drivers have waited some considerable time before being able to make “use” of the “rat run” at Westminster Road and The Avenue. They are not tolerant and frequently drive without consideration of driving in a family residential environment.

I need not remind the Executive Member of the impact this traffic has upon residents’ lives and on the environment.

Time For Action

I would ask the Executive Member to chose Option G. Residents have already endured months of disruption to their lives. We have the opportunity to do something now.

If this cannot be accepted then a temporary interim closure should be undertaken to assess the impact.

Clifton Ward Committee were advised on the 21st April 2009 that “the [Water Lane] Scheme is due to undergo a safety audit and funds have been set aside to address problems identified by the audit.” Some of those funds should be used towards the Point Closure on Westminster Road.

If the Point Closure was positioned at the appropriate place then disruption to other surrounding residential streets can be minimised.

In addition I would ask that the left turn lane be reinstated at Clifton Green as promised by the Executive Member at the EMAP in October 2009.

The Executive Member now has enough information to make a decision. However, if any further surveys are to be undertaken they should be 7 days a week and 24 hours a day.

Yours sincerely

Councillor David Scott
Clifton Ward

Draft Remit

Aim

To determine the best solution for the problems that local residents are experiencing and to look at what lessons can be learnt in order to inform the implementation of similar schemes within the city

Objectives

1. To establish whether local concerns still exist in light of the Executive Member's decision
2. To explore whether further improvements can be made to address the current traffic issues
3. From experiences to date, identify those measures or actions that can be taken to assist in the smooth implementation of similar schemes in the city
4. To understand the context of the Land Compensation Act 1973 in relation to this CCfA

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Economic & City Development Overview & Scrutiny Committee

29th September 2009

Report of the Head of Civic, Legal & Democratic Services

Update on Proposed Scrutiny Topic

Implementation of planning conditions and adoption of new estates

Summary

1. The purpose of this report is to provide Members with an update on information relating to a previously registered scrutiny topic on the implementation of planning conditions and the adoption of new estates.

Background

2. At a previous meeting of the Committee, held on 14th July 2009, Members were presented with a feasibility report regarding a newly registered scrutiny topic on the implementation of planning conditions and the adoption of new estates.
3. After due consideration Members of the Committee deferred their decision on whether to progress this topic to review and asked for further information on the adoptions process. A briefing note was subsequently presented to the Committee at a meeting held on 12th August 2009. After discussion, Members of the Committee agreed that the focus of any review that might be undertaken should be on the adoption of new estates only and it was agreed not to proceed with the planning conditions element of the proposed scrutiny topic.
4. It was noted at the above meeting that a report was to be submitted to the Executive Member for City Strategy for decision, on 1st September 2009 (Annex A to this report refers). The Committee therefore decided to again defer their decision on whether to proceed with this topic until they knew the Executive Member's decision.
5. At the meeting on 1st September 2009 the Executive Member made the following decision:

'That the Executive Member:

- i) Approves Option A, as set out in paragraphs 34 to 36 of the Officer report (Annex A refers)

- ii) Requests the Executive Member for Neighbourhoods to review the arrangements for, and costs of adopting, those streets in the City, which historically have not been maintained by the Council.'

Consultation

- 6. To date, relevant Officers and the Assistant Director within the Traffic Network Management Department have been consulted.
- 7. The Chair has requested some information on the outcome of an Appeal recently decided by the Planning Inspector. The outcome of this Appeal may provide useful information to the Committee in terms of making a decision as to whether to progress this topic to review. It is hoped that an update on this can be given at this meeting.

Options

- 8. Members have the following options:
 - i. Progress this topic to review (not including the planning conditions element)
 - ii. Do not progress this topic to review

Analysis

- 9. Members have so far received a feasibility study, a briefing note and a copy of the report presented to the Executive Member for City Strategy in relation to this proposed scrutiny topic. Discussions arising from the previous two meetings indicate that Members quite clearly have concerns regarding the adoption of new estates.
- 10. Members will, therefore, need to consider whether any of their concerns can be appeased by the content of the report presented to the Executive Member for City Strategy (Annex A to this report refers) and the decision arising from this. It should be noted that the report to the Executive Member solely deals with the issue of highway adoption and not other aspects such as landscaped or play areas.
- 11. In light of the Executive Member's decision and the actions he intends to take, it may be that there is nothing further to be gained from undertaking a review based on the remaining relevant content of the topic registration form.
- 12. If Members choose to proceed with the review then they should consider a remit (at this meeting) that does not duplicate work being undertaken as part of the Executive Member's decision. A draft remit has not been prepared in advance because it was unclear as to what the focus of any review should be now that the Executive Member has made his decision.

13. It is recommended that any review be delegated to a small cross-party task group. Should this be approved they would need to spend their first meeting scoping and timetabling the review.
14. Should Committee choose to proceed with this review then they will also need to consider how best to fit this into their current work plan.

Corporate Strategy 2009/2012

15. This is related to making York Council an effective organisation, which is the eighth theme of the recently refreshed corporate strategy.

Implications

16. **Financial** – There is a small amount of funding available within the scrutiny budget to carry out reviews. There are no other financial implications associated with this report; however implications may arise should the review be progressed.
17. **Human Resources** – In the feasibility report presented to Members on 14th July 2009 representatives from the City Development & Transport Group highlighted potential resource issues.
18. **Legal** – There are no direct legal implications associated with this particular report but implications could arise should the review be progressed.
19. There are no known equalities, property, crime & disorder or other implications associated with the recommendations in this report.

Risk Management

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

Recommendations

21. Based on the evidence to date Members are asked to decide whether to proceed with the topic or not and if so, set a very focussed remit with clear aims and objectives.

REASON: To determine whether they wish to progress this topic.

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Report Approved

Date 17.09.2009

Specialist Implications Officer(s) None

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Reports & minutes from the two previous meetings of the Economic & City Development Overview & Scrutiny Committee (14.07.09 and 12.08.09)

Annexes

Annex A Report on the Adoption of Highways on New Estates (01.09.2009)
(Annexes to this document are available on the Council's website for the meeting that took place on 1st December)



Decision Session – Executive Member for City Strategy

1 September 2009

Report of the Director of City Strategy

Adoption of Highways on New Estates

Summary

1. This report is in response to the request of the Executive Member made at the Executive Meeting in April 2009.
2. It should be highlighted that the report relates solely to the issue of highway adoption and not other aspects such as landscaped or play areas.
3. The service is provided by 3 FTEs covering all aspects of pre-planning consultation, review and approval of designs, agreement preparation and site supervision. Opportunities for redirecting staff resources to support the service are limited, as this would only create new pressures in the highways development control team.
4. The report provides a background to the issues including some of the obstacles to be overcome. It suggests a number of initiatives and proposals to improve the service.

Recommendation

5. Based on the evidence presented within this report the Executive Member is advised to accept Option A, as set out in paragraphs 34 to 36.
6. The proposals will allow officers to present details of the progress being made on outstanding developments and provide the basis for informed judgement. It also proposes to establish a forum with developers in York, which it is hoped, will help to promote highway adoptions more quickly.

Background

7. The Executive considered a report concerning a petition submitted by residents of Sovereign Park in April 2009 at which the Executive Member requested a further report to be submitted within 6 months to the Executive Member Decision Session covering the wider issues of highway adoption.

8. The City Strategy Overview and Scrutiny Committee are considering this as a future topic for scrutiny.
9. Whilst not strictly covered by this report the Executive Member should be aware that in February 2006 the Executive Member and Advisory Panel considered a report on the adoption of private streets. There are over 100 streets in York that are privately owned and maintained. 11 of those streets were subsequently consulted to establish what interest there was for making the streets up to adoptable standard and for the council to adopt them for future maintenance. From the responses it was clear that there was very little interest in the proposal as most frontagers were unwilling to contribute to the cost of bringing the streets up to adoptable standard and as a result the initiative was not pursued.
10. The following is a list of key points in relation to the adoption of highways on new estates.
 - Satisfactory completion of a new section of publicly maintainable highway, is governed by highway legislation, chiefly Section 38 of the Highways Act 1980.
 - Developers enter (in almost all situations) into a Section 38 Agreement with the Council as Highway Authority, which establishes the specifications and standards, which the new streets will need to meet before responsibility for maintenance can transfer to the council.
 - A sub clause seeks to secure completion of the street in parallel with the completion of final dwellings. A 12 month maintenance period follows completion.
 - Foul and surface water sewerage systems must be approved and adopted by Yorkshire Water, prior to formal highway adoption taking place.
 - The legal framework (as applied across council's in England and Wales) is specifically laid out to protect the local authority.
 - Within the authority area, there are currently 86 housing developments, which are governed by a Section 38 agreement.

Introduction

11. To provide some context to the service area, a developments list, is attached at Annex A, including details of key stages in the whole process (this also includes commercial schemes, which are being developed with prospectively adoptable highway layouts, together with associated highway improvement schemes). Also attached are responses received from ten other Local Authorities, to three questions based on experiences in York and the current recession (Annex B).
12. As a consequence of the Local Authority reorganisation on 1 April 1996, York City Council increased its existing portfolio of developments with those from North Yorkshire County Council. Since that time, the York Unitary area has been constantly popular with developers resulting in the high number of developments that are now being processed.

13. The staffing resource for this service is equivalent to 3 permanent FTE's. A growth bid was submitted and approved for this financial year, which has allowed an additional FTE to be recruited for approximately 6 months. However this is a very small staff resource to address what is a very heavy workload. Switching of staff to address this workload would be extremely difficult to achieve as the roles and duties are specialist to highway adoptions, with a requirement for skills, knowledge and experience developed over a sustained period.
14. Of the developments taken in from surrounding districts, it may be surprising to find that some are still not fully adopted, some thirteen years later. The Brecks at Strensall being an example. Although three phases were already built in 1996, the other nine phases have since been completed, but the whole is still subject to formal adoption.

The Process

15. The trigger for developers to start building on site occurs once Planning Consent has been issued. However, there is evidence from other local authorities that some don't even wait for this approval. At this point, the Highway Authority's only requirement is to issue a notice under the Advanced Payments Code once it has been notified that drawings have been deposited with the Council's Building Control section. Generally, developers will pursue completion of a S38 Highways Agreement as they have the comfort that the Highway Authority will ultimately adopt the roads and purchasing solicitors have the comfort that there will be no charge on their clients property.
16. Unfortunately, developers rarely find the need to engage in detailed discussions with the Highway Authority before gaining planning approval as it involves additional cost for consultants. The drawings required for planning consent are not as detailed as engineering drawings required for a Highway Agreement. As a consequence, it can be some time before a S38 Agreement is completed, during which time the developer has already started on site. They are prepared to take the risk and site agents are probably under pressure from managers to start building.
17. Once dwellings are completed and sold, the developer will be looking to move staff to another new development. Their profit is with selling houses, not adopting roads. The ongoing wrangling with Highway Authorities is generally left with the company engineer to sort out while the developers' focus turns to new developments. Once staff and site cabins have left the development, the company engineer is reliant on being able to use any pot of money reserved for the purpose of bringing the road up to an adoptable standard. Any problems with the drainage system can easily swallow up spare cash, which ultimately prolongs the whole adoption process.
18. Traditionally, highways have not been adopted until the following has happened.

- All adoptable street lighting has been approved.
- Drawing 'as constructed' have been provided. We now ask for an electronic version as well as hard copies to build up a library for easy reference. This is not always possible with older developments.
- The foul water and surface water sewers have been adopted and vested with Yorkshire Water. This ensures that there is no extensive private drainage system under a public highway. In respect of surface water, the gullies connect to a proper outfall.

Some reasons for delay

19. In respect to large developments, such as The Brecks, jointly developed by Hogg the Builder and Persimmon Homes, it has been very difficult to reach a stage where all streetlights are working together.
20. Where old developments are being offered for adoption, consideration has to be made for normal wear and tear when preparing any remedial lists.
21. Yorkshire Water has insisted that any pumping stations be brought up to current standards, irrespective to what may have been shown in the original Drainage Agreement. For developers to agree to such upgrades, which can cost £20,000, has been very protracted.
22. Yorkshire Water do not have the same imperative to adopt sewers as the highway authority has for adopting the roads and footways and rely upon the highway authority to pressure the developer to seek adoption. As stated previously highway authorities will not adopt the roads until the sewers are adopted.
23. Organising for drawings 'as constructed' has similarly proved difficult, as details that have been missed or badly interpreted have necessitated several attempts before they can be accepted.
24. It may appear inconceivable that any development should take so long to adopt, but it is hoped that some of the reasons can be found above.

The Agreement (calling in bonds)

25. The S38 Agreement is a standard document and, subject to some updating over the last decade, the same is used for each development. It does include an item that enables the Highway Authority to call in the bond in the event of any default. While this may appear to be an easy solution to overcome delays by the developer, it is generally intended for those companies who may become bankrupt and could not bring roads to an adoptable standard. An estimated cost for outstanding remedial works has to be prepared and the surety given the opportunity to allow the developer to complete or offer the work over to the Highway Authority. To reach this stage is time consuming and a heavy use of resources. The most recent occasion that the Council resorted to this remedy was at Tedder/Slessor Road under pressure from members and

residents where the developer, Barratt York, ultimately completed the work anyway.

Completion Programme for 2009

26. It is anticipated that by the end of the year, the whole of The Brecks should be adopted, Clifton Hospital and all developments along Water Lane. As described above, ongoing issues with street lighting and Yorkshire Water have been the main reason for delay, although the developers have not been too proactive. Providing this is successful, this will mean that 23 development phases will become public highway and thus can be deleted from the attached list.

Effect of Recession

27. Visual evidence that the recession is taking its toll can be seen in the developments that have stopped, such as the Barratt development at Dennison/Gladstone Street and the Harron Homes development at Osbaldwick Lane. Those that have stalled include The Croft, Heworth Green and Northfield School, Beckfield Lane. Apart from Wright Group who built at the back of The Ainsty Public House off Carr Lane and Urbani (Birch Park), we are not aware of any more developers who are close to going bankrupt.
28. However the following developments are examples of active schemes, which continue to engage officer's, whether that involves, the consideration/approval of proposed street layout, inspection of ongoing construction, or review of completed works:

Hungate, Derwenthorpe, Heslington Campus East, York College, Discus bungalows, and Chapelfields.

Summary

29. The information detailed above hopefully sets the context for the service area and confirms the requirement to adhere to the well established procedures and legal framework.
30. Clearly the portfolio of schemes is significant and resources have to be carefully assigned to cover the full service, from office based review/checking/approval through to site based inspection. Both aspects involve extensive contact, meetings, negotiation, correspondence and administration, with a range of stakeholders. This includes, consultant engineering companies, multiple internal officers, resident engineers, site contractors, Yorkshire Water, Utility Company representatives, Solicitor's and Property/Land Conveyance Agents.
31. As has been stated earlier (para 13) staffing resources in this area of service are limited for addressing such a large workload and the consideration of redirecting/transferring staff resources from within Network Management would require a proper review of HR/employment issues (which could prove difficult

to achieve/resolve) and create new pressures on other parts of the highway authority services, many being statutory functions, which must be delivered within prescribed timeframes.

32. Officers are actively engaged in pursuing the satisfactory completion and adoption of all outstanding schemes (some listed above), and with the temporary additional resource, there is confidence that those on the priority list for 2009 will be achieved.
33. The responses from other local authorities, can be quickly summarised. The process and experience is very similar to what we see here in York, essentially:
 - It is common for developers to start on construction of highways, prior to agreements being finalised,
 - Majority of developers lose interest in completion of highways once they have completed dwellings and moved off site, and
 - An almost unanimous experience of change of attitude by developers (since the recession started) to reduce bonds and get older developments adopted.

Options

Option A

34. Note the content of this briefing report and request that officer's prepare a further interim progress report in the final quarter of the year, which will set out highway adoptions completed and current work programme/site activity. In addition a subsequent annual progress report can be brought to the Executive Member on the service.
35. It is also recommended that officers make further contact with other local authorities to establish if improvements could be made to current systems/procedures.
36. Arrangements to be made to establish a local developer forum, which would aim to meet twice a year, with officer's and the Executive Member with the objective of discussing current development progress and future schemes.

Option B

37. Undertake a detailed review of highway adoption procedures.

Analysis

38. The above commentary sets out the process and context for new developments in York. Whilst the timeline to reach formal adoption can be protracted, in the vast majority of cases, developers in York, do construct carriageways to a driveable state (termed binder course) and footways to a completed finish (surface course), prior to occupation of residential units and arrange for the provision of street lighting. This construction/finish provides

adequate surfaces allowing safe accessibility for occupants and other users. As many developments are constructed over different phases (with separate agreements in place, and sometimes different developers), completion (including top surface/course) of the prospectively adoptable highway to a state capable of starting a maintenance period (including surface course and landscaping) will be subsequent to full occupation and in many situations a considerable time after.

39. During the time prior to adoption, the developer is fully responsible for ensuring that adequate access is maintained at all times for residents, and responding to matters relating to lighting, drainage or cleaning (including sweeping, spillage and litter picking). If such matters are raised directly with officer's (or via Member's), officers ensure that these are brought to the developer's attention and (as appropriate) seek assurance that the matter/concern is satisfactorily resolved.
40. The proposals set out in paras 34-36, as Option A, will allow officers to present details of the progress being made on outstanding developments and provide the basis for informed judgement. It also proposes to establish a forum with developers in York, which it is hoped, will help to promote highway adoptions more quickly.
41. It is difficult to anticipate that Option B would deliver any benefits to the service area, council or indeed the occupants of new developments. The report sets out the parameters of highway adoption and it is evident that York follows the legislative requirements and its experiences are shared by other local authorities. A full review is therefore not recommended.

Implications

42. **Financial** – Option A can be undertaken with existing resources within Network Management. Option B would have to be outsourced to an appropriate consultancy and funding sought to cover costs.
43. **Human Resources** – As per Financial.
44. **Legal** – There are no direct legal implications.
45. There are no known equalities, property, crime & disorder or other implications associated with the recommendations in this report.

Risk Management

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

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Report Approved



Date 18.08.2009

Specialist Implications Officer(s) None

Wards Affected:

All



For further information please contact the author of the report

Background Papers:

None

Annexes

- Annex A** **Development schedule**
- Annex B** **Responses from other local authorities**



City Development and Economic Development Scrutiny Committee

29th September 2009

Report of the Director of City Strategy

Newgate Market – Focus Report

Summary

1. This report updates the information given verbally to the Scrutiny Committee on 15 July and provides an overview of trading conditions at Newgate Market as a result of the current economic climate. The responses to the challenges currently being experienced are detailed below.

Background

2. National retailing trends and customer expectations have changed markedly in the last few years. This has had a marked effect on outdoor markets and has resulted in a downturn of trader takings, stall occupancy and ultimately rental income to local authorities.
3. Whilst Newgate Market has fared reasonably well compared with many open markets in the region, there is still concern with regard to any further decline in trade. Managers have introduced a range of innovative measures to mitigate the effects of these changing shopping patterns. These initiatives have been designed both to ease the trader's economic circumstances and to raise the market's profile.
4. Earlier this year a new fees & charges structure was introduced based on supply and demand and in several cases stall fees were actually reduced. The layout was revised and some stalls withdrawn to open up new, more inviting aisles. In addition new 'building out' guidelines were introduced .
5. New, generic backdrop vinyl 'nameboards' were made available (at a subsidised cost) to Newgate traders for the market to look more uniform and professional – each having their own business name printed to a standard design.
6. A new glossy brochure promoting the market was designed and printed and delivered to every household in York as well as V.I.C.'s, the library etc and given out during the specialist and event markets in Parliament Street. The brochure was produced at a nil cost to the department and funded by advertising within it.

7. A local commercial radio company (Minster FM) broadcast live 'roadshows' from Newgate in the spring to promote the market.
8. A "Love your Local Market" month was trialled in the spring with all stall fees reduced to encourage stall take-up, with the traders, in return, offering reduced goods in a month-long campaign to help both fill the stalls and win-back shoppers.
9. A "Markets on the Move" roadshow took a cross section of traders out to places like Monks Cross and Designer Outlet to promote market shopping to customers who may otherwise just patronise out of town retail parks. Traders, shoppers and respective outlet managers welcomed the travelling mini-market and have 'booked' them for further dates (an income is received for this initiative too).
10. Local schools have been visited by market officers and traders promoting/educating on running a small business like market trading.
11. A new, more informative *Trader Times* newsletter to keep traders informed of events and ideas relevant to the market.
12. Reduced parking fees in dedicated areas for traders' vehicles.
13. Following invite, Newgate Market representatives now attend the quarterly *Retailers Forum*.
14. The Market should play a fundamental part in the YCCAAP (*York City Centre Area Action Plan*) which is expected to determine both its future look and location and input is being made as the *Action Plan* evolves.

Consultation

15. Newgate Market traders were consulted on many of the initiatives above and their views / suggestions incorporated.

Options

- 16 York's open market is seen as a key component of city centre retailing – providing an alternative offer to city centre shopping, plus numerous employment opportunities. The CCAAP currently underway provides a platform to debate the market's future and how it might look and operate in the future, enabling it to meet revised expectations and new economic challenges. In the meantime new initiatives will be introduced to revitalise existing arrangements as appropriate. Already in the current financial year, as a result of the actions already taken, financial uplift is apparent in the rental tolls being taken. Certainly though Newgate will benefit in the near future through association with the Food & Drink Festival and later as the Christmas celebrations unfold.

Implications

17. Financial, HR, equalities, legal and crime and disorder implications are covered through the council's budgeting and service planning processes. There are no direct IT implications.

Risk Management

18. Risk management processes cover all aspects of the above and are set out in the Economic Development and Partnerships service plan.

Recommendations

19. Scrutiny Committee's views on the above would be welcome.

Contact Details

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Report Approved

Date 11.09.2009

Specialist Implications Officer(s) None

Wards Affected:

All

For further information please contact the author of the report

Background Papers: None

Annexes: None

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**City Development and Economic Development
Scrutiny Committee****29th September 2009**

Report of the Director of City Strategy

Economic Development Programme**Summary**

1. This report updates that presented to the Scrutiny Committee at its meeting held on 15th July, in order that the Committee can consider how they may wish to develop a plan of work in relation to this.

Background

2. The previous report outlined the statutory background to the role of local authorities to promote and improve the economic, social and environmental well-being of their area through their Sustainable Community Strategies, as well as the new duty proposed within part 4 of the Local Democracy, Economic Development and Construction Bill for all counties and unitary authorities to assess the economic conditions of their area. Guidance on the preparation of local economic assessments has recently produced and work is underway at an officer level to start preparation of an assessment for York, bearing in mind that this will need to relate to regional, city regional and sub regional assessments. This will support any future economic development strategy for the city.
3. The current economic strategy encompasses assessment work prepared as part of the Future York Group report. This is now over 2 years old, and the economic situation globally, nationally and locally has changed significantly since then. At the previous meeting of the Scrutiny Committee, Members began to consider this assessment of the local economy. Given recent changes to the economic situation and the recently issued guidance in relation to the proposed new duty, then the Committee may wish to wait until a new draft economic assessment is prepared for York before giving this matter further consideration.
4. The previous report also provided information to the Committee regarding the Centre for Cities report on York [Annex A to this report]. This is due to be considered further at the meeting of the York Economic Partnership scheduled to take place on 10th September. A draft response to the report from the Partnership is attached at Annex B; a verbal update will be given at Scrutiny meeting of the outcome from the Partnership meeting. Members may wish to consider the draft response.

Options

5. The economic development programme forms a strategic approach to developing the York economy and meeting the employment needs of both businesses and the community. Action is reviewed on an annual basis to take account of changing circumstances and policy frameworks. Based on the information provided above, Members of the Committee may wish to determine what aspects of the economic strategy and programme to be examined further.

Corporate Priorities

6. The actions in this report support the Inclusive City, Learning City and Thriving City elements of the Sustainable Community Strategy and the Council's Corporate Strategy.

Implications

7. Financial, HR, equalities, legal and crime and disorder implications are covered through the Council's budgeting and service planning processes. There are no direct IT implications.

Risk management

8. Risk management processes cover all aspects of the programme and are set out in the Economic Development and Partnerships service plan.

Recommendations

9. That the Committee determine any work plan for the scrutiny of economic development.

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Report Approved ✓

For further information please contact the author of the report

Wards affected – ALL

Specialist implications officer

Annex A Centre for Cities Report
Annex B Draft response to the report from the Partnership
Annex C Economic Development & Action Strategy Programme [On line only]

York: Prioritising Prosperity

A report prepared by Centre for Cities for City of York Council

March 2009

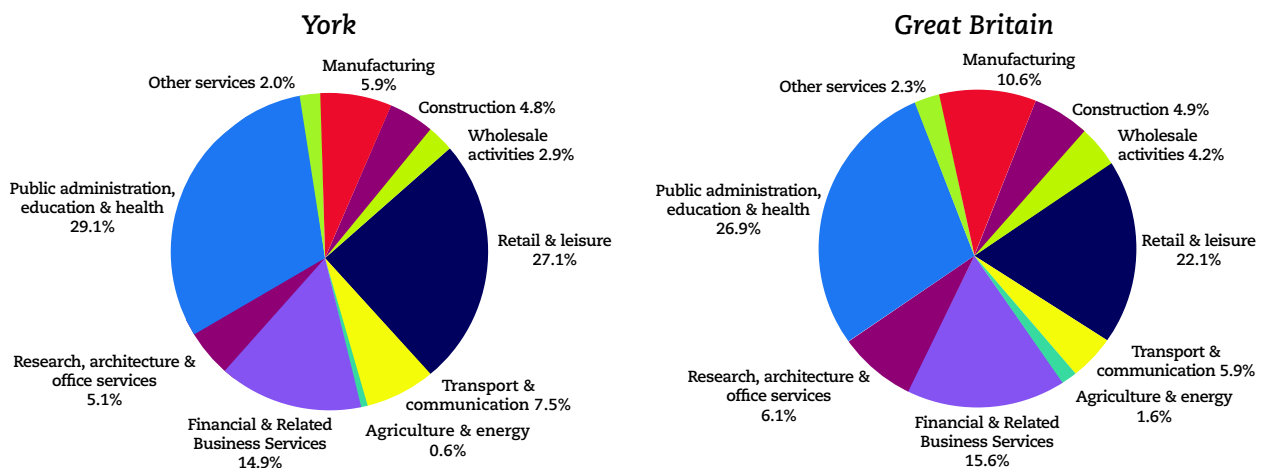
Kieran Larkin

Introduction

York is a Partner City in the Centre for Cities research programme **'Unlocking City Potential and Sustaining City Growth'**. The programme works closely with a small group of cities to inform economic development strategies and improve economic performance. York wants to develop as a 'Thriving City', taking advantage of the policy opportunities that exist in the Sub-National Review. This report sets out policy analysis and recommendations in response to four principal questions:

- How can York deliver the infrastructure needed to achieve its vision of growth?
- What can York do to improve the performance of its core future economic drivers, particularly its science and technology cluster?
- How can York tackle small remaining pockets of worklessness?
- How can the Council ensure the wider Leeds city-region benefits the York economy?

Figure 1: York's Sectoral profile (2007)



Source: Nomis (2009) Annual Business Inquiry

Key recommendations

- **Sustainable growth:** The Council must embrace the need for managed change in the city and deliver the infrastructure needed to support sustainable economic growth. In particular, this will mean redoubling efforts to deliver the York Northwest development opportunity.
- **Science & technology:** Partners including the Council, the University of York, Science City York and Yorkshire Forward need to increase their focus on building up the city's science and technology cluster. This sector represents York's best chance of carving out a niche for itself in the modern economy. City partners should work together to define York's areas of leading expertise, attract investment and build its international brand.

Macroeconomic context

The credit crisis in the financial markets has now become a crisis in the broader UK and global economy. The UK is now officially in recession and the fall in GDP in the last two quarters (2.2 percent decline) is now nearly as deep as the whole of the 1990s recession (2.5 percent). The problems within the financial system which have constrained the supply of available credit are far from solved and the forward looking indicators in the latest business surveys suggest that output has continued to deteriorate during the first quarter of 2009.

Given the momentum of the decline and the global nature of this downturn, we now expect GDP during 2009 to contract by more than three percent, and the eventual peak to trough decline may now exceed the falls during the early 1980s (4.5 percent peak to trough). In that recession the unemployment rate rose from four percent to 10.6 percent (measured by the claimant count rate). In this recession we start from a lower level (2.5 percent as of Q3 2008), but we expect a rise of more than one million over the next two years.

Vision for York

The expected severity of the recession means that the economic growth aspirations set out in York's Sustainable Community Strategy¹ and the influential Future York Group (FYG) report (see Box 1) will have to be lowered. In the longer term, the city's set of assets - its highly skilled workforce, quality of life and well respected university - provide York with the potential to achieve sustained economic success. However, the underlying fragility of some of these assets, the economic weaknesses of the wider Yorkshire region and the severity of the recession, mean that the city has no room for complacency.

The report has two key messages about how partners in York can achieve their social and economic goals:

Firstly, the **Council must embrace the need for managed change in the city** and deliver the infrastructure needed to support economic growth. In particular, this will mean redoubling efforts to deliver the York Northwest (YNW) development opportunity. As partners in York know, this investment will be critical to the city's future.

Secondly, partners including the Council, the University of York, Science City York (SCY) and Yorkshire Forward need to increase their focus on building up the city's science and technology cluster. This sector represents York's best chance of carving out a niche for itself in the modern economy and partners should use the recent expansion of the University of York to spark further investment in infrastructure and growth in the local business base.

A snapshot of the York economy

York is a reasonably strong city economically. It has recovered following the decline in its traditional manufacturing base, such as confectionery, restructuring towards higher value service sectors with the growth of tourism, financial services and the city's science cluster.

- York has seen strong population growth over the past decade. Between 1997 and 2007, the population grew at an annual rate of 1.0 percent, in advance of the national average of 0.4 percent.

1. York Without Walls (2008) York City Vision and Sustainable Community Strategy 2008-25. York: City of York Council

- The city has a high employment rate with 79.3 percent of the working age population in employment in June 2008 (the latest data available), above the regional, Yorkshire & Humber (73.3 percent), and national (74.5 percent) average.
- Between 1996 and 2006 employment grew at an average annual rate of 1.5 percent, adding 13,800 jobs to the economy. This rate is slightly in advance of the regional (1.4 percent) and national (1.3 percent) average.
- In June 2008 unemployment was lower, at 3.6 percent, than the regional (5.7 percent) and national average (5.3 percent).
- In 2008, average resident earnings per week were £438. This is lower than the national (£475) but higher than the regional (£425) average. Average resident earnings are lower than in Leeds (£462).
- The city has a highly skilled population with 54.7 percent of the population with NVQ level 3 and above (Yorkshire & Humber: 42.3; Great Britain: 46.4) and 34.7 percent with NVQ level 4 and above (Yorkshire & Humber: 23.8; Great Britain: 28.6), in 2007.

Box 1: Future York Group report

In the summer of 2007, a business led group published a report on securing the future growth of the York economy. The FYG report made a series of recommendations, including:

- Adopting a 3.7 percent annual growth rate target, that would result in the economy doubling by 2026.
- The establishment of new channels of communication between the Council and the city's businesses.
- The dualling of the northern ring road.

This report builds on the FYG study by making detailed recommendations in specific areas and taking into consideration the impact that the recession will have on the city.

Impact of the recession on the York economy

Forecasts, prepared in November 2008 for the Centre for Cities by Oxford Economics, suggest that under a scenario in which the UK economy contracts by two percent in 2009, York should expect output in its economy to contract by 1.3 percent. Under this scenario the city is forecast to see 2,800 jobs lost over the 2008-09 period – approximately 2.6 percent of the 2008 workforce. In reality, the UK economy is likely to contract by around three percent, so job losses could be significantly worse than this.

York has high employment in a number of sectors that are vulnerable during the recession. High profile job losses in York's financial services and construction industry have already occurred. Between January 2008 and January 2009, the Jobseeker's Allowance claimant count rate in York rose from 1.4 percent to 2.4 percent, a slightly smaller rise than the national average.

A recent report by the consultants EKOS, rated York as above average in economic resilience². While York looks vulnerable in the short term, its strong initial employment rate means that the city is unlikely to see very high levels of unemployment. In the medium term the city's skilled workforce should prove flexible, providing that it is retained, and this will ensure that the city is well-placed for a future recovery.

2. EKOS GEN/EDAW (2009 - forthcoming) *Index of Urban Resilience*. Sheffield: EKOS GEN/EDAW

Delivering the infrastructure needed for growth

To recover from the impact of the recession York will need to concentrate its policy interventions on tackling its key economic weaknesses and supporting its competitive strengths. Like any local authority, York has found itself pulled in a variety of competing directions. To achieve its goal of sustainable economic growth, as set out in the Sustainable Community Strategy, York needs to prioritise the city's most important aims and reduce its total number of targets.

For example, the Future York Group report (2007) made 48 recommendations, not all have been completed and many have taken longer than expected to deliver – the Business Forum took over a year to implement. Equally, the city's draft economic development strategy has 13 key actions. Firms, developers and other agencies seem confused by the council's priorities and businesses in the city do not feel the city presents itself in a clear and understandable manner.

Generating a commitment to growth

Following the recession cities will need to adjust to more challenging economic conditions. Reduced levels of public spending is likely to lead to a contraction in public sector employment and require more of the capital for economic regeneration to come from the private sector.

Economic growth is important. It provides new sources of employment, offers opportunities for those that are workless, raises residents' incomes, and increases prosperity and standards of living. York has perhaps overplayed the strength of its economy. The city considers itself to have a 'leading edge, modern, knowledge and science-based economy', however, Cities Outlook ranked York 21st in terms of economic prosperity (see Table 1). In the regional context York is a strong performer, but its performance compares less well to the successful cities located in the South.

Table 1: Selected comparator Partner Cities' rankings from Cities Outlook 2009*

	York	Cambridge	Brighton
Economic Prosperity Index (/64)	21	5	12
Social Deprivation Index (/64)	5	4	23
Built Environment Index (/64)	13	2	8

*First place in the ranking is an indicator of strength i.e. the strongest economy, the least socially deprived and the most prosperous built environment
Source: Centre for Cities (2009) Cities Outlook 2009

Standing still is not an option, particularly for cities like York seeking to carve out a niche in the knowledge economy. York needs to continue to match the opportunities offered in other competitive locations, or businesses and highly skilled individuals will start to re-evaluate the extent to which York meets their needs. For cities, economic growth often means expanding and improving transport infrastructure, housing and business space. The difficulties that have been encountered in progressing the Terry's development³, which would have added 2,800 jobs to York's economy, highlights the need to foster an appreciation of the benefits of growth for York.

Some of York's residents are understandably uneasy about growth in the city. York is valued for its quality of life and historic setting, and many residents have a deep concern for their impact on the environment. Local politicians can potentially play an important role, setting out the benefits of economic growth to the city's residents. Politically, this can be challenging when the benefits of growth are delivered in the medium term, while the pressures that exist require short term results.

3. The Press (2008) 'Fresh hope for Terry's revamp', published October 2008

The importance of enabling the managed change of the physical environment requires the Council, Councillors and the city's business sector to work together to facilitate sustainable economic growth and secure the future prosperity of York. The development underway at the University's Heslington East campus should now be used as a catalyst to attract new investment and market the city as an important centre for science and technology.

Planning and the built environment

Complications with the planning process in York have prolonged development times and seen certain projects delayed. In part, this has been due to the lack of a statutorily adopted city development plan. There have been some recent improvements, such as the attraction of the HSBC data centre, but like many cities performance remains mixed. Added to this, the recession has now made regeneration across the country far more difficult⁴. York has already seen a number of major housing projects put on hold with delays announced to the construction of almost 700 homes⁵.

York has many development opportunities, but the sheer number of sites may have detracted from the Council's overall direction. There are five large brownfield opportunities in York and 36 potential sites of employment⁶. The York Northwest (YNW) development opportunity, in particular, is critical to the city's economic future. YNW is comprised of two distinct locations in close proximity and covers an area of 100 hectares, with 75 hectares of developable brownfield land. YNW has scope for one million square ft of office space and 4,000 new homes⁷. The site has been identified as a regionally significant investment priority⁸. A considerable portion of the development, York Central, is a prime city centre location.

The importance of the YNW development to the city means that it **should be the key priority** in the Council's efforts to improve the economy. However, the development has a number of inherent difficulties including multiple site owners, accessibility difficulties, the need for significant infrastructure investment and the level of site contamination.

- Insufficient focus on the site could delay the agreement of the Area Action Plan or postpone site development. The Council should prioritise the staff time dedicated to bringing forward YNW and increase the capacity and core skills of the staff involved. A training programme for city planners and other relevant Council officers should be developed, working with Yorkshire Forward, the two universities and the Commission for Architecture and the Built Environment (CABE), to improve competencies and 'placemaking' skills across a range of core urban planning practices. Training could be extended to staff working on all of the city's development sites. More senior officer time should also be allocated to the development of the York Northwest site. There could be scope for the Council to expedite the development of the site's planning documents.
- On the issue of financing the necessary infrastructure improvements, York has already pursued a number of options. If the current options were not to progress York could approach the Core Cities Group, as part of the Leeds city-region, to assess whether an Accelerated Development Zone (ADZ) could be an appropriate financial tool for the YNW site.

4. Parkinson M et al (2009) *The Credit Crunch and Regeneration: Impact and Implications*. London: CLG

5. The Press (2008) 'Major housing schemes in York are put on hold', published December 2008

6. The total number of sites is less than 36. Some of these are smaller parcels of larger sites.

7. Leeds City Region (2008) *Urban Eco Settlements: Completing the Leeds City Region New Growth Points Package 2008-17*. Leeds: Leeds City Region; York Council (2007) *York Northwest Area Action Plan: Issues and Options Report*. York: York Council

8. Government Office for Yorkshire and Humber (2008) *The Regional Spatial Strategy for Yorkshire and The Humber to 2026*. Norwich: The Stationery Office

Box 2: Policy case study - Accelerated Development Zones

ADZs are based on Tax Increment Financing, a widely used policy tool for funding regeneration in the US. While the tool has not yet been created in the UK, PricewaterhouseCoopers (PWC) has prepared a report for the Core Cities Group on its potential application.

ADZs would ‘allow local authorities to capture incremental value in the form of tax revenue generated from new development’⁹. The basic function is that a local authority takes on a loan to pay for the upfront costs of infrastructure and land remediation. The loan is then securitised and funded by the increased business rates received from the site, which HM Treasury would allow the local authority to retain.

PWC evaluated the potential application of an ADZ to the Leeds Aire Valley development, a site which although substantially bigger than YNW, suffers from similar problems. As such, YNW could be put forward as an equivalent opportunity. It may also be possible to make the case for a city-region wide ADZ as being developed in the Greater Birmingham city-region.

- The failure to deliver the Terry’s site, which was rejected by city councillors after a divergence in the developers’ and Councillors’ vision of the potential impact on the city, has highlighted the need for closer collaboration in the pre-planning phase. This should involve Councillors, the Council planning team and developers. The Council has already agreed an improved process chain and should now review how the lessons from the Terry’s development can be specifically applied to the YNW planning policy process to ensure that it avoids the same pitfalls.

The recent Killian Pretty review¹⁰ highlighted areas in which councils can improve their planning decision making structures. A number of these would be relevant to York, such as encouraging the Council Leader to play a role in leading the process and giving senior councillors planning policy and economics training, so they have a better understanding of the implications that planning decisions have for the economy.

Recommendations:

- York should prioritise policy support on the areas that will make the biggest difference to its economy - progressing York Northwest and developing the science and technology cluster.
- Councillors should make a policy statement setting out the arguments in favour of continued sustainable economic growth in York – including managed change of the built environment.
- The Economic Development Partnership should revisit and set a new realistic annual growth rate target. This will be smaller than the 3.7 percent target suggested by the Future York Group report.
- Planning department resources should be prioritised to keep progress on the York Northwest on track. The Council should investigate whether an Accelerated Development Zone could meet the York Northwest site’s infrastructure funding needs.

9. PWC & Core Cities (2008) *Unlocking City Growth: Interim Findings on New Funding Mechanisms*. Manchester: Core Cities Group

10. Killian J & Pretty D (2008) *The Killian Pretty Review – Planning Applications: A faster and more responsive system Final Report*. London: Killian Pretty Review

Supporting the growth of higher value jobs

Supporting the growth of higher value jobs is essential to the success of all cities. In the medium term, supporting the creation of employment opportunities will be especially important as cities seek to recover from the recession. To facilitate employment growth cities need to play to their strengths, identify key assets and be realistic about the sources from which growth is likely to come.

This section of the report argues that financial services may offer York limited growth potential. If the financial and related business services sector is to shrink, other sectors will need to grow. The city should focus policy support on the science and technology cluster, taking a number of steps to achieve this. While the growth higher value jobs in York will not be limited to this sector, it is the area in which the Council can productively add value. Finally, it suggests that entrepreneurship education needs to form a larger part of the city's skills offer.

Financial and related business services

Financial services organisations are an important employer in York. In 2007, financial services contributed 6.6 percent of York's employment compared with 4.0 percent nationally. However, the wider financial and related business services sector contributes 14.9 percent of employment, below the national average of 15.6 percent. The Future York Group report highlighted the importance of financial and professional services and identified the sector as an important growth area for the city. However:

- York's financial services sector, while considerable, is concentrated in two large employers in fairly low value added activities – Norwich Union and the Gard Protection Plan Group. The presence of these two larger employers may overstate York's specialisation in this sector.
- The global recession has cast significant doubt over future levels of employment in the financial services sector in all UK cities. It is clear that significant job losses will occur over the next two years; in York cuts have already been made at Norwich Union, affecting between 500 and 700 people. Even when the recovery comes, the financial and related business services sector is unlikely to grow at the rate observed during the past decade. The satellite nature of many of the functions based in York may provide the city with a level of stability. Individual firm job losses are likely to be in the hundreds rather than the thousands.
- The growth of financial services has been supported by York's proximity to Leeds, one of the leading financial services centres outside of London. Firms have been attracted to York by the competitive cost of office space. However, given the availability of lower cost locations in the Leeds city-region, such as Bradford and Huddersfield, York may find it harder to attract further financial services firms to relocate to the city. In the medium term, further growth seems unlikely, particularly given the impact the recession will have on the sector in Leeds¹¹.

York should reduce its expectations for employment growth in the financial services sector.

While the Council should continue to take advantage of opportunities that exist, such as the attraction of the HSBC data centre, the sector should not be seen as a priority area for growth. Even though the city is unlikely to become a significant financial services centre, the need for additional office space will remain. This would be met by the York Northwest (YNW) development.

11. Larkin K & Cooper M (2009) *Into Recession*. London: Centre for Cities.

York's science cluster

The City of York Council has supported the University of York for the past decade and should continue to do so as the University is one of the city's key economic assets, both in its role of providing the city with a skilled workforce and its potential to create and attract high value businesses. The science cluster is important to York because, like the tourism industry, the sector attracts additional income to the city.

The complexity of supporting the growth of science clusters means that the Council has an incomplete set of mechanisms to improve York as a centre for science and technology. Growth of the cluster will also continue to be constrained by the size of the University. The Council will have to continue to work with the University and Science City York (SCY), using its leverage, to target measures that improve the performance of the science cluster.

The council can also have a significant impact on the growth of the science cluster by targeting the wider economic barriers that currently exist, such as planning, delivering on brownfield development, transport and housing. In many cases these policy areas can have a greater impact on improving rates of innovation than bespoke innovation policies¹².

Strengths

- **Nationally leading University:** It is only realistic for cities with very strong universities to develop a successful knowledge-intensive sector. The University of York's 2008 Research Assessment Exercise (RAE) score placed it eighth nationally¹³. Measured by the size of the city, York receives the fourth largest allocation of research funding - £119 per capita¹⁴. However, internationally York is less competitive and is only ranked in the top 200 to 300 universities in the world¹⁵.
- **Specialist areas:** The University of York has a number of academic areas in which it undertakes cutting edge research that have the potential to generate growth industries. These include health services research, biology (particularly plant biology), chemistry and computer science (Table 2).

Table 2: York's top ranked departments with commercial potential (2008)

Department	RAE score 2008 (0-4)	UK Rank
Health Services Research	3.05	1
Computer Science & Informatics	2.95	19
Chemistry	2.9	10
Biology	2.75	9
Earth Systems & Environmental Sciences	2.65	22

Source: Times Higher Education Table of Excellence (2009)

- **Established cluster support:** York has supported the growth of its science cluster through the initiative SCY, which was set up by the Council in 1998. SCY has a network of over 500 companies. According to SCY calculations, in 2006 there were 400 bioscience businesses in York and North Yorkshire, employing 9,200 people. There were also 1,800 digital businesses employing 15,800 people.

12. Webber C (2008) *Innovation, science and the city*. London: Centre for Cities

13. Guardian (2009) 'RAE 2008: results for UK universities', website accessed February 2009; Ranked 10th in The Times Higher Education based on 2008 RAE scores.

14. Webber C (2008) *Innovation, science and the city*. London: Centre for Cities

15. Institute of Higher Education at Shanghai Jiao Tong University; Internationally, this is the most widely used university ranking system. In the Times Higher Education Supplement 2008 the University York is ranked 81st in the world.

Weaknesses

- **Size of University:** The University of York is a small university, with around 10,000 students. While the University's expansion, with the development of the Heslington East site, will increase the student population by around half by international standards it will remain fairly small.
- **Jobs creation at SCY:** SCY has assisted the creation of 99 new technology based businesses and 2,800 new jobs. While this feat is to be commended it represents only a small part of the York economy. The organisation intends to create 15,000 new science jobs by 2021. This ambitious target would represent a five fold increase in the jobs created to date. This is an unrealistic assumption, even more so in view of the recent economic downturn.
- **Limited number of spinouts:** The number and value of spinouts from York has been small considering its research expertise. A study undertaken by Library House revealed that York span out nine companies between 2001 and 2006, of which five were backed by venture capital¹⁶. The average number of spinouts across all of the institutions in the study was 12, with seven backed by venture capital. The study also showed that given the University's RAE score, and compared to other cities, it may have been anticipated to have recorded greater number of knowledge based companies within the 'city's cluster'. It is acknowledged that data for spin outs is problematic and can fail to capture the full value of activities.
- **Alignment of businesses in the cluster and research expertise:** It would appear that SCY and the University of York have had greater success in spinning out and growing companies linked to computer sciences. To illustrate this, in 2007, SCY's Bioscience network had 139 companies, whereas the IT and Digital network had 236 companies. Computer science is a key strength of the University, but other departments are arguably more prominent nationally¹⁷. This indicates that the research strength of a department alone is not a direct indicator of the likely economic impact, in terms of jobs creation.

Scope for the growth of the science and technology cluster

The bioscience sector certainly has great growth potential internationally, driven by increasing demand for pharmaceutical and medical technologies. The sector is being targeted by Government as an area in which the UK can develop a comparative advantage. The question is whether it is realistic to expect York to be a key location for activity within the UK.

A report produced for York in 2007 used the assumption that the number of businesses related to SCY is expected to expand by approximately five percent per annum¹⁸. However, the recession is likely to require all employment projections to be re-evaluated. While the science and technology cluster has the potential to be an important economic driver for the city, the employment contribution is always likely to be fairly moderate. The Council and University also need to be realistic; due to a range of factors, such as the University's size, York may not become a nationally prominent bioscience cluster.

16. Library House (2007) *An Analysis of UK University Technology and Knowledge Transfer Activities*. Cambridge: Library House

17. Based on 2008 RAE scores. In the 2001 RAE assessment the Computer Science Department received a 5* rating.

18. SQW (2007) *City of York Employment Land Review*. Cambridge: SQW

Continuing support for SCY

SCY has achieved significant success in raising the national profile of York as a location for science activity, providing private sector leadership, and coordinating partners and related activities in the city. The organisation's success to date highlights that, within the Business Support Simplification Programme, there remains a rationale for continued investment from Yorkshire Forward. The City of York Council and Yorkshire Forward should aim to complete its funding exercise with SCY by the middle of 2009.

To improve performance and understand the value SCY adds, the Council and the University should work with SCY and Yorkshire Forward to agree a more comprehensive set of performance metrics. SCY has suggested the current measures fail to capture the full value of its work. While this observation is correct, it is important that this does not prevent evaluative methods from being put in place. Future funding settlements could also be linked to outcomes against these performance metrics to incentivise efforts in support of growth.

Actions to improve the performance of the science cluster

- **Aligning branding, attracting investment, and building profile:** York-England, the city's inward investment agency, has assisted in the relocation of 79 companies in the past three years creating over 1,000 jobs¹⁹. York-England's branding should now be further aligned with the promotion and support of York's science and technology cluster. This activity overlaps with SCY's role so close coordination is vital.

Over the next decade the Council, SCY and York-England should target attracting a sizable commercial research institution to the city, potentially in the area of computer science. This will require the targeting of appropriate companies, making the case for investment and providing the space and premises that the organisation would need. Currently, Smith and Nephew and the Defra Central Science Lab only partially fill this role.

Establishing a series of international research and technology conferences would help to build the profile of the University and promote the city as a location for investment. There may be opportunities to fund these events on a city-regional basis.

- **Concentrating and articulating areas of expertise:** York's efforts to attract investment would be supported by displaying greater clarity over the University's areas of international expertise and competitiveness. The University and SCY should identify three or four areas of research expertise and articulate these in a public document²⁰. SCY should seek to focus its efforts - expanding the remit of SCY from three to five networks would not support this goal.

York needs to carefully analyse the employment potential of the bioscience and computer science research areas. Judged by performance to date, research in the computer science department seems to have been more successful in attracting existing and generating new businesses, and encouraging employment growth. Ultimately SCY support should be targeted to maximise economic impact. The University also needs to identify if institutional barriers have impeded the employment growth generated from areas of bioscience research. Finally, SCY needs to form a better understanding of the economic impact that supporting a low carbon bio-renewable cluster is likely to have in terms of job creation.

19. York-England (2009) 'About Us', website accessed February 2009

20. Areas of expertise could include, plant biology, cancer treatment, liquid crystals and complex embedded computer systems.

- **Greater regional collaboration on knowledge transfer activities:** The University of York's size means that as it looks to compete internationally it needs to form a more cohesive partnership across the LCR and Yorkshire and Humber region. Increasingly, successful science clusters are required to be of a much greater size and scale.

The White Rose Partnership is already undertaking collaborative arrangements between the Leeds, Sheffield and York universities, thus far working on a project basis. City of York Council should encourage the University of York to work with this partnership to consolidate the commercial facing side of its knowledge transfer activities.

While the individual universities would still identify and facilitate knowledge transfer, the White Rose Partnership could offer a single communication point with industry, particularly to attract larger international companies. This approach would offer operational efficiencies and a greater total base of research and provide the potential to present companies with valuable technology combinations, unachievable in York alone. Such an approach has been advocated in the US, for universities operating in less well connected locations²¹.

Box 3: Policy case study - further knowledge transfer initiatives

Professors of Practice at the University of Newcastle

Newcastle's Science City initiative has used staff to improve its knowledge transfer capabilities. They have implemented a policy of 'Professors of Practice', hiring academics with business experience. While these individuals undertake research activities, part of their time is also dedicated to looking at the research across the department and picking out ideas that could produce a spinout.

Derby's knowledge transfer consultants

The University of Derby has introduced consultants to its knowledge transfer team. These individual's remuneration is based on their success in going out to the city and generating business.

York should look at how its incentive structures could increase the success of its knowledge transfer activities. City of York Council and SCY should consider part-funding both of these initiatives.

- **Attracting research talent to the city:** Ultimately the growth of York's science cluster will be driven by the quality of research output from the University and the talent available to local firms. York's ability to attract talent will partly depend on its quality of place offer, including the affordability of its housing and quality of its transport infrastructure (Table 3). To an extent, York's ability to deliver on these factors is constrained by its size and historic structure.

Table 3: York's high cost of housing (2007)

	York	Leeds	Cambridge	Great Britain
Housing affordability ratio (2007)*	9.6	7.6	11.7	9.4

*Average house price: Average wage

Source: ONS Annual Survey of Hours and Earnings (ASHE) 2008; Communities and Local Government - Mean House Data (2008)

21. Warren et al (2008) 'Models for university technology transfer: resolving conflicts between mission and methods and the dependency on geographic location' *Cambridge Journal of Regions, Economy and Society* 2008 Vol 1: 219-232

The University of York can also take steps to improve its commercially relevant research performance by establishing a recruitment policy which targets a small number of up-and-coming star researchers for influential positions (Box 4). This is already taking place to a certain extent - the Centre for Novel Agricultural Products looks to recruit world-class bio scientists. A targeted expansion of this initiative is recommended, linked with the areas of identified expertise (recommendation outlined on page 10) and with a focus on 'linking academics' with a track record, or considered likely to, commercialise research or work with existing businesses to apply their knowledge.

Box 4: Policy case study - University of Dundee

Sir Philip Cohen's role in developing the research capacity of the University of Dundee has been central to the growth of its life sciences cluster²². Cohen, as the Head of Life Sciences at Dundee, deliberately set out to nurture and attract scientific talent, targeting individuals and implementing more professional relationship management practices. The strategy not only sought out world leading academics but also those considered to be the next world leading academics. The success of his strategy has seen Dundee increase its share of the world's most cited scientists in their field to more than one percent, a significant achievement for a university of its size²³.

Recommendations:

- The City of York Council, Science City York and Yorkshire Forward should agree a set of 10 year performance metrics, to evaluate the science cluster and the value of the support it provides.
- Future funding settlements could be linked to performance against the agreed metrics to incentivise growth of the cluster.
- York-England's brand should be refreshed and aligned with York's ambition to promote the city as a science and technology cluster. Partners should work together to attract a further large research company to the city.
- The Council should encourage the White Rose Partnership to expand its collaboration on the commercial facing functions of its knowledge transfer activities.

22. Athey G et al (2007) *Innovation and the city: how innovation has developed in five city-regions*. London: Nesta.

23. University of Dundee (2008) *Professor Sir Philip Cohen - Biography*, website accessed January 2009

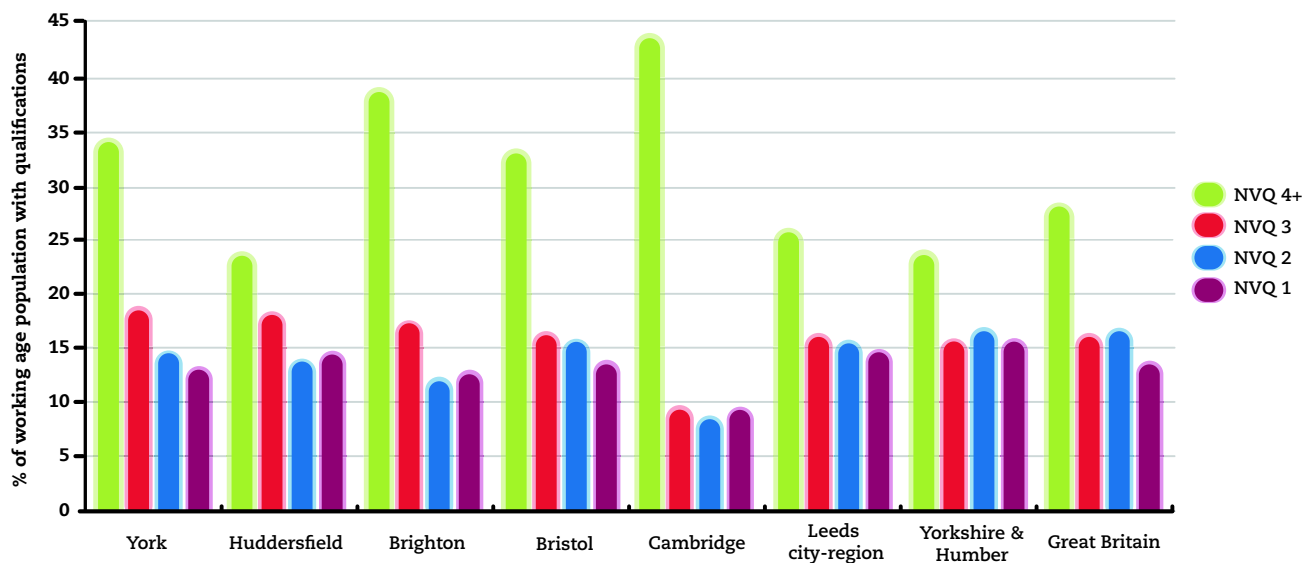
Skills & entrepreneurship

As well as targeting support at sectors to encourage the growth of high value jobs, York needs to understand and deal with the wider economic barriers to growth. The Centre for Cities has looked at how York's approach to skills could be improved to help create the right conditions for business. Improving a city's skills profile is not just about increasing the level of skills provision. Successful cities also need to consider how they can attract and retain a talented workforce. Beyond the supply side, to improve its skills profile York will need to generate greater demand for skilled employment.

York has identified the overall level of skills as an important focus for the city to improve its economic performance. The number of residents with NVQ level 4 has been selected as a key performance indicator in the city's Local Area Agreement (LAA)²⁴.

The reality, as acknowledged by the Council, is that York already has a skilled population. In 2007, 34.7 percent of York's working age residents were educated to NVQ level 4 or above, exceeding the national average and significantly outperforming the region and city-region (Figure 2). In a ranking of the UK's 64 cities this places York ninth behind cities such as Aberdeen, Cambridge, Brighton, Edinburgh and Reading. York's deviation from the regional picture hints at the fragility of the city's strong skills profile. Skilled labour could easily be drawn away from the city as a result of small changes in regional employment patterns.

Figure 2: York's strong skills profile (2007)



Source: Nomis (2009) Annual Population Survey

Continual improvement of the city's skills profile will be important if York is to maintain its position among the UK's more successful cities. York's Adult Skills strategy has begun to coordinate the city's skills providers, understand employers' needs, identify skills gaps and ensure that skills provision in the city is targeted to meet this demand.

24. York Without Walls (2008) York City Vision and Sustainable Community Strategy 2008-25. York: City of York Council

Given its already strong skills profile, York's programmes need to be targeted at where they add maximum value. The availability and need for skills is a dynamic relationship. Just as it is important to fill gaps in skills provision, the city may also need to reduce areas of overlap, particularly in vocational and short courses. If courses in certain areas replicate each other it could result in an inefficient allocation of York's limited resources. Higher York, the partnership which coordinates the higher and further education sector, should identify areas of overlap in skills provision and work with the Learning and Skills Council (LSC) and its successor bodies to consider how to respond. For guidance, York should look at Greater Manchester's Multi Area Agreement (MAA) and skills analysis²⁵.

Linking entrepreneurship to the skills agenda

While there is scope for further targeted intervention across the skills spectrum, York would benefit from improving the coherence of its entrepreneurship education and support, and linking it to the skills agenda.

York faces a number of issues that mean improving the quality of entrepreneurship support is likely to be important to the city:

- York's fairly strong skills profile means it has to concentrate on areas in which it can productively add value.
- One of the skills gaps frequently identified by city employers, and cited in the Future York Group report, is a lack of management and leadership skills.
- On a number of proxy indicators York displays poor levels of enterprise activity. The city also has a low proportion of employment in senior and management roles (Table 4).
- To improve York's skills profile it will be necessary to increase the demand for skilled workers.

Table 4: York's low levels of entrepreneurship and leadership (2007-08)

City	VAT Stock per 10,000 working age Population (2007)	% in employment who are self employed - working age (June 2008)	% of residents employed in top three Standard Occupational Classifications (June 2008)
York	434	11.0	41
Leeds	420	8.9	40
Huddersfield	467	11.4	38
Brighton	567	15.3	51
Bristol	475	12.6	45
Cambridge	476	15.3	61
Yorkshire & Humber	454	8.1	38
Great Britain	538	12.6	43

Source: Nomis (2009) VAT Registrations & Stocks; Annual Population Survey (2009)

25. Manchester Enterprises (2008) *Greater Manchester Skills Analysis and Priorities*, Manchester: Manchester Enterprises

Thus far entrepreneurship policy has fallen between the portfolios of the economic and skills teams. While there is currently a lot of valuable activity that takes place to support entrepreneurship, as a programme it suffers from fragmentation and coordination issues. The lack of a strategy in this area may have also reduced the uptake of entrepreneurship programmes. The entrepreneurship agenda has significant political support, with ministers, such as the Prime Minister Gordon Brown and Ed Balls, the Secretary of State for Children, Schools and Families, encouraging its uptake²⁶. To make the next step forward in this policy area the Economic Development Partnership (EDP) should take the lead.

In the development of a coherent entrepreneurship strategy, it is important that the EDP:

- Sets out clear and explicit policy goals; often entrepreneurship policies have been misdirected and have supported competing priorities.
- Takes a sufficiently long term view of the time that these interventions are likely to take to succeed.
- Looks to adapt mainstream support rather than duplicating what is already available and seeks to build on existing structures rather than create new initiatives.
- Avoids addressing areas in which it is doubtful whether a real market failure exists, such as access to finance and replicating private sector support.
- Targets resources at supporting entrepreneurs likely to generate employment and economic opportunity, rather than encouraging marginal entrepreneurs.
- Provides potential entrepreneurs with an evidenced based understanding of the factors that are likely to contribute to business success²⁷.

Box 5: Policy ideas for an entrepreneurship strategy

In developing an entrepreneurship strategy York could draw on the ideas below, some of which have been implemented in other cities.

- Increasing **business involvement in primary and secondary school education**, integrating entrepreneurship across the educational spectrum, through programmes such as Young Enterprise.
- Piloting a **young entrepreneur award scheme in Further Education colleges**, with a cash prize for the most innovative business proposal. A similar initiative seems to have been lost with the regionalisation of Business Link.
- **Further development of the mentoring brokerage system**, to provide entrepreneurs in the city with access to advice from successful business leaders.
- Using '**entrepreneurship champions**', individuals that advocate entrepreneurship within organisations, as run by the Welsh Assembly.
- Improving resident engagement and uptake of entrepreneurship training by continuing to develop a set of **more flexible learning programmes**.
- Targeting **entrepreneurship modules at PhD students**. This is linked to the aim of creating a knowledge-intense business environment in York.

26. HM Treasury (2008) *Enterprise: unlocking the UK's talent*. London: HM Treasury

27. Adapted policy framework from OECD (2003) *Entrepreneurship and Economic development*. OECD; Shane S (2008) *The Illusions of Entrepreneurship*. Yale: Yale University Press

The recession makes this a challenging environment in which to pursue an entrepreneurship policy – the conditions for starting a business are difficult. However, economic downturns are also times of opportunity when resources are reallocated towards more efficient uses and entrepreneurial individuals take advantage of changing competitive conditions to carve out and create new businesses. A school of economists identified these periods of heightened ‘creative destruction’, as being a key source of innovation and as a result future economic growth, as opportunities are seized upon by entrepreneurs²⁸.

An important step towards improving the entrepreneurial culture of York has been taken with the creation of the York St John Business School. The school is only at an early stage but scope exists to develop and expand the courses that are run, embed and deepen networks of employer engagement, and link up with other relevant activities in the city. City of York Council needs to support this process.

Recommendations:

- York’s Economic Development Partnership should lead in developing a greater level of coherence in the activities which support entrepreneurship. Entrepreneurship education and support is an area in which the Council can add value to its current skills offer. The planned (Skills) Employer Engagement Strategy and the Enterprise Strategy should be combined.
- Higher York should look at how it can prioritise training resources to meet skills gaps in the city. To maximise added value the organisation could look at where overlaps in provision occur.

28. Leadbeater C et al (2008) *Attacking the Recession: How Innovation Can Fight the Downturn*. London: Nesta; Creative destruction is a term associated with the economist Joseph Schumpeter

Worklessness & accessible jobs

Worklessness is a problem that confronts many UK cities. The causes of worklessness and barriers to work are complex, but can include a lack of demand, a skills or spatial mismatch, the presence of neighbourhood effects, geographical access to work, a poverty of aspiration, intergenerational worklessness and the possibility of a benefits trap. Addressing the concentrated pockets of worklessness in York has been highlighted as a key policy and inclusive growth is a core aim of the city's economic strategy.

York has faced the challenge of job losses in the recent past with the closure of major employers in the confectionery industry leading to redundancies in demographic groups that would traditionally find it difficult to re-enter the workforce.

Despite structural change in the recent past, the rate of people not in employment, and those receiving Incapacity Benefit and Jobseeker's Allowance in York remains low. Using the median score of the Government's Indices of Multiple Deprivation (IMD), York is ranked the fourth least deprived city in England. In comparison to the national average, other cities in the Leeds city-region and Cambridge, York has a low level of worklessness and social deprivation, although some pockets remain (Table 5).

Table 5: Worklessness statistics for York (1999–2008)

City	Employment rate (June 2008)	Benefit claimants - % of working age population (IB + IS +JSA) (2007)	% point change in benefit claimants (1999-2007)	IMD 2007 City rank (/56)
York	79.3	5.2	-2.2	4
Leeds	73.0	7.8	-2.5	22
Bradford	69.4	9.4	-3.1	43
Huddersfield	74.5	8.5	-1.7	27
Cambridge	72.5	4.7	-0.9	7
Great Britain	74.5	8.2	-2.3	-

Source: Nomis (2009) Annual Employment Survey; DWP Benefits Survey (2008); CLG (2009) - Centre for Cities calculations

While worklessness is a difficult social problem for City of York Council, it is not a major barrier to improving the economic performance of the city. Addressing the barriers to growth, however, will help the city tackle worklessness through the generation of further employment demand, the leading domain of deprivation in the city's most deprived area.

In building an image of York, attracting new businesses and generating economic opportunity, the city should focus on emphasising growth rather than the pursuit of being an 'inclusive city'. Further attempts to reduce worklessness at a city-wide level need to be considered in terms of where resources could be best employed. Rather than a city-wide programme, it would be logical to continue with a highly targeted approach.

York's current approach to tackling worklessness

Like other successful cities worklessness in York is concentrated in a number of small pockets. Eight (seven percent) of York's Lower Super Output Areas (LSOA) fall into the 20 percent of the most deprived LSOAs in the country and one falls into the 10 percent most deprived.

Box 6: Westfield pilot

The most deprived area in York is in the city's Westfield ward. Currently a multi-agency pilot is being undertaken to address the issues facing this area and reduce the level of deprivation.

Analysis of the breakdown of the domains of the pilot area's IMD score, suggest the most important issues are employment (ranked first in the city), health deprivation (ranked second in the city) and income (ranked sixth in the city). To tackle the issue of employment Future Prospects are undertaking a door knocking scheme within the pilot area.

Future Prospects

Future Prospects is a third sector organisation that has been working in York since 1992. The service, part funded by the Council, is a one-stop-shop that provides information and advice on training and education opportunities, and provides a range of tailored services linked to helping individuals to secure a job.

Future Prospects' approach is highly innovative. For example, its 'better calculations' system addresses the problem of the benefits trap by demonstrating to the client the financial incentive that work would provide.

There are three areas in which further progress could be made on worklessness in the Westfield pilot area and that also offer lessons for tackling worklessness across the city.

- While public transport connections to the ward are good, accessibility barriers may still exist. Levels of car ownership appear to be low²⁹ and some residents rarely come into the city centre. The Council should look at whether the cost of the bus services to the Westfield ward present a barrier to entering employment.
- The presence of a significant number of people suffering from mental health related barriers, as identified by the pilot study, suggests the need for a greater level of in-work and other forms of support to be provided.
- Tackling worklessness in the pilot area needs to be linked with available sources of employment in York. This requires greater employer engagement. Future Prospects could expand its links with the business community through York's newly established Business Forum. The Business Forum should host a meeting with Future Prospects to facilitate deeper engagement.

Box 7: Policy case study - Level 2/3 Career Changers Programme

The increased flexibility that has been introduced by the LSC under the Train to Gain scheme now allows employees to undertake subsidised training, even when they are not working a contracted 16 hours a week. The Council should look at how it can target potential redundancies, to aid training take up while employees are working reduced hours. The Council should also seek to raise awareness of how the provision available can be targeted at those areas in which some employment capacity in the local economy remains.

29. According to 2001 Census data, household car ownership in the Westfield ward was 73 percent, compared to 83 percent for the whole of York.

Tourism as a source of lower skilled jobs

Tourism provides 12 percent of total employment in York and is a sector with significant growth potential. Although parts of the sector could suffer as a result of the recession, it has the potential to benefit. The falling value of the pound makes the UK a more attractive location for foreign visitors and declining levels of discretionary spending, combined with the increase in the cost of spending abroad, could mean that UK residents may be more inclined to holiday in domestic locations. In the longer term growth of the sector looks strong. A recent study suggested that by 2017, at a national level, the hotel and restaurant sector alone will add over 200,000 jobs to the number recorded in 2007³⁰.

Tourism certainly has the potential to provide a greater source of employment for lower skilled residents but the opportunities need to be targeted at the individuals in question and training needs to sit alongside the opportunity to work. In addition to Future Prospects' door knocking programme, **'job days' could be held in facilities in the Westfield Ward** and other areas of deprivation. Working with Visit York, the city's tourism partnership, job days could help target selected suitable positions at candidates from disadvantaged areas.

Employment in the tourism sector requires a set of basic interpersonal skills. The 2005 National Employer Skills Survey (NESS) for York and North Yorkshire highlighted hotels and restaurants as the sector in York currently facing the biggest skills shortage, with over 7,000 identified gaps across the area³¹. The job days will need to incorporate the development of an individual's soft skills identified as vital for employment in this area. Provision often already exists to meet this need, what is necessary is to ensure that it is fully integrated into Future Prospects' approach.

Providing a recognisable path of career progression will be necessary to increase the attractiveness of employment in the hospitality industry. Some residents may not see the tourism sector as fully reflecting their career aspirations. Visit York should look at the possibility of replicating the Aspiring Managers programme run by the South West's Tourism Skills Network³², which is endorsed by the Institute of Hospitality. Parallel to this, Future Prospects could look at producing career progression plans for disadvantaged individuals.

Recommendations:

- Worklessness is a relatively small economic barrier for York. York should limit expanded provision to the seven further Lower Super Output Areas the bottom 20 percent of the country's most deprived areas.
- The Business Forum should host an engagement meeting with Future Prospects to extend the relationship between local employers and delivery agencies.
- Stronger links should be made between Visit York and Future Prospects. Suitable employment opportunities in the tourism sector could be targeted at disadvantaged groups, through job days. This should be linked to the development of an individual's soft skills.

30. UK Commission for Employment and Skills (UKCES) (2008) *Working Futures 2007-2017: Evidence Report 2. Wath-upon-Deerne*: UKCES

31. Future York Group (2007) *Future York Group Report – Appendix 2 background papers*. York: City of York Council

32. Tourism Skills Network South West (2009) *'The Tourism and Hospitality Executive Programme'*, website accessed January 2009

York & the Leeds city-region

York is part of the Leeds city-region (LCR), a collaboration of 10 local authorities formed to boost the economic performance of the poly-centric Leeds economy³³.

York is an important, but relatively small, member of the LCR. York contributes eight percent of the city-region's total employment and output. York local authority has the second highest Gross Value Added (GVA) per capita in the city-region following Leeds, with a GVA per capita, in 2005, of £19,500 compared with £16,000 for the city-region as a whole.

There are understandable tensions between York and Leeds. York is a prosperous, distinct city in its own right but has to play an ancillary role to Leeds within the LCR. This section of the report argues that York needs to be selective in its approach to working with the LCR, with deeper engagement in the skills policy area.

Why are city-regions important?

City-regions are important because they help fit policies to an urban area's real 'economic footprint', and overcome co-ordination difficulties³⁴. It makes sense for decisions on housing, transport, regeneration and skills to be taken at the spatial level at which the impact of these policies play out.

Greater policy co-ordination and the alignment and pooling of funding also allow for the most economically efficient decisions to be taken, supporting growth and increasing prosperity across the whole of the city-region. In order to be effective, it is vital that city-regions accurately reflect the reality of economic interactions.

The Leeds city-region Multi Area Agreement

The LCR's Multi Area Agreement (MAA) identifies two priority policy areas:

- **Transport:** The creation of an integrated transport strategy, with alignment of transport outcomes, funding and delivery.
- **Higher skills:** A focus on improving higher level skills accreditation for SMEs. Initially concentrating on the financial services sector.

York could gain from both of these policies. The LCR Transport Vision has highlighted a number of transport improvements that would benefit York, including electrifying rail links, improving York's outer ring road (A1237), and the introduction of a tram train³⁵.

33. *The Leeds City Region comprises the local authority districts of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield and York; with the participation of North Yorkshire County Council.*

34. Larkin K & Marshall A (2008) *City-regions: emerging lessons from England*. New York: World Bank

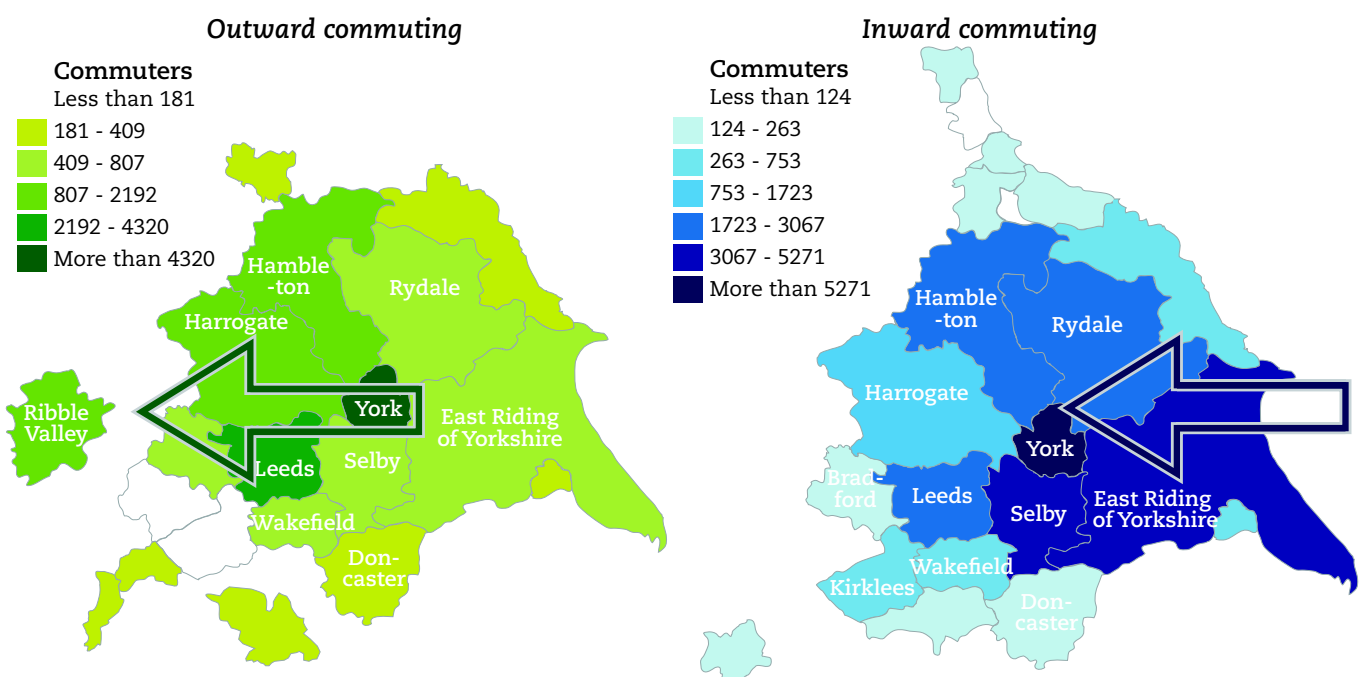
35. *Leeds City Region (2006) A Long Term Vision for Transport in Leeds City Region*. Leeds: Leeds City Region

York's commuting links

York has a net inflow of commuters. Data for 2007 shows that 26,300 people commute in to the city (27 percent of the city's workforce), while 13,700 commute out (14 percent of the resident working age population in employment). Leeds is the primary destination for York's out-commuters. Approximately 5,000 people in York commute to work in Leeds (4.8 percent of York's working age population in employment)³⁶.

For Leeds local authority, York is the eighth most important source of inward commuters. Compared with the other major nodes York is significantly less important in terms of contributing to the number of workers in the Leeds central agglomeration. For example, Bradford (30,000 inward commuters), Kirklees, which covers the city of Huddersfield (22,000 commuters), and Wakefield (19,000 commuters) all outweigh York's contribution.

Figure 3: York's labour market and commuting links (2004)³⁷



Source: Annual Population Survey (2008)

While 4.8 percent of York's working age population in employment travel to work in Leeds, as would be expected few of Leeds' residents make the same trip in the opposite direction – in 2007, 1,000 people who lived in Leeds travelled to work in York. Considering the whole of the LCR, almost 8,700 commuters travel from York to work in the city-region, while over 9,300 commuters travel the other way to work in York.

York's commuting links with the LCR do not capture all of the city's labour market interactions and York draws heavily on other areas to boost its employment base. As Figure 3 shows, while the spatial distribution of York's outward commuting is mainly towards the west, it primarily draws its workforce needs from the east of the city. In 2007, the 'Eastern arc' of Hambleton, Ryedale and East Riding of Yorkshire, contributed 16 percent of York's workforce.

36. Our 2007 commuting data is based on figures commissioned from the Annual Population Survey; data is suppressed for some small areas.
37. A full set of commuting data is unavailable for 2007, therefore maps are based on figures for 2004.

York's economic links

The LCR is clearly important to the York economy and many businesses in the city will undertake transactions and have relationships with companies located in Leeds. In some sectors, increased productivity can be derived from the benefits of knowledge spillovers generated by the close location of firms to suppliers, customers and competitors.

Our analysis compares sectors of specialisation within cities that are of a significant size to understand where cities have strong economic relationships³⁸. Four of York's specialist sectors are identified to have a close complementary relationship with activities that take places in Leeds (Table 6). Employment in these sectors makes up seven percent of York's total employment. A similar result is produced when comparing York with the rest of the LCR.

Table 6: York's specialist sectors (2007)

Sector	Employment (2007)	Location Quotient
1584 : Manufacture of cocoa, chocolate & sugar confectionery	1,600	20.9
6321 : Other supporting land transport activities	3,500	13.0
6601 : Life insurance	3,300	12.5
2811 : <i>Manufacture of metal structures & parts of structures</i>	1,000	4.5
9131 : Activities of religious organisations	700	3.5
7522 : Defence activities	700	2.8
4523 : Construction of highways, roads, airfields & sports facilities	600	2.8
6720 : <i>Activities auxiliary to insurance & pension funding</i>	1,300	2.6
8030 : Higher education	5,000	2.5
7415 : <i>Management activities of holding companies</i>	900	2.3
9271 : Gambling & betting activities	700	2.0
Percentage of employment in specialist sectors in York	20%	
Percentage of employment in sectors complementary to Leeds*	7%	

*Sectors complementary to Leeds are in italics.
Source: Nomis, Annual Business Inquiry, 2009

In comparison to the other major urban nodes of employment in the LCR, York's economic links appear to be fairly strong. Four percent of employment in Bradford and Keighley, six percent of employment in Huddersfield and two percent of employment in Wakefield are in sectors complementary to the Leeds economy. This indicates that York potentially has some of the strongest business to business links of the LCR.

While it is difficult to quantify, based on the two cities' GVA and the type of sectors in which complementary specialist activities exist, it seems likely that the business links between Leeds and York are of a high value to the city.

Further indication of York's strong economic connections to the LCR, can be evidenced by the recent decision of the York and North Yorkshire Chamber of Commerce to merge with the Leeds Chamber, forming an organisation that has aspirations to represent the whole of the city-region³⁹. York's businesses seem confident that there is value to be had in working at this spatial scale.

38. A city's specialist industries have been identified as those with a location quotient of greater than 2.0 using 4 digit SIC codes. For cities with less 500,000 employees, sector employing more than 500 individuals have been included. For sectors with more than 500,000 employees, only sectors with more than 1,000 employees have been included. This analysis has used Travel to Work Areas (TTWA).

39. Yorkshire Evening Post (2008) 'Leeds and York Chamber merger will widen business support for Yorkshire firms', published 2 October 2008

Implications for the City of York Council

The strength and magnitude of York's links to the LCR vary with the type of relationship being considered. While there are significant complementary sectors of employment between York and the LCR, the actual exchange of workers through commuting puts forward a less compelling case.

While Leeds and the wider LCR are important to the York economy, in terms of York's labour market it is vital that the city does not limit its policy approach to improving links with the LCR. York needs to take a wider view, fostering a collaborative relationship with authorities to the east of the city. Improving access to the 'Eastern Arc' offers an equally important economic benefit by increasing the size of York's labour market.

Transport is one of the key policy interventions of the LCR MAA. One question currently facing York is how the city interacts with the LCR's Transport Panel. York must also consider whether it should invest political capital in supporting the future extension of the West Yorkshire Integrated Transport Authority (WYITA) so that it matches the boundaries of the LCR.

Currently the establishment of the LCR Integrated Transport Authority (ITA) faces a number of governance barriers. The district authorities of Harrogate and Selby come under the North Yorkshire County Council's (NYCC's) transport arrangements and in the short term are unlikely to be able to link up with the WYITA. ITAs are required to be conterminous. Without the integration of these two authorities York would be unable to join a city-regional ITA. However, there does appear to be continuing momentum within parts of the LCR for progress to be made and an indicative road map has been laid out with implementation suggested for 2014⁴⁰.

Analysis undertaken by the Centre for Cities suggests that improving links from city nodes in to Leeds city centre provides the greatest economic return to transport investments for the LCR. This is because of the agglomeration benefit these links create - the economic return of increased density⁴¹. Links between Leeds and Bradford, and Leeds and Huddersfield are likely to be the priorities for LCR investment - these routes have already been identified as being beyond capacity by 2021⁴². The number of commuters between Leeds and York is fairly small in comparison with the links from Leeds to the other city nodes. In the short term, York may see limited transport investment from the LCR.

Equally, a LCR ITA would not capture York's labour market patterns to the east of the city, and thus membership of the institution would not fully represent York's interests. York should continue to work through the LCR Transport Panel to ensure the policy area reflects the city's needs. At the same time York should increase its collaboration with NYCC, to recognise the importance of the 'Eastern Arc' to the city's labour market, by working to extend public transport links and increase integration. Councillors' commitment to York's 'Eastern Arc' links would help frame the context of this collaboration. York should also continue to take steps to further integrate transport within its own local authority boundaries.

40. Aitkins (2008) *Leeds City Region Transport Governance Review*. Leeds: Leeds City Region

41. Marshall A & Webber C (2007) *The case for better transport investment: Agglomeration and growth in the Leeds City Region*. London: Centre for Cities

42. Leeds City Region (2006) *A Long Term Vision for Transport in Leeds City Region*. Leeds: Leeds City Region

Strengthening York's skills offer through the Leeds city-region

The LCR still presents York with significant opportunities. This report has already highlighted attracting investment and linking up university networks as areas in which the city-region could play a role. The second strand of the Leeds MAA deals with higher skills and York should seek to maximise the value it gains from this policy area. To achieve this York will need to recommend a shift in the LCR's approach to skills.

York should support the creation of a city-regional Employment and Skills board. While York does not currently have an Employment and Skills board it has many of the structures in place that facilitate a similar function - although scope exists to improve the links between these functions. Over time York should investigate the possibility of incorporating its own provision into a city-regional approach.

York should also seek to ensure that as the LCR's skills offer develops and further priority sectors are added, that they in turn reflect York's priorities. Adding a stream that supports skills for science and technology sectors would benefit York and the LCR.

To develop a business friendly skills programme it is important to be able to provide short, unitised courses and to allow for increased provision through FE colleges. To achieve this, greater flexibility over the funding received from the Higher Education Funding Council for England (HEFCE) is required. The Tyne and Wear city-region has made this an explicit ask of its MAA. Through the LCR, York should look to secure comparable flexibilities over HEFCE funding, from central government.

Recommendations:

- York has a challenging relationship with Leeds. York needs to take a selective approach to working with the Leeds city-region with deeper engagement on skills than on transport.
- York should support the creation of a city-regional Employment and Skills Board and ask for greater flexibility over HEFCE funding. However, York should not join an emerging Leeds city-region Integrated Transport Authority.
- York needs to build on its economic links to the east of the city which makes up the largest proportion of inward commuters. The City of York Council should work with the other relevant councils to develop an eastern links action plan to inform transport strategies.

Key policy imperatives

This report has outlined the key challenges York faces to achieve its vision of sustainable economic growth. The core message is that York needs to focus its attention and prioritise its policy interventions on the two elements that will have the biggest impact on its future economic growth.

- 1. York needs to ensure that progress on the York Northwest site remains on track.** This means fostering political support for managed change, prioritising staff resources and capacity in support of the development, and investigating new infrastructure funding mechanisms.
- 2. York also needs to support the growth of the city's science and technology cluster.** The expansion of the University should be used as the catalyst for attracting investment and improving the performance of the University's knowledge transfer activities.

If York is able to implement these key recommendations the city will place itself advantageously for recovery following the recession, and strengthen its economic standing relative to other UK cities.

Acknowledgements

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York City Profile

Total population (2007)	193,300	
Population growth (1997-2007)		+10.5%
Working age population (2007)	126,100	
Total jobs (2007)	97,800	
Jobs growth (1996-2006)		+16.3%
Economically active (July 07 - June 08)	103,800	(82.3%)
Inactive seeking a job	4,200	(3.4%)
Inactive not seeking a job	18,100	(14.4%)
JSA claimants (January 2009)	3,000	(2.4%)
Total key benefit claimants (May 2008)	10,610	(8.5%)
Gross average weekly wage (2008)	£438	

Skills Profile (2007) - % of Working Age Population

	York	Great Britain
NVQ4 & above	34.7%	28.6%
NVQ3 & above	54.7%	46.4%
NVQ2 & above	71.0%	64.5%
NVQ1 & above	84.3%	78.1%
Other qualifications	6.6%	8.8%
No qualifications	9.1%	13.1%

Sources: Data for York Local Authority Area – ONS Annual Population Survey 2008; Annual Business Inquiry 2008; Annual Survey of Hours & Earnings 2008; JSA Claimant Count November 2008; DWP Benefit Claimants May 2008



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Appendix

Benefit claimants at a ward level

	Proportion of working age population (%)*			
	Incapacity Benefit	Severe Disability Allowance	Income Support Allowance	Jobseeker's Allowance
Acomb	4%	0.7%	4%	1%
Bishopthorpe	3%	0.7%	1%	1%
Clifton	5%	0.5%	5%	3%
Derwent	2%	0.5%	1%	1%
Dringhouses & Woodthorpe	3%	0.3%	2%	1%
Fishergate	3%	0.6%	2%	1%
Fulford	2%	0.3%	1%	1%
Guildhall**	7%	0.7%	5%	3%
Haxby & Wigginton	3%	0.4%	1%	1%
Heslington	0%	0.0%	0%	0%
Heworth	5%	0.6%	5%	2%
Heworth Without	3%	0.2%	1%	1%
Holgate	4%	0.5%	4%	2%
Hull Road	4%	0.4%	4%	2%
Huntington & New Earswick	5%	1.5%	4%	1%
Micklegate	4%	0.5%	3%	2%
Osbaldwick	3%	0.5%	2%	1%
Rural West York	2%	0.2%	1%	1%
Skelton, Rawcliffe & Clifton Without	3%	0.4%	2%	1%
Strensall	3%	1.0%	2%	1%
Westfield***	7%	0.8%	7%	3%
Wheldrake	2%	0.6%	1%	0%
York	4%	0.5%	3%	2%
Yorkshire & Humber	7%	0.7%	6%	3%
Great Britain	6%	0.7%	6%	2%

*Sum of percentages exceeds total proportion of claimants as residents may be in receipt of multiple benefits.

**Guildhall exceeds the national average in IB, SDA and JSA.

***The Westfield ward exceeds the national average in all four benefit claimant areas.

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York Economic Partnership

Response to the Centre for Cities report

INTRODUCTION

Earlier this year, the independent “think tank” Centre for Cities produced a report commissioned by the City of York Council entitled “York: Prioritising Prosperity”. The report has been circulated widely and a presentation was given by Centre for Cities on the report to the meeting of the York Economic Partnership held in June. Some specific points made by partners are appended as Annex A. This note sets out recommended actions as the response of the York Economic Partnership to the presentation and report.

The strategic approach to economic prosperity in York is set out in the Sustainable Community Strategy. The vision is for the city of York to:

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

There is an explicit ambition in the Sustainable Community Strategy to balance physical growth and environmental sustainability by making responsible choices in respect to climatic and environmental challenges. The Thriving City theme of the Sustainable Community Strategy (SCS) sets the strategic context for initiatives to enhance the prosperity of the City – thus providing the main focus for the work of the York Economic Partnership. In doing so, it is generally recognised that enhancing prosperity is important not just for the economy but also for the wellbeing of the city as a whole. A strong and prosperous economy generating enhanced employment options and incomes contributes to and enables actions in relation to lifelong learning, anti-poverty, better health, social inclusion, anti-social behaviour, housing provision, cultural provision, spatial planning, transport and environmental quality. There are therefore strong linkages with the other themes set out in the SCS.

SPECIFIC PARTNERSHIP ACTIONS RECOMMENDED TO BE TAKEN IN RESPONSE TO THE REPORT

1. Sustainable growth

It is recognised by the Council and the York Economic Partnership that there is a need to embrace change in a managed way within the City and to deliver the infrastructure required to support sustainable economic growth.

- a. LDF: The Centre for Cities report highlights the crucial importance of planning processes in York providing as much certainty as possible to the development

industry, particularly through the provision of a statutorily adopted development plan for the city. Work is underway to achieve this through the Local Development Framework, with the latest stage being consultation on the Core Strategy Preferred options report in the summer of this year.

Partnership Key Action: To maintain an overview of progress with the Local Development Framework for York to ensure this is delivered on time and fulfils the test of soundness.

b. York Central/York Northwest: The Partnership would wish to reaffirm the finding from the Centre for Cities report that York should prioritise policy support in progressing the development of York Northwest on the basis that this scheme can make the greatest impact on the future of the local economy. In doing so, the Partnership recognises the inherent difficulties of bringing this site forward. Considerable public investment is likely to be required to invest in appropriate infrastructure to achieve a planned development on this site. Whilst the Council will need to determine the level of resource required to ensure that the planning of this site progresses in a satisfactory manner, the Partnership has a role to play in highlighting the significance of York Northwest to the city's economic future and in supporting any new initiatives, such as tax incentive schemes, which would address the issue of financing the necessary infrastructure improvements.

Partnership Key Action: To act as a champion for the York Northwest development scheme in view of its importance to the city's economic future, particularly in lobbying for investment in the necessary infrastructure to bring forward development.

c. York Renaissance Team: The Centre for Cities report highlights the importance of bringing forward developments on other major sites in the city, with the role that positive planning processes can play in ensuring effective working arrangements with developers. Further discussions have taken place between the council and Yorkshire Forward regarding this specific issue and these are now well advanced to support investment in an economic visioning/masterplanning exercise for the city (taking account of the strategic objectives already set out in the Sustainable Community Strategy) together with the establishment of a renaissance team to ensure sufficient capacity and resource to maximise the value of major development sites in the city and ensure that these are brought forward in a timely way.

Partnership Key Action: That the Partnership supports the establishment of a York Renaissance Team, and is directly involved in the overview of the team's work through the involvement of the Chair of the Partnership in the strategic board to be established for this project.

d. Climate change: The Centre for Cities report does not particularly address the issue of climate change and the impact this will have on the economy. There are two distinct aspects to this: (a) the impact and requirements of the Climate Change Act which sets ambitious targets to dramatically reduce carbon emissions and cut the use of fossil fuels; and (b) the potential opportunities to develop a low carbon economy through creating new business and job opportunities. With respect to (a) work is underway within the Council and the Local Strategic Partnership to complete a Climate Change and Sustainability Action Plan which will be in place by early

2010. With respect to (b), increasing evidence suggests that new employment opportunities will be created in the next few years within environmental industries. The Government's "Low Carbon Industrial Strategy" suggests that up to 400,000 new jobs could be created nationally over the next 8 years in environmental industries. York is well placed through existing and new initiatives to act as a significant centre for such new employment opportunities, and therefore the Partnership should consider this further as part of the economic development strategy for the city.

The council has established the Green Jobs Taskforce to consider how best to develop a low carbon economy in York. The recommendations from the Taskforce will be reported back to the Council in the Autumn and will then need to be considered by the York Economic Partnership. The Taskforce has used the Local Government Association publication "Creating Green Jobs; developing low-carbon economies" as a guide in shaping these recommendations.

Partnership Key Action: To consider the recommendations of the Green Jobs Taskforce established by the Council in seeking to encouraging "green jobs" through the development of a low carbon economy for York.

2. Science City York

The Partnership agrees with the major recommendation from the Centre for Cities report for key organisations - particularly the Council, the University of York, Science City York and Yorkshire Forward – to increase the focus on building up the city's science and technology sector as the best means of carving a niche in the modern economy which will enhance prosperity in the city. A number of detailed responses to the Centre for Cities report are outlined in Annex A. The critical document in driving this initiative forward will be a new business plan for Science City York which will guide its action over the next 3 years. This business plan should take account of the Centre for Cities report and be considered by the Partnership.

Partnership Key Action: To consider the emerging business plan for Science City York and keep this under regular review.

3. Skills and enterprise

The Centre for Cities report acknowledges that the overall level of skills is an important focus for the city to improve its economic performance. The City already has a skilled population, and the continued improvement of the city's skills profile will be important in enhancing the position of York among the UK's successful cities. A continued emphasis on close working between the Economic Partnership and the Learning City Partnership will need to be maintained in order to co-ordinate the skills offer, understand employer needs, identify gaps and ensure provision is targeted to meet demand. While there is scope for further work across the skills spectrum, the Partnership would concur with the report that York would benefit from developing an enterprise strategy which would improve the coherence of existing entrepreneurship education and support for newly established businesses, linked to the skills agenda.

Partnership Key Action: To establish a new task and finish group to oversee the development of a coherent enterprise strategy for the city, working with others.

4. Worklessness

There remain pockets of worklessness within the City and the importance of addressing these is already highlighted within the Sustainable Community Strategy. The Centre for Cities report does not believe that worklessness, however, is a major barrier to improving the economic performance of the city. Pilot work is underway to examine the deprivation in the Kingsway West neighbourhood and there is excellent independent employment advice and guidance available through Future Prospects.

Partnership Key Action: To consider the outcome from the Kingsway West project with a view rolling out good practice in a targeted way across the City.

5. Partnership working beyond the City to help achieve our aspirations

The Centre for Cities report notes the importance of the complementary sectors of employment between York and the Leeds City Region (LCR) , and recognises that York needs to continue to work with the LCR to not only improve the local economy in York but to act as an economic driver within the LCR. Since the report was prepared, the LCR has been awarded forerunner status by the Government and the implications of this for improving the economic performance of the city will need to be considered by the Partnership, as the benefits emerge that this new status will bring.

Partnership Key Action: To receive a presentation on what the Leeds City Region forerunner status will mean for improving the economic performance of the city.

In addition, the report highlights the importance of the “eastern arc” surrounding the city in contributing to the city’s workforce. It is proposed that the Council explores these links further with neighbouring local authorities, particularly the East Riding Council.

ANNEX A: SPECIFIC POINTS ARISING FROM THE REPORT MADE BY PARTNERS

1. General points

- a. The report makes little reference to the York and North Yorkshire Sub-Region and implies that only the Leeds City Region is of economic relevance to York, although the economic relevance of the East Riding is acknowledged in the report.
- b. The report also makes little reference to climate change and the need to develop a low carbon economy in York.

2. Points about the University of York

- a. The report understates the importance of the University as an economic generator directly (in addition to its work of education, research and innovation)
- b. The report understates the economic significance of the Heslington East development for the City, Sub-Region and Region
- c. The report says that internationally, the University is less competitive (than it is nationally) - referring to its position in the Jiao Tong ranking. It is recognized that the University needs to work to increase further its international links and recognition; work is underway to address this but it is believed that the report underestimates the current position. The University of York is ranked 81st in the world by the Times Higher of London - the ranking most commonly referred to in the UK and based largely on the recognition of universities' standing amongst faculty around the world. This suggests that the University already has a significant international standing.
- d. The report suggests that the University is small and that this is problem for York and Science City York. It is acknowledged that it is important that the University continues to grow and to work in partnerships with the White Rose Universities and others. Whilst student numbers are relatively small by UK standards, it is misleading to call the University small in the context of the main focus of this report. The University is ranked 18th in the United Kingdom for the amount of funding it receives from the research councils - confirming that it is therefore one of the larger research universities in the UK.
- e. The report says that the number of spin-outs from the University is lower than would be expected for a University with such a standing in research. Clearly, it would be beneficial to see more spin-outs from the University and work is underway to address this; however, the HEFCE Higher Education Business and Community Interaction Survey ranks the University of York 19th amongst UK universities for the number of spin-outs created, and this can be built upon.

3. Points about Science City York

- a. The report discusses University spin-outs at length but says relatively little about spin-ins and non-University start-ups. Spin-outs help to create successful University-led clusters, but in most such clusters in the UK and around the world, spin-in and non-university start-ups outnumber spin-outs substantially.
- b. The report advises focusing on the IT cluster. It is recognised that there is scope to grow this further, but the report misses the exciting potential for the burgeoning bioscience cluster around York to develop further as FERA increases its standing and Yorkshire Forward supported work on Low Carbon Futures, Biorefining and the environmental and renewables sectors expands over the next few years.

4. Points about potential growth sectors

- a. Sectors for growth: The Centre for Cities recognises that the growth of higher value jobs is essential to the future economic success of the city. The implication of this for science and technology is examined further in the main body of this response. Some partners took issue with the Centre for Cities report regarding its conclusion that financial and related business services may only offer limited growth potential. The future development of this sector in the city is closely aligned to the employment opportunities that can be created through on the York Northwest development in particular but are also a key feature in other major development sites in the city, conclusions reached in an independent report commissioned by Yorkshire Forward. The work of the York Renaissance Team will examine how key employment can come forward for development and following the proposed visioning/masterplanning work, it should be possible to confirm the potential of this sector to grow further in York. The Centre for Cities report also highlights that tourism is often an important source for lower skilled jobs in the city. Whilst this may generally be the case, tourism does provide a range of job opportunities across the skills base; the aim of Visit York to grow this sector still further in the city.

Economic & City Development Overview & Scrutiny Committee Work Plan 2009-10

Items in italics show recently added, changed or slipped items

Meeting Date	Work Programme
14 July 2009	<ol style="list-style-type: none"> 1. Report on Overview & Scrutiny Committees - Terms of Reference 2. 2008/09 Year End Outturn Report 3. Corporate Strategy – Key Performance Indicators & Actions for 2009/10 – Understanding the corporate priorities relevant to the Committee’s ‘terms of reference’ in order to establish a baseline for making proposals for changes to the Corporate Priorities in 2010/11 4. Feasibility Report – Planning Conditions/Highways Adoption 5. Report regarding the Economic Development Programme (Assistant Director, Economic Development)
12 August 2009	<ol style="list-style-type: none"> 1. Feasibility on CCfA – Water End 2. Briefing Note – Highways Adoption & decision whether to proceed with proposed scrutiny topic on Planning Conditions/Highways Adoption
29 September 2009	<ol style="list-style-type: none"> 1. First Quarter Monitoring Report 2. Further briefing on Economic Development Programme (Sections 1-4) 3. Briefing on Newgate Market 4. <i>First report of the CCfA Task Group (Water Lane Traffic Issues) & recent developments</i> 5. <i>Report of the Executive Member regarding Highways Adoption</i>
8 December 2009	<ol style="list-style-type: none"> 1. Second Quarter Monitoring Report 2. <i>Chair of the York Environment Forum – Open Letter (To address the Committee)</i> 3. <i>Interim report of the CCfA Task Group (Water Lane Traffic Issues)</i>
26 January 2010	<ol style="list-style-type: none"> 1. Budget Consultation 2. Audit Commission Report on Use of Resources
9 March 2010	<ol style="list-style-type: none"> 1. Third Quarter Monitoring Report 2. Annual Report from relevant Local Strategic Partners

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FORWARD PLAN ITEM	
Meeting:	Executive
Meeting Date:	06/10/09
Item Type:	Executive Decision - of 'Normal' Importance
Title of Report:	Lendal Bridge Cycle Hub Station
Description:	<p>Purpose of report: The report sets out progress made since the Executive meeting on 12th June 2007.</p> <p>Members are asked to: Consider the building cost tenders against the available budgets, and funding options presented, in order to decide whether the scheme should finally proceed.</p>
Wards Affected:	
Report Writer:	David Baren
Lead Member:	Councillor Andrew Waller
Lead Director:	Director of City Strategy
Contact Details:	David Baren
	david.baren@york.gov.uk
Deadline for Report:	24/09/09
Implications	
Level of Risk:	01-03 Acceptable
Reason Key:	
Making Representations:	N/A
Process:	N/A
Consultees:	N/A
Background Documents:	Committee Report for Lendal Bridge Cycle Hub Station
Call-In	
	If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 12/10/09
<u>Internal Clearance Process</u>	
<u>Pre-Decision</u>	
<i>By Chief Officers at</i>	QCG (No meeting - Circulation Deadline only) on: 17/09/09
<i>By Political Group Leaders on:</i>	
<i>By Strategic Policy Panel (if required) on:</i>	
<u>Post-Decision</u>	
<i>By Strategic Policy Panel (if Required) on:</i>	

FORWARD PLAN ITEM**Meeting:** Executive**Meeting Date:** 06/10/09**Keyword:****Item Type:** Executive Decision - of 'Normal' Importance**Title of Report:** Green Job Taskforce**Description:** Purpose of report: The recommendations of the Taskforce will impact on the way that the Council undertakes its business, focusing on sustainability issues and green job creation. They are also of major significance to partners within the Sustainable Community Strategy and each of its themes.

Members are asked to: Receive the report as the foundation for further work to capture the economic benefit of the growing green job agenda.

Wards Affected:**Report Writer:** Roger Ranson **Deadline for Report:** 24/09/09**Lead Member:** Councillor Andrew Waller**Lead Director:** Director of City Strategy**Contact Details:** Roger Ranson

roger.ranson@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Green Job Taskforce**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 12/10/09

Internal Clearance Process**Pre-Decision***By Chief Officers at* QCG (No meeting - Circulation Deadline only) *on:* 17/09/09*By Political Group Leaders on:**By Strategic Policy Panel (if required) on:*

FORWARD PLAN ITEM	
Meeting:	Executive
Meeting Date:	20/10/09
Item Type:	Executive Decision - of 'Normal' Importance
Title of Report:	Introduction of a Quality Contract for bus service provision in York
Description:	<p>Purpose of report: Identify how a statutory quality contract might be introduced in line with the motion from Full Council on 2nd April 2009.</p> <p>Members are asked to: Consider the options available for management of bus services in York.</p>
Wards Affected:	
Report Writer:	Andrew Bradley
Lead Member:	Councillor Steve Galloway
Lead Director:	Director of City Strategy
Contact Details:	Andrew Bradley
	andrew.bradley@york.gov.uk
Deadline for Report:	08/10/09
Level of Risk:	04-08 Regular monitoring required
Reason Key:	
Making Representations:	N/A
Process:	N/A
Consultees:	N/A
Background Documents:	Committee Report for Introduction of a Quality Contract for bus service provision in York
Call-In	
	If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09
<u>Internal Clearance Process</u>	
<u>Pre-Decision</u>	
<i>By Chief Officers at</i>	QCG (No meeting - Circulation Deadline only) on: 01/10/09
<i>By Political Group Leaders on:</i>	
<i>By Strategic Policy Panel (if required) on:</i>	
<u>Post-Decision</u>	
<i>By Strategic Policy Panel (if Required) on:</i>	

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** Petition re traffic calming Etty Avenue**Description:** Purpose of report: Report will investigate the request and consider the findings against the criteria set out in the Speed Review Process. It will conclude on what options are available within the budget constraints.

Members are asked to: To support the decisions made in relation to the request.

Wards Affected:**Report Writer:** Trish Hirst, Andrew Bradley **Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Trish Hirst, Andrew Bradley

andrew.bradley@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Petition re traffic calming Etty Avenue**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance Process**Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** Vehicle Activated Signs (VAS) Policy**Description:** Purpose of report: The proposed policy will help immediately in terms of assessing suitable sites for new VAS signs to be used.

Members are asked to: Agreed a policy framework for the introduction of VAS, procedures for monitoring of their performance, and a mechanism for deciding what to do if they become ineffective.

Wards Affected:**Report Writer:** Mike Durkin **Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Mike Durkin

mike.durkin@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Vehicle Activated Signs (VAS) Policy**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance Process**Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** Petition re traffic calming New Lane**Description:** Purpose of report: Report will investigate the request and consider the findings against the criteria set out in the Speed Review Process.

Members are asked to: To support and approve the recommendations.

Wards Affected:**Report Writer:** Trish Hirst**Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Trish Hirst**Implications****Level of Risk:** 01-03 Acceptable**Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Petition re traffic calming New Lane**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance Process**Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** Six Monthly Speed Review**Description:** Purpose of report: Report will update on the Speed Review Process, giving information on where issues have been reported and where the process has highlighted possible speed reduction measures.

Members are asked to: To support the recommendations.

Wards Affected:**Report Writer:** Trish Hirst**Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Trish Hirst**Implications****Level of Risk:** 01-03 Acceptable**Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Six Monthly Speed Review**Call-In**If this item is called-in either pre or post decision, it will 26/10/09
be considered by Scrutiny Management Committee on:**Internal Clearance Process****Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** Draft Long Term Transport Strategy**Description:** Purpose of report: To obtain approval for a draft long term transport strategy for the city for use in the Local Transport Plan consultation.

Members are asked to: Approve a draft Long Term Transport Strategy for consultation purposes.

Wards Affected:**Report Writer:** Tony Clarke **Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Tony Clarke

tony.clarke@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Draft Long Term Transport Strategy**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance Process**Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** Beckfield Lane - Extension of cycle route**Description:** Purpose of report: Report will present proposals for extending off-road cycle facilities along the whole length of Beckfield Lane following the recent construction of an off-road cycle path on the east side from Boroughbridge Road to Ostman Road.

Members are asked to: To decide if the existing cycle route on Beckfield Lane should be extended as proposed.

Wards Affected:**Report Writer:** Louise Robinson **Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Louise Robinson

louise.robinson@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Beckfield Lane - Extension of cycle route**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance Process**Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** Crichton Avenue - Proposed Improvements for Cyclists**Description:** Purpose of report: Report will present proposals for providing continuous cycle facilities along Crichton Avenue.

Members are asked to: To decide if the proposed scheme should be implemented.

Wards Affected:**Report Writer:** Malcom McAulay **Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Malcom McAulay

malcom.mcaulay@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Crichton Avenue - Proposed Improvements for Cyclists**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance ProcessPre-Decision

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** A19/A1237 Roundabout Improvements**Description:** Purpose of report: To obtain approval for the outline design for the A19/A1237 improvements to allow consultation to commence and the detailed design to progress.

Members are asked to: Approve the outline design for the A19/A1237 roundabout improvements to be taken forward to consultation.

Wards Affected:**Report Writer:** Tony Clarke **Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Tony Clarke

tony.clarke@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for A19/A1237 Roundabout Improvements**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance Process**Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** City of York Local Transport Plan 3 - Consultation Strategy**Description:** Purpose of report: The report will set out the process of producing the LTP3 which will contain a longer-term strategy and a short-term implementation plan which will need to take effect from April 2011.

Members are asked to: Note the contents of the report and approve the recommended consultation strategy for preparing LTP3.

Wards Affected:**Report Writer:** Ian Stokes **Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Ian Stokes, Team Leader

ian.stokes@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for City of York Local Transport Plan 3 - Consultation Strategy**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance Process**Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

FORWARD PLAN ITEM**Meeting:** Executive Member for City Strategy**Meeting Date:** 20/10/09**Keyword:****Item Type:** Executive Member Decision - of 'Normal' importance**Title of Report:** Cycling Infrastructure within York - Principles, Standards and Evaluation Tool**Description:** Purpose of report: The report will cover a set of standards which will provide Officers with a uniformed approach to designing new cycling infrastructure within the York area so that consistency can be achieved.

Members are asked to: To approve the recommendations within the report.

Wards Affected:**Report Writer:** Richard Holland **Deadline for Report:** 06/10/09**Lead Member:** Councillor Steve Galloway**Lead Director:** Director of City Strategy**Contact Details:** Richard Holland

Richard.Holland@york.gov.uk

Implications**Level of Risk:** 01-03 Acceptable **Reason Key:****Making Representations:** N/A**Process:** N/A**Consultees:** N/A**Background Documents:** Committee Report for Cycling Infrastructure within York - Principles, Standards and Evaluation Tool**Call-In**

If this item is called-in either pre or post decision, it will be considered by Scrutiny Management Committee on: 26/10/09

Internal Clearance Process**Pre-Decision**

By Chief Officers at

on:

By Political Group Leaders on:

By Strategic Policy Panel (if required) on:

Post-Decision

By Strategic Policy Panel (if Required) on:

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