Notice of a public meeting of

Executive

To: Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Baxter, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb

Date: Thursday, 18 July 2024

Time: 4.30 pm

Venue: West Offices - Station Rise, York YO1 6GA

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any decisions made on items* on this agenda, notice must be given to Democratic Services by **4:00 pm on Thursday, 25 July 2024**.

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent, which are not subject to the call-in provisions. Any called in items will be considered by the Customer and Corporate Services Scrutiny Management Committee.

1. Declarations of Interest

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

(1) Members must consider their interests, and act according to the following:

Type of Interest	***You must***
Disclosable Pecuniary Interests	*Disclose the interest, not participate in the discussion or vote, and leave the meeting unless you have a dispensation.*
Other Registrable Interests (Directly Related) ***OR*** *Non-Registrable Interests (Directly Related)*	*Disclose the interest; speak on the item only if the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting unless you have a dispensation.*
Other Registrable Interests (Affects) ***OR*** *Non-Registrable Interests (Affects)*	*Disclose the interest; remain in the meeting, participate and vote unless the matter affects the financial interest or well-being:* *(a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and* *(b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest.* *In which case, speak on the item only if the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting unless you have a dispensation.*

(2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.

(3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.

2. Exclusion of Press and Public

To consider the exclusion of the press and public from the meeting during consideration of the following:

Annex A to Agenda Item 13 and Annexes G and H of Agenda Item 15 on the grounds that they contains information relating to Information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

3. Minutes (Pages 1 - 6)

To approve and sign the minutes of the Executive meeting held on 13 June 2024.

4. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the Executive.

Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is **5:00pm on Tuesday 16 July 2024.**

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

5. Forward Plan (Pages 7 - 10)
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.

6. Finance & performance outturn (Pages 11 - 62)
This report provides a year end analysis of the overall finance and performance position. This is the final report of the financial year.

7. Capital Programme outturn (Pages 63 - 100)
The purpose of this report is to set out the capital programme outturn position for 2023/24 including any under/overspends and adjustments, along with an update to the future years programme.

8. Treasury Management 23/24 outturn and Prudential Indicators (Pages 101 - 122)
The purpose of this report is to provide an update on treasury management activity and position for the 2023/24 financial year which includes the prudential indicators at Annex A to this report.

9. Local Transport Strategy (Pages 123 - 502)
This report seeks the Executives approval of the Local Transport Strategy, note the feedback in the Our Big Transport Conversation, and approve the summary of the Movement and Place Plan approach.

10. Combined Authority Key Route Network (Pages 503 - 534)
This report outlines proposals for a Key Route Network (KRN) for York and North Yorkshire, including the process determining how highway routes are identified for inclusion in the KRN. The report also highlights the responsibilities that require the local highway

authorities and York and North Yorkshire Combined Authority (YNYCA) to deliver roles to ensure the effective operation and improvement of the KRN.

11. Acomb Front Street – Phase 2 Update (Pages 535 - 658)
The purpose of this report is to provide Executive with feedback from the public engagement and to outline the recommended next steps for the project.

12. Results of Air Quality Action Plan 4 (AQAP4) Consultation (Pages 659 - 920)
This report seeks the adoption of York's Fourth Air Quality Action Plan (AQAP4).

13. City of York Trading – Creation of a New Company for the Provision of Agency Workers (Pages 921 - 952)
Executive are asked to consider the establishment of a brand new *Teckal* company, for the continued provision of agency workers to the Council of the City of York ("**CYC**").

14. Council house acquisitions and disposals policy (Pages 953 - 1000)
This reports seeks Executive approval to adopt an acquisitions and disposals policy for a small number of council houses, with all sales proceeds from disposals being ringfenced for the acquisition of replacement homes.

15. Update on the Housing Delivery Programme including making strategic use of land assets (Pages 1001 - 1070)
This report provides an update on the Housing Delivery Programme, including an overview of those sites being developed or held for future delivery within the programme. In addition, the report sets out progress on sites to be delivered by other Registered Providers as well as self and community builders, made possible through Council land disposals.

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

Democratic Services officer:

Name: Robert Flintoft
Contact details:

- Telephone – (01904) 555704
- E-mail – robert.flintoft@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

Alternative formats

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我們也用您們的語言提供這個信息 **(Cantonese)**

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। **(Bengali)**

Ta informacja może być dostarczona w twoim własnym języku. **(Polish)**

Bu bilgiyi kendi dilinizde almanız mümkündür. **(Turkish)**

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ **(Urdu)**

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Agenda Item 3

City of York Council — Committee Minutes

Meeting	Executive
Date	13 June 2024
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Baxter, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb
In Attendance	Councillor Ayre
Officers in Attendance	Ian Floyd – Chief Opperating Officer Debbie Mitchell - Director of Finance (s151) Frances Harrison – Head of Legal Peter Roderick - Director of Public Health Philippa Press - Public Health Specialist James Gilchrist – Director of Transport, Environment and Planning Mike Southcombe - Environmental Protection Manager Laura Williams – Assistant Director (Customer and Communities) Paul Cliff - Shared Head of Adult Learning and Skills (York and North Yorkshire)

1. Declarations of Interest

Members were asked to declare at this point in the meeting any disclosable pecuniary interest or other registerable interest they might have in respect of business on the agenda, if they had not already done so in advance on the Register of Interests. None were declared.

2. Minutes

Resolved: That the minutes of the Executive meeting held on 9 May 2024 be approved and then signed by the Chair as a correct record.

3. Public Participation

It was reported that there had been 3 registrations to speak at the meeting under the Council's Public Participation Scheme, however, one speaker withdrew.

Steve Lilly spoke on behalf of Love Gillygate, he stated that bold action was needed to reduce nitrogen dioxide levels around Gillygate.

Gwen Swinburn stated that the Council's forward plan needed to give more notice of upcoming decisions. She raised concern that the Council did not mark the *York Learning Accountability Statement 2024-25* as a key decision like how North Yorkshire Council had and that the Council failed to properly list items as key decision.

4. Forward Plan

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

5. Re-Procurement of Sexual Health and Contraception Services – Approval required to enter into interim service contract arrangements for up to 12 months.

The Director of Public Health introduced the report. He noted that the Executive had given approval in 2023 to re-procure for the Sexual Health and Contraception Services, however, the complexity of the negotiations for this Section 75 arrangement, together with the challenging financial envelope available for the service, had led to delays in the process. This meant that deadline of completion by 1 July 2024 was considered highly unlikely. Therefore, the report sought an interim service contract arrangements for up to 12 months, while negotiations continued.

The Executive Member for Health, Wellbeing and Adult Social Care thanked officers for there work and highlighted the importance of sexual health and contraception services. She noted that budget cuts nationally had impacted sexual health services across the country. She noted that York currently spent more of its allocated health budget on sexual health services

and that she would continue to receive briefings on how these services can be delivered.

Resolved:

i. Approved a 6 month + 6-month variation and extension to the existing Integrated Sexual Health Services contract with York and Scarborough NHS Hospitals Trust from 1st July 2024 and 1st January 2025 and to delegate to the Director of Public Health (in consultation with the Head of Procurement and the Director of Governance or their delegated officers) the authority to take such steps as are necessary to agree, award and enter the resulting variation and extension agreement;

ii. Approved the proposed staged approach in relation to service changes to the Integrated Sexual Health Services contract as set out in this report at paragraph 5 and to delegate to the Director of Public Health (in consultation with the Head of Procurement and the Director of Governance or their delegated officers) the authority to take such steps as are necessary to conduct review, consultation and negotiations and subsequent authority to agree and entre into any resulting variation agreement(s) agreed;

iii. Approved the award (subject to the satisfactory conclusion of any related procurement processes) of a 6 month + 6 month contract from 1st July 2024 and 1st January 2025 for a LARC Service contract to Nimbuscare Limited and to delegate to the Director of Public Health (in consultation with the Head of Procurement and the Director of Governance or their delegated officers) the authority to take such steps as are necessary to agree, award and enter any resulting agreement;

iv. Approved the continuation of negotiations and (in the event of successful negotiations and review) the entry into a Section 75 Partnership Agreement with York and Scarborough Hospital NHS Trust under Section 75 of the National Health Services Act 2006 and to delegate to the Director of Public Health (in consultation with the Head of Procurement and the Director of Governance or their delegated officers) the authority to take such steps as are necessary to

agree, award and enter the resulting agreement to commence on or before 1st July 2025;

v. That in the event that the Section 75 arrangements at (d) cannot be agreed or are not viable, to delegate authority to the Director of Public Health in consultation with the Executive Member for Adult Social Care and Public Health, to approve the carrying out of an appropriate procurement process and to delegate to the Director of Public Health (in consultation with the Head of Procurement and the Director of Governance or their delegated officers) the authority to take such steps as are necessary to procure, award and enter into the resulting contract.

Reason: The above will secure the sexual health service and LARC provision in the short term whilst negotiations continue to potentially enable a Section 75 partnership agreement to be agreed and put in place. The Section 75 agreement is proposed to last for up to 10 years, the requirement to ensure that this is completed in the most robust way is essential as over the lifetime of the Section 75 agreement the budget allocation will be more than £18 million. In the event of Executive approving the above recommendations officers will conduct all necessary review and procedure in accordance with the Contact Procedure Rules ("CPRs"). This will include the undertaking of a CPR 26 waiver process internally (in accordance with CPR 26.2).

6. Air Quality Annual Status Report 2024

The Director of Environment, Transport and Planning introduced the report which confirmed that Yorks air quality is improving, but there remains more we can do and some problem areas that remain outside government set limits. He explained that the report would put into perspective the next *air quality action plan* scheduled to be considered at the 18 July 2024 Executive meeting.

The Executive Member for Environment and Climate Emergency welcomed the progress made in York's 3 hotspot areas but noted that the Executive were not going to be complacent when it came to further improvements to air quality.

She confirmed that outside of the city centre the Council was also taking actions such as writing to farmers about the use of ammonia.

The Executive Member for Transport welcomed the interventions undertaken by the Council to improve air quality. She noted that the transition to electric vehicles would not be enough and that the Executive recognised the need to increase the use of sustainable forms of public transport. She also highlighted how policies which improved air quality and sustainable transport also improved the spaces people live in and use.

Finally the Deputy Leader and Executive Member for Economy and Culture thanked the work of officers and the cooperation of residents in areas such as Gillygate and Lord Mayors Walk. He noted that communities worried there concerns were not taken seriously and hoped that the work of the Council had built trust that the Council would improve air quality, especially in those hotspot areas.

Resolved:

i. Noted the contents of the report (and approve the submission of the Annual Status Report to DEFRA), including the generally improving trend in air pollution in recent years and progress made with delivery of measures in CYC's Air Quality Action Plan.

Reason: To ensure that the Executive is aware of current air quality position in the city including continued exceedances of objectives in some areas and progress made with air quality improvement measures.

7. York Learning Accountability Agreement 2024/25

Officers introduced the report which sort approval to submit the accountability statement, relating to the Adult Skills Fund grant received by York Learning on an annual basis. They noted that the statement would highlight some of the Councils key objectives in relation to adult learning.

The Deputy Leader and Executive Member for Economy and Culture thanked officers for the report and noted the great work undertaken across York and North Yorkshire to promote adult learning. He welcomed the outreach work to engage with disenfranchised communities and promoted the service welcoming anyone looking to develop new skills or access new learning opportunities to contact York Learning.

Resolved:

i. Approved the Accountability Statement at the Annex to this report ahead of publication at the end of June 2024.

Reason: For the service to receive funding to deliver against this statement we must gain agreement on contents. This agreement provides a framework for accountability whilst enabling us to receive the necessary funds to deliver the service. The document will also serve as the basis for wider internal conversations that will maximise the potential of learning for our residents.

Cllr Douglas, Chair
[The meeting started at 5.30 pm and finished at 4.24 pm].

Forward Plan: Executive Meeting: 18 July 2024

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 12 September 2024

Title and Description	Author	Portfolio Holder
Capital Programme Update Monitor 1 Purpose of Report: To provide members with an update on the capital programme. Members will be asked to note the issues, recommend to Full Council any changes as appropriate.	Debbie Mitchell, Director of Finance (s151)	Executive Members for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Finance & Performance Monitor 1 Purpose of Report: To present details of the overall finance and performance position. Members will be asked to note the report.	Debbie Mitchell, Director of Finance (s151)	Executive Members for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Treasury Management Quarter 1 Prudential Indicators Purpose of Report: To provide members with an update on the treasury management position. Members will be asked to note the issues and approve any adjustments as required to the prudential indicators or strategy.	Debbie Mitchell, Director of Finance (s151)	Executive Members for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Lord Mayoralty Points Allocation Purpose of Report: To invite the Executive to consider a request to reinstate unspent points foregone in respect of a previous Lord Mayoralty allocation in 2019/2020, and to consequently amend the forthcoming Lord Mayoralty allocations accordingly, to take effect for the forthcoming municipal year, 2025/2026. Executive will be asked: To consider the reallocation of unspent points to the Conservative Group from the 2019/2020 nomination to the current points calculation, such reinstatement to take effect for the 2025/2026 municipal year.	Bryn Roberts, Director of Governance and Monitoring Officer	Leader of the Council and Executive Member for Policy, Strategy and Partnerships
Delivery of supported affordable housing at Lowfield Plot A This report will seek approval to develop a vacant plot of land at Lowfield Green for supported housing. The Executive will be asked to approve the development of supported housing at Lowfield Green.	Michael Jones, Head of Housing Delivery and Asset Management	Executive Member for Housing, Planning and Safer Communities

Prioritisation of Supplementary Planning Documents Purpose of report: The list of SPDs to produce to support the plan was agreed at Executive in January 2023. This report seeks agreement on their prioritisation and timescales for production and to agree any new SPDs and/or guidance subsequently identified as a priority, and where resources allow. The Executive will be asked to: · Agree the list of prioritised SPDs · Agree to additional SPDs and/or guidance production, where subsequently identified as a priority and where resources allow. This item had been postponed to the Executive meeting on 18 July 2024, and has subsequently been postponed to the Executive meeting on 12 September 2024 due to the impact of the pre-election period.	Alison Cooke, Head of Strategic Planning Policy	Executive Member for Housing, Planning and Safer Communities

Safer York Partnership Community Safety Strategy Purpose of the Report: The strategy has been approved by Safer York Partnership (Statutory CSP For York). The Council, has a statutory duty under Section 17 of the Crime and Disorder Act 1998 to work in partnership to deliver a strategy to reduce crime and anti-social behaviour in York. The Executive are asked to note the content of the Strategy and to commit to ensuring that City of York Council will continue to support its delivery through the work of services contributing to each of the Strategic Priorities outlined within the Strategy. The date for this item has been deferred from 18 July to 12 September 2024, this is an internal governance decision due to the General Election in July and a large number of papers being deferred from June's Executive.	Jane Mowat, Head of Community Safety	Executive Member for Housing, Planning and Safer Communities

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 10 October 2024

No items currently scheduled.

Meeting:	Executive
Meeting date:	18/07/2024
Report of:	Debbie Mitchell Chief Finance Officer
Portfolio of:	Councillors Katie Lomas and Anna Baxter, Executive Members for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion

2023/24 Finance and Performance Outturn

Subject of Report

1. This report provides a year end analysis of the overall finance and performance position. This is the final report of the financial year.

2. Reports to Executive throughout the year have outlined the Council's serious financial position as we continue to see significant, recurring pressures across both children's and adults social care budgets.

3. Whilst there have been some improvements in the outturn, due to the significant work undertaken by officers across the Council to reduce spending and carefully control all costs, the underlying position is still a significant overspend that is of serious concern. It remains the case that the Council cannot afford to keep spending at this level. The general reserve is £6.9m and, whilst we have other earmarked reserves that we could call on if required, continued spending at this level would quickly see the Council exhaust its reserves.

4. The recurring overspends across both adult and children's social care are significant and, despite investment made in the 2024/25 budget process, we expect to see a continued pressure into the new financial year.

Benefits and Challenges

5. This report is to note the outturn position for 2023/24. The challenge continues to be delivering on agreed savings whilst also identifying further reductions in expenditure. The main benefit of approving the recommendations will be the ongoing financial stability of the Council.

Policy Basis for Decision

6. This report is to note the outturn position for 2023/24. The ongoing financial resilience and stability of the Council will be essential to ensuring that Council priorities can continue to be achieved.

Financial Strategy Implications

7. Many of the budget pressures are recurring and the overspend position of £3.6m has again been mitigated through the use of reserves. Future monitoring reports will continue to identify any actions that are necessary in order to reduce expenditure to safeguard the Council's financial resilience and stability.

8. Members are also reminded that the Medium Term Financial Strategy identified a budget gap of £40m over a 4 year period. The financial model is currently being refreshed in light of the outturn, but it remains the position that at least £30m of recurring budget savings will be needed in the period from 2025/26 to 2027/28.

9. As outlined in reports to Executive throughout the previous financial year, we have continued to see recurring overspends across both Adult and Children's Social Care. However, the underspends and mitigations that have allowed us to balance the budget at year end have generally been one off. Whilst the use of reserves to fund an overspend is appropriate as a one-off measure, it does not remove the need to identify ongoing savings to ensure the overall position is balanced.

10. Therefore, it is vital that we continue with the current mitigations and cost control measures to ensure the financial resilience of the Council. The financial impact of the cost control measures has been significant in reducing the overspend position, and we need to ensure this work continues in the medium term.

Recommendation and Reasons

11. Executive is asked to:

- Note the finance and performance information.
- Note the use of the contingency and earmarked reserves to fund the overspend of £3.6m
- Approve the £591k savings identified during the year and outline in paragraphs 89 to 91 as part of the review of early intervention and prevention activities across the Council
- Approve the business rates write offs outlined in paragraphs 29 to 32

Reason: to ensure expenditure is kept within the approved budget.

- Approve the extension to April 2026 for the letter of credit to York Museums Trust as outlined in paragraphs 24 to 26
- Approve the provision of a letter of guarantee to the York Theatre Royal, providing them with access to a maximum of £426k over the next 2 years should it be required as outlined in paragraphs 27 to 28

Reason: to secure the financial viability and confidence in the Theatre Royal through its change programme

Background

Financial Summary

12. The draft outturn position is an overspend of £3.7m, compared to a forecast at Monitor 3 of £5.6m. This improvement arises from the significant amount of work undertaken by officers across the Council to identify savings and mitigations across all service areas. In Childrens, for example, this has resulted in a recurring improvement of some £2m in the outturn position.

13. Alongside this, the strict cost control measures implemented at the start of the financial year have also had a significant impact in reducing the overspend. Whilst it is positive that the significant amount of work undertaken by staff across all Council services has reduced the overspend position, it is important to note that there remains a significant overspend across social care that will need to again be carefully monitored with in year savings identified.

14. The underlying position is an overspend of £8.6m, offset by underspends in Corporate and Place. Most of the areas of underspend (parking income and savings due to delaying borrowing) have already been assumed as 2024/25 budget savings, and therefore will not recur at the same levels.

15. Members will be aware that the financial position of local government is a national challenge and that the pressures being seen across both Adult and Children's Social Care are not something that is unique to York. Many Councils are experiencing significant financial pressures and struggling to balance their budgets now, so it is vital that we continue to take the necessary action to reduce our expenditure down to a sustainable level.

Financial Analysis

16. The Council's net budget is £141m. Following on from previous years, the challenge of delivering savings continues with c£6m to be achieved to reach a balanced budget. An overview of the latest forecast, on a directorate by directorate basis, is outlined in Table 1 below.

Service area	Net budget	2023/24 Net Q3 Forecast Variation	2023/24 Draft Outturn
	£'000	£'000	£'000
Children & Education	32,701	3,690	2,609
Adult Social Care & Integration	50,093	4,712	6,051
Place	33,206	-1,040	-2,310
Customers & Communities, Public Health & Corporate Services	8,935	830	-89
Central budgets	17,189	-2,600	-2,600
Sub Total		**5,592**	**3,661**
Contingency	-500	-500	-500

Use of earmarked reserves		-4,250	-3,161
Target for further mitigation		842	
Net total including contingency	141,624	nil	nil

Table 1: Finance overview

Reserves and Contingency

17. The February 2023 budget report to Full Council stated that the minimum level for the General Fund reserve should be £6.8m (equating to 5% of the net budget). At the beginning of 2023/24 the reserve stood at £6.9m.

18. In addition to the general reserve of £6.9m there are a range of other earmarked reserves where funds are held for a specific purpose. These reserves have been subject to a quarterly review an, where appropriate to do so, have been released to support the in-year position. The underlying overspend has therefore again been financed by using one off reserves.

19. Whilst this is a prudent approach that will ensure the financial resilience of the Council it is not a substitute for resolving the underlying overspends but instead allows time to continue to develop future savings proposals.

20. As in previous years a contingency budget is in place, and this has also been used to offset the pressures outlined in this report.

21. Across Public Health the service was able to use £500k one off reserves to fund the service which mitigates the Council's forecast overspend in 2023/24. This has not impacted on service delivery but it will hasten the speed at which the reserve is drawn down and is influencing future commissioning decisions. Several contracts have been or are due to be renewed and we have indexed inflationary uplifts, where possible, to the Public Health Grant uplifts.

22. It is possible that cost inflation to outstrip the funding available so the reserve will be exhausted more quickly if we have to vary these contracts to maintain provider's stability (and the anticipated pay

award for CYC staff is likely to exceed funding increases). We will try, however, to respecify contracts and manage within the diminishing resource in a planned way so Public Health continues to work within its grant allocation without recourse to bidding for growth as part of the Council's annual budget setting process.

Loans

23. Further to a scrutiny review, it was agreed that these quarterly monitoring reports would include a review of any outstanding loans over £100k. There is one loan in this category for £1m made to Yorwaste, a company part owned by the Council in June 2012. Interest is charged on the loan at 4% plus base rate therefore interest of 9.25% is currently being charged. All repayments are up to date.

24. In August 2020, Executive approved a letter of guarantee to the York Museums Trust providing them with access to a maximum of £1.95m over the following 2 years, should it be required, to secure the museums as a going concern. Subsequent extensions have been agreed by Executive and the current letter expires in March 2025.

25. YMT have requested that the letter of guarantee be further extended by one year to 31 March 2026 as they continue to operate with minimal reserves and need the letter of guarantee extending for their auditors to be able to sign off their accounts as a going concern.

26. The letter of guarantee outlines the Council's commitment to providing YMT with the funds should they be required, up to a reduced amount of £1m, on receipt of evidence that the funds are required (i.e., that reserves, and other income sources have been exhausted). This allows the Trust to demonstrate that they are a going concern, as well as providing the certainty they need to continue to operate.

27. York Theatre Royal has approached the Council with a request to provide a letter of guarantee. This letter would give them access to a maximum of £426k over the next 2 years, should it be required, to secure the Theatre as a going concern and provide assurance to their external auditors and potential grant providers.

28. The new management team at the York Theatre Royal have plans in place to improve the theatre's financial position through a change programme which includes an increase in fundraising activity and a plan to increase revenue by 2025. This, along with the capital

improvements (including carbon reduction) at the theatre will allow a significant contribution to community access to culture and to cultural wellbeing to continue. These community benefits were summarised in a report to Children, Culture and Communities Scrutiny Committee on 9th April 2024.

Write offs

29. The Council has processes in place to ensure that income due is identified and collected promptly. However, there are occasions where money owed to the Council proves to be uncollectable. Under the Council's Financial Regulations, write offs of amounts exceeding £100k must be approved by the Executive Member and amounts exceeding £200k can only be written off on the authority of Executive.

30. In 2023/24, of the £83m charged to businesses £82m was collected, a collection rate of 99%. The Council endeavours to collect all outstanding business rates, even when a company has gone into administration. This can be a long and complicated process as it can take months or even years for an administrator to deal with the company accounts. It is only when the company is fully liquidated and 'struck off' the Companies House register that all recovery action will cease.

31. The table below lists the 5 business rate debts that are uncollectable as they ceased trading with arrears owed to the Council. Once a company goes into administration, the Council has no power to enforce payment of outstanding amounts owed. However, in many cases the company may continue to occupy a premises and remain liable for business rates. In all cases, the Council had continued its normal billing and recovery procedures in respect of each of these debts up to the point that the debts became irrecoverable.

32. All options to recover the above debts have been exhausted and this report therefore recommends that the only remaining option is to write-off the amounts listed below as irrecoverable.

Name	**Status**	**£**
Rougier Street Ltd	**Liquidation**	**-369,844.38**
Rougier House Ltd	**Liquidation**	**-95,294.15**
Mothercare UK PLC	**Insolvent**	**-140,636.40**
Arcadia Group Ltd	**Liquidation**	**-234,189.90**

Tourino Ltd	**Liquidation**	**-128,900.59**
Total		**-£968,865.42**

Directorate Analysis

Children and Education

33. The draft directorate outturn position is an overspend totalling £2,609k and the table below summarises the position by service area.

	2023/24 Budget	Draft Outturn Variance £'000	Draft Outturn Variance %
Children's Safeguarding	22,676	+2,863	+12.6
Education & Skills	15,097	+272	+1.8
School Funding & Assets	-7,642	-103	-1.3
Director of C&E & Central Budgets	2,570	-423	-16.5
Total Children & Education	32,701	+2,609	+8.0

34. There has been significant progress made in reviewing and reducing the expenditure across Children & Education, with a substantial reduction in the use of agency staff and the cost of placements. This is extremely positive and is against the national trend of ever increasing overspends in Children's Services. However, costs are increasing due to inflation, an increase in safeguarding activity reflecting greater complexity of needs and the challenges of a dysfunctional children's social care market.

35. As previously reported, the number of Children Looked After (CLA) in York has consistently been at a higher level than the budget was built to accommodate. The number at the beginning of the financial year was 267, at the end of March it was 245. Placement budgets overspent by a total of £3,027k, which is a significant improvement from the 2023/23 outturn which was £5,651k overspent. However, the pressure on this budget continues and is partly due to the limited market for children's placements and the statutory requirements placed on local authorities to meet children's needs, coupled with inflationary pressures which could worsen the position.

36. The Safeguarding Interventions & Assessment Teams budget has underspent by 246k due to vacancies held by the various teams throughout the year.

37. Staffing & other budgets within Children's Social Work Services have underspent by £241k. The majority of this underspend is due to additional income. Legal fees have overspent by £163k.

38. There is a underspend of £48k in the MASH & Targeted Intervention teams. The reason for underspend is due to vacancies held by the various teams throughout the year.

39. The Disabled Children's Services overspent by £746k mainly due to overspends on direct payments £387k, £157k for home support for a specific young person & £70k for Childcare services. A specific project reviewing historic direct payments and the process of future payments is being carried out and this is predicted to clawback some unspent payments and reduce future expenditure. This will affect 24/25.

40. Innovation and Children`s Champion budgets underspent by £137k due to the ability to fund some expenditure from the Family Hubs grant without increasing the establishment.

41. Home to School Transport overspent by £620k. This continuing overspend is due to an increase in numbers for post 16/19 plus the provision of more specialist education provision locally. This is a much more cost-effective alternative to expensive out-of-city provision but has a consequent effect on this budget as we have had to provide more transport to establishments such as York College, Askham Bryan, Choose 2 and Blueberry Academy. The change in legislation to allow EHCPs up to the age of 25, resulting in significantly more

students accessing this option, has also significantly increased our transport spend.

42. Staff resourcing issues and turnover in the SEND Statutory Services Team, and the need to resource this work to progress the Safety Valve targets has resulted in a small number of agency staff being appointed into this team over the period under consideration, resulting in an overspend of £191k (a significant improvement on the £405k overspend in 2022/23). The Educational Psychologists Service has underspent by £132k mainly due to vacancies in the team.

43. The Effectiveness and Achievement Service has overspent by £125k mainly due to one-off unexpected expenditure (York MIND), unachieved vacancy factors and also a delay in the implementation of a saving.

44. An overall underspend of £111k was achieved within the Virtual School and Inclusion service, due to a vacancy and one-off savings in non-staffing expenditure.

45. The Dedicated Schools Grant (DSG) is ahead of the target position set out in the Safety Valve recovery plan agreed with the DfE. The local authority is now in the second year of this four year agreement and has exceeded the financial targets for this year.

46. The main pressure continues to be experienced within the High Needs Block and is due to the continuing increase in High Needs numbers, and increasing complexity, requiring expensive provision, especially in Post 16 and Post 19 provision and the education element of Out of Authority placements.

47. The brought forward balance on the DSG at 1 April 2023 was a deficit of £2,723k. The current year end projection is a deficit of approximately £700k, although this is still being finalised.

48. The Safety Valve agreement commits the local authority to bring the DSG into an in-year balanced position by 2025/26. Further payments are conditional on the local authority meeting the targets set out in the Management Plan, and reporting quarterly to the DfE on progress, with the eventual aim of eliminating the in-year deficit by the target date, with additional payments by the DfE eliminating the historic deficit at that point.

49. General Fund budgets within School Funding and Assets have underspent by £108k. This is due to the use of unspent grant funding of £160k and an over-acheivement of income on interest charges to schools on early payment of BAFS funding of £71k. These have been offset by the £144k cost of writing off the revenue deficit of Naburn Primary School following conversion to an academy under the sponsored conversion route.

50. Finally, senior officers in the Directorate and Finance reviewed all budgets and identified a number of in-year mitigations to reduce the headline overspend of £4,880k at Monitor 3. An amount of £1,212k has been achieved to assist with the headline overspend, mainly from reserves and grants brought forward that can be allocated to fund expenditure in the year, plus a small amount of unallocated growth and a contingency budget.

Adults

51. The outturn position for Adult Social Care is an overspend of £6,051k and the table below summarises the latest forecasts by service area.

	2023/24 Budget £'000	Draft Outturn Variance £'000	Draft Outturn Variance %
Direct Payments	4,955	1,579	31.9
Home and Day Support	1,350	1,847	136.8
Supported Living	15,376	1,420	9.2
Residential care	14,139	2,333	16.5
Nursing care	4,905	838	17.1
Short term placements	1,228	-525	-42.7
Staffing (mostly social work staff)	7,573	64	0.8
Contracts and Commissioning	2,784	-123	4.4

In House Services	5,090	-137	-2.6
Be Independent & Equipment	1,039	179	17.2
Other	-11,799	-1,495	-12.7
Recharges	3,453	71	2.1
Total Adult Social Care	50,093	6,051	12.1

52. The final outturn position for Adult Social Care is an overspend of £6,051k, compared to £4,712k after mitigations reported at Q3. The main changes from Q3 are:
    - £2,402k of mitigations in Q3 were not achieved by the year end

    Offset by:
    - £458k budget set aside to fund Preparing for Adulthood (PFA) customers was not needed in 2024/25
    - £610k more discharge funding than assumed at Q3

53. Some of the pressures outlined in this report will continue into 2024/25. Many of the variations are also due to not fully achieving previous years' savings, some of which relate to 2020/21 and the impact of the pandemic on delivery.

54. We are revisiting those areas to assess deliverability in 2024/25 as well as rebasing the external care budgets to better reflect the current customer base; a proportion of the £4m growth given in the budget will support this exercise. The directorate also has to deliver approx. £4m of existing, agreed savings in 2024/25 alongside delivering a balanced budget.

55. The following paragraphs outline the main variations.

External Care

56. The Council purchases care from external providers who support customers to meet their assessed needs. There are a variety of purchasing arrangements such as block contracts (purchasing a set number of beds/hours at a set rate), spot arrangements where prices are negotiated on an individual customer basis and frameworks where providers specify a rate, and the Council will approach those providers but are not contractually bound to use.

57. The Council can also be a lead commissioner for a package of care where Health contributes an element towards the health needs of a customer and current practice is for the Council to pay the provider and recover from Health.

58. Direct Payments are slightly different in that payments are made to individuals who then control how the many is spent to meet their assessed needs, usually with the assistance of a support agency who help with the administration of the funds such as payroll, paying invoices etc.

59. ASC generally organise themselves alongside the four main customer groups and allocate the budgets accordingly. These are:
    - Customers with a Learning Difficulty (LD)
    - Customers with a Physical &/or Sensory Impairment (P&SI)
    - Customers experiencing poor Mental Health (MH)
    - Older customers experiencing mobility issues, memory and cognition issues, frailty (OP)

60. The following sections describe the variations to budgeted costs, customer number and income. The variations are generally due to not fully meeting previous years' savings targets plus significant price pressures in the market.

Direct Payments

61. Learning Disability direct payments have overspent by £1,084k. This is mainly due to the average cost of a direct payment being £116 per week more than in the budget (£772k), and the average cost of a transport direct payment being £49 per week more (289k).

62. The Older People direct payments budget has overspent by £339k. There are two more customers than assumed in the budget (£56k) and the average cost of a direct payment per customer is £114 per week higher than in the budget (£244k). There has also been an underachievement of the reclaims budget in 2023/24 (£121k). This is offset by an increase in health income due to having two more customers eligible than was assumed in the budget (£95k).

63. The Physical & Sensory Impairment direct payment budget has overspent by £181k, largely due to an underachievement of the reclaims budget.

64. Within the pressure described above is non achievement of delivering a £500k mitigation around removing individual contingencies. The

legal advice is that a blanket removal is illegal: However, it may be appropriate and allowable in some instances and incorporating this consideration into the reviews in 2024/25 will support bringing this budget back into balance.

Home and Day Support

65. Physical & Sensory Impairment Community Support has overspent by £641k. The average hours of homecare per week delivered by framework providers is around 179 more than in the budget (£450k) and there are 7 fewer Continuing Health Care customers (£240k). This is partially offset by an increase in the number of customers making contributions to the cost of their care (£52k).

66. The Older People Community Support Budget has overspent by £660k. The average weekly number of hours of homecare delivered by framework providers is 1,270 more than in the budget (£1,386k), there are 20 more customers on homecare exception contracts than budgeted for (£321k) and the average rate of health income received per customer is £143 per week less than in the budget (£97k). This is partially offset by the average cost per customer of an exception contract being £148 per week less than in the budget (£424k), by an increase of £18 per week in the average customer contributions received (£507k) and by additional discharge funding being received (£245k).

67. Learning Disability Community Support budgets have overspent by £422k. There are 5 more homecare customers than assumed in the budget (£98k), and 19 more day support customers (£206k). In addition, the average amount of health income received per customer is £295 per week less than in the budget (£186k). This is partially offset by having one more customer receiving health contributions (£48k) and 10 more customers making contributions towards the cost of their care (£35k) than in the budget.

68. Mental Health community support budget has overspent by £124k due to having 9 more customers in homecare placements than allowed for in the budget.

Supported Living

69. Supported Living are settings where more than one customer live, with their own tenancy agreements, where their needs are met by a combination of shared support and one to one support.

70. The LD Supported Living budget has overspent by £508k. The average cost of a placement is £71 per week more than in the budget (£712k) and expenditure on voids is £361k. This is offset by having 4 fewer customers in placement (£326k), together with an increase in income largely due to the average S117 contributions from health being £100 per week per customer higher than was assumed when the budget was set.

71. The Physical & Sensory Impairment Supported Living schemes budget has overspent by £872k. This is mainly due to the average cost of a placement being around £321 per week higher than in the budget.

72. Providers received a significant mid year uplift supported from the Market Sustainability and Improvement Fund. We are moving towards a framework price for Supported Living which will help to stabilise this currently volatile market.

Residential care

73. There is a £1,298k overspend on Older People permanent residential care placements. There are currently 16 more customers in placement than in the budget (£523k) and the average cost per placement is £167 a week higher (£1,605k). This is offset by an increase of £95 per week in the average customer contributions being received (£946k). There has also been a bad debt provision of £69k made against this budget reflecting the current financial climate our residents are operating in.

74. There is an overspend of £938k on Learning Disability residential care placements. This mainly due to the average cost of a placement being £524 per week more than in the budget (£1,833k), offset by having 7 fewer customers in placement (£806k). There is also one more customer receiving health income than assumed in the budget (£87k).

Nursing Care

75. Older People Permanent nursing care has overspent by £229k. This is due to the average cost of a placement being £240 a week more than in the budget (£1,324k), offset by having 23 fewer customers in placement (£1,018k and additional discharge funding received above budget.

76. The Mental Health nursing care budgets have overspent by £429k. There are 4 more customers in working age placements and 3 more customers in over 65 placements than was allowed for in the budget.

77. There has been an overspend of £113k on Physical & Sensory Impairment nursing placements in 2023/24. This is largely due to having one more customer than in the budget (£77k) and the average weekly cost per customer is also higher than budget.

Short Term Placements

78. These are a combination of emergency and planned placements that can be used to step people out of hospital, provide respite for carers, respond to an emergency etc but are time limited with exit strategies.

79. Older People short term placements budgets have underspent by £525k in 2023/24. The underspend on step up step down beds (£457k) is due to additional health funding having been secured for these beds. There is also an underspend on the nursing emergency placement budget as the number of placements in year has been less than assumed in the budget (£232k). This is partially offset by an increase in spend on residential emergency placements as more customers have been placed in year than was assumed in the budget (£175k).

In House Services and Staffing

80. The Council employs a variety of staff to advise and assess residents' and customers' social care needs. We also directly provide care and support to individuals and have teams which provide home care both in the community overnight and in our Independent Living Schemes, as well as running day support activities for those with a learning difficulty and those experiencing poor mental health. We also operate short stay residential care for the same customer groups.

In House Services

81. LD Small Day Services have underspent by £64k, largely due to staffing vacancies at The Bungalow.

82. Yorkcraft, the Council's supported employment service, overspent by £137k due to unachieved savings from previous years (£93k) together with an underachievement of the income budgets.

83. There has been an underspend of £255k on the Personal Support Service (PSS) and Community Care budgets. This follows the decision to outsource the community care element of the service,

transferring those staff to fill in vacancies in the PSS rotas and reducing the use of agency staff.

84. Numbers supported in Independent Living Schemes has also fallen. This is partly due to the refurbishment at Glen Lodge taking capacity out of the system but we will review the service delivery model and our ambition to see these schemes as a real alternative to residential/intensive home care.

85. 22 The Avenue has overspent by £60k in total, made up of overspends on property maintenance and security services and an underachievement of income.

Be Independent & Equipment

86. Be Independent provide equipment to customers to allow individuals to remain independent and active within their communities. They also provide an alarm response service means tested as to whether a customer pays for it.

87. Be Independent has overspent by £179k this year. There is still a budget gap of £130k arising from when the service was originally outsourced which has yet to be fully addressed. Staffing has overspent by £107k largely due to an unfunded regrade of some of the posts in the team and to having a review manager post above establishment. This is partially offset by additional income arising from Mediquip moving into the site at James Street (£60k).

Other (£1,495k underspend)

88. The budget set aside to fund Preparing for Adulthood customers coming through from children's services has not been fully needed this year (£458k). In addition there has been no spend against the department's retirement and redundancy budget in 2023/24 (£100k). Finally, around £1m of the Market Improvement & Sustainability Fund has been held back to mitigate the overspends in Adult Social Care in 2023/24.

Early Intervention & Prevention Review (EI&P)

89. During January to March 2024, cross council work was undertaken to review in detail EI&P spend across the council to meet the following budget requirement confirmed at Budget Council on 22nd February 2024:

CORP06	**Early Intervention & Prevention** A review of current service provision across the council that supports early intervention and prevention will look at where savings can be achieved through securing additional external income, reducing cost to the council and service redesign / reduction. A further report early in the new financial year will report back with further recommendations.	591

The following savings were identified to achieve this figure in total:

Saving	Amount
Communities Grants – unallocated budgets	£78k
Better Care Fund Grants – contract end* or reduction**	£215k
Public Health Staff (1.5 posts)	£84k
Additional Temporary funding	
Public Health reserve	£114k
Migrant funding	£51k
Homelessness pathways (part year only in the first year)	£51k
Total	£593k

*Ways To Wellbeing

**Move Mates

90. The post reductions are vacancies, and therefore no direct redundancies are required. The Ways to Wellbeing contract, however, whilst containing a break clause did impact on social prescribing resources in the city, which are now being reviewed by Health as a priority for them.

91. This work also triggered conversations with Health (York Place Board) about how Health, Social Care and respective EI&P service could work closer together going forward to create efficiencies but also to improve EI&P co-ordination and effectiveness to reduce demand and costs of statutory interventions. This work is likely to reshape community based EI&P service delivery going forward and there will be more reports to Executive as this develops.

Place

92. The directorate outturn position is an underspend totalling £2,310k and the table below summarises the latest forecasts by service area.

	2023/24 Budget £'000	Draft Outturn Variance £'000	Draft Outturn Variance %
Transport	8,046	-536	-6.7
Fleet	112	-116	-103.6
Highways	5,340	552	10.3
Parking Services	-6,169	-1,604	26.0
Waste	16,145	-999	-6.2
Public Realm	3,887	-66	-1.7
Emergency Planning	137	32	23.4
Planning Services	1,387	99	7.1
Forward Planning	728	-2	-0.3
Public Protection	1,430	-168	-11.7
Community Safety	777	1	0.1
Asset and Property Management	378	-80	-21.2
Facilities Management	1,653	317	19.2
Commercial Property	-3,787	409	10.8
Regen & Economic Development	477	-7	-1.5
Housing Services	2,610	-95	-3.6
Management and Support	55	-47	-85.5
Place total	**33,206**	**-2,310**	**-7.0**

93. The Place Directorate has delivered a larger than forecast underspend which given pressures across Children's and Adults social care is of benefit to the council position overall. The primary reason for the underspend is continued strong performance from income particularly relating to parking. However other income budgets performed better than expected in the final quarter particularly across Planning fees, Waste income and Transport fees and charges. Cost control measures have delivered savings across all service areas and the Directorate maximised charges to capital where possible particularly across the Highways service.

94. Car park income to the end of the year remained strong across the city at being £643k (8%) ahead of total income in 2022/23 and £1,713k (25%) ahead of budget. There was also further income above budget of £70k from Penalty Charge notices less a shortfall of £72k from Respark. Parking expenditure was broadly on budget which is better than forecast at Monitor 3 as budget was provided for business rates increases from the prices contingency.

95. There was an underspend of (£999k) across waste disposal and collection. Income from selling spare capacity at Allerton Waste Recovery Plan was £526k higher than forecast as overall council waste tonnages remained static. The council also received a further £80k from deductions as the KPI for recycling was not met by the facility operator. There was also additional recycling income due to higher than budgeted commodity prices totalling £351k. There was also additional income from gas sales from Harewood Whin which was £130k higher than budget and HWRC fees which were £69k above budget. It is proposed that a contribution of £500k is made from the Waste Budget into reserve to fund the continued costs of implementing the Garden Waste roll out and associated Customer Relationship Management system.

96. Across Waste Collection operational costs were £397k below budget as vehicle repairs and the cost of hire was below budget as the fleet is relatively new.

97. Within the Highways area there was a year end overspend totalling £552k. This included additional costs of dealing with a significant number of flooding events between December and March which was £286k above budget. The high cost of energy costs also resulted £698k costs above budget. To offset these costs it was possible to

charge additional highways works to capital in order to mitigate the overspend.

98. Within Transport there was an underspend of £0.5m across the service. Of this £474k related to there not being a requirement to pay the levy to the West Yorkshire Transport Fund during 2023/24. As the Fund has not yet borrowed the Combined Authority are not in need of levy payments this year. This has provided a saving that is proposed to contribute towards the abortive costs from the Transport programme that are detailed in the Capital Outturn report elsewhere on the agenda (£802k).

99. The Transport budget area has also seen savings against the Concessionary Fares budget £715k as numbers of concessionary passengers have not fully returned to pre pandemic levels. Income levels were higher than budgeted particularly from Traffic Regulation Orders (£-283k). Elsewhere across transport the service was able to offset costs from the use of external grants and contributions to minimise council costs.

100. There was a significant improvement in income from Planning fees with double the budgeted income levels being received late in the year. This led to the year end position being an income shortfall of £100k across planning compared to an estimate of £450k at quarter 3.

101. Across the Commercial Portfolio, whilst rents were broadly in line with budget there were overspends relating to energy costs, repairs and insurances which led to a position £407k below budget.

102. The budget for facilities management assumes full occupation of external partners at West Offices. There remains a void on floor two whilst let is still subject to final completion. This has led to a forecast shortfall of £338k in this service area.

103. In summary the Directorate has seen significant surplus income arising from Parking £1.6m and Waste Services £1m along with the underspend from Concessionary Fares £0.7m has allowed an underspend to be delivered across the Directorate. Strict cost control measures introduced across the autumn have ensured that other overspends (eg flooding and commercial property) have been contained within other directorate budgets.

104. The position will not recur to this level as savings across parking revenue and waste have been agreed as savings in the 2024/25 budget alongside a further general savings target.

Housing Revenue Account

105. The Housing Revenue Account budget for 2023/24 was set as a net surplus of £342k prior to debt repayment at February 2023. There were carry forwards of £1,611k agreed as part of the outturn report meaning the revised budget stands at £3,169k deficit (including £1,900k debt repayment).

106. The year end position is an underspend of £537k although when taking account of the need to carry forward £1,926k to fund committed capital expenditure the deficit was £1,389k although better than budget. When excluding the debt repayment the underlying position was an underspend of £511k. The main budget lines are shown below.

Activity area	Net Budget	Actual	Variance
	£'000	£'000	£'000
Repairs & Maintenance	9,526	9,160	-366
General Management	7,684	6,523	-1,161
Special Services	4,245	4,127	-118
Other Expenditure	20,562	20,099	-463
Dwelling rents	-35,585	-34,955	+630
Non-Dwelling Rents	-553	-565	-12
Charges for Services	-2,151	-1,958	+193
Other Income	-559	-2,968	-2,409
Total	**3,169**	**-537**	**-3,706**
Deferred Revenue Contribution		1,926	1,926
Revised Position	**3,169**	**1,389**	**-1,780**
Debt Repayment	-1,900	-1,900	0
Adjusted excluding Rev Con and Debt Repayment	**1,269**	**-511**	**-1,780**

107. Across expenditure 96% of the repairs budget was spent in the year. Whilst reactive repairs were overspent there was an underspend across planned repairs (external painting). This was linked to the procurement of contractors as the external painting season is during the first half of the financial year. It is proposed to carry forward the repairs underspend of £366k into 2024/25 to allow for this work to be accelerated.

108. There was an underspend of £1,170k within General Management primarily due to lower than budgeted recharges £295k and underspends across Housing Operations £388k and Asset Management £239k.

109. There was a continued shortfall in dwelling rental income of £721k due to the level of voids. Glen Lodge currently has around 30 empty properties pending the refurbishment works, this also has an impact on the service charges expenditure and income.

110. The depreciation charge for the HRA was £1,100k higher than budget. To offset this however the high level of interest rates and large cash balances across the HRA provided an additional £2.2m of credit interest. The budgets for both of these have been amended in 2024/25 as part of the budget process.

111. Included in the budget is £2.9m revenue contributions to capital expenditure. Of this £1m was spend leaving £1.9m to slip into 2024/25. Included in the slippage is resources to fund the Energy Efficiency programme £1.3m and the HEIP programme £161k. These are included in the capital programme.

112. The high level of working balance is available to start repaying the £121.5m debt that the HRA incurred as part of self-financing in 2012. The first repayment of £1.9m was paid in 2023/24 and a second payment on £8.4m is due to be repaid at 31st March 2025. These are to be funded from general reserves.

113. The HRA working balance position as at 31st March 2024 was £30.0m which is higher than assumed when the budget was set. Taking into account the slippage of £2.3m into 2024/25 the forecast balance at 31st March 2025 is estimated to reduce to £21.4m

Corporate, Customers & Communities

114. The outturn position for the remaining areas of the Council is a net underspend of £89k and the table below summarises the latest forecasts by service area.

	2023/24 Budget £'000	Draft Outturn Variance £'000	Draft Outturn Variance %
Chief Finance Officer	3,185	-54	-1.7
HR and Corporate Management	-18,446	-336	-1.8
Customers & Communities	18,300	446	2.4
Governance	5,328	-145	-2.7
Public Health	568	0	0
Total Corporate, Customers & Communities	**8,935**	**-89**	**0.9**
Other central budgets and treasury management	17,189	-2,600	-15.1

115. Within Customers and Communities, the most significant pressure (£646k) arises from the continued pressure across Housing Benefit Overpayments as the move to Universal Credit reduces opportunities to achieve income from recovering overpayments and the variance between the cost of B&B accommodation for the homeless and the benefits claimed for the accommodation. Neither if these pressures are in the direct control of the service to manage. This has been partly mitigated during the year by maximising grant income and increased income generation in other areas with Customers and Communities. Following due diligence work surrounding the

Resettlement project it is likely that this figure will reduce in future years as Hostel accommodation should be fully reclaimable.

116. The underspend in HR and Corporate Management is predominately due to CYT's 20222/23 dividend (£300k) being is higher than budgeted.

117. The Governance underspend and movement is mainly due to holding vacancies in several teams and recharges to the Combined Authority for staff time, compensating overspends in other areas such as Coroners and Elections.

118. The continued pressure from the loss of external payroll contracts within the Payroll Team (£200k) has been mitigated by underspends in the Business Support Team and ICT staffing vacancies and additional income.

119. Within Communities there was a saving from commissioning grants (£100k) and also from maximising charges to grants and external funding. There was an underspend in relation to Ward Committees of £16k and it is proposed to refocus this funding to YFAS for 2024/25.

120. The pressure from inflation on the energy and maintenance contract with Bereavement Services, was compensated by increased levels income from the Crematorium at the end of the year, improving the position by £72k from monitor 3.

121. The reported overspend in the Chief Finance Officer Area at monitor 3 due to an increased External Audit fee of £175k, has been offset by increased insurance interest (£90k) and reimbursement for the Chief Finance Officer time in the role of establishing the Combined Authority.

122. Across all service areas Managers held vacancies wherever possible and explored other ways of working to reduce spend and liaising with finance on maximising income generation and grant utilisation.

123. The savings within treasury management and other corporate budgets are due to the policy of delaying borrowing by using cash balances, along with slippage on the capital programme. The Council has now started to borrow again, so this saving is not recurring in future years.

Performance – Service Delivery

124. This performance report is based upon the city outcome and council delivery indicators included in the Performance Framework for the Council Plan (2023-2027) which was launched in September 2023. Wider or historic strategic and operational performance information is published quarterly on the Council's open data platform; www.yorkopendata.org.uk

125. The Executive for the Council Plan (2023-2027) agreed a core set of indicators to help monitor the Council priorities and these provide the structure for performance updates in this report. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly.

126. A summary of the city outcome and council delivery indicators by council plan theme are shown in the paragraphs below along with the latest data for all of the core indicator set.

127. Progress against priority actions contained within the Council Plan has been published here: https://www.york.gov.uk/CouncilPlanProgress and will be updated every 6 months to regularly provide details of activity, as the council works to deliver the Council Plan.

128. A progress update on how the council's 10-Year strategies underpin the ambitions of the council, relate to the Council Plan and inform the council's priorities has been published here under item 4: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1064&MId=14671&Ver=4

129. A summary of the city outcome and council delivery indicators that have an **improving** direction of travel based on the latest available data are as follows:

- Number of children in temporary accommodation (paragraph 132)
- Percentage of people who use services who have control over their daily life (older people) (paragraph 138)
- Earnings gap between the 25 percentile and the median (paragraph 151)
- % of dwellings with energy rating in A-C band in the EPC Register (paragraph 167)

- Number of homeless households with dependent children in temporary accommodation (paragraph 173)
- % of dwellings failing to meet the decent homes standard (paragraph 178)
- Number of Void Properties – Standard Voids (paragraph 181)
- Number of Void Properties – Major Works Voids (paragraph 181)
- Carbon emissions across the city (tonnes of carbon dioxide equivalent) (paragraph 184)
- Number of trees planted (CYC) (paragraph 187)
- FOI & EIR - % Requests responded to in-time (paragraph 190)
- Average sickness days per FTE – CYC (excluding schools) (Rolling 12 months) (paragraph 193)
- York Customer Centre average speed of answer (paragraph 194)

130. Indicators that have a worsening direction of travel based on the latest available data are;

- %pt gap between disadvantaged pupils and their peers achieving 9-4 in English & Maths at KS4 (paragraph 132)
- Universal Credit Claimants (paragraph 148)
- Housing affordability (median house prices to earnings ratio) (paragraph 152)
- % of Talkabout panel satisfied with their local area as a place to live (paragraph 185)
- % of Talkabout panel who think that the council are doing well at improving green spaces (paragraph 189)

Performance - Health and Wellbeing: A health generating city

Health and wellbeing: A health generating city (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Income Deprivation Affecting Children Index (IDACI)	0.12 (2020/21)	0.1 (2021/22)	⇨	5 yearly	National Rank 2021/22: 253	2022/23 data available in October 2024
Number of children in temporary accommodation - (Snapshot)	47 (Q2 2023/24)	39 (Q3 2023/24)	⇩ Good	Quarterly	Not available	Q4 2023/24 data available in August 2024
%pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4	32.00% (2021/22)	43.60% (2022/23)	⇧ Bad	Annual	National Data 2022/23 43.30%	2023/24 data available in December 2024
% of reception year children recorded as being overweight (incl. obese) (single year)	22.70% (2021/22)	19.90% (2022/23)	⇨	Annual	National Data 2022/23 21.31%	2023/24 data available in November 2024
Slope index of inequality in life expectancy at birth - Female - (Three year period)	6.2 (2019/20)	5.7 (2020/21)	⇨	Annual	Regional Rank 2020/21: 3	2021/22 data available TBC
Slope index of inequality in life expectancy at birth - Male - (Three year period)	8.3 (2019/20)	8.4 (2020/21)	⇨	Annual	Regional Rank 2020/21: 3	2021/22 data available TBC
% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excl. gardening)	70.4% (2022/23)	69.8% (2023/24)	⇨	Annual	National Data 2023/24 63.4%	2024/25 data available in April 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

131. **Number of children in temporary accommodation –** at the end of Q3 2023-24, there were 39 children in temporary accommodation in York which, which is a reduction from 47 children in Q2 and from 63 at the end of 2022-23. The majority of these children are in stable family setups, do not show evidence of achieving worse outcomes, and York continues to report no households with children housed in Bed and Breakfast accommodation.

132. **%pt gap between disadvantaged pupils and their peers achieving 9-4 in English and Maths at KS4 –** In 2020 and 2021, all GCSE, AS and A Level exams were cancelled and replaced by a combination of teacher assessment, mock exam results, course work and a standardised calculation. Summer 2022 saw a return to the familiar testing methods.

133. The gap at age 16 widened in York and Nationally to 43% in summer 2023. A legacy of Covid-19 is that school attendance of disadvantaged groups has been slower to recover, and has been worse than for the same group nationally. The work currently being undertaken through the Attendance Graduated Response is seeing improvements in attendance.

134. Reducing the attainment gap between disadvantaged pupils and their peers is a key priority in all phases of education across 0-19 years.

Our long-term strategy re closing the gap is linked to the early identification of speech, language and communication needs in the early years through Early Talk For York (ETFY). Early communication and language development is particularly important in helping to tackle inequalities between disadvantaged children and their peers. Data shows that the 'gap' between non disadvantaged children nationally and disadvantaged children in the ETFY area reduced by 32%, from 34.5% (2018) to 2.5%, during the pilot. The scale up of the programme is designed to reduce the long-standing attainment gap and will focus on supporting the transition of children from the early years in to school.

135. **% of reception year children recorded as being overweight (incl. obese) –** The participation rates for the National Child Measurement Programmes (NCMP) in York for 2022-23 were 97.2% for reception aged children and 95.1% for Year 6 pupils.
    - The 2022-23 NCMP found that 19.9% of reception aged children in York were overweight (including obese), compared with 21.3% in England and 22.5% in the Yorkshire and Humber region. York has the second lowest rate of overweight (including obese) for reception aged children in the Yorkshire and Humber region.
    - Of Year 6 children in York, 32.5% were overweight (including obese) in 2022-23 compared with 36.6% in England and 38.1% in the Yorkshire and Humber region. York has the lowest rate of overweight (including obese) for Year 6 children in the Yorkshire and Humber region.

136. **% of adults (aged 16+) that are physically active –** The latest data from the Adult Active Lives Survey for the period from mid-November 2022 to mid-November 2023 was published in April 2024. In York, 515 people aged 16 and over took part in the survey, and they reported higher levels of physical activity, and lower levels of physical inactivity, compared with the national and regional averages. Positively:

    - 69.8% of people in York did more than 150 minutes of physical activity per week compared with 63.4% nationally and 61.7% regionally. There has been no significant change in the York value from that 12 months earlier.

    - 18.8% of people in York did fewer than 30 minutes per week compared with 25.7% nationally and 27.7% regionally. There

has been no significant change in the York value from that 12 months earlier.

Health and wellbeing: A health generating city (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Percentage of people who use services who have control over their daily life - Disabled People (ASC User Survey)	79% (2021/22)	78% (2022/23)	⇨	Annual	Not available	2023/24 data available in December 2024
Percentage of people who use services who have control over their daily life - Older People (ASC User Survey)	71% (2021/22)	77% (2022/23)	⇧ Good	Annual	Not available	2023/24 data available in December 2024
Overall satisfaction of people who use services with their care and support	65.10% (2021/22)	66.50% (2022/23)	⇨	Annual	National Data 2022/23 64.40%	2023/24 data available in December 2024
Health Inequalities in wards	See below	See below	⇨	Annual	Not available	See below
Absolute gap in mortality ratio for deaths from circulatory disease (under 75) between highest and lowest York ward (5 year aggregated)	153.8 (2019/20)	141.1 (2020/21)	⇨	Annual	Not available	2021/22 data available in May 2024
Gap in years in Life Expectancy at birth for Males between highest and lowest York ward (5 year aggregated)	10.2 (2019/20)	11.7 (2020/21)	⇨	Annual	Not available	2021/22 data available in May 2024
Gap in years in Life Expectancy at birth for Females between highest and lowest York ward (5 year aggregated)	8.2 (2019/20)	11.1 (2020/21)	⇨	Annual	Not available	2021/22 data available in May 2024
Absolute gap in hospital admission ratio for self-harm between highest and lowest York ward (5 year aggregated)	133.2 (2019/20)	119.6 (2020/21)	⇨	Annual	Not available	2021/22 data available in May 2024
Absolute gap in hospital admission ratio for alcohol-related harm (narrow definition) between highest and lowest York ward (5 year aggregated)	70.7 (2017/18)	88.8 (2020/21)	⇨	Annual	Not available	2021/22 data available in May 2024
Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest York ward (4 yr aggregated)	13.10% (2021/22)	13.65% (2022/23)	⇨	Annual	Not available	2023/24 data available in October 2024
Absolute gap in % of Year 6 recorded overweight (incl. obesity) between highest and lowest York ward (3 year aggregated)	24.40% (2021/22)	24.68% (2022/23)	⇨	Annual	Not available	2023/24 data available in December 2024
Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data)	36.70% (2021/22)	38.98% (2022/23)	⇨	Annual	Not available	2023/24 data available in October 2024
Number of children in care, excluding Short Breaks - (Snapshot)	262 (2022/23)	243 (2023/24)	⇨	Quarterly	National Data 2021/22 70	Q1 2024/25 data available in July 2024
Number of children subject to a Child Protection Plan - (Snapshot)	105 (2022/23)	147 (2023/24)	⇨	Quarterly	National Data 2021/22 42.1	Q1 2024/25 data available in July 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

137. **Percentage of people who use services who have control over their daily life – Disabled People –** In 2022-23, 78% of all York's respondents to the Adult Social Care Survey said that they had "as much control as they wanted" or "adequate" control over their daily life, which was the same as the percentage in the Y&H region as a

whole. It is higher than the corresponding percentage who gave one of these responses in England as a whole (77%). It has slightly decreased in York from the 2021-22 figure (79%).

138. **Percentage of people who use services who have control over their daily life – Older People –** In 2022-23, 77% of older people in York that responded to the Adult Social Care Survey said that they had "as much control as they wanted" or "adequate" control over their daily life. This is higher than the corresponding percentages experienced by older people in the Y&H region and in England as a whole (both 74%). It has also increased in York from the 2021-22 figure (71%).

139. **Overall satisfaction of people who use services with their care and support –** Data at LA and national level for 2022-23 was published in December 2023, and the data shows that there has been a slight increase in the percentage of York's ASC users who said that they were "extremely" or "very" satisfied with the care and support they received from CYC compared with 2021-22 (up from 65% to 67%). The levels of satisfaction experienced by York's ASC users in 2022-23 were slightly higher than those in the Y&H region (66% said they were "extremely" or "very" satisfied with the care and support from their LA) and in England as a whole (64% gave one of these answers).

140. **Health Inequalities in wards –** The 'health gap' indicators show the difference between the wards with the highest and lowest values. A lower value is desirable as it indicates less variation in health outcomes based on where people live within the City. Trend data for these indicators helps to monitor whether the gaps are narrowing or widening over time.

- Absolute gap in % of Year 6 recorded overweight (incl. obesity) between the highest and lowest York ward (3 year aggregated) - The value for this indicator for the 3 year period 2020-21 to 2022-23 was 24.7% (the gap between 43.4% in Westfield and 18.8% in Heworth Without). The trend in this gap indicator shows a widening in the difference between the values in the highest and lowest ward over time (12.6% in 2011-12 to 2013-14 to 24.7% in the most recent 3 year period).

- Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest York ward (4 yr aggregated) - The value for this indicator for the

4 year period 2019-20 to 2022-23 was 13.7% (the difference between 96.6% in Bishopthorpe and 82.9% in Fulford & Heslington). At present there is only one previous value for this indicator (13.1% for the period 2018-19 to 2021-22) so it is not yet possible to identify a trend.

- Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data) - The value for this indicator for the 4 year period 2019-20 to 2022-23 was 40% (the gap between 79.8% in Heworth Without and 40.8% in Westfield). There is not a long trend history for this indicator but there has been slight widening of the gap from the 4 year period 2017-18 to 2020-21 (36.5%) to the most recent 4 year period (39%).

141. **Children and young people in care per 10k, excluding short breaks –** At the end of March 2024, 243 children and young people were in York's care, with a steady reduction throughout the year from 262 in March 2023. As a rate per 10k population, this is just below the national average and within York's expected range. Unaccompanied Asylum Seeking Children (UASC), a sub-group of children in care, are expected to increase in number in York. At the end of March, 18 of York's children in care were UASC, compared to 14 in March 2023. The National Transfer Scheme now mandates that "the Home Office will not transfer UASC to an authority that is already looking after UASC in line with, or greater than, 0.1% of their child population". For York, this is equivalent to approximately 36 young people meaning this sub-group of children in care has the scope to double.

142. **Children subject to a Child Protection Plan –** 147 children were the subject of a Child Protection Plan at the end of March 2024. The number of children on plan in York was consistently within our expected range (111-141 child protection plans) throughout 2023-24. As a rate per 10k population, York is currently below the most recently released National average.

Performance - Education and Skills: High quality skills and learning for all

Education and Skills: High quality skills and learning for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of working age population qualified - to at least L2 and above (New methodology from 2022/23)	94.2% (2022/23)	90% (2023/24)	⇨	Annual	National Data 2023/24: 86.5%	2024/25 data available in May 2025
% of working age population qualified - to at least L4 and above (New methodology from 2022/23)	60.3% (2022/23)	53.8% (2023/24)	⇨	Annual	National Data 2023/24: 47.3%	2024/25 data available in May 2025
% of pupils achieving 9-4 or above in English & Maths at KS4 (C or above before 2016/17)	75.30% (2021/22)	70.20% (2022/23)	⇨	Annual	National Data 2022/23 65.30%	2023/24 data available in December 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

143. **% of working age population qualified to at least L2 and above –** In 2023-24, 90% of the working age population in York were qualified to at least L2 and above (GCSE grades 9-4), which is higher than the national and regional figures (86.5% and 85.1% respectively). This result ranks the city of York first regionally. This latest figure is a slight decrease from 2022-23 (94.2%). It should be noted that there has been a slight change in methodology from 2022-23.

144. **% of working age population qualified to at least L4 and above –** In 2023-24, 53.8% of the working age population in York were qualified to at least L4 and above (certificate of higher education or equivalent), which is higher than the national and regional figures (47.3% and 41.2% respectively). This result ranks the city of York fourth regionally. The 2023-24 figure is a decrease from 2022-23 (60.3%) but higher than in previous years.

145. **% of pupils achieving 9-4 or above in English and Maths at KS4 –** DfE data shows strong performance for York pupils when compared with National averages. In 2022-23, 70.2% of York's Year 11s achieved grades 9-4 in English and Maths (considered a standard pass), compared to 65.3% Nationally.

Education and Skills: High quality skills and learning for all (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of children who have achieved a Good Level of Development (GLD) at Foundation Stage - (Snapshot)	70.90% (2021/22)	69.70% (2022/23)	⇨	Annual	National Data 2022/23 67.20%	2023/24 data available in December 2024
Number of children who are eligible for a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	2,118 (2021/22)	2,197 (2022/23)	⇨	Annual	Not available	2023/24 data available in June 2024
% of children who are eligible for a free school meal in the primary sector (excluding Danesgate)	15.47% (2021/22)	15.88% (2022/23)	⇨	Annual	National Data 2022/23 23.99%	2023/24 data available in June 2024
Number of children who are eligible and taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	1,720 (2021/22)	1,760 (2022/23)	⇨	Annual	Not available	2023/24 data available in June 2024
% of children taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	12.30% (2021/22)	12.72% (2022/23)	⇨	Annual	Not available	2023/24 data available in June 2024
Number of children who are eligible for a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,411 (2021/22)	1,621 (2022/23)	⇨	Annual	Not available	2023/24 data available in June 2024
% of children who are eligible for a free school meal in the secondary sector (excluding Danesgate)	12.60% (2021/22)	14.26% (2022/23)	⇨	Annual	National Data 2022/23 25.39%	2023/24 data available in June 2024
Number of children who are eligible and taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	977 (2021/22)	1,159 (2022/23)	⇨	Annual	Not available	2023/24 data available in June 2024
% of children taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	8.70% (2021/22)	10.20% (2022/23)	⇨	Annual	Not available	2023/24 data available in June 2024
Total number of children who are eligible for a free school meal - (York LA Local Measure) - (Jan Census snapshot)	3,690 (2021/22)	3,985 (2022/23)	⇨	Annual	Not available	2023/24 data available in June 2024
Total number of children who are eligible and taking a free school meal - (York LA Local Measure) - (Jan Census snapshot)	2,764 (2021/22)	2,987 (2022/23)	⇨	Annual	Not available	2023/24 data available in June 2024
Total number of active EHCPs overseen by SEND Services (Snapshot)	NC	1,400 (2023/24)	⇨	Monthly	Not available	Q1 2024/25 data available in August 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

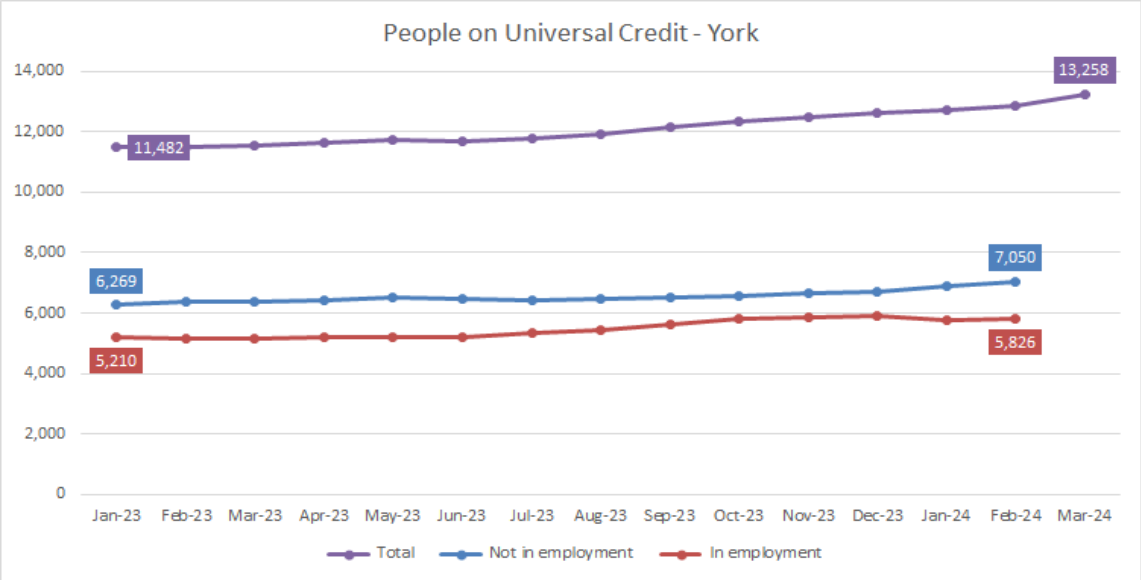
146. **% of children who have achieved a Good Level of Development at Foundation Stage –** 69.7% of our 5-year-olds achieved a Good Level of Development compared to 67.2% Nationally, and 66.2% in Yorkshire and Humber.

147. Performance in York and nationally has not yet returned to 2019 levels. Studies which are analysing the impact of the pandemic on Early Years Development broadly suggest that we could see similar performance for several cohorts whilst the children “catch up” following the disruption of the pandemic.

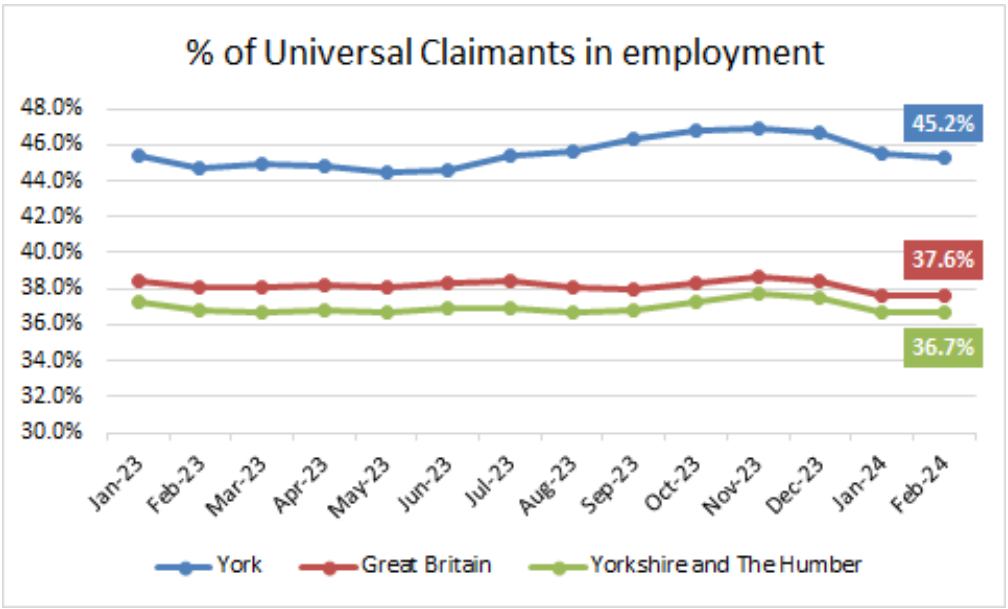
Performance - Economy: A fair, thriving, green economy for all

Economy: A fair, thriving, green economy for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Universal Credit: Claimants	11,524 (2022/23)	13,258 (2023/24)	⬆ Bad	Quarterly	Not available	Q1 2024/25 data available in July 2024
Earnings gap between the 25 percentile and the median (£) (York)	£164.20 (2022/23)	£152.20 (2023/24)	⬇ Good	Annual	Not available	2024/25 data available in December 2024
Housing affordability (median house prices to earnings ratio)	8.85 (2021/22)	9.3 (2022/23)	⬆ Bad	Annual	National Data 2021/22 8.92	2023/24 data available in March 2025
% of vacant city centre shops	8.50% (2022/23)	8.87% (2023/24)	⇨	Monthly	National Data 2022/23 13.80%	Q1 2024/25 data available in July 2024
Business Startups - (YTD)	796 (February 2023)	767 (February 2024)	⇨	Quarterly	Not available	Q4 2023/24 data available in May 2024
GVA per head (£)	27,572 (2020/21)	30,684 (2021/22)	⇨	Annual	Regional Rank 2021/22: 2	2022/23 data available in May 2024
% of working age population in employment (16-64)	80.60% (Q2 2023/24)	79.40% (Q3 2023/24)	⇨	Quarterly	National Data Q3 2023/24 75.80%	Q4 2023/24 data available in July 2024
% of Total Employees working for an Accredited Good Business Charter employer	12.10% (2021/22)	13.40% (2022/23)	⇨	Annual	Not available	2023/24 data available in September 2024
% of Total Employees working for an Accredited Living Wage employer	14% (2021/22)	16% (2022/23)	⇨	Annual	Not available	2023/24 data available in September 2024
Survival of Newly Born Businesses post 1 year	94.00% (2021/22)	94.40% (2022/23)	⇨	Annual	Not available	2023/24 data available in November 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

148. **Universal Credit Claimants –** At the end of March 2024 there were 13,258 people, in York, on Universal Credit. This is the highest figure to date, surpassing the previous high of 13,236 in February 2021. The figures dropped to a low of 11,054 in May 2022 but they have steadily increased since then. This is a mixture of increased claimants and people who have been converting over from other schemes, with this picture becoming clearer in 2024-25 as DWP predicts/plans for all people to have moved over to Universal Credit. This represents 9.8% of the working population in York, compared to 18.2% regionally and 16.2% nationally.



149. There are two types of claimant: those in employment and those not. Both types have been gradually increasing in the last 12 months with the number of those not in employment increasing as claimants of health-related legacy benefits (e.g. Employment and Support Allowance) are migrated across to Universal Credit. The increase in the number of those in employment may be attributed to a higher percentage of part time workers (30.7% in York, 26.5% regionally and 23.8% nationally).



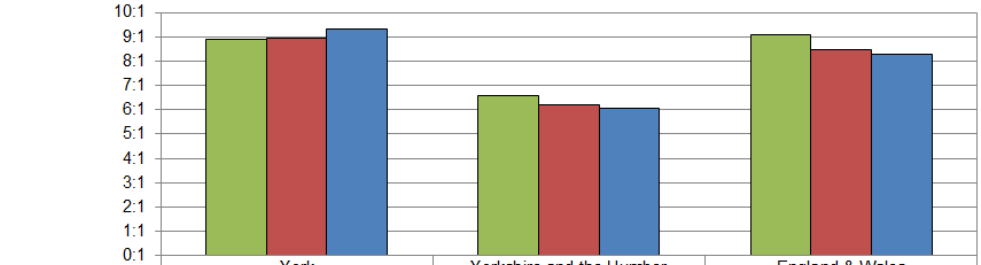
150. Inflation dropped to 3.2 per cent in March from 3.4 per cent in the previous month with food prices being the main reason for the fall, with prices rising by less than a year ago. Higher fuel costs, likely a reflection of a sharp rise in international oil prices over the last months have lessened the fall in inflation. There are tentative signs that the jobs market is beginning to cool, with data available in April

2024 suggesting both a fall in the headline employment rate and a drop in the total number of people on payrolls from HMRC data which has led to a slowing in earnings growth.

151. **Earnings gap between the 25 percentile and the median (£) –** The earnings gap is the difference between full time workers in the bottom quartile and those earning the median. In York, the latest figures show that this gap has reduced by 7.3%, in 2023, to £152.20. This is the lowest gap since 2018-19. Nationally, there has been an increase of 1.4% to £163.20 and regionally an increase of 4.7% to £139.50. It is worth noting that the difference between workers in low-paying and other occupations and industries are not limited to pay. Part-time work, zero-hours contracts and temporary contracts are more common for those working in low-paying occupations, while small firms are more likely to be in low-paying industries. However nationally, in 2023, 8.9% of all employee jobs were low paid (paid less than two-thirds of median hourly pay), when considered in terms of hourly earnings. This was the lowest proportion of low-paid employee jobs by hourly pay since the data series began in 1997, which coincides with recent increases in the National Minimum Wage (NMW) and National Living Wage (NLW) rates. This also coincides with the additional increase in the NMW for those aged 23 and 24 years, who joined those aged 25 years and over in receiving the NLW in 2021.

152. **Housing affordability (median house prices to earnings ratio) –** In 2023, full-time employees, in York, could expect to spend around 9.3 times their annual earnings buying a home. The equivalent figure in England is 8.3 times their annual earnings, with 6.1 times in the region. In York this has increased by 3.8% on last year whilst at the national and regional level, these ratios are similar to 2022, and represent a return to the pre-coronavirus (COVID-19) pandemic trend.

Ratio of median house price to median earnings



	York	Yorkshire and the Humber	England & Wales
2021	8.87:1	6.56:1	9.06:1
2022	8.96:1	6.22:1	8.47:1
2023	9.30:1	6.08:1	8.26:1
Annual % Change	3.8%	-2.3%	-2.5%

Source: ONS - Table 5c Ratio of median house price to median earnings by district

153. **% of vacant city centre shops –** Whilst acknowledging that a number of city centre streets and prime commercial locations seem to be experiencing higher vacancy levels than York's average, overall at the end of March 2024, there were 56 vacant shops in the city centre (two more than the number at the end of March 2023), which equates to 8.9% of all city centre shops. This is much lower than the national benchmark in 2022-23 of 13.8%. The York figures have remained stable for a number of years.

154. **Business start ups –** Figures for 2022-23 showed 870 new business start-ups for York, which is higher than in the previous year (746 in 2021-22). The York figure is at only a slightly lower level to that seen before the pandemic (932 in 2019-20). The year to date figure up to the end of February 2024 of 767 new start ups is at a similar level to last year. The monthly figures for business start ups in York came from a regionally paid for dataset but this has now come to an end. Alternative sources of this information are being sought.

155. **GVA per head (£) –** In 2021-22, the GVA per head in York was £30,684 which was the second highest figure regionally. This latest figure is an increase from last year (£27,572). Annually since 2009-10, the GVA per head has generally been increasing (from £25,976 per head).

156. **% of working age population in employment (16-64) –** In Q3 2023-24, 79.4% of the working age population were in employment, which is higher than the national and regional figures (75.8% and 74.2% respectively) and the York performance gives the city a ranking of second regionally. The figure for Q3 2023-24 in York remains fairly high overall but is lower than the figures seen for the previous two years.

157. **% of Total Employees working for an Accredited Living Wage/Good Business Charter employer –** 16% of employees worked for an Accredited Living Wage employer and 13% worked for an Accredited Good Business Charter employer in 2022-23, which are both higher than in the previous year (14% and 12% respectively).

158. **Survival of Newly Born Businesses post 1 year –** Businesses have had a turbulent time over recent years, coping with Covid, the soaring cost of energy, high inflation and high interest rates. The latest business demography statistics suggest that resilience may be better than expected. In York, 175 businesses were created in Q3 2023-24, up 6% on a year ago. There were 160 business closures in the same quarter, down 8% on the year before. The survival rate post 1 year has been consistently above 94% in York for the last 4 years, with the latest figure of 94.4%. The York figures have been consistently higher than the National and Regional rates.

Performance - Transport: Sustainable accessible transport for all

159. The majority of the indicators in this Transport section are annual indicators, therefore data is not yet available for all indicators for 2023-24. As soon as new data becomes available, narrative will be included in future versions of this report.

Transport: Sustainable accessible transport for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
P&R Passenger Journeys	2m (YTD Dec 21	2.4m (Prov) (YTD Dec 22)	⇧ Good	Quarterly	Not available	TBC
Local bus passenger journeys originating in the authority area (excluding P&R)	5.54m (YTD Dec 22)	7.26m (Prov) (YTD Dec 22)	⇧ Good	Quarterly	Not available	TBC
Area Wide Traffic Levels (07:00 - 19:00) (Excluding A64) from 2009/10 baseline (2.09m)	2.07m (2021/22)	2.08m (2022/23)	⇨	Annual	Not available	2023/24 data available in summer 2024
Index of cycling activity (12 hour) from 2009 Baseline (31,587)	115.00% (2022)	113.00% (2023)	⇨	Annual	Not available	2024 data available in early 2025
Index of pedestrians walking to and from the City Centre (12 hour in and out combined) from 2009/10 Baseline (37,278)	104.00% (2021)	123.00% (2022)	⇨	Annual	Not available	2023 data available in July 2024
% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus - excluding cars, Lift, Motorcycle, Train)	71.90% (2019)	79.40% (2021)	⇨	Annual	Not available	2022 data available TBC
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

160. **Area Wide Traffic Levels –** Between 2011-12 and 2016-17, the number of vehicles on the city's roads increased year on year to a

high of 2.2 million. Following this, the numbers decreased to a low of 1.75m in 2020-21. However, the covid pandemic brought with it numerous national lockdowns and local restrictions so the decrease in traffic levels was to be expected. Since then, figures have been increasing again to the latest figure of 2.08m in 2022-23.

161. **Index of Cycling activity –** Prior to the pandemic, cycling levels in the city were around 41% (2019) above the baseline taken in 2009. Recently released data shows that cycling levels in 2023 were 13% above the baseline. The pandemic had a huge effect on how people travel around, and how much they travel. Other cities with high levels of cycling have also seen falls in activity. In York, cycling levels appear to have fallen because of a decline in commuting (as a result of more working from home), although travel patterns are still settling down. York has a strong walking and cycling heritage, but if we are to achieve our climate and traffic reduction targets and see a long-term, sustainable increase in rates of cycling, we need to enable more people to choose the bicycle as the primary way of getting around. There is much more to be done to encourage even more people towards riding, wheeling and walking in the future, and we have recently carried out an extensive consultation to better understand what changes we can make to help support residents to make the change to cycling, and how we can support our cycling communities.

162. **Index of pedestrians walking to and from the City Centre –** From a baseline in 2009-10 (37,278), there has been a 23% increase in the number of pedestrians walking to and from the city centre in 2022-23. This is 19 %pts higher than in 2021-22 and the highest increase seen for a number of years. Data is gathered on an annual basis over the course of one day; it is a count of pedestrians crossing an inner cordon set just beyond the inner ring road and includes off-road routes such as riverside paths.

Transport: Sustainable accessible transport for all (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The number of CYC electric vehicle recharging points in York	110 (2022/23)	103 (2023/24)	⇨	Quarterly	Not available	Q1 2024/25 data available in July 2024
% of road and pathway network that are grade 4 (poor) or grade 5 (very poor) - roadways	22% (2020/21)	22% (2021/22)	⇨	Annual	Not available	2022/23 data available TBC
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

163. **The number of CYC electric vehicle recharging points -** There were 103 CYC electric recharging points at the end of 2023-24, which is seven fewer than in the previous year.

164. **% of road network that are grade 4 (poor) or grade 5 (very poor) –** Data for this indicator is currently being worked on and it is hoped that this will be released to York Open Data, Ward Profiles and Yorkview in May 2024, subject to licensing issues.

Performance - Housing: Increasing the supply of affordable housing

Housing: Increasing the supply of affordable housing (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Number of new affordable homes delivered in York	109 (2022/23)	122 (2023/24)	⇨	Quarterly	Not available	Q1 2024/25 data available in August 2024
% of dwellings with energy rating in A-C band in the EPC Register - Snapshot	42.00% (2022/23)	44.60% (2023/24)	⇧ Good	Monthly	Not available	Q1 2024/25 data available in August 2024
Net Additional Homes Provided - (YTD)	459 (2022/23)	152 (as at Q2 2023/24)	⇧ Good	Bi-annual	Not available	2023/24 full year data available in June 2024
Net Housing Consents - (YTD)	1,559 (2022/23)	324 (as at Q2 2023/24)	⇨	Bi-annual	Not available	2023/24 full year data available in June 2024
Number of homeless households with dependent children in temporary accommodation -	30 (Q2 2023/24)	26 (Q3 2023/24)	⇩ Good	Quarterly	Not available	Q4 2023/24 data available in August 2024
Number of people sleeping rough - local data - (Snapshot)	NC	23 (2023/24)	⇨	Monthly	Not available	Q1 2024/25 data available in July 2024
HMO's as % of properties in York	NA	NA	⇨	Annual	Not available	TBC
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

165. **Number of new affordable homes delivered in York –** During 2023-24, affordable housing completions have been significantly below the identified level of need with 122 homes delivered (109 in 2022-23). National scale challenges are facing many areas with buoyant housing markets such as a shortage of sites for affordable housing and labour and supply chain constraints, and these have affected delivery in York. The council itself is maximising delivery opportunities currently, and has accessed a range of funding opportunities for direct delivery in addition to securing over half of the total completions during 2023-24 through Section 106 planning agreements.

166. There remains a significant future pipeline of affordable homes with planning permission in place across the council's own newbuild development programme and section 106 planning gain negotiated affordable housing. Inclusive of applications with a resolution to approve from Planning Committee, there are over 1,000 affordable homes identified in approved planning applications. The progress ranges from sites that are being built out currently to others with substantial infrastructure or remediation challenges to resolve prior to development. Over 600 of these have progressed through detailed

planning, either as a Full application or Reserved Matters. The remainder are at Outline stage, with more uncertainty on timescales and final delivery levels, including the York Central affordable housing contribution.

167. **% of dwellings with energy rating in A-C band in the EPC register –** An Energy Performance Certificate (EPC) gives a property an energy efficiency rating from A (most efficient) to G (least efficient) and is valid for 10 years. Apart from a few exemptions, a building must have an EPC assessment when constructed, sold or let. Whilst the EPC register does not hold data for every property, it can be viewed as an indication of the general efficiency of homes. The rating is based on how a property uses and loses energy for example through heating, lighting, insulation, windows, water and energy sources. Each area is given a score which is then used to determine the A-G rating. In 2023, the median energy efficiency rating for a dwelling in England was Band D and a rating of A-C is generally considered to be good energy performance.

168. The % of properties on the register for York with an EPC rating of A-C has increased slightly throughout 2023-24 from 42.1% at the start of the year to 44.6% at the end. The largest changes can be seen in the middle categories with around 2% less properties rated D-E and around 2% more rated C. The median grade for York for the same period was band D which follows the latest national benchmark. Data is based on the last recorded certificate for 60,298 properties on the register for York, some of which will have been last assessed more than ten years ago.

169. **Net Additional Homes –** Between 1st April 2023 and 30th September 2023 there were a total of 152 net housing completions. This represents fewer housing completions compared to the same monitoring period last year. However, several significant housing sites are anticipated for completion over the next six months including the remaining 244 homes at The Cocoa Works, Haxby Road (Phase 1), 62 homes at Eboracum Way, along with the ongoing developments at Germany Beck and Former Civil Service Club, Boroughbridge Road together with several other pipeline sites that should see an improved annual total of completions compared to more recent years.

170. Some of the main features of the housing completions have been;

- 141 (92.8%) homes were competed on (Use Class 3) housing sites;

- A total of 106 new build homes (69.7%) were completed whilst 3 homes were demolished;
- Individual sites that saw the construction of five or less dwellings contributed an additional 21 homes;
- The most significant individual sites that provided housing completions have been 35 flats at the Cocoa Works, Haxby Road (Phase 1, Block C), Germany Beck (27), Former Civil Service Club, Boroughbridge Road (25) and the Former Lowfield School site (24).

171. **Net Housing Consents –** Planning applications determined between 1st April 2023 and 30th September 2023 resulted in the approval of 324 net additional homes and represents a reduction of more than one hundred compared to last year's update covering the same equivalent monitoring period.

172. The main features of the consents approved were;

- 247 of all net homes consented (76.2%) were granted on traditional (Use Class C3) housing sites;
- Sites granted approval for traditional (Use Class C3) housing included Os Field South of & Adjacent to 1 Tadcaster Road, Copmanthorpe (158), Land East of Middlewood Close, Rufforth (21) and Clifton Without County Junior School, Rawcliffe Drive (15). A further 38 homes were approved on sites of 5 or less homes;
- Three sites were granted 'prior approval' for a net total of 33 new homes, the most significant of which was at Gateway 2, Holgate Park Drive (31);
- 44 net new retirement homes were allowed on appeal at 11 The Village, Wigginton;
- A further 23 homes were approved through a resolution to grant consent by councillors in the previous six months at Morrell House, 388 Burton Stone Lane (13) and 12 Sturdee Grove (10).

173. **Number of homeless households with dependent children in temporary accommodation –** The overall number of households in temporary accommodation has been reducing during 2023-24, from 73 in Q1 to 64 in Q3. The number of those with dependent children has reduced from 28/30 households in Q1/Q2 to 26 at the end of Q3 and these continue to be less than the 35 households at year end 2022-23.

174. Of the 26 households with children in temporary accommodation at quarter end, most were recorded as accommodated in hostels with one accommodated within Local Authority housing stock. York continues to report no households with children housed in Bed and Breakfast accommodation.

175. During Q1-3 2023-24, an upward trend in overall numbers can be seen both nationally and regionally, however York has been moving in the opposite direction. When looking at the total number of households in temporary accommodation per households in area (000s), York continues to perform positively compared to benchmarks (0.73 in York compared to 4.7 Nationally, 1.3 Regionally and 17.4 in London). It should be noted that these figures are snapshot figures and therefore may fluctuate between the snapshot dates.

176. **Number of people sleeping rough –** Every Thursday, Navigators carry out an early morning street walk checking known rough sleeping hot spots and responding to intel or reports of rough sleepers. The monthly figure is based on the number of rough sleepers found bedded down on the last Thursday of each month. The latest figure shows that there were 23 people sleeping rough in York in March 2024, which is an increase from 17 in February. The number has fluctuated during the year, from a low of 8 in May 2023 to a high of 25 in November 2023.

177. New funding of over £200,000 has been secured by the council to support people who are sleeping rough. Grants from the Government's Rough Sleeper Initiative (RSI) fund will be used for the coming year. These were made in recognition of the personalised approach to help people rough sleeping or made homeless in York into the accommodation and support that's right for them. In addition, more than £100,000 has been released by the RSI as part of a three-year £1.3 million award secured by the council from 2022-2025. These funds will largely be used by the council's Rough Sleep Housing Navigators and wider rough sleeper team to continue to support the people they work with into more stable, long-term housing.

Housing: Increasing the supply of affordable housing (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of dwellings failing to meet the decent homes standard	4.88% (2021/22)	1.60% (2022/23)	Good	Annual	Not available	2023/24 data available in August 2024
% of Repairs completed on first visit	79.65% (2022/23)	80.26% (2023/24)		Quarterly	Housemark Median 2022/23 86.02%	Q1 2024/25 data available in July 2024
Number of Void Properties - Standard Voids - (Snapshot)	67 (2022/23)	52 (2023/24)	Good	Monthly	Not available	Q1 2024/25 data available in July 2024
Number of Void Properties - Major Works Voids - (Snapshot)	17 (2022/23)	6 (2023/24)	Good	Monthly	Not available	Q1 2024/25 data available in July 2024
Number of Void Properties - Capital Projects Voids - (Snapshot)	18 (2022/23)	26 (2023/24)		Monthly	Not available	Q1 2024/25 data available in July 2024
Number of Void Properties - Total Voids (Excludes Not Offerable) - (Snapshot)	102 (2022/23)	84 (2023/24)	Good	Monthly	Not available	Q1 2024/25 data available in July 2024
Number of Void Properties - Not Offerables - (Snapshot)	66 (2022/23)	77 (2023/24)		Monthly	Not available	Q1 2024/25 data available in July 2024
% of tenants satisfied that their landlord provides a home that is well maintained	NC	63.58% (2023/24)		Annual	Not available	2024/25 data available in February 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

178. **% of dwellings failing to meet the decent homes standard –** In 2022-23, 1.6% of dwellings in York failed to meet the decent homes standard. This is a reduction of the last few years (4.9% in 2021-22 and 9.1% in 2020-21) and also lower than the latest benchmarks (2.4% in Yorkshire and the Humber and 8.4% in England).

179. The York figure was calculated based on the last full survey of stock in 2017. Building Services have commissioned a Full Stock Condition Survey to be carried out on HRA housing stock during the first half of 2024. The extensive survey will provide a range of information on the internal, external and communal safety and condition of each property. Whilst strengthening the information held on housing, this may surface further properties requiring works and an increase in this indicator could be seen in future years.

180. **% of repairs completed on first visit –** The percentage of repairs completed on the first visit was 80% in 2023-24, which is the same as in 2022-23. The figures have fluctuated during the year, from a low of 69% in August 2023 to a high of 88% in March 2024.

181. **Number of void properties –** Numbers of standard void properties have reduced throughout 2023-24 from 73 at the start of the year to 52 in March 2024. This is also much lower than the 67 standard voids in March 2023. There were 6 major works voids at the end of March 2024 which is a large decrease on the 21 major works voids in April 2023.

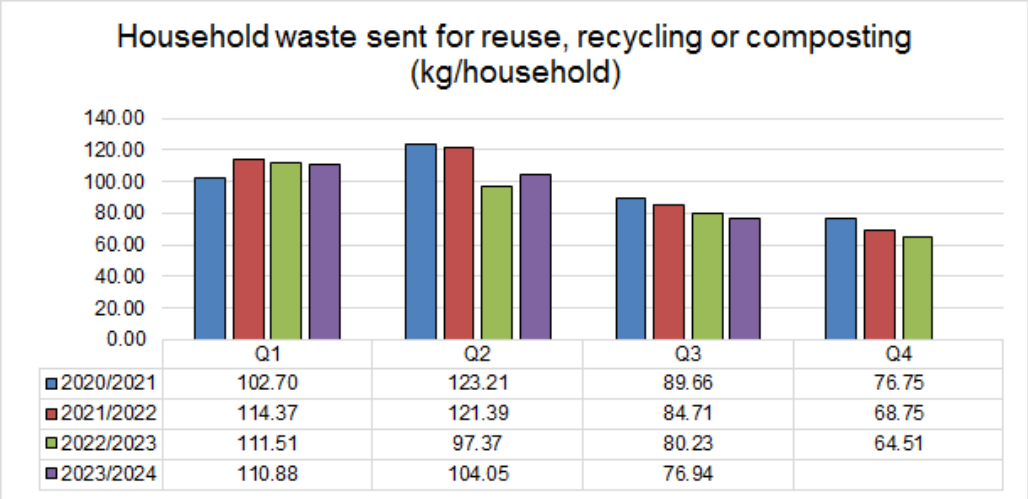
182. **% of tenants satisfied that their landlord provides a home that is well maintained –** The Regulator for Social Housing undertook a consultation on the Introduction of Tenant Satisfaction Measures (TSMs) in December 2021 and published the new TSMs in September which came into effect on 1 April 2023. The question relating to satisfaction with landlords providing a home that is well maintained and safe, has been separated into two questions; one specifically about the home being well maintained and the second about safety. The intention that being well maintained goes beyond fundamental safety measures that should be a minimum expectation and legal requirement.

- In 2023-24 in York, 64% of tenants were satisfied that the landlord provides a well maintained home. There are no national benchmarking figures available, as yet, however Leeds have released their results and they have a 67% satisfaction rate.

Performance - Sustainability: Cutting carbon, enhancing the environment for our future

Sustainability: Cutting carbon, enhancing the environment for our future (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The average of maximum annual mean Nitrogen Dioxide concentration recorded across three areas of technical breach (at points of relevant public exposure) - Calendar	43.8 (2021/22)	44.1 (2022/23)	⇨	Annual	Not available	2023/24 data available in September 2024
Percentage of household waste sent for reuse, recycling or composting	43.92% (Prov) (Q2 2023/24)	37.91% (Prov) (Q3 2023/24)	⇨	Quarterly	National Data 2022/23 41.70%	Q4 2023/24 data available in July 2024
Carbon emissions across the city (tonnes of carbon dioxide equivalent) - (Calendar Year)	912 (2019)	816 (2020)	⇩ Good	Annual	Not available	2021 data available in October 2024
% of Talkabout panel satisfied with their local area as a place to live	81.44% (Q1 2023/24)	79.68% (Q3 2023/24)	⇩ Bad	Bi-annual	Community Life Survey 2021/22 76%	Q1 2024/25 data available in August 2024
% of Talkabout panel who give unpaid help to any group, club or organisation	61.83% (Q1 2023/24)	60.17% (Q3 2023/24)	⇨	Bi-annual	Community Life Survey 2021/22 55%	Q1 2024/25 data available in August 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

183. **Percentage of household waste sent for reuse, recycling or composting –** The latest provisional data for the amount of household waste sent for reuse, recycling or composting was 37.9% within Q3 2023-24, which is a decrease from 39.6% during Q3 2022-23. Whilst there has been no increase in total household waste collected to 203kg per household from the same time last year, there has been an increase in residual (approx. non-recycling) household waste – now above 126kg per household (122kg last year).



	Q1	Q2	Q3	Q4
2020/2021	102.70	123.21	89.66	76.75
2021/2022	114.37	121.39	84.71	68.75
2022/2023	111.51	97.37	80.23	64.51
2023/2024	110.88	104.05	76.94	

184. **Level of CO2 emissions across the city and from council buildings and operations –** Carbon emissions across the city have been reducing over recent years, from 936 kilotonnes of carbon dioxide equivalent in 2018, to 816 in 2020. Emissions from councils buildings and operations have also been reducing, from 3,658 tonnes of carbon dioxide equivalent in 2020-21 to 3,462 in 2022-23.

185. **% of Talkabout panel satisfied with their local area as a place to live -** The second biannual resident satisfaction survey taken by the Talkabout panel took place during Q3 2023-24. Results from the Q3 2023-24 Talkabout survey showed that 80% of the panel were satisfied with York as a place to live, and 80% were satisfied with their local area, both consistent with results from Q1 2023-24. A slight decline in satisfaction with the local area can be seen over recent years but York continues to perform well against the latest national figure of 76% (Community Life Survey 2021-22).

186. **% of Talkabout panel who give unpaid help to any group, club or organisation -** Results from the Q3 2023-24 Talkabout survey found that 60% of panellists had given unpaid help to any group, club or organisation within the last 12 months. This is a slight decrease from Q1 2022-23 (62%), but higher than the latest national figure of 55% taken from the government's Community Life Survey 2021-22.

Sustainability: Cutting carbon, enhancing the environment for our future (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Level of CO2 emissions from council buildings and operations (tonnes of carbon dioxide equivalent)	3,633.3 (2021/22)	3,462.4 (2022/23)	⇨	Annual	Not available	2023/24 data available in October 2024
Number of trees planted (CYC)	1,099 (2022/23)	1,240 (2023/24)	⇧ Good	Annual	Not available	2024/25 data avilable in May 2025
% of Talkabout panel who think that the council are doing well at improving green spaces	38.33% (Q1 2023/24)	36.84% (Q3 2023/24)	⇩ Bad	Bi-annual	Not available	Q1 2024/25 data available in August 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

187. **Number of trees planted (CYC) –** During 2023-24, CYC planted 40 standard trees in the city's parks and on highways. In addition, 1,200 trees (whips) were planted by the council's 'York Green Streets' project, fully funded by a grant from White Rose Forest (secured in February 2024) including three years aftercare to support successful establishment. This forms part of the Council Plan 2023-2028 commitment to support biodiversity and nature by planting 4,000 new trees. The YGS project team is itself 100% externally funded by a £150,000 Forestry Commission grant to 31 March 2025. A further £40,000 has been secured from DEFRA to plant two new micro-woods in York's urban area in the 2024-25 planting season and site selection is currently underway following a successful resident consultation for site suggestions in January.

188. In excess of 210,000 new trees and shrubs have now been delivered at York Community Woodland up to March 2024, through the council's partnership with Forestry England (FE). Local residents and volunteers helped achieve this target during a series of community planting days. The trees, planting and aftercare, as well site infrastructure works has been fully funded by external grants totalling c£1.3m. FE now lease the site from CYC long-term and are responsible for its upkeep and future development, whilst paying an annual rent to the council. In addition, the council will bank the carbon credits generated by the new trees and offset against organisational carbon emissions, assisting in the council's journey to net zero.

189. **% of Talkabout panel who think that the council are doing well at improving green spaces -** The results for Q3 2023-24 showed that 37% of respondents agreed the Council and its partners are doing well at improving green spaces, down from 38% in Q1 2023-24.

Performance - How the council will operate

How the Council will operate (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
FOI & EIR - % Requests responded to In time - (YTD)	85.50% (2022/23)	88.99% (2023/24)	⇧ Good	Monthly	Not available	Q1 2024/25 data available in July 2024
% of 4Cs Complaints responded to 'In Time'	94.56% (2022/23)	85.54% (2023/24)	⇨	Monthly	Not available	Q1 2024/25 data available in July 2024
The % of the Talkabout panel reporting an 'excellent' experience when they last contacted the council about a service	NA	8.56% (Q3 2023/24)	⇨	Quarterly	Not available	Q1 2024/25 data available in August 2024
The % of the Talkabout panel reporting a 'good' experience when they last contacted the council about a service	NA	27.35% (Q3 2023/24)	⇨	Quarterly	Not available	Q1 2024/25 data available in August 2024
The % of the Talkabout panel reporting a 'satisfactory' experience when they last contacted the council about a service	NA	27.07% (Q3 2023/24)	⇨	Quarterly	Not available	Q1 2024/25 data available in August 2024
The % of the Talkabout panel reporting a 'poor' experience when they last contacted the council about a service	NA	15.47% (Q3 2023/24)	⇨	Quarterly	Not available	Q1 2024/25 data available in August 2024
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	12.39 (February 2023)	11.45 (February 2024)	⇩ Good	Monthly	CIPD (Public Sector) 2022/23 10.6	Q4 2023/24 data available in June 2024
York Customer Centre average speed of answer	00:01:42 (Phone) (2022/23)	00:00:13 (Phone) (2023/24)	⇩ Good	Monthly	Not available	Q1 2024/25 data available in July 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

190. **FOI and EIR – % of requests responded to in-time (YTD) –** 89% of requests were responded to in-time during 2023-24, compared to 85.5% in 2022-23, and is the highest figure seen for a number of years.

191. **% of 4Cs complaints responded to in-time –** In 2023-24, there has been a large decrease in the number of corporate complaints received compared to 2022-23 (1,310 in 2023-24 compared to 1,866 in 2022-23). There has been a small reduction in performance for the percentage of corporate complaints responded to in time (85.5% in 2023-24 compared to 94.6% in 2022-23).

192. **% of the Talkabout panel reporting an excellent, good, satisfactory or poor experience when they last contacted the council about a service –** The results for this new indicator, introduced in Q3 2023-24, show that the majority of the panel report having a ‘good’ (27%) or ‘satisfactory’ (27%) experience when they last contacted the Council, with 9% reporting an ‘excellent’ experience and 15% reporting a ‘poor’ experience.

193. **Average sickness days per full time equivalent (FTE) employee –** At the end of February 2024, the average number of sickness days

per FTE (rolling 12 months) had decreased to 11.5 days from 12.4 in February 2023. Recently released benchmarks show that the CIPD public sector benchmark is 10.6 days per FTE, putting us in line with national trends.

194. **York Customer Centre average speed of answer –** Phones were answered, on average, in 13 seconds during 2023-24 by the York Customer Centre which remains low and is much lower than the average of 1 minute and 42 seconds during 2022-23.

Consultation Analysis

195. Not applicable

Options Analysis and Evidential Basis

196. Not applicable

Organisational Impact and Implications

197. The recommendations in the report potentially have implications across several areas. However, at this stage

- **Financial implications** are contained throughout the main body of the report.
- **Human Resources (HR),** there are no direct implications arising from this report.
- **Legal** the Council is under a statutory obligation to set a balanced budget on an annual basis. Under the Local Government Act 2003 it is required to monitor its budget during the financial year and take remedial action to address overspending and/or shortfalls of income. Further work is required to develop and implement proposals that will allow the Council to bring its net expenditure in line with its income. There may be legal implications arising out of these proposals that will be considered as part of the development and implementation of those proposals. If the Council is unable to set a balanced budget, it is for the Chief Financial Officer to issue a report under s114 of the Local Government Finance Act 1988 (‘a section 114 notice’).
- **Procurement**, there are no direct implications arising from this report.

- **Health and Wellbeing**, reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents. The impact of any reductions in spend will continue to be carefully monitored so that implications can be considered and mitigated where possible.
- **Environment and Climate action**, there are no direct implications related to the recommendations.
- **Affordability**, are contained throughout the main body of the report. Where decisions impact on residents on a low income these impacts will be recorded in the individual Equalities and Human Rights analysis referred to below.
- **Equalities and Human Rights**, whilst there are no specific implications within this report, services undertaken by the Council make due consideration of these implications as a matter of course.
- **Data Protection and Privacy,** there are no implications related to the recommendations.
- **Communications**, the information set out in this report necessitates both internal and external communications. With ongoing interest in the current state of Local Government funding, we anticipate this report will attract media attention. A comms plan has been prepared to help make the information about the forecast overspend and the controls proposed clear and understandable, with opportunities to facilitate staff discussion arranged.
- **Economy**, there are no direct implications related to the recommendations

Risks and Mitigations

198. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.

199. The current financial position represents a significant risk to the Council's financial viability and therefore to ongoing service delivery. It is important to ensure that the mitigations and decisions outlined in this paper are delivered and that the overspend is reduced.

Wards Impacted

200. All.

Contact details

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Date:	10/07/2024

Meeting:	Executive
Meeting date:	18/07/2024
Report of:	Chief Finance Officer – Debbie Mitchell
Portfolio of:	Cllr Katie Lomas and Anna Baxter – Executive Members for Finance, Performance, Major Projects, Human Rights, Equalities and Inclusion

Decision Report: Capital Programme Outturn 2023/24 And Revisions To The 2024/25– 2028/29 Programme

Subject of Report

1. The purpose of this report is to set out the capital programme outturn position for 2023/24 including any under/overspends and adjustments, along with an update to the future years programme.

2. The report contains details of the capital investment made during 2023/24 and how this has supported delivery of the Council Plan. Key areas of investment are listed below with further details contained in the body of the report.
    - £7.7m on the expansion and improvement of school facilities across the city
    - £12.1m on construction of new council housing
    - £5.3m on purchasing and upgrading new houses for shared ownership
    - £8.3m on the modernisation of and ongoing repairs to council homes
    - £10m on the purchase on electric buses funded by Department for Transport
    - £6.6m on improvements at Tadcaster Road
    - £6.2m improvements at Station Gateway
    - £3.5m on new Library facilities

3. Some of the direct outcomes from this investment include:
    - Creation of new Enhanced Resource Provision (ERP) facilities at Huntington and Lakeside Schools
    - Completion of Fulford School Expansion Scheme
    - The Lowfield scheme has been completed with 126/140 of the properties now occupied.
    - Construction underway to providing Passivhaus properties at Burnholme and Duncombe Barracks
    - 20 second hand properties purchased to provide shared ownership properties part funded from Homes England grant and also DLUHC grant as part of devolution deal.
    - 848 households benefited from tenants choice, the standing water, heating and voids programme.
    - 301 private properties and 110 council properties supported with adaptation works to their homes.
    - 96 Retrofit measures completed at 28 council homes and 141 energy efficiency measures installed at 120 private homes in the city.
    - 560 Concrete Street lighting columns replaced.
    - Preparation towards the removal of Queen St Bridge as part of the Station Gateway Scheme
    - Completion of the rollout of tap on/tap off payment readers on York buses
    - Improvements at Rawcliffe Bar Park and Ride and Monks Cross Park and Ride sites.
    - Completion of the cycle ramp at St Mary's to complete the link from Scarborough Bridge to Marygate Car Park
    - 20+ carriageway repair and replacement highway schemes completed. 10 footway schemes completed.
    - Significant progress has been made in building the new Library at Clifton
    - New Changing Places facilities at Oaken Grove and Silver Street completed.

4. The report shows an outturn of £98.377m compared to an approved budget of £119.723m, an overall reduction of £21.346m. The revisions in the report show a revised start budget for 2024/25 totalling £215.874m.
5. The net variation of £21.346m is made up as follows:

- Proposals to re-profile budgets of £23.054m of schemes from 2023/24 to future years (currently approved budgets in the capital programme but requires moving to or from future years in line with a changing timetable of delivery for individual schemes)

- Adjustments to schemes increasing expenditure by a net £1.708m, mainly due to additional grant funding being received and adjustments relating to the Housing Shared Ownership scheme.

6. The level of re-profiling reflects the scale of the capital programme, and that it contains a number of major and complex projects. The overall capital programme continues to operate within budget, due to careful management of expenditure against the budget.

7. The main areas of re-profiling included within the £23.054m include:
   - £4.162m – School Improvement Schemes
   - £3.069m – Station Frontage Scheme
   - £1.170m – Highway Schemes
   - £1.082m – Replacement Vehicles
   - £1.209m – Housing Major Repairs
   - £1.217m – Shared Ownership Scheme
   - £1.209m – Resettlement Homes
   - £1.139m – LED Scheme West Offices and Hazel Court

8. Table 1 outlines the variances reported against each portfolio area.

Department	**Current Approved Budget £m**	**Outturn £m**	**Increase/ decrease £m**	**Reprofile £m**	**Total Variance £m**	**Paragraph Ref**
Children's services	11.625	7.685	**0.222**	**(4.162)**	**(3.940)**	13 – 35
Adult Social Care	1.236	0.804	**(0.162)**	**(0.270)**	**(0.432)**	36 – 39
Housing & Community Safety	35.854	34.155	**1.541**	**(3.240)**	**(1.699)**	40 – 66
Transport, Highways & Environment	56.539	46.773	**0.315**	**(10.081)**	**(9.766)**	67 – 107
Regen, Economy & Property Services	3.656	1.682	**0.101**	**(2.075)**	**(1.974)**	108 – 119

Customer & Corporate Services	4.033	3.619	**-**	**(0.414)**	**(0.414)**	120 – 121
ICT	2.063	0.006	**(0.332)**	**(1.725)**	**(2.057)**	122 – 127
Communities & Culture	4.146	3.630	**0.294**	**(0.810)**	**(0.516)**	128 – 133
Community Stadium	0.271	0.000	**(0.271)**	**-**	**(0.271)**	134 – 135
Climate Change	0.300	0.023		**(0.277)**	**(0.277)**	136
Total	**119.723**	**98.377**	**1.708**	**(23.054)**	**(21.346)**	

Financial Strategy Implications

9. The slowdown in the capital programme over the second half of the year has reduced the need for external borrowing. Capital expenditure funded by borrowing was estimated to be £105m at Monitor 1 whereas the year end position showed capital expenditure funded by borrowing totalled £30.5m. This has substantially supported the savings across Treasury Management that has supported the overall council revenue position.

Recommendation and Reasons

10. Executive is asked to:

- Note the 2023/24 capital outturn position of £98.377m and approve the requests for re-profiling totalling £23.054m from the 203/24 programme to future years.
- Note the adjustments to schemes increasing expenditure in 2023/24 by a net £1.708m
- Recommend to Full Council the restated 2024/25 to 2028/29 programme of £421.368m as summarised in Table 3 and detailed in Annex 1
- Agree to a contribution of £200k from capital contingency to the York Museum Trust to fund roof works at York Castle Museum

Reason: to enable the effective management and monitoring of the Council's capital programme

Background

11. The 2023/24 capital programme was approved by Council on 23 February 2023 and updated for amendments reported to Executive in the 2022/23 outturn report, which resulted in an approved capital budget of £284.648m. There have been subsequent monitoring reports in June 2023, September 2023, November 2023 and January 2024. A budget of £119.723m for 2023/24 was agreed at budget council 2024.

Consultation Analysis

12. The capital programme was developed under the capital budget process and agreed by Council on 23 February 2023. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

Options Analysis and Evidential Basis

Children and Education Services

13. Total expenditure within the Children's Services and Education Capital Programme for 2023/24 was £7.685m against a latest approved budget of £11.625m.

14. The majority of this expenditure was incurred under five major scheme headings where there was significant work and progress in 2023/24. These schemes were: Schools Condition and Maintenance Works (£2,175k); the creation of ERP units at Huntington School (£1,048k) and Lakeside Primary (£860k); Phase 1 of the improvement scheme at Clifton Green Primary (£874k), and the completion of the Fulford expansion (£786k).

15. The major expansion at Fulford School is being funded by the local authority to deal with secondary place pressures. The scheme has been organised by South York Academy Trust at their school. The project is complete, however some remaining expenditure will be incurred in 2024/25 so the amount of £205k is required to be re-profiled into 2024/25.

16. The scheme at Millthorpe School was completed in 2022/23. The expenditure in 2023/24 was for remaining retention payments. The

remaining £49k on this budget is proposed to be reprofiled into 2024/25 at this point to fund any remaining costs.

17. The scheme at Danesgate to make significant adaptations and re-modelling to improve the layout of the buildings for young people with Social, Emotional and Mental Health (SEMH) needs was completed over the summer of 2022. Only £25k of the remaining budget was spent in 2023/24. The remaining amount of £204k requires reprofiling into 2024/25.

18. The remaining budget of £30k for the Manor School project is no longer required and is proposed to return back to unallocated Basic Need.

19. Only £21k of minor expenditure was incurred within the remaining unallocated Basic Need budget so an amount of £202k requires reprofiling into 2024/25.

20. Phase 2 of the Applefields School expansion was completed in 2022/23. Final payments have now been made and the remaining budget of £31k is to be transferred to the Phase 3 scheme. The first elements of Phase 3 have been carried out in 2023/24 with significant work proposed in 2024/25.

21. A significant programme of work has been carried out to the maintained school estate under the various School Condition and Maintenance headings in the programme in 2023/24 including £202k contribution from developer contributions.

22. One of the larger schemes completed during 2023/24 was the significant programme of work at Clifton Green Primary, including a third phase of roofing replacement and pipework.

23. At Huntington School, the first phase of a roof replacement programme was completed over the summer of 2023. Roof works were also completed at Headlands and Westfield Primary Schools.

24. A significant programme of essential improvement work has been carried out at Ralph Butterfield Primary where improvements to pipework and a hygiene suite have been completed together with an electrical supply upgrade.

25. At Yearsley Grove Primary works completed included the first phase of pipework replacement, roof replacement and an electrical supply upgrade. An electrical supply upgrade at Wigginton Primary was also completed.

26. Window replacement projects have been completed at Elvington and Fishergate Primary Schools with some further work on LED lighting at Fishergate Primary also finished.

27. Expenditure in 2023/24 totalled £2,175k, resulting in net reprofiling of £1,700k into 2024/25. This will fund outstanding payments and retentions with any remainder available to fund further works in 2024/25 and future years.

28. The project to provide a second site for the Enhanced Resource Provision (ERP) based at Haxby Road Primary on the site of Lakeside School was completed in early 2023/24. Two new classrooms have been created with a new build onto the side of the existing building, together with break out rooms, a sensory room, toilets and a kitchenette.

29. Under the general SEND investment scheme, expenditure of £11k was incurred in 2023/24 on a contribution to some internal works at Lord Deramore's Primary to create a space to support young people with SEND. The remaining £126k requires slipping into 2024/25 and will be available to contribute to capital works in schools to support the aims of the Safety Valve agreement.

30. The expenditure under this scheme in 2023/24 related to outstanding payments and retentions for work carried out in 2022/23. The remaining £52k requires reprofiling into 2024/25 and added to the available budget for allocation.

31. The remaining budget of £56k on the Southbank Expansion scheme is no longer required and can therefore be vired back to unallocated Basic Need.

32. The Healthy Child Capital Fund (£93k) requires reprofiling into 2024/25 whilst the future use of this budget is planned.

33. The Children in Care Residential Commissioning scheme budget for 2023/24 has been mainly used to fund the purchase of 88 Bellhouse Way to develop a welcome centre to provide accommodation and

support to unaccompanied asylum-seeking children, as set out in the report to the Executive on 25th January 2024. The remaining £592k requires reprofiling into 2024/25.

34. Two new schemes are requested to be added into the programme for 2024/25. The first is to recognise in the capital programme the new grant from the DfE provided to support local authorities with potential capital costs to meet the phased expansion of early years childcare provision for working parents of all children 9 months to 3 years old and also for the provision of 8am to 6pm wraparound care for primary aged children.

35. The second is a scheme for £104k which will be fully funded by a Section 106 developer contribution secured towards the creation of 16 new Early Years places as a result of the development at Lowfield Green.

Adult Social Care

36. Regarding the Ashfield Pitches scheme the access road to the Ashfield site has been upgraded to bring it up to the standard to be adopted by Highways. A small residual budget of £36k is carrying forward into 2024/25 to finalise the scheme.

37. The disability equipment budget is used to supply equipment such as ceiling track hoists, stair climbers, ramps and specialist beds and seating with the aim of helping customers remain living in their own homes.

38. The Telecare scheme supplies customers with alarm and response equipment to keep them safe in their own homes and avoid the need for formal care. Of the total spend of £271k, approximately £165k has been spent in 2023/24 on switching existing customers from analogue to digital equipment in time for the national digital switchover. The digital switchover work will continue into 2024/25.

39. Members agreed in January 2020 to set aside £150k to purchase the ambulance station adjacent to Haxby Hall if the site became available in two years. As the scheme is now completed and the site did not become available the budget for this scheme has now been removed.

Housing Services

Major Repairs

40. As previously reported the year was a particularly challenging one for in the Planned Investment team in building services. The first 6 months was spent procuring contractors to undertake Home Modernisation, Major Voids, Damp, Energy Retrofit, Windows, Fire Remedial and External Painting. There was only little construction works completed in this period as there was no contractors in place to undertake works.

41. As we moved in to the second half of the year, the procurement activity ended but there were issues identified during mobilisation meaning that we couldn't proceed with a number of the successful contractors which delayed spend.

42. There are still 16 different procurement exercises ongoing which are related to the Capital Investment Programme, but it is unlikely to hamper the delivery of the 2024/25 programme significantly.

43. Despite the difficulties mentioned above a total of £8.3m was spent and the following works were delivered:

- New kitchens, bathroom and rewires to 28 tenanted properties.
- Damp remediation works to 29 tenanted properties.
- 56 Major voids completed to which home modernisation and some damp works were delivered. 20 more we open at the end of the year and will be completed in the very near future.
- 42 properties received new roofs.
- 76 properties received new energy efficient 'A rated' windows.
- 391 properties received a new external door.
- 17 communal areas had fire remediation works following fire assessments.
- 46 properties received a kitchen or bathroom ahead of their planned replacement year.
- 163 flats/communal areas/blocks received external painting works.

- Works commenced on the social housing decarbonisation fund with works to 42 properties commencing although these did not complete in full before the end of the year.
- Stock Condition Surveys commenced in January 2024 and 2,679 surveys were completed by the end of March.

44. The underspend on building repairs is proposed to carry forward into 2024/25. This increases the budget for 2024/25 to £13.1m. The service is confident that the programme will be accelerated to deliver much needed improvements to our properties.

Housing Delivery

45. Final works to complete the adoptable highways at Lowfield Green are ongoing, with final road surfacing expected in late Spring/early Summer. This work has been delayed due to pending Yorkshire Water approval which has resulted in an underspend in the financial year of £211k. Works to widen the site access via Dijon Avenue will follow on from the completion of the highways surfacing. All 140 homes at the Lowfield Green site are now complete along with two areas of public open space for the enjoyment of new and existing residents. Not all the market sales properties have been sold at year end although there remains interest and 2 have been transferred to the resettlement scheme funded by DLUHC.

46. Construction continues to progress on the two certified Passivhaus sites, Duncombe Barracks and Burnholme led by contractor Caddick Construction. Duncombe Barracks commenced in late 2022 and the construction of the superstructure is now significantly advanced. The site team have successfully achieved the required airtightness on a number of plots which is significant milestone in the delivery of Passivhaus projects and progress to internal fit-out is imminent. The site will deliver 34 new homes with first handovers anticipated in late 2024. Burnholme will deliver 78 new homes across 11 terraces. This site is also anticipated to handover the first homes in 2024. Both sites are 60% affordable housing supported by grant funding from Homes England. The site team have encountered delays with the timber frame construction however, by adapting the process and increasing the off-site construction they have significantly increased the pace of timber frame erection which will continue to benefit Burnholme and increase the efficiency of delivery in the coming financial year.

47. Following the commitment for all future council housing sites to be developed as 100% affordable, Ordnance Lane has undergone a process of evaluation and redesign in order to achieve this target. They types of housing has been altered to reflect affordable housing need which has increased the number of smaller homes and the overall number of properties on the development has increased from 85 to 101 homes. All new homes on Ordnance Lane will be built to Passivhaus standards and utilise renewable technologies to ensure the homes are affordable for new residents. The retained Married Quarters building is to be refurbished and retrofitted to a high standard. The project received OPE grant funding of £2.4m to carry out enabling works. Utility diversions have been ongoing and caused some delay with entering the enabling contract which is now anticipated to commence late Spring 2024. Work to assemble the tender for the main works contractor is ongoing and the tender issue is planned for Summer 2024.

48. Procurement is for a multidisciplinary team to lead the design of Willow House and wider South Walmgate masterplan has been concluded and engagement activities will begin in Summer 2024. The engagement provides an opportunity for stakeholders to influence the design of the new homes at Willow House but also wider opportunities for housing, placemaking and area improvements in the South Walmgate area. This project has been allocated York and North Yorkshire Devolution Brownfield Housing Fund and work is ongoing to enter the grant agreement to support enabling works on this site.

49. The Housing Delivery programme continue to deliver low-cost home ownership through two grant funded schemes; Homes England's Second-Hand Shared Ownership and YNY Devolution funded Second Hand Shared Ownership with retrofit. Combined these two schemes will deliver 40 new affordable homes and to date 34 homes have been acquired and matched to purchasers. The final 4 properties in the YNY funded programme are expected to be secured by the end of Q2 2024.

50. In November 2023, an additional £1.3m of grant funding was secured through the Local Authority Housing Fund to support the purchase of an additional 10 homes, 7 homes for Afghan resettlement households and a further 3 homes to contribute towards meeting wider temporary accommodation needs in the city. To date, all homes are either under offer and progressing through the conveyancing process or purchased.

51. The Housing Delivery team have made significant progress on the refurbishments of both Glen Lodge and Bell Farm in the year. All design work has been completed and procurement has concluded for a contractor at Glen Lodge and Hobson Porter have been awarded the contract with work due to commence in mid-May 2024. Hobson Porter have worked successfully with the council on recent developments, such as Marjorie Waite Court.

52. Bell Farm has been designed to RIBA 3 and the tender process is nearing conclusion with a preferred bidder allocated for the refurbishment and retrofit. It is expected that the council will enter a construction contract in June 2024 with work starting onsite later in Summer.

Healthy and Sustainable Homes

53. During the year, adaptation works have been undertaken to 110 council properties, to help Council tenants to be able to live independently in their own homes. Works undertaken have included 60 level access showers, 15 stairlifts, 13 ramps and 8 toilets being provided, in addition to a range of other adaptations including door widening, dropped kerbs and paving areas, kitchen and bathroom alterations, level access doors, garden fencing etc. In addition, minor adaptations work has also been undertaken, involving smaller scale works such as the provision of handrails, half-steps, and door entry systems are undertaken, doors, banisters.

54. A budget underspend of £70k occurred due to adaptation works in several properties not being completed by the end of financial year but as the works are underway and committed, the underspend will be carried forward to 2024/25 and spent.

55. Energy efficiency works carried out on council properties of £1.2m of which £786k was funded by Government grants and the remaining £400k funded via HRA. Under the SHDF1 scheme, a total of 28 council homes have been improved, carrying out 96 different retrofit measures, with this scheme finishing at the end of March 2024. This involved external wall insulation to 1 property, 17 properties receiving cavity wall insulation, 2 properties receiving loft insulation, 17 properties being fitted with hybrid air source heat pumps, 26 properties receiving solar photovoltaic panels, 10 properties receiving new windows, 4 properties receiving flat roof insulation, 10 properties

receiving new external doors, and 9 properties getting smart heating controls.

56. The SHDF2 scheme has started with expenditure of £443k in 2023/24 and will continue for 2024/25 with a budget of £1.7m of which £590k is external grant.

57. The ROSSY (Retrofit One Stop Shop York) Project is a 21-month long project, which runs from 1 March 2024 to 30 November 2025. The purpose of the project is to resource and create an end-to-end, home energy-efficiency retrofit, online platform that will take York residents through the entire retrofit journey, ultimately providing them with retrofit installs to meet their priorities and budgets.

58. City of York Council has been awarded £146k to project manage the scheme, including costs such as labour, overheads, travel, as well as a capital grant of £188k to deliver energy efficiency measures to two council properties. This has been added into the capital programme.

59. Spending on Disabled Facilities Grants totalled £2,074k funded from Government Grant of £1,596k and £478k Council Prudential Borrowing and was in line with budget. Via the DFG process the team has carried out major adaptation works to 301 properties, including 190 level access showers, 47 stair lifts, 30 ramps and 11 toilets being provided, with a range of other adaptation works being undertaken too.

60. A number of schemes have been running to improve the energy efficiency of private housing in York and the surrounding area to support the councils net zero ambition.

61. The LAD3 (Local Authority Delivery Phase 3) energy and retrofit scheme was completed in 2023/2024, with home energy efficiency improvements and retrofit works being undertaken in 173 homes, with works being undertaken in properties in York, Selby, Craven and Harrogate. Of these works, 141 measures were installed in 120 homes in York, with works being completed in October 2023. Of these works, 13 measures were installed in 12 homes in York, with works being completed in October 2023. Works undertaken included 7 properties receiving external wall insulation, 1 property receiving underfloor insulation, 1 property receiving cavity wall insulation, 31 properties receiving loft insulation, 10 properties receiving hybrid air

source heat pumps, 81 properties receiving solar photo voltaic panels, and 10 properties receiving smart heating controls.

62. A grant of £2,383k was given for the scheme from the Department of Energy Security and Net Zero (DESNZ), with £1,624k being spent during the project. The balance has been repaid to the grant provider.

63. The HUG1 (Home Upgrade Grant Phase 1) energy and retrofit scheme was completed in 2023/2024, with home energy efficiency improvements and retrofit works being undertaken in 26 homes, with works being undertaken in properties in York, Selby, and Harrogate. Of these works, 13 measures were installed in 12 homes in York, with works being completed in October 2023. Works undertaken included 9 properties receiving solar photo voltaic panels, 2 properties receiving air source heat pumps, and 2 properties receiving loft insulation.

64. A grant of £498k was given for the scheme from the Department of Energy Security and Net Zero (DESNZ), with £292k being spent during the project, and the remaining £206k will be repaid to DESNZ in the new financial year.

65. Following the successful HUG2 application in early 2023, a Memorandum of Understanding was signed by City of York Council to secure £1,242k of grant funding, which included capital funding to deliver the works and revenue funding to provide staffing resource to enable the project delivery. The funding obtained allows City of York Council to target energy efficiency and retrofit measures to a mix of properties and include: fabric measures and heating upgrades to 60 off-gas rural properties. Works are due to be commenced in early 2024/2025 with our procured delivery partner Clear Climate.

66. In April 2023 City of York Council received an initial capital grant of £95k from DESNZ, with this being upfront funding to enable the delivery of the scheme at no cost to the council.

Transport, Highways & Environment

67. Capital expenditure on various schemes within Transport, Highways & Environment totalled £46.773m in 2023/24.

Major Projects

68. The planning application to dual the **York Outer Ring Road** was heard at Planning Committee on Tuesday 19th March 2024. Committee were unanimously minded to approve the application, and as per the planning processes the application has been sent to the Secretary of State for consideration. A milestone review will now be undertaken, and other work is continuing for example on the business case.

69. The **York Station Gateway** scheme is now progressing with delivery, with Package 1 (Utility Diversionary Works) now complete, and Package 2 (Highways Works) midway through construction. A further highways package 4 (Loop Road Works) is expected to commence in Summer 2024 and Packages 2 and 4 programmed for completion in March 2025. The Package 3 (Station Works) will commence in March 2025 and run for approximately two years. Meanwhile, the multi-storey car park that is funded and will be delivered by Network Rail will commence delivery in August 2024 with a one-year delivery programme.

70. Expenditure for 2023/24 totalled £6.2m funded from the Transforming Cities Fund.

71. Package 2 of the scheme required the acquisition of two areas of land: an area of the station long stay car park owned by Network Rail; and an area of land to the front of George Stephenson House owned by Canada Life. Both parcels of land have been acquired in August and September 2023 at a total cost of £2.54m (excluding fees). A further parcel of land currently in the station car park is required for the delivery of Packages 3 and 4 of the scheme and negotiations are taking place for completion in Spring 2024.

72. The year 2023/24 saw some significant progress with the **Haxby Station** transport scheme, including approval of the outline business case by DfT and the subsequent commitment to fund the scheme (to delivery) by Government, in a series of announcements pertaining to Network North and the Local Transport Fund. The Prime Minister visited the proposed site of the new station himself in February 2024 and which coincided with the planning application for this scheme being formally submitted (expected determination summer 2024). Outline design has now been concluded, with procurement for a detailed design and build contractor taking place during the

spring/summer 2024. Subject to planning consent, construction work on-site is now expected to proceed from the beginning of 2025, with the station being complete and open for public use by the beginning of 2026.

Transport Schemes

Hostile Vehicle Mitigation

73. In August 2022 Members agreed a budget of £3,441k for the delivery of the scheme to install Hostile Vehicle Mitigation measures at key locations around the city centre. The works began in April 2023, and installation works have been completed at 10 of the 11 sites, with the installation works at Parliament Street planned for late summer 2024. As previously reported, the cost of the scheme has increased due to changes in the in the method of working to mitigate access issues during the works, and difficult ground conditions due to utility services and archaeological requirements. The delay in timing has also increased costs to the project.

74. With one set of measures still to complete the latest estimate of completing the scheme is £4.4m which is £1.0m higher than the budget. A contribution of £0.1m has been made from the Shared Prosperity Fund leaving an overspend of £0.9m that needs funding. This is considered at the end of this section.

Tadcaster Road Improvements

75. As previously reported, the Tadcaster Road project has had an overspend due to a number of issues affecting the planned works, including limitations on working times to reduce the impact on residents and issues such as shallow services and tree roots affecting the works on site. Although the scope of the scheme was reduced once these issues were identified, the current cost of the completed works was £1.2m higher than the available budget. This is considered at the end of this section.

76. There remain contractual issues around the scheme which need to be resolved. If these increase costs they will be reported through Executive in late monitors.

EV Schemes

77. The main focus of the work in 2023/24 has been the installation of EV charging equipment at the Hazel Court depot, which is substantially complete. Significant progress has also been made in obtaining all the

necessary legal permissions for the final two upgrades of EV charging equipment in car parks, and in preparation for the next phase of the HyperHubs roll out.

St Mary's Ramp Cycle Route

78. The existing steps from the end of St Mary's to Marygate Car Park have now been replaced by a ramp to allow easier access for cyclists to the off-road cycle route through Marygate Car Park leading to Scarborough Bridge Footbridge. This completes the route linking the footbridge to the existing off-road route through Bootham Park Hospital.

ZEBRA Grant

79. The council was awarded grant funding from the government's Zero Emission Bus Regional Area (ZEBRA) fund to support the purchase of electric buses, and £10m grant funding has been awarded to First York for the purchase of 53 electric buses.

Other Transport Schemes

80. Improvements at Rawcliffe Bar and Monks Cross Park & Ride sites were carried out in 2023/24 as part of the BSIP programme, and 55 new battery-operated real-time information displays were installed across the city.

81. Following the grant funding awarded to First York in 2022/23, funding was provided to the other six bus companies operating in York for the purchase and installation of 'Tap Off' Readers on their bus fleets, meaning all buses operating in York now have these readers installed.

82. Full upgrades of traffic signals were carried out at the Malton Road/New Lane and Tadcaster Road/Sim Balk Lane junctions, along with minor upgrades to equipment at other junctions in the city.

83. A new pedestrian crossing was installed on the Inner Ring Road at St George's Field, and the existing build-outs on Skeldergate were amended to improve facilities for cyclists, as part of the council's Active Travel Programme.

84. A new footbridge was installed at PROW no.6 in Skelton as part of the PROW upgrades programme, and a number of smaller schemes to improve safety were completed, including improvements at the Askham Lane/ Ridgeway Roundabout, the Wheldrake Lane/ Elvington

Lane junction, installation of a new Vehicle Activated Sign on Heslington Lane, and improvements to signage on Howard Link and New Lane Acomb. A refresh of flood warning signage was also carried out.

85. The Hopgrove Lane South study assessed the feasibility of creating a left turn filter lane at the Hopgrove Lane South/ Malton Road junction. The initial study report identified that the left turn lane would reduce delays for drivers, but highlighted some road safety concerns and the potential for increased traffic through nearby villages, which was confirmed by subsequent traffic modelling work. The scheme was not progressed further due to these concerns. As a result of this decision it has been necessary to class previous years expenditure (£23.7k) as abortive and this has been written off to revenue.

Highway Schemes (including footways)

86. The total spend across all Highways Capital Schemes was £8.170m in 2023/24. It was split between government funding £3.339m (including £1.764m Potholes, £1.575m Highways grants) and £4.831m Corporate Prudential borrowing. This was an underspend of £2.354m compared to budget. Approximately half of this underspend (£1.17m) will carry forward to 2023/24 to deliver schemes that were not completed in year and the remainder used to offset overspends at Tadcaster Road and Hostile Vehicle Measures.

87. The Department for Transport announced an additional £360k for Highway Maintenance in each year of 2023/24 and 2024/25 (£720k total). £360k grant for 2023/24 has been transferred to 2024/25. The total budget of £720k will be used for works done on B1228 Elvington Lane A1079 Hull Road scheme.

88. The Highways Asset Management team are responsible for maintaining over 800km of carriageways and footways across the City of York Council area, our teams manage a wide range of highways assets serving this network including (but not limited to) streetlighting, bridges and drainage assets.

89. An overview of the outcomes of capital investment across the service area in 2023/24 is given in the paragraphs below.

90. In 2023/24 more than twenty Carriageway Repair & Replacement schemes were successfully delivered, including approximately;

- 50,000m2 new Surface Course
- 17,500m2 new Binder Course
- 1,100m2 new Base Course

91. Twenty Large Patching Schemes were successfully delivered with a total area covering in excess of 15,000m2.

92. Four Surface Treatment schemes were successfully delivered with a total area covering approximately 50,000m2.

Ward Schemes

93. The residual committed ward committee schemes were completed during the year at a cost of £824k compared to a budget of £1,326k an underspend of £502k.

Footpaths

94. Footway repair and replacement schemes have been successfully delivered at the following listed locations:

- Forestgate
- Manor Park Road
- Coda Avenue
- Myrtle Avenue
- Heslington Lane
- Keble Park South
- Fordlands Road
- Fifth Avenue
- Eastbourne Grove
- Blake Street

Highway Structures

95. More than forty Structural Reviews have been carried out in order to update the information on the Council's structural asset management system and to update assessed bridge capacities as required. General inspections of all of the Council's structures have also been completed.

96. Principal inspections have been undertaken on Piccadilly Bridge, Bondhill Ash Bridge, Crichton Avenue Bridge and Strensall Footbridge

and headroom surveys have been undertaken on twenty individual structures.

97. East guided bearing replacement has been completed on Millfield Railway Bridge and bridge joint replacements have been completed at Rawcliffe Ings Bridge.

98. The load capacity of Bishopthorpe Bridge has been assessed, a strengthening feasibility report has been produced and options developed to improve the structure.

99. A paint inspection was carried out at Skeldergate Bridge and contracts have been commenced for the partial painting of the structure with a focus on the bridge elevations.

100. An inspection and assessment report has been carried out at Westfield Beck Culvert.

101. Tender documents developed for painting, repair, waterproofing and resurfacing works at Lendal Bridge.

Concrete street lighting columns

102. 560 concrete street lighting columns have been replaced in Haxby and Wigginton under the 2023/24 programme.

Drainage

103. In 2023/24 more than twenty individual improvement schemes have been completed, which have alleviated localised flooding issues as part of the specific Proactive Investigations & Repair Programme. This programme will continue into 2024/25.

104. In 2023/24 drainage improvement schemes were carried out and improvement works successfully completed at the following listed locations within the City of York Council geographical area:

- Lawrence Street
- A59
- Elvington Lane
- Murton Village
- Kent Street

- Appleton Road, Bishopthorpe
- School Lane, Askham Richard
- Oakland Drive
- Murton
- Walton place
- Thief Lane
- Eva Avenue
- Naburn Lane
- Maple Avenue Bishopthorpe
- Main Street Bishopthorpe
- Mount Vale Drive
- Chestnut Grove
- Heslington lane
- Huntington Road

Funding the Scheme Overspends

105. As reported at the beginning of the section there have been significant overspends incurred in finalising the Tadcaster Road scheme and Hostile Vehicle Measures. The proposed funding of these overspends is summarised below in Table 2.

	Overspend £'000	Underspend £'000
Tadcaster Road	1,191	
Hostile Vehicle Measures	877	
Ward Committees		-502
Highway Schemes		-1,039
Integrated Transport		-497
Flood Signage		-30
Total	2,068	-2,068

Table 2 Funding Highways and Transport Underspends

106. The majority of the additional costs are proposed to be funded from the Highway Schemes budget. There was an underspend of £2.35m across Highway Schemes and the year end proposals are that £1.04m is used to fund the scheme overspends and £1.17m is carried forward to fund schemes that were not completed. This does reduce the Highway Maintenance funding available for schemes however as the council has received additional Dft allocations totalling £720k there remains significant funding available for planned maintenance. The saving from Ward Committees is a saving that can be transferred to

fund these costs without impacting planned schemes. It is also proposed to allocate £497k from Integrated Transport budgets. The council was provided with additional grant of £561k in the final quarter to fund Traffic Signal improvements. It is proposed that this grant replaces CYC funding without impacting the overall transport programme. The flood sign scheme has been completed and a £30k saving identified.

Fleet

107. The final 2023/24 spend for Vehicle Replacement Programme was £2.646m. 50 new vehicles have been replaced across the different departments throughout the council. A sum of £1.082m has been slipped into future years.

Regeneration, Economy & Property Services

108. Castle Gateway – In November 2023 Executive agreed the way forward to deliver some of the masterplan proposals, and work has now commenced to revise designs for the Castle / Eye of York and assess the potential for the delivery of Affordable Housing at Castle Mills. The strategic importance of St George's Field as a parking location was acknowledged and proposals for improving parking provision there, with coach drop off facilities, are being progressed. The proposals, including a business case, must be reported back to Executive for approval prior to delivery.

109. Following the Executive decision in November 2023 approving the write off of up to £1million for the St George's field car park project (SGF), a detailed review of the total costs for SGF from 2016/17 to 2022/23 was carried out and an analysis made of any costs which could definitely be useful against retained capital asset. The final calculated amount to be written off for St. George's Field in the 2023/24 financial statements is £778k.

110. **York Central** - The project funding position remains as per the update provided in the Quarter 3 monitor. Good progress continues to made on the delivery of site access infrastructure by Homes England and Network Rail. A formal developer agreement is now in place with McLaren Property and Arlington Real Estate, which represents a really significant milestone for the project and the City.

111. The delivery of the main highway infrastructure by Homes England is progressing with the phase 1 delivering the alternative route around

the National Railway Museum expected to be complete by the end of 2024 allowing the stopping up of Leeman Rd to be certified. The majority of the site preparation and drainage and utility diversion work is complete and road construction commenced. Footway construction has commenced on Station Rise on the city side of Leeman Rd tunnel. Phase 2 of the scheme to connect the road through to Water End is expected to be complete in mid 2026. Approximately 50% of the ground improvement works have been completed for the embankment between Water End and the Railway. The main developer for the site has been appointed by Homes England and the initial phase of the NRM redevelopment has commenced with the re-roofing of Station Hall and preparatory works for the Central Hall ongoing.

112. The Guildhall project (GH) achieved practical completion in April 2022 and has now operated successfully as a business and events venue for almost 2 years. The complex is home to a range of businesses which employ over 100 individuals. The business club and co-working spaces host many more jobs on a flexible basis and the main hall and meeting rooms have been used for over 350 events in the last year including the launch of the York and North Yorkshire Combined Authority.

113. The project, which was delivered through the pandemic, did encounter delays and incur additional costs, however the agreed Final Account has now been settled with the contractor rectifying all defects on time. The final bills have been paid to the contractor. There remains £127k for the scheme which is slipped to 2024/25.

114. When approved for delivery - the project business case included an income stream assumption of £310k to contribute to the annual repayment costs of the borrowing undertaken to deliver the project – which included an assumption of £150k from the restaurant unit at the site.

115. The restaurant unit was marketed and previous offers were progressed to Agreement for lease at £175k pa in 2017 and £150k in 2022 – unfortunately the lack of certainty on a completion date caused the 2017 deal to fall and in 2022 the change in the UK economic outlook between offers in June and signing an agreement in early 2023 saw that deal fall away – with the cost of the fit out cited as a major concern.

116. CYC is not in a position to offer a capex contribution towards fit-out costs - However given some of the concerns raised by previous interested parties, and more recent informal discussions with industry representatives, – re the unit access / internal fit out costs, it may be prudent for the Council to retain a modest amount of capital project monies in order to attract a tenant.

117. UK Shared Prosperity Fund (UKSPF) - Phase 1 of Acomb Front Street (Improvements to City Centres & High Streets project) has been delivered with a spend of £185k in 2023/24 and design work on phase 2 is underway with significant public engagement on the proposals and £30k spend in 2023/24. Total spend across the budget line was £223k. The work was funded through the UKSPF capital allocation of £161k with the balance provided as a contribution from the UKSPF revenue budget.

118. Following an Executive decision in October 2023, £300k earmarked for UKSPF Enterprise Infrastructure spend in 2024/25, has been moved to UKSPF Improvements to City Centre & High Streets project 2024/25. There is thus now a budget in 2024/25 of £675k for this work.

119. £400k capital has also been allocated through the Rural England Prosperity Fund. This will be spent in 2024/25 on community and business projects in designated rural areas of the CYC area.

Customer & Corporate Services

Crematorium Waiting Room

120. The rapid increase in the cost of construction coupled with contractual issues has led to a delay in this work. The cost of the original agreed waiting room is no longer affordable. Alternative solutions are now being looked at as facilities including the waiting room at the Crematorium are in a poor condition and continue to deteriorate.

Register Office Phase Two

121. All work related to this capital bid have been completed other than an upgrade to the toilets which is expected to be completed in the next few months.

Customer & Corporate Services - IT

122. The ICT capital programme had a budget of £3,722k for 2023/24, The ICT development plan capital expenditure totalled £3,619k, £103k slipped to 2024/25.

123. The work of the ICT service supports and enables the council, partners and the city on many different levels.

Digital Programme

124. The most significant financial investment in year was attributable to the staged roll out of the councils Voice and Data Managed Services contract. A rolling programme of upgrades has been successfully undertaken through the year as the investment in core underlying network infrastructure is implemented. Ongoing work has also continued to ensure that ICT services remain available, secure and supportable, and this has included but is not restricted to, investment in our storage and Citrix platforms and ensuring that our operating systems and corporate and directorate systems were updated appropriately and with minimal impact on our customers.

125. A number of systems have been implemented, replaced, upgraded or continued to be further developed this year, these include:
    - Additional Citrix nodes to increase capacity and performance have been purchased and installed.
    - Document management system upgrade currently being implemented.
    - Nutanix storage upgrade was installed October 2023.
    - Significant progress is being made with the Network upgrade and associated telephony.
    - Identification and deployment of applications previously only available in Citrix over to laptops and desktops.
    - Implementation and commissioning of the new Citizen Access platform replacing the ageing Revenues and Benefits System.
    - In Adults Social Care, supporting the adaptation and take up of the Yorkshire/Humberside Shared Care Records platform.
    - Highway's Alloy has launched for both asset and case management.
    - Parking system Taranto upgrade to Version 2.14.

- The move of Civica Technology Forge off premise and into the Cloud.
- A new Customer Relationship Management solution has been procured and is being rolled out with Green Waste charging as a priority.
- Digital preservation and archiving Preservica was implemented to support the work to ensure Archives accreditation is maintained
- We have progressed work across multiple services area to prepare for and mitigate the Digital Switchover from analogue to digital phone lines in 2025.

Digital Staff

126. The majority of our work under this theme has been our involvement on the Working as One programme where ICT have provided significant support and resource commitment into the establishment and progression of this fast paced and evolving council priority. Our involvement has included:

- Ongoing provision and refresh of standardised ICT kit aligned to worker styles including the specification, sourcing, configuring, delivery and support of the equipment necessary to allow the delivery of secure hybrid working ensuring staff have the right equipment at the right time to meet the demands of their role. This included the roll out of a significant number of docking stations through the CYC estate.
- Engagement in floor plate design and the planning for, sourcing and installation of essential ICT equipment to allow for welcoming of new partners into West Offices. This included ensuring that the required levels of secure access and effective working were enabled and maintained for the new and evolving occupancy mix of the building.
- Investment in the equipment available in meeting rooms to improve the experience for customers.
- The ongoing development of the Matrix Booking system.
- Ongoing commitment to the testing and roll out of the M365 applications, in particular this year including further investment in Teams and Micollab to incorporate incoming and external telephony services as we work toward the decommissioning of Skype.

- Identification and deployment of applications previously only available in Citrix over to laptops and desktops.
- Ongoing improvement works relating to ICT service provision for staff at Hazel Court.
- Digital City

127. Some of the key activities during the year included:
    - Supported the access to ultrafast and future proof Broadband Services within the harder to reach parts of York including parts of the city centre such as Gillygate and the surrounding areas, and also within our more rural areas like Stockon-on-Forest through maintaining the levels of private sector interest and investment in our city.
    - Virgin Media O2 (VMO2) have expanded their fibre network as part of their 'Project Lightning' programme to upgrade connectivity across the city.
    - Early planning discussions have taken place with Open Reach ahead of their build programme that will also expand the access to ultrafast and robust Broadband services across the city through their network and numerous internet service providers.
    - Project Gigabit is the Government's flagship £5billion programme to enable hard to reach communities to access gigabit capable broadband. This targets homes and businesses not included in commercial plans to deliver fast and reliable broadband that will level-up most rural and remote communities as well as tackling pockets of poor connectivity in urban areas. Along with West Yorkshire and a small element of North Yorkshire, we are part of the Lot 8 project within this programme, and the project is now starting to gather momentum and includes approximately 4,500 premises in York that are set to benefit from this government funded programme. We are working closely with Quickline Communications (who were awarded the contract by Building Digital UK BDUK) and BDUK resources on a local area review, to refine the data on the initial areas of intervention, and further details and confirmation will follow as this multi-year regional project progresses into establishing the phased build programme.

Communities & Culture

Future Libraries Investment Programme

128. The three library projects have been combined and are reported within a single FLIP (Future Libraries Investment Programme), under the corporate project management structure. The capital budget this year is £5,400k which includes funding from education totalling £255k for Clifton Library and a Project Support Fund allocation of £22k. £1,300k was slipped at Monitor 3 with a proposal to a further slip £631k at year end.

129. Works at Clifton are 11 months into a 13-month on-site build and are progressing very well. Old buildings have been demolished, improved local school footpath links completed and the new two storey building are complete. Work is currently focused on the café area which links the old to the new two storey building. It is currently anticipated that the facility will open during Autumn 2024.

130. The new library at Haxby is open and has been very successful, with visitor levels rising to record levels and additional improvements with the installation of a changing places toilet facility. This makes the Oaken Grove Community Centre where the library is co-located the only facility in Haxby and Wigginton to have a changing places facility which makes this venue truly accessible.

131. Public consultation has taken place on the development of Acomb Library and the results fed into an external funding bid to the Arts Council, under the Library Improvement Fund and the Council have been successful in achieving a grant of £250k towards the overall project budget. The grant bid focussed on what residents told us and that included a larger children library, café, and area for quiet study. A detailed feasibility is now underway and will be reported to Executive to sign off the final vision, business case and refurbishment plans.

Westfield Multi Use Games Area Provision

132. Following preliminary investigation works at the York Acorn Sports and Social Club we approached Acomb Sports Club as a potential site for the Westfield MUGA within the ward. Build is not expected to take place this year, it is proposed that the £192k budget is slipped to 2024/25.

Changing Places Toilets

133. £244k has been awarded to provide two facilities, one at Oaken Grove, Haxby and the refurbishment of Silver Street in the city centre. Silver street is now complete and ready for registration. Haxby Oaken Grove will be complete and open to the public by the end of May 2024. All monies have now been received from the Department of Levelling Up and all schemes fully approved.

Community Stadium

134. The Outturn position for the Community Stadium was reported to Executive in February 2021. At that time a total forecast spend of £47,295k was reported an overspend of £1.2m. Since that time there have been final payments relating to retention payments and the completion of the roads and footways at the site. These have all been completed within the budget agreed. There remained £271k set aside in 2023/24 to fund any outstanding works but those completed are now of such a small nature they are classed as business as usual and funded within revenue budgets.

135. It was reported in 2021 that there was still some risk that there would be further contractual claims arising from the build given the delays to construction. There have been no claims submitted to the council for additional costs. The scheme has therefore been delivered within the cost reported in February 2021.

Climate Change

136. The Climate Change programme has a budget of £1,461k for 2023/24, during the year £1,161k was slipped to 24/25. (£400k of the Northern Forest Land purchase budget, £634k for match funding requirements of the Public Sector Decarbonisation Schemes (PSDS) and £127k potential match funding of the Harewood Whin scheme from Mayoral Combined Authority's Net Zero Fund.) At year end it's requested a further £277k be slipped for PSDS.

Key achievements since M3 include:

- Being awarded £3m of funding from the Combined Authority Net Zero Fund for new renewable energy feasibility studies, LED lighting improvements of street lighting and office buildings, and renewable heating replacement at Council housing blocks
- Securing £4m of Innovate UK funding to launch a Retrofit One-Stop-Shop for York

- Completing the planting of 2,500 new trees as part of the Green Streets Programme
- Increasing the number of schools in York to have received free solar panels through the Solar for Schools partnership to 8, including 4 maintained schools.
- Strengthening the city's commitment to tackling climate change with the ambition for the York to be a climate ready city by 2030
- Expanding the number of Council buildings to have received a Heat Decarbonisation Plan (35)
- Initiated the Harewood Whin Green Energy Park project, with £245,000 of Net Zero funding from the Combined Authority

York Museum Trust

137. During 2023/24 the York Museum Trust (YMT) identified Reinforced Autoclaved Aerated Concrete (RAAC) within the roof of the Castle Museum. This led to the closure of the Female prison from September 2023 and only able to reopen in mid December once the problem had been fully identified and emergency repairs made within the planning constraints of a listed building. This cost c £95k including professional advice and was funded from YMY reserves.

138. There is a further need to protect the roof so that the RAAC that has been isolated does not deteriorate. Works including a new roof covering, external roof repairs and ceiling repairs in the toy gallery have been identified which should protect the building from needing more substantial refurbishment. The estimated cost is £200k and given the costs and lost income that YMT have incurred from the initial discovery there has been a request that CYC pay for these works.

139. YMT have worked closely with officers across the council to ensure that appropriate remedial works are undertaken and that costs are properly controlled.

140. It is proposed that these costs are funded from the Capital Contingency. The Contingency stands at £1,376k and will reduce by £200k to £1,176k upon allocating to the YMT scheme.

Funding the 2023/24 Capital Programme

141. The 2023/24 capital programme of £98.377m has been funded from £44.385m external funding and £53.992m of internal funding. The

internal funding includes resources such as revenue contributions, Supported Capital Expenditure, capital receipts and reserves.

142. The overall funding position continues to be closely monitored to ensure the overall capital programme remains affordable and is sustainable over the 5 year approved duration.

Update on the 2024/25 – 2028/29 Capital Programme

143. The restated capital programme for 2024/25 to 2028/29 split by portfolio is shown in table 3. The individual scheme level profiles can be seen in Annex 1.

Gross Capital Programme	**2024/25 £m**	**2025/26 £m**	**2026/27 £m**	**2027/28 £m**	**2028/29 £m**	**Total £m**
Children's services	17.074	5.275	1.045	-	-	**23.394**
Adult Social Care	0.952	0.705	0.728	0.752	0.776	**3.913**
Housing & Community Safety	52.071	21.416	15.301	14.638	14.350	**117.776**
Transport, Highways & Environment	87.233	47.983	29.041	19.170	20.195	**203.622**
Regen, Economy & Property Services	47.580	0.275	0.275	0.275	0.275	**48.680**
ICT	2.923	3.170	2.820	2.820	2.820	**14.553**
Customer & Corporate Services	1.813	0.370	0.369	0.200	0.200	**2.952**
Communities & Culture	4.501	-	-	-	-	**4.501**
Climate Change	1.727	0.250	-	-	-	**1.977**
Revised Programme	**215.874**	**79.444**	**49.579**	**37.855**	**38.616**	**421.368**

Table 3 – Restated Capital Programme 2024/25 to 2028/29

144. Table 4 shows the projected call on Council resources going forward.

	2024/25 £m	**2025/26 £m**	**2026/27 £m**	**2027/28 £m**	**2028/29 £m**	**Total £m**
Gross Capital Programme	**215.874**	**79.444**	**49.579**	**37.855**	**38.616**	**421.368**
Funded by:						
External Funding	84.344	43.500	18.868	6.495	6.030	**159.237**
Council Controlled Resources	131.530	35.944	30.711	31.360	32.586	**262.131**
Total Funding	**215.874**	**79.444**	**49.579**	**37.855**	**38.616**	**421.368**

Table 4 – 2024/25 –2028/29 Capital Programme Financing

145. The Council controlled figure is comprised of a number of resources that the Council has ultimate control over. These include Right to Buy receipts, revenue contributions, supported (government awarded) borrowing, prudential (Council funded) borrowing, reserves (including Venture Fund) and capital receipts.

146. In financing the overall capital programme, the Chief Finance Officer will use the optimum mix of funding sources available to achieve the best financial position for the Council. Therefore, an option for any new capital receipts would be to use these to replace assumed borrowing, thereby reducing the Councils' borrowing levels and associated revenue costs.

Organisational Impact and Implications

147. The report has the following implications:

- ***Financial*** - are contained throughout the main body of the report. Given the forecast financial position of the Council and the need to reduce expenditure, there will be a review of the capital programme. This review will need to identify ways in which capital expenditure can also be reduced.
- ***Human Resources (HR)*** - There are no direct HR implications as a result of this report. Any variations to the capital programme that have staffing implications will follow appropriate consultation and HR policies and procedures.
- ***Legal*** - Whilst this report itself does not have any legal implications, the schemes within the capital programme themselves will be in receipt of legal advice where necessary
- ***Procurement*** – Whilst this report itself does not have any procurement implications, schemes within the capital programme are all procured in accordance with the procurement legislation.
- ***Health and Wellbeing****,* reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents. The impact of any reductions in the capital programme will be carefully monitored so that implications can be considered and mitigated where possible.
- ***Environment and Climate action****,* as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct environment and climate action implications as a result of this report.

- ***Affordability****,* Affordability, as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct affordability implications as a result of this report. A number of the schemes will contribute to affordable and more efficient homes.
- ***Equalities and Human Rights*** -– as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct equalities and human rights implications as a result of this report. All individual schemes will be subject to Impact Assessments in the usual way.
- ***Data Protection and Privacy,*** As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data protection impact assessment (DPIA). This is evidenced by completion of DPIA screening questions AD-06078.
- ***Communications****,* the information set out in this report does not have any specific communications implications. The finance and performance monitor report elsewhere on this agenda includes details of the communications activity in relation to the overall council finances.
- **Economy**, there are no direct implications related to the recommendations.

Risks and Mitigations

148. There are a number of risks inherent in the delivery of a large scale capital programme. To mitigate against these risks the capital programme is regularly monitored as part of the corporate monitoring process, and the project management framework. This is supplemented by internal and external audit reviews of major projects.

Wards Impacted

149. All wards are impacted by the issues detailed in the report.

Contact details

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Background papers

- Capital Budget Report – Full Council 23 February 2023
- Capital Programme Outturn 2022/23 and Revisions to the 2023/24-2027/28 Programme – Executive 15 June 2023
- Capital Programme Monitor 1 2023/24 – Executive 14 September 2023
- Capital Programme Monitor 2 2023/24 – Executive 16 November 2023
- Capital Programme Monitor 3 2023/24 – Executive 25 January 2024
- Capital Budget 2024/25 to 2028/29- Executive 25 January 2024

Annexes

- Annex 1 – Capital Programme 2023/24 to 2028/29

Annex 1 - Capital Prgramme by Year 202324 to 2028/29

	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	Capital Programme 2023/24-2028/29
	£000	£000	£000	£000	£000	£000	£000
CHILDRENS SERVICES							
DfE Maintenance	1,735	1,738	700	700	0	0	**4,873**
Basic Need	21	567	3,075	125	0	0	**3,788**
SEND - Applefields Extension (Phase 3)	520	1,121	470	0	0	0	**2,111**
SEND - St Paul's Nursery ERP Expansion	162	1,668	0	0	0	0	**1,830**
SEND - Huntington School ERP	1,048	252	510	0	0	0	**1,810**
Schools Essential Mechanical & Electrical Work	71	1,581	0	0	0	0	**1,652**
Clifton Green Primary - Re-organisation and Security	874	626	0	0	0	0	**1,500**
SEND - Specialist SEMH Expansion	484	946	0	0	0	0	**1,430**
St Oswalds Classrooms	0	1,400	0	0	0	0	**1,400**
Schools Essential Building Work	369	981	0	0	0	0	**1,350**
Fulford School Expansion 2020 Phase 1 and 2	786	405	0	0	0	0	**1,191**
Hob Moor Oaks Classrooms	0	1,100	0	0	0	0	**1,100**
Huntington Science Labs	0	1,100	0	0	0	0	**1,100**
Children in Care Residential Commissioning Plan	338	592	0	0	0	0	**930**
NDS Devolved Capital	221	220	220	220	0	0	**881**
SEND - Haxby Road ERP Expansion (Lakeside site)	860	5	0	0	0	0	**865**
Mainstream Schools SEND fund	0	475	300	0	0	0	**775**
Danesgate Ootdoor Learning Area	0	600	0	0	0	0	**600**
Improving School Accessibility	22	420	0	0	0	0	**442**
Expansion and Improvement of Facilities for Pupils with SEND	10	326	0	0	0	0	**336**
Early Years Expansion Premises Investment	0	334	0	0	0	0	**334**
Danesgate Extension 2022	25	204	0	0	0	0	**229**
Millthorpe School	133	49	0	0	0	0	**182**
Family Hubs Capital Investment	0	167	0	0	0	0	**167**
Early Years Additional Places (Lowfield Green)	0	104	0	0	0	0	**104**
Healthy Pupils Capital Fund	0	93	0	0	0	0	**93**
Applefields Extension Work 2021 and 2022	6	0	0	0	0	0	**6**
ADULT SOCIAL CARE							
Telecare Equipment and Infrastructure	271	275	283	291	300	309	**1,729**
Disabled Support Grant	250	261	270	280	290	300	**1,651**
Major Items of Disability Equipment	141	157	152	157	162	167	**936**
Proof of Concept for robotics & AI within social care	8	161	0	0	0	0	**169**
OPA-Ashfield Estate Sports Pitches	129	36	0	0	0	0	**165**
OPA - the Centre@Burnholme including enabling works	5	62	0	0	0	0	**67**
HOUSING (HRA & GF)							
Major Repairs & Modernisation of Local Authority Homes	8,291	13,128	10,847	11,027	11,243	11,400	**65,936**
LA Homes - Burnholme	7,697	9,705	5,064	0	0	0	**22,466**
Disabled Facilities Grant (Gfund)	2,074	2,375	2,375	2,565	2,565	2,100	**14,054**
Duncombe Barracks	3,816	4,642	0	0	0	0	**8,458**
Shared Ownership Scheme	5,296	1,217	0	0	0	0	**6,513**
Assistance to Older & Disabled People	849	701	640	650	660	680	**4,180**
Local Authority Homes - Phase 2	439	2,785	900	0	0	0	**4,124**
Bell Farm Modernisation	0	3,463	0	0	0	0	**3,463**
LA Homes Energy Efficiency Programme	1,189	2,258	0	0	0	0	**3,447**
Local Authority Homes - Project Team	90	1,000	1,370	889	0	0	**3,349**
Home Upgrade Grant (G/fund)	1,957	1,202	0	0	0	0	**3,159**
LA Homes - Hospital Fields/Ordnance Lane	656	1,932	0	0	0	0	**2,588**
Geln Lodge Refurbishment	0	2,444	0	0	0	0	**2,444**
Resettlement Housing	940	1,209	0	0	0	0	**2,149**
Housing Environmental Improvement Programme	53	332	170	170	170	170	**1,065**
Alex Lyon House - Renewable Heating Upgrade	0	1,051	0	0	0	0	**1,051**
Willow House Housing Development	0	1,000	0	0	0	0	**1,000**
Lowfield Housing	631	321	0	0	0	0	**952**
Honeysuckle House heat pump communal heating upgrade	0	844	0	0	0	0	**844**
Water Mains Upgrade	0	360	50	0	0	0	**410**
Extension to Marjorie Waite Court	163	0	0	0	0	0	**163**
Chaloner Road Site Enabling Works	10	48	0	0	0	0	**58**
Tang Hall Library Site Enabling Works (G/fund)	1	54	0	0	0	0	**55**
Lincoln Court Independent Living Scheme	3	0	0	0	0	0	**3**
TRANSPORT, HIGHWAYS & ENVIRONMENT							
York Outer Ring Road - Dualling	1,369	22,604	23,952	11,282	0	0	**59,207**
Highway Schemes	8,170	8,235	7,905	7,905	7,905	7,905	**48,025**
Replacement Vehicles & Plant	2,646	6,808	2,169	3,392	7,323	8,510	**30,848**
WYTF - Station Frontage	6,218	10,014	4,283	0	0	0	**20,515**
Local Transport Plan (LTP) *	2,382	6,165	1,570	1,570	1,570	1,570	**14,827**
Bus Service Improvement Plan	712	9,729	0	0	0	0	**10,441**
ZEBRA	10,022	237	0	0	0	0	**10,259**

Annex 1 - Capital Prgramme by Year 202324 to 2028/29

	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	Capital Programme 2023/24-2028/29
	£000	£000	£000	£000	£000	£000	£000
Innovative Flood Resilience	495	1,605	1,490	1,937	0	0	**5,527**
Highways - Tadcaster Road	5,350	100	0	0	0	0	**5,450**
Drainage Investigation & Renewal	910	721	900	900	900	900	**5,231**
WYTF - Castle Gateway Development	0	4,473	50	0	0	0	**4,523**
Haxby Station	186	1,473	2,500	0	0	0	**4,159**
Special Bridge Maintenance (Struct maint)	607	1,048	615	622	617	605	**4,114**
Built Environment Fund - Hostile Vehicle Mitigation	2,681	750	0	0	0	0	**3,431**
Flood Allevition Schemes including Germany Beck	16	3,254	0	0	0	0	**3,270**
York City Walls - Repairs & Renewals (City Walls)	778	324	300	505	505	505	**2,917**
Replacement of Unsound Lighting Columns	736	559	578	578	0	0	**2,451**
Essential Bridge Maintenance (Lendal Bridge)	95	2,007	0	0	0	0	**2,102**
Askham Bar Hyperhub (Levi)	0	1,022	1,021	0	0	0	**2,043**
Flood Scheme Contributions	0	1,500	0	0	0	0	**1,500**
TCF - Tadcaster Road Improvements	1,246	50	0	0	0	0	**1,296**
Castle Mills Lock	0	800	300	0	0	0	**1,100**
Access Barrier Review	25	273	200	200	200	200	**1,098**
Highways Drainage Works	646	200	0	0	0	0	**846**
Highways & Transport - Ward Committees	824	0	0	0	0	0	**824**
Smarter Travel Evolution Programme	172	592	0	0	0	0	**764**
Waste Vehicle Replacement	0	725	0	0	0	0	**725**
Garden Bin Replacement	0	150	150	150	150	0	**600**
National Cycle Network 65 Targeted Repairs	49	307	0	0	0	0	**356**
Street Lighting LED Conversion	0	352	0	0	0	0	**352**
EV Charging Asset Replacement	3	281	0	0	0	0	**284**
Fordlands Road Flood Defences	33	188	0	0	0	0	**221**
Fleet & Workshop Compliance	86	105	0	0	0	0	**191**
Electric charging Infrastructure	168	0	0	0	0	0	**168**
Flood Sign Renewal and Rainfall monitoring	30	135	0	0	0	0	**165**
Public Realm & Waste Equipment	0	163	0	0	0	0	**163**
River Bank repairs	0	148	0	0	0	0	**148**
Knavesmire Culverts	0	81	0	0	0	0	**81**
Parks and Open Spaces Development	71	0	0	0	0	0	**71**
Better Play Areas	13	55	0	0	0	0	**68**
Non Illuminated Structural asset renewal	27	0	0	0	0	0	**27**
Hyper Hubs	6	0	0	0	0	0	**6**
Silver Street & Coppergate Toilets	1	0	0	0	0	0	**1**
REGEN, ECONOMY & PROPERTY SERVICES							
York Central Infrastructure	511	38,723	0	0	0	0	**39,234**
Castle Gateway (Picadilly Regeneration)	115	4,310	0	0	0	0	**4,425**
Asset Maintenance + Critical H&S Repairs	344	433	275	275	275	275	**1,877**
West Offices - LED Lighting	44	881	0	0	0	0	**925**
Improvements to City Centre & High Streets (UKSPF)	223	675	0	0	0	0	**898**
Guildhall	281	127	0	0	0	0	**408**
Rural Prosperity Fund	0	400	0	0	0	0	**400**
West Offices Data Centre	0	380	0	0	0	0	**380**
Commercial Buildings LED Lighting Renewal	0	354	0	0	0	0	**354**
Hazel Court - LED Lighting	46	258	0	0	0	0	**304**
LCR Revolving Investment Fund	0	300	0	0	0	0	**300**
Removal of Asbestos	15	222	0	0	0	0	**237**
Commercial Property Acquisition incl Swinegate	44	146	0	0	0	0	**190**
West Offices - Major repairs	0	100	0	0	0	0	**100**
Hazel Court welfare facilities	0	95	0	0	0	0	**95**
Photovoltaic Energy Programme	0	81	0	0	0	0	**81**
Fire Safety Regulations - Adaptations	0	77	0	0	0	0	**77**
Air Quality Monitoring (Gfund)	56	6	0	0	0	0	**62**
Built Environment Fund - Shopping Area Improvements	3	12	0	0	0	0	**15**
ICT							
IT Development plan	3,619	2,803	3,170	2,820	2,820	2,820	**18,052**
IT Superconnected Cities	0	120	0	0	0	0	**120**
CUSTOMER & CORPORATE SERVICES							
Project Support Fund	0	370	370	369	200	200	**1,509**
Capital Contingency	0	1,176	0	0	0	0	**1,176**
Crematorium Waiting Room	6	221	0	0	0	0	**227**
Registry office Phase 2 Refurbishment	0	46	0	0	0	0	**46**
COMMUNITIES & CULTURE							
Future Libraries Investment Programme	3,469	2,657	0	0	0	0	**6,126**
Mansion House	0	1,273	0	0	0	0	**1,273**
Changing Places (Toilets)	161	121	0	0	0	0	**282**

Annex 1 - Capital Prgramme by Year 202324 to 2028/29

	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	Capital Programme 2023/24-2028/29
	£000	£000	£000	£000	£000	£000	£000
Castle Museum Reairs	0	200	0	0	0	0	**200**
Westfield Multi Use Games Area	0	192	0	0	0	0	**192**
Energise Roof	0	58	0	0	0	0	**58**
CLIMATE CHANGE							
Climate Change schemes including Northern Forest	23	1,727	250	0	0	0	**2,000**
GROSS EXPENDITURE BY DEPARTMENT							
CHILDRENS SERVICES	**7,685**	**17,074**	**5,275**	**1,045**	**0**	**0**	**31,079**
ADULT SOCIAL CARE	**804**	**952**	**705**	**728**	**752**	**776**	**4,717**
HOUSING (HRA & GF)	**34,155**	**52,071**	**21,416**	**15,301**	**14,638**	**14,350**	**151,931**
TRANSPORT, HIGHWAYS & ENVIRONMENT	**46,773**	**87,233**	**47,983**	**29,041**	**19,170**	**20,195**	**250,395**
PROPERTY SERVICES	**1,682**	**47,580**	**275**	**275**	**275**	**275**	**50,362**
ICT	**3,619**	**2,923**	**3,170**	**2,820**	**2,820**	**2,820**	**18,172**
CUSTOMER & CORPORATE SERVICES	**6**	**1,813**	**370**	**369**	**200**	**200**	**2,958**
COMMUNITIES & CULTURE	**3,630**	**4,501**	**0**	**0**	**0**	**0**	**8,131**
CLIMATE CHANGE	**23**	**1,727**	**250**	**0**	**0**	**0**	**2,000**
TOTAL BY DEPARTMENT	**98,377**	**215,874**	**79,444**	**49,579**	**37,855**	**38,616**	**519,745**
TOTAL GROSS EXPENDITURE	**98,377**	**215,874**	**79,444**	**49,579**	**37,855**	**38,616**	**519,745**
TOTAL EXTERNAL FUNDING	44,385	84,344	43,500	18,868	6,495	6,030	**203,622**
TOTAL INTERNAL FUNDING	53,992	131,530	35,944	30,711	31,360	32,586	**316,123**
	98,377	**215,874**	**79,444**	**49,579**	**37,855**	**38,616**	**519,745**

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Meeting:	Executive
Meeting date:	18/07/2024
Report of:	Debbie Mitchell Chief Finance Officer
Portfolio of:	Councillor Katie Lomas Executive Member for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion

Decision Report: Treasury Management annual report and review of Prudential Indicators for 2023/24

Subject of Report

1. The purpose of this report is to provide an update on treasury management activity and position for the 2023/24 financial year which includes the prudential indicators at Annex A to this report.

Benefits and Challenges

2. Treasury Management is the effective management of the Council's cash flow. Doing this effectively protects the Council from risks and ensures the ability to meet spending commitments as they fall due.

Policy Basis for Decision

3. The CIPFA (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management 2021 requires that full Council be updated with, review and approve, as a minimum three reports annually. These reports are the Treasury Management Strategy Statement setting out policy for the forthcoming year, a mid-year review report, and an annual report detailing the treasury activities and performance for the previous year. Quarterly reports are also required to provide an update on treasury management activities and can be assigned to a designated committee or member as deemed appropriate.

4. This report is the Treasury Management annual report detailing the activities undertaken and performance in the financial year 2023/24, highlighting compliance with the Council's policies previously approved by members, and the monitoring of the Prudential Indicators. The Council is required through legislation to have this report and Prudential Indicators approved by members; therefore, this report ensures this Council is implementing best practice in accordance with the Code.

Financial Strategy Implications

5. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.

Recommendation and Reasons

6. Executive is asked to note:
   - The 2023/24 performance of treasury management activity.
   - The Prudential Indicators outlined in Annex A and note the compliance with all indicators.

   Reason: To ensure the continued effective operation and performance of the Council's Treasury Management function and ensure that all Council treasury activity is prudent, affordable and sustainable and complies with policies set.

7. It is a statutory duty for the Council to determine and keep under review the affordable borrowing limits. During the 2023/24 financial year, the Council has operated within the Treasury and Prudential Indicators set out in the Council's Treasury Management Strategy Statement for 2023/24.

8. There are no policy changes to the Treasury Management Strategy Statement 2023/24 for members to agree and approve; the details in this report update the Treasury Management position and Prudential Indicators in the light of the updated economic position and budgetary changes already approved.

Background

9. This annual treasury management report has been prepared in compliance with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management, and covers the following:
    - A brief economic update for the 2023/24 financial year.
    - A review of the Treasury Management Strategy Statement and Annual Investment Strategy.
    - A review of the treasury position as at 31st March 2024.
    - A review of the Council's investment portfolio.
    - A review of the Council's borrowing strategy.
    - An update to the prudential indicators (set out at Annex A).
    - A review of compliance with the Treasury and Prudential Limits.

Economic Update

10. Financial year 2023/24 saw:
    - Interest rates rise by a 100bps, taking Bank Rate from 4.25% to 5.25%.
    - Short, medium and long-dated gilts have remained elevated as inflation remained high in the first half of the year before starting to decrease in the second half of the year at a slower pace than expected.
    - CPI inflation fell from 8.7% in April to 3.2% in March.
    - Core inflation stood at 4.2% in March, compared to 7.1% at the start of the financial year.
    - A shallow recession in the second half of the year.

11. In its latest monetary policy meeting on 21st March 2024, the Bank of England left interest rates unchanged at 5.25% for the fifth meeting in a row and retained its hawkish guidance. The Bank of England has maintained the hawkish guidance that rates will stay "sufficiently restrictive for sufficiently long" to tackle the key indicators of inflation persistence which remain elevated.

Interest Rate Forecast

12. Current interest rates and the future direction of both long term and short term interest rates have a major influence on the overall treasury management strategy and affects both investment and borrowing decisions. Table 1 is Link Groups Interest Rate forecast for both the bank base rate and long-term Public Works Loans Board (PWLB) Certainty borrowing rates (gilt yields plus 80 bps):

	Bank rate %	**PWLB borrowing rates % (including certainty rate adjustment)**			
		5 year	**10 year**	**25 year**	**50 year**
Mar 2024	5.25	4.50	4.70	5.20	5.00

Jun 2024	5.25	4.40	4.50	5.10	4.90
Sep 2024	4.75	4.30	4.40	4.90	4.70
Dec 2024	4.25	4.20	4.30	4.80	4.60
Mar 2025	3.75	4.10	4.20	4.60	4.40
Jun 2025	3.25	4.00	4.10	4.40	4.20
Sep 2025	3.00	3.80	4.00	4.30	4.10
Dec 2025	3.00	3.70	3.90	4.20	4.00
Mar 2026	3.00	3.60	3.80	4.20	4.00
Jun 2026	3.00	3.60	3.70	4.10	3.90
Sep 2026	3.00	3.50	3.70	4.10	3.90
Dec 2026	3.00	3.50	3.70	4.10	3.90
Mar 2027	3.00	3.50	3.70	4.10	3.90

Table 1 – Link's interest rate forecast as at 25th March 2024

13. Market expectations are currently that Bank Rate has reached its peak at 5.25% and the Bank of England Monetary Policy Committee (MPC) have held rates at 5.25% at the last five meetings (21st September 2023, 2nd November 2023, 14th December 2023, 1st February 2024 and 21st March 2024). Inflation had fallen in the second half of 2023/24 and it is forecast to fall further during 2024. Markets views are that Bank Rate will start to decrease from 5.25% in the second half of 2024 which in turn will mean a falling back of Gilt yields and PWLB rates. Link's view on the overall longer-run trend is for gilt yields and PWLB rates to fall back over the timeline of the forecasts in Table 1 as inflation continues to fall through 2024.

Treasury Management Strategy Statement 2023/24

14. Full Council approved the Treasury Management Strategy Statement for 2023/24 on 23rd February 2023 which can be viewed here https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=13284 and this included the Annual Investment Strategy.

15. The Council's Annual Investment Strategy, which is incorporated in the Strategy, outlines the Council's investment priorities as follows:
    - Security of capital
    - Liquidity
    - Yield
    - Ethical, Social & Governance (using the FTSE4GOOD index, or any suitable alternative responsible investment index or information)

16. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Councils risk appetite.

17. There are no investment policy changes and the details in this report do not amend the Statement.

Overall treasury position at 31st March 2024

18. Table 2 shows the Councils net treasury debt and investment position for financial year end 2023/24 compared to 2022/23:

	Principal	Average Rate	Principal	Average Rate
	31/03/2024	**31/03/2024**	**31/03/2023**	**31/03/2023**
External Debt				
General Fund Borrowing	£175.79m	3.42%	£154.91m	3.17%
Housing Revenue Account (HRA) Borrowing	£149.26m	3.31%	£146.35m	3.20%
Total Borrowing	£325.05m	3.37%	£301.26m	3.18%
Other Long-term Liabilities inc. PFI	£41.74m		£42.81m	
Total External Debt	£366.79m		£344.07m	
Investments				
Investment balance	£5.04m	4.86%	£10.81m	2.02%
Net Treasury Position				
Debt less Investments	£361.75m		£333.26m	

Table 2 summary of year end treasury position as at 31st March 2024

Investment outturn for 2023/24

19. The Council's investment policy is governed by DLUHC guidance, which has been implemented in the annual investment strategy approved by the Council on 23rd February 2023. This policy sets out the approach for choosing investment counterparties and is based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.). The Council will also consider environmental, social and governance issues when placing investments after the core investment priorities of security, liquidity and yield have been assessed and this will be done through the use of the FTSE4Good index or any suitable alternative responsible investment index or information to be decided by the s151 officer. The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.

20. Investment returns the Council earns on its surplus cash is dependent on the level of cash held for investment purposes, cash backed reserves and cash flow requirements which is due to the timing of precept payments, receipt of grants, receipt of developers contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. Cash balances are therefore only available on a temporary basis depending on cash flow movement.

21. The Council maintained an average investment balance of £23.238m in 2023/24 compared to £52.422m in 2022/23. The surplus funds earned an average rate of return of 4.86% in 2023/24 compared to 2.02% in 2022/23. During 2023/24 all cash has been kept in liquid investments which has meant investments returns are not as high as market averages.

22. The level of average cash balances has decreased compared to a year ago due to cash being used to support the Council's capital programme spending and no additional borrowing for capital being taken in 2022/23. The level of average balance available for investment has decreased during 2023/24 due to the continuing policy of avoiding new borrowing by running down spare cash balances to fund the capital programme.

23. The policy of using cash to delay long-term borrowing has served well over the last few years and is being kept under review for 2024/25 as cash balances for investment are projected to fall more sharply due to the timing of receipts and payments increasing the Councils underlying borrowing need. The Council is currently maintaining an under-borrowed position in relation to the Capital Financing Requirement.

24. Investment returns have improved in the financial year 2023/24 compared to those seen in 2022/23. This is due to increases in the Bank of England Base Rate (BBR) reflected in market rates. The last BBR increase came on 3rd August 2023 and the last 5 meetings since to 21st March 2024 have held rates at 5.25%. Market expectation is that the BBR will not rise further but stay at this level until the second half of 2024. If this is the case investment returns are likely to have reached their peak.

25. Investment return (calculated as the amount of interest earned on invested cash for the period) during 2023/24 is shown in table 3:

	2023/24 (full year)	**2022/23 (full year)**
Average CYC Rate of Return	4.86%	2.02%
Benchmarks		
Average Overnight SONIA	4.96%	2.24%

Average 7 day Backward Looking SONIA	4.95%	2.23%

Table 3: CYCs investment rate of return performance vs. SONIA benchmark

26. The Council uses a benchmark indicator to assess the Councils investment performance, and this is the average Sterling Overnight Index Average (SONIA). SONIA is based on actual transactions reflecting the average of the interest rates that banks pay to borrow sterling overnight. The comparators given are based on overnight and 7 day benchmarks.

27. The average rate of return achieved for invested cash in 2023/24 has been steadily increasing compared to the average seen in 2022/23, due to the Bank of England raising and holding the base rate at 5.25%. The Council has been keeping cash in highly liquid Money Market Funds which provide instant access to cash. There is a slight time lag between the interest earned from investing in these Money Market Funds compared to the base rate and overnight SONIA as Money Market Funds adjust their portfolios in a rising interest rate environment.

28. Opportunities for longer term investments at higher yields are available, however as stated above the Council is using its cash balances to delay taking on long-term borrowing. Opportunities that arise for notice and fixed investments are considered in terms of the Councils short to medium term cash flow requirement and under borrowed position.

29. Figure 1 shows the average SONIA rates for a number of investment durations compared with the Bank of England base rate and the rate of return that the Council has achieved on invested cash for the first six months of 2023/24. It shows that the Councils average rate of return on its instant access cash has been steadily increasing for the first six months of the year on the same trend as the Bank of England base rate and the average overnight SONIA and average 7 day backward looking SONIA rates whilst ensuring the required liquidity and security of funds for the Council.

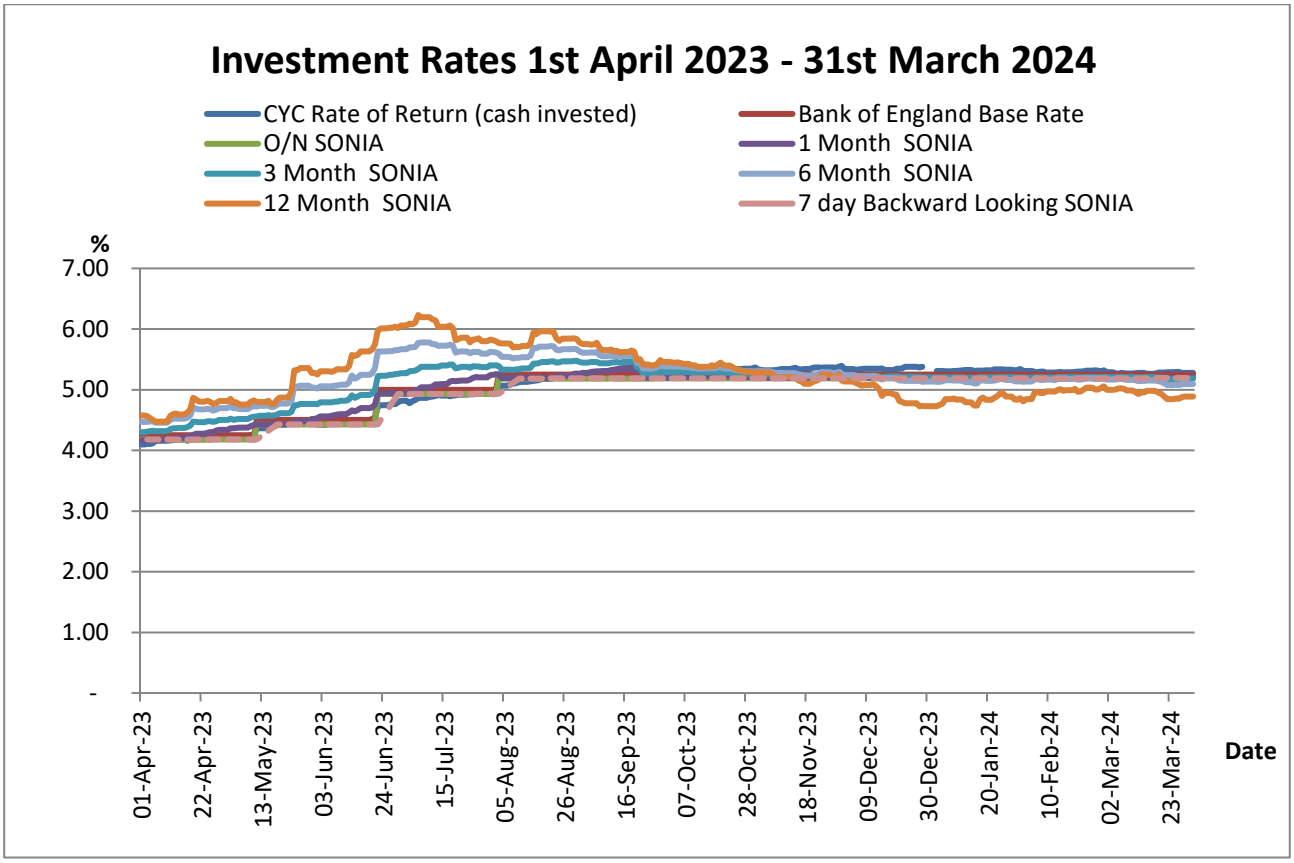


Figure 1 CYC Investments vs Bank of England base rate and SONIA up to 31st March 2024

30. Table 4 shows the current fixed term investments at 31st March 2024.

Institution Type	Principal 31/03/24	Average Principal	Average Rate
Fixed Term Deposits	£0.00m	£0.00m	0.00%
Call / Notice	£0.00m	£0.00m	0.00%
Money Market Funds	£4.60m	£22.87m	5.02%
Cash in bank	£0.44m	£0.37m	0.00%
Total Investments	£5.04m	£23.34m	4.86%

Table 4: Investment Portfolio by type at 31st March 2024

31. Figure 2 shows the investments portfolio split by cash in bank, deposits in short term call accounts, fixed term investments and Money Market Funds. All of the Money Market Funds have an AAAm credit rating and the cash bank account is AA-.

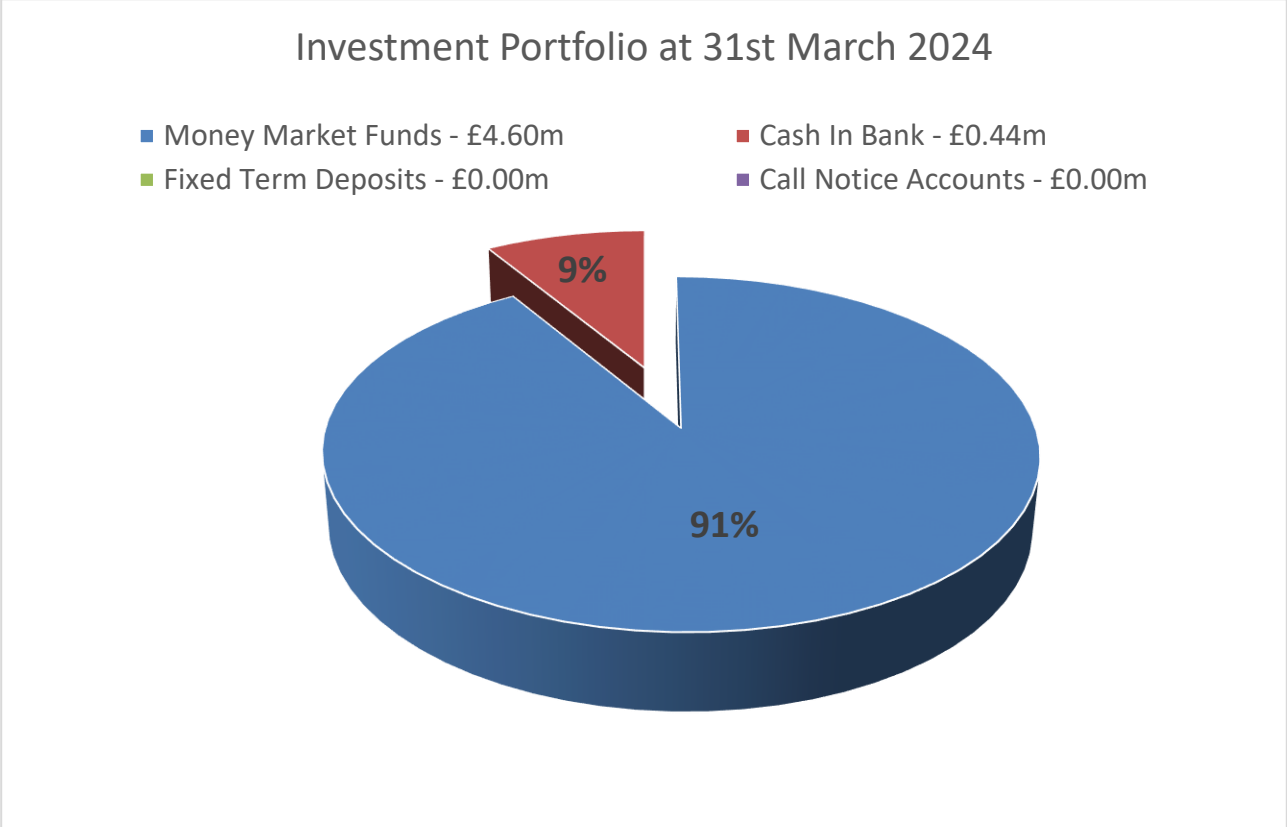


Figure 2 Investment Portfolio by type at 31st March 2024

Borrowing requirement and debt at 31st March 2024

32. The Council undertakes long-term borrowing in accordance with the investment requirements of the capital programme and all borrowing is therefore secured for the purpose of its asset base.

33. The level of borrowing taken by the Council is determined by the Capital Financing Requirement (the Councils underlying need to borrow for capital expenditure purposes). Borrowing needs to be affordable, sustainable and prudent.

34. Table 5 shows the Council's underlying need to borrow to finance capital expenditure and is termed the Capital Financing Requirement (CFR).

	31 March 2024 Actual	31 March 2024 Budget	31 March 2023 Actual
CFR General Fund	£313.96m	£392.83m	£292.76m
CFR HRA	£147.34m	£146.36m	£146.36m
PFI	£41.74m	£41.74m	£42.81m
Total CFR	£503.04m	£580.93m	£481.93m

Table 5 Capital Financing Requirement as at 31st March 2024

35. Under regulation, the Council can borrow in advance of need and Markets are therefore constantly monitored and analysed to ensure that advantage is

taken of favourable rates and the increased borrowing requirement is not as dependant on interest rates in any one year.

36. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised.

37. The borrowing strategy takes into account the borrowing requirement, the current economic and market environments and is also influenced by the interest rate forecast.

38. During 2023/24, the Council maintained an under-borrowed position. This meant that the capital borrowing need, (the Capital Financing Requirement), was not fully funded with loan debt, as cash supporting the Council's reserves, balances and cash flow was used as an interim measure. This position can be seen on the Councils Liability Benchmark graph as shown by the gap between the loans outstanding and CFR. This strategy was still prudent in 2023/24 as long-term borrowing rates have remained elevated across the curve.

39. Where debt is required to finance the capital programme the Treasury team will look at temporary and short-term borrowing options if internal borrowing cannot be maintained and also look out for, and at, opportunities to draw down long term debt at more favourable rates should the opportunities arise through either PWLB or market borrowing in order to try to minimise the longer-term impact of debt costs.

40. As cash balances decreased it was not possible to delay borrowing in the last quarter of 2023/24. Short term debt was taken from the PWLB which will require refinancing towards the end of 2024/25 (see Table 7). This has increased the Council's refinancing interest rate risk as a greater proportion of its overall debt will mature in 2024/25 but this is still within the approved maturity limits set as part of Prudential Indicator 8. The decision to take short term debt from PWLB was felt prudent in the current climate as forecasts for longer term borrowing rates show they are predicted to decrease in the second half of 2024/25. If this occurs, then borrowing rates should be cheaper when refinancing this short-term debt.

Borrowing outturn for 2023/24

41. The Councils long-term borrowing started the year at a level of £301.265m. The current borrowing portfolio position as at 31st March 2024 is £325.050m.

	31st March 2024			31st March 2023		
Institution Type	**No. of Loans**	**Principal**	**Average Rate**	**No. of Loans**	**Principal**	**Average Rate**
Public Works Loan Board PWLB – Money borrowed from the Debt Management Office (HM Treasury)	59	£317.70m	3.38%	60	£293.91m	3.20%
Market Loans LOBO Loans – Lender Option Borrower Option	1	£5.00m	3.88%	1	£5.00m	3.88%
West Yorkshire Combined Authority WYCA – Zero interest loans the purpose of which are to help to fund York Central infrastructure projects.	4	£2.35m	0.00%	4	£2.35m	0.00%%
Total Borrowing (GF & HRA)	**64**	**£325.05m**	**3.37%**	**65**	**£301.26**	**3.18%**

Table 6 Current borrowing position at 31st March 2024

42. During 2023/24 four new loans were taken totalling £30,000,000. These are detailed in the Table 7 below. This borrowing was anticipated and is as a result of the progress made in delivering the capital programme. The associated revenue implications were included in the annual budget setting process. The borrowing drawn down has been less than anticipated during 2023/24 due to the reappraisal of the capital programme and actual expenditure being less than forecast. Less expenditure has meant some of the capital programme has continued to be funded by internal borrowing while borrowing rates remain elevated, although this internal borrowing will need to be externalised in the near future.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	29/01/2024	29/01/2025	£10,000,000.00	5.35%	1.00
PWLB	28/02/2024	28/02/2025	£10,000,000.00	5.46%	1.00
PWLB	27/03/2024	27/03/2025	£5,200,000.00	5.39%	1.00
PWLB	27/03/2024	27/03/2025	£4,800,000.00	4.99%	1.00
			£30,000,000.00		

Table 7 New loans in 2023/24

43. During financial year 2023/24 the following existing loans matured. The total of maturing loans was £6.2m. These are detailed in the Table 8 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	23/11/2000	05/11/2023	£3,000,000.00	4.75%	22.95
PWLB	03/04/2001	05/11/2023	£1,000,000.00	4.75%	22.59
PWLB	15/11/2001	28/02/2024	£114,956.00	4.50%	22.29
PWLB	15/11/2001	28/02/2024	£200,000.00	4.50%	22.29
PWLB	28/03/2012	31/03/2024	£1,900,000.00	2.76%	12.01
			£6,214,956.00		

Table 8 Matured loans in 2023/24

44. No loan rescheduling was done during the financial year 2023/24.

45. The Councils £297.265m of fixed interest rate debt, is split between £149.259m for HRA (£121.550m self-financing debt) and £175.791m for General Fund as shown in Figure 3.

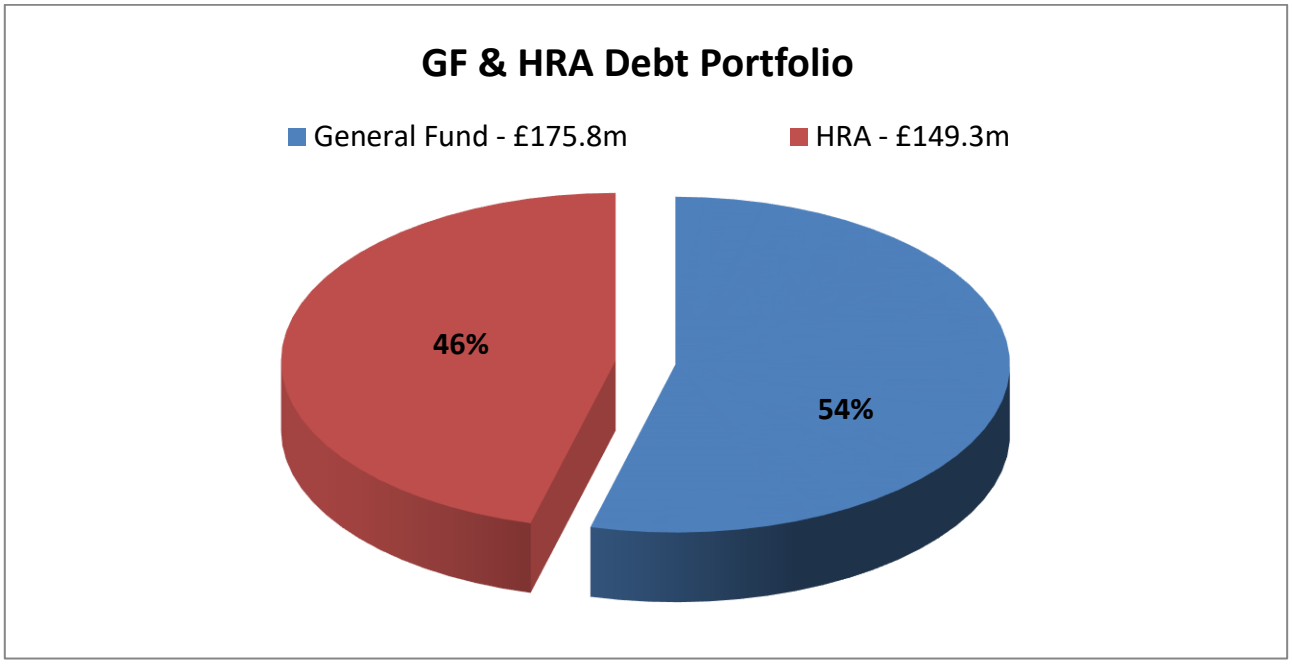


Figure 3 General Fund and HRA debt at 31st March 2024

46. Figure 4 illustrates the 2023/24 maturity profile of the Council's debt portfolio at 31st March 2024. The maturity profile, aside from the short-term debt taken in 2023/24 (for the reasons as stated in paragraph 42 that will mature in 2024/25 with details shown in Table 7), shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency.

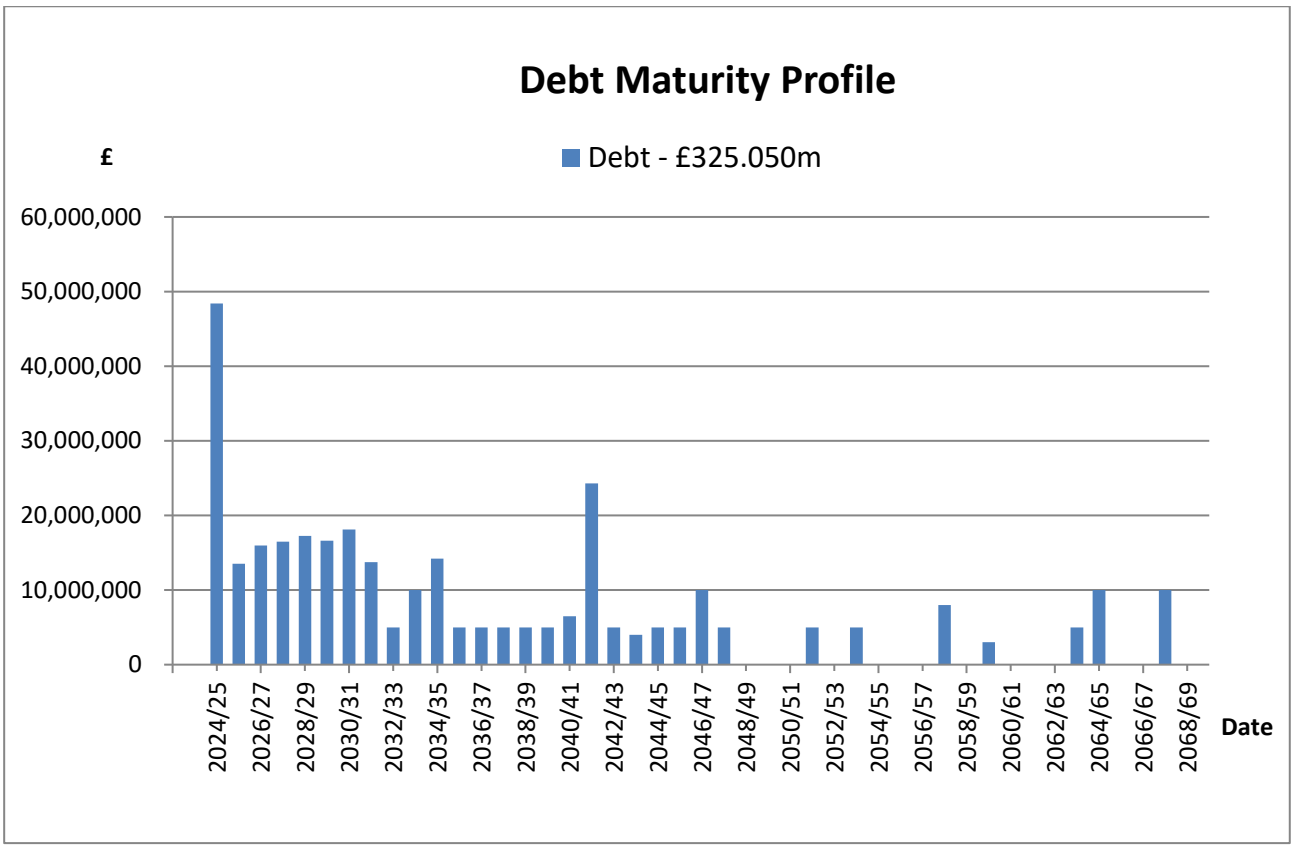


Figure 4 – Debt Maturity Profile at 31st March 2024

47. The timing of when that debt is drawn down depends on the progress of the capital programme. Where greater value can be obtained in borrowing for shorter maturity periods the Council will assess its risk appetite in conjunction with budgetary pressures to minimise total interest costs. Temporary borrowing, including inter authority borrowing, is another borrowing option. Longer-term borrowing could also be undertaken for the purpose of certainty, where that is desirable, or for smoothing the maturity profile of debt repayments.

48. Table 9 shows PWLB Certainty borrowing rates available for selected loan durations between 1st April 2023 and 31st March 2024 at the highest, lowest and average rates.

	PWLB Certainty borrowing rates by duration of loan				
	1 Year	**5 Year**	**10 Year**	**25 Year**	**50 Year**
High	6.36%	5.93%	5.53%	5.96%	5.74%
Low	4.65%	4.13%	4.20%	4.58%	4.27%
Average	5.54%	4.99%	4.96%	5.33%	5.08%

Table 9 – PWLB Borrowing Rates 1st April 2023 to 31st March 2024

Compliance with Treasury policy Prudential Indicators

49. The Prudential Indicators for 2023/24 included in the Treasury Management Strategy Statement are based on the requirements of the Council's capital programme and approved at Budget Council on 23rd February 2023 and can be viewed here https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=13284.

50. The Treasury Management budget was set in light of the council's expenditure plans and the wider economic market conditions, based on advice from Link Group.

51. It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits" included in the Prudential Indicators. During the financial year 2023/24 to date the Council has operated within the treasury limits and Prudential Indicators set out.

52. An update of the Prudential Indicators is shown in Annex A.

Consultation Analysis

53. Treasury Management Strategy and activity is influenced by the capital investment and revenue spending decisions made by the Council. Both the revenue and capital budgets have been through a corporate process of consultation and consideration by the elected politicians.

Options Analysis and Evidential Basis

54. The Treasury Management annual report and Prudential Indicators details the treasury management portfolio at 31st March 2024 and is for the review of the Executive Member for Finance to show compliance with treasury policy and ensure the continued performance of the treasury management function.

Organisational Impact and Implications

55. The Treasury Management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

- ***Financial*** - The financial implications of the Treasury Management Strategy are in contained in the body of the report and set out in the Financial Strategy and Capital Strategy reports also on this agenda.

- ***Human Resources (HR)*** - n/a

- ***Legal*** – Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.

- ***Procurement*** - n/a

- ***Health and Wellbeing*** - n/a

- ***Environment and Climate action*** - n/a

- ***Affordability*** - The financial implications of the Treasury Management Strategy are in contained in the body of the report and set out in the Financial Strategy and Capital Strategy reports also on this agenda.

- ***Equalities and Human Rights*** - n/a

- ***Data Protection and Privacy*** - n/a

- ***Communications*** - n/a

- ***Economy*** - n/a.

- ***Specialist Implications Officers*** - n/a

Risks and Mitigations

56. The Treasury Management function is a high-risk area because of the volume and level of large money transactions. As a result, there are procedures set out for day-to-day Treasury Management operations that aim to reduce the risk associated with high volume high value transactions as set out as part within the Treasury Management Strategy Statement at the start of each financial year. As a result of this the Local Government Act 2003 (as amended), supporting regulations, the CIPFA Prudential Code and the CIPFA Treasury Management in the Public Services Code of Practice (the code) are all adhered to as required.

Wards Impacted

All

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Background papers

- Treasury Management Strategy Statement and Prudential Indicators for 2023/24 to 2027/28 and Annexes A, B, C and D to that report. https://democracy.york.gov.uk/ieIssueDetails.aspx?IId=68802&PlanId=0&Opt=3

Annexes

- Annex A – Prudential Indicators 2023/24 Outturn (31.03.24)

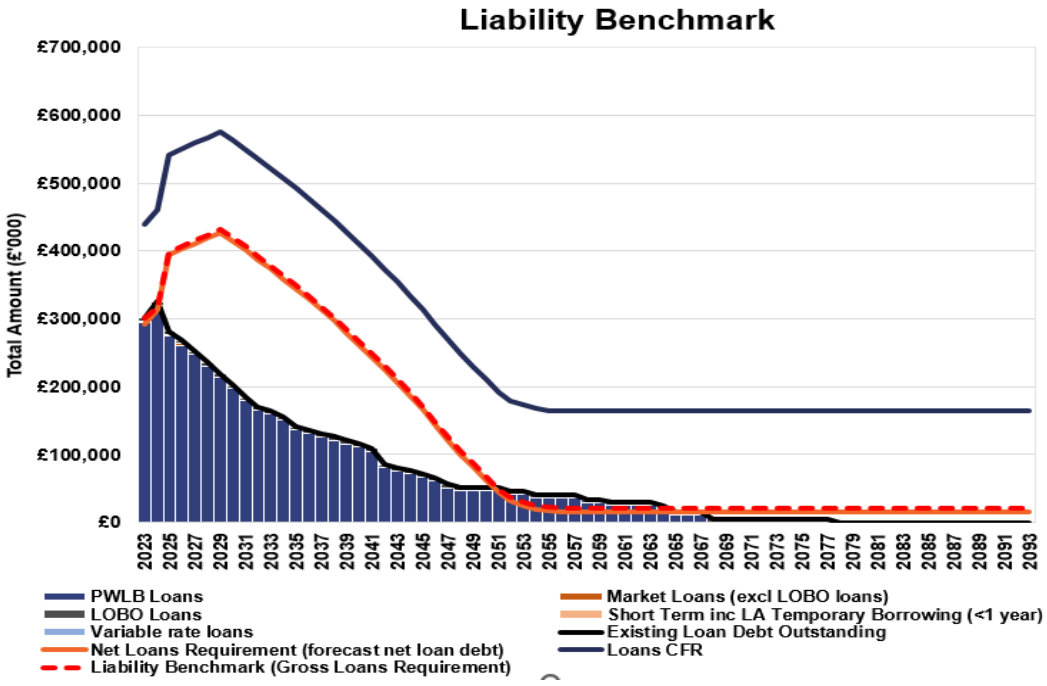
Glossary of Abbreviations used in the report

CIPFA	Chartered Institute of Public Finance & Accountancy
CFR	Capital Financing Requirement
CYC	City of York Council
DLUHC	Department for Levelling Up, Housing and Communities
GF	General Fund
HRA	Housing Revenue Account
MPC	Monetary Policy Committee
MRP	Minimum Revenue Provision
PWLB	Public Works Loan Board
SONIA	Sterling Overnight Index Average

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Annex A

Prudential Indicators 2023/24 Outturn (31.03.24)

	Prudential Indicator		2023/24	2024/25	2025/26	2026/27	2027/28	2028/29
1	**Capital Expenditure** To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF HRA Other LT Total	£68.3m £30.1m £0.0m £98.4m	£167.3m £47.6m £3.2m £218.1m	£60.4m £19.0m £0.5m £79.9m	£36.8m £12.7m £0.5m £50.0m	£25.8m £12.1m £0.5m £38.4m	£26.4m £12.3m £0.5m £39.2m
2	**CFR** Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF HRA Other LT Total	£313.2m £147.3m £41.7m £502.2m	£396.8m £149.3m £43.2m £589.3m	£406.0m £149.3m £41.9m £597.2m	£413.9m £149.3m £40.6m £603.8m	£422.1m £149.3m £39.3m £610.7m	£430.6m £149.3m £38.0m £617.9m
3	**Liability Benchmark** The Liability Benchmark is based on current capital plans and cash flow assumptions, therefore giving the Council an indication of how much it needs to borrow, when it is likely to need to borrow, and where to match maturities to its planned borrowing needs. The liability benchmark makes no assumption about the level of future prudential borrowing in unknown capital budgets.							
4	**Ratio of Financing Costs to Net Revenue Stream** An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net	GF HRA Total	11.39% 14.01% 11.90%	16.92% 12.95% 16.13%	16.84% 12.54% 16.00%	17.06% 12.10% 16.10%	17.18% 11.80% 16.15%	17.30% 11.51% 16.21%

Annex A

	Prudential Indicator		2023/24	2024/25	2025/26	2026/27	2027/28	2028/29
	revenue stream is the income from rents. *Note that financing costs include debt and other long-term liabilities such as PFI and Leases.*							
5	**External Debt** To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt Invest Net Debt	£366.8m £5.0m £361.8m	£459.3m £5.0m £454.3m	£476.4m £5.0m £471.4m	£493.1m £5.0m £488.1m	£510.9m £5.0m £505.9m	£529.6m £5.0m £524.6m
6 a	**Authorised Limit for External Debt** The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.	Borrowing CFR / Other long-term liabilities	£590.9m £30.0m £620.9m (£620.9m set at 2023/24 Strategy)	£602.3m £30.0m £632.3m (£632.3m set at 2024/25 Strategy)	£607.2m £30.0m £637.2m (Based on current CFR projection)	£613.8m £30.0m £643.8m (Based on current CFR projection)	£620.7m £30.0m £650.7m (Based on current CFR projection)	£627.9m £30.0m £657.9m (Based on current CFR projection)

Annex A

	Prudential Indicator		2023/24	2024/25	2025/26	2026/27	2027/28	2028/29
6 b	**Operational Boundary for External Debt** The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.	Borrowing CFR / Short Term Liquidity Requirement	£502.2m £88.7m £590.9m (£590.9m set at 2023/24 Strategy)	£589.3m £13.0m £602.3m (£602.3m set at 2024/25 Strategy)	£597.2m £10.0m £607.2m (Based on current CFR projection)	£603.8m £10.0m £613.8m (Based on current CFR projection)	£610.7m £10.0m £620.7m (Based on current CFR projection)	£617.9m £10.0m £627.9m (Based on current CFR projection)

Annex A

	Prudential Indicator		2021/22	2022/23	2023/24	2024/25	2025/26	
7	**Maturity Structure of Borrowing** To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.	Maturity profile of debt against approved limits	**Maturity Profile**	**Debt (£)**	**Debt (%)**	**Approved Minimum Limit**	**Approved Maximum Limit**	
			Less than 1 yr	£48.4m	15%	0%	30%	In line with the TMSS Lobo loans are shown as due at their next call date as this is the date the lender could require payment.
			1 to 2 yrs	£13.5m	4%	0%	30%	
			2 to 5 yrs	£49.7m	15%	0%	40%	
			5 to 10 yrs	£63.5m	20%	0%	40%	
			10 yrs and above	£150.0m	46%	30%	90%	
			Total	£325.1m	100%	-	-	
7	**Upper Limit for Total Principal Sums Invested for Over 364 Days** The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year.	Limit / (Current investments greater than 364 days maturing in year)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)

Meeting:	Executive
Meeting date:	18 July 2024
Report of:	Director of Transport, Highways and Environment Assistant Director Policy and Strategy
Portfolio of:	Executive Member Policy, Strategy and Partnerships and Executive Member for Transport

Decision Report: Local Transport Strategy 2024-2040: Our journey to be healthier, more sustainable and better connected.

Subject of Report

1. York is renowned for its unique heritage and beauty.
2. Recognised as one of the best places to live in the UK, York is a friendly and welcoming city, home to around 200,000 residents with 8million visitors a year. York is a city of many layers: delve a bit deeper and you will find diverse culture, innovative research for public good and strong communities in distinct neighbourhoods nestled between protected open green spaces.
3. By transforming our city's transport network, we can change how we move around and live in the city. We can improve residents' health through better air quality and making it easier to be physically and socially active. We can introduce new green spaces which will cool our streets in summer and improve local biodiversity. We can strengthen communities by creating shared spaces to play, grow and discover. We can make it easier for residents across the region to travel to York, strengthening our economy attracting both commuters and visitors to the city. We can keep our economy moving by reducing congestion through a new transport strategy which focuses on moving the maximum number of people – not vehicles – and reduces vehicle dominance throughout York's public spaces.

4. York is a city that does not sit still, instead we are a city of continual change. By making changes to York's transport now we can meet the challenges of the 21st century – of health inequalities, climate change and the opportunities presented by new technologies. In many ways this is the same dynamism as that which made York a railway centre, university city or capital of a Roman province.

5. Following a consultation on transport, residents have told us that the rhythm of their lives is dictated by the roads and networks that dominate our city. Whether nipping to the shops, sitting in congestion on the outer ring road, or getting to work on time, our compressed streets constrain lives, creating traffic congestion, poor air quality and acting as artificial barriers that influence how we connect with our neighbours and neighbourhoods. In addition, the strain this puts on our transport and health systems creates demand on public services that we can no longer afford.

6. Executive is now invited to consider a radical and bold approach that will start the journey to revitalise and repurpose York's transport networks by improving how people move around the city and its villages, repurposing roads to create new public spaces and reallocating road space to create new routes, to make it easier to take the bus, walk, wheel or cycle.

7. Instead of seeking approval for a list of isolated transport schemes, Executive is invited to consider the City of York Council area, including York's suburbs, business/ retail parks and villages as a whole, in a Movement and Place Plan for York.

8. In March this year, Executive approved the preparation of a new Local Transport Strategy for York based on support for the policies consulted through Our Big Transport Conversation. This city-wide consultation took place between November 2023 and February 2024. Executive is now asked to approve the *Local Transport Strategy*, which will go on to inform supporting documents including the Local Cycling and Walking Infrastructure Plan, the Local Transport Strategy Implementation Plan, the Framework for the Movement & Place Plan and updated Bus Service Improvement Plan – which will be presented to Executive later in the year.

9. A clear ambition of this Council is to continue the work to improve accessibility to the City Centre as well as the wider city. Therefore in making change to transform our city roads, routes and foot streets (pedestrianised area) it is an opportunity to ensure they are as accessible as practicable. We have listened to disabled

residents and visitors to inform our approach to movement and place throughout delivery of our regeneration and transport plans.

10. As a result, alongside the proposed Local Transport Strategy, Executive is invited to adopt the recommendations for improving access to the city centre for disabled people developed by independent accessibility experts, MIMA, together with the Centre for Applied Human Rights, in consultation with the disabled community and city centre businesses.

11. Finally, Executive is asked to approve a Movement and Place framework for York. The framework will consider York holistically and guide the development of our city, including our streets, public spaces, city and district centres, suburbs and villages through development of a detailed "Movement and Place Plan". Accordingly, Executive is invited to instruct officers to progress development of a Movement & Place Plan – guided by the Framework. Executive is also invited to instruct officers to prepare a five-year transport Implementation Plan for enacting the new Transport Strategy.

12. The documents being presented to Executive can be summarised as follows:

    i. The proposed Local Transport Strategy. **Annex A**

    ii. The consultation responses have been published on the open data platform, a summary of the issues and challenges on York's roads (known as pinchpoints) across the city. A full report of survey for Our Big Transport Conversation is **Annex B**

    iii. Shaping an accessible city centre report and recommendations to support a more accessible city **Annex C**

    iv. The Equalities Impact of the Recommendations made within Annex C are contained within **Annex D**

    v. Accessible Best Practice from other cities **Annex E**

    vi. The summary of the Movement and Place plan framework **Annex F**, sets out how we develop a transition to sustainable transport networks and improved places for people, using a whole-city holistic approach.

    vii. The Equalities Impact Assessment of the Local Transport Strategy is **Annex G**.

13. Demonstrating what the journey to revitalise and repurpose our roads looks like in practice, Executive is invited to show both the scale of ambition and celebrate the appetite for transformational change demonstrated by the feedback from the public consultation.

Benefits and Challenges

14. Listening to the challenges residents have shared about our current transport infrastructure and recognising the constraints of living in a small historic city, we are looking at our roads as public space and not just roads. This allows us to rethink how the spaces we have available to us could better connect all our residents to the things that are important to them and move people more efficiently whether they have access to a car or not, making York a more liveable city.

15. The journey to revitalise and repurpose our roads is bold and ambitious. It sets us on a path that will, by its nature of engineering and regeneration, potentially lead to some change and disruption, as it invites residents to change how they currently live and move in the city and join us on a journey that will improve the quality of their lives, and those of our neighbours.

16. Upgrading transport in York will also reap regional benefits because York is the service, health and education centre of a much wider area. Delays suffered by bus services in York city centre cause delays across the York and North Yorkshire region. York's rail station – and the new station at Haxby – will serve far larger areas than just the city of York.

17. We will develop our Movement and Place Plan and continue the conversation with everyone affected by these changes. The most recent example of significant engineering (the Queen Street Bridge removal) has demonstrated what's possible in the short term and the difference it can make. Now we are inviting residents to bravely consider what might come next and the part they can play in shaping the way the city revitalises and repurposes its roads, routes and foot streets to improve the quality of life for everyone.

Policy Basis for Decision

18. In 2019, Full Council approved the York Narrative. Throughout 2019, we worked with city partners to develop a narrative about the city. One that focused on who we are. One of the largest place branding consultations ever held told us that collectively residents and partners recognise that – "history isn't what we are, it makes us who we are", and that as a city our values are prioritising people, making history every day and pioneering with purpose (www.yorknarrative.co.uk).

19. In 2022, the 10-Year Strategies were approved by Executive in November 2022 (Climate Change and following approval at the Economic Partnership, Economy) and Executive in December 2022 (Joint Health and Wellbeing) following approval from the Joint Health and Wellbeing Board.

20. In December 2022, the 10-Year Plan (known as York 2032 www.york2032.co.uk), 10-Year Strategies covering economy, health and climate, and Strategy and Policy Framework were all adopted by Full Council on behalf of the city.

21. The Council Plan 2023-2027 vision and priorities map to the York 2032 vision and priorities, with the Council Plan aiming to establish the conditions that would enable successful delivery of the ambition set in York 2032.

22. A Statutory Local Transport Plan is a requirement of the York and North Yorkshire Mayoral Combined Authority. A Local Transport Strategy for York sets out the city's collective visions for transport based upon the extensive consultation undertaken. The Movement and Place Plan will allow projects that deliver the strategy to be developed being mindful of the importance of place making when considering transport projects.

23. By developing an approach to start the journey to transform the city, and approve the proposals listed, the council will respond to the four core commitments, as below:

    Equalities and Human Rights:

    - By working with the Centre for Applied Human Rights to co-design the recommendations to shape a more accessible city centre with disabled communities, the equality and human rights of everyone using the city centre is set out in the EIA, ensuring the recommendations are embedded into the

Movement and Place Plan Framework, to continue to embed accessibility.

- The nature of the Movement and Place Plan Framework and its focus on prioritising people, will ensure decisions to change the city take into account both human rights and equality considerations.
- Our Big Transport Consultation which informed the Local Transport Strategy ensured broad participation to best represent the city, including discussions with the Youth Council and school children which helped us understand what would help young people feel safe on the transport network.

Affordability: Providing different ways to make the city more affordable for residents includes bus concessions for young people, prioritising cycle and footpath improvements in areas of deprivation and, more generally, provides more mobility options for people who do not have access to a car – something which could be dictated by personal choice or age/ health/ affordability constraints.

Climate and Environment:

- The policies within Local Transport Strategy are designed to accelerate a reduction in carbon emissions, with the target of reducing CO_2 emissions from transport by 71% by 2030, by reducing vehicle miles driven by 20%.
- By combining the Local Transport Strategy with the Movement and Place Plan framework to start the journey to revitalise and repurpose roads, the council will engage with the city on different uses for some roads, including introducing more green spaces, improving local biodiversity and planting trees to cool streets.

Health and wellbeing:

- The Movement and Place Plan Framework – a journey to revitalise and repurpose roads – will provide an approach to citywide transformation that will reduce air pollution and enable more physical and social activity through promotion and facilitation of active modes of transport. This is aligned with other Council priorities, such as those set out in York's Air Quality Management Plans.
- The Local Cycling and Walking Infrastructure Plan will develop more routes for active travel, enabling more people to choose to walk, wheel and cycle safely.

Financial Strategy Implications

The Local Transport Strategy will identify infrastructure projects which will enhance the city's transport network. The majority of resources available for such investment historically has come from Department for Transport. The Integrated Transport settlement has historically been £1.6m per annum and this funds investment across public transport, walking and cycling, road safety. The council has also been successful in receiving £18.5m to support Bus Service Improvements including £10.5m for capital improvements.

Looking forward the Government has announced significant increases for Local Transport Schemes in the Midlands and the North following the decision to abandon the HS2 line north of Birmingham. Whilst this funding will be directed initially to the York and North Yorkshire Combined Authority the indicative announcement suggests at 12 fold increase in funding over the next ten years. The endorsement of the Transport Strategy will put the Council therefore in a very strong position in being able to attract the funding that will deliver the improvements outlined in the report.

Recommendation and Reasons

24. Executive is invited to take a holistic city-wide approach to approve several different items listed below. Executive is asked to:

    i. Approve the new policy framework for Transport across the City by approving the Local Transport Strategy **(Annex A).** Note the feedback in the Our Big Transport Conversation and, the support for the strategy and the identification of the areas of the city residents find most challenging, and why (**Annex B**)

    Reason: to articulate the transport vision, objectives and outcomes of the city

    ii. Adopt the recommendations to shape a more accessible city centre developed in consultation with the disabled community and local businesses (**Annex C)**

    iii. Consider the Equalities Impacts of the independent recommendations made on accessibility (**Annex D**) and on the Local Transport Strategy (**Annex G**)

iv. Note the report, sharing best practice from other cities who have made their places more accessible (**Annex E)** collated by MIMA.

Reason: To ensure accessibility is considered at every step of decision making across the Council.

v. Approve the summary of the Movement and Place Plan approach as per that detailed in **(Annex F)** as the basis for future transport planning in York and instruct officers to commence work on a Movement and Place Plan for York (including a bid to the Mayoral Combined Authority for funding), and a five year Implementation Plan for York's Transport – both for presentation to Executive for approval at a later date.

Reason: To co-design, with residents, businesses, community groups, elected members, and health and care partners, the Movement and Place Plan which will deliver better health, climate, access and equalities outcomes for York and to guide transport implementation in York over the next five years.

Background

25. In December 2022, the council adopted the 10-Year Strategy and Policy Framework which is comprised of three interdependent 10-year strategies (climate change, health and wellbeing and economic), together with a 10-Year City Plan co-designed by city partners. The 10-year strategies were informed by existing or emerging national and local policies, extensive resident consultation and stakeholder roundtable discussions and set the foundation for the council's Strategy and Policy Framework for the decade ahead.

26. The 10-Year City Plan sets an ambitious and bold vision for the decade ahead: by 2032 York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success.

27. The Climate Change Strategy 2022-2032 sets a target to reduce carbon emissions inherent in transport by 71%, reducing miles travelled by fossil fuelled transport by 20%.

28. The Joint Health and Wellbeing Strategy 2022-2032 describes an all age approach to health and wellbeing and sets out to reduce health inequalities, including improving air quality and encouraging social

connection, with health, care and community partners currently exploring movement and place as a factor in driving positive, or negative, health outcomes.

29. The Local Transport Strategy is a key priority of the 10-Year City Plan, with city partners and residents united in setting the expectation that the council would work with the city to develop a transport system that by 2032 York's transport networks will be inclusive and sustainable, connecting neighbourhoods and communities. This will need to support and deliver the emerging Local Plan which defines how the city will grow.

30. The Council Plan 2023-2027, approved by Full Council in 2023, maps to the York 2032 Ten Year Strategy vision and priorities, with the Council Plan aiming to establish the conditions that would enable successful delivery of the ambition set for York in 2032. This includes listening to and learning from the disabled community to shape a more accessible city centre, developing a Movement and Place Plan to reduce carbon emissions (as set out by the Climate Change Strategy) and finding ways to make the footstreets more accessible, welcoming and family friendly.

Local Transport Strategy

31. Transport provision in York has been guided by a "transport hierarchy" since 1989. Engagement showed a continuing high degree of support for the hierarchy, so the new York Local Transport Strategy applies the hierarchy to the issues around the growth of York and the need to use transport provision in York to improve health outcomes, improve travel equity and reduce climate change impacts.

32. The Local Transport Strategy **(Annex A)** was developed in consultation with residents. We also held discussions on experience elsewhere. The strategy sets a transport vision for the city: **that by 2032 York residents will benefit from an accessible, affordable, sustainable and resilient transport network that continues to actively improve health and support a thriving economy for decades to come**.

33. The vision feeds into ten objectives (which are within the strategy) each of which are linked to targets to be achieved over specific years. These objectives are informed by nine different policy focus areas, with the detailed policies sitting under them.

34. Residents, businesses and partners have been consulted throughout the development of the Local Transport Strategy. Their feedback shows those areas within the transport network that are most challenging **(Annex B)** and it is clear that they feel strongly that the transport network across York is no longer fit for purpose, and needs a radical and brave rethink.

Our Big Transport Conversation "pinchpoints"

35. The Local Transport Strategy has already been informed by resident feedback. Executive have already noted high level feedback at the Exec meeting in March and are now invited to note resident feedback about the "pinchpoints" across the city, which was not available in March. These "pinchpoints" are those areas in the city's transport network that are particularly challenging.

36. By listening to residents and hearing the strength of feeling they expressed when explaining the challenges they face due to our existing transport infrastructure, which has not been able to adapt at the speed the city has changed, the council has identified a series of schemes to deliver the transformation residents have told us they so desperately want.

37. Executive are invited to note Our Big Transport Conversation "pinchpoint" feedback (**Annex B**)

Shaping a more accessible city

38. The council commissioned independent accessibility consultants, MIMA, and the Centre for Applied Human Rights to work together and co-design a series of recommendations setting out the requirements of the disabled community to help inform Executive consider subsequent decisions to develop a more accessible city centre (**Annex C**).

39. By listening to and learning from the disabled community, drawing on feedback collated during the removal and reinstatement of Blue Badge holder access and from Our Big Transport Consultation, the recommendations are rooted in rich and valuable insight that will inform the development of both movement (transport) and place (regeneration) schemes.

40. In addition, MIMA have provided a report setting out best practice from cities, showing how it is possible to continue to protect the city with hostile vehicle measures, whilst still remaining accessible and welcoming (**Annex E**)

A Movement and Place Plan

41. The Movement and Place Plan Framework (**Annex F**) will set out the guiding principles to describe how we revitalise and repurpose our roads, taking into full consideration the outcomes we want to achieve from both ‘movement’ and ‘place’.

42. It will be designed to take into account the population growth anticipated in the Local Plan, and population health predictions from Public Health shared in the Joint Health and Wellbeing Board . In addition, early discussions with the York integrated Health and Care Place Board suggest an opportunity to work together to explore the relationship between place, movement and health and wellbeing provision at a local level.

43. It will provide a basis for the development of movement and place planning in York and inform future regeneration and transport related decisions. In addition, it will support the development of statutory neighbourhood plans, iteratively improving the whole city as together we revitalise and repurpose roads to improve the quality of life for everyone.

44. Executive are invited to approve the summary of the approach to develop the Movement & Place Plan Framework (**Annex F**), which would then inform, and be informed by subsequent decisions below, together with new spatial developments set out in the Local Plan.

Options Analysis and Evidential Basis

45. Executive are invited to consider several different interrelated issues that collectively inform, or are informed by, the proposed Movement and Place Plan Framework. As a result, Executive are invited to approve each of the recommendations in turn, noting that the first recommendation (approve the summary of the approach to develop the Movement and Place Framework Plan) has precedent.

46. The options therefore are:

    1. Approve the recommendations as set out in the report in summary to:

        i. Approve Local Transport Strategy noting the feedback in the Our Big Transport Conversation

ii. Adopt the recommendations to shape a more accessible city centre developed in consultation with the disabled community and local businesses.

iii. Consider the Equalities Impacts on the above.

iv. Note the report, sharing best practice from other cities who have made their places more accessible.

v. Approve the summary of the Movement and Place Plan approach

2. Approve some of the above recommendations as set out in the report

3. Do not approve the recommendations set out in the report

Before making decisions, Executive is encouraged to review and consider the risks set out at the end of the report.

Should option 2 or 3 be chosen, Executive will task officers to reconsider the proposals in the report and explore how to deliver the benefits set out at the front of the report through different ways.

Organisational Impact and Implications

- **Financial:** There will be costs in determining a pipeline of schemes which long term will deliver the benefits set out in the strategy. The council will continue to use available resources from within BSIP and Integrated Transport capital block funding. We will work with YNYMCA to source funds that will support the development of pipeline projects which cover the medium to long term. Schemes that do come forward will require funding approved through usual budgetary processes.
- **Human Resources (HR)**: Should there be additional resources required to support the Transport strategy, these will follow HR policies and procedures and further HR advice can be sought when required.
- **Legal**: In accordance with the Local Government Act 2000, the Local Authority (Functions and Responsibilities) (England) Regulations 2000 and the City of York Council Constitution, Full Council must approve, adopt, amend, monitor and /or review the plans, strategies and policies which together make up the Council's Policy Framework, including the Local Transport Plan. The recommendations in this report are in accordance with that requirement. The Constitution of the York & North Yorkshire Combined Authority requires the Mayor to approve the

adoption, amendment, modification, revision, variation, withdrawal or revocation of a local transport plan and it is noted the Local Transport Strategy discussed in this report is intended to inform the new York & North Yorkshire Combined Authority's Transport Plan.

- **Procurement**: Whilst there are no direct procurement implications relating to this report, should any procurement arise following the Local Transport Strategy, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015.
- **Health and Wellbeing**: the Health and Wellbeing implications of the Local Transport Strategy will be substantial, with strong evidence that cities which support greater use of active travel methods and lower use of cars see health gains across a wide range of disease areas, including respiratory and heart health and cancers, as well as generalised mental health and wellbeing. When these shifts are achieved by equitable means, health inequalities are also reduced. The 'Objectives' and 'Policy Focus Areas' proposed in this report have been developed with extensive public health input and reflect the goals of the York Health and Wellbeing Strategy 2022-32.
- **Environment and Climate Action:** Climate implications are discussed in the body of the report. Transport contributes a third of Yorks carbon emissions and adversely affects air quality. A new Local Transport Strategy as outlined with Environment and Climate focused policies is a fantastic opportunity to deliver co benefits for the environment and slow climate impacts.
- **Affordability**: The Local Transport Strategy addresses Affordability as it seeks to reduce car dependency instead promoting more sustainable and affordable forms of transport.
- **Equalities and Human Rights**: In making changes to York Transport Network it will raise the tensions between different human rights and equality impacts. These have been identified in Annex D and Annex G. As implementation plans are brought forward these tensions will need further exploration and analysis and this process will continue through the delivery phase of each intervention.
- **Data Protection and Privacy:** There are no data protection and privacy implications over those set out to Executive Member Decision Session in November 2023 where a Data Protection Impact Assessment was published.

- **Communications**: A comms plan is being prepared to communicate this new strategy to the city so that residents, businesses, stakeholders understand the strategy. At the same time internal comms and engagement is being prepared to ensure that members and staff understand this new policy as it cuts across the council.

- **Economy**: The Local Transport Strategy will support York's economy as it is one of the key components of the Council Plan which the LTS will support.

Risks and Mitigations

Reputational (delivery): The recommendations of this report commit the council to development of further policy in the shape of the Movement and Plan and a Five Year Transport Implementation Plan. Delivery risks and appropriate mitigations will be considered when these further Plans are submitted to Executive.

Reputational (expectation): The process to co-design Movement and Place Plans will raise expectations that there are opportunities to improve the city's transport network, freeing up space to improve resident's quality of life. In addition, there will be adverse consequences for some road users, however the Our Big Transport Conversation has made clear the majority of residents demand change to the current transport network. Throughout the development and then delivery phase, expectations will need to be carefully managed to ensure residents understand the funding and delivery challenges we face and potential timescales for achieving change. There is a risk that residents will no longer support development of Movement and Place Plans if they feel they will take too long to deliver or are unachievable. These risks will be mitigated through a detailed Communications Plan to be developed alongside the Five Year Transport Implementation Plan.

Financial: The Movement and Place Plan development is currently unfunded. Funding is being sought from the Mayoral Combined Authority. By setting out ambition in clear plans, the council will be able to respond to calls for bids as and when available, together with putting forward bids for the unspent HS2 funding. Ultimately, the Movement and Place Plan and Five Year Implementation Plan will inform detailed capital and revenue programmes for transport investment in York.

Political change: The Movement and Place Plan is a journey to revitalise and repurpose York's roads. With funding secured iteratively

and statutory neighbourhood plans developed throughout the decade ahead, there is the risk that subsequent administrations will prevent or change the direction of the work going forward. By drawing up a robust set of policies within the Local Transport Strategy and co-developing them with the city we are ensuring that the principles underpinning the Movement & Place Plan are embedded in the city's longer term strategy. In addition, by seeking Mayoral investment and commitment to in the M&PP, it is intended to mitigate the risks associated with political change.

Wards Impacted All

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Background papers

Executive approves York Narrative Agenda for Executive on Thursday, 28 November 2019, 5.30 pm (york.gov.uk) item 68

Executive approves City Centre strategic vision Agenda for Executive on Thursday, 18 November 2021, 5.30 pm (york.gov.uk) item 52

Council approve 10-Year Plan (York 2032) and Strategy and Policy Framework Agenda for Council on Thursday, 15 December 2022, 6.30 pm (york.gov.uk) item 36

Council approve Health and Wellbeing Strategy 2022-2032 Agenda for Council on Thursday, 15 December 2022, 6.30 pm (york.gov.uk) item 36

Executive approve Economic Growth Strategy 2022-2032 and Climate Change Strategy 2022-2032 Agenda for Executive on Tuesday, 22 November 2022, 5.30 pm (york.gov.uk) item 46

CCCSM Scrutiny September 2023: Resident Consultation and Engagement Agenda for Corporate Services, Climate Change and Scrutiny Management Committee on Monday, 25 September 2023, 5.30 pm (york.gov.uk) item 5

Council approve the Council Plan 2023-2027 Agenda for Council on Thursday, 21 September 2023, 6.30 pm (york.gov.uk) item 6

Council Plan One city for all, 2023 to 2027 – City of York Council

Economy, Place, Access, and Transport Policy and Scrutiny Committee report on Economic Strategy and Tourism Strategy, 28 November 2023

Economic Partnership Information on York 2032 Webpage (including link to Terms of Reference)

CCCSM Scrutiny May 2024 10-Year Strategies stocktake Agenda for Corporate Services, Climate Change and Scrutiny Management Committee on Monday, 13 May 2024, 5.30 pm (york.gov.uk) item 4

Strategy and Policy Framework https://democracy.york.gov.uk/documents/s176207/Annex%20A%20The%20Strategy%20and%20Policy%20Framework.pdf

Executive March 2024 Local Transport Strategy Update https://democracy.york.gov.uk/documents/s174352/Yorks%20new%20Local%20Transport%20Strategy%20Update%20Report.pdf

Economy, Place, Access and Transport Scrutiny May 2024 Local Transport Strategy https://democracy.york.gov.uk/documents/s176522/LTS%20Report.pdf

Annexes

A. Local Transport Strategy
B. Consultation Report
C. Recommendations for more accessible City Centre
D. Equalities Impact Assessment of Recommendation for more accessible City Centre
E. Accessible Best Practice from other cities.
F. Summary of Movement and Place Framework
G. Equalities Impact Assessment of Local Transport Strategy Tool

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York Local Transport Strategy 2024-2040

Our journey to be healthier,
more sustainable and better connected.

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A note on terminology: in this document we use the term “Walking, wheeling and cycling” to cover all forms of active travel, including wheelchair use, mobility aids, prams, scooters and various types of cycle including adapted cycles. “Walking, wheeling and cycling” is also used in this way by other government bodies, including the Department for Transport and Active Travel England.

Foreword

It's my pleasure to introduce York's Local Transport Strategy and to endorse its ambitious approach; to connect all of our communities with high quality sustainable travel options, setting out a path to enable our city to grow, adapt and thrive over the next sixteen years.

Core to this strategy is the understanding that transport is not simply about getting people from A to B; it's about what happens along the way. Rethinking how we move around gives us an opportunity to create valuable new public spaces, highlight our heritage, bring birdsong to our neighbourhoods and help our city to prosper.

This transport strategy and the policies within it have been shaped by the feedback we received from residents, visitors, businesses and community organisations during our Big Transport Consultation. We're hugely grateful for the time that people gave and the valuable insights they provided, all of which have helped us to enhance and strengthen the strategy.

Now we're developing an inclusive and sustainable travel network, increasing connectivity by prioritising walking, wheeling, cycling and public transport, whilst maintaining accessibility for essential car journeys and moving goods around our city. Delivering this transport transition will also reduce carbon emissions, clean York's air and help people live healthier and longer lives. Our streets will be safer and our communities will be better connected, bringing genuine sustainable travel choices and greater independence for everyone, including residents, people who work in the city and visitors.

This Local Transport Strategy also recognises that our journeys don't stop at the city's boundary. As part of the Combined Authority of York & North Yorkshire we have an exciting opportunity to expand our horizons and strengthen connectivity across the north of England.

York is on the cusp of an exciting transition. I'm looking forward to seeing the city rise to the challenges we face and evolve to meet the needs of people today, tomorrow and over centuries to come.

Cllr Kate Ravilious, Executive Member for Transport

Introduction: Our journey starts here

York is renowned for its unique heritage and beauty.

Recognised as one of the best places to live in the UK, York is a [1]friendly and welcoming city, home to around 200,000 residents with 8m visitors a year. York is a city of many layers: delve a bit deeper and you will find diverse culture, innovative research for public good and strong communities in distinct neighbourhoods nestled between protected open green spaces.

Our city's architecture has seen the city evolve over time, with Viking and Victorian, Georgian and Modernist sitting side by side. Yet despite this ever changing landscape, we have successfully retained our character and size over the centuries. Our built environment is one of our greatest strengths. Many of our city's streets, gates and snickleways date back to Roman times, when horses and chariots ruled the streets, and the way people lived in the city was very different to how we live today.

This is a city that does not sit still, instead we are a city of continual change.

Today, projects like York Station Gateway, the upgrade of the A1237, York Central, Castle Gateway, Haxby Station, upgrades to the bus network – and the improved integration of land use and transport planning implied by York's emerging Local Plan - give scope for us to consider how the city's transport might function in the future within the context of a changing and growing city.

Looking ahead, in 15 years, we will welcome another [2]30,000 people to proudly call York home, new sustainable houses in new communities will be built across the city and most vehicles will be electric. York Central will be completed and the [3]city centre will be a vibrant, family-friendly accessible and iconic place where everyone feels welcome.

Yet we [4]know in 2024 the rhythm of residents' lives is dictated by the roads and networks that dominate our city. Whether nipping to the shops, sitting in congestion on the outer ring road, or getting to work on time, our compressed streets constrain our lives, creating traffic congestion, poor [5]air quality, noise pollution and acting as artificial

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[1] Accolades – York 2032
[2] New Local Plan – City of York Council
[3] Our City Centre York Vision – City of York Council
[4] Our Big Transport Conversation report of survey
[5] Air Quality Action Plan – City of York Council

barriers that influence how we connect with our neighbours and neighbourhoods.

This cannot go on.

How we live, our health and wellbeing and the way we connect with each other is far too precious to be dominated by how our road network developed, when investment prioritised car travel above people.

We have to change. Our city. Ourselves.

We have already set ambitious objectives.

To be net zero by 2030 requires a 20% reduction in car use[6].

To achieve World Health Organisation targets for air quality requires us to go further.

“One of the greatest single public health interventions any city can make is to prioritise people above cars – very few other actions simultaneously benefit individual, community and planetary health.” Peter Roderick, Director of Public Health, York

Join us on our journey to deliberately put residents’ health above vehicles.

For many people in York, our streets serve as front gardens, to meet, chat and play, but increasingly parked cars have dominated this space. Instead of seeing roads as simply places for vehicles, let’s look at roads differently.

By looking at our roads, footstreets and footpaths as places for people, rather than places for vehicles, we will collectively see our city for what it could be.

Picture a city that becomes more beautiful as our built heritage becomes more accessible, with fresh clean air, more green space, more places to connect with our neighbours, and easier ways to get around.

A better transport system will make it easier for people to travel on foot, bus, mobility scooter or cycle. It will be easier for disabled people to get around, for children and young people to get around, for you to get around.

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[6] Climate Change Strategy 2022 to 2032 – York 2032

More effective bus services will connect people to jobs, training, shopping, leisure and healthcare. Good rail services will improve longer distance travel. Needing to own a car will be less important – freeing people from the expense of having to own and run a car if they do not want one and can no longer afford one.

By reducing vehicle traffic, we will make York an even better place to live – attracting investment and employment to our city and helping residents live longer, happier, healthier lives.

There is huge opportunity for York. The newly established York and North Yorkshire Mayoral Combined Authority brings new powers and new funding for transport. The cancellation of the northern section of HS2 potentially releases over £100m[7] of new funding for transport in York.

By listening and learning from residents across the city about what matters to them, we can create a York that is open and accessible to everyone, with affordable and healthy transport options no matter where people live.

We want our transport networks to enhance our wonderful city and its villages by actively improving the health of residents, supporting a thriving economy, enhancing green spaces and respecting York's heritage. And all of this will happen with an eye to the future; ensuring that our transport systems are resilient to the changes ahead and helping to tackle climate change.

This new Transport Strategy maps how our health, how we live, where we work or study, and what we value can be improved by changing how we travel.

Central to this will be our new "Movement and Place Plan", giving us permission to take bold decisive action to create a healthier city, that makes the best use of our streets and spaces so we can be healthier, more sustainable and better connected.

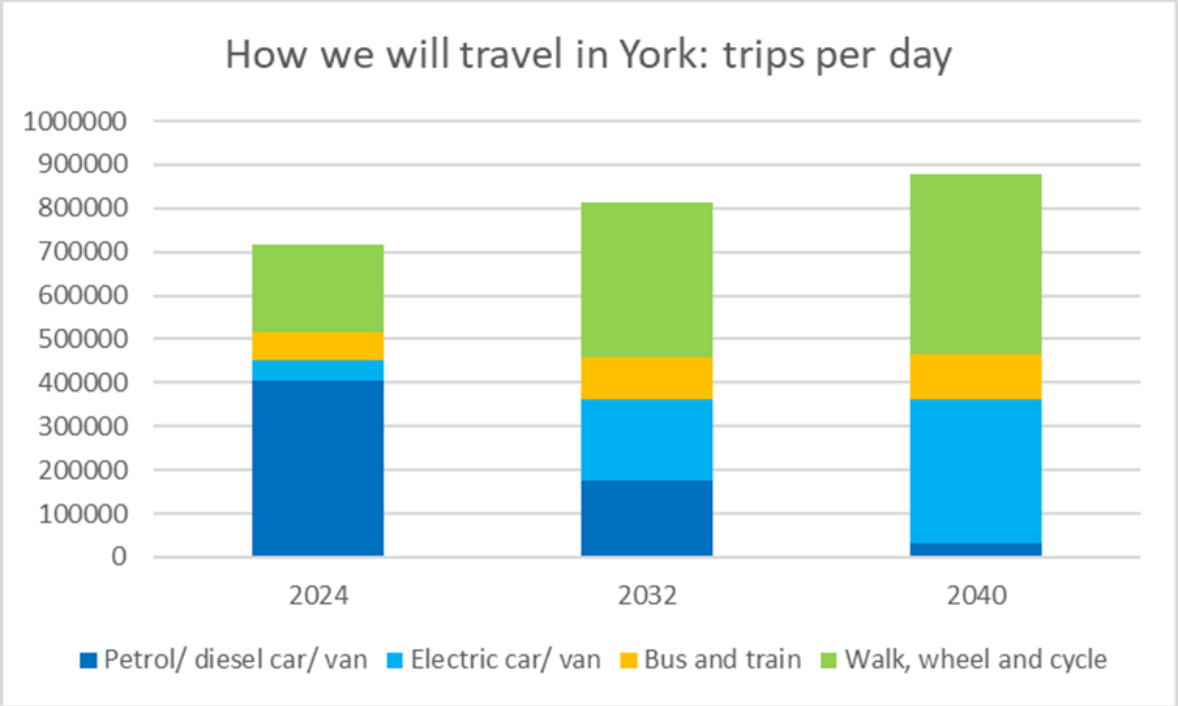
The Plan will set us on a bold journey that will see us steer a radical new approach for York. One which will reduce car dependency; improve walking, wheeling, cycling and buses so that owning a car is less important as other transport becomes more attractive.

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[7] Figure based on Department for Transport advice, Spring 2024

Consideration 1: How we travel needs to change

This Strategy takes us to 2040. By then we can expect 90% of York's car and van fleet to be electric or hybrid, with only 10% still diesel or petrol. To achieve our carbon targets by 2030 we need, by 2030, to increase the number of people travelling by bus and train by 50% and double the number of trips taken on foot or by cycle. In the process we need to reduce the number of miles driven by 20% by 2030.



Note: our target is to reduce distance driven by 20% during a time when the number of trips taking place in York will increase as the city grows. This graph shows a representation of that change applied to the number of trips in York per day.

More information on targets, and how we will achieve them, will be provided in the Implementation Plans for the Local Transport Strategy. These will be produced every five years but monitored and evaluated annually.

York's Long-Term Plans: Our direction of travel

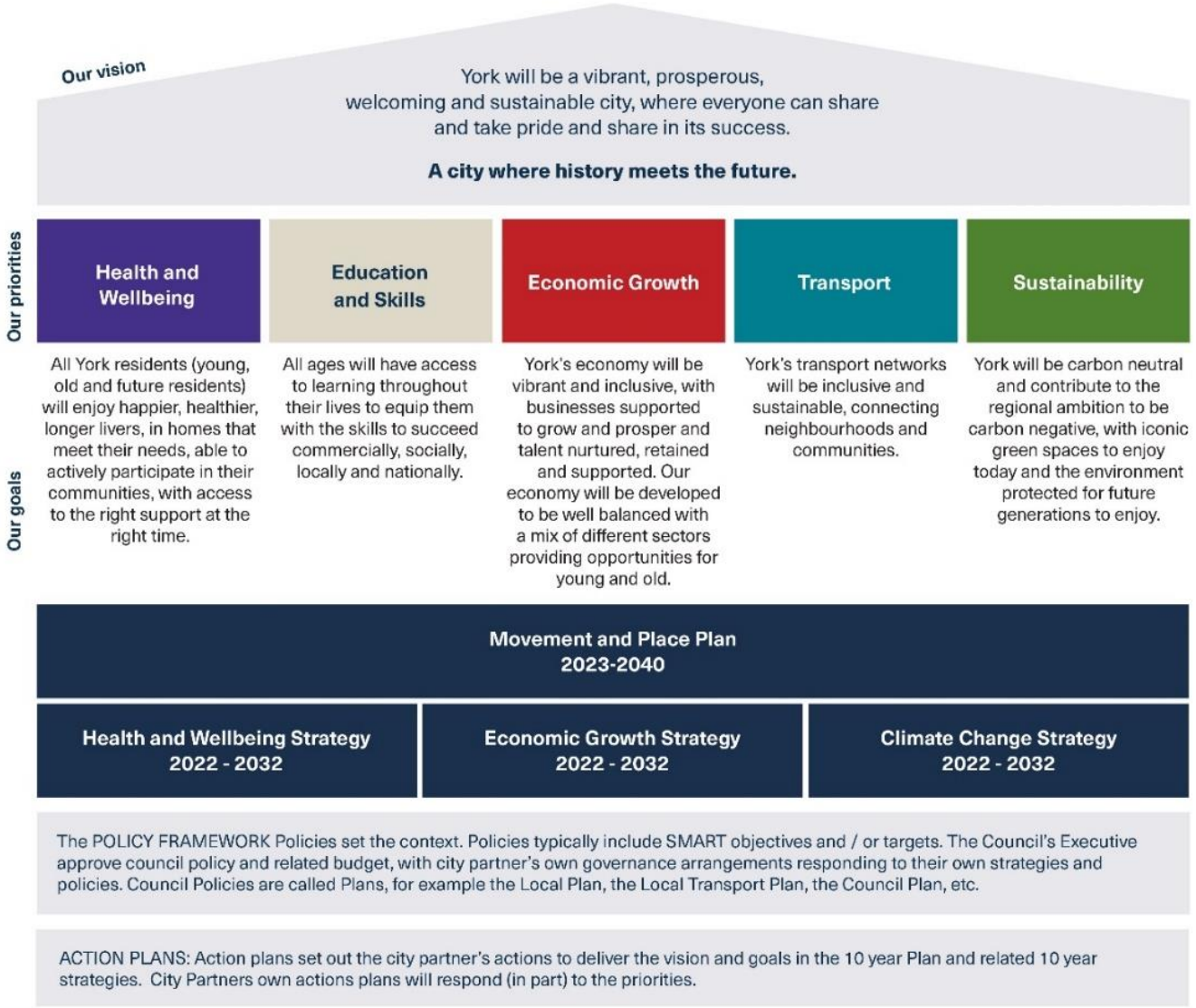
In December 2022, the council adopted a 10-Year Strategy and Policy Framework. This comprised of three interdependent 10-year strategies, together with a 10-Year City Plan co-designed by city partners.

The 10-year strategies were informed by existing or emerging national and local policies and set the foundation for the council's Strategy and Policy Framework for the decade ahead. They take a sustainable development approach to the city and recognise the interdependencies between health, the economy and the climate.

In tandem, city partners worked with the council to develop a 10-Year Plan that drew on the ambition set by the 10-Year Strategies to agree York 2032 - a vision and shared priorities for the city.

By 2032, York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success.

York 2032 Strategy and policy framework



Setting the vision: City strategic ambitions are co-developed in partnership. The strategic ambitions are set for 10 years with 5 year review points, delivered with partners on behalf of the city.

By their nature, they are aspirational, inspirational and encourage experimentation.

Establishing objectives: In 5-10 year cycles with a review point in each Administration

Delivering action: Action plans are informed by citizens engagement and are reviewed regularly.

The guiding principles for our strategies

Our Transport Strategy will be guided by the same five principles which guide our Climate Change and Health Strategies. You will see these applied throughout the delivery of the Transport Strategy, in the actions we take, the relationships we build and in how we openly share plans and data to help others change the way they move through the city:

1. We will **increase collaboration and cooperation** by working with partners to encourage changes in the way we travel and transport choices we make. We will create partnerships among businesses, the public sector, civic organisations and our institutions in higher and further education to ensure that new, action-oriented knowledge is generated and effectively shared to benefit all.

2. We will continuously **adapt to change**, taking bold action by trialling new and emerging technologies. We will be pragmatic, focusing on reducing emissions and improving health by prioritising actions that deliver the best outcomes.

3. We will **build inclusive, healthy and sustainable communities** by promoting the positive social and health benefits of changing our transport networks and by supporting individuals who need the most support to travel. With more green spaces, less air pollution and greater tree canopy cover we will support the health and wellbeing of our residents and increase biodiversity.

4. We will **create new employment and investment opportunities**, strengthening the economy through our work with local suppliers to change our transport networks. We will proactively seek alternative funding streams and attract additional investment.

5. **Good governance** and evidence-based planning will guide our actions ahead. We will take accountability for delivering actions. We will provide accurate information that allows us to review progress and adapt actions if required. We will regularly review and publish key data to track progress against our ambition, updating our action plan in response.

How we have engaged with you: Our Big Transport Conversation[8]

Between 24th November 2023 and 4th February 2024 City of York Council ran an in-depth public consultation to inform the new Local Transport Strategy for York. This was the largest transport engagement in York for 12 years and quite possibly longer.

During the consultation we spoke to between 1,000 and 2,000 people at more than 50 consultation events across York and its villages. We also received 1,376 responses to our questionnaire – either online or on paper. We had meetings with many people and organisations involved in York's transport network – for example, taxi drivers, the Police and bus operators - and we placed information on the consultation in libraries, at bus stops and in many other places across York. We were careful to reach out to groups who, whilst they have an important stake in York's future transport, tend to be under-represented in transport consultations. This included schoolchildren, students, members of disabled advocacy groups and older people. We travelled on York's mobile library to talk to people in villages such as Hessay and Osbaldwick, as well as holding many other events in the city centre, Hospital, libraries, village halls and even pubs.

The views expressed during the consultation have fed directly into this Strategy and we are very grateful to everyone who gave up their time to talk to us. We were left in no doubt about the importance of transport in York, people's passion for improving it and the difficulties many people currently experience travelling around and into/ out of York.

[8] More detailed information is available in the Our Big Transport Conversation report of survey

Headline results

CITY OF YORK COUNCIL

Our Transport Big Conversation

Thank you to everyone! These are our interim results – more detailed analysis will follow.

1,342 online responses

50+ events

More than **1,000** people met in person including 350 children and students

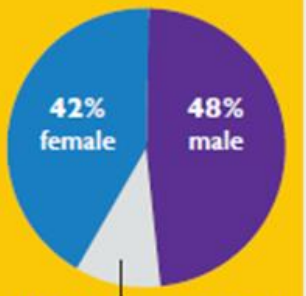
93 hours of events

More than **100,000** social media impressions

7 villages were visited with York Explore Mobile Library

15 libraries displayed information & had paper copies available through our partnership with Explore York Libraries and Archives

Online respondents only (ie not the people we met in person)



10% No gender stated

Largest age categories
29% 40-55
26% Over 65s
18% 25-39
18% 56-65

25% identified themselves as having a disability

Conversations with:

- environment and heritage groups
- disabled residents
- business and tourism groups
- learning disability self advocates
- schools and colleges
- NHS patients
- cycling and walking groups
- bus users
- older people

Support for the 10 policy focus areas

- Accessibilty **90%**
- Improve walking, wheeling and cycling **85%**
- Shaping healthy places **85%**
- Improving public transport **88%**
- Safeguarding our environment **74%**
- Create a Movement and Place Plan **81%**
- Reduce car dependency **78%**
- Improving freight and logistics **85%**
- Effective maintenance and enforcement **83%**
- Monitoring the transport network and financing the changes **81%**

Our City[9] and its transport challenges

The City of York Council area covers a very varied geography. It includes rural areas, hamlets, villages (some verging on the size of small towns) and, of course, a city. Within the built-up area of the city there are suburbs, a historic city centre, inner city areas laid out by the Georgians and Victorians, inter-war and post war twentieth century suburbs, green spaces such as the city's strays and parks and modern retail and business parks. All these areas experience transport in different ways, have different levels of bus services and facilities for pedestrians and cyclists. Some people are affected by congestion because it delays their car and bus journeys; others because congestion causes air and noise pollution where they live or work. Many experience both.

Around 200,000 people live in York – one-third of whom live in the villages outside the city's outer ring roads. Some people live in households with multiple cars, but one in three adults in York live in a non-car owning household, rising to over 60% in some areas. And many who do live in car owning households cannot themselves drive.

17.1% of York residents are disabled and 7.7% have carer responsibilities. 19% of 18-64 year olds are estimated to have a mental health problem and 7.5% of those aged over 65 are estimated to have dementia. There is a life expectancy gap of 10 years between those in the most and least deprived areas of York, with deprivation being key to this difference.

Overall, York is a relatively prosperous city, but there are areas of deprivation. Depending on where you are, between 0.6% and 3.5% of residents claim Jobseekers Allowance or Universal Credit.

The Transport Strategy must recognise these differences and plan for all.

Congestion is perceived as the most serious problem in York, with many respondents also citing linked problems with air and noise pollution – and intrusive traffic in residential and shopping streets. People do not use active modes as much as they would like (61% of respondents said

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[9] https://www.york.gov.uk/LocalTransportStrategy (February 2023 Transport Strategy document)

they would like to use active modes more) with poor perceived safety seen as the key reason people did not walk or cycle.

Bus services are seen as unreliable and often not running to where people want them to go. The consultations in York's villages clearly identified that these problems were felt particularly acutely there – with some villages having very poor levels of bus service or had seen recent declines in service. Many villages also felt they did not have safe cycle and walk routes between the village and the edges of the York built up area (where cycle/ footpaths to the city centre are more often available).

An impasse has developed which needs to be broken in order to make progress. The transport network in York is space-constrained – it is not possible to improve bus services, for example, by simply widening roads to build bus lanes – because in many locations this could only be achieved through property demolition or road widening into green space, which would be even less acceptable than the congestion which is currently experienced. Because of this, trade-offs between different road user groups are inevitable in any strategy which seeks to improve sustainable modes.

Our engagement shows consensus about, and support for, a Transport Strategy which develops York's active travel and bus networks, and reduces car dependency. We set out how this will be achieved over the following pages of this Strategy.

Key York Statistics:

York’s population in 2023 – 202,821

York’s population by 2032 – 215,821

Student population 2022 – 48,779

Population over 80 years old – 9,854 (12.7% increase since 2011)

7.3% Black, Asian and Racially Minoritised Communities

5.5% White non-British

5.5% LGBTQIA (3.0% in Region, 3.1% in England and Wales)

17.1% disabled residents

7.7% residents with carer responsibilities

Key transport statistics

450,000 vehicle trips a day 2019

If we do nothing then 510,000 in 2033, 550,000 by 2040

14% travel time increase between 2019 and 2033

1991 – 2019 - 26% Reduction in city centre vehicle trips. 64% increase in A64 vehicle trips.

8,000,000 visitor trips a year

65% increase in bus trips 2000-2019.

13.2m trips on York's buses in 2023 (36,000 a day), of which 4m on Park and Ride.

8.9m rail trips from York Station, 72,000 from Poppleton Station

Approx 10% of all trips in York are by bike; approx. 20% are on foot.

87,500 cars, of which 10% are electric or hybrid (2024), but 90% electric 2040

In many areas of York less than 50% of households own a car

35% of working residents work at, or mostly at, home.

The Opportunity for York

All over the world cities are reshaping themselves around providing better active travel and public transport. There are obvious benefits to health, equality, accessibility, opportunity, amenity – and need to reduce carbon emissions – from doing so. During the consultation we asked people which cities they felt managed traffic and transport better than York. Although respondents identified some cities which are perhaps different to York – for example national capitals like London or Amsterdam which are bigger and better resourced than York – many people identified cities which are broadly similar to York in terms of their size and character or location – for example, Oxford, Cambridge, Bath, Leeds, Chester, and Ghent.

Other cities can serve as an inspiration for York. In Ghent a new traffic circulation system reduced city centre traffic by 20%.

York Civic Trust have helped us by looking at what has been achieved in other towns and cities[10]. We present a summary opposite. We are grateful to the Trust's Transport Advisory Group for their assistance.

[10] More information on them can be found at https://yorkcivictrust.co.uk/home/transport/

Consideration 2: What can we learn from other cities?

Tony May and John Stevens

York Civic Trust Transport Advisory Group

In 2021 the Council invited York Civic Trust to review transport strategies in historic cities of similar size to York: Bath, Cambridge, Chester, Norwich and Oxford in the UK and Delft, Dijon, Freiburg and Ghent in continental Europe. The case studies have been updated for the Council's Local Transport Strategy: https://yorkcivictrust.co.uk/home/transport/. Additionally, the Council invited us to review two larger cities, Leeds and Leicester, which have made significant changes recently.

Vision, objectives, targets and strategies

All eleven cities have produced new transport strategies within the last decade. Bath, Cambridge, Chester and Oxford have since strengthened policies in response to the need to tackle climate change. All start with a clear vision for their city in 10 to 15 years' time. Leeds' vision, for example, is a city "where you don't need a car, where everyone has an affordable, accessible, and zero carbon choice in how they travel".

All case study cities plan to accommodate economic growth whilst protecting their historic and cultural assets. They aspire to sustainable new development, encourage economic vitality and enhanced wellbeing and quality of life of individuals and communities. They focus on tackling climate change, reducing air pollution, improving equality of access and enhancing public health. These clear objectives are the guide to deciding what to do.

Most set targets for carbon reduction, which determine targets for different modes. Walking, cycling and public transport are set to rise by between 50% and 100%, targets for reduction in car use range from 15% to 30%. Cambridge, Leeds and Oxford have committed to Vision Zero – no fatalities or serious casualties on the roads by 2040.

Each city's transport strategy addresses all modes, including freight, within a clear hierarchy of users. Freiburg illustrates this well with its five pillars: walking, cycling, public transport, living streets and limits on car use. Most go further by including land use plans. Compact, higher density developments support public transport, better local facilities encourage walking and cycling and reduce the need to travel. Bath, Cambridge and Oxford have included digital connectivity – supporting people to work and study from home.

The building blocks

Disabled people are typically at the top of cities' hierarchy of users. Most cities allow disabled drivers into their pedestrian zones, and provide additional facilities such as benches and toilets. Ghent's policy for its extensive controlled zones is to permit disabled drivers free access, but not to pass through these areas. Chester won the accolade of Europe's most accessible city in 2017, and continues to offer a model of best practice.

Walking and cycling are encouraged as the principal modes for shorter journeys. All cities have extensive central pedestrian areas, and many have increased the priority for pedestrians elsewhere in the city. Ghent claims to have the largest cycling network in Europe, with a 32% mode share. Cambridge records a similar share, again supported by an extensive network. Delft, Dijon, Leeds and Leicester are investing heavily in expanding cycle networks.

All the European cities have subsidised tram networks, closely integrated with buses and cycling. Dijon achieved 40% passenger growth in four years by improving integration. UK cities rely on buses and park and ride services. Cambridge and Leeds have developed guided bus ways to enhance performance and, with Oxford, make effective use of bus gates to manage access by other road users. Leicester has used its Enhanced Bus Partnership to upgrade its bus network, and Leeds is introducing franchising.

Residential areas are designed as healthy places to live. Dijon gives priority to improving quality of life for its residents. Delft prioritises enhancing "place". Ghent has developed car-free neighbourhoods and makes extensive use of school streets and play streets. Freiburg claims to be the "city of small distances", achieved by compact development and local facilities. Its new 5,000 person Vauban neighbourhood is an exemplar of good practice, with a central public transport spine, extensive play streets and almost all parking on the fringes. Norwich's Rackheath eco-town is being developed on similar principles.

All have invested in electric vehicle charging, with Oxford successfully experimenting with safe on-street charging. Freiburg has long been Germany's environmental capital, its principal objectives include reducing noise and air pollution. Bath's charging Clean Air Zone has reduced NO_2 levels by 26%. Oxford is introducing a Zero Emission Zone.

These policies in turn influence the way in which cities' road networks are managed. Freiburg has a rigidly applied policy of speed limits, ranging from 50km/h to 10km/h, based on the area through which the street passes and the activities on it. Delft has redesigned its neighbourhood access roads to accommodate both living and driving. Selective road closures are widely used. Leeds has removed all traffic from City Square, resulting in car travel to the centre falling by 11% and active travel increasing by 39%. Ghent's circulation plan has divided its inner city into seven zones, with no movement between the zones, other than on foot, bicycle or public transport. Oxford will introduce six strategic traffic filters later in 2024, to achieve a similar effect.

These policies help reduce car dependency, and hence contribute to the targets for reduced car use. Most cities use promotional initiatives like personal and business travel plans and car-free days to encourage modal switch. Dijon promotes car clubs, which reduce the need for car ownership. In all cities, parking charges are used to manage demand; Ghent's policy is "parking management for desirable mobility". Bath and Oxford are pursuing workplace parking levies, as used successfully in Nottingham.

<u>From strategy to implementation</u>

Gaining public acceptance of the need for change, and the ways of achieving it, is essential. Cambridge pioneered a citizens' assembly to help shape the ways in which it manages car use. Dijon has promoted public engagement throughout the policy process. Ghent makes extensive use of co-creation in redesigning its inner-city networks.

Implementation needs to be carefully phased and regularly monitored. Leeds has specified three sequential four year action plans, and monitors and reports on performance annually.

European cities benefit from much higher levels of government funding than applies in the UK. In Dijon the tax on businesses covers 40% of the cost of public transport. But Leeds has shown that a reputation for strategic planning, cost-effective design and effective implementation can increase funding, with 72% of its investment funded by government.

Consideration 3: This is not just about York…

York sits in the centre of complex national and regional transport networks.

Nearly a third of the vehicle trips in York either start or end outside the City of York Council area. One in five vehicle trips in York is merely passing through and not stopping in the city at all.

Every day 5,000 commuters travel between York and West Yorkshire. 5,000 commuters come into York from East Riding, 10,000 from North Yorkshire.

We welcome 8,000,000 visitors a year. Our two universities and our colleges attract students from across the region – including many who stay in York.

Our Hospital is the main health centre for large parts of North Yorkshire, the East Riding and even some parts of West Yorkshire.

Every day 2,000 people travel between York and London on the train, and a similar number to Leeds.

Improving transport in York has the potential to improve transport across the region. Buses between Leeds and Scarborough can be made more reliable if their journey through the centre of York is eased. Better walking and cycling networks can make it easier for students, tourists and commuters to arrive in York and walk or cycle to their destinations. More affordable bus services can help people in North Yorkshire travel to York for work.

Better rail and bus ticketing deals with West Yorkshire and South Yorkshire can help people from York who travel there to work or study. New Mayoral authorities and greater devolution provide opportunities to do things differently – and better – in future.

Our park and ride services have a vital role in managing the transition between rural Yorkshire where there is often no alternative to using the car, and the city of York where roads are narrow and car parking space is at a premium. We can develop them to offer new destinations such as the Hospital or University; or longer distance bus and coach services (for example to London or Leeds).

Consideration 4: Why we need a new Local Transport Strategy?

City of York Council's last Local Transport Plan was produced in 2011, 13 years ago. Since then the Council has delivered, or started to deliver, many of the schemes that Plan set out. Examples of projects from the 2011 Local Transport Plan which have been delivered are the park and ride sites at Askham Bar and Poppleton which were delivered in 2014. We have also electrified the park and ride bus fleet, built the new, larger roundabouts where the Wetherby Road and A59 cross the A1237 Outer Ring Road, the new bridge for pedestrians and cyclists on the Scarborough Bridge and the cycle routes between Acomb and Knapton and Haxby and Clifton Moor. Examples of projects from the 2011 Local Transport Plan which we are (as of mid-2024) working to deliver include York Central, the new frontage to York Station, Haxby Station and the dualling of the A1237 between the A19 Shipton Road and Hopgrove.

Alongside progress with schemes, the policy environment for transport has also changed. City of York Council has pledged to become carbon neutral by 2030, through a 71% reduction in transport carbon emissions. It is not enough to achieve this purely by adoption of electric vehicles – a 20% reduction in driven mileage is also required. The Council has also developed its Local Plan, and is likely to adopt it soon – a process which has required detailed assessment of the impact of new developments on York's transport networks. Other policy changes have bought greater focus on health, affordability/ cost of living and equality.

The third reason a new Transport Strategy is required is the creation of the new York and North Yorkshire Mayoral Combined Authority. The new authority will become the "Local Transport Authority" for York, with control over the transport funding the city receives. As such, it is necessary for York to clearly state its transport priorities so that it can negotiate with the Mayor to receive funding to enact its policies – something which is done through this document.

A new Transport Strategy for York: Our Vision

In late 2023 City of York Council proposed and then adopted a new vision for transport in York:

"Our vision for transport stems from our Council Plan[11] and our four key priorities: Equality, Affordability, Climate and Health (the EACH priorities). Over the coming decades our city and its villages will need to accommodate a growing population whilst also adapting to a changing climate. Our local transport strategy will play a crucial role in addressing these challenges, both in defining how we move around, but also shaping the way that we use our streets and public spaces.

We want to create a York that is open and accessible to everyone, with affordable and healthy transport options no matter where you live. We also want our transport networks to enhance our wonderful city and its villages by actively improving the health of residents, supporting a thriving economy, enhancing green spaces and respecting York's heritage. And all of this needs to happen with an eye to the future; ensuring that our transport systems are resilient to the changes ahead and help to tackle climate change.

These challenges present us with an opportunity to reshape our transport system and shape a network that meets the needs of the people of York for decades to come.
In 2030 York residents will benefit from an accessible, affordable, sustainable and resilient transport network that continues to actively improve health and support a thriving economy for decades to come."

The Vision is supported by ten Strategic Objectives. We will:

1. *Support an inclusive, accessible, affordable city*
2. *Support delivery of the Climate Change Strategy*
3. *Support delivery of the Economic Development Strategy*
4. *Improve health and wellbeing through healthy place shaping*
5. *Enhance safety and personal security*
6. *Improve the local environment by reducing air pollution and noise*
7. *Enhance the reliability of the transport system*
8. *Protect the city's heritage and enhance public spaces.*

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[11] https://www.york.gov.uk/CouncilPlan

9. *Accommodate the envisaged growth of the city in the most sustainable way*
10. *Future-proof our city*

Our Policy Focus Areas

Our ten Policy Focus Areas (each of which is underpinned by a series of policies) will lead the city towards the vision set out in this strategy, and help us meet the ten objectives outlined above. The 10 Policy Focus Areas are:

- **Improve accessibility** - *to shape a city that is accessible to everyone – so that everyone, including young people, women, disabled people and anyone with a protected characteristic, is able to access all the facilities which they need, and all areas of the city, and its villages, have accessible, reliable and affordable bus services to key destinations.*
- **Improve walking, wheeling and cycling** – *so that cycling, walking and wheeling become more attractive and offer better alternatives to the car. Key to this will be creating a continuous network of safe and high-quality cycle, walking and wheeling routes, and giving all active travel users greater priority on roads and at junctions. Effectively integrating new modes like e-bikes into York's transport network will also be important. These changes will achieve a doubling of active travel journeys by 2030.*
- **Shape Healthy Places** - *to encourage physical activity by ensuring that all communities in York are inclusive, feel safe and offer all the facilities which people need on a daily basis within easy reach whether walking, wheeling, cycling or travelling by public transport. We will improve district centres so that people can meet more of their shopping, work and leisure needs locally, without having to travel by car. We will improve streets and spaces in York to help us adapt to future climate change and for the benefits of all users, including people who have limited mobility, hearing or sight loss. We will focus on planting, lighting, surfaces and the quality and feel of streets and spaces in York. We will improve broadband connectivity to enable people to work, study and shop from home.*

- **Improve Public Transport** - *we will improve public transport so that all areas of the city have good and reliable public transport access. Key to this will be extending the bus network, ensuring effective and reliable early and late services when people need them, and upgrading high frequency bus services – in some cases into bus rapid transit services or possibly light rail transit systems. We will also work to upgrade heavy rail services where they play a local role or support our other policies. Not only will this result in a 50% or greater increase in bus patronage by 2030, it will also enhance the viability of public transport and protect its future*
- **Safeguard our environment** - *we will encourage the take-up of electric vehicles because they have no tailpipe emissions. However, we know that simply converting existing internal combustion-engine trips to electric vehicle trips will not be enough to meet Climate Change targets, reduce congestion, or improve air quality and health sufficiently. We must achieve reductions in the absolute number of car miles travelled too.*
- ***We will develop a Movement and Place Plan*** *which reallocates road-space to create safe and connected networks for walking, wheeling, cycling, public transport, and freight, whilst facilitating essential vehicle journeys, for residents, businesses and visitors alike – helping deliver York's economic and environmental strategies and draft Local Plan by making walking, wheeling and cycling more attractive and buses more reliable. The Movement and Place Plan will also identify how best to balance the needs of streets as travel corridors and as places where people live, shop, go to school and enjoy their leisure. It will facilitate all kinds of journey including trips to and from outside of the city, and will recognise York's place in the wider region. A key to the Movement and Place Plan will be using York's new traffic models to manage congestion, along with new ways to manage highways and deliver transport schemes with minimal environmental impact.*

- **Reduce car dependency** - *to provide safe and comprehensive networks so that alternatives to the car are the obvious choice for a growing proportion of transport users, whilst enabling those who have to use motorised vehicles to get about more easily. We will manage parking to provide access for shops and business, while discouraging car use for journeys which could be made by sustainable modes. New developments will be planned so that active travel and public transport are the obvious choice. We will also promote behavioural change by supporting people as they switch travel modes, for example, through travel planning. Together these changes will reduce the number of miles travelled on York's roads by at least 20% by 2030.*
- **Manage freight -** *so that York's businesses have efficient access for their supplies, goods and services, while at the same time reducing the impact of heavy lorries and light goods vehicles on carbon emissions, air pollution, safety and damage to heritage.*
- **Undertake effective maintenance and enforcement and management of streetworks** - *so that the condition of York's transport networks enables the transition to greater use of sustainable transport. Enforcement of traffic rules and effective management of street-works will be a key tool in achieving our stated objectives.*
- **Monitor the transport network and finance the changes** – *so that the effectiveness of our policies can be monitored, and funding attracted to deliver York's new transport strategy as effectively as possible.*

Each Policy Focus area was endorsed in the Our Big Transport Conversation engagement.

We discuss the individual policies within each Policy Focus Area in the next section of the Strategy.

Our Policies to take us to 2040

Over the next pages of the Strategy we set out our individual policies. Many of these are ambitious but need to be seen in the context of the Strategy, which will govern transport in York for 16 years from 2024 to 2040. We believe that ambitious policies are realistic given the long proposed duration of the Strategy.

Policy Focus Area 1: Accessibility

Our vision for improving accessibility is to: *"Shape a city that is accessible to everyone – so that everyone, including young people, women, disabled people and anyone with a protected characteristic, is able to access all the facilities which they need, and all areas of the city, and its villages, have accessible, reliable and affordable bus services to key destinations."*

The vision was supported by 90% of respondents to Our Big Transport Conversation

Our policies to deliver the improvements we seek are:

Policy 1.1 – Provide Blue Badge parking spaces near significant trip attractors within the city centre, including the foot streets area, and in all district and village centres. Our target is to have BB parking spaces as close as possible, ideally within a 150m (over accessible terrain) distance of significant trip attractors (see also Policy 1.5 on seating).

Policy 1.2 – Cycle parking at significant trip attractors within the city centre and in all district and village centres and at employers, leisure sites, training, education etc. Our aim is that cycle parking should be provided as near as practically possible to significant trip attractors – ideally within 50m and closer if possible. In addition, we aim for at least 5% of our cycle parking to be accessible for non-standard cycles including family cargo cycles, trikes, recumbent cycles and cycles with trailers, and for all cycle parking to be accessible for disabled cyclists.

Policy 1.3 – Accessible design. Our target is to develop walking, wheeling and cycle networks to accommodate wheelchair users, mobility scooter users, riders of adapted cycles and family/cargo bikes, while ensuring safety for those with all users This will include the removal of inaccessible barriers and the provision of dropped kerbs.

Policy 1.4 – Accessible public transport. Work with stakeholders to improve accessibility of public transport for all users, and to increase the amount of accessible seating. Through the licensing policy we will continue to work with taxi and private hire providers to increase the number of wheelchair accessible taxis and private hire vehicles in York. We will also continue to improve bus stops and shelters to improve personal security (e.g. by ensuring adequate lighting levels). We will work with the rail industry to improve the accessibility of York and

Poppleton Stations and work with the Rail Industry to ensure that the forthcoming Haxby rail station is fully accessible.

Policy 1.5 – We will aim to ensure seating at 50m intervals within the footstreet area and in all district and village centres, and the routes to them, to allow people to rest during their journeys.

Policy Focus Area 2: Improve Walking, Wheeling and Cycling

Our walking, wheeling and cycling vision is to:

***"Improve walking, wheeling and cycling** – so that cycling, walking and wheeling become more attractive and offer better alternatives to the car. Key to this will be creating a continuous network of safe and high-quality cycle, walking and wheeling routes, and giving all active travel users greater priority on roads and at junctions. Effectively integrating new modes like e-bikes into York's transport network will also be important. These changes will achieve a doubling of active travel journeys by 2030."*

This vision was supported by 85% of respondents to Our Big Transport Conversation.

Our policies

Policy 2.1 – Maintain York's Transport User Hierarchy, first adopted in 1989 – but adapt it to allow even more efficient use of roadspace. The hierarchy places walking at the top of the hierarchy followed by cycling, public transport and then car traffic. We will ensure that it is applied appropriately and consistently in all scheme designs, policy decisions and funding allocations. Accessibility will be considered collectively as per policy focus area 1 as well as within and at the top of each mode of the hierarchy.

People with protected characteristics who are pedestrians, wheelchair users, wheelers etc. Other pedestrians.
Cyclists with protected characteristics and other cyclists
Public transport users with protected characteristics and other public transport users
Disabled car drivers and passengers
Powered two wheelers
Commercial and business users
Car drivers and passengers
Parked vehicles on the highway

When applying the transport hierarchy there will be some instances where compromises have to be made to accommodate differing needs, or to work within space constraints. The transport hierarchy provides a strong guide but can't be used as an absolute rule.

Policy 2.2 – Create a priority walking, and wheeling network, jointly with partners including the disabled community, walking and environmental groups, developers and employers. This network will offer safe, high quality continuous routes to the city centre, all district and village centres, schools, colleges, healthcare facilities, shops and places of employment. We envisage this network will, once complete, cover the whole city to provide a joined-up network.

Policy 2.3 – Develop a programme to upgrade pedestrian and cycle crossings on all parts of the priority walking, wheeling and cycle network, to include greater priority and reduced delay at signalised crossings, countdown signals at major crossings, priority at crossings of side roads (including providing either dropped kerbs or tables to allow level crossing), removal of barriers and guardrails and significantly improved pavement maintenance. An initial stage will improve crossings at all junctions on what is now the inner ring road, other routes in the heart of the city centre (e.g. Piccadilly, Rougier Street, Tower Street) and in the district centres.

Policy 2.4 – Seek funding to comprehensively upgrade the city centre footstreet network to provide wheelchair accessible surfaces, clearly de-lineated to indicate where vehicles are permitted. We will look to eliminate footways which are narrow, uneven, poorly drained or with cross slopes.

Policy 2.5 – Create a fully connected priority cycling network jointly with partners including the disabled community, cycling and environmental groups, developers and employers. We aim for this network to be comprehensive and continuous, and ensuring effective routes to and through the city centre, and to district and village centres, schools, colleges, healthcare facilities, shops, places of employment and other large trip attractors and key destinations.

Policy 2.6 – Develop a programme to upgrade cycling facilities on all parts of the priority cycle network, to include continuous cycle lanes, segregated where appropriate, priority at traffic signals, safe provision to negotiate roundabouts and regular maintenance to ensure that surfaces, signs and markings are safe. The first step in this process will be to draw up our ‘Movement and Place plan (see policy 6.1) and seek funding to upgrade key missing links and problem areas in the cycle network, with the aim of creating a connected network.

Policy 2.7 – Community support. Recognise that some groups of people face more barriers to walking, wheeling and cycling. Identify the barriers (such as lack of cycle parking, lack of confidence) and work with these communities to ensure that everyone has equal access to walking, wheeling and cycling. Include audits for mobility / sensory impaired people in assessments of existing facilities/ design of new facilities.

Policy 2.8 – Support the development and use of e-bikes, and expand micromobility options such as escooters where appropriate to complement other modes of transport.

Policy Focus Area 3: Shape Healthy Places

Our Vision for Shaping Healthy Places is:

"To encourage physical activity by ensuring that all communities in York are inclusive, feel safe and offer all the facilities which people need on a daily basis within easy reach whether walking, wheeling, cycling or travelling by public transport. We will improve district centres so that people can meet more of their shopping, work and leisure needs locally, without having to travel by car. We will improve streets and spaces in York to help us adapt to future climate change and for the benefits of all users, including people who have limited mobility, hearing or sight loss. We will focus on planting, lighting, surfaces and the quality and feel of streets and spaces in York. We will improve broadband connectivity to enable people to work, study and shop from home."

This vision was supported by 85% of respondents to Our Big Transport Conversation.

Our policies

Policy 3.1 – Review each area of York, village and district centre and aim to ensure that it has all key facilities within walking, wheeling or cycling distance, and design effective public transport where longer distance journeys are required to access key facilities.

Policy 3.2 –Explore the feasibility of providing each centre with a communications, mobility and delivery hub for parcels, and facilities such as toilets, safe cycle storage, pushchair, mobility scooter and cycle hire and repair workshops.

Policy 3.3 – Adopt the principles in 3.1 and 3.2 for all new developments, including all strategic sites in the Local Plan. Produce a Supplementary Planning Document on Sustainable Transport to specify these requirements, and those covered in other Policy Focus Areas.

Policy 3.4 – Embed the Healthy Streets approach [link: https://www.healthystreets.com/] into relevant guidance and decision making to create high quality public spaces and encourage walking, wheeling and cycling.

Policy 3.5 – Safe streets. Consider traffic measures such as 'Home Zones' to create safe streets for walking and cycling. Identify the streets within communities that need intervention from the Local Cycling and

Walking Infrastructure Plan, safety audits and resident consultation. Encourage new developments to embed measures such as Safe Streets into the design from the outset. Reflect measure such as Safe Streets in the wider Movement and Place Plan

Policy 3.6 – Adopt the Vision Zero approach, seeking to eliminate all fatalities and serious injuries on York's roads. Work with partners, such as North Yorkshire Police, and stakeholders to use the appropriate and proportionate tools available to reach this goal. This work will include infrastructure design, behaviour change, technology, legislation and enforcement.
https://www.brake.org.uk/how-we-help/national-campaigns/the-change-we-want/vision-zero#:~:text=A%20Vision%20Zero%2C%20or%20Safe,%2C%20disease%2C%20unhappiness%20and%20inequality.

Policy 3.7 – Require larger scale transport schemes and infrastructure projects to undertake Health Impact Assessments to ensure health benefits are considered and maximised.
https://www.who.int/health-topics/health-impact-assessment#tab=tab_1

Policy 3.8 – Our approach to transport planning for the future will use the 'Decide and Provide' approach which decides on a preferred future, assessing what travel needs that will generate and providing a development path best suited to achieving this. This is to mitigate against development which increases vehicle traffic in York.

Policy Focus Area 4: Improving public transport

Our Vision for Improving Public Transport is:

"We will improve public transport so that all areas of the city have good and reliable public transport access. Key to this will be extending the bus network, ensuring effective and reliable early and late services when people need them, and upgrading high frequency bus services – in some cases into bus rapid transit services or possibly light rail transit systems. We will also work to upgrade heavy rail services where they play a local role or support our other policies. Not only will this result in a 50% or greater increase in bus patronage by 2030, it will also enhance the viability of public transport and protect its future."

This vision is supported by 88% of respondents to Our Big Transport Conversation.

Our policies

Policy 4.1 – Work with bus operators to create a comprehensive network of bus services, accessible to as many residents and visitors as possible, and providing services at weekends and for the night-time economy. Seek funding for and set challenging targets for increased bus network coverage, and ensure that all low-income areas are appropriately served. Ensure that all new development (10 or more dwellings) are designed for bus access, with appropriate service frequencies provided as early as possible after first occupancy. Consider alternative models of service provision (e.g. franchising) if it is not possible to achieve the desired network of services commercially.

Policy 4.2 - Use infrastructure design and network management to increase the reliability and efficiency of bus services. Set challenging targets for increased bus reliability. As a first step, develop a proposal for a dedicated priority route for buses (as part of the Movement and Place plan – see policy focus area 6), and other sustainable transport, across the city centre, including effective enforcement of existing regulations in Piccadilly and Pavement.

Policy 4.3 – Work with local communities to obtain funding to develop community transport schemes such as community minibuses, dial-a-ride and car clubs and share schemes, particularly to fill any gaps in the bus network. Consider the introduction of a shuttle bus in the footstreets area of the city centre.

Policy 4.4 – Work with Park & Ride operators to deliver an enhanced commercially viable service with the aim of increasing the use of Park & Ride buses, and develop Park and Ride sites as access hubs for local communities and villages and for inter-urban buses and coaches. Use all tools available including infrastructure design, network management, route planning and car parking charges to drive up patronage and maximise the reliability and efficiency of the Park and Ride services.

Policy 4.5 – Develop a rail strategy to guide the approach to rail investment and priorities within York, with the aim of increasing passenger numbers on rail services and identifying opportunities for enhanced or new routes and services.

Policy 4.6 – Ensure that the redesign of the Railway Station makes it more sustainable, better able to support walking, wheeling, cycling and buses, and less dependent on car access. Ensure that Poppleton and the proposed station at Haxby are at the centre of effective walk/ wheel/ cycle/ bus networks.

Policy 4.7 – Enable multi-modal journeys, using all opportunities to improve interchange facilities across the bus network (such as cycle parking provision and shelters) and work with stakeholders to explore multi-operator ticketing, and provision for cycles, wheelchairs and mobility aids on buses and trains.

Policy 4.8 – Develop an integrated fares policy for all road-based public transport which encourages and rewards frequent use and makes bus use affordable for young people and low-income households.

Policy 4.9 – Work with the taxi/ private hire trades to encourage greater provision of wheelchair accessible, low emission vehicles in York.

Policy 4.10 – Consider the scope for providing water-based access to York city centre – e.g. using the existing tour boat service or water taxis – to provide an attractive alternative to driving into York for visitors.

Policy Focus Area 5: Safeguarding our environment by cutting carbon, air pollution and noise

Our vision for safeguarding our environment is:

"We will encourage the take-up of electric vehicles because they have no tailpipe emissions. However, we know that simply converting existing internal combustion-engine trips to electric vehicle trips will not be enough to meet Climate Change targets, reduce congestion, or improve air quality and health sufficiently. We must achieve reductions in the absolute number of car miles travelled too."

This vision was supported by 74% of respondents to Our Big Transport Conversation.

Our policies

Policy 5.1 – Continue to expand public EV charging facilities, working with private sector, developers etc, to keep pace with the demand for public charging, both by commuters and visitors and for those residents without access to residential off-street charging. This will be a development of CYC's existing EV Charging Strategy

Policy 5.2 – Use the powers available to local authorities to further incentivise EV/ hybrid replacement of petrol/ diesel engine vehicles in York – for example through differential parking charges for resident's parking schemes.

Policy 5.3 – Review the current Bus Clean Air Zone (e.g. to cover large/ heavy commercial vehicles) if required to meet air quality targets. Consider further action in locations where traffic emissions are a significant contributor to poor air quality and noise.

Policy 5.4 –Take all carbon impacts and induced travel demand into account when assessing infrastructure projects and calculating their carbon impact and contribution to York's net zero carbon goal.

Policy 5.5 – Support development of green infrastructure along transport corridors with the aim of delivering a transport network that achieves and where possible exceeds government and local biodiversity net gain targets.

Policy 5.6 – Continue the work to convert CYC's own vehicle fleet to electric vehicles where this is practical and suitable vehicles are available.

Policy 5.7 – Consider how transport infrastructure in York, especially new infrastructure, can be used to support the environment – e.g. through sustainable drainage, urban cooling etc

Policy 5.8 – Work with York's tourism/visitor sector to maximise sustainable transport use by visitors – both for reaching York and travelling around the city once visitors have arrived.

Policy Focus Area 6: Manage the road network for Movement and Place

Our vision for Movement and Place is:

"We will develop a Movement and Place Plan which reallocates road-space to create safe and connected networks for walking, wheeling, cycling, public transport, and freight, whilst facilitating essential vehicle journeys, for residents, businesses and visitors alike – helping deliver York's economic and environmental strategies and draft Local Plan by making walking, wheeling and cycling more attractive and buses more reliable.

The Movement and Place Plan will also identify how best to balance the needs of streets as travel corridors and as places where people live, shop, go to school and enjoy their leisure. It will facilitate all kinds of journey including trips to and from outside of the city, and will recognise York's place in the wider region.

A key to the Movement and Place Plan will be using York's new traffic models to manage congestion, along with new ways to manage highways and deliver transport schemes with minimal environmental impact."

This vision was supported by 81% of respondents to Our Big Transport Conversation.

Our policies

Policy 6.1 – Develop a Movement and Place Plan for York which identifies how best to balance the needs of streets to enable people to travel and as places where people live, shop and enjoy their leisure. Include a specific priority network plan for each mode of transport (private vehicles, freight vehicles, public transport, emergency services and active travel modes). As part of this Plan, critically assess the future role of what is now the inner ring road

Policy 6.2 – Identify the locations where a Movement and Place Plan could create opportunities such as the planned improvement of the A1237 outer ring road, providing potential for a different approach to traffic in central York. In addition, we would look at where movement and place are most seriously in conflict, such as Gillygate, and design

schemes to take early action which are consistent with the Movement and Place Plan.

Policy 6.3 – We will commit to managing the network to tackle air pollution, maintaining accessibility for disabled transport users, and promoting and prioritising the use of walking, wheeling, cycling and public transport in line with our Transport Hierarchy and the Council's duties under the Traffic Management Act.

Policy 6.4 – To make travel safer for pedestrians, wheelers and cyclists, adopt 20mph as the default speed limit for all roads through residential areas (including new developments), within the city centre, near schools, in villages and at retail areas and parks.

Policy 6.5 – Maintain our highway assets (including walking, wheeling and cycling routes) in line with the priorities outlined in the York transport hierarchy and with the aim of managing risk, minimising disruption and delay, and increasing the reliability of the network.

Policy 6.6 –. Our approach to infrastructure, junction and road improvement schemes will use the 'Decide and Provide' approach which decides on a preferred future, assessing what travel needs that will generate and providing a development path best suited to meeting those needs. We will only consider road capacity schemes if they relieve pressure from sensitive parts of the transport network, or after all other options have been explored. We will work with developers to obtain funding to upgrade sustainable travel networks to and from new developments, in-line with the policies in the draft Local Plan

Policy 6.7 – Futureproof our transport network for emerging technologies such as autonomous vehicles and unmanned aerial vehicles (drones)

Policy Focus Area 7: Reduce car dependency

Our vision for reducing car dependency is:

"We will provide safe and comprehensive networks so that alternatives to the car are the obvious choice for a growing proportion of transport users, whilst enabling those who have to use motorised vehicles to get about more easily. We will manage parking to provide access for shops and business, while discouraging car use for journeys which could be made by sustainable modes. New developments will be planned so that active travel and public transport are the obvious choice. We will also promote behavioural change by supporting people as they switch travel modes, for example, through travel planning. Together these changes will reduce the number of miles travelled on York's roads by at least 20% by 2030."

This vision was supported by 78% of the respondents to Our Big Transport Conversation.

Our policies

Policy 7.1 – Encourage walking, wheeling and cycling to school and work by working with schools, developers and employers, helping to create travel plans, improving way-finding, and considering measures such as school streets and 'park and stride'. We will develop case studies to show how many people can easily live less car dependent lives – often reducing their expenditure on transport and living more active lives in the process.

Policy 7.2 – Encourage businesses and organisations operating within the city to reduce their transport footprint. (E.g. staff travel plans, sustainable transport options to business parks, cycle lockers for businesses.) Work with developers and businesses to create and implement effective travel plans.

Policy 7.3 – Develop a wider set of campaigns such as car-free days to encourage people to consider alternatives to the car.

Policy 7.4 - Promote zero emission car share and car clubs to reduce the need for car ownership. Aim to have a car share scheme or car club available in all suburbs and villages around York and in new developments, with an ambition for most residents to have a car-share/club car available within 500m of where they live.

Policy 7.5 - Develop a parking strategy to cover all Council managed parking within 400m of the city centre, which assesses parking needs and sets parking charges designed to make it more attractive to use Park and Ride or the bus, or to walk, wheel or cycle. Set Council managed parking supply to satisfy requirements for essential journeys to the city centre, and take steps to enhance the quality of that parking provision.

Policy 7.6 – We will keep under review our Residents' Parking Scheme to ensure it delivers our policy and works to the benefit of all residents. Residents parking schemes allow you to park in your community, and they could be extended to cover all areas of the city, with an aim to reduce non-residents using residential streets for long-stay parking. On street car parking may need to be reallocated to create space for bus and cycle facilities (in line with the council's adopted hierarchy of road users see Policy 2.1). Where this results in a dedicated disabled bay needing to be moved the council will provide an alternative car parking space within 150m (or preferably less) of their home, with an accessible route between the resident's home and the disabled car parking bay. In a similar way we will work with blue badge holders so the same principles apply where possible.

Policy 7.7 – Review the parking stock in private ownership within 400m of the city centre, and engage with stakeholders to develop their policies which encourage patterns of use consistent with the aims of Policy idea 7.5, as well as the wider aims of the transport strategy.

Policy 7.8 – Adopt standards for maximum levels of parking provision in new developments which are consistent with the objectives of this Local Transport Strategy and the draft Local Plan, and encourage developers to reduce parking provision to below these maximum standards when considering planning applications.

Policy 7.9 – Publicise sustainable transport options and developing travel plans.

Policy Focus Area 8: Improving freight & logistics

Our vision for freight is that “York’s businesses have efficient access for their supplies, goods and services, while at the same time reducing the impact of heavy lorries and light goods vehicles on carbon emissions, air pollution, safety and damage to heritage.”

The vision was supported by 85% of respondents to Our Big Transport Conversation.

Our policies

Policy 8.1 – Work with the Mayor to develop and implement a freight and logistics strategy based on the principles of net-zero emissions, improved air quality, safe movement, working in partnership, protecting assets and buildings, freight consolidation and efficiency of movement. Within the strategy develop and implement different plans for long distance, local and last-mile movement.

Policy 8.2 – Provide one or more transhipment facilities on the edge of footstreets area. Work with businesses to understand the impact of a limit on freight movements within the city centre to electric vehicles of 3.5T or less. Promote and support the use of cargo bikes.

Policy 8.3 – Work with businesses to understand the impact of designating a limited road network for freight vehicles of over 7.5T, which ensures access to all key destinations, including transhipment facilities, but avoids undue use of narrower inner-city streets and residential roads. Ensure that this network is maintained to meet the needs of such vehicles.

Policy 8.4 – Review the provision of loading bays in and around the city centre and district centres to ensure that they meet the needs of business, while avoiding disruption to other road users and sustainable modes of transport in particular.

Policy 8.5 - Support significant freight users to develop delivery and service plans to specify hours of delivery, access routes from the outer ring road, vehicle size and specification. Work with local logistics companies to develop Logistics Plans with a similar focus.

Policy Focus Area 9: Effective maintenance and enforcement and management of streetworks

Our vision is that we will undertake **"***effective maintenance and enforcement and management of streetworks so that the condition of York's transport networks enables the transition to greater use of sustainable transport. Enforcement of traffic rules and effective management of street-works will be a key tool in achieving our stated objectives."*

This vision was supported by 83% of respondents to our Big Transport Conversation.

Our policies

Policy 9.1 – Maintain the streets in our footstreets area to a standard which complements York's beautiful historic city centre.

Policy 9.2 - Define a key walking and wheeling network and maintain this network to ensure that pavements are clean, level and safe to use throughout all seasons, that seating is serviceable and that pavements are otherwise free of street clutter, furniture and parked vehicles. As resources permit, adopt similar principles for footways and paths elsewhere.

Policy 9.3 – Define a key cycling network and maintain this network to ensure that signs and markings are up to date, that surfaces are level and well-drained, and that designated cycle lanes and paths are free of clutter, debris and parked vehicles and safe to use throughout all seasons. As resources permit, adopt similar principles for cycleways and paths elsewhere.

Policy 9.4 – Maintain the bus stops, shelters, static and real-time information so that they are serviceable and information is fully up to date.

Policy 9.5 – Maintain the main and secondary road network so that surfaces are free of potholes and well-drained, signs and markings are up to date and visible and signals and variable message signs are fully functioning. Ensure that roadways, signs and markings are fully reinstated following work by statutory undertakers. As resources permit, adopt similar principles for roads elsewhere.

Policy 9.6 – Use the parking enforcement powers available to reduce the number of vehicles parking on pavements and in cycle and bus lanes, as well as at points where parking disrupts traffic movement or poses a safety risk. Consider using lane rental systems to manage streetworks.

Policy 9.7 – Use the moving vehicle enforcement powers available, and work jointly with North Yorkshire Police and the Mayor substantially to reduce the occurrence of speeding, red light running, illegal movements, blocking of box junctions and undue vehicle noise.

Policy Focus Area 10: Monitoring the transport network and financing the changes

"Monitoring the transport network and financing the changes – so that the effectiveness of our policies can be monitored, and funding attracted to deliver York's new transport strategy as effectively as possible."

This vision was supported by 81% of respondents to our Big Transport Conversation.

Our policies

Policy 10.1 – Develop, maintain and use effective and proportionate strategic modelling tools which assess the impacts of proposed policies on the objectives of the Local Transport Strategy, and use such tools both to appraise such policies to justify funding and regularly to appraise the overall Strategy.

Policy 10.2 – Draw up a monitoring and evaluation plan which measures impacts on the objectives of this Local Transport Strategy, as well as on changing patterns in transport behaviour, on an annual basis. Include measures that identify the impact of transport schemes on people with protected characteristics, and use this data to improve inclusivity over time.

Policy 10.3 – Place the results of the annual monitoring programme in the public domain, so that residents and businesses are fully aware of the impact of the Strategy, and use the results to assess performance and fine-tune the Strategy as necessary.

Policy 10.4 – Conduct a detailed assessment of the capital and revenue funding requirements of the Strategy, assess the extent to which these could be met from Council resources, funds available to the Mayoral Combined Authority, and conventional opportunities for bidding for government funding. Identify the other potential sources of funding, including enhanced parking revenues, and other transport-related revenue sources being applied by other local authorities.

Policy 10.5 – Develop and maintain lists of projects for each mode (walking and wheeling, cycling, buses, freight and general traffic), in broad order of cost-effectiveness, and use those lists to bid for specific funding as opportunities arise.

The Next Steps

The arguments for change set out in this document are compelling. The policies which are specified will allow a new and effective approach to transport provision in York which will take us to 2040.

Because transport has the potential to improve our health, provide more affordable movement, open up access to opportunities such as jobs and training and limit climate and environmental damage, there is no time to lose in enacting the Strategy.

Consequently, the next steps in York's transport journey will be to start work on the projects and initiatives which will deliver the improvements this Strategy requires.

We need to consider our existing projects and how they can best contribute to the new Strategy. We will review many of our processes and programmes to make sure they are delivering in accordance with our modal hierarchy. In some areas the Council will need to increase its skills and capacity to rise to new challenges – for example, delivering new types of transport schemes.

We will set targets and collect, analyse and publish date to make sure our Strategy is achieving its objectives. If we are not achieving our targets we will consider why this is and what changes we need to make.

We will engage throughout this process. Communications will be important. As well as conventional announcements we will want to promote sustainable travel and will work with residents and local businesses and organisations to do so. We will arrange events and festivals to inspire people.

Our steps will be set out in Implementation Plans – of five years duration. Our first will be published at the end of 2024 and will cover the period to 2029. The first Implementation Plan will set out how Movement and Place principles can be embedded in York. We will work with the Mayoral Combined Authority to pilot this as a new approach in the city. It may be suitable in the wider region too.

A key consideration is obviously funding. We will work with many partners – regional and central government, property developers, large local employers and organisations, transport operators and many other bodies and stakeholders to find funding for our transport strategy. There are also potential funding sources from within City of York Council. We will need to calibrate delivery programmes to reasonable expectations of funding we can attract.

By 2032, York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success.

This Strategy shows how Transport will contribute to that vision.

Our Transport Big Conversation



Local Transport Strategy

Consultation Final Report
July 2024

Visit: www.york.gov.uk/LocalTransportStrategy

CITY OF YORK COUNCIL

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Introduction

How We Got Here

In October 2023 City of York Council's Executive committed to public engagement on a new set of transport visions and policies for the city. Discussions between members, officers and stakeholders led to the definition both of 10 "Policy focus areas" and the use of an online platform for this engagement.

The Ten Policies Being Consulted on

These ten policies offer the first opportunity in over a decade to view the City as a whole, and create a network of accessible routes which reflect both York's heritage but also its role as a thriving place to live, work, study and visit.

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1. Shape a city that is accessible to everyone

So that everyone, including young people, women, disabled people and anyone with a protected characteristic, is able to access all the facilities which they need, and all areas of the city, and its villages, have accessible, reliable and affordable bus services to key destinations.



Policy idea 1.1

To provide Blue Badge parking spaces near to where people want to go, including the footstreets centre of town and across the villages. Our target is to have Blue Badge parking spaces as close as possible to key locations, ideally within 150m (over level surfaces, for example without barriers). See also Policy 1.5 on seating.

Policy idea 1.2

To provide a range of types of cycle parking as close as possible, and ideally with 50m, of places people want to go. This includes the city centre and across villages, plus at employers, leisure sites, training, education etc. In addition, we aim for at least 5% of our cycle parking to be accessible for non-standard cycles including family cargo cycles, trikes, recumbent cycles and cycles with trailers, and for all cycle parking to be accessible for disabled cyclists.

Policy idea 1.3

Accessible design. Our target is to develop walking, wheeling and cycle networks which are usable by wheelchair users, mobility scooter users, riders of adapted cycles and family/cargo bikes, while ensuring safety for those with sight loss. This will include removing barriers and improving the number and quality of dropped kerbs.

Policy idea 1.4

To provide accessible public transport. We will work with operators and passengers to improve accessibility of public transport for everyone, and to increase the amount of accessible seating on buses. We will also continue to work with taxi and private hire providers, using licensing policy to increase the number of wheelchair accessible taxis and private hire vehicles in York. We will also continue to improve bus stops and shelters to improve personal security (e.g. by providing adequate lighting levels). We will work with the rail industry to improve the accessibility of York and Poppleton stations, and to make sure that the new Haxby rail station is fully accessible.

Policy idea 1.5

We will aim to provide seating at 50m intervals within the footstreet area and across villages and the routes to them, to allow people to rest during their journeys.

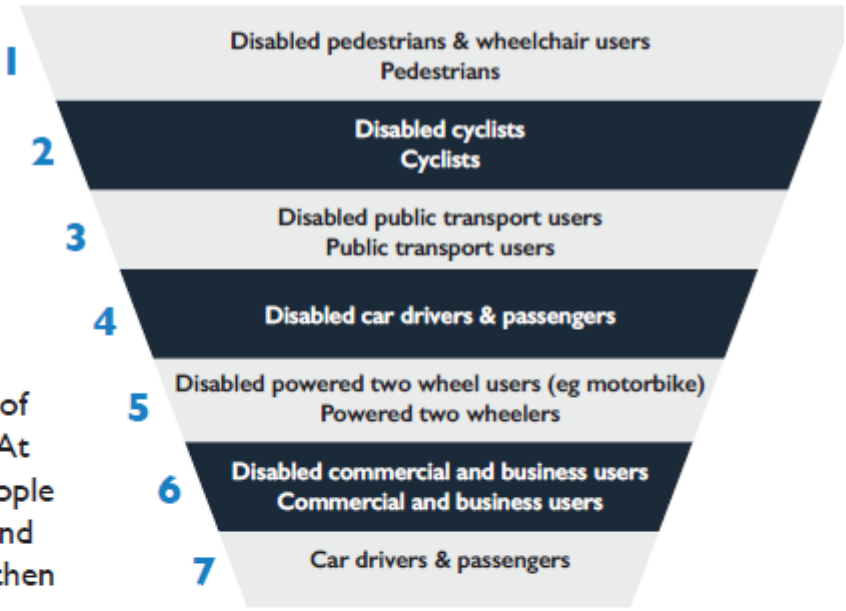
2. Improve walking, wheelchair access, wheeling and cycling



So that cycling, walking and wheeling become more attractive and offer better alternatives to the car.
Key to this will be creating a continuous network of safe and high-quality cycle, walking and wheeling routes, and giving all active travel users greater priority on roads and at junctions. Effectively integrating new modes like e-bikes into York's transport network will also be important. These changes will achieve a doubling of active travel journeys by 2030.

Policy idea 2.1

To make sure that York's Transport User Hierarchy, first adopted in 1989, is used in all project designs, policy decisions and funding allocations. Accessibility will be considered collectively as per policy focus area 1, as well as within and at the top of each mode of the hierarchy. At the top of each mode are people walking, followed by cycling and public transport passengers, then car drivers.



Accessibility is considered collectively as well as within and at the top of each mode of the hierarchy

Policy idea 2.2

To work with partners including the disabled community, property developers, employers and environmental groups, to create a network where walking and wheeling have priority. This network will offer safe, high quality continuous routes to the city centre, across ages, schools, colleges and places of employment. Our ambition is for this network, once complete, to join up the whole city.

Policy idea 2.3

To develop a programme of upgrades to walking, wheeling, wheelchair user and cycle crossings on all parts of the priority network. This will include greater priority and reduced delay at crossings with signals; countdown signals at major crossings; priority at crossings of side roads (including providing either dropped kerbs or tables to allow level crossing); removal of barriers and guardrails, and significantly improved pavement maintenance. At first, we will improve crossings at all junctions on the inner ring road, other routes in the heart of the city centre (e.g. Piccadilly, Rougier Street, Tower Street) and in the district centres.

Policy idea 2.4

To seek funding to comprehensively upgrade the city centre footstreets area to provide continuous level surfaces, clearly marked to show where vehicles are and are not permitted. Narrow, uneven, poorly drained or sloping pavements will be rebuilt.

Policy idea 2.5

To work with partners including the disabled community, cycling and environmental groups, developers and employers to create a well-connected cycling network. Our ambition is for this network to be comprehensive and joined up, and offering routes to and through the city centre, and to district and village centres, and schools, colleges, places of employment and other places where people want to go.

Policy idea 2.6

To upgrade cycling facilities on all parts of the priority cycle network, to include continuous cycle lanes, segregated where appropriate; priority at traffic signals; make roundabouts safer for cyclists, and regular maintenance to make sure that surfaces, signs and markings are safe. The first step in this process will be to draw up our 'Movement and Place plan' (see policy idea 6.1) and seek funding to upgrade key missing links and problems on cycle routes, with the aim of creating a connected network.

Policy idea 2.7

To offer community support. We recognise that some groups of people face greater barriers to walking, wheeling and cycling. We want to identify the barriers (such as lack of cycle parking, lack of confidence) and work with these communities to make sure that everyone has equal access to walk, wheel and cycle. We will assess the existing facilities and include audits for disabled people in assessments of existing facilities and design of new facilities.

Policy idea 2.8

To support the development and use of e-bikes, and where appropriate, expand micro-mobility options such as e-scooters to complement other modes of transport.

3. Shape healthy plac

To encourage physical activit ensuring that all communitie York are inclusive, feel safe a offer all the facilities which p need on a daily basis within e reach whether walking, whee using a wheelchair, cycling or We will improve district cent more of their shopping, work without having to travel by c spaces in York to help us ada for the benefits of all users, i mobility, hearing or sight loss lighting, surfaces and the qua in York. We will improve bro people to work, study and sh

Policy idea 3.1

To review each area of York, including a villages and district centres, and aim to make sure that they have all key facilitie within walking, wheelchair, wheeling or cycling distance. Part of this review would include designing public transpor routes offering access to facilities if longer journeys are required.

Policy idea 3.2

To explore how we can provide each village or district centre with a communications, mobility and delivery hub for parcels. These hubs could also include facilities such as toilets, safe cyc storage, pushchair, mobility scooter and cycle hire and repair workshops.

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Policy idea 3.5

To provide safe streets. We will look at how traffic measures such as 'Home Zones' could create safe streets for wheelchair users, walking and cycling. The Local Cycling and Walking Infrastructure Plan, safety audits and resident consultation will help us identify the streets and communities that need intervention. We will encourage new developments to include safe streets from the start of any project design and reflect these safe streets in the wider Movement and Place Plan.

Policy idea 3.6

To seek to eliminate all fatalities and serious injuries on York's roads. Sometimes called a 'Vision Zero' approach, this means using new technology, encouraging behaviour change, increasing enforcement and use of legislation. We will work with partners, such as North Yorkshire Police, and stakeholders to use the appropriate and proportionate tools available to reach this goal.

Policy idea 3.7

To require larger scale transport schemes and infrastructure projects to complete Health Impact Assessments, to ensure health benefits of their schemes are considered and maximised.

Policy idea 3.8

Our approach to transport planning for the future will use the 'Decide and Provide' approach. By this, we mean setting out what we want to achieve, assessing what travel needs that will generate, and providing the infrastructure needed to help us achieve our goals. This will help maximise sustainable transport options for all new housing developments and strategic sites.

4. Improve public tra

So that all areas of the city ha reliable public transport acces will be extending the bus netv effective and reliable early an when people need them, and frequency bus services – in so bus rapid transit services or p We will also work to upgrade play a local role or support ou this result in a 50% or greater 2030, it will also enhance the protect its future.

Policy idea 4.1

To work with bus operators to create a connected network of bus services, accessible to as many residents and visitors as possible, and providing services at weekends and at night. We will seek funding for and set challenging targets to increase bus services and make sure that all low-income areas are supported. We will ensure that all new housing developments (of 10 or more houses) are designed with access to frequent bus services for residents as soon as possible after first occupancy. We will consider other ways of providin accessible bus services to residents, including franchising, if it is not currently possible to achieve the desired network of support.

Policy idea 4.2

To use urban design and network management to increase the reliability

commuters. We will develop Park & Ride sites as access hubs for local communities and villages and for buses and coaches travelling between towns. We will use all tools available, including infrastructure design, network management, route planning and car parking charges to increase use and maximise the reliability and efficiency of these services.

Policy idea 4.5

To develop a rail strategy that will guide our approach to rail investment and priorities within York, with the aim of increasing passenger numbers on rail services and identifying opportunities for improved or new routes and services.

Policy idea 4.6

To ensure that the redesign of York railway station makes it more sustainable, better able to support wheelchair users, walking, wheeling, cycling and bus use, and reducing the need for car use. We will ensure that Poppleton and the new station at Haxby are at the centre of effective walk/wheel/cycle/bus networks.

Policy idea 4.7

To encourage journeys that include a range of transport options, using all opportunities to improve interchange facilities across the bus network (such as providing cycle parking and shelters) and work with partners to explore tickets options available across a range of transport services and operators. We will also work with operators to provide space for cycles, wheelchairs and mobility aids on buses and trains.

Policy idea 4.8

To develop a fares policy that will apply to all road-based public transport, which encourages and rewards frequent use with tickets that are affordable for young people and low-income households.

Policy idea 4.9

To work with the taxi and private hire suppliers to deliver greater numbers of wheelchair accessible, low emission vehicles in York.

Policy idea 4.10

To consider the idea of a 'Park & Sail' service on the River Ouse, for example using Rawcliffe Bar Park & Ride to offer a place to leave your car before travelling into or out of town by boat.

5. Safeguard our envi by cutting carbon, air and noise

We will encourage the take-up vehicles because they have no emissions. However, we know converting existing internal co engine trips to electric vehicle Climate Change targets, reduce quality and health sufficiently. the absolute number of car mi

Policy idea 5.1

To continue to expand public electric vehicle (EV) charging points, working with the private sector, developers and others, to keep pace with the demand for public charging, by commuters, visitors and residents without access to residential off-street charging. This will continue the work of our existing EV Charging Strategy.

Policy idea 5.2

To use the powers available to local authorities to further encourage the uptake of electric vehicle and hybrid replacement of petrol and diesel - e.g. parking charges dependant on the type of vehicle for resident's parking schemes.

Policy idea 5.3

To review the current Bus Clean Air Zone (e.g. to make sure it covers large and heavy commercial vehicles) if required to meet air quality targets. We will consider taking action in locations

used to support the environment – for example through sustainable drainage, or actions to reduce heat increase in urban areas.

Policy idea 5.8

To work with York's tourism and visitor sector to maximise sustainable transport use by visitors – both for reaching York and travelling around the city on arrival.

6. Manage York's transport networks for Movement and Place



We will develop a Movement and Place Plan which reallocates road-space to create safe and connected networks for wheelchair users, walking, wheeling, cycling, public transport, cars and freight for residents, businesses and visitors alike - helping deliver York's economic and environmental strategies and draft Local Plan by making walking, wheeling and cycling more attractive and buses more reliable.
The Movement and Place Plan will also identify how best to balance the needs of streets as travel corridors and as places where people live, shop, go to school and enjoy their leisure. It will facilitate all kinds of journey including trips to and from outside of the city and will recognise York's place in the wider region.
A key to the Movement and Place Plan will be using York's new traffic models to minimise congestion, along with new ways to manage and construct highways to minimise their environmental impacts and work with partners to deliver any required interventions and schemes.

Policy idea 6.1

To develop a Movement and Place Plan for York which identifies how best to balance demands on streets, which need to offer space as a way to travel and as places where people live, shop and play. We will include a clear plan for each mode of transport (such as private vehicles, freight vehicles, public transport, emergency services, cycling, walking, etc.). As part of this Plan, we will carefully consider the future of the inner ring road.

Policy idea 6.2

Identify the locations where a Movement and Place Plan could create opportunities such as the planned

improvement of the A1237 outer ring road, providing potential for a different approach to traffic in central York. In addition, we would look at where movement and place are most seriously in conflict, such as Gillygate, and design schemes to take early action which are consistent with the Movement and Place Plan.

Policy idea 6.3

To meet the council's statutory duty to avoid, eliminate and reduce road congestion. We will also commit to tackling air pollution, maintaining accessibility for disabled transport users, and promoting and prioritising the use of walking, wheeling, cycling and public transport.

Policy idea 6.4

To make travel safer for wheelchair users, pedestrians, wheelers and cyclists, putting in place 20mph as the default speed limit for all roads through residential areas (including new developments), near schools, in villages and at shopping areas and parks.

Policy idea 6.5

To maintain our highways (including wheelchair use, walking, wheeling and cycling routes) to ensure they meet the priorities outlined in York's transport hierarchy. Our overall aim is to manage risk to all users, minimise disruption and delay, and increase the reliability of the network.

Policy idea 6.6

Take a 'Decide and Provide' approach to infrastructure improvement schemes, which is based on designing roads for a preferred future. We will look at the travel needs the proposed changes will generate and put together a development plan to achieve this. We will only consider road capacity schemes if they reduce pressure from sensitive parts of the transport network, or after all other options have been explored. We will work with developers to obtain funding to create sustainable travel networks to and from new developments, as outlined in the draft Local Plan.

Policy idea 6.7

To future proof our transport network to account for new technologies such as self-driving vehicles and drones.

7. Reduce car depend

We will provide safe and comp networks so that alternatives car are the obvious choice for proportion of transport users, enabling those who have to us about more easily. We will ma for shops and business, while which could be made by sustai New developments will be pla public transport are the obvio behavioural change by suppor modes, for example, through changes will reduce the numb roads by at least 20% by 2030.

Policy idea 7.1

To encourage walking, wheeling and cycling to school and work where possible, by working with schools, developers and employers to help create travel plans, improve signage, and look at ideas aimed at encouraging active travel. We will develop case studies to show how many people can easily live less car dependent lives – often reducing their expenditure on transport and being more active in the process.

Policy idea 7.2

To encourage businesses and organisations operating within the city to travel more sustainably (for example, introduce staff or school travel plans, sustainable transport options to business parks, cycle lockers for businesses). We will work with developers and businesses

parking needs, and sets parking charges which will make it more attractive to use Park & Ride or the bus, or to walk,wheel or cycle instead. We will set council managed car park supply to satisfy requirements for essential journeys to the city centre, and take steps to enhance the quality of that parking provision.

Policy Idea 7.6

We will keep reviewing our Residents' Parking Scheme to ensure it delivers our policy and works to the benefit of all residents. Residents parking schemes allow you to park in your community, and they could be extended to cover all areas of the city, with an aim to reduce non-residents using residential streets for long-stay parking. On-street car parking may need to be moved to create space for bus and cycle facilities (in line with the council's adopted hierarchy of road users see Policy Idea 2.1). Where this results in a dedicated disabled bay needing to be moved the council will provide an alternative car parking space within 150m (or preferably less) of their home, with an accessible route between the resident's home and the disabled car parking bay. We also will work with blue badge holders to do the same where possible.

Policy Idea 7.7

To review the parking spaces in private ownership within 400m of the city centre, and engage with owners to encourage safe, accessible patterns of use that meet the aims of Policy idea 7.5, as well as the wider aims of the transport strategy.

Policy Idea 7.8

To adopt standards for maximum levels of parking provided in new property developments which meet the objectives of this Local Transport Strategy and the draft Local Plan. We will also encourage developers to reduce parking provision to below these maximum standards when considering planning applications.

Policy 7.9

To share sustainable transport options and developing travel plans.

8. Improving freight and logistics

So that York's businesses have efficient access for their suppli goods and services, while at th same time reducing the impact goods vehicles on carbon emiss damage to heritage.

Policy idea 8.1

We will work with the incoming mayor of the York and North Yorkshire Combined Authority to create and put in place a freight and logistics strategy that works towards net-zero emissions, as well as improving air quality; safe movement; working in partnership; protecting assets and buildings, and effective freight management and movement. Within the strategy we will develop and implement different plans for long distance, local and last-mile journeys.

Policy idea 8.2

To reduce the number of delivery vehicles travelling in to the footstreets area, we will look at providing facilities on the edge of our footstreets area where items being delivered and

9. Effective maintenance and enforcement and management of streetworks



So that the condition of York's transport networks enables the transition to greater use of sustainable transport. Enforcement of traffic rules and effective management of streetworks will be a key tool in achieving our stated objectives.

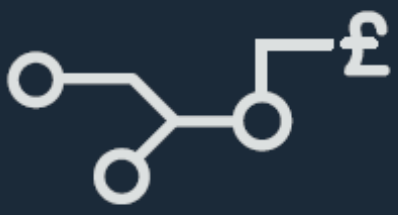
Policy idea 9.1

We will work with the incoming mayor of the York and North Yorkshire Combined Authority to improve and maintain pavements, cycleways and the margins of roads used by many cyclists.

Policy idea 9.2

We will carefully consider where better enforcement of traffic offences could improve traffic management in York.

10. Monitoring the transport network and financing the changes



So that the effectiveness of our policies can be monitored, and funding attracted to deliver York's new transport strategy as effectively as possible.

Policy idea 10.1

We will work with the incoming mayor of York and North Yorkshire to access funding to deliver our vision of a transport system in York. We will work with the mayor to develop a monitoring and appraisal system to assess the impact of our transport policies, and have a list of schemes for consideration by the Combined Authority and DfT for funding.

Aims & Objectives of the Consultation

Our Big Transport Conversation was launched at a time when transport issues dominated the headlines and political scene, from Westminster to Gillygate. Between the start of the engagement in November 2023 and publication of the new Strategy in July 2024 there were both York and North Yorkshire Mayoral and a UK General Parliamentary Election.

It also came during the creation of the new Combined Authority and when York had recently agreed a new Council Plan, setting out four key commitments for the city. These things combined meant that it was more important than ever to consult on transport, and ensure that the key commitments in the Council Plan are upheld.

These core commitments are:

Equalities and Human Rights - Equality of opportunity: We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities.

Affordability - Tackling the cost-of-living crisis: We will find new ways so everyone who lives here benefits from the success of the city, targeting our support at those who need it most, supporting communities to build on their own strengths and those of the people around them.

Climate - Environment and the climate emergency: We know the race to net zero is more urgent than ever and we will understand the impact our actions have on the environment. We will prepare for the future, adapting our city to extreme climate events and enhancing our environment for future generations to enjoy.

Health - Health and wellbeing: We will improve health and wellbeing and reduce health inequalities, taking a Health in All Policies approach, with good education, jobs, travel, housing, better access to health and social care services and environmental sustainability. We will achieve better outcomes by targeting areas of deprivation, aiming to level opportunity across the city.

The consultation unveiled ambitious transport objectives and how York could – with significant behaviour change – reach them.

The policies and consultation would need to cover every aspect of movement in the city, from tackling climate change and improving air quality, to traffic enforcement and freight movements, and offering alternatives to driving cars by improving networks for people to walk, wheel and use sustainable travel. It did not, however, go into specific detail on potential transport schemes.

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Language – and the word 'wheeling'

Clear, accessible wording was always going to be an incredibly important part of the consultation. Transport projects are complex and have historically tended to use technical language. But some phrases frequently used – for example modal shift, trip generators – are simply not engaging and interesting enough to people going about their daily lives. Our consultation needed to make transport relevant and interesting – we all do, after all, move around by some means.

The consultation also gave CYC an opportunity to raise an important issue around a phrase frequently used in travel projects. To encourage debate and discussion, we included the following invitation in the consultation materials:

> In our documents you will see the word "wheeling", which is a term used by organisations such as the Department for Transport and Active Travel England, and includes wheelchair users within their definition.
>
> CYC recognises that wheelchair users have a unique set of mobility requirements. In using the term 'wheelchair users' in our materials, we are also including other users of wheeled mobility aids. We will therefore make reference to "walking, wheelchair users, wheelers and cyclists".

Reach & Promotion

The first step was to map York's communities and plan how to reach each one, adapting materials to suit particular interests. A Communications and Engagement Plan was written and followed, to ensure all audiences were reached, not just at the start but during the whole consultation period.

Some of these audiences and ways we reached them are listed below.

- Children & young people: a programme of school & college outreach work to go and speak to young people directly; utilising social media; working collaboratively with the Youth Council
- Disabled residents: a dedicated programme of activity included attending in-person events with CYC Access Team, going to visit groups rather than asking them to see us. Online materials were fully accessible and a variety of different formats (Easy Read, large print etc) were available and used
- Commuters: to better understand commuter choices, we used social media advertising to target non-York specific media outlets. We also

worked with major employers and partners in North Yorkshire, West Yorkshire and East Riding to help share our materials
- Businesses: existing networks were utilised, including presentations to the Tourism Advisory Board, taxi trades, and a dedicated online seminar
- Specifically for the two major trip generators in the city, the hospital and universities, we worked with the internal comms teams to share the consultation, and also visited the hospital to talk in person to staff and patients.

By using an online consultation tool, Citizen Space, we were able to monitor responses during the consultation period and our in-house team able to make sure that we could target any specific communities or areas that had not responded.

Throughout the consultation period, in addition to Citizen Space, a wide range of tools were used:

- Media work – press releases, engaging with journalists
- Social media posts – Facebook, LinkedIn, Next Door, Twitter/X, Instagram, with messaging tailored to the different styles and audiences. In total, the reach was over 100,000 people
- Paid advertising on Facebook, to a 15km radius around York, targeting commuters. For a £500 spend, we achieved a 82,244 reach, 46,465 post engagements and 44,099 video plays
- Libraries and Explore centres – all York's libraries had posters, flyers and a paper version of the consultation
- The Explore Mobile Library team offered a 'ride along' where we attended sessions in rural villages
- Sharing posters and materials with all Members and Parish Councillors
- Working with the Communities team to reach groups, lunch clubs
- Attending disability groups
- Ward Committee meetings
- Presenting to existing groups such as York Cycling Campaign, Environment Forum, Tourist Advisory Board
- CYC's newsletters – to residents, businesses, schools
- Adverts on bus stop screens
- Over 93 hours of face to face engagement events in locations across York and its villages

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Reports produced to date (March, May)

Following the closure of the consultation on 4 February 2024, several rounds of reporting have been completed:

- 14 March 2024: a summary report of the consultation was issued to Executive as Annex B here: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=13937

- Later in March we also issued an email 'thank you' to those who had taken part via Citizen Space

- 21 May 2024: a further report was taken to the Economy, Place, Access and Transport Scrutiny Committee, where various aspects of the responses were discussed

  The report can be read here: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1063&MId=14745

  And a webcast recording viewed here https://www.youtube.com/live/Nubi3hZn6pk

Sharing the results with other CYC workstreams and directorates

The ten policies being consulted on in Our Big Transport Conversation crossed over several areas of work within CYC. This includes the Local Cycling and Walking Infrastructure Plan (LCWIP), Bus Service Improvement Plan (BSIP), plus Enforcement and Access teams. The results of the consultation have been anonymised and shared internally with teams working on several of these directorates, to ensure that what we've learnt is used in other areas.

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Consultation Methodology

Accessibility & inclusivity

From the outset, the consultation was created around a fundamental basis; that it would be engaging, interesting, and informative. It would encourage a wide audience to take part, and convey the importance of improving the transport network for a city of over 200,000 residents. This consultation offered one of the first opportunities to portray the transport system in York as a network, and explain to residents how the ten policies could potentially offer improvements for all, even if they don't use a particular mode of transport.

A key priority was to provide fully inclusive and accessible language and materials, to ensure that no matter how or where someone wanted to take part, they were able to. The Communications and Transport teams worked closely with the Access Officer to ensure that not only were printed and online materials accessible, but that the consultation went out to meet and listen to disabled residents.

York also has a thriving economy & education sector, and it was important to ensure these communities were also heard, so again, a programme of outreach was launched.

An Equalities Impact Assessment was written and included;

- Encouraging broad participation from the many different people, groups and organisations who currently do, or have potential to, use York's transport infrastructure
- Increasing representation that encourages as many diverse voices as possible to share their experiences
- Being fully accessible, so that everyone who wants to contribute should have had the opportunity and means to do so.

To support delivery of the consultation, stakeholder mapping within CYC was updated and various Council teams were involved in ensuring messages were shared with as many residents and businesses as possible.

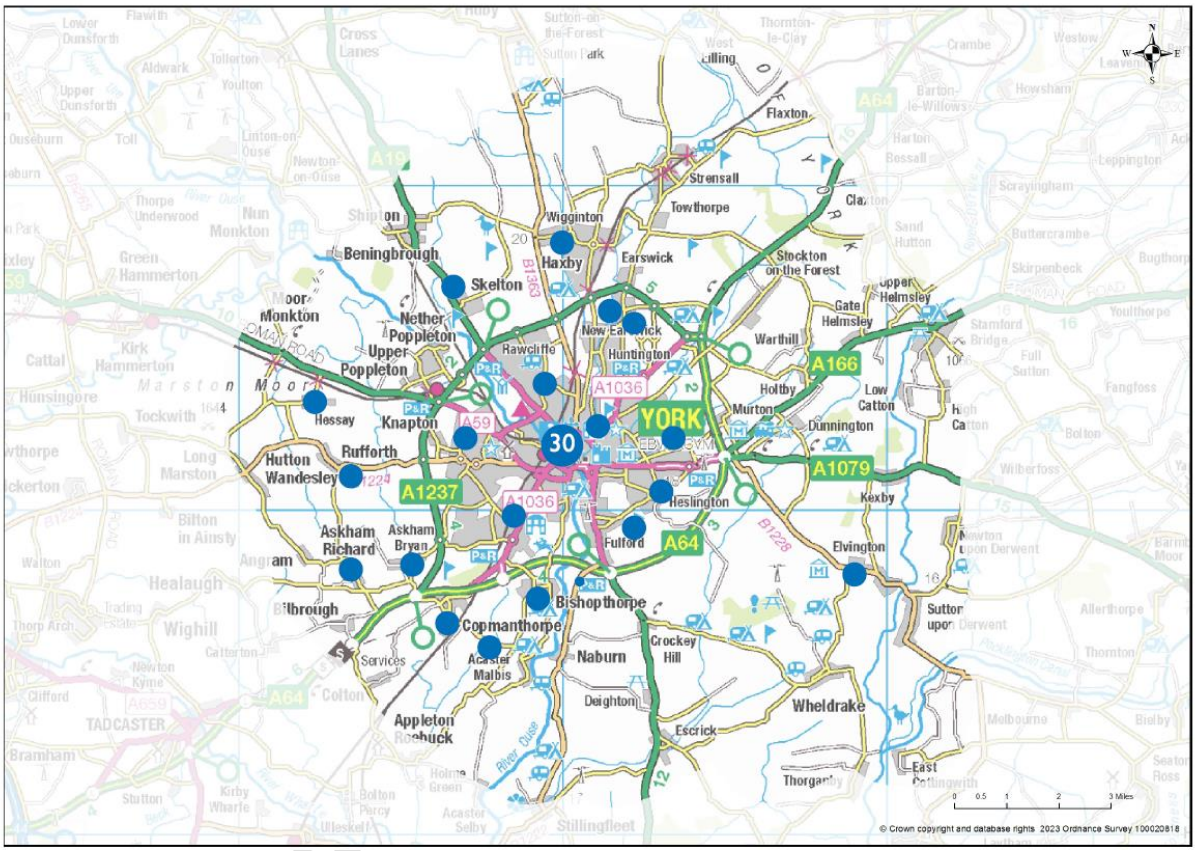
Materials were also made available in a variety of formats, including Easy Read and large print. Paper copies of the shortened questionnaire were distributed via the libraries and Explore network. CYC's Customer Service team was also on hand to pass on messages. We also made a dedicated email address available and

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received 137 emails (either direct, or to Councillors who sent them on for responding to and logging). Every email received a tailored reply

Offline engagement

As detailed in the 'reach and promotion' section above, a significant and proactive programme of activity was drawn up for the consultation. Offline engagement formed a key part of this and the map below shows the locations of all events held in person:



Map showing locations of in-person events. '30' represents city centre and online events where attendees came from all wards/areas of interest

York is a diverse city and while many people do have access to the internet and are happy to respond online, we wanted to reach those who might not have considered responding otherwise. This included visiting libraries with a pop up stand, and starting conversations with visitors around their experiences of transport. We also attended lunch clubs and disability groups to ensure a variety of voices were heard; often these sessions were only loosely structured, to allow conversations to flow freely and for people present to feel they could say

what they wanted to. At events such as the Deaf Café, we ensured a BSL interpreter was there to ensure we did not miss any part of the conversation.

Reaching young people was also a key priority and as is frequently found with consultations, the online responses were quite low from under 25s. To combat this, we got in touch with several schools and York College and arranged to go and see students to talk to them directly. In several primary schools we held joint assemblies with the CYC Road Safety Teams and encouraged the students to tell us their experiences of moving around the city, as well as their aspirations. We chose primary schools in different areas to allow us to get feedback from rural areas as well as larger villages.

At York College, the student liaison team kindly arranged for us to talk to nearly 100 students in one day. We met with students who have different travel needs, and talked to them about their choices and options in life, and how the existing transport network does or doesn't support them.

We also held a series of events in the centre of York, at the Friends Meeting House on Friargate. This venue was chosen as it is fully accessible, with accessible toilets. The events were held during week days and weekends, and during working hours as well as evenings, to ensure as many people as possible could visit and talk to the consultation team. They were well attended and the Executive Member for Transport also attended many of them, giving residents a chance to speak directly about their concerns.

The CYC Communities team also ensured that we attended all Ward Committee meetings that were requested, and this allowed us to reach communities across the city.

We are very grateful to each of the following venues and organisations where we held events or met with residents, businesses & community groups;

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Organisation Name
20s Plenty
Acomb Library
All CYC Parish Councillors
All CYC Ward Councillors
Bishopthorpe
Blueberry Academy
Brunswick Nurseries
Bus Forum
Clifton Library
Copmanthorpe Primary School
Copmanthorpe Ward meeting
Deaf Café
Deliveroo and couriers
Dringhouses and Woodthorpe Ward committee
Elvington and Wheldrake Ward Committee
EP Operational Delivery Group
Federation of Small Businesses
Fishergate and Fulford Ward Committee
Foxwood Community café
Friends of Rowntree Park
Fulford and Heslington/ Hull Road ward committee
Fulford School
Haxby Library
Heworth Ward Committee
Huntington Library
Live Well York
Low Traffic Futures
New Earswick library
North Yorkshire Council
Online seminar for city leaders and businesses
Our City Hub
Public drop-in (x 6)
Self Advocacy Forum
St Mary's Primary School, Askham Richard
Taxi trade
Tourism Advisory Board
University of York
Walk York
York Civic Trust
York Climate Commission
York College
York Cycle Campaign
York Environment Forum
York Explore Mobile Library
York Hospital
York Older People's Forum
York Youth Council

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Online engagement

The scale and nature of the ten policies being consulted on meant that a comprehensive online tool was needed. After reviewing the market and meeting with several potential suppliers, a contract was awarded to Delib, the owners of Citizen Space, which offered mapping tools, industry-leading accessibility, and an ease of use for respondents.

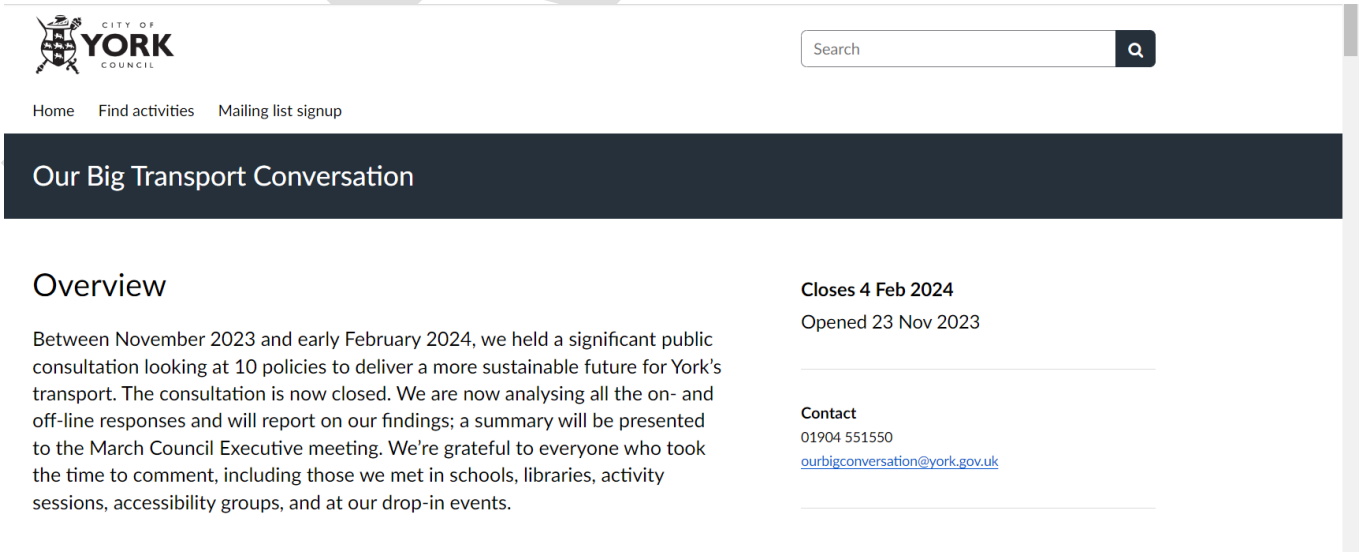
CYC's Business Intelligence unit built and tested the consultation ahead of the launch.

The page was given its own dedicated URL – ourbigconversation.york.gov.uk – which allowed us to point all communications directly to the site. In addition, the information and link was presented on the regular CYC consultations web page.

In total, 1,342 people responded online and a further 34 sent in paper copies of the short version, which we inputted into Citizen Space, taking the total to 1376 respondents.

The pages had a clean look and feel to improve accessibility. Included in the home page were links to relevant documents, an explanation of the work that had proceeded this consultation, and a list of events taking place. This was updated throughout the consultation period to include new events. The home page also gave contact details of where to ask if people had

Below you can see how the consultation looked:



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Have your say

Online Survey >

Events

Drop-in event at Friargate Meeting House

From 8 Jan 2024 at 14:00 to 8 Jan 2024 at 17:00 Add to my Calendar (.ics)

▶ More information

Drop-in event at Friargate Meeting House

From 10 Jan 2024 at 14:00 to 10 Jan 2024 at 19:00 Add to my Calendar (.ics)

▶ More information

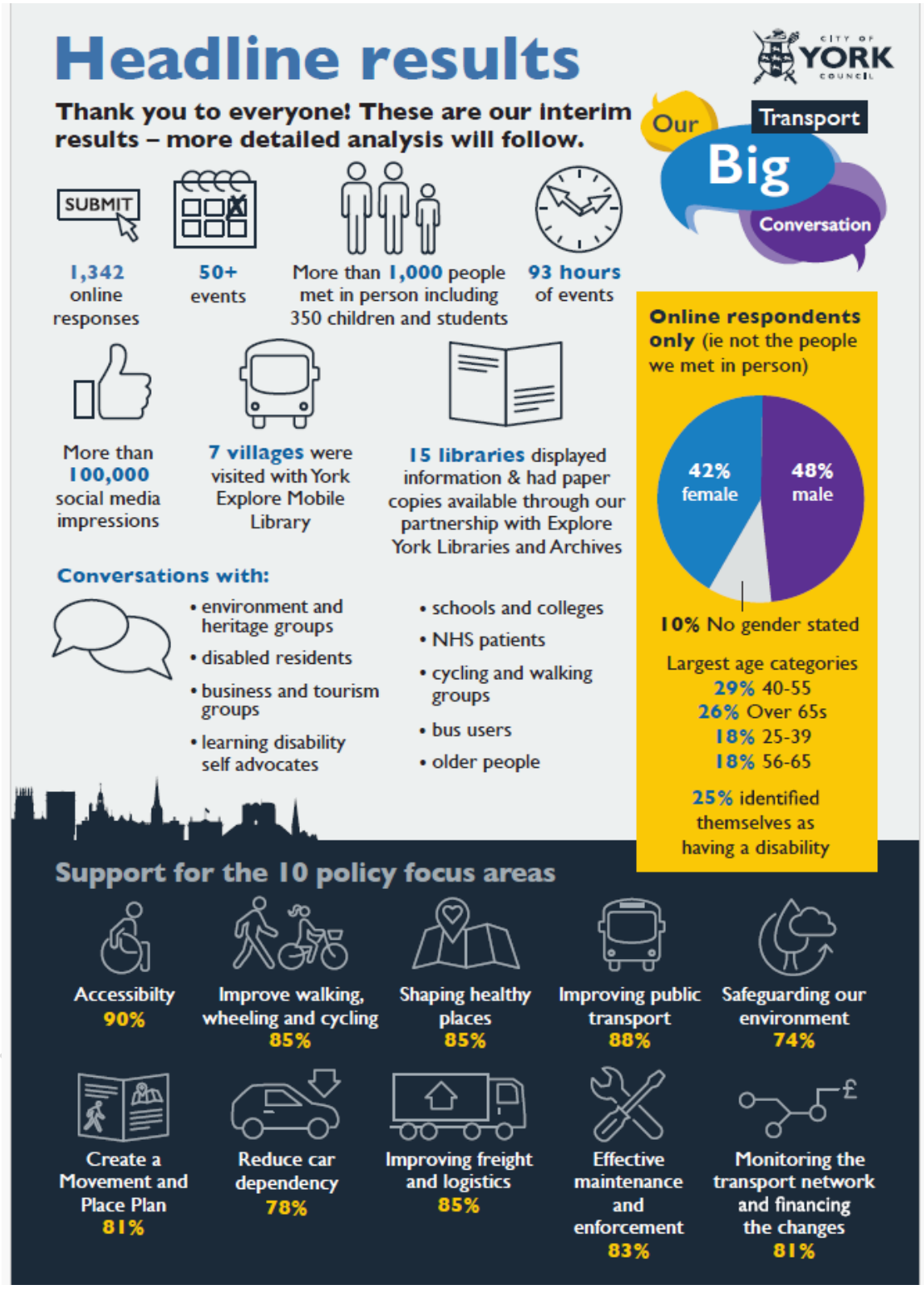
Drop-in event at Fulford & Fishergate ward meeting

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Consultation Results

The graphic below was issued in March to people who had responded via Citizen Space as a thank you for taking part in the consultation.

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A note on data analysis

Please note that the percentages in the graphic above show analysis of the first question in each policy area, asking for levels of support for the policy. In our

analysis of responses to provide the percentages above, we have excluded answers displaying 'not responded' and 'don't know'.

CYC is also publishing the full raw data set from the consultation. This raw data includes 'not responded' and 'don't know' answers.

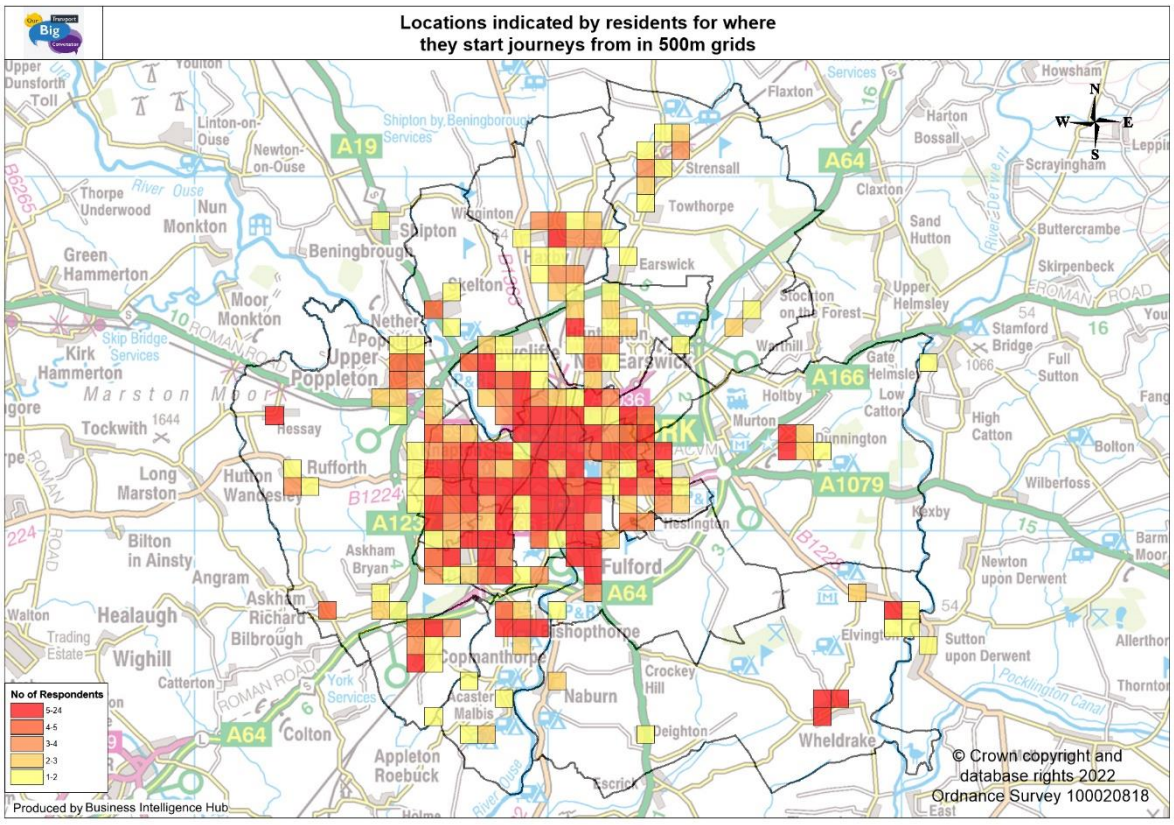
Summary of responses

There were two main sources of feedback from residents and businesses over the consultation period, and this paper brings them together for the first time. This report should be read in conjunction with the March and May reports.

In total, 1,342 people responded online and a further 34 sent in paper copies of the short version, which we have now input, taking the total to 1376 respondents. We also made a dedicated email address available and received 137 emails (either direct, or to Councillors who sent them on for responding to and logging). Every email received a tailored reply.

Where we have used direct quotes from the online responses in this report, we have not edited or corrected spelling and the comments are reproduced anonymously and verbatim.

A map showing the locations of respondents to the online survey is below



A list of all events and forums attended by CYC officers is below, and collectively reflects over 22 hours of in-person engagement.

We also wrote to all Ward and Parish Councillors, plus the local MPs, to offer materials to help promote the consultation in their area. The project team also worked with the CYC Communities Team to facilitate transport discussions at Ward Committee meetings, as well as attending many of the events listed below.

We also held a dedicated business / city leaders seminar via Teams and this was attended by 12 representatives from across the city.

We also received submissions directly from the following organisations:

Organisation name
Clifton Ward Member
Clifton Without Parish Council
Confederation for Passenger Transport
Copmanthorpe Parish Council
Dunnington Parish Council
First Bus
Liberal Democrat Group
Sustrans
Trans Pennine Trail
Transdev
York Civic Trust Members
York Civic Trust TAG
York Disability Rights Forum

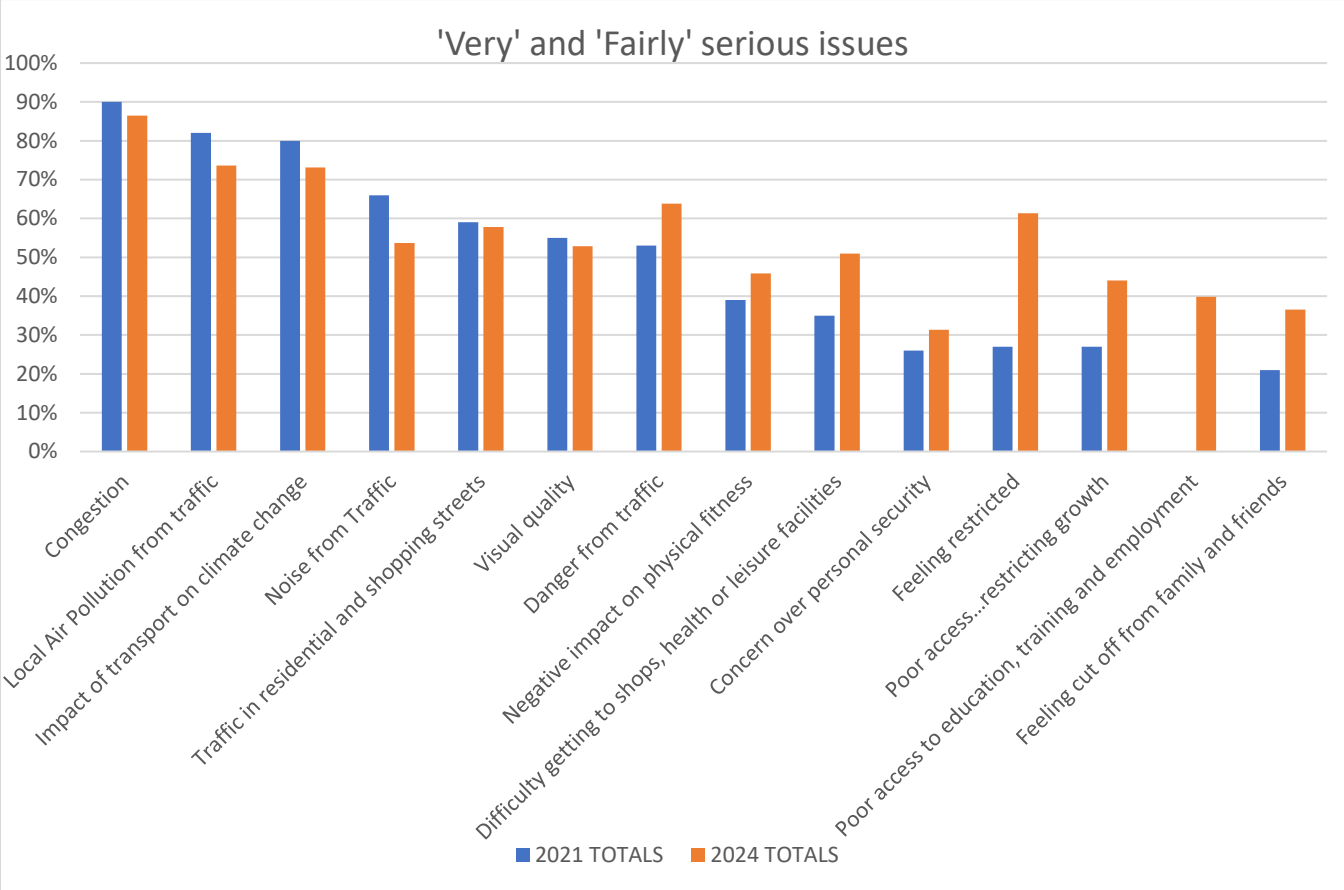
We also received five longer submissions from members of the public (ie not online survey or emails referenced above).

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Benchmarking against 2021 questions

Our Big Transport Consultation, run over Winter 2023 and into early Spring 2024, was not the only consultation concerning transport that has been held in recent years. In 2021, a significant piece of work was done during Covid to assess people's travel habits and needs in the city, and so we ensured that we repeated some of these questions in 2023/24 to evaluate any changes.

Analysis of the results of one of the key questions from the 2021 and 2024 surveys, "How serious do you think each of the following problems are in York?" yielded some important differences and results:



From this, we can see that:

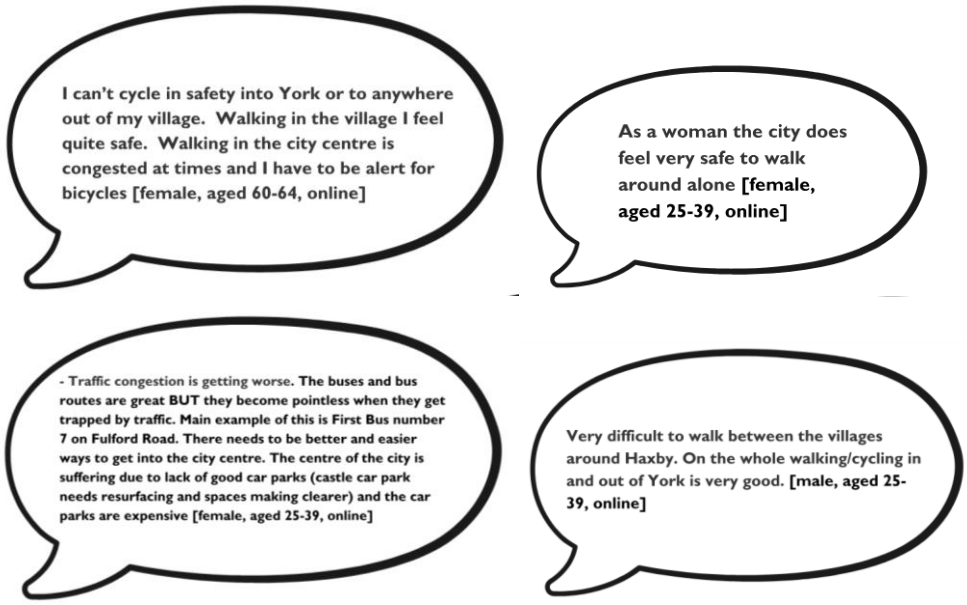
- There was growth in concern for more local, social issues
- Congestion remains the topic of most concern, although it has fallen slightly ['very' or 'fairly' gone from 90% to 86%]
- **Top 3 issues remain the same; congestion, air pollution and impact on climate change**
- Danger from traffic risen from 23% to 29%
- Feeling cut off risen from 8% to 13%
- Sharing: in 2024 we split pavements and roads – total answer risen from 14% to 36%
- Difficulty getting to shops & facilities risen from 10% to 14%
- **Feeling restricted risen from 10% to 22.9%**
- Poor access for business risen from 9% to 15%

Policy by Policy result analysis

Policy 1: Shape A City Accessible to Everyone

The results for this section should also be read in conjunction with CYC's work with York's disabled residents, managed by independent consultants MIMA, working with the Centre for Applied Human Rights.

One of the key questions asked was 'Do you feel safe, can you go wherever you want to go in York?'



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I walk everywhere despite a disability but find uneven pavements & cyclists in pavements v hazardous. Cars should not be allowed in the centre as they are hazardous. [female, aged 60-64, online]

I feel safe and can access everywhere I need to go however I do feel the freedom of choice is being removed from car users.
There aren't enough adequate car parks to cater for visitors to the city. Bus routes could be improved so that multiple buses are not needed to cross the city. [female, aged 40-55, online]

I feel fairly safe. I walk most places and find York generally an easily walkable city. However, I worry about my health from regularly walking alongside polluting traffic. Especially when it is stationary due to congestion [male, aged 40-55, online]

In daylight I feel quite comfortable but wouldn't venture out alone at night. Buses to my area frequently don't arrive so any appointments within the city area I usually make by taxi. [female, aged 65+, online]

I am a person reliant on public transport for journeys greater than 45 mins length walking (one way) as a visually impaired person who cannot drive and does not feel safe cycling on York's roads
[non binary/gender variant, aged 16-24, online]

There are also occasions that I need to use a car and I shouldn't be penalised for this. Traffic lights are poorly sequenced and could benefit from some smart technology to adjust sequences based on traffic volumes. Also roadworks are poorly coordinated and always take far too long to complete. [male, aged 40-55, online]

We can pretty much go where we want/need to, so feel ok for now
[College age students, in person]

Communication with bus drivers can be difficult. Driver tried to communicate the need to pay before 9am, which was embarrassing for the passenger
[Deaf cafe attendee, in person]

Screens on buses that display the destination and next stop are helpful, especially if travelling in an unfamiliar area.
[Deaf cafe attendee, in person]

We also asked in this section about how accessible buses and trains are to everyone. In total, 67.95% of people said they do feel that buses and trains are accessible to them, and 23.3% said they do not.

Examples of comments made under this section are;

- "Either late or cancelled. Too expensive. Trains too crowded. But can be a great and relaxing way to travel when done right. Love not having to worry about parking. Bus drivers always friendly"
- "I use number 13 bus. Stops around 6pm and randomly changes the timetable to withdraw or merge busses and no service on Sundays"
- "Not enough buses and always delayed due to congestion and road works"

We have also analysed the results of comments in this section from people who indicated that they are disabled;

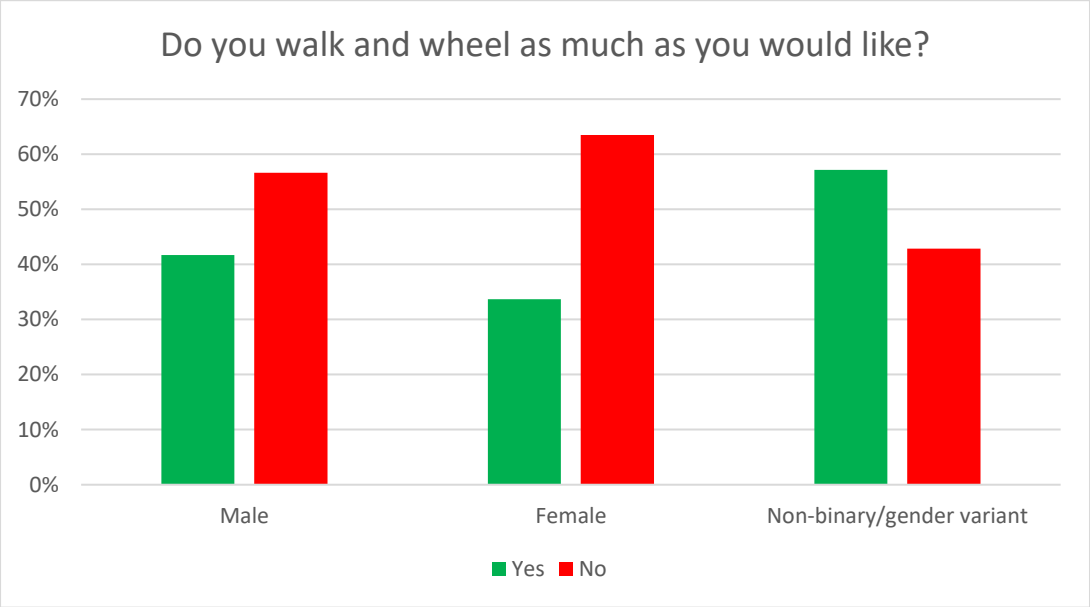
- I rarely take buses. I can usually get a seat when I do. The bus stops are 10 minutes walk from the house and the buses only really go to town. If I wanted to go to the hospital I would have to leave a good 2 hours before the appointment to have a decent chance to get there on time. Female, age 45-55, online
- Constantly arriving at times out of line with where they say on timetables/on the app - I live relatively near the start point for the bus journey and still it's reliably several minutes late. I'm autistic and this lack of predictability can be very frustrating. Non-binary/gender variant, age 16-24, online
- I don't use the bus because I'm worried I won't be able to get a seat (I'm pregnant and would need one). Female, age 25-39, online
- If the lifts are working in York Central Station. They are frequently not! Male, age 56-59, online
- inadequate wheelchair spaces on buses, reliant on the whim of drivers and pushchairs/buggies. Male, aged 56-59, online

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Policy 2: Improving walking, wheeling and cycling

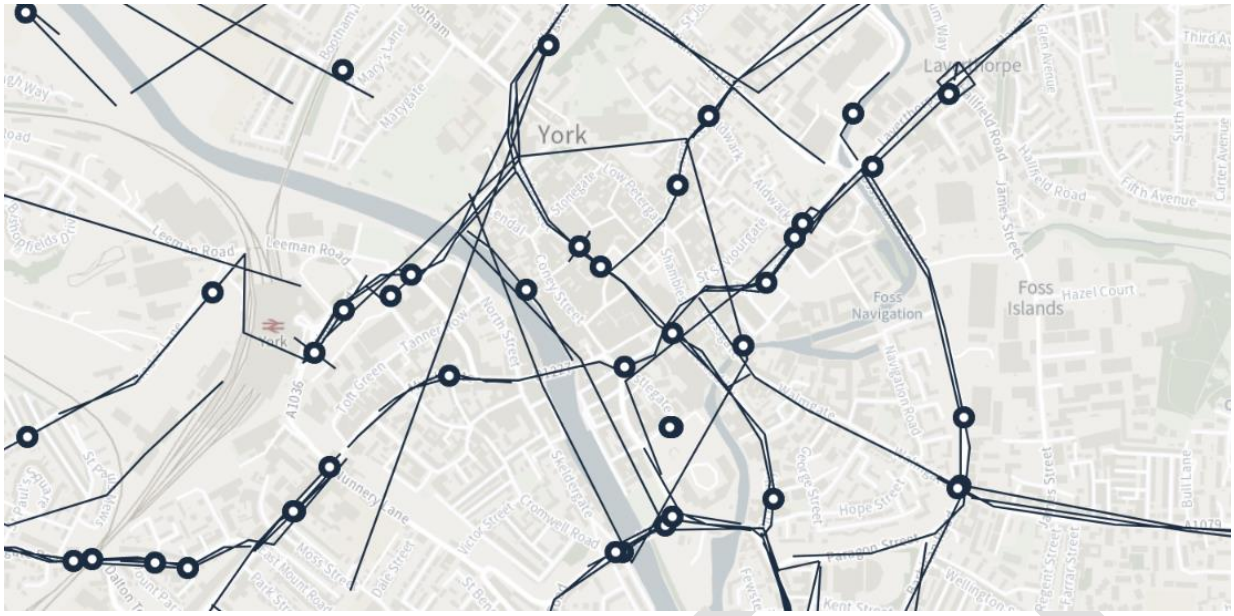
One question we asked sought to understand if people do want to walk or use a bike, wheelchair or other mobility aid more than they currently do. We asked, 'Do you walk, cycle, or wheel as much as you would like to in York?' and there were interesting differences between the genders, with both males and females saying they do not walk or wheel as much as they would like, but non-binary/gender variant people reporting that they do.

The starkest difference was in the female responses, with only 34% saying they do walk or wheel as much as they would like, and 64% reporting that they do not.



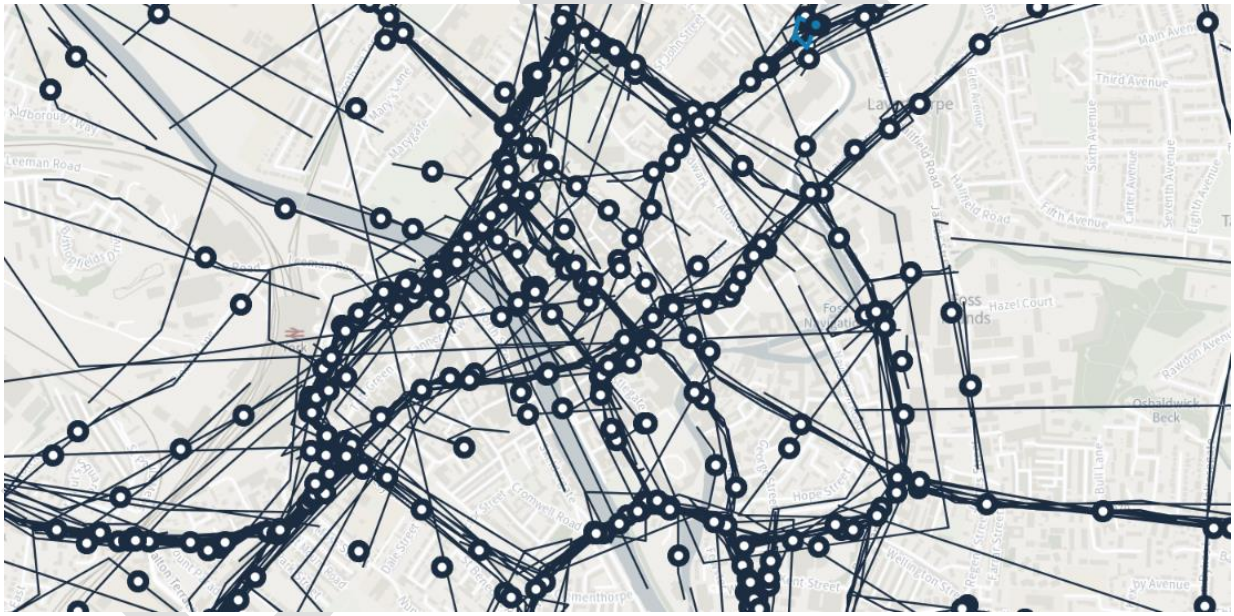
We also asked respondents to identify gaps in the walking and wheeling network and have analysed the responses based on a few different measures.

First, looking at respondents who told us they have a disability and within the city centre, clear pinch points were identified, particularly on Holgate Road; at the Railway Station; approaches to and from Lendal, Ouse and Skeldergate Bridges, and along Pavement and Stonebow.



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When we looked at all respondents, the Inner Ring Road can clearly be seen to be a significant area of concern for people seeking to walk, use a wheelchair or cycle:



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In addition to the pins dropped on the map, respondents also identified areas or topics of concern:



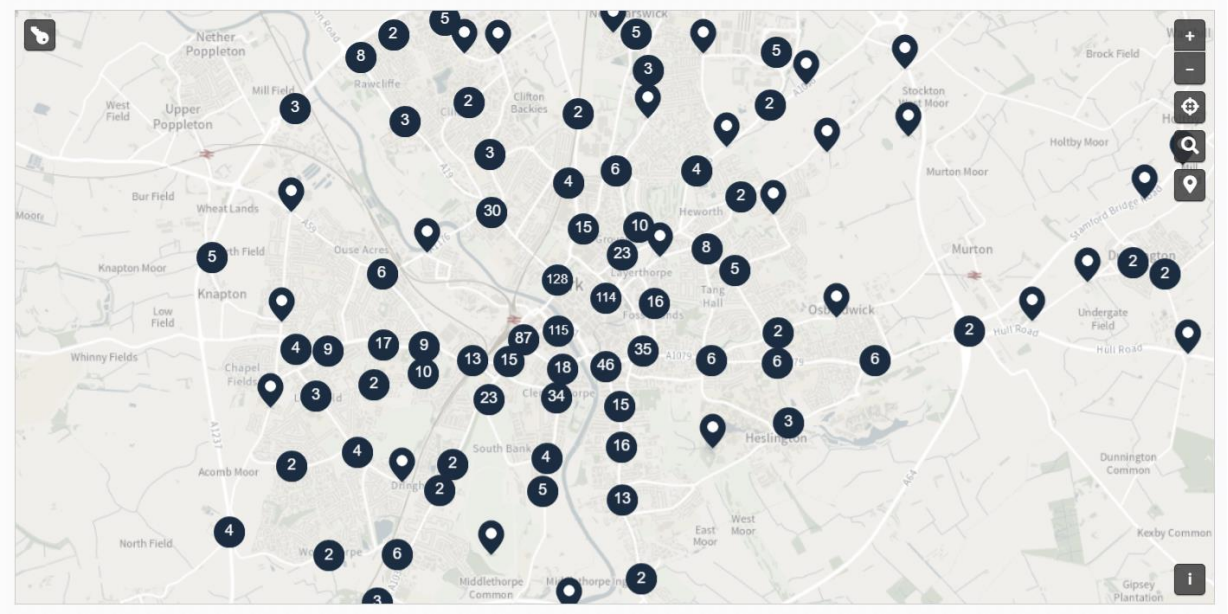
We also asked people to identify pinch points and areas of concern at road crossings.

Responses to this question came in from across the CYC area. This data has also been analysed by our Local Cycling and Walking Infrastructure Plan team and has helped influence the report they are producing.



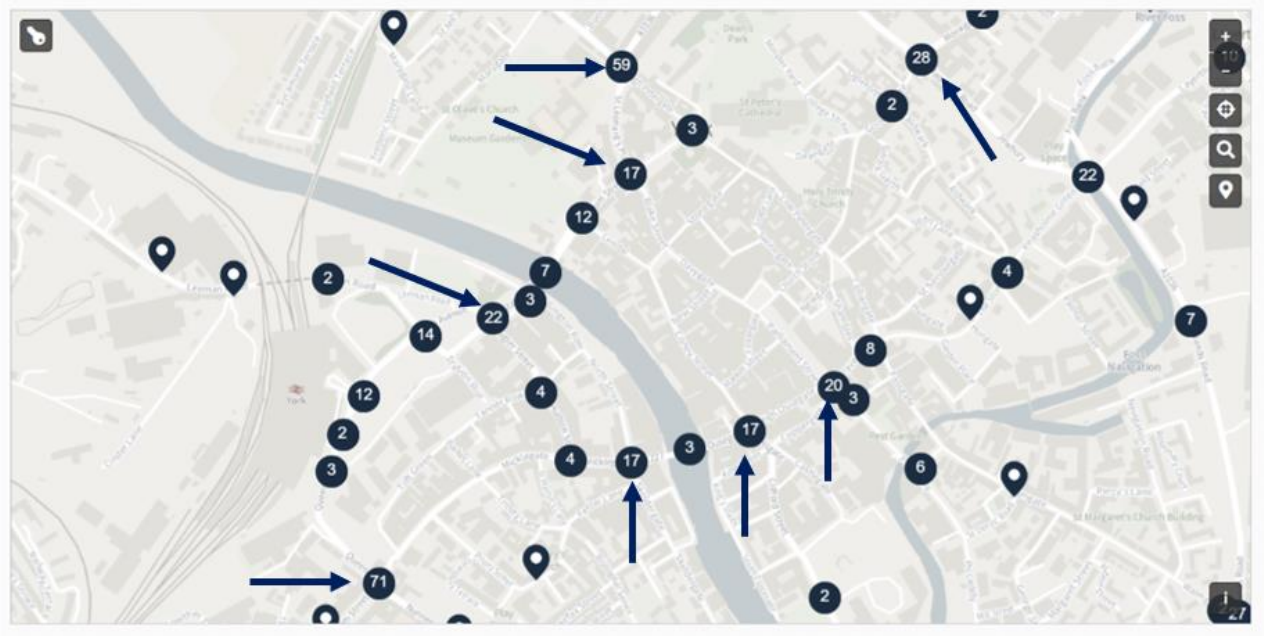
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Looking more closely, we can see clusters of areas of concern on Acomb Road, outside the Railway Station, at Gillygate, Fishergate, and Walmgate Bar, among others:



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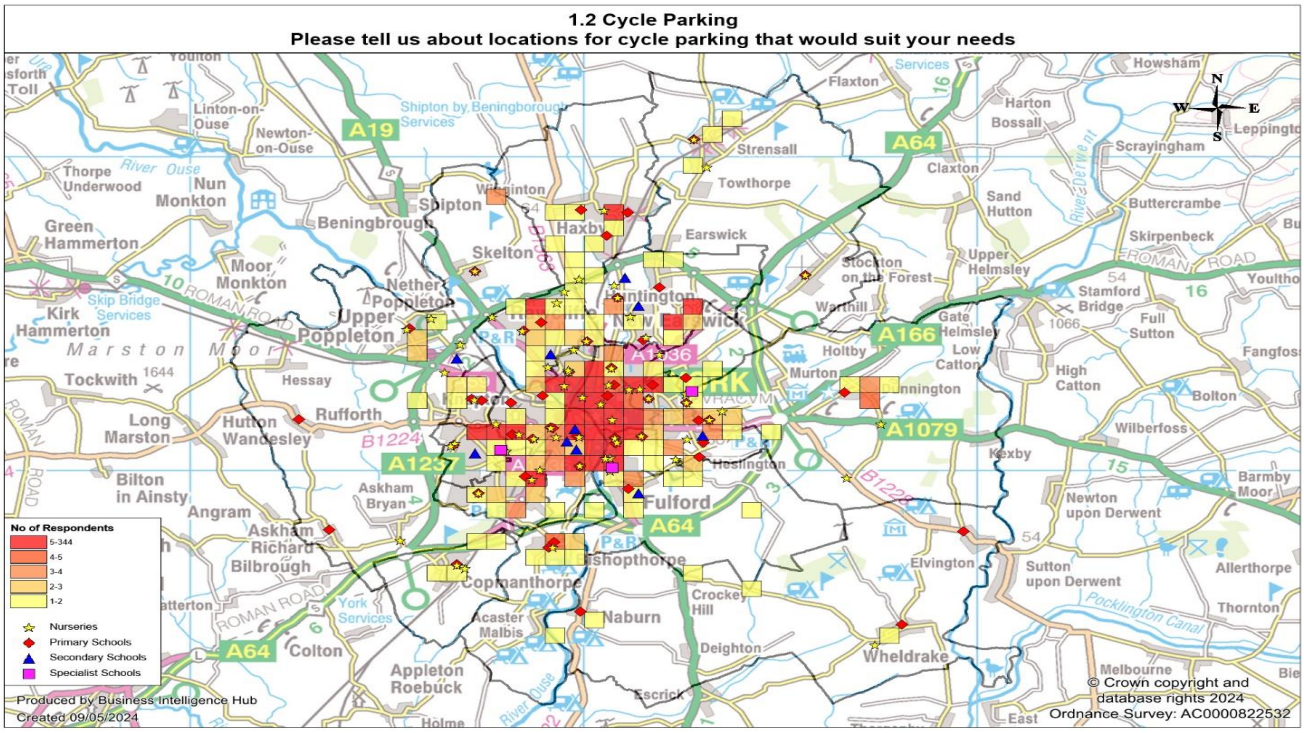
And looking at the footstreets in particular, respondents told us they have concerns largely around the inner ring road but also at the north and south ends of Ouse Bridge, around the Railway Station; Gillygate; and Blossom Street. We have identified some of the areas of greatest concern using arrows:



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We also know that encouraging more people to cycle in York is not just about the routes and physical condition of the roads they're travelling on; there must be secure, practical cycle parking. We asked respondents to identify areas of particular cycle parking demand, and in our analysis have also mapped this against locations of schools and colleges, which do of course have both pupils and students, but are also employers. In the map below, the darker red the square, the higher rate of responses were received.



Policy Area 3: Shaping Health Places

We were keen to hear from residents and businesses which other towns and cities they felt do a 'better' job to encourage and offer transport solutions. The results, from both online and in person, will help us gather information from these cities to learn from them.

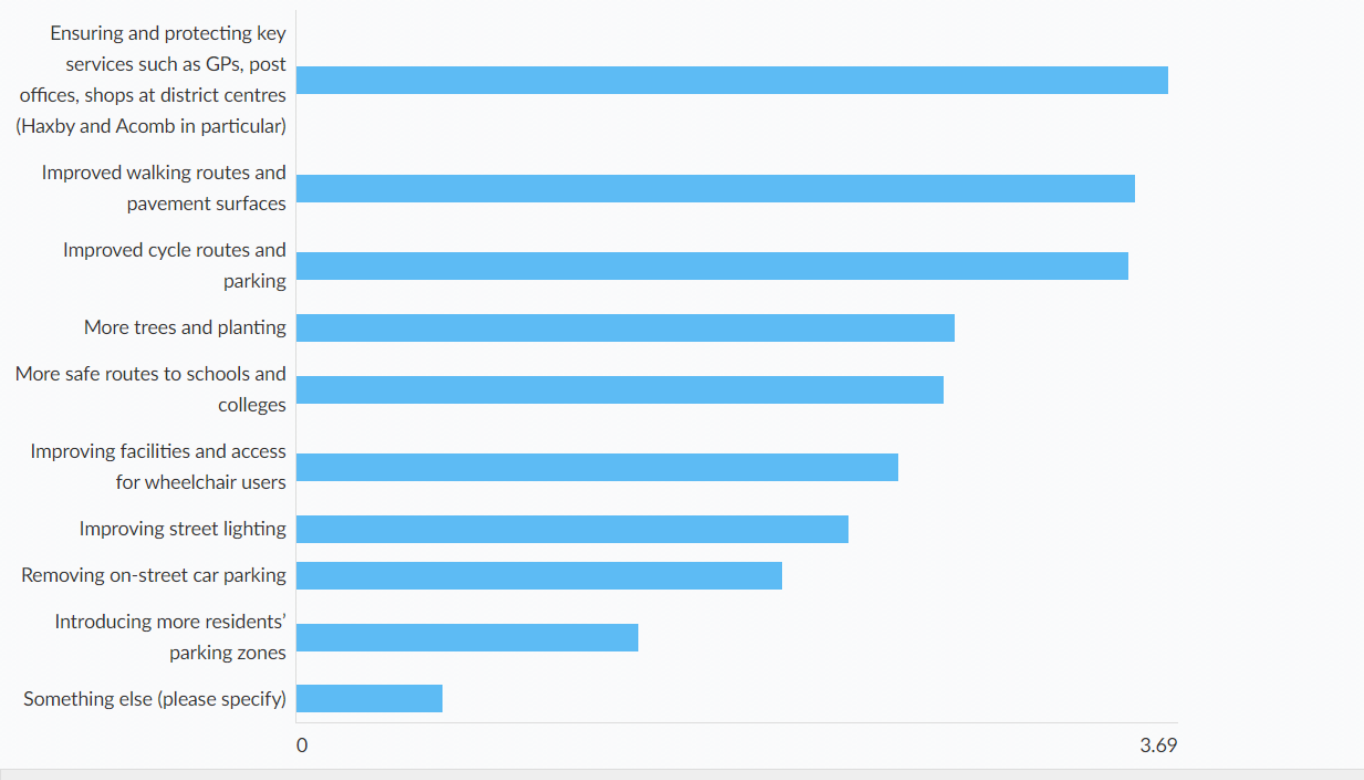
They are (in alphabetical order):

- **Amsterdam**
- **Anywhere in the Netherlands**
- **Anywhere with a tram network**
- **Bath**
- **Berlin**
- **Cambridge**
- **Copenhagen**

- **Edinburgh**
- **Ghent**
- **Leeds**
- **London**
- **Luxembourg**
- **Manchester**
- **Oxford**

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We also asked respondents to rank a list of priorities, so that we can identify how transport projects can help deliver better places to live. The answers were as follows:



We then asked residents to tell us any areas they felt could benefit from being made in to a 'Home Zone'. Among the answers were: Acomb; 'All streets where people live'; Fulford, and Heslington Road also received mentions. We did also receive comments that Home Zones should not be introduced, but these numbered 26 out of 163 responses.

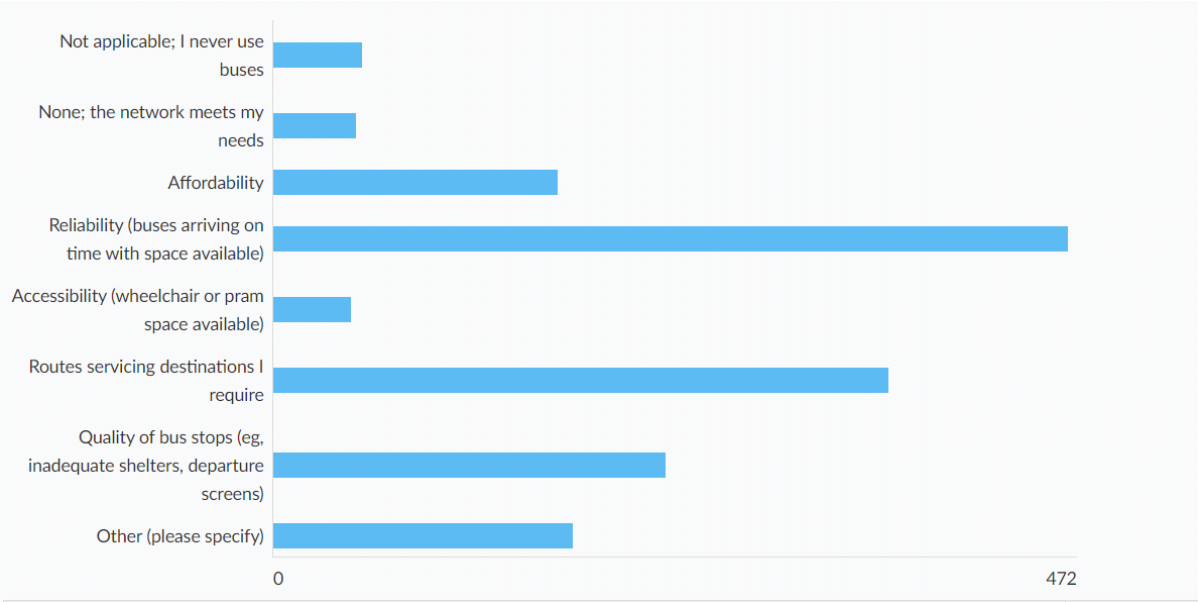
Policy Area 4: Improving Public Transport

Throughout our consultation, public transport – particularly buses – was the main topic of conversation, across online and in person events.



We asked people online to help identify key issues they face when trying to use public transport. The results were as follows – with routes and affordability being the key

areas of concern:



Under 'other' responses, key issues can be summarised by:

- Not enough services from the village to York, late night service got removed so limited with times of day we can travel
- Poor timetable, not regular enough, not at times needed to use for regular commute to work. No evening or Sunday services
- Tied to reliability, they are generally stuck in car traffic a lot
- Timing at night, and feeling safe on a night bus
- Departure screens, where provided, need to be accurate and show actual, not timetable times always
- Exposure to the weather, especially when it's wet or cold
- Lack priority over vehicles meaning they get caught up in peak-time traffic and do not provide a viable alternative to driving
- The lack of integrated through ticketing - different operators and fares. Multi-service trips becoming tricky etc

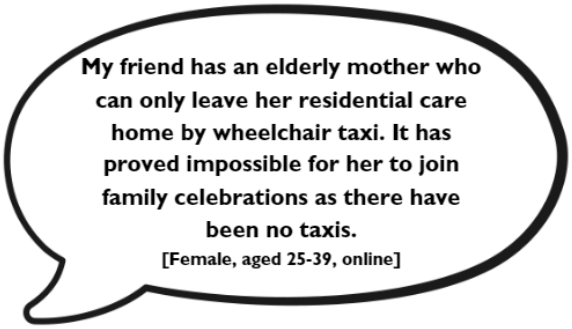
We also met with business leaders in the city, including hosting our own seminar online and presenting to the Tourism Advisory Board. Key comments from these groups were:

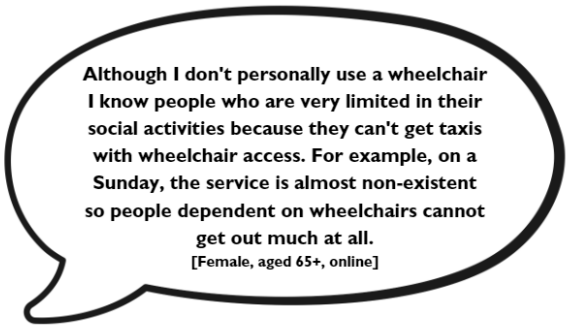
- As an employee, you make a choice; one example was to get a train from Garforth to Leeds is a third of the price of Garforth to York. So choosing where to work – transport has an impact
- Younger generation can't afford car insurance so are having to rely on public transport and have to make a decision about where they work – are we making York less economically attractive?

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- Example given of Castle Howard; many of their seasonal (and younger) staff come from far away, but the first bus to the estate arrives at 10am. We've had to model our shift patterns around bus timetables
- Hospitality staff often need to get home late at night and can't do this via public transport
- Allowing overnight parking at the Park and Ride would undoubtedly help visitors leave their cars outside York
- Many major events are well managed and are good for the city, the economy, and for industry. But some don't go well and cause gridlock. Coordination of major players is key. Need to keep cars away! Need to plan well ahead with all stakeholders
- "We should position York as the green tourism city"

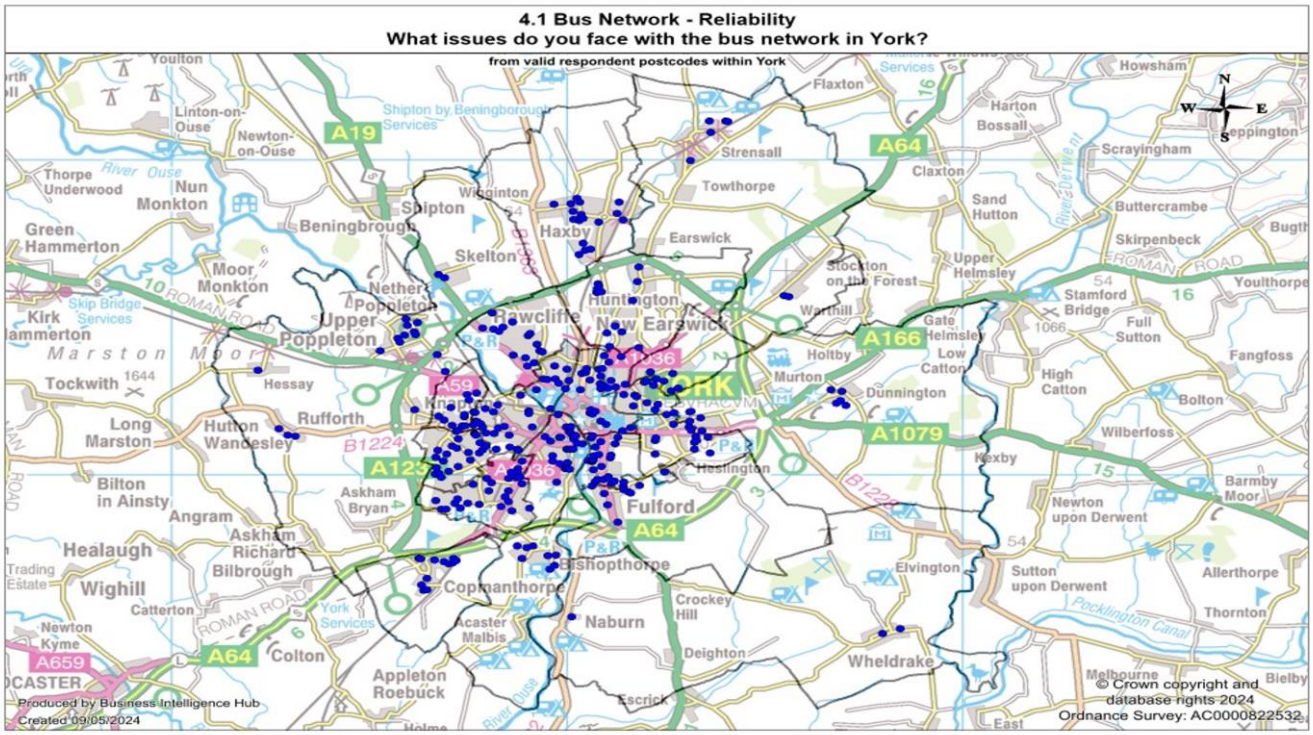
We also asked people about their experiences booking accessible taxis in the city, and there were many examples of people not being able to get where they needed or wanted to go, due to a lack of a suitable vehicle:



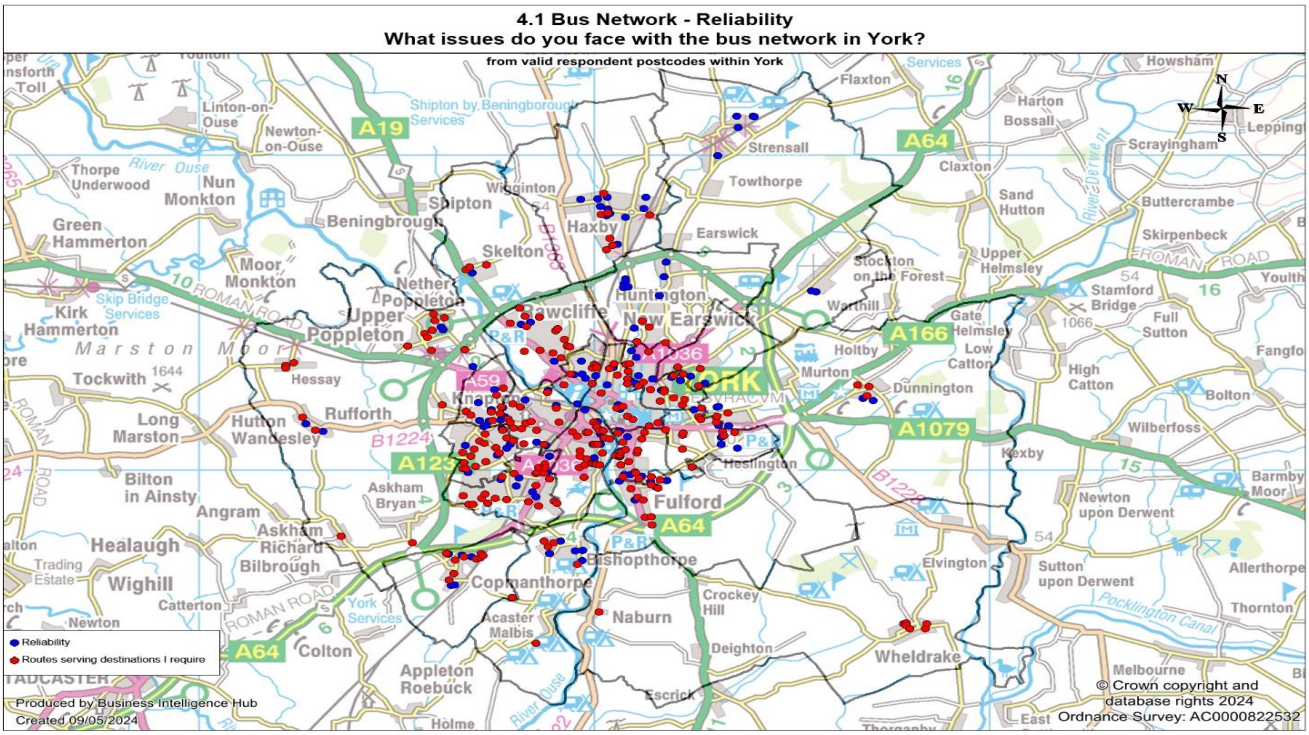


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We also mapped the postcodes of people who said that they have issues with bus reliability in York, with the blue dots below showing clusters of respondents:



Throughout the consultation period, both at in person events and online, we received large numbers of comments about the bus network. In our analysis we have mapped the postcodes of respondents who identified issues, and the map below shows their geographical clustering. The blue dots represent issues of reliability, and the red dots, issues over routes serving destinations people need. York's suburbs, outer areas and rural villages can clearly identified:

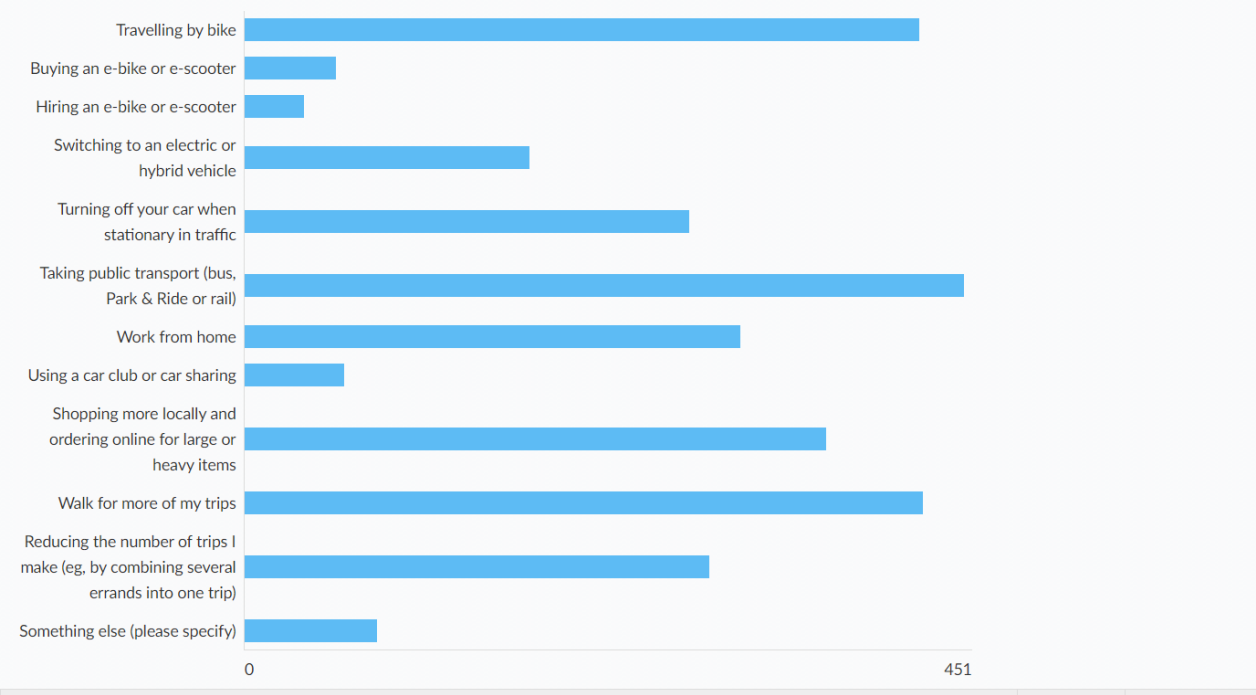


Policy 5 – Safeguarding our environment by cutting carbon, air pollution and noise

Please note this section should also be read in conjunction with the results of the recent Air Quality consultation

Residents told us that they have already made steps to reduce their impact on the environment:

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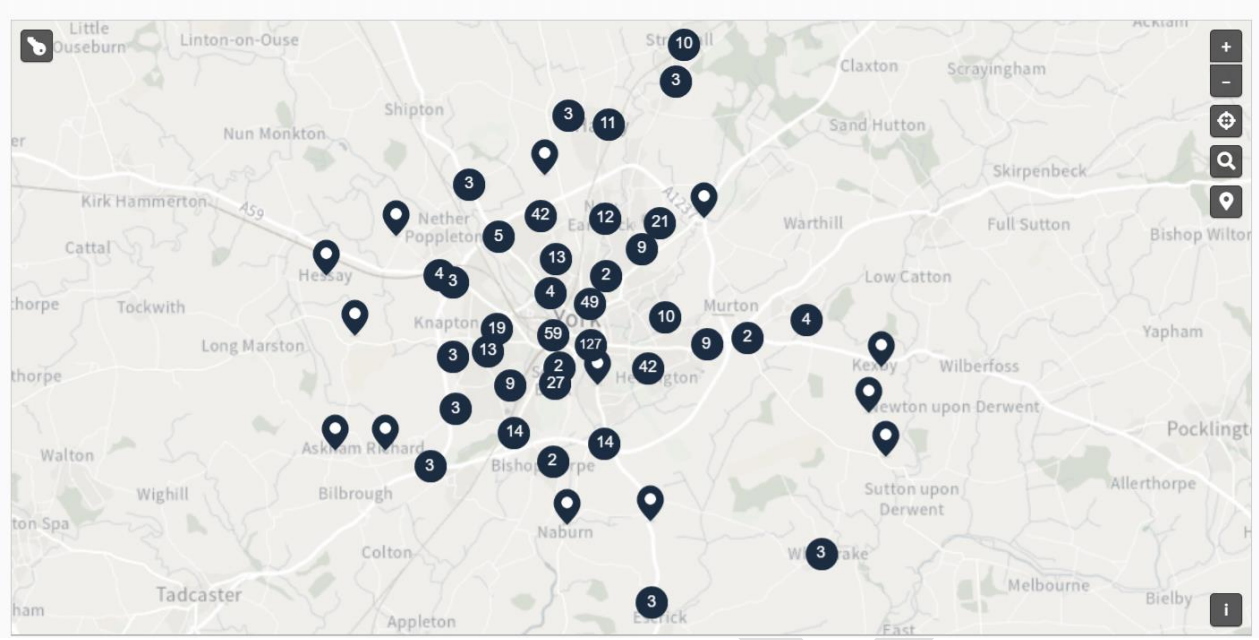


But some residents did raise caution:

- "I have actually gone backwards, I was car free for environmental reasons for 3 years. I have had to buy a car and use it to commute as rail travel isn't an option anymore"
- "Walk when I can but infrequent or no buses some days means I use car more than I want to"
- "This question annoys me. It suggests it's the residents that are at fault for too much car use.
  Until there is a bus service available, or safe cycle routes, or a walking route or a P&R service that doesn't stop half way through the evening, what viable alternatives do residents have?"
- "I would love to switch to an electric vehicle but in our terraced street there are no charging facilities and nowhere to install any"

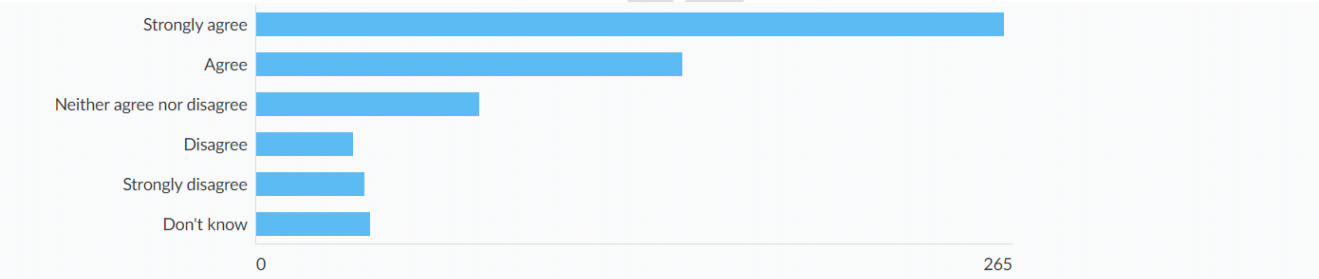
We also asked respondents to suggest locations for Electric Vehicle (EV) charging points, and the results demonstrated a wide geographical need across the whole CYC area:

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We also asked respondents to what degree they agree or disagree with including large vehicles in the current Bus Clean Air Zone, and in total, over 68% of people said they agree or strongly agree:



Option	Total	Percent
Strongly agree	265	43.66%
Agree	151	24.88%
Neither agree nor disagree	79	13.01%
Disagree	34	5.60%
Strongly disagree	38	6.26%
Don't know	40	6.59%

Policy 6 – Manage the road network for movement and place

It is important here to refer back to the benchmarking questions at the start of this document, and reflect on the concern from residents that they are not able to access facilities, healthcare and the benefits that York could bring them, due to transport constraints.

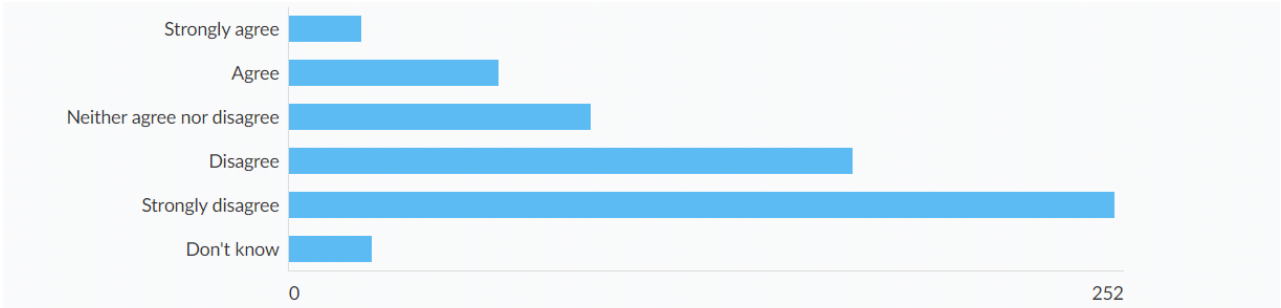
The answers to questions under Policy 6 will help us understand how much people support changing transport networks to better support the communities in which we live. Broadly, people were supportive but some did comment that this will 'take too long', or is 'all talk and no action';

- Only if resident interests hold sufficient influence
- Necessary document but action needed now not in ten years time
- There are far more important things to be focussed on than this.
- An over-arching plan for the city is important, as otherwise we get piecemeal and sometimes counter-intuitive developments.
- Place matters - we need people to be able to walk and cycle anywhere without fear of fast traffic
- Lots of talk not much action
- It sounds like a good idea but I would not prioritise this over actually doing the work of making York more sustainable. It could end up being a plan for the sake of a plan.
- Long overdue. Look at Ouse Bridge - packed with pedestrians, yet dominated by cars carrying just a few individuals.

A key issue that came out not only in the online response but also in person when speaking to residents, was the Inner Ring Road and congestion causing delays, pollution and detracting from the city centre.

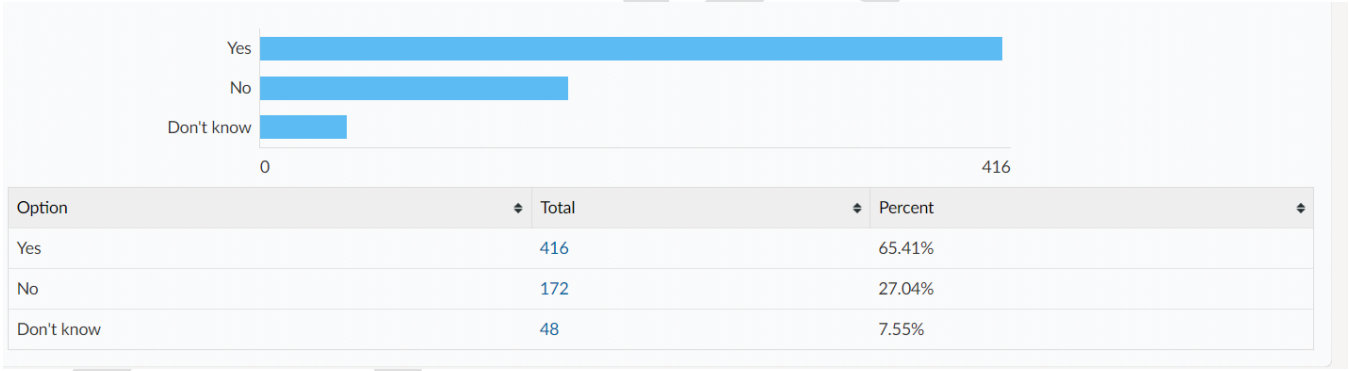
We asked, "to what extent do you agree or disagree that the Inner Ring Road is fit for purpose". In total, 67% of people said they disagree or strongly disagree, and 14% of people said they do agree that the IRR is fit for purpose;

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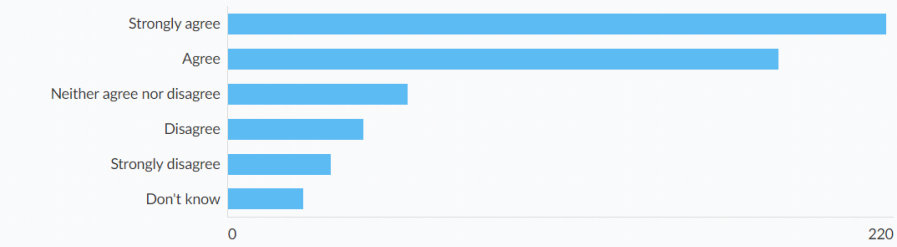


Option	Total	Percent
Strongly agree	22	3.51%
Agree	64	10.21%
Neither agree nor disagree	92	14.67%
Disagree	172	27.43%
Strongly disagree	252	40.19%
Don't know	25	3.99%

We were also keen to understand what levels of support there may be for 20mph zones in those parts of York that don't already have them. The results did show a level of support is strong;



Option	Total	Percent
Yes	416	65.41%
No	172	27.04%
Don't know	48	7.55%

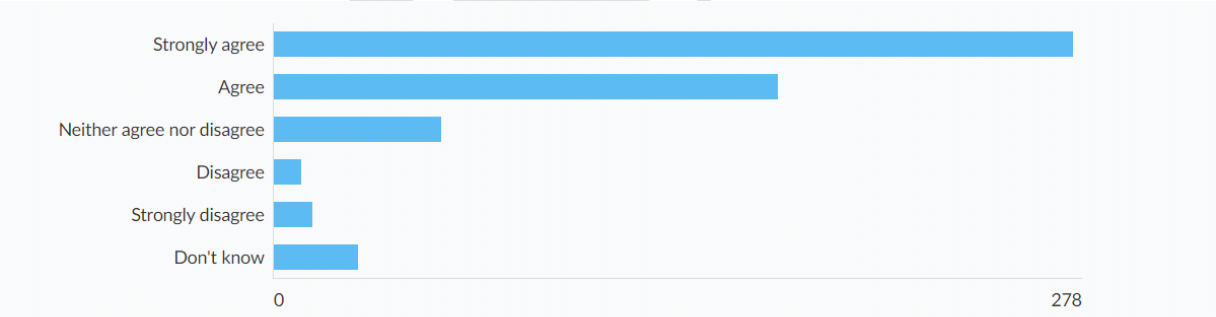


Option	Total	Percent
Strongly agree	220	38.73%
Agree	184	32.39%
Neither agree nor disagree	60	10.56%
Disagree	45	7.92%
Strongly disagree	34	5.99%
Don't know	25	4.40%

Policy 8: Improving freight and logistics

In this section we were keen to hear from residents and businesses who were directly affected by freight issues; this could be by living near to depots, on major routes or running a business which depends on deliveries.

Overall, the vision received strong support, with 80.6% saying they agreed or strongly agreed:



Option	Total	Percent
Strongly agree	278	49.47%
Agree	175	31.14%
Neither agree nor disagree	58	10.32%
Disagree	9	1.60%
Strongly disagree	13	2.31%
Don't know	29	5.16%

There were a range of comments made, including:

- Trucks struggle to get into Morrisons acomb, and deliveries for Morrisons daily on Gale lane cause chaos and danger for traffic, especially when school kids around - Male, aged 16-24, online
- I am a bus driver. Lorries should be banned from inner ring road between 8am-6pm
  If the place where deliveries are dropped has a rear access, there should be no deliveries made through the front – Male, age 40-55, online
- Designated loading areas are often used as ordinary parking, creating a knock-on effect for the lorry and wider traffic – female, aged 25-39, online
- I depend on cars and vans to earn a living, my wife if also disabled; us car-dependants will not go down without a fight. We care about protecting our freedom and independence. Once we lose these we'll never get them back. We also do not believe York Council has resident's best interests at heart. Introduce a "Councillors Question Time" (not BBC or PMQ) and let them face the wrath of York Residents who feel hard done by over the decades. – Male, aged 40-55, online
- As an emergency engineer I struggle to get through the city at times when deliveries are being made and during pedestrian time. – male, aged 60-64, online
- Electric cargo bikes will play a large role in freight deliveries inside the outside ring road. Male – aged 25-39
- fossgate and goodramgate are sometimes really dangerous to walk up on a morning – female, aged 16-24, online
- I work for Evri. Due to economies of scale, home delivery is generally the lowest carbon option for your shopping. Evri's drivers typically cover less than 100m between stops. There is no advantage to consolidating deliveries as our drivers will already pass pretty much every address in York every day. – male, aged 40-55, online

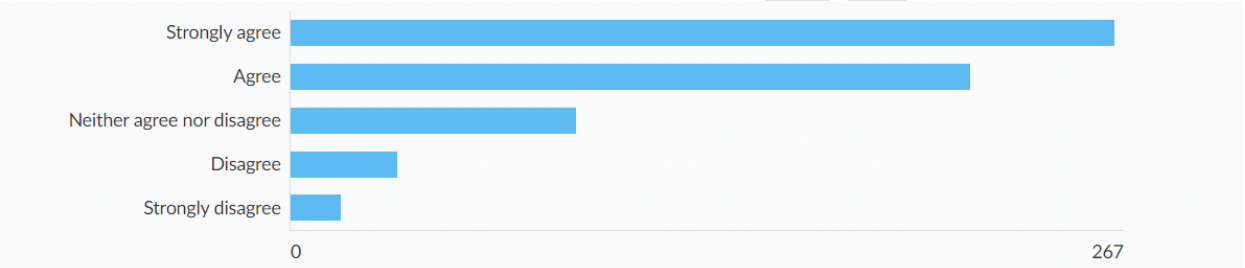
A related issue was raised at the city leaders online summit, where one respondent said that the number of schemes/projects and temporary traffic lights in the city, and lack of coordination with utilities, causes additional disruption for local businesses. While this is not a problem exclusive to York, it did seem to the respondent that there's a sense that it is worse here, due to our challenges of lack of space and diversions available. It was recommended that CYC needs to be better at live management and planning.

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Policy 9: Effective Maintenance and enforcement and management of streetworks

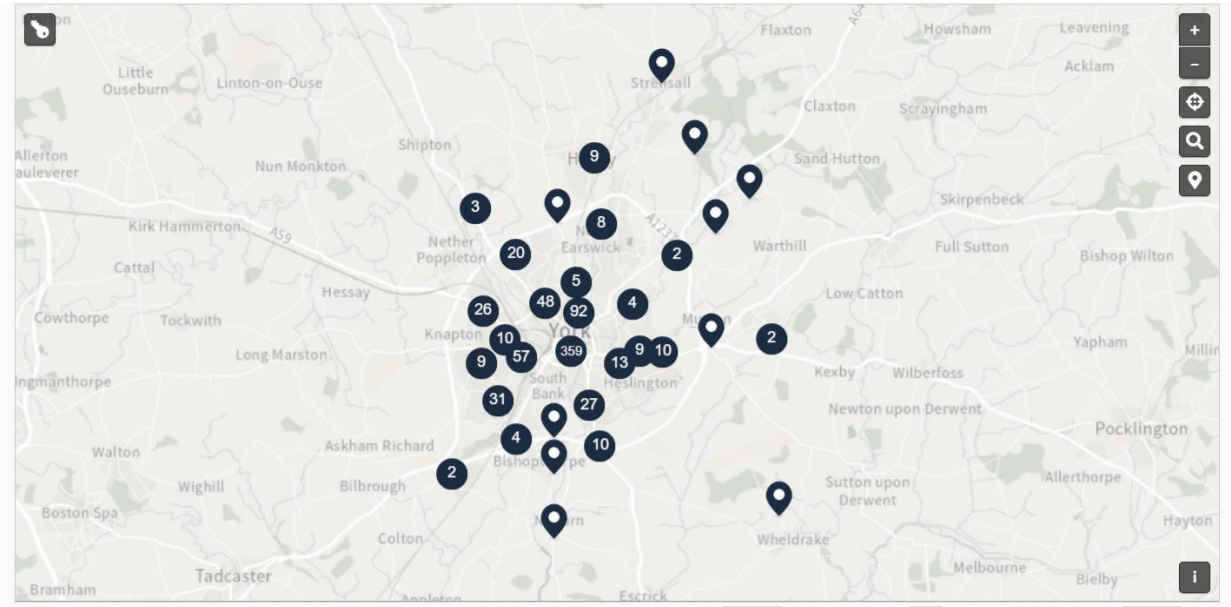
Many of the earlier questions in the survey sought to understand the issues that people face with the existing transport network. In policy 9, we sought to look more specifically at how we can deliver change in practical terms, and identify the types and locations of particular issues.

One of the questions we asked was 'Do you agree that effective maintenance of the network, and enforcement of traffic rules, will contribute to delivering our sustainable travel ambitions?', and in total, 77.43% of people agreed or strongly agreed that effective maintenance and enforcement would help to deliver a more sustainable transport offer. A graph showing the full results is below:



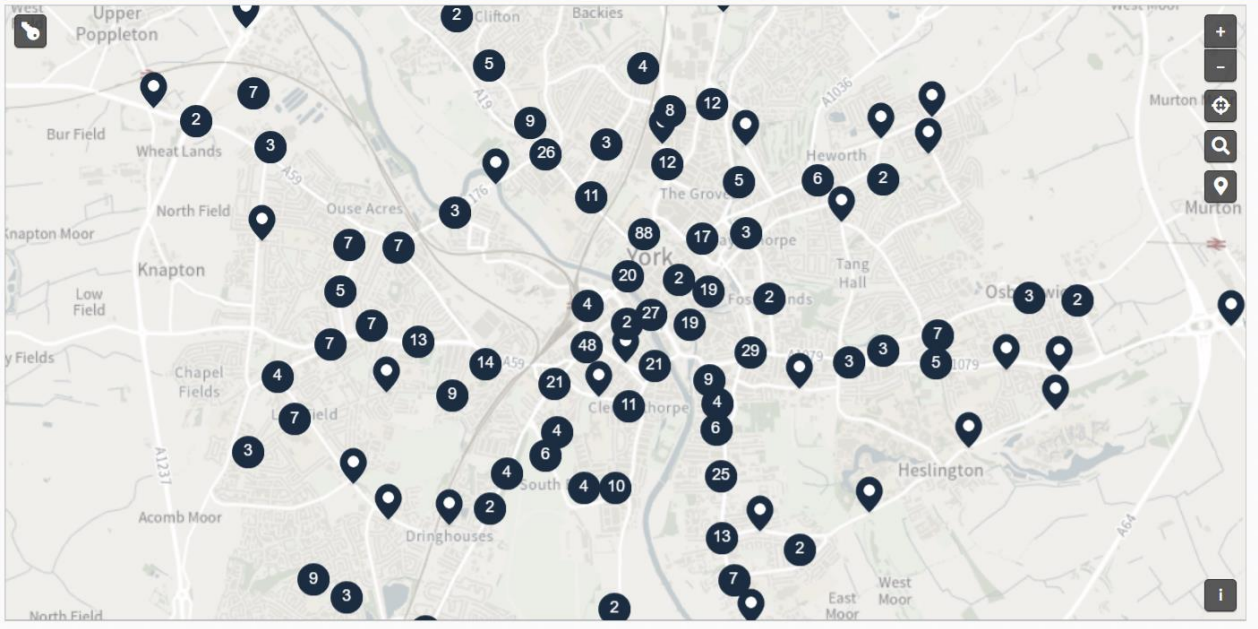
Option	Total	Percent
Strongly agree	267	42.45%
Agree	220	34.98%
Neither agree nor disagree	92	14.63%
Disagree	34	5.41%
Strongly disagree	16	2.54%

We then wanted to find out about specific locations where respondents experience issues caused by traffic not abiding by the rules, and the results show issues across the CYC area:



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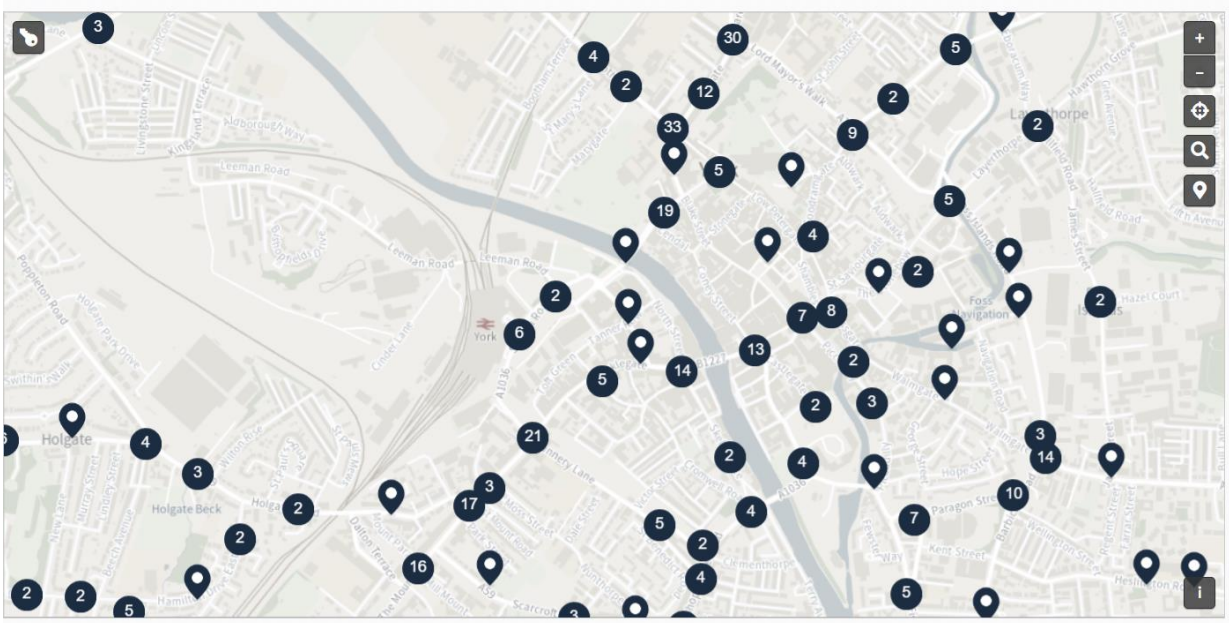
Going in to more detail on this in the suburbs and villages, we have analysed several of the clusters identified by respondents:
A1079 – Hull Road; residential streets in Rawcliffe; Woodthorpe and Acomb, as well as South Bank and Fulford Road. Issues were also identified at the junction at the A64 and A19 to the South of York, and to the north, along Wiggington Road.



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And looking at the city centre, Gillygate & Lord Mayors Walk junction, The Mount / Blossom Street, the North and South ends of Ouse Bridge, Walmgate & Foss Islands

junction, were all identified, among others, which largely reflects the responses to earlier questions around locations where respondents experience issues.



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In addition to dropping pins to indicate areas of concern, respondents were also encouraged to leave comments, and some of these are below:

- Red light jumping at Gillygate/Bootham junction. Speeding traffic on Burton Stone Lane despite the new chicanes – female, age 65+, online
- Traffic often encroaches cycle lanes on Nunnery Lane and over Skeldergate Bridge making it feel dangerous to cycle. – female, age 65+, online
- On main routes from Moor Lane Dringhouses to Acomb (Lidl area) cars often park over the cycle lanes, and have to drive in the cycle lanes to pass vehicles coming the opposite way. – female, age 65+, online
- Ashkam Lane - some terrible driving including regular breaking of the speedlimit, also come in to contact with a number of cars that have almost caused me to fall of my bike on this round (and I am a confident cyclist). Female, age 25-39, online
- Holgate, outside the One Stop at the Fox junction: cars regularly park illegally outside the shop, simultaneously in a bike lane, on double yellow lines and on the footpath. Acomb, opposite the Regent, cars regularly parked on double yellow lines, and sometimes the footpath, outside York Medical Group – male, aged 65+, online
- Most taxis, some buses and many cars seem to think that it is fine to ignore ASLs. The fact that they are often very worn and not painted inside the box does not

help. Examples are many: bottom of Micklegate; pedestrian lights at the junction with Coney Street; junction of Pavement and Coppergate. – male, age 65+, online

At our online seminar for city leaders, one respondent said "theft is a barrier to people cycling, we need safe places to leave a bike. Need a large scale bike parking facility."

When we visited Brunswick Nursery, several people with learning disabilities say they feel unsafe when cyclists use pavements to go past them.

Policy 10: Monitoring the transport network and financing the changes

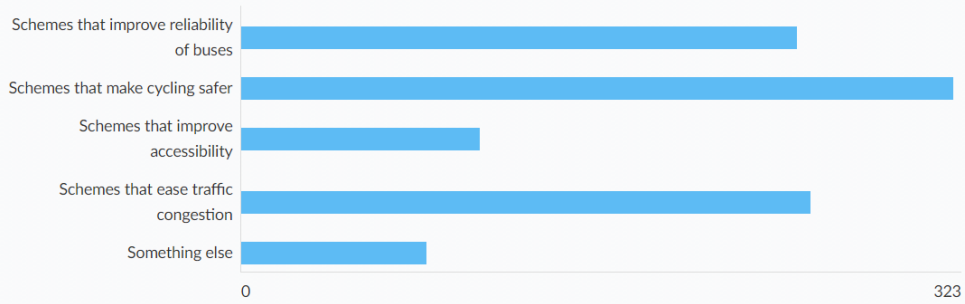
In this policy area we sought to hear from businesses and residents about their priorities. Knowing that we need to prioritise the schemes which will bring the greatest benefit to the people of York, within limited budgets, we were keen to understand what we can do to best encourage residents to make more sustainable journeys.

The graph below shows the results of the question 'Many of the changes we need to make will require significant sums of money. We will have to choose which schemes to prioritise based on cost-effectiveness and maximum benefit. Which type of transport schemes would you like to see prioritised?'

The top three priorities identified by respondents were:

- Schemes that make cycling safer
- Schemes that will ease traffic congestion
- Schemes that will improve the reliability of buses

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Option	Total	Percent
Schemes that improve reliability of buses	252	47.55%
Schemes that make cycling safer	323	60.94%
Schemes that improve accessibility	108	20.38%
Schemes that ease traffic congestion	258	48.68%
Something else	84	15.85%

Some comments from this section include:

- Better consideration of residents of villages just outside the CYC boundary – male, aged 40-55, online
- The outer ring road. Sorting this will move traffic out of the centre and reduce congestion – male, aged 40-55, online
- Schemes that prioritise pedestrian confidence – female, age 65+, online
- Schemes that integrate public transport including park & ride hubs, rail, river and bus transport male, aged 56-59, online
- Stop punishing motorists, If we could live without a car we would but unfortunately we need our cars. – male, aged 25-39, online
- Scheme to look at transport accessibility in the villages – female, aged 56-59, online

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Our Transport Big Conversation

Accessible Formats		
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	Email us at: cycaccessteam@york.gov.uk	
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York City Centre Accessibility
Findings and Recommendations Report

City of York Council

Design that connects us

Document Control

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Issue Date	13.06.2024

Record of Issue

Name	Company/ Organisation
Claire Foale	City of York Council
David Smith	City of York Council

Document History

Version no.	Date of Issue	Document Changes
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2.0	24th May 202	Second Issue, following CYC comments
3.0	13th June 2024	Third Issue, following CYC team comments

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07	**Conclusions and Next Steps**	75

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CITY OF YORK COUNCIL

Introduction

01

Project Overview

Introduction

Mima have been appointed as independent access consultants by the City of York Council (CYC) to carry out a series of workshops for York residents and city centre businesses. The aim of this research is to:

1. Understand what short-term improvements could be made to improve city centre access.
2. Review the process to reinstate Blue Badge holder access in the city centre and provide recommendations for improvement.
3. Identify longer term options to make the city centre more accessible.

This report initially sets out the project background and context including any pertinent legislative context. It then describes Mima's methodology when conducting workshops before setting out key findings from the online consultations and in-person workshops. These insights have been used to help shape recommendations in Chapter 6.

Alongside this research, Mima has produced a benchmarking report which considers scenarios and practices implemented by other UK cities with similar challenges to York.

Mima consultants have worked closely with the Centre for Applied Human Rights (CAHR) when designing and carrying out the consultation workshops and producing this report.



Photograph taken from Monkgate looking towards the City Walls and Goodramgate.

Project Overview

Scope of Work

Our work primarily focuses on York city centre, the space within the city walls and adjoining spaces, including the train station and access routes into the city. Throughout the report, some references are made to spaces outside the city centre, where these were discussed by participants in this study. The adjacent 'Access in York' map shows the main city centre area our project focuses on.

Our findings and recommendations are based on people's lived experience of York. Our scope of work did not include a technical access audit of the city centre. An access audit would help provide a deeper understanding of some of the physical access issues identified, for example an access audit could help identify specific locations where dropped kerbs are missing or a feasibility study could identify where accessible seating options could be best located.



'Access in York' map showing the extent of the city centre, and key access features such as blue badge parking, accessible toilets and Shopmobility.

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Timeline (2020-2024)

Timeline

March 2020 - Pandemic Policy introducing TRO, and restrictions to Blue Badge access

November 2021 - Permanent Decision relating to Blue Badge access

Summer 2023 – Council consultation on Blue Badge access principles

December 2023 - Council Workshops

January 2024 – Goodramgate reopens for Blue Badge access

March 2024 – Lendal reopens for Blue Badge access

March 2024 - Mima Workshops (phase one)

May 2024 - Mayoral Election

May 2024 - Mima Workshops (phase two)

June/July 2024 - York City Centre Accessibility Report published

Ongoing - Human Rights and Equalities Indicator Report and consultation commentary by CAHR.

Project Background and Context

Access to the Footstreets

Vehicle access to the city centre is restricted daily between 10.30am and 5.00pm by automated hostile vehicle prevention barriers, this time is referred to in this report as 'footstreet hours'.

Historically, Blue Badge holders had access to parts of the footstreets during footstreet hours via an exemption, this was discontinued temporarily in 2020, at the start of the COVID pandemic, and in 2021 this decision became permanent. In October 2023 the Council agreed to restore vehicle access for Blue Badge holders via an exemption.

Blue Badge holders can now use two routes into the city centre during footstreet hours, the routes are:

- Goodramgate to Colliergate (giving access to Church Street).
- Blake Street to Lendal.

Blue Badge holders can arrive at Goodramgate or Blake Street and enter by showing their Blue Badge to staff at the sliding bollards, they can then exit via Colliergate and Lendal. The adjacent map shows these two routes. Footstreets parking is for up to three hours on double yellow lines (where not causing an obstruction).
It is possible for people with a Blue Badge to be dropped off or picked up by private car or by taxi along these routes.

Cycling is prohibited in the footstreets between the hours of 10.30am-5pm (with the exception of Minster Yard).



A map showing restored access routes to the footstreets.
*Since the writing of this report, Mima understands that this restored access map has been updated.

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Project Background and Context

Previous Accessibility Reports and Studies

In 2021, Martin Higgitt Associates was commissioned by CYC to examine access to the city centre for disabled people. The aim of this report was to identify options for access arrangements and physical measures that could be implemented to improve access.

This report is referred to in some of the workshop documents, and is referenced in the some of the data gathered in the workshop and provides useful context for this 2024 study, particularly to highlight some historical and ongoing barriers to city centre accessibility for disabled people.

Since the Martin Higgitt report was published, there have been changes to local government administration, and the following notable changes have been made to date:

- CYC now have an Access Officer.
- Blue Badge access has been restored to part of the footstreets via two access points.
- An access forum has been established. The role of this forum is discussed in further detail on page 61 of this report.
- Accessible cycle parking guidance has been developed.
- Some new dropped kerbs have been implemented in various locations around the city centre.
- Refurbishments to the Silver Street toilets, including the accessible toilet.
- A new Changing Places facility has been built in Haxby.
- A pavement cafe policy has been introduced.

Local Transport Strategy

This project forms part of the CYC Local Transport Strategy Consultation and Engagement Plan, which sets out 5 stages of consultation, listed below:

1. Exploring policies to make the city centre more accessible.
2. A survey conducted by the Council to understand the lived experiences of people accessing the city centre (now Blue Badge exemptions have been reintroduced).
3. Desktop research to collate best practice from similar cities.
4. Workshops facilitated by the Council.
5. Independent workshops in collaboration with the Centre for Applied Human Rights.

As a result of feedback from community groups during the first stage of this consultation, the Local Transport Strategy Consultation and Engagement Plan was updated to include significantly more opportunities for face to face workshops targeted at different community groups, including accessibility issues encountered by disabled residents (stage 5).

The Equality Act and Accessibility Standards

The Equality Act 2010

The Equality Act 2010 came into force in the UK on 1st October 2010. It brings together separate pieces of legislation into one Act. It sets out 9 characteristics which are protected by the Act and behaviour that is unlawful. These characteristics are:

- Age
- Disability
- Gender Reassignment
- Marriage and Civil Partnership
- Pregnancy and Maternity
- Race
- Religion and Belief
- Sex
- Sexual Orientation

This report focuses on accessibility issues in the city centre, which primarily impacts disabled people, however issues that impact disabled people often impact those with other protected characteristics listed above, for example improved toilet facilities and accessible seating would also benefit elderly people, pregnant people and those with young children. Accessibility improvements also have the potential to benefit those with multiple, intersecting protected characteristics.

The Equality Act, 2010 places a duty on both public and private service providers, to provide services that ensure people are not discriminated against. As a public sector body, there is an additional requirement for York City Council to meet obligations under the Public Sector Equality Duty (PSED), which requires public authorities to have due regard to certain equality considerations when carrying out public functions.

This sets out the duty to have due regard to the need to eliminate unlawful discrimination, harassment or victimisation, foster good relations and advance equality of opportunity.

The PSED requires every public and private organisation that provides a public service to evidence and demonstrate the impact of their actions on protected characteristic groups.

The Equality Act and Accessibility Standards

Accessibility Standards and Guidance

This report makes reference to the following accessibility standards and guidance documents relevant to some of the barriers and recommendations described in this study.

- BS 8300-1:2018 Design of an Accessible and Inclusive Built Environment. Part 1: External Environment - Code of Practice.
- PAS 6463 Design for the Mind: Neurodiversity and the Built Environment, 2022.
- DfT Inclusive Mobility, 2021.
- DfT Guidance on the use of tactile paving surfaces, 2021.
- Easy Access to Historic Landscapes, 2015.
- A Guide to Inclusive Cycling, 4th Edition, Wheels for Wellbeing, 2020.

Following access standards and good practice guidance is one step towards meeting duties under the Equality Act, through eliminating barriers in the built environment and adopting good practice.

Mima were aware of the following relevant documents at the time this report was written:

- Our City Centre Vision, CYC, 2024.
- One City for All, City of York Council Plan 2023-2027.
- City Centre Cycle Parking Design Guidance, CYC.
- York Cycle Campaign, 42 ways to Transform York, 2023.
- York City Centre Active Travel Access Study, Martin Higgitt Associates, 2021.

At the time of this report, the Draft Transport Strategy is being developed. The local transport strategy will set out a decade of ambitions for York's transport network and infrastructure. Further information on how our project fits within the transport strategy can be found on page 9 of this document.

The Human Rights Act

The Human Rights Act (1998) came into force in the UK on 2nd of October 2000. It incorporates the European Convention on Human Rights (1950) into UK law. The Human Rights Act protects everyone not just those with protected characteristics. Articles include:

- Right to life.
- Right not to be tortured or treated in an inhuman or degrading way.
- Right to be free from slavery or forced labour.
- Right to liberty (freedom of movement).
- Right to a fair trial.
- Right not to be punished for something which was not against the law when you did it.
- Right to respect for private and family life, home and correspondence.
- Right to freedom of thought, conscience and religion.
- Right to freedom of expression.
- Right to freedom of assembly and association.
- Right to marry and family life.
- Right to property.
- Right to education.
- Right to free elections.

This project focuses on the following rights: to not be treated in a degrading way, right to liberty (right to freedom of movement), right to freedom of assembly and right to property. This will be unpacked in more detail in CAHR's HREIA guidance.

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Applying Human Rights

The Human Rights Act applies to all public authorities within the UK including national government, local authorities and bodies carrying out public functions.

Applying human rights legislation requires public bodies to balance rights, priorities and risks. Many rights are not absolute but can be limited or qualified under specific circumstances.

Guidance

When City of York Council is evaluating the human rights impacts of policy proposals individual rights may come into contention. When this happens, the following questions provide guidance on balancing human rights:

- Why are a person's rights being restricted?
- What is the problem being addressed by the restriction on someone's rights?
- Will the restriction lead to a reduction in the problem?
- Does that restriction involve a blanket policy, or does it allow for different cases to be treated differently?
- Does a less restrictive alternative exist?
- Has sufficient regard been paid to the rights and interests of those affected?
- Do safeguards exist against error or abuse?

Respect, Protect, Fulfil - Human Rights Framework

International human rights can be understood through the respect, protect, fulfil framework.

- Respect: This means States should do no harm and not restrict freedoms or rights.
- Protect: States have a duty to protect individuals and groups from human rights violations by third parties.
- Fulfil: The obligation to fulfil human rights commitments means that States must take positive action to facilitate enjoyment of human rights.

The Human Rights Framework has been applied previously to transport issues in the city. This acknowledges that there are complex issues that need to be balanced in relation to transport policy making.

Guiding principles for providing balance:

- Participation and consultation.
- Legality, necessity and proportionality when rights are being restricted.
- Non discrimination.

In addition the Council has a responsibility to:

- Respect: Not unnecessarily interfering with the rights of those who live, work and visit the city.
- Protect: Regulating businesses and transport providers in accordance with human rights.
- Fulfil: Providing a safe space and enabling environment regarding access for all.

Methodology

02

Methodology

Overview

To produce this report, Mima has analysed data captured from the following sources provided by City of York Council:

1. Online Survey 'Restoring Blue Badge Access Phase 2'.
2. Data collected from our in person and online workshops conducted in March 2024.
3. Redacted data from the 'Our Big Transport Conversation' online survey.

Findings from the online surveys are set out in Section 4 of this report. Insights from these findings along with the workshop data have fed into our draft recommendations.

Recruiting Workshop Participants

Mima carried out a 'targeted' recruitment process, potential participants were invited to sign up to the workshop most suitable to them.

After 48 initial sign ups, we had a total of 30 attendees for the March workshop, plus 3 carers/support workers. A total of 27 participants attended the follow up workshops in May.

Mima set out to recruit participants from the following groups:

- York residents and commuters.
- Disabled residents.
- Support workers and carers.
- City businesses and business representatives.

First Workshops

The first eight workshops took place in March 2024, following this a second set of four follow up workshops took place in May 2024. The initial workshops were aimed to understand the current 'as-is' scenario, and discuss future solutions to improve accessibility.

The first workshops were carried out between Wednesday 13th March and Monday 18th March with the following groups, the adjacent numbers show the number of people who attended each workshop:

- Disabled residents (18)
- The Learning Disabled community (4)
- Businesses (2)
- York residents (6)

Methodology

Second Workshops

Four workshops took place between 8th and 9th May, all previous participants were invited to attend one of the following workshops:

- An in-person workshop held at the Citadel (City Centre).
- An in-person workshop at St Sampson's (City Centre).
- An online workshop.

Mima also held a workshop at Brunswick Organic Nursery for the Learning Disabled community.

The aim of these latter workshops was to test and develop recommendations before these are officially presented to CYC.

Surveys

Given two people attended the first workshops aimed at businesses, Mima produced a survey which was sent out to businesses via York BID, responses were received from 49 York businesses.

Findings

Our findings reflect the views of participants who attended the workshops during March and May 2024, these findings also include data from those who could not attend the workshops in person, and have provided their views by email or through a survey format.

Data Analysis

Two accessibility consultants attended the March and May workshops along with a representative from CAHR. Written notes were taken from these workshops. Findings were initially grouped into themes and common issues identified, following the workshops Mima met with a representative from CAHR to discuss the findings.

Developing Recommendations

When using data to develop recommendations, consideration must be given to the Council's duties under the Equality Act to actively work towards eliminating discrimination against disabled people, as well as other protected characteristic groups. Weight also needs to be given to any Human Rights implications of our recommendations. The CAHR has had access to some data and provided suggestions regarding the running of workshops, analysing data and developing recommendations.

Limitations

Every report has necessary limitations and representation challenges. Four key areas have been identified: engagement, timing, communication and human rights analysis.

Engagement

- The regular Council meetings to check-in and discuss the project have been with officers, this limits the engagement to civil service rather than a mix of elected and non elected staff.
- Workshop attendance and the subsequent representation of diverse stakeholders was limited due to communications not always reaching the intended audience, turn around between events and consultation fatigue.
- Feedback from some representative groups - including several businesses and cyclists - was incorporated as part of refining the recommendations, and impacted the ability for all groups to co-produce recommendations.

Timing

- On the 2nd of May 2024, David Skaith was elected as the Mayor of the York and North Yorkshire Combined Authority for the first time. The Combined Authority has a significant transport settlement together with funding for skills, housing and policing. The potential for the Council to apply for funding to support this report's recommendations is currently unknown.
- The first round of workshops was pushed back to allow more time for Council communications to be distributed. The second round of workshops was later to allow for recommendations to be pulled together. This resulted in a two-week window to finalise recommendations from the last workshop (9th May) to the deadline (24th May). This deadline was set pre-the election period being announced.

Communication

- There have been challenges with the Council's necessary gatekeeping of personal data and subsequent passing on Mima's invitations to workshops.
- The deadline, timescales, and data included in the study have all changed since the start of the project. This has complicated the timeline and placed undue stress on the project.

Human Rights

- The two week window between final workshop input and finished report was insufficient to provide in depth human rights analysis. This will be absorbed into the Human Rights and Equalities Impact Assessment (HREIA) commentary, as a trial of the new HREIA process.

Equality, Diversity and Inclusion Data

03

Equality Diversity and Inclusion Data (workshops and follow up surveys only)

Equality, Diversity and Inclusion (EDI) Data Collection

Participants who signed up to the workshops were invited to complete an optional Equality, Diversity and Inclusion form, participants could also identify any accessibility requirements for the in-person and online workshops. Not all participants completed the EDI survey, therefore the following EDI data should be considered indicative.

All data and quotes from the workshops and online surveys have been anonymised.

Disability/Impairment disclosed	Response
Arthritis	2
Autistic	1
Chronic Pain	2
Fibromyalgia	1
Hearing Loss	1
ME/CFS	2
Mobility Impairment	4
Mobility scooter user	1
Parkinsons	1
Sight Loss	1
VI/Registered Blind	4
Wheelchair user	6

Equality Diversity and Inclusion Data (workshops and follow up surveys only)

Age	Responses
Under 18	0
18-24	7
25-34	3
35-44	5
45-54	7
55-64	13
64+	12

Blue Badge Holder	Responses
Yes	24
No	24

Disability/Impairment or long term health condition	Responses
Yes	38
No	11

Ethnic and Racial Background	Responses
White	44
Black, Black British, Caribbean or African	0
Asian, Asian British	0
Mixed Multiple Ethnic Groups	1
Other Ethnic Group	1

Gender	Responses
Female	27
Male	16
Non-binary	2
Other	0
Prefer not to say	2

Online Consultation Findings

04

Findings from Online Survey: Restoring Blue Badge Access Phase 2

The City of York Council held a two phase consultation to discuss the process of restoring access to York city centre for Blue Badge holders. The Phase 2 Consultation online survey ended on 4th February 2024. The following questions were asked:

1. Do you understand the temporary arrangements for Blue Badge holder access to the city centre and how they will work?
2. How can we ensure Blue Badge holders coming into the city centre by taxi or being dropped off by family / friend / carer can then be picked up by the driver who won't have your Blue Badge?
3. What information do you need about Blue Badge holder access and where would you prefer to get it from?

There were a total of 267 respondents. Respondents were asked if they were a disabled person or carer and if they owned a Blue Badge. **45% of respondents** said that they were a disabled person with a Blue Badge. **8% of people** said they were a disabled person, **18%** of respondents were carers and **29%** of people selected 'other'.

84% of people said that they understood the temporary arrangements for Blue Badge access.

Findings from Online Survey: Restoring Blue Badge Access Phase 2

How can we ensure Blue Badge holders coming into the city centre by taxi or being dropped off by family / friend / carer can then be picked up by the driver who won't have your Blue Badge?

44 respondents (the majority) suggested that drivers should have to obtain proof that they are collecting a Blue Badge holder. The following other suggestions were provided which relate to providing proof of Blue Badge:

- Escort the driver to the pick up.
- A secure pass code generated by entering a specific Blue Badge number.
- Proof via a name, and registration plate/number plate recognition.
- Blue Badge details are provided to the driver.
- Digital proof via a pre-booking system.

11 respondents suggested providing designated pick up and drop-off areas, some of these respondents suggested that the pick up points should be out of the footstreet zone.

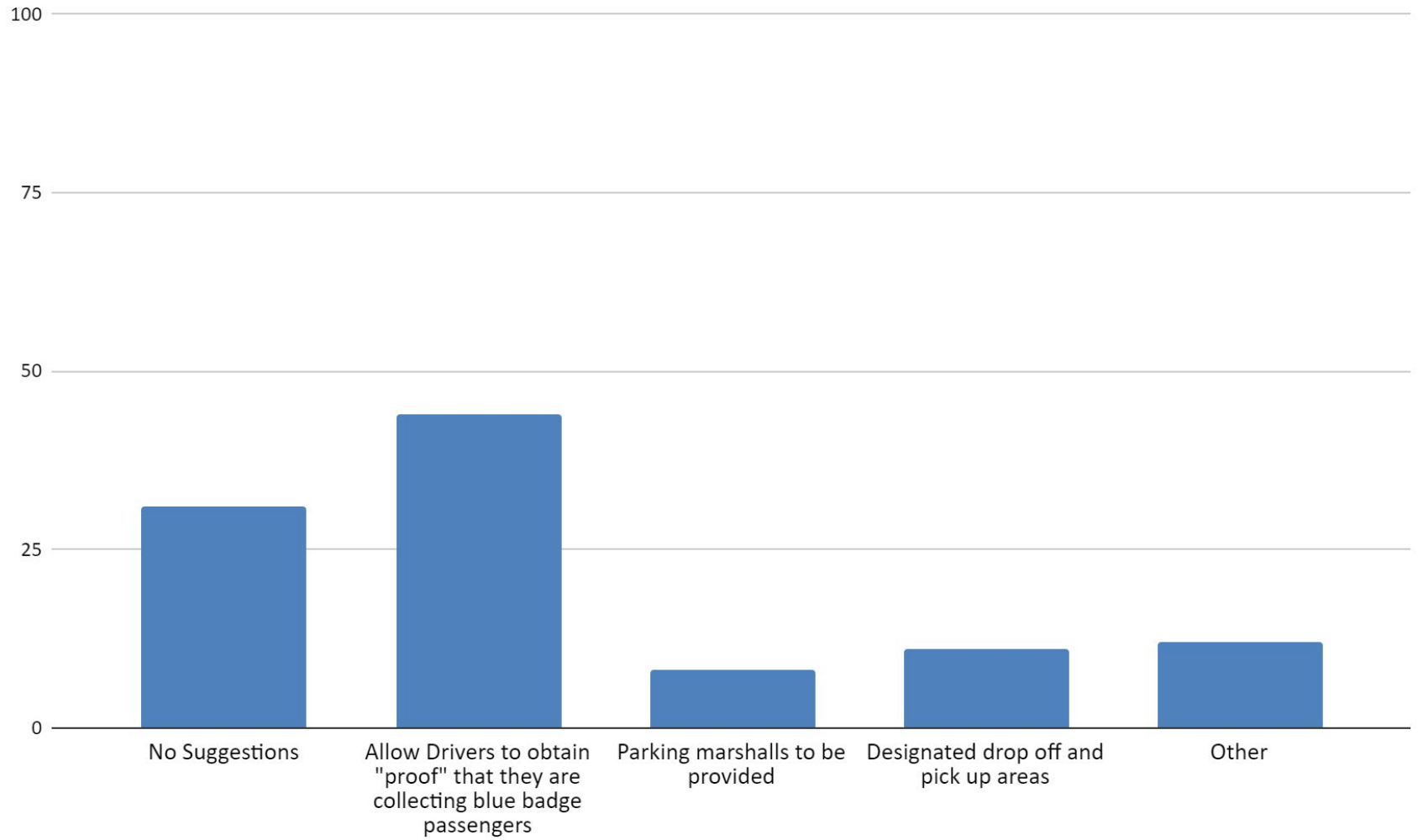
Suggestions described as **'other'** include:

- Opening the barriers up/get rid of restrictions.
- A shuttle bus to take people out of the footstreets.
- Do not allow vehicles into the city centre.
- Parking marshals.

There were responses where people expressed concerns over safety of letting vehicles in to the footstreets at all relating to the threat of terrorism. There were also concerns that solutions have the potential to increase negative attitudes/discrimination towards disabled people from non-disabled residents in York.

All of these responses are summarised in the graph on the following page.

How can we ensure Blue Badge holders coming into the city centre by taxi or being dropped off by family / friend / carer can then be picked up by the driver who won't have your Blue Badge?



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Findings from Online Survey: Restoring Blue Badge Access Phase 2

What Information do you need about Blue Badge Holder access and where would you prefer to get it from?

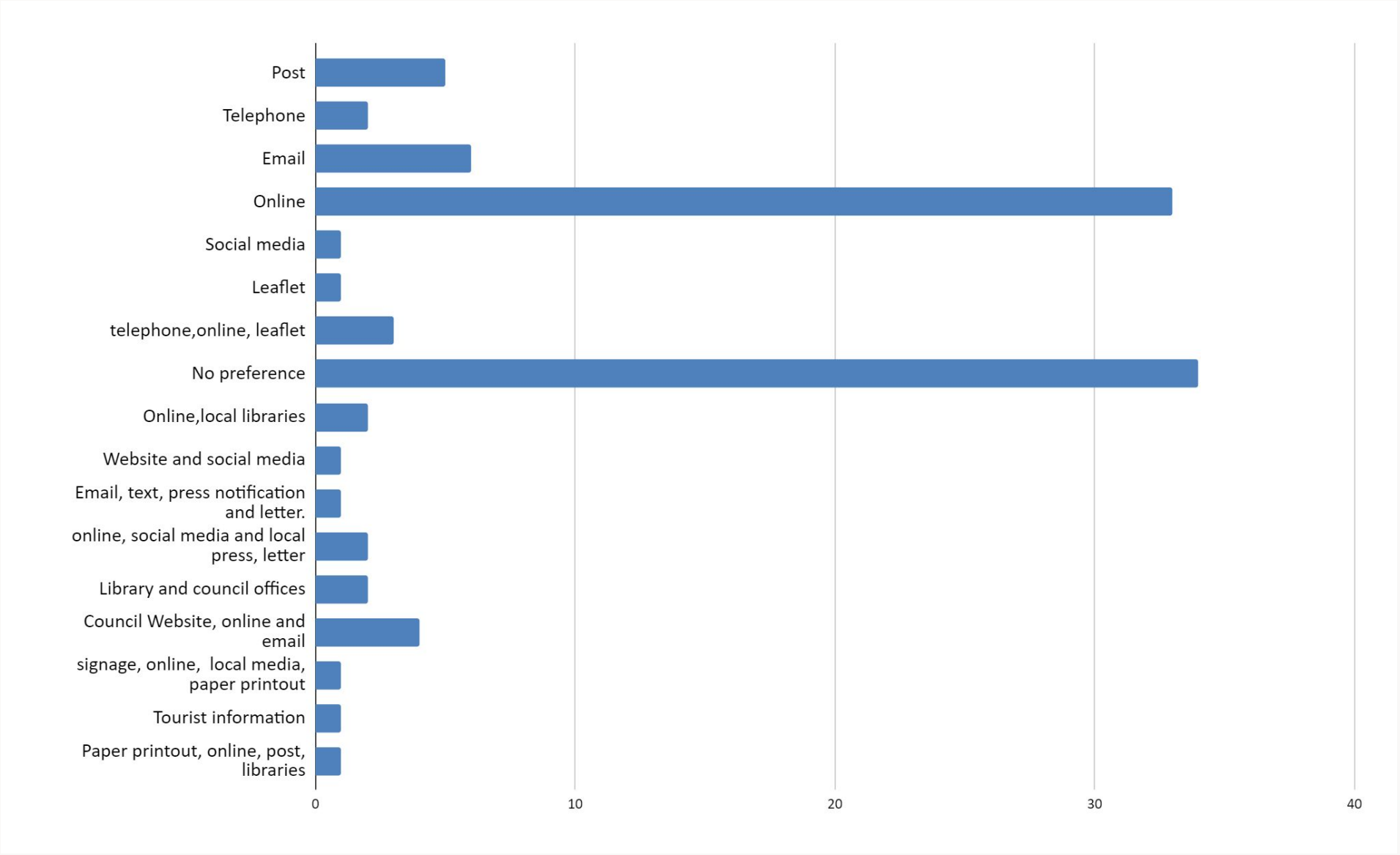
Most people said said that they had no preference to how they received information (**34 respondents**). **33 respondents** said that they would prefer to receive information online. Other responses included:

- Email
- Post
- Telephone
- Library and Council offices
- Social Media
- Tourist Information

This data highlights the wide range of different means and formats people require or prefer to receive information on Blue Badge access.

A summary of these responses are shown on the graph on the following page.

What Information do you need about Blue Badge Holder access and where would you prefer to get it from?



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Restoring Blue Badge Access: Findings

Mima have been provided with data from a survey asking for people's experiences of Blue Badge access into the footstreets since this access has been restored. A letter was sent out to all Blue Badge holders, asking similar questions to the Phase 2 survey discussed on the previous pages.

75% of people who answered this survey identified that they were a disabled person with a Blue Badge.

How can we ensure Blue Badge holders coming into the city centre by taxi or are being dropped off by family / friend / carer can then be picked up by the driver who won't have your Blue Badge?

Most people could not provide a solution for this issue, or did not answer the question. **21 people** suggested that there could be a system where drivers obtained some sort of proof that they were collecting passengers with a Blue Badge. **6 people** suggested that this could be dealt with via the marshal at the entrance to the footstreet, who could check for details or escort drivers.

Other suggestions made included the following:

- The driver having the details of the Blue Badge to match the person they are picking up; either the badge number or photo could be sent by phone.
- An authorised permit could be issued during footstreet hours.
- Designated pick up and drop-off areas.
- A marshal could check that the pick up driver has been provided with the Blue Badge details of the person they are picking up.

What information do you need about Blue Badge Holder Access and where would you prefer to get it from?

The majority of respondents said that they would like to get this information by post (**34 people**). Respondents wished to receive information on parking, and know more about the location of Blue Badge parking. Others said that the current information provided was sufficient.

Findings from Our Big Transport Conversation

Between November 2023 and February 2024, CYC held a public consultation looking at 10 policies to deliver a more sustainable future for York's transport.

For the purpose of this study, Mima have analysed responses from the Local Transport Strategy Consultation 'Our Big Transport Conversation' where questions specifically related to transport accessibility in the city centre and wider areas. Mima have focused on questions relating to the following:

- How different types of transport infrastructure is meeting disabled people's needs.
- Where people would like to see Blue Badge parking.
- Where people would like to see seating.
- People's overall experiences travelling in York and barriers to travel.

345 people that responded identified that they had a disability. Mima has been provided with responses from this group of people for the purpose of this study.



Image showing the logo of 'Our Big Transport Conversation' in yellow, blue and purple speech bubbles.

How well does transport infrastructure meet people's needs?

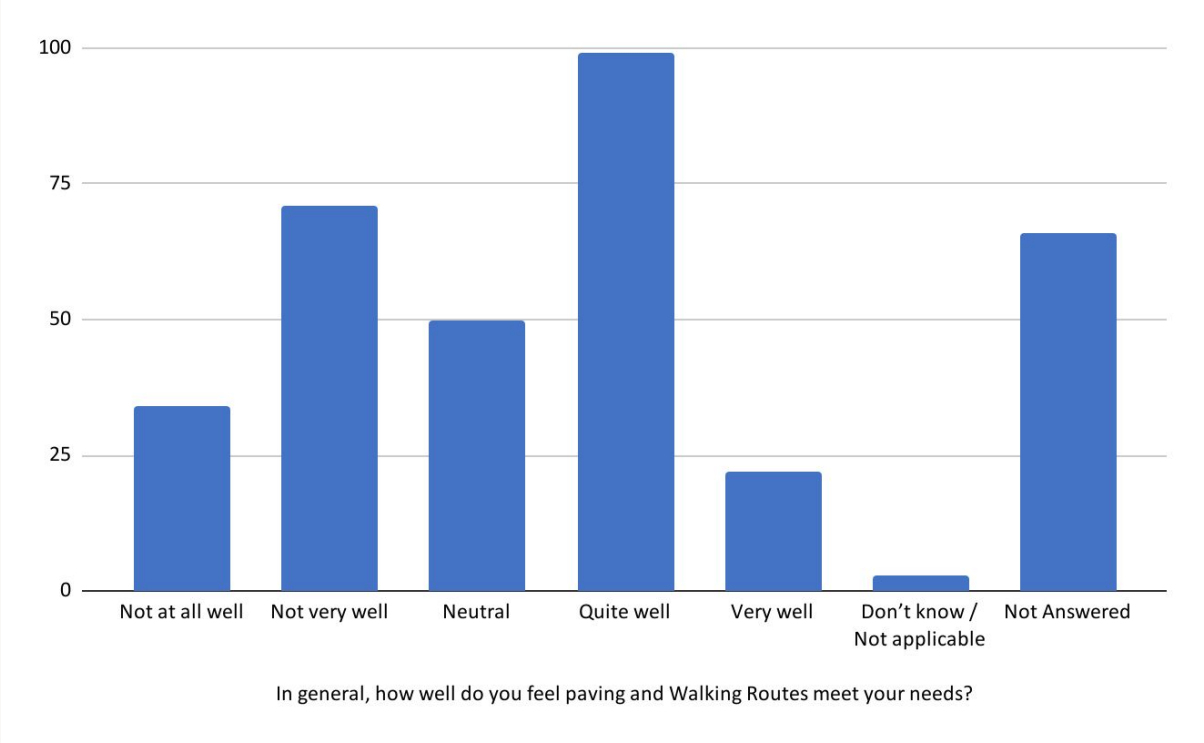
The consultation asked participants how well the following transport infrastructure met their needs:

- Pavements and walking routes
- Cycling routes
- Bus routes
- Road networks
- Taxis
- Scooter routes
- EV charging points

Each of these transport methods have been discussed in turn.

Pavements and walking routes

Out of **345 people**, when asked about paving and walking routes **35% of people** said that walking and cycling routes either met their needs very well or quite well, whereas **30% of people** said that their needs were not met very well or at all.



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How well does transport infrastructure meet people's needs?

Cycling Routes

When asked the same question about cycling routes, most participants felt that this was not relevant to them or did not answer this question. 51 people said cycling routes did not meet their needs well and 39 people said they did not meet their needs at all. This equates to **26%** of disabled respondents.

Junctions and Crossings

Participants recorded particular areas or junctions which needed attention from an accessible design perspective:

"The area between Station Rise and the Memorial is very difficult to navigate because there are no kerb edges so I am never sure if I am on a safe area or not."

"Physical features are important, such as kerb edges and barriers. For example, standing at a busy street corner crossing point, barriers are important to keep me safe and to give me confidence that I will not come into conflict with cyclists or motor vehicles."

Junctions mentioned as a text response included:

- The area between Station Rise and the Memorial.
- Poppleton Road.
- Junction of Fulford Road and Broadway.
- Riverside walk from Water End, including the path along the river from terraced houses, and the path at the start of Hospital Fields Lane.
- Parliament Street, St Sampson's Square, St Helen's Square.
- Farndale and Hartoft Street.
- Clifton Backies, the path from the nature reserve towards Blatchford Mews.
- The crossings at Bootham/Gillygate, Clifton/Burton Stone Lane, and Clifton/Clifton Green.

Blue Badge Parking Requests

Parking Requests

The survey asked respondents to tell the Council where they would like Blue Badge parking in the city centre and surrounding villages. Maps were provided for people to utilise and add ‘pinpoints’ to. Some people did not use the link and instead responded by text.

The map on the following page shows the ‘pinpoints’ and text requests in particular areas within the city centre and footstreets. These include:

Parliament Street: 29 requests are shown in the map, along the length of Parliament Street.

St Sampson’s Square: 8 requests were made around St Sampson’s Square.

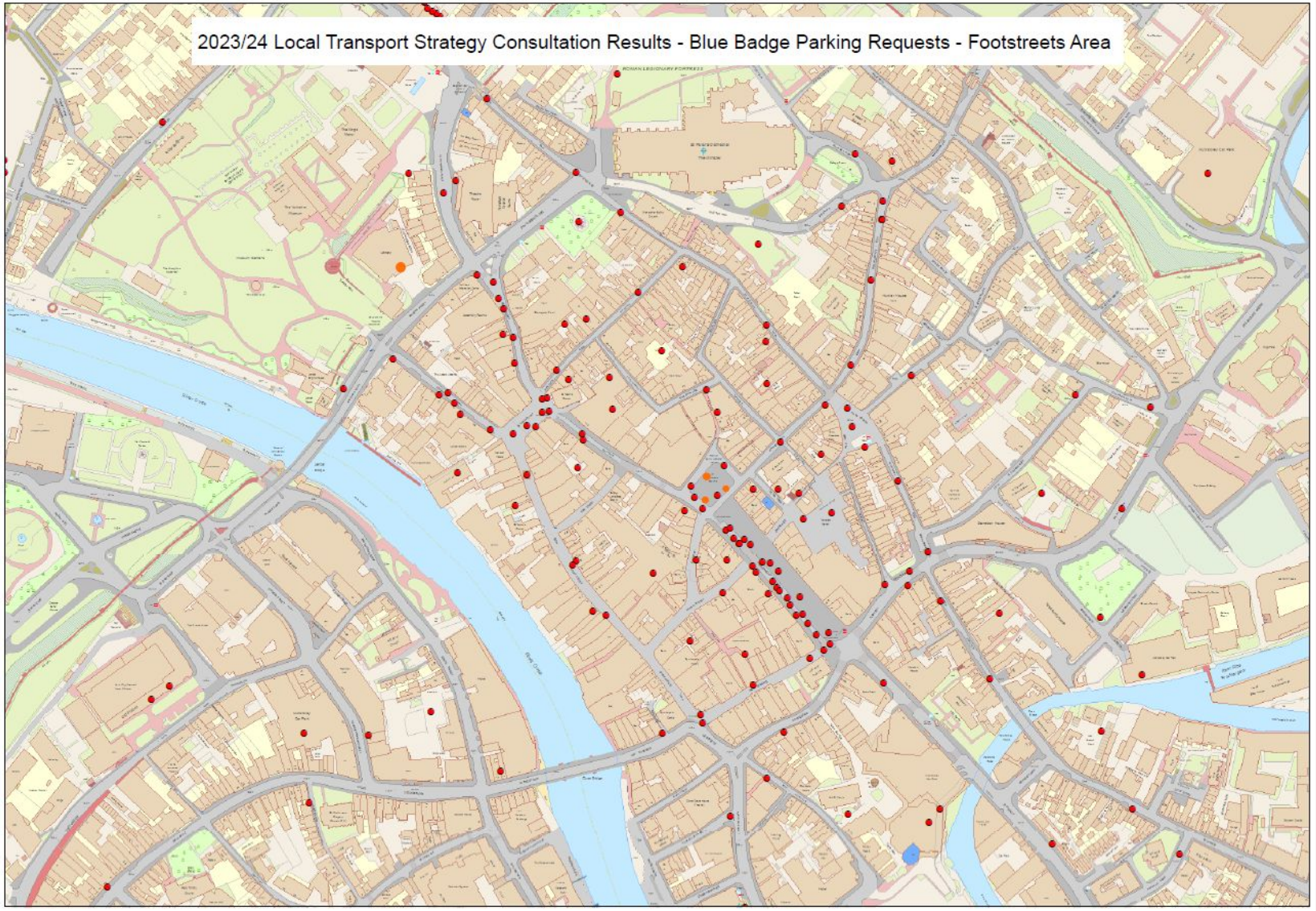
St Helen’s Square: There were **8 requests** for Blue Badge parking in this location, and further requests for parking on the streets that lead into St Helen’s Square.

Coney Street: There were **6 requests** for Blue Badge parking on Coney Street.

A high number of requests were made inside the footstreet areas, demonstrating a high demand for accessible parking in this area.

Currently, there is no Blue Badge access to some of the areas requested. An example of this is Parliament Street where most requests were made.

Blue Badge Parking Requests



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Seating Requests

Seating Requests

The survey also asked respondents to tell the Council where people would like seating in the city centre and surrounding villages. Maps were provided for people to input pinpoints on. Again, maps were provided for people to utilise and add 'pinpoints' to. Text responses varied in terms of how specific the locations were (for example 'Quaker wood area').

The map on the following page shows where respondents requested seating. Similar to the parking requests, there is a cluster of requests along Parliament Street and in St Sampson's Square (approximately **68** in total). Other areas include the following:

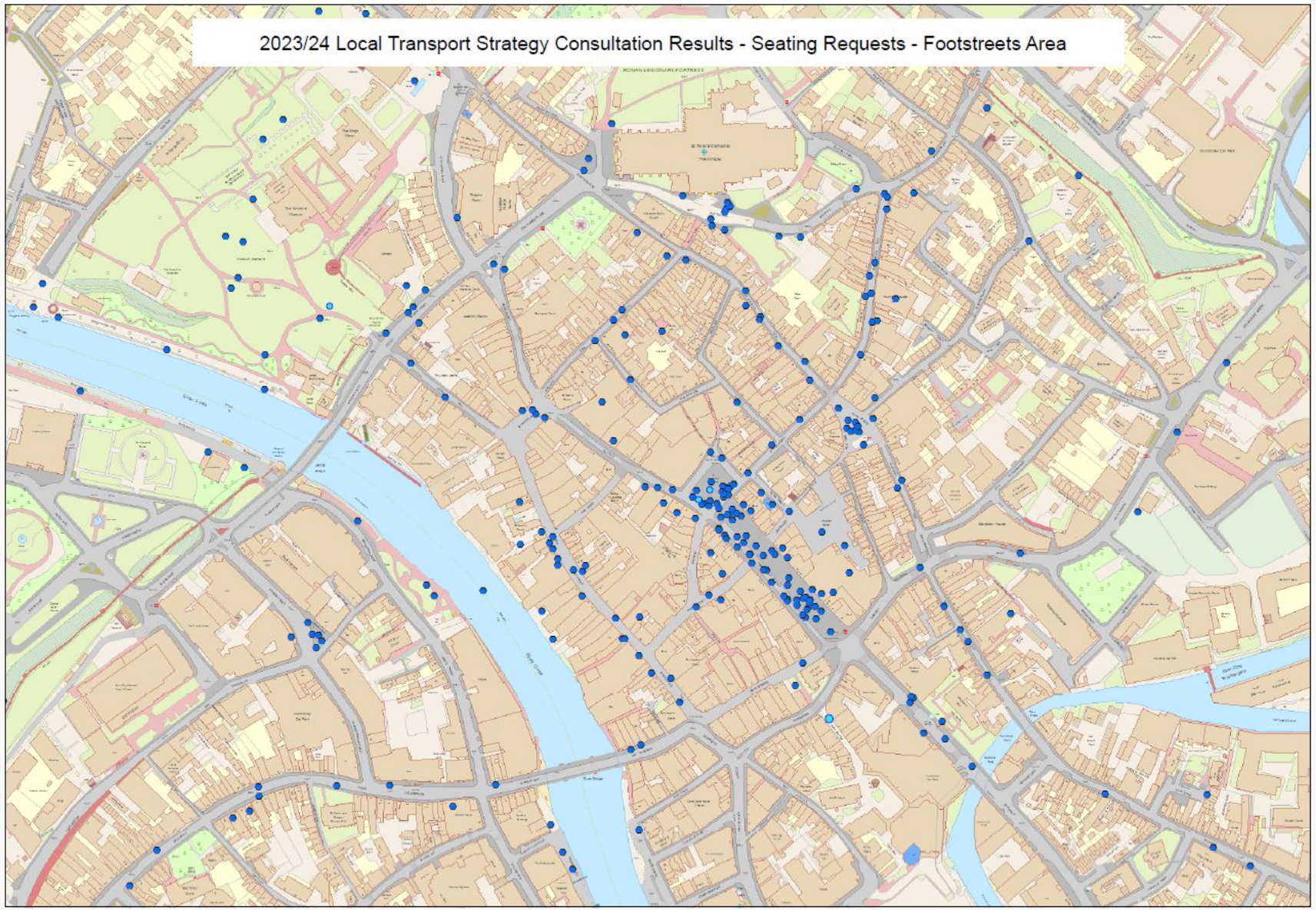
- Along the length of Coney Street (with a small cluster of requests on the junction of Coney Street and New Street).
- Kings Square.
- Along Colliergate and Low Petersgate.
- A small cluster of requests are shown on the junction of Tanner Row and Rougier Street.
- The Museum Gardens.
- Some requests along the river.
- Along Goodramgate.



Photograph showing Kings Square where seating requests were made. Seating is currently accessed via steps shown on the right of the photograph.

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Seating Requests



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Questions on Experiences travelling in and around York

Respondents were then asked about their experiences travelling in and around York, if they felt safe and if they could go everywhere they wanted to.

Responses to this question mainly focused on travel by car, walking or wheeling, cycling and making journeys by bus.

Some disabled people expressed that they have felt cut off from the city centre since the Blue Badge ban was imposed, particularly where car is their only form of transport. Other common restrictions to travel included inaccessible pavements, limited bus provision and poor and unsafe cycle infrastructure.

Other restrictions to moving around the city included:

- Poor quality of pavements impacting wheelchair users, visually impaired people, and people with pushchairs and young children.
- Unreliable bus services.
- Noise pollution (particularly for some neurodivergent people).
- Difficulty booking, or knowing the availability of wheelchair accessible taxis.
- Limited Blue Badge access.
- Abuse/lack of enforcing Blue Badge bays.
- Micro-aggressions towards disabled people
- Temporary access/roadworks (Leeman Road).

> “There's so many great things in York that I just can't get to and it makes me feel like these things aren't meant for people like me. We're saving up for a car because of it.”

> “I feel quite safe in York city centre, but I don’t feel like I am able to go everywhere I need to because of lack of public transport.”

> “I use cycle paths where there are some but they're often either poorly maintained or add unnecessary distances to work journeys. Apart from dangerous drivers and inadequate cycle lanes, numerous potholes make cycling even less pleasant and sometimes outright dangerous or painful. I have arthritis and sometimes feel every bump and jolt but I don't have another choice.”

Questions on Experiences travelling in and around York

Bus Routes

35% of disabled respondents felt that current bus routes did not meet their needs well or at all. Respondents were asked if buses (and trains) were accessible to them. Most people said that buses and trains were not accessible to them. The following barriers experienced and noted when using buses included:

- Unreliability of buses.
- Too expensive.
- Too infrequent.
- Inadequate wheelchair space on the buses.
- Limited capacity for wheelchair users (only one allowed on).
- Buses are too crowded.
- Lack of audible announcements on buses.
- Bus stop seats not being accessible.
- Lack of awareness training for bus staff.
- Lack of awareness on buses for people with non-visible disabilities.
- Limited time options to use a bus pass.
- Not enough space for pushchairs.
- Too daunting to use.
- Bus stops too far to walk to.

Two respondents added that driving is a more accessible option for them than bus travel.

When asked about improvements, respondents said they would like to see:

- Accessible live bus information.
- Better shelter.
- Accessible seating.
- Better accessibility for visually impaired people.
- Raised pavements.
- Space around the bus stops (including space for wheelchair users).

Barriers to Taxi Travel

When asked about booking a wheelchair accessible taxi or private hire vehicle **27 respondents (8% of the disabled people taking part)** said they had problems with these not being available to book. Common barriers included:

- Problems with the location of the taxi stand.
- Problems with seating whilst waiting for a taxi.
- Problems getting information relating to an accessible service.

Questions on Experiences travelling in and around York

Barriers to Train Travel

Respondents were asked to describe any barriers when using York or Poppleton Railway stations. Barriers that were noted at York Station included:

- Broken lifts at York Station (this was mentioned by **11 people**).
- Assistance desk/ area is hard to use for a visually impaired person.
- Signage needs improvement.
- Not enough cycle parking.
- Car parking is too far away.
- Not enough seating.
- Lots of announcements can cause overwhelm for autistic passengers.

"I struggle at York station as there often isn't many seats available. There is also often a broken lift which I know can't be helped but it doesn't seem to get fixed very quickly? Other than that I find it quite accessible though and the women's toilets are always clean!."

"The signing of lifts at York railway station needs improvement (text as well as box symbol, which can be mistaken for a toilet). I've often seen people struggling, probably because they haven't been able to find the lifts."

Workshop Findings

05

Council Action, Strategy and Culture

This section of the report focuses on Mima's findings from the independent workshops held with York residents, disabled people and city centre businesses in March 2024. For ease and action, findings have been grouped into themes.

Council Action

In the disabled residents workshops, the majority of participants said that they had experienced consultation fatigue and that Council action has been too slow. Participants referred back to existing recommendations in the Martin Higgitt report and felt that many of these still applied, and should be actioned.

Training for Council Staff

During the workshops, participants expressed that they felt that there is a lack of awareness amongst decision makers when it comes to improving accessibility. Several participants suggested that Council officers, designers and decision makers should receive disability awareness training. There is also a desire to see disabled leaders within the Council.

Participants felt that better training would help officers understand the impact their decisions have on disabled people, and that this would help inclusivity to be implemented at the start, avoid retrofitting and the need for so much consultation.

An Accessibility Charter

An accessibility charter similar to 'One Planet York' was suggested to help make sure accessibility is part of all Council decisions. A draft version of a street charter has been co-produced by various disability organisations and was sent to Mima following the workshops.

Engaging with Disabled People

All disabled residents felt that disabled people should be more involved in the design process as well as 'testing' new and existing spaces to help identify barriers.

> "Disabled People need to feel confident that the Council are listening." - Disabled Resident.

Pedestrian Spaces: Footpaths and Crossings

Pavements and Footpaths

Crowded spaces in the city centre was described as a barrier for some participants from the learning disabled community, this was reported to be particularly problematic around Betty's Tea Rooms and The Shambles.

Participants with mobility impairments and wheelchair users highlighted poor quality footpaths and the lack of dropped kerbs, or dropped kerbs which were not level with the pavement, as being both inaccessible and a safety issue. This was noted to be particularly bad on Parliament Street. Whilst some participants supported the principle of a pedestrian space in the city centre, they felt that this could be more inclusive for disabled people.

Tactile guidance paths in the open area around the Minster and the Art Gallery were considered positively. Coney Street was considered to be better than other areas, in terms of quality of the footpaths.

Crossings

York was described by several participants as "notoriously bad for short crossings" (in terms of length of time to cross), however the principle of having more controlled crossings - and particularly those with detection systems - would be beneficial for many of the participants we spoke to, including those from the learning disabled community.

Mima Commentary

Pavement accessibility was one of the barriers mentioned most frequently in the workshops and had a significant impact on travelling around the city safely. It impacted visually impaired people, wheelchair users and people with ambulant mobility impairments. This is also likely to impact other groups such as people with pushchairs and older people. These results align with findings from online consultations.

Pedestrian Spaces: Footpaths and Crossings

Suggestions for Improvements

Participants emphasised the need to find a balance between retaining the ‘character and charm of the area’ and improving accessibility. It was also pointed out that improvements to pavements could be ‘quick wins’ that are easily actionable. Suggestions included:

- A maintenance plan, which focuses on notably bad locations first (e.g. Parliament Street).
- Consistency when applying tactile paving (design, placement and contrast).
- Longer crossing times at controlled crossings, and further installations of detection systems to prevent changes to traffic whilst pedestrians are still crossing.
- Kerbs should be designed to have a sufficient gradient that can be detected by a cane.

> “Do not tarmac over York, but please do maintain it.” - York Resident.

Pedestrian Spaces: Pavement Cafés

Pavement Cafés

For disabled people, pavement cafes can be a barrier when not implemented in an accessible manner. For example they can impact visually impaired people navigating this space safely, and can narrow pavement widths for wheelchair users and other mobility aid users. Several participants highlighted that many disabled people were not against pavement cafes in principle, but highlighted the importance of maintaining an accessible layout, design and presence.

Businesses highlighted via surveys sent out and in the May workshops that these spaces were important and generate an income particularly in the spring and summer months, where these spaces were used by a variety of people, including disabled customers.

> "There is a huge conflict between businesses and disabled communities with issues such as pavement cafés. Businesses are likely to cut corners due to time, space and resources." - Workshop participant.

> "Issue with pavement cafés is not that businesses disagree that design, layouts etc. need to be tightened up, but that the new guidelines came in without any consultation." - Workshop participant.

Mima Commentary

City of York Council currently require a licence to put table and chairs outside of a premises. CYC have produced a set of guidance notes which sets out the approach to issuing pavement licences, this can be found on the CYC pavement café licence guidance page.

In terms of accessibility, in York licences are required and the following is required by the adopted guidance:

- On footways, the café furniture (including barriers) will need to leave at least 1.5 metres available for pedestrians to get past. This is increased to 2 metres for high pedestrian flow areas (for example busy junctions, areas near pedestrian crossings or near bus stops).
- In the pedestrianised area or where traffic is restricted, it may be possible to license a pavement café area on the carriageway. The café furniture (including barriers) will need to leave at least 3 metres available on the carriageway (minimum width required for emergency vehicle access). In some cases, an alternative access arrangement for emergency vehicles may be agreed with the emergency services. Where this is possible, a corridor for passing pedestrians with a minimum width of 1.5 metres will still be required, increased to 2 metres in high footfall areas.

Pedestrian Spaces: Pavement Cafés and Seating

Mima Commentary

The wording on the CYC website is generally aligned with national guidance relating to pavement widths and pavement cafes, as set out in DfT Inclusive Mobility, 2021:

- Under normal circumstances a width of **2000mm** is the minimum that should be provided, as this allows enough space for two wheelchair users to pass, even if they are using larger electric mobility scooters. Local authorities should take a proportionate approach if this is not feasible due to physical constraints. A minimum width of **1500mm** could be regarded as the minimum acceptable distance between two obstacles under most circumstances, as this should enable a wheelchair user and a walker to pass each other.

This guidance is in place to ensure there is sufficient space for pedestrians including wheelchair users and mobility scooter users. This is also beneficial for people who fall under other protected characteristics, for example an older person using a mobility aid, or someone with a pushchair.

Seating

There is a desire for quiet clusters of seating away from crowds of people, where people can rest or eat their lunch (and that only residents might be aware of). This should be inclusively designed and tested by disabled people. One location for seating that was suggested was by the fountain on Parliament Street.

Some businesses felt that the pedestrian space around Parliament Street should be managed better, particularly in regards to seating during event times.

Signage and Wayfinding

Barriers to Access

Signage and wayfinding was described as difficult by representatives from businesses in the workshops, and as potentially having a negative impact on visitor awareness of certain areas and the businesses in them.

> "Narrow streets are part of the charm, but navigation is almost impossible, especially for those who are unfamiliar with York." - Business Representative.

The lack of signage in relation to parking near to the HVM bollards was considered to be poor, resulting in drivers not knowing what to do, and pedestrians feeling unsafe. This was also true for some Blue Badge holders travelling into the footstreets. This is a challenge noted by both Blue Badge holders and businesses.

Mima Commentary

Mima are aware that the Council have recently installed signage for Changing Places facilities across the city centre, in addition to improved signage for these toilet facilities in car parks.

Suggestions for Improvements

A number of participants (including two business representatives, members of the learning disabled community, and several disabled participants) suggested an 'accessibility hub 'which could provide on-the-ground information on accessibility. West Offices were suggested as a potential suitable location for this hub. This led to additional discussions suggesting more information could be provided in rail stations (across the UK).

Another resident suggested that a large map should be made available in the city centre which shows accessible features and facilities.

Cycle Infrastructure

Cycle Infrastructure

Workshop participants highlighted the following challenges and barriers:

- A lack of defined cycle lanes which could create more distinction between pedestrians and cyclists.
- Unsafe cycle infrastructure (on roads).
- Restrictions in the footstreets meaning cyclists have to dismount has greatly and negatively impacted delivery drivers using this space, leading to a loss of jobs in some cases.
- Poor quality cycle paths (e.g. potholes).

Some participants used cycles to access York as a means of transport and for work, and commented on the poor quality of cycle paths, the lack of cycle infrastructure in the city centre as a whole and the difficulty of using the footstreets without a cycle.

No one in the workshops said that they used adapted cycles, however one person used a cycle as a mobility aid, and commented that the restricting cycle access to the foot streets has had a negative impact on disabled people who use cycles as a mobility aid.

Suggestions for Improvements

Suggestions for improvements related to the wider cycle infrastructure around York and in the footstreets, and included the following:

- Safer cycle routes.
- More clearly defined spaces for cyclists and pedestrians to improve safety.
- Access to the footstreets for cyclists, including cyclists who access spaces for work (for example, food delivery).
- More cycle parking for people working and living in York.
- Allowing cycles into the footstreets, including people who use a cycle as a mobility aid.
- Better connectivity for cycles in the city centre.

Some participants felt that cyclists should not be allowed in the pedestrian zones, and that this should be better policed, whereas others thought there should be defined cycle routes through the footstreets. In summary, the issue of cycle infrastructure continued to promote mixed feelings and feedback throughout our workshops.

Cycle Infrastructure

Following the March and May workshops, the York Cycle Campaign got in touch with Mima to provide perspectives of disabled cyclists in York. The YCC is a stakeholder group with a strong track record of supporting city centre access for disabled cyclists. The York Cycle Campaign have created several documents which were highlighted in their correspondence as being relevant to this study:

Inclusive & Disability Cycling in York, A Report to City of York Council, July 2021. This sets out a number of recommendations and actions to improve the design for Inclusive cycling in York including provisions for inclusive cycle routes, temporary cycle routes, cycle storage and parking within the Footstreets.

42 Ways to Transform York A report by the York Cycle Campaign which includes a section on making York accessible for everyone.

Mima spoke to three cyclists following the second workshops in May, to understand their experiences of cycling in York, these cyclists used a cycle as a mobility aid:

- The consensus of opinion between these participants was that there is a different culture/attitude towards cyclists in York in comparison to other places, and that cyclists are viewed negatively by pedestrians. It was felt that this is something that has developed over time as a result of Council actions.
- For people that use cycles as a mobility aid, one of the biggest barriers is accessing the footstreets, this has resulted in some disabled people being 'locked out of the city centre'.
- There is a lack of secure, accessible cycle parking.
- Arriving and leaving the city centre is the main issue.
- The anti-terror bollards on St Andrewgate are narrower than LTN 1/20 says is the minimum.
- Cycling on Blake Street is on a level, wide road but there is only one way into Blake Street; people cannot cycle out again and have to dismount as a pedestrian. If unable to push a cycle and use it as a mobility aid, it is impossible to exit here safely.
- Low Ousegate - the space is cluttered with signs and the pavement is narrow; adding cyclists into this space creates stress for all and 'pits all types of active travellers against each other'.

The York Cycle Campaign highlighted that the Martin Higgitt Report identifies that the lack of city centre access for cyclists presents as a major obstacle for many cyclists such as those using cycles as a mobility aid, cycle couriers, people carrying small children and shopping on their bikes and some women who feel safer on their bike (rather than walking or using public transport).

Cycle Infrastructure

Participants' suggestions for Improvements

- Introducing a Blue Badge cycling scheme to allow access to the footstreets.
- Secure, accessible cycle parking.
- The Council should aim to lead a shift in culture in terms of how cyclists are viewed.
- Improved connectivity of cycle routes (particularly where cycle lanes just end part way along a route).
- Areas where there are wider pavements have the potential to accommodate cycles and pedestrians.
- Allowing cyclists access to the footstreets, via accessible routes.
- Some participants were in favour of shared spaces over segregated cycle routes. This opinion contrasted with views from blind and partially sighted participants in the workshops who expressed a need for more distinct and segregated cycle routes which can be clearly identified.

All three participants we spoke to were in favour of enabling disabled cyclists access to the footstreets. In addition to this, participants were in favour of opening up this space to cyclists in general.



A photograph provided by a participant of Nessgate/Low Ousegate taken in May 2024, looking towards Spurriergate, showing bollards, temporary yellow signage, and pedestrians using this space.

Cycle Infrastructure

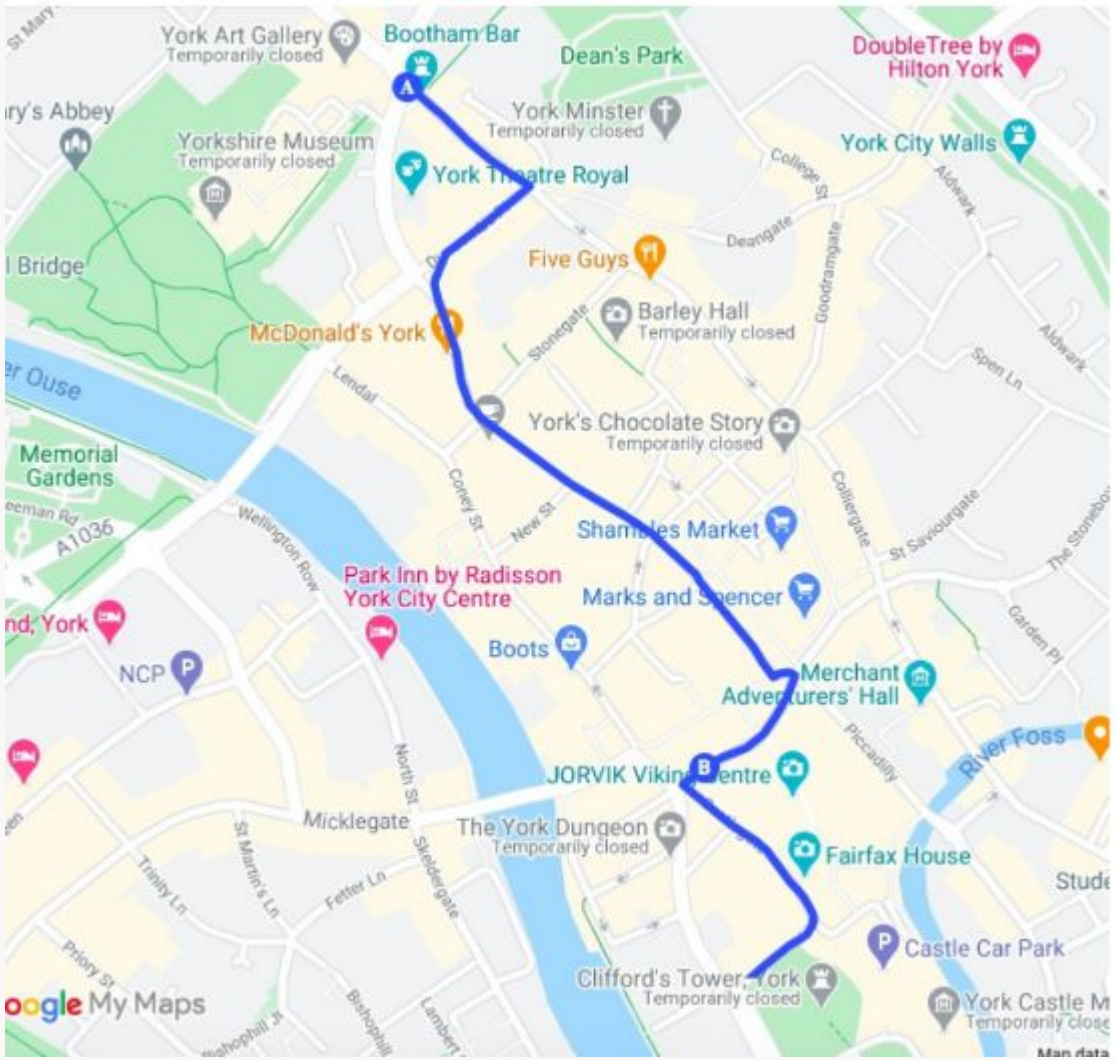
The discussions that took place acknowledged that there are differing views amongst the disabled community with regards to cycle access and use in the city centre. Many disabled people rely on cycling as a mobility aid and form of transport, and benefit from low traffic, or pedestrianised spaces. Whereas other disabled people do not or can not use cycles and rely on vehicle access as their only means of accessing the city centre.

Mima Commentary

The footstreets prevents access by vehicles, including bikes and cycles between 10.30am and 5.00pm.

Nationally, adapted cycles are not currently considered a mobility aid, although there have been campaigns to change this. Mima understand that there are not currently any exemptions in place which allow disabled users to access the footstreets using an adapted cycle.

In 2021, the York Cycle Campaign proposed a 24/7, two-way north-south cycling route shown on the adjacent map, which was welcomed by some participants. This proposed route would run through the city centre utilising the widest streets of Castlegate, Parliament Street, Davygate, and Blake Street. YCC also noted that kerbed footways would be proposed either side, creating a distinct pedestrian edge and ensuring blind and partially sighted people are not disadvantaged.



Cycle route through the footstreets suggested by the York Cycle Campaign.

Public Transport

Most discussions on public transport within workshops focused on access to bus networks across York. Barriers that were discussed included:

- Not being able to access bus services in a powerchair.
- A lack of concessions during certain times (including before 9am).
- Bus passes and concessions being limited in their 'lifespan', even when conditions that individuals have will not change.
- A lack of awareness on buses of non-visible disabilities, and not being able to get a seat.
- Bus routes not being near to where people live or want to travel to.
- Unreliable bus services.
- Travel training being difficult to access.

Positive experiences included the provision of audio announcements on buses, and the presence of talking bus stops in some locations, which benefit people who can not access visual information easily such as visually impaired people and people with learning disabilities.

Poor bus services also have an impact on businesses operating in the city centre where parking is expensive, and staff need to access work.

> "Talking bus stops are a game changer along with the audio announcements on board the new fleet of busses. There needs to be a standardised design across all bus stops in the inner and outer city." - Disabled Participant.

Suggestions for Improvement

Suggestions for improvements to transport included:

- The reinstatement of the Dial-a-Ride service.
- The organisation of familiarisation training for people with learning disabilities and neurodivergent people, on how to use the bus.
- Better awareness of non-visible disabilities.
- Introduction of talking bus stops across the city.
- A more reliable and more frequent bus service.
- Buses that can accommodate for larger wheelchairs and mobility scooters.
- Disability awareness training for bus staff.
- Involvement of disabled people in new infrastructure projects such as York Station Gateway.
- More accessible seating at bus stops.
- Better access to travel training and further support for people with learning disabilities using public transport.
- Access to easy read information.

Vehicle Access to the Footstreets

Experiences accessing the Footstreets

In the workshops, participants were asked if they had experience accessing the footstreets via the two access points. Most people who attended the workshops had not experienced this, and many were not aware that they could now access the footstreets using a Blue Badge.

Two participants had a positive experience passing through the Goodramgate bollards, noting that staff members were there ready to let them through and that pedestrians did not cause too much of an issue. Others described challenges of knowing where to go and where to park, and found it difficult to navigate the space when there was a high volume of pedestrians.

It is clear from the workshop and survey data that there are divided opinions on access to the footstreets. Many Blue Badge holders rely on their car to access the city centre, and need to park close to the space or premises they are visiting, and otherwise cannot access many parts of the city.

Some participants described not being able to access the city centre at all since access restrictions were put in place for Blue Badge holders. Another did not feel comfortable driving into the footstreets anymore due to the volume of pedestrians and instead now uses taxis.

Opinions from businesses on vehicle access to the footstreets were mixed, the data captured highlighted the following themes and sentiments on vehicle access:

- Businesses experience difficulty getting deliveries to their premises.
- There are challenges with the number of vehicles in the morning.
- Some businesses felt that there should be no access for any vehicles to the footstreets when the barriers are active, including Blue Badge holders.
- Vehicle movement is made more difficult and unsafe as a result of the amount of bollards, meaning drivers have to do 3 point turns in shared pedestrian spaces, such as St Sampson's Square.

Mima's Experience accessing the Footstreets by Car

Mima consultants drove into the footstreets via the Blake Street barriers in March 2024 in order to carry out our workshop at St Sampson's. Our first challenge was knowing which access point we should use to get as close to St Sampson's as possible.

Once accessing the footstreets, the space was busy and it was difficult to know where we were permitted to park due to a lack of signage or marked bays. It was also challenging to negotiate the space due to the number of pedestrians. The marshal at the barrier helped to indicate where we could park, and how to exit. We noted that we would have benefited from signage confirming parking and routes out of the space.

Vehicle Access to the Footstreets

Alternative Method of Access

During the workshops, participants were asked for their suggestions on alternative ways to access the footstreets.

Suggestions included:

- Automatic number plate recognition, having registered or booked in advance and inputted Blue Badge details.
- An pass with access for a limited period of time to make access into the centre of York safer.

The principle of an online booking system was the most popular alternative option, however many residents also noted the complexities of how this might work in practice, and how distinctions may be made between residents needing regular access and visitors requesting access for a day. No participants were aware of anywhere else where a similar solution had been implemented.

Several participants felt that having a technological alternative to a staffed barrier would be a better use of Council spending.

Participants raised concerns about the introduction of such a solution, particularly in ensuring this is accessible. For example, would people need to be able to physically hold a Blue Badge up to a camera?

Mima Commentary

There is no one clear solution to providing access using technology alone. A summary of how this is managed in other cities is provided below:

Chester: Access to pedestrian areas when bollards are in place requires drivers to show their Blue Badge to a marshal on a gate. This is a similar set up to the process in York. Further information on how accessibility is managed in Chester can be found in Chapter 9 of the accompanying benchmarking report.

Bath: Bath's City Centre Security Scheme has continued to evolve following a ban on all vehicles, including Blue Badge holders, into certain areas of the city centre in 2022. Further information on these measures, and how the current system works, can be found in Chapter 7 of the accompanying benchmarking report.

Parking

Accessible Parking

Many participants felt there was not enough Blue Badge parking, and a need for more accessible parking provision around the city centre in general, however they also felt that the details of how this is provided should be reviewed further by the Council.

People noted that the overall availability of accessible parking was an issue, and that levels should be returned to the pre-pandemic amount. Others highlighted the need for increased number of bays across different parts of the city, rather than Blue Badge parking being provided in one specific area.

Participants felt that Blue Badge parking was not well enforced, which limited the number of overall spaces available.

Whilst this study focuses on city centre parking, some participants said that they found it difficult to find accessible parking in areas outside of the city centre such as Acomb.

Suggestions for Improvements included:

- A request for a dedicated Blue Badge car park next to the Castle.
- Accessible parking to be made available on Davygate (where the loading bays are).
- Accessible parking to be made available on Goodramgate.
- Accessible parking to be made available on Duncombe Place.
- Accessible parking to be reinstated on St Sampson's Square (where the taxi rank is), participants noted that there used to be accessible parking in this location.

Participants were generally not in favour of accessible parking being located further away from the city centre. If parking were to be proposed further out, an alternative means of transport such as an accessible shuttle bus was suggested. It was, however, also noted that the pick up/drop off location and timetabling of this service would need to be carefully considered in order to provide users with an equitable experience.

"Behavioural change is also vital, those who misuse accessible parking spaces should be held to account." - York Resident.

Shopmobility

Shopmobility Service

A number of disabled residents feel that the Shopmobility service is not well located, with added frustration that this issue has previously been raised numerous times but little has changed. Two disabled participants really liked and benefited from the current Shopmobility service, with all other responses relating to negative experiences.

Participants in the disabled residents workshops felt that the current location of Shopmobility is inaccessible and unsafe. They felt the service could be better used and celebrated if it was better placed and advertised. In terms of location, consensus was that Shopmobility should offer ground floor access (which avoids people having to use lifts, as is the case with the current location).

Participants highlighted that the community bus scheme that was made available during the blue badge ban to get to Shopmobility did not work well, and were concerned about anything like this being reinstated again if the Shopmobility location were to change.



Left Image: Vehicle entrance to the Coppergate Centre Car Park. Right Image: Shopmobility offer on the second floor.

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Car Parking Proposal in the Footstreets

As part of Mima's workshops, participants were asked to review a potential solution proposed by the Council, to provide up to five accessible parking bays around St Helen's Square - two on Blake Street, two on Davygate and one on Lendal. These bays would allow for longer parking durations than the current 3 hours on double yellow lines, and provide ease of access to city centre restaurants, the cinema and Guildhall, the main venue for Council meetings.

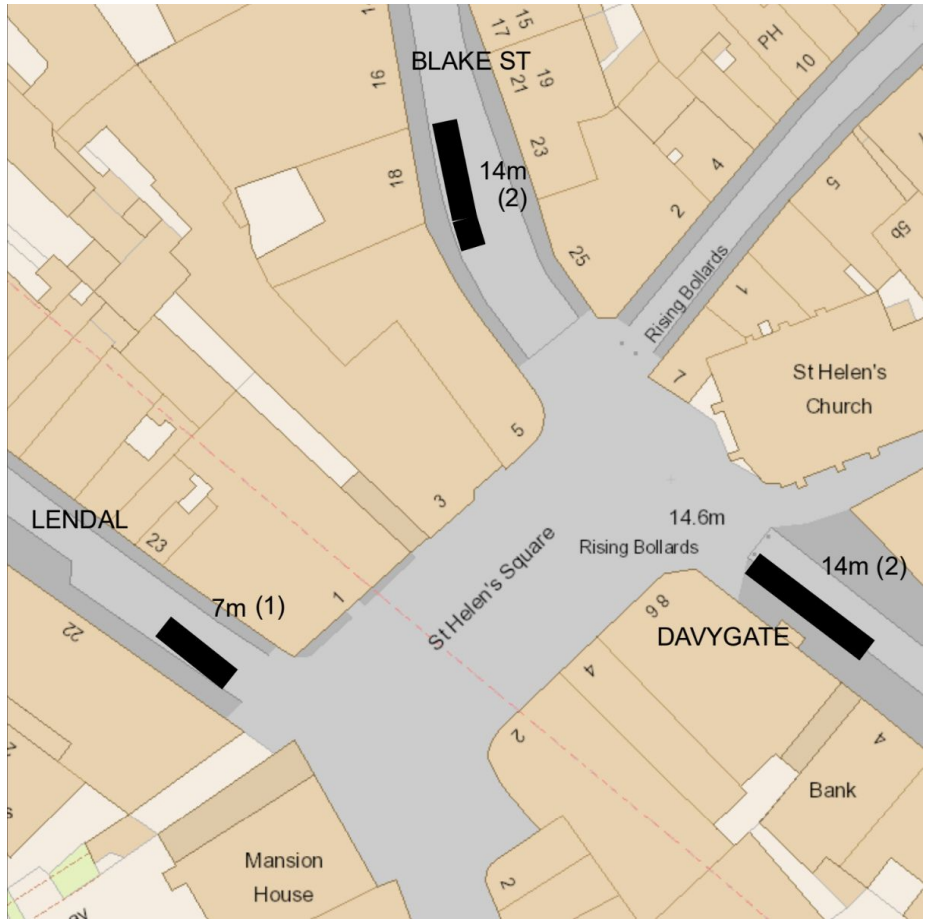
This solution would not provide more parking spaces, just more 'official' ones with a longer parking duration. Participants were made aware in workshops that bays like these of the correct dimensions would be likely to reduce double yellow line parking capacity in some areas.

The Principle of more Formalised Parking Bays

The majority of disabled residents felt that the proposal was a good starting point, but was not enough and that the overall provision of accessible parking should be increased (back to pre-pandemic amounts). The lack of formal parking spaces was noted to be a particular challenge for people who need space to the rear of the vehicle for wheelchair access and that consideration should be given to how space can be provided for Wheelchair Accessible Vehicles (WAVs) with rear ramp access.

There was, however, concern relating to this being an experimental order, and that this might be 'done and never looked at again', causing issues with changes to surrounding infrastructure and a long-term lack of accessible parking.

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Map showing the location for potential Blue Badge parking on Blake Street, Davygate and Lendal.
*Since the writing of this report, Mima understands that these bays have now been implemented.

Car Parking Proposal

The Principle of more Formalised Parking Bays

There were conflicting opinions on the removal of the cycle parking bays on Lendal in order to install a potential second accessible parking bay in that area (with particular resistance from delivery drivers and cyclist group members). Some, not all, disabled participants were in favour of removing cycle parking on Lendal. The wider residents group highlighted the need for cycle parking and improved cycle infrastructure in this area given there is not enough cycle parking in the city in general.

Time Duration

Responses were varied in relation to the time limit which should be imposed for these proposed accessible bays. Two disabled residents were not supportive of parking spaces being available for more than 3 hours as it would reduce the overall number of people who could use the parking bays. More participants were favourable of the parking bays being available for longer than 3 hours, with suggestions such as half days or 5 hours being mentioned to allow a slight flex for leisure activities, in particular. There were concerns from some participants that an unlimited timeframe would limit overall availability of the bays.

It was raised that communication, signage and information would need to be a key consideration if this solution were to be implemented, to ensure that people know these bays are available and how they can be used.

Location

Two participants suggested that the proposed spaces outside McDonald's would be in the incorrect location as it is too busy with pedestrians and deliveries, and does not always feel safe. There were also discussions relating to crowds outside Betty's on Davygate, and how this might relate to difficulty getting in and out of vehicles, or social anxiety in doing so.

Additional Comments and Suggestions

Participants highlighted that pavement infrastructure would need to be considered where new Blue Badge parking bays are to be installed, this includes access onto the pavement via dropped kerbs or raised crossings, and the overall accessibility and quality of the pavement. The existing pavement surfaces in this area were described as a barrier and safety concern for many disabled participants, and the vast majority of workshop attendees as a whole.

Access to Information and other Services and Facilities

Lack of Online Information

Disabled residents, in particular, feel that there is a distinct lack of online and printed accessibility information, including information on maps and signage around the city centre. Most workshop participants we spoke to had not realised that the Blue Badge access into the footstreets had been reinstated, for example.

Where online information is provided it was suggested that this is currently disjointed, with information spread across different platforms.

Toilets

Improved, free and well-maintained toilets are needed in the city centre. One participant expressed the need for larger accessible toilets which can accommodate mobility scooter users. A number of people highlighted the importance of providing Changing Places facilities, which should be installed alongside all other public toilets.

The toilets behind Coppergate were described as not fit for purpose by one resident. There was some confusion in one workshop on where current accessible toilet facilities are located, and which ones are currently open, including the Silver Street toilets.

During the May workshops, Mima discussed the idea of a community toilet scheme with participants, similar to other community toilet schemes that have worked well in other cities in the UK.

There were some concerns that businesses would not want to participate in such a scheme if they were required to provide a new toilet facility. They were assured that this is not the purpose of the scheme, and rather it is for existing facilities to be advertised and celebrated.

Discussions took place about the purple pound, and many participants felt that businesses could make their spaces more attractive to disabled customers if they advertised their accessible facilities.

This led to further discussions around how businesses could better promote their facilities through platforms such as Euan's Guide, AccessAble and Sociability.

Access to Information and other Services and Facilities

Suggestions for Improvements for Information

There is a desire for improved information on accessibility physically in the city centre and online. One participant suggested that there could be inclusively designed signposted routes around the city centre for people using mobility aids.

It was suggested that toilets could be better advertised so both residents and visitors can easily find them.

In terms of online information, it was suggested that access information could be better streamlined across one main platform, particularly information provided on Travel York, Live Well York and the CYC website.

Another suggestion was to provide information to help support businesses wanting to make access improvements to their buildings and services. Some of these could be quick wins, for example providing a 'ring for assistance' bell.

Participants also suggested that they would welcome access to:

- The reporting of issues (knowing what has been logged and what action has been taken).
- A notice board in the city centre where people can share their ideas for improvements.

Mima Recommendations

06

Short Term Recommendations: Blue Badge Parking

Improved Online Information on Blue Badge Parking

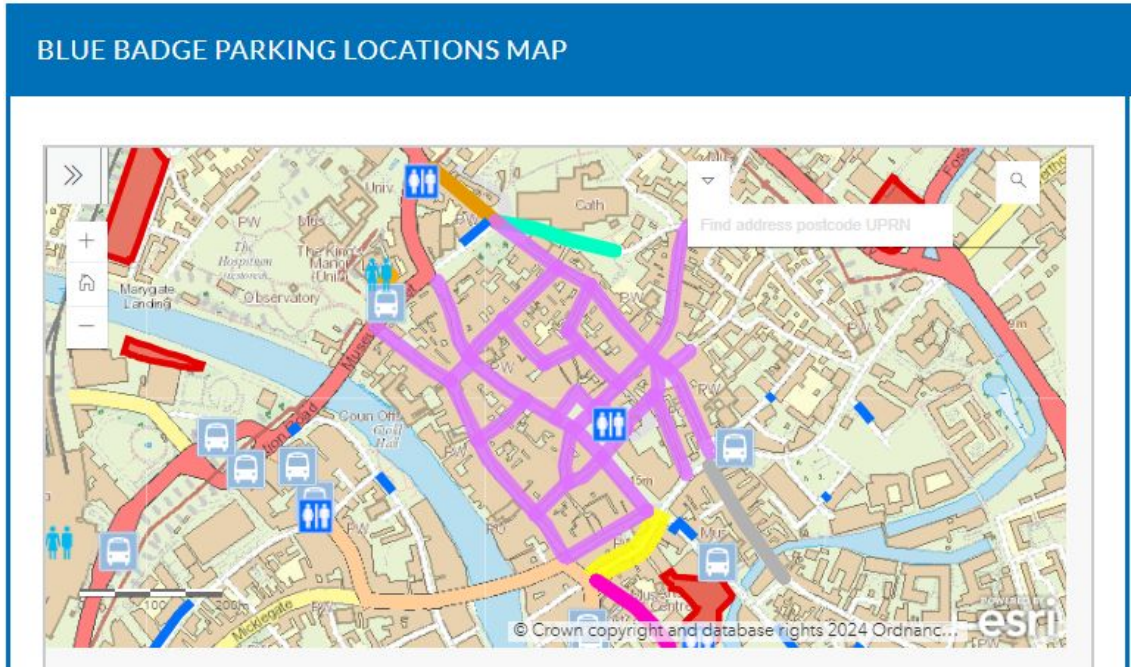
It is recommended that information on Blue Badge parking is better promoted, including for on-street parking. Information should be available in a variety of different formats and should be communicated through a variety of different channels.

Information should be kept up to date. It should be clear when online information was last updated, to ensure information is accurate.

Improved information on accessible parking was something that was raised in almost all the workshops we carried out, it is suggested that this is a short term, 'quick win' priority for the Council. Participants expressed a need for more information on facilities such as toilets and parking. The interactive access map and downloadable PDF show locations of Blue Badge parking, which provide useful information, however our research suggests that people are having difficulty finding this information and it is not updated regularly enough.

Most respondents were in favour information on access (including Blue Badge parking) to be on one webpage to make it easier to find.

Examples of how blue badge parking is promoted in other cities includes Edinburgh and Oxford. Edinburgh provides a map showing the different types of parking bays within the city including Blue Badge parking. Oxford have produced a map showing the locations of Blue Badge parking and the number of bays, although it is not clear how up to date this map is. Further information on these cities can be found in Mima's accompanying benchmarking report.



City of York Council's Blue Badge Parking Locations Map.

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Longer Term Recommendations: Blue Badge Parking

Increased Blue Badge Parking Provision

In addition to the new Blue Badge bays proposed by the Council, it is recommended that further Blue Badge parking bays are identified. The Council should consider more formalised on-street parking in the short term, to allow Blue Badge holders to park for more than 3 hours in City Centre locations. Examples of locations suggested by participants can be found on pages 31 and 52.

One way of increasing Blue Badge parking could be to create a dedicated Blue Badge car park, this should be in addition to any new on-street parking bays within the footstreets.

Whilst a specific location was not discussed (aside from potential plans surrounding Castle car park), feedback from workshop participants suggested that a dedicated Blue Badge car park could ensure accessible design features, and minimise misuse.

All new and existing Blue Badge on-street parking bays should meet current guidance set out below:

- The dimensions of a standard accessible parking bay should be 2400mm x 4800mm, with 1200mm hatchings to either side and at the rear, and 3600mm x 6600mm for bays parallel to the street.
- A dropped kerb should be provided either in front or behind the bay to allow access onto the kerb.
- Clear signage should be provided to indicate the length of stay permitted.
- The pavement next to the bays should be level (not sloping) to allow for a passenger to safely exit and enter their car.
- The bay should be clearly marked out with the international symbol of accessibility.

Pavement improvement works should align with any new Blue Badge parking spaces introduced to help create an accessible pedestrian environment route around the bays.

The online transport consultation highlighted a high demand for parking in areas within the footstreets that are not accessible by car, notably Parliament Street. It is not known if any future vehicle access points will be proposed in the future.

If a new access point is proposed, it is recommended that the spaces around Parliament Street are considered for on-street Blue Badge parking to meet this demand.

References:

BS8300-1:2018 Design of an accessible and Inclusive built environment, Part 1: External environment.

DfT Inclusive Mobility, 2021.

Short Term Recommendations: Council User Engagement and Training

Council Engagement

Disabled people, disabled people's organisations and those with other protected characteristics under the Equality Act (2010) should be consulted at the start of a project or proposed change in the city where this has an impact on accessibility. This could involve online meetings, in person consultations and user testing with the York Access Forum and other similar established groups. Whilst it is appreciated that so many projects are often 'live', medium to large projects that specifically relate to disabled people should be prioritised, with an appraisal/audit of the project being carried out, at minimum. This recommendation should be reviewed on a case-by-case basis; it may often be necessary and appropriate to consult wider than the York Access Forum, depending on the topic at hand and the reach of its impact.

Workshop participants emphasised the need for meaningful engagement with disabled people.

The York Access Forum exists as a formal way for disabled people and representatives of groups supporting disabled people to meet Council officers and members. The forum is used as a means of consulting with disabled people on the implications of plans and policies. It is understood that there is now a new chair of the forum and that they will help shape the direction of how the forum operates.

There are several examples of where a similar approach has already been established, including the Chester Corporate Disability Access Forum (CDAF). This group is made up of a number of local and regional disability organisations, which meet every two months. Further information about CDAF can be found on the Cheshire West and Chester website.

Another example includes the Hammersmith and Fulham Resident Access Co-production Implementation Group (RACIG), where the Council have moved from a consultation approach to a co-production approach. As part of this shift, the Council are in the process of recruiting the RACIG group. Further information can be found on the Hammersmith and Fulham website.

Having a clear approach sets a path for meaningful engagement with disability groups helps to ensure that inclusive design has been considered in projects from the outset. The Council should seek to ensure that such groups are consulted at the start of a project, and engagement should continue at key stages of the project development.

In addition to establishing an approach to engaging with disabled people, it is recommended that CYC improve communication with businesses, residents and private organisations, on issues relating to access.

Short Term Recommendations: Council User Engagement and Training

Training for the Council

It is recommended that Council staff undergo training to improve their knowledge and understanding of the Social Model of Disability and inclusive design to inform future briefs of new schemes. Staff should also be trained on how to carry out Human Rights Equality Impact Assessments.

To deliver this training, it is recommended that the Council work with Disabled People's Organisations to provide training that reflects people's lived experiences in York. It is suggested that this training could include content on:

- An understanding of models of disability including the Social Model, Purple Pound and Spoon Theory.
- Inclusive design.
- Duties under the Equality Act and Public Sector Equality Duty.
- Inclusive Recruitment and Internal Culture.
- Engaging with Lived Experience Groups.
- Carrying out Human Rights Equality Impact Assessments.

This is recommended to help ensure that all departments and people in leadership positions have a better understanding of accessibility and the Social Model of Disability.

Regular training should be implemented as part of a longer term training strategy to ensure that all new employees have a good level of understanding and awareness of barriers faced by disabled people.

Short and Longer Term Recommendations: Public Realm

Improvements to Footpaths and Pavements in the City Centre

It is recommended that the Council review the current maintenance plan to improve footpaths and pavements in the city centre, to ensure that the areas with the worst conditions are identified and prioritised. Areas which require significant investment should be identified and factored into the Council's annual maintenance plan. Existing dropped kerbs should be assessed and areas where dropped kerbs are lacking should be identified.

Further, a plan should be put in place to introduce new dropped kerbs, this should include areas where new Blue Badge parking spaces are being proposed.

Based on our findings in this report and feedback from participants, we suggest that the following areas are reviewed and areas repaired as a priority:

- Parliament Street
- Davygate
- Coppergate
- St Michael le Belfrey

It should be noted that the 2021 Martin Higgitt report provided a very similar recommendation for improvements to footstreets (page 95 of the Martin Higgitt report). Subject to any improvements that have been made between 2021 and 2024, this recommendation in the MH report is still relevant.

Mima understands that since the Martin Higgitt report was published, York has made improvements to Fossgate, Stonegate, Blake Street and Goodramgate.

Where upgrades to pavements and street surfaces are made, these should follow the following good practice guidance:

- Accessible routes should have a firm, slip-resistant and reasonably smooth surface.
- Where is it practicable to do so, cross-falls should be minimised as much as possible. To meet good practice these should be no more than 1:50 on pavements.

The presence and quality of existing dropped kerbs in the city centre should be audited during maintenance works. Tactile paving on dropped kerbs should be applied consistently across the city centre.

Short and Longer Term Recommendations: Public Realm

Seating

It is recommended that the Council carry out an audit on the current seating provisions across York, to establish if there is enough seating, and if this seating is designed to be accessible.

The Council should then identify areas where new accessible seating can be provided and work with city partners to ensure this is installed in line with the Council's Accessible Seating and Inclusive Design Framework.

The following locations were frequently identified in Mima's consultation, and should be considered for future schemes, following a feasibility study:

- Parliament Street and St Sampson's Square
- Kings Square
- Coney Street
- Along the river (Wellington Road)
- Museum Gardens
- Colliergate and Fossgate

It is recommended that the Council identify locations for some quiet seating areas where people can choose to sit to escape from crowds of people.

It is recommended that a feasibility study is carried out to assess if the above locations provide a suitable space for accessible seating. Accessible seating should follow the Council's Accessible Seating and Inclusive Design Framework. This provides details of a new 'accessible bench' which has been subject to seating trials.

This provides details of a new 'accessible bench' which has been subject to seating trials.

Careful consideration should be given to the positioning of seating so it does not significantly reduce the access route of a path, or cause an obstruction.

*Survey data shows that there is a high demand for seating in the footstreet area (p.33).

Following a feasibility study, new seating should be installed which meets the Council's accessible seating design guide.

Implementing these recommendations has a positive impact on a wide range of users within the protected characteristics listed on page 10 of this document, this includes disabled people, older people, and users who are pregnant or with young children.

Recommendations: Pavement Cafes

Pavement Cafés

Our study has shown that there are conflicting views on pavement cafes. These can create barriers for disabled people where these obstruct the pavement, or reduce the pavement width to allow people to safely pass. These spaces are valued by businesses who benefit economically from using them for outdoor seating, particularly in spring and summer months. There are also many disabled people who enjoy, and want to use these outdoor dining spaces.

Mima recommends that licences for pavement cafés continue to only be granted where these meet the current guidance in DfT Inclusive Mobility, 2021 and guidance set out on the CYC website at the time of this report.

This is to ensure that pavements and premises remain accessible, for example by providing a sufficient clear width for access into the premises, tapping rails, and an accessibility corridor of at least 2000mm where possible. If this is not feasible a minimum width of 1500mm could be regarded as the minimum acceptable distance as it allows a wheelchair user and walker to pass one another.

Further information is available in section 4.2 of DfT Inclusive Mobility, 2021.

Moving away from this guidance would have a negative impact on accessibility in the city centre for disabled people as well as other user groups such as older people, and people with young children in prams.

If new pavement cafés are to be permitted, subject to this guidance being met, sufficient levels of Blue Badge parking should be retained on the footstreets.

Businesses feel that historically they have not been consulted with prior to policy being implemented. As such the following is recommended:

Where changes are made to pavement café policy, relevant stakeholders should be consulted, this should include city centre businesses, disabled people, and any other relevant stakeholders impacted by these changes.

Consultations should be communicated clearly and transparently to allow for maximum engagement from a variety of stakeholders impacted by these changes. Data gathered in consultations should be reviewed with an understanding of people's legal rights under the Equality Act 2010. Additionally, any decisions or recommendations made as a result of such consultation should also reflect current accessibility standards and guidance.

Short and Longer Term Recommendations: Toilet Facilities

Improved Access to Accessible Toilets

In the shorter term, the Council should work with businesses in the city centre to provide a community toilet scheme which is clearly promoted across the city centre and online.

In the longer term, the Council should identify spaces for new public toilet facilities in the city centre. Where new toilet facilities are provided, these should include an accessible toilet and a Changing Places toilet

Workshop participants highlighted the need for more and better maintained toilet facilities in the city centre. Currently the only city centre public toilet facilities shown on the CYC Council website are:

- York Explore Library.
- York Station.
- Nunnery Lane.
- Coppergate shopping centre.
- Silver Street Changing Places (closed for refurbishment at the time this report was written).

A community toilet scheme would involve businesses making their toilet facilities available to the public, without the requirement to buy a product or service. It is recommended that the Council work with businesses to promote and make available clean, safe and accessible toilets. To be successful a community toilet scheme should:

- Be well promoted online and around the city centre, and clearly displayed on shop doors.
- Include toilets that comply with good practice accessibility guidance, i.e they are the correct dimensions and provide the correct features and facilities.

It should be noted that a community toilet scheme would not require businesses to provide new toilet facilities where these do not already exist (although this is something that would be beneficial and should be encouraged) instead, a suggested scheme would utilise existing facilities that already provide accessible toilets and or Changing Places facilities.

It is recommended that the Council work with businesses to help promote the benefits of being part of such as scheme. Promoting accessibility has a positive impact on business, and may encourage more disabled people to spend money in that premises over time.

The availability of additional facilities will benefit the wider population of people in or visiting York, and would also have positive benefits for people who fall under other protected characteristics under the Equality Act such as age, gender and pregnancy and maternity.

Examples of community toilet schemes elsewhere



Example of a community toilet scheme in Andover, which provides a list showing the location and opening hours of available toilets.



Example of community toilet scheme signage in Ashford, with a QR code linking to a community toilet scheme map and list of venues. We are aware that this format would not be accessible to all.



An example of community toilet scheme signage in Bristol, the sign says "Bristol community toilet scheme. Use our facilities for free". It shows symbols for male and female toilets, accessible toilets and baby changing facilities.

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Toilet Facilities

Accessible Toilet Facilities

Where toilets are promoted as accessible, either as part of a community toilet scheme or as a Council owned toilet facility, these should as a minimum meet the requirements set out in Approved Document M Volume 2, and ideally BS8300:2018.

These should be checked to ensure that the space is well maintained, and that the emergency alarm cord is left untied and works. Accessible toilets should not be used to store equipment (e.g. cleaning equipment or high chairs) to ensure that there is sufficient circulation space for wheelchair users, and people using mobility aids.

Changing Places Toilet Facilities

Standard accessible toilets do not provide equipment such as changing benches or hoists and most are too small to accommodate more than one person. Many disabled people who require these accessibility features need to use a Changing Places facility. Providing and promoting these spaces in York city centre (and in the wider York area), makes the city more accessible for disabled people who require Changing Places toilets. The adjacent symbol is used to depict a Changing Places facility.

Further information on Changing Places facilities can be found on the Changing Places website.



Changing Places Symbol

Short and Longer Term Recommendations: Access to Information

Accessibility Hub

It is recommended that the Council consider one or several locations for an accessibility hub/s which would act as go-to places for accessible information.

The CYC website provides information on access in York city centre, however not everyone can access the internet. Findings from online and in-person consultations tell us that people want to access information from physical locations. Suggestions of locations include York libraries,the train station and any Shopmobility location proposed in the future. An alternative to a dedicated hub could be providing information on city centre accessibility in popular locations or public buildings and spaces.

It is recommended that information is provided in a variety of different formats and includes physical copies of the access guide which is available to download from the CYC website. Our consultations also highlighted the need for easy read information.

It is recommended that additional information is provided on the following:

- Information on accessible parking and taxis.
- A list of all public toilet facility locations.
- Information on the accessibility of buses and their routes.
- Information on access during any upcoming events.

Online Information

Findings from our workshops highlight the importance of clear up to date information that can be easily located.

Alongside a physical 'accessibility hub/s' it is recommended that an online accessibility hub is provided. This should provide access to or signpost clearly to information for residents and visitors. To help identify up to date information, the website should clearly display when information was updated and if any information is due to be updated. This online platform should be digitally accessible.

To be digitally accessible the platform should be accessible to as many users as possible including:

- Blind and visually impaired users.
- Users with cognitive impairments and learning disabilities.
- D/deaf and hard of hearing users.
- People with motor impairments.

Short and Longer Term Recommendations: Transport

Improved Access to Train Travel

It is recommended that the Council and Mayoral Combined Authority liaise with the train station management/operators to improve signage to accessibility features and facilities, and step-free access to platforms where lifts remain out of service for a significant period of time.

Our recommendations reflect that CYC do not own or manage this space.

We are aware from our research that navigating York station can be difficult for disabled people. At the time of this report, work on the York Station Gateway project is ongoing. This project focuses on the re-organisation of the station frontage, taxi drop-off and pick up points, parking and pedestrian spaces.

Whilst Mima are aware of this project, any comment on the accessibility of this scheme falls out of scope for this piece of work.

Potential Shuttle Bus Services

Whilst the provision of a shuttle bus service was not discussed in detail within Mima's workshops (with the majority of participants not requiring such a service and instead discussions focusing on parking and cycling requirements), we are aware that informal discussions with some members of the disabled community and other stakeholders suggest that the reinstatement of the Dial-a-Ride service would be preferred over the introduction of a new accessible shuttle service.

It is recommended that this is further investigated and considered by City of York Council.

Short and Longer Term Recommendations: Transport

Improved Access to Bus Facilities

Part of the Councils 10 proposals for improving transport is improving public transport. Mima have made a number of recommendations for improved bus services, based on our findings.

The Council and the Mayoral Combined Authority should further review the reliability, accessibility and frequency of bus services into the city centre.

The Council should work with key stakeholders such as the Enhanced Bus Partnership to introduce more information on bus times and live information. The Council's Bus Service Improvement Plan should continue to explore opportunities to provide information in different formats.

Talking bus stops should continue to be rolled out at bus stops in York.

Our workshops highlight talking bus stops are beneficial to many disabled people, including people with visual impairments and the learning disabled community.

Mima are aware that some talking bus stops have been implemented across York. It is recommended that these are continued to be installed consistently across the city.

The findings from the online transport consultation highlighted the need for better live information at bus stops. In our workshops we learned that talking bus stops benefited blind and partially sighted users as well as participants from the learning disabled community. It is not clear to what extent this has been implemented across York to date.

It is recommended that the Council audit the design of existing bus stops, including where seating is provided. Bus stop shelters should provide accessible seating and sufficient space for wheelchair users and people using other mobility aids.

Disability awareness training should be provided for all bus drivers, so they can better support disabled passengers.

One way of achieving this could be by making disability awareness training a mandatory condition for contracting bus operators. This should include training on how best to support customers with non-visible disabilities, and improve awareness of the Sunflower Lanyard scheme. Further information on this is available on the Hidden Disabilities Sunflower website.

It is recognised that many of these recommendations require the Council to liaise and collaborate with different stakeholders including bus operators and the Enhanced Bus Partnerships.

Short and Longer Term Recommendations: Cycle Infrastructure

Cycle Infrastructure

Many disabled people rely on cycles as a mobility aid, and as a mode of transport into and around the city centre. Barriers to access for disabled cyclists are described on pages 45-47 of this report. To address these barriers the following is recommended:

The Council should review current policies and restrictions to allow people who use a cycle as a mobility aid to access the footstreets (noting that security and safety measures will need to be upheld). One way to do this would be to introduce an adapted cycle as mobility aid 'entrance' scheme, or similar. In certain circumstances, access for key workers (e.g. carers, emergency deliveries) could also be considered under a similar eligibility and approval system.

The Council should work to improve and upgrade existing cycle infrastructure to make this more accessible for people who use a cycle as a mobility aid, and for people who use adapted cycles. This should include frequent access to adapted cycle parking, and considerations relating to the visibility and/or surveillance of parking infrastructure to encourage cyclist and equipment safety and security.
To achieve this, it is recommended that the Council review the accessibility of existing cycle infrastructure around the city centre.

Cycle infrastructure should be reviewed against the following accessibility standards and guidance:

DfT Inclusive Mobility, 2021 sets out the how accessible cycle parking can be achieved and the dimensions required for different types of accessible parking spaces. It also provides guidance on inclusive design principles for cycle infrastructure.

Isolated stands for larger cycles including tandems, cargo bikes and adapted cycles should have a length of 3000mm (minimum 2500mm), with an access aisle width of 3000mm. Detailed recommendations on the design of cycle parking are provided in LTN 1/20.

5% of non-standard cycle parking for larger cycles should be provided where there is cycle parking.

It is recommended that cycle parking is clearly marked out, examples of how this might be achieved is shown on the following page. These examples were provided by participants in this study.

Additional good practice examples and guidance can be found in '**A Guide to Inclusive Cycling (2020)'.**

Short and Longer Term Recommendations: Cycle Infrastructure

Cycle Infrastructure

Allowing cycles into the footstreets would need to be carefully planned and considered to ensure this could be implemented in an accessible way, by providing clearly marked out, accessible cycle routes, and accessible parking within the footstreets. This should be designed in a way that ensures that the pedestrian space remains accessible for different users including disabled people One potential route that could be explored further is the North-South Cycle route shown on page 48 of this report. Participants suggested that alternative North-South routes could also be explored which provided better access to Parliament Street.

Where accessibility improvements are proposed to existing cycle infrastructure or new infrastructure is proposed, it is recommended that cycle groups in York are consulted, including people who use a cycle as a mobility aid, and/or as a means of transport. This should be in addition to consultation with other disabled groups such as the York Access Forum.



Left Image: Adapted cycle parking in Queen Margarets, Edinburgh. Right Image: Cycle stand for larger and adapted cycles in Acomb, York.

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Short and Longer Term Recommendations: Transport

Shopmobility Service

The Shopmobility service should be relocated to a convenient, safe location on ground level.

The Shopmobility service is located in Coppergate car park, on the second floor. Whilst some people benefited from the Shopmobility service, many disabled residents we spoke to were not in favour of the current Shopmobility location; the location was considered by most users to be unsafe and difficult to get to as this is located in a dark space with access via a lift, which has the potential to break down.

The relocation of the Shopmobility service is something that has been discussed in previous studies including the Martin Higgitt Report in 2021, which recommended an expanded Shopmobility service and providing satellite Shopmobility services. We understand that there has been no change to the location of the service since this report was carried out.

It is recommended that the Council continue to work with Shopmobility to find potential new, more accessible spaces which could accommodate this service. Participants were in favour of the service being operated from a more accessible ground floor space. An alternative business model with 'pick up' locations may also work, but would require further research and consultation.

A new shopmobility location could also help support a future accessibility hub (discussed on page 69).

Taxis and Taxi Ranks

It is recommended that the Council increase the visibility of the existing accessible taxi directory, and ensure it is written in accessible formats and updated regularly. This directory should be made available on the city centre disabled access webpage.

The Council should continue to work with taxi operators to improve the availability and number of wheelchair accessible vehicles.

A list currently exists on the CYC website, however there is no clear link to this directory from the 'city centre Disabled Access' page.

A review of taxi ranks should be undertaken to provide accessible seating nearby where appropriate, promoting those ranks that have seating. Any seating installed should meet the guidance set out in the 'seating' recommendation on page 64.

Taxi ranks should clearly signed. A dropped kerb should be provided close to the rank if passengers need to cross a street to get to or from the taxis.

Reference: DfT Inclusive Mobility, 2021.

Conclusions and Next Steps

07

Conclusions and Next Steps

This findings and recommendations report is designed to help inform the Council's strategy for making access improvements, primarily in York city centre, the report has however also touched on issues that exist outside of the centre of York. This project was partly commissioned to rebuild trust after the change in local government in May 2023. Blue badge holder access to the footstreets is not in of itself a reversal of the previous administration's transport decisions. Furthermore, access can and should improve from 2019 standards; we believe this report will help inform the Council's next steps.

Mima has carried out a total of 12 workshops, which exceeded the original 8 workshops briefed by the Council. Our workshops and surveys were designed to ensure that we have consulted with different groups in York, a full list of these groups is provided on pages 15 and 16 of this report. We recognise consultation fatigue and the frustration of some participants in being asked about their access needs again. We are grateful to all of the individuals who participated in the workshops and our recommendations have taken into consideration different and sometimes conflicting views. We have ensured that our final recommendations reflect participants' input and suggestions whilst also aligning with current access legislation and good practice guidance.

Throughout this project, we have consulted with the CAHR to make sure we are aware of the implications of our work on people's human rights. However, a full Human Rights analysis will appear in the commentary supporting the Human Rights and Equalities Impact Assessment Report (HREIA). This will follow the respect, protect and fulfil framework.

Conclusions and Next Steps

We are conscious of the overlap between this report and the Martin Higgitt Associates Report 2021. Several participants referred to the MHA report during the workshops and questioned the Council's failure to implement those recommendations. Ongoing conversations with Make it York, York BID, the station, the Chamber of Commerce, local business groups and disability groups are needed to improve the city centre. The Council will only benefit from working collaboratively with these groups and greater transparency would go a long way to opening up meaningful dialogue in the city.

Recommendations set out in this report reflect the scope of this project and may require more detailed technical reviews to address specific issues, for example, an audit of dropped kerbs and tactile paving across the city centre. Regardless of the Council's policy deacons in the future, **good consultation depends on voices being heard**. The Council officers and elected members both have a responsibility to prove their decision-making has been influenced by consultation. This report is publicly available on the 10th of July and will be discussed at the Executive on the 18th of July. Taking all of the above into account, we feel our recommendations provide considered and actionable solutions that can offer 'quick wins' as well as recommendations that fit into longer-term strategies to improve accessibility in York.

We hope the Council take this opportunity to invest in a more accessible city for all.

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Transport, Highways and Environment
Service Area:	Transport
Name of the proposal :	Shaping an Accessible city Centre – recommendations by MIMA access consultants
Lead officer:	James Gilchrist, Director of Transport, Highways and Environment
Date assessment completed:	Ongoing – subject to further development

Names of those who contributed to the assessment (this has been developed over several months):			
Name	**Job title**	**Organisation**	**Area of expertise**
Claire Foale	AD Policy and Strategy	CYC	Policy development
Sam Blyth	Strategy and Partnerships Manager	CYC	Policy development
Laura Williams	AD Communities and Equalities	CYC	Equalities lead
Julian Ridge	Head of Transport	CYC	Local Transport Strategy lead
Katie Peeke-Vout	Interim Head of Regeneration	CYC	Regeneration

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	The council invited Access Consultants, MIMA, to tell the council how to make the city centre a more accessible and welcoming place. MIMA developed recommendations that this HREIA is considering.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	Accessibility Standards and Guidance (listed in the MIMA report) Martin Higgitt Associates report, 2021 York's Local Transport Strategy (draft) 2024-2040

1.3	**Who are the stakeholders and what are their interests?**

	External: • Disabled residents (with or without a Blue Badge) • Disabled visitors • Carers • City centre businesses and business representatives • Café Licence holders and street traders • City Centre Cyclists • Business representative groups • Disabled community representative groups Internal: • Executive member for Transport • Working group, comprised of Transport team, Access team, Regeneration team • Communications team

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	The council needed an independent report from Access Consultants that listened and learned to the disabled community to advise the council how best 'Shape a more Accessible City Centre' (one of the Council Plan actions), following removing the restrictions to Blue Badge Holders to access some of the pedestrianised streets. This report would inform the Local Transport Strategy and the City Centre spatial plan, provide a number of "quick wins" and contribute to decisions about the Movement and Place Plan. Actions will be documented in the refreshed Access Plan for the city. This EIA addresses the recommendations only from MIMA, and not the subsequent implementation plan. **Equalities and Human Rights** MIMA were invited to tell the council: • How to improve access to the city centre, exploring different issues and making recommendations • The impact of these different options on different groups who visit and work in the city centre • The Human Rights impacts of the recommendations, by working in close partnership with the Centre for Applied Human Rights throughout the consultation stages In addition, this EIA explores the Equalities and human rights Impacts of the recommendations on all protected communities and businesses. **Affordability** The MIMA recommendations are designed to ensure there is a blend of transport and information options that mean an individual's financial circumstance will not impact their decision to move through the city centre.

	Climate The MIMA recommendations do not impact climate with the access options not specifying there energy options. **Health** By Shaping a more Accessible City Centre, there will be greater opportunity for everyone to enjoy and connect with the city, improving mental health and wellbeing as everyone feels valued and respected.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.
Source of data/supporting evidence	**Reason for using**
MIMA evidence (set out in the report)	MIMA have facilitated and in-depth consultation that brings together feedback from multiple sources, including the workshops held by the Council in December 2023, feedback from Our Big Transport Conversation, feedback from MIMA facilitated workshops throughout March and May 2024.
Our Big Conversation	Feedback from Our Big Conversation which has taken place over the last two years has provided rich insight into how people use the city centre.
MyCityCentre consultation	Feedback from MyCityCentre specifically identifies issues raised by different groups who use the city centre.
Business representatives	Business representative groups raised issues following the reinstatement of Blue Badge access to the city centre

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
How to support city centre businesses growth and sustainability plans following restrictions in café licencing and the impact this will have	Continue consultation throughout development of the City Centre Spatial Plan
How to provide additional parking and/or cycle routes through the city centre and the impact this will have	Continue consultation throughout development of the City Centre Spatial Plan

Step 4 – Analysing the impacts or effects.

4.1	**Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?** Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations**.**		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	The online information recommendation does not recognise the broader information needs of people who are digitally excluded.	-	M
	Younger children could be at a disadvantage as they will not be expecting cars or cyclists where previously there haven't been any, preventing their access to foot streets that had previously been traffic free.	-	H
		-	H

	Although many of the recommendations will support anyone needing mobility support, there could be an impact on older people with sensory impairment who are unable to safely respond to the increase in traffic in the city centre. Younger children could also be at a disadvantage as they could be at risk of traffic accidents as will not be expecting cars where previously there haven't been any.		
Disability	Online information is not always accessible - providing information about how the city centre is accessible must be accessible and meet common accessibility standards to allow everyone to access it. Feedback suggests that the disabled community value café licences and resting/eating outside. If space allows, outdoor café licences are accessible and easy to enjoy. The restrictions to café licences will reduce the availability of outdoor eating space for everyone, including the disabled community. feedback from the disabled community has informed the recommendations. The community have confirmed the recommendations will improve their health and wellbeing as well as increase social connections and economic activity, such as enjoying outside café space.	- - +	H M
Gender			
Gender Reassignment			

Marriage and civil partnership			
Pregnancy and maternity	Although many of the recommendations are beneficial for this group (such as increased seating and accessible toilets), people with buggies or prams will need to be mindful of increased traffic and need to cross foot streets quickly and safely.	-	M
Race			
Religion and belief			
Sexual orientation			
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	Although many of the recommendations are beneficial for this group, carers will need to be aware of their role supporting the disabled person access the city centre, areas to drop-off and pick-up and where there are access arrangements that could support them.	-	M
Low income groups			
Veterans, Armed Forces Community			
Other	Businesses – although the increase in disabled people able to shop and linger in the city centre could be economically beneficial, restricting café licences will have a detrimental impact on businesses, many already struggling.	-	H

	Everyone – people's ability to freely move through the city will be more managed to allow access to all community groups, meaning some areas that were car-free before, now have traffic and parking. The recommendation to consider introducing cycling into the city centre could impact residents and visitors ability to safely move through the city.	-	H
Impact on human rights:			
List any human rights impacted.	**Right to education:** Everyone – the recommendations cover improved information – both online and an information hub, however many people are digitally excluded and will not get the information where and when they need it. **Right to Life:** balancing the needs of the different groups of people who use, work, visit and enjoy the city centre and its amenities remains a challenge, with many issues highlighted throughout the consultation **Right to freedom of expression:** the consultation was designed to enable as many voices to be heard as possible. This resulted in opposing views and differences of opinion which has created a tension inherent in spatial recommendations of a small and constrained space		

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**

Explore initiation of a project to improve information about how this city centre is more welcoming and inclusive (more than Blue Badge parking information) to engage as many people as possible, targeting information to the identified groups above.

Explore street signage to improve access to information.

Continue to build relationships with community groups and businesses throughout development of the City Centre Spatial plan.

The consultation to reverse the Blue Badge restrictions in the city centre, and subsequent MIMA workshops has helped to demonstrate to the disabled community the value the council place on them and their right to enjoy and linger in the city centre. It is now critical this continues throughout development of the schemes under the Local Transport Strategy, Movement and Place Plan and City Centre Spatial Plan, together with the refreshed Access Plan 2.

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
Option selected	**Conclusions/justification**
Executive to continue to be invited to accept the recommendations	The additional work / consultation identified above is designed to support the adverse impact of the recommendations.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Comprehensive and accessible information	Review, refresh and improve all information about how the city centre is accessible, (not just Blue Badge parking)	Head of Comms	November 2024
City Centre Spatial Plan	Review recommendations and impact on groups identified above to mitigate or address concerns raised	Director of City Developments	TBC

Access Plan 2	Include reviewing street furniture, placement and messaging to address impacts above	Director of Transport, Highways and Environment	September 2024

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	The council will continue to work closely with the communities affected by changes to the city centre, initially through development of the city centre spatial plan, and then as the Local Transport Strategy Implementation Plan gathers momentum (due for publication later in 2024). This EIA will remain “live” as listening and learning to communities continues to inform mitigations and next steps.

Benchmarking Report

City of York Council

Design that connects us

Document Control

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Name	Company/ Organisation
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Introduction and Background

01

Introduction

Purpose of the Report

Mima have been appointed as independent access consultants by the City of York Council to carry out a series of workshops for York residents and city centre businesses, and to create a benchmarking report. This benchmarking report will explore examples of accessibility measures in other historic cities similar to York and outline any solutions that have been put into practice to address challenges related to accessibility and inclusion.

These challenges include but are not limited to: dealing with a medieval city and the historic built environment constraints that arise from this, access to information, concerns about terrorism, and how to mitigate potential attacks. As part of this benchmarking exercise, we have chosen to look at Durham, Edinburgh, Norwich, Oxford, Cambridge, Bath, Winchester and Chester.

This benchmarking report should be read alongside Mima's findings and recommendations report. Within it, we have taken positive learnings from various cities in order to provide City of York Council with actionable recommendations of how to further improve accessibility measures within York city centre, with observations about what could be done differently. These recommendations sit in the accompanying findings and recommendations report which also highlights the work that has already been undertaken.



Photograph taken from Monkgate, looking towards Goodramgate and the City Walls.

Durham

02

Durham

Durham is a city in the northeast of England. The wider County Durham has a population of 522,000, according to the 2021 Office of National Statistics. It is thought that the city centre has a population of around 22,000. The historic city centre sits in a loop surrounded by the river Wear, which contains Durham Cathedral and the Norman Durham Castle.

Blue Badge Parking

There are no restrictions to allowing Blue Badge holders into the city centre. However, there are general restrictions in place following the introduction of a Controlled Parking Zone (CPZ).

Durham City Council have introduced a Controlled Parking Zone (CPZ) where parking restrictions apply to help make the best use of the space available. Anyone wishing to park within a CPZ between 8am and 6pm Monday to Saturday needs to have a valid permit. Parking is free to anyone outside of these hours and during bank holidays.

Blue Badge holders can park in permit holders only areas without charge for a time limit.

Other users can apply for permits such as residents with carers and businesses. Households can apply for scratchcard books for parking in this area.

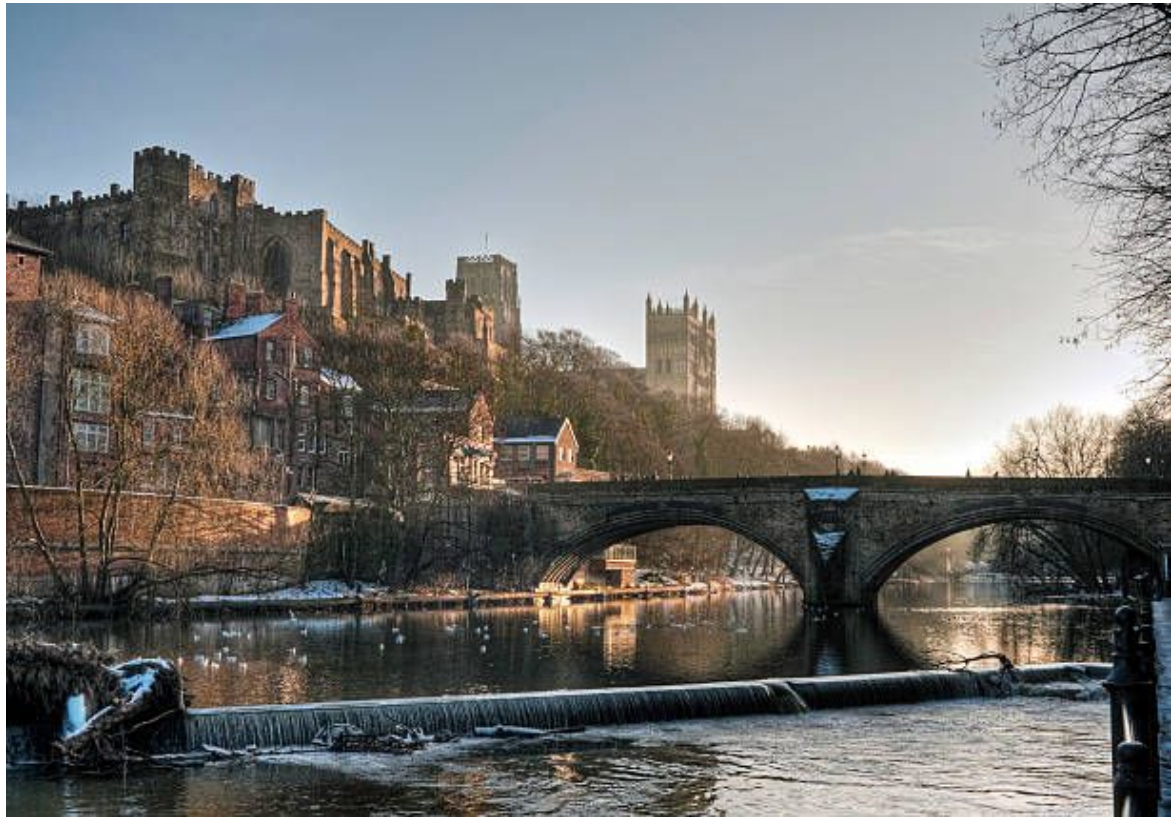


Image of Durham on a cold winter morning looking over the river towards the Cathedral.

Durham

Accessibility Information

The ‘This is Durham’ website signposts visitors to the ‘Visitor Contact Centre’ which is on hand to provide accessibility information for disabled visitors.

The website also signposts people to the Changing Places website, facilitating a search for Changing Places facilities in Durham.

Information is spread across different websites including a website dedicated to providing access information called ‘Durham Disability Access Guide’, which includes a map providing access information to various different venues across the city.

There is no single webpage which collates all this accessibility information together, which makes information more difficult to find.

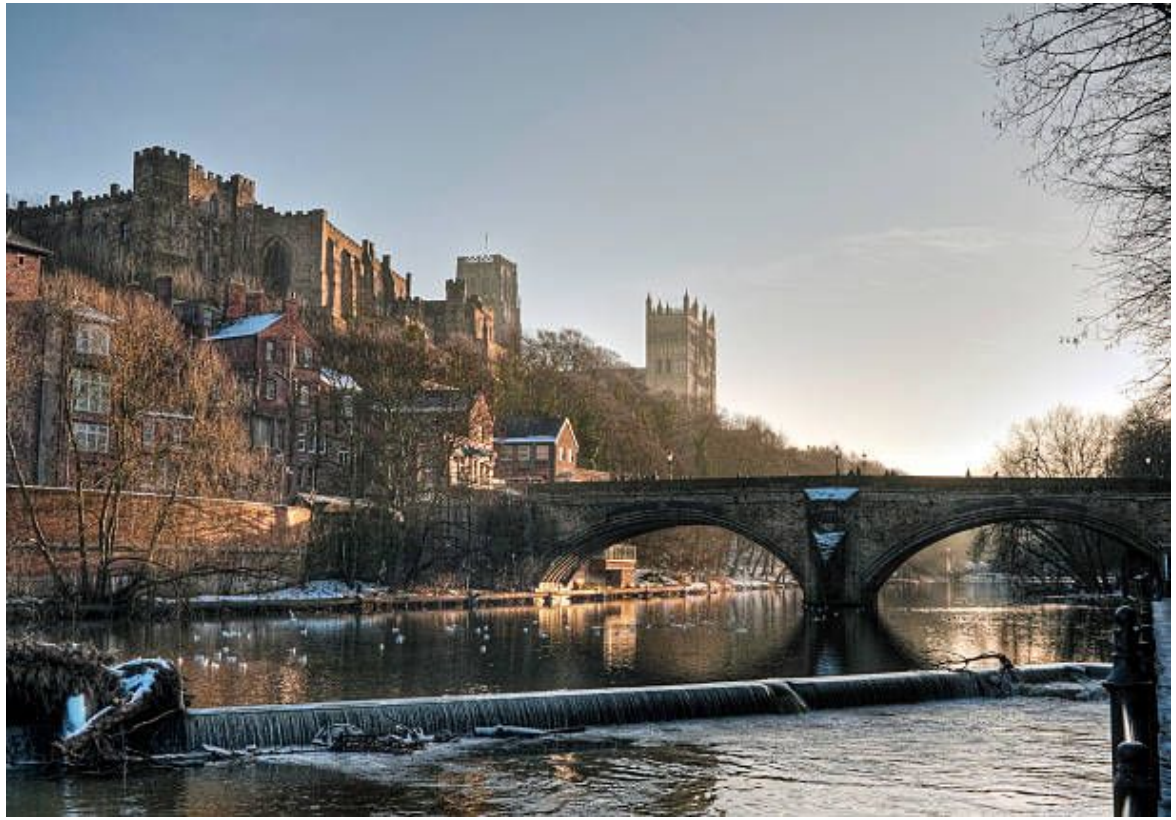


Image of Durham on a cold winter morning looking over the river towards the Cathedral.

Edinburgh

03

Edinburgh

The Scottish capital, Edinburgh, can be subdivided into two distinct areas. The old town is small, approximately 1 mile long and 350m wide and dates primarily from the medieval times with its narrow alleyways. Not surprisingly, the old town contains most of the city's most famous sites, including The Castle and the Royal Mile. However, meandering North and crossing Princes Street, you stumble across Newtown, which is still 200 years old. The streets are laid out in a symmetrical pattern, and most buildings are in a neoclassical style. This part of the city is now a bustling hub for the city's professional commercial and business life, with many offices, shops and banks.

Edinburgh hosts major citywide events throughout the year, including The Royal Edinburgh Military Tattoo and the Edinburgh Fringe Festival in August of every year. The Fringe Festival allows performing artists and comedians to get their “break” into their respective professions.



A photo of Edinburgh city centre at sunset

Edinburgh

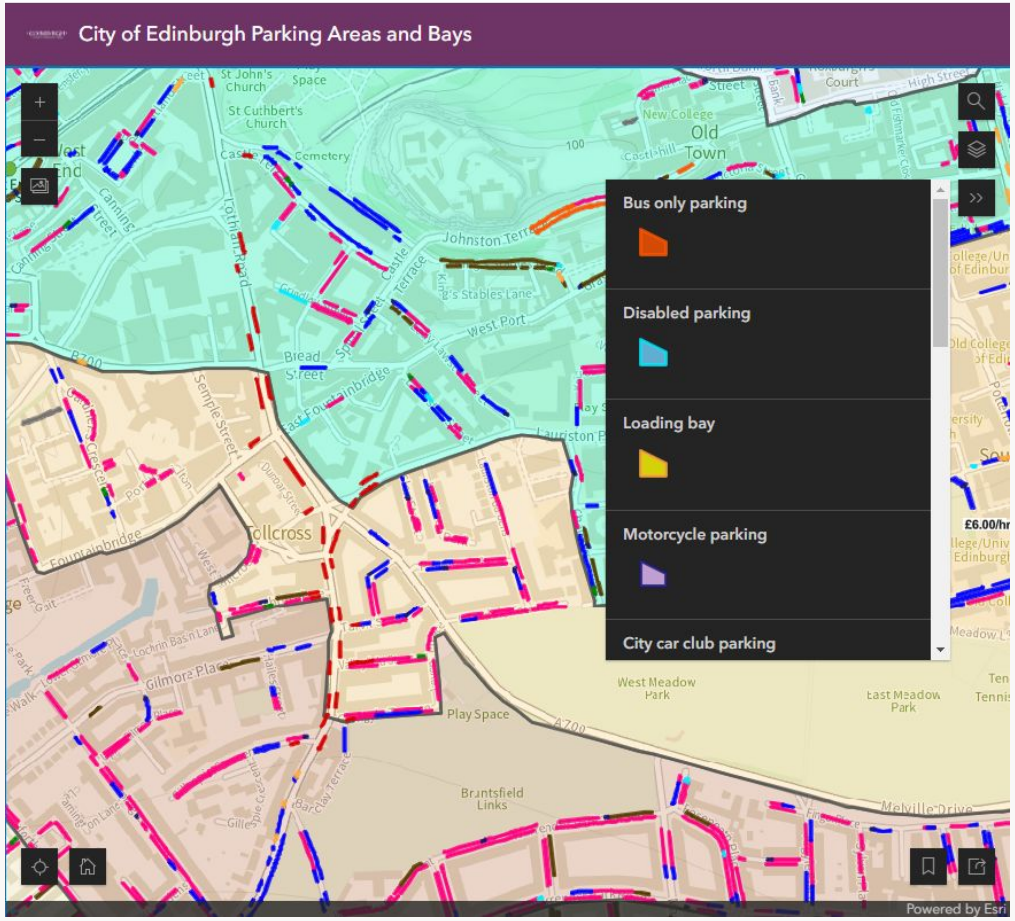
Parking in Edinburgh

The City of Edinburgh Council has an online interactive map showing the different bays, including accessible parking bays. The map indicates different types of bays ranging from bus-only parking bays highlighted in orange, car club parking bays marked in green and, as the City of Edinburgh Council terms it, disabled persons' parking places in sky blue. Upon clicking on the coloured marker, it provides information as to the bay type, for example, Blue Badge holders only, and it notes the zone the bays are within.

The map has a search function for addresses and notes that if you hold a Blue Badge, then the parking prices do not apply.

Blue Badge holders can park free of charge for an unlimited time limit in the following areas:

- in pay and display and shared use on-street parking bays.
- on single or double yellow lines when loading is allowed.
- in greenways parking places when parking is allowed.
- in accessible parking bays.



City of Edinburgh Parking Areas and Bays Map

Edinburgh

Working with an Access Panel

The City of Edinburgh Council has developed a working relationship with a local access panel by attending the panel's regular monthly meeting, where street design schemes are usually discussed.

City of Edinburgh Council officers have made several key decisions in consultation with the local access panel, including signing off the street design guidance. This incorporated the ban on A-frame signage, which had been raised at almost all disabled street users' focus groups. Additionally, agreement has been reached on a 50mm chamfered kerb to demarcate pedestrian footways and cycleways. Staff members from Edinburgh City Council constructed a real-size one-to-one scale model of a street, including a variable kerb height, which was discussed with all stakeholders in the meeting.

The City of Edinburgh Council has actively engaged with disability organisations and local stakeholders throughout the design development, with at least two engagements for proposals as they are developed, trying to create an end-to-end engagement process.

To inform this process, one-to-one telephone conversations were undertaken with a design consultancy working on behalf of the City of Edinburgh Council project.

This consultation demonstrated how the council's design consultants and transportation team had identified all of the key stakeholders and organisations within the study boundary. Further, the design consultants also developed a Community and Engagement Plan and Equality Impact Assessment, both created at the project's inception. Further tools were also created, including a comments tracker and a "you said, we did" tool providing feedback on any comments received.

Bus Accessibility

Lothian buses are 91% owned by the city of Edinburgh Council, with Midlothian, East Lothian and West Lothian Councils owning the remaining 9%. A user “nmcmurdo” on Euan’s guide, an extensive resource for disabled people, noted back in November 2016 that they used three bus routes to transport them from the Ocean Terminal to various destinations around the city. “nmcmurdo” particularly noted that:

> “I found the drivers of Lothian buses to be very pleasant manner and helpful with the ramp and making sure there was space on the pavement for us to get off”.

Norwich

04

Norwich

Norwich has a vast history dating back to the Roman conquest of Britain. Norvic was a royal city and the capital of today's East Anglia during the Anglo-Saxon period. The Saxon Norvic Centre was focused on Tombland, which forms the Cathedral Quarter today.

During the Norman Conquest of 1066, the invading forces built a royal castle and cleared the dwellings. Like many cities throughout the centuries, Norwich continued to evolve with the Royal Arcade, which opened in 1899. The University of East Anglia omitted its first student in 1963, and Norman Foster designed the Sainsbury Centre for Visual Arts in the 1970s. In 2012, Norwich became England's first UNESCO City of Literature.

Online Information

"VisitNorwich" is a not-for-profit organisation part of the Norwich Business Improvement District (Norwich BID) and partly funded by the city council. Furthermore, there are also contributions from the organisation's paid partnership programme scheme.

Visit Norwich has a webpage that provides some basic yet useful information for anyone planning to visit the city predominantly for leisure activities. The information includes two hotels and one cottage (6 miles from the city) and provides some basic information on accessibility features of each of the properties, such as "disabled parking bays" and, in the case of the Assembly House that it is a registered member of the Norwich City Dementia Action Alliance.

The webpage continues to list information about key attractions within the city, such as the Cathedral, Castle, and Museum of Norwich, and some basic information about each venue. The page continues with sightseeing options and eateries within the city. At the bottom of the website is a section aptly named "the important bits" containing information about Changing Places, accessible toilets (primarily RADAR key accessible), parks with accessible toilets (primarily RADAR key accessible), and Blue Badge parking bays.

Unfortunately, information in this section is just listed and not linked to any further information such as maps or images; nonetheless, it is a useful starting point for anyone wishing to plan a journey around the city.

Oxford

05

Oxford

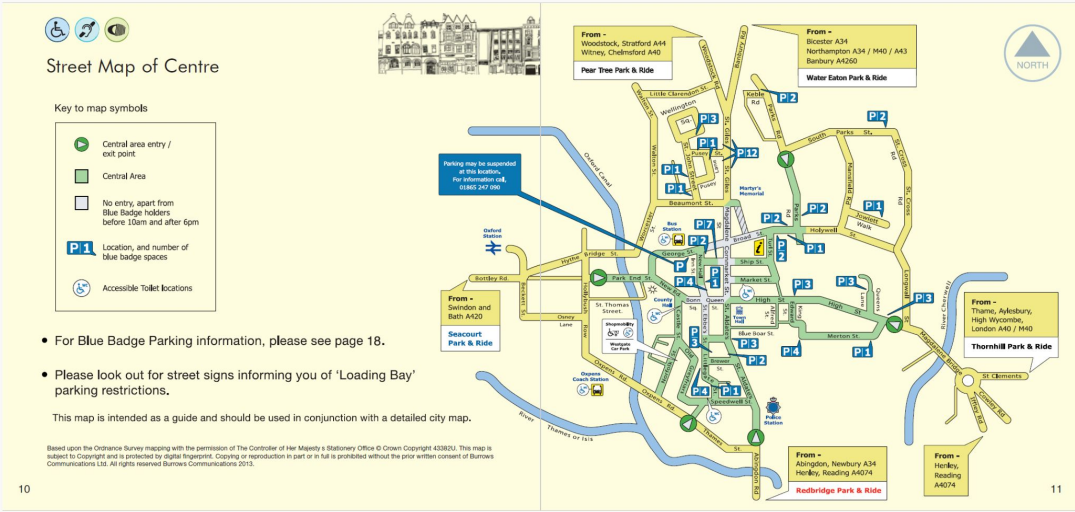
The railway arrived from London to Oxford in 1884. Oxford gained its first cinema in 1910, and by the 1930s, Oxford had become an important manufacturing centre and prosperous city. During the Second World War, Oxford escaped serious damage. Now, Oxford has a population of 162,000 and has a relatively small city centre. Some of the city centre is pedestrianised. Much of the city centre is covered by a Central Conservation Area and contains the medieval core of the University.

Online Information

Oxford City Council published an "Accessible Oxford Guide" In July 2020. The guide is primarily aimed at tourists however includes information that would also be useful for residents. It is not clear when the guide was last updated or if the information in the guide is up to date.

The guide lists many shopping outlets, points of interest, and civic amenities. The information within the guide is basic; however, it provides a very useful summary, particularly for individuals who may be visiting the establishment for the first time. Instead of recreating a document summary here, key highlights are extracted from each section.

While the information about each attraction may not be in sufficient depth for everyone, it provides a useful springboard for people to start their search, with signposting provided. The guide mostly focuses on physical, hearing and sight impairments instead of non-visible disabilities or neurodiversity. Furthermore, it is not apparent how to request the information within the guide in an alternative format.



Above is a simple map showing the location of roads closed to vehicles apart from those containing Blue Badge holders before 10am and after 6pm. Furthermore, the map shows the location and number of Blue Badge spaces and accessible toilet locations.

Oxford

The document includes the following information:

- Public toilets and Changing Places facilities - information about opening hours and how to purchase RADAR keys.
- A selection of larger shops (such as Marks & Spencers and Primark) - information is provided about facilities, including “disabled WCs” and “disabled changing rooms”.
- Accommodation and hotel information relating to - “disabled parking on site”, “accessible entrance”, and “accessible bedroom/bathroom” is provided.
- Similarly, there is a selection of dining options noted, with information on accessible entrances, “Disabled WC” and large print menus.
- Oxford University Colleges are listed with details about access to the Main entrance, Alternative level entrance, Quads, Hall and Chapel.
- Accessible features concerning museums and libraries are provided. Furthermore, there is a section on other tourist attractions, including gardens, open spaces and the surrounding countryside, with varying details about accessible facilities.
- Banks, Building Societies, Bureaux de Change - information relating to accessible entrances, lower cashier desks, induction loops, large print and Braille leaflets.
- There is an “Oxford on the level self-guided tour”.
- Lastly, the document concludes with useful national and local contact numbers for organisations like the National Autistic Society (NAS) and the Royal National Institute for the Blind (RNIB).

Oxford

Pedestrianised Area

Oxford City Council temporarily pedestrianised part of St Michaels Street in 2020 to provide outdoor dining space nearby restaurants, pubs and cafes during the pandemic. This space was permanently closed to vehicles in January 2022. It was evident that the pavements in this area were in poor condition and narrow, making it difficult for many people to use this space, including wheelchair users. Engagement with groups including businesses and disability stakeholders took place in 2022, improvement works in this area are due to be completed by March 2025.

In March 2024 , Oxford City Council announced construction works for the Market Street pedestrian-friendly trial, set to begin in April. As part of these changes the following is proposed:

- Surface improvements.
- Wider footpaths.
- A reduction in the number of loading bays to improve safety and use space more efficiently.
- The ability to temporarily close the street for events, markets and other uses to make the most of the public realm improvements.

Oxfordshire County Council has collected public and stakeholder feedback for this proposal to use an Experimental Traffic Regulation Order to deliver the Market Street improvements. This trial will last for 18 months, a formal consultation will take place from the 6 months following the introduction of the trial.

The Market Street trial is part of a wider £6.8m regeneration project which amongst other improvements will consider additional cycle parking and refurbishment of the toilet block.

Blue Badge Access and Parking

Blue Badge holders may park in disabled bays for an unlimited amount of time. There are Blue Badge parking bays in city centre car parks however there is no online map on the council website to indicate the number of Blue Badge bays in each car park. The access guide states that there are a total of **90 accessible parking bays** within the city.

Oxford do not have any security HVM bollards in place in the city centre, however there are some areas where vehicles are restricted.

The Oxfordshire County Council website states that there are bus lanes/gate restrictions in the city centre, Blue Badge holders are not exempt from these restrictions. There is an interactive map which shows where the bus gates are and the operational hours. These are monitored by ANPR cameras. Without further studies into this, it is not clear of the overall impact this has on disabled people, however several newspaper articles in the last year have reported on the negative impact this has on disabled people. This issue has been overcome in cities such as Cambridge where Blue Badge holders can apply for an exception for up to two vehicles.

Cambridge

06

Cambridge

The town of Cambridge set up its newspaper in 1744 and a hospital in 1766. The town was connected to London by railway in 1845, opening itself to a major market and due to its impressive reputation and academic status, Cambridge was finally made a city in 1951.

Vehicle Access

CCTV cameras help control traffic in and out of the city. In central Cambridge, pedestrian priority areas operate 24 hours a day, 7 days a week, with access further restricted between 10am-4pm Monday-Saturday. Between these hours there is no access for vehicles except for emergency vehicles or drivers who have been issued with a permit.

A permit may be granted to allow vehicular access to the historic city centre for disabled people. To qualify, someone must be in receipt of the War Pension Mobility Supplement, Mobility Allowance, higher rate Disability Living Allowance or equivalent Personal Independence Payments.

Making Space for People - Greater Cambridgeshire's partnership with Cambridgeshire County Council and Cambridge City Council

This project was part of a larger work remit, City Access Improvements, which looked at predominantly human-powered forms of transportation within the city, tackled congestion, and improved air quality in the public realm.

The Making Space for People project specifically examined an area bordered by the River Cam to the north and west and city centre areas such as Cambridge University's botanical garden to the south, extending to Petersfield and Romsey towards the east of the city.



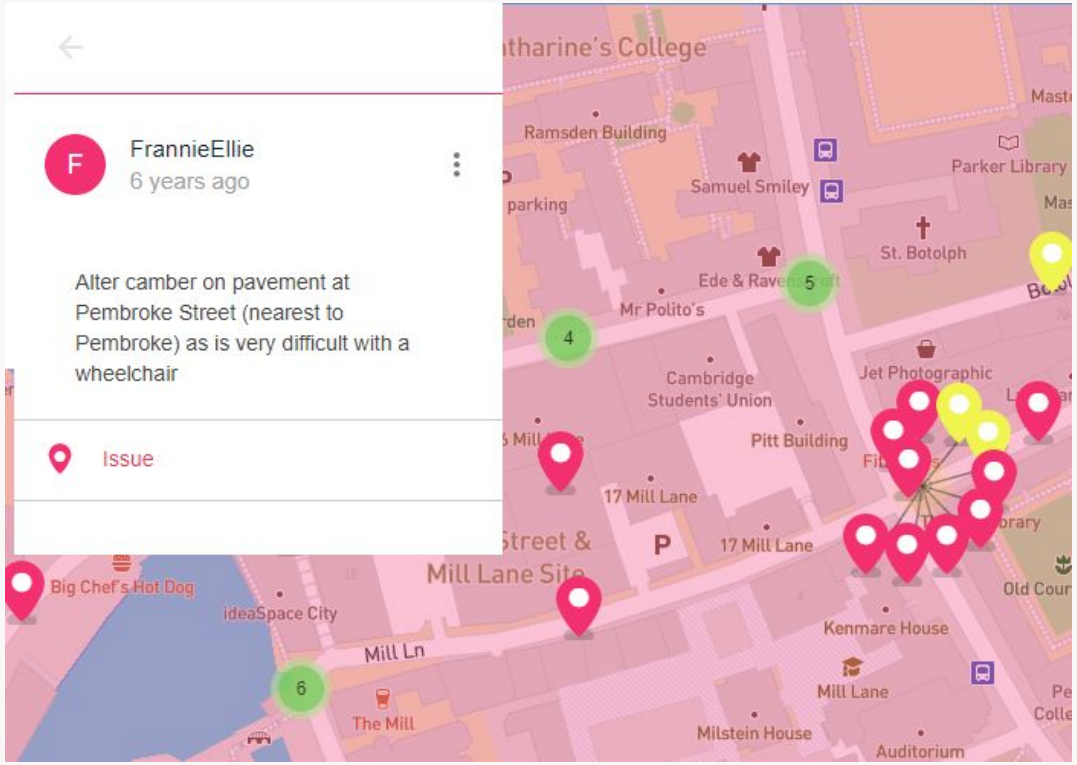
A view over Cambridge city centre today showing some of Cambridge’s most famous buildings, including Kings College Chapel.

Cambridge

As part of the project, an online map allowed 478 participants to map issues and opportunities spatially. Yellow icons were opportunities, red icons symbolised issues, and orange icons were general comments. Green icons symbolise where many comments are, and the user must zoom in to receive more information. Participants were also asked to comment on the types of spaces they would like to see in the future. Particularly, participants were asked to comment about leisure activities, heritage issues, environmental concerns, play areas, pedestrian access, cycling infrastructure including parking, mobility and access for shopping and entertainment. Once participants dropped a pin, they could provide their comments.

The vast majority of the comments are located towards the city centre, with areas close to Christ and Emmanuel colleges, each receiving 167 and 114 comments, respectively, whereas the area to the east of the city centre, such as Romsey, receives approximately 25 comments. The interactive map means that comments are broken down to provide more accuracy when individuals zoom into any area.

Example - An individual noted on the intersection of Mill Lane and Trumpington Street that the "Alter camber on the pavement at Pembroke Street (nearest to Pembroke) as is very difficult with a wheelchair".



Screenshot of an online map used to map opportunities, issues and general comments.

Cambridge

As well as the online survey, there were three workshops conducted as part of the project which received widespread attendance, including but not limited to local ward and county councillors, representatives from the universities and the students union, organisations such as Sustrans and Visit Cambridge, as well as representatives from Cambridge Disability Panel and Cambridge City Council's Access Officer.

The project was going to be presented to the Council's planning and transport scrutiny committee in either late 2019 or early 2020, and the representations and public engagement were to be used to inform the preparation of the draft of the Making Space for People Supplementary Planning Document. The document was anticipated to be presented to the Council's Planning and Transport Scrutiny Committee again in autumn 2020, seeking approval for public consultation. According to the Cambridge City Council website, the Making Space for People SPD is still being developed.

Bath

07

Bath

The Romans arrived in Bath and built a temple around 50 A.D. Then, the city as we know it today declined in approximately the fourth century when the Romans left Britain. By the 10th century, Bath had a mint. The Abbey was built in the 12th century, and in 1189, a charter was issued, which meant the townspeople got certain rights. In the 18th century, Bath became a much more fashionable place and in 1987, was declared a World Heritage site by UNESCO.

Closing Roads as an Anti-Terrorism Measure

On 1st January 2022, vehicles were permanently restricted in some streets in central Bath. Exemptions are provided for emergency services, royal mail, and private vehicles carrying a valid Blue Badge (including taxis).

This was introduced as a result of concerns from Avon and Somerset police to Bath and North East Somerset Council about the risk from terrorism, which led to proposals for road closures.

A report by Atkins titled "Bath City Centre Accessibility Study" was completed in May 2021. The report was commissioned to identify the impact of these proposals (both benefits and challenges) regarding accessibility and put forward recommendations for Council consideration in the form of improvements or mitigations. Bath and North East Somerset Council have proposed including four new "disabled bays" along the edge of the A3039 and four further "disabled bays" along the street named "Westgate Buildings".



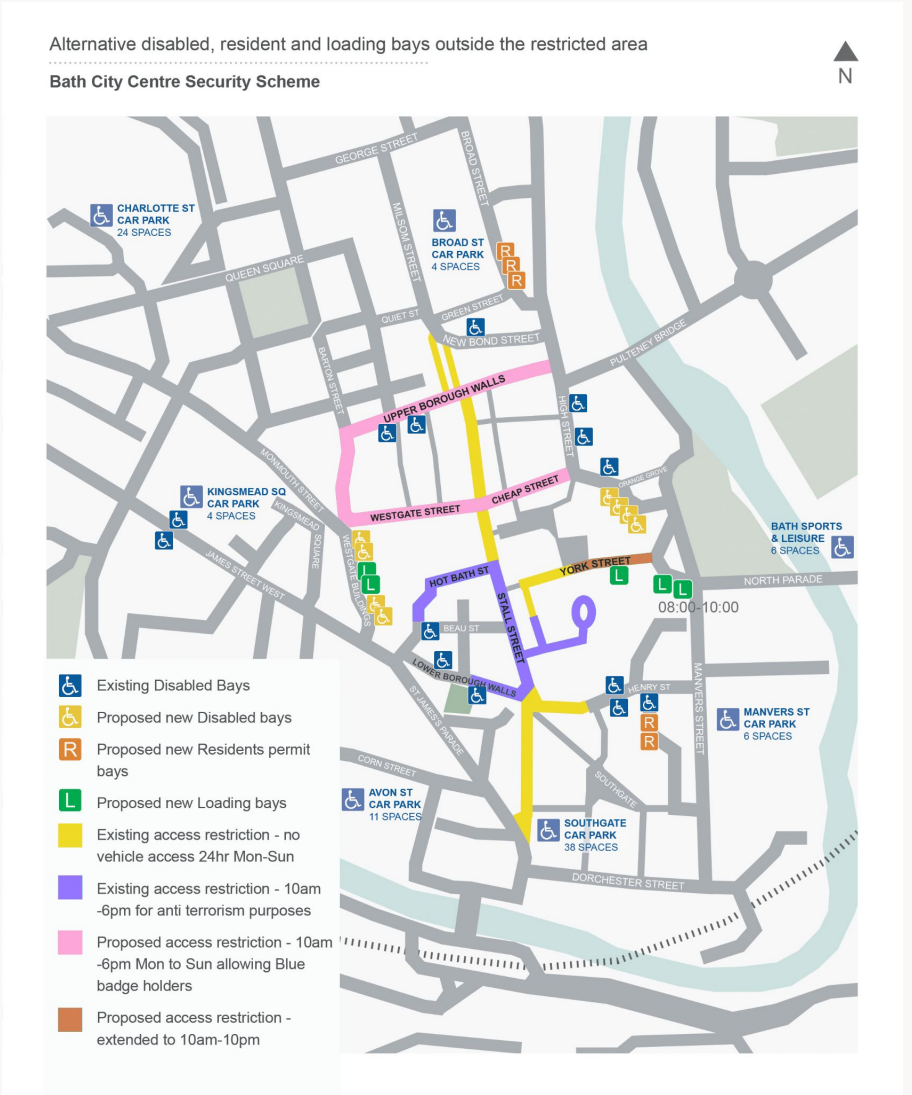
A view of the city centre showing Bath Abbey off to the right-hand side with Stall Street running throughout the left of this image.

Bath

A proposal was made to close off a series of roads in the city centre, most notably York Street, Stall Street, Hot Bath Street and part of Lower Borough Walls, to all traffic, including anyone with a Blue Badge, between 10am and 6pm. Another set of roads, which roughly form a 3 sided rectangle Including Cheap Street, Westgate Street part of Saw Close and Upper Borough Walls, were to be closed off to the general public, however Blue Badge holders could park for three hours on double yellow lines without obstructing the road.

Bath and North East Somerset Council produced a traffic regulation order which closed York Street between 10am and 6pm as an anti-terrorism measure and then between 6pm and 10pm to prevent danger to persons or other traffic using the road.

An appeal was lodged by Ms Hannah Downey against the proposals to close a section of York Street effectively from 10am to 10pm and was heard by Rory Cridland on June 8, 2022. Mr Cridland made the recommendation that Bath and North East Somerset Council could proceed with their proposal subject to minor typographical and other drafting errors.



A map showcasing the proposed interventions in the city of Bath.

Resident Feedback - Bath Echo Newspaper

A Bath local told the Bath Echo in an article published on 22 December 2022.

> "I used to go into Bath most days. I'd meet a friend for coffee or lunch. I'd do some shopping or banking. Now I hardly ever leave my house." They later continued by saying "Some of us with disabilities can't walk very far. But for those who can walk just a little way, being able to park in Milsom Street gives us access to lots of useful shops and services".

Another person told the Echo:

> "Bath and North East Somerset has taken my independence and dignity away from me, just so cyclists and walkers can enjoy the city centre more" and continued with "Able-bodied people have been prioritised over disabled residents".

Bath and North East Somerset Council's cabinet member for transport Manda Rigby, said:

> "We always assess the impact on people with disabilities when we undertake schemes and we listen to residents, businesses, disability groups and Blue Badge holders to ensure we strike the right balance for everyone's needs....[W]e have good Blue Badge parking in the city which has been protected as part of our City Centre Security scheme, in fact people with Blue Badges are no longer in competition for street parking places with other vehicles within this zone".

Bath

The Introduction of Automated Vehicle Access

From 18 October 2023, access from Cheap Street was automated, with the following guidance provided:

Between the hours of 10am and 6pm you will no longer need to show your Blue Badge to the safety marshal positioned at the Cheap Street gate. Instead, you will need to press the intercom, show your blue badge to the camera when requested, wait for the green light and drive through the open bollards. It is important that you do not try to follow a vehicle through the bollards.

You (or a carer, relative or friend who is driving you) can pick up, drop off or park for up to 3 hours on double yellow lines on the following streets inside the restricted area: Cheap Street (when open), Westgate Street, Saw Close and Upper Borough Walls. Between the hours of 10am and 6pm, you will need to show your Blue Badge to the safety marshal positioned at the gates to enter and exit these streets.

Taxis carrying you as a passenger can also pick up and drop off at any time on these streets. Between the hours of 10am and 6pm, you will need to show your Blue Badge to the safety marshal positioned at the gates to enter and exit these streets.

If you come into the restricted area via taxi, you can arrange to be picked up later by another taxi, without having to decide the time in advance. After you order your pick-up taxi, just call Council Connect on **01225 39 40 41**, and they will transfer you to our CCTV team, who can check the first six digits of your Blue Badge Card and the name of the taxi company you have ordered.

Winchester

08

Winchester

Winchester was one of the most important cities in England until the Norman conquest in the 11th century. It has since become one of the most expensive and affluent areas in the UK. The city's major landmark is Winchester Cathedral. The city is also home to the University of Winchester and Winchester College, the oldest public school in the UK still using its original buildings.

Visitor Trail

Winchester City Council has collaborated with Winchester Shopmobility to create a relatively short, approximately one-mile circular “Visitor Trail by Winchester.” The information is provided in a leaflet format and includes maps, photographs, and a short text description of each of the tour's destinations.

The text that accompanies the trail information is short but provides information, particularly for any wheelchair users visiting the historic city for the first time, noting critical information such as:

> “Turn left into Market Street. Keep on the right-hand side and turn right into The Square. Take care at the corner, as the dropped kerb is quite steep. The Square is not pedestrianised, so there is occasional traffic. (Winchester Visitor Trail by Wheelchair)”.

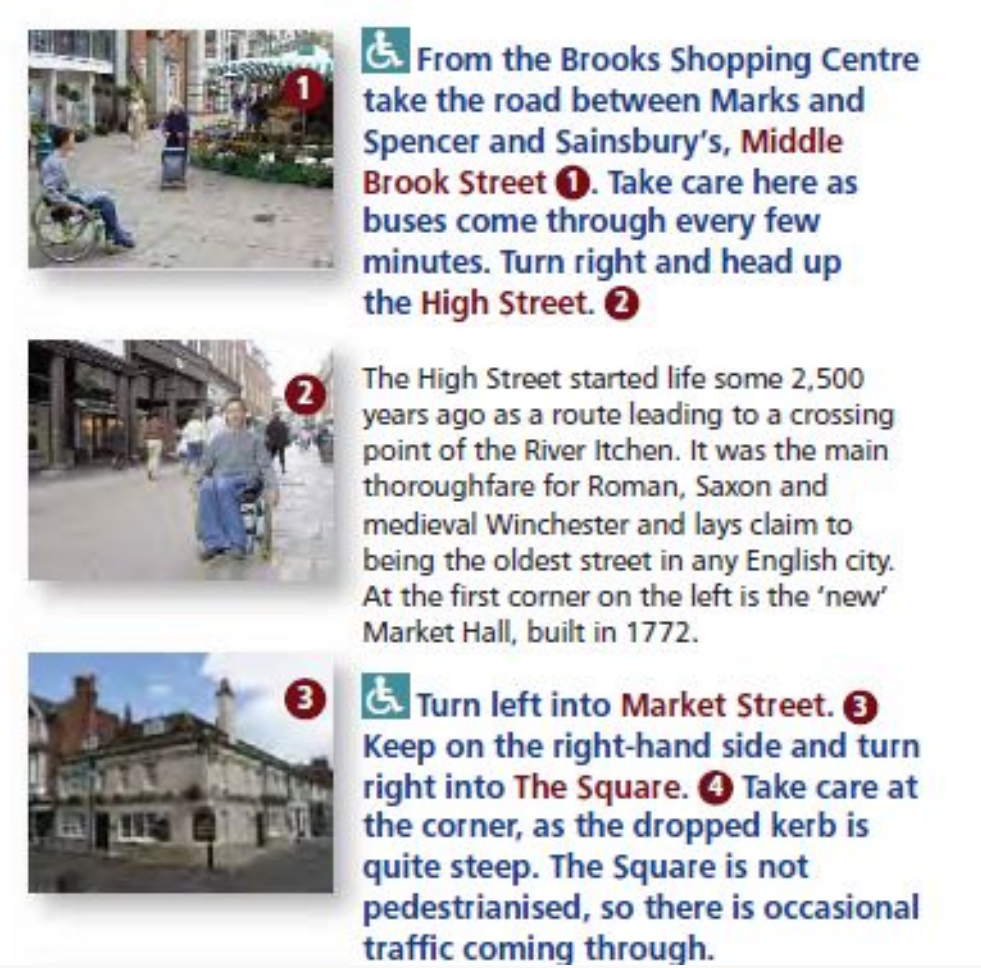


Image showing a sample of the visitor trail route guide, designed to be used by wheelchair users.

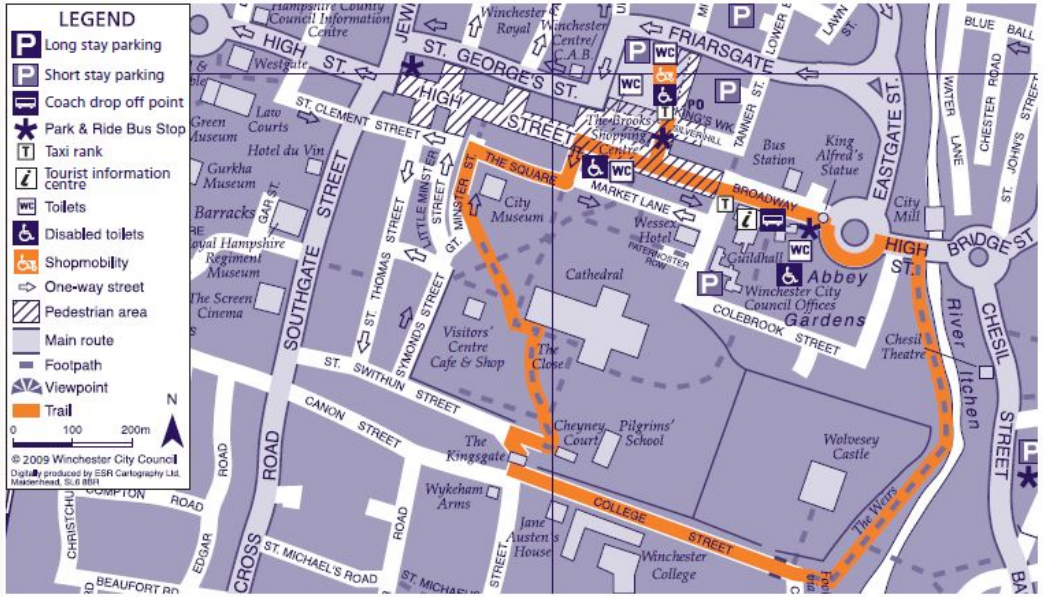
Winchester

This information is vital, as it provides the wheelchair user or disabled person with critical information about how someone may be able to navigate this historic environment. Such information is highlighted in a different text format, for instance, blue text with a larger font, making it stand out from the surrounding text. Photographs of a young wheelchair user also accompany each information point, which may allow any individual to imagine themselves in that environment.

A map is included within the leaflet, which shows the trail in orange. Within the map, a scale bar is provided, which allows individuals to gauge the distances between key tourist attractions and other facilities. The map highlights key tourist attractions such as the Cathedral and castle. Further information, such as “disabled toilets”, long and short-stay parking, pedestrianised areas, footpaths and viewpoints, are also restricted on the map. Such information may be extremely useful to anyone visiting Winchester for the first time, as it provides a “one-stop shop” for critical information. Signposting and contact details for organisations that may benefit disabled people, including Winchester Tourist Information Centre and Winchester Public Transport Group, are also provided.

Individuals have remarked:

> “Winchester’s pedestrianised streets and extensive dropped kerbs make it especially wheelchair-friendly. Winchester City Council and Winchester Shopmobility have devised this trail to help wheelchair users confidently explore the historic city.” (Winchester Visitor Trail by Wheelchair).



The above image shows a light purple map with the accessible trail marked in orange and many key pieces of information, such as short-stay parking and “disabled toilets,” which may be useful for any first-time visitor to Winchester.

Chester

09

Chester

Chester was the first British city to win the European Access City award in 2017 for its commitment to ensuring that the historic city becomes more accessible to all. The current Chester One City Plan sets out a vision to be an accessible city for all, that is easy to travel around, and promotes sage, reliable, affordable travel options that meet the needs of everyone.

The Corporate Disability Access Forum (CDAF)

The Corporate Disability Access Forum (CDAF) has been established since 2013, this is a partnership of local and regional disability organisations, local access groups and Cheshire and Cheshire West and Chester Council.

The role of CDAF is to:

- work with developers, architects and project managers to encourage greater accessibility at major new developments and in the public realm.
- promote the adoption of inclusive design and management to create environments which are universally designed and usable by everyone.
- promote and encourage greater access to information and in accessible formats and more positive attitudes towards disabled people when providing services.
- ensure that local issues are addressed from an informed and representative consumer viewpoint by a group that is made up of people who are either disabled themselves or others who represent disabled people.

Alfresco Licenses

Chester West and Chester Council set out how businesses are expected to run their alfresco areas in line with up-to-date national guidance. This guidance aligns with national accessibility guidance and DfT Inclusive mobility, 2022. In summary this requires that:

- 2m of footway is to be left clear.
- Should not conflict with access or dropped crossings.
- Be contained within a clearly marked area.
- In pedestrian areas - only be licenced during these hours.
- The areas must be marked by clear barriers.
- A smooth panel handrail fixed at a height of 1-1.2m.
- A tapping rail of at least 15cm depth and at a fixed height of no more than 20cm off the ground.
- Barriers should be easily identified by visually impaired people.

Chester

Information on Accessibility

Online information on accessibility can be found on the following webpages:

Visit Chester and Cheshire is a webpage which contains a variety of visitor information. It provides links to venues in the city listed on AccessAble including places to visit, eat and drink. It also provides information on:

- Changing Places facilities.
- Accessible travel (including links to travel partner access information).
- Shopmobility.
- Park and Ride service.
- A link to the Chester City Centre Access Guide.
- A link to access information on the Chester Rows.
- Blue Badge parking.

Images of the Chester City Centre Access Guide are shown on the following pages. This provides a useful summary of key access information in the City including:

- Changing Places.
- Public Toilets.
- Dedicated Blue Badge car parks.
- A map of showing step-free access points to the Rows.
- A map of the city, including car parks, shopmobility, taxi ranks, wheelchair access onto the walls.

It is possible to get a physical copy of this map and additional information from the Chester Visitor Information Centre which is located centrally. Here, it is also possible to pick up a step-free walking tour guide to the Rows and speak to a member of staff with knowledge on accessibility within the city.

Vehicle Access and Parking

Chester currently has a pedestrian area, which is smaller than York. This includes Watergate Street, St Werburgh Street, Eastgate Street and Bridge Street.

Whilst part of the city centre follows a pedestrianised model year-round, further bollards are in place to limit public traffic during event time only, for example, the Christmas market. Access to the pedestrian areas when the bollards are in place requires drivers to show their Blue Badge to a marshal on a gate at Northgate Street. This is a similar set up to the process in York.

Chester has two dedicated Blue Badge car parks, in addition to on-street accessible parking. These car parks are found in city centre locations at Frodsham Street and Hamilton Street. Blue Badge holders can park for 4 hours in these car parks. Some on-street accessible parking bays have an unlimited time duration.

Chester

Adjacent Image: the Chester City Centre Access Guide provides an overview of key access information in the city centre.

Changing Places

A Changing Places toilet is available in the Frodsham Street Public Toilets. The toilet is larger than a standard accessible toilet and includes extra equipment such as ceiling track hoist and adult size changing bench. The toilet is operated using a RADAR key and is open every day from 8am to 8pm.

Community Toilet Scheme

Several city centre shops, bars and restaurants have signed up to the Community Toilet Scheme which allows members of the public to use their toilet facilities.

For further information please visit:
www.cheshirewestandchester.gov.uk/communitytoilets

Public Toilets

WC

A unisex wheelchair-accessible toilet facility can be found at each of the following Council-owned public conveniences. Toilets are operated using RADAR key. In addition, there are accessible toilet facilities located within The Mall shopping precinct.

Location	Summer (Easter - Sept)	Winter (Oct - Easter)
Princess Street (under the Market)	08.00 - 18.00	08.00 - 18.00
Frodsham Street	08.00 - 18.00	08.00 - 18.00
Union Street (Near Grosvenor Park)	11.00 - 17.10	closed
The Groves (Near Suspension Bridge)	08.00 - 20.00	09.00 - 16.30
Little Roodee (on the coach/car park)	seasonal times	seasonal times

Accessing Cheshire West and Chester Council information and services

Council information is also available in Audio, Braille and Large Print formats. If you would like a copy in any of these formats or in another language, please email us at **equalities@cheshirewestandchester.gov.uk** We are also able to provide a British Sign Language (BSL) interpreter to support customers with accessing Council services.

Tel: 0300 123 8 123 **Textphone:** 01606 867 670
email: equalities@cheshirewestandchester.gov.uk
web: www.cheshirewestandchester.gov.uk

Access points to the Rows

The Rows are a feature unique to Chester which comprise elevated walkways on the main shopping streets. There are number of steps accessing the Rows, however, all sections are also accessible to wheelchair users. The location of these access points is shown on the map:

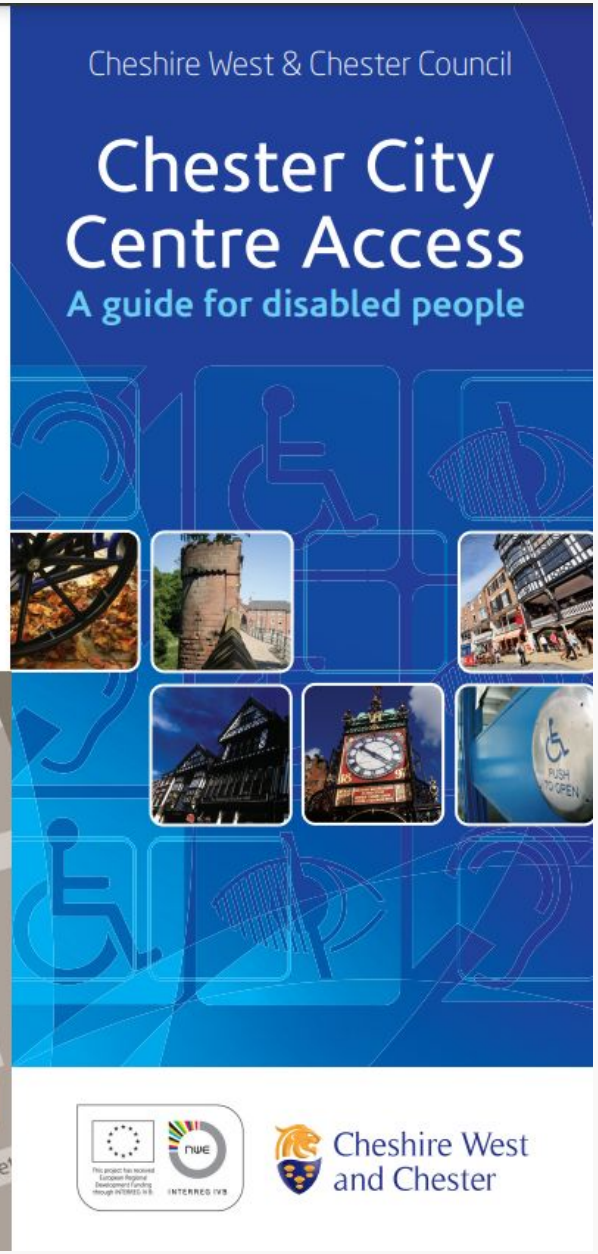
Bridge Street Row West and Watergate Row South
Ramp on Pierpoint Lane next to Carluccios restaurant OR via passageway from Weaver Street

Watergate Row North
Ramp access from Goss Street (next to Reiss) OR level access via Goss Street (limited headroom)

Eastgate Row South and Bridge Street Row East
Level access through the Grosvenor Shopping Centre (open Mon-Sat 09.00-17.00, Sun 11.00-17.00, Bank Holidays 10.00-17.00) OR via lift on Pepper Street

Eastgate Row North and Northgate Row East
Level access via Godstall Lane, which is accessed from St Werburgh Street





Chester

Adjacent Image: the Chester City Centre Access Guide provides an overview of key access information in the city centre.

Car Parks

Please display your valid blue badge with serial number and expiry date clearly to obtain up to 4 hours free parking in the following Council owned car parks:

- Frodsham Street dedicated disabled parking area (CH1 3JJ)
- Hamilton Street dedicated disabled parking area (CH1 2BG)
- Any Council pay and display car parks. If you wish to stay longer than four hours, please purchase a pay and display ticket for the additional time and display the ticket next to your disabled parking badge and clock.

On-street parking for Blue Badge holders is also available on St Werburgh Street and Hamilton Street.

DisabledGo Online Access Guide

DisabledGo provide online access guides to over 90,000 venues across the UK, including 1,000 venues in Cheshire West and Chester. You can find detailed information about access to all kinds of places – cinemas, hotels, restaurants, libraries – the list goes on. The website is free to use and you don't need to register, just go to **www.disabledgo.com**

Dial House

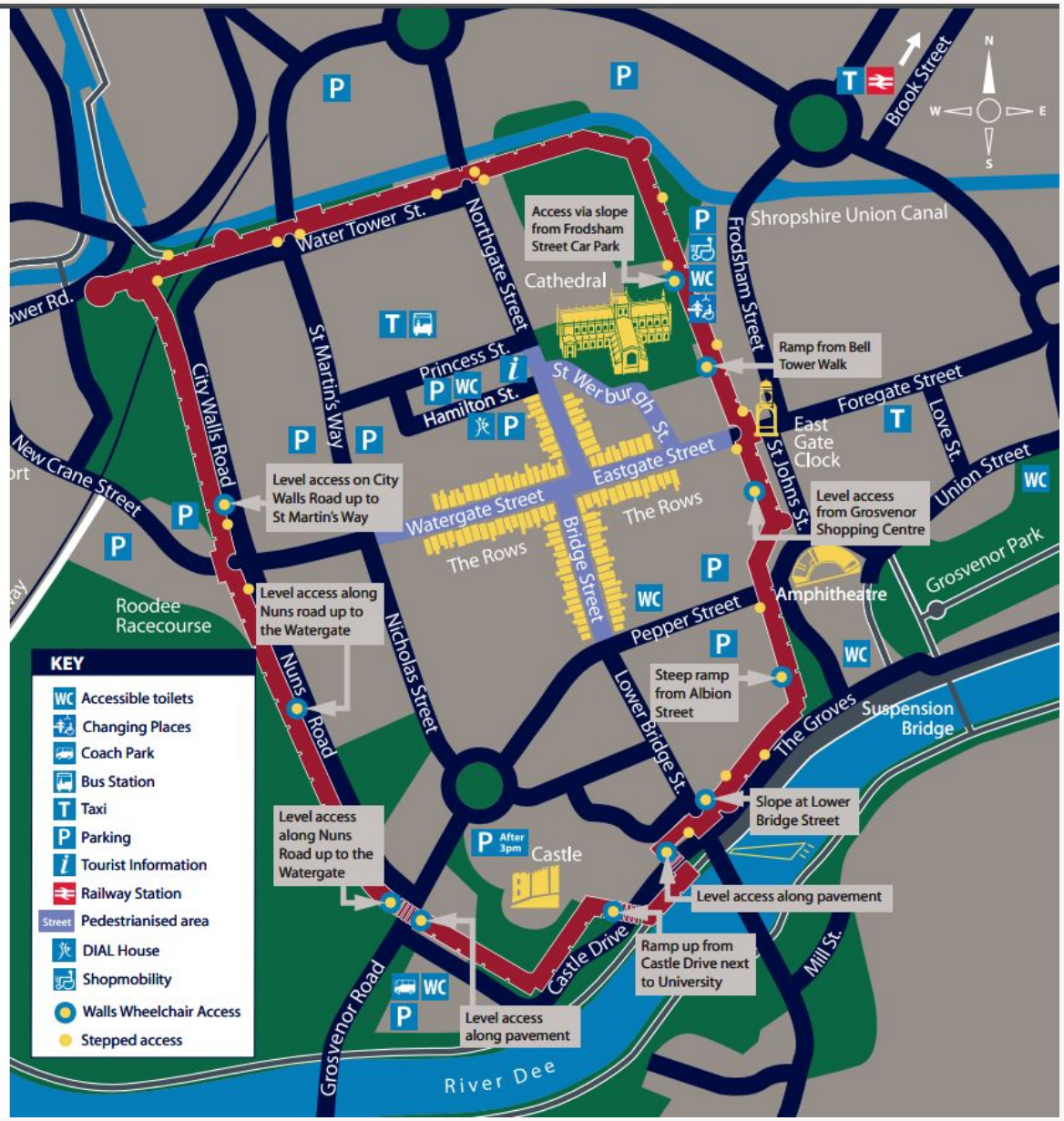
DIAL House provides a free, confidential and independent advice service on issues such as disability rights, community care, education, health & leisure, mobility & transport, sports & leisure and welfare benefits. Additionally there is a Community Cafe providing home cooked food at reasonable prices.

For further information please contact:

Telephone: (01244) 345655
Textphone: (01244) 315122
Email: contactus@dialhousechester.org.uk
Address: DIAL House Chester, Hamilton Place, Chester CH1 2BH

Shopmobility

The DIAL House Shopmobility Service, based in the Kaleyards car park off Frodsham Street, (CH1 3JH) provides daily use of mobility scooters and wheelchairs to enable people with disabilities to access city centre shops and facilities. For a one-off fee anyone can join the Regular Users Scheme and book a scooter or wheelchair as often as they like, seven days per week (except bank holidays). Alternatively, daily hire fees apply to visitors / tourists / occasional users.
Tel: **01244 312 626** or Email: **shopmobility@dialhousechester.org.uk**



Conclusion

10

Conclusion

This benchmarking report has explored how other historic cities such as Durham, Oxford, Cambridge, Bath, Norwich, Edinburgh, Chester and Winchester manage accessibility. It serves as a useful tool when understanding areas for improvement within York's infrastructure and policies, and provision of information for residents and visitors.

This report should be read alongside the findings and recommendations from the series of workshops conducted by Mima in March and May 2024 with residents, disabled residents, carers and support workers, and city centre businesses.

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Developing a Framework

Movement & Place

PJA

for City of York Council

July 2024

Document control

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This guide is designed for a decision-makers to explore what it means for The City of York Council to adopt a plan for 'movement & place' in York and its surrounding towns & villages

This innovative place-based approach seeks to deliver transport infrastructure which increases the freedom and independence for all the people of York, while aligning with the council's commitment to equality, affordability, climate and health

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This guide is designed for a decision-makers to explore what it means for The City of York Council to adopt a plan for 'movement & place' in York and its surrounding towns & villages

This innovative place-based approach seeks to deliver transport infrastructure which increases the freedom and independence for all the people of York, while aligning with the council's commitment to equality, affordability, climate and health

In this chapter we explore why it is critical to adopt a place-based approach when making decisions affecting transport and traffic in York

Why movement and place?

York's streets are for everyone

Why prioritise a place-based approach to movement, traffic and transport?

Streets are at the heart of how people move around York and its neighbouring settlements. York's streets and other public spaces should be designed to be inclusive for everyone, creating places where people feel safe and comfortable, enabling everyone to make the journeys they need to while participating in civic life, socially and independently.

Looking back over past decades, roads and streets in and around York have been designed or re-purposed to incentivise motor traffic. While the city is proud of its contribution to enabling pedestrian movement in and around its footstreets, there are barriers to travelling safely, quickly and cheaply around the city. These barriers inhibit growth in walking, wheeling,[1] cycling, and bus travel for local journeys. This has generally resulted in a lack of choice in how many residents are able to get around.

Designing streets that are accessible to people with disabilities, parents with strollers and older people can contribute to a more equitable, safe and healthy community for everyone. The impact of an historic environment redesigned around motor traffic means that some people are excluded from walking, wheeling and cycling for short trips. Daily activities are, to some degree or another, constrained by a lack of freedom and independence. Some people are unable to walk or wheel along the city's congested footways, while others cannot cross the road comfortably or safely.

Inclusive streets are also safer streets. Reducing road danger will mean that people will be safer on York's streets; people will feel confident to walk, wheel, cycle more and take the bus more frequently. This in turn should incentivise a mode shift away from private motor vehicles for some journeys, and this should contribute to further reducing the dominance of motor traffic in the city.

Freeing up more space on the roads for people who need to drive will benefit everyone. Reallocating roadspace to cheaper and more efficient modes of transport for local people should also mean that space can be freed up in key locations so that future placemaking projects can deliver civic space in neighbourhoods, and contribute to the city's sense of place.

1 'Walking and wheeling' represents the action of moving as a pedestrian, whether or not someone is standing or sitting, walking or wheeling unaided or using any kind of aid to mobility aid (such as walking aids, wheeled aids, personal assistants or support animals). This also includes pedestrians using prams or buggies. Please see Wheels for Wellbeing for more information on inclusive definitions in traffic and transport.



Figure 1 Street Party on Bishy Road (Bishopthorpe Road)

Figure 2 Walking and wheeling along Church Street and King's Square





Figure 5 Everyday walking, wheeling and cycling in residential neighbourhoods (along Priory St near Dewsbury Terrace)

Figure 3 Routes for active travel have been integrated through Derwenthorpe



Figure 4 Walking along The Shambles



Figure 6 Pedestrian traffic and cycle traffic mixes with motor traffic at the junction of St Maurice's Road, Lord Mayor's Walk and Monkgate



Helping people move around

Who should benefit from projects arising from this framework?

In York, movement and place principles aim to achieve a well-designed built environment. The long-term positive impact is to build or re-purpose roads, streets and rights-of-way which contribute to the network of public space within the city and its surrounding settlements, where people can live healthy, valuable lives, socialise, interact with local businesses, and go about their daily activities.

The city's roads and streets should be enhanced by transport, and have the appropriate space allocation to move people and goods safely and efficiently, while connecting to places people want to go.

Trade-offs may be required to achieve the best fit for these long-term positive impacts. Our movement and place framework encourages this to be done through proportional engagement, informed conversations, working collaboratively towards a shared vision, determining the best approach while considering multiple points of view, and consulting with multiple, supportive disciplines and stakeholders.

To achieve the goals of the local transport strategy, we recommend that the movement and place plan puts in place disincentives to reduce the existing high number of short car trips made in York, while simultaneously enabling growth in pedestrian movement, cycle traffic and bus travel.

We have begun to establish this plan's beneficiaries to help shape future proposals for the city and its residents, providing strategic direction for movement and place. Proposals should be designed to support the following beneficiaries: [1]

- Children and young people
- People with protected characteristics, including people with disabilities which make driving difficult or impossible
- Families
- Older people
- Business owners and employees, including local shop-keepers and hospitality businesses
- Students
- Young professionals
- Tourists and visitors
- Other beneficiaries might include: residents without access to a private vehicle / people accessing jobs / people who currently cycle and people who will cycle in the future / people who walk or wheel, now or in the future / carers and those who rely on them

1 Note that the list above is not mutually exclusive; a project beneficiary can identify with two or more of the above simplified categories.



Figure 7 Pedestrians at York Minster



Figure 10 Connecting communities through the Millennium Bridge



Figure 8 A mix of traffic at Fishergate Bar



Figure 11 Walking along South Parade

Figure 9 Walking and wheeling along Church Street and King's Square



Introducing 'movement and place'

Why should we look at streets through the lens of 'movement and place'?

When looking at York, and its surrounding settlements including Haxby, we can approach 'movement and place' as a multi-disciplinary, place-based approach to the planning, design, delivery and operation of its transport infrastructure and public spaces. This recognises, and seeks to optimise, the network of public spaces formed by roads and streets, and the spaces they adjoin and impact.

Roads and streets generally have different mixes of 'movement' (on the street), and 'place' (including its physical form, the activities which occur on it and near it, and its shared meaning to the community). Many streets have an important civic function beyond merely moving traffic, and this is illustrated in Figure 12 on page 13.

Well-designed places make people want to spend time in them. The roads and streets managed by City of York Council are key public spaces for the city's communities: they are places where people spend time and socialise, enabling activities that increase social contact and add vitality to neighbourhoods. To illustrate this diversity in how streets are used, we have indicatively applied the principles shown in Figure 12 to a mix of streets in York in Figure 13 on page 15, showing how diverse York's streets are in terms of their role in enabling 'movement' and fostering 'place' within the local community.

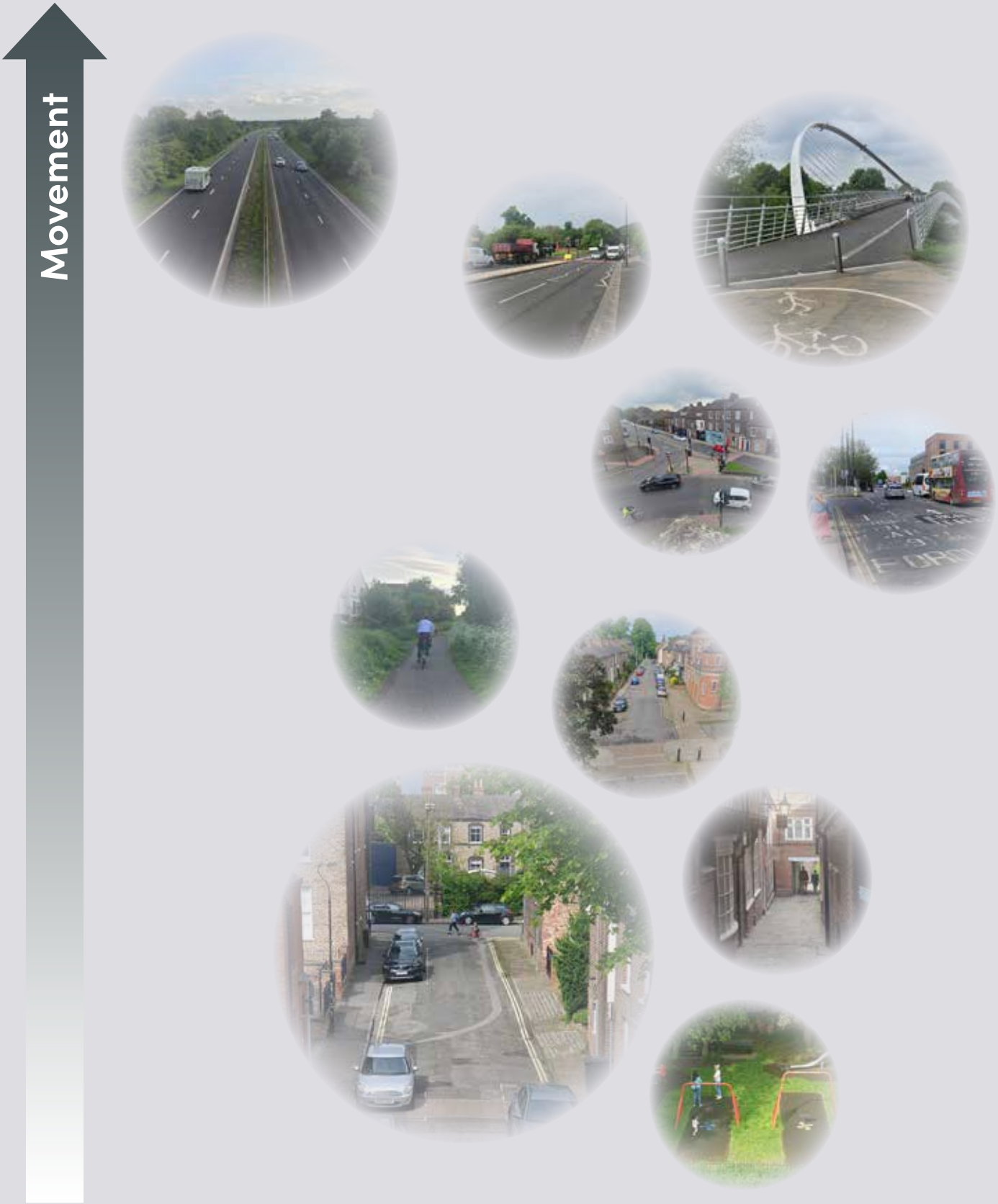
Aligning movement and place in the design of roads and streets can give people of all ages and abilities better, safer and healthier travel options while creating appealing places where people want to live and spend time in. We already see this in established people-friendly places in York, such as its footstreets where pedestrian footfall is prioritised over other traffic.

Applying 'movement and place' in and around York means providing a cohesive approach to aligning the integrated and efficient movement of people and goods, with the amenity and quality of places. This approach can apply to everyone who uses a place, whether they are operating local businesses, visitors, or members of a local community, young and old, choosing how they will move around and where they will spend time.

A ‘place-based’ approach to planning therefore involves taking a collaborative, spatial, long-term approach to develop practical projects and schemes which better meet the needs of local people.



Figure 12 Roads and streets have different mixes of '**movement**' on the street and '**place**', including its physical form, the activities which occur within and around it, and its shared meaning to the community


Movement
Local significance
Place



Increasing civic significance → **Place**

Figure 13 Illustrating the current balance of 'movement and place' on some streets in York

Establishing precedents

Where else has achieved success?

Well-designed places make our urban environments more healthy, attractive, resilient and equitable (which in turn delivers numerous benefits which will align with the council's goals and priorities).

Why take action?

Investing in movement and place will enable growth in placemaking, active travel infrastructure and bus travel. This will offer significant economic, social and environmental benefits, including:

- Health and wellbeing of residents
- Cleaner air
- More reliable journey times
- Contributing to climate resilience
- Strengthening contact and connections between people, neighbourhoods and communities
- Boosting the local economy
- Caring for, and enhancing, the heritage of York. For example, the recent demolition of the Queen Street Bridge (which was in front of York station) has re-opened a vista of the historic city walls.[1] Its removal, and replacement with a station forecourt, is contributing to 'placemaking' in York.

Where can we look for inspiration?

There is an established evidence base of the benefits that arise from investing in a better balance between movement and place.

We can find good practice in most places if we know what to look for. Other places in the UK are at various stages on their journey to deliver place-based public realm and movement strategies, including Leicester, Coventry, Oxford, Cambridge, Shrewsbury, Woodbridge (Suffolk), and others.

We recommend visiting places which have experienced success in balancing movement and place following sustained action over time. These include Waltham Forest[2] and Hackney (London), Montpelier and Paris (France), Bruges and Gent (Belgium), Pontevedra (Spain), Copenhagen (Denmark), Melbourne (Australia), and Olso (Norway).

1 https://www.york.gov.uk/major-developments/york-station-gateway/2
2 https://www.gov.uk/government/case-studies/public-space-improvements-walthamstow-village

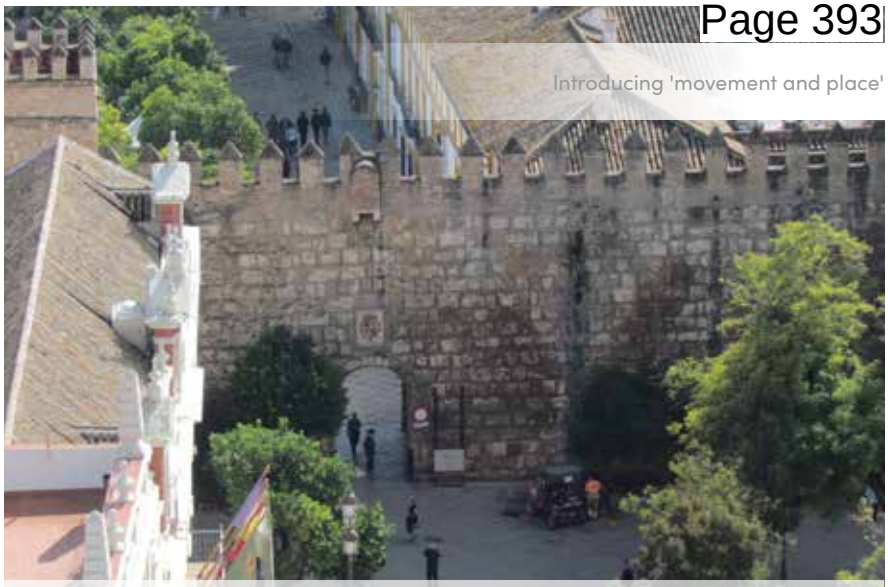


Figure 14 Seville is a compact city with a high population density and a recognisable mix of places and connections. Following four decades of growth in motor traffic, a change in political ambition has delivered a 'walkable', cyclable city which prioritises people movement (Sevilla, Spain)



Figure 17 An action-oriented local authority continues to roll out the delivery of transformational placemaking projects as 'business-as-usual', supporting local people and businesses; Francis Road, Leyton (Waltham Forest, London)



Figure 15 'Superblocks' put people and place at the heart of neighbourhoods in Barcelona - enabling walking and wheeling through vibrant, quiet and shaded streets (Spain)



Figure 18 Roughly £30 million of investment in 'healthy streets' in 2014 over three years transformed Walthamstow Village. This turned an ambitious local authority into an action-oriented team with resilience to deliver projects on the ground (Waltham Forest, London)

Figure 16 An innovative 'traffic circulation plan' in 2017 prevented motorised-through traffic from entering Ghent's city centre and enabled the delivery of streets for all in (Gent, Belgium)



Figure 19 In which villages, towns and cities have you enjoyed spending time? Where do you think of as having the right mix of 'movement and place'?

Getting things done

How has this framework been developed?

City of York Council has commissioned PJA to develop a framework for 'movement and place', drawing on the city's ten-year plans, draft local plan and emerging local transport strategy. In response, we have undertaken an urgent exercise to set direction on what this means for York and its surrounding settlements. Through our framework, we intend to help the council define what is needed to develop a comprehensive action plan for 'movement and place', so that transformational projects can be delivered on the ground.

We believe that embedding 'movement and place' into decision-making is essential for effective urban planning. We commend the City of York Council for its forward-thinking approach to improving the neighbourhoods and lives of the people living in York, Haxby and nearby villages.

How is this document being framed?

In this document we explore ‘what works’ (and what may not) when developing a plan for movement and place. We set out to frame this work in helpful ways, foster a way of thinking about movement and plan which works for York, and anticipate setting up future success for project delivery on the ground.

Within this framework we want to make connections between disparate themes and contribute to developing a coherent movement strategy and sense of place for the whole city and its surrounding settlements.

What is the geographic scope?

We have strongly recommended that the coverage of a plan for movement and place includes all the built-up areas within the governance and remit of City of York Council, (shown spatially in Figure 20 on page 19). This must include consideration of future growth in built-up areas, which are identified in the council's draft local plan (shown spatially in Figure 21 on page 21). [1]

We have tailored our approach to the sense of urgency that this ambitious plan has in meeting its milestones for decision-makers. The programme to develop the framework is very tight. In the first week of the study, we met with Elected Members in-person to discuss 'movement and place', in context with the council's ambitions.

1 By way of example, 'ST15' is a planned residential development to the south-east of York, located within everyday cycling distances of many places in York, indicated in Figure 21 on page 21.

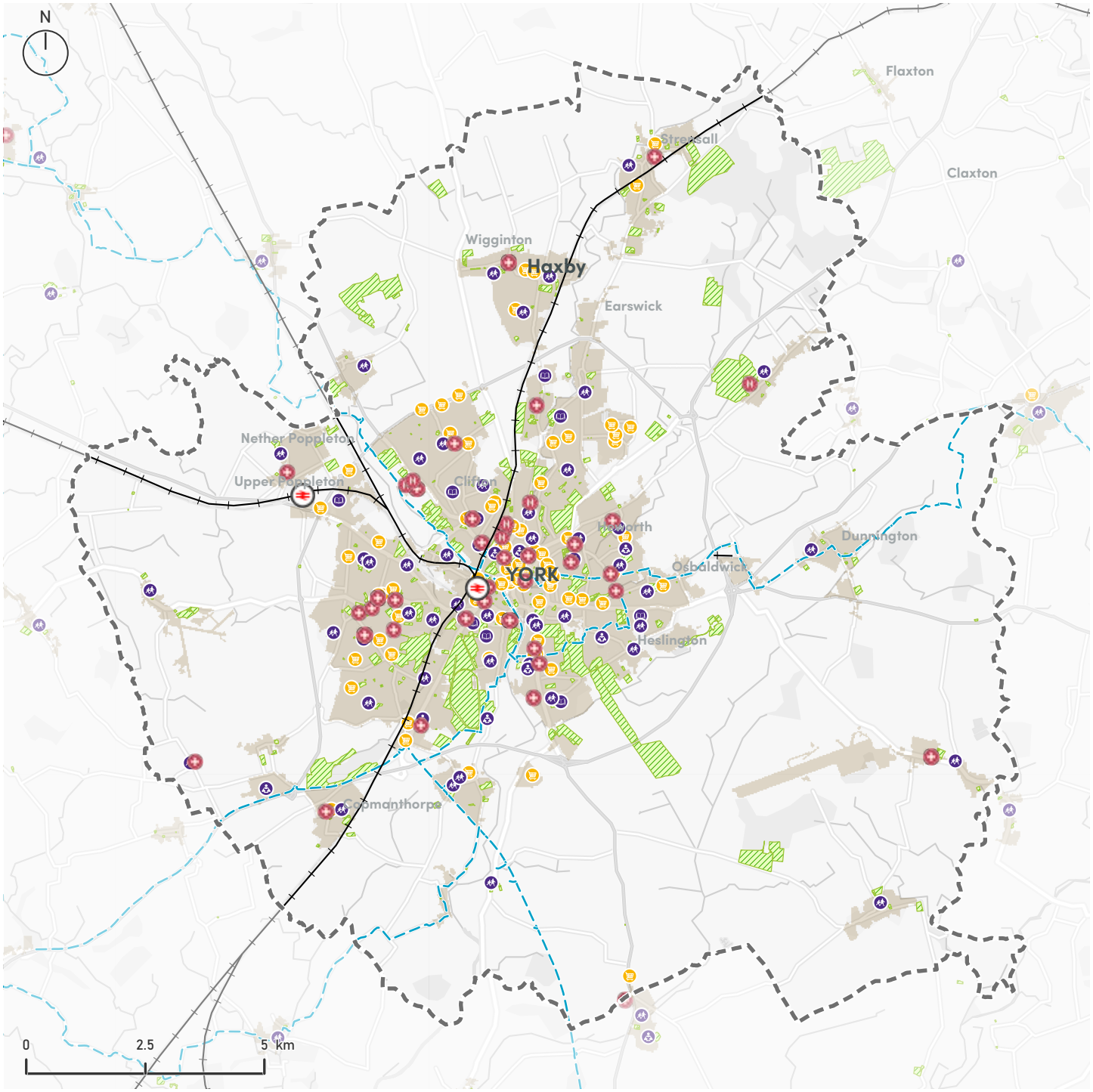


Figure 20 The local context today in the unitary authority area of the City of York

We also met with council officers in-person and visited York's neighbourhoods, walking, wheeling and cycling on their roads and streets. This helped us to understand local perspectives and priorities, specifically the interfaces with committed and planned projects in the city, and their policy contexts.

How did we approach this work?

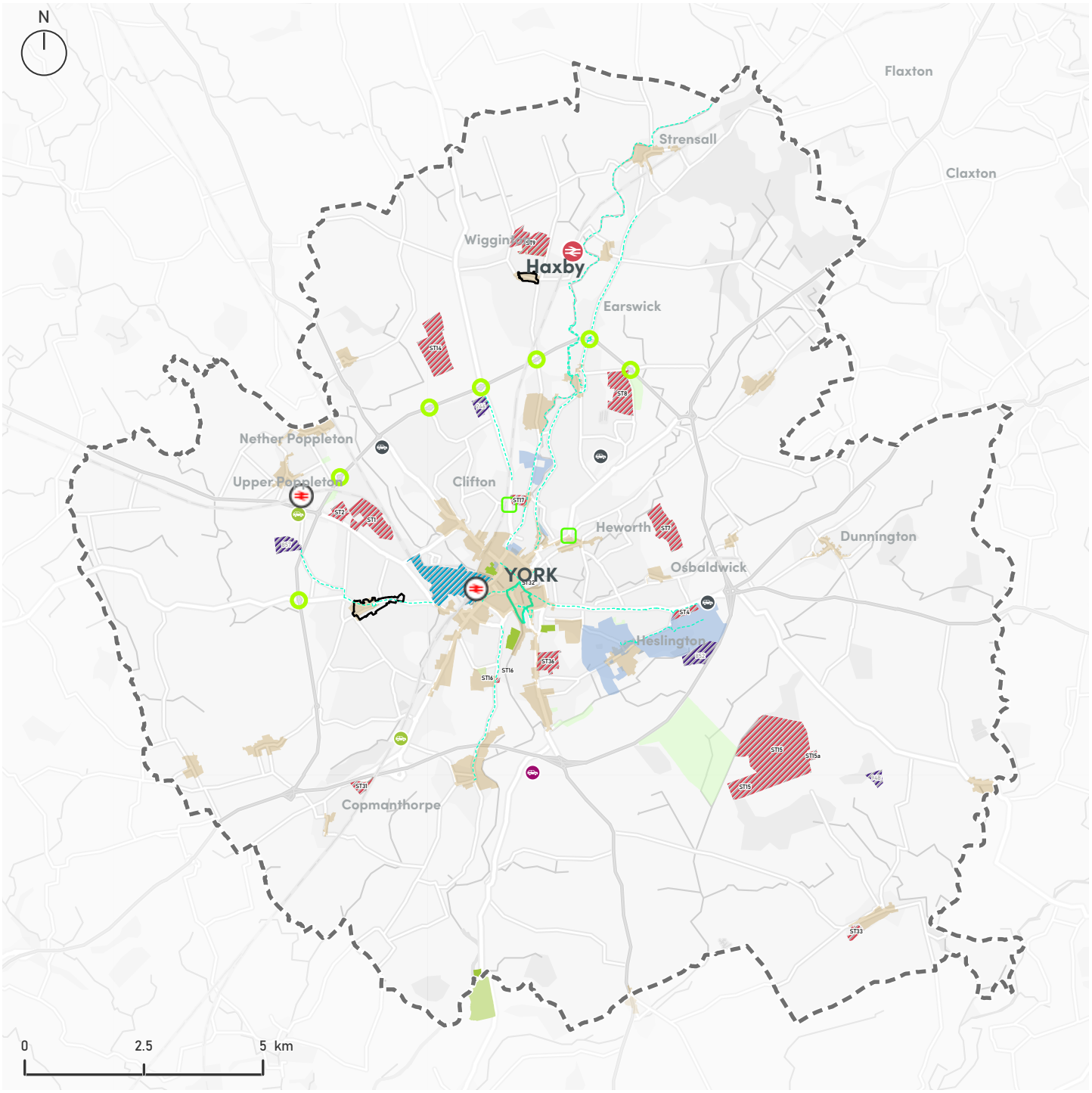
'Movement and place' strategies are a growing area of technical work particularly in historic and space-constrained places, such as York, whereby any meaningful improvements in the quality of public realm and active travel infrastructure needs significant changes to existing highways infrastructure and traffic access.

York already has experts who understand how its streets work. In developing a framework, we have met York Civic Trust, including representatives from across the transport industry.

Recognising that our team is bringing an outside view to York, we discussed with officers our own experiences and expertise. This includes lessons learned while delivering placemaking projects and movement strategies in other old, compact cities and towns in England, including Oxford, Farnham, Hereford, Shrewsbury, Lewes, and Winchester.

With officers, we explored who the beneficiaries of this plan would be, and this is discussed further in Helping people move around on page 10.

In approaching this work, we have undertaken meetings with Cabinet Members, council officers and supportive stakeholders. We have undertaken analyses to inform our recommendations.



Local Plan Data

- Proposed New Railway Stations
- Railway Station
- Proposed Strategic Junction Improvements
- Proposed Roundabout Junction Improvements
- Existing Park and Ride
- Existing Park and Ride with Potential for Expansion
- Existing Park and Ride with Potential for Relocation
- Strategic Pedestrian or Cycle Corridor Improvements

Figure 21 Major projects and allocated sites for new development arising from York's draft Local Plan

Introducing this document

What is the status of this movement and place framework?

Building on what we already know about movement and place, a quick win has been to produce this short, visual document, meant for a decision-making audience, which sets out the direction(s) for future work.

This short document is intended to discuss what movement and place means for York and its surrounding settlements – aligning with the city's very high level of ambition to reduce car dependency, enabling investment in the public realm, and growth in pedestrian movement, cycle traffic and bus travel.

This document is organised according to the chapters shown in Figure 22 on page 23.

This document has established a framework around the following key themes:

Exploring the council's ambition, and how it drives future projects for movement and place

Investing in the public realm

Making connections between places in the city and beyond

Deciding the right mix of traffic in the city centre

Enabling active travel and public transport for all

Designing coherent networks for multi-modal movement through the city and its surrounding settlements

Delivering projects on the ground and beginning to establish future projects through linkage and alignment with other strategies and interfaces)

How is this document organised?

1 Why movement and place?

2 The story so far

3 Challenges

4 Setting direction

5 A framework for movement and place

6 Taking action

Figure 22 How is this document organised?

In this chapter we explore what 'movement and place' means in York today

The story so far

Movement and place in York today

How does a place-based approach fit with York's projects, past and present?

A plan for movement and place must take into account today's traffic, transport and built environment, and it should look ahead to accommodating future growth in York determined by the council's Local Plan.

Recently completed projects include:

- The replacement of Scarborough footbridge with a bridge for walking, wheeling and cycling
- Footstreets opened to pedestrian traffic (during hours of operation) including the installation of 'modal filters' compliant with hostile vehicle mitigation.
- Area-based traffic management in The Groves (2020/21)
- The electrification of the majority of York's bus services
- High speed electric vehicle charging hubs at Monks Cross and Poppleton Bar (HyperHubs)

Committed projects include:

- York Rail Station forecourt redevelopment
- York Central, a mixed use development currently being constructed in phases, including approximately 2,500 homes adjacent to York station.

Planned projects include:

- Strategic housing, through the local plan (including ST15)
- The Castle Gateway opportunity area (ST20)
- Haxby Rail Station, with Network Rail and other partners
- Potential relocation or expansion of park-and-ride facilities
- Dualling of the outer-ring road (A1237) and changes to the design and operation of many of its junctions

A visual guide to exploring movement and place today in York is shown from Figure 23 on page 27 onwards through this chapter. This demonstrates a solid base of past project delivery and proven organisational expertise which can be further strengthened through the development of a movement and place plan.

A visual guide to exploring movement and place today

1 **A city of healthy places and movement**

2 Celebrating civic space

3 Resilience

4 **A culture of getting things done**

5 Historic modal filtering

6 Continued project delivery

7 **A walking and wheeling city**

8 Inclusion & opportunities for many

9 An intentional palette of materials

10 **An established cycling city**

11 Continuing to enable active travel

12 Reallocating roadspace

13 Knowing where to go

Figure 23 What does movement and place mean in York today?

A city of healthy places and movement



Figure 24 Everyday walking, wheeling and cycling



Figure 25 York Minster

Figure 26 Footstreets (Shambles)



Figure 27 Families at play, Victoria Bar





Figure 31 Goodramgate



Figure 32 New housing at Derwenthorpe

Figure 28 Walking and sitting on The Millennium Bridge



Figure 30 A mix of traffic at Fishergate Bar



Figure 29 Traffic at Baile Hill, Skeldergate



Celebrating civic space

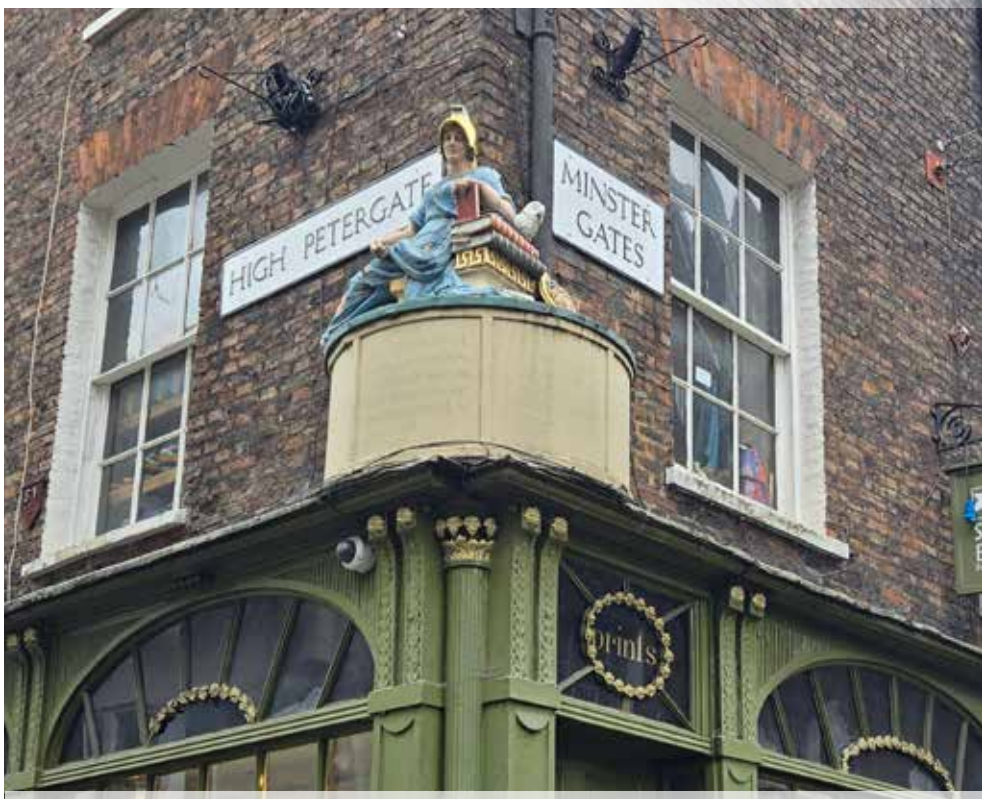


Figure 33 Statue of Minerva, Minster Gates



Figure 34 On the River Ouse

Figure 35 Celebrating York's heritage near Mansion House

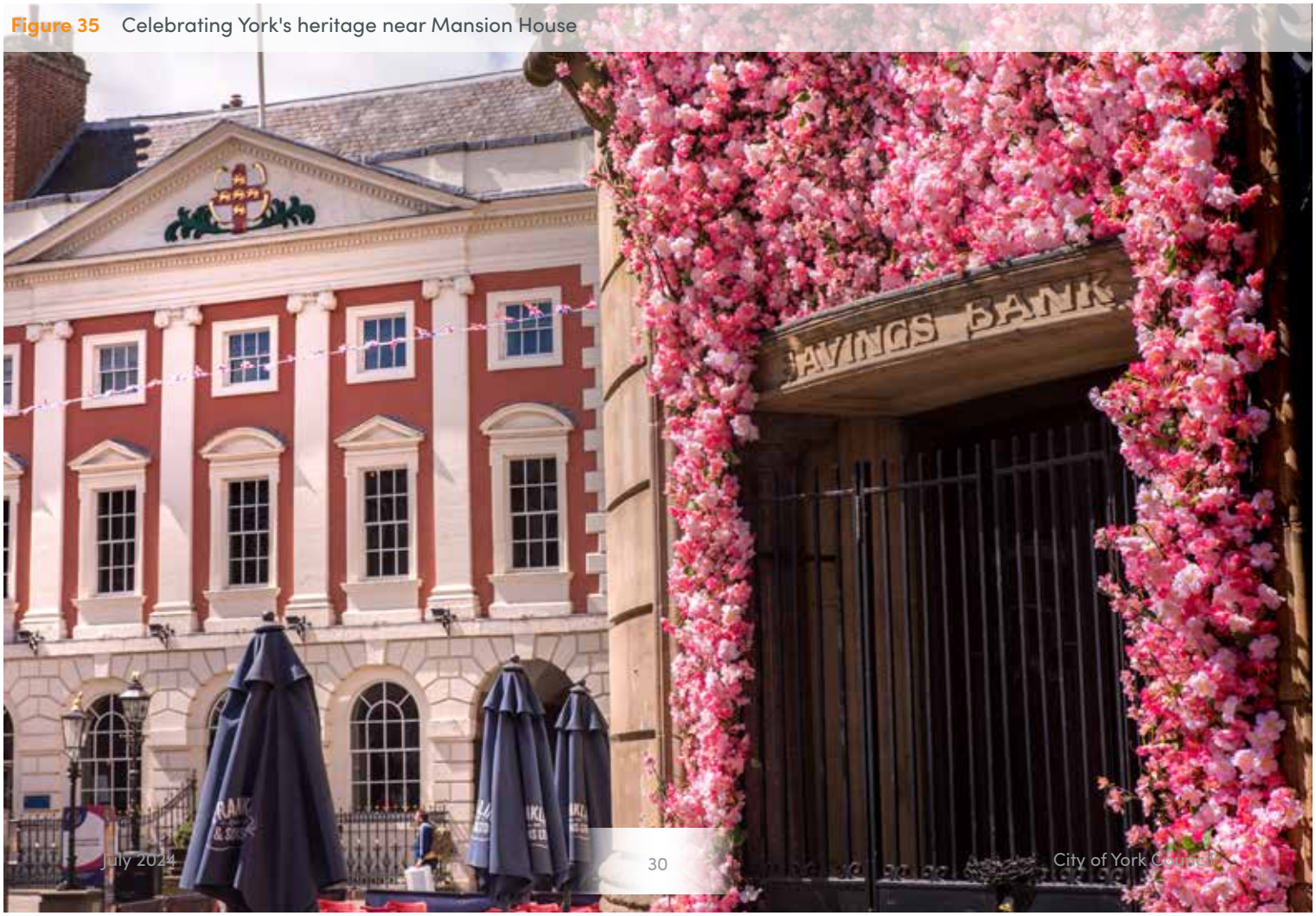




Figure 36 Bunting, looking out to York Minster



Figure 37 Celebrating history, near Monkgate

Figure 38 Wayfinding, St. Mary's Square



Figure 39 Wayfinding, Railway Station



Figure 40 Coppergate Walk



Resilience



Figure 41 Map of York, Tower Gardens



Figure 42 Flood levels, Tower Gardens

Figure 43 Modal filtering, Micklegate





Figure 47 Emergency space for active travel, Navigation Road (installed during the covid crisis)

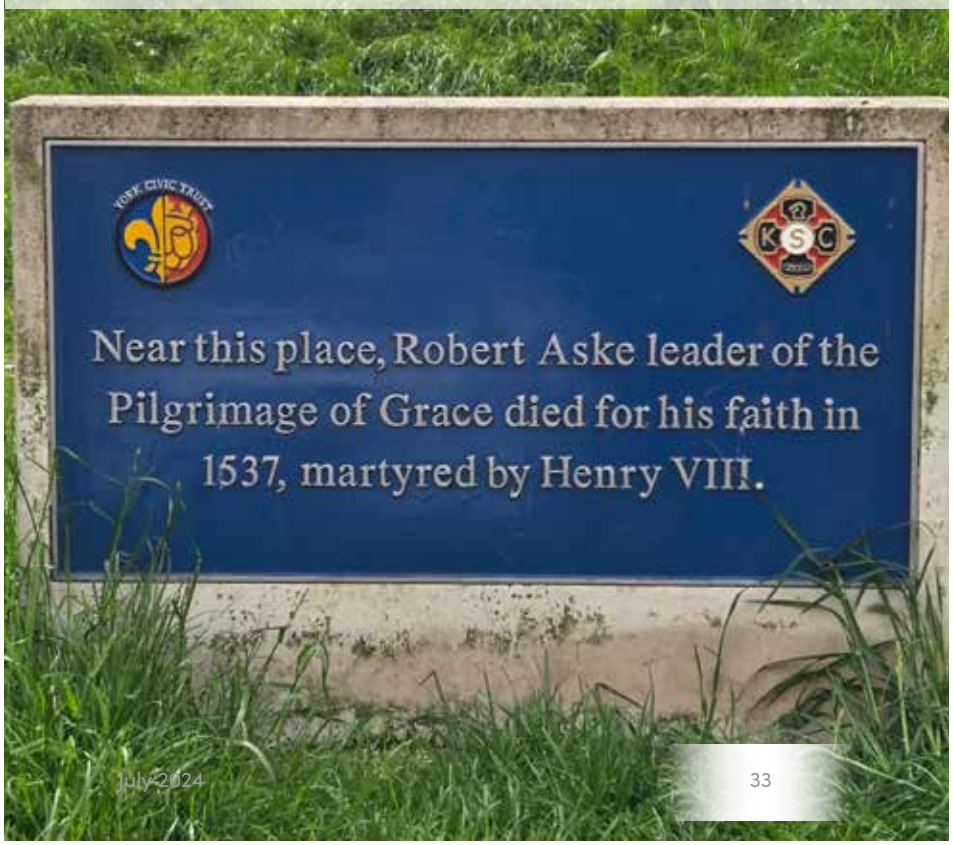
Figure 44 Approaching York Minster



Figure 45 On the city walls



Figure 46 Plaque by Clifford's Tower





A culture of getting things done



Figure 48 Reallocating of roadspace and planting, Coppergate



Figure 49 Designing for a mix of traffic in the city centre, Walmgate Bar

Figure 50 Helping people to make their journeys, Goodramgate



Figure 51 Delivering a major project at York Station Gateway: Preparatory work in advance of removing Queen Street bridge in spring 2024, to be replaced with a new station forecourt





Figure 52 Increasing footfall on The Shambles



Figure 53 Delivering The Millennium Bridge

Figure 54 Keeping things moving at York Station Gateway: temporary traffic management in place after the removal of the Queen Street bridge in spring 2024



Historic traffic management



Figure 55 Traffic filtering at High Ousegate, Low Ousegate and Nessgate



Figure 56 Traffic filtering at Parliament Street

Figure 57 Traffic filtering at Swingate



Figure 58 Physical bollards at Butcher Terrace



Figure 59 Traffic filtering at Castlegate





Figure 60 Traffic filtering at Goodramgate



Figure 61 Signage at Shambles

Figure 62 Traffic filtering at Fishergate Bar



Continued project delivery



Figure 63 Derwenthorpe on the 'orbital loop'



Figure 64 Derwenthorpe on the 'orbital loop'



Figure 65 Sliding bollards, Shambles



Figure 66 Reducing speed limits, Victoria Bar

Figure 67 Road space reallocation, Coppergate





Figure 68 Enabling longer distance freight traffic along the A64



Figure 69 York Station Gateway

Figure 70 Modal filtering in The Groves



A walking and wheeling city



Figure 71 King's Square



Figure 72 King's Square



Figure 73 King's Square



Figure 74 Shambles



Figure 75 Minster Gates

Figure 76 Church Street and King's Square





Figure 77 York Minster



Figure 78 The Shambles

Figure 79 Wide footpaths under Skeldergate Bridge



Figure 80 Church Street and King's Square

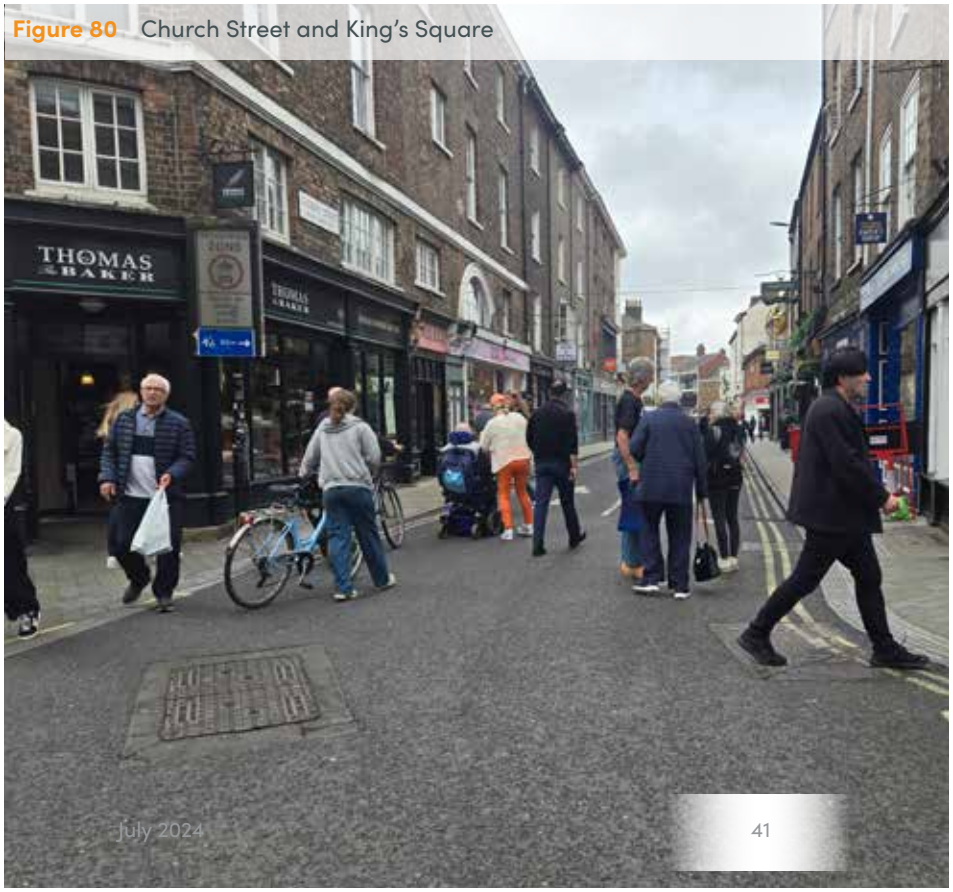


Figure 81 Snickets increase the density and permeability of York's walking network



Inclusion & opportunities for many



Figure 82 Minster Gates



Figure 83 Flush footway surface on King's Square

Figure 84 Church Street and King's Square

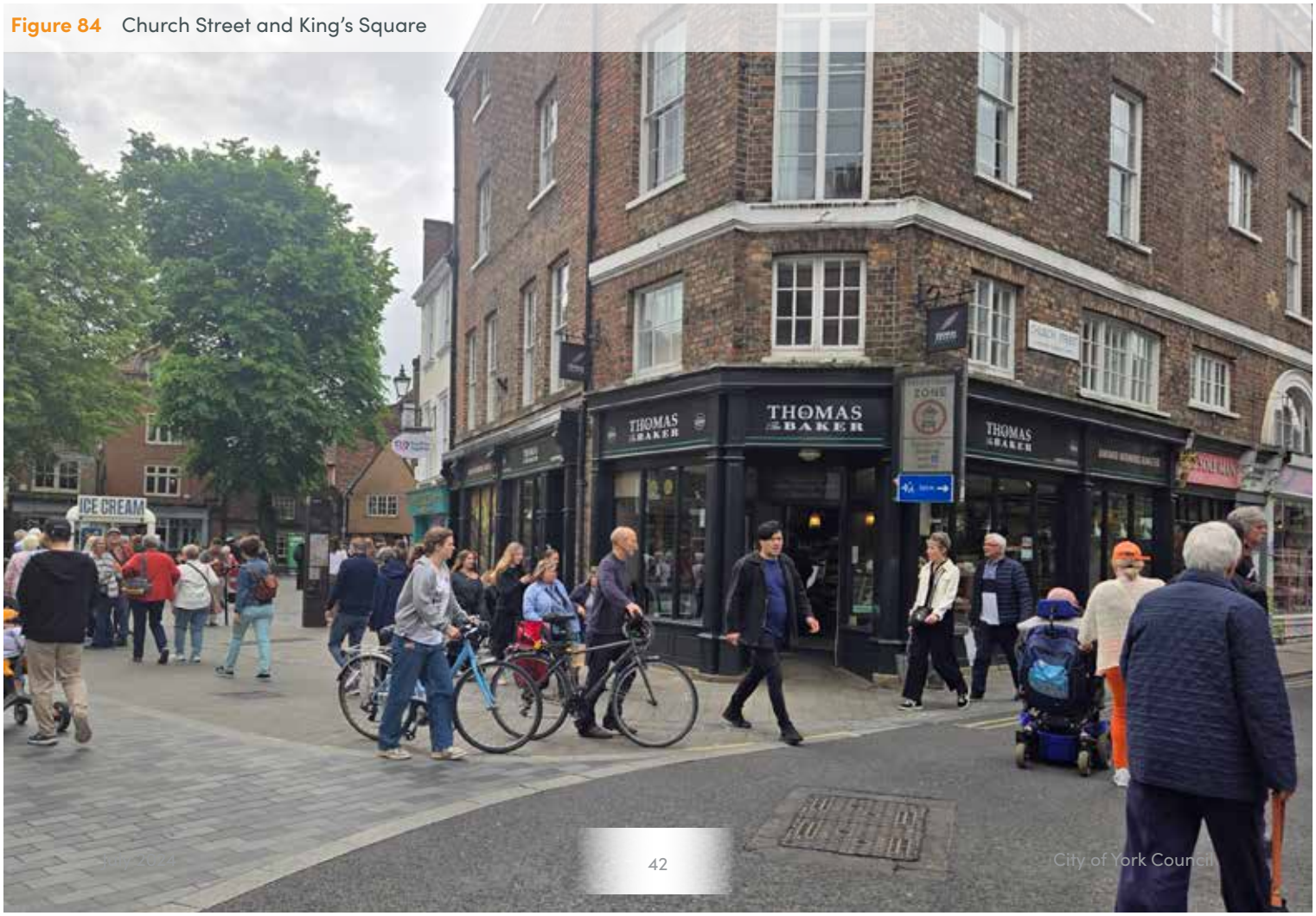




Figure 85 King's Square



Figure 86 The Shambles

Figure 87 Bishopgate Street Gyratory



Figure 88 Parliament Street



Figure 89 Stepped and ramped access to Scarborough Rail Bridge



An intentional palette of materials





Figure 90 These pages show a variety of materials used in York city centre's public realm














Fair Trade, Eco
and Ethical





An established cycling city



Figure 91 A 'bypass' for cycle traffic at Monk Bar traffic signals



Figure 92 'Shared use', Fishergate Bar



Figure 93 Cycling out to Heslington

Figure 94 Enabling connections for pedestrians and cycle traffic over Hungate bridge, a cycle and foot bridge that links Navigation Road and Palmer Street



Figure 95 Sheffield stands on Church Street





Figure 96 City Wall filter, Fishergate Bar



Figure 97 Bicycle Courier, Castlegate

Figure 98 Millennium Bridge



Continuing to enable active travel



Figure 99 Promoting inclusive cycling and enabling non-standard cycles



Figure 100 Building on the legacy of past projects, such as the Millennium Bridge, which overcome severance for walking, wheeling and cycling,



Figure 101 Bike courier, King's Square



Figure 102 Enabling multi-modal journeys: integrating active travel with train travel

Figure 103 Allowing places to stop and rest, including outdoor cafe seating





Figure 104 Delivering public realm projects and increasing footfall along Church Street and King's Square



Figure 105 Connecting existing routes to and from the Scarborough foot and cycle bridge by the River Ouse

Figure 106 Growing cycle traffic: e-cycles allow more people to access bikes and cycle more often for day-to-day, door-to-door local journeys

Reallocating roadspace



Figure 107 Enabling space for footfall in and around the Foot Streets, central York



Figure 109 Baile Hill, Skeldergate

Figure 108 Cycle parking on the carriageway, King Street



Figure 110 'Pop-up' cycle infrastructure on Navigation Road





Figure 111 Reallocating space on Coppergate



Figure 112 Public realm improvements in central York

Figure 113 Family cycling (despite sharing space with motor traffic), Monkgate



Knowing where to go



Figure 114 Wayfinding, Black Horse Lane



Figure 115 Pedestrian wayfinding maps and other information at High Ousegate

Figure 116 Wayfinding along the River Ouse, near Scarborough Bridge

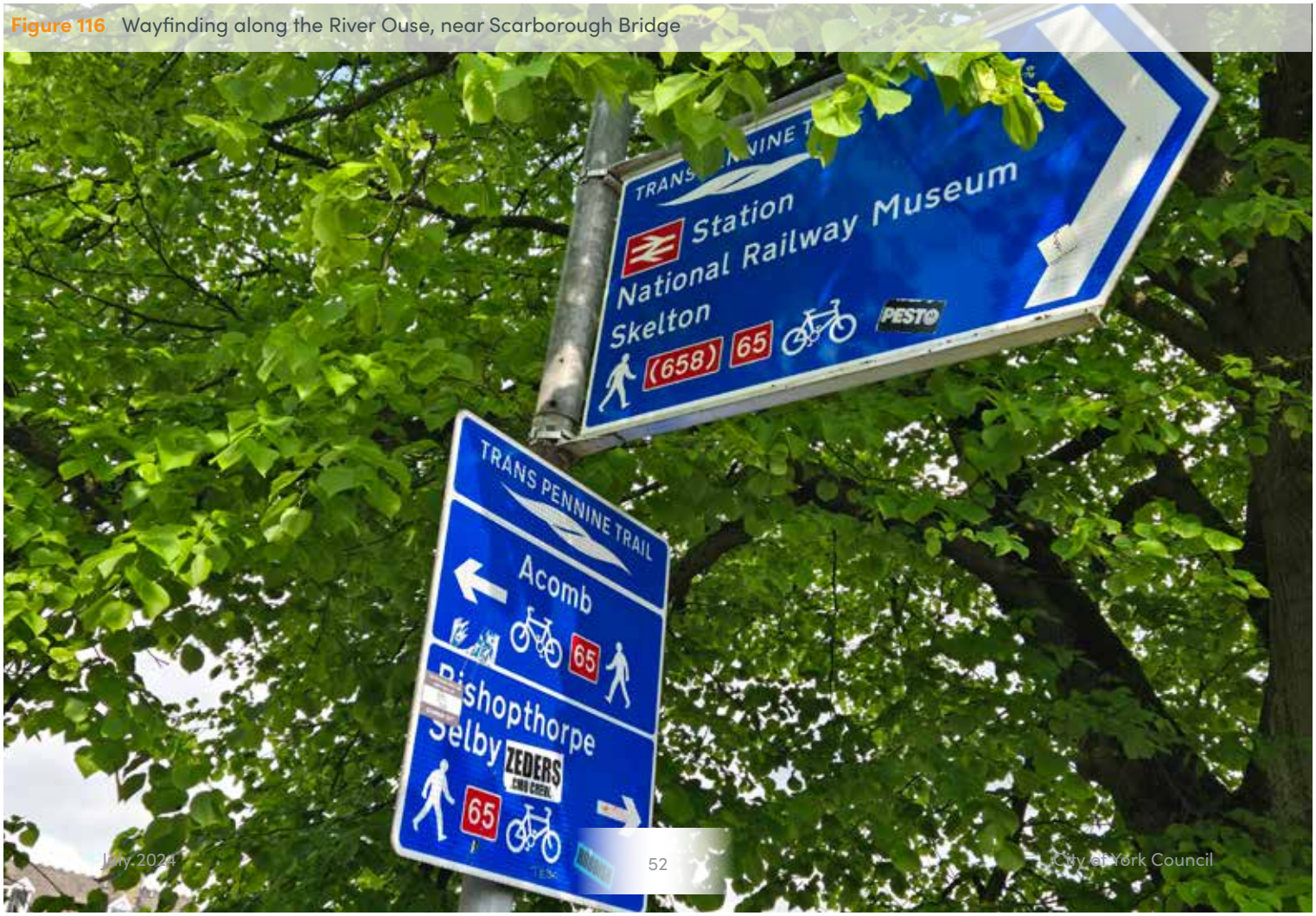




Figure 117 QR Code wayfinding, Leeman Road Millennium Green



Figure 118 Wayfinding along York's orbital route

Figure 119 Wayfinding at Clifford's Tower



Figure 120 Wayfinding at Lendal Bridge

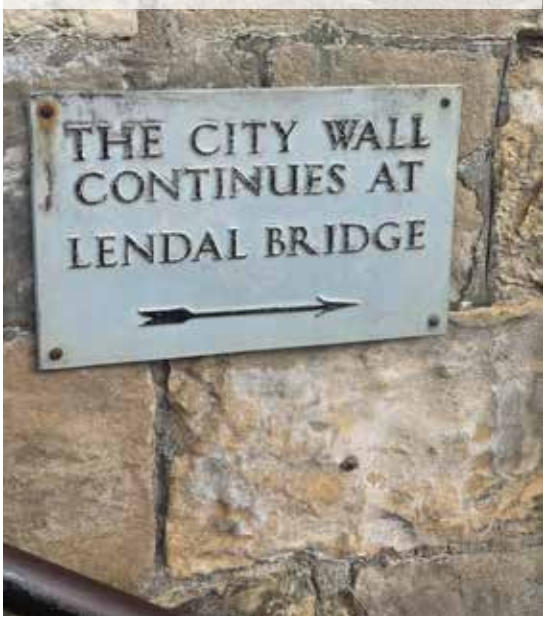


Figure 122 Wayfinding in central York



Figure 121 Fostering a strong sense of place



What are the key challenges inhibiting better movement and place in York?

Challenges

Key challenges

What challenges currently inhibit the adoption of a place-based approach to transport planning in York?

There are a range of challenges which currently limit movement in York, and inhibit the delivery of place-making projects. Key organisational challenges are described in Table 1 on page 56 and Table 2 on page 57.

A summary of day-to-day challenges for active travel and placemaking in York are shown pictorially on page 58.

1	**Lack of access and inclusion for all on York's streets and public transport networks**	We recommend a continued focus on prioritising accessibility and inclusion in policies, priorities and projects relating to movement and place.
2	**Lack of a multi-modal network plan for the city**	At present, there is no substantial and coherent network plan for multi-modal movement in the city. It will be difficult for design decisions to be made on individual projects without an overarching plan for what mix of traffic should be using which streets and roads. We recommend that a movement and place plan focusses on the development of a multi-modal network plan, and identifies a prioritised list of multi-modal projects benefiting movement and place. We recommend planning for a car-light city centre, and establishing a motor traffic circulation plan as part of multi-modal network plan for the city.
3	**Potential lack of future growth in bus services and operations**	Planning quick and reliable bus journeys, including healthier, active connections to local towns and village, will require partnership working. We recommend continuing to engage and influence key partners to build commitment to future changes. Investment will be needed, as indicated in #5 and #6 in Table 2 on page 57.
4	**Potential lack of a freight management plan**	When considering movement and place, it is important to integrate the city's need for moving goods as well as people. We recommend developing a freight and servicing action plan which aligns with the council's commitment for active travel, bus travel, movement and place.

Table 1 Key challenges

5	**Lack of ability to enforce of moving traffic violations**	The strategic delivery of infrastructure which supports movement and place, and manages traffic (such as modal filters and bus gates), will require effective enforcement through moving traffic violations. Having the regulation and legislation in place to take an intelligent and agile approach to modal filtering is as critical to enabling effective traffic management in compact cities like York, as it is in larger cities in the country. We understand that the City of York Council has applied to central government for relevant powers to enforce moving traffic violations, and this is an important first step in being able to manage traffic effectively in the city.
6	**Lack of an investment strategy for new transformational projects**	City of York Council has had a strategy for delivering committed transformational projects including York Central and York Station Gateway. At present, as with other local authorities seeking to reallocate roadspace and reduce car dependency, there is likely to be a lack of a revenue strategy setting out fiscal sustainability for investment in transport and traffic, movement and place. We recommend developing an innovative approach to secure funding for future 'place-based transport' projects, which should include engagement with the recent formed York and North Yorkshire Mayoral Combined Authority.
7	**Potential lack of government funding to cut carbon consumption**	Improving movement and place by cutting carbon, air pollution and noise is likely to require a national and regional support for programme and project delivery in York. We recommend engaging with central government to strengthen an evolving investment strategy for York.
8	**Potential lack of clear procedures for innovative delivery of trials on the ground**	Given that some opposition is inevitable, decision-makers must have sufficient commitment, resilience and 'staying power' to deliver projects. In practice, this is likely to mean rolling out a programme of trials and 'experiments' on the ground, to take local communities, beneficiaries and affected stakeholders with you on this journey. We recommend developing clear and concise project delivery procedures, including project and design assurance processes. We also recommend taking a proportional approach to traffic modelling, and instead placing greater emphasis on trialling new projects, monitoring and evaluating them once on the ground.
9	**Tackling car dependency**	There is strong, clear political and technical leadership in the City of York Council supporting growth in active travel and bus travel, and this is likely to be supported through all parts of the organisation. However, reallocating roadspace in favour of active travel and public transport, even in the most well-cycled places, is an ongoing challenge; with growth in cycling, and of urban populations as a whole, requiring clear forward planning.

Table 2 Key challenges (continued)

What is the impact of inaction?



Figure 123 Large parts of the current strategic active travel network in York are flooded for significant periods during the winter, and often remain muddy and unusable for a long time after the waters have subsided. There are currently few, if any, safe alternative active travel routes when these routes are flooded

Figure 124 Facilities enabling pedestrian movement should be designed according to how people behave: we recommend designing crossings which accommodate pedestrian desire lines



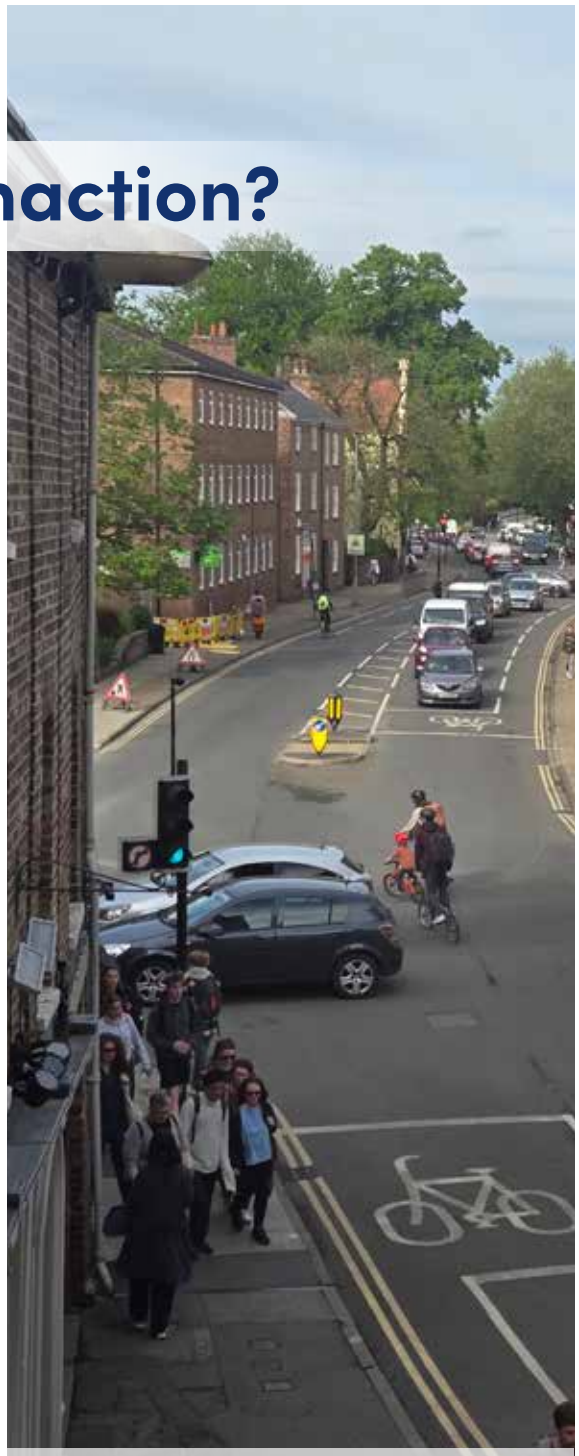


Figure 125 Historic footways are narrow, and this can lead to congestion or exclusion

Figure 126 Junctions which are not designed to enable pedestrian movement or cycle traffic or bus priority inhibit the growth of these modes of local traffic. In general, a lot of current cycle provision is squeezed into spare space or on margins of roads. The environment we live in too often reflects a belief, conscious or otherwise, that hardly anyone cycles, that cycling is 'unimportant', and that 'cycling provision must not impact or affect motor traffic'. This framework for movement and place challenges these issues and aims to tackle them by developing recommendations for infrastructure which will change York's environment and influence peoples' behaviours for the benefit of all.



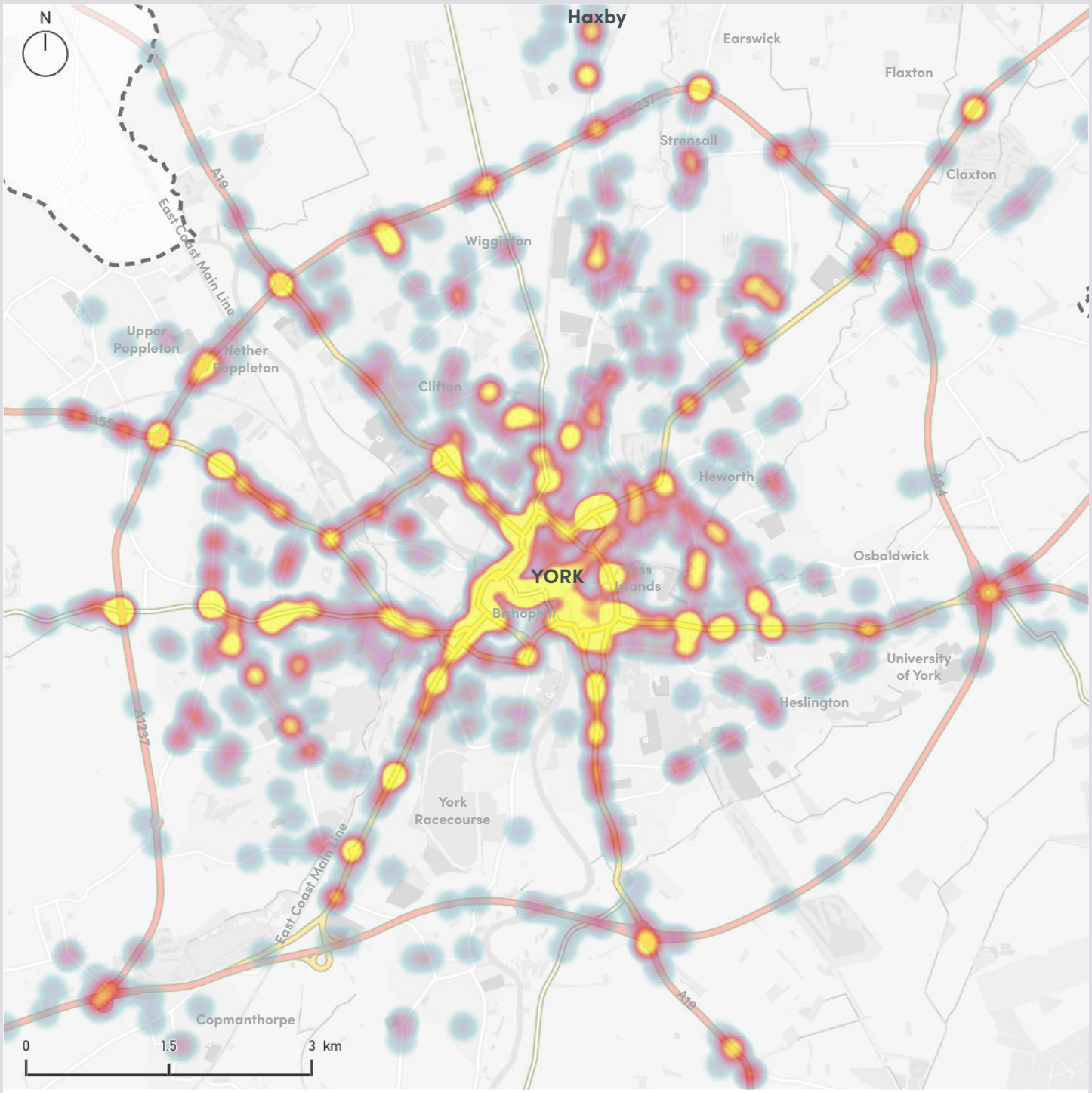


Figure 127 York's streets, and especially its main radial roads, have a history of road danger. This map shows indicative road traffic collision clusters (involving all road users including pedestrian and cycle casualties)

What is the impact of inaction?



Figure 128 Today's experience in spaces like Parliament Street does not match the council's ambition for placemaking in central York

Figure 129 Projects implemented during the covid-19 crisis provide an opportunity for improving 'movement and place' permanently - if the delivery of place-based urban design projects is prioritised





Figure 130 We recommend design review panels with urban design expertise to avoid the potential impact of over-engineering local streets (Salisbury Terrace)

Figure 131 Removal of car parking to enable placemaking projects can be a considerable challenge, but should not be insurmountable (Clifford Tower)





Figure 132 Maintenance of streets and roads is an ongoing challenge, made worse by heavier volumes of motor traffic on local streets



Figure 133 A golden thread for movement and place projects should be inclusion and access for all

Figure 134 Trying to squeeze more cars and delivery vans on the same roads and hoping for the best is not going to work. Electric cars and vans may have an important role to play in connecting rural communities while mitigating greenhouse gas emissions, but will not help significantly solve York's problems in isolation. Mode shift is necessary: electric cars will not contribute to solving many of York's problems caused by historic efforts which have tried to accommodate too much car traffic on its streets



City of York Council

In this chapter we explore how the council can align its plans and priorities with a place-based approach to transport and traffic

Setting direction

Setting priorities

Establishing your commitment to movement and place

Establishing and prioritising a high level of ambition and commitment is at the heart of this movement and place framework.

Local people are experts in knowing the places where they live and work. While York is world-renowned for its beautiful heritage and rich culture, attracting over eight million visitors every year, its residents are acutely aware of the challenges of making journeys in their historic city from place to place. Accommodating all sorts of traffic in and around York continues to strain its neighbourhoods, streets, roads and public spaces.

The council is driving ambitious plans, and taking bold decisions, to make peoples' lives better. Nationally, there are many obstacles, physical and institutional, which exclude many people from walking, wheeling, cycling and taking the bus. These obstacles inhibit the growth of cycle traffic and pedestrian movement, and prevent bus priority. Not doing enough to tackle these obstacles may mean that existing problems and trends, such as access to local services, inequality, the impacts of the climate crisis, will get worse.

Across the country, there is differing ambition for addressing current inequality and inequity in local transport and movement. A summary of differing priorities is shown in Table 3 on page 65. A high level of local commitment and ambition puts the growth of public transport, pedestrian traffic and cycle traffic at centre of local transport. Reallocating space to these modes will address many existing issues and contribute to mitigating future problems arising from continued car dependency.

Based on a workshop held with officers in May 2024 we have established there is strong commitment in York, which aligns closely with many national policies and goals.

Table 4 on page 66 begins by deciding a level of commitment.

Table 5 on page 68 sets a direction as to what that commitment can lead to if it is integrated into project processes and project delivery.[1]

Table 6 on page 70 outlines future placemaking projects, and technical procedures, which align with the scale of commitment to active travel and public transport.

1 Note these tables are provided for illustration purposes to encourage ways of aligning plans, priorities and procedures to deliver projects which contribute to your goals or outcomes.

Across the country there are different priorities for movement and place

A	**"Alignment with wellbeing and climate resilience"**	There is the ambition, skills and resilience to put public transport, pedestrian and cycle traffic at the centre of local transport. **Based on our review of the City of York Council's policies and priorities, we have concluded that York has set a high level of ambition and commitment aligning with this category.** **Other levels of commitment are described below for comparison purposes.**
B	**"Bold"**	There are bold decisions in prioritising public transport, enabling active travel, and disincentivising private car use. There is an understanding of the strategic benefits of investing in public transport and active travel infrastructure. **In targeting a very high level of commitment (A), it is likely that some projects and schemes would deliver the goals and themes associated with level (B) in the shorter-term, as part of a transition towards level (A).**
C	**"Cautious"**	Aspiration to encourage more public transport use and cycling but with minimal impact on car use. This level of ambition is unlikely to achieve mode shift.
D	**"Don't do enough"**	Linked with climate scepticism, there is little strategic importance given to investing in the growth of public transport and active travel. There is the provision of facilities for walking and cycling, but these are substantially inadequate e.g. treating cycles as pedestrians.
E	**"Exclude and erode"**	Linked with climate scepticism, this assumes public transport and active travel are and will always be marginal and unimportant.

Table 3 Differing priorities through the lens of local movement and place

Deciding your commitment

Targeting a high level of ambition

	Level:	A: Alignment with wellbeing and climate resilience	B: Bold
1	Which level of commitment best describes your visions and goals?	Ambition, skills and resilience to put public transport, pedestrian and cycle traffic at centre of local transport	Bold decisions are made to disincentivise private car use and enable active travel A reasonable understanding of the strategic benefits for investing in public transport and active travel
2	The impact of taking action over time?	The adoption of a resilient, business-as-usual approach to delivering projects Projects invest in place-making and enable pedestrian movement, grow cycle traffic and bus travel, while reduce vehicle miles driven	The delivery of meaningful projects which tackle a range of problems

In targeting a very high level of commitment, it is likely that some projects and schemes would deliver the goals and themes associated with level (B) in the shorter-term, as part of a transition towards level (A).

Based on our engagement with council officers, and a review of relevant policies and priorities, we have concluded that the City of York Council is targeting a high level of ambition and commitment aligning with this category.

Other levels of commitment are described for comparison purposes.

Table 4 Establishing a vision for the scale of commitment to active travel and public transport

Adapted from: Oxfordshire County Council (October 2021) Local Transport and Connectivity Plan: Active and Healthy Travel Strategy (draft)

	C: Cautious	**D: Don't do enough**	**E: Exclude and erode**
	Aspiration to 'encourage' bus travel and cycling, but with minimal impact on car use: **Unlikely to achieve mode shift**	**Climate scepticism; little or no strategic importance in investing in the growth of public transport and active travel**	**Climate scepticism; assumes public transport and active travel is and will always be marginal and unimportant**
	Existing problems likely to continue or get worse: **(a) High levels of physical inactivity and low footfall on local high streets** **(b) Air pollution** **(c) Road danger** **(d) Lack of social safety** **(e) Inequality and inequity in mobility and independence** **(f) Unaffordability of transport choices** **(g) Lack of protection for climate resilience**		

We recommend that the council undertakes a rapid exercise to evaluate key projects in terms of their level of alignment with the high ambition described in this section of our report.

An evaluation might prioritise current or planned projects based on: (1) whether or not they broadly align with policy, and (2) whether or not there is budget for their delivery. Those projects which align with policy, and are budgeted for, would be prioritised.

Establishing your commitment

Exploring the impact of different levels of ambition

Level:	A: Alignment with declaration of climate emergency	B: Bold
3 **Children's health and wellbeing**	Vast majority of parents are comfortable for their children to walk, wheel, cycle or take the bus to school independently Children play out on local streets and in parks	Some children to cycle to school, but often with parents by their side
4 **Infrastructure**	Bus travel is prioritised over car traffic on main roads and at junctions Coherent networks for cycle traffic are delivered over a sustained period	Local streets opened to walking, wheeling, cycling and bus priority; local streets closed to motorised through-traffic Protected space for cycle traffic has been delivered on some main roads
5 **Road danger**	Vision zero means zero road deaths, with a very active population making short trips by active travel (preventative health care)	"Reducing road danger" is common language, with suitable alignment of policies and projects
6 **City centre and high streets**	Established and proactive kerbside management High footfall supported in the city centre and civic spaces which are resilient to future changes in national and regional economy Businesses embrace cycling logistics, outdoor spaces, and there is a customer-focussed culture of active travel	Sustainable kerbside management is being targeted Organisations representing business interests are visibly supportive of the need to re-allocate roadspace to increase pedestrian footfall, grow active travel and bus travel, and create places where people want to spend more time and money
7 **Housing**	Working constructively with supportive private sector organisations to build affordable new homes with sustainable transport infrastructure, and working with businesses on major infrastructure for re-routing, re-timing and re-moding freight traffic, including deliveries by e-cycling, e-scooters and e-cargo	
8 **Partnership working and engagement**	Established and proven governance in project design, delivery, consultation and engagement Effective business-as-usual partnership working and investment to civic placemaking projects, and the reallocation public space to the most healthy and efficient modes	Building and strengthening effective relationships with funding and delivery partners Major employers prioritise the positive long-term impacts of investing in movement and place over the current day-to-day operational needs (which currently may be car dependent) "Working with the willing": Working collaboratively with supportive stakeholders and beneficiaries who act as ambassadors and provide visible leadership in communities supporting transformational projects Lead Cabinet Member for transport fully committed to active travel, with visible support from the Executive

Table 5 Setting direction for the scale of commitment to active travel and public transport

	C: Cautious	D: Don't do enough	E: Exclude and erode
	Children are walked or driven to school	Those who own cars spend a lot of time chauffeuring their children to and from school and other spaces to play – creating congestion and pollution and contributing to road danger.	
	Reliance on shared use facilities for walking and cycling Beginning to appreciate what types of infrastructure "enables" cycle traffic	"Promoting" and "encouraging" walking and cycling. New and retrofitted infrastructure do not enable growth in pedestrian movement nor cycle traffic or bus travel	
	Becoming aware of the "hierarchy of controls" – and its relevance in making our streets safe and lively	"Please wear helmets and hi-vis"	"Road safety" is the victim's responsibility
	Kerbside space is given to car parking even though there is a desire from many to reallocate this space to more economically and healthy uses Some businesses are generally aware that cyclists spend more than drivers and appreciate the need to reallocate roadspace away from car parking to more sensible uses.	Car parking is the priority. City centres and high streets are precarious, where organisations representing businesses do object to giving more space to walking, cycling and bus travel, despite the need to increase footfall through doing so Space that could be used in much more effective ways is instead given over to car parking, although car parking charges are in effect in most places	Car parking is king: Free car parking is seen as desirable even in central areas
	Ambitious and coherent bus service improvement plans and local cycling walking infrastructure plans (LCWIP) Ambitious planning but substantial delivery on the ground is not yet proven	Beginning to join up the dots between public health, car dependency and active travel	Wholly car-dependent new developments
	Visible officer support for removing the current imbalance between movement and place on York's streets, including active travel projects, reallocation of roadspace, and reduction of motorised through-traffic on local streets Looking for ways to work better with local communities to understand their needs and aspirations	Knowing how to do stakeholder engagement effectively can be difficult Engagement activities might feel like a barrier to achieving better results: poor public consultation may act as a referendum on schemes, enabling some to 'veto' good schemes.	Strong beliefs from decision-makers of freedom **with** the car; not freedom **from** the car

Delivering your commitment

Aligning a project portfolio with a high level of ambition

	Level:	A: Alignment with declaration of climate emergency	B: Bold
9	**Impact over time**	The adoption of a resilient, business-as-usual approach to delivering projects Projects invest in place-making and enable pedestrian movement, grow cycle traffic and bus travel, while reduce vehicle miles driven	The delivery of meaningful projects which tackle a range of problems
10	**Indicative percentage of local trips by cycling**	30-50% or more	20%
11	**Traffic models based on:**	"Decide and deliver" Multi-modal models and motor traffic reduction	Peak motor traffic flows are no longer a priority
12	**Residential areas**	“Business as usual” roll out of healthy, people-friendly streets Reduction/removal of on-street car parking (except for 'blue badges')	Area-based traffic management to reduce overall levels of motor traffic, including trials and experimental traffic orders No car parking on footways; 'business-as-usual' roll out of school streets & targeted interventions such as parklets
13	**Kerbside management and car parking**	An established hierarchy of kerbside use that places 'blue badge' holders and sustainable uses above car parking Minimal car parking, only for 'blue badge' holders and deliveries which cannot be done by cargo cycle	Reductions in on-street car parking and high car parking charges Recognition that parking policy has an impact on disabled people who don’t drive, as well as those who do
14	**City traffic circulation**	Established bus priority and roads for high capacity cycle traffic for people and local goods City centre traffic filters / modal filters	Restrictions on some main routes to give cycling and bus travel a time and cost advantage over driving
15	**Main road network**	Main roads into city centre prioritised for sustainable transport modes. Motorised through-traffic re-routed to use outer roads Average speed cameras	20mph limits on main roads Junctions and motor vehicle lanes narrowed Stepped cycle tracks, shared use bus boarders
16	**Signalised junctions and roundabouts**	Redesign of deadly and dangerous junctions Segregated roundabouts (“dutch-style” roundabouts)	
17	**Rural networks**	Regional networks of protected cycle infrastructure suitable for e-cycling Connecting towns and villages together (with the city)	

Table 6 Shaping future placemaking projects to the scale of commitment to active travel and public transport

C: Cautious	D: Don't do enough	E: Exclude and erode
Existing problems likely to continue or get worse: (a) High levels of physical inactivity and low footfall on local high streets (b) Air pollution (c) Road danger (d) Lack of social safety		
5-10%	2-5%	2%
Meeting only existing peak traffic flows	Meeting increase in car use which has been predicted in forecasts	Meeting high future forecasts in car use
Controlled parking zones (CPZs) Streets with flexible infrastructure arrangements: timed restrictions on motor traffic, such as school streets and for special events like street parties Guard-rail removal programmes	"Traffic calming" including centre line removal, sinusoidal speed-humps. Two-way cycling on one-way streets (contraflow cycle facilities)	Few or no car parking restrictions
Car parking charges discourage excessive car use	Car parking with minimal charges	Central and free car parks with plentiful capacity
Modal filters on some minor roads or local streets to benefit more walking, wheeling and cycling; some bus priority	'Smoothing motor traffic flow': Motor traffic capacity on main roads is generally prioritised; some bus priority	Widening of junctions and increasing space for car traffic in the inner city
Junction changes to cater for cycle traffic and pedestrian movement	Junction changes to meet peak traffic	Motor traffic capacity on main roads is prioritised and capacity for car traffic is being increased in the city centre
Reduction in left-hooks and right-hooks	High speed approaches and exits; advanced stop lines (ASLs); off-carriageway "shared-use" for some walking and cycling	Multi-lane entries and exits Advanced stop lines (ASLs)
Narrowing roundabout entries and exits	Off-carriageway "shared-use" for some walking and cycling	Multi-lane high speed approaches and exits
Cycling facilities "give up" at busier roads and junctions There is an assumed focus on off-highway leisure pursuits: not connecting up to a network for everyday cycling, generally not reallocating roadspace		Wayfinding and signs

Aligning policies and priorities

Delivering projects through the lens of movement and place

By aligning its portfolio of plans, programmes and projects towards a common goals for 2032, the council can deliver a York which will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in it its success.

In 2022, the city came together and agreed three core ten-year strategies, covering economy, climate, and health and wellbeing.[1] [2]

Between November 2023 and early February 2024, the council held a significant public consultation looking at ten policies to deliver a more sustainable future for York's transport.[3] [4] The 'big transport conversation' looked at York's transport as a whole, not just individual projects, for the first time since 2010.

With the recent publication of the Council Plan 2023-2027,[5] over the next four years the council is establishing the conditions that will make the city of York a healthier, fairer, more affordable, more sustainable and more accessible place, where everyone feels valued, creating more regional opportunities to help today's residents and benefit future generations.

We recommend that projects which affect York's streets, road and neighbourhoods are looked at, and delivered through, a lens of 'movement and place.' This will help the city, and its surrounding settlements, to meaningfully tackle existing problems and deliver future projects which contribute to common goals.

1 https://www.york.gov.uk/10YearStrategies
2 https://www.york2032.co.uk/
3 https://www.york.gov.uk/BigTransportConversation
4 An interim report can be found at: https://democracy.york.gov.uk/mgChooseDocPack.aspx?ID=13937
5 https://www.york.gov.uk/CouncilPlan

Setting direction

York Local Plan
York Council Plan
York Local Transport Strategy





Ten-year plans to 2032

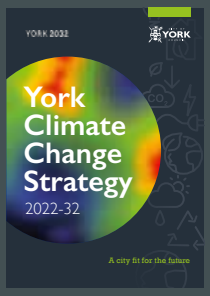
Joint Health & Wellbeing strategy (supported by a joint strategic needs assessment)

Economic strategy

Climate change strategy









Planning for 'movement and place'

Movement and place framework and plan

We recommend adopting a place-based approach to project development and delivery through the lens of 'movement and place'



Programmes and projects affecting streets and spaces

City centre movement and accessibility framework

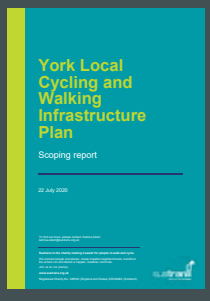
Local cycling walking infrastructure plan (LCWIP)

Bus service improvement plan (BSIP)

Freight improvements study

Capital-funded programmes and projects

Revenue-funded programmes and projects



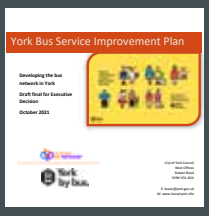








Figure 135 A recommended policy hierarchy which adopts a place-based approach to project development and delivery

In this chapter we introduce key themes for a framework upon which the council can develop a coherent plan for movement and place in York and its surrounding settlements

A framework for movement and place

Introducing a framework

Setting out a structure

So far, we have explored the council's ambition, and how it drives future projects for movement and place.

This chapter sets out our suggested structure of a tailored plan for movement and place in York, namely: [1]

- Investing in the public realm, starting in page 78
- Making connections between places in the city and beyond, starting on page 82.
- Deciding the right mix of traffic for the city centre, starting on page 84
- Enabling active travel and public transport for all, starting on page 88, including a short discussion on mode shift.
- Defining a coherent transport network for multi-modal movement through the city and its surrounding settlements, starting on page 94
- Accelerating the delivery of projects on the ground, starting on page 100

In line with the council's high level of ambition, we recommend going above and beyond business-as-usual when developing and communicating future plans, proposals and decisions to a wider, civic audience.

- A critical success factor for implementing a movement and place plan will be to present the plan in insightful and engaging ways which build a strong, resilient narrative for change. This would likely:
- Illustrate why the status quo is not acceptable
- Establish the impact of doing nothing (or not enough)
- Explain how people will benefit from a 'movement and place' approach in the city and its surrounding settlements
- Establish that this is bigger and broader than just transport and traffic, and will require collaborative working with stakeholders working in public health and other sectors
- Show people what they will get from supporting this work
- Set out how the council will make future decisions
- Tell people in what other ways the council will support them (and how that aligns with what the movement and place plan is trying to do)

1 These themes are subject to change but at the time of writing they help to structure our thinking about how to develop a robust and practical movement and place plan for York and its surrounding settlements, which is integrated with other plans, strategies, and committed projects.

What key themes do we recommend for this framework for movement and place?

1. Investing in the public realm
2. Making connections
3. Deciding the right mix of traffic in the city centre
4. Enabling active travel and public transport for all
5. Defining a multi-modal network
6. Delivering projects on the ground

Figure 136 How is this emerging framework for movement and place organised?

1 Investing in the public realm

What place-based approaches should be used to improve placemaking?

Designing for 'place' requires expertise which is complementary to that required to design for movement. Through urban design experience, we recommend utilising a 'healthy streets' approach to assess what works well locally, and what does not. This can act as a basis for designing better places, aligning with our recommendation to enable active travel and public transport for all, described on page 88.

Understanding the funding available, and the pace of change being sought, may prove to be constraints on the level of placemaking and investment for public realm projects. We recommend establishing a public realm vision and investment strategy which accounts for the pragmatic level of public realm improvements, or transformations, at different scales of places in and around York:

- Streets, including what happens 'at the school gates' where families and neighbours meet and socialise
- Neighbourhoods, open spaces and parks, where local people live and want to spend time
- Villages
- Local high streets
- The city centre & key transport interchanges (including the proposed rail station for Haxby)
- New developments

What projects can be identified?

Public realm projects should be identified for civic placemaking at the different scales above, likely to include:

- Major placemaking projects, such as Parliament Street in York's city centre
- School streets and play streets in neighbourhoods
- Managing the kerbside in neighbourhoods, villages and local high streets, through sustainable urban drainage (SuDS) and parklets
- 'Temporary' placemaking projects, where 'tactical' urban design can be installed at pace to pilot and trial more permanent schemes (the design of which could be governed by co-design with stakeholders and beneficiaries)
- Opportunities arising from strategic opportunities such as the Castle Gateway in York's city centre

Examples of projects in York and elsewhere are illustrated on page 80.

'Investing in the public realm' means:

A Identifying public realm projects for civic placemaking at the different scales: streets, neighbourhoods, open spaces and parks, villages, local high streets, the city centre, key transport interchanges, and new developments

B Understanding the funding available for new projects, and the pace of change being sought

C Increasing the quality and consistency of design and delivery of public realm improvement projects

D Adopting golden threads through project development, engagement and delivery, such as inclusion and access

E Tree planting, and increasing biodiversity through design and sustainable urban drainage systems (SuDS)

F Aligning and integrating kerbside management into designs, including trees, planting, parklets, public seating and cycle parking

Figure 137 What does investing in the public realm mean?



Investing in the public realm



Figure 138 Removal of most car parking and temporary planters and seating on Broad Street, Oxford (Oxfordshire)

Figure 139 Leonard Circus, Hackney (London)





Figure 140 Castle Square, Caernarfon (Gwynedd)

Figure 141 King's Square (York)



Figure 142 Frodsham Street, Chester (Cheshire)





Figure 143 Kerbside planting, Cambridge



Figure 145 Planting in public spaces, Norwich

Figure 144 Lambs Conduit Street, London



Figure 146 Street planting separating cycle traffic from motor traffic, Bristol



2 Making connections

What places do we want to connect?

Our framework recommends establishing a hierarchy of places, those spaces which people travel to and spend time in. This hierarchy is about where people choose to spend time, where they know to go, and how often they visit those places, whether as residents, visitors, tourists, or business operators:

- Neighbourhoods, districts and suburbs within the outer ring-road
- Villages and settlements outside of the outer ring-road, including new settlements (e.g. ST15 identified in the draft Local Plan)
- Within the city walls and the inner ring-roads
- Major transport hubs including York Rail Station, and the proposed rail station at Haxby
- Landmarks and other major destinations such as York Hospital, the University of York, York Racecourse, Clifton Moor, and the Designer Outlet

This hierarchy must incorporate new developments and other future changes to places and destinations in and around York. It is important to understand where committed or allocated housing developments are located, as this indicates where population growth is primarily taking place. Changes in the density and geographical distribution will impact on the demand for movement. Funding arising from development should help to invest in movement and place. It will also be important to understand where allocated employment developments are located in York, as major employment sites can generate a significant demand for movement.

Making better connections for movement can reduce deprivation and physical inactivity. There is inequality in York which is likely to impact on some people's mobility and access to opportunities in the city in various ways.

A key positive impact of better movement and place would be to enable more people to choose to walk, wheel, cycle or take the bus for everyday activity and health. This can align with our recommendation to enable active travel and public transport for all, described on page 88.

What about more rural areas?

Consideration must be given to the areas outside of York city, within the geographic extents of the City of York unitary authority. We recommend work to identify what is meant by rural in the context of this movement and place plan. The plan should cover all built-up areas in and around York, and there may be a need to align or extend some policies or projects to more rural areas.

'Making connections' means:

A Exploring what 'places' are important to the people, businesses and visitors in York

B Looking ahead at making connections to places where growth is happening

C Establishing a hierarchy of places, likely to consider: districts, villages, neighbourhoods, landmarks and destinations, and transport hubs

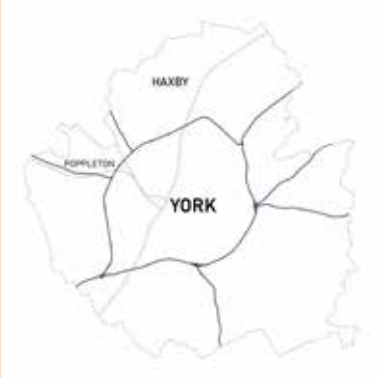


Figure 148 Areas & villages



Figure 149 Districts



Figure 150 Neighbourhoods

Note: These sketches are only indicative; further work will be required to establish a hierarchy of places, and the connections between them

D Defining and prioritising connections between these places

E Developing projects which celebrate those places, and enable movement between them

Figure 147 What does 'making connections' mean?

3 Deciding the right mix of traffic in the city centre

This movement and place framework builds on the council's proactive efforts in increasing footfall in the city centre and improving its level of inclusion and access for people of all abilities.

We recommend the following priorities for movement and place in York's city centre:

- Establishing options for a mobility & traffic circulation plan
- Increasing footfall through reallocating roadspace to pedestrian traffic
- Increasing permeability and parking for cycle traffic (including cargo cycles)
- Access for goods and services, including re-routing, re-timing, and re-moding some freight traffic
- Access for some motor vehicles

Examples of projects in York and elsewhere are illustrated on page 86.

What projects are being identified?

We recommend developing proposals that seek the following:

- Developing a mobility & traffic circulation plan: We recommend developing options for phased implementation, accelerating steps towards a car-light or car-free city centre
- Ambitious bus priority: There is insufficient bus priority in and around York's city centre. We recommend building on bus priority in the city centre bus in context with other traffic filtering as part of developing a multi-modal movement network described in page 94.
- Building on the success of the Footstreets, in their hours of operation & geographic extents
- Major placemaking projects commensurate with York as a national and international destination e.g. Parliament Street
- Improve permeability for cycle traffic, and increase cycle parking in the city centre

It is important to consider the needs of local businesses at a time of increasing costs of doing business in this country. This is particularly relevant for the movement of goods and servicing of, and for, local businesses within central areas where we are recommending the reallocation of roadspace to increase pedestrian footfall, cycle traffic and opportunities for placemaking. In mitigating the above priorities, we recommend:

- Collaborating on a freight traffic action plan
- Incentivising e-cargo cycles
- A strategy for 'blue badge' car parking and access for disabled people
- 'Intelligent' modal filtering, facilitating emergency services where required

'Deciding the right mix of traffic in the city centre' means:

A Delivering a car-light or car-free city centre

B Expanding Footstreets' hours of operation and geographic extents to increase footfall and support more walking and wheeling

C Increasing cycle parking and space for cycling through the city centre

D Re-routing, re-timing, and re-moding some freight traffic

E Maintaining taxi access

F Maintaining 'blue badge' car parking

G Facilitating emergency services

H Unlocking space and investment for major placemaking projects (e.g. Parliament Street) described on **page 78**

Figure 151 What does 'deciding the right mix of traffic in the city centre' mean?





The right mix of traffic in the city centre



Figure 152 Bunting on Coppergate Walk, York



Figure 154 Church Street and King's Square

Figure 155 Wide footpaths under Skeldergate Bridge



Figure 153 Pedestrian wayfinding maps and directions at High Ousegate, York



Figure 156 Traffic at Fishergate Bar, York





Figure 157 Loading at the boundary of the Footstreets, Goodramgate, York



Figure 158 Bicycle courier, Castlegate, York



Figure 159 Pedestrian-prioritised streets creates a sense of place, Frodsham Street, Chester (Cheshire)

4 Enabling active travel and public transport for all

People should be given the choice to make the journeys they need to by the most appropriate modes for them; all people will be pedestrians (whether walking or wheeling), many will be cyclists & bus passengers, and some will be drivers - it depends on what journey they are making at the time.

Pedestrians generally need a safe and accessible environment to walk, wheel, run or jog: a safe, legible and inclusive environment which facilitates multi-modal journeys.

In York, cyclists generally need safe streets and roads to cycle on for short, coherent trips. Cyclists need a welcoming environment which makes cycling an attractive option for transportation for all, so that people can cycle with their families and young children:

- A safe environment which is either very lightly trafficked by motor traffic or physically separated from motor traffic
- Lots of freely available cycle parking, and secure parking facilities at key locations
- There should be 'safety in numbers', meaning the council should continue to foster York's cycling culture across the city

Bus passengers need an effective and efficient service which provides a viable alternative to the private car: an inter-connected network of bus services, with easy ticketing arrangements, on-demand information, a safe and comfortable journey for all, and accessibility at bus stops.

Motorcyclists generally need a safe and highly maintained road network, an even surface, adequate visibility, secure parking facilities at key locations, and safe routes.

Motorists require a transport system that is reliable, providing choice in how we travel, enabling those that need to drive for some journeys, the space they need to do so.

A healthy streets assessment can help to raise awareness of what makes a good street, and the negative impacts of excess motor traffic. The Healthy streets assessment is a comprehensive tool for assessing how people-friendly York's streets and roads are. There are ten healthy street indicators, shown in Figure 161 on page 91 which together provide an holistic evaluation. We recommend a healthy streets approach is taken to plan active travel and public transport for all.

'Enabling active travel and public transport for all' means:

A Adopting a healthy streets approach to making design decisions

B Reducing road danger, reducing vehicle speeds, and traffic calming in villages

C School streets, clear footways, removal of barriers, and installation of public seating, wayfinding systems and directional signs

D Quiet lanes, off-highway routes, rural modal filtering, and other public rights of way

E Kerbside management including cycle parking, car parking, car club bays, taxi pick up and drop-offs, parklets, trees, urban drainage and planting

F Area-based traffic management which enables essential traffic and maintains access to properties

G Increasing cycle parking, including in residential areas without off-street parking, suitable short-term parking outside shops, and secure parking at transport hubs

H Implementing procedures which allow streets to have flexible uses, such as street parties and school streets with timed restrictions on some traffic

Figure 160 What does 'enabling active travel and public transport for all' mean?

Which streets should be assessed?

Through this work, we recommend taking a multi-modal approach to planning movement and place. This forms a key principle in our framework. In taking a network-level approach, we recommend each street is assessed, proportional to its importance in movement and place; this is likely to be a qualitative assessment due to the scale of the work required.

Once all streets have been assessed, priorities can be identified, and efforts focussed on higher priority streets and places. These might include:

- Streets where there are schools
- 'B' roads, 'C' roads and unclassified roads which carry motorised through-traffic
- Streets with high levels of motor traffic and/ or poor air pollution (typically defined through York's air quality management action plan) and road danger
- Streets with a high propensity for active travel, especially those where existing infrastructure inhibits walking, wheeling and cycling
- Streets on the local bus network (existing or proposed), especially those without existing 'bus priority'
- Streets passing heritage locations
- Streets with mixed land uses including retail, cafés and restaurants

Examples of projects in York and elsewhere are illustrated on page 92.

What projects are being identified?

We recommend developing proposals that seek the following:

- School streets, play streets
- Clearing footways of obstacles (for example removing car parking from footways where there is an ongoing problem)
- Area-based traffic management schemes
- Modal filters on 'B' roads, 'C' roads and unclassified roads (such as that implemented n The Groves in 2020)
- Pedestrian and cycle crossings of roads to connect from one neighbourhood to another over more heavily trafficked streets (for example, the recently improved junction connecting Thief Lane with Lilac Avenue, over Hull Road)
- Installation of public seating
- Continuation of the council's roll out of controlled parking zones
- Residential cycle parking, including 'hangars' for cargo cycles where there is less availability of off street parking and garages
- Enabling two-way cycling on one-way streets on 'B' roads, 'C' roads and unclassified roads

Adopting a healthy streets approach

Everyone feels welcome. Walking, cycling and public transport should be the most attractive ways to travel, and making them more enjoyable will benefit everyone, including those already travelling on foot, by bike or public transport.

Easy to cross. Making streets easier to cross is important to encourage more walking and to connect communities. People prefer direct routes and being able to cross streets at their convenience. Physical barriers and fast moving or heavy traffic can make streets difficult to cross.

Shade and shelter. Providing shade and shelter from high winds, heavy rain and direct sun enables everybody to use our streets, whatever the weather

Places to stop and rest. A lack of resting places can limit mobility for certain groups of people. Ensuring there are places to stop and rest benefits everyone, including local businesses, as people will be more willing to visit, spend time in, or meet other people on our streets.

Not too noisy. Streets should welcome everyone to spend time in, and engage in community life.

Figure 161 What makes up a healthy street?

People choose to walk and cycle (and use public transport). If a street is a healthy and inclusive environment then we should see all members of the community out on the street sitting, standing, walking, cycling and using public transport.

People feel safe. The whole community should feel comfortable and safe on our streets at all times. People should not feel worried about road danger or experience threats to their personal safety.

Things to see and do. People are more likely to use our streets when their journey is interesting and stimulating, with attractive views, buildings, planting and street art and where other people are using the street. They will be less dependent on cars if the shops and services they need are within short distances so they do not need to drive to get to them.

People feel relaxed. A wider range of people will choose to walk or cycle if our streets are not dominated by motorised traffic, and if pavements and cycle paths are not overcrowded, dirty, cluttered or in disrepair.

Clean air. Improving air quality delivers benefits for everyone and reduces unfair health inequalities





Enabling active travel and public transport for all



Figure 162 Places to stop and rest with a view in Totnes (Devon)



Figure 163 Hopscotch play street modal filter, Park Road, Trafford (Greater Manchester)



Figure 164 Give-way markings at an innovative pedestrian and cycle crossing, Downs Road in Hackney (London)



Figure 167 Modal Filtering Hopscotch (Park Road, Trafford)

Figure 165 Making the choice to walk and cycle easier, Park Row and Cookridge Street, Leeds

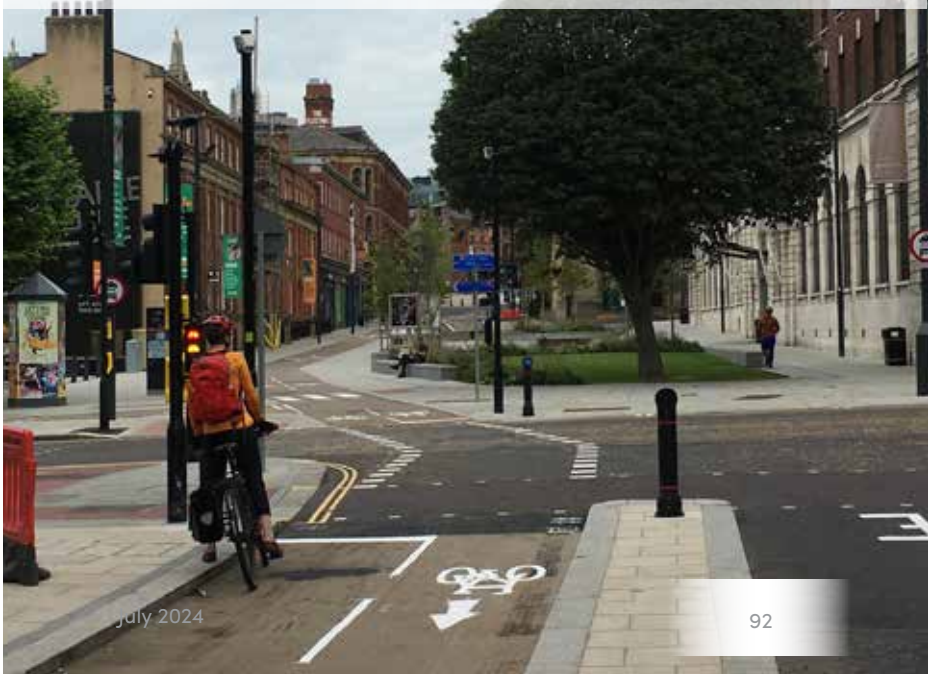


Figure 166 On-carriageway sheffield stands, Avon Street, Bath (Somerset)





Figure 168 School Street, Larkrise, Oxford (Oxfordshire County Council)



Figure 169 Informal signing of a school street



Figure 170 Clean air, low motor traffic and no traffic noise on streets make people feel safe and relaxed. A modal filter prioritising walking, wheeling, cycling and bus travel along Prebend Street in Islington (London)

Figure 171 North Street, Bicester village (Oxfordshire)



Figure 172 Eythorne Park filter, Lambeth (London)



5 Defining a multi-modal network

How do we bring this together?

So far, we have made recommendations how this movement and place framework would:

- Roll out school streets on quieter streets in neighbourhoods
- Create healthy streets on 'B' roads, 'C' roads and unclassified roads
- Prioritise bus routes through quieter neighbourhoods
- Create a car-lite or car-free city centre, support inclusive pedestrian movement in the city centre, and unlock space for major place-making projects
- Integrate with major placemaking projects, such as Parliament Street in York's city centre
- Link up with projects arising from strategic opportunities such as the Castle Gateway in York's city centre

Many of the policy focus areas in the council's draft transport strategy, such as improvements in walking, wheeling, cycling and public transport, reducing car dependency and managing freight traffic, are designed to reduce the amount of motor traffic on York's streets. With this in mind, the council has proposed a target of a 20% reduction in car use by 2030, and we believe this is critical to shaping direction for movement and place.

The council has defined a modal hierarchy for some time, which prioritises the efficient and healthy movement of people over the movement of cars.

Due to complex factors, including the constrained nature of many of York's streets unsuited to motor traffic, it is difficult to apply the council's hierarchy of provision consistently on a street-by-street basis. Putting that into practice on individual projects and schemes can therefore prove challenging - what can help is to develop a multi-modal network plan, which determines the different priorities for various modes of traffic along all roads, streets and junctions in York.

We strongly recommend that a multi-modal approach is taken, at a network level, to determine the priorities and hierarchies for different modes of transport along each busy route. This must be undertaken not just for today's traffic and transport, but in the context of growth in York determined by its Local Plan.

These modal network plans will not be largely self-evident, primarily due to the level of ambition for mode shift, and the complexity that will be necessary to satisfactorily resolve conflict between different modes to design a multi-modal

'Defining a multi-modal network' means:

A Defining a key route network for longer distance motor traffic and freight traffic

B Developing a 'circulation plan' for general traffic in York

C Growing pedestrian traffic and cycle traffic through junction redesigns and protected space along some main roads

D Developing strategic routes for active travel through the city including area-based traffic management

E Bus priority measures including 'bus gates' and 'modal filters'

F Integrated placemaking projects connecting people to and from trains

G Kerbside management including cycle parking, parklets, loading and unloading of freight, boarding and alighting of passengers, and two-way cycling (contra-flow cycling)

H Expanding park-and-ride facilities, and managing coach movements

I Travel demand management during special events

J Exploring other measures or 'ingredients' which can be used to enable a multi-modal network of streets

Figure 173 What does 'defining a multi-modal network' mean?

network that aligns with the council's high level ambition for movement and place, and mode shift.

For pedestrians, it is likely to include all roads, streets and (off-highway) public rights of way; however, how these should tackle routes which are not step-free, or footways where the width does not allow two people to pass each other comfortably should be addressed through the movement and place plan.

For wheelchair users there might be a case for developing a network indicating where they can (or should be able to) move unhindered; there might be a case for a similar network for those with sight loss.

As described in paragraph 257, growth in cycle traffic occurs where there is dedicated, fit-for-purpose space for cycling, generally free of intrusion by heavy and fast motor vehicle traffic.

In York, and surrounding settlements, there will be three principal types of cycle facility on links which together make up well-planned and designed networks and are all important and legitimate:

- Facilities on busier streets which provide appropriate separation from motor vehicles.
- Quiet streets with 20mph or lower speed limits and often restrictions on motorised through-traffic.
- 'Greenways' away from the main highway (e.g. paths in parks and along watercourses)

For bus travel, the network would be the current (and any planned changes to) the bus route network. There is currently some bus priority on some radial routes (e.g. Tadcaster Road), but it should be a decision for the local transport strategy and movement and place plan to determine locations for further bus priority.

For commercial freight traffic there is a case for specifying a limited network where heavy freight vehicles are permitted and, more specifically, a network enabling diversification of freight traffic starting or ending its journey in York.

For other private motor traffic, the network would include most roads, but their function in enabling through-traffic or access-only (or a variation thereof) will be critical to achieving an integrated multi-modal network.

What might this look like?

In practice, this will mean that the movement and place plan is likely to:

- Prioritise pedestrian movement and cycle traffic on certain streets in many areas (like it is already on the Footstreets), including school streets, play streets, 'B' roads, 'C' roads and unclassified roads
- Prioritise clear footways and pedestrian & cycle crossings of busier 'A' roads
- Prioritise bus priority and cycle traffic over motor traffic on many 'radial routes' in and out of York's city centre
- Maintain levels of motor traffic on certain roads, such as the A1237, while reducing severance for active travel by redesigning junctions which enable growth in active travel across those roads (those junctions could be at-grade or grade-separated)

A critical factor in taking a network-level approach to applying York's transport hierarchy will be the assessment of freight traffic and a freight management action plan.

Diversifying the fleet of freight traffic operating in York will be fundamental to unlocking space for place-based activities and healthier modes for people movement; this means looking at lessons learned on York's footstreets, where freight is delivered by walking and wheeling, and taking an inclusive approach to increasing opportunities for e-cargo cycle freight traffic on other streets.

The benefits of taking a multi-modal approach can be substantial, including (a) reduction in air pollution; (b) more reliable journey times for other traffic; (c) reduced noise pollution; and (d) reduced road danger via a reduction in heavy goods vehicles and other larger vehicles.

There is already a range of infrastructure and 'ingredients' on the ground in York which already contribute to traffic management, which this plan will build upon. These include:

- Linear infrastructure, along corridors, such as traffic signalling at junctions, signs and lines (e.g. double yellow lines)
- Area-based interventions such as controlled parking zones, and modal filters on 'B' roads, 'C' roads and 'unclassified' roads
- Control and access points or barriers, such as 'no entry except cycles' or physical barriers restricting motor traffic on off-highway paths.

Examples of projects in York and elsewhere are illustrated on page 98.

Defining a multi-modal network

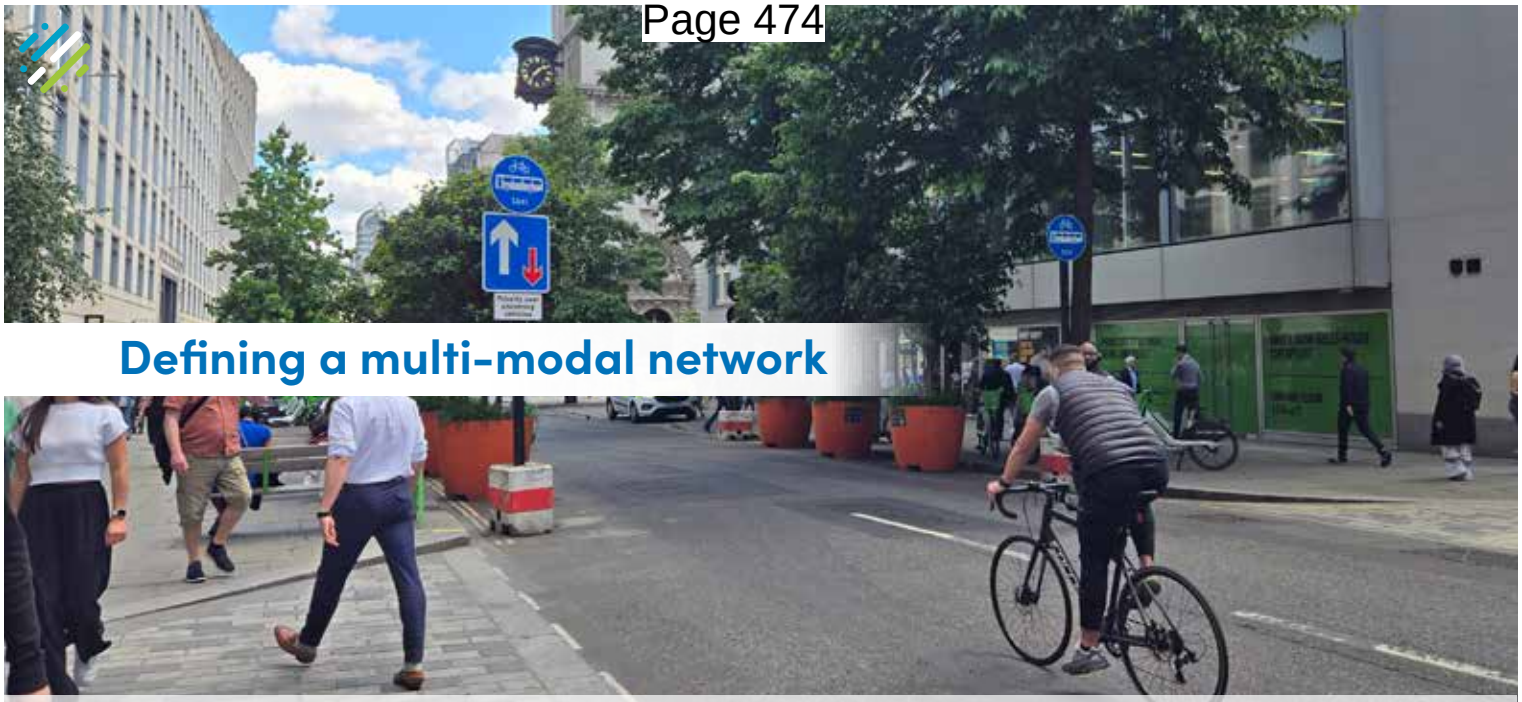


Figure 174 A bus filter prioritising walking, wheeling, cycling and bus travel in Cheapside, St Pauls (London)



Figure 175 'Early release' for cycle traffic at a signalised junction along Brixton Road, Lambeth (London)

Figure 176 Managing cycle traffic at bus stops, Manchester





Figure 177 Hours of operation for one bus lane



Figure 178 Enabling longer distance freight traffic along the A64

Figure 179 The Millennium Bridge, York



Figure 180 Church Street and King's Square



Figure 181 Give-way, entering a quiet lane, Torkington, Stockport, Greater Manchester



Figure 182 Full segregation on the Cycleway 7, Southwark Bridge (Southwark)



Figure 183 Active travel infrastructure adjacent to the Cambridgeshire guided busway (route 51)



6 Delivering projects on the ground

Alignment of future proposals for movement and place with the council's Local Plan, local transport strategy, bus service improvement plan, local cycling walking infrastructure plan, and other strategies, is strongly recommended. Conflict between priorities is likely to arise, and we recommend appropriate governance is established to address issues critical to project success.

Phasing the delivery of packages of projects is a complex matter to be developed through the movement and place plan. Key to this should be a comprehensive understanding of the 'scalability' of different types of infrastructure enabling movement and place, discussed in our Next steps on page 108.

We have emphasised the importance of trials and pilots, in helping local people to experience the benefits of new temporary projects before making them permanent.

Examples of projects in York and elsewhere are illustrated on page 98.

Taking our multi-modal approach to movement and place in and around York is likely to be fundamental to appreciating the level of investment needed to delivery the plan on the ground, and over what time scales.

'Delivering projects on the ground' means:

A Aligning the council's portfolio of projects with its policies, ambition and investment

B Delivering quick wins and celebrating successes, however small

C Communicating the case for change to a civic audience, helping local people get behind proposals, and encouraging participation in making change happen

D Strengthening technical design, engineering, procurement, mobilisation and construction

E Installing trials and pilots of new projects on-the-ground so local people can experience their benefits

F Establishing expertise in engagement and consultation, including design assurance

G Developing resilient project sponsorship, governance, and quality assurance

H Taking a proportional approach to traffic modelling and clarifying its role in project assurance procedures

I Plan reasonable monitoring and evaluation of programmes and projects

Figure 184 What does 'delivering projects on the ground' mean?



Delivering projects on the ground



Figure 185 Sustainable urban drainage, planting and seating on a kerb build out, Cheshire Street (London)



Figure 188 Accessible cycle parking, Westle Gate, Norwich



Figure 186 Kerbside planting, Cambridge



Figure 189 Cycle parking hub, Southampton rail station

Figure 187 Car club parking bay, Bedford Row, Holborn (London)



Figure 190 Street Party on Bishy Road (Bishopthorpe Road, York)





Figure 191 Seating along Poultry Street, City of London



Figure 192 Footway art, Hannington Lane (Brighton)

Figure 193 Modal filter and parklet, Princess Victoria Street, Bristol

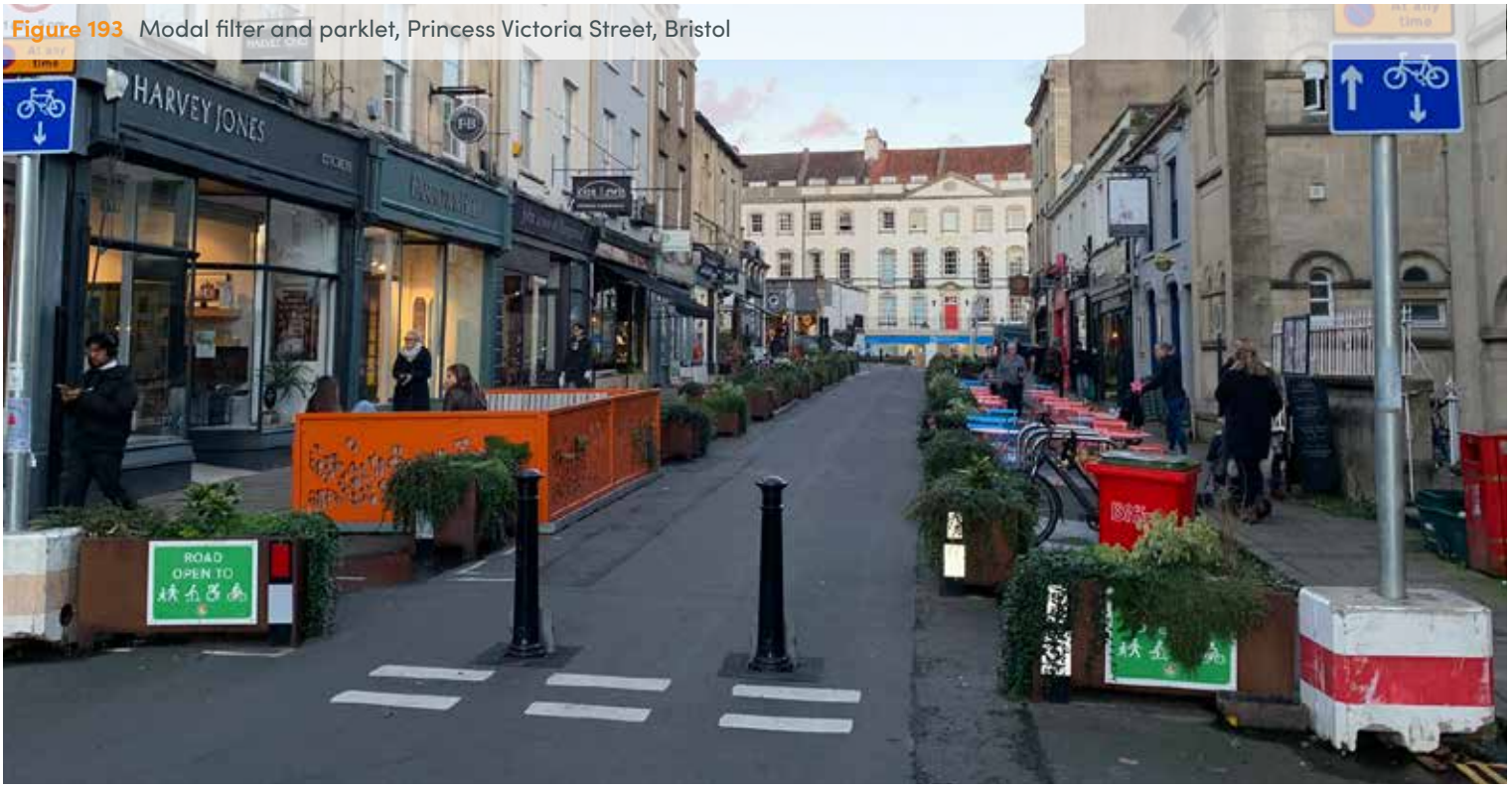


Figure 194 Lighting and artwork at Clifton tunnel underpass, Salford, Greater Manchester



In this chapter we identify quick wins, recommendations, and next steps which encourage an action-oriented approach to getting things done

Taking action

Summary

What has this report included?

In this framework for a movement and place plan, we have set out the council's high level of commitment and ambition for taking a place-based approach to developing and delivering projects in and around York.

This framework has explored:

- A vision for how freedom and independence for people of all abilities in York can be shaped by adopting street design principles around 'movement and place'
- What is the City of York we trying to achieve with respect to traffic, transport and movement in and around the city?
- Who are likely to be the beneficiaries of a place-based approach to planning and delivering transport infrastructure and placemaking projects?
- How does this fit with the council's principles for equality, affordability, climate and health?
- Where else has achieved success and where can we learn from as this plan develops into action?

We have recommended adopting a place-based approach to project development and delivery through the lens of 'movement and place', described previously in this report, and summarised in Figure 195 on page 107.

Through this work we have identified key themes and corresponding types of projects which align with this commitment, and should be developing into coherent packages for phased implementation on the ground. This framework incorporates the following focus areas:

1. **Investing in the public realm**, starting in page 78
2. **Making connections** between places in the city and beyond, starting on page 82
3. **Deciding the right mix of traffic for the city centre**, starting on page 84
4. **Enabling active travel and public transport for all**, starting on page 88, including a short discussion of mode shift
5. **Defining a coherent transport network for multi-modal movement** through the city and its surrounding settlements, starting on page 94
6. **Accelerating the delivery of projects on the ground**, starting on page 100

Setting direction

York Local Plan
York Council Plan
York Local Transport Strategy





Ten-year plans to 2032

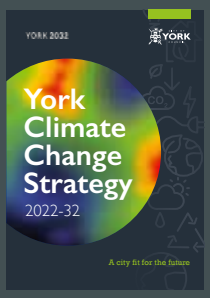
Joint Health & Wellbeing strategy (supported by a joint strategic needs assessment)

Economic strategy

Climate change strategy









Planning for 'movement and place'

Movement and place framework and plan



We recommend adopting a place-based approach to project development and delivery through the lens of 'movement and place'

Programmes and projects affecting streets and spaces

City centre movement and accessibility framework

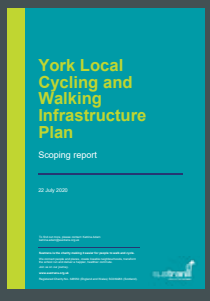
Local cycling walking infrastructure plan (LCWIP)

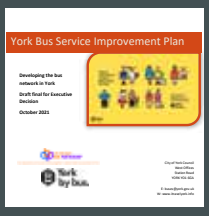
Bus service improvement plan (BSIP)

Freight improvements study

Capital-funded programmes and projects

Revenue-funded programmes and projects









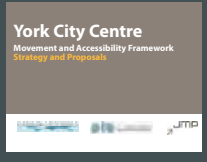


Figure 195 A recommended policy hierarchy which adopts a place-based approach to project development and delivery

Next steps

How should delivery on the ground by phased?

Our recommended framework for a movement and place plan supports a holistic way of identifying, defining, and aligning future projects and schemes for design and delivery. When projects are implemented on the ground, and align with movement and place, they together will contribute to meeting the council's policies and priorities.

A critical key to success will be to focus the council's resources, investment, expertise and services with a series of common goals identified in this framework, and the council's Local Plan, and local transport strategy. Alignment of future proposals for movement and place with the council's bus service improvement plan, local cycling walking infrastructure plan, and other strategies, is strongly recommended. Conflict between priorities is likely to arise, and we recommend appropriate governance is established to address issues critical to project success.

Adopting our recommended multi-modal approach to movement and place in and around York is likely to be fundamental to appreciating the level of investment needed, and over what timescales.

Phasing the delivery of packages of projects is a complex matter to be developed through a more robust implementation plan for movement and place.

We recommend considering a range of different scenarios to support the development of this framework and suitable packages of projects which could be delivered in the short, medium and long-term. These scenarios might include:

1. **'Start with School Streets'**
   School streets could be prioritised in local neighbourhoods, and facilitated by engagement with supportive school representatives.[1]
   After implementation, supportive community members may become more engaged in wanting the council to enable door-to-door journeys to school by walking, wheeling and cycling, achieved through larger interventions such as area-based traffic management projects in neighbourhoods, and roadspace reallocation on busier roads.

2. **'Better bus priority & placemaking'**
   Bus travel in and through York is currently unreliable due to high levels of motor traffic. This scenario would take a resilient approach to

1 The implementation of school streets should tie in to the council's ability to enforce moving traffic violations (described in Table 2 on page 57). A simple process may be needed to check which schools are suitable for this kind of treatment.

identifying where bus priority can be delivered at pace, while also delivering placemaking benefits for local people and businesses.

3. **'Overnight transformation of traffic circulation in York'**
   Looking at what has been achieved in places like Ghent in Belgium, it is worth considering the feasibility of transformational change delivered within the next 1-2 years; however substantial effort and investment would likely be required. It may be more worthwhile to move at a pace which builds resilience for transformational change over time to achieve longer-term success.

4. **'Missing links'**
   This scenario would take a pragmatic approach to delivering projects which maximise the use of existing infrastructure - quickly building the 'missing links' which would connect people to places they want to go using existing routes for active travel. Through understanding 'scalability' (described on page 112), the council should soon be in a resilient position to understand the levels of investment arising from a movement and place plan, and where that investment(s) should be prioritised on the ground to deliver better movement and place.

5. **'Chase the funding'**
   The level of investment available will be critical to success, and where that funding comes from may determine how it needs to be spent. Exploring this further could be a matter for the next stage of this movement and place framework.

6. **'Engaging with major employers'**
   Journeys associated with major employers, such as York Hospital, can have a substantial impact on traffic and transport during peak commuting periods. It may be helpful to engage with major employers to explore packages of measures which would reduce levels of motor traffic associated with their operations, for example, projects which enable more employees to walk, wheel, cycle or take the bus to work.

Where relevant, we recommend considering trialling interventions, monitoring and evaluating, and engaging with local supportive stakeholders through the development of projects.

Engagement

Who should help coordinate action?

Conversations about streets and how they are designed and used should be made collaboratively with the people who use them.

We recommend continuing targeted conversation focussing on problems, and the root causes of those problems, ensuring diverse experiences are considered in the development of future projects and proportionate solutions.

These conversations should continue throughout the lifecycle of your emerging programme of projects, embedding inclusive design into the delivery of proposals on the ground.

Collaboration on the movement and place plan should continue to include:

- City of York Council's teams including: Transport; Planning; Highways Maintenance; Communications; Equalities; Schools liaison
- Statutory consultees including the emergency services
- Industry professionals including engineers, traffic and transport planners, urban designers, architects, landscape architects, strategic land-use planners, business case developers, and project managers
- Practitioners specialising in movement (e.g. local transport planning and traffic engineering) and place (e.g. urban design and landscape architecture) share responsibility for creating well-designed built environments and re-purposing transport infrastructure to be inclusive and efficient.
- Supportive local stakeholders and beneficiaries

Telling a good story

As mentioned when introducing this framework on page 76, we recommend going above and beyond business-as-usual when developing and communicating future plans, proposals and decisions to a wider, civic audience.

A critical success factor for implementing a movement and place plan will be to present the plan in insightful and engaging ways which build a strong, resilient narrative for change. This would likely:

- Illustrate why the status quo is not acceptable
- Establish the impact of doing nothing (or not enough)
- Explain how people will benefit from a 'movement and place' approach in the city and its surrounding settlements
- Establish that this is bigger and broader than just transport and traffic, and will require collaborative working with stakeholders working in public health and other sectors
- Show people what they will get from supporting this work
- Set out how the council will make future decisions
- Tell people in what other ways the council will support them (and how that aligns with what the movement and place plan is trying to do)

Quick wins

What quick wins should be targeted?

This work can start now on the ground, in parallel with the development of comprehensive movement and place plan.

We do not recommend waiting - council officers have identified many quick-win projects and schemes which can be rapidly delivered, either permanently or through trials, which will contribute to the goals of movement and place.

Key to this should be a comprehensive understanding of the 'scalability' of different types of infrastructure enabling movement and place. Scalability should be a key opportunity to deliver at pace, not a constraint. By way of example, a cycle route protected from adjacent motor traffic by segregation typically costs in the region of £1Million+ per kilometre, and it may take roughly three years to deliver on the ground (two years of technical design and another year for mobilisation and construction). However, if that motor traffic can instead by dramatically reduced by modal filtering, then the equivalent 'filtered' street may instead cost in the region of £50,000 per kilometre, factoring in reasonable placemaking improvements along the street.

We recommend the council progresses with quick wins which align with this framework. These are likely to include:

1. Design and implement placemaking and city centre bus priority and traffic filtering
2. Continue a programme of removing physical barriers and other restrictions which currently limit access to cycle routes in and around the city by people using non-standard cycles.
3. Facilitate dialogue with schools to plan the implementation of 'school streets', anticipating the council's devolved powers to enforce moving traffic violations (described in Table 2 on page 57)
4. Consider 'upgrading' tactical interventions installed in the The Groves neighbourhoods a couple of years ago, by making permanent urban realm improvements. These could include public seating, sustainable urban drainage, and cycle parking spaces for family cargo-cycles.
5. Facilitate dialogue with supportive parish councils to plan projects in villages (in more rural areas) which align with this framework



Figure 196 By taking a healthy streets approach to 'movement and place' decisions can be made to enable active travel and public transport for all, encouraging healthy connections between neighbourhoods (Victor Street pictured)



Figure 198 Investing in the public realm throughout York and nearby settlements will give people opportunities to enjoy their local area (such as the outdoor seating already at cafés along College Street)



Figure 199 Enabling longer distance motor traffic, such as along the A64 (pictured) will remain a priority, as part of coherent plan for multi-modal movement through the city and its surrounding settlements

Figure 197 Deciding the right mix of traffic for the city centre should be a priority. Footstreets (including The Shambles, pictured) demonstrate that the council is already capable of delivering pedestrian-priority areas where motor traffic is restricted



Figure 200 Taking a place-based approach to transport project should contribute to a network of public space within the city and its surrounding settlements, where people can live healthy, valuable lives, socialise, interact with local businesses, and go about their daily activities (such as enjoying play, pictured here near Victoria Bar)



Keys to success

Enabling action

With the urgency to deliver a more equal, affordable, healthy, and climate-ready York, we recommend taking an innovative approach to delivering projects on the ground.

We recommend that project delivery procedures, including project assurance and design assurance processes, are reviewed through the lens of 'movement and place' and aligned to the council's level of ambition and commitment.

This should include the development of a targeted plan for engagement with partners, stakeholders and beneficiaries. This plan should look at successful places and adopt key principles which achieve project success, such as 'working with the willing' to deliver quick wins, trials and projects on the ground.

Key themes related to strengthening project delivery are included on page 101:

1. Align the council's portfolio of projects with its policies, ambition and investment
2. Deliver quick wins
3. Strengthen technical design, engineering, procurement, mobilisation and construction
4. Install trials and pilots of new projects on-the-ground so local people can experience their benefits
5. Establish expertise in engagement and consultation, including design assurance
6. Develop resilient project sponsorship, governance, and quality assurance
7. Take a proportionate approach to traffic modelling and clarifying its role in project assurance procedures
8. Plan reasonable monitoring and evaluation of programmes and projects

Anchoring change

Considerations for increasing resilience in project delivery might include consideration of the following potential keys to success.

Decide and deliver: There is no-one-sizes-fits-all, we recommend making decisions and delivering trials, pilots and projects on the ground so local people can experience progress. We strongly recommend a holistic city-wide approach, aligned closely with cross-departmental working in public health, local economy, housing affordability, regeneration, climate protection.

This is popular: projects that enable people to walk, wheel and cycle are popular. Within this context we recommend anticipating and meeting the needs of people with protected characteristics.

We get the traffic we design for: Whenever we make driving easier, we get more car traffic. There is a high cost to people's freedom and independence if enough is not done to enable a better balance for equitable movement.

Frame movement and place for a civic audience: Social practices drive attitudes: recognise the scale of the challenge to deliver transformational change in movement and place. Backlash is a positive sign that meaningful changes are being made. Build a strategy for fighting misinformation and disinformation.

Celebrate success, however small: Deliver quick wins and use them to accelerate success. We recommend the council continues to deliver quick wins, aligning with this framework, while planning what kinds of projects should be delivered within two years, five years, and ten years.

Tell a good story because “you cannot not communicate.” Tell an evidence-based story and let people know about what happen if action is **not** taken. We recommend developing 'explanatory pathways' which build support for transformational changes, and experiments which contribute to enabling greater freedom and independence for all through the delivery of innovative projects. This is discussed on page 111.

Phil Jones Associates

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Transport, Highways and Environment
Service Area:	Transport
Name of the proposal:	Local Transport Strategy
Lead officer:	Julian Ridge, Transport strategy lead officer
Date assessment completed:	Ongoing – subject to further development

Names of those who contributed to the assessment (this has been developed over several months):			
Name	**Job title**	**Organisation**	**Area of expertise**
Claire Foale	AD Policy and Strategy	CYC	Policy development
James Gilchrist	Director Environment, Transport and Planning	CYC	Environment, Transport, Planning
Sam Blyth	Strategy and Partnerships Manager	CYC	Policy development
Laura Williams	AD Communities and Equalities	CYC	Equalities lead

Katie Peeke-Vout	Interim Head of Regeneration	CYC	Regeneration

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	The new Local Transport Strategy proposes transport policies to be followed to 2040, in pursuit of the objectives of York's Council Plan and Ten Year Strategies.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	Yes. There is a general need to align the LTS with other York policies, including Local Plan, Ten Year Strategies, Climate Change, Health etc

1.3	**Who are the stakeholders and what are their interests?**

	There is a very wide range of stakeholders, including York residents, visitors, business etc. Some groups have particular requirements of the transport network which need to be met – for example, people with protected characteristics.

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	Health and Wellbeing: the Health and Wellbeing implications of the Local Transport Strategy will be substantial, with strong evidence that cities which support greater use of active travel methods and lower use of cars see health gains across a wide range of disease areas, including respiratory and heart health and cancers, as well as generalised mental health and wellbeing. When these shifts are achieved by equitable means, health inequalities are also reduced. The 'Objectives' and 'Policy Focus Areas' proposed in this report have been developed with extensive public health input and reflect the goals of the York Health and Wellbeing Strategy 2022-32. **Environment and Climate Action:** Climate implications are discussed in the body of the report. Transport contributes a third of Yorks carbon emissions and adversely affects air quality. A new Local Transport Strategy as outlined with Environment and Climate focused policies is a fantastic opportunity to deliver co benefits for the environment and slow climate impacts. **Affordability**: The Local Transport Strategy addresses Affordability as it seeks to reduce car dependency instead promoting more sustainable and affordable forms of transport. **Equalities and Human Rights**: In making changes to York Transport Network it will raise the tensions between different human rights and equality impacts. These have been identified in Annex D and Annex G. As implementation plans are brought forward these tensions will need further exploration and analysis and this process will continue through the delivery phase of each intervention.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	**Reason for using**
Our Big Transport Conversation	Feedback from Our Big Conversation which has taken place over the last two years has provided rich insight into how people use the city centre.

Step 3 – Gaps in data and knowledge

3.1	**What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.**

Gaps in data or knowledge	**Action to deal with this**
Scheme implementation: the Local Transport Strategy proposes a series of policies for transport in York. Implementing schemes and initiatives will inevitably have a range of positive and adverse impacts which will need to be considered as individual schemes are bought forward.	Impacts will be considered in EIAs for individual schemes and initiatives as they are bought forward.

Step 4 – Analysing the impacts or effects.

4.1	**Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?** Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations**.**

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	The proposals should have a positive impact on age characteristics as they will promote modes of transport which are disproportionately used by people who are not car available. This includes young people and older people – who are often disproportionately reliant on active and sustainable modes of transport.	+	H
Disability	Many of the proposed policies will have a beneficial impact on disabled people, including a series of specific policies in “Policy Focus Area 1: Accessibility”	+	H
Gender	Measures will improve personal security through future provision of better walk and cycle routes and bus stops and shelters.	+	M
Gender Reassignment	Neutral impact	0	
Marriage and civil partnership	Neutral impact	0	
Pregnancy and maternity	Neutral impact	0	
Race	Neutral impact	0	
Religion and belief	Neutral impact	0	
Sexual orientation	Neutral impact	0	

Other Socio-economic groups including :			
Carer	Measures are intended to reduce traffic congestion in York by attracting non-essential car trips to active and sustainable transport modes. The reduction of congestion as a result of this will beneficially impact those, such as carers, who have to undertake essential car journeys.	+	M
Low income groups	Measures will beneficially impact low income groups by improving active and sustainable transport modes so that there is a reduction in the need to own and maintain a car. Improving these modes will also benefit people in low income groups who are already less likely to own a car.	+	H
Veterans, Armed Forces Community	Neutral.	0	
Other			
Impact on human rights:			
List any human rights impacted.	**Right to life:** beneficial impact through improved health outcomes and lower pollution because of reduced vehicle use in York/ greater physical activity. **Freedom of movement:** enhancement of active and sustainable transport modes will provide greater freedom of movement **for** those who do not have access to a car. This will have beneficial impacts on other human rights – for example access to education.	**+**	**H**

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
At a policy level there are no direct impacts – either beneficial or adverse. However, the new Strategy is a key enabler for a series of transport schemes and interventions which will have a range of positive impacts. These impacts will be scheme specific and will be identified as schemes progress. The LTS Implementation Plan (published later in 2024) will also include an EIA.	

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**
Option selected	**Conclusions/justification**
Executive to continue to be invited to accept the recommendations	The additional work / consultation identified above is designed to support the adverse impact of the recommendations.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Scheme specific impacts	Individual schemes and initiatives will be subject to EIA.	Scheme/ initiative promotors	As schemes and initiatives are developed.

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	The council will continue to work closely with the communities affected by the Local Transport Strategy's Implementation Plan (due for publication later in 2024). This EIA will remain "live" as listening and learning to communities continues to inform mitigations and next steps.

Step 8 - Monitor, review and improve

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Meeting:	Executive
Meeting date:	18 July 2024
Report of:	Head of Highways Asset Management
Portfolio of:	Director of Environment, Transport and Planning

Combined Authority Key Route Network

1. This report outlines proposals for a Key Route Network (KRN) for York and North Yorkshire, including the process determining how highway routes are identified for inclusion in the KRN. The report also highlights the responsibilities that require the local highway authorities and York and North Yorkshire Combined Authority (YNYCA) to deliver roles to ensure the effective operation and improvement of the KRN.

Benefits and Challenges

Benefits

2. The identification and implementation of the KRN will support joint working across the two Highways Authorities forming the York and North Yorkshire Combined Authority area. Although no immediate changes are proposed to the way in which both authorities manage the highways within the KRN the adoption of the principles will ensure future funding and ways of working are achievable.

Challenges

3. The adoption of a KRN across two Highways Authority areas and the time and commitment needed to embed new ways of working will not be insignificant. City of York Council (CYC) and North Yorkshire Council (NYC) will work closely with Combined Authority officers to plan and deliver the approaches detailed in the Background section of this paper.

Policy Basis for Decision

4. The proposals for the development of the KRN will contribute to the delivery of the commitments in the Council Plan (2023-27) and the Local Plan.

5. The management of the KRN and resultant projects reflect the four core 'EACH' commitments in the Council Plan 2023-27 – One City For All by:

- **Equalities and Human Rights** – by utilising highway asset data in a consistent manner the development of the KRN has been developed to reflect best practice amongst highways practitioners and does not have any intentional or unintentional bias built into it's aims and outcomes.
- **Affordability** – the KRN will ensure that the upkeep of strategically important highway assets are managed though the distribution of available budgets in a risk based and effective way.
- **Climate & Environment** – the Highways maintenance teams utilise new vehicles and plant, including electric vehicles, which are being rolled out across front line services. Our teams recycle aggregates and other materials during repair and renewal works. Investment in highway infrastructure is essential to mitigate the impacts of extreme weather. Trials of resilient and effective maintenance practices by maintenance teams are essential to evolve our services to a changing climate.
- **Health and Wellbeing** – the work of Highways maintenance teams in the development of the KRN and delivery of subsequent schemes will ensure all pedestrians, cyclists and vehicle users can safely travel around the KRN highway network in our city and NYC.

Financial Strategy Implications

6. As detailed in paragraphs 25-27 of this report, it is the expectation that maintenance activity on the KRN will be managed through existing budgets. There is likely to be an expectation that roads within the Key Route Network will be maintained to a higher level than other roads and therefore the decision across the two local authorities will impact how the maintenance funds are allocated. Any improvements to the KRN would be funded through the Local Transport Fund settlement.

Recommendation and Reasons

7. Three options have been identified to define the KRN within the City of York Council area, these options have been developed to present opportunities to balance the opportunities to deliver outcomes from KRN funding programmes and the emerging City of York Council Movement and Place Plan.

8. It is recommended that the Executive approves proposals for a Key Route Network in the City of York Council area ahead of submission for approval to the York and North Yorkshire Combined Authority, Option 2 in paragraph 37 is recommended for approval.

Reason: To support the future improvement of City of York Council's strategic highway links and local delivery of Movement and Place Plan priorities

Executive are asked to note the linked Key Route Network being developed by North Yorkshire Council.

Background

9. A KRN is a network of local authority roads that are deemed as being locally important and provide strategic connections across a Mayoral Combined Authority Area (MCAA). Responsibility for selecting roads for the KRN effectively sits with each individual MCA through agreement with the constituent local highway authorities, City of York Council and North Yorkshire Council.

10. A road might be in the Key Route Network for one or more reasons. For example, it might be in the KRN because it provides a strategic connection between towns, cities, or regions; it might give access to an important location (for example a town or city centre, railway station or industrial area) or it might carry high frequency bus services.

11. A KRN does not include routes that form part of the Strategic Road Network (SRN) that are managed and maintained by National Highways Within the YNYCA this includes the A1(M), M62, A64, A66(T), A168(T) and the A19(T).

DEVOLUTION AGREEMENT AND ROLE OF COMBINED AUTHORITY

12. The devolution agreement for York and North Yorkshire outlined the following:

"*York and North Yorkshire Combined Authority will set up and coordinate a Key Route Network (KRN) on behalf of the mayor. The mayor and the combined authority will take on any necessary highways powers to undertake this, to be exercised concurrently with the highways authorities, as agreed locally and set out in the required scheme and consultation. Additionally, the government intends to legislate so that the mayor will have a power of direction, allowing them to direct highway authorities on exercising their highway powers with regard to the KRN"*

13. As part of the York and North Yorkshire Combined Authority Order 2023[1], there are a range of transport related functions that the YNYCA could take responsibility for in relation to the KRN. These are predominantly functions that are currently carried out by CYC and NYC in their roles as local highway authorities. These functions are summarised below:

1. Agreements between authorities for carrying out works on adjacent networks (strategic and local)
2. Civil enforcement of road traffic contraventions
3. Traffic regulation
4. Transport functions related to traffic signs and pedestrian crossings
5. Apparatus affected by highway, bridge or transport works
6. Permit Schemes
7. Lane Rental Schemes

14. It should be noted that for the YNYCA to carry out any of the functions listed above, the relevant constituent local highway authority would need to provide consent. There are no plans in place to change current arrangements in respect of the management and operation of the roads that make up the KRN. As such the functions outlined in paragraph 13 will remain the responsibility of the respective local highway authority.

15. Should YNYCA propose to take on functions outlined in paragraph 13 within City of York Council, this would require approval from the Council's Executive.

[1] https://www.legislation.gov.uk/uksi/2023/1432/pdfs/uksi_20231432_en.pdf

16. As outlined within paragraphs 30 & 31 of this report, the Government intends to legislate for combined authority mayors to have power of direction, allowing them to direct highway authorities on exercising their highway powers regarding the KRN. At the time of writing this report, legislation to provide the mayor with power of direction has not been passed.

17. There is still some uncertainty regarding what Power of Direction will mean in practice. It is the intention of both CYC and NYC to work closely with YNYCA in relation to the KRN. This will involve establishing a KRN board and operational group, to monitor performance of the KRN and to allow each local authority to update on planned future maintenance proposals. This board will also consider proposals for improvements to the KRN. This will help to support the delivery of the YNYCA's wider transport objectives which will be defined as part of the emerging York & North Yorkshire Local Transport Plan.

18. A summary of the roles and responsibilities associated with the management and operation of the KRN is provided below:

Role	**NYC**	**CYC**	**Mayor / YNYCA**
Reactive Maintenance Activity	X	X	
Planned maintenance activity	X	X	
Winter Maintenance	X	X	
Streetworks coordination and management	X	X	
Management of events on KRN	X	X	
Liaison with National Highways and adjacent highway authorities	X	X	X
Identifying future improvement schemes on KRN	X	X	X
Delivery of improvement schemes on KRN	X	X	

DEFINING THE KRN

19. There is no fixed guidance on how the KRN should be defined. Responsibility for defining the KRN is a local function, carried out between the Mayor, Mayoral Combined Authority (MCA) and local authorities. It is important to recognise that routes included within the KRN can be important for differing reasons, for example a route in a rural area may be an inter urban link between our key towns and cities, whereas in an urban area the KRN will transport a high number of people by public transport, active travel modes or cars into our major centres. As such the characteristics of the KRN will vary across the YNYCA area.

20. Officers from both of the constituent local highway authorities, CYC and NYC have been working closely to develop this KRN proposal, seeking to have a consistent approach across the YNYCA area. It is based on the following criteria:

    The KRN

    - provides routes for traffic travelling through the area
    - complements the proposed "Major Road Network for the North" developed by Transport for the North TfN but includes additional links of sub regional importance[2].
    - builds upon the nationally recognised Primary Road Network[3];
    - connects the major towns and cities within York and North Yorkshire to each other, to adjacent authorities and to the rest of the country via the Strategic Road Network (SRN);
    - provides access to current and future strategic housing and employment sites
    - includes bus priority corridors and high frequency bus routes
    - provides routes for freight traffic
    - provides access to key transport interchanges (mainline railway stations, bus stations and park & ride facilities)
    - provides opportunity to for active travel options in our towns and cities

[2] https://transportforthenorth.com/major-roads-network/

[3] The primary route network (PRN) designates roads between places of traffic importance across the UK, with the aim of providing easily identifiable routes to access the whole of the country. Primary routes are marked green on most road maps, as opposed to the more common red of an ordinary A road; and road signs are green with white and yellow text.

21. The ideals and opportunities of the emerging City of York Council Movement and Place Plan have also been utilised to define the KRN within the council area.

ROADS CONTAINED WITHIN THE PROPOSED KRN

22. Roads that are proposed to be within the KRN are listed below and further details, including a map can be found in Annex A and B of this report. Three options for the KRN in the City of York Council area are provided comprising the below lengths of highway and the percentage of the network that would be designated as KRN:

- Option 1 = 83km (10.5%)
- Option 2 = 72km (9.1%)
- Option 3 = 45km (5.7%)

LHA	**Road**	**Location**
OPTION 1 – Full York 'A' Road Network (83km)		
CYC	A59	Boroughbridge Road - A59 City Boundary at Hessay to York Inner Ring (Includes Dalton Terrace, Scarcroft Road and part of Bishopthorpe Road)
CYC	A19 (NW)	Shipton Road - A19 City Boundary at Skelton to York Inner Ring (Includes Bootham)
CYC	A166	City Boundary at Gate Helmsley to A64 Grimston Bar Interchange
CYC	A1079	Hull Road - City Boundary at Kexby to York Inner Ring (Includes Lawrence Street)
CYC	A19 (S)	Selby Road - City Boundary at Escrick to York Inner Ring (Includes Fishergate, Cemetery Road and part Barbican Road)
CYC	A1036	Tadcaster Road - Copmanthorpe junction A64 to York Inner Ring (Includes The Mount and Blossom Street)
CYC	A1176	Water End - A59 Boroughbridge Road to A19 Shipton Road

LHA	Road	Location
CYC	A1036	Malton Road - A1237 Little Hopgrove roundabout to York Inner Ring (Includes Monkgate and Foss Bank)
CYC	A1036	York Inner Ring
CYC	A1237	York Outer Ring Road - Askham Fields A64 interchange to A64 Hopgrove Roundabout

OPTION 2 – As Option 1 but not including York Inner Ring (72km)		
CYC	A59	Boroughbridge Road - A59 City Boundary at Hessay to Dalton Terrace junction
CYC	A19 (NW)	Shipton Road - A19 City Boundary at Skelton to Marygate junction
CYC	A166	City Boundary at Gate Helmsley to A64 Grimston Bar Interchange
CYC	A1079	Hull Road - City Boundary at Kexby to James Street junction
CYC	A19 (S)	Selby Road - City Boundary at Escrick to Cemetery Road junction
CYC	A1036	Tadcaster Road - Copmanthorpe junction A64 to Dalton Terrace junction
CYC	A1176	Water End - A59 Boroughbridge Road to A19 Shipton Road
CYC	A1036	Malton Road - A1237 Little Hopgrove roundabout to Huntington Road roundabout
CYC	A1237	York Outer Ring Road - Askham Fields A64 interchange to A64 Hopgrove Roundabout

OPTION 3 – York Outer Ring Road (YORR) and external 'A' Roads (45km)		
CYC	A59	A59 City Boundary at Hessay to YORR
CYC	A19 (NW)	Shipton Road - A19 City Boundary at Skelton to YORR
CYC	A166	City Boundary at Gate Helmsley to A64 Grimston Bar Interchange
CYC	A1079	Hull Road – City Boundary at Kexby to Hull Road P&R site
CYC	A19 (S)	Selby Road - City Boundary at Escrick to A64 Fulford Interchange
CYC	A1237	York Outer Ring Road - Askham Fields A64 interchange to A64 Hopgrove Roundabout
NY	A684	A19 to Cumbria Boundary
NY	A658	Harrogate Bypass to Pool
NY	A65	A65 Bradford Boundary to Lancashire Boundary
NY	A645	A1041 to East Riding Boundary (M62)
NY	A64	A64 (T) to Scarborough Town Centre
NY	A63	A1(M) to East Riding Boundary
NY	A629	A629 Skipton to Bradford Boundary
NY	A6136	A1(M) to Catterick Garrison
NY	A6131	Skipton Town Centre to A629
NY	A61	Thirsk to Harewood including Harrogate town centre
NY	A6068	Crosshills to Lancashire
NY	A6040	A6040 York Place Harrogate
NY	A59	A59 Skipton to Lancashire Boundary

NY	A59	A59 CYC boundary to Skipton
NY	A56	A59 to Lancashire Boundary
NY	A19	A19 Selby Bypass to Doncaster Boundary
NY	A19	CYC Boundary to Selby Bypass
NY	A19	CYC Boundary to Thirsk
NY	A172	A19 to Tees Valley Boundary
NY	A171	Scarborough to Tees Valley Boundary
NY	A170	Scarborough to Thirsk
NY	A169	Malton (A64) to Whitby
NY	A167	Darlington Boundary to Northallerton
NY	A166	CYC Boundary to Gate Helmsley (NYC Boundary)
NY	A165	Scarborough to East Riding Boundary
NY	A162	A63 to A64 Tadcaster
CYC	A1079	CYC Boundary to Kexby (East Riding Boundary)
NY	A1041	Selby to A645
NY	B1248	A64 Brambling Fields to East Riding Boundary

23. Further details of the Roads included within the KRN, including public transport links and external links are illustrated in Annex 1 & 2 of this report.

24. Any routes that do not form part of the KRN will continue to be managed and maintained by the constituent local highway authorities in the same way as they are now. These routes provide local links to key services and link to the KRN and subsequently the SRN and national networks.

FUNDING FOR THE KRN

25. Details of future highway funding are still to be confirmed. It is the current expectation that funding for maintenance schemes on the KRN will be funded as part of the usual local highway authority funding streams.

26. Executive Members will be aware that following the cancellation of the HS2 link between Birmingham and Manchester the Department for Transport has proposed a minimum uplift of £24.055M (average of £2.4M per year) of capital funding for City of York Council between 2023/24 and 2033/34. It is anticipated that this uplift in funding will be in addition to the existing base funding level of annual capital funding for highway maintenance. It should be noted that the current base funding settlement finishes in March 2025 and future base funding would be subject to approval at the next Comprehensive Spending Review. We are awaiting further information from DfT on how the funding will be allocated, including the profiling of funding between 2025 and 2034.

27. We are also awaiting details of the Local Transport Fund (LTF) settlement for York and North Yorkshire. This funding will be managed by the YNYCA and is designated for improvements and new infrastructure across the transport network in York and North Yorkshire. It is envisaged that improvement schemes on the KRN will be funded from the Local Transport Fund (LTF).

Proposed Governance Structure

28. It is proposed to establish a KRN Board and KRN operational group, made up of officers from both Local Highway Authorities and the YNYCA. Further details of the governance of these groups is to be determined.

29. The operational group will focus on operational matters, looking to enhance operational collaboration, shared standards, and forward planning of works.

30. The KRN Board will provide strategic oversight and identify a programme of future improvements in line with Local Transport Plan (LTP) objectives and the potential future Mayoral power of direction. Additionally, the Board will be able to recommend the addition / removal of routes from the KRN. This would then need to be approved by the formal decision-making body of both City of York Council, North Yorkshire Council, the YNYCA and Mayor.

31. As part of the legislation defining the power of direction, we are anticipating that this will include a mechanism for any member of the KRN board to seek Secretary of State approval for removal or addition of routes to the KRN, if local agreement is unable to be reached.

32. The KRN Board and Operational Group will develop a range of performance indicators which will link in with the wider York and North Yorkshire Strategic Highway Asset Management Plan. The focus for these performance indicators will be based around

- Road Safety – Collision information
- Carbon emissions
- Traffic Flow
- Sustainable and active travel usage
- Average vehicle Speeds
- Journey Times
- Asset condition
- Public Transport performance
- Streetworks activity (road closures, highway works, utility works etc)
- Air quality and noise pollution
- Place based KPIs will also be developed, recognising the differing roles that parts of the KRN fulfil.

33. Specific indicators and targets will be agreed by the KRN Board once it is established.

NEXT STEPS

34. In addition to this report being presented today, North Yorkshire Council are seeking relevant approvals from their members, the proposals can then be reviewed by the Mayor and YNYCA, allowing the KRN to be established. It is envisaged that this process to establish the KRN will be completed by early summer 2024. This process will also include establishing the KRN Board.

Consultation Analysis

35. The approach to the establishment of a KRN has been co-developed with officers at North Yorkshire Council and the York and North Yorkshire Combined Authority. As detailed in paragraph 34, NYC are

taking a similar paper through their governance process before both authorities jointly present the outcomes to the Mayor and YNYCA.

Options Analysis and Evidential Basis

36. The approach to the establishment of the KRN detailed in this report has been developed through the interpretation and assessment of a wide range of highway asset data across both Highway Authority areas. As such it is recommended that the Executive approves proposals for a Key Route Network in the City of York Council area ahead of submission for approval to the York and North Yorkshire Combined Authority. Executive are asked to note the linked Key Route Network being developed by North Yorkshire Council.

37. However, the emerging City of York Council Movement and Place Plan will be crucial to deliver our active travel ambitions across the city. As such three options for the KRN network layout in the City of York Council area are provided below, maps of all options are provided at Annex 2 and detailed within the tables in the main body of the report.

- Option 1 – Includes all main arterial roads into the city, York outer and inner ring roads. This option delivers the widest layout of KRN within the City of York area, this is derived from the overarching principles of KRN development as detailed in paragraphs 19 and 20.

  This would enable City of York Council to work with the York and North Yorkshire Combined Authority to target devolved funding towards improvement projects on these key arterial and radial routes into and around our city.

  However, the overall aims and outcomes of the funding programmes targeted towards the KRN may not align and fully support the emerging priorities of the City of York Council Movement and Place Plan and could unduly influence our ability to deliver it's aims.

- Option 2 – Includes all main arterial roads into the city, York outer ring road but not the inner ring road. The KRN would also be stopped short of the main junctions connecting the arterial routes with the inner ring road, this can be seen in the detail of the maps defining Option 2 in Annex 2.

  This option would include the outer ring road and the main strategic links into the city as part of the KRN allowing City of York

Council to co-develop programmes of work with the combined authority. This derivation of the KRN would ensure key links across the wider York and North Yorkshire Combined Authority can be managed effectively and would support the continued improvement of the A1237 outer ring road and the main transport corridors into the city.

The removal of the inner ring road and its key junctions with the A roads into the city would ensure that we can fully explore and implement the Movement and Place Plan objectives to enhance active travel in and around these key highway junctions.

- Option 3 – includes the outer ring road and the A road spurs connecting it with our neighbouring authorities. A small section of the A1079 is included within the outer ring road to the entry point for the Park and Ride site.

  Although the priorities and principles of the Movement and Place Plan are yet to be defined the removal of all roads within the outer ring road from the KRN would ensure local management of this part of the network to support delivery of the plan.

  The funding linked to the KRN across the combined authority is still to be determined, under this option the key arterial routes linking us with the wider network across the York and North Yorkshire Combined Authority area would benefit from this funding. However, there could be missed opportunities for improvements across the key A road corridors within the outer ring road under this option.

Organisational Impact and Implications

38.

- ***Financial***

  Expenditure on the roads identified within the report are currently funded from council revenue and capital budgets. In 2024/25 the council is receiving Government funding of £3.2m for Highway Improvements. Future funding will be passed to the York and North Yorkshire Combined Authority. They will determine the levels of funding that are subsequently passed through to the council. The number and length of roads within the Key Route Network may be a contributory factor in determining allocations.

- ***Human Resources (HR)***

  There are no HR implications contained within this report.

- ***Legal***

  Section 24 of the Levelling-up and Regeneration Act 2023 provides that the Mayor in an MCA area may designate a highway or proposed highway as a key route network road, or remove such designation, with the consent of each constituent council.

  In addition, the Secretary of State may do the same if requested to do so by the mayor or a constituent council.
  A designation or removal under these provisions must be in writing and must state when it comes into effect.

  The report sets out a route for reaching an agreed position with the MCA on what roads should be in the KRN for the CYC area. This is in line with the legislation.

- ***Procurement***

  There are no Procurement implications contained within this report.

- ***Health and Wellbeing***

  Adopting a combined route network approach across two neighbouring authorities supports public health by improving access to healthcare and other essential services, promoting physical activity, reducing pollution, and improving safety. These factors collectively contribute to better physical and mental health outcomes for the community.

- ***Environment and Climate action***

  Transport emissions are responsible for a third of all direct carbon emissions in York. Addressing transport emissions is a key requirement for achieving our net zero ambition. The Mayoral Combined Authority has a net zero target of 2034 and aims to be carbon negative by 2040. Allocation of KRN to the YNYMCA would therefore fall within that ambition and align with our local objective.

- ***Affordability***

  There are no Affordability implications contained within this report.

- ***Equalities and Human Rights***

  No EIA has been developed to support the development of the KRN, the process detailed in the Background section of this report has been developed using highway asset data gathered by trained operatives. As such no intentional or unintentional bias has been built into the programme.

  Further assessment and mitigations will be developed for work that may be funded across the KRN as necessary.

- ***Data Protection and Privacy***

  As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data protection impact assessment (DPIA). This is evidenced by completion of DPIA screening questions logged under the reference AD-05984.

- ***Communications***

  There are no communications service implications, other than in the management of any reactive media enquiries which may arise from this report.

- ***Economy***

  There are no Economy implications contained within this report.

Risks and Mitigations

39. This report details the proposed KRN to be established across the York and North Yorkshire Combined Authority area, the methodologies utilised in this development have used highway asset data gathered and assessed by trained highways officers. As such a risk based approach is inherent in the methodologies and appraisal tools that have formulated the KRN.

40. Further risk assessment and mitigations will be developed for work that may be funded across the KRN as necessary.

Wards Impacted

41. The report and the KRN that it details will affect all wards.

Contact details

For further information please contact the authors of this Decision Report.

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Service Area:	Place
Telephone:	07767 318116
Report approved:	Yes
Date:	31/05/2024

Annexes

- Annex 1 Proposed Routes to be included in the KRN
- Annex 2 KRN Maps

ANNEX 1 Proposed Routes to be included in the KRN

LHA	Road	Location	Key Settlements in YNY	External Links	Links to key Transport Interchanges	Active Travel in town centres	High Frequency Public Transport Routes	Key Freight Routes	Strategic Housing & Employment Sites
NY	A684	A19 to Cumbria Boundary	Northallerton Bedale Leyburn Hawes		Northallerton	X			X
NY	A658	Harrogate Bypass to Pool	Harrogate	Bradford	Harrogate Harrogate Bus Bradford			X	X
NY	A65	A65 Bradford Boundary to Lancashire Boundary	Skipton Settle Ingleton	Ilkley Otley Leeds Kirby Lonsdale M6 J36	Ilkley Leeds Skipton Skipton Bus Settle		X	X	
NY	A645	A1041 to East Riding Boundary (M62)	Drax	M62 J36 Goole	Goole			X	X
NY	A64	A64 (T) to Scarborough Town Centre	Scarborough		Scarborough Scarborough P&R	X	X	X	X

LHA	Road	Location	Key Settlements in YNY	External Links	Links to key Transport Interchanges	Active Travel in town centres	High Frequency Public Transport Routes	Key Freight Routes	Strategic Housing & Employment Sites
NY	A63	A1(M) to East Riding Boundary	Selby	Leeds Hull	Selby Bus Selby Leeds Hull		X	X	X
NY	A629	A629 Skipton to Bradford Boundary	Skipton Crosshills & Kildwick	Keighley Bradford	Skipton Skipton Bus Keighley Bradford		X	X	X
NY	A6136	A1(M) to Catterick Garrison	Catterick Garrison						
NY	A6131	Skipton Town Centre to A629	Skipton		Skipton Skipton Bus	X	X		X
NY	A61	Thirsk to Harewood	Thirsk Ripon Harrogate	Leeds	Thirsk Ripon Bus Harrogate Harrogate Bus Leeds	X	X	X	X

LHA	Road	Location	Key Settlements in YNY	External Links	Links to key Transport Interchanges	Active Travel in town centres	High Frequency Public Transport Routes	Key Freight Routes	Strategic Housing & Employment Sites
NY	A6068	Crosshills to Lancashire	Crosshills & Kildwick	Colne Burnley	Colne Burnley		X	X	
NY	A6040	A6040 York Place Harrogate	Harrogate		Harrogate Harrogate Bus	X	X		X
NY	A59	A59 Skipton to Lancashire Boundary	Skipton	Clitheroe Blackburn Preston	Skipton Skipton Bus Preston (WCML) Blackburn		X	X	X
NY	A59	A59 CYC Boundary to Skipton	Harrogate Knaresborough Skipton		Harrogate Harrogate Bus Skipton Skipton Bus	X	X	X	X
CYC	A59	A59 within CYC boundary	York		York York P&R	X	X	X	X
NY	A56	A56 to Lancashire Boundary	Skipton	Colne Burnley	Skipton Skipton Bus Colne			X	X
NY	A19	A19 Selby Bypass to Doncaster Boundary	Selby	Doncaster	Selby			X	X

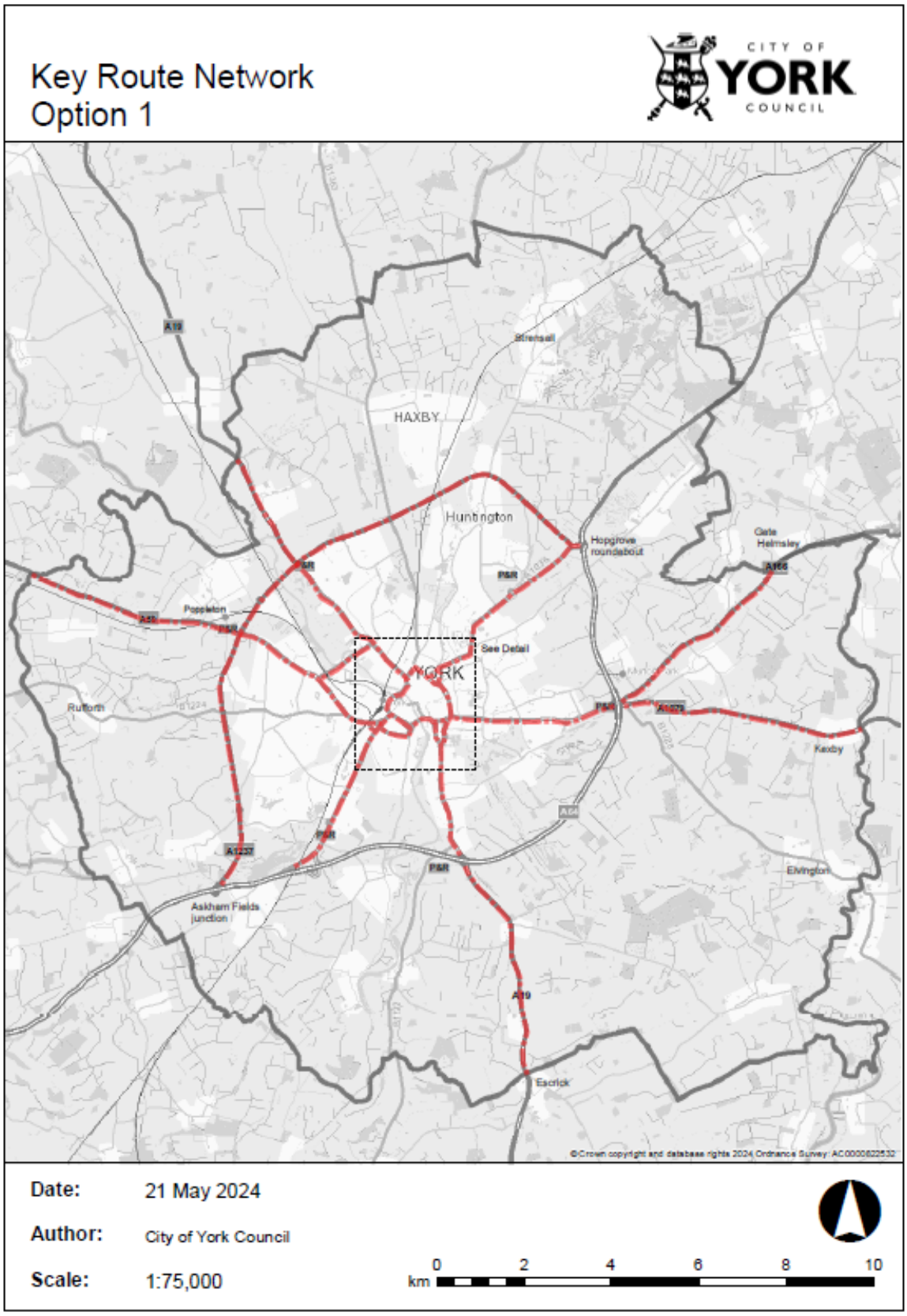
LHA	Road	Location	Key Settlements in YNY	External Links	Links to key Transport Interchanges	Active Travel in town centres	High Frequency Public Transport Routes	Key Freight Routes	Strategic Housing & Employment Sites
					Selby Bus Doncaster				
NY	A19	A19 CYC Boundary to Selby Bypass	Selby		Selby Selby Bus	X	X	X	X
CYC	A19	A19 within York Boundary	York		York York P&R	X	X	X	X
NY	A19	A19 York Boundary to Thirsk	Easingwold Thirsk		Thirsk	X	X	X	X
NY	A172	A19 to Tees Valley Boundary	Stokesley	Middlesbrough	Middlesbrough			X	X
NY	A171	Scarborough to Tees Valley Boundary	Scarborough Whitby	Redcar Middlesbrough	Whitby Whitby Bus Scarborough	X	X	X	X
NY	A170	Scarborough to Thirsk	Scarborough Pickering Kirkbymoorside Helmsley Thirsk		Scarborough Thirsk	X		X	X

LHA	Road	Location	Key Settlements in YNY	External Links	Links to key Transport Interchanges	Active Travel in town centres	High Frequency Public Transport Routes	Key Freight Routes	Strategic Housing & Employment Sites
NY	A169	Malton (A64) to Whitby	Malton Pickering Whitby		Malton Malton Bus Whitby Whitby Bus		X	X	X
NY	A167	Darlington Boundary to Northallerton	Northallerton	Darlington	Northallerton Darlington			X	X
NY	A166	A64 CYC Boundary to Gate Helmsley (NYC Boundary)	York	Driffield Bridlington	York		X	X	X
CYC	A166	A166 within York Boundary	York		York P&R York		X	X	X
NY	A165	Scarborough to East Riding Boundary	Scarborough Filey Eastfield	Bridlington Hull	Scarborough Scarborough P&R Hull	X	X	X	X
NY	A162	A63 to A64 Tadcaster	South Milford Sherburn in Elmet		Sherburn in Elmet Tadcaster Bus			X	X
CYC	A1237	York Outer Ring Road (Askham Interchange to Hopgrove)	York		York P&R York		X	X	X

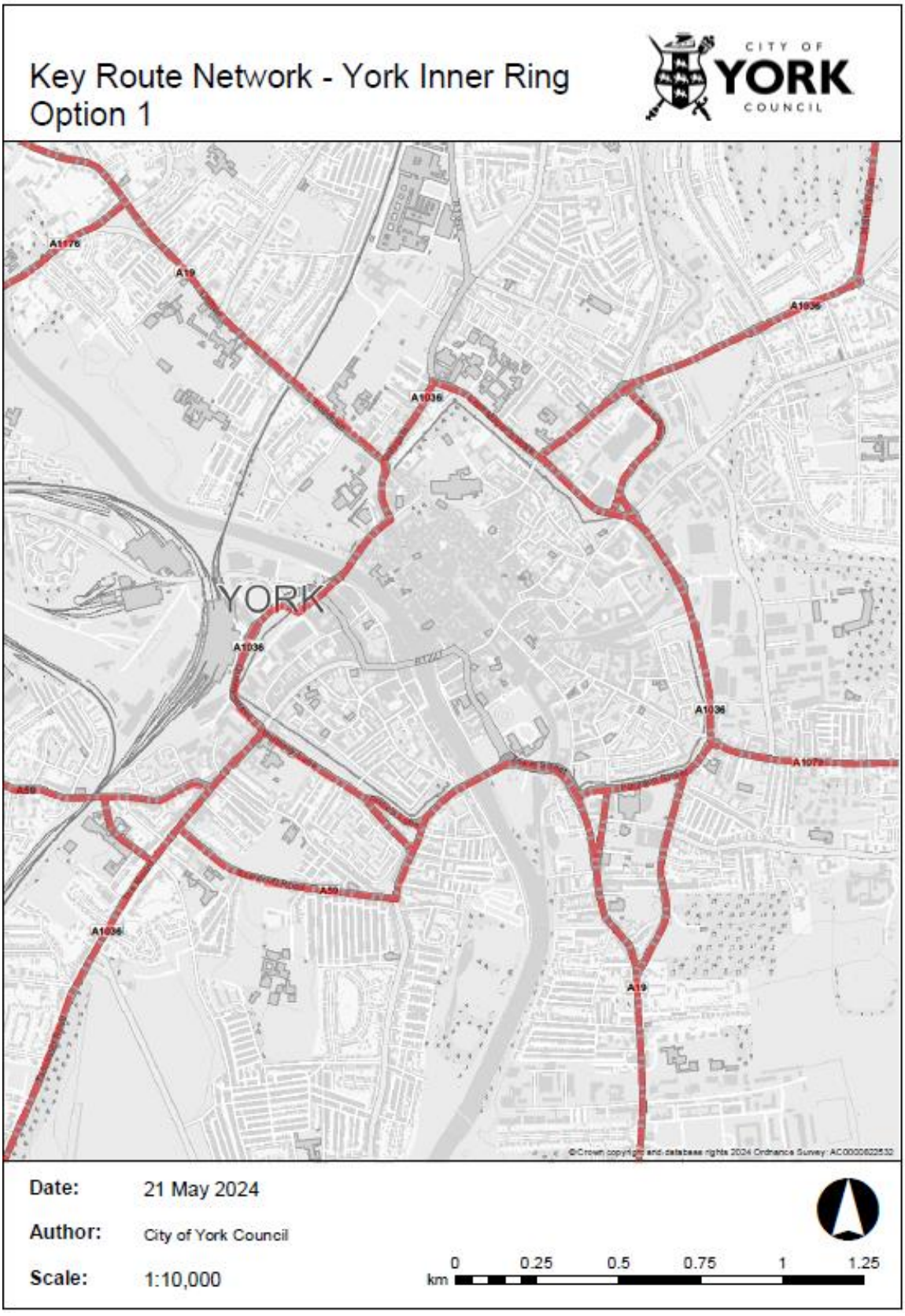
LHA	Road	Location	Key Settlements in YNY	External Links	Links to key Transport Interchanges	Active Travel in town centres	High Frequency Public Transport Routes	Key Freight Routes	Strategic Housing & Employment Sites
CYC	A1079	Lawrence Street (York city centre) to Kexby (East Riding Boundary)	York	Beverley Hull	York P&R York Beverley	X	X	X	X
NY	A1041	Selby to A645	Selby		Selby Selby Bus			X	X
CYC	A1036	A64 Askham Interchange to Monkgate / Layerthorpe (York city centre)			York P&R York	X	X	X	X
CYC	A1036	York Inner Ring Road	York		York P&R York	X	X	X	X
NY	B1248	A64 Brambling Fields to East Riding Boundary	Malton Norton	Driffield	York P&R York Malton Malton Bus			X	X
CYC	A1176	Water End, Boroughbridge Road to Shipton Road	York		York P&R York	X	X		

Annex 2 KRN Maps

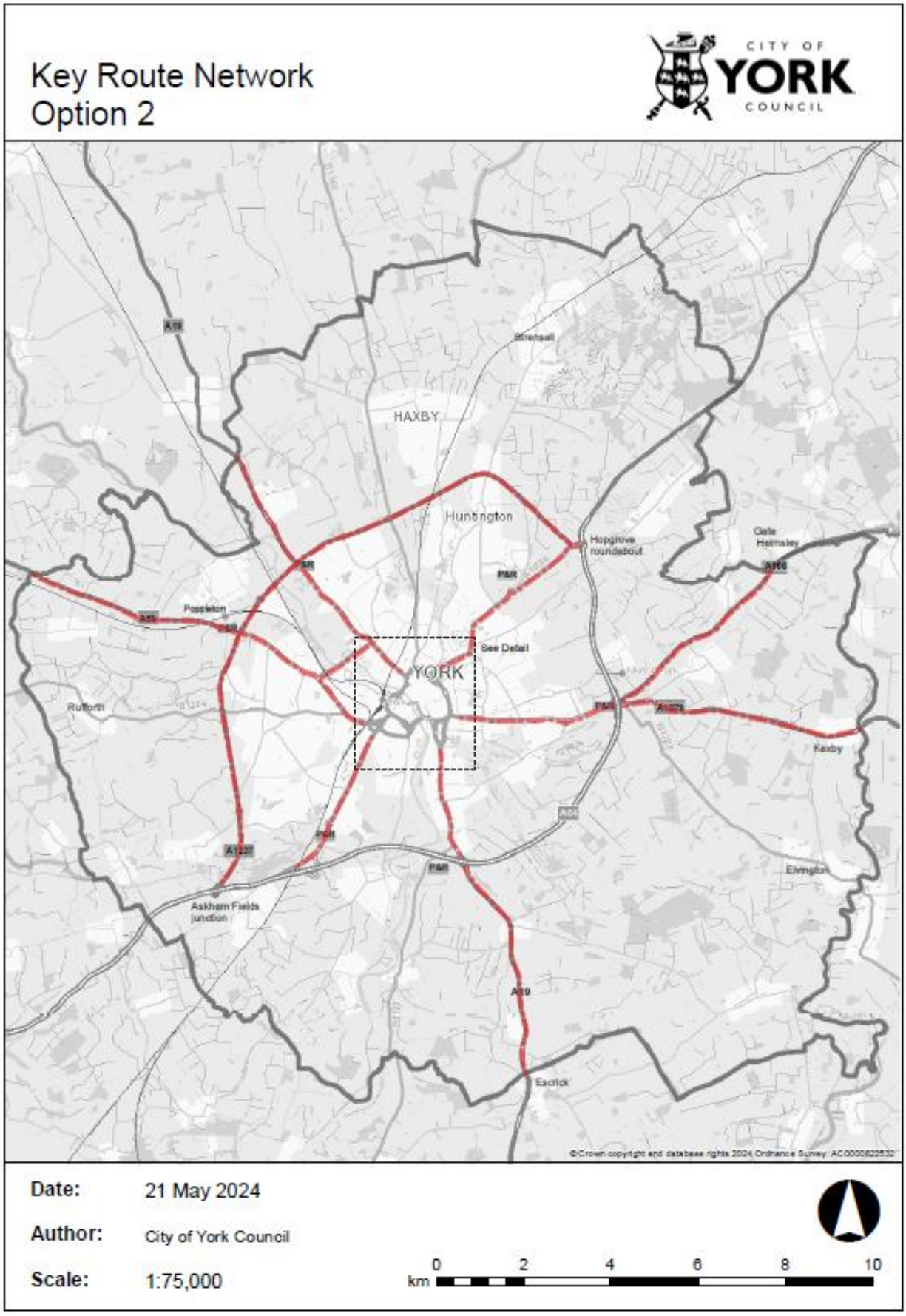
Option 1



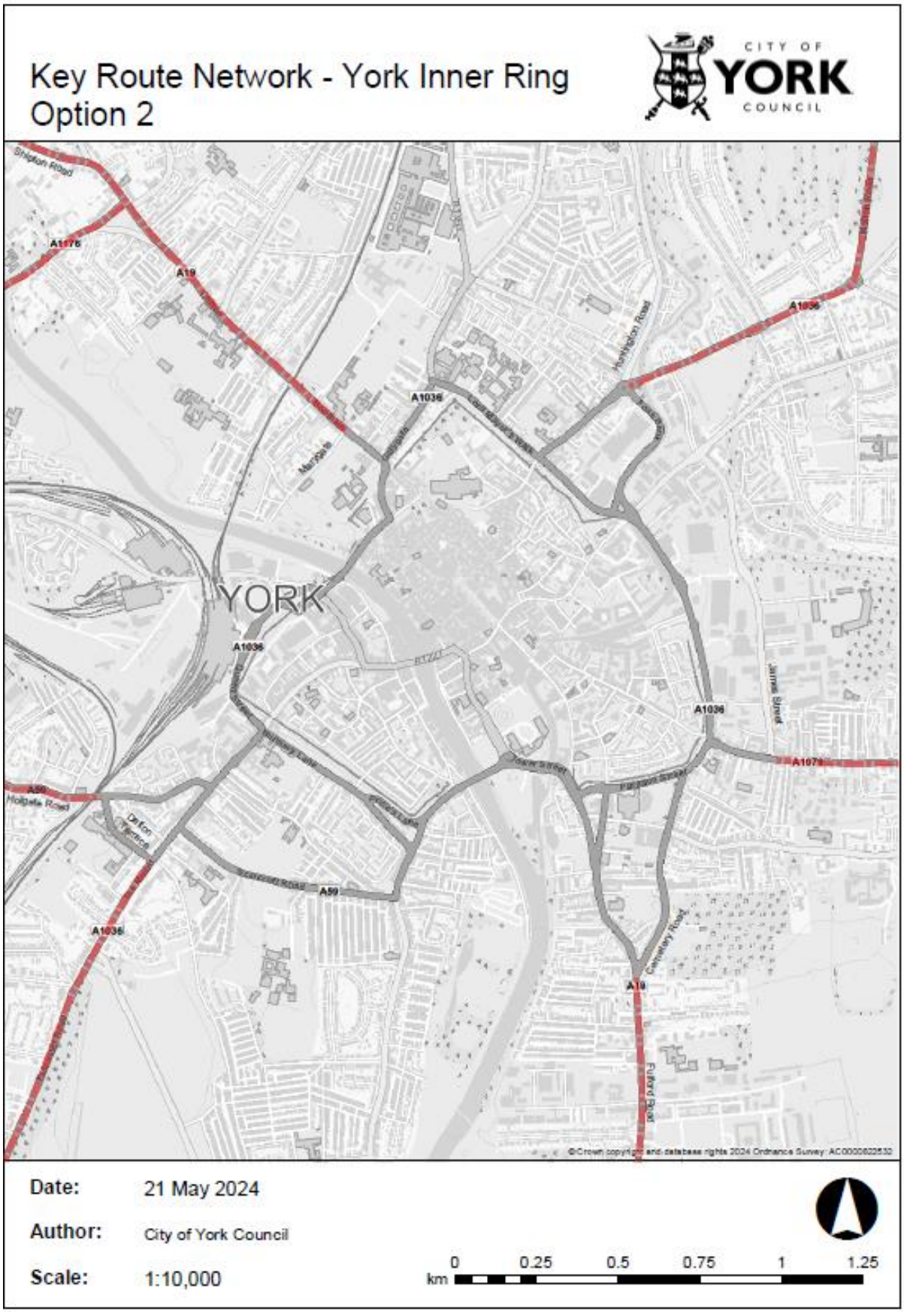
Option 1 Inner Ring Road



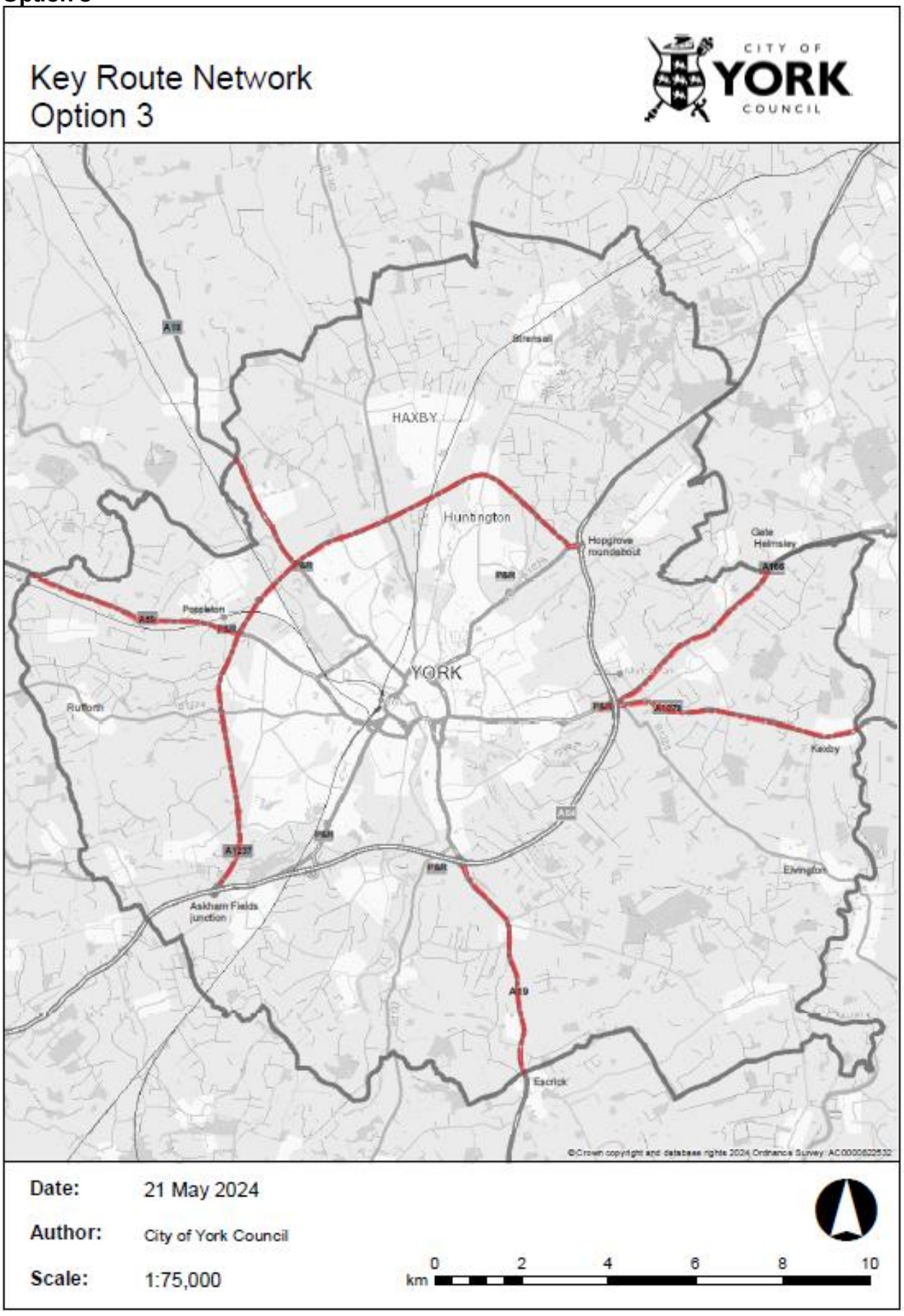
Option 2

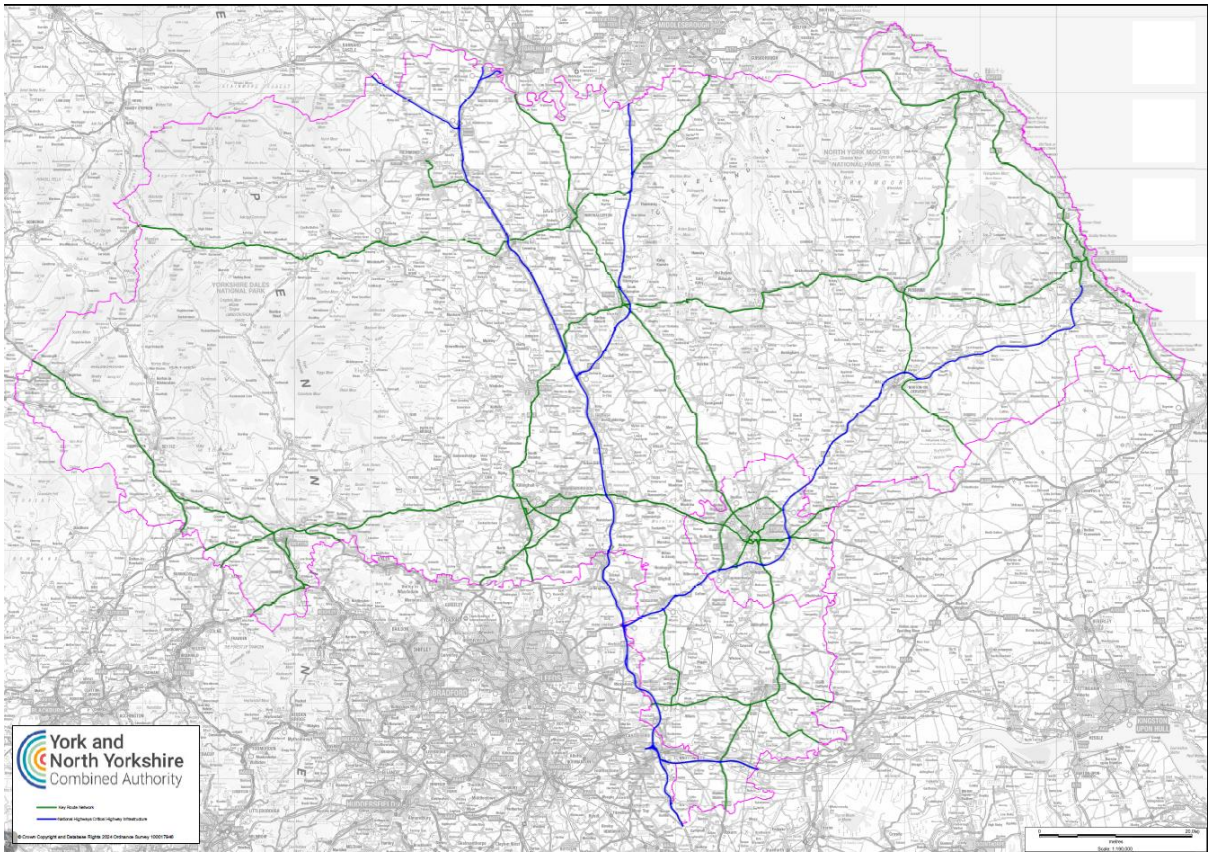

Key Route Network
Option 2
CITY OF YORK COUNCIL
HAXBY
Huntington
Strensall
Hopgrove roundabout
Gate Helmsley
A166
Poppleton
See Detail
YORK
Rufforth
Askham Fields junction
Elvington
Kexby
Escrick
A19
A64
A1237
A1079
A20
P&R
Date: 21 May 2024
Author: City of York Council
Scale: 1:75,000
0 2 4 6 8 10
km
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Option 2 – Inner Ring Road



Option 3


Key Route Network
Option 3
CITY OF YORK COUNCIL
HAXBY
Huntington
YORK
Rufforth
Poppleton
Askham Fields junction
Hopgrove roundabout
Strensall
Elvington
Escrick
Date: 21 May 2024
Author: City of York Council
Scale: 1:75,000
0 2 4 6 8 10
km


York and
North Yorkshire
Combined Authority

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Meeting:	Executive
Meeting date:	18 July 2024
Report of:	Director of Housing, Economy & Regeneration – Tracey Carter
Portfolio of:	Executive Member for Economy & Culture Cllr Pete Kilbane

Decision Report: Acomb Front Street - Phase 2 Update

Subject of Report

1. In October 2023, Executive agreed that £570,000 of UK Shared Prosperity Fund monies (UKSPF) be allocated to the development and implementation of the Acomb Front Street Phase 2 Project, including further engagement with residents and businesses.

2. In February 2024, the Executive Member for Economy & Transport approved the content of a programme of open public engagement, to seek feedback on costed designs and ideas for the Phase 2 scheme.

3. The purpose of this report is to provide Executive with feedback from the public engagement and to outline the recommended next steps for the project. As previously reported, all UKSPF monies must be spent by 31 March 2025.

4. The programme of engagement that has now been completed included 3 drop-in events, 6 stakeholder meetings and an online survey. The community response was tremendous and generated 900 completed surveys, and more than 5,000 comments to be analysed. The project programme had to be

extended to allow sufficient time to analyse the quantity of responses received, but the significant level of engagement data has better informed the Phase 2 scheme and demonstrates the Council's commitment to listening to the local community to inform the next phase of work. Learnings from previous consultations as well as comments made in the press/on social media have also been considered as part of the engagement work to help shape the project approach.

5. This report sets out the outcomes of the engagement activity and recommends practical next steps for the project. It recommends that Executive agree the high principles for the Phase 2 scheme and that the decision on the final costed scheme design be delegated to the Executive Member for Economy & Culture to be made at a public decision session on 24 September 2024. UKSPF spend deadlines are challenging and this approach will enable the project to progress whilst also retaining full transparency of decision making.

6. The Council's Scrutiny Committee have also been asked to consider the scheme at their scheduled meeting on 9th September 2024, ahead of the Executive Member decision meeting on the final scheme.

Benefits and Challenges

7. The benefits and challenges of the project are set out below:

Benefits

i. **Public Engagement –** The objective for the open public engagement was to reach a wide section of residents, businesses, local community groups, stakeholders, shoppers, traders, and young people to test the costed ideas for phase 2, gain their feedback and crucially listen and learn from the local community to inform next steps

ii. **Engagement Response –** Through offering a variety of formats, days, times, including but not limited to Joint Ward Committee Meeting, drop-in sessions, and online survey over 5,000 comments were received across the full range of ideas. This quantum of feedback provides a valuable insight into the local community priorities and aspirations for Acomb

that can be used to inform next steps for Phase 2 and beyond.

iii. **Quality of Design** - The appointment of external urban designers coupled with the quantum of feedback received has brought a high level of challenge at every stage to deliver: a better experience and more people friendly space for residents and visitors; to be bold and creative; to remove a significant number of bollards whilst enhancing the character and identity of the area.

iv. **Accessibility** - Creating a more accessible destination is a key priority of the scheme. Proposed improvements include wider, more generous pedestrian crossings; provision of two accessible toilet cubicles; improved blue badge parking and new crossing point linking with older part of Front Street.

v. **Real time improvements** – To “kick start” the council’s regeneration work whilst the design of phase 2 and engagement began, a trial of a monthly artisan market was agreed with Make it York (MiY) and ‘Little Bird Made’ market on Front Street. The trial commenced in March 2024 for 3 months and, following positive feedback from residents, businesses, and traders alike, has now been extend until the end of December 2024. The new market has several (six and upwards) York traders taking stalls and the market is delivering increased footfall to the area and boosting the local economy. The high street retail offering is enhanced by the artisan market and the monthly road closure provides useful operational learning for future events/ activities.

vi. **Identifying short term priorities that support longer term aspirations**– Following the previous Future of Acomb Front Street Study 2021, it was positive to see the bold ambitions and big ideas from the local community. However, the 2021 study also recognised that the level of ambition would take significant time (c. 5-10 years) and resources to fully implement. The recent engagement work has focused on understanding what community priorities can be achieved within the time and monetary constraints of Phase 2, whilst also considering how best the investment can support progress towards the longer-term aspirations. For example, there has been a long-term desire by some parts of the local

community to fully pedestrianise the main shopping area, however this is not achievable in the Phase 2 timescales or budget. The engagement has confirmed a range of differing views about this subject - particularly as the area is required to function as a working high street including deliveries for local businesses. The majority of people support a 'more people-friendly street'. Building on the engagement survey data, the high-level principles outlined in the report for Phase 2 seek to deliver positive steps towards achieving a less vehicle dominated space whilst also keeping options open to potentially progress pedestrianisation in the future, subject to further consultation and resources. This will include work being undertaken to progress a feasibility study into the pedestrianisation/ reduction of vehicle dominance will be commissioned.

Challenges

i. **Timescale** – All Phase 2 works need to be completed by the UKSPF spend deadline which is 31 March 2025. To achieve this, it will be necessary for construction to commence by the start of October 2024. However final designs/costings are not yet complete, and therefore cannot be approved as part of this Executive report. It is therefore recommended that the Executive approve the high-level principles of Phase 2 and delegate authority for the Executive Member for Economy & Culture to take a decision on final designs and confirmed costings in September 2024. This will be taken as a public decision to enable transparency with local community prior to commencement of works.

ii. **Expectation –** Following the previous Future of Acomb Front Street Study 2021 there are bold ambitions and big ideas for the area and high expectations from local community, therefore priorities for spend and phasing of any work will need to be considered. It will be crucial to set out how the Phase 2 work can complement the progression of a longer 5 -10-year plan for Acomb (subject to funding) and to clearly explain that Phase 2 cannot achieve all ambitions in one go given the time and monetary constraints.

iii. **Land ownership** – a significant proportion of the high street frontages are privately owned, whilst it is designated as

highway, it is not adopted (and therefore maintained) by the council. In response to the engagement feedback to remove a greater number of bollards, it is proposed that large planters and seating will be used to protect the pavement edge and prevent illegal parking. By replacing some bollards with planters and seating there is a possibility that more pedestrians may be steered onto the non-adopted highway. Although some accommodation work was completed as part of Phase 1 work the condition of the non-adopted is not of a sufficient standard that the council would choose to adopt it. Guiding more pedestrians onto non adopted highway may accelerate the need for adoption discussions with landowners.

iv. **Highway** – Front Street currently has two “lives”. It needs to function as both a traffic free pedestrianised area when access is restricted, but also allowing for deliveries and parking at different times of day. This brings challenges to the design process and introduces the challenge/ discussion of shared spaces and national guidance on retaining a kerb to delineate the highway for visually impaired users. There are new wide generous crossings proposed in Phase 2 to be introduced alongside a 20mph speed limit, however cycling access and current vehicle access would remain unchanged at the Phase 2 stage of works. These proposed works would not restrict the potential for full pedestrianisation in the future, subject to further consultation and funding.

V. Return of illegal parking – To deliver a more people friendly space, introduction of wide generous crossing points and removal of bollards there is a risk that the potential for illegal parking is reintroduced, which may create a challenge to parking enforcement initially. There must be a focus on enforcing the highway regulations to deter any illegal parking and assist with the behavioural change required to drivers in the area.

Policy Basis for Decision

8. The Phase 2 regeneration scheme for Acomb Front Street will contribute directly to the delivery of the commitments in the Council Plan (2023-27).

9. The scheme reflects the four core 'EACH' commitments in the Council Plan 2023-27 – One City, for all by:

- **Equalities and Human Rights** – Creating a more accessible destination proposing level pedestrian crossings, achieved by the introduction of raised tables and 20mph speed limit. Upgrading the existing toilet block to provide two accessible toilets units and improving Blue Badge parking provision at Front Street and Cross Street. Potential trial of new wheelchair tactile paving at the west end dropped crossing, final details to be confirmed.

- **Affordability** – The creation of a more unified destination, including sign posting local amenities will support residents and visitors alike to better access and support local facilities. The monthly market operator enhances the retail offering of the area. The economic benefit to increasing footfall and supporting reinvestment in the local community will support a more resilient high street.

- **Climate & Environment** – Introduction of more greenery via planters will provide welcome placemaking and biodiversity enhancements. The introduction of trees into the high street environment potentially will aid urban cooling in this area. The 20mph speed limit will slow vehicles down and therefore create a more family friendly area, which in turn will encourage more people to visit Front Street by foot/ cycle.

- **Health and Wellbeing** – The creation of a more family friendly space that encourages people to dwell in, encouraging greater use of local amenities will help build stronger social interactions across the generations and reduce social isolation. The project team will continue to meet with community groups to build on the existing community links all parties want to see developed. Community groups have volunteered several event ideas, the coordination of an events programme will need resource and further input from all.

10. Strategic work to develop a pipeline of future projects for consideration by the York and North Yorkshire Mayoral Combined Authority (MCA) highlights the importance of Acomb (and Haxby & Wigginton) as a key secondary centre within York and identifies

that it should be treated in the same way as market towns in North Yorkshire in terms of access to future mayoral investment. Proactive discussions are underway with the MCA to explore potential future funding opportunities in this regard.

11. The UKSPF funding has clear criteria for outputs and outcomes, the criteria against its funding are a key consideration for Phase 2 spend. On completion of the phase 2 scheme, we are required to report against a range of outputs and outcomes including. Outputs delivered to date in Acomb include:

- Amount of public realm created or improved - 1202m$^{2.}$
- Sqm of land made wheelchair accessible/step free -1202m$^{2.}$
- Number of low or zero carbon energy infrastructure installed (numerical value) -15
- Number of neighbourhood improvements - 1(Market Trial)
- Number of projects successfully completed – 4 (Highway Improvements, accessible seating, adapted cycle rack trials & Christmas lights)

Financial Strategy Implications

12. The council was awarded a sum of £5.5m for the Shared Prosperity Fund over the period 2022/23 to 2024/25. This allocation included £1.3m capital funding for city centres and key shopping centre, from which £570k was allocated to Acomb.

13. The final design and costings for Phase 2 are not yet confirmed and will be the subject of a public report to Executive Member Economy & Culture in September 2024. For the purposes of this report, the high-level principles for Phase 2 are presented in Table 3 (at paragraph 53) Current estimates indicate that the project principles should broadly fit within the budget available – however this will need to be fully worked through for the September decision as the designs and content are finalised.

14. The costs for preparatory work, engagement, staff time etc are likely to total around £65k across the lifetime of the Phase 2 Project. There is a separate budget available to cover these costs, therefore ensuring that the full £570k can be allocated towards improvement works. Feasibility studies and traffic

surveys to inform future work is identified under future work heading.

Recommendation and Reasons

15. The Executive is asked to:

16. Approve the high-level principles set out for the phase 2 scheme design as detailed in Table 3, reconfirming Executive's agreement to allocate £570k of UKSPF monies to Acomb and instruct officers to finalise project designs and costings on this basis.

Reason, In October 2023, it was agreed that an update on Phase 2 would come back to Executive for their consideration following public engagement. Phase 2 timescales are tight because delivery against UKSPF spend deadlines is extremely challenging (March 25). This progress report brings forward as much as detail possible for Executive to agree the high-level principles, thus allowing the scheme design and costings to be finalised in time for a planned start on site by the end of September 2024.

17. Delegate authority to approve the recommendations on the final costed scheme design be to the Executive Member for Economy & Culture, to be made at a public decision session in September 2024

Reason, Delivery against UKSPF spend deadlines is extremely challenging (March 25). This progress report brings forward as much as detail possible for Executive to agree the high-level principles, however additional work is still required to finalise designs and costings. It is crucial the learnings and analysis generated from the quantum of engagement responses are reflected in the final designs, and thereby addresses community concerns/ future aspirations.

18. Given the tight spending timescales of the UKSPF funding, agree a number of practical next steps to enable officers to commence further necessary preparatory work ahead of final scheme design/costing decisions being made in September 2024, namely:

(a) that work be progressed on the scope, design and

procurement of seating/planting, wayfinding/signage and the local 'place-making/identity' elements of Phase 2 e.g. public art/mural(s), and that alternative funding options for this work also be investigated, and to delegate authority to the Director of Housing, Economy & Regeneration (in consultation with the Head of Procurement and the Director of Governance) to take such steps as are necessary to procure, award and enter into the resulting contracts.

Reason, to allow necessary preparatory work to progress and to reduce risks around the tight UKSPF delivery timescales for these elements of the project.

(b) approve commencement of work to enable the statutory consultation for two new Traffic Regulation Orders (TRO's) required for the proposed new disabled parking area at York Road layby and 20mph speed restriction in main shopping area of Front Street, and to delegate authority to approve the implementation of the TRO's to the Executive Member for Economy & Culture (in consultation with the Executive Member for Transport) when considering the final scheme in September 2024.

Reason, Statutory Consultation for a Traffic Regulation Order is required to engage with local traders and businesses to identify any risks or mitigations required to the proposals. There is a 6–7-week lead time with this consultation, commencement of this work prior to consideration of final design in September avoids delay to construction programme and implementation.

(c) ask officers to commence discussions with Make it York to explore the potential for amending the licence for Acomb Front Street Market granted under the Markets Charter for York, to allow a possible future increase in the frequency of market activity in Acomb, and to delegate authority to the Executive Member for Economy & Culture to determine any recommended future amendments to the licence in this regard.

Reason, initial 3-month market trial has been successful with positive feedback received from residents, local businesses, and traders. The artisan market enhances existing retail offering, increasing market

frequency would deliver against the community's desire for more activity and potentially offer scope to involve the community in events.

The Markets Charter for York has existed since 1316. The purpose of the Charter is to ensure that the Shambles Market is the principal market for York. As such, no markets are permitted within a six and two-thirds mile of the Shambles Market unless they are on a trial basis or unless the Council agrees to a licence under the Charter. Acomb was granted its licence under the Markets Charter in 2016. Any future changes to frequency of markets in Acomb will need to be properly considered in this context and require further advice from officers within Legal Services and Licensing Services.

Background

19. Front Street is a key shopping centre, especially for the local community, residents, and businesses. There has been long-standing desire to make improvements and boost the local economy, and gradually a change is organically taking place in Acomb with new businesses moving into the area. Building on this transformation the approach promotes tangible economic growth and will develop a unique high street environment for Acomb that enhances its character and sense of place to promote diverse community use.

20. Extensive engagement and consultation have been undertaken on Front Street; a 2020 consultation led to the 2021 Future of Acomb Front Street Study. This study outlined 10 emerging ideas, the majority of which were long term ideas which would require further feasibility and viability work prior progression.

21. In December 2022, City of York Council was allocated UK Shared Prosperity Funding, part of the government's Levelling Up Fund intended to reduce inequalities between communities. At this time £395,000 was allocated to phase 1 Front Street highway improvement works.

22. A significant period elapsed between the 2020 community engagement and phase 1 highway improvement work completed in May 2023. The local community challenged the bollards installed as part of phase 1 work. Subsequently the What a Load Of Bollards WALOB Campaign Group presented a petition to Full

Council in July 2023, titled “Get Front St bollards removed and re-design the scheme in line with what people asked for”.

23. In October 2023 Executive agreed a further £570,000 of UKSPF funding to be allocated to Front Street phase 2 work.

24. In response to this petition and acknowledging the strength of community feeling the council engaged the original external consultants PWP Design and local urban designer, Urban Glow Design to work with the council, acting as critical friends to the design process and bringing creative expertise in developing a phase 2 scheme and longer-term ideas for Front Street.

25. The phase 2 design ideas were engaged upon during February and March 2024. The public engagement methodology is detailed in the following section, the engagement was designed to be far reaching and comprehensive in order that all sections of the community could share their opinion and provide feedback. The status of design is outlined in Table 3, paragraph 55.

26. To “kick start” the council’s regeneration work whilst the design of phase 2 and engagement began, a trial of a monthly artisan market was agreed with Make it York (MiY) and ‘Little Bird Made’ market on Front Street. The trial commenced in March 2024 for 3 months and following positive feedback from residents, businesses, and traders alike MiY have agreed to extend the monthly market until the end of December 2024. The new market has several (six and upwards) York traders taking stalls and the market is delivering increased footfall to the area and boosting the local economy. The high street retail offering is enhanced by the artisan market and the monthly road closure provides useful operational learning for future events/ activities.

27. The UKSPF funding will also support the upgrade to the public toilets, converting the damaged single toilet and older accessible toilet into two unisex accessible cubicles with baby changing facilities. The contract with Healthmatic has been agreed and completion of the upgrade is expected Summer 2024.

Consultation Analysis

28. The Front Street public engagement commenced on 26 February and ran to 24 March 2024.

29. The purpose of the open public engagement work was to test the ideas set out in the Phase 2 project scope and determine the community priorities in the context of the cost and desirability. We also carried forward what we learned from the previous consultation (Future of Acomb Front Street Study 2021) and community petition July 2023.

30. The public engagement sought feedback on: -

- enhancing the area through better placemaking, creating a more people friendly space and reducing the number of bollards
- creating a more accessible destination, with wider, more generous pedestrian crossing points, new accessible toilet facilities and improved blue badge parking
- extending the benefits beyond the high street to better connect local amenities.
- longer-term aspirations, including but not limited to looking how to reduce the vehicle dominance in Front Street or the adoption of private frontages.

31. The project team have sought to get to know and build relationships across Acomb to better understand the community, businesses, and aspirations in order to deliver the best use of UKSPF funding allocated to Acomb and design a scheme that would be compatible with any potential future community aspirations including pedestrianisation.

32. The 2024 public engagement used an accessible mixed method to allow for the greatest reach into the community, including in person public meetings/drop-in events, stakeholder meetings and online survey, plus paper-based format.

33. Stakeholder engagement included. Table 1

Public drop -in events	Gateway Centre, 29 February and 16 March* Acomb Explore, 7 March **Market launch*
Stakeholder Meetings	What A Load Of Bollards Campaign Group, *12 February* Joint Acomb, Westfield & Holgate Ward Committee, *28 Feb* Greater Acomb Community Forum, *4 March* Acomb Alive, *18 March* York Access Forum, *19 March* The Place, younger people, *21 March*

34. The engagement survey was available at Acomb Explore, West Offices and several local businesses and could be returned by Freepost. The community response was tremendous and generated 900 completed surveys, and more than 5,000 comments to be analysed.

35. Whilst the high level of public responses created some delays to the project programme to allow sufficient time for responses to be received and analysis to be undertaken, the significant level of engagement data has better informed the Phase 2 scheme and demonstrates the Council's commitment to listening to the local community following phase 1 highways improvement work.

36. The summary of engagement feedback is summarised at Annex A and key points are outlined below:

37. Engagement responses produced a range of views however broad support for the phase 2 ideas was evident and caveated that further engagement on pedestrianisation of Front Street would be required, especially with local businesses.

38. Overall, 708 respondents (91%) wish to see more events and activities take place on Front Street, with several suggestions made and community groups potentially volunteering to assist. Suggestions include Big Lunch, Dog Show, Farmers Market, Flea Market, Street Food/ Music Festival, Children's activities. There is potential to devise a programme of activities however all road closures would require Temporary Traffic Regulation Order (TTRO) to close the road and accompanied by an event plan and risk assessment, consequently the project team will investigate a "block" TTRO

and what steps community groups need to do in order to run an event.

39. There was significant support (592 respondents 71%) for the expansion and improvement to the “welcome gateway”/ entrance into the main shopping area. The ambition for this space is not only to create a greater impact from York Road and attract new shoppers but deliver a new pedestrian friendly priority irrespective of the time of day. When the traffic gate is closed, the new wide generous flush crossing conveys this is a space for people with greater accessibility, more seating and general decluttering of some highway detail. When the traffic gate is open the new 20mph speed limit and physical changes to the carriageway will reduce vehicle movements through the space. That said, the engagement highlighted that a large number of Acomb residents access Front Street via Green Lane/ Morrisons carpark, therefore the design of the street will seek to reflect this and create a west end entrance after the Green Lane traffic lights.

40. The creation of a new central space was strongly supported by both businesses and residents alike, 518 responses (70%). This large (7.5m) central crossing space will significantly change the feel and use of the space, particularly as many bollards will be removed to facilitate this wide crossing and electrical power supply built into this central location that could support events and activities.

41. A large number of responses did wish to see a review of the bollards installed in Front Street and the new phase 2 design enables this. The engagement results were as follows:

    518 responses (63.5%) support reducing the number of bollards

    469 responses (58%) support retaining bollards to protect paving from illegal parking

    366 responses (45%) support removing two third of the existing bollards. Of those who did not agree there were two very distinct and opposite views, those who wished to see the complete removal of all bollards and those who wanted to retain more than two thirds.

Finally, when the community prioritised activity across the scheme 386 responses (57%) considered reviewing bollards as high priority.

42. As demonstrated by the community petition against the bollards in July 2023, and wider discussion with the community, there are a diverse range of views expressed on bollards, suggestions include alternative planters and trees to replace bollards removed and the request that any final scheme should be in the context of a 5–10-year plan for Acomb. A significant number of comments (40) expressed concern over the cost of removing large numbers of bollards and further supported by Acomb Alive traders who unanimously wanted to keep the bollards if it saved £40k.

43. 532 respondents (72%) supported clearer marking of the blue badge spaces, with support to deliver two accessible parking bays at Halifax/ Cooplands location and three at Cross Street and one in School Street. The engagement highlighted that greater enforcement against misuse is required, following installation of accessible bays, parking enforcement should experience less challenge to Penalty Charge Notices (PCN'S). Consequently, it is proposed that Phase 2 work will provide consistency across the 6 accessible Blue Badge parking spaces for the three locations, with a reduction of 1 Blue Badge space. It is noted from the feedback that a review of all parking in School Street area is requested by residents and is an area which potentially could be considered in the future.

44. Residents and business frequently commented on the cost of all elements of the scheme, as such the "pop up" concepts were less supported and permanent seating and planters preferred. Of note was the cost for Cross Street accessible parking however. this work included the provision of a new shared pedestrian/ cycle lane (which provides a pedestrian route to the new toilets) and cost to extend the pavement island to create two new Blue Badge parking spaces to mitigate for the loss of Blue Badge spaces at Halifax/Cooplands and Cross Street.

45. 89 respondents (12%) state they use the existing public toilets i.e. 88% (653) do not use them. Reasons for not using the current facilities included poor state of repair/ condition (201), people live locally so go home (104) however almost 100

respondents cited lack of awareness/ signposting and 37 commented that they felt vulnerable/unsafe.

46. Creating better connections and wayfinding across local amenities was supported by 467 respondents (64%), although some suggested smart phones make this work unnecessary. Businesses support idea of wayfinding and suggest several locations to link across Acomb. The style/ design of any signage, planters, seating should “traditional” as opposed to the brightly coloured examples shown in engagement materials, and the village identity, local history and community should be celebrated. Greater Acomb Community Forum supplied design concepts for consideration, wider engagement on this as part of a design guide will be required.

47. 503 respondents (68%) support a public art project, like a mural and would like to see this across multiple sites. This is seen as an opportunity for a community project and involve schools with its design which will build a sense of place across the generations, however high-quality professional execution would be required with delivery of mural(s).

48. The new crossing proposed near to the Morrisons junction, to help link with the older part of Front Street was supported by 590 respondents (82%) and local businesses alike. The new seating proposed outside the WMC, was supported by 470 respondents (65%). The introduction of seating at this location would provide an important “rest” stop for those walking down to Acomb Explore, however some raised concerns on potential ASB.

49. 489 respondents (70%) support the council carrying out a feasibility study into the long-term aspiration to pedestrianise Front Street. If the study shows this is feasible 577 respondents (82%) would support creating a more people friendly street in the shopping area. However, currently Acomb traders oppose any pedestrianisation to Front Street and would prefer to retain current access arrangements or see a slight extension to access hours. Interestingly, of the 695 respondents, when offered a range of options on a vision for Front Street, the most popular option from the survey was a slight extension to the pedestrian hours into the early evening (217 respondents /31%).

Table 2

	Responses	
A - Access restrictions to remain the same. As set out above – no change.	21.9%	152
B - Access restrictions to be simpler This would consider making the restrictions more consistent every day as opposed to different rules and times midweek, Saturday, and Sunday.	18.1%	126
C - Close street to all vehicles for longer, perhaps like the city centre 10:30-5pmThis would keep the street as it is and could explore extending pedestrianised hours into the early evening. It would allow access through, loading and blue badge parking outside of those hours.	31.2%	217
D - Close street to all vehicles 24 hours a day, except emergency vehicles. This would fully pedestrianise the street - no loading, no blue badge parking in road (only in marked bays at edge of area) and vehicles would need to always use York Road.	23.6%	164
E- Other (please specify)	5.2%	36
	Answered	695

50. As a result of the above findings a feasibility study into the pedestrianisation/ reduction of vehicle dominance will be commissioned. This study will use the extensive engagement feedback and consider how we change the relationship with the existing road and the options and mechanisms which will potentially allow that change in a phased approach, which ensures residents and businesses will have further input. This does not impact on the design of Phase 2 works but would help inform potential future phases.

51. It is crucial that Phase 2 work is seen as the start of 5 – 10-year plan for the continued investment into Acomb and should provide the “foundation” for future incremental improvements, to create a pipeline of projects that will seek to attract future funding. Based on engagement survey an initial plan could include: -

- Work with community on trial day events – programme for road closures and funding for events.
- Seek funding to deliver adoption of main shopping area – including look to private owners for contribution.
- Pedestrianisation study options reviewed, consult with businesses to assess impact to any change in road use.

- Feasibility of School Street parking review with recommendations.
- Work with Acomb Explore to extend pedestrian priority and compliment recent Library Arts/ council funding (Arts Council funding for Acomb Explore, completion deadline March 2026)
- Review Morrisons junction.
- Review WMC future plans, scope to enhance green open area.

High-level principles for Phase 2

52. Table 3 below confirms the community priorities identified via the comprehensive public engagement work, together with a description of high-level principles for Phase 2 and potential longer-term work (subject to funding). It should be noted that the % 'support' figures shown in the Community Priorities column are included as a high-level indicator of community views only – the overall analysis of total community feedback is much more nuanced than considering survey responses against the simple headings in the table.

53. Executive are recommended to approve the high-level principles set out for the phase 2 scheme as detailed in Table 3, with estimated total cost of £570k (in line with UKSPF funding allocation previously agreed by Executive in October 2023) and instruct officers to finalise project designs and costings for a final decision by the Executive Member for Economy and Culture in September 2024.

54. Table 3: High Level Principles for Phase 2

	Community Priority	**High level principles of proposed approach - Phase 2 (Subject to final designs and costings) & Longer Term (Subject to future funding)**
1	**Activities and Events** (91% support in survey responses)	Phase 2 Infrastructure to enable future events via electrical point "event column" designed/ installed into scheme. Community notice board to advertise activities & events. Longer term

		Ambition to arrange programme of community events – potential to work with Community groups/ Community Development Officers Investigate the potential of assistance & funding for block/ multiple event TTRO's.
2	**Welcome Gateway** Maximise impact of new people friendly entrance (71% support identified in engagement responses)	<u>Phase 2</u> Emerging designs include 6m flush crossing (raised table), clear designated BB parking, new seating. Improving visual impact, placemaking and decluttering are core aspects.
3	**New central space** Creation of wide generous crossing that emphases pedestrian / community focus for large parts of the day (70% support identified in engagement responses)	<u>Phase 2</u> Emerging designs include 7.5m flush crossing (raised table) and accompanying 20 mph speed limit will build a greater sense that the main shopping area is a place for people and are intended to reduce the vehicle movements in the carriageway. A central place for community to meet. Permanent planters and seaters (not pop up). <u>Longer term</u> Over time this area could be used to host events
4	**Bollard review &** **Highway declutter** (64%% support identified in engagement responses)	<u>Phase 2</u> Complete individual bollard review and consider how locations impact on new usage/ events. Remove c. two thirds of bollards and replace with planters/seating in appropriate locations (specific details to be confirmed in final design)

		Remove “Ahead only” from the carriageway and resurface the carriageway to promote greater placemaking, more people friendly space and reduced vehicle dominance of the space. Declutter and optimise highway signage, in accordance with Highway Regulations in place.
5	**Feasibility study for people friendly street** (70% support identified in engagement responses)	<u>Phase 2</u> Commission a feasibility study for people friendly street to inform future phases of project work. Scope being finalised. Input from Highway Officers for potential phased approach for more people friendly area. <u>Longer Term</u> Consider outcomes of feasibility study, undertake further consultation with businesses and identify next steps. Investigate funding options to deliver future adoption of main shopping area. Work with Acomb Explore to look at feasibility of extending pedestrian priority.
6	**Improved Blue Badge car parking.** (72% support identified in engagement responses)	<u>Phase 2</u> At Halifax/Cooplands Blue Badge bays – formalise two fully accessible, cross hatched parking spaces. At Cross Street – three fully accessible spaces, one cross hatched space at the west end of Front Street, which sits alongside a new shared pedestrian/ cycle route through Cross Street to upgraded accessible toilet block. Within the layby on York Road – extend the current pavement and island to provide greater pedestrian priority through the area and the two additional inline accessible blue badge space will be easy to use.

		At School Street there will be one fully accessible cross hatched BB space which in turn facilitates easier cycling access than currently experienced. <u>Longer Term</u> Review of all parking on School Street with recommendations for future improvements, subject to funding and potential consider other locations for Blue Badge parking.
7	**Place, identity public art** (68% support identified in engagement responses)	<u>Phase 2</u> Develop a scope and procure specialist to deliver mural(s) involve local schools and community for ideas. Explore potential for alternative funding as UKSPF timescales are very tight to deliver this element of the work. <u>Longer Term</u> Consider further options for public art in Acomb
8	**New crossing (near Morrisons junction) and seating (near Working Men's Club)** (82% support identified in engagement responses for crossing, 65% for seating)	<u>Phase 2</u> Create a new formal crossing point from the existing island across Front Street to connect main shopping area to the older section of Front Street. Create a much need rest point for pedestrians by locating bench seating outside the Acomb Working Men's Club. <u>Longer Term</u> There is a desire to review Morrisons Junction and give greater priority to pedestrians in this area. This would be a significant undertaking and require discussions with Morrisons store to understand their plans for the store.
9	**Signage & Wayfinding** (64% support identified in	<u>Phase 2 Proposal</u> The new signage will be anchored from the two new entrance totems. From this the wayfinding signage will connect local amenities to inform both shoppers and

	engagement responses)	visitors alike, although it is noted lower within overall priority rating. Through the engagement period Greater Acomb Community Forum proposed design concepts and potentially use these to create a recognisable symbol/ identity for Acomb. Ref Annex A Pg 23
10	**Wide Crossing at west end of Front Street (Gateway Centre) – Raised Table C** **(63% support identified in engagement responses)**	<u>Phase 2 Proposal</u> The engagement highlighted that the west end of Front Street is the entrance that most pedestrians use. As such we will create a west end welcome gateway for those access the area on foot by introducing welcome totem and new seating area. The recently installed dropped crossing is sufficient – there was lower support for replacing this with a raised table in comparison to other community priorities. Ref Annex A Pg 30. By retaining the dropped crossing instead there is an opportunity to trial wheelchair tactile paving at this crossing as part of the final design. York Access Forum have been consulted and support the proposed trial. Consultation has included both wheelchair users and individuals that are registered blind. Final trial details are to be confirmed prior to agreement and implementation.
11	**Planters / Seating/ Trees**	<u>Phase 2 Proposal</u> From the engagement a third of responses made on alternatives to bollards wanted to see planters/ seating used to protect the kerb line. The balance to be struck is replacing sufficient bollards to declutter whilst not creating another barrier in the area through a row of seating and planters. Careful review of style and size of seating and planters is underway to create cluster/ social seating locations. <u>Longer Term</u> Following completion of phase 2 work a design guide should provide useful reference to local amenities (York Explore, Working Men's Club) that will enhance other schemes in the area.

12	**Toilet Upgrade**	Phase 2 The tired existing and damaged toilet block will be upgraded to provide two new accessible toilets. The work has already been commissioned and will be carried out by the council's toilet contractor Healthmatic, during Summer 2024
13	**Feasibility studies**	Longer term Traffic Surveys – to better inform making the area a more people friendly area we may wish to carry out additional traffic survey to quantify people / vehicle movements in the area.

NB There are also additional Project Management/Staffing/Engagement costs associated with Phase 2 project, however these are covered by a separate UKSPF budget.

55. The February Executive Member report also considered a Jan 24 petition titled "Repair Our Pothole Acomb Front Street", and it was agreed that the petition would be considered as part of the Phase 2 work. As Phase 2 monies are limited, it is recommended that pothole maintenance will not be included at this time. Instead, Highway Safety Inspectors will continue to monitor Front Street, inspected monthly and any defects repaired in line with our Highway Safety Inspection Manual.

Options Analysis and Evidential Basis

56. **Option 1 – to approve the recommendations** in the report- enabling officers to work up fully costed detailed designs that can be presented to Executive Member of Economy in September 2024 to approve final designs and construction commencement.

57. **Option 2 – to refuse the recommendations** and request completion of final detailed design work be brought back to Executive later with full costings prior to approval.

58. **Option 3 – to amend the recommendation** in the report requiring changes to the Phase 2 approach and/or further information/ costings/ design to be brought forward to Executive

Member of Economy in September 2024 for consideration prior to approval.

Analysis

59. **Option 1** - is the recommended option which sets out a deliverable plan to achieve the best use of UKSPF funding against spend deadline of March 2025. This option demonstrates clear commitment to future feasibility work and context within a 5–10-year plan for Front Street, Acomb.

60. **Option 2** -is not recommended because this option would see delay to the delivery of phase 2 scheme, in particular crucial lead in for ordering and highway notices required for October construction start date. If construction delayed it could result in failure to meet spend deadlines and potential claw back of UKSPF budget allocation.

61. **Option 3** –if report recommendation is amended to include further detailed design/ costings there is potential for delay to commence construction and ultimately deliver all construction and spend detail against UKSPF deadlines.

Organisational Impact and Implications

- **Financial**

  There remains funding within the overall allocation to fund the works at Acomb Front Street. As indicated within the report there is a relatively short window between finalising the design of the scheme and the need to deliver the improvements. There can be no expectation that the funding will carry forward into future years and therefore the works must be completed and paid for during the financial year. The cost of consultation, design and construction for the scheme be funded from the £570k SPF allocation.

- **Human Resources (HR)**

  There are no HR implications contained within this report.

- **Legal**

  Any grant funding arrangements sought to deliver the proposals set out in this report will need to be reviewed to understand whether the Council's acceptance and use of any such grant funding will comply with the requirements set out within the Subsidy Control Act 2022.

  The Traffic Management Act 2004 places a duty on local traffic authorities to manage the road network with a view to securing, as far as reasonably practicable, the expeditious, convenient, and safe movement of all types of traffic. The Council, as a traffic authority, has the power to make Traffic Regulation Orders and temporary Traffic Regulation Orders under the Road Traffic Regulation Act 1984 and in accordance with the procedures contained in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 and the Road Traffic (Temporary Restrictions) Procedure Regulations 1992.

- **Procurement**

  Any proposed works or services which are undertaken by external providers on the Council's behalf will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015 (soon to be the Procurement Act 2023).

- **Health and Wellbeing**

  Public Health support the proposals. By making the Acomb Front Street more accessible, sociable, and family friendly the proposed Phase 2 development has the potential to make a positive contribution to people's health and wellbeing. The measures to make the area less vehicle dominant should have a positive impact on active travel and reduce pollution levels, which in turn impact health.

- **Environment and Climate action**

  The proposals for Phase 2 of Acomb Front Street development have the potential to contribute towards the Council's climate change ambitions. Design and delivery of

any new initiatives and infrastructure should consider both embodied and operational carbon emissions and seek to minimise these as much as possible.

Consideration should be given to climate adaptation and risk resilience, ensuring that the scheme is suitably designed to account for more frequent extreme weather events and temperatures e.g., providing shading to avoid overheating and ensuring materials are used that can withstand higher extreme temperatures.

- **Affordability**

The creation of a more unified destination, including sign posting of local free amenities (Library, play spaces) will support residents and visitors alike to better access and use local facilities. The economic benefit to increasing footfall and supporting reinvestment in the local community will support a more resilient high street.

This will potentially reduce the need/ requirement for low income groups to use public transport and incur additional expenditure to travel beyond the local shopping area as frequently as they might now.

- **Equalities and Human Rights**

A full EIA is included at Annex C. This highlights some positive improvements for some groups including disabled people and those on low income. Any further consultation will include groups outside of the York Access Forum when considering the views of disabled residents.

- **Data Protection and Privacy**

Data protection impact assessments (DPIAs) are an essential part of our accountability obligations and is a legal requirement for any type of processing under UK data protection and privacy legislation. Failure to carry out a DPIA when required may leave the council open to enforcement action, including monetary penalties or fines.

DPIAs helps us to assess and demonstrate how we comply with all our data protection obligations. It does not have to eradicate all risks but should help to minimise and determine whether the level of risk is acceptable in the circumstances, considering the benefits of what the council wants to achieve.

The DPIA screening questions were completed for this report, reference AD-06716, and as there is no personal, special categories or criminal offence data being processed for the options set out in this report, there is no requirement to complete a DPIA at this time. However, this will be reviewed where required, on the approved options from this report.

- **Communications**

  The Communications team have been working proactively with the Regeneration team on the communication and engagement elements of this project and will continue to do so as it progresses to implementation stages.

- **Economy**

  Acomb Front Street is a key secondary shopping centre within the City of York Council area. It is positive to see the proposed Phase 2 approach seeking to build on the 2021 Future of Acomb Front Street Study, which was commissioned to identify ways to support economic growth and drive footfall in the area. The engagement undertaken demonstrates a strong commitment to ensure that Phase 2 is based upon local resident and stakeholder views about how UK Shared Prosperity Fund (UKSPF) monies can be invested to deliver positive outputs and outcomes for the local area.

Risks and Mitigations

The principal project risks are:

(i) The tight spending deadlines for UKSPF funding require all funds to be spent by 31March 2025. To achieve this construction must

commence no later than the start of October 2024. Further work should be done internally to look at financial recharge processes and ensure that any internal costs incurred (e.g., work delivered by highways team) can be completed to meet the UKSPF spending rules.

(ii) Costings are still based on original project estimates and are subject to change as designs are finalised over the coming weeks. There remains a risk that the emerging Phase 2 proposals could cost more than the £570k budget available. If this happens then prioritisation of interventions would need to be undertaken and reported as part of the September decision report. In the meantime, alternative funding options are also being explored for some elements of the work.

(iii) Community expectation/ response to phase 2 final designs by sections of community. There has been strong representation from the community on phase 1, during phase 2 the council has listened and responded to the engagement, however with regeneration schemes of this nature it will always be impossible to satisfy everybody's views. Stakeholder objection or campaigning by the community could delay the final scheme design and construction and jeopardise the UKSPF funding. This must necessarily be set against the risk of not delivering a scheme which has strong community support.

(iv) Ongoing scrutiny by community and stakeholders is anticipated, the project team will continue to proactively share progress of the work through the council website Acomb Front Street. At implementation stage, this will highlight work completed, next fortnightly work plan and important road closures.

(v) By replacing the bollards with alternative wide planters and seating the kerb line will continue to be protected and prevent illegal parking (within the adopted highway). By using large planters and seating to replace some bollards more pedestrians may be steered onto the non-adopted highway. Although some accommodation work was completed as part of phase 1 work the condition of the non-adopted is not of a sufficient standard that the council would choose to adopt it. More pedestrians on non-adopted highway may accelerate adoption discussions with landowners.

(vi) Project components that involve additional external procurement e.g., Community public art project, that involves liaison with local schools, needs to consider seasonality (when to paint the mural for best

results) and could take longer to deliver than March 2025. Exploring alternative funding sources is recommended.

(vii) The removal of a significant number of bollards and introduction of wide speed tables for pedestrian priority could result in an increase in illegal parking on the pavements, which the phase 1 scheme had sought to address. This can be mitigated by the introduction of planters, clear signage, and reduced vehicle journeys through the area, and by parking enforcement.

(viii) Front Street currently has two “lives”, it functions as both a traffic free pedestrianised area when access is restricted but allows deliveries and parking at different times of day. Sections of the community would prefer the existing road to be “filled in” / levelled off and have cited examples nationally where this has been done, including Uttoxeter, Winchester and Tadcaster. Examples have been reviewed by Highways and Access Officers and at this time the Department of Transport (DoT) national moratorium and guidance shared spaces / retaining a kerb to delineate the highway for visually impaired users prohibit this. The measures taken as part of Phase 2, to change the feel of the area and reduce the “highwayness” of the existing road, are proposed to create a better sense of place and maintain the council’s commitment to accessibility for all. It is recommended that a feasibility study be undertaken into the long term pedestrianisation of Front Street will build on the phase 2 development with potential incremental / phased approach to any potential Front Street enhancements.

Wards Impacted

Acomb, Westfield & Holgate Wards

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Report approved:	Yes/~~No~~
Date:	08/07/2024

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Report approved:	Yes/~~No~~
Date:	08/07/2024

Background papers

Executive April 2022: 'Future of Acomb Front Street – Enhancing Economic Growth for Secondary Shopping Areas'

Executive – October 2023: 'UK Shared Prosperity Fund

Executive Member Decision Session 20th February 2024 - Acomb Front Street Phase 2 – open public engagement on costed designs and ideas for the scheme.

Annexes

- Annex A: Executive Summary Engagement Feedback
- Annex B: Engagement Survey Questionnaire
- Annex C: Equalities Impact Assessment (EIA)

Annex A

Executive Summary of Front Street Engagement Feedback

Annex A presents the feedback received for **each of the initial ideas** that were tested through the survey and the accompanying wider engagement events and meetings. It concludes with a table showing **priorities** from the survey feedback when considering the Phase 2 proposals in the whole, upon which the Executive report is based.

This feedback is key to understanding the priorities for Front Street and is being used, alongside ongoing costing works, to shape the emerging design.

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Overall engagement

From 26 February to 24 March 2024

3 drop-in events
- Gateway Centre, *29 February and 16 March*
- Acomb Explore, *7 March*

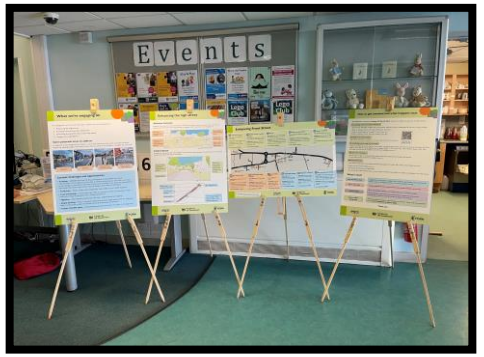
➔ **233** post it notes

6 stakeholder meetings
- What A Load Of Bollards Campaign Group, *12 February*
- Joint Acomb, Westfield & Holgate Ward Committee, *28 February*
- Greater Acomb Community Forum, *4 March*
- Acomb Alive, *18 March*
- York Access Forum, *19 March*
- The Place, younger people, *21 March*

900 surveys completed

➔ each responding to **63** questions
➔ plus **5337** comments analysed

Press and social media comments were followed and noted





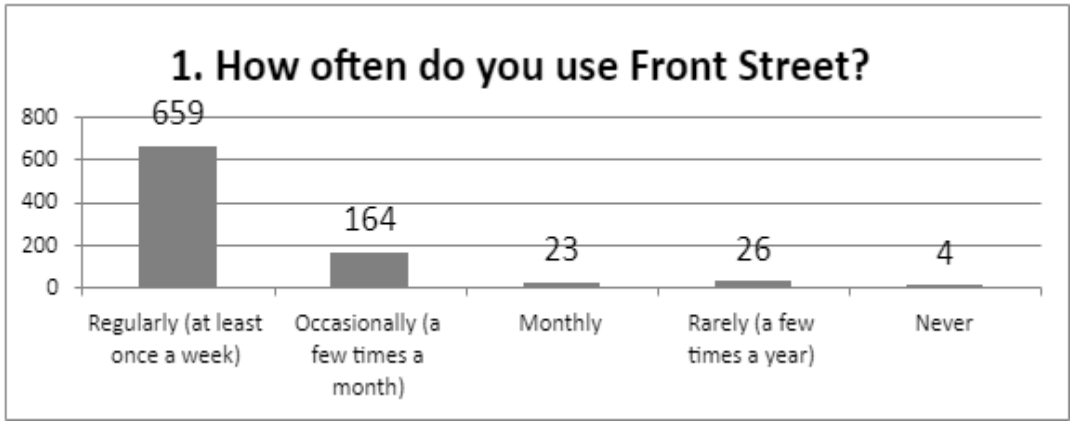

THE PRESS

Could it be 'bye-bye' to the hated bollards in Acomb's Front Street?

By Stephen Lewis

93 Comments

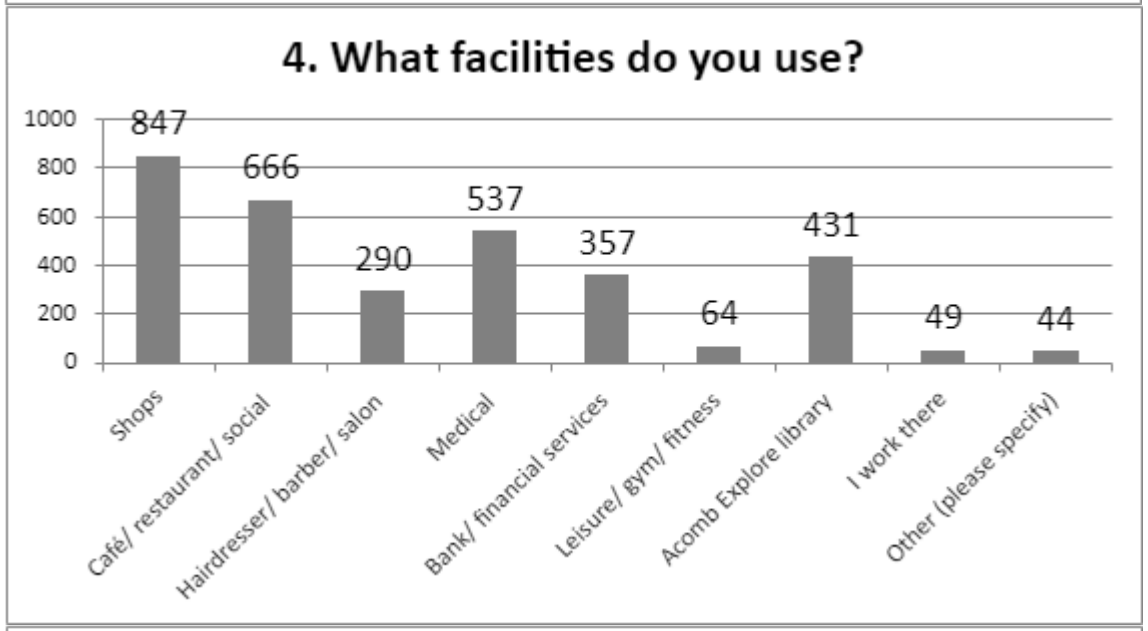
Context

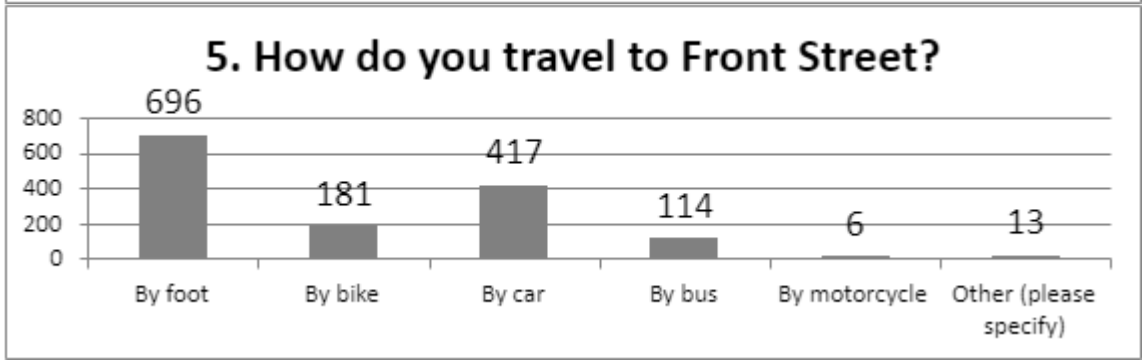


2. If you never use Front Street, what are the main reasons for this?	
poor range of shops	9
lack of mobility	4
no parking	3
run down/ unappealing	7
cycle parking	1
ease of parking	1
shop close early	1

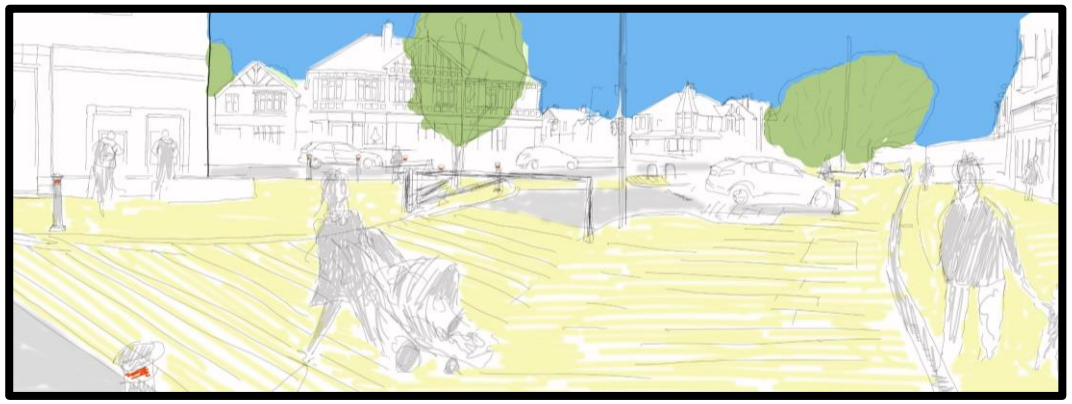
‘Other’ for Q3. includes those who work in Acomb
‘Other’ for Q5. includes mobility scooter and wheelchair taxi







Enhance the high street



Welcome gateway - welcoming, inviting & sense of arrival



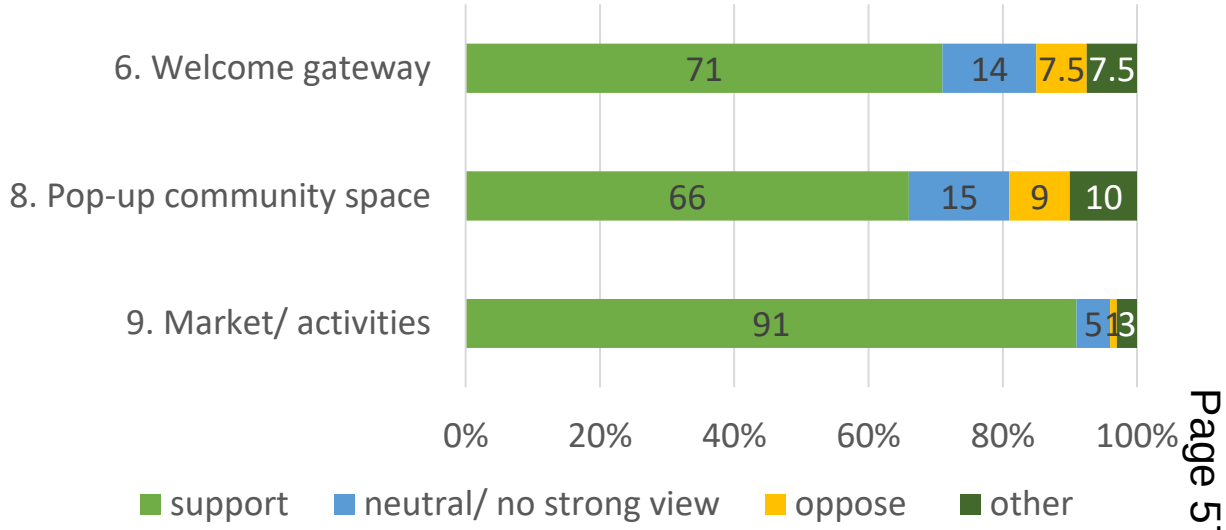
Review bollards

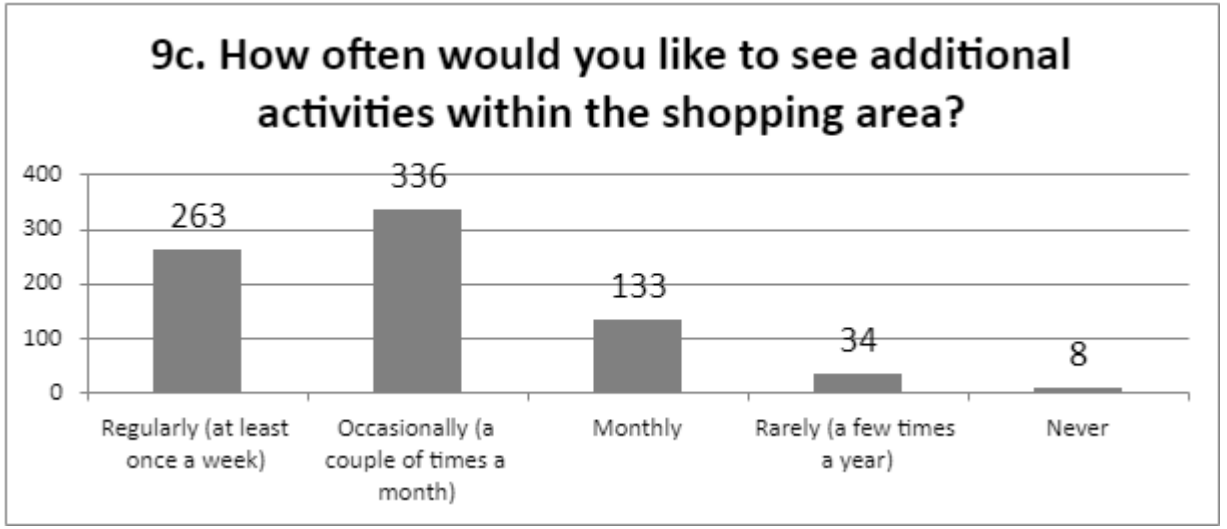
Pop-up community space, market/ activities



Enhance the high street

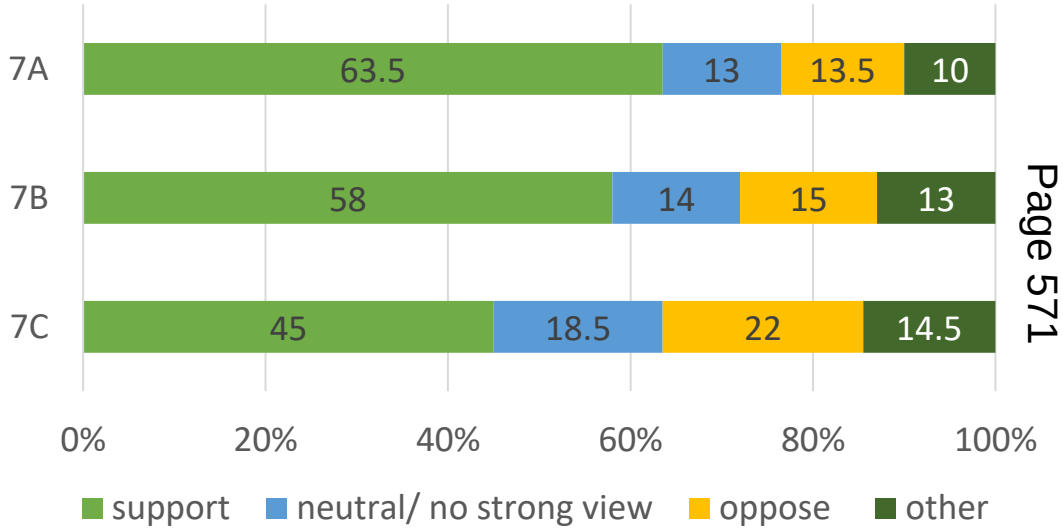
Question	Answer
6. Welcome Gateway	**592**/ 71% support **113**/ 14% neutral **63**/ 7.5% oppose **63**/ 7.5% other
7. Next page	
8. Pop-up community space	**522**/ 66% support **116**/ 15% neutral **75**/ 9% oppose **79**/ 10% other
9. Market/ activities	**708**/ 91% support **42**/ 5% neutral **7**/ 1% oppose **22**/ 3% other
9c. How often would you like to see additional activities within the shopping area?	**263**/ 34% regularly (at least once a week) **336**/ 43.5% occasionally (a few times a month) **133**/ 17% monthly **34**/ 4.5% rarely (a few times a year) **8**/ 1% never





Enhance the high street – review bollards

Question	Answer
7A. Reducing the number of bollards	**518**/ 63.5% support **105**/ 13% neutral **111**/ 13.5% oppose **81**/ 10% other
7B. We may need to retain some bollards to protect the new paving from illegal parking	**469**/ 58% support **111**/ 14% neutral **125**/ 15% oppose **103**/ 13% other
7C. Do you think removing approximately two thirds of the bollards the right balance?	**366**/ 45% support **150**/ 18.5% neutral **175**/ 22% oppose **118**/ 14.5% other



Enhance high street – welcome gateway

Question	Comments for	Comments against/ other ideas	Impact on scheme design
6. Welcome Gateway/ people friendly arrival space	• 592 respondents/ 71% significant support in principle • **More trees/ planting** right species, check visibility at junction, maintenance, community planting • **Accessibility** – less clutter, open space, entrance still prioritises space for cars/ parking before people, vehicles/ bikes/ scooters/ pedestrians sharing same space, risk vehicles reversing out of BB, flush surface for whole street, allow electric wheelchairs/ mobility scooters, even paving, more dropped kerbs • **Parking** – useful am/eve, more spaces 'v' get rid of all parking, enforce/ improve BB • **More seating** – accessible design, renovate existing seats • **Retain access** for business deliveries, lorries can't access rear car park • **Place** – create a welcoming feel/ character/ focal point • **Acomb Alive** - Need clear path through. Support sculptural seating with backrests. Tree – check visibility at York Rd. What about the 'welcome' from Green Lane and Morrisons?	• **What A Load of Bollards** – £30k gateway at wrong end of the street (most approach from Acomb), avoid more street clutter. 'Dressings' could come later. • **York Access Forum/ Blind & partially sighted** -prefer a welcome sign that isn't an obstacle (on a wall or high above street). Too much clutter, need clear walking lines/ demarcation between path and shop fronts without blocks from benches/ shop overflow/ bins/ cycle parks to navigate • **Seating** – not near road/ too noisy, spiral bench not practical, renovate existing seats, reinstate pedestrian flow across to Halifax • **Materials** - mixed response to bright plant pots (tacky), prefer natural/ traditional more in keeping, quality design/ coordinated vision • **Signage** – mixed opinion if needed/ priority, could create more clutter, needs to be tasteful, use Greater Acomb Community Forum logo • **Cost** - £40k waste of money/ gimmicky • **Parking** – don't reduce number of blue badge bays • **Other ideas** - bunting/ string lighting, local street art/ sculpture, community noticeboard, wider range of shops/ bars/ bistros, smarter shop facades, child friendly, cleaning/ bins/ recycling bins, pot holes, cameras/ lighting to deter vandalism/ ASB, encourage pavement cafes, events, coffee machine, drinking fountain, water feature, covered outdoor eating area for take away food, toilets, Oak Haven isn't welcoming, traffic calming, easier access to York Rd bus stops, cycling (through gate/ 2-way access/ bike bypass, no need to dismount/ closer secure cycle parking/ racks)	• **Urban Design -** audit and declutter path as well as reducing bollards to improve visual impact/ placemaking • High quality, durable fixtures, minimal maintenance • More planting • New seating - including accessible with backs/ arms • Clear designated BB parking • 6m flush crossing (raised table) • Design code to unify all schemes, natural materials • Add 'welcome' features at Morrisons end too

Review bollards

Question	Comments for	Comments against/ other ideas	Impact on scheme design
7A. Reducing the **number** of bollards	• 518 respondents/ 63.5% support • **Ugly** - need to make street feel like a space for people • Street is closed to traffic during day/ **not needed** • There are **better solutions** e.g. planters (sustainability) • Bollards make parking & BB bays **difficult to use**/ open car door	• **Waste of money** to remove them • Bollards stop vehicles parking on path, shoppers **feel safer** (especially older people) • **Prevent damage** to pavement/ need for repairs/ maintenance • Provide a **visible edge** for partially sighted users	• **Declutter** - maximise the number of bollards removed, each bollard retained should have specific purpose, consider how locations impact on new usage/ events • **People friendly** - review highway signage/ markings (remove 'ahead only' from road)
7B. We may need to retain some bollards to protect the new paving from **illegal parking**	• 469 respondents/ 58% support • Tackle illegal parking by clear markings/ signs with **enforcement** by traffic warden • **Pedestrianise street** - removing vehicles from road also removes the need for bollards	• Retain **vehicle access** outside of pedestrian hours, inc. deliveries • Need bollards on **raised tables** to stop people driving onto pavement • **Acomb Alive**: didn't want bollards but don't waste money removing them	• **Balance** - create a more welcoming space that meets both the aesthetic & safety brief • Use alternative street furniture to **soften impact**/ replace bollard function - seats, planters
7C. Do you think removing approximately two thirds of the bollards the **right balance**?	• 366 respondents/ 45% support • **Open space** - remove as many as possible, • Could add character to those retained (paint Pride colours)	• 175 respondents, **22% opposed** the removal of two thirds of the bollards for reasons outlined above (high compared to other elements)	• **Balance** two opposing positions (Acomb Alive keep v WALOB remove all). Work with businesses during phase 2 towards gradual change.
7D. Other	Theme across all comments is that Front Street should be a **place for people** and activity above vehicles. The bollards are seen as 'invading' the space which is closed to vehicles during most of the day.		• As above

Enhance high street – pop-up/ activities

Question	Comments for	Comments against/ other ideas	Impact on scheme design
8. Pop-up community space	• 522 respondents/ 66% support **activating** the space • Prefer **robust/ permanent features** to temporary (risk vandalism) • Support for more **planting** • Support for **events** to bring people together • **York Access Forum** – **clear path** free of clutter, **accessible seating** (MIMA guidance) • Careful choice of **materials**, not bright colours, • **Ward committee -** Sense the potential to reclaim a human space over vehicles in the long term + opportunity to test how space could be used. Is there an ambition to test this beyond the market, to get feedback on what might be possible in the future to continue the ambition and build consensus where possible?	• Need to **adopt** private areas and repave • Seek **contribution** from private landowners • **What A Load of Bollards** – avoid more street clutter, hugely expensive trimmings distracting from the real work that needs to be done • **Acomb Alive** - will make the uneven paving worse, prefer new paving first. • **Acomb Alive** - provided tree lights in past but council damaged leads whilst pruning • Who would maintain and clean if on private land? No revenue budget for **maintenance** • **Other ideas** - bins, covered area, pop up food/ drink units, allow pavement licenses • **Young people** want more trees/ play areas	• Explain pop-up concept in final design - test trial events (not temporary items) • Seek more permanent/ robust fixtures • Natural materials • Retain a clear pathway through • **Urban Design** - few people walk along or zig zag across the 'road' during a busy Saturday when it is closed to traffic, the character makes it feel unsafe even when gate is closed. Explore community events that look at opportunities the road space could bring to pedestrians/ community (or at least make it clear that they can walk across it when gate is closed).
9. Market/ activities in the shopping area during pedestrian hours	• 708 respondents/ 91% - significant support for **activities in principle** • **Opportunities** - open space offers opportunity for creativity, events sponsored/ run by local businesses, better use of existing space - cafes, advertise, link to city centre festivals • **Volunteer group to coordinate/ supervise** - events list, seek funding, community garden/ allotment group look after planters • **Ward Committee** - include event infrastructure • **Frequency** - support for additional activities more often than the monthly market trail (Q9c: 336 (43%) a couple of times a month, 263 (34%) at least once a week)	• **Caution** – consider parking for traders and shoppers, don't compete with local shops, limit usage (not every week), police support, cost of permit, learn lessons from Parliament Street events, Market is constrained by current adopted area • **Other ideas** – need better variety of shops, more greenery, more bins, free toilets, bunting to create vibrant space, loss of bank, impact on local parking, should close road/ empty street of clutter/ have space to open any time - like late evening shopping!	Phase 2 • Audit and reduce street clutter • Incorporate infrastructure to enable future events - electric point near central space Longer term • Ambition for programme of community events, potential to work with community group/ Community Development Officers • Explore annual Temporary Traffic Regulation Order (TTRO) to make running regular events during pedestrian hours easier

Ideas for activities/ events

Feedback merged from Q8b and Q9b of survey, engagement drop-ins and meetings:

- **Community event** - street party/ community BBQ, community fund to run events, local fair/ festival like Fossgate, close road routinely to allow community to activate the space, annual 'big community lunch' (Eden Project initiative), big screen for sport/ film, community stalls (police, Cllr's, info, youth groups people, fund raising, citizens advice, RSPCA, community group recruitment drive), gala with floats, York Cares volunteering events, intergenerational event, pop-up refugee kitchen, outdoor table tennis/ fitness classes, flower show, seed/ plant shares, show & tell, dog show

- **Arts** - live music/ street buskers/ entertainers, create atmosphere, York Wellbeing/ Lucy's Pop Choir, York Lindy swing dancing group, drumming, circus skills, dance, martial arts, music, fitness, choir, talent show, library events/ theatre/ storytelling, cooking demos, open studios, makers markets, design/ create street art, exhibitions, education demos

- **Markets** – food market, affordable/ quality, farmers market, regular fruit/ veg market, craft/ antiques/ flea, great to see market back, pop-up food trucks/ markets, German market/ beer festival linked with twin towns, evening markets, book sellers, eco market, art/ craft, Christmas market

- **Childrens activities** - pavement chalk, play equipment, ice cream stall, games, petting farm, child/ teen friendly

- **Seasonal events** - summer, harvest festival, Halloween, easter egg hunt, Acomb Churches Together advent, Christmas

- **Other** - water fountains, ghost ornament hunt, bring and buy sale, classic car show, tractor run, car boot sale, repair shop, litter picking, treasure hunt, make biggest Yorkshire pud!

Groups who expressed interest in running/ joining events:

- **Greater Acomb Community Forum** - ideas for events
- Methodist Church **ActNow!** Group, sustainability fair during York Environment Festival September 2024
- **New Visuality** Charity, incorporate art from young/ elderly residents primarily from the west of York
- **Acomb history group/ York's Hidden History walks** loads of amazing secrets to share, Acomb Through History project
- **Acomb Community Clothes Swop**
- **Guide Dogs***
- Floristry workshop/ design planters*

** no contact details given*

Accessibility

Raised tables – wide flush level crossings



Blue badge parking

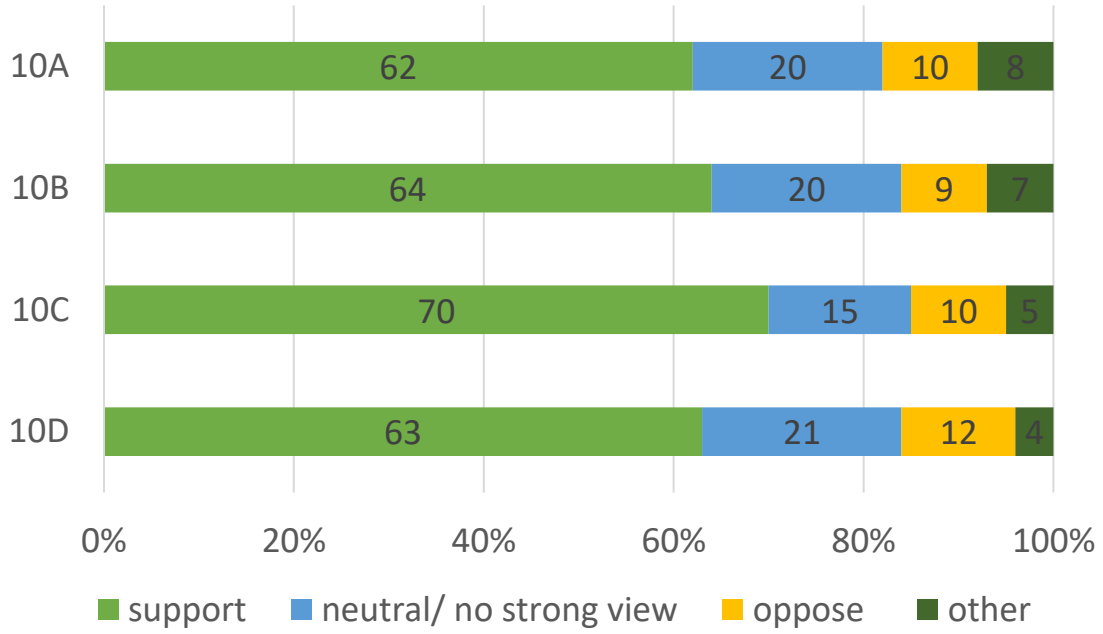


Cross Street toilets



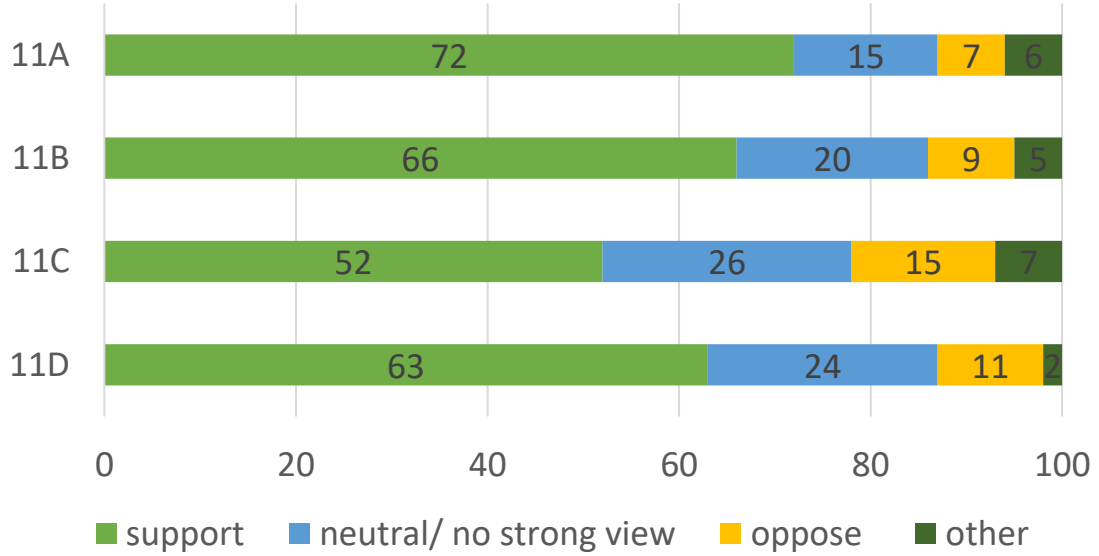
Accessibility – raised table/ level crossings

Question	Answer
10A. More level crossing space	**462**/ 62% support **148**/ 20% neutral **72**/ 10% oppose **63**/ 8% other
10B. Raised table A at welcome gateway	**480**/ 64% support **153**/ 20% neutral **64**/ 9% oppose **50**/ 7% other
10C. Raised table B new central space	**518**/ 70% support **114**/ 15% neutral **72**/ 10% oppose **40**/ 5% other
10D. Raised table C near Gateway Centre	**469**/ 63% support **157**/ 21% neutral **89**/ 12% oppose **31**/ 4% other



Accessibility – blue badge parking

Question	Answer All 900 respondents	Answer 108 BB holders
11A. Better blue badge car parking	**532**/ 72% support **111**/ 15% neutral **50**/ 7% oppose **44**/ 6% other	**79**/ 73% supported **4**/ 11% neutral **12**/ 13% opposed **13**/ 12% other
11B. 2 blue badge near Halifax bank	**485**/ 66% support **147**/ 20% neutral **64**/ 9% oppose **37**/ 5% other	**75**/ 71% supported **7**/ 7% neutral **16**/ 15% opposed **8**/ 7% other **2** skipped question
11C. 1 blue badge at School Street	**381**/ 52% support **193**/ 26% neutral **112**/ 15% oppose **51**/ 7% other	**52**/ 48% supported **14**/ 13% neutral **29**/ 27% opposed **13**/ 12% other
11D. 1+2 blue badge at Cross Street	**465**/ 63% support **178**/ 24% neutral **81**/ 11% oppose **11**/ 2% other	**71**/ 66% supported **15**/ 14% neutral **20**/ 19% opposed **1**/ 1% other **1** skipped





Raised table/ level crossings

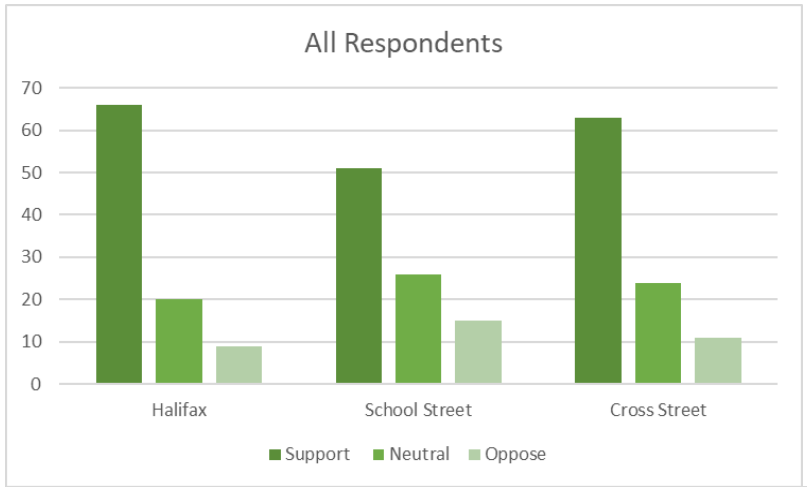
Question	Comments for	Comments against/ other ideas	Impact on scheme design
10A. More level crossing space	• 462 respondents/ 62% support • **More accessible** for elderly & wheelchair/ pushchair users, provide better access to business' • 'wheel friendly' shopping st. is desperately needed. • Partially sighted - need **different colour** pavement/ road, and kerbs for detection • **Improve pedestrian character**, reduces vehicle dominance of road • **PWP /UGD -** define welcome & central space to create start point to develop future ideas/ phases • Traffic calming is good • Ok to cycle over	• **WALOB** – want **full level street**, no kerbs, no cars, space for creativity/ events to happen • More crossings implies continued car dominance, **re-surface road**/ change look to create a more 'pedestrian' space - would make a big difference • **AA** - £150k ridiculous **cost/ waste of money** • Existing dropped kerbs sufficient • **Tactiles** are hell for wheelchair users • Vehicles will abuse & access pavement/ **illegal parking**	• Review if C is required • How does any work now impact on future schemes – avoid any abortive work • Need sketches to show what this would look like • Trial wheelchair strips over tactiles
10B. Raised table A at welcome gateway	• 480 respondents/ 64% support • Support as **intermediary step** (pedestrianisation) • Could extend to York Road/ edge of welcome area, making it clear to incoming traffic that they are the guests in an area for humans.	• **Not needed** - existing crossing is wide enough • Would this **reduce parking space** within shopping area when street is open? • **AA** - central table B is beneficial but leave A&C, don't need multiple crossings on short stretch of street	• Consider how to reduce risk of vehicles using tables to park illegally. • Maximise people friendly design.
10C. Raised table B new central space	• Received **most support** 518 respondents/ 70% • Much **better** for elderly/ less mobile/ pushchairs • Should be as **wide** as possible • Could central space host a marquee/ **events**?	• Would these **obstruct** or limit market stalls?	• Maximise impact – 7.5m flush crossing (raised table), 20mph speed limit, event infrastructure
10D. Raised table C near Gateway Centre	• 469 respondents/ 63% support • **WALOB** – an alternative gateway location? • Raised table C could go across Green Lane to better link the two ends of Front Street	• A&C seem like **unnecessary expense** for the aesthetic impact. Replace road surface to be more in keeping with paved areas/ look less like road. • **Not needed** - nothing wrong with current crossing	• Opportunity to address second (west) welcome gateway as most pedestrians arrive here
10E. Other comments	• **Long Term Plan** great step towards pedestrianised road in future providing it wouldn't need to be undone to achieve long term vision.	• Retain access for **deliveries**	• Part of long term plan, cost to infill rest road? • Maintain delivery access

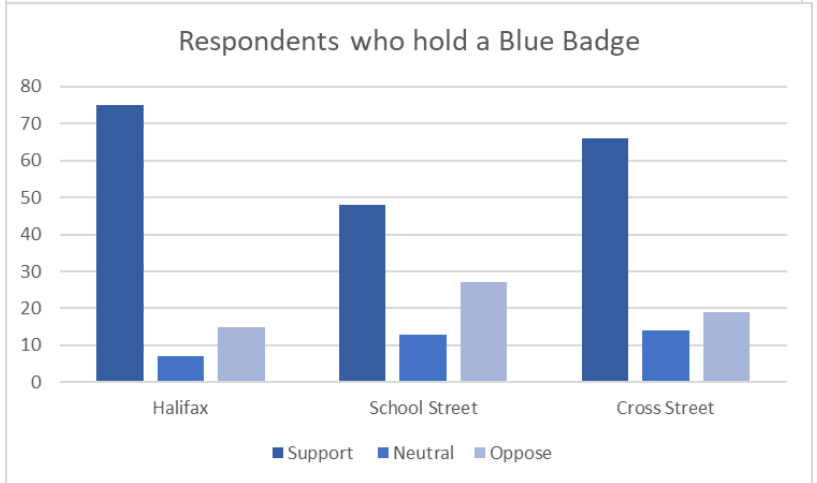
Blue badge parking

Question	Comments for	Comments against/ other ideas	Impact on scheme design
11A. Better blue badge car parking	• 532 respondents/ 72% support compliant spaces – currently not fit for purpose, help mitigate misuse • **Numbers** - in principle 7 spaces to 6 is ok. • **Create more BB in wider area** - Post Office, Dominos, bay on York Road to double yellow, Farm Foods, Gateway Centre, Beech Grove, Green Ln • **York Access Forum -** Could BB access through barrier like city centre to park in shopping area & free up current BB bays for drop-off/ pick-up by day • **York Access Forum -** prefer 'Blue Badge' rather than 'Disabled' markings/ label	• **Enforcement needed at all 3 locations -** misused • **Acomb Alive** - agree to marking up but prefer more parking/ drop-off space for people to come shop/eat • **What A Load of Bollards** - £110k on parking areas • **Cost –** 1/3 budget, use highways budget • **Don't reduce total numbers –** not enough BB spaces, population getting older, need more • **Yellow markings –** will feel like area for vehicles • **Not to detriment of cycles and pedestrians** • **Design ideas**: A) Not all disabilities need extra width parking - mixture, B) add time limit, C) drop-off space	• Explore better enforcement • **Urban design** - value engineer designs or phase delivery? • Check holistic approach/ wider BB parking provision • Check TRO language, prefer 'Blue Badge' rather 'Disabled' if markings required
11B. Two blue badge near Halifax bank	• 485 respondents/ 66% support compliant bays • **York Access Forum -** 2 marked bays better than 3 unmarked so people can get out of vehicle. Removes anxiety about whether you will be able to get back in car if someone had parked too close	• **Keep 3 spaces –** number more important than width • **'Gateway'** with parking will be unwelcoming • **Dangerous** - people reverse onto main road • **Design ideas** - extend raised table into BB bays to negate need for dropped curbs	• Deliver 2 accessible BB spaces
11C. One blue badge at School Street	• 381 respondents/ 52% support - too small now • **Review all parking at Post Office/ School Street** – street is a signed cycle route but sometimes inaccessible because of parking chaos. Reduction to 1 bay could unlock a new safer cycling connection avoiding main road	• **Keep 2 spaces** - 2 bays better than 1 • **Design ideas -** Could School Street BB parking be one with full hatched area and one less compliant onto pavement – therefore still 2 spaces? (Hospital blue badge bays are only hatched at one side)	• Deliver 1 accessible BB space which in turn facilitates easier cycle access than currently experienced • Longer term review of all parking on School Street
11D. Three blue badge at Cross Street	• 465 respondents/ 63% support • **York Access Forum** - in-line parking is reasonable depending on level of users need • **York Access Forum** - disabled people will be using the shared cycle/ pedestrian route to access toilets and 2 new BB spaces. Can signage mark pedestrian priority over cyclists?	• **Keep 2 spaces at top -** Just repaint them • **Oppose shared pedestrian/ cycle route** - feels unsafe, cyclists should dismount and walk • **Acomb Alive** - concern that new BB bays and extended pavement will limit direction large lorries can enter the layby (Acorn Meats)	• Deliver 3 accessible BB spaces • Road Safety Audit and tracking on proposed 2 new BB spaces • Check signage to accompany the new shared pedestrian cycle route "shared with care"

11e. Do you, or anyone in your household have a blue badge parking permit?

Answer Choices	Responses	
Yes	14.69%	108
No	81.50%	599
Prefer not to say	3.81%	28
	Answered	**735**
	Skipped	**175**



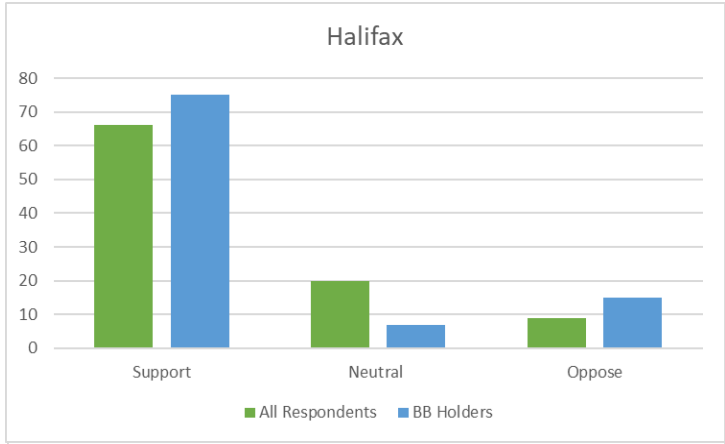


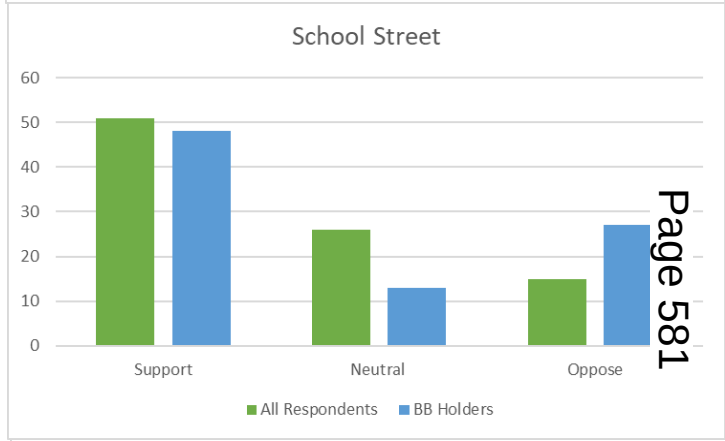
108 (15%) of respondents are blue badge holders.

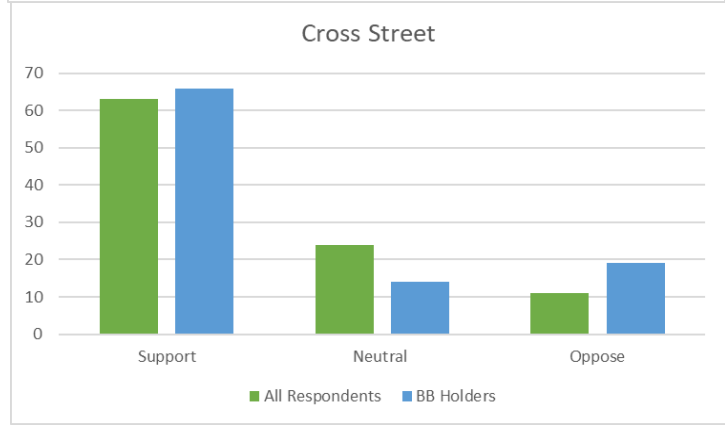
These charts compare responses to proposals at the 3 locations from all users and from BB holders (%).

They show:

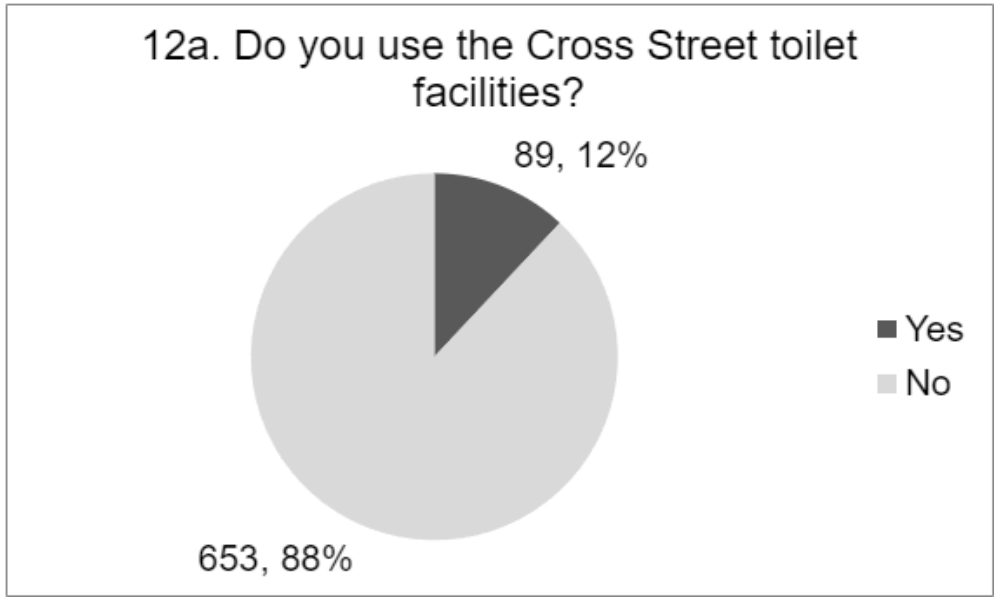
- Majority support for changes at all locations, from both 'all respondents' and 'BB holders'
- BB holders gave less neutral responses compared to all respondents at all three locations
- Higher levels of opposition to changes from BB holders compared to 'all respondents' at all three locations
- The highest level of support (and lowest levels of opposition) was for changes to the spaces at Halifax from both 'all respondents' and 'BB holders'
- The highest levels of opposition was for changes to the spaces at School Street from both 'all respondents' and 'BB holders', with 27% of BB holders opposing the changes.







Accessibility – Cross Street toilets



12b. If not, is there a particular reason why not?

Poor condition deters use/ slow to repair	201
Live locally & go home	104
Lack of awareness	96
Prefer to use toilet at home/ Morrisons / café	51
Don't feel safe	37
Other	31
Support upgrade	14
Don't like unisex toilets	6

Only 89 (12%) respondents do use the Cross Street toilet facilities, whilst 653 (88%) do not use them.

Groups:

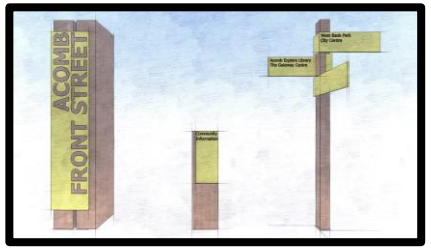
- **Acomb Alive** - Use £40k to employ parking staff – better still a high street caretaker to clean area, toilets, issue parking tickets, open the gate to BB users like city centre! Is there a plan to improve external lighting in the area/ on the building?
- **York Access Forum** – will there be a right hand and left hand toilet so users have a choice to alight from wheelchair left or right?
- **What A Load of Bollards** - £42,000 worth of posh toilets – though these are available in the library, Gateway Centre, Morrisons and all the Front Street cafes
- **The Place, young people** - Do you know where the toilets are? **-** Morrisons or library x 3, No x 2

Impact on scheme design:

- Upgrade tired and damaged toilet block
- Provide two accessible toilets, review design (left and right hand) prior to work commencing summer 2024
- Safety - increase footfall/ surveillance around toilets - bus stops, lighting
- More signage to toilets

Extend the benefits beyond the high street

Wayfinding & Identity



Public Art

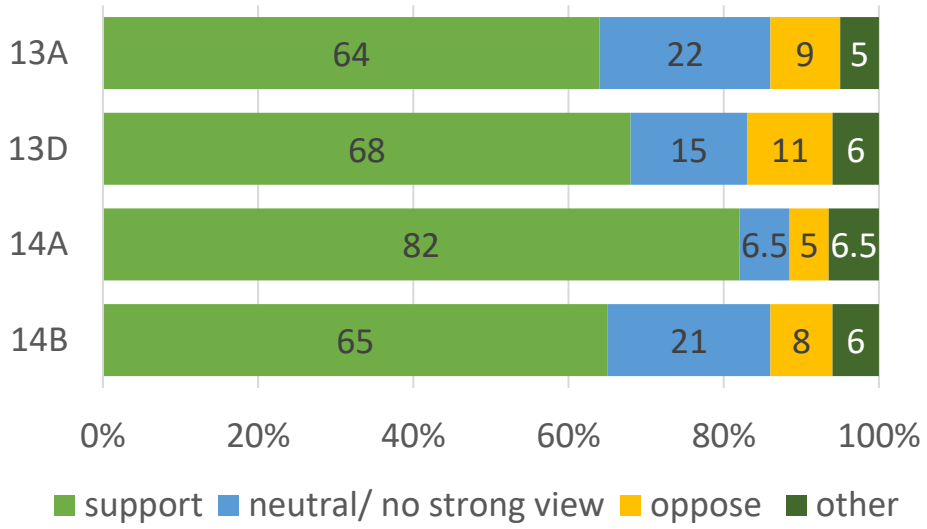


New crossing & Working Men’s Club seating



Extend the benefits beyond the high street

Question	Answer
13A. Wayfinding signage	**467**/ 64% support **162**/ 22% neutral **65**/ 9% oppose **37**/ 5% other
13D. Public art, mural or trail	**503**/ 68% support **115**/ 15% neutral **78**/ 11% oppose **41**/ 6% other
14A. New crossing near Morrisons	**590**/ 82% support **47**/ 6.5% neutral **38**/5% oppose **47**/6.5% other
14B. Working Men's Club seating	**470**/ 65% support **153**/ 21% neutral **57**/ 8% oppose **42**/ 6% other



Extend the benefits beyond the high street

Question	Comments for	Comments against/ other ideas	Impact on scheme design
13A. Wayfinding signage	• 467 respondents/ 64% support for wayfinding in principle from • **Materials/ design** should be in keeping with the village (oak) • **York Access Forum** – signage must have contrasts (not blue on white), large font, and be at a level where wheelchair users can read it • Help to **link** shopping area & old village/ wider area • **Noticeboard** of "What's on in Acomb"	• 65 (9%) of respondents **opposed** the idea • **Unnecessary** - locals know where things are/ use smart phone, more street clutter • **Cost** - £40k too expensive, not a priority, concerned about maintenance • Some disliked 'welcome to front street' **totem** • **Ward Committee** - do we need wayfinding? • **Design** - need to be able to add more in future	• New signage, two new entrance totems, wayfinding signage to connect local amenities to inform shoppers and visitors
13C. Identity	• **Greater Acomb Community Forum** - great to see wayfinding/ identity in ideas, invite to use their logo • Phase 2 elements need **cohesion**/ design code/ colour palette • **Unify whole area**/ reduce the split between old and new Front Street, great to promote Acomb as a whole • Reflect village history & mixed demographic/ ages	• **Other ideas** - bunting/ flags, lighting, awnings above shops, map of key shops/ points of interest (like 5th quarter), info boards, social media campaign #thiisacomb	• Design code & identity to unify colours, materials, font etc • Discuss Greater Acomb Community Forum identity design proposal
13D. Public art, mural or trail	• 503 respondents/ 68% support public art in principle • **Design** – quality, not graffiti, sympathetic to built heritage/ village, classy, subtle, tasteful/ not garish or too modern, bright, fun/ inviting, murals lift the spirit • **Trail** – art trail, refresh West Bank Park tree trail, new trail for Fishponds Wood, shopping area/ Green/ church (like Cats trail) • **Local community** – use local artists, schools, promote civic pride/ ownership, local history group/ conservation area, local content/ views, competition/ survey • **Budget** – more budget/ ambition (£100,000), use professionals/ be transformative, impact to cost ratio hugely underestimated • **Street furniture** - painted utility boxes great, paint bollards too! • **Ward committee** – more focus on art/ greenery/ sustainability • **The Place** - 4 out of the 5 **young people** interviewed would like to see a mural or art trail • **Signage** can be delivered through murals	• **What A Load Of Bollards -** We want market, artists, pavement cafes and planters, but they can come later. Give us the space and the community creativity will follow. • **Cost** – not needed/ priority • **Oppose** - conservation area not a theme park • **Graffiti & ASB** – some, including Acomb Alive, oppose due to risk of vandalism (anti-graffiti paint/ high walls), long term **maintenance** • **Other ideas** - living wall, sculpture, yarn bomb, link with Open Studios, clear purpose or theme (link to social/ environmental initiative), local history/ landscape/ nature (like 'millers plaque' in snicket to Windmill), use areas above shops, historic timeline/ images of old Acomb, oak, mosaics more robust (Saltburn railway station)	Phase 2 • Develop a scope and procure specialist to deliver mural(s) involve local schools and community for ideas. Explore potential for alternative funding as UKSPF timescales are very tight to deliver this element of the work. Longer Term • Consider further options for public art in Acomb

Wayfinding

Suggested destinations/ amenities for signposts:

- **Amenities –** Library, toilets, Post Office
- **Open spaces -** Acomb Green, Hob Moor, York Community Woodland, Bachelor Hill, ply areas, Methodist Hall garden, allotments, Fishponds Wood, Severus Hill, West Bank Park, racecourse
- **Attractions -** Windmill, Cold War Bunker
- **Sport facilities -** swimming pool/ leisure centre/ sports clubs
- **Medical facilities -** doctors, defibrillator, dentist, pharmacy, health centre
- **Travel facilities** - parking, disabled parking, bus info, e-scooters/ bikes, cycle routes, walking routes/ distances/ times
- **Community facilities** - community halls/ churches, food bank, Childrens Centre, Acomb Garth, police station, schools
- **Businesses** map/ noticeboard
- **History trail** - commonwealth graves, war memorial, conservation area
- **City centre**

Identity

13c. Is there anything that stands out to you as being special about Acomb that is part of its identity - it's unique selling point?

Community and People	85
Local businesses and independent shops	78
Other	58
Local environment history and open space	56
Everything nearby	38
The Village	28
Traffic free by day	

Greater Acomb Community Forum: identity and wayfinding ideas

The forum have designed and shared a Greater Acomb brand identity (logos, icon typeface, etc.) that could be used in wayfinding and other elements of the Front Street work so that Acomb is under one unified community-led identity.

The Greater Acomb brand identity is diverse, depicting a heart-shaped acorn and oak leaf, representing Acomb's heritage, diversity, and community love.

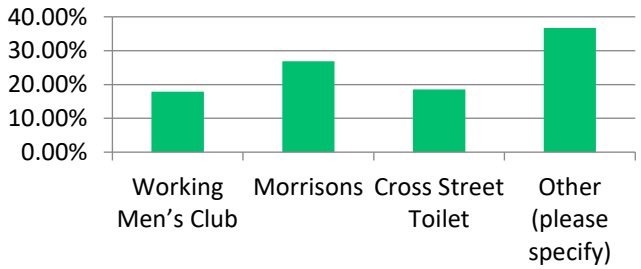
GREATER ACOMB
FRONT STREET



Public art

13e. Based on initial discussions, the Working Men's Club, Morrisons and Cross Street Toilet sites are willing to consider a wall mural on their buildings in principle. Do you support any of these locations, or do you have any other location suggestions for a mural on Front Street, subject to landowner consent? (Tick all that apply)

Answer Choices	Responses	
Working Men's Club	17.89%	110
Morrisons	26.83%	165
Cross Street Toilet	18.54%	114
Other (please specify)	36.75%	226
	Answered	**615**
	Skipped	**295**



A local resident and street artist submitted two wall suggestions (above Odsal House shops and Cross Street), and a series of utility boxes between Ladbrokes and Bluebird Bakery that could form a trail and be expanded as and when budget allows.

The results suggest no outright preferred location. An online survey glitch prevented respondents from ticking more than one answer, however people made the following additional survey location suggestions:

- Support all 3 locations (153)
- The Old School/ Gateway Centre 'v' not Gateway Centre as it is a listed building
- Paint above shops on Main Street/ card factory/ Farm Foods
- Halifax
- Needs to be more central to Front Street/ shops
- Side of Boyes next to roundabouts
- Library
- Cross Street
- Morrisons brick hole
- The more the better
- On the pavement at new seating areas
- Post Office Taylors of Acomb, wall opposite Post Office
- Side wall of nail bar
- Business shutters
- Ginnels to Acomb Green/ Acomb Green
- Back of Specsavers & Laughing Llama
- Acomb Court (flat roofed shops opposite Specsavers)
- Above Grocery or Cooplands
- Space on Odsall House
- Loos is best location - they need jazzing up
- Bluebird bakery
- Co-op block
- Vision Care on Severus Avenue
- Side of buildings on end of Front Street near traffic lights
- Acomb Methodists car park
- Top of Green Lane
- Sunken square at Morrisons/ Morrisons recesses/ slope
- Eyesore utility boxes at Boyes' roundabout could be improved

Extend the benefits beyond the high street

Question	Comments for	Comments against/ other ideas	Impact on scheme design
14A. New crossing near Morrisons	• 590 respondents/ 82% support this • better link two areas, easier to walk to **old village**, might encourage **businesses** across road back into use • support removal of railings/ use of crossing island • crossing makes a lot more sense, would work well, natural break in traffic	• **York Access Forum** – difficult for visually impaired to follow line of slanted tactile & need contrast to tactiles • **Not a priority** – waste of money, use different budget, Acomb Alive why £30k? • **Safety** – too near roundabout & Morrisons junction, speed • **Traffic impact** - cyclist and link road • **Not needed** - sufficient crossings nearby • **Wrong location** - Improve Morrisons junction, near Boyes, library, Wetherby Road, Acomb Garth • **Design** - signal controlled/ zebra/ raised table	• Create new crossing • Review whether design can straighten to road to improve tactiles • Road Safety Audit
14B. Working Men's Club seating	• 470 respondents/ 65% support this • **Trees/ planting** – add pocket park, biodiversity corridor WMC - Methodist Church - library • **Accessible benches** - with back/ arms, should not block pavement/ restrict access, check lawn desire line (used as short cut) • Create another **welcome gateway** -sculptural seating, cycle parking, play area, community garden, bin, sponsored seat/ planting	• **What A Load of Bollards** - yet more seats outside a very unattractive building with a view of a busy road and a hairdressers • **Acomb Alive** - don't want seats here/ create location for youths to hang out and potentially more rubbish • **Wrong location/ safety** - not nice area, busy/ noisy road, junction, drunks/ smoking, ASB, in shade, dog waste, too far from shopping area**,** safe for women/ children? • **Future** – check long term WMC site/ redevelopment?	Phase 2 • Create new rest point for pedestrians outside WMC (add bin?) Longer term • Community group could deliver planting subject to long term future of WMC site
14C. Other comments on these improvements near the Morrisons roundabout	• Improve **Morrisons** junction, and Morrisons walkway and building, disconnect shopping area and old village • **Young people** – more crossing points, benches, bins, colour, art, bike park and sports shops • Remove or make opening in **railings near Boyes**, or make a crossing closer to Boyes • **Link road and 2 roundabouts** – traffic calming, cycling provision, hostile to pedestrians, eyesore • **Gale Farm Court Residents Association** – Improve pavements and kerbs between Gale Farm Court and Morrisons for infirm, mobility scooter, wheelchair users • **Other ideas** – outdoor gym, seating/ bins at library bus stops, more parking, extend trees/ planting to Gale Lane, better lighting, clearer road markings, improve safety, signage, traffic calming, art, pot holes, empty building on roundabout, cycle protection, pedestrian priority, Gale Lane roundabout is a barrier, village charm, empty building on roundabout, relocate dog waste bin from York Road bus stop		Longer term • Review Morrisons junction • Discuss walkway/ approach with Morrisons

Longer term aspirations

Feasibility study for people friendly space



Adopt privately owned land

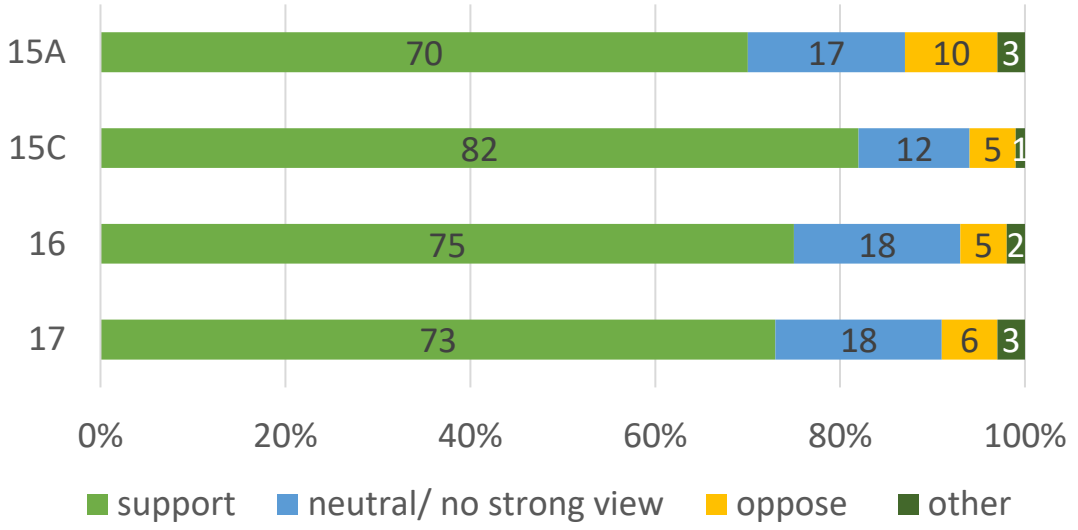


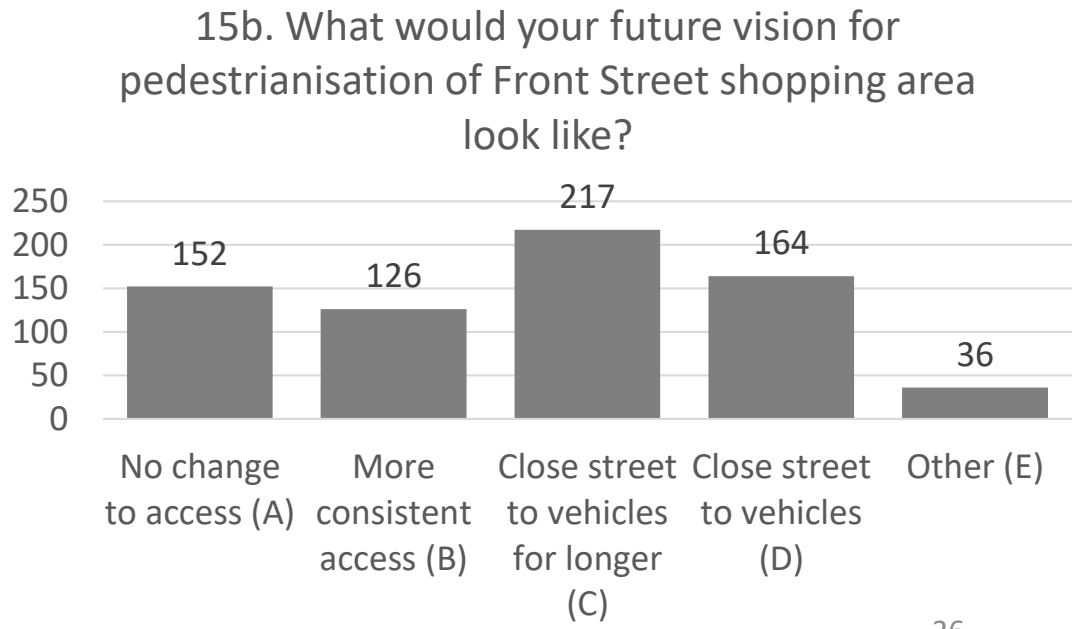
Enhance links between high street and Explore library



Longer term aspirations

Question	Answer
15a. Feasibility study to create a people friendly space	**489**/ 70% support **118**/ 17% neutral **71**/ 10% oppose **23**/ 3% other
15b. Future vision of pedestrianisation look like?	**152**/ 22% no change to access (A) **126**/ 18% more consistent access (B) **217**/ 31% close street to vehicles for longer (C) **164**/ 24% close street to vehicles (D) **36**/ 5% other (E)
15c. Create a more people friendly street within shopping area (subject to feasibility study)	**577**/ 82% support **83**/ 12% neutral **34**/ 5% oppose **8**/ 1% other
16. Adopt privately owned land	**530**/ 75% support **129**/ 18% neutral **33**/ 5% oppose **15**/ 2% other
17. Enhance links between the high street and Explore library	**507**/ 73% support **125**/ 18% neutral **43**/ 6% oppose **21**/ 3% other





Longer term aspirations – people friendly space

Question	Comments for	Comments against/ other ideas	Impact on scheme design
15a. Feasibility study to create a people friendly space/ further pedestrianisation	• 489 respondents/ 70% support preparation of holistic **long term** plan, review access, explore **options** for further pedestrianisation	• **Acomb Alive -** traders want road kept as is, with better signage. Without access, businesses will suffer/ people won't visit/ place will decline. • **Delivery** arctics can't access rear of buildings. • **Cost** - waste of money • **Not needed** - pedestrian friendly already, balance of times for pedestrians & vehicles is about right • **Other ideas –** BB parking & loading <9.30a., Include crossings/ connections on **all** of Front Street in study	• **Commission study** - understand operational requirements/ delivery options/ cost/ next steps, and consult businesses • Longer term – traffic surveys to quantify/ understand people and vehicle movements
15b. What would your future vision for pedestrianisation of Front Street shopping area look like?	• 217 respondents/ 31% **close street to vehicles for longer (C)** • 164 respondents/ 24% **close street to vehicles (D)** • 152 respondents/ 22% **no change to access (A)** - lots of people visit before road opens at10am • 126 respondents/ 18% **more consistent access/ simplify (B) –** extend street closure to 5/5:30pm • Make clearer, change **highway colour** to denote where vehicles can go • **BB Parking at any time** with 5mph speed limit and b) deliveries 6-8am and 8-10pm. Add a taxi/car drop off point on York Road/ Cross Street. • **Open street to all** vehicles 24 hours day apart from markets/ events. • Make permanently accessible to **cycling** (route off York Road) • No change but would like **Sunday** to be free from all traffic to 4pm**.** • Extend no vehicle times, **flat pedestrianised** street with dedicated delivery area. • **Deliveries** - consider York Road layby, survey businesses • **WALOB** – traffic free as per original £20k consultation, one level high street and a welcoming open pedestrian-friendly community space. Know that level surface makes the council nervous so, for now, divide street with paved crossing areas, stop cars who don't need to use the road, allow deliveries and disabled vehicles access during existing hours (or greater time restrictions!) • Are there any minor changes that can act as **disincentives for drivers** passing through Front Street? Low priority for traffic lights at end? Block road off at one end, access in/ out same way?		• Investigate simplification and extension of pedestrian hours. • Test other uses of road • Quantify actual number of road users/ pedestrians in the space, for evidence base
15c. Create a more people friendly street within shopping area (subject to feasibility study)	• 577 respondents/ 82% support	• **Cost** - feasibility studies often take up cash & waste any chance of change • Don't further restrict **cycling** • Keep access same/ simplified • Pedestrianisation will mean different things to different people	• Clear desire to reduce vehicle dominance long term - further viability work/discussion with businesses & community

Longer term aspirations – people friendly space

Question	Comments for	Comments against/ other ideas	Impact on scheme design
15d. Additional comments on further pedestrianisation/ creating people friendly space within shopping area in the future?	• **Pedestrianisation -** would public enquiry be required? How likely is an objection? If low why not go for full pedestrianisation? Council ought to win a good case! • **Open space**, hardstanding, no kerbs, outside events. • **Level surface –**,full main area should be like Kings Square with simple flat cohesive walkways, seating, planting and over all look stretching from Bluebird bakery to Gale farm surgery • Don't want to ban cars, could move to a **less formal carriageway**, more level space • **More trees, planting, seating -** people will come if it is an attractive place. Covered areas outside shops like the Greengrocers to sit/ get people to stay longer • **Fewer Cars -** Reduce rather than facilitate car use both for the environment and health. No need for through traffic, use York Road 'bypass' instead. Don't like using it with my young children on a Sunday as there isn't room for all the cars/ parking. • **Morrisons** access is not pedestrian friendly. • **Deliveries** - properties on Herons side have back entrances, loading at one time was always done from the rear. Utilise Cross Street and the adjacent area behind Boyes better for loading and disabled spaces. • Consider two way **cycling** route • **Other ideas -** Improve surface from Post Office to Front Street. improve the physical gate and monitor the disabled bays plus the drop off zone (now double yellows outside Dominos)	• **Keep as is -** reducing vehicle traffic for longer or entirely would harm businesses/ shops/ food outlets/ evening takeaway services. Current access times are a good balance for traffic and shoppers, Not "cars or no cars", need a **balanced solution** to access/ current happy medium works. Pedestrianisation is impractical and doesn't take account of how the street is used. • Why can't we keep same access arrangements, but have a level surface (**shared space moratorium**) • Allow vehicle access for **deliveries**/ loading • **BB Retained -** support the idea of a more people friendly street, however blue badge access should not be withdrawn. • **Convenience/ charity donations** – residential area, vehicle access needed for people to drop off items to the charity shops/ pick up heavy shopping after 4pm road opening. • Stop **cyclists** riding in both directions • More friendly and welcoming to people arriving in **cars/ more parking spaces, less restrictions**. There are very limited hours in the day when the area is busy with pedestrians. Outside of these times the ability to park actually brings people to the street and allows vehicles to make deliveries and collections. Extra parking at Bluebird bakery end as well as the Morrisons end, ease of parking essential to vibrant high street • Buses stop in **evening** so parking needed then • **Impact on surrounding areas** push parking into surrounding and often restricted streets • 6am-7am, 3x HGV Co-op, Heron, Hovis, Farm foods unloading. Cars and pedestrians can't get past. 5pm layby behind Acorn Meats double parked, lorries, pedestrian crossing, **needs lorry and car park, separate designation**	• Review full feasibility scope – built in survey intel to progress options/ phasing. How to change people's behaviour and use of road.

Longer term aspirations – adopt/ linkages

Question	Comments for	Comments against/ other ideas	Impact on scheme design
16. Adopt privately owned land	• 530 respondents/ 75% support • Good idea, will improve the poor condition of paving & the area will be **maintained** • Legislation 1959 Consolidated Corporation Act, adopted in Leeds	• depends on **cost**/ impact on taxpayers • force **private landowner** to make pavement good • **not necessary,** spend budget on quality highway • protect landowner **use of frontage** (café seating) • **parking** bays on paving (adopted & private land)	Investigate funding options to deliver future adoption of main shopping area.
17. Additional crossings and pedestrian priority between the high street and Explore	• 507 respondents/ 73% support • Improve **pavements,** make **Morrisons** junction safer, tackle obstructive **parking**, slow down **traffic,** remove **cobbles** for powerchair users, sensitive to residential village character/ **conservation area**	• **Not needed** - sufficient crossings already • **Too costly**	Work with Explore to look at feasibility of extending pedestrian priority & consistent approach to street furniture/ identity
17b. Other longer term aspirations	• **Business Improvement** - landlords encourage businesses in, lower rates/ rents, promote library (café & parking), make all shops accessible, buildings ugly (investment opportunity), better mix of businesses, grants to smarten up shop fronts, covered walkway infront of shops, co-working space, dentist • **Transport & environment** - bus priority, better access to/ from bus, bus & pedestrian users treated as second class, less road space for car (reduce multi-lane section between roundabouts, current islands don't work for pedestrians), air quality, noise pollution, review all roads/ junctions/ parking/ bus stops/ widen pavements, 20mph zone, safer crossings like zebra near Acomb Green • Support **cycling**/ cycle shop, 'Go-dutch' allow 2 way cycling along street • Wider **holistic view/ 40 year plan** for cars/ work on projects so they are ready when funding is available. • **Planting** - green corridors, roof/ wall planting, trees/ urban cooling, fruit trees, communal vegetable garden • **Morrisons** - move car park entrance to bottom to give Front Street back to people, improve access between Boyes and Morrisons, remove roundabout, improve Morrisons area • **Cleaning and maintenance** - Council appoint a concierge to monitor access, clean & maintain street • **Safety** - design out crime/ ASB, more lighting, area needs to feel safer particularly in the evening • **Parking** - impact of parking on residential areas, need more parking to support businesses • **Sense of pride/ community spirit** - foster community pride, make beautiful & people will look after it • **Long term plan/ vision** - coherent strategy rather than piecemeal approach • **Families** - welcoming for families, hopscotch on paving, new play equipment on Green, youth café • **Place –** bins, dog bins away from food outlets, bunting, string lights, history plaques, better pavements/ less trip hazards, seat/ tables outside, repaint benches, pedestrian friendly, community space		.

Community Priorities

The survey and engagement is a key element of understanding community priorities and how we can deliver the best scheme possible in response to stakeholder comments. It will also inform the focus of any future scheme should further funding become available.

Depending on the final design and costings, we may not be able to deliver all the initial ideas/ improvements within the Phase 2 funding package of £570,000, therefore some elements may need to be reduced or removed.

Phase 2 Proposals	**Priorities**			
Funded by central government UK Shared Prosperity Fund	**Don't know**	**No**	**Low**	**High**
Enhance the high street				
Welcome gateway (level crossing space, blue badge parking, seating, planting, signage)				
Review bollards				
Pop up temporary street furniture				
Feasibility study for people friendly street/ pedestrianisation (longer term)				
Market/ opportunities to activate area				
Accessibility				
Raised tables/ level crossing space				
A: Part of Welcome area				
B: Create new central space				
C: Replace dropped crossing Gateway Centre				
Improved Blue Badge car parking				
Extend the benefits beyond the high street				
Wayfinding signage				
Place identity, public art				
New crossing & seating (near Working Men's Club)				

Priorities	Don't know		No		Low		High		Total	Weighted Average
Market/ opportunities to activate area	3.55%	24	2.36%	16	21.12%	143	72.97%	**494**	677	
Welcome gateway (level crossing space, blue badge parking, seating, planting, signage)	3.71%	25	4.75%	32	22.59%	152	68.95%	**464**	673	
Raised table B: Create new central space	9.72%	65	6.13%	41	25.56%	171	58.59%	**392**	669	3.33
Review bollards	3.68%	25	15.32%	104	24.15%	164	56.85%	**386**	679	
Feasibility study for people friendly street/ pedestrianisation (longer term)	5.26%	35	9.91%	66	33.63%	224	51.20%	**341**	666	
Raised tables/ level crossing space	10.51%	70	9.61%	64	33.48%	223	46.40%	309	666	3.16
Improved Blue Badge car parking	11.61%	78	9.38%	63	33.18%	223	45.83%	308	672	3.1
Place identity, public art	3.13%	21	12.80%	86	38.24%	257	45.83%	308	672	
New crossing & seating (near Working Men's Club)	4.45%	30	9.79%	66	40.80%	275	44.96%	303	674	
Raised table A: Part of Welcome area	15.51%	103	7.53%	50	35.54%	236	41.42%	275	664	3.0
Pop up temporary street furniture	5.38%	36	10.61%	71	50.52%	**338**	33.48%	224	669	
Wayfinding signage	4.46%	30	12.35%	83	50.45%	**339**	32.74%	220	672	
Raised table C: Replace dropped crossing Gateway Centre	17.62%	117	11.45%	76	43.37%	**288**	27.56%	183	664	2.81

High priorities

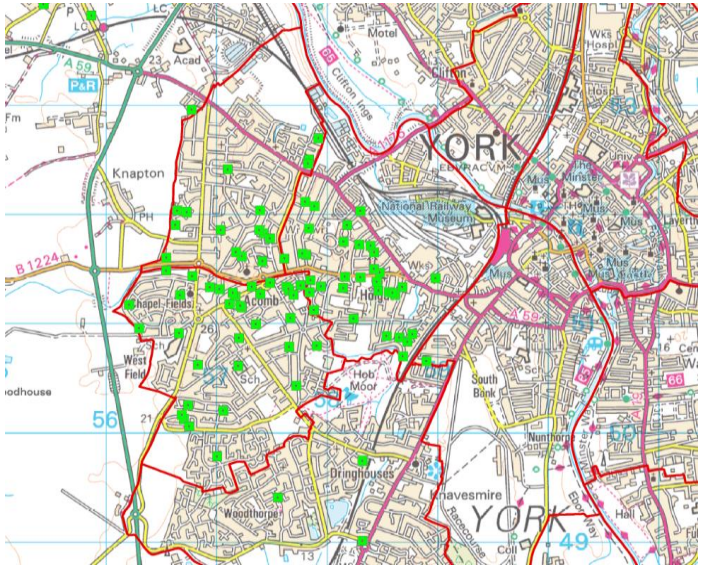
- Activate space with markets/events
- Welcome gateway
- New central space
- Review bollards
- Feasibility study

Low priorities

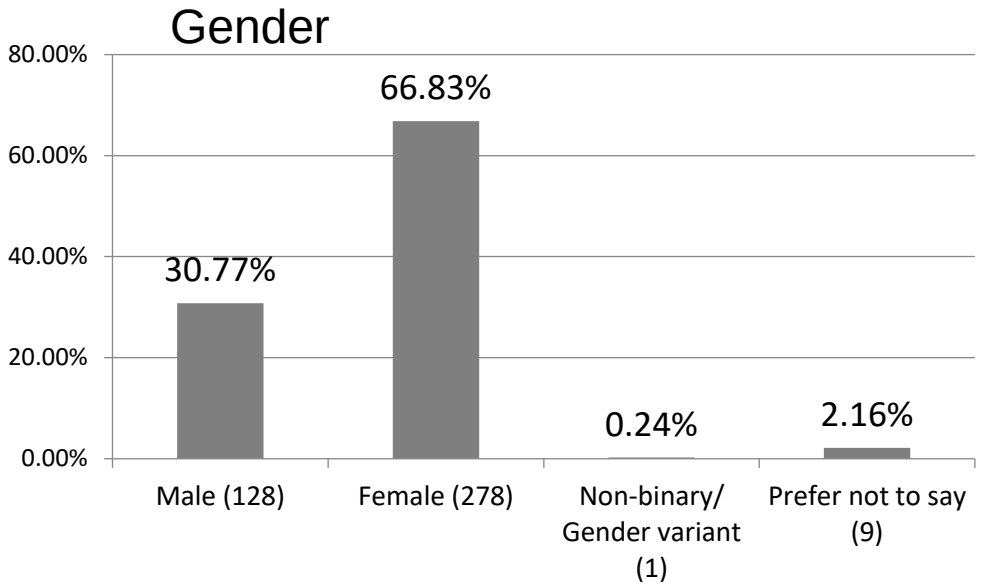
- Wayfinding signage
- Pop up temporary street furniture
- Raised table at Gateway Centre

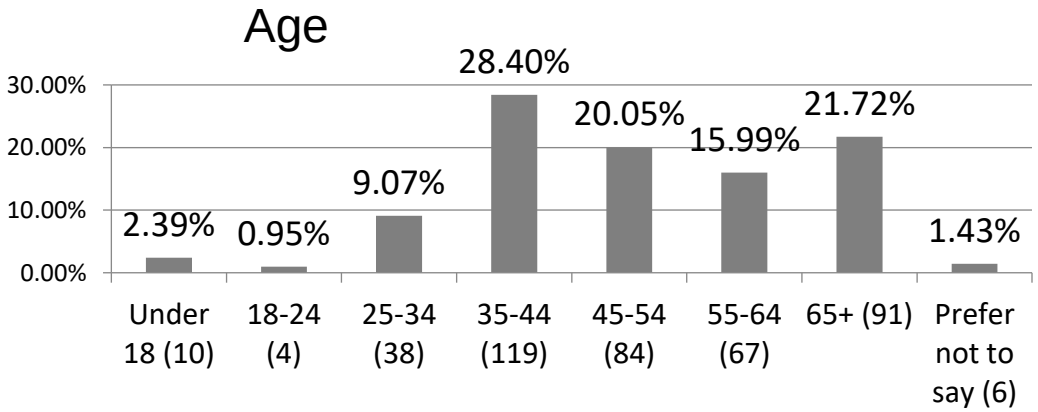
Demographics

413 respondents (60%) completed all or part of the 'About You' section of the survey.



Postcode results by ward
(140 of 900 respondents)
63 Westfield, York
39 Holgate, York
22 Acomb, York
4 Rural West, York
4 partial postcode/ unable to identify ward
3 Dringhouses & Woodthorpe, York
1 Micklegate, York
1 Hull





- **Sexual orientation** – heterosexual 79%, bisexual 4%, gay/ lesbian 1.5%, prefer not to say 13.5%, other 2%
- **Carer** – yes 23%, no 72%, prefer not to say 5%
- **Ethnic group** – prefer not to say 6%, white British 87%, white Irish 0.75%, gypsy/ traveller 0.25%, other white 3.5%, mixed 1.25%, Asian 0.75%, black Caribbean 0.25%, other 0.25%
- **Religion** – prefer not to say 11.5%, Muslim 0.5%, Christian 42%, no religion 46%
- **Physical or mental illness** – yes 22%, no 71%, prefer not to say 7%
- **If yes, do your conditions reduce your abilities to carry out day to day activities** – yes a lot 16%, yes a little 36%, no 48%

List of abbreviations

AA	Acomb Alive
BB	Blue Badge holders
WALOB	What a Load of Bollards Campaign Group
PWP	PWP Design (urban design)
UGD	The Urban Glow Design & Heritage

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Front Street Improvements

Have your say

In October 2023 the council's Executive allocated £570,000 from the UK Shared Prosperity Fund to enhance Front Street as a thriving local shopping area.

Following the Phase 1 works, we've heard fresh ideas from many local residents, Councillors and businesses and have received a petition. Thank you for sharing your thoughts. In response, we have worked with officers and urban designers to draft options and cost new proposals for Phase 2 improvements.

We welcome your feedback if you are a

- resident, visitor
- business, trader, stakeholder

Please help us by answering the questions below

This survey will test some initial ideas to ensure we deliver the best scheme possible for the community. The survey can also be completed online via www.york,gov.uk/AcombFrontStreet:

What happens to my information?

Our survey asks for some personal information which you may choose not to give. We do not publish or share any information which can identify you. Please read our privacy notice (online at www.yorkopendata.org or paper copies provided at the events, or Acomb Explore library). We will ask for your consent to this at the start of the survey. You can withdraw your consent at any time by contacting business.intelligence@york.gov.uk.

Thank you for completing our survey

Your feedback is key to understanding the priorities for Front Street and shape the final design to be considered by the council's Executive in summer 2024.

Closing date: 24 March 2024

Publishing the results

We will publish the results of this survey online at:
www.yorkopendata.org

Speak to the project team and share your views at our events

- Joint Acomb, Westfield, Holgate Ward Committee, Gateway Centre, **Wednesday 28 February** **18:30 - 20:30**
- Drop-in, Gateway Centre, **Thursday 29 February** **15:00 - 18:00**
- Drop-in, Acomb Explore, **Thursday 7 March** **10:00 - 13:00**
- Drop-in, Gateway Centre, **Saturday 16 March** **13:00 - 16:00**

View exhibition boards

At Acomb Explore from **Monday 4 March to Friday 15 March**

- Monday/ Tuesday/ Thursday **9:00 - 19.30**
- Wednesday **9:00 – 14:00**
- Friday **9:00 – 17:00**
- Saturday **9:00 – 15:00**

If you would like this document in an alternative format, please contact:

(01904) 551550 ycc@york.gov.uk

@CityofYork @cityofyork

It is available in the following languages:

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

Publication date: March 2024

For further information: West Offices, Station Rise, York YO1 6GA

Different ways to complete and return this survey

Complete this form online	Please visit: **www.york.gov.uk/AcombFrontStreet**	
Or use this QR code:	You can use the camera on your smart device to scan the QR code which will take you to the online survey.	
Scan and email	Complete, scan and email the survey to: **AcombFrontStreet@york.gov.uk**	
Access to a computer	Visit any Explore library or West Offices where staff can assist.	
Help to complete over the phone	Call Customer Services on **01904 551550** and leave your number and we will call you back.	
Drop off	Hand in the completed form at Acomb Explore Library or at West Offices.	
Return by freepost	**Front Street Acomb Regeneration** Freepost RTEG-TYYU-KLTZ CYC, West Offices, Station Rise, York YO1 6GA	

Alternative formats		
If you require this document in an alternative format (e.g. large print, braille, BSL, audio or Easy Read) you can:		
	Email us at: cycaccessteam@york.gov.uk	
	Call us on: **01904 551550** and customer services will pass your request onto the Access Team	
	Use our BSL Video Relay Service: www.york.gov.uk/BSLInterpretingService Select 'Switchboard' from the menu	

Questionnaire

Please confirm that you have read and understood the privacy notice at the end of this document. You must select 'Yes' to take the survey.

Yes		No	

1) How often do you use Front Street in Acomb?

Regularly (at least once a week)	
Occasionally (a few times a month)	
Monthly	
Rarely (a few times a year)	
Never	

2) If you never use Front Street, what are the main reasons for this?

3) What is your relationship to Front Street, are you a:

Local resident	
Visitor/ shopper	
Business owner / Trader	
Other (please specify)	

4) What facilities do you use? (*Please select all that apply)*

Shops	
Café/ restaurant/ social	
Hairdresser/ barber/ salon	
Medical (doctor, dentist, optician, pharmacy)	
Bank/ financial services	
Leisure/ gym/ fitness	
Acomb Explore library	
I work there	
Other (please specify)	

5) How do you travel to Front Street? (*Please select all that apply)*

By foot	
By bike	
By car	
By bus	
By motorcycle	
Other	

Enhance the High Street

6 Welcome Gateway	**(cost estimate £40,000)**
The entrance to Front Street should be welcoming, inviting and create a sense of arrival for all. This could include reviewing signage, removing clutter, and improving seating, alongside improvements to accessible parking and a new wide raised level crossing in the area.	

Welcome Space: Indicative sketch ideas

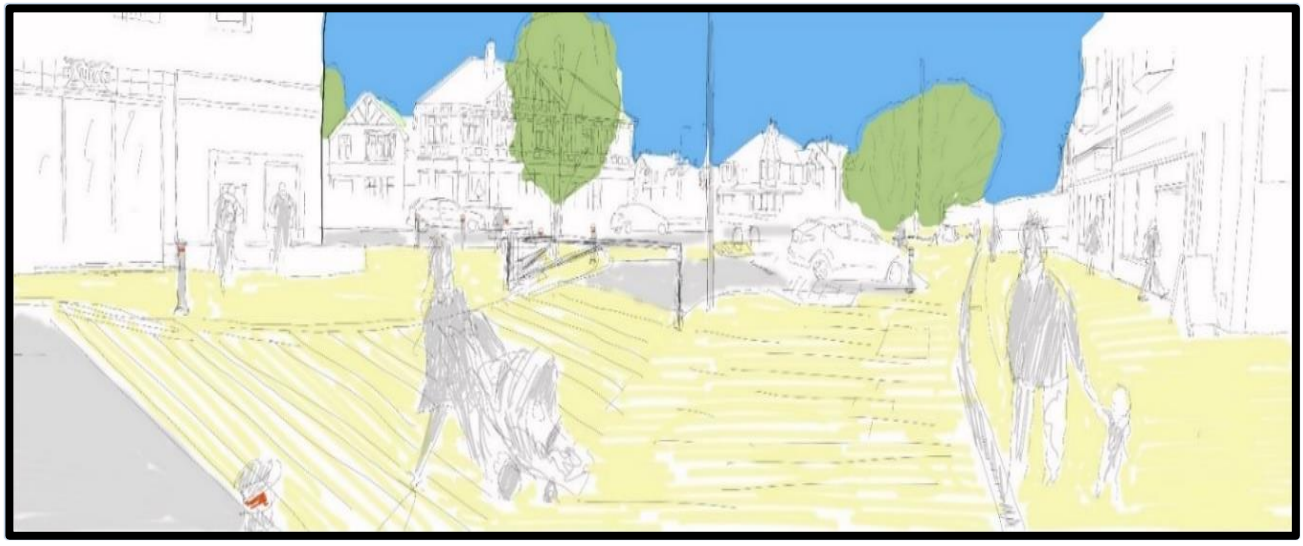


Fig 1 - Sketch showing proposed welcome space © The Urban Glow

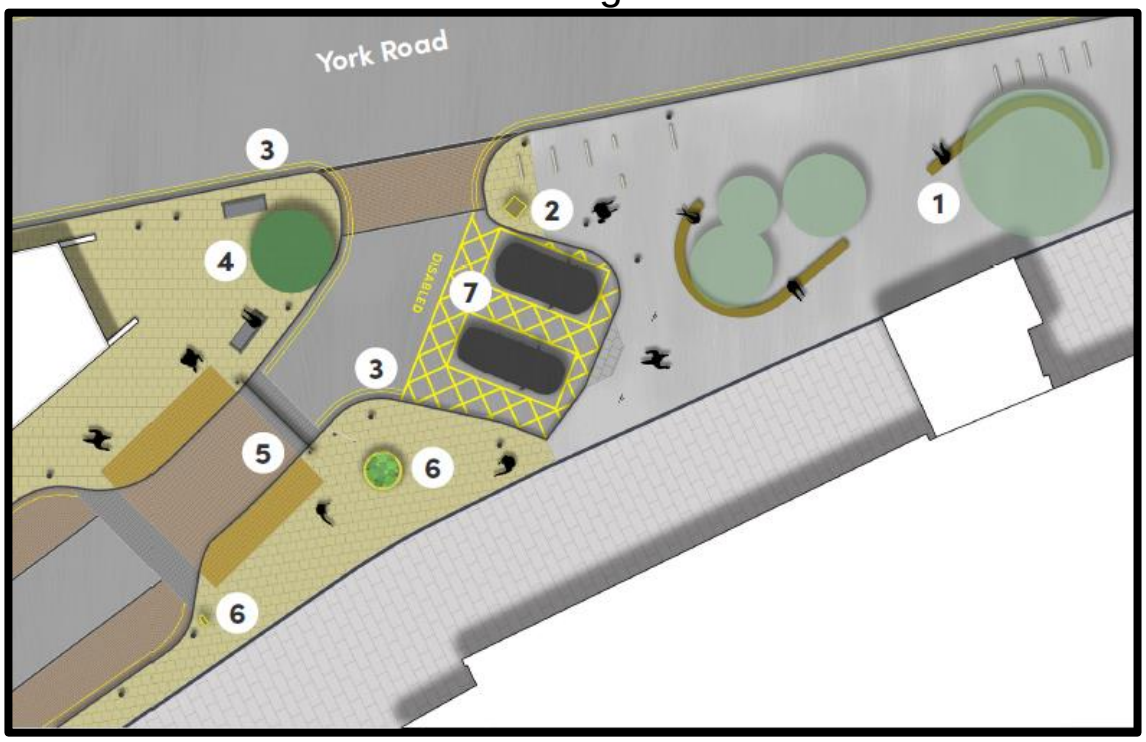


Fig 2 - Concept plan: (1) replace old seats with long sculptural bench (2) retain cycle parking and introduce a new gateway sign; (3) remove some bollards and street clutter; (4) retain accessible benches and add new tree; (5) new wide raised crossing flush with the pavement; (6) new features such as wayfinding signage or large plant pots; (7) improve existing blue badge parking bays © PWP Design



Fig 3 - Example of sculptural seating



Fig 4 – Example of large planters

6a) One of the ways we are considering improving Front Street is creating a more welcoming and people friendly arrival space, to attract visitors to stop and explore the area. This could include more seating, planting and signage to mark the entrance. Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	

6b) Do you have any other comments on creating a welcoming gateway to Front Street?

7. Review bollards	**(cost estimate £40,000)**
Some members of the community strongly oppose the bollards put in during Phase 1, saying they make the street less attractive and more difficult to use. The community's concern is understood and the council has committed to substantially reducing the number, whilst retaining some to protect the pavement and deter illegal parking.	



Fig 5 – Initial review of bollards (red dots might be removed, blue dots might stay)

7a) One of the ways we are considering improving Front Street is reducing the number of bollards. Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	

7b) We may need to retain some bollards to protect the new paving from illegal parking. Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	

7c) The final design will be updated following your feedback from this engagement. Therefore, exactly how many bollards stay/ go cannot be answered at this stage, however work so far suggests that approximately two thirds could be removed. Any bollards that are removed will be reused across the city. Do you think removing approximately two thirds of the bollards the right balance? (Fig 5)

Yes	
Neutral/ No strong view	
No	
Other	

7d) Do you have any other comments on the review of the bollards in the shopping area?

8. Pop – up community space	**(cost estimate £30,000)**
To activate the whole shopping area, especially during pedestrian only hours we will seek to add fun and personality/ character by investigating pop-up features to the privately maintained, non-adopted highway. These new additions will encourage residents and visitors to spend longer in the area, dwell and socialise. Any flexible use of this space would require landowner permission.	



Fig 6 - Wide strip of privately maintained, non-adopted highway in the shopping area





Fig 7 & Fig 8 – Examples of pop-up seating



Fig 9 – Example of pop-up planters

8a) Subject to approval from private landowners, one of the ways we are considering improving Front Street is adding temporary pop - up features, such as fun seating, planters or trial events, to test future opportunities to activate the privately owned area as a community space. Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	

8b) Subject to approval from private landowners, community activities/ events would need to be run by the local community/ volunteers in the short and longer term. Do you have any ideas for events/ activities that you/ your group/ organisation might like to run in this space during the pop-up trial (autumn 2024 – early 2025)?

If so, please tell us your ideas (if your group has a specific proposal then you can email us at AcombFrontStreet@york.gov.uk with your contact details)

8c) Do you have any other comments on a pop - up space?

9. Market/ Activities	**(permit for market trial – cost agreed £750)**
To enhance the current retail offering a three-month trial with a new market operator has been agreed by Make It York. Little Bird Market will take place on 16 March, 20 April and 18 May, 10am to 3pm. Subject to approval, the market could continue for up to a year. It is anticipated this will increase footfall to the area by attracting both local residents and new visitors.	



Fig 10 – Market stall © The Kandlers Table



Fig 11 –Market products © Spruce York

9a) Do you support use of the space within the shopping area during pedestrian hours for activities such as the market?

Support	
Neutral/ No strong view	
Oppose	
Other (please expand)	

9b) Do you have any other ideas for activities that could happen here?

9c) How often would you like to see additional activities within the shopping area?

Regularly (at least once a week)	
Occasionally (a couple of times a month)	
Monthly	
Rarely (a few times a year)	
Never	

9d) Do you have any other comments on activities in the shopping area?

Accessibility

10. More level crossing space	**(cost estimate £150,000)**
Kerbs and bollards currently restrict where people using mobility aids or pushchairs can cross the road and make the shopping area feel like a space made for cars rather than people. To deliver a more people friendly space it is proposed to add three new wide pedestrian level crossings/ raised tables (locations A/B/C shown in Fig 12). By day the shopping area would feel less like a highway, and more accessible when the road is closed to traffic. In the evening, the raised tables would slow vehicles down (require a 20mph speed limit). Cycle access would remain via York Road and Cross Street.	

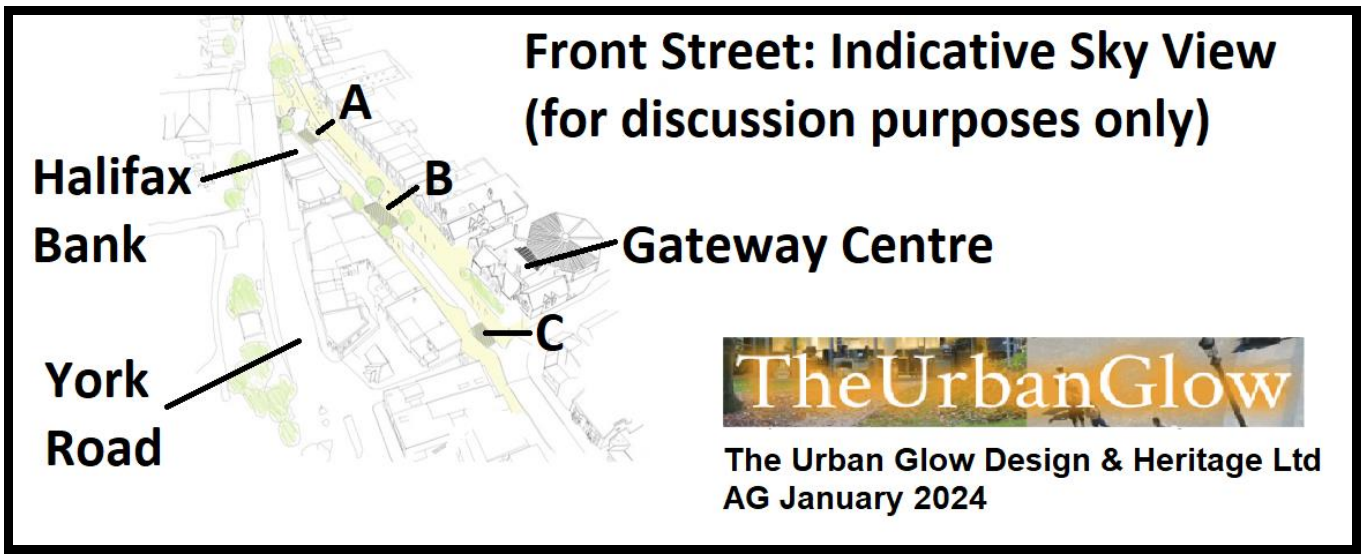


Fig 12 - A birds eye view of shopping area and proposed raised tables © The Urban Glow

10a) Do you support this idea in principle?

Support	
Neutral/ No strong view	
Oppose	
Other	



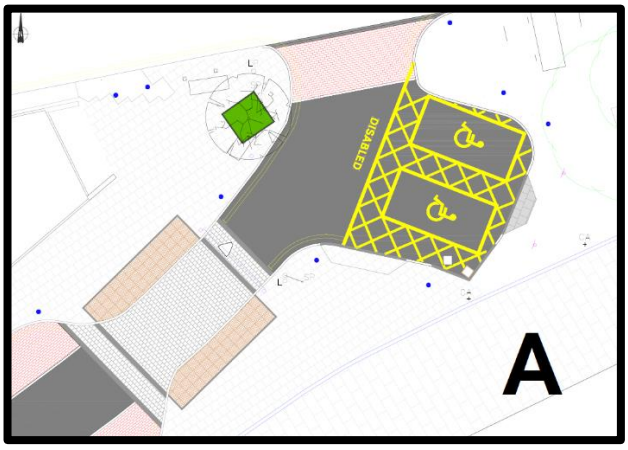


Fig 13 - Current dropped crossing near Halifax Bank

Fig 14 – Proposal: (1) wide raised crossing; (2) review bollards (blue dots show bollards that might stay), (3) traffic gate remains in same position

10b) Raised table A would form part of the welcome gateway area, the wide level crossing space would help to create a more pedestrian friendly feel to this space. Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	



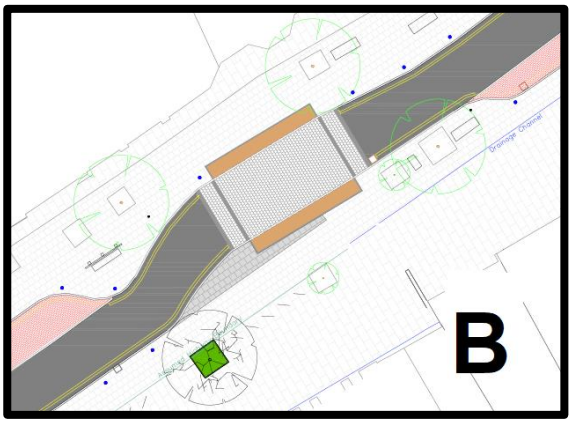


Fig 15 - Current parking bays and curved carriageway, lined with bollards

Fig 16 – Proposal: (1) wide raised crossing; (2) create more pavement space; (3) new planting/ tree to compliment current trees; (4) review bollards (blue dots might stay).

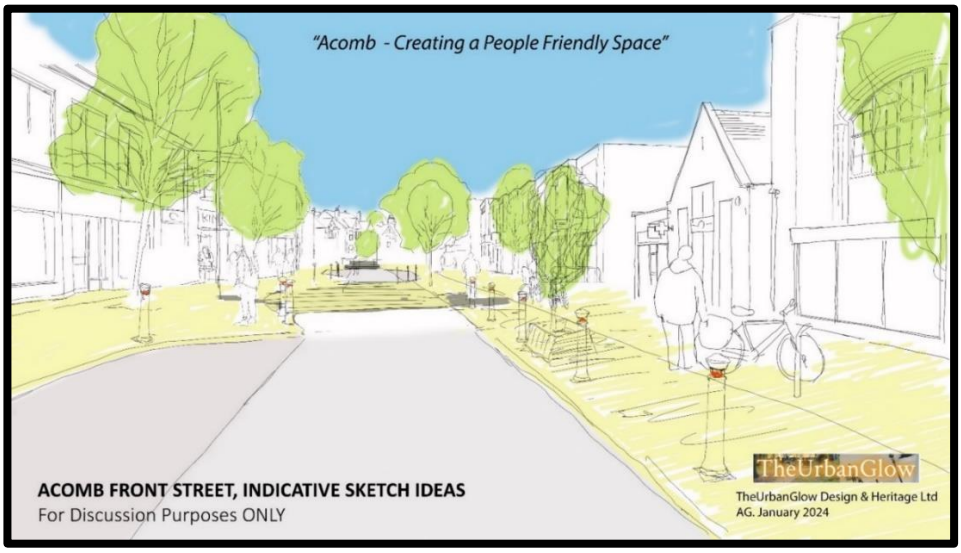


Fig 17 - Concept sketch showing what the central space could look like: (1) new wide raised crossing flush with the pavement to create a more pedestrian focused character to the space and improve accessibility; (2) review bollards; (3) frame space with new pop-up features such as seating/ planting © The Urban Glow

10c) We have worked with urban designers to make raised table B wider to create a more a people focused 'central space'. Subject to landowner agreement, this could be framed by the pop-up elements such as seating and activities on the non-adopted highway. Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	



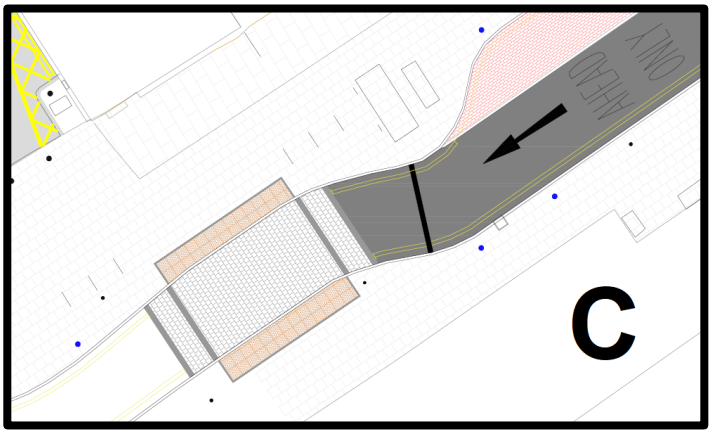


Fig 18 - Current dropped crossing near the Gateway Centre

Fig 19 - Proposal: (1) wide raised crossing; (2) review bollards (blue dots might stay)

10d) Raised table C would be made wider and raised to create a third level crossing point. Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	

10e) Do you have any other comments on the raised tables?

11. Better Blue Badge car parking	**(cost estimate £110,000)**
The current blue badge car parking spaces do not meet accessibility standards and are frequently misused by non-blue badge holders. To improve the accessibility for Blue Badge holders at Cross Street, School Street and the top of Front Street (opposite Halifax), we aim to deliver accessible parking bays as set out in Part M Building Regulations however the final Blue Badge parking bays will be subject to physical restrictions or Road Safety Audit requirements. This means that enforcement can be more effective in preventing unauthorised use. This would result in 6 accessible blue badge spaces to replace the current 7 non-compliant bays.	

11a) Do you support clearly marking out blue badge spaces to prevent current misuse of these parking bays?

Support	
Neutral/ No strong view	
Oppose	
Other	



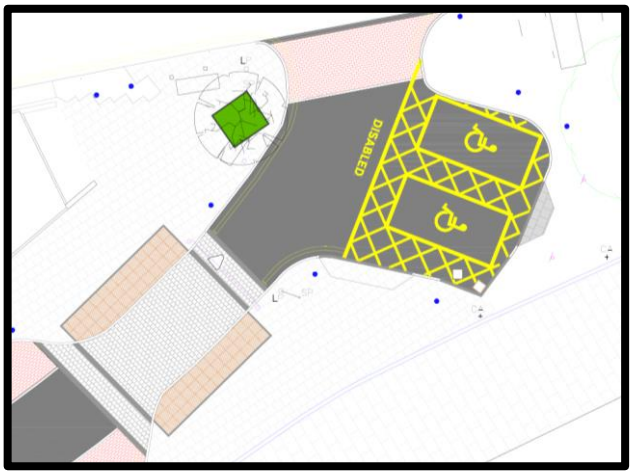


Fig 20 - Current blue badge parking bays near Halifax bank

Fig 21 - Proposal: (1) new markings; (2) dropped kerbs flush to carriageway to east and south of bays; (3) additional dropped kerb to north of bay requires further investigation of utilities in that location.

11b) Deliver two accessible parking spaces on Front Street near the Halifax bank as part of the ambition to create a welcome gateway (from three spaces). Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	





Fig 22 - Current blue badge parking on School Street.

Fig 23 - Proposal for single accessible bay.

11c) Deliver one accessible parking space at School Street (from two spaces). Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	



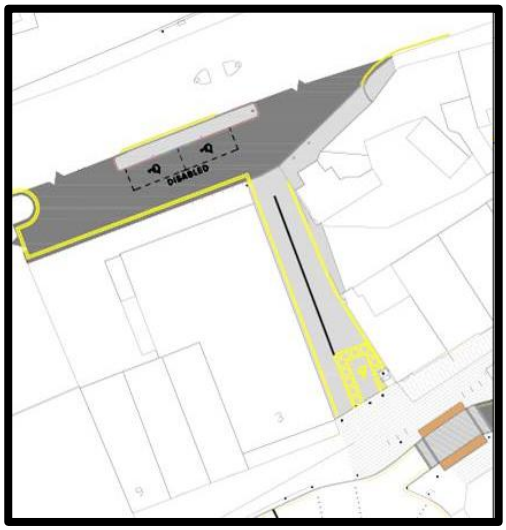


Fig 24 - Current blue badge parking bays and pedestrian/ cycle route on Cross Street.

Fig 25 - Proposed new markings for a single accessible bay on Cross Street, plus two new marked on-road blue badge bays, and wider pedestrian and cycle shared route.

11d) Deliver one accessible parking space at Cross Street (from two spaces), plus two new marked blue badge spaces at the York Road end of Cross Street. This would include resurfacing Cross Street to provide a wider pedestrian and cycle shared route towards the toilets. Do you support this idea?

Support	
Neutral/ No strong view	
Oppose	
Other	

11e) Do you, or anyone in your household have a blue badge parking permit?

Yes	
No	
Prefer not to say	

11f) Do you have any other comments relating to blue badge parking spaces?

12. Better toilets	**(Cost agreed £42,500 to be delivered no later than June 2024)**
Cross Street toilet block is well used by shoppers, residents, delivery/ taxi drivers, but currently only has one unit in use which is in a tired condition. Phase 2 will upgrade the existing toilet block from the current one disabled and one disused standard toilet to provide two accessible unisex units for use by all, including baby changing tables in each.	



Fig 26 - Current Cross Street toilet block

12a) Do you use the Cross Street toilet facilities?

Yes	
No	

12b) If you don't, is there a particular reason why not?

Extending the benefits beyond the high street

13. Wayfinding signage, identity, public art	(cost estimate wayfinding £30,000 + identity/ art £10,000)
Previous engagement work has identified a lack of signposting to community and cultural facilities and green spaces, and the absence of a joined up approach to promoting Acomb as a destination.	

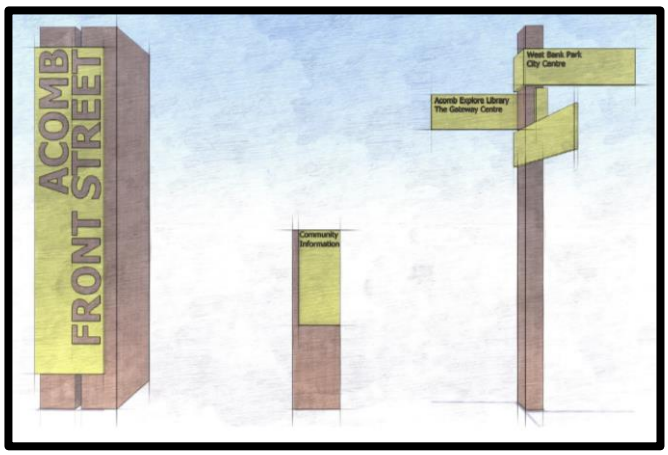


Fig 27 - Concept sketches for types of signs that could be used © PWP Design

13a) One of the ways we are considering improving the wider area is new wayfinding signs to help connect amenities, such as the park on the green, public toilets and Explore library.

Support	
Neutral/ No strong view	
Oppose	
Other	

13b) Can you suggest any destinations or links to local amenities that the signposts should highlight?

13c) Businesses think that one of the ways to improve the wider area would be a joined up approach to promote Acomb's offer as a whole, and as a family friendly destination, by creating an identity for Acomb. Is there anything that stands out to you as being special about Acomb that is part of its identity - it's unique selling point?



Fig 28 – Example of wall mural



Fig 29 – Example of community art, painted utility boxes

13d) Do you support a public art project such as a mural or art trail on Front Street, in principle?

Support	
Neutral/ No strong view	
Oppose	
Other	

13e) Based on initial discussions, the Working Men's Club, Morrisons and Cross Street Toilet sites are willing to consider a wall mural on their buildings in principle. Do you support any of these locations, or do you have any other location suggestions for a mural on Front Street, subject to landowner consent? (Tick all that apply)

Working Men's Club	
Morrisons	
Cross Street Toilet	
Other	

13f) Do you have any other comments on wayfinding signage, identity and public art?

14. New crossing & seating	**(cost estimate £30,000)**
Front Street has two distinctive areas, the shopping area, and the older village section which are currently separated by a vehicle dominated space.	





Fig 30 - Person crossing road in location of proposed crossing.

Fig 31 - Proposed location of crossing.

14a) To improve the pedestrian experience and links to the older part of Front Street a new formal crossing is proposed near the Morrisons junction and roundabout where people currently cross informally. Do you support a new crossing in this location (Fig 31)?

The crossing would:

- Remove one set of railings to allow pedestrians to cross in a direct line
- Have tactile paving and kerbing flush to the carriageway to aid accessibility
- Enlarge the middle island so people can cross in two parts and feel protected
- Location considers visibility for both pedestrians and motorists

Support	
Neutral/ No strong view	
Oppose	
Other	



Fig 32 - Potential location of new bench(es) either on the pavement or the private path towards the Working Mens Club

14b) Subject to approvals, another proposal is installing additional seating on Front Street near the Working Men's Club. Do you support new seating in this location?

Support	
Neutral/ No strong view	
Oppose	
Other	

14c) Do you have any other comments on these improvements near the Morrisons roundabout?

Longer Term Aspirations (future phases subject to funding and approvals)

15. Create a people friendly space	**(cost estimate for initial Phase 2 feasibility study £5,000)**

Phase 2 will continue to allow access as it does now:

- **a pedestrianised area from 10.30am Monday to Friday (9.30am on Saturday)**
- **open to vehicles loading and unloading, cyclists and blue badge parking (8am to 10:30am Monday to Friday, 8am-9:30am Saturday, and 4-6pm Monday-Saturday)**
- **open to all vehicles 6pm-8am, and all day Sunday**

Subject to further funding in the future, one of the community's suggestions to improve the shopping area in the longer term is through making it feel more people friendly and less vehicle dominated. This might be through further pedestrianisation/ access restrictions.

It is not fully within the gift of the council to pedestrianise any street. It is likely that this would require a public inquiry and decision by the Secretary of State.

Pedestrianisation means different things to different people and we want to better understand what it means to you, and whether there is a desire to see any changes to access in the future.

15a) Phase 2 proposes a feasibility study to explore options and costs regarding further pedestrianisation in the longer term, including whether and how this might be possible. Do you support this initial study to inform the future direction?

Support	
Neutral/ No strong view	
Oppose	
Other	

15b) What would your future vision for pedestrianisation of Front Street shopping area look like?

Access restrictions to remain the same As set out above – no change.	
Access restrictions to be simpler This would consider making the restrictions more consistent every day as opposed to different rules and times midweek, Saturday and Sunday.	
Close street to all vehicles for longer, perhaps like the city centre 10:30-5pm This would keep the street as it is and could explore extending pedestrianised hours into the early evening. It would allow access through, loading and blue badge parking outside of those hours.	
Close street to all vehicles 24 hours a day, except emergency vehicles This would fully pedestrianise the street - no loading, no blue badge parking in road (only in marked bays at edge of area) and vehicles would need to use York Road at all times.	
Other	

15c) Do you support the longer term idea of creating a more people friendly street within the shopping area (subject to the outcome of the Phase 2 feasibility study)?

Support	
Neutral/ No strong view	
Oppose	
Other	

15d) Do you have any additional comments on further pedestrianisation/ creating a people friendly space within the shopping area in the future?

16. Adopt privately owned land
A wide strip of the pavement in the shopping area between the traffic gate and the Gateway Centre is privately owned. Subject to landowner agreement and further funding in the future, one of the longer term proposals being considered by the council is for it to adopt the privately maintained non-adopted section of the shopping area, including bringing all of the paving up to a satisfactory standard. This would enable the community to use the open space in a more permanent way (following the temporary pop-up testing proposed during Phase 2).

16a) Do you support the longer term idea to adopt the privately owned land within the shopping area?

Support	
Neutral/ No strong view	
Oppose	
Other	

17. Enhance links between the High Street and Explore library

As part of the regeneration ambition there is a strong desire to collaborate with Acomb Explore on their potential library development. Subject to further funding in the future, one of the longer term aspirations is to forge stronger pedestrian links between the shopping area and the library.

17a) Do you support the longer term idea to create additional crossing points and more pedestrian priority between the shopping area and Explore library?

Support	
Neutral/ No strong view	
Oppose	
Other	

17b) Do you have any other comments on longer term aspirations for Front Street?

18 Priorities

This survey is a key element of understanding community priorities and how we can deliver the best scheme possible in response to stakeholder comments. It will also inform the focus for any future scheme should further funding become available.

We will use the feedback to develop a final design to be delivered on the ground by the funding deadline of March 2025. To inform this, please indicate which of the proposed areas for improvements to Front Street are of highest priority to you. The cost estimates for ideas outlined so far, and project costs, total nearly £590,000. Depending on the final design and costings, we may not be able to deliver all these improvement within the Phase 2 funding package of £570,000, therefore some elements may need to be reduced/ removed.

Feedback can help to support future funding bids for additional work.

18a) Please put a tick in the column that best represents your priority for each one:

Phase 2 Proposals	**Priorities**			
Funded by central government UK Shared Prosperity Fund	**Don't know**	**No**	**Low**	**High**
Enhance the High Street				
Welcome gateway (level crossing space, blue badge parking, seating, planting, signage)				
Review bollards				
Pop up temporary street furniture				
Feasibility study for people friendly street/ pedestrianisation (longer term)				
Market/ opportunities to activate area				
Accessibility				
Raised tables/ level crossing space				
A: Part of Welcome area				
B: Create new central space				
C: Replace dropped crossing Gateway Centre				
Improved Blue Badge car parking				
Extend the benefits beyond the High Street				
Wayfinding signage				
Place identity, public art				
New crossing & seating (near Working Men's Club)				

19 Conclusion

19a) Do you have any other comments regarding improvements to Front Street?

We invite you to sign up to Front Street email list to keep informed about the project.

To join, please confirm that you have read the separate 'Front Street Mailing List' privacy notice at https://www.yorkopendata.org (see QR code) and email your consent to: AcombFrontStreet@york.gov.uk

You can unsubscribe by contacting the same email address.

A paper copy of the privacy notice will be available at the drop-in events and at Acomb Explore.

Equality monitoring information

About You

Any information you share may help us identify themes in specific groups to aid any future support and will not be used to identify you. You may choose not to answer or select 'prefer not to say' to any question. If you would prefer to opt out of this section, please select the relevant option below.

Would you like to complete the 'About You' section?

Yes		**No**	

1) Age

Under 18		**18 to 24**		**25 to 34**	
35 to 44		**45 to 54**		**55 to 64**	
65+				**Prefer not to say**	

2) What gender do you identify as?

Male		**Female**	
Non-binary / Gender variant		**Prefer not to say**	

3) Is the gender you identify with the same as your sex registered at birth?

Yes		**No**		**Prefer not to say**	

4) Which of the following best describes your sexual orientation?

Bisexual		**Gay or Lesbian**	
Heterosexual / straight		**Other**	
Prefer not to say			

5) Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age (excluding anything which is part of paid employment)?

Yes		**No**		**Prefer not to say**	

6) What is your ethnic group?

Prefer not to say		**Asian - Indian**	
White – English / Welsh / Scottish / Northern Irish / British		**Asian - Pakistani**	
White – Irish		**Asian – Bangladeshi**	
White – Gypsy or Irish Traveller		**Asian – Chinese**	
White – Roma		**Any other Asian background**	
Any other White background		**Black African**	
Mixed – White and Black Caribbean		**Black – Caribbean**	
Mixed – White and Black African		**Any other Black / Black British / African / Caribbean background**	
Mixed – White and Asian		**Other – Arab**	
Any other Mixed / multiple ethnic background		**Any other ethnic background**	

7) Do you have any physical or mental health conditions or illnesses lasting or expected to last 12 months or more?

Yes		**No**		**Prefer not to say**	

8) If you answered 'Yes' above, do any of your conditions or illnesses reduce your ability to carry out day-to-day activities?

A lot		**A little**		**Not at all**	

9) What is your religion or belief?

Prefer not to say		**Muslim**		**Buddhist**	
Sikh		**Christian**		**Hindu**	
Jewish		**No religion**		**Other**	
If 'other' please tell us what your religion or belief is, or leave blank if you prefer not to say					

Front Street Acomb Phase 2 Engagement Privacy Notice

City of York Council (CYC) current data protection notification is registered with the Information Commissioner's Office (ICO) – reference Z5809563. We created this privacy notice in February 2024 and regularly review it

CYC is committed to ensuring that personal data is handled in accordance with the principles set out in data protection legislation and guidance from the Information Commissioner's Office (ICO).

This privacy notice tells you what to expect when we collect personal information about you. It applies to the Front Street Acomb Phase 2 Engagement.

CYC is the controller for this information unless we specifically state otherwise in this privacy notice.

You can contact the council's Data Protection Officer at information.governance@york.gov.uk or 01904 554145, or write to:
Data Protection Officer, City of York Council, West Offices, Station Rise, York, YO1 6GA

This privacy notice should be read in conjunction with other relevant CYC privacy notices and/or policies and procedures.

When appropriate we will provide a 'just in time' notice to cover any additional processing activities not mentioned in this document.

- **How we collect your information**
- **What personal data we process and why**
- **Automated decision making**
- **Collecting information automatically**
- **Childrens information**
- **Lawful basis for processing your personal data**
- **How long we keep your personal data**
- **Data sharing**
- **Data processors and or third parties**
- **Transfers of personal data**
- **How we protect your information**
- **Your rights in relation to this processing**

How do we get your information We get information directly from you when you take part in our engagement either online, in person or over the telephone.

What personal data we process and why As part of this engagement, we will collect:

- Your use of Front Street Acomb
- Your views on options and priorities for the improvements

• Your postcode, age, gender, sexual orientation, religion, ethnicity, health information

The information we collect will be included in presentations, statistics, and reports. Any presentations, reports and statistics for publication or use outside of the authorised council staff, will be anonymised, and cannot be linked back to you or individuals. Reports containing anonymous information may also be shared with the public and other organisations.

If you have completed a paper survey, once you complete and return it to us, we will transfer the information you have given us onto the council's secure network and then destroy confidentially the paper copy.

As we are using the information you give us with your consent, you can withdraw your consent at any time by contacting regeneration@york.gov.uk or 01904 551550

Automated decision making We do not carry out any automated decision making as part of this survey/ engagement.

Collecting information automatically Please see our cookies page for further information about the information we collect automatically when you use our website

Childrens' information Where we provide services directly to children or young people, the information in the relevant parts of this notice applies to children and young people, as well as adults.

Lawful basis for processing your personal data Any personal data including special category data that we process about individuals is done so in accordance with Article 6 and 9 of the UK GDPR and Schedule 1 of the Data Protection Act 2018 (DPA 2018).

The legal basis for processing your personal data is in accordance with:

- Article 6(1) your consent
- Article 9(2) your consent

Some of the Schedule 1 conditions for processing special category and criminal offence data require an Appropriate Policy Document (APD) to be in place, which sets out and explains the procedures for securing compliance with the principles in Article 5 and policies regarding the retention and erasure of such personal data. This document explains this processing and satisfies the requirements of Schedule 1, Part 4 of the DPA 2018 and supplements this privacy notice

https://www.york.gov.uk/appropriatepolicydocument provides further information about this processing.

How long we keep your personal data We will only keep your information for three years and then will securely and confidentially destroy it.

Data sharing In some circumstances, such as under a court order or safeguarding, we are legally obliged to share information. We may also share information about you with third parties including our data processors, government agencies and external auditors.

We will always satisfy ourselves that we have a lawful basis on which to share the information and document our decision making.

Additionally, we are required under the Public Records Act 1958 (as amended) to transfer records to the City or National Archives (TNA) for permanent preservation. Full consideration will be given to Data Protection and Freedom of Information legislation when making decisions about whether such records should be open to the public.

Data processors and or third parties Where we have third parties providing parts or all of our services for us, we have contracts or agreements in place with them such as where we use Survey Monkey to process responses, you can find out how they use your information, at https://www.surveymonkey.com/mp/legal/privacy/

Transfers of personal data We do not routinely transfer personal data outside of the UK but when this is necessary, we ensure that we have appropriate safeguards in place and that is done in accordance with the UK data protection and privacy legislation.

How we protect your information We are committed to keeping your information safe and secure. There are several ways we do this, such as:

- IT security safeguards such as firewalls, encryption, and anti-virus software
- on-site security safeguards to protect physical files and electronic equipment
- training for all staff and elected councillors
- policies and procedures

Your rights in relation to this processing To find out about your rights under Data Protection law, you can go to the Information Commissioners Office (ICO) https://ico.org.uk/for-the-public/

You can also find information about your rights at https://www.york.gov.uk/privacy

If you have any questions about this Privacy Notice, want to exercise your rights, or if you have a complaint about how your information has been used, please contact us at information.governance@york.gov.uk or 01904 554145, or write to: **Data Protection Officer, City of York Council, West Offices, Station Rise, York, YO1 6GA**

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place
Service Area:	City Development
Name of the proposal :	Acomb Front Street Phase 2 Update – Costed designs for the scheme.
Lead officer:	Kathryn Daly– Head of City Development
Date assessment completed:	Update to previous EIA (20/2/24)

Names of those who contributed to the assessment :

Name	Job title	Organisation	Area of expertise
Julie Stormont-Dawber	Delivery Officer	CYC	Regeneration
Katherine Atkinson	Regen Project Officer	CYC	Engagement/ Consultation
Dave Smith	Access Officer	CYC	Equalities

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	Acomb Front Street is a key secondary shopping centre in York. To improve and enhance Acomb's economic growth a Future of Acomb Front Street Study was commissioned in 2020, the study identified ten long term ideas and was noted by Executive in April 2022. During early 2023 highway improvement works saw the installation of new high-quality re-paving, enhanced drainage, and bollards that provide protection from vehicle over-run and prevent illegal parking. This work also improved accessibility through the provision of three tactile crossings points, trial of new accessible seating and high contrast accessible cycling racks. All works focused on the adopted highway, a significant section of the main shopping area is privately owned, non-adopted highway therefore landowners permission is required to action any works in that area. There has been significant challenge from the local community in relation to installation of the new bollards on Front Street culminating in the presentation of a petition to Full Council in July 2023. The phase 2 work acknowledged the strength of community feeling and aspirations for the area, consequently the initial phase 2 design ideas underwent a 4 week open public engagement during March 2024 to ensure all stakeholders had opportunity to review the costed ideas and provide feedback through an comprehensive survey. The survey generated 900 community responses, 5,000 comments and an important understanding of local community priorities moving forward. The scope of phase 2 work includes: I. enhancing the main shopping area – creating a more people friendly space, reducing the number of bollards to create better placemaking for the area II. create more accessible destination- wider, more generous pedestrian crossing points, new accessible toilet facilities and improved blue badge parking III. extending the benefits – to better connect local amenities (including all Front Street and parts of York Road)

	IV.	consider longer term aspirations - including but not limited to looking how to reduce the vehicle dominance in Front Street or the adoption of private frontages.
	V.	Phase 2 scheme is funded by UKSPF (UK Shared Prosperity Fund) and as such there are tight spending deadlines to meet (March 2025). Design work will be finalised Summer 2024 and an update/ progress report will be shared with Executive and the public in July 2024 and following Executive assessment of the scheme construction could start in Autumn 2024.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The phase 2 design work we will check against all relevant legislation including but not limited to the Equality Act 2010, which aims to protect people from discrimination in the workplace and in wider society. **The Equality Act 2010** The Quality Act overs the following protected characteristics: • age • disability • gender reassignment • marriage and civil partnership • pregnancy and maternity • race • religion or belief • sex • sexual orientation During the design process the Principal Designer (PD) will follow all current highways and social mobility guidance to ensure relevant standards are achieved, and regular review with council's Access Officer shall ensure decisions on materials, contrasting materials and context are considered throughout. There is a desire to trial new wheelchair tactile paving at the west end existing dropped crossing, this would be a departure from highway standards. The York Access Forum have been consulted and support the proposed trial. Consultation has included both wheelchair users and individuals that are registered blind. Final trial details are to be confirmed prior to agreement and implementation. **Human Rights Act** Sets out the fundamental rights and freedoms that everyone is entitled to. In making a decision the council must consider carefully the balance to be struck between individual rights and the wider public interest, this ensures any decision is reasonably justified and achieves a legitimate aim. **Progress report**

	To ensure transparency of decision making and the Phase 2 progress/ update report will be shared with the community via a Joint Acomb, Westfield, Holgate Ward Committee in a local building that meets our required accessibility standards, and advertised widely to ensure all ward residents and businesses are aware. Significantly the progress/update report will be shared prior to Executive Meeting (July 18th 2024) and therefore stakeholders and the community will have opportunity to comment on the plans or register to speak at the public meeting. The final Phase 2 fully costed report will be prepared and taken to a pre-decision scrutiny meeting in early September and then presented to Executive Member Decision Session in September 2024. This enables all stakeholders to review the scheme and comment as appropriate. Within the development of the proposed phase 2 scope we have considered the following codes of practice:- • **The Blue Badge scheme**: rights and responsibilities in England (www.gov.uk/government/publications/the-blue-badgescheme-rights-and-responsibilities-in-england) • **Approved Document M:** 'Access to and use of buildings', volume 2: Buildings other than dwellings. 2015 edition, incorporating 2020 amendments. • **BS 8300: 2018** 'Design of an Accessible and Inclusive Built Environment', Part 1: External environment • Department for Transport, 'Inclusive Mobility: A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure', 2022 • Highways Act 1980 **National Planning Policy Framework – shared spaces** https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/749116/ministerial-letter-about-shared_space.pdf

1.3	**Who are the stakeholders and what are their interests?**
	Stakeholders : • Acomb residents, visitors and businesses/traders • Acomb Explore • Greater Acomb Community Forum • Community groups including “What a Load of Bollards” Group. • Ward Cllrs and council officers. York Access Forum (YAF), York Disability Rights Forum (YDRF), York Older Persons Assembly (YOPA), Age Friendly York (AYF). New market operator (Little Bird Made Markets).

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	The Phase 2 open public engagement enabled stakeholders to learn of the potential scope of work through presentation of costed ideas, the engagement set out to:- • Provide the community with a good understanding of project, objectives and why we can and can’t do things, outline any mitigation required. • Gathered community feedback and priorities for individual elements of scheme via sticky notes, hardcopy and online survey. • Build community support for the proposed phase 2 works. • Obtain clear direction on long-term aspirations for Front Street, eg pedestrianisation. However, if this is not possible, officers will better understand contradictory views to enable further feasibility work.

	As a result of the engagement feedback and community priorities the phase 2 design has evolved and will be shared in the phase 2 progress/ update report, providing high level principles of the scheme for comment. At the Joint Ward Committee Meeting all materials used will be in accordance with accessible guidance, including but not limited to clear images and photos, minimised text and word count on slides and boards, with “Plain English” used and avoiding the use any jargon or technical reference. Upon completion of the scheme design, materials will be shared via the council website. The Four Elements The high-level principles of the scheme within the four elements of the scheme are: **1. Enhancing the main shopping area** • new welcome gateway to include generous 6m flush crossing (raised table) to provide greater pedestrian priority and create more people friendly entrance. Accompanying 20mph speed limit restriction for the road. Clear designated BB parking and new seating areas. • new central space created by 7.5m flush crossing, that emphases pedestrian / community focus for large parts of the day and intended to reduce vehicle movements in the carriageway • create a welcome gateway for those accessing the area on foot from west end of Front Street through welcome totem and seating area. • reduce the number of bollards, c two thirds and replace with planters / seating at appropriate locations whilst maintaining clear access routes for pedestrians. • Design infrastructure to enable future events via electrical event column installed, which will facilitate events and wider usage of the space. • Create more accessible destination • new accessible toilet facilities - existing and damaged toilet block will be upgraded to provide two new accessible toilets. • Improved blue badge parking:

	I. At Halifax/Cooplands blue badge parking car parking – formalise two fully accessible, cross hatched parking spaces. II. At Cross Street - three fully accessible spaces, one cross hatched space at the west end of Front Street, which sits alongside a new shared pedestrian/ cycle route through Cross Street to upgraded accessible toilet block. Within the layby on York Road - extend the current pavement and island to provide greater pedestrian priority through the area and the two additional inline accessible blue badge space will be easy to use. III. At School Street there will be one fully accessible cross hatched BB space which in turn facilitates easier cycle access than currently experienced. IV. There is a potential to trial wheelchair tactiles at the west end crossing point of Front Street as part of the final design, this will be subject to further consultation with Access Forum and approval. **2. Extending the benefits beyond the high street – to better connect local amenities** • Create a new formal crossing point from the existing island across Front Street to connect main shopping area to the older section of Front Street. • Create a much need rest point for pedestrians by locating bench seating outside the Acomb Working Men's Club. • Signage & Wayfinding - new signage will be anchored from the two new entrance totems. The wayfinding signage will connect local amenities to inform both shoppers and visitors alike and create an identity for Acomb. All signage text will be reviewed with Access Officer to ensure contrast and sizing.

	3. Consider longer term aspirations - including but not limited to looking how to reduce the vehicle dominance in Front Street or the adoption of private frontages. The proposed scope of phase 2 work will contribute to the delivery of key commitments in: the Council Plan (2023-27); and the three 10-year strategies approved in 2022, Economic Strategy (2022-2032), Health and Wellbeing Strategy (2022-2032) and Climate Change Strategy (2022-2032). The proposals reflect the four core 'EACH' commitments in the Council Plan 2023-27 – One City, for all by: • **Equalities and Human Rights** – Creating a more accessible destination proposing level pedestrian crossings, achieved by the introduction of raised tables and 20mph speed limit. Upgrading the existing toilet block to provide two accessible toilets units and improving Blue Badge parking provision at Front Street and Cross Street. • **Affordability** – creating a more unified destination and encouraging greater use of local amenities via sign posting and better connections will support residents and visitors alike. • **Climate & Environment** – introduction of more greenery via planters will provide welcome placemaking and biodiversity enhancements. The introduction of trees into the high street environment potentially will aid urban cooling in this area. The 20mph speed limit will slow vehicles down and therefore create a more family friendly area, which in turn will encourage more people to visit Front Street by foot/ cycle. **Health and Wellbeing** – creation of a more family friendly space that encourages people to dwell in, encouraging greater use of local amenities will help build stronger social interactions across the generations and reduce social isolation. The project team will continue to meet with community groups to build on the existing community links all parties want to see developed. Community groups have volunteered several event ideas, the coordination of an events programme such as will need resource and further input from all.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	**Reason for using**
2024 Engagement	The Front Street public engagement commenced on 26 February and ran to 24 March 2024. The purpose of the open public engagement work was to test the ideas set out in the Phase 2 project scope and determine the community priorities in the context of the cost and desirability. We also carried forward what we learned from the previous consultation (Future of Acomb Front Street Study 2021) and community petition July 2023. The 2024 public engagement used an accessible mixed method to allow for the greatest reach into the community, including in person public meetings/drop-in events, stakeholder meetings and online survey, plus paper-based format. • Public drop-in events - Gateway Centre, 29 February and 16 March* Acomb Explore, 7 March (**Market launch)* • Stakeholder Meetings **-** What A Load Of Bollards Campaign Group, *12 February* Joint Acomb, Westfield & Holgate Ward Committee, *28 Feb* Greater Acomb Community Forum, *4 March* Acomb Alive, *18 March* York Access Forum, *19 March* The Place, younger people, *21 March*

	The engagement survey was online and hardcopies available at Acomb Explore, West Offices and several local businesses and could be returned by Freepost. The community response was tremendous and generated 900 completed surveys, and more than 5,000 comments to be analysed. Engagement responses produced a range of views however broad support for the phase 2 ideas was evident and caveated that further engagement on pedestrianisation of Front Street would be required, especially with local businesses. The summary of engagement feedback is summarised at Annex A and Annex B provides the Engagement Survey used.
Previous Engagement	During 2020 Future Front Street engagement had over 1200 responses from residents and shoppers and 30 local businesses, the results showed some contradictory views on several areas, including but not limited to • maintaining vehicle use within precinct carriageway verses the long term desire to pedestrianise the main shopping area. • Improve the mix and quality of shops within the high street • Residents and visiting shoppers spoke differently about the area. Residents more likely to speak highly than shoppers • Residents rate attractiveness, level of street lighting and feeling safe at night as good. • Residents considered parking restrictions as fine as they are.

	This extensive engagement helped to articulate what people liked, and didn't like about Front Street, and what they would like to see in the future – resulting in **The Future of Acomb Front Street Study.** Significant challenge from the local community in relation to installation of the new bollards on Front Street, culminated in the presentation of a petition to Full Council in July 2023, by '**What A Load Of Bollards'** Campaign Group titled "Get Front St bollards removed and re-design the scheme in line with what people asked for". In response to this petition and acknowledging the strength of community feeling the council engaged the original external consultants PWP Design and local urban designer, Urban Glow Heritage to work with the council as a critical friend to the design process and assist with looking at creative and longer-term ideas for Front Street. The Project team have contacted the Greater Acomb Community Forum (formerly **Acomb Neighbourhood Plan Group)** to gain insight from their early 2017/8 SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis and understand their priorities moving forward.
Onsite Trials	At the commencement of phase 1 highway improvement works, the Regeneration team consulted both the Highways Team and the CYC Access Officer to identify potential areas of concern and scope for opportunity. **Accessible Seating** The council had commissioned the **MIMA City Centre Accessible Seating Review** as part of City Centre Action Plan. Working with the CYC Access Officer, the Regeneration team were able to source bespoke accessible seating options to trial options which

	supported new MIMA accessible seating framework, and incorporated "Happy to Chat" initiative, which helps prevent social isolation. During September and November 2023 two surveys were undertaken to ask residents and stakeholders for their seating preference. Results of which have shaped council Accessible Seating Policy. **Accessible Cycling** The Regeneration Team were also aware of the forthcoming Design Guide for City Centre Accessible Cycle Parking, with particular focus on new adapted / cargo bike provision. To test the new adapted racks, prior to full city centre roll out two racks were installed in Front Street, June 2023. Ongoing feedback has been obtained, again to inform city centre roll out. **Dropped Kerbs** The 2024 engagement highlighted that the west end of Front Street is the entrance that most pedestrians use. As such it should be a welcome gateway to Front Street and the recently installed dropped crossing is sufficient – there was low support for replacing this with the proposed raised table. By retaining the dropped crossing instead there is a potential to install wheelchair tactiles at this crossing as part of the final design. The York Access Forum have been consulted and support the proposed trial. Final trial details are to be confirmed prior to agreement and implementation.
Design Development	Throughout the development of phase 2 work the Regeneration Team have consulted the CYC Access Officer and the York Access Forum on improving the Blue Badge car parking provision, creating a more people friendly space within the main shopping area and looking to introduce a

	new crossing point (linking with older parts of Front Street). This collaborative working has ensured phase 2 work to best align with Councils Equality and Humans Right Policies and where necessary mitigation measures are applied.
Research reports	• MIMA City of York – Accessible Seating Review and inclusive Design Framework Jan 2024 • City of York Council Design Guidance for City Centre Parking, May 2023 Future of Acomb Front Street Study 2021
Future engagement	There will be no engagement on the final designs due to programme constraints in delivering against UKSPF spend deadlines, however following the Joint Ward Community Meeting and Executive Meeting, individual sessions could be held with stakeholder groups if required. • 18th July 2024 Executive Meeting – update report • Pre decision Scrutiny 9th September 2024 • Executive Member Decision Session for Economy and Culture 24th Sept 2024 • The EIA is a living document and will be reviewed throughout project duration.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
Extent of opposing view with the community on long term aspiration to pedestrian the precinct area or adopt "privately maintained area."	Commission feasibility study on options for vehicle use of the carriageway, to understand cost v expectation target date September 2024
Community support for final phase 2 work	Broad support for proposed phase 2 work, continue to review engagement responses and share progress at Joint Ward Committee meeting – encourage residents/ stakeholders to attend/ understand and comment on plans prior to final/ detailed design
Potential conflict over the repainting of School Street for accessible parking (existing 2 unenforced BB spaces and consistency with accessible parking installed across 3 locations i.e loss of I BB parking bay)	A review of all parking provision in the proximity of School Street would be advantageous to all residents. This is outside of current project scope, consider when further funding is identified
Policy changes – shared space DfT memorandum	Keep under review

Step 4 – Analysing the impacts or effects.

4.1	**Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?** Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations**.**		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**

Age	Users of Front Street were asked how they travel to Front Street (select all) By Foot (79%), Car (47%), Bike (21%), Bus (13%) 15% of all responders (108 respondents) were Blue Badge holders. Older age profiles use their car to visit Front Street and transport bulk/ heavy shopping at their convenience once the road is open to traffic i.e outside of pedestrian zone. Clear designated BB parking and **maintaining** current road restrictions/ vehicle access to shopping area. Respondents were keen to see additional seating introduced but not near busy York Road, and ensure any new sculptural seating has sufficient back and arm rest support. Potential to relocate and add additional “Happy to Chat” seating with the proposed clustered/ social seating planned.	Positive	Medium
Disability	Clear accessible, cross hatched Blue Badge parking spaces in 3 locations (Halifax/Cooplands, School Street and Cross Street). 2x in line accessible Blue Badge bays in York Road layby as mitigation. Prior to this work there are theoretically 7 informal and unenforceable Blue Badge parking spaces across 3 locations, however these areas are frequently misused and the “spaces” are insufficient for WAVs and many standard cars.	Positive	Medium

	The 6 accessible Blue Badge parking spaces will provide consistency, ease of use, and reduce travel anxiety for blue badge users. Net reduction of 1 Blue Badge space. The additional seating will see further introduction of the successfully trialled accessible seating, facilitating lateral transfer and meet the MIMA recommendations on accessible seating. The accessible cycle parking provides two allocated spaces for cargo and adapted cycles near to both welcome entrances, therefore minimise distance to shops. The existing toilet block will be upgraded to two accessible units, with both LHS and RHS transfer option. A new shared cycle and pedestrian route will be installed along Cross Street to provide safe route to the toilet block (currently a cycle lane only). The emerging design for phase 2 ensures clear unrestricted routes through the area. There is a decluttering of highway signs and poles, removal of bollards along both the high street and around the Blue Badge parking bay at Halifax/ Cooplands which will assist with ease of access into and out of vehicles.		

	To assist with increasing usage of finding and using local amenities like library, accessible toilets and open green space clearer signage and wayfinding will be introduced. The trial of new wheelchair tactile paving at the west end existing dropped crossing, would reduce the vibrations and shuddering that wheelchair users experience moving across tactile paving. York Access Forum support the proposed trial and consulted both wheelchair users and individuals that are registered blind. Final trial details are to be confirmed prior to agreement and implementation.		
Gender	Data analysis did not identify particular findings / impacts from this group.	Neutral	
Gender Reassignment	Data analysis did not identify particular findings / impacts from this group.	Neutral	
Marriage and civil partnership	Data analysis did not identify particular findings / impacts from this group.	Neutral	
Pregnancy and maternity	Data analysis did not identify particular findings / impacts from this group.	Neutral	
Race	Data analysis did not identify particular findings / impacts from this group.	Neutral	
Religion and belief	Data analysis did not identify particular findings / impacts from this group.	Neutral	
Sexual orientation	Data analysis did not identify particular findings / impacts from this group.	Neutral	

Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	Clear accessible, cross hatched Blue Badge parking spaces in 3 locations (Halifax/Cooplands, School Street and Cross Street). 2x in line accessible Blue Badge bays in York Road layby as mitigation	Positive	Medium
Low income groups	The creation of a more unified destination, including sign posting of local free amenities (Library, play spaces) will support residents and visitors alike to better access and use local facilities. The monthly market operator enhances the retail offering of the area through a variety of c.25 stalls. This regular market provides greater choice of retail goods within potentially walking distance of peoples homes, and reduces the need/ requirement for low income groups to use public transport and incur additional expenditure to travel beyond the shopping area. There are ambitions to increase the frequency and offer alternative food style markets and local events, which in turn will provide greater local community activities. We will endeavour to provide a mix of events and activities that the local community have asked for and free to participate for example traditional fruit and veg market or community street party/ BBQ/ face painting. The economic benefit to increasing footfall and supporting reinvestment in the local community will support a more resilient high street.	Positive	Medium

Veterans, Armed Forces Community	Data analysis did not identify particular findings / impacts from this group.	Neutral	
Other	Data analysis did not identify particular findings / impacts from this group.	Neutral	
Impact on human rights:			
List any human rights impacted.	York has set a list of five priority human rights; right to equality and non-discrimination, right to education, right to health and social care, right to housing and the right to a decent standard of living. The scheme seeks to create a safe, accessible people friendly space that will bring the community together through local free activities and events, encourage inter-generational socialisation and enrich the lives of all residents.	Positive	Medium

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
During the public engagement the York Access Forum were consulted, and their feedback has shaped the emerging design, and identified potential opportunities for future work (subject to funding). Following publication of progress/ update report we will share the high level principles and hope to finalise work on the proposed trial of wheelchair tactiles. With regard to the net reduction of 1 Blue Badge space, as future funding and phases of the scheme emerge, we will review potential to provide increased Blue Badge parking in the area, in consultation with highway officers, Access Officer and York Access Forum.	

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**

- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	**Conclusions/justification**
No major change to the proposal	The EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Long term aspiration to pedestrian the main shopping area	Commission feasibility study on options for vehicle use of the carriageway, to understand cost v expectation target date September 2024	Project Manger	October 2024
How to share emerging phase 2 design without second public engagement.	Present at Joint Ward Committee meeting – encourage residents/ stakeholders to attend/ understand and comment on plans prior to final/ detailed design. Signpost project website and three public meetings where designs will be scrutinised	Project Manager	September 2024
Potential conflict over the repainting of School Street	Highlight need for a review of all parking provision in the proximity of School Street to Highways team, potential to prepare draft scope and	Project Manager	Post March 2025

	continue when further funding is identified		
Policy changes – shared space DfT memorandum	Keep under review	Project Manager	Ongoing

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Following completion of the phase 2 scheme further review of EIA will be undertaken to ensure any final design changes are captured and assessed. The EIA is a living document and will be reviewed throughout project duration.

Meeting:	Executive
Meeting date:	18 July 2024
Report of:	James Gilchrist, Director of Transport, Environment and Planning
Portfolio of:	Cllr Jenny Kent - Executive Member for Environment and Climate Emergency

Adoption of York's Fourth Air Quality Action Plan (AQAP4)

Subject of Report

1. City of York Council's Fourth Air Quality Action Plan (AQAP4) outlines the action CYC will take to further improve air quality in York over the next 5 years to go beyond statutory health-based National Air Quality Objectives in all areas of the city and to work towards meeting stricter World Health Organisation (WHO) Guidelines.

2. CYC has already made considerable progress in reducing air pollution in the city over the last 10+ years, via pioneering initiatives such as the UK's first voluntary Clean Air Zone (CAZ) and electrification of buses, low emission planning guidance, low emission taxi upgrades and providing widespread charging infrastructure for electric vehicles (EVs).

3. AQAP4 has been produced as part of our statutory duties required by the Local Air Quality Management (LAQM) framework. AQAP4 is fully aligned to the Council Plan and reflects ambitions contained within our 10-Year Strategies covering climate, health and wellbeing and the economy. AQAP4 firmly embeds the Council Plan's priority of sustainable, accessible transport for all and the council's commitment to healthy and affordable (energy-efficient) homes.

4. AQAP4 outlines 29 actions across 12 priority areas and reflects work being progressed (and planned) across the council and with partners to reduce emissions and improve air quality in York. Through AQAP4, CYC will ensure that pollution levels are reduced

as far as practically possible and that opportunities for low emission travel in the city are maximised for everyone. AQAP4 is closely aligned to both our wider sustainable transport vision and our carbon reduction aspirations, that seek to facilitate and encourage walking, cycling and low emission public transport use, which have co-benefits for health and wellbeing. AQAP4 also includes measures to tackle pollution from non-transport sources. Further detail for all AQAP4 priority areas is provided in this report.

5. A draft of AQAP4 was subject to a period of widespread public consultation between 22 November 2023 and 4 February 2024 alongside CYC's Local Transport Strategy (and CYC's new Enforcement Policy, which covers some air quality related issues). This report presents the final AQAP4 (Annex A), summarises the scope and results of the public consultation (Annex C). The Executive is asked to note the results of the public consultation, the updates made and to formally adopt AQAP4.

Benefits and Challenges

6. AQAP4 sets out CYC's commitment to improve air quality as part of the Local Air Quality Management regime, required under the Environment Act 1995 (as amended by the Environment Act 2021) and subsequent regulations. It will ensure that York continues to have a robust, current and relevant AQAP based on a strong local emission evidence base.

7. AQAP4 measures will reduce pollution and thereby improve health throughout the city and should deliver the national air quality objectives for nitrogen dioxide within the AQAP4 delivery period (2024 – 2028). AQAP4 will also reduce emissions of particulate matter (PM_{10} and $PM_{2.5}$) to protect public health. Adoption of AQAP4 will demonstrate to DEFRA that York is continuing to strive to improve air quality in the city.

8. Not progressing AQAP4 or delaying adoption will reduce and slowdown delivery of air quality improvement measures resulting in higher pollution and carbon emissions and greater damage to people's health. It would also harm York's reputation with DEFRA as a high achieving authority in terms of air quality and reducing emissions. Delaying adoption of AQAP4 may result in lost opportunities for attracting low emission vehicles, technologies and associated jobs and will also weaker York's ability to attract future funding for air quality related initiatives.

9. Delaying AQAP4 may mean that CYC is not considered to be using 'best endeavours' to implement local measures to reduce particulate emission in line with revised $PM_{2.5}$ targets introduced through the Environment Act 2021. Responsibility for meeting national $PM_{2.5}$ targets lies with central government, but local authorities are expected to contribute to achieving the targets through local action to tackle sources under their influence. Measures to specifically target $PM_{2.5}$ are outlined in AQAP4 to complement wider air quality improvement initiatives.

Policy Basis for Decision

10. AQAP4 has been produced as part of our statutory duties required by the Local Air Quality Management framework under the Environment Act 1995 (as amended). It outlines the action we will take to further improve air quality in York over the next 5 years to go beyond health-based National Air Quality Objectives in all areas and to work towards meeting stricter World Health Organisation (WHO) Guidelines.

11. AQAP4 is fully aligned to the Council Plan and reflects ambitions contained within our 10-Year Strategies covering climate, health and wellbeing and the economy.

12. AQAP4 supports the aims of the council's Health and Wellbeing Strategy by minimising and reducing public exposure to air pollution and by raising public awareness of the impacts of air pollution on health. AQAP4 will also continue to ensure that new developments provide a safe and healthy environment for occupants, support active travel initiatives, and help to address health inequalities in the city. AQAP4 firmly embeds the Council Plan's priority of sustainable, accessible transport for all and recognises the important continued role of modal shift in air quality improvement. AQAP4 strives to facilitate the uptake of low and zero emission modes of transport to allow York's residents, workforce and visitors to travel sustainably.

13. AQAP4 additionally embeds the council's commitment to healthy and affordable (energy-efficient) homes and has been developed to complement CYC's Climate Change Strategy and support the guiding principles of our Economic Strategy, which aims to build inclusive, healthy and sustainable communities. AQAP4 provides a framework for air quality improvement activities and emission reduction policies. Many AQAP4 measures directly support CYC's carbon reduction programme and complement measures to reduce combustion activities generally across the city.

14. AQAP4 contains measures relating to the Local Plan that will build upon previous actions delivered as part of earlier AQAPs for the city. These include the continued development of Low Emission Planning Guidance, to formalise the approach for assessing and mitigating the emissions impacts of new development. AQAP4 also includes measures to tackle emissions associated with solid fuel burning across new development sites.

Financial Strategy Implications

15. Implementation of the measures in AQAP4 will require both capital and revenue funding. Absolute impacts on air quality will vary between AQAP4 measures, as will implementation costs. Whilst some actions are already underway, some are in the planning stages or may not yet have funding secured.

16. It is envisaged that lower cost measures will be deliverable using existing staff resource and existing budgets, including secured air quality and transport related grant funding. Some measures are subject to further feasibility studies and staff resource, that will need to be financed. It is anticipated that the majority of this funding will be obtainable from additional government grant opportunities and private investment.

17. Funding requests will follow the council's budgetary (capital & revenue) process. Approving AQAP4 as council policy does not commit further funding to support the delivery of AQAP4, but rather outlines a commitment to improve air quality and seek all opportunities to deliver the actions outlined in the document.

Recommendation and Reasons

18. Executive is asked to:

    a) review the comments received in relation to the AQAP4 consultation (see Annex C)

    b) accept the amendments to the draft AQAP4 and responses made by officers in response to consultation feedback (outlined in this report and in Annex C)

    c) to formerly adopt the amended AQAP4 circulated with this report as CYC's Fourth Air Quality Action Plan (Annex A) and submit a final version of the document to DEFRA.

19. **Reason:** Adoption of AQAP4 will allow CYC to fulfil its statutory duties required by the Local Air Quality Management (LAQM) framework under the Environment Act 1995 (as amended). It will ensure that York continues to have a robust, current and relevant

Air Quality Action Plan to deliver emission reduction and health improvement benefits over the next 5-year period.

Background

20. Local authorities must regularly review and assess air quality in their areas to determine if health-based air quality objectives are likely to be achieved. Where an exceedance of an objective is considered likely, a local authority must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) to set out measures to deliver air quality improvements.

21. Local authorities must prepare an Annual Status Report (ASR) every year, to report on progress in achieving reductions in pollution and on progress with delivering measures in a local AQAP. Previous ASRs produced by CYC are available on the CYC website.

22. Through previous AQAPs, CYC has introduced electric buses across York's Park & Ride sites, a city centre Clean Air Zone (CAZ) for buses, low emission planning guidance to minimise and mitigate development related emissions, an anti-idling campaign, widespread EV charging infrastructure across the city and incentives for low emission vehicle use. AQAP4 builds on the successful initiatives and programmes delivered to date in pursuit of cleaner air for all.

23. AQAP4 updates and replaces the previous action plan (AQAP3) which ran from September 2015 and has been developed to reflect growing evidence about the health impacts of air pollution, updated work to consider local sources of air pollution and the current air quality in York compared to the health-based standards.

The case for clean air and improving health outcomes

24. Air pollution is associated with a number of adverse health impacts. It is a contributing factor in the onset of heart disease and cancer and particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. Air pollution in the UK is responsible for 29,000 to 43,000 premature deaths per year[1], with a total estimated cost to the NHS and social care of £157 million in 2017[2]. It is estimated that long-term exposure to air pollution (specifically fine particulate, $PM_{2.5}$) was a contributory factor to the cause of death in 4.4% of

[1] Defra. Air quality appraisal: damage cost guidance, January 2023
[2] Public Health England. Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report, May 2018

deaths (approximately 90) in York in 2021[3]. This is approximately 1 in every 22 deaths.

25. Studies have demonstrated that long-term exposure to air pollution can reduce life expectancy, mainly due to conditions affecting the heart or blood vessels, respiratory conditions and lung cancer. In addition, short-term exposure (over hours or days) to increased levels of air pollution can also cause breathing difficulties, make asthma worse and increase hospital admissions due to heart and lung conditions[4]. The health effects of air pollution are varied and complex and can affect everyone, at all stages of life (although some people are more affected, perhaps because they are exposed to higher levels of air pollution in their day to day lives, live in polluted areas, or are more susceptible to air pollution related health issues).

26. Air pollution can also have economic impacts through sickness absence and reduced productivity. The coronavirus pandemic clearly demonstrated the critical link between human health and economic prosperity.

27. AQAP4 contains measures to reduce concentrations of nitrogen dioxide (NO_2) and particulate matter ($PM_{2.5}$ and PM_{10}) to meet the health-based air quality objectives and work towards stricter World Health Organisation (WHO) Air Quality Guidelines to improve public health. Alongside other complementary strategies, AQAP4 will also deliver wider public health benefits, such as reducing obesity and improving mental health and wellbeing, via promotion of active travel options such as walking and cycling.

Current Air Quality in York

28. Through monitoring of air quality across the city, CYC has previously identified some areas of the city centre, around the busy inner ring road, where long term annual average nitrogen dioxide (NO_2) levels are above health based objective levels. These areas were incorporated into an Air Quality Management Area (AQMA).

29. The AQMA includes areas where members of the public are likely to be exposed to air pollution regularly over long periods of time, such as residential properties, nursing homes and schools. These are called ‘relevant locations’. Following public consultation, residents and businesses said they wanted to see some busy

[3] https://fingertips.phe.org.uk/profile/public-health-outcomes-framework/data#page/3/gid/1000043/pat/6/par/E12000003/ati/302/are/E06000014/iid/93861/age/230/sex/4/cat/-1/ctp/-1/yrr/1/cid/4/tbm/1

[4] Health matters: air pollution. Public Health England. https://www.gov.uk/government/publications/health-matters-air-pollution/health-matters-air-pollution

roads included within the AQMA boundary and air quality improved in these areas.

30. There has been a general downward trend in nitrogen dioxide (NO_2) concentrations monitored across the city since 2012. The reductions relate to improvements in traffic emissions generally, changes in background air quality and local initiatives introduced through previous Air Quality Action Plans, Local Transport Plans and CYC's wider sustainable travel programmes.

31. Despite improvements in the longer term of the last 10+ years, there remain a number of areas around the inner ring road (in the existing AQMA) where CYC has monitored exceedances of the health based annual mean NO_2 objective in recent years; these include Gillygate / Bootham / St Leonards Place, Holgate / Blossom Street and Rougier Street.

32. The monitoring data for 2023 has shown that:

- across CYC's continuous monitoring sites, air quality improved on average by 6% (NO_2), 13% (PM_{10}) and 6% ($PM_{2.5}$) compared with 2022.
- the maximum NO_2 concentrations monitored at relevant locations (i.e. locations representative of long-term public exposure) decreased across all areas of the AQMA compared with 2022.
- Reductions in maximum NO_2 concentrations monitored in key areas that were in breach of health-based objectives in 2022 were as follows: Gillygate/Bootham/St Leonards (10% reduction), Blossom Street / Holgate (10% reduction) and Rougier Street (16% reduction).
- the only area of the city to breach the annual mean NO_2 objective in 2023 was the area around Gillygate/Bootham/St Leonard's Place. Concentrations of NO_2 up to 43µg/m^3 were monitored in this area (near Gillygate / Bootham junction), although monitoring on the facades of residential buildings on Gillygate itself showed that concentrations were equal to the objective at 40µg/m^3.

33. In line with DEFRA guidance, the wider area of York's inner ring road must remain a designated AQMA until such time that sustained compliance with health based objective levels can be demonstrated[5]. Measures in AQAP4 aim to improve in air quality in

[5] Where NO_2 monitoring is completed using diffusion tubes, to allow for the uncertainty associated with the monitoring method, DEFRA guidance advises that revocation of an AQMA should only be considered following

these areas and across the wider city, allowing the council to ultimately revoke the AQMA declared for NO_2, continue to drive reductions in man-made particulate pollution and work towards WHO Guidelines to improve public health.

Sources contributions and the role of transport

34. Our latest source apportionment work (presented in detail in the main AQAP4 document) shows that across York's area, the transport sector continues to be the largest contributor (57%) to NO_x emissions, compared to 17% of $PM_{2.5}$ emissions. Road transport is responsible for most of these emissions, with a smaller contribution from sources such as non-road mobile machinery and rail. In comparison, heating homes makes up 17% of NO_x emissions and 37% of $PM_{2.5}$ emissions. It is estimated that nearly a third (31%) of $PM_{2.5}$ emissions from heating homes are due to wood burning.

35. As pollution from transport is the main source of NO_x in York, CYC must continue to deliver sustainable transport solutions and work towards reducing pollution from all types of vehicles.

36. Cars continue to produce over half of transport emissions. CYC's Transport Strategy sets a target of 20% reduction in vehicle miles travelled by 2030, which will need to be delivered by significant increases in walking, cycling and use of public transport across York. We must also maximise the uptake of zero tailpipe emission vehicles via incentives and provision of suitable charging infrastructure[6]. This should be supported by measures such as ongoing campaigns to reduce idling emissions and robust planning guidance to ensure private vehicle trips are minimised on new developments.

37. Heavy Goods Vehicles (HGVs) are a significant pollution source on the majority of major roads, where they contribute between 15 and 25% of the total road NO_x emissions (but on a few roads as much as 55%). Light goods vehicles (LGVs) are responsible for less than 10% of road traffic NO_x emissions on the majority of roads but are more significant in certain areas such as the outer ring road and on key main roads, representing up to 25% of total road traffic emissions.

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three consecutive years of annual mean NO_2 concentrations being lower than 36µg/m3 (i.e. within 10% of the annual mean NO_2 objective).

[6] Recent survey work has shown that petrol and diesel vehicles still represent most of the car fleet, with only around 6% of cars being either electric-hybrid or fully electric.

38. Pollution from buses has reduced significantly in recent years due to the introduction of a Clean Air Zone (CAZ) in the city centre and upgrades to vehicles serving high frequency routes including Park and Ride services. Whilst bus emissions now comprise less than 10% of road traffic emissions on the majority of streets, in some areas, they still contribute up to 25%. CYC is currently working with operators to maximise the number of services operating fully electric buses to eliminate tailpipe emissions from these essential service vehicles.

39. Work undertaken for AQAP4's evidence base showed that a further reduction in NO_x emissions of approximately 25% is needed to meet the health-based targets in all areas of the city. This is considered a worst case as it is based on the highest levels of pollution monitored over the last 5 years. This is in line with DEFRA guidance, which requires local authorities to consider local monitoring results over several years or more.

40. It should be noted that in future years, falling background pollutant concentrations and improvements in vehicle emissions generally across the fleet will drive reductions in emissions and corresponding improvements in air quality. Improvements in vehicle emissions may be sufficient to drive the required level of emission reduction within a 4-year time period (by 2027/28) without additional measures in place. However, CYC has a statutory duty to deliver air quality improvement as quickly as possible and must take all measures reasonably practical to deliver cleaner air and achieve further reductions in vehicle miles travelled in York. It is considered that local interventions outlined in AQAP4 (and associated transport policies) could theoretically deliver the level of emission reduction required to meet objective levels across York within a 2-year period (by 2025/26).

41. It should be noted that further bespoke traffic management may be necessary in some specific areas such as Gillygate, which present particular challenges for air quality improvement due to their canyonised nature (where theoretical impacts predicted by modelling are not always realised in practice).

Scope of AQAP4

42. AQAP4 sets out a range of measures to reduce air pollutants from different sectors, including transport. A key aim of AQAP4 is to achieve and go beyond the health-based air quality objectives for nitrogen dioxide as soon as possible. AQAP4 also includes measures to address fine particulate matter ($PM_{2.5}$), supporting current evidence that this is the pollutant most damaging to health.

Responsibility for meeting national targets for $PM_{2.5}$ lies with central government, but local authorities are expected to contribute to achieving the targets through local action wherever possible.

43. In addition to reducing transport pollution, there are also opportunities to reduce $PM_{2.5}$ from domestic burning of solid fuels. Whilst in part this will be addressed by new legislation around the types of fuels that can now be legally sold, there are opportunities for CYC to raise awareness of the impacts of burning solid fuels and ensure that suppliers/retailers are complying with legal requirements. Measures to address this issue will also help to reduce NO_x emissions, albeit to a lesser extent.

44. AQAP4 outlines 29 actions across 12 priority areas. As part of AQAP4's development, all proposed measures were evaluated in terms of air quality impact, feasibility, funding, cost, implementation timescales and alignment with wider CYC strategies. This cost benefit analysis is presented in the main AQAP4 document. A high-level summary of each priority area is provided below:

- **Reducing emissions from freight / delivery vehicles** - CYC will continue feasibility work to address first/last mile delivery of light goods in York and will work with partners to evaluate low emission delivery modes. Minimising the overall number of delivery vehicles and ensuring the remaining deliveries are made by zero emission modes has the potential to significantly improve air quality in York. We will also prioritise a pilot project to test a 'micro-consolidation centre' for the purpose of distributing light goods around the city centre and will consider the feasibility of extending the Clean Air Zone to include HGVs / freight vehicles.
- **Reduce emissions from buses** - CYC will continue to work in partnership with bus operators to improve bus provision for all service users. Whilst considerable progress has been made to clean up York's buses in recent years, CYC must continue to address pollution from lower frequency services and maximise the number of services operating fully electric buses to further reduce exhaust emissions. CYC will work with partners to deliver further bus upgrades using secured DfT funding and extend the Clean Air Zone (for buses) to York Central.
- **Reduce emissions from idling vehicles** - CYC will continue to raise awareness of the impact of idling vehicles upon public health through our 'Kick the Habit' anti-idling awareness / behaviour change campaign, supported by anti-idling patrols.

This will include raising awareness with commercial vehicle operators, such as those involved in deliveries or construction.

- **Reducing emissions from taxis** - CYC will continue to work with the trade to replace diesel and petrol taxis with low and zero emission vehicles via the use of incentives and awareness raising. This will be supplemented with further revisions to Taxi Licensing policy to phase out older, more polluting taxis, following consultation with the taxi trade. We will prioritise further opportunities for minimising pollution from taxis in the city centre, including exploring the feasibility of including them within a Clean Air Zone.
- **Reduce emissions from CYC fleet** - CYC recognise that the way our own fleet vehicles are renewed is a vital part of the CYC air quality improvement / carbon reduction programmes and that the transition to a cleaner, greener fleet must be done without compromising the essential services CYC delivers. We also recognise that we must lead by example; the successful operation of ultra-low and zero emission vehicles as part of the CYC fleet will show leadership and will act as a catalyst for other fleet operators in the city to upgrade their vehicles and accelerate their renewal programmes.
- **Expand Electric Vehicle (EV) charging** - CYC's EV Charging Strategy set out how we plan to deliver York's EV charging network up to 2025. CYC will deliver additional fast and rapid charge points and actively monitor plug-in vehicle uptake in the city to ensure our charging network remains fit for purpose.
- **Minimise development related emissions** - CYC will continue to ensure that air quality impacts from new developments (including during construction) are appropriately assessed and mitigated, exposure to pollution is reduced via good design practices and that new private trips are minimised via provision of opportunities for sustainable transport. We will ensure that air quality considerations are used to inform the design of new developments and will strengthen local planning guidance to facilitate a transition away from fossil fuel heating sources, which can contribute to local air quality issues.
- **Provide local incentives for low emission vehicles and modes** - Whilst CYC's priority is to encourage modal shift and reduce private vehicle miles travelled, we will seek to ensure that any remaining trips are made by the lowest emission vehicles possible. CYC is committed to further incentivising the wider uptake of ultra-low emission and zero tailpipe emission

vehicles (and other zero emission micro-mobility modes) via development of incentives, such as parking discounts for low emission vehicles.

- **Improved public information and awareness** - Delivering clear messages to the public around the cause and consequence of poor air quality, especially impacts on health, are particularly important for driving behaviour change. Campaigns relating to issues such as energy efficiency, domestic smoke control, bonfires, fireworks and indoor air quality can all be valuable parts of a wider local air quality improvement strategy. CYC will continue to address these wider issues, alongside existing public information campaign work relating to public health and sustainable transport provision in the city.
- **Modal shift, active travel and network improvement** - Measures to reduce private vehicle trips and to encourage walking, cycling and use of public transport are considered fundamental to AQAP4. CYC's Local Transport Plan (LTP) continues to be a key part of the overall approach to air quality improvement across the city, with active travel at the apex of the city's travel hierarchy.
- **Regulation of industrial and domestic emissions** - In addition to reducing transport pollution, AQAP4 aims to reduce emissions from domestic and industrial combustion / heating, particularly fine particulate matter ($PM_{2.5}$) from burning solid fuels. We will ensure that smoke control area boundaries are reviewed and investigate complaints of non-compliance in line with updates to the Clean Air Act 1993. AQAP4 also recognises the synergies with CYC's carbon reduction programmes and measures to improve energy efficiency and support services.
- **Monitoring of air quality / access to air quality information** - Monitoring allows CYC to assess compliance with Air Quality Objectives, evaluate the effectiveness of air quality improvement measures and to provide reliable information to York's residents, visitors and workers to help them to reduce their exposure to pollution. We will ensure that the location and type of monitoring in the city is reviewed annually and remains relevant and targeted to key sources and pollutants. We will seek further opportunities to improve access to air quality information by residents, especially vulnerable groups.

Consultation Analysis

45. The draft AQAP4 was subject to a period of public consultation between 22 November 2023 and 4 February 2024. This consultation included:

- An online 'Survey Monkey' questionnaire and an 'accessible' electronic copy of the draft AQAP4 document were made available on the CYC Consultations webpage. A 'Consultation Summary' document was also produced and accompanied the online questionnaire.
- Printed copies of full AQAP4 document and Consultation Summary were made available at West Offices and Hazel Court reception. Hard copies of the questionnaire were also made available at these locations.
- The AQAP4 consultation was promoted at all Local Transport Strategy (in-person) drop-in events at the Friargate Meeting House throughout December 2023 and January 2024. The Environmental Protection team hosted a stand at three of these events to obtain 'in-person' feedback on AQAP4 and wider air quality issues.
- The consultation was promoted to CYC staff through the 'CYC Staff Update' on 4 occasions and to the wider public via the 'OurCity' residents' newsletters issued by CYC's Marketing and Communications team throughout the consultation period.
- The consultation was regularly promoted via CYC's social media channels (Facebook, X (formerly Twitter), LinkedIn etc) throughout the consultation period.
- Additional notification of the consultation was sent directly to all statutory consultees and a number of other relevant stakeholders. This included Department for Environment Food and Rural Affairs (DEFRA), all neighbouring local authorities, York Civic Trust, UK Health Security Agency, the Environment Agency, National Highways, Yorkshire Ambulance Service, York Hospital, North Yorkshire Police, all local bus and taxi operators, the Confederation for Passenger Transport, Asthma and Lung UK, the University of York and York St John University. The consultation was also sent to bodies representing local business interests including Make it York, York BID, Federation of Small Business, York Chamber of Commerce and York & North Yorkshire Local Enterprise Partnership.

- The consultation was discussed with CYC's Access Officer and was circulated directly to members of the York Access Forum and wider disabled community.
- The consultation was sent directly to all CYC councillors on 29 November 2023, with information about to how to respond.
- In addition to the above, CYC's Environmental Protection team were available to answer questions on AQAP4 over the phone, in person by appointment, or by email during the consultation period.

46. The consultation draft of AQAP4 and outline of the proposed consultation approach and questionnaire was shared with CYC's Economy, Place, Access and Transport Scrutiny Committee on 24 October 2023 (as part of the paper discussing overarching principles for York's overarching Transport Strategy and Plan) . Whilst comments received from this committee related primarily to higher level transport objectives, feedback was used to inform the consultation activities around AQAP4, such as use of accessible language and opportunities for face-to-face feedback etc.

47. A total of 173 responses to the survey were received from 148 York residents (94%), 5 non-York residents (3%), and 5 people (3%) responding in a professional / business capacity (including 1 taxi driver/operator, 1 academic institution/university and 2 environmental charities/pressure groups). A separate written response to the consultation was received from York Civic Trust (YCT). A full overview of the survey responses, the comments received and CYC's response to all points made are provided in Annex C.

48. In summary, over three quarters (79%) of respondents agreed that the council should continue to reduce air pollution. Between 67% and 87% of respondents indicated support for all AQAP4 priority areas (% dependent upon area), with 60% agreeing that the measures in AQAP4 would help to reduce emissions and improve air quality. The top 5 areas (either supported or strongly supported) were reducing emissions from buses (87.3%), monitoring air quality / access to air quality information (84.9%), reducing emissions from freight/delivery vehicles (83.3%), reducing emissions from taxis (83.2%), and reducing emissions from council vehicles (81.7%).

49. The main changes to the draft AQAP4 following consultation are as follows. Further commentary on updates is also provided in table A.1. in Appendix A of the main AQAP4 document.

- Executive Summary – new paragraph added to clarify that the statutory basis of the document is to outline measures to reduce NO_2, but CYC has wider ambition to address other pollutants such as Particulate Matter.

- Section 5.1 - Timescales for the plan and for all measures have been updated (table 5.13 in main document), including baseline information. Where relevant, measures in table 5.13 have also been updated to include the estimated emission impacts in the appropriate column of the table. Examples include measures 1a, 1b, 2a, 6, 8 and 10a. Measure 11c in table 5.13 now includes a reference to the Retrofit One-Stop Shop (ROSS) project that will facilitate retrofitting homes with low carbon measures, improve the householder experience and contribute to better energy efficiency standards across the city.

- Section 5.2.3 - added additional text to define 'idling', to highlight that CYC will take a proportionate approach to tackling idling emissions and to stress co-benefits such as reducing noise and carbon emissions.

- Section 5.2.7 - added a reference to use of green infrastructure (planting of trees and shrubs) for mitigating emissions to prioritise protection to more vulnerable populations.

- Section 5.2.8 (and text in Executive Summary) – text updated to reflect that active travel remains at the apex of the city's travel hierarchy and that CYC's priority is modal shift / reducing private car ownership / vehicle miles travelled. Stressed that CYC will seek to incentivise ultra-low and zero tailpipe emission vehicles only where vehicle use is considered a necessity.

- Section 5.2.9 – added in additional text to say that CYC will seek opportunities to collaborate with others to better understand the associations between lifestyle and exposure to air pollution (i.e. personal exposure monitoring).

- Section 5.2.10 – updated text to highlight that the outer ring road capacity upgrades may offer future opportunities for air quality improvements in the city centre.

- Appendix B (table B.1) - further explanation of those measures suggested as part of the consultation feedback

that will not be progressed by CYC throughout the AQAP4 period, for example congestion charging is not an option currently being considered by CYC and has been ruled out over the term of the current administration. See item 22 of Council - Thursday, 20 July 2023.

- Appendix C – clarified that an updated 'Public EV Charging Strategy' is due by 2025 and that this will include further consideration of on-street charging, which currently presents a challenge for terraced streets in York.

- Section 3.3 - Further detail around source contributions, especially nitrogen dioxide (NO_2) from vehicles. Additional NO_2 source apportionment (in line with national guidance LAQM-TG22) has been undertaken for all key areas of the AQMA. This is now presented at the end of section 3.3.1.

- Further information about the World Health Organisation (WHO) Guidelines to add further clarity around York's position in terms of recent monitoring data.

- Section 3.4 (Main document) - An estimate of the population exposure across each area of the AQMA has been added to table 3.5 at DEFRA's request.

- Section 3.5 (Main document) - updated to reflect further sensitivity testing undertaken with the Emission Factor Toolkit. Specific dates for compliance with AQ Objectives with and without AQAP4 measures have been estimated.

- Section 3.7 (Main document) - Targets for 'Air quality indicator 3' have been projected to 2028

Options Analysis and Evidential Basis

50. **Option 1 (recommended)** – to accept the findings of the AQAP4 consultation (detailed in Annex C) and the resulting amendments to the draft AQAP4. To formerly adopt the amended AQAP4 circulated with this report as York's Fourth Air Quality Action Plan (subject to any amendments at the meeting) and send a final version to DEFRA.

Option 1 will ensure that York continues to have a robust, current and relevant Air Quality Action Plan based on a strong local emission evidence base. AQAP4 measures will

deliver emission reduction and health improvement benefits throughout the city and should deliver the national air quality objectives for nitrogen dioxide with the AQAP4 delivery period. AQAP4 will also deliver reductions in emissions of particulate matter (PM_{10} and $PM_{2.5}$) for the protection of public health. Adoption of AQAP4 will demonstrate to DEFRA that York is continuing to strive to improve air quality in the city, in line with requirements laid out in the Environment Act and fulfil Local Air Quality Management requirements. AQAP4 is fully aligned to the Council Plan and reflects ambitions contained within our 10-Year Strategies covering climate, health and wellbeing and the economy.

51. **Option 2 –** to reject the findings of the AQAP4 consultation and updates to the draft AQAP4. To defer formal adoption of the amended AQAP4 circulated with this report until further consultation / further amendment as requested at this meeting have been completed.

- **Option 2** will delay the timescale for formal adoption of a revised AQAP for York, which will reduce and slowdown of delivery of air quality improvement measures resulting in higher emissions and greater health impacts. This would damage York's reputation with DEFRA as a high achieving authority in relation to air quality and reducing emissions. A formal warning letter was received from DEFRA in November 2023, highlighting that the existing AQAP was more than 5 years old and should be updated as soon as practically possible. Delaying adoption of AQAP4 may result in lost opportunities for attracting low emission vehicles, technologies and associated jobs and will also weaker York's ability to attract future funding for air quality related initiatives.

Organisational Impact and Implications

52. The various implications of this report are summarised below

Financial

53. Implementation of the measures in AQAP4 will require both capital and revenue funding. Absolute impacts on air quality will vary between AQAP4 measures, as will implementation costs. Whilst some actions are already underway, some are in the planning stages or may not yet have funding secured. An estimate of implementation costs is provided in Section 5 of AQAP4.

54. It is envisaged that lower cost measures will be deliverable using existing staff resource and from within existing budgets, mainly the LTP capital programme and secured air quality and transport related grant funding. Some measures are subject to further feasibility studies and staff resource, that will need to be financed. It is anticipated that the majority of this funding will be obtainable from additional government grant opportunities and private investment.

55. Any request for funding will follow the council's budgetary (capital & revenue) process. Approving AQAP4 as council policy does not commit further funding to support the delivery of AQAP4, but rather outlines a commitment to improve air quality and seek all opportunities to deliver the actions outlined in the document.

Human Resources (HR)

56. There are no HR implications contained in this report. Any increase in council resource that may/may not be needed as a result of any further feasibility work will be resourced in accordance with council policy and procedure.

Legal

57. AQAP4 is a statutory document required under the Environment Act 1995 (as amended by the Environment Act 2021) and subsequent regulations. CYC has a statutory duty to periodically review the air quality within its area both at the present time and as regards future air quality. There is a duty to designate an AQMA where air quality objectives are not being achieved or are not likely to be achieved. Once an area has been designated there is a duty to carry out an assessment and prepare an air quality action plan (AQAP) for the area. DEFRA have issued statutory guidance to which the Council must have regard in exercising these functions. This includes annual reporting on progress with delivery of measures in AQAPs and refreshing of AQAPs when necessary.

58. AQAP4 is an update of the previous AQAP3 to address the continued breaches of the annual mean NO_2 objective in the city and to demonstrate a commitment to reducing particulate matter in line with national targets. The implementation of AQAP4 will involve the use of legal powers such as traffic regulation, planning powers and those outlined in the various Clean Air Acts. Use of such powers will need to be considered on a case-by-case basis.

59. Having consulted the public and other statutory consultees on the contents of AQAP4, in making its decision, the Executive is under an obligation to pay due regard to the comments received.

Procurement

60. There are no direct procurement implications arising from adoption of AQAP4, but delivery of measures contained within AQAP4 will require future procurement of services, feasibility studies, contractors etc. Such procurement will be subject to CYC's internal procurement guidelines and Public Contract Regulations 2015 and will include liaison with CYC Procurement and Legal teams as necessary.

Health and Wellbeing

61. Measures to reduce emissions and improve air quality support CYC's health and wellbeing priorities which aim to tackle health inequalities and promote healthy lifestyles. AQAP4 has been developed in consultation with the Public Health team and supports the aims of the council's Health and Wellbeing Strategy by minimising and reducing public exposure to air pollution and raising public awareness about the impacts of air pollution on health.

Environment and Climate action

62. Air pollution damages buildings as well as human health. Improving air quality will help to protect the city's many historic buildings and create a cleaner environment for visitors to York, an ultra-low emission city.

63. York's built and natural environment underpins people's quality of life and attracts millions of visitors to the city each year. Protecting and enhancing these environments for existing and future generations is a key priority for the council and our residents. The council has a key role in creating an environment where people make sustainable choices about the way they live and work.

64. AQAP4 embeds the council's commitment to healthy and affordable (energy-efficient) homes and has been developed to complement CYC's Climate Change Strategy. Ongoing delivery of AQAP4 must strive to maximise synergies with this strategy; it must also prevent conflicts. Consideration has been given to these issues in preparation of AQAP4 to ensure measures remain appropriate for addressing local air quality and climate change alike.

Affordability

65. All measures within AQAP4 have been considered in terms of affordability to the public and each measure balanced against a potential adverse economic impact. E.g. measures such as

congestion charges and Ultra Low Emission Zones (ULEZs) have been ruled out as they prevent the less well off from entering the city centre while the more prosperous can afford to pay the charges and continue to do so.

66. AQAP4 supports an environmentally friendly, efficient and affordable public transport system for all, together with safe walking and cycling.

67. Consideration will be given to all those unable to afford to transition to zero and low emission modes of transport and heating with grants and incentives being made available where possible.

Equalities and Human Rights

68. The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions). Vulnerable people, including older people, children, pregnant women and those with respiratory and other illnesses, are more likely to be adversely affected by poor air quality.

69. A high-level EIA accompanies this report at Annex D. The current overarching EIA relates primarily to what is currently known about measures proposed in AQAP4. However, it should be noted that throughout AQAP4's delivery phase further EIAs will be carried out on a case by case basis in respect of specific projects/measures outlined in the document to identify any further equalities implications.

70. No potential for unlawful discrimination has currently been identified and any potential adverse impacts will be appropriately mitigated. Opportunities to advance equality and foster good relations will be sought throughout AQAP4's delivery and reported through individual project EIAs ahead of delivery.

Data Protection and Privacy

71. As there is no personal data, special categories of personal data, or criminal offence data being processed to inform this report, there is no requirement to complete a Data Protection Impact Assessment (DPIA). Individual AQAP4 projects subject to Data

Protection Impact Assessments (DPIAs) will be progressed and reported in future member reports as necessary.

72. A Privacy Notice for the online AQAP4 consultation activities was agreed by CYC's Information Governance team and is available for review at https://data.yorkopendata.org/dataset/consultation-privacy-notices/resource/a9f9de44-98a8-41fe-92a5-87a161f29cc3

Communications

73. Delivering clear messages to the public around the cause and consequence of poor air quality, particularly around impacts on health, are particularly important for driving behaviour change. Campaign work is a valuable part of the wider AQAP4 air quality improvement strategy.

74. CYC Marketing and Communications are fully engaged on AQAP4 and have been instrumental in the AQAP4 consultation. Further input from CYC's Communications team will be required to support future engagement work and specific AQAP4 projects.

Economy

75. Good air quality reduces absence from work and education due to air pollution related illnesses. A healthy York population is critical to achieving the economic aspirations of the city.

Risks and Mitigations

76. Deferring formal adoption of AQAP4 will delay the timescale for formal adoption of a revised AQAP for York, which will reduce and slowdown of delivery of air quality improvement measures resulting in higher emissions and greater health impacts. The principal risks are therefore non-compliance with statutory air quality objectives and resultant long-term health impacts.

77. Delaying adoption of AQAP4 may result in lost opportunities for attracting low emission vehicles, technologies and associated jobs and will also weaker York's ability to attract future funding for air quality related initiatives. As such, there are also some reputational risks associated with delaying adoption and/or delivery of AQAP4.

Wards Impacted

78. AQAP4 outlines measures that will improve air quality across the whole of York and therefore impacts all CYC wards.

Contact details

For further information please contact the authors of this Decision Report.

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Report approved:	Yes
Date:	22/05/2024

Background papers

All relevant background papers must be listed.
A 'background paper' is any document which, in the Chief Officer's opinion, discloses any facts on which the report is based, and which has been relied upon to a material extent in preparing the report. See page 5:3:2 of The Constitution.

Annexes

- Annex A: Final AQAP4 (as proposed)
- Annex B: AQAP4 Consultation survey questions
- Annex C: AQAP4 Consultation - Summary of responses
- Annex D: Equalities Impact Assessment (EIA)

City of York Council

Fourth Air Quality Action Plan (AQAP4)

Final Document

In fulfilment of Part IV of the Environment Act 1995
Local Air Quality Management

June 2024

Local Authority Officers	Andrew Gillah, Mike Southcombe
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Report Reference number	CYC AQAP4
Date	June 2024

Executive Summary

This Air Quality Action Plan (AQAP4) has been produced as part of our statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to further improve air quality in York over the next 5 years between 2024 and 2028 to go beyond health-based National Air Quality Objectives in all areas and to work towards meeting stricter World Health Organisation (WHO) Guidelines.

In line with statutory guidance from the Department for Environment, Food and Rural Affairs (DEFRA), AQAP4 presents a comprehensive and targeted list of air quality improvement measures to deliver further reductions in nitrogen dioxide (NO_2) in York. AQAP4 also outlines City of York Council's wider ambition to address other pollutants with known health impacts, such as particulate matter.

AQAP4 is fully aligned to the Council Plan and reflects ambitions contained within our 10-Year Strategies covering climate, health and wellbeing and the economy.

AQAP4 supports the aims of the council's Health and Wellbeing Strategy by minimising and reducing public exposure to air pollution and raising public awareness about the impacts of air pollution on health. AQAP4 will also continue to ensure that new developments provide a safe and healthy environment for occupants, support active travel initiatives, and help to address health inequalities in the city. AQAP4 firmly embeds the Council Plan's priority of sustainable, accessible transport for all and recognises the important continued role of modal shift in air quality improvement. AQAP4 strives to facilitate the uptake of low and zero emission modes of transport to allow York's residents, workforce and visitors to travel sustainably.

AQAP4 additionally embeds the council's commitment to healthy and affordable (energy-efficient) homes and has been developed to complement CYC's Climate Change Strategy and support the guiding

principles of our Economic Strategy, which aims to build inclusive, healthy and sustainable communities.

This action plan updates and replaces the previous action plan (AQAP3) which ran from September 2015 and was the principal delivery mechanism for York's Low Emission Strategy (LES) produced in October 2012. For the current, updated AQAP, a comprehensive review of previously adopted air quality improvement measures has been undertaken. Where still relevant to York's air quality issues and principal emission sources, measures and targets have been updated to ensure they strive to achieve continual improvement in air quality across the city over the next 5-year period to improve public health outcomes.

Additional measures are included in AQAP4 to reflect:

- the growing evidence base around air quality and health impacts of fine particulate matter, together with new targets introduced through the Environment Act 2021 and obligations for local authorities outlined in DEFRA's Air Quality Strategy;
- updated emissions source apportionment work for City of York Council's area;
- the current air quality position across the city with respect to health based Air Quality Objectives, and
- additional work undertaken in relation to freight movements since publication of the last AQAP in 2015.

The complete list of measures is provided in table 5.13 in chapter 5.

Projects delivered through AQAP3 include:

- York's first fully electric Park & Ride site at Poppleton Bar and the introduction of electric buses across other Park & Ride sites. Five out of six sites are now operating solely using electric buses. The fully electric fleet on the York Park and Ride has been now been expanded to 33 buses and includes one of the largest fleets of electric double decker buses outside London.

- A Clean Air Zone (CAZ) for buses. Buses making 5 or more entrances to the city centre CAZ per day are now required to be Ultra Low Emission Buses (ULEB) (Euro VI diesel or electric).
- A Low Emission Taxi Grant scheme for taxi drivers licensed by City of York Council. We have encouraged over a third of the York taxi fleet to change to low emission alternatives (petrol hybrid or electric); a significant number of these have been supported by our innovative taxi grant scheme. We have also strengthened Taxi Licensing policy and introduced conditions about the types of vehicles that can be licensed.
- Delivery of extensive 'pay as you go' fast and rapid charge public electric vehicle recharging facilities across the city. In addition, we have delivered ultra-rapid charging facilities via our network of charging Hyper-Hubs.
- Introduction of low emission vehicles into City of York Council's fleet, including a number of fully electric waste collection vehicles.
- Development of draft Low Emission Planning Guidance to outline our design and mitigation expectations for all new developments in the city
- Launched an ECO-Stars Fleet Recognition Scheme. The scheme attracted fleet membership from 106 organisations and has provided advice on operational best practice.
- Implemented a package of measures aimed at deterring stationary vehicles from idling, including a 'Kick the Habit' anti-idling awareness raising campaign aimed at encouraging people to think about the importance of clean air and the impact this has on their health. The campaign has been supported with anti-idling signage across council owned car parks, city centre bus stops, taxi ranks and other key locations across the city. We have also worked in partnership with local schools and other partner organisations to raise awareness of idling emissions.

In addition to the above, York continues to deliver on walking, cycling and public transport improvements through the Local Transport Plan and I-Travel York Sustainable Travel programmes.

The case for clean air and improving health outcomes

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas[1,2,3].

The mortality burden of air pollution within the UK is equivalent to 29,000 to 43,000 deaths at typical ages[4], with a total estimated healthcare cost to the NHS and social care of £157 million in 2017[5]. City of York Council is committed to reducing the exposure of people in York to poor air quality in order to improve health. It is estimated that long-term exposure to air pollution (specifically fine particulate, $PM_{2.5}$) was a contributory factor to the cause of death in 4.4% of deaths (approximately 90) in York in 2021[6]. This is approximately 1 in every 22 deaths.

Air pollution can also have economic impacts through sickness absence and reduced productivity of a workforce. This, in turn, can affect goods,

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[1] Environmental equity, air quality, socioeconomic status and respiratory health, 2010

[2] Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

[3] https://pubs.rsc.org/en/content/articlelanding/2023/va/d3va00054k (overview at https://www.york.ac.uk/news-and-events/news/2023/research/deprived-communities-air-pollution/)

[4] Defra. Air quality appraisal: damage cost guidance, January 2023

[5] Public Health England. Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report, May 2018

[6] https://fingertips.phe.org.uk/profile/public-health-outcomes-framework/data#page/3/gid/1000043/pat/6/par/E12000003/ati/302/are/E06000014/iid/93861/age/230/sex/4/cat/-1/ctp/-1/yrr/1/cid/4/tbm/1

services and supply chains. Impacts on the economy can also arise through damage to historic monuments (and associated restoration costs) and impacts on ecosystem processes affecting drinking water, timber production and nature (and associated remediation costs). DEFRA has previously estimated that poor air quality cost the economy £2.7 billion through its impact on productivity[7].

Residents, commuters through the city and those who work in York were invited to participate in Our Big Conversation during 2021 and 2022, a city-wide discussion helping the city to get to grips with some of the biggest challenges facing York over the next decade, including transport priorities and associated air quality impacts, carbon reduction and York's economy.

More than half of York residents consider congestion to be a very serious problem in York, with almost half considering local air pollution from traffic and the impact of traffic on climate change to be very serious issues. The survey indicated clear support for continued action to improve walking and cycling facilities and to deliver continued improvements to public transport.

Well over half of residents recognised the need to reduce idling emissions, with over half of residents having either already switched to electric or hybrid vehicles (8%) or planning to switch to these modes in the future (43%). Residents indicated clear support for CYC's investment in EV charging infrastructure, with over half supporting additional charge points to enable the wider uptake of ultra-low and zero tailpipe emission vehicles.

Views of York's residents and workforce reflect a positive shift in priorities nationally with respect to the environment, air quality and health.

[7] Valuing the impacts of air quality on productivity. Ricardo-AEA. Available online at: https://uk-air.defra.gov.uk/assets/documents/reports/cat19/1511251135_140610_Valuing_the_impacts_of_air_quality_on_productivity_Final_Report_3_0.pdf

Source contributions and the role of transport

There has been a general downward trend in NO_2 concentrations monitored across the city since 2012. The reductions observed are related to improvements in traffic emissions generally, changes in background air quality and local initiatives introduced through AQAP3, LTP3 and CYC's wider sustainable travel programmes. Despite these improvements, there remain a number of areas around the inner ring road (within the existing Air Quality Management Area (AQMA) boundary) where exceedances of the annual mean NO_2 objective have been monitored in recent years.

Emissions of oxides of nitrogen (NO_x) and man-made particulate must be reduced to meet the health based national air quality objectives in York to improve public health. AQAP4 recognises that there are no 'safe' limits for fine particulate emissions ($PM_{2.5}$) and CYC will aim to work to reduce particulate emissions as far as practically possible in line with new Environment Act (2021) commitments.

Our latest source apportionment work has demonstrated that across York's area, the transport sector continues to be the largest contributor (57%) to total NO_x emissions compared to 15% and 17% of PM_{10} and $PM_{2.5}$ emissions respectively. Road transport is responsible for most of these emissions, with a smaller contribution from sources such as non-road mobile machinery (NRMM) and railways. In comparison, domestic combustion makes up 17% of NO_x emissions compared to 23% of PM_{10} emissions and 37% of $PM_{2.5}$ emissions. It should be noted that the exact contribution from road transport will vary by location and in some urbanised areas will be considerably higher than the figure stated above.

Of the road transport emission contribution, cars are the dominant source of NO_x emissions, comprising over half the traffic emissions on the majority of York roads, and having a much greater contribution on many roads. For example, the contribution from cars in areas of poorer air quality, such as Gillygate and Holgate/Blossom Street, ranged from 64% to 87%. Recent survey work has shown that petrol and diesel

vehicles still represent the majority of the car fleet, with around 6% of cars being either electric-hybrid or fully electric.

Light goods vehicles (LGVs)[8] are responsible for less than 10% of road traffic NO_x emissions on the majority of roads, but are more significant in certain areas such as the outer ring road and on key arterial routes, representing up to 25% of total road traffic emissions.

Heavy Goods Vehicles (HGVs)[9] are a significant emission source on the majority of major roads including the outer ring road, key routes into York, and the inner ring road / AQMA, where they contribute between 15 – 25% of the total road NO_x emissions, although there are a few areas around the city centre where HGVs are more significant and contribute between 35% and 55% of the total road traffic NO_x emissions, including at Bootham, Lawrence Street, Barbican Road/Cemetery Road, Hull Road, Lord Mayors Walk and Tower Street. Although there are far less HGVs than cars, these larger vehicles contribute disproportionately to elevated pollution levels in a number of areas. This is consistent with findings from earlier source apportionment work and AQAPs for York.

Bus emissions are less than 10% of the total road transport NO_x emissions on the majority of streets and are most significant on roads with proportionally less emissions, where bus flows form a larger proportion of the overall traffic. Across areas with elevated total NO_x emissions, such as George Hudson Street and Blossom Street, bus emissions generally contribute between 10 and 25% of the total and are therefore still contributing disproportionately to elevated pollution in some areas. It should be noted that the relative contribution of buses to total road NO_x in the city centre has been reduced significantly in recent years due to the Clean Air Zone and upgrades to vehicles servicing high frequency routes. This has been progressed in parallel to the transition to zero tailpipe emission electric buses serving York Park & Ride routes.

[8] Generally vans and other goods vehicles <3.5 tonnes

[9] Generally rigid and articulated trucks / goods vehicles > 3.5 tonnes

Our previous action plan (AQAP3) was adopted by CYC in 2015. AQAP3 previously estimated that reductions in road NO_x of up to 65% would be required to achieve the annual mean NO_2 objective in all locations around the AQMA; the reduction in NO_x emissions required has now reduced by 40% to 25%. Whilst vehicle technology improvements, associated improvements in vehicle emissions and fall in background pollution concentrations in York are responsible for some of the improvements in air quality seen across the city in recent years, there has been a marked reduction in NO_2 concentrations across the AQMA over the last 6-7 years, undoubtedly accelerated due to local air quality interventions delivered during AQAP3, such as upgrades to the York bus and taxi fleets, wider and more accessible EV charging facilities promoting EV uptake, education and awareness around anti-idling, low emission planning measures, sustainable travel initiatives and improvements to walking and cycling infrastructure. The continued success of these measures must be recognised and reflected in AQAP4, which will build on the successful initiatives and programmes delivered to date, with new targets set to reflect CYC's future ambition.

Actions and priorities for AQAP4

For this updated AQAP, in line with DEFRA guidance, we have outlined 29 actions that can be considered under 10 broad topics[10] as follows:

- Environmental permits
- Freight and delivery management
- Policy guidance and development control
- Promoting low emission plant *(includes control of domestic emissions and energy advice services)*
- Promoting low emission transport
- Promoting travel alternatives

[10] Topic areas consistent with National Air Quality Action Plans and EU Categories as required by DEFRA Guidance.

- Public information (and awareness raising)
- Transport planning and infrastructure
- Traffic management
- Vehicle fleet efficiency

The priority areas that AQAP4 will address are as follows:

- **Reduce emissions from freight / delivery vehicles** - Measures to reduce emissions from HGVs and LGVs will be an important part of City of York Council's ongoing strategy for air quality improvement, especially in the city centre AQMA. CYC will continue feasibility work to address first/last mile delivery of light goods in York as part of the development of a city-wide 'Movement and Place' plan and will work with partners to evaluate low emission delivery modes. We will also prioritise a pilot project to test a 'micro-consolidation centre' for the purpose of distributing commercial light goods around the city centre and will consider the feasibility of extending the Clean Air Zone to include HGVs / freight vehicles.
- **Reduce emissions from York buses** - CYC will continue to work in partnership with bus operators to improve bus provision for all service users. Whilst considerable progress has been made to clean up York's buses in recent years, CYC must continue to address emissions from lower frequency services and maximise the number of services operating fully electric buses to further reduce exhaust emissions. CYC will work with partners to deliver further bus upgrades (including an all-electric urban bus fleet), using secured DfT funding and consider the feasibility of extending the Clean Air Zone (for buses) to other areas, including York Central.
- **Reduce emissions from idling vehicles** - CYC will be proactive in raising awareness of the impact of idling vehicle emissions upon public health through our 'Kick the Habit' anti-idling awareness / behaviour change campaign, supported by anti-idling patrols. This

will include raising awareness with commercial vehicle operators, such as those involved in deliveries or construction.

- **Reducing emissions from taxis** - CYC will continue to work with the taxi trade to facilitate the transition to low emission vehicles via the use of incentives and awareness raising. This will be supplemented by further revisions to Taxi Licensing policy to phase out older, more polluting taxis, following consultation with the taxi trade. We will prioritise further opportunities for minimising emissions from taxis in the city centre, including exploring the feasibility of including them within the Clean Air Zone.
- **Reduce emissions from CYC vehicles** - CYC recognise that the way our own fleet vehicles are renewed is a vital part of the CYC air quality improvement / carbon reduction programmes and that the transition to a cleaner, greener fleet must be done without compromising the essential services CYC delivers to the city and its residents. We also recognise that we must lead by example; the successful operation of ultra-low and zero emission vehicles as part of the CYC fleet will show leadership and will act as a catalyst for other fleet operators in the city to upgrade their vehicles and accelerate their renewal programmes.
- **Expand EV charging** - CYC's EV Charging Strategy sets out the rationale for the number and location of public EV charging points, the principles of tariff-setting and CYC's approach to providing charging for residents in streets without off-road parking. CYC will deliver additional fast and rapid charge points and actively monitor plug-in vehicle uptake in the city to ensure our charging network remains fit for purpose. We will undertake an evaluation of the recently opened HyperHub charging sites and deliver additional sites (subject to consultation).
- **Minimise development related emissions** - AQAP4 will align with CYC's Climate Change Strategy, including planning policies and local guidance. CYC will continue to ensure that emissions and air quality impacts from new developments are appropriately assessed

and mitigated (including during construction), exposure to poor air quality is reduced via good design practices and that new private trips are minimised via provision of opportunities for sustainable transport. We will ensure that air quality considerations are used to inform the design of new developments and will strengthen local planning guidance to facilitate a transition away from fossil fuel heating sources, which can contribute to local air quality issues.

- **Provide local incentives for low emission vehicles and modes** - Whilst CYC's priority is to encourage modal shift and reduce private vehicle miles travelled, we will seek to ensure that any remaining trips are made by the lowest emission vehicles possible. CYC is committed to further incentivising the ultra-low emission and zero tailpipe emission vehicles (and other micro-mobility modes) via development of incentives and rewards. Such incentives will complement other work priority areas identified.
- **Improved public information and awareness** - Delivering clear messages to the public around the cause and consequence of poor air quality, particularly around impacts on health, are particularly important for driving behaviour change. Campaigns relating to issues such as energy efficiency, domestic smoke control, bonfires, fireworks and indoor air quality can all be valuable parts of a wider local air quality improvement strategy. CYC will continue to address these wider issues, alongside existing public information campaign work relating to sustainable transport provision in the city.
- **Modal shift, active travel and network improvement** - Measures to reduce trips, encourage modal shift away from private vehicles towards active travel modes such as walking and cycling, and reduce congestion are considered fundamental to any air quality improvement programme for York. CYC's Local Transport Plan (LTP) continues to be an intrinsic part of the overall approach to air quality improvement and transport-based emission reduction across the city, with active travel at the apex of the city's travel

hierarchy. CYC's Transport Strategy sets a target of 20% reduction in vehicle miles travelled by 2030, which will need to supported by significant increases in walking, cycling and use of public transport across York. We will implement measures to reduce vehicle congestion, which will have significant positive benefits for local air quality, and explore specific traffic management options for areas like Gillygate to reduce emissions and improve air quality.

- **Regulation of industrial and domestic emissions** - In addition to reducing transport emissions, AQAP4 also has a role to play in reducing emissions associated with domestic and industrial combustion, particularly fine particulate matter ($PM_{2.5}$). AQAP4 also recognises the synergies with CYC's carbon reduction programme and measures to improve energy efficiency and support services. CYC will actively seek opportunities for grants to support such activities.
- **Monitor air quality / access to air quality information** - Monitoring allows CYC to assess compliance with Air Quality Objectives, evaluate the effectiveness of air quality improvement interventions and provide reliable information to York's residents, visitors and workers to help them reduce exposure. We will ensure that the location and type of monitoring in the city is reviewed annually and remains relevant and targeted to key sources and pollutants. We will seek further opportunities to improve access to air quality information by residents, especially vulnerable groups.

In this updated AQAP we outline how we plan to effectively tackle air quality issues within our control. However, we recognise that there are a large number of air quality policy areas that are outside of our influence (such as vehicle emissions standards agreed in Europe), but for which we may have useful evidence, and so we will continue to work with regional and central government on policies and issues beyond CYC's direct influence.

Consultation and strategic alignment

A draft version of AQAP4 was approved for public consultation by the Executive Member for Environment and Climate Emergency in November 2023. On online consultation questionnaire was made available on CYC's website between 22nd November 2023 and 4th February 2024 to seek feedback on the draft document. In total, 173 people took part in the consultation; responses have fed into this final version of AQAP4.

Further information about consultation activities is provided in chapter 4 and in Appendix A.

Measures in AQAP4 to reduce transport emissions have been informed by consultation and 'conversations' around transport and environmental priorities. Widespread engagement with York's residents, workers and businesses as part of York's 'One Big Conversation' brought together the overlapping themes of transport, economy and carbon reduction.

AQAP4 is fully aligned to the Council Plan and reflects ambitions contained within our 10-Year Strategies covering climate, health and wellbeing and the economy.

AQAP4 has been developed to complement CYC's Climate Change Strategy (2022-2032). Ongoing delivery of AQAP4 must strive to maximise synergies with this strategy; it must also prevent conflicts. Consideration has been given to these issues in preparation of AQAP4 to ensure measures remain appropriate for addressing local air quality and climate change alike.

Measures in AQAP4 support CYC's Health and Wellbeing Strategy (2022-2032), which aims to tackle health inequalities and promote healthy lifestyles. AQAP4 measures also align with and complement the guiding principles of CYC's Economic Strategy (2022 – 2032) which aim to build inclusive, healthy and sustainable communities by promoting the positive social and environmental benefits of economic development and working with local businesses to build "green" skills.

AQAP4 is part of the Strategy and Policy Framework (approved by Council in December 2022) that shows how strategic ambition will be delivered through a series of plans, including the Local Plan, The Local Transport Plan (LTP), the Council Plan and this Air Quality Action Plan (AQAP4). CYC's wider ambitions for not only delivering a sustainable transport network and increasing public and active transport, but also for achieving Net Zero by 2030, reducing health inequalities and improving wellbeing, and supporting a thriving and green economy are all set out in our 10-Year Strategies.

Through previous AQAPs, CYC has already delivered many measures to reduce emissions and protect and improve the health of its residents. However, with an increasing population and further development, preventing emission growth and improving air quality further remain significant and difficult challenges for the foreseeable future. Alongside CYC's complementary strategies, AQAP4 will continue to work towards our ultimate aspiration of becoming an internationally recognised ultra-low emission city, offering some of the best urban air quality in the UK. We will take bold action to reduce air pollution beyond statutory National Air Quality Objectives and work towards meeting much stricter World Health Organisation (WHO) guidelines.

Responsibilities and Commitment

This AQAP was prepared by the Public Protection Department of City of York Council with the support and agreement of the following officers and departments:

- James Gilchrist (Director of Transport, Environment and Planning)
- Peter Roderick (Director of Public Health)
- Matt Boxall (Head of Public Protection, Public Protection)
- Mike Southcombe (Environmental Protection Manager)
- Andrew Gillah (Principal Air Quality Officer, Environmental Protection)
- Julian Ridge (Local Transport Plan Lead, Transport Planning)

- Andy Vose (Local Transport Plan Manager, Transport Planning)
- Shaun Gibbons (Head of Carbon Reduction)
- Leigh Bell (Public Health Specialist Practitioner, Public Health)
- Andrew Leadbetter (Project Manager, EV Strategy)
- Ian Hoult (Head of Fleet and Operations)
- Graham Titchener (Head of Parking Services)
- Becky Eades (Head of Planning and Development Services)
- Alison Cooke (Head of Strategic Planning Policy, Integrated Strategy)
- Duncan McIntyre (Active Travel Manager)
- Michael Howard (Head of Active and Sustainable Transport)
- Christian Wood (Head of Programmes and ITS)
- Claire Foale (AD Policy and Strategy)

This AQAP has been approved by:

- Cllr Kate Ravilious / Cllr Jenny Kent, Executive Members for Environment and Climate Emergency

This AQAP has been signed off by the Director of Public Health.

This AQAP will be subject to an annual review and appraisal of progress. Progress each year will be reported in the Annual Status Reports (ASRs) produced by City of York Council, as part of our statutory Local Air Quality Management duties.

If you have any comments on this AQAP please send them to City of York Council's Public Protection team at:

Address: City of York Council, Public Protection, Hazel Court Eco Depot, James Street, York, YO10 3DS

Telephone: (01904) 551525

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1 Introduction

This Air Quality Action Plan (AQAP4) outlines the actions that City of York Council (CYC) will deliver between 2024 – 2028 to reduce emissions and exposure to air pollution to improve health and quality of life of residents and visitors to York.

AQAP4 updates and replaces the previous action plan (AQAP3) which ran from September 2015 and was the principal delivery mechanism for York's Low Emission Strategy (LES) produced in October 2012.

It has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

This Plan will be reviewed every five years at the latest and progress on measures set out within this Plan will be reported annually within CYC's Air Quality Annual Status Reports (ASRs).

The following sections of AQAP4 outline current air quality in the city, setting out the scale of the remaining air quality challenge and updating previous source apportionment work for the current Air Quality Management Area and wider York area. AQAP4 outlines priority areas that CYC will focus on to deliver continued emission reduction and air quality improvement in the city over the next five year period to improve public health outcomes. AQAP4 updates and refines measures in earlier AQAPs and includes additional priority measures to strengthen CYC's response to tackling York's air quality issues. Reductions in air pollutant emissions in York will also have wider national and international benefit.

2 Summary of Current Air Quality in York

2.1 Review and Assessment of air quality

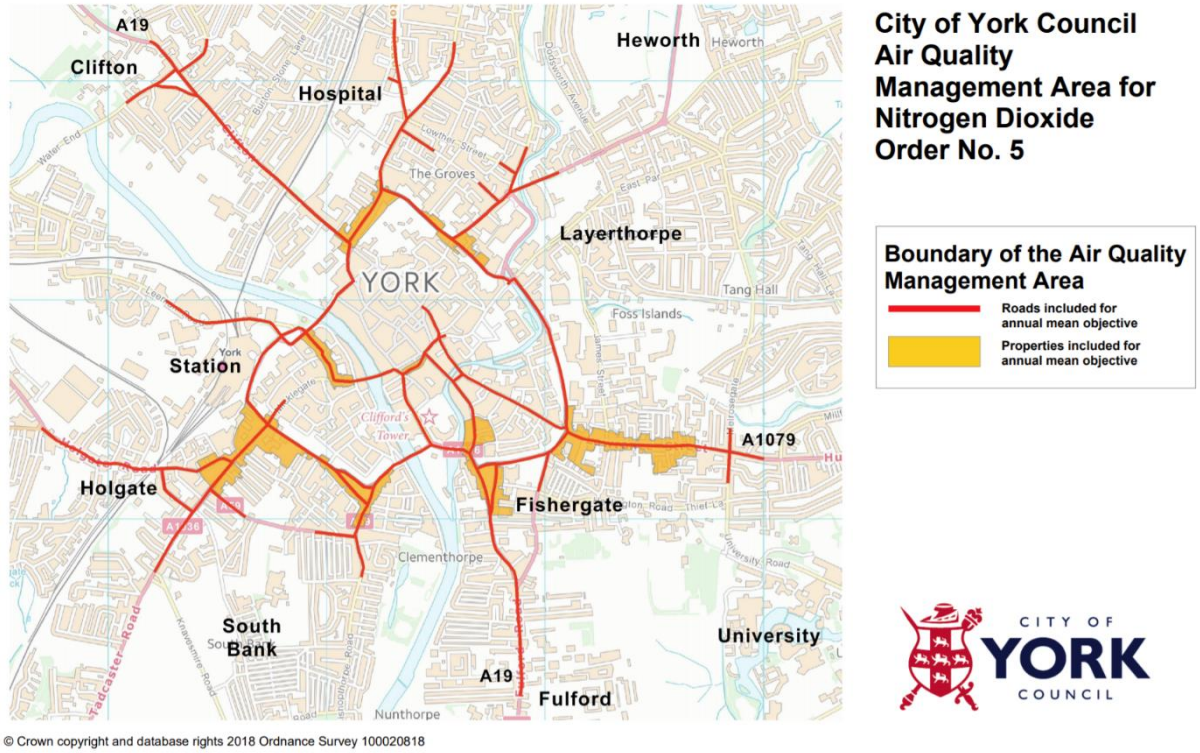
Review and Assessment of air quality in York has been undertaken since 1999. In 2001, five areas of the city around the busy inner ring road were identified as having NO_2 concentrations in excess of the government's health based annual mean NO_2 objective. This long-term objective for NO_2 is aimed at protecting the most vulnerable members of society (e.g. the young, the elderly and those already suffering from respiratory conditions) from the long-term (chronic) impacts of poor air quality.

Following public consultation, the five areas of 'technical breach' were incorporated into a single Air Quality Management Area (AQMA) declared in 2002. Within the areas of technical breach, relevant locations[11] were included within the AQMA boundary. Outside the technical breach areas, only roads were included.

Monitoring of NO_2 across the city centre, since the AQMA declaration, has identified a number of areas where air quality has improved, but has also identified some additional areas around the inner ring road breaching health based objectives. The city centre AQMA boundary has been amended twice since 2002 to reflect additional city centre locations known to be above health based objectives. The latest amendment was in December 2018 and the extent of the current AQMA (Order No.5), declared on the basis of the annual mean NO_2 objective, is shown in figure 2.1 below. Air quality in these additional areas has also generally improved since the amendments were made.

[11] Relevant locations with respect to the annual mean NO_2 objective include all locations where members of the public might be regularly exposed to poor air quality. Examples include building facades of residential properties, schools, hospitals and care-homes. They do not include building facades of offices or other places of work, where members of the public do not have regular access.

Figure 2. 1 Current AQMA boundary (Order No.5)



Map showing CYC Air Quality Management Area for Nitrogen Dioxide Order No. 5. Red line denotes roads included for annual mean objective, yellow shapes denote area of properties included for annual mean objective.

Additional AQMAs existed in York on Fulford Main Street (declared 2010) and along Salisbury Terrace (declared 2012) on the basis of monitored exceedances of the annual mean NO_2 objective. These AQMAs have since been revoked, as monitoring over multiple years demonstrated improvements in air quality and sustained compliance with health based objectives.

Maps of the current and historical AQMAs in York can be viewed on CYC's website.

2.2 Previous AQAPs for York

CYC previously published AQAPs in 2004 (AQAP1) and 2006 (AQAP2). These were primarily modal shift and congestion reduction based plans with an emphasis on reducing vehicle trips across the city. Despite the

introduction of these plans, air quality in York continued to deteriorate throughout the 2004 to 2010 period. In response to this, CYC published a Low Emission Strategy (LES) in 2012. This document was the first of its kind in the UK and aimed to encourage the uptake of alternative fuels and low emission vehicle technologies in the city. In 2015, CYC published its third AQAP (AQAP3), which served as a formal delivery mechanism for the LES and aimed to supplement and enhance the congestion reduction and sustainable transport measures delivered through CYC's Local Transport Plan and I-Travel York programmes, such as measures to encourage the uptake of walking, cycling and public transport use across the city. AQAP3 aimed to prevent the need for further AQMA declarations and allow the eventual revocation of the three AQMAs existing at the time (covering the City Centre, Fulford Main Street and Salisbury Terrace). AQAP3's wider objective was to reduce emissions to air across the whole York area to minimise deterioration in background air quality and improve public health outcomes.

Since publication, AQAP3 and the LES have facilitated the introduction of 33 electric buses across York's Park & Ride sites, a city centre Clean Air Zone (CAZ), low emission planning guidance to minimise and mitigate development related emissions, an anti-idling campaign, widespread EV charging infrastructure across the city and incentives for low emission vehicle use. The strategies have been particularly effective at tackling emissions from essential service vehicles such as buses and taxis, which fall outside the scope of trip reduction based modal shift improvement measures. Annual progress with measures in AQAP3 can be found in CYC's historical Annual Status Reports.

2.3 Current air quality in York and recent trends

Real-time monitoring of NO_2 and other pollutants (including particulate matter) has been undertaken at a total of 14 different locations across York since 1999 (real-time monitoring is currently undertaken at 9 sites). CYC has also historically undertaken long-term nitrogen dioxide diffusion tube monitoring across 340 locations in the city. Current and historical real-time monitoring results across York are available at Air Quality

England. Diffusion tube monitoring results can be viewed on the interactive map available on YorkView. The current status of air quality in York is summarised in CYC's latest Annual Status Report.

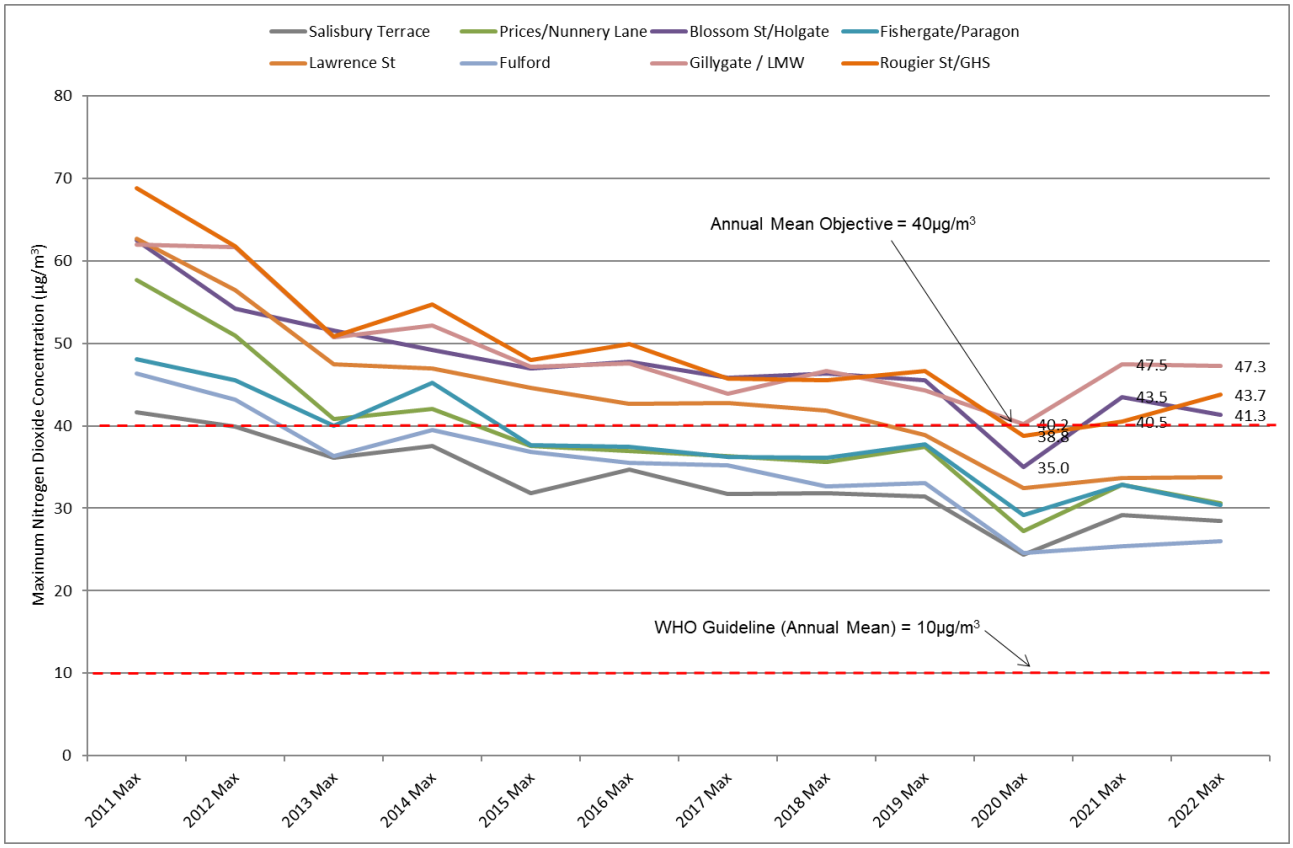
Nitrogen Dioxide (NO_2)

There has been a general downward trend in NO_2 concentrations monitored across the city since 2012. The reductions observed are related to improvements in traffic emissions generally, changes in background air quality and local initiatives introduced through AQAP3, LTP3 and CYC's wider sustainable travel programmes. Despite these improvements, there are still a small number of areas around the inner ring road (in the existing AQMA boundary) where exceedances of the annual mean NO_2 objective are being monitored.

Widespread improvements in air quality were observed in York in 2020 compared with previous years, primarily due to a reduction in emissions from vehicles on the York road network caused by work from home directions and non-essential retail being closed as a result of the Coronavirus pandemic. In 2020, the highest concentration of NO_2 recorded at a relevant location was 40 µg/m^3 (equal to the health-based objective). Improvements in air quality monitored in 2020 reinforced previous source apportionment work demonstrating that traffic is a significant source of NO_2 in the city, supporting the measures the council has taken so far to reduce vehicle emissions. Whilst concentrations of NO_2 monitored in York more recently in 2021 and 2022 were higher than those monitored in 2020, in most areas they remain lower than pre-pandemic levels recorded in 2019 and continue the general downward trend in air pollution seen in York over the last 10+ years. Despite this, pollution levels in some areas of York remain above long term health based standards. Ongoing air quality monitoring in all locations will be fundamental to understanding the longer term environmental impacts of the pandemic and associated behaviour changes in terms of mode of travel.

Trends in maximum annual average NO_2 concentrations monitored at relevant locations across the AQMA over the last 12 years are shown in figure 2.2 below.

Figure 2. 2 Maximum annual average NO_2 concentrations monitored at a relevant location across key areas of the current AQMA



Graph showing trends in the maximum nitrogen dioxide concentration monitored across key areas of the Air Quality Management Area between 2011 and 2022. A general downward trend in concentrations is observed, with a pronounced fall in concentrations seen in 2020, caused by reduced traffic during the coronavirus pandemic.

Note on Figure 2.2: Salisbury Terrace and Fulford Road AQMAs now revoked but the data is shown for information

In line with DEFRA's LAQM guidance, before revoking an AQMA on the basis of measured pollutant concentrations, a local authority needs to be

reasonably certain that any future exceedences of air quality objectives are unlikely.

For this reason, CYC must consider local measurements carried out over several years post-pandemic, national trends in emissions, as well as local factors that may affect the AQMA. In line with this timeframe, AQAP4 seeks to ensure that air quality improvement measures and targets strive to achieve continual improvement in air quality across the city, ultimately allowing the revocation of the existing AQMA declared for NO_2, preventing the need for further AQMAs and reducing fine particulate emissions ($PM_{2.5}$) to further improve public health outcomes.

Particulate Matter ($PM_{2.5}$ and PM_{10})

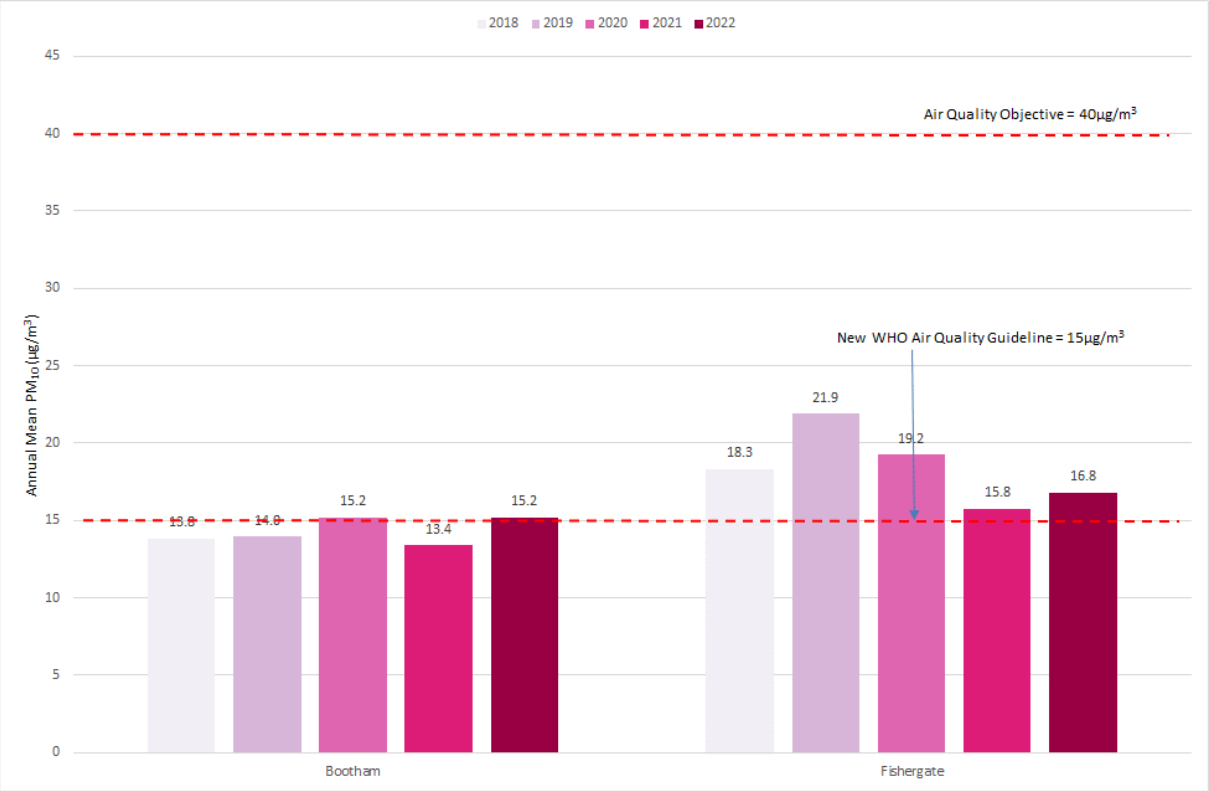
$PM_{2.5}$ is the pollutant which has the biggest impact on public health, contributing to premature mortality, allergic reactions and cardiovascular diseases. $PM_{2.5}$ are small enough to pass through the lungs, into the bloodstream and organs. In the main, these small particles are produced from the combustion of solid and liquid fuels in vehicle engines, through domestic heating and power generation. Agriculture is the largest source of ammonia emissions in the UK and also contributes to $PM_{2.5}$ through chemical reactions in the atmosphere. Whilst local authorities do not have direct regulatory powers over agriculture, DEFRAs Air Quality Strategy outlines opportunities for local authorities to encourage tenant and other farmers to reduce ammonia emissions by following codes of good agricultural practice.

In recent years, concentrations of $PM_{2.5}$ have generally decreased at roadside monitoring sites in York. Whilst national air quality objectives for both PM_{10} and $PM_{2.5}$ are currently met in York, along with most other urbanised areas of the UK, these concentrations are above World Health Organisation (WHO) guidelines for these pollutants. WHO Guidelines offer global guidance on thresholds and limits for key air pollutants that pose health risks. Prior to September 2021, guidelines of 10 and 20µg/m^3 (as annual means) existed for $PM_{2.5}$ and PM_{10} respectively, although these have now been tightened to 5µg/m^3 ($PM_{2.5}$) and 15µg/m^3 (PM_{10}). A similar strengthening of WHO guidelines occurred for NO_2, with

the annual average recommendation falling from 40 to 10µg/m^3. The new guidelines reflect the large body of evidence produced in recent years of the harm caused to people by much lower levels of pollution than previously thought. The WHO recognise that these are very ambitious public health recommendations and achieving the guideline levels would be the ultimate goal.

Trends in annual mean PM_{10} and $PM_{2.5}$ concentrations as recorded at AURN affiliated monitoring sites[12] in York over the last 5 years are shown in figures 2.3 and 2.4 below. Historical concentrations of particulate at both these and other sites in York are documented in CYC's Annual Status Reports.

Figure 2. 3 Trends in PM_{10}

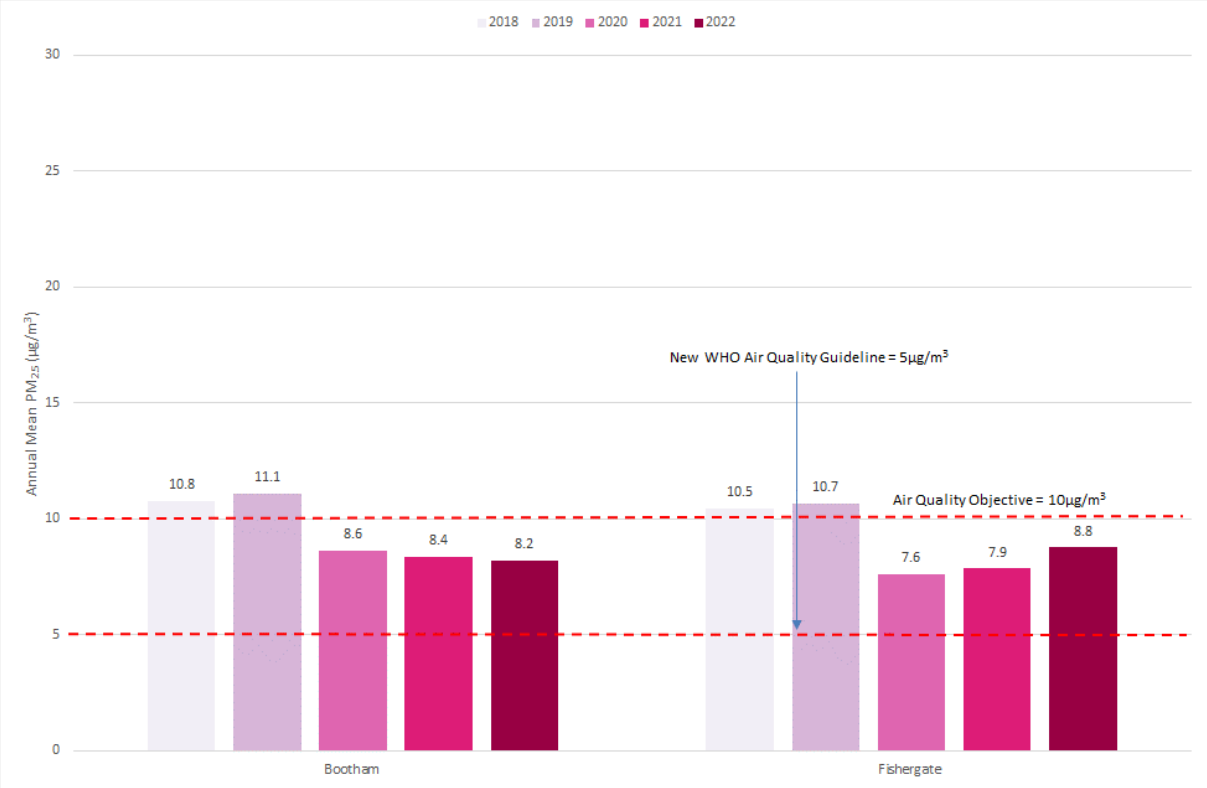


Graph to show trends in annual mean PM_{10} concentration monitored at York Bootham and Fishergate monitoring sites

[12] York AURN monitoring sites use reference method equivalent monitoring techniques, approved by DEFRA, for measuring particulate and comparison with health based objectives. Results from other sites in York that measure particulate are shown in York's ASRs and are considered indicative.

between 2018 and 2022. Concentrations were well within the current UK Air Quality Objective in all years and in 2022 were just above the World Health Organisation Guideline of 15µg/m^3.

Figure 2. 4 Trends in $PM_{2.5}$



Graph to show trends in annual mean $PM_{2.5}$ concentration monitored at York Bootham and Fishergate monitoring sites between 2018 and 2022. A downward trend is observed at both sites, with concentrations in 2022 being within the current UK Air Quality Objective, but above the World Health Organisation Guideline of 5µg/m^3.

Policy Guidance LAQM.PG(22) acknowledges that many local authorities will consider how to address $PM_{2.5}$ alongside other pollutants when tackling their own fleets and services and/or work with communities and business to achieve improvements in air quality. CYC recognises that there are no 'safe' limits for particulate emissions (particularly $PM_{2.5}$) and is committed to reducing anthropogenic (man-made) particulate emissions across York, alongside emissions of oxides of nitrogen (NO_x) for the protection of public health.

3 City of York Council's Air Quality Priorities

3.1 Public Health Context

Air pollution is the largest environmental risk to public health in the UK. The mortality burden of air pollution (based on both $PM_{2.5}$ and NO_2) in the UK, is equivalent to 28,000 to 36,000 deaths at typical ages[13] with a total estimated healthcare cost to the NHS and social care of £157 million in 2017[14].

Epidemiological studies have demonstrated that long-term exposure to air pollution can reduce life expectancy, mainly due to cardiovascular diseases, respiratory conditions and lung cancer. In addition, short-term exposure (over hours or days) to elevated levels of air pollution can also cause health impacts, such as reduced lung function, exacerbation of asthma, increases in respiratory and cardiovascular hospital admissions and mortality[15].

Emerging evidence suggests that air pollution may also affect the brain, with suggested links to dementia and cognitive decline. The health effects of air pollution are varied and complex and can affect everyone, at all stages of life, as illustrated in figure 3.1 below. The focus of the Chief Medical Officer's Annual Report in 2022 was air pollution; the report lays out the scale of the challenge of reducing air pollution, the substantial progress that has been made and highlights achievable solutions.

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[13] Air quality appraisal: damage cost guidance. DEFRA. Available online at: https://www.gov.uk/government/publications/assess-the-impact-of-air-quality/air-quality-appraisal-damage-cost-guidance

[14] Public Health England. Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report, May 2018

[15] Health matters: air pollution. Public Health England. Available online at https://www.gov.uk/government/publications/health-matters-air-pollution/health-matters-air-pollution

Figure 3. 1 Impacts of air pollution throughout life

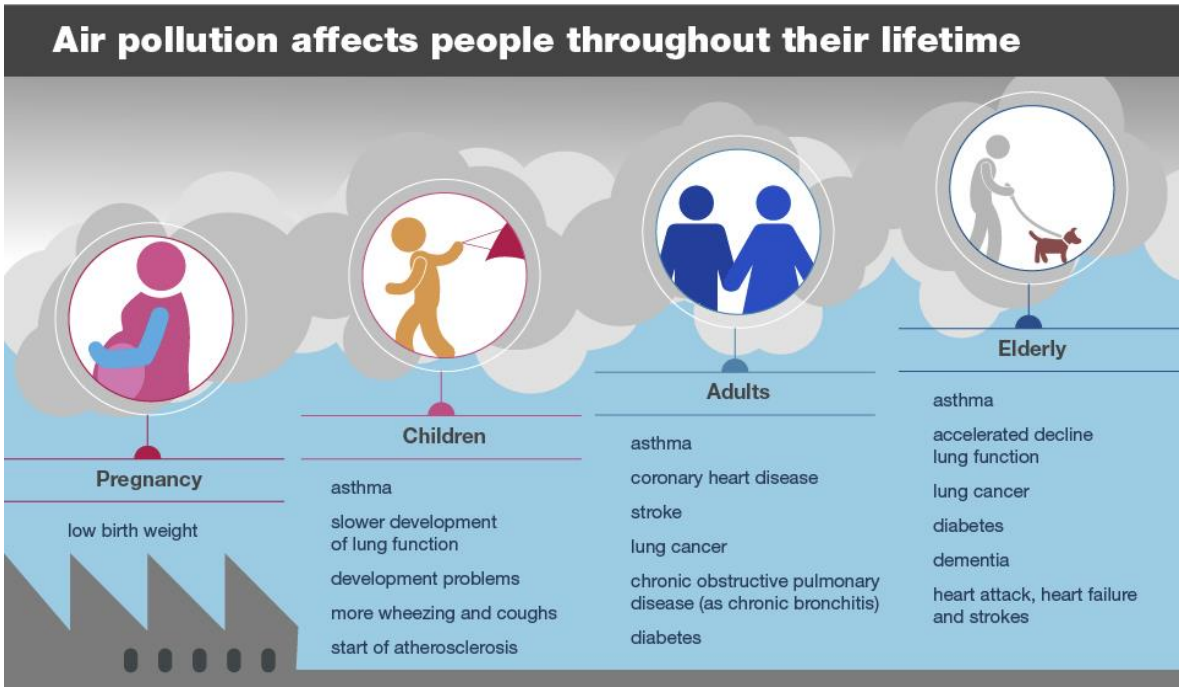


Image from Public Health England: Health Matters, which depicts:

- *Pregnancy – low birth weight.*
- *Children – asthma, slower development of lung function, development problems, more wheezing and coughs, start of atherosclerosis.*
- *Adults – asthma, coronary heart disease, stroke, lung cancer, chromic obstructive pulmonary disease (as chronic bronchitis), diabetes.*
- *Elderly – asthma, accelerated decline lung function, lung cancer, diabetes, dementia, heart attack, heart failure and stroke.*

Whilst air pollution can be harmful throughout life and across all age groups, some people are more affected, perhaps because they are exposed to higher levels of air pollution in their day to day lives, live in polluted areas, or are more susceptible to air pollution related health issues, see figure 3.2 below.

Figure 3. 2 Air pollution and health inequalities

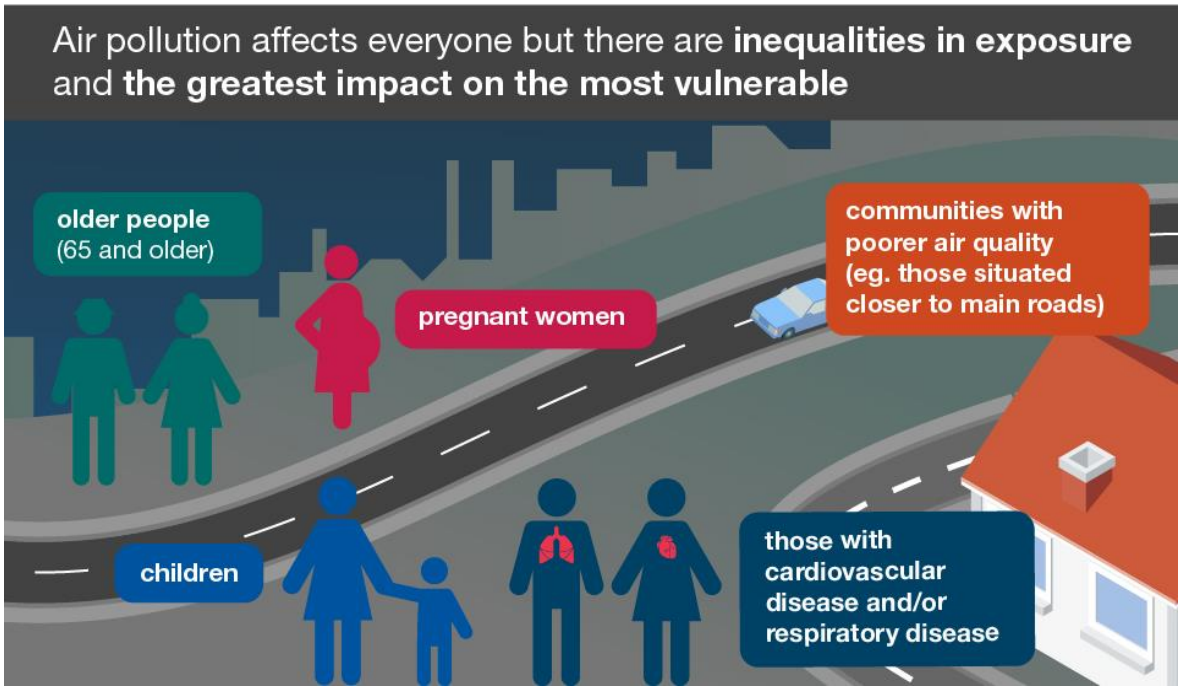


Image from Public Health England: Health Matters which illustrates: Air pollution affects everyone but there are inequalities in exposure and it has the greatest impact on the most vulnerable: older people (65 and older), pregnant women, children, those with cardiovascular disease and/or respiratory disease.

Air pollution also impacts people of working age, resulting in economic impacts through sickness absence and reduced productivity of a workforce. This, in turn, can affect goods, services and supply chains. Impacts on the economy can also arise through damage to historic monuments (and associated restoration costs) and impacts on ecosystem processes affecting drinking water, timber production and nature (and associated remediation costs).

DEFRA estimated that in 2012, poor air quality cost the economy £2.7 billion through its impact on productivity[16].

[16] Valuing the impacts of air quality on productivity. Ricardo-AEA. Available online at: https://uk-air.defra.gov.uk/assets/documents/reports/cat19/1511251135_140610_Valuing_the_impacts_of_air_quality_on_productivity_Final_Report_3_0.pdf

The coronavirus pandemic has clearly demonstrated the critical link between human health, economic prosperity and resilience.

Due to overwhelming evidence that $PM_{2.5}$ (particulate matter with an aerodynamic diameter of 2.5µm or less) has a significant impact on human health, including premature mortality, allergic reactions and cardiovascular diseases, local authorities and their associated public health departments are expected to work towards reducing emissions and/or concentrations of fine particulates. DEFRA acknowledge that many local authorities will consider how to address $PM_{2.5}$ alongside other pollutants when tackling their own vehicle fleets and services and/or work with communities and businesses to achieve improvements in air quality and that few standalone $PM_{2.5}$ measures will be chosen unless in order to address a very specific local problem.

Whilst this updated AQAP is focussed on reducing concentrations of NO_2 (as this is the pollutant for which the current AQMA is declared) it contains a number of measures to specifically target particulate matter. It should also be recognised that a number of the air quality improvement measures developed to address NO_2 concentrations within the AQMA will also have mutual benefit in terms of reducing particulate matter. The current AQAP will therefore have additional public health benefits over and above those delivered via a reduction in NO_2 concentrations within the current AQMA. It should also be acknowledged that delivery of wider public health objectives / benefits, such as reducing obesity and improving mental health wellbeing, will also be delivered indirectly as a result of AQAP4, via promotion of active travel options such as walking and cycling and associated increased levels of physical activity.

Effective local action to reduce air pollution and improve public health requires an inclusive, multi-disciplinary approach across local authority functions involving spatial and transport planners, environmental and public health teams, local political and community leaders and the public. AQAP4 aims to strengthen the existing partnerships across CYC functions, to deliver continual improvement in air pollution and improve public health outcomes in the city.

3.1.1 Public Health Outcomes Framework (PHOF)

The Public Health Outcomes Framework includes an indicator relating to the fraction of mortality attributable to particulate pollution. This indicator enables Directors of Public Health to prioritise action on air quality in their local area to help reduce the health burden from air pollution. Indicator D01 'Fraction of mortality attributable to particulate air pollution' is defined as the fraction of annual all-cause adult mortality attributable to particulate air pollution (concentrations of total $PM_{2.5}$). It can be viewed as the mortality burden associated with long-term exposure to particulate air pollution at current levels, expressed as the percentage of annual deaths from all causes in those aged 30 and over.

It is estimated that long-term exposure to air pollution (specifically fine particulate, $PM_{2.5}$) was a contributory factor to the cause of death in 4.4% of deaths (approximately 90, or 1 in every 22 deaths) in York in 2021[17]. This figure is less than the figure reported for the wider Yorkshire and Humber region in 2021 (5.0%) and less than the average figure reported for England in 2021 (5.5%).

It is widely accepted that fine particulate matter has a significant impact on both morbidity and mortality and diesel emissions have been classified as carcinogenic by the International Agency for Research on Cancer (part of the World Health Organisation).

There is particular concern about the 'black carbon' fraction of particulate matter due to its health impacts, and its strong ability to absorb light energy and increase global warming. Black carbon emissions in urban environments arise predominantly from diesel transport, but are also a product of biomass combustion, used increasingly for energy production and space heating.

[17] From Primary Care Mortality Database (PCMD), there were 2045 deaths (all causes) of people in York aged 30 and above in 2021. Indicator D01 shows that air pollution (specifically PM2.5) is attributable to the cause of death in 4.4% of these deaths (approximately 90 deaths, or 1 in 22 deaths).

Emissions of oxides of nitrogen (NO_x) and man-made particulate must be reduced to meet the health based national air quality objectives in the remaining areas of York, work towards meeting World Health Organisation (WHO) Guidelines and improve public health. AQAP4 recognises that there are no 'safe' limits for particulate emissions (particularly $PM_{2.5}$) and CYC will strive to reduce such emissions as far as practically possible. We will continue to work with regional and central government on policies and issues beyond CYC's direct influence to achieve this aim.

3.1.2 National Institute for Health and Care Excellence (NICE) Guidelines

In 2020, NICE updated recommendations regarding road traffic related air pollution and policy options and interventions for improving local air quality.

Interventions to reduce emissions and exposure to road-traffic related air pollution, included within NICE recommendations are as follows:

- Greater consideration of air quality issues during the planning process, to include the provision of charging points for electric vehicles in workplaces, commercial developments and residential areas to facilitate low and zero-emission travel. Minimising exposure of vulnerable groups to air pollution via careful design and siting of developments should also be a consideration.
- Use of Clean Air Zones to provide restrictions on certain classes of vehicle and to support zero and low-emission travel.
- Reducing emissions from public sector transport services and vehicle fleets
- Encouraging smooth driving and speed reduction
- Providing support for active travel and provide a choice of cycle routes, including routes that avoid highly polluted roads and utilise quiet streets or segregated routes.

During the development of AQAP4 and the measures contained within this document, consideration has been given to the NICE recommendations above.

3.1.3 City of York Council Public Health

The work of the Public Health Team is driven by the Council Plan and the Joint Health and Wellbeing Strategy for York, which is informed by the Joint Strategic Needs Assessment. The York Health and Wellbeing Board sets the strategic vision and direction for health and social care in the city and has a number of statutory responsibilities. Whilst it is a formally constituted Committee of the Council in terms of governance it is a partnership and legislation sets out a minimum membership of at least one council elected member, representatives from NHS Humber and North Yorkshire Integrated Care Board (ICB), directors of adult social services, children's services and public health, a representative from local Healthwatch (an independent consumer champion for healthcare) and a representative of NHS England, when required. In York we have expanded this membership to include other organisations such as the Police, Independent Care Group, York Health and Care Collaborative and other members of the voluntary sector.

The York Health and Wellbeing Board work together to make improvements to the health and wellbeing of York's residents and produce a Joint Strategic Needs Assessment (JSNA). The joint strategic needs assessment describes the current and emerging health and wellbeing needs for people who live in York.

AQAP4 has an important role to play in minimising and reducing public exposure to air pollutants and raising awareness about the impacts of air pollution on health. Measures in AQAP4 around further development of low emission planning guidance will help to ensure new development provide a safe and healthy environment for residents, support active travel initiatives and address health inequalities in the city.

3.2 Planning and Policy Context

AQAP4 has been developed with due consideration to the following policies and strategies which have the potential to impact directly on York's air quality and/or have influenced the scope of measures included in the AQAP.

3.2.1 The Council Plan 2023 to 2027

The Council Plan is City of York Council's corporate strategy for the period 2023 – 2027. It will guide the council's priorities whilst providing a framework for financial and performance management and to help the city identify and respond to new opportunities or challenges. It set's out our organisation's contribution to delivering the vision for the city and long-term ambitions contained within the 10-Year Plan and 10-Year Strategies covering climate, health and wellbeing and the economy.

Underpinning the priorities set out in the Council Plan are our 'Four Core Commitments' – the four outcomes we will put at the heart of council services and the decisions we make:

- **Equalities** – providing equal opportunity, balancing human rights, standing up to hate, championing communities
- **Affordability** – finding new ways so everyone benefits from the city's success, targeting support where it's most needed
- **Climate** – understanding the impact our decisions have on the environment, adapting the city to prepare for extreme weather events
- **Health** – improving health and wellbeing, reducing health inequalities, targeting areas of deprivation

The Council Plan has seven priorities, with the Four Core Commitment outcomes running through each:

a) **Heath and wellbeing**: A health generating city, for children and adults

b) **Education and skills**: High quality skills and learning for all

c) **Economy and good employment**: A fair, thriving, green economy for all

d) **Transport**: Sustainable accessible transport for all

e) **Housing**: Increasing the supply of affordable housing

f) **Sustainability**: Cutting carbon, enhancing the environment for our future

g) How the Council operates

AQAP4 will contribute to the Council Plan by delivering measures to improve air quality and public awareness of air pollution and impacts on health, thus promoting good health and wellbeing. AQAP4 firmly embeds the Council Plan's priority of sustainable, accessible transport for all and recognises the important continued role of reduced vehicle traffic and modal shift in air quality improvement.

AQAP4 strives to facilitate the uptake of low and zero emission modes of transport to allow York's residents, workforce and visitors to travel sustainably. However, we also recognise that AQAP4 must additionally tackle non-transport related emissions, such as those generated via construction activities or those from domestic heating. AQAP4 also contains measures to address emissions from these important sources to further improve health.

AQAP4 has been developed to complement CYC's Climate Change Strategy, to recognise synergies and prevent conflict, and additionally supports the guiding principles of our Economic Strategy which aims to build inclusive, healthy and sustainable communities.

3.2.2 York Low Emission Strategy (LES)

In 2012, CYC developed and adopted an overarching Low Emission Strategy to holistically reduce air pollution and carbon emissions in the city. The LES built upon the existing congestion reduction and modal shift approach to air quality improvement in York, by encouraging the uptake of low emission fuels and technologies and encouraging better vehicle maintenance and driving techniques.

The LES placed particular emphasis on reducing emissions from diesel vehicles, especially HGVs, buses and taxis, which deliver essential services across York's transport network and cannot be dealt with effectively through modal shift. York's previous AQAP3 was the main delivery mechanism for this strategy. Whilst many measures within the LES have now been delivered, the overarching aims and vision remain relevant for AQAP4.

3.2.3 Local Transport Strategy (LTP3 / LTP4)

York's previous LTP3 was developed in 2011 with a vision for York's transport landscape across the subsequent two decades. However, since then many aspects of how we travel in to and through York has changed, not least as a result of emerging technology and the pandemic changing travel habits. Many of the previous plan's ambitions have now also been met, such as:

- Funding to deliver major schemes for York Central, committing to increase the capacity of the A1237 York Outer Ring Road and improve the area in front of York Station.
- A Clean Air Zone for buses has been introduced covering much of central York.
- There has been great progress in electrifying the bus network
- In the early years of LTP3, funding was obtained to build new park and ride sites at Poppleton Bar and Askham Bar and improve the junction between the A1237 and A59 Harrogate Road
- A mandate has been secured to develop a new station at Haxby
- A new segregated cycle and footpath links Clifton Moor and Haxby
- Improvements for pedestrians and cyclists have been made on Scarborough Bridge and its approaches
- More recently Micklegate has been closed in one direction to motorised traffic.

LTP4's development recognises that whilst the plan is taking place in an era of great change, there will be a number of fixed points that will need consideration such as commitments to major schemes such as York Central and York Station Frontage, as well as parameters set by regional and central government policies. LTP4 also recognises priorities of the city as demonstrated in the council's commitment to net-zero carbon neutrality by 2030.

LTP4 will set the vision, objectives and targets for York's transport strategy for the next generation and will complement strategies developed for York's Economic Recovery and Carbon Reduction. LTP4 will concentrate on a 15 year period, aligning with the city's Local Plan, with a proposed review at each five year milestone. Measures in AQAP4 to reduce transport emissions have been informed by a city-wide conversation around transport and environmental priorities progressed throughout 2021 and 2022, that considered experience of and priorities for transport, air quality and carbon reduction, journeys and the economy. CYC also worked with partners at York Civic Trust to contribute to policy research and emerging findings throughout the period of engagement.

CYC has developed a draft Local Transport Strategy, that sets out high level principles and priorities for York that will underpin future transport strategies, to be encompassed within York's Local Transport Delivery Plan. The draft Local Transport Strategy will strengthen the policy context leading to the development of a list of major schemes. It will articulate York's transport priorities and enable their incorporation in the Local Transport Plan for York and North Yorkshire. 'Tackling transport emissions' is recognised as key policy strand within York's Local Transport Strategy. Measures in AQAP4 will support both this aim and York's wider transport vision, to reduce congestion, pollution and traffic levels and make active travel and new modes of travel more attractive.

3.2.4 York's Joint Health and Wellbeing Strategy 2022-2032

This strategy aims to ensure that every single resident of York can enjoy the best possible health and wellbeing throughout the course of their life.

The current updated AQAP continues to have an important role in contributing to the aims of CYC's Health and Wellbeing Strategy by minimising and reducing public exposure to air pollution and raising public awareness about the impacts of air pollution on health. AQAP4 will also continue to ensure that new developments provide a safe and healthy environment for occupants, support active travel initiatives and help to address health inequalities in the city.

3.2.5 York's New Local Plan

In 2005, the current Local Plan was approved for development management purposes. Although not 'formally adopted', this is the document CYC use as the basis for development control decisions. It provides a framework to guide and promote development, and to protect the quality of York's unique historic, natural and built environment. The document sets strategic priorities for the whole city and forms the basis for planning decisions; it must be reviewed at regular intervals to be kept up to date.

CYC are currently working towards the New Local Plan being fully compliant with the National Planning Policy Framework (NPPF) and other relevant regulations. Once 'adopted', the new Local Plan will determine how the city develops over the next 15 years and beyond. The new Local Plan will respond to the issues facing York and will consider issues such as transport priorities, air quality and climate change. The plan will reflect the city's economic ambitions and help to deliver economic success, whilst building strong communities and protecting and enhancing its unique environment. Our new Local Plan is currently in the process of Examination by Independent Planning Inspectors following submission of the Local Plan to the Secretary of State for Housing, Communities and Local Government on 25 May 2018.

AQAP4 contains measures relating to the Local Plan that will build upon previous actions delivered as part of earlier AQAPs for the city. These include the continued development of Low Emission Planning Guidance, to formalise the approach for assessing and mitigating the emissions impacts of new development. AQAP4 also includes measures to tackle

emissions associated with solid fuel burning across new development sites.

3.2.6 York Climate Change Strategy 2022 - 2032

In 2019, CYC announced a Climate Emergency and have since set an ambition for CYC to reduce its carbon emissions to net zero by 2030. CYC recognise the threat of climate change at both a global and local scale, and are committed to delivering bold, local climate action to deliver economic and social benefits, such as new green jobs, economic savings, market opportunities and much improved well-being for York residents. Our ambitions will be reflected in the York Climate Change Strategy.

Whilst care has been taken to avoid unnecessary duplication between the Climate Change Strategy aspirations and AQAP4, there remain a number of areas of cross over between the plans and each must be implemented with due regard for the other.

Air quality and climate change are intrinsically linked and there may often be common emission sources contributing to local air pollution and greenhouse gas emissions (e.g. combustion of fossil fuels). Climate actions, such as installation of heat pumps over gas boilers, or energy efficiency measures, can offer considerable benefits for both agendas. However, it should be noted that in some areas conflicts can arise. Examples have included the use of diesel fuel and the promotion of biomass boilers within urban areas.

Whilst diesel vehicles are generally more fuel efficient than petrol alternatives, older diesel vehicles have high NO_x and PM emissions. Whilst using biomass as a fuel can offer significant carbon savings, it can have a negative impact on local air quality. Other low carbon fuels such as hydrogen[18] create similar dilemmas.

Emissions of NO_x and particulate from biomass boilers can be significant and may not be appropriate where air quality is already poor (urban

[18] https://ncas.ac.uk/limit-hydrogen-emissions-to-feel-the-benefits-for-climate-urge-scientists/

environments) or where there is a sensitive population close by (e.g. schools, hospitals or care homes). In the case of large-scale plant, transport emissions associated with fuel deliveries may also be significant for local air quality. Other examples of conflict may include District Heat Network (DHN) schemes, where a single large emission source may be proposed to replace a number of smaller emission sources.

Air quality improvement strategies and planning decisions should complement wider climate change/carbon reduction agendas and all should be well aligned to recognise synergies and prevent conflict. In some cases a compromise approach may be needed to balance the two agendas. For example, a large scale biomass boiler may be allowed but it should be located in a position where the impact on sensitive receptor points will be minimised. Consideration may need to be given to additional emission abatement or control in sensitive areas.

York's Economic Strategy 2022 – 2032

CYC's new 10-year Economic Strategy sets out to improve living standards and livelihoods for all of York's residents and businesses. We aim to do this through increasing productivity, raising earnings, and maintaining our skills advantage. AQAP4 measures complement the guiding principles of our Economic Strategy which aim to build inclusive, healthy and sustainable communities by promoting the positive social and environmental benefits of economic development and working with local businesses to build "green" skills.

3.3 Source Apportionment

The AQAP measures presented in this report are intended to be targeted at the main sources of emissions within City of York Council's area.

Source apportionment studies for York, including work carried out for the development of previous AQAPs, clearly identified traffic as the main source of NO_2 in the city centre, with between 51 to 72% of NO_2 estimated to be arising from transport sources in the city centre 'technical breach areas'.

In past years, carbon-based vehicle taxation policies have resulted in older petrol vehicles being replaced with new diesel vehicles. York's air quality issues have previously been attributed, at least in part, to the prevalence of diesel vehicles across the city. AQAP3 aimed to address the growth in diesel passenger cars by encouraging the uptake of lower emission alternatives such as electric and hybrid vehicles and this must continue through the lifetime of AQAP4. AQAP3 measures to support this aim are retained in AQAP4, with indicators and targets updated for AQAP4 to ensure that measures remain focussed and drive continuous improvement in the York fleet.

In line with many other local authority areas, York's earlier source apportionment studies have also highlighted that buses, coaches and HGVs, whilst making up only a small proportion of the total vehicle fleet in some areas, have a disproportionate impact on local air quality due to their relatively high emissions per unit distance travelled (this issue was also exacerbated by the age / emission standard of certain vehicles being operated across York). Measures in AQAP3 to reduce emissions from buses, such as delivery of a Clean Air Zone in the city centre, widespread introduction of electric buses across York's Park and Ride service and anti-idling policies, have been particularly successful in tackling emissions from such service vehicles. Whilst AQAP4 recognises these successes, further measures are proposed in AQAP4 to ensure continued improvement in the bus fleet and to address additional emissions from HGVs (and LGVs), particularly in relation to movement of freight into and around the city. Additional measures are also proposed to further reduce emissions from taxis.

Previous source apportionment work carried out for York's current and historical AQMA declarations and areas of air quality 'technical breach' is fully summarised in AQAP3 and the reader should refer to this document for details.

3.3.1 Updated Source Apportionment Work for AQAP4

In addition to the detailed source apportioned studies carried out for the purpose of informing the development of AQAP3 (which largely remain

relevant to the updated Action Plan and remaining city centre AQMA designation), further source apportionment work has been carried out to refine the evidence base for AQAP4, to ensure that air quality improvement measures continue to be targeted to the main sources of pollution across the city; this will ensure maximum air quality improvement in the shortest possible timescale.

Whilst consideration of the source contributions of NO_x/NO_2 will ensure that measures are appropriately targeted towards achievement of the health based annual mean objective for NO_2 in all locations in the city, further consideration has been given to PM_{10} and $PM_{2.5}$ in the updated source apportionment work, reflecting the Governments strengthened national commitment (and indeed CYC's local commitment) to delivering reduction in such pollutants for the protection of public health. The Environment Act 2021 required government to set targets on air quality, including fine particulate matter ($PM_{2.5}$), the most damaging pollutant to human health. The Act has also improved existing frameworks laid out in existing substantive primary legislation such as the Environment Act 1995 *(which sets up the local air quality management framework, including local government responsibilities to tackle air pollution)* and the Clean Air Act 1993 *(which enables local authorities to tackle smoke emissions from chimneys of buildings, fixed boilers and industrial plant)* enabling more effective action to tackle air pollution and deliver health benefits, as well as increasing transparency and accountability at all levels. DEFRA have produced an Air Quality Factsheet that summarises headline measures.

Whilst AQAP4 contains a number of new measures to specifically target PM_{10}/$PM_{2.5}$, it should be recognised that a number of the ongoing air quality improvement measures previously developed to address NO_2 concentrations within the AQMA will also have benefits for PM_{10}/$PM_{2.5}$.

NAEI Source Apportionment - emission sources by activity sector

The National Atmospheric Emission Inventory (NAEI) provides emission maps for various pollutants that can be downloaded at 1km x 1km

resolution across the UK. One set of maps is produced each year for the most recent NAEI year.

The geographical distribution of emissions across the UK is built up from a number of map distributions for each sector. These individual NAEI sector distributions are developed using information and surrogate statistics appropriate to each sector.

A review of the NAEI 1km x 1km emission maps considered emissions across both CYC's local authority boundary area and a smaller area covering York's city centre / inner ring road / areas of existing air quality technical breach. Emissions in each of these areas have been apportioned into the relative contributions from each source sector.

Total emissions from each source sector and pollutant have been expressed as a percentage of all emissions within the area under consideration. Sectors are described in Table 3.1 below.

Table 3. 1 NAEI source sector descriptions

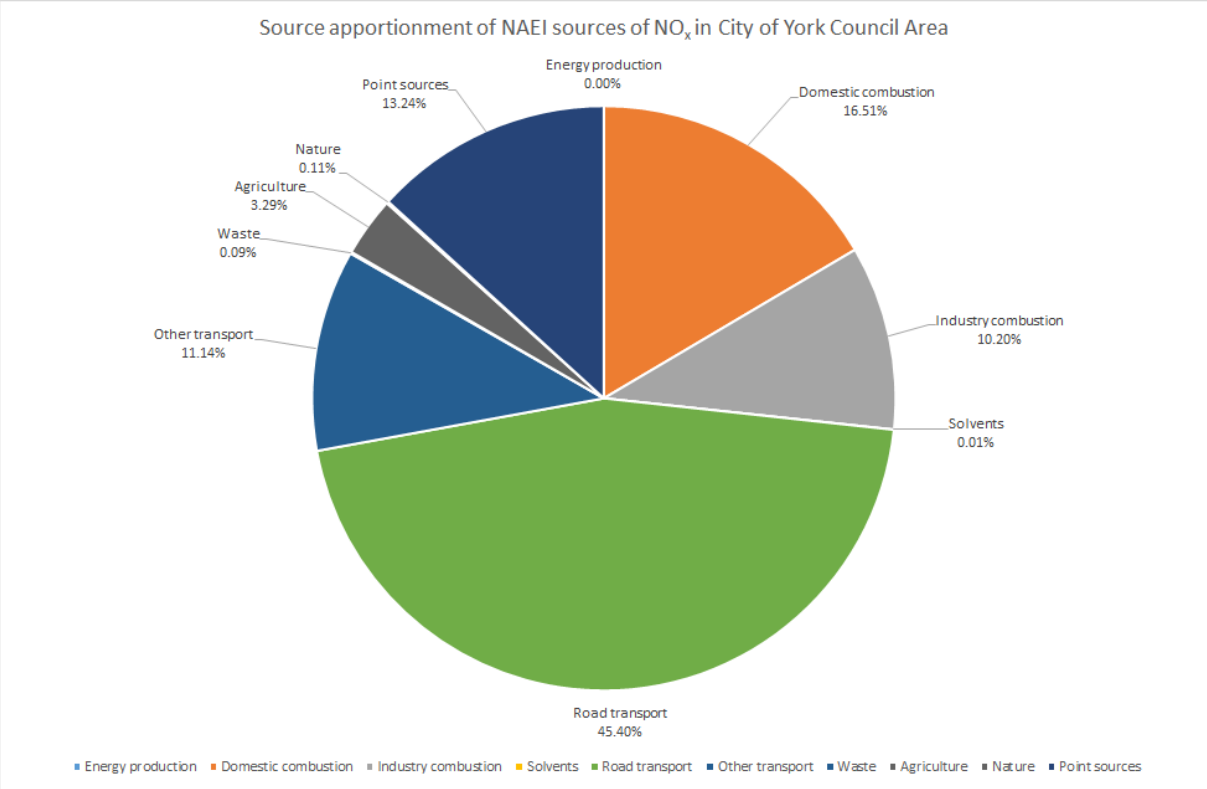
Sector	Description
Energy production	Combustion in energy production and transfer
Domestic combustion	Combustion in commercial, institutions, residential, agriculture. Note for $PM_{2.5}$ only, this sector is further split into domestic combustion of 'wood', 'smokeless solid fuels' and 'other fuels'
Industry combustion	Combustion in manufacturing industry
Production processes	Production processes
Offshore	Extraction and distribution of fossil fuels
Solvents	Solvent use
Road transport	Road transport
Other transport	Other transport and mobile machinery

Sector	Description
Waste	Waste treatment and disposal
Agriculture	Agriculture, forestry and land use change
Nature	Nature
Point sources*	Point sources

*Point source emissions calculated by subtracting the sum of all other sectors above from NAEI total emissions (which include point source emissions).

The contribution of each NAEI activity sector to the total emissions of NO_x, PM_{10} and $PM_{2.5}$ in CYC's area of administration is shown in Figures 3.3 to 3.5 below.

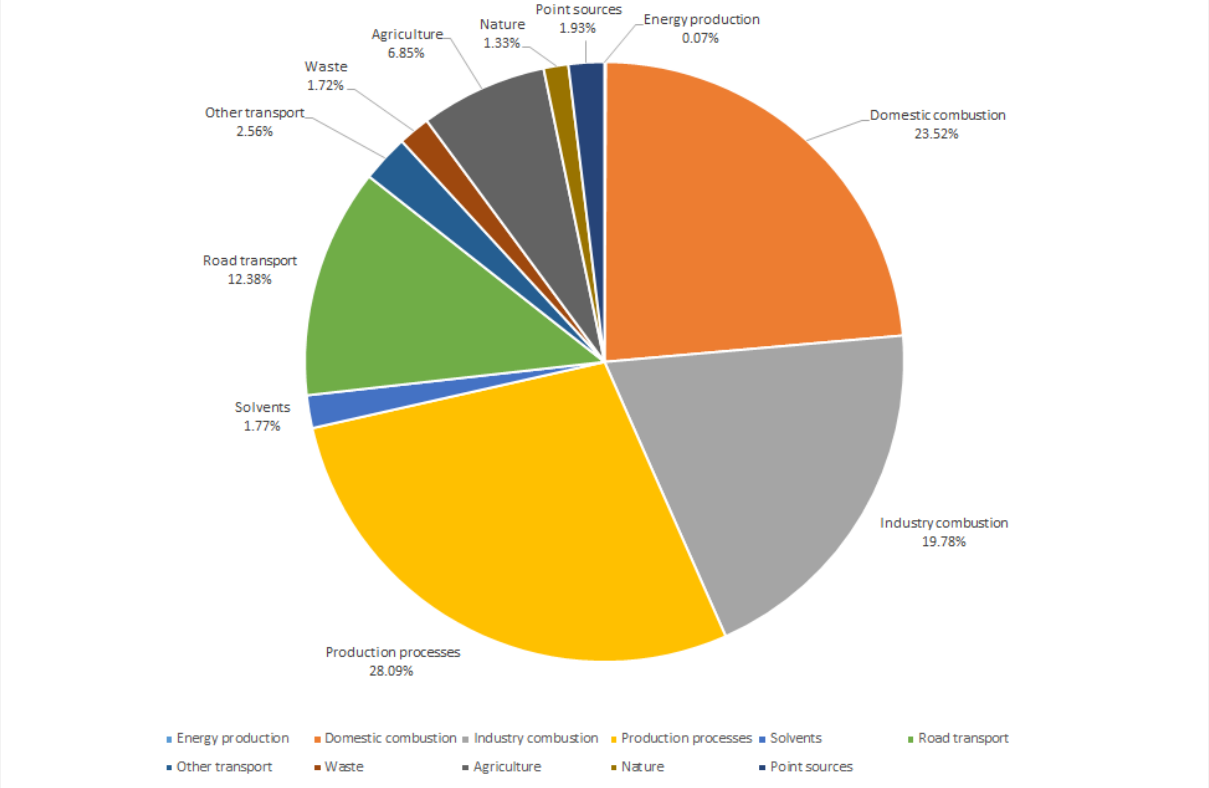
Figure 3. 3 Source apportionment of NAEI sources of NO_x in CYC's area



Pie chart showing (clockwise from top) Domestic Combustion, 16.51%. Industry Combustion, 10.20%. Solvents, 0.01%. Road

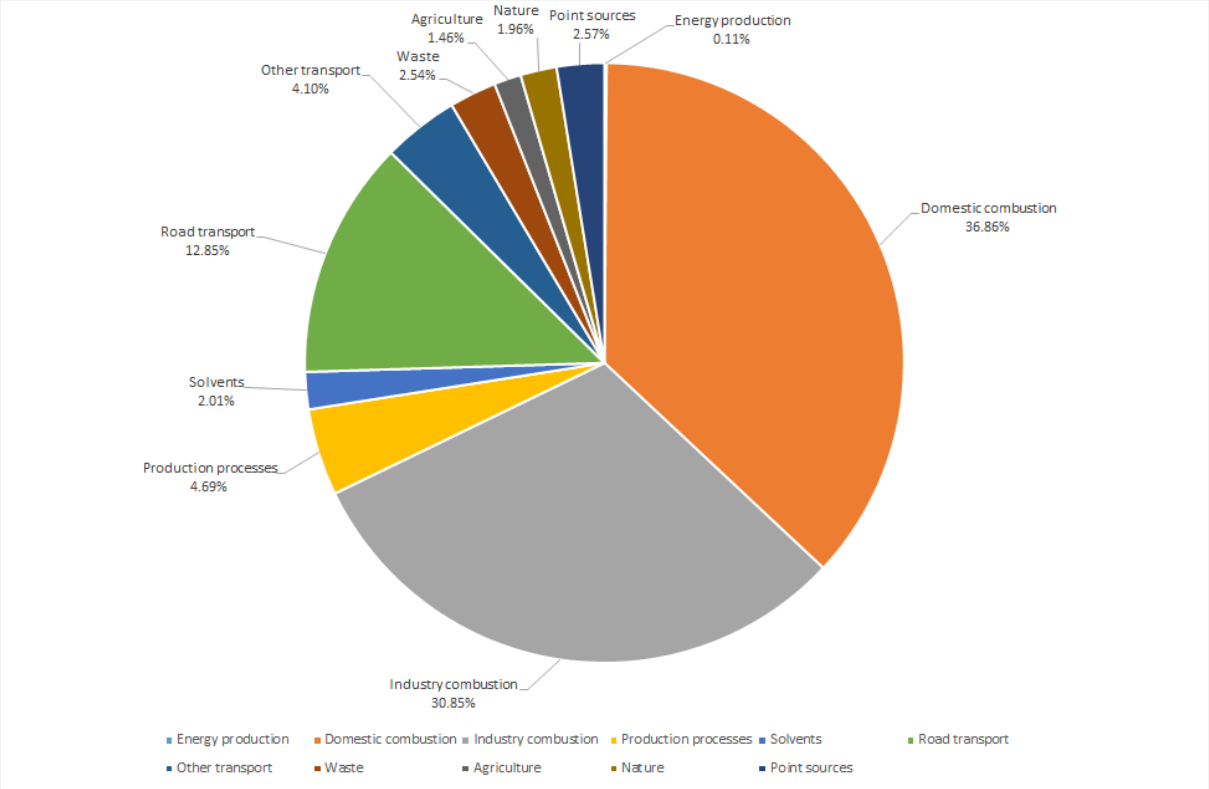
transport, 45.40%. Other transport, 11.14%. Waste, 0.09%. Agriculture, 3.29%. Nature, 0.11%. Point Sources, 13.24%. Energy Production 0.00%.

Figure 3. 4 Source apportionment of NAEI sources of PM_{10} in CYC's Area



Pie chart showing (clockwise from top) Domestic Combustion, 23.52%. Industry Combustion, 19.78%. Production Processes, 28.09%. Solvents, 1.77%. Road transport, 12.38%. Other transport, 2.56%. Waste, 1.72%. Agriculture, 6.85%. Nature, 1.33%. Point Sources, 1.93%. Energy Production 0.07%.

Figure 3. 5 Source apportionment of NAEI sources of $PM_{2.5}$ in CYC's area



Pie chart showing (clockwise from top) Domestic Combustion, 36.86%. Industry Combustion, 30.85%. Production Processes, 4.69%. Solvents, 2.01%. Road transport, 12.85%. Other transport, 4.10%. Waste, 2.54%. Agriculture, 1.46%. Nature, 1.96%. Point Sources, 2.57%. Energy Production 0.11%.

Across CYC's local authority area, the 'transport' sector continues to be the largest contributor (57%) to total NO_x emissions. Road transport specifically comprises approximately 45% of the total NO_x emissions, compared to 12% and 13% of PM_{10} and $PM_{2.5}$ emissions respectively. Domestic combustion makes up only 17% of NO_x emissions compared to 23% of PM_{10} emissions and 37% of $PM_{2.5}$ emissions.

When considering the smaller 9km^2 area covering York city centre (the inner ring road and existing areas of air quality technical breach with respect to the annual mean NO_2 objective) some differences are apparent. Whilst the contribution from road transport is broadly consistent between the two areas, domestic combustion increases from

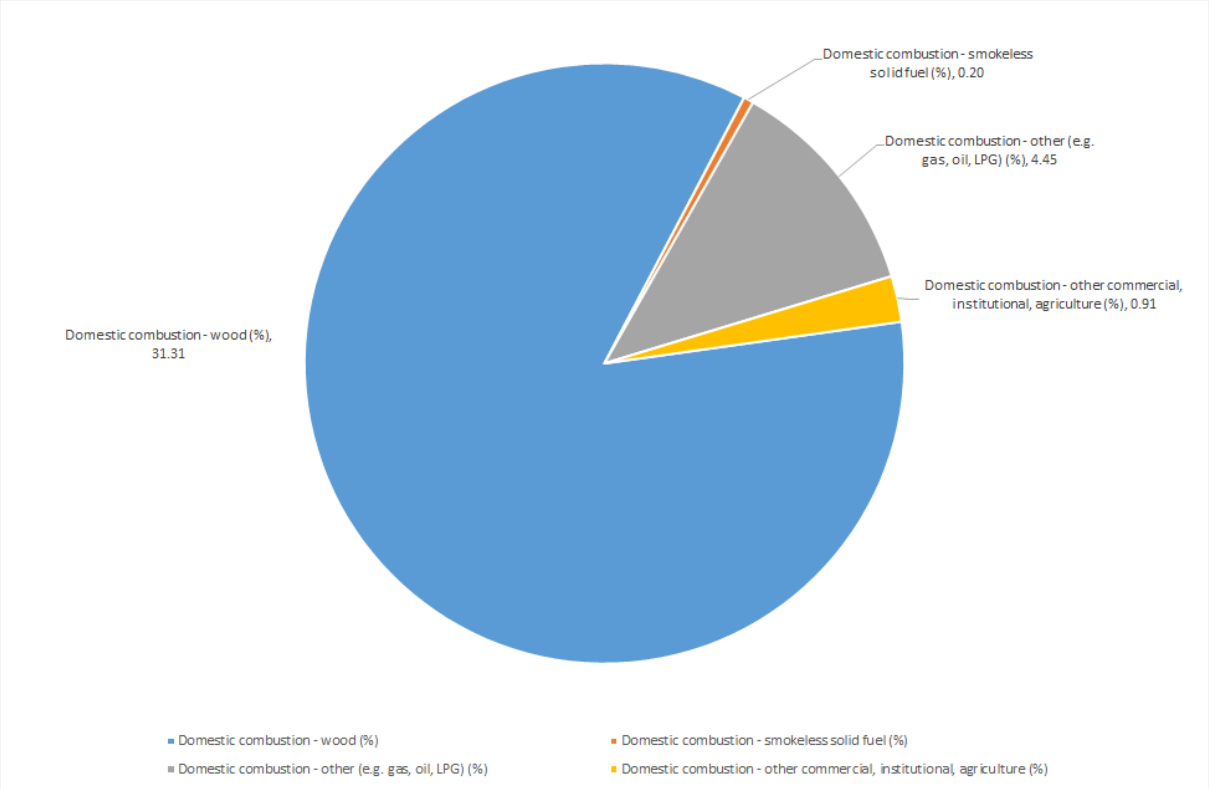
17% across the whole of York to 42% within the smaller city centre area. Similar, but less pronounced increases are observed for PM_{10} and $PM_{2.5}$. This is related to an increased density of commercial and domestic premises (and therefore combustion activity) within the heart of the city.

Combustion from industry (i.e. non-commercial and non-domestic) is notably higher for the wider area of York due to the location of larger scale combustion plant. The impact from agricultural emissions for all pollutants considered is also several orders of magnitude greater for the wider CYC area, as it takes into account the wider rural area of York.

Larger point source emissions absent from the city centre area are represented within the wider York boundary. These point sources include York Crematorium, waste water treatment works and waste disposal/treatment facilities such as Harewood Whin to the west of the city. These facilities are regulated by CYC and the Environment Agency.

With respect to $PM_{2.5}$ the NAEI provides a further breakdown of emissions from domestic combustion sources, such as those associated with burning of wood, smokeless solid fuels and other fuels such as gas, oil and LPG. This is shown in figure 3.6 below.

Figure 3. 6 Breakdown of $PM_{2.5}$ emissions from 'domestic combustion' NAEI sector



Pie chart showing that combustion of wood makes up the majority of $PM_{2.5}$ emissions from the NAEI domestic combustion sector at 31.3%, with the combustion of other fuels, such as smokeless solid fuels, gas, oil and LPG making up around 5.6% combined. The domestic combustion sector shown in the chart makes up 36.9% of total $PM_{2.5}$ emissions in total.

Across CYC's area, it is estimated that 31% of $PM_{2.5}$ emissions are due to wood burning, compared to only 0.2% from smokeless solid fuels and 4.5% from other boiler technologies. NAEI mapping estimates that domestic combustion of wood accounts for more than double the $PM_{2.5}$ emissions produced by road traffic across CYC's wider area.

The Air Quality (Domestic Solid Fuels Standards) (England) Regulations 2020 made under section 87 of the Environment Act 1995 restrict the sale of certain solid fuels. The regulations have effectively banned the sale of polluting 'wet' wood and house coal across England, with only 'dry' wood and smokeless mineral fuels being currently legally available

for purchase and use. The legislation became law from 1st May 2021 and together with cleaner modern solid fuel appliances, will assist in reducing particulate emissions and improving local air quality and health across York. New measures are included in AQAP4 to further raise awareness of the legal responsibilities of suppliers and consumers, together with the health impacts associated with solid fuel burning and particulate matter emissions across the city.

Updated Road Traffic Source Apportionment

In March 2021, CYC was awarded DEFRA funding to carry out a feasibility study to consider how to reduce emissions relating to deliveries travelling in to and out of York. A key project objective was to consider how to reduce the number of deliveries made to the city centre and around York by LGVs and HGVs and how to reduce emissions from the remaining fleet. Part of the study commission was to undertake a review of baseline emissions associated with all vehicle types using York's network, to aid understanding of the relative contribution that delivery vehicles make to current pollution levels in the city. The study has also provided further insight into the composition of the wider York vehicle fleet and has created an up to date emissions profile based on vehicle classifications and ages.

Automatic Number Plate Recognition (ANPR) camera surveys were undertaken at 4 locations from 24th – 27th August 2021. Vehicle registration data was processed through the DVLA to obtain information on the vehicle fleet composition (vehicle type, age, fuel type and Euro emission classification). The locally observed fleet profiles from the ANPR camera surveys have been used in conjunction with the Emission Factor Toolkit (EFT) (v10.1) and traffic flow data to calculate total emissions on road links across the York network. Physical features that may affect emission rates and/or dispersion, such as junction details, gradients and street canyons were accounted for. In addition, a review of the network was undertaken to identify which locations may be operating for periods of the day under congested conditions. Such locations were modelled using an additional low speed source (i.e. 5

km/h) to represent congested movement and to improve emissions estimates.

Analysis of emissions for each link has been conducted using the EFT and local fleet data to determine the main vehicle contributors to NO_x emissions across the weekday and weekend periods, in both existing and future years. Headline findings from this study are outlined below:

- With respect to cars, petrol and diesel vehicles still represent the majority of the fleet, although there was a clear preference for petrol (52% petrol vs 43% diesel). The remaining ~5% of fuel technology was mostly petrol hybrid, with electric vehicles making up ~1% of the fleet.
- Of the other vehicle classifications, the majority of LGVs and HGVs were diesel fuelled, whereas the bus fleet was diesel and electric. The vast majority of buses operating within the York urban area are Euro VI diesel in line with requirements of the Clean Air Zone, with all but one of the Park & Ride services (Rawcliffe Bar) operating 100% electric buses.
- The trend for cars and LGVs was towards newer Euro V and VI engines, although this was trailing behind EFT national estimates, which is expected to some extent at the time of the survey, due to the effects of the pandemic slowing fleet turnover.
- The HGV fleets were also predominantly diesel Euro V and VI. The rigid HGV fleet was slightly older than the articulated HGV fleet, which is consistent with trends recorded in other cities and interpreted to be related to a larger component of owner-operator vehicles and longer retention of these vehicle types in the fleet.
- Cars are the dominant source of NO_x emissions across all roads, forming over 55% of emissions on the majority of York roads, with cars having a much greater contribution on many roads across the city.
- LGV proportions are highest on eastern and south eastern routes such as Fulford Road and Hull Road. The majority of LGV NO_x

emissions make up less than 10% of the total emissions. Emissions from LGVs is more pronounced on the Outer Ring Road , Fulford Road and Askham Lane, where up to 25% of the total NO_x emissions are from LGVs.

- On the key road network within York, HGVs are most dominant on roads coming into the city centre from the north, east and south east routes, for example Gillygate, Wiggington Road, Foss Islands Road, Hull Road and Fulford Road. HGVs are a significant emission source on the majority of major roads including the Outer Ring Road, key routes into York, and the Inner Ring Road, where they contribute between 15 – 25% of the total, although they are insignificant on smaller, local roads. There are a few areas where HGVs are more significant and form between 35 – 55% of the total NO_x emissions on roads with significant total emissions, including areas such as Bootham, Lawrence Street, Barbican Road/Cemetery Road, Hull Road, Lord Mayors Walk and Tower Street.
- Bus emissions comprise less than 10% of the total NO_x emissions on the majority of roads. Areas where bus emissions are most significant are largely on roads with proportionately less emissions (i.e. on Coppergate, Pavement, Merchantgate and Walmgate and on bus only routes). George Hudson Street, Micklegate, Blossom Street and The Mount are roads with elevated total NO_x emissions where bus emissions form between 10 and 25% of the total.

The source apportioned data for NO_x and $PM_{2.5}$ for selected roads, including some links within the current AQMA, are shown in tables 3.2 and 3.3 below. This is also represented as a pie chart in figure 3.7. The source contributions for the two pollutants are broadly similar, although cars tend to contribute a comparatively higher proportion of $PM_{2.5}$.

Table 3. 2 NO_x emissions contributions from traffic on selected roads

Road	Car (% NO_x)	LGV (% NO_x)	HGV (% NOx)	Bus (% NOx)
Gillygate	64	2	30	4
Wiggington Road	75	1	22	2
Foss Islands Road	69	7	23	0
Hull Road	77	4	18	1
Skeldergate Bridge	86	2	11	0
Fulford Road	66	16	17	1
Tadcaster Road	84	3	11	2
Holgate Road	87	2	10	1
Blossom Street	76	3	18	3

Table 3. 3 $PM_{2.5}$ emissions contributions from traffic on selected roads

Road	Car (% $PM_{2.5}$)	LGV (% $PM_{2.5}$)	HGV (% $PM_{2.5}$)	Bus (% $PM_{2.5}$)
Gillygate	84	2	12	3
Wiggington Road	90	1	8	1
Foss Islands Road	83	5	11	0
Hull Road	83	2	12	3
Skeldergate Bridge	91	2	6	1
Fulford Road	76	10	12	3
Tadcaster Road	87	2	6	5
Holgate Road	91	1	5	3
Blossom Street	80	2	9	9

Figure 3. 7 NO_x emissions traffic source apportionment for selected roads



Key: Cars (blue) LGVs (orange) HGVs (grey) Buses (yellow)

Source Apportionment for Nitrogen Dioxide

DEFRA's Technical Guidance note LAQM.TG(22) highlights that source apportionment need not be carried out with absolute precision, but it should allow a local authority to identify the predominant sources that contribute to pollutant concentrations across an AQMA. An important separation is into:

- **Regional background**, which a local authority is unable to influence;
- **Local background**, which a local authority should have some influence over; and
- **Local sources**, which will add to the background to give rise to the hotspot areas of exceedance. These are the principal sources for the local authority to control within the Action Plan.

As measures in AQAP4 will mainly influence emissions from local sources, particularly transport, it is also important to separate transport sources into broad vehicle types to understand their respective contributions to NO_2 concentrations across the AQMA.

The NO_x emissions (split into vehicle category) calculated for road links across the AQMA have been used to undertake a further source apportionment for NO_2, in line with the methodology outlined in box 7.5 of LAQM.TG(22).

To provide the most up to date estimate of the likely contribution of regional / local background concentrations, together with local traffic sources, the highest 2022 annual mean NO_2 concentration monitored at relevant locations across key areas of the AQMA (both current and previous technical breach areas) has been used in conjunction with DEFRA's national maps of background NO_x/NO_2 concentrations (projected to 2022).

Traffic data for the road link segment closest to the air quality monitor in question has been used to estimate the breakdown of emissions from each vehicle category.

The table below provides an estimate of the relative contribution of regional background NO_2 (RB-NO_2), local background NO_2 (LB-NO_2) and NO_2 from traffic sources, to the total monitored NO_2 in key areas. It should be noted that these proportions will vary by location and sometimes even on the same street due to congestion, variable speeds and/or queuing at junctions.

Table 3. 4 Source apportionment for NO_2 across key areas of the AQMA

Location (Tube Ref)	RB-NO_2 (µg/m^3)	LB-NO_2 (µg/m^3)	Cars (µg/m^3)	LGV (µg/m^3)	HGV (µg/m^3)	Bus (µg/m^3)	Total (µg/m^3)
Gillygate (14)	3.5 (7.4%)	9.8 (20.7%)	20.7 (43.7%)	0.8 (1.8%)	11.2 (23.7%)	1.2 (2.6%)	47.3
Blossom St (C27)	3.5 (8.5%)	9.8 (23.7%)	15.8 (38.2%)	0.7 (1.7%)	8.3 (20.2%)	3.1 (7.6%)	41.3
Rougier St (109)	3.5 (8.0%)	9.8 (22.4%)	22.0 (50.3%)	0.6 (1.3%)	4.7 (10.8%)	3.1 (7.1%)	43.7
Prices Ln (D35)	3.5 (11.3%)	11.4 (37.4%)	13.3 (43.3%)	0.4 (1.4%)	1.9 (6.2%)	0.1 (0.4%)	30.6
Paragon St (D16)	3.5 (11.4%)	11.4 (37.6%)	12.0 (39.4%)	0.6 (1.9%)	2.8 (9.3%)	0.1 (0.4%)	30.4
Lawrence St (B72)	3.6 (10.6%)	7.7 (22.8%)	12.0 (35.5%)	0.6 (1.8%)	9.3 (27.5%)	0.6 (1.8%)	33.8
Coppergate (D56)	3.5 (9.7%)	11.4 (31.8%)	4.5 (12.6%)	0.0 (0.1%)	0.0 (0.0%)	16.4 (45.8%)	35.9

3.4 Required Reduction in Emissions

Local authorities are required to identify the reduction in pollutant emissions needed to meet the health-based objectives with their AQMAs to determine the scale of effort required in an AQAP. In the case of NO_2 alongside roads, the required reduction should be stated as the concentration reduction in µg/m^3, for example, a 5µg/m^3 reduction from 45µg/m^3 to 40µg/m^3. Whilst this provides an indication of the scale of any air quality challenge faced by a local authority, it is not a suitable parameter for assessing the actual level of emission reduction needed. Any required percentage reductions of local transport emissions should be expressed in terms of NO_x due to the local road traffic. This is because the primary emission is of NO_x and there is a non-linear relationship between NO_x emission reduction and NO_2 concentrations[19]; this is due to the availability of Ozone (O_3).

The required reduction in road NO_x emissions has been carried out in line with the methodology in LAQM-TG22 (Aug 2022). To provide a robust worst-case estimate of the required reduction in emissions, monitoring data pre and post pandemic between 2018 and 2022 has been reviewed and the highest monitored annual mean concentration at a 'relevant location' within each historical area of technical breach with the current AQMA chosen for the calculation. A comparison has been made with the figures presented in CYC's previous AQAP3 document, covering the period 2015-2020, which adopted a similar approach but considered worst case monitoring figures for each area between the years of 2012 and 2014 inclusive. A comparison of this nature provides an indication of improvement in air quality that has been observed across the AQMA since publication of AQAP3, the progress that has been made with implementation of measures in AQAP3 and updates the evidence base with respect to the scale of effort required to meet the Air Quality Objectives across the AQMA area.

[19] https://laqm.defra.gov.uk/wp-content/uploads/2022/08/LAQM-TG22-August-22-v1.0.pdf

Estimates of background NO_2 concentrations across CYC's current AQMA (corresponding to the relevant year of monitoring) were made using DEFRA's background mapping data for local authorities. DEFRA publish and regularly update the background maps to assist local authorities in carrying out review and assessment of local air quality. The maps can be used in air quality assessments to better understand the contribution of local sources to total pollutant concentrations. The maps provide information about how pollutant concentrations change over time and across a wide area; they also provide an estimated breakdown of the relative sources of pollution. The 2018 reference year background maps[20], based on monitoring and meteorological data for 2018 have been used for the calculations, and projected to the relevant year of monitoring between 2018 and 2022.

As widespread improvements in air quality were observed across York in 2020 compared with previous years (primarily due to a reduction in emissions from vehicles on the York road network caused by work from home directions and non-essential retail being closed during the Covid-19 lockdowns), consideration of monitored concentrations in York in 2018/2019 (pre-pandemic) and in 2021/2022 (post-pandemic) has provided a worst case picture of the required reduction in emissions across the current AQMA.

Note that previous calculations of this nature undertaken for AQAP3 considered Salisbury Terrace and Fulford Road AQMAs, but as these AQMAs were revoked in 2017 and 2020 respectively (and concentrations of NO_2 are still well below health-based standards) they have not been specifically included in the current analysis.

Tables 3.5 and 3.6 below provide details of the calculations undertaken to determine the percentage reductions in NO_2 and roadside NO_x needed to meet the health-based objectives for NO_2 in the current AQMA. Table 3.5 additionally includes an estimate of the population exposure across

[20] https://uk-air.defra.gov.uk/data/laqm-background-home

each area[21]. It should be noted that in 2022, there were only three areas of the AQMA where annual mean concentrations of NO_2 above 40µg/m^3 were monitored, namely Gillygate, Rougier Street and Blossom Street. The latest monitoring data for York is presented in CYC's Annual Status Report.

Table 3. 5 Reductions in NO_2 required within current AQMA

AQMA Area	Maximum annual mean NO_2 (µg/m^3) between 2018 - 2022	Required reduction in NO_2 to meet objective (µg/m^3)	Required reduction in NO_2 to meet objective (%)	Estimate of population within area of AQMA (people)
Gillygate / Lord Mayors Walk	47.5 (2021)	7.5	15.8	514
Lawrence St	41.8 (2018)	1.8	4.3	811
Holgate / Blossom St	46.3 (2018)	6.3	13.6	401
Rougier St / George Hudson St	46.7 (2019)	6.7	14.3	48
Coppergate	42.3 (2018)	2.3	5.4	7
Fishergate / Paragon St	37.8 (2019)	0 *(objective already achieved)*	0 *(objective already achieved)*	559

[21] Estimate of population exposure assumed 2.4 residents per household in line with Office for National Statistics, Families and households in the UK: 2022

AQMA Area	Maximum annual mean NO_2 ($\mu g/m^3$) between 2018 - 2022	Required reduction in NO_2 to meet objective ($\mu g/m^3$)	Required reduction in NO_2 to meet objective (%)	Estimate of population within area of AQMA (people)
Nunnery Lane / Prices Lane	37.4 (2019)	0 *(objective already achieved)*	0 *(objective already achieved)*	334

Table 3. 6 Reduction in roadside NO_x required within current AQMA

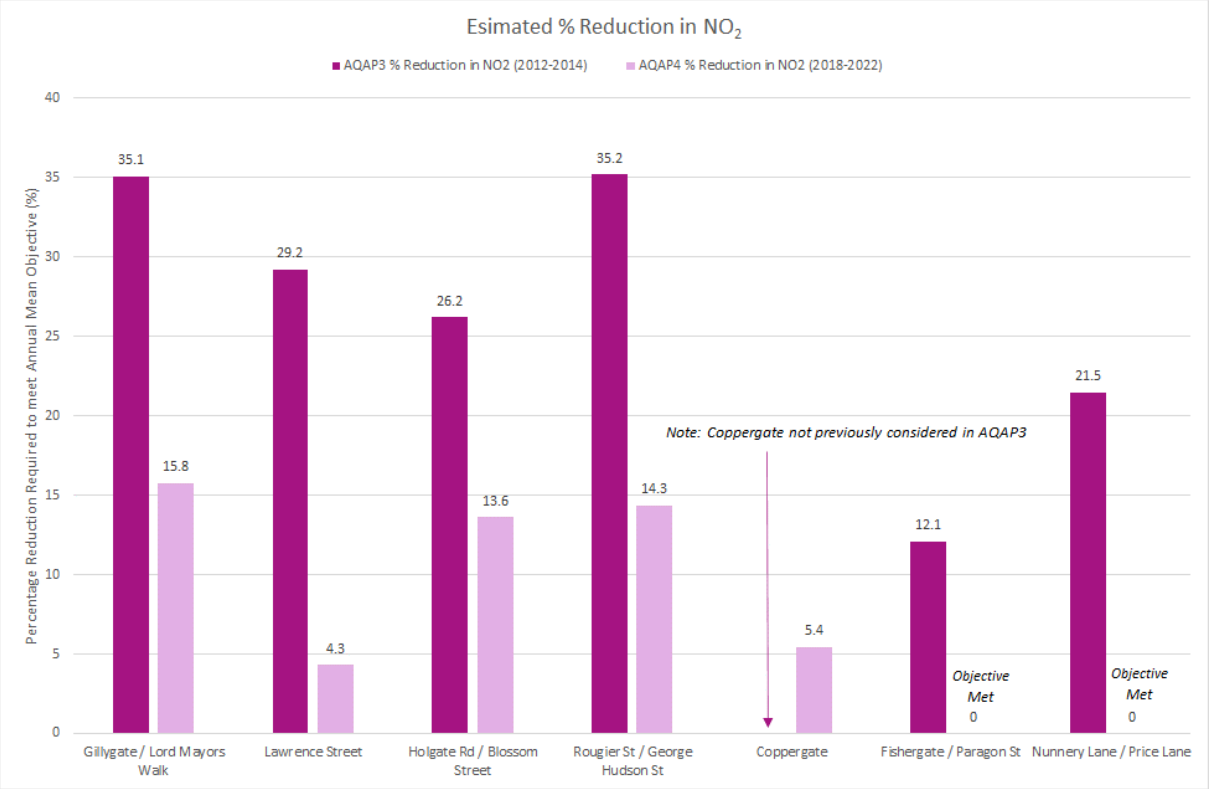
AQMA Area	DEFRA Background NO_2 ($\mu g/m^3$)	Road NO_x equivalent to maximum monitored annual mean NO_2 ($\mu g/m^3$)	Road NO_x required to achieve objective ($\mu g/m^3$)	Required reduction in NO_x to meet objective ($\mu g/m^3$)	Required reduction in NO_x to meet objective (%)
Gillygate / Lord Mayors Walk	13.8	71.1	53.4	17.7	24.9
Lawrence St	13.1	59.1	54.9	4.2	7.1
Holgate / Blossom St	15.7	64.3	49.6	14.8	23.0
Rougier St / George Hudson St	15.1	66.5	50.8	15.7	23.6
Coppergate	17.2	51.8	46.5	5.3	10.1

AQMA Area	DEFRA Background NO_2 ($\mu g/m^3$)	Road NO_x equivalent to maximum monitored annual mean NO_2 ($\mu g/m^3$)	Road NO_x required to achieve objective ($\mu g/m^3$)	Required reduction in NO_x to meet objective ($\mu g/m^3$)	Required reduction in NO_x to meet objective (%)
Fishergate / Paragon St	16.6	42.7	47.6	0 *(objective already achieved)*	0 *(objective already achieved)*
Nunnery Lane / Prices Lane	16.6	41.8	47.6	0 *(objective already achieved)*	0 *(objective already achieved)*

Based on worst case monitoring undertaken across the AQMA at relevant locations between 2018 and 2022, required reductions in NO_2 ranged from 4.3% (Lawrence Street) to 15.8% (Gillygate). Corresponding reductions required in road NO_x ranged from 7.1% to 24.9% at Lawrence Street and Gillygate respectively.

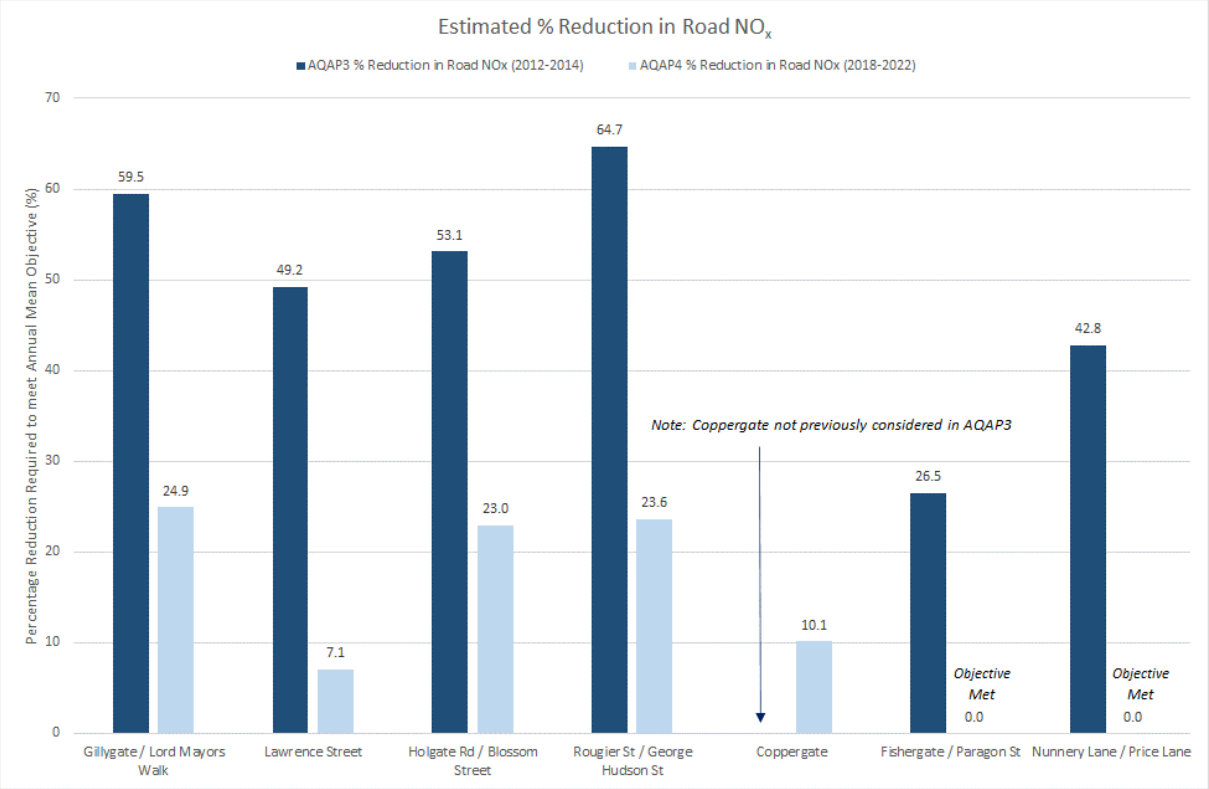
Figures 3.8 and 3.9 below illustrate the estimated percentage reduction in NO_2 and road NO_x across the AQMA, based on worst case monitoring undertaken at a relevant location between 2018 and 2022. The figures below also display the percentage reductions previously calculated and published in AQAP3, based on monitoring undertaken between 2012 and 2014.

Figure 3. 8 Percentage reductions in NO_2 (AQAP3 vs AQAP4)



Graph shows the percentage reductions in nitrogen dioxide (NO_2) needed to meet the health based annual mean objective, based on council monitoring undertaken between 2018 and 2022. Reductions of up to 15.8% are needed in some areas such as Gillygate. These figures have fallen considerably since publication of the last Air Quality Action Plan in 2015 (where approximately 35% reduction was needed in some areas).

Figure 3. 9 Percentage reduction in road NO_x (AQAP3 vs AQAP4)



Graph shows the percentage reductions in road NO_x needed to meet the health based annual mean objective, based on council monitoring undertaken between 2018 and 2022. Reductions of up to 24.9% are needed in some areas such as Gillygate. These figures have fallen considerably since publication of the last Air Quality Action Plan in 2015 (where approximately 65% reduction was needed in some areas).

3.4.1 Progress since AQAP3 and implications for AQAP4

The required road NO_x reduction calculations summarised in this chapter and the comparisons made with comparable calculations published in AQAP3 have important implications for air quality action planning in York. Figures 3.8 and 3.9 demonstrate that there has been considerable progress over the last 7 years across the city centre AQMA in achieving the annual mean NO_2 objective. AQAP3 estimated that reductions in road NO_x of up to 64.7% would be required to achieve the annual mean NO_2 objective in all locations around the AQMA. This figure has now fallen to 24.9%, a decrease of 39.8%.

Considering air quality monitoring undertaken between 2018 and 2022, the annual mean NO_2 objective was consistently met at Fishergate / Paragon Street and Nunnery Lane / Prices Lane, although concentrations were still elevated at 37-38 µg/m^3. Estimated percentage reductions in road NO_x require to meet the annual man NO_2 objective in 3 areas of the current AQMA (Gillygate/Lord Mayors Walk, Holgate Road / Blossom Street, and Rougier Street/George Hudson Street) were broadly similar at approximately 23-25%, with reductions on road NO_x of 7% and 10% required on Lawrence Street and Coppergate respectively.

It should be noted that these percentage reduction figures are based on worst case monitoring undertaken between 2018 and 2022. This provides a robust analysis. As monitoring results in 2020 were lower due to the pandemic and did not reflect longer term trends seen in the city in recent years, the reduction figures are based on annual mean concentrations monitored pre-pandemic in 2018 / 2019 (most sites). The only exception to this is Gillygate, where 2021 monitoring figures were slightly higher than pre-pandemic levels (with 2022 figures only marginally lower than 2021).

Whilst vehicle technology improvements, associated improvements in vehicle emissions and lower background pollution concentrations in York are responsible for some of the improvements in air quality seen across the city in recent years, there has been a marked reduction in NO_2 concentrations across the AQMA over the last 7 years, undoubtedly accelerated due to local air quality interventions delivered during AQAP3, such as upgrades to the York bus and taxi fleets, wider and more accessible EV charging facilities promoting EV uptake, education and awareness around anti-idling, low emission planning measures, sustainable travel initiatives and improvements to walking and cycling infrastructure. The ongoing success of these measures must be recognised and reflected in AQAP4 via continued delivery of such initiatives, with new targets set to reflect CYC's future ambition.

As previously mentioned, widespread improvements in air quality were observed in York in 2020 compared with earlier years, primarily due to a reduction in emissions from vehicles on the York road network caused by

work from home directions and non-essential retail being closed during the Covid-19 pandemic. This reinforces both previous (and updated) source apportionment work demonstrating that traffic is a significant source of NO_2 in the city and supports the measures the council has taken so far to reduce vehicle emissions.

As monitoring results for 2020 are not representative of long-term trends in NO_2 concentrations, the Covid-19 pandemic has meant that the ongoing impact of AQAP3, including major air quality improvement measures implemented in 2020 such as the impact of the York Clean Air Zone (introduced January 2020) and new electric Park and Ride bus services, have been difficult to quantify.

The true impacts of such measures may only be apparent in subsequent years, as traffic levels and behaviour return to 'normal' and the air quality impact of such interventions can be verified via ongoing air quality trends. CYC will continue to report upon air quality annually via Annual Status Reports.

3.5 Potential NO_x emission reduction through AQAP4 traffic measures

The exact emission impact of AQAP4 is difficult to quantify precisely as there are many factors which may influence future emission levels in the city. These include:

- The extent and rate at which AQAP4 measures are delivered locally. This will be dependent on additional funding and resources to support delivery (e.g. for permanent freight consolidation facilities, for example).
- The on-road emission performance of newer vehicles compared with specified emission standards.
- The age and rate of replacement vehicles in York, including the rate of uptake of ultra-low and especially zero emission vehicles.

- The number of journeys which can be switched to more sustainable transport modes such as walking, cycling and public transport.
- Future trip demand on the York road network, influenced by factors such as the state of the economy and new development.
- Developments in neighbouring local authority areas may also, to some extent, influence vehicle types and usage patterns in York.

An estimate of NO_x emission reduction potential on a section of road within CYC's existing AQMA, under various AQAP delivery scenarios, has been made using DEFRA's Low Emission Factor Toolkit (EFT) [22]. A range of scenarios have been modelled to consider the emissions impact potential of measures in AQAP4 and to provide some sensitivity testing with respect to measures that affect different vehicle types.

Table 3.7 includes a description of each modelled scenario and a summary of the predicted emission reduction that could be achieved. It should be noted that additional air quality benefits may be realised in practice due to reduced congestion associated with these scenarios. Whilst the results of this emission reduction screening exercise have been used to understand the potential magnitude of some of the outcomes of AQAP4, the exact emission reduction potential will vary depending on exact location, fleet composition and specific traffic conditions (including queuing) on the network.

For this screening assessment, the York bus fleet has been more accurately reflected in the EFT based on CAZ requirements and estimated proportions of buses that were already electric / Euro VI (and lower) across the network. The age profile / emission classification of other vehicle categories was considered broadly consistent with default EFT values and sufficiently accurate for this high-level screening exercise.

[22] Baseline flows and fleet proportions taken from DfT counter 75395, Blossom Street, York.

Table 3. 7 Changes in annual NO_x emissions (kg/y) under each scenario

Scenario	Description of Scenario	NO_x emissions (kg/y)	Change in NO_x emissions relative to base (kg/y)	Change in NO_x emissions relative to base (%)
1	Baseline	330.7	-	-
2a	Reduce cars by 5%	320.6	10.1	3.0
2b	Reduce cars by 10%	310.6	20.1	6.1
2c	Reduce cars by 15%	300.5	30.2	9.1
2d	Reduce cars by 20%	290.4	40.2	12.2
2e	Reduce cars by 30%	270.3	60.4	18.3
2f	Reduce cars by 40%	250.2	80.5	24.3
2g	Reduce cars by 50%	230.1	100.6	30.4
3a	Reduce all vehicles classes by 5%	314.2	16.5	5.0
3b	Reduce all vehicles classes by 10%	297.6	33.1	10.0
4a	Reduce HGVs by 25%	326.1	4.6	1.4
4b	Reduce HGVs by 50%	321.6	9.1	2.8

Scenario	Description of Scenario	NO_x emissions (kg/y)	Change in NO_x emissions relative to base (kg/y)	Change in NO_x emissions relative to base (%)
4c	HGV Ban	312.4	18.2	5.5
5a	Reduce LGVs by 25%	308.1	22.5	6.8
5b	Reduce LGVs by 50%	285.6	45.1	13.6
6	All buses electric	311.5	19.2	5.8
7	5% of cars and LGVs electric	316.1	14.6	4.4
8	10% Cars and LGVs electric	301.5	29.1	8.8
Potential emission reduction from AQAP4 traffic measures	Combination of scenarios 2a, 4a, 5a, 6 & 8	-	85.5	25.9 %

Calculations presented in section 3.4 estimated that reductions in road traffic emissions of up to 25% may be required to meet the objectives across all areas of the existing AQMA based on worst case air quality monitoring between 2018 - 2022.

The indicative emission modelling work presented here has shown that reductions in road traffic NO_x emissions of approximatively 26% could be achieved through a combination of measures and associated outcomes delivered through AQAP4 (and associated local strategies / policies) such as:

- Further reduction in car usage of 5% via shift to more sustainable modes such as walking, cycling and public transport
- Reduce HGV and LGV movements by 25% through freight consolidation facilities and other initiatives
- Transition of 10% of car/taxi and LGV fleet to electric vehicles with zero tailpipe emissions, through expansion of local charging infrastructure, awareness raising and incentives
- Conversion of remaining bus fleet to electric vehicles with zero tailpipe emissions

Should reductions in car usage of 20% (in line with CYC's 2030 Transport Strategy target) be achieved alongside the other scenarios above (e.g. 2d, 4a, 5a, 6 & 8), reductions in road traffic NOx emissions would increase to approximately 35%. This would result in additional improvements in air quality across York.

It should be noted that in future years, falling background pollutant concentrations and improvements in vehicle emissions generally across the fleet will also drive reductions in emissions in York over and above those presented above. Further sensitivity analysis undertaken using the EFT demonstrated that routine fleet replacement and improvements in vehicle emissions may be sufficient to drive the required level of emission reduction within a 4-year time period (by 2027/28)[23] without AQAP4 measures in place. However, CYC has a statutory duty to deliver air quality improvement as quickly as possible and must take all measures reasonably practical to deliver cleaner air and achieve further reductions in vehicle miles travelled in York. It is considered that local interventions outlined in AQAP4 (and associated transport policies) should theoretically deliver the level of emission reduction required to meet objective levels across York within a 2-year period (by 2025/26),

[23] Modelling assumed traffic volumes and vehicle fleet proportions for the modelled area remain consistent with baseline

but it should be noted that further bespoke intervention may be necessary in some specific areas.

It should also be noted that NO_x emission reduction across York can also be influenced, albeit to a lesser extent, by measures to tackle non-transport related emissions such as those associated with commercial and domestic heat and power provision. AQAP4 presents a comprehensive and targeted list of updated air quality improvement measures to deliver further reductions in NO_x (and PM) emissions over and above those likely to be realised through natural fleet replacement and falling background concentrations.

3.6 Key Priorities

AQAP4 provides a framework for continuing current activity in the city to reduce NO_2 concentrations and presents additional measures for wider emission improvement across the city.

The key priorities of AQAP4 are to ensure that the downward trend in NO_2 concentrations across the existing city centre AQMA continues, such that sustained compliance[24] with health based objectives is achieved at all locations; this will allow the ultimate revocation of the existing AQMA.

Measures delivered through the lifetime of AQAP4 will also strive to deliver improvements in particulate matter, to recognise the growing evidence base around particles and health impacts as reflected in the Environment Act 2021.

Through AQAP4, CYC will ensure that concentrations of all local pollutants are reduced as far as practically possible and that opportunities for low emission travel in the city are maximised for residents, workers and visitors alike. CYC will also continue to facilitate

[24] DEFRA guidance LAQM TG22 states that the revocation of an AQMA should be considered following three consecutive years of compliance with the relevant objective as evidenced through monitoring

and encourage walking, cycling and low emission public transport use, which have co-benefits for health and wellbeing.

The results of our updated source apportionment work and wider emissions analysis have shown that:

- In line with earlier AQAPs, transport emissions remain the predominant source of NO_x emissions across the AQMA and wider CYC area and we must therefore continue to deliver sustainable transport solutions and work towards reducing emission across all vehicle categories.
- NO_x emissions from private cars continue to make up a large proportion of these transport emissions, contributing to well over 50% of transport emissions on the majority of roads and over 80% in some areas. The contribution from cars in areas of poorer air quality, such as Gillygate, Holgate and Blossom Street, ranges from 64% to 87%. These figures show that CYC must continue to facilitate modal shift and promote active travel modes to minimise private car journeys. We must also maximise the uptake of zero emission vehicles via incentives and provision of suitable charging infrastructure. This should be supported via measures such as ongoing campaign work to reduce idling emissions from cars and robust planning guidance to ensure private vehicle trips are minimised on new developments.
- NO_x emissions from LGVs generally make up less than 10% of the total emissions, but in certain areas of the outer ring road and on key routes, the contribution can be greater at up to 25%.
- HGVs are a significant emission source on the majority of roads including the Outer Ring Road, key routes into York, and the Inner Ring Road, where they contribute between 15 – 25% of the total NO_x transport emissions. HGVs are more significant in some areas and form between 35 – 55% of the total NO_x emissions on roads with significant total emissions, including areas such as Bootham, Lawrence Street, Barbican Road/Cemetery Road, Hull Road, Lord Mayors Walk and Tower Street. Due to the relatively

lower flows of HGVs in relation to cars, these larger vehicles are contributing disproportionately to elevated pollution levels in a number of areas. This is consistent with findings from earlier source apportionment work and AQAPs for York.

- Bus emissions comprise less than 10% of the total road transport NO_x emissions on the majority of streets and are most significant on roads with proportionally less emissions, where bus flows form a larger proportion of the overall traffic. Across areas with elevated total NO_x emissions, such as George Hudson Street and Blossom Street, bus emissions generally contribute between 10 and 25% of the total and are therefore still contributing disproportionately to elevated pollution in some areas. It should be noted that the relative contribution of buses to total road NO_x in the city centre has been reduced significantly in recent years due to the Clean Air Zone and upgrades to vehicles servicing high frequency routes. This has been progressed in parallel to the transition to zero tailpipe emission electric buses serving the majority of York Park & Ride routes.
- There are opportunities to reduce fine particulate emissions, $PM_{2.5}$ from domestic combustion of solid fuels. Whilst in part this is being addressed via new legislation around the types of fuels that can be legally sold, there are opportunities for CYC to raise awareness of the impacts of burning solid fuels and ensure that suppliers/retailers are complying with legal requirements. Measures to address this issue will also help to reduce NO_x emissions, albeit to a lesser extent. Across CYC's area, it is estimated that 31% of $PM_{2.5}$ emissions are due to wood burning, compared to only 0.2% from smokeless solid fuels and 4.5% from other boiler technologies such as natural gas, oil and LPG. The latest source apportionment work undertaken estimates that domestic combustion of wood accounts for over twice the $PM_{2.5}$ emissions of those produced by road traffic.

Priority areas over the lifetime of AQAP4 are shown below. These areas are grouped into themes and the order below does not necessarily reflect the anticipated air quality impact. The relative air quality impacts of specific measures are discussed further in Chapter 5 and Appendix C.

- **Priority 1 – Reduce emissions from freight / delivery vehicles.** CYC will continue feasibility work to address first/last mile delivery of light goods in York as part of the development of a city-wide 'Movement and Place' plan. We will continue to work with partners to evaluate low emission delivery modes. We will also prioritise a pilot project to test a 'micro-consolidation centre' for the purpose of distributing commercial light goods around the city centre and will consider the feasibility of extending the Clean Air Zone to include HGVs / freight vehicles.
- **Priority 2 – Reduce emissions from York buses.** Buses play an important role in York's sustainable travel infrastructure and form a vital transport service for residents and visitors. CYC will continue to work in partnership with bus operators to improve bus provision for all service users. Considerable progress has been made to clean up York's buses in recent years, but CYC must continue to address emissions from lower frequency services and strive to maximise the number of services operating fully electric buses to further reduce exhaust emissions. Recent DfT funding will allow us to pursue an all-electric urban bus fleet for the city. We will also consider the feasibility of extending the Clean Air Zone (for buses) to other areas, including York Central
- **Priority 3 – Reduce emissions from idling vehicles.** CYC will continue to raise awareness of the impact of idling vehicles upon public health through our 'Kick the Habit' anti-idling awareness / behaviour change campaign, supported by anti-idling patrols. This will include raising awareness with commercial vehicle operators, such as those involved in deliveries or construction.
- **Priority 4 – Reduce emissions from taxis.** We will continue to work with the taxi trade to facilitate the transition to low emission

vehicles via the use of incentives and awareness raising, thereby providing taxi drivers with information to allow informed choices about vehicle emissions and total cost of ownership of low emission and/or electric taxis. This will be supplemented by revisions to Taxi Licensing policy to phase out older, more polluting taxis, in consultation with the taxi trade. We will prioritise further opportunities for minimising emissions from taxis in the city centre, including exploring the feasibility of including them within the Clean Air Zone.

- **Priority 5 – Reduce emissions from CYC vehicles.** CYC recognise that the way our own fleet vehicles are renewed is a vital part of the CYC air quality improvement and carbon reduction programmes and that the transition to a cleaner, greener fleet must be done without compromising the valued services CYC delivers to the city and its residents. We also recognise that we must lead by example; the successful operation of ultra-low and zero emission vehicles as part of the CYC fleet will show leadership and will act as a catalyst for other fleet operators in the city to upgrade their vehicles and accelerate their renewal programmes.
- **Priority 6 – Expand EV charging.** CYC's EV Charging Strategy sets out the rationale for the number and location of public EV charging points, the principles of tariff-setting and CYC's approach to providing charging for residents in streets without off-road parking. The current strategy outlines an equitable approach to charging infrastructure that will support improved air quality, climate change objectives and financial vitality, and aligns with wider transport policy objectives of maximising active travel and minimising private vehicle / car usage. CYC will continue to enable EV use but take care to ensure that interventions encourage the use of other forms of sustainable transport first, rather than embed private car ownership. CYC will deliver additional fast and rapid charge points and actively monitor plug-in vehicle uptake in the city to ensure our charging network remains fit for purpose. We will undertake an evaluation of the recently opened HyperHub charging

sites and seek funding to deliver additional sites. Our current EV Charging Strategy will be reviewed and refreshed within the lifetime of AQAP4.

- **Priority 7 – Minimise development related emissions.** Delivery of AQAP4 must strive to maximise synergies with the CYC's carbon reduction aspirations, via the alignment of respective planning policies and local guidance. CYC will continue to ensure that emissions and air quality impacts from new developments are appropriately assessed and mitigated, exposure to poor air quality is reduced via good design practices and that new private trips are minimised via the provision of sustainable transport solutions. We will ensure that air quality considerations are used to inform the design of new developments and will strengthen local planning guidance to facilitate a transition away from fossil fuel heating sources, which can contribute to local air quality issues.
- **Priority 8 – Provide local incentives for low emission vehicles and modes**. CYC is committed to further encouraging the wider uptake of ultra-low emission and zero emission vehicles (and other micro-mobility modes) via development of incentives and rewards. These may be linked to parking fee reductions and discounted attraction entrance fees. Such incentives will complement other work priority areas identified.
- **Priority 9 – Improve public information and awareness**. Delivering clear messages to the public around the cause and consequence of poor air quality, particularly around impacts on health, are particularly important for driving behaviour change. Campaigns relating to issues such as energy efficiency, domestic smoke control, bonfires, fireworks and indoor air quality can all be valuable parts of a wider local air quality improvement strategy. CYC will continue to address these wider issues, alongside existing public information campaign work relating to sustainable transport provision in the city.

- **Priority 10 – Modal shift, active travel and network improvement**. Measures to reduce trips, encourage modal shift away from private vehicles towards active travel modes such as walking and cycling, and reduce congestion are considered fundamental to any air quality improvement programme for York. CYC's Local Transport Plan (LTP) continues to be an intrinsic part of the overall approach to air quality improvement and transport based emission reduction across the city, with active travel at the apex of the city's travel hierarchy. Major schemes and complementary work programmes with the potential to contribute directly to air quality improvement across the city are referenced within this AQAP. We will implement measures to reduce vehicle congestion, which will have significant positive benefits for local air quality, and explore specific traffic management options for areas like Gillygate to reduce emissions and improve air quality.
- **Priority 11 – Regulation of industrial and domestic emissions**. In addition to reducing transport emissions, AQAP4 also has a role to play in reducing emissions associated with domestic and industrial combustion, particularly fine particulate matter ($PM_{2.5}$). We will ensure that smoke control area boundaries are reviewed and investigate complaints of non-compliance in line with updates to the Clean Air Act 1993. AQAP4 also recognise the synergies with CYC's carbon reduction programme and measures to improve energy efficiency and support services. CYC will actively seek opportunities for grants to support such activities.
- **Priority 12** – **Monitor air quality / access to air quality information**. Monitoring allows CYC to assess compliance with Air Quality Objectives, evaluate the effectiveness of air quality improvement interventions and provide reliable information to York's residents, visitors and workers to help them reduce exposure. CYC must respond to changing monitoring priorities, especially in relation to the relative importance of nitrogen dioxide and particulate matter and the links to human health. We will ensure that the location and type of monitoring in the city is

reviewed annually and remains relevant and targeted to key sources and pollutants.

The following chapters of AQAP4 provide an overview of all measures and interventions and their associated key performance indicators, targets and anticipated funding sources. Measures will be delivered by a range of partners, both within CYC departments and across the wider city.

3.7 AQAP4 Air Quality Indicators

Through delivery of AQAP4 and our complementary strategies we will take bold action to reduce air pollution beyond statutory National Air Quality Objectives and work towards World Health Organisation (WHO) Guidelines in the longer term.

The WHO published revised long-term Air Quality Guidelines (AQGs) for pollutants in ambient air in September 2021. The new AQGs for particulate matter (PM) and nitrogen dioxide (NO_2) are substantially lower than the previous guidelines. The updated long-term (annual average) AQG for PM_{10} is 15µg/m^3, for $PM_{2.5}$ is 5µg/m^3 and for NO_2 is 10µg/m^3 (see table below).

Table 3. 8 Summary of long-term AQ Targets and WHO Guideline Values for NO_2, PM_{10} and $PM_{2.5}$ and commentary on York position

AQ (England) Regulations 2000 (apply to Local Air Quality Management)

Pollutant	Averaging period	UK Limit (µg/m^3)	WHO (2021) Guideline (µg/m^3)	CYC Position
Nitrogen Dioxide (NO_2)	Annual Mean	40	10	Current UK Limit exceeded in 3 areas of the current AQMA in 2022 (max concentration recorded at a point of relevant

				exposure was 47µg/m^3 on Gillygate). WHO Guideline exceeded at all monitoring sites in York in 2022.
Particulate Matter (PM_{10})	Annual Mean	40	15	Current UK Limit met at all PM_{10} monitoring locations (max concentration recorded in 2022 was 17.9µg/m^3). WHO Guideline exceeded at all PM_{10} monitoring locations in 2022

Environmental Targets (PM) regulations 2023 (apply to national government, but local authorities are expected to contribute measures locally to drive compliance)

Pollutant	**Averaging period**	**UK Limit (µg/m3)**	**WHO (2021) Guideline (µg/m3)**	**CYC Position**
Fine Particulate Matter ($PM_{2.5}$)	Annual Mean	10 by 2040 (interim target of 12 by 2028)	5	Current UK Limit met at all $PM_{2.5}$ monitoring locations (max concentration recorded in 2022 was 8.8µg/m^3).

				WHO Guideline exceeded at all $PM_{2.5}$ monitoring locations in 2022

The long-term WHO AQGs were developed based on evidence from studies of spatial variation in long-term average concentrations of air pollutants. The relative risks found in these studies of spatial variation in long-term average concentrations (often cohort studies) are typically larger than those reported from studies of effects associated with short-term temporal variations in concentrations. The WHO chose the AQGs to represent long-term concentrations at which it was confident, from the available evidence, that there is an increase in adverse health effects[25].

It should be stressed that the WHO air quality guidelines are significantly more stringent than current UK Air Quality Objectives and do not apply in UK law. The WHO acknowledge that the guidelines are extremely challenging public health recommendations and achieving the guideline levels would be the ultimate goal. The UK's Committee on the Medical Effects of Air Pollutants (COMEAP)[26] suggests that WHO's revised AQGs for pollutants in outdoor air are suitable as long-term targets to inform policy development.

Annual Reporting of Air Quality

Annual Mean concentrations and trends in NO_2, PM_{10} and $PM_{2.5}$ across York will be reported annually as part of CYC's Annual Status Report to DEFRA. This will be published on CYC's website. A full comparison with current UK limits (and WHO Guidelines) will be made in an Annual Air

[25] https://www.gov.uk/government/publications/comeap-statement-response-to-who-air-quality-guidelines-2021/comeap-statement-response-to-publication-of-the-world-health-organization-air-quality-guidelines-2021

[26] https://www.gov.uk/government/groups/committee-on-the-medical-effects-of-air-pollutants-comeap

Quality Update report to the Executive Member for Environment and Climate Emergency.

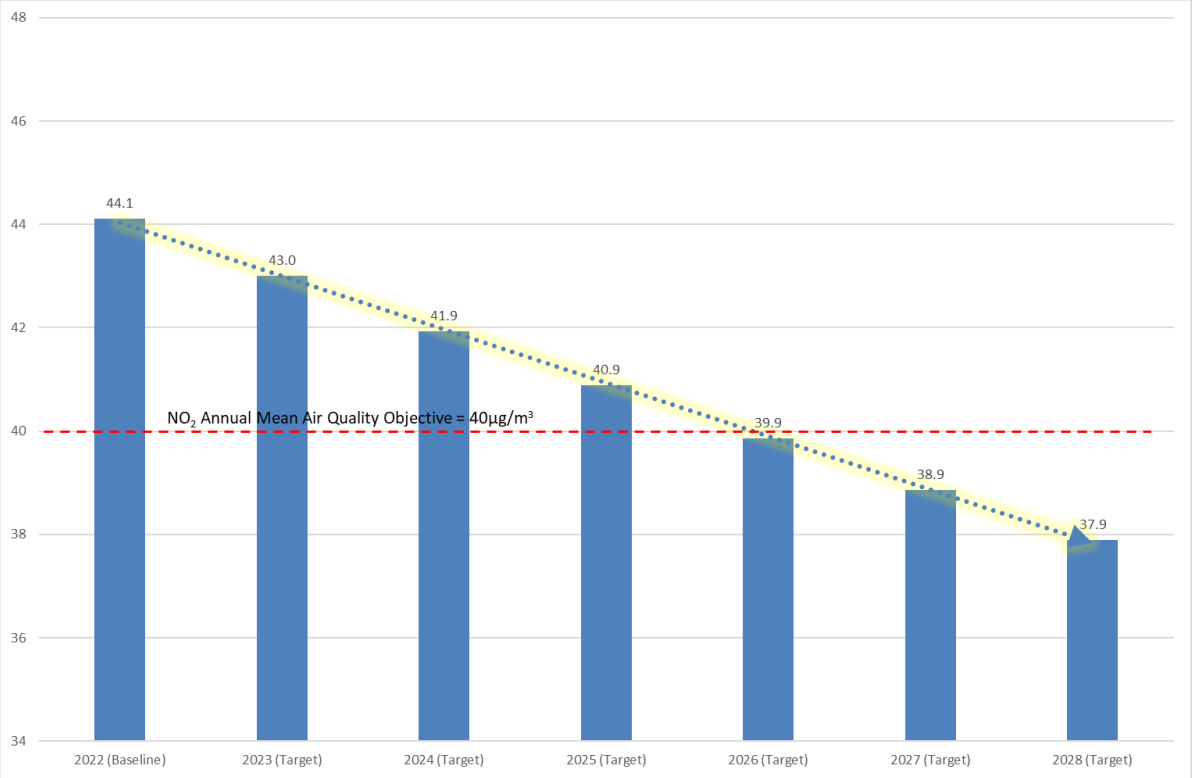
In addition to the Key Performance Indicators (KPIs) used to monitor progress for specific AQAP4 measures (see Chapter 5), the following indicators are proposed to track changes in long term nitrogen dioxide concentrations across York for clear comparison with current UK health-based objectives and WHO Guidelines.

- **Indicator 1 – Average annual mean nitrogen dioxide concentration across key areas of the AQMA.** This indicator provides an average nitrogen dioxide concentration based on all monitoring undertaken within specific areas of the AQMA (e.g. Gillygate / Lord Mayors Walk area, Holgate Road / Blossom Street area etc). Monitoring results include diffusion tube data and data from continuous monitors (if applicable to the area in question). This indicator is useful for looking at general trends across the AQMA and establishing how the rate of improvement varies area by area. This indicator has previously been reported annually as part of CYC's statutory Annual Status Report to DEFRA.
- **Indicator 2 - Maximum nitrogen dioxide concentration (at relevant location) across key areas of the AQMA**. This indicator provides a maximum recorded annual mean nitrogen dioxide concentration within specific areas of the AQMA. In line with Local Air Quality Management requirements and current UK objectives, this only considers monitoring at points of *relevant public exposure* and is therefore useful to look at the validity of the AQMA boundary year to year. This indicator has also previously been reported annually as part of CYC's statutory Annual Status Report to DEFRA.
- **Indicator 3 - Average of maximum annual mean nitrogen dioxide concentrations recorded across three areas of technical breach (at points of relevant public exposure).** CYC's air quality monitoring network currently demonstrates sustained exceedances of the health-based annual mean NO_2 objective of

40µg/m^3 in 3 areas of the city, namely Gillygate/Lord Mayor's Walk, Blossom Street/Holgate Road, and Rougier Street / George Hudson Street. These are referred to as areas of 'technical breach'. Whilst not all monitoring points within these areas are exceeding health-based standards, there is at least one monitor at a point of relevant public exposure within each area that is above the annual mean objective of 40µg/m^3. The indicator considers an average of the maximum annual mean concentrations of NO_2 in these three areas. This indictor is a new indicator and provides a simple and meaningful single indicator that will enable CYC to measure the new administration's policy commitments as delivered via the Council Plan and AQAP4.

The baseline 2022 figure for this indicator is 44.1µg/m^3 and in the 3 specific areas mentioned there has been around 25% reduction in this figure over the last 10 years since 2012. Whilst the rate of improvement has not been consistent (it has slowed considerably in recent years), CYC will aim to maintain a continued average 2.5% annual reduction in this indicator with a target to achieve a figure of less than 40 µg/m^3 before 2026 (with all areas also below 40 respectively). This target is considered challenging but realistic. Within the 5-year lifetime of AQAP4, it is expected that Indicator 3 (and all technical breach areas respectively) will be confidently below 40 µg/m^3 and within health-based standards.

Figure 3. 10 Air Quality 'Indicator 3' baseline (2022) and annual targets



Graph shows proposed year on year improvement target for Indicator 3. A baseline value of 44.1µg/m^3 has been calculated for 2022, with a 2.5% improvement target every year until 2028.

The three indicators described above, together with full reporting of air quality concentrations as measured at all CYC monitoring sites, will provide a transparent means for CYC to assess rates of air quality improvement and compliance with legal standards and aspirational WHO guidelines in the longer term.

4 Development and Implementation of City of York Council's AQAP

4.1 Consultation and Stakeholder Engagement

In developing/updating this AQAP, we have worked with other local authorities, agencies, businesses and the local community to improve local air quality. Schedule 11 of the Environment Act 1995 requires local authorities to consult the bodies listed in table 4.1. In addition, we have undertaken the following stakeholder engagement:

- Written AQAP consultation with major stakeholders and partners. Notification of the consultation was sent directly to all statutory consultees and a number of other relevant stakeholders. This included Department for Environment Food and Rural Affairs (DEFRA), all neighbouring local authorities, York Civic Trust, UK Health Security Agency, the Environment Agency, National Highways, Yorkshire Ambulance Service, York Hospital, North Yorkshire Police, all local bus and taxi operators, the Confederation for Passenger Transport, Asthma and Lung UK, the University of York and York St John University. The consultation was also sent to bodes representing local business interests including Make it York, York BID, Federation of Small Business, York Chamber of Commerce and York & North Yorkshire Local Enterprise Partnership.
- Public consultation through CYC's website. An online survey and 'accessible' version the draft AQAP4 document were hosted on the CYC Consultations webpage between 22nd November 2023 and 4th February 2024. The consultation was also regularly promoted via CYC's social media channels throughout the consultation period.
- Previous public consultation through 'Our Big Conversation' in 2021/2022 in relation to challenges facing York over the next decade, including transport priorities and associated air quality impacts, carbon reduction and York's economy.

- Articles in local press
- Promotion at Local Transport Strategy (in-person) drop-in events in York throughout December 2023 and January 2024. The Environmental Protection team hosted a stand at three of these events to obtain feedback on AQAP4 and wider air quality issues.
- The consultation was promoted to CYC staff through the 'CYC Staff Update' and to the wider public via the 'Our City' residents newsletters issued by CYC's Marketing and Communications team throughout the consultation period.
- The consultation was sent directly to all CYC councillors on 29th November 2023, with information about to how to respond
- In addition to the above, CYC's Environmental Protection team were available to answer questions on AQAP4 over the phone, in person by appointment, or by email during the consultation period.

The consultation draft of AQAP4 and outline of the proposed consultation approach and questionnaire was shared with CYC's Economy, Place, Access and Transport Scrutiny Committee on 24 October 2023 (as part of the paper discussing overarching principles for York's overarching Transport Strategy and Plan). Whilst comments received from this committee related primarily to higher level transport objectives, feedback was used to inform the consultation activities around AQAP4, such as use of accessible language and opportunities for face-to-face feedback etc.

The response to our consultation stakeholder engagement is given in Appendix A.

Table 4. 1 Consultation Undertaken

Yes/No	Consultee
Yes	the Secretary of State
Yes	the Environment Agency
Yes	the highways authority

Yes/No	Consultee
Yes	all neighbouring local authorities
Yes	other public authorities as appropriate, such as Public Health officials
Yes	bodies representing local business interests and other organisations as appropriate

4.1.1 Consultation on AQAP4 draft document

A copy of the draft AQAP4 document was made available on CYC's website, together with an online consultation questionnaire, between 22nd November 2023 and 4th February 2024. Consultees were invited to participate in the consultation via CYC's website, social media channels and via direct correspondence with statutory consultees and other groups.

A total of 173 responses to the survey were received from 148 York Residents (94%), 5 non-York residents (3%), and 5 people (3%) responding in in professional / business capacity (including 1 taxi driver/operator, 1 academic institution/university and 2 environmental charities/pressure groups). A separate written response to the consultation was received from York Civic Trust (YCT).

Over three quarters (79%) of respondents agreed that the council should continue to reduce air pollution. Between 67% and 87% of respondents indicated support for all AQAP4 priority areas (% dependent upon area), with 60% of respondents agreeing that the measures in AQAP4 would help to reduce emissions and improve air quality. The top 5 areas (either supported or strongly supported) were reducing emissions from buses (87.3%), monitoring air quality / access to air quality information (84.9%), reducing emissions from freight/delivery vehicles (83.3%), reducing emissions from taxis (83.2%), and reducing emissions from council vehicles (81.7%).

Further information about the consultation is provided at Appendix A.

4.1.2 Summary of LTP consultation 'Our Big Conversation – Transport Strategy'

Residents, commuters through the city and those who work in York were invited to participate in York's Big Conversation during 2021 and 2022, a city-wide discussion helping the city to get to grips with some of the biggest challenges facing York over the next decade, including transport priorities and associated air quality impacts, carbon reduction and York's economy. A summary of the headline results with respect to York's Transport Strategy is provided below and has informed development of the transport-based measures within AQAP4.

Transport modes

- Walking and driving are the most commonly used forms of transport, with driving used most often to access services
- Walking and cycling are primarily used for accessing parks and open spaces
- A bus is most often used when travelling for entertainment purposes
- Electric vehicles were used by only 1-2% of people

Car use

- 3 in 10 (31%) make less than a fifth of their journeys by car, while 8% do not drive at all
- The highest proportion, 43%, are not expecting their car use to change over the next five years, while one third are expecting to use their car less

Transport mode frequency

- Walking and driving are the modes of transport most likely to be used daily or several times a week, while taxis and rail services tend to be used less often
- Cycling tends to be done regularly or not at all, while bus and rail services tend to be used infrequently

- More than half or residents have not used taxis in the past year, and more than 9 out of 10 have not used e-scooter/e-bikes in the last year

Travel preference by activity

- Car is the preferred form of travel when shopping for heavy items or visiting friends/relatives longer distance, while walking is preferred when shopping for small items or visiting friends/relatives locally
- Buses are most likely to be used for leisure/entertainment trips
- Walking and cycling were the most popular option for going to work, school or college
- Park and Ride is rarely used by York residents for any purpose

Transport needs / opinion of York transport

- Residents are most likely to feel that walking routes meet their needs very or quite well, followed by rail services
- A third of those expressing an opinion felt that cycling routes did not meet their needs
- Residents are least likely to feel electric vehicle charging points meet their needs, though only 1 in 5 had an opinion

Perceptions of transport related issues in York

- More than half of York residents consider congestion to be a very serious problem in York (56%)
- Almost half consider local air pollution from traffic (47%) and the impact of transport on climate change (48%) to be very serious.
- 54% of people considered unduly large delivery vehicles to be a ‘very’ (24%) or ‘fairly’ (30%) serious issue.

Tackling congestion and air pollution

- In order to help ease congestion and reduce air pollution, residents are most likely to have already reduced the number of trips they make, to be shopping more locally or ordering online, and/or walking for more of their trips

- 59% of respondents recognise the need to reduce idling and already switch off when stationary, an additional 10% plan to do so.
- 8% of respondents have already switched to an electric or hybrid vehicle and an additional 43% plan to switch in the future
- 86% of respondents have not used a car club or car share scheme and do not plan to do so.
- 9 out of 10 people have not and have no plans to buy or hire an e-bike/e-scooter

Barriers to sustainable transport use

- Needing to travel too far to walk or cycle is the main reason for not using sustainable transport more often, while almost one quarter cite a lack of suitable cycle routes
- Other responses cited bus frequency / reliability / routes and need to carry shopping / heavy items

Encouraging more sustainable travel – public transport and traffic measures

- More than 2 in 3 felt that a more frequent and reliable bus services, a more extensive bus network and cheaper bus fares would be effective in encouraging greater use of public transport. Over half of respondents (58%) said that better quality / electric buses would be effective in encouraging greater public transport use
- The highest proportion of residents (54%) felt that more EV charging points would be the most effective measure in encouraging more sustainable travel

Encouraging more sustainable travel – walking/cycling and travel reduction measures

- More than 3 in 4 residents told us that dedicated, well lit walking routes and safer and dedicated cycle routes would be most effective in encouraging greater levels of active travel/walking amongst residents. A similar proportion consider safer and dedicated cycle routes would be an effective means of encouraging more cycling

- More flexibility from employers to work at home and a better range of shops and services near where they live would be most likely to encourage residents to reduce their travel

Opinions of York Transport initiatives over the last year

- The following percentages of respondents felt that the following initiatives improved their city centre experience in the past year:

  Expansion of foot streets (49%), Electrifying the bus network (44%), Improved walking routes (27%), Introduction of a Clean Air Zone (26%), Provision of new cycle lanes (24%), Groves low traffic neighbourhood trial (17%).

Webinar 'How should we tackle transport emissions?' (March 2023)

A public webinar entitled 'How should we tackle transport emissions?' was hosted online by City of York Council on 17th March 2023 and covered a range of issues set out in the draft local transport strategy, including discussions of how we can improve air quality, cut emissions in the areas we need to and manage the move to electric vehicles. Suggestions and feedback during this webinar have also be used to inform the measures within AQAP4.

4.2 Steering Group Activities

A full overview of previous officer steering group activity in relation to developing air quality improvement measures to address exceedences of the health based air quality objectives in the current (and historical) AQMA(s) in York is provided in chapter 5.0 of AQAP3. The following officer steering groups have been involved in the update of CYC's AQAP.

Public Protection Air Quality Working Group

A full review of measures in CYC's AQAP3 and LES was initially undertaken by Public Protection officers. A Public Protection Air Quality Working Group met 4 times to undertake this initial review of measures. Additional meetings were also held between Public Protection staff and lead officers in Transport Planning / Sustainable Transport Service and lead officers for CYC's Carbon Reduction Strategy to discuss AQAP4 and identify synergies between AQAP4 and other complementary strategies.

Officers in Public Protection continued to meet frequently throughout 2022/2023 to discuss progress with the update and alignment with other key CYC strategies. Public Protection also produced a briefing document for CYC's Director of Public Health, outlining future opportunities for Public Health to work alongside Public Protection and other teams in delivery of AQAP4 measures to inform and protect the public with respect to air quality and health issues.

Local Transport Plan (LTP) Working Group

AQAP4 has been developed in parallel to CYC's draft Transport Strategy. A Local Transport Plan working group was established in 2021 to progress development of LTP4 and associated sister and daughter documents, including the transport related measures and themes within AQAP4.

Public Protection officers participated in monthly meetings of this group, commencing May 2021.

Composition of this group was as follows:

- Director for Transport, Highways and Environment
- Public Protection (Air Quality)
- Sustainable Transport Service / Transport Planning
- Programmes and Smart Place
- Economic Development
- Carbon Reduction
- Marketing and Communications

Measures in AQAP4 (retained and updated from AQAP3) were previously drawn mainly from the York Local Transport Plan (LTP) and the York Low Emission Strategy (LES). Both these documents were developed by internal officer working / steering groups and have been subject to extensive public consultation. Where still relevant to York's air quality issues and principal emission sources, measures and targets have been updated to ensure they strive to achieve continual improvement in air quality across the city over the next 5 year period. Additional measures are included in the current AQAP to reflect the growing evidence base around air quality and health impacts of particulate matter, the current air quality position in the city with respect to health-based objectives and additional feasibility work undertaken since publication of the last AQAP (see Freight Study below). New measures in AQAP4 (and associated targets and indicators) have been reviewed by the above working group and other key departments across CYC.

DEFRA Freight Study / Low Emission Deliveries Working Group

City of York Council was awarded funding from DEFRA in March 2021 to explore options for moving goods sustainability into and out of York and commission a pilot scheme to test options. The project aims to develop options to reduce the number of deliveries made to the city centre (and around the wider York network) by LGVs / HGVs and to ensure that any remaining journeys are made by sustainable modes.

A working group was formed to progress this study and met monthly between March 2021 and December 2022. This group has led on the review and assessment of options for tackling freight movements across the city, which will be developed throughout the lifetime of AQAP4.

Composition of this group was as follows:

- Carbon Reduction Team
- Public Protection (Air Quality)
- Sustainable Transport Service / Transport Planning
- Programmes and Smart Place / Transport Systems
- Asset and Property Management
- Parking Services
- Marketing and Communications
- Economic Development
- York Business Improvement District (BID)
- AECOM (external consultants commissioned to undertake the feasibility study)

In addition to the above, CYC have set up a ‘Freight Forum’ for York, comprising of external stakeholders to share knowledge and advise on freight logistics and a possible strategy for York.

The forum consists of representatives from the freight transport industry, local operators, interest groups, York Civic Trust, the Local Enterprise Partnership and CYC representatives.

The forum is independently facilitated by Dr Erica Ballantyne who leads the Logistics & Supply Chain Management Research Theme within the Operations Management & Decision Sciences Research Centre at the University of Sheffield.

Gillygate Air Quality Working Group

An officer working group was established in August 2023 to consider specific air quality improvement measures on Gillygate in response to

continued exceedances of health-based standards. This group met monthly from Aug 2023.

5 AQAP Measures

Table 5.13, later in this section, summarises the measures in AQAP4. It contains:

- a list of the actions that form part of the plan
- the responsible individual and departments/organisations who will deliver this action
- estimated cost of implementing each action (overall cost and cost to the local authority)
- expected benefit in terms of pollutant emission and/or concentration reduction
- the timescale for implementation
- how progress will be monitored

Further information on the cost / benefit of these measures is provided in section 5.1 below and in Appendix C. CYC's future Annual Status Reports will provide regular annual updates on implementation of these measures.

5.1 Measure evaluation and cost benefit analysis

For the current, updated AQAP4, a comprehensive review of previously adopted air quality improvement measures has been undertaken. Where still relevant to York's air quality issues and principal emission sources, measures and targets have been updated to ensure they strive to achieve continual improvement in air quality across the city throughout the AQAP4 period.

Absolute impacts on air quality will vary between AQAP4 measures, as will implementation costs. Whilst some actions are already underway, some are in the planning stages or may not yet have funding secured. As a result, actions have different implementation times and in some cases these may extend beyond the timeframe of AQAP4.

As part of AQAP4 development, an updated evaluation of all measures proposed has been undertaken to consider issues such as air quality impacts, feasibility, funding streams, costs, implementation timescales and alignment with wider CYC strategies.

Whilst DEFRA do not expect local authorities to undertake detailed cost-benefit analysis with AQAPs, it is expected that measures should be ranked according to their cost (both financial and other environmental impacts) and the improvements to air quality that each measure might bring.

AQAP4 measures have been reviewed in terms of the issues outlined in the list below, informed by professional judgement of CYC officers, experience gained from previous CYC projects / feasibility studies, the LAQM Action Toolbox in LAQM.TG22 and information and case studies on the Air Quality Hub.

- **Air Quality Impact** – Impacts relate to the anticipated reduction in emissions or concentrations of local pollutants such as NO_2. This is based on professional judgement and, where possible, draws on experience gained from studies undertaken in York and elsewhere.
    - **Low (✓)** – minor improvement anticipated but unlikely to be explicitly detectable (i.e. within uncertainties of monitoring / modelling technique)
    - **Medium (✓✓) –** improvement anticipated of up to ~2µg/m^3 NO_2 that could be demonstrated via desktop modelling study
    - **High (✓✓✓)** – significant impact anticipated of over 2µg/m^3 NO_2 that could be demonstrated via modelling and likely to be detectable via local monitoring
- **Cost of implementation** – the following scoring and symbology provides an approximate indication of implementation costs as appropriate for AQAP development; more detailed costing will follow as part of specific project plans. For ease of future reporting, cost bandings have been aligned with Annual Status Report reporting requirements as follows:

- **£££££££** >£10m
- **£££££** £1m - £10m
- **£££££** £500k - £1m
- **££££** £100k - £500k
- **£££** £50k - £100k
- **££** £10k - £50k
- **£** <£10k

- **Feasibility** - wider feasibility has considered the following issues and has been assigned an overall feasibility ranking of **Low (✓), Medium (✓✓)** or **High (✓✓✓)**:
  - Compatibility and synergies with wider CYC polices including climate strategy, planning policies
  - Public health impacts ($PM_{2.5}$ and wider determinants)
  - Wider non-air quality impacts (social economic, wider economic)
  - Stakeholder views - including likely public perception and political acceptability *(note this is subject to consultation)*
  - Sources of funding available / possible
- **Implementation timescales** – assigned values of:
  - Short term (<2 years) – actions that can be delivered now to reduce emissions
  - Medium term (2-5 years) – medium term delivery, but within timeframe of AQAP4
  - Long term (>5 years) - may extend beyond timeframe of AQAP4

Section 5.2 below provides an overview of the areas prioritised for action and outline the AQAP4 commitments within each respective area. A high-level cost-benefit analysis has been undertaken and is documented under each area and summarised in Appendix C. Measures not taken forward in AQAP4 are discussed further in Appendix B.

5.2 AQAP4 Priority Areas

5.2.1 Reducing emissions from freight / deliveries

Over the past decade, last-mile deliveries have become dominated by smaller diesel vans, mainly due to the rapid growth of Internet shopping. This has impacted negatively on air quality and traffic congestion. Last-mile delivery emissions can be reduced by replacing diesel delivery vehicles with ultra-low emission vehicles or zero-emission bicycles/e-cargo bikes and portering (operating from depots outside busy and congested areas).

Freight consolidation schemes combine deliveries from several distributors onto a single vehicle before they enter urban and residential areas. This reduces the total number of vehicle movements and reduces congestion and emissions.

Since most HGV/LGV's are diesel vehicles, which emit NO_x and PM, and with expected constraints on capacity for deliveries within York's city centre, there is a need to identify how freight logistics can address these problems in the future. The first/last mile of deliveries is an important focus, as this is the least efficient in terms of time, emissions and congestion.

York has:

- Undertaken a freight improvement study (2013); recommendations were considered during the preparation of earlier Local Transport Plans (LTP3).
- Obtained DEFRA funding in 2021 to carry out a feasibility study and subsequent pilot scheme to reduce emissions relating to deliveries travelling in to and out of York (currently ongoing). The project will focus on how to reduce the number of deliveries made to the city centre and around York by LGVs and HGVs and will identify suitable sustainable alternatives which may include a delivery 'hub' allowing the last or first mile of the journey to be made by low emission modes, including e-cargo bikes. The council is engaging with businesses, including delivery companies, as part of the study.

- Established a freight forum, comprising of external stakeholders, to share knowledge and advise on freight logistics and a possible strategy for York. The forum consists of representatives from the freight transport industry, local operators, interest groups, York Civic Trust, the Local Enterprise Partnership and CYC representatives.
- Provided advice to fleet operators on operational best practice through delivery of an ECO Stars Fleet Recognition Scheme, a measure delivered through AQAP3.

AQAP4 commitments:

- Continue feasibility work to address first/last mile delivery for light goods in York, with the aim of reducing emissions of NO_x, PM and CO_2 from HGV/LGV's entering the city centre via a reduction in the overall number of vehicles undertaking deliveries and emissions from the remaining fleet. We will continue to work with partners to evaluate low emission delivery modes that could replace journeys by conventionally fuelled HGVs/LGVs as part of the development of a city-wide 'Movement and Place' plan.
- Prioritise a pilot project to test a 'micro-consolidation centre' for the purpose of distributing commercial light goods around the city centre, with the first/last mile of travel undertaken by low emission modes. We will consider expanding the scope of the pilot to test use of the consolidation centre for residential deliveries, where appropriate.
- Following feasibility work, we will explore funding opportunities for permanent freight consolidation facilities (or other innovative approaches) in the city to reduce emissions associated with deliveries.
- Consider the feasibility of extending the Clean Air Zone to include HGVs / freight vehicles

Table 5. 1 Reducing emissions from freight

Action	Reducing emission from freight
Air quality impact	**Medium** to **High** impacts within the AQMA and city centre, especially where freight consolidated out of city centre and deliveries transferred to zero emission modes. Exact impacts subject to further work and review of pilot. Impacts associated with CAZ extension subject to further feasibility work.
Cost	***££££*** Feasibility study and pilot (freight consolidation centre) £100 - £500k Permanent consolidation facilities subject to further costing, (informed by pilot evaluation) Extension of CAZ to include HGVs subject to further feasibility work and costing
Feasibility	**Medium to High** - Permanent consolidation facilities likely to be widely supported as directly support air quality and climate agendas, and will have positive economic impacts in terms of green job creation (both for consolidation hub and onward last-mile delivery of goods using low emission modes). Removal of some delivery vehicles from the network would improve reliability of deliveries and create a safer and more pleasant environment for shoppers and visitors. Would also address congestion and improve public realm, particularly within city centre, outside foot street hours. Additional benefits may arise in relation to preservation of historic buildings, especially where facilities act to reduce numbers of HGVs in space constrained historic core.

Action	Reducing emission from freight
	Ultimately depends on external investment / partners and planning process. City-wide Movement and Place plan will be developed as a statement of intent for discussion with the new Mayor Extension of CAZ to include HGVs subject to further feasibility work
Implementation timescales	Feasibility study / pilot project – **Short term (< 2 years)** Freight consolidation facilities – **Medium (2 – 5 years)** CAZ extension – subject to further feasibility work
Ownership	CYC, freight transport industry, local operators
Partners	Interest groups, York Civic Trust, the Local Enterprise Partnership, York Business Improvement District (BID)
Funding	DEFRA funding already secured for initial feasibility work and pilot study Future freight consolidation or initiatives likely to be subject to external funding and suitable partner organisations

5.2.2 Reducing emissions from buses

Buses play an important role in York sustainable travel infrastructure and form a vital transport service for residents and visitors. CYC has a Clean Air Zone (CAZ) for buses in the city centre and operates electric buses across the majority of Park and Ride services. Through the lifetime of AQAP4, CYC will continue to work in partnership with bus operators to improve bus provision for all service users and minimise tailpipe emissions from buses.

York has:

- Delivered a Clean Air Zone (CAZ) for buses in the city centre and allocated funding to help to replace/retrofit 93 buses to CAZ compliant vehicles. Buses making 5 or more entrances to the city centre CAZ per day are now required to be Ultra Low Emission Buses (ULEB) (Euro VI diesel or electric).
- Raised awareness of the impact of bus idling and implemented a Traffic Regulation Condition to prohibit bus idling within the CAZ area; this applies to all local bus services, irrespective of service frequency or engine type.

AQAP4 commitments:

- Work with partners to upgrade (CAZ exempt) inter-urban and rural services to ultra-low emission vehicles. Where it is not practical to electrify routes, services will be upgraded to Euro VI to further improve local air quality and reduce greenhouse gas emissions.
- Work in partnership with bus operators to deliver an all-electric, zero emission bus fleet for all services operating predominantly in the York urban area. It remains a CYC ambition to pursue an all-electric bus fleet where all buses are capable of operating in electric zero-tailpipe emission mode in key locations. York's Bus Service Improvement Plan (BSIP) is the delivery vehicle for CYC's known aspirations for bus services in the city, particularly their conversion to electric drive, but also other measures such as bus priorities or improvements to stops, shelters and passenger information. The BSIP outlines the vision for York's bus network, which is to be inclusive, accessible to all, attractive and welcoming – becoming a source of pride for the city and its residents. CYC was awarded funding in 2022 to deliver this vision. The BSIP is delivered through York's Enhanced Bus Partnership, which brings together the Local Transport Authority, operators, stakeholders and the public. Additional funding has also been awarded to CYC through DfT's ZEBRA fund, to deliver 44 new electric buses and associated infrastructure.

- Continue to work in partnership with bus operators to eliminate unnecessary bus idling across the network, especially within the city centre designated AQMA / CAZ area.
- Extend the CAZ to other areas, including York Central

Table 5. 2 Reducing emissions from buses

Action	Reducing emissions from buses
Air quality impact	Improvements in air quality seen in recent years due in part to widespread uptake of electric and low emission buses (coupled with a reduction in anti-idling events). Further upgrades to low frequency services likely to result in Low air quality impacts over and above impacts delivered through existing CAZ. However, an all-electric York bus fleet likely to result in additional High air quality impacts across the AQMA and wider network due to elimination of tailpipe emissions Electric buses will eliminate local emissions of NO_2, tailpipe emissions of PM and offer considerable carbon savings. CAZ extension to other areas will ensure bus emissions are minimised in other key locations
Cost	Cost of developing York's BSIP covered by one-off payment of £100,000 that the DfT has made to all requested authorities to cover the cost of development. £££££££ Additional low frequency bus upgrades and/or conversion of further services to electric drive subject to further feasibility work. CYC awarded £8.4m funding for 44 new electric buses through DfT's ZEBRA fund (March 2022) which will

Action	Reducing emissions from buses
	be matched by a further £10m investment by First. In April 2022, CYC was awarded an additional £17m to support the development of key schemes and initiatives in the BSIP, including wider electrification of the urban bus fleet. Approximately £12m will be used to fund the conversion of 60 additional buses and associated infrastructure.
Feasibility	Medium to High – strong political and public will to continue to work alongside bus operators to deliver further improvements to vehicles. Supports sustainable transport objectives in Council Plan, also economic development objectives, objectives to improve air quality and reduce carbon emissions. Because bus services generally support more active travel *(through walking to bus stop, but also because availability of an effective bus service encourages lower car ownership and hence greater use of active travel modes such as walking and cycling)* measures also support health objectives in the Council Plan. Funding identified. Note that an all-electric bus city involves high costs but these will be met by external funding that has already been secured. Other benefits of electric buses include reduction in noise, and improve passenger/driver experience Any CAZ extension proposals subject to review by Traffic Commissioner
Implementation timescales	Medium (2-5 years), but transition to electric buses for whole fleet may potentially extend beyond AQAP timescales, subject to vehicle production and delivery timescales

Action	Reducing emissions from buses
Ownership	CYC (Sustainable Transport Service) / Bus operators
Partners	Manufacturers of low emission buses, charging infrastructure providers, emissions abatement equipment providers, Office of the Traffic Commissioner
Funding	DfT / DEFRA funding

5.2.3 Anti-Idling Initiatives

Leaving engines running when parked (stationary idling) causes unnecessary emissions, wastes fuel and adds to local noise levels. CYC will take a proportionate approach to tackling stationary idling emissions, recognising that whilst they form a small contribution to overall emissions in York, they should continue to be targeted as part of a comprehensive Air Quality Action Plan. Tackling unnecessary idling emissions also has co-benefits in terms of reducing noise pollution and carbon emissions.

York has:

- Obtained member approval for implementation of a package of measures aimed at deterring stationary vehicles from idling, including the use of discretionary powers under the Road Traffic Regulations 2002 to issue fixed penalty notices to drivers who refuse to switch off their engines when asked.
- Launched a Kick the Habit anti-idling awareness-raising campaign (2019), aimed at encouraging people to think about the importance of clean air and the impact that this has on health. We have undertaken annual promotional work in relation to vehicle idling as part of Clean Air Day, working with schools, local businesses and residents groups.
- Undertaken regular daytime and night-time anti-idling enforcement patrols. Enforcement of idling legislation is delivered by staff in Public Protection, with support from Civil Enforcement Officers. During 2021, the duties of CYC's Support Marshalls were extended to include

monitoring of vehicle idling in key city centre locations, this has now been extended to Public Protection Support Offices, who undertake monitoring of idling as part of other routine operations.

- Erected anti-idling signage in CYC car parks, coach parks, city centre bus stops, taxi ranks and other key locations across the city.

AQAP4 commitments:

- Continue to undertake annual awareness of CYC's 'Kick the Habit' anti-idling campaign with local schools and partner organisations such as York Hospital and the University of York. This will include raising awareness with commercial vehicle operators, such as those involved in deliveries or construction.
- Explore further anti-idling signage in key locations on the public highway[27] (informed by future complaints) and develop new anti-idling resources to support the campaign as required. We will work with local businesses to raise awareness and minimise occurrences of idling away from the public highway, particularly where this coincides with public exposure (e.g. seating areas in close proximity to idling vehicles)
- Review CYC's approach to anti-idling enforcement and seek opportunities to obtain additional staff resources for undertaking enforcement patrols. This will include both on the public highway and across CYC's estate (e.g. coach parks).
- Undertake further anti-idling promotion amongst the taxi trade via awareness raising and information. We will also seek opportunities to raise awareness of vehicle idling associated with other activities that require CYC consent, such as mobile catering units.

[27] Whilst CYC cannot take formal enforcement action against drivers who idle their vehicles whilst sitting in traffic, we will consider opportunities for advisory anti-idling signage in areas of air quality concern, requesting drivers switch off their vehicle engines whilst waiting at traffic lights, for example. Such signage would be 'advisory' only in accordance with the Traffic Signs Regulations and General Directions.

- Respond to public complaints about idling.

Table 5. 3 Anti-idling initiatives

Action	Anti-idling initiatives
Air quality impact	Likely to be Low but may increase to medium in specific hotspot locations, dependent upon extent of idling and vehicles involved
Cost	Kick the Habit campaign and resources already developed, main future costs in relation to promotion (signage / additional resources) and staffing (enforcement). £ - ££ Ongoing promotion can be delivered for <£10k per year, with additional dedicated staff resource for enforcement likely to be <£10k per year.
Feasibility	High – unlikely to conflict with any CYC policy and will directly support emission and carbon reduction agendas. Reduced idling will also help protect public health and create a safer and more pleasant environment. Ongoing promotion of existing campaign likely to be supported both by public and politically. No direct socio-economic implications. Ongoing promotion/enforcement will assist bus/freight/delivery operators to enforce their own policies which will result in fuel savings and reduced operating costs. Other benefits include reduction in noise. Budget available for ongoing publicity but wider enforcement subject to funding / additional staff resource. Potential for some enforcement duties to incorporated into existing CYC posts.

Action	Anti-idling initiatives
Implementation timescales	Short term (<2 years) – anti-idling campaign already developed and will continue to be rolled out and promoted
Ownership	CYC (Public Protection/ Parking Services / Sustainable Transport)
Partners	Bus companies, taxi companies, freight / delivery companies, local businesses. Promotion undertaken with partners such as York Hospital, University of York
Funding	CYC internal budget available for ongoing promotion and development of additional resources to support existing campaign. Wider scale enforcement subject to additional staff resource and funding

5.2.4 Reducing emissions from taxis

Taxis provide essential transport services in the city but are intensively used in the city centre and across residential areas where air quality issues remain.

Many people depend on such vehicles for trips when other forms of transport are unsuitable or unavailable, including the vulnerable and some school children who are likely to be more susceptible to poor air quality and respiratory illness.

It is important that we continue to work with the taxi trade to understand their needs and ensure operators are part of our wider air quality improvement programme.

We will continue to facilitate the transition to low emission vehicles across the taxi fleet via the use of incentives (subject to external funding) and awareness raising, thereby providing taxi drivers with information to allow informed choices about vehicle emissions and total cost of ownership of low emission and/or electric taxis.

York has:

- Previously adopted Taxi Licensing policy that incorporated environmental considerations and required CYC licensed vehicles to meet minimum vehicle emission standards.
- Encouraged over a third of the York taxi fleet to change to low emission alternatives (petrol-hybrid or electric) through CYC's low emission taxi grant scheme.
- Provided information to taxi drivers about anti-idling policies as part of the annual CYC vehicle licence renewal process and has placed anti-idling signage at key city centre taxi ranks.
- To help meet unmet demand for hackney carriage vehicles, CYC's Licensing and Regulatory Committee approved the issuing of ten new hackney carriage vehicle licences (end of 2022) bringing the total number to 190. In response to a continuing desire to improve local air quality, the new licences will only be issued to wheelchair accessible vehicles, which are also fully electric or plug in electric hybrid.

AQAP4 commitments:

- Consult further with the taxi trade regarding revisions to CYC's Taxi Licensing policy and conditions about the type and age of vehicle that will be licensed by CYC in the future. Conditions will reflect CYC aspirations for an ultra-low emission taxi fleet and strive to achieve continual emission reduction from licensed vehicles (both hackney carriage and private hire vehicles).
- Seek opportunities to obtain further grant funding to enable taxi drivers to upgrade their taxis to low emission vehicles. We will also work alongside the trade to understand their requirements with respect to electric vehicle charging infrastructure needs as part of our Public EV Charging Strategy review.
- Explore and consider opportunities for addressing emissions associated with non-CYC registered taxis. We will explore the feasibility of including all taxis within the city centre Clean Air Zone.

- Continue to work with the taxi trade to minimise engine idling and undertake further awareness raising in relation to this issue, installing further anti-idling signage where necessary.

Table 5. 4 Reducing emissions from taxis

Action	Reducing emissions from taxis
Air quality impact	Likely to be Low across AQMA and wider city but may increase to Medium in specific locations with high proportions of taxis such as taxi ranks, especially where electric vehicles are being used. Petrol hybrid vehicles produce considerably lower emissions of NO_x and PM compared with older diesel vehicles and offer substantial carbon savings. Air quality impacts associated with CAZ extension to taxis subject to further feasibility work
Cost	~~£~~£ - ~~£~~£~~£~~£~~£~~ Future policy changes and associated consultation subject to costs of £10-£50k, with wider support/incentives for taxi drivers to upgrade vehicles likely to be much higher (~£500k - £1m) over the existing grant funds secured by CYC for this purpose Extension of CAZ to include taxis subject to further feasibility work and costing
Feasibility	Medium to High - Will directly support emission and carbon reduction agendas and cleaner low emission taxis likely to be widely supported by public. May be socio-economic impacts. Further strengthening of existing Taxi Licensing Policy may be subject to challenge by the taxi trade; impacts on

Action	Reducing emissions from taxis
	the trade must be carefully considered to ensure numbers of licensed vehicles meet demand and to minimise economic impacts (particularly following impacts on the taxi trade during Covid-19). Whilst low emission vehicles may have higher purchase costs, these can usually be offset via longer term fuel and tax savings. CYC must ensure that an adequate number of wheelchair accessible vehicles (WAVs) remain in the fleet; licensing policy needs to consider options available for these vehicles and set emission / age standards accordingly. A cleaner taxi fleet will improve the image of the city with positive implications for tourism and inward investment. Ultra-low emission / electric taxis likely to be quieter offering benefits for late night transport in residential areas. Extension of CAZ to include taxis subject to further feasibility work
Implementation timescales	Updates to Taxi Licensing Policy and consultation will progress during 2024 Short term (< 2 years) Opportunities for further grant funding for drivers (subject to grant opportunities) Short to Medium term (<2 – 5 years)
Ownership	CYC (Public Protection / Taxi Licensing)
Partners	Taxi operators, charging infrastructure providers
Funding	Work to support policy change and associated consultation with trade funded through CYC internal budget.

Action	Reducing emissions from taxis
	External grant funding required to support additional vehicle upgrades (over and above DEFRA funding already obtained)

5.2.5 Reducing emissions from CYC vehicles

Effective fleet renewal policies can help to ensure that the energy, carbon and local air quality impacts of local authority operated vehicles are considered as part of fleet replacement programmes. Fleet management policies can further drive energy and carbon savings and deliver air quality benefits.

CYC own and operate a wide range of vehicles and equipment to support building maintenance, highways maintenance, waste management and delivery of other key services. Such vehicles make regular, frequent trips within York city centre.

CYC also procure the services of third party owned vehicles such as in connection with education (e.g. school buses and taxi services).

The current CYC fleet comprises 535 vehicles and items of plant equipment. This includes 180 vehicles that are under 3.5 tonnes.

We recognise that the way our own fleet vehicles are renewed is a vital part of the CYC air quality improvement and carbon reduction programmes and that the transition to a cleaner, greener fleet must be done without compromising the important services the council delivers to the city and its residents.

We also recognise that we must lead by example; the successful operation of ultra-low and zero emission vehicles as part of the CYC fleet will show leadership and will act as a catalyst for other fleet operators in the city to accelerate their fleet renewal programmes.

York has:

- Agreed to commence the transition to an electric fleet for all vehicles under 3.5 tonnes as part of a four-year replacement programme. This was agreed in March 2020 by City of York Council's Executive
- Installed 'Fast' charging infrastructure at the Hazel Court Eco-depot for charging up to 6 vehicles simultaneously, this has allowed trials of ultra-low emission plug-in vehicles across various services to be undertake in recent years.
- Reduced 'grey fleet' trips and worked in partnership with Enterprise Car Club to provide a range of pool vehicles at various locations near West Offices (Main CYC HQ), Hazel Court and across the city which can be booked online and accessed via a smart membership card. A number of diesel pool cars have been replaced with the very latest petrol hybrid technology as part of the car club initiative and are now regularly used across various CYC services.
- Undertaken a programme of driver training, incorporating eco-driving elements. We have also undertaken trials of telematics systems and evaluated fuel additives across the fleet in recent years. CYC has also implemented a Masternaut telematics system for improving safety, reducing emissions and improving vehicle and driver efficiency.

AQAP4 commitments:

- Implement a fleet replacement programme for all vehicles under 3.5 tonnes. A four-year programme was considered adequate for services to be restructured around an electric fleet. CYC does not intend to purchase any new petrol / diesel vehicles during this transition period, but short-term lease replacements may be necessary if existing vehicles fail and an electric vehicle is not available, or the service cannot immediately operate an electric vehicle due to charging infrastructure requirements.
- In line with the above replacement programme, CYC will upgrade power distribution to the Hazel Court Eco Depot to ensure that suitable infrastructure is in place and can support the phased

approach to fleet replacement and gradual increase in number of EVs across all services.

- Continue to explore the options for fleet vehicles over 3.5 tonnes to move away from fossil fuels such as diesel. Whilst many specialist items of fleet are in the early stages of development and testing (and early adoption brings associated risks for service areas) CYC Fleet Services will continue to arrange trials and evaluation of these vehicles to assess suitability for core service areas.

Table 5. 5 Reducing emissions from the CYC fleet

Action	Reducing emissions from CYC fleet
Air quality impact	Likely to be Low - Medium across AQMA and wider city, and may increase further in specific locations across CYCs estate and considering all operations. Considerable CO_2 benefits through fleet upgrades to electric and other low emission technologies.
Cost	~~£££££~~ Upgrades to power distribution at Hazel Court Depot estimated at £1.5m Upgrades to 153 vehicles over programme lifetime (capital and revenue costs) estimated at £1m - £10m.
Feasibility	High – phased fleet replacement programme already agreed for vehicles under 3.5 tonnes. Directly supports carbon and air quality agendas. No future conflict with wider CYC policy and likely to be supported widely by public. Indeed, a cleaner fleet will improve public perception of CYC and may encourage uptake of low emission vehicles by others. CYC will endeavour to promote and showcase upgrades to other organisations.

Action	Reducing emissions from CYC fleet
	Considerable progress has already been made with reducing grey fleet trips via use of low emission Car Club vehicles and other sustainable modes. CYC staff in post to oversee and develop staff initiatives to further reduce grey fleet mileage. Alternatively fuelled vehicles can provide a better driving experience for drivers, with the potential for considerable longer term financial savings for CYC
Implementation timescales	Medium term - Whilst initial implementation already commenced, fleet replacement programme for vehicles under 3.5 tonnes likely to be complete within 2 to 5 years. Short term - Trials of vehicles over 3.5 tonnes ongoing and arranged as suitable vehicles come to market
Ownership	CYC (Environmental Services and Fleet)
Partners	Vehicle manufacturers, infrastructure providers
Funding	CYC budget for fleet renewal / electric vehicle capital purchase and ongoing revenue costs

5.2.6 Expansion of EV charging network

Local Authorities are uniquely positioned to provide strategically located charging infrastructure that will support residents, commuters, fleets and through traffic to conveniently and affordably recharge electric vehicles.

CYC's EV Charging Strategy (approved March 2020) sets out the rationale for the number and location of public EV charging points, the principles of tariff-setting and CYC's approach to providing charging for residents in streets without off-road parking.

The strategy outlines an equitable approach to charging infrastructure that will support improved air quality, climate change objectives and

financial vitality, and aligns with wider transport policy objectives of maximising active travel and minimising private vehicle usage. CYC's Executive have also endorsed a commitment to continue to explore options for on street charging and facilities for charging electric taxis in the city centre.

York has:

- Pioneered public charging for electric vehicles (EV) when we launched a public charging network for EVs in 2013. We have gained significant experience and knowledge since 2013 through the CYC network and have improved CYC's internal management of the network, resulting in a dramatic improvement in chargepoint reliability.
- Launched a Public EV Charging Strategy in March 2020, setting out the next phase of the delivery of York's EV charging network up to 2025. Delivery of the Strategy is already underway, enabling the provision of a robust and fit for purpose EV charging network across York.
- Stimulated the EV market via increasing requirements for EV chargepoints in new developments, requiring 'fast' chargepoints in 5% of spaces (with an additional 5% of spaces to be chargepoint 'ready'). This has provided more opportunities for charging at destinations and will complement CYC's investment in CYC owned long-stay car parks. CYC are also supportive of commercial EV chargepoint networks which will support consumer choice, geographical spread and enhanced roll-out rates.
- Opened two HyperHub EV charging sites; dedicated charging hubs with 24/7 access, providing 16 charging bays, 8 Rapid and 8 Ultra Rapid. HyperHubs have been part funded by Office for Low Emission Vehicles and the European Regional Development Fund.

AQAP4 commitments:

- We will review standard charging tariffs on an annual basis to ensure we can deliver a modern and reliable network and continue to make our tariff as simple as possible; users just pay per kWh. Electricity for

all charge points originates from the wider CYC contract, which purchases renewable energy.

- We will roll-out new Fast and Rapid chargers across York's car parks and Park and Ride sites.
- Seek external funding to deliver a minimum of 5% fast charger provision in long-stay car parks and Park and Ride sites. We will actively monitor plug-in vehicle uptake in York and review the figure of 5% provision (supported by HyperHubs) every 12 months to ensure we can respond quickly to ensure the CYC network remains fit for purpose.
- We will evaluate the success of the first two HyperHubs and consider options and funding to deliver additional sites. We will also work constructively with commercial operators to ensure the best range of charging facilities and networks are available in York.
- We will maintain a first class network of Fast, Rapid and Ultra-Rapid chargers supported by commercial operators, providing a wide consumer choice and market leading charging experience.
- We will deliver an updated 'Public EV Charging Strategy' by 2025, to ensure we continue to provide a robust and fit for purpose future EV charging network across York. This will include further consideration of on-street charging, which currently presents a challenge for terraced streets in York.

Table 5. 6 Delivery of strategic EV charging network

Action	Delivery of strategic EV charging network
Air quality impact	Medium to High – as EV uptake increases, emissions of NO_x and PM will decrease. Benefits to local air quality will increase over time. In line with local and national planning guidance, changes in vehicle AADT of 5% or more (comparable to 5% BEV uptake) across an AQMA may result in measurable AQ impacts, this aligns with CYC's

Action	Delivery of strategic EV charging network
	aspiration to provide 5% of parking spaces with charge point provision. Uptake of electric vehicles will have a positive impact on carbon emissions, especially where power obtained through renewable energy tariffs. Total impact of implementing EV charging is difficult to quantify due to uncertainties over electric vehicle uptake but for every conventionally fuelled vehicle replaced local emissions of NO_x and tailpipe PM_{10} are eliminated.
Cost	££££££ Remaining work programme to 2025 estimated at £4-£5m. CYC has provisionally secured this funding (with some elements of match funding to be confirmed). Current plans to develop 2 further Hyper Hub sites at a cost of £3-£4m (included in cost estimate above)
Feasibility	High – EV Strategy and future work programme approved. Directly supports carbon and air quality agendas. Supports wider sustainable transport objectives in Council Plan and reinforces Low Emission Planning Guidance principles that require EV infrastructure on new developments. Funding sources identified. An established and evolving EV charging network provides EV drivers with more confidence to visit York for business or leisure trips and may influence destination choice. Development and maintenance of EV charging network creates jobs. Switching to EVs can offer considerable fuel and tax savings to local businesses and residents.

Action	Delivery of strategic EV charging network
	Expansion of strategic EV charging network provides opportunities for wider EV ownership, even those without off-street parking. Wider uptake of EVs will also result in reduced traffic noise.
Implementation timescales	Short term (< 2 years) for delivery of existing programme of Fast / Rapid / Ultra-Rapid charge points Medium term (2-5 years) for evaluation of existing hyper hubs and to consider locations and feasibility of additional sites. New Public EV Charging Strategy to be produced by 2025
Ownership	CYC (Transport / EV Strategy)
Partners	BP Pulse (access partner), EV charge point manufacturer(s)
Funding	CYC, ERDF, OLEV

5.2.7 Minimise development related emissions

Air quality improvement strategies and planning decisions should complement wider climate change/carbon reduction agendas and these should be well aligned to recognise synergies and prevent conflict. In some cases a compromise approach may be needed to balance the two agendas.

Ongoing delivery of AQAP4 must strive to maximise synergies with the CYC's carbon reduction aspirations, via the alignment of respective planning policies and local guidance. It must also continue to ensure that emissions and air quality impacts from new developments are appropriately assessed and mitigated.

York has:

- Developed Low Emission Planning guidance to accompany policy ENV1 'Air Quality' of the Local Plan. This guidance, outlines CYC's

design and mitigation expectations for all new developments in the city and is actively used for development control purposes.

- Developed local standards and template planning conditions in relation to provision of electric vehicle (EV) recharging facilities (and associated management and maintenance) and requirements for Construction Environmental Management Plans (CEMPs) on new development sites.

AQAP4 commitments:

- Update and strengthen local Low Emission Planning Guidance to further reflect synergies between air quality improvement and carbon reduction strategies, such as those relating to heat and power provision. Updated guidance will aim to facilitate a transition away from fossil fuel heating sources, which can contribute to local air quality issues, alongside traffic emissions. Formal adoption of updated guidance is subject to the Local Plan and examination process. Public Protection will work closely with Planning Policy colleagues to ensure local air quality issues are adequately addressed as part of this process.
- Ensure that planning applications are reviewed in line with the above Low Emission Planning Guidance and that resultant emissions / air quality impacts are appropriated assessed and mitigated. We will seek to ensure that assessment of air quality impacts considers cumulative impacts from nearby sites to minimise ‘emissions creep’ across the city.
- DEFRA research has shown that a large proportion of Non-Road Mobile Machinery (NRMM) emissions come from the construction industry and that NRMM has the potential to contribute to local pollution hotspots. CYC will consider emission control requirements for Non-Road Mobile Machinery (NRMM) on development sites in York.
- Ensure that local standards for EV charging infrastructure across all sites with parking provision (currently 5% active provision is required)

remain appropriate for current EV use (and anticipated future EV uptake) in the city and are aligned to CYC's vision as laid out in CYC's EV Charging Strategy. CYC will continue to lead by example with respect to providing first-class EV charging provision on across CYC's estate and council led development.

- We will seek opportunities to use green infrastructure (planting of trees and shrubs) to mitigate emissions on both new and existing developments, aiming to prioritise protection to more vulnerable populations.

Table 5. 7 Minimise development related emissions

Action	Reducing development related emissions
Air quality impact	Medium – Local planning decisions have an important role to play in maintaining and improving local air quality, since they can significantly affect the design, location and management of emission sources and sensitive receptors. Local guidance can assist in securing infrastructure for ultra-low emission vehicles and that emissions during construction are minimised. Minimising exposure to poor air quality through the planning system via principles of good building design will also bring about additional benefits in terms of public health, especially for sensitive groups.
Cost	££ £10-£50k - Mainly staff time in connection with updates to guidance and associated consultation / development of new standard planning conditions. Will also be staff costs associated with assisting developers to comply with guidance and to check the accuracy and effectiveness of impact assessments and mitigation.

Action	Reducing development related emissions
	Costs associated with NRMM currently unknown and subject to further research and national guidance
Feasibility	High – existing guidance currently exists and is actively used for development control purposes. Existing air quality policy hooks within Local Plan. Effective management and mitigation of development related emissions will help maximise development opportunities. Provision of low emission vehicle infrastructure, low emission vehicles and other low carbon technologies on new developments will make developments more attractive to the end users and offer opportunities to showcase low emission measures to the wider population of York. Contributions towards low emission public transport, service vehicles and other low emission infrastructure will have positive air quality and climate change benefits beyond development sites and help to achieve a general improvement in public transport. Future action around NRMM subject to review of national type approval system
Implementation timescales	Anticipated to be Short term < 2 years but dependent on Local Plan process.
Ownership	CYC (Planning / Integrated Strategy / Public Protection)
Partners	Developers, landowners, construction industry
Funding	CYC internal budget (for guidance updates / consultation)

Action	Reducing development related emissions
	Planning obligations / s106 for mitigation measures

5.2.8 Local incentives for low emission vehicles / modes

Zero emission vehicle use and EV recharging infrastructure is now well established in York. CYC also has additional plans to further improve public EV charging facilities in the future.

Whilst CYC's priority is to encourage modal shift and reduce private vehicle miles travelled, we will seek to ensure that any remaining trips are made by the lowest emission vehicles possible. CYC is committed to further incentivising the wider uptake of low emission vehicles (especially non-combustion engine, zero tailpipe emission vehicles such as EVs) and use of the facilities provided via development of incentives and rewards. These may be linked to such things as parking fee reductions and discounted attraction entrance fees.

Any incentives must be sustainable in the longer term, as electric vehicle ownership and usage continues to grow in line with the government's announcement to ban the sale of new conventional petrol and diesel engine vehicles from 2030.

York has:

- Developed an EV charging network across the city, which has experienced rapid growth in usage in recent years. In 2014 there were 1,510 charging sessions, which increased to 13,695 session in 2018. CYC's EV charging strategy affirms our commitment to provide a high quality public network that supports and accelerates the transition to EV, ultimately enabling the decarbonisation of road transport.
- Since 2013, EV users haven't paid parking fees in CYC charging bays, instead at fast charging bays users have received up to 12 hours of free provided they are plugged into a charger. We have reviewed this incentive as part of our EV Charging Strategy and whilst daytime parking fees now apply in fast charging bays, free parking is

now offered for rapid and ultra-raid charging bays. We have committed to making fast charging bays in CYC car parks available for overnight charging free of charge for residents.

- In recent years, offered a 50% discount on certain types of CYC parking permit if associated with a low emission vehicle.
- Pioneered a low emission taxi grant scheme in 2013, accelerating the uptake of low emission taxis in the city. Further incentives were offered to York registered taxi drivers in 2014/15 and 2015/16 using LSTF funding and CYC obtained further funding from DEFRA in 2020/21 to support additional vehicle upgrades. Currently over a third of the York taxi fleet operate low emission petrol-hybrid or electric vehicles

AQAP4 commitments:

- Review ResPark arrangements and areas covered to consider priority parking / reduced parking fees for low emission vehicles. We will periodically review the local definition of 'low emission vehicle' in the context of national policy and local parking discounts to ensure that incentives remain appropriate and deliver continuous improvement. We will also review the need for a parking surcharge on specific vehicles based on their emissions
- Explore further incentives for use of low and zero tailpipe emission vehicles, both privately and across local businesses. Whilst we must prioritise the uptake of zero tailpipe emission vehicles across the network, we acknowledge that for some sectors alternative fuels may need to be considered (especially heavy duty vehicles) and we will work with partners to assess needs and support infrastructure requirements. In line with CYC's Climate and Economic Strategy, we will assist and support local business to transition to ultra-low emission and electric vehicles
- Promote and encourage the acquisition of ultra-low and zero tailpipe emission vehicles via travel planning services (and incentives for their use)

- Participate in trials and explore further incentives to increase use of modes such as E-Bikes / E-Scooters

Table 5. 8 Local incentives for low emission vehicles and modes

Action	Local incentives for low emission vehicles and modes
Air quality impact	Currently unknown - additional incentives likely to accelerate uptake of alternative fuels and low emission vehicles and will lead to positive air quality impacts. Air quality impacts dependent upon incentives available and uptake.
Cost	Currently unknown – subject to further investigation. May be some small capital costs and ongoing revenue costs (e.g. potential loss of parking income / provision of rewards).
Feasibility	Medium - Whilst local incentives to encourage low emission vehicles well aligned with carbon and air quality agendas, incentives such as CYC parking fee reductions subject to member approval and CYC budgetary process. Financial savings made through the purchase and use of low emission vehicles will reduce operational costs and may result in greater consumer spending in other areas e.g. leisure and shopping. Supports CYC Economic Strategy and support for EV uptake by local businesses. Also potential links to tourism and inward investment. Opportunities for linking incentives to developer emission mitigation plans / green travel plans. In addition to low emission vehicles, incentives can be applied to walking, cycling and use of public transport to ensure that all positive behavioural

Action	Local incentives for low emission vehicles and modes
	changes are rewarded and not limited to low emission vehicle purchase. This will also ensure that incentives can be made accessible to all, including non-drivers and those with disabilities. Likely to be well received by the public/visitors as opportunities for reward or financial/material gain generally viewed positively
Implementation timescales	Short to Medium term (<2 – 5 years)
Ownership	CYC (Parking Services, Transport Planning, Public Protection, Economic Development, Marketing and Communications)
Partners	Make it York, Parking infrastructure delivery partners, Developers, Micro-mobility solution partners
Funding	Structuring / pricing of parking fees subject to review and CYC budgetary process. Wider incentives also subject to budgetary review.

5.2.9 Improved public information and awareness

Delivering clear messages to the public around the cause and consequence of poor air quality, particularly around impacts on health, are particularly important for driving behaviour change. Whilst raising awareness about the health impacts of air pollution and encouraging people to minimise transport related emissions tend to be the main focus of most local authority emission reduction campaigns, there are other actions that the public can take to help improve air quality and protect their health.

Campaigns relating to issues such as energy efficiency, domestic smoke control, bonfires, fireworks and indoor air quality can all be valuable parts of a wider local air quality improvement strategy.

CYC will continue to address these wider issues, alongside existing public information campaign work relating to sustainable travel, as part of package of measures to improve dissemination of information to the public.

York has:

- Provided news and advice on sustainable travel around York via the I-Travel York campaign. CYC's I-Travel provide support to York's businesses and schools to develop travel plans and promote sustainable travel. Promotion of walking, cycling and public transport use are also central to this campaign, which also provides information around EV ownership and charging.
- Provided information locally about air quality via CYC's air quality webpages and social media, including information about air pollution and health, low emission vehicles, air quality improvement measures and the planning process. CYC also provides information about current air quality levels across the city.
- Undertaken ad-hoc promotion of the rules around solid fuel burning in smoke control areas and garden bonfires.
- Been the lead local authority in the development of a DEFRA funded national Air Quality Hub; an information and knowledge sharing resource for local authority air quality professionals. The hub's aim is to help local authorities create robust air quality policies and take effective action to improve air quality across the UK.

AQAP4 commitments:

- Regularly review information on CYC's webpages to ensure information remains accessible, relevant and up to date.
- Publish an annual summary of air quality data on our website, to aid local transparency and increase accessibility of air quality to the wider

public. We will ensure that data from York's automatic air quality monitors continues to be available to the public via an online portal; this will include the publication of a daily Air Quality Index for the city. We will progress an air quality alert system for residents and visitors, especially vulnerable groups, to help minimise exposure when pollution levels are high. We will also explore wider behaviour change messaging in response to high pollution episodes, to include press releases, digital signage and social media.

- We will work with Public Health to inform the public about the health impacts of air pollution and how behaviour change can reduce emissions and exposure, particularly amongst vulnerable members of the public (i.e. people with pre-existing respiratory or cardio-vascular conditions). We will also continue to explore and promote spaces that encourage active travel such as walking and cycling.
- Undertake annual public awareness raising via local publications and CYC's social media presence to support the national Burn Better campaign to help householders choose cleaner fuels and ensure they are aware of best practice in terms of maintenance of solid fuel burning appliances.
- Undertake annual public awareness raising in relation to smoke control areas and the use of appropriate fuels and appliances. This will include consideration of indoor air quality.
- Undertake awareness raising around the impacts of bonfire smoke on health
- Develop further air quality resources for schools and businesses to support the work of CYC's I-Travel team and promote sustainable travel initiatives across CYC's area. We will ensure that air quality monitoring data is considered to help target interventions to those areas with the highest pollution levels.
- Whilst not current covered by the Local Air Quality Management regime, we recognise the need for more research into personal exposure monitoring and will seek opportunities to collaborate with

others to better understand the associations between lifestyle and exposure to air pollution.

Table 5. 9 Improved Public Information

Action	Improved Public Information
Air quality impact	Public awareness around solid fuel burning, smoke control areas and bonfires will directly target reductions in particulate matter across the city, bringing additional health benefits to York residents. It is hard to quantify this in terms of absolute air quality impact, other than to say it will be positive. Air quality benefits of wider sustainable travel initiatives and reduction in private car use likely to be Medium in the longer term. Exposure reduction initiatives will ensure public exposure is minimised and bring about additional health benefits. Providing information about opportunities for active travel such as walking and cycling can also contribute to air quality improvement.
Cost	Annual cost of publicity likely to be <£10k (£) but the development of specific campaigns and air quality forecasting / alert services likely to have greater associated costs of approximately £50k - £100k (£££).
Feasibility	High - Very well aligned with air quality, carbon, public health and planning agendas. Unlikely to conflict with wider CYC policy and campaign work likely to be well supported by the public and CYC members and will be perceived as worthwhile and informative.

Action	Improved Public Information
	Direct positive benefits in terms of reducing fine particulate emissions and associated public health benefits Increasing awareness of air quality and health impacts and providing advice can help reduce sickness absence and reduce pressure on local health facilities. Funding available for annual publicity, but would require additional funding for specific campaign work *(note that DEFRA funding already obtained to develop an air quality forecasting and alert service and to raise awareness of PM emissions and health impacts)* Funding available for I-Travel campaign, which is already well established.
Implementation timescales	Most measures Short term (<2 years) for initial implementation and will recur annually. May run into Medium term (2-5 years) for website upgrades or dedicated campaign work
Ownership	CYC (Public Protection / Sustainable Transport / Public Health)
Partners	CYC (Marketing and Communications), website infrastructure partners, local publications
Funding	Annual public awareness raising and development of associated resources around solid fuel burning and smoke control can be funded via CYC's internal budget. DEFRA funding was obtained in early 2023 to develop an air quality forecasting and alert service and to undertake an awareness campaign in

Action	Improved Public Information
	relation to PM emissions and health impacts, with specific emphasis on domestic solid fuel burning Major revisions to CYC's existing air quality web presence, if required, is subject to additional funding (CYC budget and/or DEFRA grant)

5.2.10 Modal shift, active travel and network improvement

Measures to reduce trips, encourage modal shift and reduce congestion are considered fundamental to any air quality improvement programme for York. This has been recognised through all previous iterations of CYC's Air Quality Action Plan for the city centre AQMA.

Measures in CYC's Local Transport Plan (LTP) continue to be an intrinsic part of the overall approach to air quality improvement and transport based emission reduction across the city.

Active travel (principally walking and cycling) plays an important role in a modern, sustainable city and for a number of years CYC has played a nationally significant role in the development of active travel measures as national strategy has sharpened its focus in this area. Active travel is at the apex of the city's travel hierarchy as laid out in our Local Transport Plan. Further information on trip reduction, modal shift and active travel measures can be found in CYC's current LTP. CYC's Transport Strategy sets a target of 20% reduction in vehicle miles travelled by 2030, which will need to supported by significant increases in walking, cycling and use of public transport across York.

For completeness and to avoid unnecessary duplication, only the major LTP based schemes that support air quality action planning in York have been included in this updated AQAP4 as distinct measures.

York has:

- Obtained funding to deliver major schemes for York Central, increasing the capacity of the A1237/Outer Ring Road and improving the area in front of York Station.

- Delivered a Clean Air Zone for buses covering much of central York.
- Made significant progress electrifying the bus network.
- Built new park and ride sites at Poppleton Bar and Askham Bar and improved the junction between the A1237 and A59 Harrogate Road
- Secured mandates to develop projects to improve the area around Castle car park and for a new station at Haxby
- Delivered improvements for pedestrians and cyclists, such as on Scarborough Bridge and its approaches and a new segregated cycle and footpath linking Clifton Moor and Haxby
- Introduced restrictions on motorised traffic in some areas.
- Has participated in trials to offer residents, commuters and visitors E-Scooters and E-Bikes to encourage more sustainable micro-mobility.

AQAP4 Commitments:

- Deliver key priorities for bus services as laid out in the Bus Service Improvement Plan (BSIP). The BSIP responds to consultation with operators and adjacent local authorities and reflects operational assessments of the network, research with bus passengers and CYC's own Our Big Conversation engagement with local residents and businesses.
- Deliver further capacity upgrades to the outer ring road. The air quality assessment undertaken for the scheme (A1237 from A19 Shipton Road to A1036 Little Hopgrove roundabout) suggests that the York Outer Ring Road has the potential to result a reduction in traffic through some areas of the city centre AQMA. This may provide CYC with opportunities in the future for further measures to manage traffic, encourage safe active travel and increase the use of public transport.
- Continued delivery of I-Travel York programme. This programme underpins the objectives of the Local Transport Plan and programme initiatives will complement highway and traffic measures to enable people to travel more sustainably. Examples of measures that will be delivered include work with schools to promote sustainable travel

choices[28], minimise idling events during school pick-up / drop-off, and deliver Bikeability cycle training; work with businesses to embed sustainable travel modes into current business models and encourage uptake amongst employees; and provision of travel information and sustainable travel events.

- Develop a city-wide 'Movement and Place' plan, reallocating road space to bring about a decrease in vehicle trips, reduction in congestion and increase in public transport and active travel journeys. This Movement and Place plan will also consider opportunities for further management of freight deliveries.
- CYC will enable more walking and cycling as a long-term method for commuting and to address the current capacity constraints on public transport and private vehicle travel. Proposed schemes to be progressed through feasibility and delivered where supported can be viewed at Active Travel Fund.
- Deliver a Local Cycling and Walking Infrastructure Plan (LCWIP) which will designate strategic networks within York for cycling and walking and will identify and prioritise infrastructure schemes to deliver such networks.
- Continue to investigate new and innovative modes of transport to complement the existing e-scooter and e-bike hire schemes in operation across the city.
- We will explore specific traffic management options for areas like Gillygate to reduce emissions and improve air quality.

[28] The contribution of the school run in Waltham Forest in 2013 was estimated to be just under 14% of the NO_x, PM_{10} and $PM_{2.5}$ emissions from all cars between 08:00 and 09:00. Modelling work showed that modal shift from cars to bicycles, walking and public transport had the potential to result in a 7% reduction in NO_x, PM_{10} and $PM_{2.5}$ emissions from cars during the same time period. https://www.walthamforest.gov.uk/sites/default/files/2021-10/Waltham%20Forest%20Kings%20Report.pdf

Table 5. 10 Modal shift, active travel and network improvement

Action	Modal shift, active travel and network improvement
Air quality impact	Air quality impacts are scheme dependent and are likely to range from Low to High Modal shift measures fundamental to tackling non-exhaust PM component from traffic, as will reduce PM emissions associated with brake and tyre wear and road surface abrasion. Road surfaces and repair strategies are also likely to influence this important source of non-exhaust PM.
Cost	Costs are scheme dependent but as a package fall into the highest cost bracket of >£10m £££££££ Bus Service Improvement Plan requested £34m from the DfT and a further £14m post 2025 to improve York's bus network. £17.5m was awarded for the period up to 2025. In addition to £12m to complete the electrification of York's bus fleet, the funding bid also includes £2.5m to improve bus service frequencies, provide more routes and support the reintroduction of park and ride services from Poppleton Bar; £5m to provide better, cheaper tickets for young people, and better tickets which are valid for travel on all bus services in York; £5m to provide bus priorities and support rapid bus services to new developments around York, and £5m to upgrade York's park and ride network, allowing it to support a wider range of bus services, provide overnight parking at more sites and refurbish the two oldest sites, at Rawcliffe Bar and Grimston Bar. CYC also requested funding to provide benches and lighting

Action	Modal shift, active travel and network improvement
	at more bus stops, provide audio announcements on all buses in York and install 100 more real time bus information screens across the city. CYC previously allocated around £3.3m to support active travel schemes. Costs of specific cycling and walking infrastructure schemes are scheme dependent ITravel York Programme – annual costs estimated at £450k for business, school and community engagement ££££
Feasibility	Medium to High - LTP4 will build on the work already done for initiatives like My City Centre and the Local Plan and will complement the strategies being developed for York's economic recovery, air quality and carbon reduction/climate change agendas. Reduced congestion and improved public transport / sustainable transport provision will improve the public realm and support economic growth. Measures will result in direct air quality improvements and support carbon reduction aspirations. The LTP has a critical role in promoting equality of access to the transport network. Some measures may improve access to some areas of the city for some users and modal shift measures will support provision of accessible transport for all. It should be noted that some future LTP policies or schemes may fail during the feasibility or design

Action	Modal shift, active travel and network improvement
	stages, or be delayed because it is not possible to attract funding for them or because closer scrutiny of more developed plans shows them to have unacceptable costs and/ or impacts. However, inclusion of them within the LTP signals an intent to seriously investigate their feasibility and seek to deliver them if they are shown to be feasible and acceptable. All active travel schemes which impact on residents and businesses will be subject to public consultation prior to progression. CYC aim to encourage more people to walk and cycle as part of their everyday travel in the city. The Active Travel Programme is part of CYC's overall Transport Capital Programme and highlights upcoming projects and proposed schemes (some projects are subject to successful bids). BSIP delivered through the Enhanced Bus Partnership.
Implementation timescales	Draft LTP4 document due 2024. Policy document will focus on a 15 year period, with a review at every 5 year period. Timescales are scheme dependent *(see LTP4 and complementary strategies such as Bus Service Improvement Plan)* Completion of ORR upgrade works expected within Medium term (2-5 years) I-Travel York programme – Ongoing (subject to funding)

Action	Modal shift, active travel and network improvement
	Active travel measures – variety of schemes subject to further feasibility and funding, but most expected to be delivered by the end of 2024 - Short term (<2 years) Development of LCWIP - Currently ongoing
Ownership	CYC (Sustainable Transport)
Partners	Various CYC departments involved in project feasibility and delivery, alongside external partners such as bus operators, infrastructure providers and developers
Funding	CYC and external funding (e.g. DfT) for specific schemes BSIP Funding (£17m) Active Travel Programme – provisional allocation of £3.3m, with some schemes subject to successful funding bids

5.2.11 Regulation of industrial and domestic emissions

As transport emissions decrease with time, the relative proportions and importance of emissions from sectors such as domestic and industrial combustion increases, especially with respect to PM_{10} and $PM_{2.5}$ emissions, but also NO_x (particularly from gas boilers).

Due to the established links between fine particulate pollution and human health, together with the evidence highlighting that there are no ‘safe’ levels of particulate, it is important that AQAP4 raises public awareness of non-transport emissions, especially in the context of particulates. AQAP4 must also recognise the synergies with CYC’s carbon reduction programme and measures to reduce combustion activities generally across the city, via increased energy efficiency and advice services.

York has:

- Undertaken routine scheduled inspection of industrial premises under CYC control (Part A2 or Part B activities).
- Investigated and prevented dark smoke emissions from industrial, trade and other premises
- Undertaken ad-hoc promotion of the rules around solid fuel burning, smoke control areas and garden bonfires.

AQAP4 Commitments:

- Continue to regulate non-transport emissions from industrial premises under CYC control (Part A2 or Part B activities). Where required, we will support other agencies (e.g. Environment Agency) with regulating emissions to air from larger processes outside CYC's direct control.
- Continue to investigate and prevent dark smoke emissions from industrial or trade premises, such as those from bonfires (Clean Air Act)
- We will ensure that smoke control area boundaries are reviewed; where necessary these will be amended. We will investigate complaints of non-compliance with smoke control area regulations, taking enforcement action where necessary in line with updates to the Clean Air Act 1993 (as required by Environment Act 2021). This will require a new CYC policy for civil penalties for smoke emissions within Smoke Control Areas.
- We will investigate sales of non-authorised solid fuels and complaints of non-compliance. We will undertake regular review of known retailers selling solid fuels to ensure they meet required standards in terms of labelling and information at the point of sale (e.g. 'Ready to Burn' certification).
- Complementing the above commitments, CYC will reduce future emissions through CYC's Housing Delivery Programme, the most ambitious council-led scheme for a generation and the largest zero carbon house building programme in the country. The programme is

a long-term investment in high-quality new affordable homes for current and future generations pioneering low carbon lifestyles and promoting health and wellbeing. Sites will embrace principles of energy efficiency and support sustainable transport choices and connectivity.

- CYC will also facilitate home upgrade energy efficiency grants alongside partner organisations and promote business initiatives to reduce energy use and emissions across York. We will actively seek future opportunities for grants to support such activities. We will also support building retrofit events in York which will support residents to discover how their homes can be made more efficient. CYC's Local Area Energy Plan outlines potential demonstrator projects for near term implementation. Producing a LAEP will contribute to delivering the net zero ambition for York by 2030, providing an optimised, cost-effective, and evidence-based pathway to achieving our target.

Table 5. 11 Regulation of industrial and domestic emissions

Action	Regulation of industrial and domestic emissions
Air quality impact	Low - Medium Difficult to quantify this in terms of absolute air quality impact, other than to say it will be positive. Addressing domestic emissions / solid fuel burning will directly target $PM_{2.5}$. Regulation of industrial premises and enforcement of smoke regulations will seeks to minimise emissions across the city, including fine particulates, for the protection of public health. Review of smoke control area boundaries could offer wider opportunities to minimise emissions in certain areas via the use of authorised fuels and restrictions on the types of appliance that can be used. However, as the majority of areas with the outer ring road as well as Haxby and Wiggington

Action	Regulation of industrial and domestic emissions
	are already included within the smoke control area, expansion to currently undeveloped sites will serve to *minimise* future emissions, rather than affecting the current baseline air quality position. New policy position for civil penalties for smoke emissions will act as a deterrent to unauthorised burning and serve to reduce fine particulate emissions. Home upgrade energy efficiency grants and advice services to residents and businesses will complement wider emission reduction measures of AQAP4.
Cost	Main costs to CYC in relation to staffing resource needed for investigation and enforcement, publicity and associated resources. May be higher costs associated with extension to smoke control areas and provision of financial support to existing homeowners to upgrade appliances, where applicable. Costs subject to further investigation but would not be relevant to currently empty undeveloped sites. Staffing costs estimated at £10-£50k per year (££) on an ongoing basis (although delivered through existing staff resources where possible)
Feasibility	High – most measures currently ongoing and resourced. Control of domestic and industrial emissions directly supports air quality improvements and CYC's carbon reduction agenda. Specifically supports public health agenda via reduction in particulates and supports sustainable, low carbon development.

Action	**Regulation of industrial and domestic emissions**
	Permitting regime is designed to prevent and/or minimise the impact to human health and the environment. Local authority advice and support to local industries through this regime helps them to meet emission regulation requirements and reduce operational costs thus benefitting the local economy. Measures likely to be generally supported via the public as not only will they benefit local air quality but the control of emissions/smoke can help avoid occurrence of nuisance and odours and identify occurrences of illegal waste disposal.
Implementation timescales	Mostly Short term (<2 years) and ongoing Housing delivery programme Long term (>5 years)
Ownership	CYC (Public Protection) - regulation of industrial premises and enforcement of smoke regulations CYC (Major Projects) - housing delivery programme CYC (Carbon Reduction) - energy efficiency upgrades and advice
Partners	CYC (Marketing and Communications), Operators of industrial processes, Environment Agency, Housing delivery and energy efficiency partners
Funding	CYC internal budget. Enforcement and investigation of smoke emissions delivered via existing staff resource, subject to new policy position for civil penalties following updates to Clean Air Act 1993 (in line with Environment Act 2021).

Action	Regulation of industrial and domestic emissions
	Regulation of industrial processes subject to CYC cost recovery based on activity and applicable regulations. Domestic heating upgrades (if deemed necessary) subject to external funding source

5.2.12 Monitoring air quality and access to air quality information

Monitoring air quality across York allows CYC to assess compliance with Air Quality Objectives, evaluate the effectiveness of air quality improvement interventions and to provide information to York's residents, visitors and workers to help them reduce exposure.

CYC have been monitoring air quality for over 20 years and have a huge repository of open access data; summary information is shared annually via Air Quality Annual Status Reports (ASRs).

Air quality monitoring data is also used to inform the suitability of new development for its location and the requirement for mitigation to reduce public exposure and prevent further air quality deterioration.

York is currently:

- Monitoring air quality (NO_x/NO_2) at over 200 locations in the city via a network of NO_2 diffusion tubes and real-time air quality monitoring stations, two of which form part of DEFRA's Automatic Urban and Rural Network (AURN). We also monitor PM_{10} and $PM_{2.5}$ at some locations.

AQAP4 commitments:

- Continue to monitor air quality across CYC's area, focussing on the AQMA, key transport corridors and wider strategic locations
- Publish an annual summary of air quality data and progress with AQAP4 measures on our website, to aid local transparency, increase accessibility of air quality information to the wider public and

encourage buy-in to delivering air quality improvement measures by those best placed to assist. This summary will be actively shared with local leads for Public Health and Transport and we will brief CYC relevant elected Air Quality portfolio holders.

- Ensure that data from York's automatic air quality monitors is available to the public via an online portal; this will include the publication of a daily Air Quality Index for the city.
- Respond to changing monitoring priorities, especially in relation to the relative importance of NO_2 compared with $PM_{2.5}$ and the links to human health. We will ensure that the location and type of monitoring in the city is reviewed annually and remains relevant and targeted to key sources and pollutants. This may be subject to additional funding where new equipment or upgrades are needed and will be informed by future DEFRA guidance on this subject.

Table 5. 12 Monitoring air quality in York

Action	Monitoring air quality in York
Air quality impact	No direct air quality impact per se, but used to monitor ongoing impact of AQAP4 and wider CYC strategies affecting traffic and local development. Indirect impacts via awareness raising in relation to CYC interventions and greater uptake of sustainable transport
Cost	££ £10-£50k per annum (for ongoing operational costs). Additional monitoring / equipment upgrades subject to additional capital costs
Feasibility	High – level and scope of monitoring subject to local capital and revenue budget but existing network well established and two sites affiliated into DEFRA's AURN (and receive financial support for continued operation).

Action	Monitoring air quality in York
Implementation timescales	Annual review - Ongoing
Ownership	CYC (Public Protection)
Partners	DEFRA (AURN sites), University of York (equipment trials)
Funding	CYC internal budget (supported by DEFRA for operation of AURN sites). Future upgrades to existing monitoring infrastructure will require additional capital funding (either from CYC or external source)

Table 5. 13 Air Quality Action Plan Measures: 2024 – 2028

Measure No.	Measure	Category	Classification	Estimated Year Measure to be Introduced	Estimated / Actual Completion Year	Organisations Involved	Funding Source	Defra AQ Grant Funding	Funding Status	Estimated Cost of Measure	Measure Status	Target Reduction in Pollutant / Emission from Measure	Key Performance Indicator	Progress to Date	Comments / Potential Barriers to Implementation
1a	Explore opportunities / options for reducing freight emissions	Freight and Delivery Management	Delivery and Service Plans Freight Consolidation Centre Freight Partnerships for city centre deliveries	2024	2025/26	CYC Freight transport industry Local operators York Civic Trust Local Enterprise Partnership York Business Improvement District (BID)	DEFRA funding secured for feasibility study and pilot	Yes	Partially Funded	£100k - £500k	Planning	Baseline emission assessment undertaken (2021) demonstrated that HGVs are a significant emission source on the majority of major roads, where they contribute 15 – 25% of total road NO_x emissions and up to 55% in some areas. LGVs generally responsible for less than 10% of road traffic NO_x emissions, but are more significant in certain areas such as the outer ring road and on key routes like Fulford Road, representing up to 25% of total road emissions. AQAP4 section 3.5 estimates that reducing HGV/LGV volumes by 25% would result in around 8% reduction in overall NO_x emissions (for the area modelled).	Feasibility studies completed Reduction in freight mileage / freight emissions	Initial feasibility study to address first/last mile delivery of light goods in York undertaken Oct/Nov 2021. Reviewing recommendations and progressing pilot study Freight forum established 2021 Council Plan commitment to develop a city-wide Movement and Place Plan that will consider management of freight deliveries	Initial feasibility study funded. Permanent consolidation facilities subject to further costing and investment

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1b	Undertake pilot project to test 'micro-consolidation centre' for distribution of commercial light goods	Freight and Delivery Management	Freight Consolidation Centre	2024	2025	CYC Local delivery operators and support staff	DEFRA funding secured for pilot	Yes	Funded	£100k - £500k	Planning	Subject to evaluation of pilot and reduction in freight mileage AQAP4 section 3.5 estimates that reducing HGV/LGV volumes by 25% would result in around 8% reduction in overall NO_x emissions (for the area modelled).	Completion / evaluation of pilot Reduction in freight mileage / freight emissions (as demonstrated through pilot)	Currently seeking pilot delivery partners and suitable premises	Pilot funded Anticipated that the pilot will be supported by Blueberry Academy, who provide specialist support for young people and adults with learning differences, autism, social, emotional and mental health needs and/or other disabilities.
1c	Consider feasibility of extending Clean Air Zone to include freight vehicles	Promote Low Emission Transport	Clean Air Zone (CAZ)	2024	Currently unknown	CYC Freight transport industry Local operators York Civic Trust Local Enterprise Partnership York Business Improvement District (BID)	Currently unknown	No	Not funded	Currently unknown	Planning	Currently unknown	To be developed	CYC Council Plan 2023 – 2027 aspiration to consider extension of CAZ to freight vehicles	Subject to further feasibility work
2a	Upgrade (CAZ exempt) inter-urban and rural services to ultra-low emission (electric) vehicles	Promoting Low Emission Transport	Clean Air Zone (CAZ)	2024	2025	CYC Sustainable Transport Bus operators Manufacturers of low emission buses Charging infrastructure providers Emissions abatement equipment providers	DfT Bus Operators (match funding)	No (DfT funded)	Funded	tba	Implementation	Buses generally contribute less than 10% of traffic emissions on the majority of streets and are most significant on roads with proportionally less emissions, where bus flows form a larger proportion of the overall traffic. In areas like George Hudson Street and Blossom Street,	% inter-urban and rural services electric / Euro VI diesel *BSIP target to convert all inter-urban and rural services to Euro VI diesel by 2024/25 (if it not practical to electrify the routes)* *Enhanced Partnership Plan (Sept 2022) contains high*	See update for associated measure 2b. Where it is not practical to electrify routes, all inter-urban and rural services will be upgraded to Euro VI	An advisory minimum emission standard applied to CAZ exempt vehicles of Euro IV by January 2020, increasing to Euro V from January 2022 and ULEB / Euro VI from January 2024

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												between 10 - 25% of the total road NO_x emissions are due to buses AQAP4 section 3.5 estimates that electrifying the remaining bus fleet would result in around 6% reduction in overall NO_x emissions (for the area modelled). However, this is dependent upon bus frequency / the area of York.	*level objective of at least 95% of inter-urban and rural services to be operated using vehicles of Euro VI standard or better by 2024/25.*		
2b	Work in partnership with bus operators to pursue an all-electric, zero emission bus fleet for all services operating predominantly in the York urban area	Vehicle Fleet Efficiency	Promoting Low Emission Public Transport	2024	2025	CYC Sustainable Transport Bus operators Manufacturers of low emission buses Charging infrastructure providers	DfT Bus Operators (match funding)	No DfT funded	Funded	>£10m	Implementation	Emission contributions from buses discussed under measure 2a The new buses will be used on First's routes 1, 4, 5 and 6, for the York Hospital shuttle bus and on Park&Ride route 2, reducing carbon emissions in York by 2,300 tonnes per year as well as reducing NO_x and particulate emissions across the city. This adds to the current annual reduction of 1,600 tonnes achieved by the zero-emission Park and Ride fleet.	% Electric Bus within 'urban' bus fleet *BSIP target to convert all bus services operating predominantly in the York urban area to electric vehicles by 2024/25.* <u>Enhanced Partnership Plan</u> (Sept 2022) contains high level objective of At least 90% of bus services operating predominantly in the York urban area to be operated using	In March 2022, CYC was awarded £8.4m through DfT's ZEBRA fund to buy an additional 44 new electric buses. This will be matched by a further £10 million investment by First. Once in operation, this will expand the York bus fleet to 77 all-electric buses, which will run more than half the bus-miles operated in the city, including the entire Park and Ride network Bus Service Improvement Plan (BSIP) bid submitted to DfT in October 2021. In April 2022, CYC was awarded an additional £17m to support the development of key schemes and initiatives in the BSIP, including wider electrification of the urban bus fleet. Approximately	Additional benefits include reduction in carbon emissions, noise pollution and improved passenger (and driver) experience York will receive 24 single deck GB Kite Electroliners and 20 Double Deck StreetDecks. This will more than double the number of electric buses in use in the York area, helping to improve air quality by reducing diesel exhaust emissions, First Bus placed order with UK manufacturer Wrigthbus in Sept 2022 Opportunities to work with York tour bus operators to facilitate upgrades

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													electric vehicles by 2024/25.	£12m will be used to fund the conversion of 60 additional buses and associated infrastructure.	
2c	Extend CAZ (for buses) to York Central	Promoting Low Emission Transport	Clean Air Zone (CAZ)	2024	Currently unknown	CYC Sustainable Transport Bus operators Traffic Commissioners Office	Currently unknown	No	Not funded	Currently unknown	Planning	-	Change to the Traffic Regulation Condition (TRC)	CYC Council Plan 2023 – 2027 aspiration to consider extension of CAZ area to York Central	Subject to discussions with the Traffic Commissioners Office and a change to the Traffic Regulation Condition
3a	Continued promotion of CYC 'Kick the Habit' campaign	Traffic Management Public Information	Anti-idling enforcement Via leaflets / the Internet / Other	2024	Ongoing	CYC Public Protection / Parking Services / Sustainable Transport. Bus companies, taxi companies, freight / delivery companies, local businesses. Promotion undertaken with partners such as York Hospital, University of York and local schools	CYC internal funding for ongoing promotion and development of resources to support the campaign	Original campaign resources funded through DEFRA grant funding	Funded	<£10k	Implementation	Previous feasibility work undertaken by CYC suggested at 5 busiest service bus locations, estimated savings of 1,526kg NO_x, 36kg PM_{10}, 46,555kg CO_2,and 17,949 litres of fuel per year could be made by addressing idling.	Estimate of idling time saved (mins)	Existing 'Kick the Habit' campaign Annual promotion on Clean Air Day	Partnership working with schools, hospital and academic institutions Opportunities to roll-out campaign in other local authority areas Awareness raising with commercial operators
3b	Erect further signage / develop new anti-idling resources / review approach to anti-idling enforcement	Traffic Management	Anti-idling enforcement	2024	Ongoing	CYC Public Protection / Parking Services / Sustainable Transport	CYC	Original campaign resources funded through DEFRA grant funding, ongoing resource development likely to be CYC funded	Partially funded	New resources <£10k Staff resource for enforcement subject to higher cost but opportunities to incorporate idling duties into other related posts.	Planning	Difficult to quantify exact emission savings as measures aimed at preventing idling / education	N/A	Permanent signage in CYC car parks, at most city centre bus stops, multiple taxi ranks and at other key locations since scheme launch in 2019. Anti-idling leaflets produced for different target audiences (schools, taxi drivers, commercial vehicles etc)	Applicable to all vehicle modes, including cars, taxis, buses, LGVs, HGVs
4a	Review and update of CYC Taxi	Promoting Low Emission Transport	Taxi Licensing conditions	2024	2024	CYC Public Protection / Taxi Licensing	CYC	No	Funded	£10k - £50k	Planning	Air quality / emissions impact can be quantified when policy	Adoption of new Taxi Licensing Policy	Consultation with the taxi trade previously undertaken in 2020	Review of policy subject to consultation

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	Licensing Policy to accelerate uptake of ULEVs											revisions are agreed			with taxi trade and member approval CYC will consider opportunities for addressing emissions associated with non-CYC registered taxis that operate in the city
4b	Seek further opportunities for CYC to support taxi drivers to upgrade vehicles to ULEVs	Promoting Low Emission Transport	Taxi emission incentives	2024	Ongoing	CYC Public Protection / Taxi Licensing	Likely to require external funding	Previous DEFRA grant funding obtained for Low Emission Taxi Grant scheme	Not funded	£500k - £1m	Planning	Converting the remaining taxi fleet to electric or petrol-hybrid technology can offer considerable emission savings compared with older diesel technology	% low emission taxis (electric / hybrid) across CYC licensed taxi fleet Baseline (June 2023) is 34%	Low Emission Taxi Grant scheme rolled out 2021/22 34% of York registered taxis were electric or petrol hybrid as of June 2023	CYC will also work alongside the taxi trade to understand requirements of charging infrastructure needs.
4c	Consider feasibility of extending the Clean Air Zone to include taxis	Promoting Low Emission Transport	Clean Air Zone (CAZ)	2024	Currently unknown	CYC Public Protection / Taxi Licensing Taxi Trade	Currently unknown	No	Not funded	Currently unknown	Planning	Currently unknown	To be developed	CYC Council Plan 2023 – 2027 aspiration to consider extension of CAZ area to include taxis	Subject to further feasibility work
5a	Implement an EV fleet replacement programme for all vehicles under 3.5 tonnes	Promoting Low Emission Transport	Company Vehicle Procurement – Prioritising uptake of low emission vehicles	2024	2025	CYC Highways and Fleet	CYC	No	Funded	£1m - £10m Estimate of costs of upgrades to 153 vehicles over programme lifetime (capital and revenue costs)	Implementation	CYC's 2020 vehicle fleet emitted 1763t of CO_2 every year (including HDVs). NOx/PM reduction not yet estimated	% of EVs in CYC Fleet <3.5T (Sept 2023 figure 33.5%)	Phased fleet programme agreed for vehicles under 3.5 tonnes Upgrades to power distribution at Hazel Court Depot progressed 2022	Phased vehicle upgrade as part of replacement programme will see gradual increase in EVs across all services
5b	Explore options for fleet vehicles over 3.5 tonnes to move away from diesel	Promoting Low Emission Transport	Company Vehicle Procurement – Prioritising uptake of low emission vehicles	2024	Ongoing	CYC Highways and Fleet	CYC	No	Partially funded	£1m - £10m	Planning	CYC's 2020 vehicle fleet emitted 1763t of CO2 every year (including HDVs). NOx/PM reduction not estimated	% ULEV (over 3.5 tonnes) (Sept 2023 figure 3.6% which relates to 2 electric refuse vehicles)	Zero-emission 'eCollect' refuse collection vehicles (eRCVs) are used six days a week on commercial waste collections benefitting the city with zero emissions and quieter operations.	CYC will continue to arrange trials and evaluation of vehicles to assess suitability for core service areas.

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5c	Maximise CYC journey efficiency (and minimise emissions) through use of telematics, training and sustainable travel options for staff	Vehicle Fleet Efficiency	Driver training and ECO driving aids	2024	Ongoing	CYC Highways and Fleet / Rethinking Travel	CYC	No	Funded	Dependent upon exact options progressed	Planning	NOx/PM reduction not estimated	Telematics feedback and evaluation Use of pool bikes, car club vehicles, discounted public transport tickets for work travel	ECO driver training previously undertaken Masternaut telematics system rolled out 2021	-
6	Delivery of CYC Public EV Charging Strategy / roll-out of additional charge points / hubs	Promoting Low Emission Transport	Procuring alternate refuelling infrastructure to promote Low Emission Vehicles, EV Charging	2024	Ongoing Strategy introduced 2020 and will run until 2025 with annual review	CYC Transport (EV Strategy) BP Pulse (access partner) EV Charge Point manufacturers	CYC	No Funding for HyperHubs secured through OLEV/ERDF	Funded	£1m - £10m bracket Remaining charge point rollout programme to 2025 estimated at £4 - £5m	Implementation	Emission reduction dependent upon EV uptake. For every conventionally fuelled vehicle replaced local emissions of NO_x and tailpipe PM_{10} are eliminated. AQAP4 section 3.5 estimates that enabling 10% of cars and LGVs to switch to electric would result in around 9% reduction in overall NO_x emissions (for the area modelled).	Number of operational fast, rapid and ultra-rapid CYC charge points (Sept 2023 figure is 103 comprising 84 Fast, 11 Rapid 11 and 8 Ultra Rapid) Number of charging episodes (2022 figure was 24,109)	Extensive 'pay as you go' fast charge public electric vehicle recharging network consists of 84 Fast, 11 Rapid 11 and 8 Ultra Rapid chargers (Sept 2023) Two Hyperhub sites delivered and operational Two further Hyperhub sites in development	Work programme agreed and funded CYC will monitor plug-in vehicle uptake in York and usage of CYC's network (at least annually) to assess if charge point provision meets demand. Updated EV charging strategy to be produced by end 2025
7a	Review / update Low Emission Planning Guidance and ensure alignment	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	2024	Anticipated 2024/25 Timescales for adoption of updated guidance is subject to the Local Plan	CYC Public Protection / Planning / Integrated Strategy / Carbon Reduction	CYC	No	Funded	£10-£50k	Implementation	NOx/PM reduction not estimated	Revision and adoption of updated low emission planning guidance	Draft guidance written and currently being actively used for development control purposes	Cost anticipated mainly in relation to staff time and consultation CYC will ensure that local standards for EV charging infrastructure provision remain

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	with carbon reduction policies				and examination process.										appropriate for current EV use (and anticipated future EV uptake) in the city and are aligned to CYC's vision as laid out in CYC's EV Charging Strategy. Consideration of energy efficiency with respect to commercial / domestic heating Consideration of low NOx boiler technologies Aim to ensure that heating technologies in new developments achieve the lowest emissions possible, considering both local air quality and carbon reduction targets Consideration of emissions from Non-Road Mobile Machinery (NRMM) and local standards Opportunities for formal adoption of the guidance as a Supplementary Planning Document (SPD) in the longer term
7b	Ensure development related emissions are appropriately assessed and mitigated in line with	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance	2024	Ongoing	CYC Public Protection / Planning	CYC	No	Funded	£50-£100k Staff time plus oncosts	Implementation	NO_x/PM reduction not estimated	Planning applications reviewed in terms of air quality and a summary of any conditions imposed are summarised as part of CYC's Annual Air	Ongoing assessment of planning applications Development of standard planning conditions for air quality issues Development of local standards for EV charging provision AQ Policy ENV1 developed as part of Local Plan	Cost anticipated mainly in relation to staff time for implementing guidance Assessment of air quality impacts will consider cumulative impacts from nearby sites to minimise

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	CYC guidance												Quality Status report to DEFRA.		'emission creep' across the city. Standards for EV charging provision subject to annual review
8	Continue to explore incentives and opportunities to encourage the wider uptake of low and zero emission vehicles	Promoting Low Emission Transport	Priority parking for LEV's Company Vehicle Procurement - Prioritising uptake of low emission vehicles Public Vehicle Procurement - Prioritising uptake of low emission vehicles	2024	Ongoing	CYC Transport / Public Protection / Parking Services / Transport Planning Partners may include infrastructure delivery partners, developers, micro-mobility solution providers	CYC	No	Not funded	Scheme Dependent	Planning	AQAP4 section 3.5 estimates that enabling 10% of cars and LGVs to switch to electric would result in around 9% reduction in overall NO_x emissions (for the area modelled).	Number of low emission parking permits issued Further ULEV / ZEV / micro mobility trials undertaken	Parking incentives whilst use of rapid and ultra-rapid charge points Low emission discount offered on parking permits Advice to businesses on EV transition and infrastructure	CYC will explore further incentives to increase use of micro-mobility modes, such as E-Bikes / E-Scooters
9a	Improve public access to air quality information and advice	Public Information	Via the Internet	2024	Ongoing	CYC Public Protection / Public Health	CYC	No	Partially funded	Dependent on activity but likely to be <£10k for review and update of existing web content	Implementation	N/A	Web content subject to ongoing periodic review to consider topics of local significance and interest Availability of local, up to date, air quality monitoring data and annual summary reports	Air quality pages of CYC website Real-time air quality data available at Air Quality England. Diffusion tube data available on YorkView Promotion of smoke control area (SCA) requirements	Updates will assist with providing information to the public about the health impacts of air pollution and how behavioural change can reduce emissions and exposure. Updates will also cover issues such as the impacts of bonfire smoke
9b	Air Quality Alert / Notification Service	Public Information	Via the Internet / Via other mechanisms	2024	2024	CYC Public Protection / Public Health External IT platform provider	Measure subject to DEFRA grant	Yes	Funded	£50k - £100k	Planning	Measure aimed at reducing exposure rather than pollution reduction per se	Ongoing platform usage (e.g. visitor stats and subscriptions to notification service), supplemented with registered platform user feedback	DEFRA AQ Grant obtained for Air Quality Forecasting and Alert Service in 2023, currently in development and due to launch 2024	Will result in improved knowledge and awareness of air pollution, links to health impacts, and means to reduce exposure to pollutants via lifestyle choices / travel route / modal choice

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															We will also explore wider behaviour change messaging in response to high pollution episodes
9c	Local promotion of 'Burn Better' campaign and rules around Smoke Control Areas (SCAs)	Public Information	Via the Internet / Via leaflets / Via other mechanisms	2024	Ongoing	CYC Public Protection / Public Health	CYC for ongoing local promotion of SCAs and existing campaigns New dedicated particulate awareness and reduction campaign subject to DEFRA grant	Yes	Funded	Local promotion of SCAs and existing campaigns <£10k New particulate campaign £10k - £50k	Planning	NO_x/PM reduction not estimated but communications campaigns can increase awareness of air quality issues and drive behavioural change	Annual promotion undertaken Reduction in solid fuel burning / change in domestic heating patterns, awareness of correct maintenance and efficient use of appliances and fuel certification schemes	Promotion undertaken via CYC media channels Autumn/Winter 2022 Compliance checks across solid fuel distribution outlets were progressed throughout 2022 to ensure that all solid fuels being sold were certified as 'Ready to Burn' DEFRA AQ Grant obtained in 2023 for campaign work in relation to domestic solid fuel burning and links to air pollution and health	Promotion of 'Burn Better' campaign will help householders choose cleaner fuels and ensure they are aware of best practice in terms of maintenance of solid fuel burning appliances.
10a	Continue to promote sustainable travel in York	Promoting Travel Alternatives	Intensive active travel campaign & infrastructure Promotion of cycling Promotion of walking School Travel Plans Workplace Travel Planning	2024	Ongoing (funding dependent)	CYC Sustainable Transport CYC Marketing and Communications Schools Local businesses Sustrans	DfT	No	Partially funded	£100k - £500k (annually) for engagement with businesses, schools and the general community	Implementation	Hard to precisely quantify but target to increase modal shift away from private car to walking / cycling and public transport use AQAP4 section 3.5 estimates that reducing car usage by 20% (in line with CYC's 2030 Transport Strategy target) would result in around 12% reduction in overall NO_x emissions (for the area modelled). This would be over and above any improvements	Various KPIs reported as part of Local Transport Plan, such as: Cycle counts / cycle training delivered School travel plans delivered Businesses adopting sustainable travel modes Increase in bus patronage Increase in walking / cycling	Since 2021/22 CYC's I-Travel programme has delivered: E-cycle switch scheme E-cargo bike scheme Delivery of active travel campaign 'Better Points' scheme 'Bikeability' training to all Primary and Secondary state schools Urban Cycle Skills training for adults and families York Walking Festival Production of cycle route videos and audio walking guides School Travel Planning CYC is currently developing a Local Cycling and Walking Infrastructure Plan (LCWIP)	Existing I-Travel programme subject to ongoing funding Continued work with schools to promote sustainable travel choices, minimise idling events, deliver cycle training, produce school travel plans and facilitate events to promote Walk to School week / Clean Air Day etc Continued work with businesses to embed sustainable travel modes into current business models and encourage uptake Also see measure 10c for updates on CYC's LCWIP

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												delivered through vehicle emission technology.			
10b	Delivery of Bus Service Improvement Plan (BSIP)	Transport Planning and Infrastructure	Bus route improvements Public transport improvements – interchanges, stations and services	2024	2025	CYC Sustainable Transport Bus companies Infrastructure providers	DfT	No	Funded	>£10m	Implementation	Bus emissions (post CAZ implementation) generally up to 10% of road traffic emissions on majority of network, but up to 25% in some areas of AQMA – see section 3.3	Various KPIs outlined in BSIP, examples include: Passenger trips per year Bus punctuality /excess wait time Service frequency % Electric Bus BSIP Target of 20 million bus passenger trips a year by April 2025 (25% increase on the peak seen in 2017/18).	Award of £8.4m through DfT's ZEBRA fund in March 2022 to fund 44 electric buses, with an additional award of £1.8m to increase the scope to co-fund a further 9 buses Award of £17m in April 2022 to support the development of key schemes and initiatives in line with York's Bus Service Improvement Plan, including wider electrification of the urban bus fleet, bus priority measures, improvements to stops, shelters and passenger information	See BSIP report to Executive Member of Transport
10c	Delivery of other LTP infrastructure measures	Transport Planning and Infrastructure	Other	2024	Ongoing	CYC Infrastructure providers	Scheme dependent	No	Scheme dependent	Scheme dependent	Implementation	Scheme specific York Outer Ring Road Air Quality Impact Assessment demonstrated a possible reduction in vehicle traffic (and air pollution emissions) in some areas of the city centre AQMA.	Scheme specific / to be developed	Capacity upgrades to York Outer Ring Road (YORR) CYC is in the process of developing a Local Cycle and Walking Infrastructure Plan (LCWIP), which will designate strategic networks within York for cycling and walking and will identify and prioritise infrastructure schemes to deliver such networks. Consideration of Gillygate specific measures in progress	Scoping report for CYC LCWIP
11a	Regulation and control of industrial emissions	Environmental Permits	Other	2024	Ongoing	CYC Public Protection	CYC	No	Funded	£10k - £50k	Implementation	NO_x / PM emission reduction not estimated but will prevent further deterioration in	Scheduled CYC inspections completed per annum	Annual inspection programme ongoing	Scheduled inspections undertaken by CYC Public Protection staff. Work programme

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												air pollution via regulation and control of existing processes			subject to maintaining existing staff resource
11b	Regulation and control of domestic emissions	Promoting Low Emission Plant	Other Policy	2024	Ongoing	CYC Public Protection	CYC	No	Funded	£10-£50k	Planning	NOx / PM emission reduction not estimated – subject to review of boundaries and further assessment	Review smoke control area boundaries and implementation of new legislation, including enforcement methods Reduction in complaints of smoke nuisance	Compliance checks across key solid fuel distribution outlets have been undertaken as part of other routine CYC operations.to ensure that all solid fuels being sold were certified as 'Ready to Burn' in line with the Air Quality (Domestic Solid Fuels Standards) (England) Regulations 2020.	Work programme subject to maintaining existing staff resource Revised enforcement approach in line with amendments to the Clean Air Act 1993 made through the Environment Act 2021 CYC will also investigate sales of non-authorised solid fuels and complaints of non-compliance.
11c	Provision / promotion of energy advice services and upgrade grants to domestic and business sectors	Promoting Low Emission Plant	Other Policy	2024	Ongoing	CYC Carbon Reduction	External grant funding	No	Funded	Scheme dependent	Implementation	Home upgrade energy efficiency grants and advice services to residents and businesses will complement wider emission reduction measures of AQAP4. Across York, domestic buildings are the largest sources of greenhouse gas emissions at 31.9%.	Grants awarded / energy savings / carbon reduction	Rollout of Home Upgrade Grant (HUG) that provide insulation for low-income households to reduce heating bills and carbon emissions Building retrofit events delivered Resource Efficient Business (REBiz) programme Production of CYC Local Area Energy Plan outlining demonstrator and 'low regret' projects for near term implementation A local partnership group, led by CYC, has won an award of £3.3m from Innovate (UK's Net Zero Living programme) to create a Retrofit One-Stop-Shop to facilitate retrofitting homes with low-carbon measures, improve the householder experience and contribute to better	CYC gas consumption will be reduced through a range of initiatives including building efficiency improvements, transitioning to electrical heating and encouraging staff to take steps to reduce energy usage when working from home. CYC secured £175,980 grant funding from the Government's Low Carbon Skills Fund to create decarbonisation plans for 21 schools and 5 leisure centres in the City, identifying opportunities to reduce energy consumption, providing both financial and carbon savings.

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														energy efficiency standards across the city.	Building fabric upgrades (energy efficiency) and low carbon heating technology upgrades will contribute to improved local air quality and carbon reduction targets
12a	Maintain CYC's air quality monitoring network and respond to changing monitoring priorities	-	-	2024	Ongoing	CYC Public Protection Academic Institutions (equipment trials)	CYC	No	Funded (routine operation of existing equipment) Future upgrades subject to additional funding	£10-£50k per annum	Implementation	No direct air quality impact but used to monitor impact of AQAP measures and complementary CYC strategies affecting traffic and local development	Average and/or maximum concentrations of NO_2, PM_{10} and $PM_{2.5}$ across key areas in the AQMA / the wider area of York	Established monitoring network including 9 real-time monitoring stations and 233 passive NO_2 diffusion tubes across CYC area	Full details of CYC's up to date monitoring strategy and any changes are provided annually in CYC's Annual Air Quality Status Reports New and upgraded monitoring equipment subject to internal / external funding and national standards
12b	Ensure AQ data is disseminated to the public and shared with local leads for air quality, public health and transport	Public Information	Via the Internet Other	2024	Ongoing	CYC Public Protection	CYC	No	Funded	£10-£50k per annum	Implementation	N/A	Publication of annual air quality summary / ASR Briefings to local leads for Air Quality Real-time air quality data publication on online portal	AQ data currently disseminated via Air Quality England website and CYC Annual Status Reports hosted on council website Successful DEFRA AQ Grant bid for air quality alert / forecasting service	Costs relate to annual staff costs. Additional mechanisms to disseminate data, would be subject to additional funding.

Appendix A: Response to Consultation

Table A. 1 Summary of Responses to Consultation and Stakeholder Engagement on the AQAP

Consultee	Category / Comment	Response
DEFRA (via AQAP Appraisal Report on draft AQAP4)	Whilst not considered an essential addition, the AQAP could include more detail on the national AQ policy context.	Links provided to CYC's Annual Status Report in section 2.3, which provides the reader with further information about the national air quality policy context
DEFRA (via AQAP Appraisal Report on draft AQAP4)	In line with section 2.22 of LAQM.TG(22), AQAPs should, where possible, include the population for the AQMA area.	An estimate of the population across each area of the AQMA has been added to table 3.5 (section 3.4). This is based on number of residential dwellings, assuming 2.4 residents per household, in line with Office for National Statistics (ONS) data for 2022.
DEFRA (via AQAP Appraisal Report on draft AQAP4)	Suggested that source apportionment of NO_2 would be a welcome addition to AQAP4 as per paragraph 7.109 of LAQM.TG(22)	Additional NO_2 source apportionment has been undertaken for all key areas of the AQMA, including all areas where annual mean concentrations of NO_2 above 40µg/m^3 were recorded in 2022. This is now presented at the end of section 3.3.1.

Consultee	Category / Comment	Response
DEFRA (via AQAP Appraisal Report on draft AQAP4)	Useful to include an estimated year of compliance both with and without AQAP4 measures.	Section 3.5 has been updated to reflect further sensitivity testing undertaken with the Emission Factor Toolkit. Specific dates with and without AQAP4 measures have been estimated.
DEFRA (via AQAP Appraisal Report on draft AQAP4)	Suggested to tie quantification of the measures presented in table 3.7 to specific measures within the summary table 5.13. Suggested to include the impacts assessed within the *'Target Reduction in Pollutant / Emission from Measure'* column, where relevant.	The screening exercise presented in table 3.7 has been included in AQAP4 to outline the potential magnitude of some of the outcomes of AQAP4, the exact emission reduction potential will vary depending on exact location, fleet composition and specific traffic conditions (including queuing) on the network. Where relevant, measures in table 5.13 have been updated to include the estimated emission impacts in the appropriate column of the table. Examples include measures 1a, 1b, 2a, 6, 8 and 10a.
DEFRA (via AQAP Appraisal Report on draft AQAP4)	Within the cost / benefit analysis, it may be pertinent to apply fewer cost bands to make the overall assessment easier to interpret	The cost bandings used have been aligned to the current reporting requirements for AQAP measures in Annual Status Reports (ASRs); a full key is provided in section 5.1. These bandings can be simplified in future

Consultee	Category / Comment	Response
		AQAPs in line with any future changes to ASR reporting requirements.
DEFRA (via AQAP Appraisal Report on draft AQAP4)	Advised that a summary of consultation responses should be provided, with signposts to relevant sections of AQAP4, to outline how comments have been considered.	A summary of comments received and updates made to the final AQAP4 document is provided in this table.
DEFRA (via AQAP Appraisal Report on draft AQAP4)	Recommended that CYC's Director of Public Health approves AQAP4	CYC's current Director of Public Health has reviewed drafts of AQAP4 throughout its development and has approved the final document
Public Consultation	A summary of responses received during the public consultation were presented to CYC's Executive on 13 June 2024	This table should be read in conjunction with Annex C (Consultation Responses) of the Executive Meeting 13 June 2024.

Appendix B: Reasons for Not Pursuing Action Plan Measures

Table B. 1 Action Plan Measures Not Pursued and the Reasons for that Decision

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
Alternatives to private vehicle use	**Rail based Park and Ride**	Due to the location of the railway station and fact that it is already served by extensive public transport routes, additional long-stay parking facilities would introduce additional private vehicle trips into the AQMA area and may even divert existing trips away from low and zero emission bus services operating in the city. CYC will continue to work alongside the station to facilitate improved pedestrian access, modal exchange and the creation of new accessible public spaces - see York Railway Station Frontage scheme for updates.
Promoting Low Emission Transport	**Clean Air Zone (CAZ) extension to all vehicle types e.g. Cars**	Note that the cost of implementing and enforcing a wider CAZ likely to have a severe detrimental impact on the local economy and significant

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
		resource and cost implications. The current bus-based CAZ in York has been facilitated via grant support to operators from CYC and external sources. Reduction in emissions from private cars will also be facilitated in the longer term via government commitments to decarbonise road transport and stop selling new petrol/diesel vehicles. Work is ongoing to improve EV charging opportunities across the city to facilitate the uptake of EVs. The nature of the York road network also makes diversion/re-routing of non-CAZ compliant vehicles extremely challenging, particularly in the city centre.
Promoting Low Emission Transport	**CNG refuelling facilities**	Recent research has shown that vehicles fuelled by CNG may emit especially large numbers of ultra-fine particles, with the highest particle number emissions measured during urban driving (i.e. low speeds, cold-starts) which has implications for York's city centre environment

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
		and fine particulate exposure reduction targets as outlined in the Environment Act 2021. In line with local air quality and carbon reduction aspirations, promotion of hydrocarbon based fuels is no longer considered appropriate for AQAP4.
Promoting Travel Alternatives	**Promote use of inland waterways**	Potential disruption from flooding that could affect passenger and goods transport.
Public Information	**Via Television**	Public information via leaflets, internet and possibly radio forms a part of AQAP4 but there is unlikely to be enough resources or budget to extend this to television. CYC will endeavour to continue to attract local media coverage of campaigns and air quality related issues wherever possible.
Traffic Management	**Reduction in speed limits, 20mph zones**	A reduction in traffic speeds within the existing AQMA, which already experiences slow moving traffic and congested conditions, is unlikely to result in further measurable air quality

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
		improvements, although it is acknowledged that this may have positive road safety implications and will be considered in the wider context of CYC's road safety schemes.
Traffic Management	**Testing vehicle emissions (on street)**	Resource implications of on street vehicle emission testing considered likely to far outweigh the likely benefit. Pulling up vehicles for testing can result in additional congestion which could impact on air quality in the AQMA. Any available budget for enforcement action is considered better targeted at enforcing idling, where issue can be resolved promptly. There is an existing mechanism for reporting excessively smoky lorry or bus exhausts to the Driver and Vehicle Standards Agency (DVSA) for investigation.
Vehicle Fleet Efficiency	**Fleet efficiency and recognition schemes**	Alongside many other authorities within the Yorkshire region, CYC has previously rolled out an ECO Stars Fleet Recognition Scheme (funded

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
		through DEFRA grant). Many of the fleet vehicles travelling around York are already members of the scheme (either via existing York membership or through membership of schemes in nearby local authority areas). CYC is not currently actively recruiting new members to the York ECO Stars scheme (currently 106 members), but existing members are being supported as required. This will be revisited should future demand for ECO Stars be apparent and if external funding sources are available.
Traffic Management	**Workplace Parking Levy**	CYC recognise that a workplace parking levy would have a direct economic impact on employers / people employed in York. This is not currently an option being considered by CYC's present administration

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
Traffic Management	**Congestion charging**	Road User Charging (RUC) / Congestion charging is not an option currently being considered by CYC's present administration.
Promoting Low Emission Transport	**Ensure that only York registered taxis work in the city**	The Deregulation Act 2015 allows bookings to be subcontracted out of district and legislation currently allows for cross border hiring. This measure can therefore currently not be taken forward. CYC's priority is to find ways to encourage taxi drivers to drive electric and hybrid taxis rather than Euro VI diesel and petrol.
Promoting Low Emission Transport	**Exclude retrofitted Euro 6 diesel buses from the Bus CAZ**	CYC understands that JAQU (Joint Air Quality Unit) / bus retrofit expert group are due to report on the Euro VI retrofit issue in due course, following more detailed research into the efficacy of exhaust retrofit solutions. CYC will await the results of his research. Should retrofitted Euro VI buses be shown not be complaint with Euro VI emission standards, the current CAZ policy will

Action category	Action description	Reason action is not being pursued (including Stakeholder views)
		need to be reviewed. Electrification of all buses is a priority for CYC
Promoting Low Emission Transport	**Provide on-street EV charging**	AQAP4 commits to delivering an updated 'Public EV Charging Strategy' by 2025 (see measure 6), to ensure we continue to provide a robust and fit for purpose future EV charging network across York. Opportunities for on-street charging will be revisited as part of this review.
Policy Guidance and Development Control	**Banning new developments which increase car journeys**	CYC is committed to exploring sustainable travel options for new developments and reducing private vehicle use as far as practicable. CYC Low Emission Planning Guidance currently exists and is due to be updated within the timeframe of AQAP4 (see measure 7a)
Alternatives to private vehicle use	**Reintroduce trams**	Not a measure that can be delivered within the 5-year period of AQAP4 but comment fed back to lead for Local Transport Strategy (LTS) consultation for further consideration.

Appendix C: Cost-benefit summary

Table C. 1 Summary of cost-benefit analysis

Impact descriptors / key explained in section 5.1

Reducing emissions from freight

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
1a. Explore further opportunities for reducing freight emissions	Mainly HGVs/LGVs	Medium - High	££££	Medium - High	Initial feasibility study funded and delivered.
1b. Micro-consolidation centre pilot	Mainly HGVs/LGVs	Medium - High	££££	Medium - High	Pilot funded
1c. Consider feasibility of extending Clean Air Zone to include HGVs / freight vehicles	HGVs/LGVs	Currently unknown	Currently unknown	Currently unknown	Subject to further feasibility work.

Reducing emissions from buses

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
2a. Upgrade CAZ exempt inter-urban and rural services to ULEVs (electric) or Euro 6 buses	Buses	Low	~~£~~£££ (cost dependent on practicality of electrifying routes vs upgrade to Euro 6)	Medium - High	BSIP / ZEBRA funding obtained (however, further funding required for some services).
2b. Pursue all electric, zero emission fleet for all urban services	Buses	Medium - High	~~£~~£££££	Medium - High	BSIP / ZEBRA funding obtained (however, further funding required for some services).
2c. Extend CAZ for buses to York Central site	Buses	Low	Currently unknown	High	Timescales subject to development of YC site

Anti-idling initiatives

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
3a. Continue to Promote ‘Kick the Habit’	All traffic	Low - Medium	£	High	Initial campaign developed
3b. Develop new resources and review enforcement approach	All traffic	Low	£	Medium	Wider enforcement subject to funding

Reducing emissions from taxis

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
4a. Review Taxi Licensing policy	Taxis (car / minibus)	Low - Medium	££	Medium - High	Subject to consultation

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
4b. Seek further resources for taxi upgrades to ULEVs	Taxis (car / minibus)	Low - Medium	£££££	Medium	Subject to external funding
4c. Consider feasibility of extending the Clean Air Zone to include taxis	Taxis (car / minibus)	Currently unknown	Currently unknown	Currently unknown	Subject to further feasibility work

Reducing emissions from CYC fleet

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
5a. Implement EV fleet replacement for vehicles under 3.5t	CYC fleet (LGVs, Cars)	Low - Medium	~~£££££~~	High	Phased fleet programme agreed
5b. Explore options for fleet vehicles over 3.5t to move away from diesel fuel	CYC fleet (LGVs / HGVs)	Low - Medium	~~£££££~~	Medium	Trials ongoing

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
5c. Maximise CYC journey efficiency through telematics, training and sustainable travel options	All CYC fleet vehicles	Low	tba	Medium - High	-

Expand EV charging network

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
6. Delivery of CYC Public EV Charging Strategy	Mainly cars/vans/LGVs	Medium - High	££££	High	Work programme agreed / funded. Updated 'Public EV Charging Strategy' due by 2025

Minimise development related emissions

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
7a. Review and update low emission planning guidance	All vehicle types	Low - Medium	££	High	Costs mainly in relation to staff time
7b. Ensure development related emissions are appropriately assessed and mitigated	All vehicle types	Medium	££	High	Costs mainly in relation to staff time. Opportunities for developer contributions to wider low emission measures

Local incentives for low emission vehicles / modes

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
8. Explore incentives / opportunities for wider uptake of ULEVs	Mainly private cars, although potentially all modes	Anticipated low (dependent upon incentive)	Scheme dependent	Anticipated medium	-

Improved public information and awareness

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
9a. Improve public access to air quality information and advice	Supporting measure	N/A	£ - ££	High	Opportunities for resource development for schools / businesses
9b. Air quality alert / notification service	Supporting measure	N/A	££	Medium	DEFRA funding obtained

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
9c. Local promotion of 'Burn Better' and smoke control areas / use of appropriate fuels etc	Non-transport emissions	Low - Medium (mainly $PM_{2.5}$)	£	High	DEFRA funding obtained for wider PM campaign

Modal shift, active travel and network improvement

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
10a. Continued to promote sustainable travel in York	Reduction in private car use	Low - Medium	£££££ (annually)	Medium - High	Existing ITravel programme, subject to funding
10b. Delivery of Bus Service Improvement Plan	Bus	Medium – High (bus upgrades)	£££££££	Medium - High	Funding obtained
10c. Delivery of LTP infrastructure measures	All traffic	Scheme dependent	Scheme dependent	Medium - High	ORR capacity upgrades / LCWIP /

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
					active travel measures

Regulation of industrial and domestic emissions

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
11a. Regulation and control of industrial emissions	Industrial emissions	Low - Medium	££	High	Subject to maintaining existing staff resource
11b. Regulation and control of domestic emissions	Domestic emissions	Low – Medium (will directly target $PM_{2.5}$)	££	High	Subject to maintaining existing staff resource
11c. Energy advice services and upgrade	Business and domestic emissions	Low / Supporting measure	Scheme dependent	Medium - High	-

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
grants to domestic and business sectors					

Monitoring of air quality and access to air quality information

Measure	Targets emissions	Air Quality Impact	Cost	Wider Feasibility	Other Comments
12a. Maintain CYC monitoring network and respond to changing monitoring priorities	Supporting measure	Supporting measure	££	High	Equipment upgrades subject to funding
12b. Ensure AQ data is effectively disseminated to the public and shared with local leads	Supporting measure	Supporting measure	££	High	Costs relate to annual staff costs

Glossary of Terms

Abbreviation	Description
AQAP	Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values'
AQMA	Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives
AQS	Air Quality Strategy
ASR	Air quality Annual Status Report
BAM	Beta Attenuation Monitor
CYC	City of York Council
Defra	Department for Environment, Food and Rural Affairs
EU	European Union
LAQM	Local Air Quality Management
NO_2	Nitrogen Dioxide
NO_x	Nitrogen Oxides
PM_{10}	Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less
$PM_{2.5}$	Airborne particulate matter with an aerodynamic diameter of 2.5µm (micrometres or microns) or less

References

- Local Air Quality Management Technical Guidance LAQM.TG22. August 2022. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government and Department of the Environment Northern Ireland.
- Local Air Quality Management Policy Guidance LAQM.PG22. August 2022. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government and Department of the Environment Northern Ireland.
- City of York Council's previous LAQM Review and Assessment reports can be found CYC's website
- Air Quality Hub – A Practitioner's Guide. Available online at https://www.airqualityhub.co.uk/

Survey on Draft Air Quality Action Plan (AQAP4)

City of York Council's (CYC) **Fourth Air Quality Action Plan (AQAP4)** outlines the action CYC will take to further improve air quality in York over the next 5 years to go beyond health-based National Air Quality Objectives in all areas and work towards meeting World Health Organisation (WHO) Air Quality Guidelines. AQAP4 aims to reduce concentrations of air pollutants and exposure to air pollution, thereby improving the health and quality of life of residents and visitors to York. AQAP4 has been developed to reflect growing evidence about the health impacts of air pollution, updated work to consider local sources of air pollution and the current air quality in York compared to the health-based standards.

Measures in AQAP4 are aligned to the Council Plan and reflects ambitions contained within our 10-year strategies covering climate, health and wellbeing and the economy. AQAP4 firmly embeds the Council Plan's priority of sustainable, accessible transport and energy-efficient, healthy homes for all. Through delivery of the measures in AQAP4, CYC will continue to work towards making York a city that offers some of the best urban air quality in the UK.

We have produced a **Consultation Summary** document to provide background information. This summary outlines the AQAP4 priority areas and actions for improving air quality. **Please read the updated Air Quality Action Plan (Full Document) and/or Consultation Summary and complete the attached survey.**

Our survey asks for some personal information which you may choose not to give. We do not publish or share any information which can identify you. To find out more about how we protect your personal information, please see our 'AQAP4 Consultation Privacy Notice' available at https://data.yorkopendata.org/dataset/consultation-privacy-notices. You can withdraw your consent at any time by contacting public.protection@york.gov.uk

Completed questionnaires can be handed to staff at West Offices/ Hazel Court reception, or sent to:

City of York Council, Public Protection (Air Quality)
Eco Depot, Hazel Court, York, YO10 3DS
Email: public.protection@york.gov.uk

The consultation period will end on **Sunday 4th February 2024**. Responses received after this date cannot be considered.

We will begin by asking some questions about you. You may choose not to answer or select 'prefer not to say' to any question. Please circle your responses.

1. Your age:

Prefer not to say	40-55
Under 16	56-59
16-24	60-64
25-39	65+

2. Your Gender

Prefer not to say	Female
Male	Non-binary / Gender Variant

3. Is the gender you identify with the same as your sex registered at birth?

Prefer not to say	Yes	No

4. What is your ethnic group?

Prefer not to say	Mixed – White and Black African	Any other Asian background
White – English / Welsh / Scottish / Northern Irish / British	Mixed – White and Asian	Black - African
White – Irish	Any other Mixed / multiple ethnic background	Black - Caribbean
White – Gypsy or Irish Traveller	Asian - Indian	Any other Black / Black British / African / Caribbean background
White - Roma	Asian - Pakistani	Other - Arab
Any other White background	Asian - Bangladeshi	Any other ethnic background
Mixed – White and Black Caribbean	Asian - Chinese	

5. Do you have any physical or mental health conditions or illnesses lasting or expected to last 12 months or more?

Yes	No	Prefer not to say

6. If you answered "Yes" above, do any of your conditions or illnesses reduce your ability to carry out day-to-day activities?

A lot	A little	Not at all

7. What is your religion or belief?

Prefer not to say	Jewish
Buddhist	Sikh
Christian	No religion
Hindu	Other

If 'Other' please tell us what your religion or belief is or leave blank if you prefer not to say

8. Which of the following best describes your sexual orientation?

Prefer not to say	Gay or Lesbian	Other
Bisexual	Heterosexual / straight	

9. Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age? (Excluding anything which is part of paid employment)

Yes	No	Prefer not to say

The remaining questions in the survey relate to our Fourth Air Quality Action Plan (AQAP4)

10. To help us to understand who we have consulted with, please indicate which of these statements best describes the views you have provided in this consultation response

- I am a local resident and these are my personal views (please go to question 12)
- I am a non-York resident and these are my personal views (please go to question 12)
- These comments are provided in my professional/business capacity (please go to question 11)

11. If responding in a professional or business capacity, please indicate which type of organisation or industry you represent (tick or circle all that apply)

- Local government / Local authority officer
- Central government organisation
- Local retailer / trader / service provider
- University / Academic organisation
- Bus operator / driver
- Taxi operator / driver
- Freight operator / haulier
- Environmental charity or pressure group
- Health related charity of pressure group
- Healthcare professional
- Industrial process / large scale manufacturing
- Land use planning / planning consultant
- Environmental consultant / solicitor
- Low emission vehicle industry / EV infrastructure provider
- Other (please state nature of the business)

.....

12. What is your postcode?

If responding in a personal capacity provide postcode of home address	
If responding in a professional or business capacity provide postcode of your work address / business premises	
I prefer not to say (Move to next question)	-

13. <u>Before</u> reading the draft Air Quality Action Plan, how concerned were you about air quality in York?

- Very concerned
- Moderately concerned
- Slightly concerned
- Not concerned

14. <u>After</u> reading the draft Air Quality Action Plan, how concerned are you about air quality in York?

- Very concerned
- Moderately concerned
- Slightly concerned
- Not concerned

15. Should the council continue to reduce air pollution?

- Strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

16. The draft Air Quality Action Plan sets out our priority areas to reduce emissions and improve air quality further in York over the next 5 years. Please indicate your level of support for each of these areas by ticking the relevant box.

Note: a summary of the anticipated air quality benefits for each is provided in the main AQAP4 document (see section 5 and Appendix C)

Area	Strongly Support	Support	Neutral	Against	Strongly Against
Reducing emissions from freight / delivery vehicles					
Reducing emissions from buses					
Reducing emissions from idling vehicles					
Reducing emissions from taxis					
Reducing emissions from council vehicles (CYC Fleet)					
Expand Electric Vehicle (EV) Charging					
Minimising development related emissions					
Incentives for low emission vehicles / alternative fuels					
Improved public information and awareness					

Modal shift, active travel and network improvement (includes reducing car dependency, reducing congestion and promoting walking, cycling and public transport measures)					
Reducing non-transport related emissions arising from domestic combustion sources (e.g. burning of solid fuels, including wood, at home)					
Reducing non-transport related emissions arising from industrial combustion sources					
Monitoring air quality / access to air quality information					

17. Do you agree or disagree that the measures outlined in the updated Air Quality Action Plan will help reduce to pollution and improve air quality in York?

- Strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

18. Are there any measures in the draft plan that you consider should be given greater priority in the short term (<2 years)?

Please state below which measures you consider should be given greater priority and why.

.....
.....
.....
.....
.....

19. Are there any other measures that you would like to see included in the draft plan that are currently not included.

Please state below.

.....
.....
.....
.....
.....

20. Which of these measures do you do / would you do to improve air quality in York. Please tick only one column for each option.

Option	I currently do	I propose to do	I do not propose to do
Use my car less			
Walk more			
Cycle more			
Buy an e-Bike / try an e-scooter			
Use the bus			
Share a lift			
Join a car club / car share scheme			
Shop locally / order online			
Use a lower emission vehicle / electric vehicle			
Switch off vehicle engine when stationary to prevent idling emissions			
Reduce use of open fire / solid fuel burning stove			
Review air quality information available from CYC to help reduce my exposure to poor air quality			
Consider modifying my daily behavior to reduce polluting activities (e.g. driving less,			

walking more, avoid solid fuel burning) where air pollution in York is forecast to be 'high' on a specific day and CYC alerts me to this.			
Consider home / business energy efficiency upgrades (e.g. insulation) to reduce carbon and other emissions			
Replace gas boiler with lower carbon / lower emission technologies (e.g. heat pumps)			
Attend community events in York (or online webinars) about energy efficiency / building retrofit solutions			

If there are any barriers that prevent you from doing these things at the moment, please provide brief comments below:

.....
.....
.....
.....

21. Other comments

If you have any other specific comments on the draft Air Quality Action Plan or other suggestions for improving air quality in York, please write them here:

.....
.....
.....
.....
.....

Thank you for completing the survey.

Completed surveys can be handed in to staff at West Offices / Hazel Court reception, or sent to: City of York Council, Public Protection (Air Quality), Eco Depot, Hazel Court, York, YO10 3DS
The closing date for responses is Sunday 4th Feb 2024.

CYC Customer Services – please forward completed surveys to Public Protection (Air Quality), Hazel Court ECO Depot. Tel: (01904) 551525 Email: public.protection@york.gov.uk

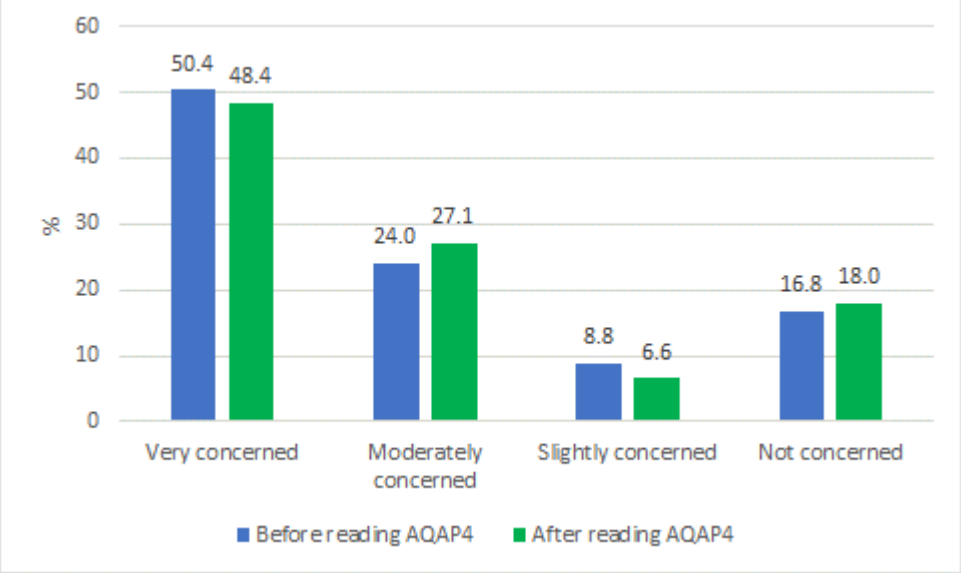
AQAP4 Consultation – Summary of Responses

A total of 173 responses to the survey were received from 148 York Residents (94%), 5 non-York residents (3%), and 5 people (3%) responding in a professional / business capacity (including 1 taxi driver/operator, 1 academic institution/university and 2 environmental charities/pressure groups). A separate written response to the consultation was received from York Civic Trust (YCT) and is discussed later in this Annex.

Concern about air quality

Before reading the draft Air Quality Action Plan, the level of concern from respondents about air quality in York was as follows: 50.4% very concerned, 24.0% moderately concerned, 8.8% slightly concerned and 16.8% were not concerned about air quality in York.

After reading the draft Air Quality Action Plan, the level of concern from respondents about air quality in York was as follows: 48.4% very concerned, 27.1% moderately concerned, 6.6% slightly concerned and 18.0% were not concerned about air quality in York.



The level of concern about air quality was broadly similar before and after reading AQAP4, suggesting a good baseline understanding of existing air quality issues amongst respondents.

Over three quarters (79.4%) of respondents either agreed or strongly agreed that the council should continue to reduce air pollution, with 14.3% disagreeing or strongly disagreeing and 6.4% being ambivalent.

Priority areas

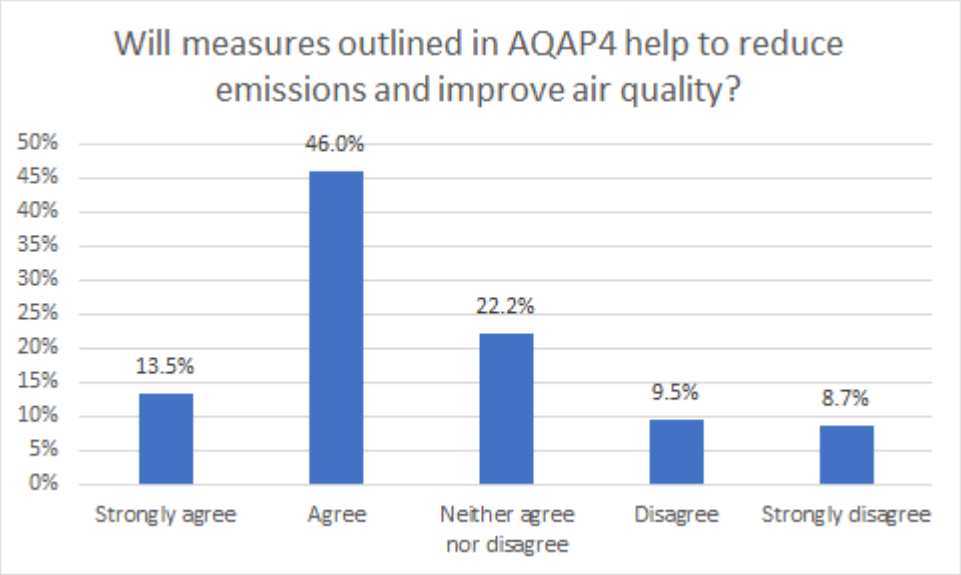
The draft Air Quality Action Plan sets out CYC's priority areas to reduce emissions and to further improve air quality in York over the next 5 years. Respondents were asked to indicate their level of support for each of these areas. Between 66.9% and 87.3% of respondents indicated support/strong support for all AQAP4 priority areas.

Most supported areas - The top 5 areas (either supported or strongly supported) were reducing emissions from buses (87.3%), monitoring air quality / access to air quality information (84.9%), reducing emissions from freight/delivery vehicles (83.3%), reducing emissions from taxis (83.2%), and reducing emissions from council vehicles (81.7%).

Area	Support / Strongly Support	Against / Strongly Against	Neutral
Reducing emissions from buses	87.3%	7.1%	5.6%
Monitoring air quality / access to air quality information	84.9%	5.6%	9.5%
Reducing emissions from freight/delivery vehicles	83.3%	8.7%	7.9%
Reducing emissions from taxis	83.2%	6.4%	10.4%
Reducing emissions from council vehicles (CYC Fleet)	81.7%	7.9%	10.3%
Minimising development related emissions	81.7%	9.5%	8.7%
Reducing emissions from idling vehicles	81.6%	11.2%	7.2%
Reducing non-transport related emissions (industry / non-domestic combustion)	80.0%	10.4%	9.6%
Modal shift, active travel and network improvement (e.g. reducing car dependency, reducing congestion and promoting walking, cycling and public transport)	77.6%	16.8%	5.6%
Improved public information and awareness	76.2%	8.2%	15.6%
Reducing non-transport related emissions (domestic combustion)	68.3%	23.0%	8.7%
Expand Electric Vehicle (EV) Charging	68.3%	12.7%	19.1%
Incentives for low emissions vehicles/ Alternative fuels	66.9%	16.9%	16.1%

Between 5.6% and 23.0% of respondents indicated they were against / strongly against some AQAP4 priority areas. The 5 areas receiving the least support (either against or strongly against) were measures to tackle domestic combustion / burning of solid fuels at home (23.0%), incentives for low emission vehicles (16.9%), modal shift / active travel / network improvement (16.8%), expand EV charging (12.7%) and reducing emissions from idling vehicles (11.2%). However, it should be noted that these responses very much reflected the minority, with over two thirds of other respondents supporting or strongly supporting all these areas as shown in the table above.

Participants were asked if they thought that measures outlined in AQAP4 would help to reduce emissions and improve air quality in York. The majority (59.5%) of respondents agreed or strongly agreed that they would. Less than a fifth of respondents (18.3%) did not agree that the measures would help to improve air quality, with 22.2% being unsure.



Should measures be given greater priority in the short-term

Respondents were asked if they considered any measures in the draft plan should be given greater priority in the short term (<2 years).

Less than half of participants (44%) chose to respond to this question, which was a free text response. The vast majority of respondents did not refer to specific AQAP4 measures, but made comments around specific themes / areas which are summarised below (ordered most mentioned to least mentioned). Note that some respondents referred to more than one theme.

Theme / Area	Number (% in brackets) of respondents referencing theme in response
Modal shift, active travel and network improvement (includes reducing car dependency / congestion and promoting walking, cycling and public transport measures)	31 (34.4%)
Smoke Control Areas / solid fuel burning (e.g. wood burning stoves)	14 (15.6%)
Measures to reduce emissions from delivery vehicles / HGVs	9 (10.0%)
Measures to reduce emissions from buses (including electrification)	8 (8.9%)
Tackling idling vehicles	8 (8.9%)

Theme / Area	Number (% in brackets) of respondents referencing theme in response
Measures to reduce emissions from taxis	5 (5.6%)
Development related emissions / constraints on further development in York	5 (5.6%)
Raising public awareness of air pollution	5 (5.6%)
Reducing emissions from CYC Fleet Vehicles	2 (2.2%)
Further EV Charging facilities (especially on-street charging)	2 (2.2%)
Monitoring of air quality / access to information	1 (1.1%)

- Around a third of responses (34.4%) referred to general measures to promote modal shift, active travel and network improvement. These included measures to reduce car dependency, reduce congestion and promote walking, cycling and public transport use. This priority area encompasses interventions anticipated to be delivered mainly through the Local Transport Planning (LTP) process. Measures in CYC's LTP will continue to be an intrinsic part of the overall approach to air quality improvement and transport-based emission reduction across the city.

- 14 respondents (15.6%) were keen to prioritise measures to tackle domestic solid fuel burning. This included AQAP4 measures around enforcement of smoke control areas and further restrictions on the types of fuels that can be burnt.

- 9 respondents (10%) thought measures to reduce emissions from delivery vehicles / HGVs should be prioritised. This included reference to the AQAP4 measure around a local freight hub / consolidation centre.

Some comments raised under this question, related to ideas that were perceived not to already be covered specifically in AQAP4. These are summarised below.

Theme / Issue Raised	CYC response
Delivery management - Consideration of vehicles used for takeaway deliveries	CYC has few powers to control smaller vehicles used for food deliveries such as Uber Eats / Deliveroo / Just Eat etc assuming vehicles are roadworthy, but is committed to reducing vehicle idling or illegal parking on the public highway. Reducing emissions from vehicles used for larger scale food deliveries will be considered as part of AQAP4 measures

Theme / Issue Raised	CYC response
	to tackle freight / delivery movements (AQAP4 measure 1a)
Road user charging / congestion charging - Charging cars to enter within city walls	Congestion charging is not an option currently being considered by CYC and has been ruled out over the term of the current administration. See item 22 of Council - Thursday, 20 July 2023.
Local policy on fireworks – Ban domestic use of fireworks	You can light fireworks between 7.00am and 11.00pm on any day of the year. Outside of these times lighting fireworks is illegal, although there are exceptions for certain festivals. The Police enforce these laws and by breaking them you may face a fine or imprisonment. The understanding is that Government has taken the general view that the sale of fireworks to ordinary domestic customers is better controlled and licensed. The general view is that the licensing regime permits and regulates the market and that if fireworks were banned, there may be a possibility that individuals might use more dangerous alternatives (e.g. garden chemicals). CYC strongly encourages attendance at professionally organised fireworks displays, but considers that most individuals have a sensible and responsible attitude to their use and therefore a domestic ban is currently not being considered.
20mph speed limits – introduce further limits across other areas	A reduction in traffic speed limit within the existing AQMA, which already experiences slow moving traffic and congested conditions, is unlikely to result in further measurable air quality improvements. However, it is acknowledged that a reduction in traffic speed limit will have positive road safety implications and this will be considered on a case by case basis, as part of CYC's Local Transport Strategy, in the wider context of CYC's road safety schemes (such as those around schools).

Other measures

Respondents were asked if there were any other measures that they would like to see included in the draft plan that were (in the respondent's view) currently not included. Recommendations of measures are summarised below, along with CYC's response to each point.

Theme / Issue Raised	CYC response
School admission policy - School places must be allocated to nearest proximity to home address (to minimise travel)	Allocation of school places covered by CYC school admission policies and takes into account location / catchments. CYC's iTravel team encourage active travel, such as walking or cycling, and other ways to do the school run. AQAP4 measure 10a includes continued work with schools to promote sustainable travel choices, minimise idling events, deliver cycling training, school travel planning and to facilitate events to promote Walk to School week / Clean Air Day.
Energy efficiency grants - Homeowner energy efficiency grants available to all York residents, irrespective of income	AQAP4 recognises the synergies with CYC's carbon reduction programmes and measures to improve energy efficiency and support services. This is already considered as part of AQAP4, see measure 11c. CYC will actively seek opportunities for grants to support such activities. Further information about current opportunities is available on CYC's website.
Vehicle idling - Roadside signage to request drivers of vehicles to switch off engines when stationary (such as when waiting at lights).	AQAP4 already includes specific measures to tackling vehicle idling (see measures 3a and 3b) and is committed to installing further signage where practical and safe to do so. Whilst CYC cannot take formal enforcement action against drivers who idle their vehicles whilst sitting in traffic, we will consider opportunities for advisory anti-idling signage in areas of air quality concern, requesting drivers switch off their vehicle engines whilst waiting at traffic lights, for example. AQAP4 section 5.2.3 has been updated to reflect this.
Road user charging / ULEZ - Implement a ULEZ or road charging policy (possibly with differential peak & off-peak charges) for the inner ring road.	AQAP4 is committed to looking at options for expanding the current Clean Air Zone (CAZ) for buses to other areas and to other vehicle types (including

Theme / Issue Raised	CYC response
	HGVs/delivery vehicles and taxis). See AQAP4 measures 1c, 2c and 4c Opportunities for zero emission and ultra-low emission city centre freight deliveries will be explored under AQAP4 measures 1a, 1b and 1c. Congestion charging is not an option currently being considered by CYC and has been ruled out over the term of the current administration. See item 22 of Council - Thursday, 20 July 2023.
Planning policy / guidance - Banning new developments which increase car journeys	CYC is committed to exploring sustainable travel options for new developments and reducing private vehicle use as far as practicable. CYC Low Emission Planning Guidance is due to be updated within the timeframe of AQAP4 (see measure 7a)
Promotion of low emission plant - Non-Road Mobile Machinery (NRMM) / stronger control of highway rental equipment utilising diesel engines	AQAP4 measure 7a references emissions from NRMM and consideration of local standards as part of updates to local planning guidance.
Bonfires / garden waste disposal - Burning of wet garden or allotment waste / further controls around bonfires	CYC strongly encourage alternatives to bonfires for disposing of all waste, such as composting recycling or taking waste to a Household Waste Recycling Centre (HWRC). There are no byelaws prohibiting bonfires in York, but CYC can take action on individuals having bonfires that cause a nuisance (Environmental Protection Act 1990). CYC will continue to raise awareness of pollution impacts of bonfires and to promote alternatives.

Theme / Issue Raised	CYC response
Planning policy / guidance - Review of planning and heritage policies to also incorporate re-development and refurbishment projects which require planning approval and heritage consent. Facilitating a move away from fossil fuel heating sources is often made more complex or impossible by the constraints on listed buildings and a lack of willingness to work with people on making changes to their current building stock.	AQAP4 measure 7a states that CYC's aim is to ensure that heating technologies in new developments, achieve the lowest emissions possible, considering both local air quality and carbon reduction targets. This will be facilitated via local planning policy and guidance, which are subject to ongoing review and periodic update.
Transboundary pollution - Consideration of transboundary air pollution	Transboundary air pollution is a particular problem for pollutants that are not easily destroyed or react in the atmosphere to form secondary pollutants. These are cross boundary pollutants that can be generated in one country and felt in others; these require international actions and collaboration to control their formation and effects. CYC is committed to working with partners / other local authorities to tackle air pollution and ensure efficient resource use and pollution abatement. CYC will continue to work with regional and central government on policies and issues beyond CYC's direct influence.
Public transport - Reintroduce trams	Not a measure that can be delivered within the 5-year period of AQAP4 but comment fed back to lead for Local Transport Strategy (LTS) consultation.
Public transport - Inter-operator bus ticketing	Measures to improve bus services addressed through delivery of schemes and initiatives in line with Bus Service Improvement Plan (BSIP) – see AQAP4 measure 10b. Comment fed back to lead for Local Transport Strategy (LTS) consultation.

Theme / Issue Raised	CYC response
Domestic burning / smoke control - Increase penalties for contravention of incorrect fuel burning by residents	AQAP4 commits to a revised enforcement approach for smoke control contraventions (including a local penalty definition, subject to member decision) in line with amendments made to the Clean Air Act 1993 (see measure 11b). CYC will continue to investigate sales of non-authorised fuels and complaints of non-compliance.
Nature based solutions - Creation of bio-diverse mini woodlands / planting of trees / nature solutions	CYC has a dedicated 'Green Streets' project team working to increase the tree canopy cover across York. The council has set a target to increase York's tree canopy to 13% by 2050 and is working with schools and communities to deliver this. This work is being facilitated by CYC's Carbon Reduction Team rather than through AQAP4. We are also promoting Treemendous York along with community volunteer groups, businesses and organisations. Also see York Community Woodland project. AQAP4 section 5.2.7 has now been updated to include a reference to the use of green infrastructure (planting of trees and shrubs) for mitigating emissions to prioritise protection for more vulnerable people.
EV Only Access - Electric vehicles (EVs) only within the city walls by 2030	See earlier comments in relation to 'Road user charging and ULEZ'. CYC is committed to promoting the use of low and zero emission vehicles (including electric and other technologies such as hydrogen).
Congestion reduction - Change of road layout to ensure it is easier to leave York than to get into York, to reduce congestion	Schemes such as the York Outer Ring Road (YORR) scheme aims to improve York's highway network to reduce congestion, facilitate the movement of car journeys out of the city centre and enhance the pedestrian and cycle experience with improvements to active travel provision along the network. LTP infrastructure schemes are considered under AQAP4 measure 10c.

Theme / Issue Raised	CYC response
Planning policy / guidance - Ban on gyratories in populated areas like Nunnery Lane/Princes Lane	Any new development incorporating a transport gyratory close to residential dwellings would be required to consider exposure issues as part of a comprehensive air quality / exposure assessment. Permission would only be granted for such schemes where air quality / exposure issues are demonstrated to be acceptable. CYC's existing Low Emission Planning Guidance covers these issues. Other issues such as noise would also be a consideration.
Emissions monitoring - Live measurements of vehicle emissions using cameras/sensors combined with ANPR	CYC has previously worked closely with local academic institutions to undertake roadside monitoring of vehicle emissions to inform local air quality policy. Opportunities for further work of this nature are currently being looked at for areas like Gillygate.
Vehicle idling - Real-time air quality messaging to promote engine switch offs.	CYC's Variable Message Signs (VMS) are currently routinely used for this purpose in some areas of the city.
Domestic burning / smoke control - Ban installation of new wood burning stoves	In the government's Environmental Improvement Plan (2023) it clearly states: *"We are not considering a ban on domestic burning in England. The UK government recognises that some households are reliant on solid fuel burning as a primary source for heating, hot water and cooking".* CYC is committed to reviewing/expanding the current smoke control area boundaries and revising the enforcement approach for smoke control contraventions (including a local penalty definition) in line with amendments made to the Clean Air Act 1993 (see measure 11b). CYC will continue to investigate sales of non-authorised fuels and complaints of non-compliance. CYC's 'Fuel for Thought' campaign aims to highlight the healthier and more cost-effective ways of heating homes, and, if unavoidable, the safest and most efficient ways of using a wood burner.

Theme / Issue Raised	CYC response
Highways works management - Ensure temporary traffic lights for roadworks are not installed days before works begin.	The use of temporary traffic lights is subject to a strict CYC application and approval process as outlined on the CYC website. As CYC operates a permit scheme, all applications must abide by the New Roads and Street Works Act, including advance notice timescales, in order to be granted.
EV Charging - Make provision for on-street EV charging	AQAP4 commits to delivering an updated 'Public EV Charging Strategy' by 2025 (see measure 6), to ensure we continue to provide a robust and fit for purpose future EV charging network across York. Opportunities for on-street charging will be revisited as part of this review.
Low Emission Taxi Grants - Amend the Low Emission Taxi Grant Scheme so that only pure electric vehicles (EVs) are included	Latest Low Emission Taxi Grant scheme criteria are set based on criteria agreed with DEFRA (who provided funding for the scheme). All grant funding for the current scheme has now been allocated. Scheme criteria will be fully reviewed for further rounds of the scheme, should further grant funds become available. Opportunities for CYC to support taxi drivers to upgrade vehicles to ULEVs is covered under AQAP measure 4b.
Low Traffic Neighbourhoods - Reopen Low Traffic Neighbourhoods (assumed to be Groves scheme)	Subject to consultation and CYC member approval. Outside scope of AQAP4.
Cycle routes - Making cycling safer (segregated and off-road lanes and improved cycle security). Better cycle path routes to villages.	CYC is developing a Local Cycle and Walking Infrastructure Plan (LCWIP) which will designate strategic networks within York for cycling (and walking) and will identify and prioritise infrastructure schemes to deliver such networks. See AQAP4 measures 10a and 10c.
Public transport - Have real bus time displays at all bus stops	Measures to improve bus services addressed through delivery of schemes and initiatives in line with Bus Service Improvement Plan (BSIP) – see AQAP4 measure 10b. Comment fed back to lead for Local Transport Strategy (LTS) consultation.

Theme / Issue Raised	CYC response
Low carbon heating - Promote the shift to low carbon heating systems / boiler upgrades etc	AQAP4 measure 7a states that CYC's aim is to ensure that heating technologies in new developments, achieve the lowest emissions possible, considering both local air quality and carbon reduction targets. This will be facilitated via local planning policy, guidance and local grant funding.
Further pedestrianisation - including suggestion to make Coppergate part of the main pedestrian zone	In principle, CYC support the reallocation of road space to remove polluting vehicles and to increase safety for pedestrians, in line with modal priorities. This topic is a matter for our Local Transport Strategy (LTS) and the comment has been fed back to lead for LTS consultation.
CYC to impose certain requirements on tenants through tenancy agreements – for example, don't allow burning of garden waste, don't allow more than one diesel vehicle per property / limit the number of vehicles per property	CYC strongly encourage alternatives to bonfires for disposing of all waste, such as composting recycling or taking waste to a Household Waste Recycling Centre (HWRC). There are no byelaws prohibiting bonfires in York, but CYC can take action on individuals having bonfires that cause a nuisance (Environmental Protection Act 1990). CYC will continue to raise awareness of pollution impacts of bonfires and to promote alternatives in line with AQAP4 measure 9a: Improving public access to air quality information and advice. Restrictions on number of vehicles not considered viable as subject to operational demands of individual household.
Install power points in city centre for mobile traders to use	Whilst much of Parliament Street and St Sampson's Square already has these facilities, CYC is currently exploring provision of electric hook-up points for mobile traders in other key locations (in the context of reducing the need for diesel generators which contribute to city centre air pollution and noise).

Theme / Issue Raised	CYC response
NRM road train and city cruise boats to be electrified.	CYC are committed to working with external partners to facilitate electrification of fleets and will seek to signpost and support relevant funding opportunities for this.
Make Ouse Bridge bus only	Comment fed back to lead for Local Transport Strategy (LTS) consultation to be considered as part of city-wide 'Movement and Place' plan
Route optimisation and traffic light phasing for key areas	AQAP4 Priority Area 10 commits to implementing measures to reduce vehicle congestion, which will have significant positive benefits for local air quality. Exploration of specific traffic management options for areas like Gillygate to reduce emissions and improve air quality are already covered in AQAP4. CYC is currently developing options for a trial on Gillygate involving phasing of traffic lights (anticipated to be progressed in 2024).
Parking - increasing parking charges for drivers who use larger, heavier and more polluting vehicles / charge for on-street parking everywhere	CYC will periodically review the local definition of 'low emission vehicle' in the context of national policy and local parking discounts to ensure that any incentives remain appropriate and deliver continuous improvement. AQAP4 commits to reviewing parking fees, including the need for a parking surcharge for some vehicles based on their emissions.
Freight consolidation - consideration of York station as freight consolidation centre location (and use of trains for transporting freight)	AQAP4 measure 1a commits to exploring opportunities / options for reducing freight emissions. CYC is reviewing the recommendations of a feasibility study undertaken to address first/last mile delivery of light goods in York, including consideration of opportunities for rail-based solutions.

Theme / Issue Raised	CYC response
Workplace Parking Levy	CYC recognise that a workplace parking levy would have a direct economic impact on employers / people employed in York. This is not currently an option being considered by CYC's present administration
Car free areas	Comment fed back to lead for Local Transport Strategy (LTS) consultation to be considered as part of city-wide 'Movement and Place' plan
CYC Fleet - Encourage use of cycles/cargo cycles as replacement for <3.5t CYC vehicles (cars / vans)	CYC employees are encouraged to use pool bikes for staff travel where appropriate, dependent on the demands of the service area. There is also a cargo bike which can be used to transport light goods around the city. Whilst cycles and cargo bikes are not considered practical for many CYC service areas (due to operational responses times and load carrying ability), this will be reviewed as vehicles are replaced in the future, to ensure the lowest emission (fit for purpose) mode is chosen.
WHO Guidelines - strive to meet WHO limit of 10µg/m^3 for NO_2 as a health-based target, rather than UK legal limit of 40µg/m^3	Through delivery of AQAP4 and our complementary strategies CYC will take action to reduce air pollution beyond statutory National Air Quality Objectives and work towards World Health Organisation (WHO) Guidelines in the longer term. However, under the Local Air Quality Management framework, there is no requirement to set targets in the context of WHO Guidelines, indeed the government's view is that it would not be possible to meet these across the UK as they are set with no consideration given to achievability.

Theme / Issue Raised	CYC response
Taxi Licencing – should not approve Plug-In Hybrid Electric (PHEV) for taxi electrification, focus should be on pure Battery Electric Vehicles (BEV)	AQAP4 commits to further consultation with the taxi trade regarding revisions to CYC's Taxi Licensing policy and conditions about the type and age of vehicle that will be licensed by CYC in the future. Conditions will reflect CYC aspirations for an ultra-low emission taxi fleet and strive to achieve continual emission reduction from licensed vehicles (both hackney carriage and private hire vehicles). Existing AQAP4 measures 4a,4b and 4c aim to reduce emissions from taxis. CYC's priority is to reduce the number of Internal Combustion Engine (ICE) taxis (petrol/diesel) operating in York.
Sustainable Design - A greater focus on local planning and sustainable locations to reduce the need to travel	AQAP4 commits to strengthening local planning guidance to further reflect synergies between air quality improvement and other policies / strategies. Development of wider Sustainable Transport Supplementary Planning Document subject to Local Plan and examination process. See AQAP4 measure 7a.
Other emissions - Consideration of construction emissions and ventilation outlets from junk food outlets (in terms of particulate matter emissions)	CYC will continue to ensure that emissions and air quality impacts from new developments are appropriately assessed and mitigated (including during construction). Construction emissions are controlled via the requirement for Construction Environmental Management Plans (CEMPs) on development sites. CYC currently review all commercial extraction systems that come in through the planning process and are committed to ensuring business operations are using best available technologies (BAT) in terms of emissions and odour abatement.
Gas boilers – consider raising awareness of emissions from gas boilers to support the climate objectives of wider use of heat pumps.	AQAP4 recognises the synergies with CYC's carbon reduction programmes and measures to improve energy efficiency and support services. This is already considered as part of AQAP4,

Theme / Issue Raised	CYC response
	see measure 11c. The decarbonisation of heating (and transport) is a theme that runs throughout AQAP4 and associated cardon reduction policies.

Support for future action to improve air quality

Respondents were asked which measures they currently do, or may do in the future, to improve air quality in York. A summary of the responses is provided in the table below.

Action to improve air quality	Currently do	Propose to do	Do not propose to do
Shop Locally/ Order Online	79.5%	6.6%	13.9%
Walk more	78.9%	6.5%	14.6%
Use my car less	72.9%	5.1%	22.0%
Switch off vehicle engine when stationary to prevent idling emissions	64.9%	7.9%	27.2%
Cycle more	52.5%	9.3%	38.1%
Use the Bus	49.6%	16.2%	34.2%
Consider modifying my daily behaviour to reduce polluting activities (e.g driving less, walking more, avoid solid fuel burning) where air pollution in York is forecast to be 'high' on a specific day and CYC alerts me to this.	45.7%	25.9%	28.5%
Reduce use of open fire / solid fuel burning stove	44.9%	10.3%	44.9%
Consider home / business energy efficiency upgrades (e.g. insulation) to reduce carbon and other emissions	39.7%	37.2%	23.1%
Share a lift	26.6%	14.2%	59.3%
Review air quality information available from CYC to help reduce my exposure to poor air quality	23.3%	45.7%	31.0%
Use a lower emissions vehicle/electric vehicle	21.9%	36.0%	42.1%
Replace gas boiler with lower carbon / lower emission technologies (e.g. heat pumps)	9.8%	27.9%	62.3%
Attend community events in York (or online webinars) about energy efficiency / building retrofit solutions	8.3%	41.7%	50.0%
Buy an e-Bike/try an E-Scooter	5.2%	11.2%	83.6%
Join a car club/ Car share scheme	1.8%	11.6%	86.6%

Current actions

Respondents indicated that the key things they currently do to improve air quality are shop locally / online (79.5%), walk (78.9%), use their car less (72.9%%), switch off their vehicle engine when stationary (64.9%) and cycle (52.5%). A number of respondents cited lack of safe, continuous, segregated cycle routes (and conflict with pedestrian routes) as a barrier to cycling more. Around half of people (49.6%) already used the bus service.

Almost half (45.7%) of respondents said that they already modify their daily behaviour to reduce polluting activities (e.g. driving less, walking more, avoid solid fuel burning) where air pollution in York is forecast to be 'high' on a specific day. As CYC currently doesn't have a *forecasting* service, it was assumed that this information was obtained from Air Quality England (publishing actual monitored concentrations of pollution in York).

Over a third of people (39.7%) had considered home / business energy efficiency upgrades but only 9.8% of people had replaced their gas boiler with lower carbon / lower emission technologies. The key barrier cited for this were cost and lack of local information and expertise (mainly in relation to heat pump technology but also home insulation). Some cited constraints in relation to what they can do in their rental property (or stated this was the landlord's responsibility) and others had recently replaced their gas boiler like for like. Just under half of people (44.9%) had already considered reducing their use of an open fire or solid fuel burning stove to improve air quality.

Around a quarter (26.6%) of respondents shared lifts with the aim of improving local air quality, a similar proportion to those who already reviewed air quality information available from CYC to help reduce their exposure to air pollution (23.3%).

Less than a quarter of respondents used an electric vehicle (21.9%), had attended community events focussed on energy efficiency (8.3%), owned a e-bike / trialled an e-scooter (5.2%) or were members of a car club / car share scheme (1.8%).

Future actions

The top 4 activities respondents indicated that they propose to do in the future to improve air quality are review air quality information available from CYC (45.7%), attend community events about energy efficiency / building retrofits (41.7%), consider energy efficiency upgrades (37.2%) and use a lower emission / electric vehicle (36.0%).

In addition to the 45.7% of respondents who said that they *already* modify their daily behaviour to reduce polluting activities when air pollution is high in York, an additional quarter of all respondents (25.9%) said that they propose to do this in this future.

People were least likely to join a car club/car share scheme (86.6% do not propose to do this), buy an e-bike / try an e-scooter (83.6% do not propose to do this), replace their gas boiler with a lower emission technology (62.3% do not propose to

do this) or share a lift (59.3% do not propose to do this). One person commented that the car club standing charge made the service unappealing.

Around 45% of people said that they do not propose to reduce the use of their open fire or solid fuel burning stove to improve local air quality. Over a third of people said that they were unlikely to cycle more (38.1% do not propose to do this) or use the bus service (34.2%).

Other comments

Other specific comments received on the draft AQAP4, not covered elsewhere in this summary, are outlined below.

Due to the number of comments received, those not specifically related to AQAP4's development and/or comments that cover issues already included in AQAP4 are not included in the table below. Similarly, comments raised in relation to specific named developments in York will be considered on a case-by-case basis, in line with current CYC planning policy and guidance.

Theme / Issue Raised	CYC response
Data availability - CYC should publish information on EV charger use and trends in the number using different transport modes.	Number of EV charging episodes is collected by CYC and is published in CYC's Annual Air Quality Status Reports available on City of York Council's website. Available statistics relating to buses, walking and cycling are available on York Open Data
Real-time information - On street real-time displays showing current air pollution level, for example at every signalised pedestrian crossing, with a colour coded Air Quality Index displayed	Levels of air pollution are highly specific to the area of the city and as such having real-time displays at every pedestrian crossing would be prohibitively expensive. It should also be noted that the day-to-day concentrations of pollution observed in York are not currently in excess of health-based standards (areas of air quality concern are due to long-term sustained levels of pollution in some locations). The daily 'Air Quality Index' for most areas of York is often 'Low' and members of the public would therefore not observe much change on a daily basis. AQAP4 (measure 9b) commits to developing an Air Quality Alert / Notification Service that will result in improved knowledge and awareness of air pollution and links to health impacts. CYC will also explore wider behaviour change messaging in response to high pollution episodes, which may include

Theme / Issue Raised	CYC response
	press releases / social media and/or signage.
Publicity / awareness raising - Do more to publicise some of the health impacts of air pollution	Through AQAP4, CYC is committed to providing information to the public about the health impacts of air pollution and how behaviour change can reduce emission and exposure (for example, see measures 9a, 9b and 9c).
Carbon reduction - Prioritise decarbonisation of transport and heating	This is already a theme running throughout AQAP4 and associated carbon reduction policies.
Vehicle idling - Enforce fines for idling vehicles	AQAP4 measure 3b includes reviewing CYC's approach to anti-idling enforcement. CYC can already enforce idling offences on the public highway.
Concerns around promotion of EVs - EV vehicles emit polluting particles from tyre wear etc. They are not the solution.	AQAP4 acknowledges that EVs still emit fine particulate pollution caused by brake and tyre wear and that they are not the only solution to improve air quality. Measures to reduce private vehicle trips and encourage walking, cycling and use of public transport are considered fundamental to AQAP4. CYC's Local Transport Plan (LTP) continues to be a key part of the overall approach to air quality improvement across the city, with active travel at the apex of the city's travel hierarchy. See AQAP4 measures 10a, 10b and 10c
Car free days to promote active travel - Implement car free days within the city to give drivers the opportunity to walk / cycle / use public transport / breathe cleaner air.	Comment fed back to lead for Local Transport Strategy (LTS) consultation This would require consideration of a multitude of issues, including highways implications, required exemptions and economic impacts and would be subject to CYC elected member approval.

Theme / Issue Raised	CYC response
Emissions from trains - The train station is horrendous for air pollution but for some reason does not have to meet air quality targets.	Whilst CYC is not obliged to monitor air quality in the station itself close to platforms, we are aware that DfT commissioned some national work to install monitors at various stations (including York) to help to understand the current unknown situation and to potentially develop plans to improve air quality in station areas.
On-street EV charging - Why is CYC not accessing funding residential on-street charge points like other cities?	See previous comments above in relation to on-street EV charging and proposal to deliver an updated 'Public EV Charging Strategy' by 2025 (see measure 6). On-street charging will be revisited as part of this review.
Concerns over reversal of blue badge ban - Reversal of Blue Badge city centre ban conflicts with the objective to reduce emissions in central York.	Issue subject to discussion with relevant CYC elected members and outside the scope of AQAP4 measures.
Taxis - Ensure that only York registered taxis work in the city	The Deregulation Act 2015 allows bookings to be subcontracted out of district and legislation currently allows for cross border hiring. This measure can therefore currently not be taken forward. CYC's priority is to find ways to encourage taxi drivers to drive electric and hybrid taxis rather than Euro VI diesel and petrol.
Traffic Management - Objection to traffic management options for areas like Gillygate due to lack of alternative routes (or routes that take vehicles down other congested and resident-dominated streets). Considered that measures should focus on improving the junction at Bootham/Gillygate e.g. by removing the filter phases from the traffic light cycle, and adding bus-priority lanes southbound on Clarence Street and north-bound on St Leonards Place in place of the existing left-turn lanes at the respective junctions.	CYC recognise that specific traffic management options for areas like Gillygate will be needed to reduce emissions and improve air quality. All such options are subject to further feasibility work and trials. The implications for other areas of York's road network will be fully investigated using appropriate monitoring and modelling techniques as part of holistic approach.

Theme / Issue Raised	CYC response
Promotion of EVs - Increased weight of EVs causes production of PM	It is recognised that the increased weight (due to batteries) of some electric vehicles (EVs) can result in increased non-exhaust PM production from brakes and tyres for these vehicles. CYC recognise that promotion of EVs can offer considerable savings in terms of tailpipe emissions (NOx and PM), but that wider sustainable travel measures are needed to tackle non-exhaust PM fractions and facilitate modal shift to other modes such as cycling and walking. This ties in with CYC's Local Transport Strategy objective to reduce private vehicle mileage and promote modal shift and active travel.
Cycling - Encourage 'cycle to school' campaigns and make the roads safe for children and the elderly. Offer vouchers to purchase second hand bikes.	School travel planning is dealt with under the AQAP4 priority area on modal shift, active travel and network improvement. CYC's iTravel team regularly host / attend events to promote sustainable travel in schools. They also offer journey advice at community/employment sites.

Other responses (not via Questionnaire)

York Civic Trust Response (received 29th Jan 2024)

Comment	Response
AQAP4 is now drafted to cover the five-year period from 2023 - 2027, but that the first year of this period has already passed, leaving four years in which to implement the proposed actions	The final AQAP4 will cover the period 2024 – 2028 and the document and measures will be dated accordingly
Understanding emissions and concentrations - Recommend that CYC adopts an air quality modelling system, using the known linkages between sources, emissions and concentrations. This would enable the Council to quantify the impacts of different interventions, for all three pollutants of concern.	AQAP4's approach for considering emissions and concentrations meets the requirements of national LAQM guidance. Calculations presented in the document do take account of the non-linear relationship between NO_x and NO_2 (a concern raised). Whilst CYC does not currently have capacity to operate and maintain a dedicated air quality model in-house (this would require additional staff and resources), we are committed to utilising dispersion modelling approaches for project work aimed at improving air quality in specific areas (e.g. Gillygate). CYC has previously worked with local universities and will continue to draw upon expertise of external bodies throughout AQAP4's delivery.
Source apportionment - Recommend that the Plan bases its assessment of source apportionment in York on the national inventory, to make clear the extent to which sources of pollution in York lie outside the city boundaries. Also recommended that further source apportionment is undertaken for local concentrations of NO_2 and $PM_{2.5}$. Also suggests that the document should recognise that that reductions in air pollutant emissions in York have a wider national and international benefit (consideration of transboundary air pollution, for example).	Additional NO_2 source apportionment *(in line with national guidance LAQM-TG22)* has been undertaken for all key areas of the AQMA, including all areas where annual mean concentrations of NO_2 above 40µg/m^3 were recorded in 2022. This is now presented at the end of AQAP4 section 3.3.1. National guidance note LAQM-TG22 recognises that source apportionment of $PM_{2.5}$ concentrations at the same resolution is routinely not possible due to the coarse nature of national $PM_{2.5}$ modelling and lack of local data to inform such studies. However, CYC is committed to taking action to address $PM_{2.5}$ from primary and secondary sources, which represent around a 50:50 split of the UK total. Primary $PM_{2.5}$

Comment	Response
	sources comprise man-made emissions from combustion (industrial processes, domestic heating and road traffic exhausts) and non-combustion processes (e.g. fugitive emissions from agricultural / industrial material handling; non-exhaust emissions from vehicles - tyre and brake wear, and road abrasion). Secondary $PM_{2.5}$ is formed by natural and transboundary sources; CYC is committed to working with partners / other local authorities to tackle air pollution and ensure efficient resource use and pollution abatement. Additional text has been added to the Introduction section of AQAP4 to state that reductions in air pollutant emissions in York will also have wider national and international benefit.
UK objective thresholds and WHO Guidelines - The Plan at present only uses the UK objective thresholds to determine the need for action. We recommend that the Council sets itself a target of meeting WHO Air Quality Guidelines by 2039 and uses this aim to set more demanding targets for maximum concentration levels to be achieved by 2027. Suggests document needs to set targets for $PM_{2.5}$ reduction.	Through delivery of AQAP4 and our complementary strategies CYC will take action to reduce air pollution beyond statutory National Air Quality Objectives and *work towards* World Health Organisation (WHO) Guidelines in the longer term. However, under the Local Air Quality Management framework, there is no requirement to set targets in the context of WHO Guidelines, indeed the government's view is that it would not be possible to meet these across the UK as they are set with no consideration given to achievability. DEFRA state that local authorities should take action to reduce emissions and the precursors of $PM_{2.5}$, with action to tackle PM_{10}/NO_x contributing to this. It should be noted that many of the measures in AQAP4 to address NO_x/PM10 will also have co-benefits for $PM_{2.5}$. CYC's current approach to reducing emissions / concentrations of $PM_{2.5}$ (and indeed reducing exposure to such emissions) is summarised in section 2.3 of our latest Annual Status Report and through delivery of AQAP4 CYC will seek all further opportunities to work towards

Comment	Response
	reducing levels of $PM_{2.5}$ from sources within our control. DEFRA are obliged to review action by local authorities in this respect and have committed to placing further obligations on local authorities, if needed. AQAP4 has been updated in line with some of the recommendations made by the YCT. Specifically, the WHO guideline has been added to figure 2.2 as suggested, to show that maximum concentrations of NO_2 remain in excess of the WHO air quality guidelines for all locations of the AQMA.
Specification of concentration targets - recommend that targets are set for PM_{10} and $PM_{2.5}$ and that the proposed average for NO_2 over the three sites where concentration targets are exceeded is rejected (Indicator 3) in favour of applying the same target to all three sites. We also suggest that thought be given to setting targets for the city as a whole as well as for specific sites.	Comments in relation to setting of PM targets are discussed under the comment above. Indicator 3 was developed in response to a request by CYC's current administration to have a single figure indicator in the Council Plan to track air quality across CYC's current areas of air quality technical breach. AQAP4 section 3.7 highlights CYC must maintain a continued minimum 2.5% annual reduction in Indicator 3 with a target to achieve a figure of less than 40 $\mu g/m^3$ before 2026. This target is considered challenging but realistic. Within the 5-year lifetime of AQAP4, it is expected that Indicator 3 (and all technical breach areas respectively) will be below 40 $\mu g/m^3$ and within health-based standards. It is stressed in the document (and indeed in legislation) that the 40 $\mu g/m^3$ target also applies to all areas individually. It should be noted that Annual Mean concentrations NO_2, PM_{10} and $PM_{2.5}$ at discrete sites across York will be reported annually as part of CYC's Annual Status Report to DEFRA. It should also be noted that Indicator 2 will present the maximum NO_2 concentrations recorded in all areas of the AQMA to allow progress in individual areas to be observed. This will ensure full transparency in monitored values (and will ensure that improvements in one area cannot be used to mask lack of improvement in another areas).

Comment	Response
	YCT suggest there is inconsistency between the 10% reduction over 4 years (2.5% per year for Indicator 3) in that it falls below the 16% reduction in NO_2 needed in areas such as Gillygate to meet health-based standards (with corresponding reductions in NO_x of 25%). CYC recognise that more than 10% reduction is needed in some areas of the city and for this reason AQAP4 outlines measures that are anticipated to deliver emission reduction levels to go beyond health-based standards in all areas. The emission modelling work presented in section 3.5 of the document illustrates reductions in road traffic NO_x emissions of approximatively 26% could be achieved through a combination of measures and associated outcomes delivered through AQAP4 (and associated local strategies / policies).
Calculation of transport emission targets - Clarity is needed as to whether the target 25% reduction in NO_x emissions from transport is simply for the three sites where concentration targets are exceeded or, as the wording implies, for the city as a whole.	The target 25% reduction in NO_x emissions from transport is required to meet health-based air quality objectives across the Air Quality Management Area. Local authorities are required to calculate this figure in their AQAPs, in line with DEFRA guidance. This is based on worst-case monitoring in three technical breach areas over the last 5 years (to cover pre and post pandemic periods). This value does <u>not</u> apply to all roads within CYC's administrative area, as monitoring for most areas of the network has shown that these areas are already within health-based standards. However, it is recognised that greater reductions in emissions would be needed across the city to meet WHO Guidelines.
Implications for transport interventions - suggest that the proposed changes in different transport metrics are incompatible with those specified in the climate strategy. YCT propose alternative set of outcomes / targets.	The exact emission impact of AQAP4 is difficult to quantify precisely as there are many factors which may influence future emission levels in the city; this is discussed further in AQAP4 section 3.5. The work presented in AQAP4 section 3.5 and table 3.6 shows that reductions in road traffic NO_x

Comment	Response
	emissions of approximatively 26% could be achieved through a combination of measures and associated outcomes delivered through AQAP4 (and associated local strategies / policies). The package of transport measures shown at the end of table 3.6 reflects a possible way of meeting the 25% reduction in NO_x emissions needed. Table 3.6 also provides some sensitivity testing to demonstrate emissions impacts associated with different scenarios. These are not targets per se, but one combination of outcomes that would achieve the target reduction in NO_x emissions. As YCT correctly point out, other alternative combinations of outcomes could equally be substituted here to achieve the 25% reduction in NO_x emissions needed. Indeed, the document states that if reductions in car usage of 20% (in line with CYC's 2030 Transport Strategy target) were achieved alongside the other scenarios, reductions in road traffic NO_x emissions would increase from 26% to 35%. YCT expressed concerns over the 25% reduction in freight traffic in table 3.6. It should be noted that this figure would not need to be achieved across CYC's entire network, but only in specific air quality 'hotspots'. CYC recognise that this figure will need to be reviewed following evaluation of projects such as the freight transhipment centre pilot. It should be noted that the longer-term reductions in freight traffic achievable will be highly dependent upon funding and resources to support delivery of future measures, such as permanent freight consolidation facilities. The location and scale of such facilities will also be a key consideration. CYC has a statutory duty to deliver air quality improvement as quickly as possible and AQAP4 must take all measures reasonably practical to deliver cleaner air and achieve further reductions in vehicle miles travelled in York. It should also be

Comment	Response
	recognised that NO_x emission reduction across York can also be influenced, albeit to a lesser extent, by measures to tackle non-transport related emissions such as those associated with commercial and domestic heat and power provision.
Development of exposure reduction targets - recommend that consideration is given to developing exposure reduction targets on the basis that continuous reduction in concentrations and specifically in air pollution exposure would result in an improved health outcome overall.	CYC strongly support YCT's comment that continuous reduction in concentrations (and in air pollution exposure) would result in an improved health outcomes. AQAP4's opening paragraph states that CYC is committed to further improve air quality in York to go beyond health-based National Air Quality Objectives in all areas and to work towards meeting stricter WHO guidelines. It is acknowledged that the implementation of an exposure reduction target approach would require the use of a comprehensive city-wide air quality model. CYC do not currently have the staff or resources to operate and maintain such a model. As such, this approach will be considered for future iterations of the AQAP, subject to resources.
Green infrastructure – AQAP4 does not mention green infrastructure	CYC has a dedicated 'Green Streets' project team working to increase the tree canopy cover across York. The council has set a target to increase York's tree canopy to 13% by 2050 and is working with schools and communities to deliver this. This work is being facilitated by CYC's Carbon Reduction Team rather than through AQAP4. We are also promoting Treemendous York along with community volunteer groups, businesses and organisations. Also see York Community Woodland project. AQAP4 section 5.2.7 has now been updated to include a reference to the use of green infrastructure (planting of trees and shrubs) for mitigating emissions to prioritise protection to more vulnerable people.

Comment	Response
Key priorities - concerned that all the key priorities proposed appear to be designed to achieve reductions in NO_x, and that eight of the twelve focus on transport. We recommend that key priorities are specified to achieve targets in particulate reduction, and that key priorities are also specified separately for the domestic, industry, production, point source and agriculture sectors.	The focus for AQAP4 is to meet health-based standards for NO_2 across the city in the shortest possible timeframe, in line with the Environment Act 1995 (as amended). This is the legal basis for AQAP4. The majority of priority areas and measures are concerned with tackling transport emissions, as these are still the biggest contributor to NO_x emissions and resultant NO_2 concentrations in the AQMA. As stated above, many of the measures in AQAP4 to address NO_x/PM_{10} will also have co-benefits for $PM_{2.5}$. CYC's current approach to reducing emissions / concentrations of $PM_{2.5}$ (and indeed reducing exposure to such emissions) is summarised in section 2.3 of our latest Annual Status Report and through delivery of AQAP4 CYC will seek all further opportunities to work towards reducing levels of $PM_{2.5}$ from sources within our control. DEFRA are obliged to review action by local authorities in this respect.
Measure evaluation – suggest that evaluation method adopted is not strictly a cost-benefit analysis and recommend that that term is not used. We also recommend, for clarity, treating co-benefits as a separate criterion from that of feasibility.	The high-level cost-benefit approach adopted in AQAP4 is in line with DEFRA guidance. DEFRA have commented on the draft AQAP4 that *'Cost benefit analysis of the measures has also been developed, which aids cross comparison and public understanding of the relative impacts of each measure. Each measure has clearly been well considered as a result, with detailed analysis provided'.* As explained under section 5.1 the 'Feasibility' criteria includes consideration of co-benefits such as compatibility and synergies with wider CC polices including climate strategy and planning policies. It is considered that alignment with wider CYC policies could in fact make measures more 'feasible' due to CYC's ability to attract potential funding sources (i.e. due to joined up wider strategic ambition).

Comment	Response
KP1: Freight - recommend including a ban on vehicles over 3T in the footstreets, development of cargo bike services, provision of a parcels hub at York Station and designation of a limited network to which vehicles over 7.5T are limited.	Recommendations to be considered as part of development of AQAP4 measures 1a, 1b and 1c and wider 'Movement and Place' plan.
KP2: Buses - recommend excluding retrofitted Euro 6 diesel buses from the Bus CAZ, given the evidence that they are highly polluting, and making the tourist "hop on hop off" buses electric and subject to the CAZ.	CYC understands that JAQU (Joint Air Quality Unit) / bus retrofit expert group are due to report on the Euro VI retrofit issue in due course, following more detailed research into the efficacy of exhaust retrofit solutions. CYC will await the results of his research. Should retrofitted Euro VI buses be shown not be complaint with Euro VI emission standards, the current CAZ policy will need to be reviewed. Electrification of all buses is a priority for CYC; we are currently seeking DfT funding for non-First services and tour buses.
KP3: Anti-idling - recommend an analysis of how much idling contributes to emissions in the three exceedance streets and, subject to that, introducing focused signing and effective enforcement on the streets where the contribution justifies such action. YCT question the effectiveness of anti-idling campaigns in general.	AQAP4 measures 3a and 3b are not specifically aimed at vehicles queuing on the public highway, but more at vehicles that are parked up, waiting and idling unnecessarily and as such relate to the wider area of York, not just areas of air quality technical breach within the AQMA. CYC continue to receive complaints about unnecessary vehicle idling. AQAP4 commits to further anti-idling signage in key locations on the public highway (informed by future complaints) together with enforcement, where necessary. Raising awareness of idling emissions with partner organisations and schools is also an important part of the strategy. CYC will take a proportionate approach to tackling idling emissions, recognising that whilst they form a small contribution to overall emissions in York, they should continue to be targeted as part of a comprehensive Air Quality Action Plan. It should be noted that tackling unnecessary

Comment	Response
	idling emissions also has benefits in terms of reducing noise pollution and carbon emissions.
KP4: Taxis - recommend including private hire vehicles within these provisions, and welcome the proposal to make them subject to the Clean Air Zone.	CYC has little control over non-CYC licensed taxis / private hire vehicles or indeed their right to operate within York. Note that the Deregulation Act 2015 allows bookings to be subcontracted out of district and legislation currently allows for cross border hiring. CYC's priority is to find ways to encourage taxi drivers to drive electric and hybrid vehicles rather than diesel and petrol. AQAP4 commits to considering the feasibility of extending the Clean Air Zone to include taxis, which is a mechanism to place stricter controls over out of area vehicles.
KP6: EV Charging Network - recommend a critical review to ensure that the level of EV charging provision is sufficient to satisfy the needs of the population of EV vehicles anticipated in the climate change strategy. As part of this, we recommend providing on-street charging to meet the needs of the 25% of homes without off-street parking.	AQAP4 commits to delivering an updated 'Public EV Charging Strategy' by 2025 (see measure 6), to ensure we continue to provide a robust and fit for purpose future EV charging network across York. Opportunities for on-street charging will be revisited as part of this review.
KP7: New developments - recommend that the proposed Low Emission Supplementary Planning Document is replaced by one covering all aspects of Sustainable Transport, and that the Council dedicates staffing resources to ensuring that the requirements of that SPD are effectively enforced.	AQAP4 commits to strengthening local planning guidance to further reflect synergies between air quality improvement and other policies / strategies. Development of Sustainable Transport Supplementary Planning Document subject to Local Plan and examination process.

Comment	Response
KP8: Incentives - recommend limiting this key policy to those measures not also covered by KPs 6, 9 and 10. We also recommend that any rebates on parking charges are not applied to the Council's off-street car parks.	CYC recognise that there is a degree of duplication between this priority area and other AQAP4 priority areas, such as EV charging and modal change. AQAP4 measure 8 states that CYC will explore incentives and opportunities to encourage the wider uptake of low and zero emission vehicles. CYC recognise that the travel planning process (personalised / workplace and school) can be used as a means of encouraging the acquisition of low emission vehicles. AQAP4 commitments under 5.2.8 have been updated to reflect this and now also include the commitment to *'Promote and encourage the acquisition of low emission vehicles via travel planning services (and incentives for their use)'* The scope of any local parking discount is subject to review, to include consideration of revenue implications. CYC must ensure that incentives remain appropriate and deliver continuous improvement.
KP9: Awareness - recommend limiting this key policy to measures involving travel plans, and extending it to include personalised travel plans.	This area relates specifically to delivering clear messages to the public around the cause and consequence of poor air quality, particularly around impacts on health. School and business travel planning is dealt with under the priority on modal shift, active travel and network improvement.

Comment	Response
KP10: Modal shift, active travel and network improvement - consider this key policy to be a confusing mix of disparate types of intervention, and recommend that it focus solely on active travel. We recommend caution in referring to funding from the Emergency Active Travel Fund, most of which remains unspent. Recommend deleting the text related to the dualling of the outer ring road, since evidence suggests that it will have little impact on pollution in the city centre.	This priority area encompasses interventions anticipated to be delivered mainly through the Local Transport Planning (LTP) process. Measures in CYC's LTP will continue to be an intrinsic part of the overall approach to air quality improvement and transport-based emission reduction across the city. For completeness and to avoid unnecessary duplication, only the major LTP based schemes that support air quality action planning in York have been referenced in AQAP4. Information in AQAP4 regarding the impact of the Outer Ring Road scheme has been taken from the air quality assessment submitted for the scheme (A1237 from A19 Shipton Road to A1036 Little Hopgrove roundabout). The assessment showed that the scheme has the potential to result in a reduction in traffic flows through some areas of the city centre AQMA. This may provide CYC with opportunities in the future for further measures to manage traffic, encourage safe active travel and increase the use of public transport.
Industrial and domestic emissions - recommend focusing this key policy on domestic buildings, addressing the need to deal with gas boilers and biomass fires, and ensuring that the policy on the former is compatible with that in the climate change strategy. The strategy needs to consider what to do about wood fired heating in houses and how to influence private owners to change.	AQAP4 recognises the synergies with CYC's carbon reduction programmes and measures to improve energy efficiency and support services. This is already considered as part of AQAP4, see measure 11c. The decarbonisation of heating (and transport) is a theme that runs throughout AQAP4 and associated cardon reduction policies. YCT's comments around tackling wood fired heating in houses is dealt with under AQAP4 measures 9c, 11b and 11c.

Comment	Response
Monitoring and access to information - YCT welcome this as a key priority, but suggest that the material on access to information be included in KP9, which already deals with public information and awareness.	This priority area around 'monitoring and access to information' relates specifically to air quality monitoring *data*. Monitoring air quality across York allows CYC to assess compliance with Air Quality Objectives, evaluate the effectiveness of air quality improvement interventions and to provide information to York's residents, visitors and workers to help them reduce exposure. Measures 12a and 12b have been included in AQAP4 to cover these issues. KP9 on the other hand relates specifically to delivering clear messages to the public around the cause and consequence of poor air quality, particularly around impacts on health and as such is seen as a distinct area relating more to awareness raising type activities.

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Place
Service Area:	Environmental Protection
Name of the proposal :	Fourth Air Quality Action Plan (AQAP4)
Lead officer:	Mike Southcombe
Date assessment completed:	November 2023 (last updated 29.04.2024)

Names of those who contributed to the assessment :

Name	Job title	Organisation	Area of expertise
Andrew Gillah	Principal Environmental Protection Officer	CYC	Environmental Protection / Air Quality
Mike Southcombe	Environmental Protection Manager	CYC	Environmental Protection / Air Quality

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	To adopt CYC's Fourth Air Quality Action Plan (AQAP4). AQAP4 outlines 29 actions across 12 priority areas and includes ongoing (and planned) work across the council and with partners to reduce emissions and to improve air quality in York. The Council Executive is asked to consider comments made on the draft AQAP4 during a period of public consultation from 22 November 2023 to 4 February 2024 and to formally adopt the amended AQAP4. The current EIA relates primarily to what is currently known about measures proposed in AQAP4 alongside consultation arrangements. However, it should be noted that when AQAP4's measures are delivered, further EIAs will be needed to accompany specific projects/measures outlined in the document, many of which will be subject to further member approval.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	AQAP4 has been produced as part of our statutory duties required by the Local Air Quality Management framework under the Environment Act 1995 (as amended). AQAPs must be prepared in accordance with statutory technical (LAQM.TG22) and policy (LAQM.PG22) guidance as outlined at: https://laqm.defra.gov.uk/guidance/

1.3	**Who are the stakeholders and what are their interests?**
	• Local residents / interested members of the public / visitors to York • Local businesses / businesses that operate in the city and their representatives • Elected members • Statutory consultees as defined in Schedule 11 of the Environment Act 1995 (such as DEFRA, Environment Agency, Director of Public Health, relevant strategic transport bodies, all neighbouring local authorities etc)

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan and other corporate strategies and plans.
	AQAP4 outlines the action CYC will take to further improve air quality in York over the next 5 years, to go beyond health-based National Air Quality Objectives in all areas of the city and to work towards meeting stricter World Health Organisation (WHO) Guidelines. AQAP4 is fully aligned to the Council Plan and reflects ambitions contained within our 10-Year Strategies covering climate, health and wellbeing and the economy. Measures within AQAP4 have been considered in terms of affordability to the public and each measure balanced against a potential adverse economic impact. AQAP4 supports the aims of the council's Health and Wellbeing Strategy by minimising and reducing public exposure to air pollution and raising public awareness about the impacts of air pollution on health. AQAP4 will also continue to ensure that new developments provide a safe and healthy environment for occupants, support active travel initiatives and help to address health inequalities in the city. AQAP4 firmly embeds the Council Plan's priority of sustainable, accessible transport for all and recognises the important continued role

	of modal shift in air quality improvement. AQAP4 strives to facilitate the uptake of low and zero emission modes of transport to allow York's residents, workforce and visitors to travel sustainably. AQAP4 additionally embeds the council's commitment to healthy and affordable (energy-efficient) homes and has been developed to complement CYC's Climate Change Strategy and support the guiding principles of our Economic Strategy, which aims to build inclusive, healthy and sustainable communities. AQAP4 provides a framework for air quality improvement activities and emission reduction policies. Many AQAP4 measures directly support CYC's carbon reduction programme and compliment measures to reduce combustion activities generally across the city. AQAP4 contains measures relating to the Local Plan that will build upon previous actions delivered as part of earlier AQAPs for the city. These include the continued development of Low Emission Planning Guidance, to formalise the approach for assessing and mitigating the emissions impacts of new development.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.
Source of data/supporting evidence	**Reason for using**
Public consultation on draft AQAP4	Feedback from interested local organisations and bodies (e.g. residents and local businesses). Widespread consultation on AQAP4 has been undertaken in parallel to the Local Transport Strategy consultation activities.

CYC Environmental Protection	Understanding of associations between air pollution and socioeconomic characteristics, ethnicity and age profiles of neighbourhoods. Air pollution levels are generally higher in less affluent areas and consequently the pollution burden is not evenly shared. The less affluent (and some ethnic minorities) may face higher exposure to pollutants (in some cities) and greater adverse health impacts. This situation is perhaps not as pronounced in York, as inner-city properties (in close proximity to CYC's Air Quality Management Area) tend to cost more and therefore tend not dominated by low-income groups.
Local Transport Plan working group	AQAP4 has been developed in parallel to CYC's draft Transport Strategy. A cross directorate Local Transport Plan (LTP) working group was established in 2021 to progress development of LTP4 and associated sister and daughter documents, including the transport related measures and themes within AQAP4. Measures in AQAP4 have been informed by this working group and other key departments across CYC.
DEFRA Freight Study / Low Emission Deliveries Working Group / Freight Forum	This cross directorate working group led on the review and assessment of options for tackling freight movements across the city, which will be developed throughout the lifetime of AQAP4. In addition, CYC set up a 'Freight Forum' for York, comprising of external stakeholders to share knowledge and advise on freight logistics and a possible strategy for York. The forum consisted of representatives from the freight transport industry, local operators, interest groups, York Civic Trust, the Local Enterprise Partnership and CYC representatives.

Various academic and government research papers and policy documents	DEFRA's National Air Quality Strategy outlines that air quality interventions should be designed in a way which takes account of the disparities in exposure to and impacts from poor air quality. The strategy outlines that local authorities have a duty to publish air quality information regularly and transparently. The government launched the Air Quality Information System review. The remit of the two-year review is to provide a series of actionable, evidence-based improvements which could be made to the government's provision of air quality information.
Consultation with all CYC staff	The consultation was promoted to CYC staff through 'CYC Staff Update' newsletters throughout November / December 2023 and January 2024 and to the wider public via the 'OurCity' newsletters issued by CYC's Marketing and Communications team during the consultation period. The consultation was also extensively promoted via CYC's social media channels (Facebook, X (formerly Twitter), LinkedIn etc) throughout the consultation period.
CYC Access Officer	The consultation approach was discussed with CYC's Access Officer and consultation materials were circulated directly to members of the York Access Forum and wider disabled community to provide opportunities for feedback on the contents of AQAP4.
Consultation with CYC members, including CYC's Economy, Place, Access and Transport Scrutiny Committee	The consultation was sent directly to all CYC councillors on 29 November 2023, with information about to how to respond. In addition, a consultation draft of AQAP4 and outline of the proposed consultation approach and questionnaire was shared with CYC's Economy, Place, Access and Transport Scrutiny Committee on 24 October 2023 (as part of the paper discussing overarching principles for York's overarching Transport Strategy and Plan). Feedback was used to inform the

	consultation activities around AQAP4, such as use of accessible language, opportunities for face-to-face feedback and target setting.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
The current EIA relates primarily to what is currently known about measures proposed in AQAP4, a statutory document.	Throughout AQAP4's 5-year delivery phase further EIAs will be needed to accompany specific projects/measures outlined in the document. This will be progressed on a case-by-case basis, many of which will be subject to further member approval.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any

	adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations**.**		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	Whilst air pollution can be harmful throughout life and across all age groups, some people are more affected, perhaps because they are exposed to higher levels of air pollution in their day to day lives, live in polluted areas, or are more susceptible to air pollution related health issues. Young children and older people (65 and older) are considered vulnerable to the impacts of air pollution. Age impacts may also be a consideration in relation to lack of access to digital technology to obtain air quality information that will help to reduce exposure. AQAP4 proposals aim to mitigate these effects so will have a positive impact.	+	H
Disability	People with respiratory illnesses are more adversely affected by poor air quality.	+	H
Gender	Poor air quality is likely to adversely affect the health of the most vulnerable such pregnant women. Impact on pregnant women (and women of childbearing age) due to the impact of air pollution on premature births, reduced birth weights and reduced lung function in children. The proposals aim to mitigate these effects so will have a positive impact.	+	H

Gender Reassignment	No impacts identified	0	-
Marriage and civil partnership	No impacts identified	0	-
Pregnancy and maternity	Poor air quality is likely to adversely affect the health of the most vulnerable such as pregnant women. The proposals aim to mitigate these effects so will have a positive impact.	+	H
Race	No impacts identified	0	-
Religion and belief	No impacts identified	0	-
Sexual orientation	No impacts identified	0	-
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	No impacts identified	0	-
Low income groups	Potentially a perceived lack of access to digital technology. This would be explored on a case-by-case basis for specific AQAP4 projects.	+	H
Veterans, Armed Forces Community	No impacts identified	0	-
Other	N/A	-	-
Impact on human rights:			

List any human rights impacted.	N/A	-	-

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
No unlawful prohibited conduct or unwanted adverse impact identified	

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**
- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.	

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	**Conclusions/justification**
No major change to the proposal	The current overarching EIA relates primarily to what is currently known about measures proposed in AQAP4 and the proposed consultation arrangements for the statutory document. However, it should be noted that throughout AQAP4's 5-year delivery phase further EIAs will be needed to accompany specific projects/measures outlined in the document, many of which will be subject to further member approval. No potential for unlawful discrimination has currently been identified and any potential adverse impacts will be appropriately mitigated. Opportunities to advance equality and foster good relations will be sought throughout AQAP4's delivery and reported through individual project EIAs ahead of delivery.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Sub EIAs for specific measures	Produce sub EIAs where relevant for key projects	Core CYC responsible for delivery, which may be Public Protection, Transport, Highways etc	Ongoing / as projects progress

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Progress with delivery of measures in AQAP4 must be reported annually to DEFRA via Annual Status Reports (ASR). This report is subject to Executive Member decision prior to submission to DEFRA. Specific AQAP4 projects will be subject to further approval with accompanying EIAs where relevant.

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Meeting:	Executive
Meeting date:	18 July 2024
Report of:	Helen Whiting Chief People and Support Services Officer
Portfolio of:	Cllr Katie Lomas Executive Member of Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Decision Report: City of York Trading Limited - Creation of a New Company for the Provision of Agency Workers

Subject of Report

1. Executive are asked to consider the establishment of a brand new *Teckal* company, for the continued provision of agency workers to the Council of the City of York ("**CYC**").

2. The current *Teckal* company, City of York Trading Limited ("**CYT**"), is likely to cease meeting the *Teckal* requirements set out in Reg. 12(1) of the Public Contract Regulations 2015 (the "**Procurement Regs**") and Schedule 2, Part 1, Para 2 of the Procurement Act 2023 (once this comes into force later in 2024) in early 2025 and needs to change its current structure to retain *Teckal* status and to remain competitive.

3. CYT have provided a business case for the proposed restructure, attached to this document as **Confidential Annex A**, which has been summarised in the remainder of this report.

4. **The contents of the Background Documents annexed here to are to be treated as exempt under Section 100I and paragraphs 3 and 4 of Schedule 12A of the Local Government Act 1972**.

This is due to commercial sensitivities relating to the financial or business affairs of any of CYT and CYC, and due to information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising in relation to the proposals discussed here.

Benefits and Challenges

5. A full breakdown of the benefits and challenges for the formation of the New Company and the other options presented in this report is set out in "Options Analysis and Evidential Basis" below, and in Sections 16 and 24 of Confidential Annex A attached.

Policy Basis for Decision

6. In December 2022, Full Council approved a 10-Year Plan, known as "York 2032", and 10-Year Strategies. The Council Plan 2023-2027 was approved by Full Council in September 2023, and contributes to delivery of the 10-Year Strategies. The Council Plan has four core commitments, that define the outcomes the council will deliver over the current administrative term:

- Affordability;
- Environment;
- Equalities and Human Rights; and
- Health Inequalities.

The proposals within this report are consistent with these four key pledges as follows:

a) **Affordability** – The recommendations of this report will secure continuing employment for a number of staff in York and wider region. It will also look to retain a cost-effective service which supports CYC in the efficient and effective delivery of its services to the residents of York and will provide CYC with resilience and support CYC in meeting the financial challenges ahead.

b) **Environment** - The new company would adopt CYC's policy and strategy, aligning with the net zero and climate ready ambition for 2030. The existing company (i.e., CYT) will produce a Sustainability Statement demonstrating commitment to the Climate Change Strategy and ambitions.

Financial Strategy Implications

7. The proposal to create a new *Teckal* company does not have any longer-term implications for CYC's Financial Strategy. It does however ensure continued provision of a high quality, value for money service for sourcing and recruiting Candidates for Direct Engagement and Agency Workers. The recommended option set out within this report promotes resilience and will support CYC in meeting the financial challenges ahead.

Recommendation and Reasons

8. **Executive are asked to approve the following recommendations:**

    a. Further to Article 12 of the Council of the City of York's Constitution, approve the formation of a new *Teckal* compliant company for the Introduction of Candidates for Direct Engagement and the Provision of Agency Workers to Council of the City of York.

    b. Approve the novation of the Council of the City of York's current Contract dated 7th September 2023 for the Introduction of Candidates for Direct Engagement and the Provision of Agency Workers with the current *Teckal* company, City of York Trading Limited, to the New Company.

    c. Approve City of York Trading Limited making an Inter-Company Loan to the New Company of up to £500,000 to cover the initial licensing, the first month payroll and HMRC costs for the New Company, pending payment of the initial invoice under the Contract for the Introduction of Candidates for Direct Engagement and the Provision of Agency Workers by Council.

    d. Delegate authority to the Director of Governance to negotiate, draft and conclude with City of York Trading Limited all necessary documentation linked to the formation of the New Company including (but not limited to) the New Company's Articles of Association, Shareholder's Agreement, the

Novation of the Contract dated 7th September 2023 for the Introduction of Candidates for Direct Engagement and the Provision of Agency Workers between the Council of the City of York and the City of York Trading Limited to the New Company, and the Inter-Company Loan between City of York Trading Limited and the New Company.

9. **Reasons:**

   a) To ensure that the *Teckal* compliant New Company can deliver candidates for direct engagement and agency workers to CYC in compliance with Reg. 12(1) of the Procurement Regs (and Schedule 2, Part 1, Para 2 of the Procurement Act 2023 once this comes into force later in 2024).

   b) To ensure that CYT can continue to support CYC, whilst enabling the expansion of Work with Schools, Work with Yorkshire, and Williams & Anthony to maximise commercial opportunities and the potential dividend to CYC .

Background

10. The full background and context to this paper is set out in full in **Confidential Annex A** but has been summarised for Executive members below.

11. CYT was established in 2011 by CYC. CYC is the sole shareholder, with profits made by CYT either being reinvested back into the operation of the company or coming back to CYC in the form of dividends. CYT provide recruitment services for temporary, permanent, and seasonal jobs to both the public and private sector on an ad-hoc, part and full-time basis for clients based in and around York, filling a wide range of vacancies including admin, customer service, ICT, technical and finance to social work, events, and manual work. It has four recruitment divisions Work with York, Work with Schools, Work with Yorkshire, and Williams & Anthony ("**W&A**").

12. A decision was made by the Executive in June 2013 that all requests for agency staff or casual work for CYC would be made through Work with York ("**WwY**").

13. This contract was extended for a further five years (with an option 2-year extension period available) on 7th September 2023 following an Executive Decision on 15th June 2023.

14. The Executive agreed these arrangements because of a clear business case which demonstrated that there were advantages to CYC using CYT over external agencies, and the following benefits and flexibilities by:

    i. keeping agency staff costs to a cost-effective level for CYC whilst maintaining quality of service;

    ii. ensuring that we meet our commitments of paying a Living Wage; and

    iii. growing a successful commercial business and profits that can be returned to CYC.

15. CYT was established as a *Teckal* company. This enabled CYC to take advantage of the exemption contained under Reg 12(1) of the Procurement Regs and Schedule 2, Part 1, Para. 2 of the Procurement Act 2023 (also called "**Vertical Arrangements**") to award long-term contracts to the company for the supply of services without the requirement to undertake a public procurement exercise, **PROVIDED THAT <u>all</u>** of the following three conditions are met:

    i. CYC, either on its own or jointly with other contracting authorities, exercises a similar degree of control over CYT as it does over its own departments (in other words, CYC exercises a decisive influence over both strategic objectives and significant decisions of CYT) (the "**Control Test**");

    ii. CYT must be inwardly, not outwardly focussed, in that more than 80% of the work undertaken by CYT is for the benefit of CYC or for other organisations controlled by CYC (averaged over 3-years) (the "**Function Test**"); and

    iii. there is no direct private capital participation in CYT except for no controlling and non-blocking forms of private capital participation required by national legislative provisions, which do not exert a decisive influence on CYT.

16. CYT currently has four recruitment divisions:

i. ***WorkwithYork (WwY)*** provide temporary, casual, and interim staff to CYC and also recruit candidates for hard-to-fill permanent roles

ii. ***WorkwithSchools (WwS)*** provide education supply staff to local schools, nurseries, and colleges. This includes York maintained schools. Maintained schools are able to choose their agency provider who are charged directly for any costs. This will remain with CYT and not transfer to the New Company.

iii. ***WorkwithYorkshire (WwYorkshire)*** are generalist recruiters targeting commercial, charity and public organisations in and around York and West, North & East Yorkshire. This will remain with CYT and not transfer to the New Company

iv. ***Williams & Anthony ("W&A")*** following shareholder approval, the Company acquired the assets of W&A a York-based Civil Engineering recruiter in February 2024. This will remain with CYT and not transfer to the New Company

17. This diversification has so far enabled CYT to maintain operating capacity during periods of fluctuating demand from CYC, avoiding the need for widescale redundancies, delivering some economies of scale, and generating profits.

18. The governance arrangements for CYT are set out in the articles and a shareholders' agreement, dated 1st April 2021. These are drafted to reflect local authority control and the *Teckal* provisions. The shareholders' agreement includes a number of provisions including the appointment of directors and the chair, the frequency of board meetings, and the requirement to prepare an annual business plan and budget. The agreement also includes a number of reserved matters which require prior approval of CYC as CYT's sole shareholder. These reserved matters include any proposed changes to the company's name, the articles, the establishment of any subsidiaries, the admission of any new shareholders and any changes to the authorised or issued share capital.

19. The CYT board of directors currently comprises:

Name	Position
Cllr Ian Cuthbertson	Chair and Non-Executive Director
Cllr Kallum Taylor	Non-Executive Director
Cllr Jason Rose	Non-Executive Director
Ann Vickers	Non-Executive Director
Lisa Wood	Non-Executive Director
Chloe Kerridge-Phipps	Non-Executive Director
Karen Bull	Managing Director

20. CYC also has arrangements in place to maintain oversight over the strategic direction and performance of CYT. They also ensure that CYT's purpose and aims continue to be aligned to their own priorities. This involves the approval of the CYT business plan and annual budget by the CYC Shareholder Committee and the periodic reporting of performance including the submission of audited financial statements and an annual report. Together with the articles and shareholders' agreement, these arrangements help CYC to demonstrate the degree of control required to satisfy the *Teckal* exemption.

21. Owing to budget challenges within CYC, demand for and spend on WwY agency staff from CYT has reduced by two-thirds over the last two years, with a large drop over the previous six months. The number of live non-shift-based assignments has dropped from 363 in February 2022 to 78 in February 2024. CYC's weekly billings have dropped from an average £151k in February 2022 to £89k in August 2023 and down again to £53k in February 2024.

22. At the same time as a reduction in the value of services provided to CYC, the commercial offer has increased which means that CYT is not expected to be *Teckal* compliant by January 2025, due to the company no longer being able to meet the 80% activity threshold required under the Function Test under the *Teckal* exemption .

Confidential Annex A para 12 to 15 provides more financial information.

Consultation Analysis

23. The Executive Member for Finance, Performance, Major Projects, Human Rights, Equality, and Inclusion was briefed on 25th April 2024 by the Head of HR.

Options Analysis and Evidential Basis

24. A full options analysis in respect of this paper is set out in full in **paragraph 16 and 24** of **Confidential Annex A** but has been summarised below.

25. In order to address the issues facing the group as described in the **Background** to this paper above, Executive are asked to consider the following four options:

a. ***Option 1 - Do Nothing***

This option is not viable as legal advice has indicated that CYT will not be *Teckal* compliant in January 2025 due to the current value of external fee work exceeding the 20% limit (see **Background** above and **Legal Implications** below).

This could open up CYC to possible legal challenge and would result in CYT losing its contract with CYC.

b. Option 2 - Keep the existing business structure but take immediate steps to reduce external work to return to Teckal compliance

This would involve reducing the value of non-CYC work with WwS, WwYorkshire and W&A to below 20% of total turnover. This would have an impact on CYT's financial viability due to the loss of profitable non-CYC work and further reductions in the value of other client income might be needed to match any reductions in the value of income from services to CYC as a consequence of the need to deliver more budget savings.

There would also be additional costs due to the need to make staff redundancies.

Overall, this option is not considered to be sustainable in the long-term and can therefore be discounted.

c. Option 3 – Create an in-house bank of agency workers

A further option would be to create an in-house bank of agency workers.

Setting up an internal bank would require additional CYC resource to be allocated to manage the bank and source candidates.

Additional resource would also be required in Business Support to manage adding and removing agency workers from the payroll. A new weekly payroll system would need to be set up as it is unlikely that agency workers would want to be paid monthly in line with other CYC employees.

There would also be pension implications and auto-enrolment of temporary staff to the Local Government Pension Scheme.

A timesheet facility would also need to be set up managed alongside a resourcing database of agreed terms, in addition IT costs associated with additional licences would be required for iTrent (HR and payroll system) as they are charged based on the number of active employees/workers on the payroll. A team would also need to ensure that references and qualifications are checked (WwY currently do this on CYC's behalf) and DBS check costs would also increase as CYC would need to pay for the checks.

To undertake this option, it is anticipated that there would need to be a 12-to-18-month project implementation plan. There would also be TUPE implications if this option were agreed.

This option is not viable due to the additional costs and the timeline as current advice has indicated that CYT will not be

Teckal compliant in January 2025 due to the current value of external work exceeding the 20% limit.

Option 4 - Form a brand new Teckal compliant company

This option would involve the purchase and creation of a new standalone company wholly owned by CYC.

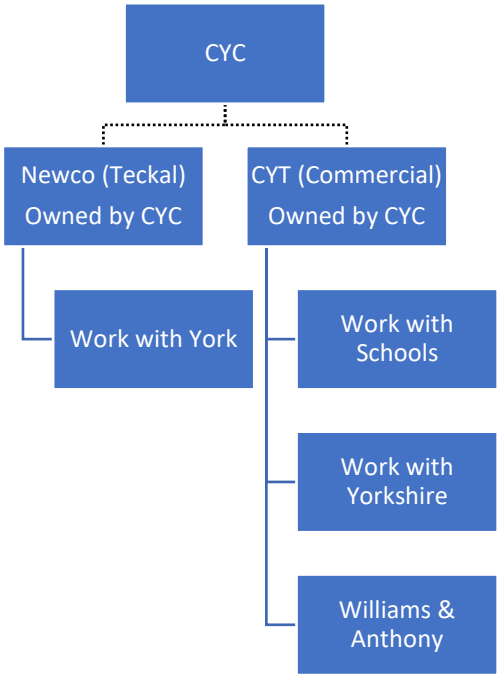
The existing contracts for the direct engagement of candidates and the supply of agency worker services to CYC would then be novated to the new company.

All the existing commercial contracts would remain with CYT and CYT would become a non-*Teckal* company providing services to external clients. CYT would continue to be a company owned by CYC. To the extent that CYT make a surplus in respect of any services it provides externally, this would either be reinvested in its business operations or returned to CYC in the form of a dividend as has been the case in previous years.

After setting up of the New Company, the transfer of WwY candidates to new terms and conditions, the set-up of separate accounts and payroll, separate candidate and client records on CYT's CRM and changes to other systems and websites will be required.

An Inter-Company Loan from CYT to the New Company of up to £500,000 will be required to cover the initial licensing, the first month payroll and HMRC costs for the New Company, pending payment of the initial invoice under the Contract for the Introduction of Candidates for Direct Engagement and the Provision of Agency Workers by Council.

The CYT structure would be as follows:



There may be an opportunity to review of the Articles of Association, Shareholders Agreement and board membership of the commercial company, CYT, in the future to maximise the commercial opportunities, as CYT, being a non-*Teckal* company will not be subject to the same rules and considerations. However, under Article 12 of the Council of the City of York's Constitution, any changes to CYT's constitutional documents would still be subject to Executive approval, so any such changes would be brough to Executive under a separate report if necessary.

CYC Legal Services have confirmed that the above corporate structure would satisfy the *Teckal* Exemption. It is anticipated that the first pay date under the New Company would be in November 2024.

26. **Option 4 is therefore the preferred recommended option**.

27. The full details of the proposals under Option 4 can be find in **Sections 18 to 25 and Confidential Annex A.**

28. A further report would be taken to Executive at the proper time to approve and ratify the Articles of Association, Shareholders Agreement, Service Contract and any other governance documents and arrangements underpinning the New Company (as well as any necessary changes required to the governance documents and arrangements currently underpinning CYT).

Organisational Impact and Implications

29. ***Financial***

The creation of a new company will involve costs to CYT through set up and administration although these are likely to be small. The recommended option provides opportunity for CYT to expand external business and continue to provide dividends to the council. By introducing a new company, the monthly costs which were incurred by CYT limited will be split between CYT Commercial and CYT Newco. It will be necessary therefore for the working capital that funds the cash flow of the company (payments to staff in advance of reimbursement from the council) to be passed to CYC Newco in the form of a loan. This does not in itself increase the costs of the companies.

30. ***Human Resources (HR)***

There are no HR implications to this report.

31. ***Legal***

a) Vires

CYC would rely on their general trading powers as set out in Section 95 of the Local Government Act 2003 and Section 4 of the Localism Act 2011 to set up a new company.

Section 95 of the Local Government Act 2003 allows relevant authorities to undertake any commercial activities which they would otherwise be authorised to undertake for the purpose of performing their ordinary functions.

Section 4 of the Localism Act 2011 confers a general power on local authorities to undertake any commercial activities which they would be authorised to do in the exercise of their general power of competence. Where a local authority relies on these general trading powers then they must do so through a company.

The Section 95 and Section 4 General Trading Powers also prescribe which company structures may be used. These include companies limited by shares and by guarantee.

A local authority must also prepare a business case supporting the exercise of the Section 95 power, which the authority must approve (Local Government (Best Value Authorities) (Power to Trade) (England) Order 2009). The business case attached to this paper as **Confidential Annex A** is deemed to satisfy this requirement.

b) CYC Constitution and Reserved Matters for Shareholders

The Leader and Executive are responsible for all of CYC's functions (including local area functions), except those which are required by the law or CYC's Constitution, to be the responsibility of CYC itself, or any other non-Executive part of CYC.

The decision to form a new company under the provisions of the Local Government Act 2003 and the Localism Act 2011 referred to above, subject to input and advice from officers, is an Executive function.

In any event, as per the information in this paper and **Confidential Annex A**, as the budgeted turnover for services to be provided by CYT (including the New Company if the Executive approve Option 4 under this paper) to CYC in 2024/25 is likely to exceed £500,000 any decision relating to this service is arguably a Key Decision reserved to Executive.

Article 12 of the CYC Constitution reserves certain matters relating to *Teckal* and Non-*Teckal* companies to the Executive. For example, approval of the New Company's company governance documents, and approval any changes to CYT's company governance following the establishment of the New Company e.g., including amending a company's Articles of Association or its Shareholder Agreement in due course, and any intra-company loans between CYT and the New Company (including but not limited to the initial loan recommended under this paper) specifically require Executive approval further to paragraph 5 of Article 12 of the CYC Constitution.

Article 12 of the CYC Constitution also delegates authority from the Executive on other certain matters relating to *Teckal* and Non-*Teckal* companies to the Shareholder Committee. However, the Executive as the parent committee still has authority to take decisions that would otherwise be delegated to the Shareholder Committee under Article 12 if necessary in the future.

c) Commercial and Procurement Law Implications

CYC Legal Services have been consulted already with regards to the proposals this paper.

The proposed new corporate structure under recommended Option 4 of this paper will satisfy both the Control and Function tests set out in Reg 12(1) of the Procurement Regs, and also meet the requirements of Schedule 2, Part 1, Para. 2 under the Procurement Act 2023 when this comes into force. The *Teckal* exemption would therefore apply for the award of contracts to the New Company under Option 4 without the need to go through a procurement process.

CYC's control over the New Company will be ensured principally through its status as the sole shareholder and the prescription of "Reserved Matters" either within the New Company's Articles or Shareholders Agreement as has been the case historically with CYT (both of with require the input of Legal Services) and by the corresponding Scheme of Delegation – requiring the "owners" to approve key aspects of the business.

CYC will need to actively participate in the governance and management of New Company and contribute to financing its activities. A *Teckal* arrangement must operate as a shared and controlled "in-house" department rather than as a purchasing arrangement. Services provided by the New Company to CYC must be provided on a non-commercial basis, as is currently the practice with CYT. This does not preclude the New Company from establishing a surplus as an operational buffer, provided that this is either used in operation of the cooperative arrangements and/or periodically "reconciled" in the form of a dividend to CYC.

The Procurement Act 2023 introduces slightly different tests for *Teckal* (under the Act referred to as "vertical arrangements") but in practice the Control Test contained in Schedule 2 of the Act is not that fundamentally different from the test currently contained under Reg 12(1) of the Procurement Regs. There is, however, a new component of the test under the Procurement Act, requiring that any controlling or member entity fulfils the requirement of "parent undertaking" as defined under section 1162, Companies Act 2006. It is worth noting that, whilst on its face this section appears relatively straightforward to apply, the fact that it is a test under the Companies Act 2006 rather than procurement legislation means that company law considerations will need to be considered. Further Government guidance is to be published on the Act and the scope of the Vertical Arrangement exemption and Legal Service's advice on this topic remains subject to any changes that may be introduced as part of those or any other future amendments.

All documentation relating to the New Company, including (but not limited to) the Articles, any Shareholders Agreement, and novation of the existing contract dated 7th September 2023 between CYC and CYT for Direct Engagement of Candidates and the Provision of Agency Workers, will require the input of CYC Legal Services.

In terms of novating the Contract dated 7th September 2023, both Legal Services and colleagues in Commercial Procurement must be consulted to ensure that:

1. The CYC Service Agreement is properly novated with a Deed of Novation in accordance with Rule 19.3.2(i) of CYC's Contract Procedure Rules under Appendix 11 of the CYC Constitution.

2. The CYC Service Agreement is properly novated in compliance with Reg. 72(1)(d) of the Procurement Regs.

3. That the handover of the Services from CYT to the New Company is done so in accordance with terms and conditions of the Contract, including any indemnities from CYT to CYC in relation to any employment matters

and/or claims as result of the transfer of Services from CYT to the New Company (colleagues in HR and Finance should also be engaged with on any TUPE/Pension related matters).

Finally, as historically with CYT, the New Company's own procurement activities will be bound by the Procurement Regs and later the Procurement Act 2023, and, as wholly owned local authority trading companies, both CYT and the New Company will also be covered by the provisions of the Freedom of Information Act 2000.

32. ***Procurement***

Option 4 of this paper will satisfy both the Control and Function tests set out in Reg 12(1) of the Procurement Regs, and meet the requirements of Schedule 2, Part 1, Para. 2 under the Procurement Act 2023 when this comes into force. The Teckal exemption would therefore apply for the award of contracts to the New Company under Option 4 without the need to go through a procurement process. However, should any changes arise, both Commercial Procurement and Legal Services must be consulted prior to any agreements being entered into.

33. ***Health and Wellbeing***

There are no direct health implications of this decision

34. ***Environment and Climate action***

No Carbon Reduction or Climate Change Implications have been identified.

35. ***Affordability***

As outlined in the report the recommendations of this report will secure continuing employment for a number of staff in York and wider region.

36. ***Equalities and Human Rights***

CYC recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected

characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

At the time of writing, it is believed that there are no Equalities or Human Rights implications in respect of the matters discussed in this report. However, an Equalities Impact Assessment ("EIA") will be carried out in due course and the process of consulting on the recommendations in this report will identify any equalities implications on a case-by-case basis, and these will be addressed in future reports.

37. ***Data Protection and Privacy***

Data protection impact assessments ("**DPIAs**") are an essential part of our accountability obligations and is a legal requirement for any type of processing under UK data protection and privacy legislation. Failure to carry out a DPIA when required may leave CYC open to enforcement action, including monetary penalties or fines.

DPIAs helps us to assess and demonstrate how we comply with all of our data protection obligations. It does not have to eradicate all risks but should help to minimise and determine whether the level of risk is acceptable in the circumstances, considering the benefits of what CYC wants to achieve.

The DPIA screening questions were completed for this report and as there is no personal data being processed for the options set out in this decision report, there is no requirement to complete a DPIA at this point. However, this will be reviewed where required, on the approved options from this report

38. ***Communications***

There are unlikely to be any implications for the Communications Service of this report, except to deal reactively with any media enquiries which may result.

39. ***Economy***

No Economy implications have been identified.

Risks and Mitigations

40. Please refer to **Background, Option Analysis Evidential Basis** and **Organisational Impact and Implications** above, and **Sections 16 to 24 and Appendix A of Confidential Annex A.**

Wards Impacted

41. All Wards.

Contact details

For further information please contact the authors of this Decision Report.

Author

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Report approved:	Yes
Date:	03/05/2023

Co-author

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Telephone:	
Report approved:	Yes
Date:	03/05/2023

Background papers

N/A

Annexes

- Confidential Annex A - Business Case for formation of Newco submitted by CYT on 1st May 2024.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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Meeting:	Executive
Meeting date:	18th July 2024
Report of:	Director of Housing and Communities
Portfolio of:	Cllr Michael Pavlovic, Executive Member for Housing, Planning and Safer Communities

Decision Report: Improving the standard of council housing through the adoption of an acquisitions and disposals policy

Subject of Report

1. This reports seeks Executive approval to adopt an acquisitions and disposals policy for a small number of council houses, with all sales proceeds from disposals being ringfenced for the acquisition of replacement homes. The policy will impact less than 2% of the housing owned by the council and will be gradually implemented over several years.

2. The council owns and manages around 7400 homes. These range from homes built in the early 20th century right through to the present day. Homes built prior to 1920 are often more expensive to maintain, more complicated and expensive to retrofit to high levels of thermal comfort, and are often more difficult to adapt to meet the changing needs of residents. Some of these homes are also in areas with higher values. This therefore presents an opportunity to seek to dispose of some of these homes and to replace them with more modern homes which better meet the needs of council house customers. The business case supports a plan to replace any homes sold on a 1-1 basis. This will ensure we retain council housing numbers but transition into more suitable and modern housing stock.

3. As well as better meeting the needs of our residents, this approach can help to control costs in terms of both repairs and maintenance but also retrofit activity. Homes of non-traditional construction or without cavity walls require a level of retrofit works which can be

cost prohibitive. The same level of investment could deliver positive outcomes for a greater number of customers who live in our more standard house types.

4. The council has sold a small number of ‘high value’ council homes on an ad hoc basis since the 2015 Housing Revenue Account Strategic Asset Plan. This paper seeks to accelerate and add greater structure and a formal process around this approach.

5. A formal policy which it is proposed to be adopted is attached at Annex A. The policy proposes that disposal decisions will be considered for suitable homes when it becomes void (i.e. when a tenancy is ended by the customer), when major disruptive works are planned (e.g. home modernisation), or when a resident complaint reveals that major disruptive works are needed in the coming years and there are more suitable alternative accommodation options.

Benefits and Challenges

6. Disposals will be linked to a 1:1 ringfenced delivery of a replacement home into the HRA stock, and with acquisitions exceeding disposals where possible. As this approach is dependent on market fluctuations, the policy will be closely monitored and if acquisitions become more expensive than disposals, the programme would pause for a review to take place or until market conditions allow it to continue.

7. The aim of the policy is to improve stock quality and the cost effectiveness of the council’s landlord services by prioritising high quality homes at genuinely affordable rents. The aim would be to add one additional home to the stock for every home which is disposed of. This policy seeks to ensure that we can provide the best long-term homes for our tenants by providing more homes that meet our priority housing need, higher levels of energy efficiency, and homes which are already adapted or are easier to adapt to support independence.

8. The Housing Delivery Team has significant experience in both acquisitions on the open market and disposals of high value homes.

Policy Basis for Decision

9. The HRA disposals policy aligns with the following objectives within the Council Plan:

- **Increase the supply of quality affordable housing –** the disposal policy would help to improve the condition of current social housing. The funds used from the disposal of expensive to maintain or improve houses can be used to acquire replacement homes that better meet the needs of residents.

- **Cutting carbon, enhancing the environment for our future –** the cost of retrofitting some of our older housing stock is high. To do so would disproportionally utilise investment funds within the HRA. By targeting retrofit investment into more modern buildings, we can retrofit a greater number of homes reducing carbon emissions from our stock.

- **A health generating city for children and adults –** some of our housing stock is more difficult to adapt to meet the changing needs of some of our residents. By replacing this with more modern housing we are able to provide homes which are both warmer and easier to adapt to meet the needs of council house residents.

Financial Strategy Implications

10. It is important that the council seeks to maintain, and where possible increase the amount of council housing available. These homes support low-income residents to have somewhere safe and affordable to live. Maintaining stock is also important for supporting HRA investment plans, as any reduction in homes reduces rental income and therefore our ability to spend.

11. It is proposed that any homes disposed of would be replaced on a 1-1 basis as a minimum. Sales receipts will be ringfenced to enable the purchase of alternative and more modern homes. An allowance is included in the project plan for staffing, agent and legal costs to enable the disposal and acquisition of homes. The Housing Delivery team have purchased and sold over 100 homes

in the last few years through the second-hand shared ownership programme and disposals at Lowfield Green.

Recommendation and Reasons

12. Executive is asked to:

    a) Approve the adoption of the Housing Revenue Account Acquisitions and Disposals Policy attached at Appendix A

    b) Approve the delegated authorities set out in the Housing Revenue Account Acquisitions and Disposals Policy to enable the acquisition and disposal of council homes which meet the criteria set out in the policy.

    c) Note that updates on acquisitions and disposals will be included in future Housing Delivery Programme Executive updates.

Background

13. The council own and manage around 7400 council homes. These are spread across the city and vary significantly in age, size, energy efficiency, and construction type. A small number of these homes, around 140, are in relatively high value areas and are of an age and construction type which creates significant complexity and cost in terms of maintenance, adaptation, and energy efficiency.

14. Executive approved a Housing Asset Management Plan in December 2022. This set out the principles of sound long term asset management principles to ensure that we provide the best quality housing we can within our financial resource capacity. Included within the Plan was a commitment to consider the long-term suitability of our homes. Where a home is unsuitable in the long term a disposal will be considered. This report and the attached process at Annex A seeks to add greater detail and transparency around this objective. Delivering on this objective will enable us to provide a greater number of residents with a home which better suits their needs and which provides a greater level of thermal comfort. The approach proposed within this paper is consistent with good practice utilised by a number of providers of social housing, locally and nationally. Over time, this approach can modernise the overall stock profile.

15. Prior to the adoption of the proposed process (Annex A) decisions around disposals have been taken on an ad hoc basis using officer delegations where appropriate and in the case of higher value homes, through Executive decisions. This report seeks to create a clear and transparent approach around decision making with suitable delegations ensuring we can act swiftly in responding to suitable opportunities to dispose of or acquire homes.

Consultation Analysis

16. The Housing Asset Management Plan 2023-28 which included high level plans to dispose of council housing which is considered unsuitable (both financially and in terms of meeting customers needs) was developed following extensive cross departmental working. The plan was approved at Executive in December 2022. This report seeks to add detail and transparency around the process for making decisions to dispose of and then replace council homes.

Options Analysis and Evidential Basis

17. The 2015 Housing Revenue Account (HRA) Strategic Asset Plan onwards made provision for the disposal of the lowest performing HRA homes and assets. This is in line with good asset management practice across the social housing sector and sound long-term asset planning. This approach supports the delivery of council house customer value by avoiding disproportionate financial impacts from a very small number of low performing properties. This policy aims to maximise the standard and cost effectiveness of the council's landlord services by prioritising high quality homes at genuinely affordable rents despite the challenges of budget pressures. The policy establishes that receipts from disposals with be reinvested through expansion of HRA stock. The principle would be to operate on the basis of one additional home added to the stock for every home which is disposed of. Consideration will also be given to opportunities for purchase of Section 106 affordable housing into the HRA stock.

18. We have the experience through the Housing Delivery Team of acquiring homes on the open market through the successful second-hand shared ownership programme, some grant funded acquisitions and a small number of strategic acquisitions. This team have also led on a small number of disposals of high value

homes as well as significant sales at Lowfield Green which have provided investment capacity for the new build programme.

Disposals Approach and Criteria

19. To give a sense of scale, in recent years we have sold just 3 HRA properties. This paper seeks support to increase this with sale receipts ringfenced for acquisitions. Typical property types that would be expected to be considered for disposal are built pre-1920 and other non-traditional construction types built over the subsequent decades.

20. Many of these homes are more expensive to maintain and would need significant investment in order to achieve an EPC C rating. Such levels of investment into a small number of homes is prohibitive at a time of significant cost pressures across the service. The same level of investment into the rest of our stock would deliver positive outcomes for many more households. Many of the pre-1920 houses are valued at a significantly higher amount than the average council house across the stock, providing an opportunity to replace any sold homes with a more modern home.

21. This broad approach is incorporated within the 2023-2028 Housing Asset Management and Energy Efficiency Retrofit Plan, which were approved by Executive in December 2022. This policy adds detail to the plans, setting out a cost-benefit appraisal process, adding transparency and accountability to any future disposals.

22. There are around 140 properties within HRA ownership that would be likely to be considered a priority for disposal as set out in this policy. These are predominantly pre-1920 houses, in higher value areas. These homes would require significant investment to meet our retrofit and decent homes ambitions over the next 30 years. Selling these properties at market value would generate receipts that could be invested in the purchase of more suitable homes.

23. Around 500 council houses a year become void. It is anticipated that a no more than 20 of these would potentially meet the disposals criteria, this is just 0.2% of total council housing stock.

24. Properties may be considered for disposal at any of the following points:
    - When they become void and therefore the house has no tenant;

- When major works or repairs are identified and this will cause major disruption and incur significant cost, for example full home modernisation; or
- When a complaint by a tenant or through any other source and it is assessed that major works would be needed within the next 3-5 years.

25. Alongside considering the asset, consideration will be given to the needs of the occupant (in the event the house has not become void). If there are clear benefits for the existing resident to staying in the current house and there is not suitable alternative accommodation that is acceptable to the resident then the house will not be sold at this time and the necessary investment work will be undertaken.

Acquisitions Approach and Criteria

26. Purchases of replacement properties will be prioritised utilising the criteria set out below:

- Priority will be given to properties that are adaptable or already adapted to meet identified accessibility needs that are difficult to meet through the existing social housing stock
- Homes which are of modern construction will be prioritised to reduce the average age of our housing stock
- Homes which have double bedrooms
- Homes which require no major repairs
- Homes will be pepper potted throughout the city where there is good evidence of demand for the property type with good sustainable transport connections
- Homes which are at EPC C or above or require only a modest investment to achieve that standard
- Homes which meet a priority need

27. It is proposed that Executive approval of this Disposals and Acquisitions Policy will implement this position and confirm the delegation of individual property disposal decisions in line with the strict criteria set out in the policy. Individual acquisitions and disposals up to a value of £500,000, will be delegated to the Section 151 Officer, in consultation with the Director of Housing and Communities. This in line with the council's Constitution, as set out in Financial Regulations, Part D, paragraph 44c(i). For any

sales of either single or multiple adjoining properties that may be above £500,000 value, Executive approval must be sought.

Organisational Impact and Implications

- **Financial**

The sale of any property or to have a property empty means a loss of rental income therefore a priority is to re-let a property or replace that property as soon as possible. Grant income is available to increase the energy efficiency of the council stock however this requires resources of officer time and match funding from the council. During the time a property is undergoing development the council receives no income. In cases where the capital receipt available will enable the purchase of new property of a more suitable type and location will be a benefit to the council HRA account. The capital receipt is also available to help fund new build developments of energy efficient properties of a more suitable design.

- **Human Resources (HR)**

There are no direct HR implications within this report.

- ***Legal***.

Unlike other property owners, local authorities are subject to some legal constraints when they come to dispose of land or buildings in their ownership.

The Council has a statutory power under Section 32 of the Housing Act 1985, to dispose of any HRA land held by the Council (including granting a lease). Although Section 32 requires that the consent of the Secretary of State is obtained for a disposal of HRA land (whether at or below market value), General Consent Orders automatically give SoS consent to disposal/leasing of such land in specified circumstances.

In relation to potential purchase of properties by the Council for use as additional affordable housing, S.120 of the Local Government Act 1972 gives the Council power to acquire land for

the purposes of any of the Council's functions or for the purpose of the benefit, improvement or development of the Council's area.

These powers provide the backdrop against which decisions to dispose of property in the Council's ownership or acquire new properties must be made.

It is appropriate to have a transparent framework for reviewing and making decisions on disposals and acquisitions of properties which addresses changing requirements.

- ***Procurement***.

There are no direct procurement implications contained within the report.

- ***Health and Wellbeing***

Housing is more than just a physical structure. The Health Foundation report How does housing influence our health? (2019) considers a healthy home to be: an affordable, safe and secure base; provides for all household needs; allows people to feel safe and comfortable; and is connected to community, work and services. Having a healthy home is a key wider determinate to overall health and wellbeing, reduces incidences and conditions, keeps people out of hospital and reduces GP visits. Quality housing also plays an essential role in supporting those with mental health conditions.

Any initiative which supports people into affordable, safe housing is supported by Public Health

- ***Environment and Climate action***

While council owned homes generally have a higher environmental performance than other housing stock across the city, certain property types make retrofit works expensive and challenging to undertake. The Green Building Council recognises the purchase of a new home as an important trigger point for retrofit and therefore, this approach could create an opportunity to improve the environmental performance of these properties. To capitalise on this, homes that are disposed of should be referred to the Retrofit-

One-Stop-Shop for York to ensure support is available to the new homeowners.

- ***Affordability***

The recommendations in this report will mean that resulting homes will be in better condition and energy efficient, resulting in a reduction in household costs particularly in relation to costs of electricity and fuel.

- ***Equalities and Human Rights***

A full EIA is included in Annex B

- ***Data Protection and Privacy***

As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data protection impact assessment (DPIA). This is evidenced by completion of DPIA screening questions AD-07211

- ***Communications***

Resources are already in place to support the work of the Housing team. Work, outputs and outcomes are overseen and managed in a relationship between the two services, subject to a service level agreement.

While it is envisaged that current resources will be sufficient to meet any additional demand generated by the activity outlined in this report, monitoring of the requirements will continue in the relationship, and consideration given to increasing the communications resources as required.

- ***Economy***

Approximately 3,500 properties in York are bought and sold each year. Although the recommendations in this report relate to commercial activity in the housing market, the report makes it clear that the maximum number of properties that the new policy would apply to would be 20 per annum, representing less than 0.6% of market transactions.

By increasing the number of properties owned by the council that are suitable for retrofit, the recommendations would have a positive impact on measures being undertaken to increase the supply of skills in this part of the construction sector. Taking this indirect impact into account, the overall effect of the proposals would thus represent a positive impact on the local economy.

Risks and Mitigations

28. There are multiple risks associated with the recommendations in this report that will need to be managed and mitigated where possible. The key risks are considered to be:

- *Housing market fluctuations* – the value of houses can change quickly with market fluctuations. The acquisitions and disposals policy seeks to replace sold council houses on at least a one for one basis. During periods of high house price inflation, there is a risk that the value achieved on the disposal of a house may not be sufficient to acquire a replacement house that better meets our residents needs. To mitigate this risk we will seek independent market valuations before disposing of any homes, continue to monitor house prices in the city, and ensure that we seek to acquire a replacement home as quickly as possible once a home is disposed of. We will update Executive on the numbers of acquisitions and disposals as part of Housing Delivery Programme update papers and will keep the policy under review.

- *Temporary reduction in homes available to rent* – this policy proposes to dispose of a small number of council homes over a number of years and to replace these with homes more suitable for our residents over the long term. However, this process may result in a small reduction in the number of homes available to rent whilst we replace homes. This will be mitigated through a process of disposing of small numbers of homes per year and seeking replacements as quickly as possible. It is likely that this policy will only be applied to around 0.2% of council homes and the majority at the point they become void and therefore are not in use by council tenants.

- The Council's Constitution, as set out in Financial Regulations, Part D paragraph 44c(i) require that decisions above £500,000 require a full Executive decision. Whilst very few of the homes allocated for disposal within this policy are currently at that value,

there is a risk that future house price inflation in York could result in many disposals requiring a full Executive approval prior to disposal which could result in significant void times.

Wards Impacted

29. *All*

Contact details

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Background papers

Executive paper – December 2022 - 2023-2028 Housing Asset Management and Energy Efficiency Retrofit Plan

Annexes

- Annex A: Proposed Disposals and Acquisitions Policy
- Annex B: Equalities Impact Assessment

Disposals and Acquisitions Policy

City of York Council, Housing Revenue Account properties

Version: 1.0: 1/7/2024
Approved: [date]
Approved by:

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1. Context and Policy Aims

1.1 From the 2015 Housing Revenue Account (HRA) Strategic Asset Plan onwards, provision has been made for disposal (sale) of the lowest performing HRA homes and assets. This is in line with good asset management practice across the social housing sector and sound long term asset planning, and supports the delivery of tenant value by avoiding disproportionate financial impact from a very small number of low performing properties. This policy aims to maximise the standard and cost effectiveness of the council's landlord services by prioritising high quality homes at genuinely affordable rents despite the challenges of budget pressures. The policy establishes that receipts from disposals with be reinvested through expansion of HRA stock or within the existing stock.

1.2 The council is also delivering an ambitious new build programme. This is delivering homes which are environmentally friendly, heathy to live in, and are more accessible. To complement this a smaller number of additional Housing Revenue Account (HRA) homes could be acquired through open market purchases. This would add quality homes of the types needed to council housing stock. This

could be funded through the disposal of homes which offer lesser value to our residents and many of which are expensive to maintain, and would constitute an expansion of the existing Housing Delivery Programme as a result. The principle would be to operate on the basis of one additional home added to the stock for every home which is disposed of.

1.3 We have the experience through the Housing Delivery Team of acquiring homes on the open market through the successful second-hand shared ownership programme and a small number of strategic acquisitions. This team have also led on a small number of disposals of high value homes which has provided investment capacity for the new build programme.

1.4 To give a sense of scale, in recent years we have sold 3 properties. This policy sets out a methodology to increase this with sale receipts ringfenced for acquisitions. Typical property types that would be expected to be considered for disposal are pre-WW1 homes and other non-traditional construction types.

1.5 Many of these homes are more expensive to maintain and would need significant investment in order to achieve an Energy Performance Certificate (EPC) Band C rating. Such levels of investment into a small number of homes is prohibitive at a time of significant cost pressures across the service. Many of the pre-WW1 houses are valued at a significantly higher amount than the average council house across the stock providing an opportunity to replace any sold homes with a more modern home. Using a Net Sales Receipt (NSR) methodology as described in Appendix C, their net sales receipt is on average positive, in contrast to the negative estimated NSR for most property types and ages.

1.6 It is anticipated that disposals will be linked to a 1:1 purchase of a replacement home into the HRA stock, at a minimum, and with acquisitions exceeding disposals where possible. This is in order to maintain and increase the council's long-term housing asset base, ensuring as many residents on the waiting list as possible can access a council home. Clearly this ambition is dependent on market fluctuations which are outside of our control, and therefore the approach will be closely monitored and if acquisitions become more expensive than disposals, then the programme would stop and a review would take place to develop an alternative plan. Receipts may also be used to fund essential capital works for

significant upgrades to existing homes, in exceptional circumstances.

1.7 Consideration will also be given to opportunities for purchase of Section 106 affordable housing into the HRA stock.

1.8 This broad approach is incorporated within the 2023-2028 Housing Asset Management and Energy Efficiency Retrofit Plan, which were approved by Executive in December 2022. This policy adds detail to the plans, setting out a cost-benefit appraisal process using the criteria shown in section 4, which will inform decisions on disposals which will be taken through a process described in section 3.

Part A: Disposals criteria and procedure

2. Policy aims and replacement of sold properties

2.1 There are around 140 properties within HRA ownership that would be likely to be considered a priority for disposal as set out in this policy. These are predominantly pre-WW1 houses, in higher value areas. These homes would require significant investment to meet our retrofit and decent homes ambitions over the next 30 years. Selling these properties at market value would generate receipts that could be invested in the purchase of more suitable homes.

2.2 It is intended that a maximum of 15-20 properties would potentially be brought forward annually for potential disposal, this is just 0.2% of council housing stock. This would be dependent on this number of relevant properties reaching the trigger points identified below and the number may be lower than this dependent on circumstances.

2.3 Through integrated decision making and strategic planning this policy supports the Housing Charter vision of "*One Team, Healthy Homes, Better Lives*". Enabling evidence-based decision making and delivering the future aspirations of the Asset Plan "*We Think Forward*", "*We Think Together*" and "*We Think Home*".

3. Delegation and decision making process

3.1 **Delegated Authority:** authority for approval of individual market value property disposals that are in line with the Decision Stage 1 and 2 criteria below and up to a value of £500,000, will be delegated to the Section 151 Officer, in consultation with the Director of Housing and Communities. This in line with the council's Constitution, as set out in Financial Regulations, Part D, paragraph 44c(i).

3.2 For any sales of either single or multiple adjoining properties that may be above £500,000 value, Executive approval must be sought.

3.3 Properties may be considered for disposal at any of the following points:

- When they become void
- When major works or repairs are identified, for example electrical rewiring or home modernisation
- When a complaint by a tenant or through any other source it is assessed that major works would be needed within the next 3-5 years

3.4 Page 39 of the 2023-2028 Housing Asset Management and Energy Efficiency Retrofit Plan "Disposal decisions will be taken in consultation with Executive Member for Housing and in line with agreed delegated authorities." It is proposed to that Executive approval of this Disposals and Acquisitions Policy will implement this position and confirm the delegation of individual property decisions as shown in 3.1 above.

3.5 The process for considering disposals would be that the Sales and Asset Manager or the Housing Strategy Officer, will provide a Property Disposal Report (Appendix A) to members of the Housing Delivery and Asset Management Board and Senior Management Team (SMT) including a recommendation for consideration. The report will utilise the proforma to be included in Appendix A, or as subsequently updated, setting out the property disposals decision criteria alongside any other considerations.

3.6 To minimise delays during voids or works planning processes, properties with expected high market value and those likely to be

low performing will be identified proactively and highlighted on the Open Housing system subject to developing a method with the Open project management team. This will enable the property to be considered for disposal in a timely manner as set out in this policy. It is intended that in where possible, the required information for the appraisal should be identified and a decision recommendation produced within 2 weeks. The property will remain recorded as a general needs Void until the point at which the Property Disposal Report is approved. After which time the property will be shown as 'non-offerable' and will be removed from the voids list.

3.7 It is expected that the decision criteria will be used to determine disposals of HRA homes at market value. Any other disposal options such as transfer into the General Fund for open market let, sub market value disposals to a Registered Provider or specialist care provider, for example, would need to be made by Executive or Executive member following appropriate consideration of legal obligations.

3.8 It is anticipated that in most or all cases, significant works will not be carried out to properties prior to sale. This is to avoid additional cost through a longer void period, and to maximise the net sales receipt by selling properties with the new owner having the flexibility to carry out cosmetic and any structural changes to their own preference. In certain circumstances, works such as damp remediation could be carried out by the council prior to sale however there would need to be a clearly demonstrated rationale that this delivers better value for the HRA.

3.9 Disposals, receipts and acquisitions will be recorded and monitored and on an ongoing basis to enable evaluation of the policy impact and update of the strategic approach where needed to ensure policy aims are delivered.

4. Disposals decision making appraisal key criteria

4.1 These criteria are to guide decision making and to ensure that the decisions contribute to HRA asset performance, in respect of both financial position and tenant value. However it is important to note that this offers a general guide to maximising net benefits for the

council and its tenants, and cannot encompass every possible situation.

4.2 Accordingly there is scope for exceptional circumstances where properties that do not meet the majority of the criteria are nevertheless considered suitable for disposal.

4.3 A Net Sales Receipt (NSR) methodology is proposed for inclusion as noted in Appendix C to estimate the value of inflation/indexation-adjusted rents net of expected repairs, maintenance and investment expenditure over 30 years. This is a recognised approach for appraising asset performance in the social housing sector and has been developed with advice from the council's Finance team. Transaction costs are taken into account for each property including legal/conveyancing, estate agent's costs, projected Stamp Duty Land Tax for a replacement purchase typically around £7,500-10,000 and up to £5,000 to resource council capacity for carrying out the disposals and acquisitions.

Potential disposal checks: stage 1

4.4 The checks below should be carried out and recorded in the Property Disposal Report.

Table 1: Stage 1 disposal checks	**Decision impact if Yes?**
Is the property a flat or maisonette in a block where significant HRA ownership remains?	Disposal unlikely to be suitable
Is the property in an area likely to be the site of significant redevelopment in future?	Consider impact of disposal on future plans
Is the property in a rural area and meets an important need, where replacement is unlikely to be possible?	Disposal unlikely to be suitable
Does the property have particular value due to adaptations that make it particularly suitable for tenants with a disability?	Disposal unlikely to be suitable

Table 1: Stage 1 disposal checks	Decision impact if Yes?
Can a replacement property be purchased that is more suitable for HRA ownership?	This should usually be met if disposal is considered
Is the property a single dwelling at value below £500,000, and no adjoining properties are being considered for concurrent disposal?	Suitable for delegated authority decision
Is there potential for sale of either single property or multiple adjoining properties to exceed £500,000?	For single/multiple adjoining disposal above £500,000, Executive approval needed

Decision key criteria: Stage 2

4.5 Each of the criteria below should be addressed in the Property Disposal Report.

4.6 The Net Sales Receipt (NSR) estimation has been shown in Appendix C. The method for this calculation has been produced in discussion with the Finance team.

Table 2: Stage 2 disposal checks	Appraisal impact
Net Sales Receipt (NSR) (or comparable assessment)	**Higher NSR:** More likely to be suitable for disposal
Desktop market valuation	**High market valuable:** More likely to be suitable for disposal
Value of property type to tenants	**Appendix B** shows assessment by property type. Higher tenant value would result in lower likelihood of disposal.
Does the property meet the minimum energy performance standards, or can do so for up to £10,000?	**Yes:** unlikely to be suitable for disposal **Up to £10,000 needed:** less likely to be suitable for disposal **£10,000 or more needed:** may be suitable for disposal

Table 2: Stage 2 disposal checks	Appraisal impact
Has the property been identified as unsuitable for meeting need for any other reason?	**Unsuitable for meeting tenant needs:** more likely to be suitable for disposal

4.7 A summary of expected outcomes for a number of relevant typologies is shown below.

Table 3: Typology Analysis

Property typology	Considerations	Expected recommendation
Small pre-1919 house with uninsulated walls	Cost to achieve EPC C, likely high disposal value, other works that may be needed	**Disposal**
1920s house on existing estate, damp works required and EPC D	High value to tenants, lower disposal value, lower costs to achieve EPC C typically, location	**Retain and carry out works**
Pre-1918 maisonette with uninsulated walls	Cost to achieve EPC C, likely moderate/high disposal value, may not be popular for existing tenants, other works that may be needed	**Disposal**
Flat in existing block with HRA freehold	HRA freehold of block would usually determine no need to bring recommendation	**Retain, no need for matrix assessment**

Part B: Acquisitions criteria and procedure

5. Acquisition Property Criteria

5.1 Allocations data, homelessness strategy objectives and other evidence will be used to prioritise housing types for purchase with an annual target set prior to April each year, which will be agreed at Senior Management Team (SMT) or equivalent meeting. The template shown in Appendix D to this policy will be completed annually as part of this process.

5.2 Purchases of priority property types will be assessed with consideration given to the following:

- Acquisition of properties that are adaptable or already adapted to meet identified accessibility needs that are difficult to meet through the existing social housing stock
- Acquisition of new build properties including through use of grant funding where feasible and viable
- Lower Quartile ONS data price for existing properties is likely to be a useful source of reference in considering property price, alongside valuation of an individual property cost effectiveness will need to be demonstrated
- All bedrooms should usually be double bedrooms for lettings purposes
- No major repairs will be needed, unless there is a specific resourced plan in place to carry these out – decision based on inspection report
- The Housing Management Officer must be able to confirm that there are no significant ASB issues associated with the immediate area
- There should be good evidence of demand for the property type and area
- Inclusion within the acquisitions mix of good quality, more recent build properties under 15-20 years of age, where possible, to modernise the HRA stock profile over time

5.3 Exceptions to the above may be agreed if there is a strong likelihood of regeneration in an area or other special circumstance, for example purchasing a property to meet a specific customer need that would be unlikely to be addressed through existing stock.

6. Budget allocation

6.1 Receipts from disposals of Housing Revenue Account properties will be prioritised for use to deliver replacement acquisitions on a minimum basis of 1:1, or better. Where properties are sold and/or purchased on other than an individual basis there may be some additional flexibility in the timescale over which 1:1 replacements are achieved. This may occur as opportunities for multiple sales/purchases over a short period arise.

6.2 Additional opportunities to obtain grant funding for acquisitions will be accessed where available, in recent years this has included the Rough Sleepers Accommodation Programme (RSAP) and Local Authority Housing Fund (LAHF).

6.3 A Housing Delivery viability appraisal will be completed for proposed purchases across the acquisitions programme to demonstrate cost effectiveness and value for money. Legal and other transaction costs in addition to any works/renovations requirements will be taken into account in this appraisal.

7. Acquisitions Procedure

7.1 This procedure will be carried out in all purchases. The council is required to demonstrate robust compliance with audit and value for money obligations in making asset acquisitions.

7.1.1 When a property that complies with the criteria above is under consideration, an initial visit should be carried out with a Construction Management Lead or other suitably qualified professional acting on behalf of the council

7.1.2 Where this check indicates a property is in good condition, the property details proforma will be completed and forwarded to appropriate colleagues within the council:

a. Property Services
b. Building Services
c. The area’s Housing Management Officer
d. The Housing Revenue Account (HRA) accountant, who will monitor use of the funds such as Right to Buy receipts and other budgetary aspects

e. The Housing Policy Team, to advice on energy performance

7.1.3 If steps 1.-2. indicate a likelihood that the property is suitable for purchase:

a. The Housing Delivery Asset & Sales team will arrange an independent valuation, which binds the council's purchase offer and negotiations
b. A council bespoke general condition report will be carried out, or alternatively a Homebuyer's Report will be obtained if necessary

7.1.4 An assessment will be made of the valuation and the condition report to appraise the value for money offered by the property and the suitability for addition to the council's stock

7.1.5 If step 4. confirms that the property is suitable for purchase, the completed property decision proforma will be circulated to the relevant senior officers to request authorisation for the purchase

7.1.6 Following authorisation, Housing Delivery Asset & Sales will instruct Legal Services to enact the purchase and the HRA accountant will prepare the necessary funds for payment.

Policy review

The policy will be reviewed 12 months after implementation to assess the effectiveness of the scheme up to that point.

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Appendix A: Property Disposal Report template and guidance

A.1 The calculation detailed below should be included in each Property Disposal Report using good quality estimates and a suitable market valuation of the property.

Item (cost or receipt)	Amount
Property specific cost 1	
Property specific cost 2	
Property specific cost 3	
Property specific cost 4	
Property specific cost 5	
Property specific cost […]	
Property-specific costs of retention in stock total	**£**
Sales valuation	
Estimated transaction costs	
Net receipt from disposal total	**£**
Estimated land cost of new replacement	
Estimated build cost of new replacement	
Estimated total cost of new replacement	**£**
Net receipt plus property-specific costs (A)	**£**
(A) net of new build replacement cost	

A.2 The report will set out the Potential Disposal Checks and Disposal Key Criteria as established in Section 4 of this policy, “Disposals decision making appraisal key criteria”. This is to enable transparency and high quality decision making in every case.

A.3 Other property-specific factors will also be noted, along with Implications comments in each case from:

- Legal Services
- Property Services
- Financial Services

Appendix B: Property types tenant value reference

B.1 This is informed by demand data from bids placed on different property types over the past 5+ years. This is in addition to a wider appraisal of needs. The Score is calculated by reference to the property type and number of bedrooms, with any subtraction due to the "Size adjustment" applied. A higher score indicates greater tenant value for a typical property.

Property score	**House**	**Flat / maisonette**	**Bungalow**	**Size adjustment**
1 bed (ground floor)	8	8	8	<40m2: -**3**
1 bed (upper floor)	*n/a*	7	*n/a*	<40m2: -**3**
2 bed (ground floor)	10	3	7	54-60m2 house: -2 <54m2 house: -8
2 bed (upper floor)	*n/a*	0	*n/a*	*n/a*
3 bed	7	0	7	<68m2 house: -3
4+ bed	7	0	5	<90m2 house: -3

Score	**Tenant value for appraisal**
8-10	Very high tenant value
5-7	High tenant value

4-6	Moderate tenant value
2-3	Low tenant value
0-1	Very low tenant value

B.2 Properties with a very small bedroom that would be let as one bed smaller than true bedroom numbers are let as the reduced number: e.g. a 3-bed house with a bedroom of a size that it is let as 2-bed is also counted as 2-bed “property type” above.

Appendix C: Net Sales Receipt (NSR) calculation

C.1 This calculation estimates the market sale valuation, plus any known additional investment costs; net of 30-year projected rents. This is the method used to assess on a stock-wide basis. The property-level detailed calculation for each Property Disposals Report follows a similar principle but with more information included, and is set out in Appendix A above.

C.2 The "known additional investment costs" are estimates for any works that are additional to typical repairs and capital projects costs for the stock as a whole.

Market sales valuation [i.e. receipt]

+

Known additional investment costs [avoided costs]

-

30-year indexed projected rents [capitalised income]

C.3 For example at a property with:

- Market sales valuation: £240,000 [A]
- Damp remediation works costs of £8,000 [B]
- 30-year indexed projected rents of £234,500 [C]

C.4 The NSR would be [A] + [B] – [C]: £240,000 + £8,000 - £234,500 for an NSR estimated at **£13,500** (positive). This would be a property potentially more suitable for disposal than most in the stock.

C.5 Average NSR estimates for houses are shown below, before accounting for any individual property additional costs:

C.6 It is important to note that consideration of properties that are “high value” will generally be relative to the housing stock as a whole, and would often still be below the average for the City across all tenures. As an illustration, some stock-wide valuation averages are shown below by comparison to the Land Registry City-wide data:

- Land Registry City of York average: **£332,641** at August 2023
- Average valuation across HRA general needs stock: **£184,401**
- Average valuation of HRA houses: **£223,319**
- Average valuation of HRA pre-WW1 houses: **£274,209**

Appendix D: Annual acquisitions target template

D.1 Targets are subject to budget constraints. A rationale will be included in the report to SMT incorporating this template.

Property type	Target for year [ ]	Accessibility / other specialist details	Budget information if available
1-bed flat in CYC-owned block			

Property type	Target for year [ ]	Accessibility / other specialist details	Budget information if available
2-bed house			
3-bed house			
4+ bed house			
Other property types	In exceptional circumstances where a clear need is demonstrated		

D.2 The Head of Housing Services or equivalent position will arrange for the SMT report to be provided prior to April each year.

D.3 Properties with a very small bedroom that would be let as one bed smaller than true bedroom numbers are let as the reduced number: e.g. a 3-bed house with a bedroom of a size that it is let as 2-bed is also counted as 2-bed “property type” above. This should be reflected in Acquisitions decision making.

Appendix E: Statutory Basis for Policy

E.1 The Council has a statutory power under Section 32 of the Housing Act 1985, to dispose of any HRA land held by the Council (including granting a lease). Although Section 32 requires that the consent of the Secretary of State is obtained for a disposal of HRA land (whether at or below market value), General Consent Orders automatically give SoS consent to disposal/leasing of such land where:

- the disposal is at market value; or
- the sale price has been decided upon by the local authority even if the price is below market value provided that the land does not have any dwellings on it at the time of disposal; or
- by way of "short tenancy" comprising a lease for a term not exceeding 7-years (but on the expiry of such tenancy a further short tenancy of the land cannot be granted pursuant to such General Consent until at least 1-year after the original short tenancy has expired).

E.2 Regarding HRA land, Section 25 of the Local Government Act 1988 prohibits a local authority from providing/giving "financial assistance or gratuitous benefit" when disposing of HRA land (including disposing for a price below market value) without the consent of the Secretary of State. However, a General Consent Order ("GCO") does give SoS consent to the provision of financial assistance/gratuitous benefit in the limited circumstances specified in such GCO, including to the provision to any person of financial assistance or gratuitous benefit consisting of the disposal of an asset comprising a dwelling house or hostel where:

- the aggregate amount or value of the financial assistance or gratuitous benefit provided by the local housing authority to all persons under this consent in any financial year shall not exceed the sum ascertained by multiplying the population of the area of the authority by the figure of £3.00;

- the disposal must be:
    - by way of a lease for a term not exceeding 21-years; and
    - to either:
    - a registered provider of social housing; or
        - a person who intends to use the accommodation for occupation by persons with a special need; and
        - the aggregate number of dwelling-houses comprised in the disposal and any previous disposal by the local authority under this consent in the same financial year must not exceed a number (the “ceiling”) equal to the greater of 50, or one quarter of one per cent of the number of dwelling-houses owned by the authority at the commencement of the financial year in which the disposal takes place.

          In any event, it is considered that General Consents give CYC power to dispose (by way of leases for a term up to 7-years) of the necessary properties to the appointed service provider without needing to apply for and obtain express consent from the Secretary of State.

- In relation to potential purchase of properties by the Council for use additional affordable housing, S.120 of the Local Government Act 1972 gives the Council power to acquire land for the purposes of any of the Council’s functions or for the purpose of the benefit, improvement or development of the Council’s area.

- If the Council intends to dispose of land (either by freehold transfer or by grant of long lease) to a registered provider with the object of the purchasing R.P. developing (100%) affordable housing on the land then it should be noted that:

- The Council can impose a restrictive covenant prohibiting use of the land for any purpose(s) other than solely affordable housing. However, whilst this probably wouldn't reduce the capital receipt obtained by as much as the imposition of a positive development obligation please note:

  (a) this wouldn't entitle the Council to require that the purchaser actually builds any affordable housing on the land (instead the purchaser might potentially sit on/landbank the land until they wish to develop it);

  (b) there are legal complexities with successfully enforcing covenants restricting use of land and there is a risk that the purchaser might be able to subsequently successfully apply to the First Tier Tribunal under S.84 of the Law of Property Act 1925 for modification or release of such restrictive covenant(s)

- The Council has statutory powers to acquire (whether by freehold purchase or by taking a long lease) property for the purpose of any of its functions or for the purpose of improving the benefit, improvement or development of its area.

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Housing and Communities
Service Area:	Housing Delivery and Asset Management
Name of the proposal :	Disposals and Acquisitions Policy
Lead officer:	Andrew Bebbington
Date assessment completed:	26th June 2024

Names of those who contributed to the assessment :

Name	Job title	Organisation	Area of expertise
Andrew Bebbington	Housing Strategy Officer	Housing Strategy and Performance at City of York Council	Housing
Kerry Courts	Sales and Asset Manager	Housing Delivery at City of York Council	Housing
Sophie Round	Housing Delivery Programme Manager	City of York Council	Housing

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	Establish policy for process of selling the lowest performing and most difficult council homes in order to purchase homes on the open market that will be easier and cheaper to maintain. The aim of the policy is to improve stock quality and where possible, increase the provision of social housing for vulnerable households

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The ability to purchase homes will be subject to the external conditions of the housing market.

1.3	**Who are the stakeholders and what are their interests?**
	Internal stakeholders including Building Services, Housing Management, Housing Delivery and Carbon Reduction. External stakeholders will be the tenants and they will be interested in the quality and in the availability of council homes.

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	The main outcome that this policy hopes to achieve is to improve the Housing stock of the council. This intention links to the Council Plans objective to increase the supply of quality affordable housing which will benefit our tenants. Additionally, the aim is to increase provision of the quality of the social housing for the most vulnerable tenants. For example, households where one or more of the tenants is disabled will benefit from homes that are accessible and can be adapted. This policy aims to do this by selling homes that would be more expensive to improve and replacing with newer homes and less difficult homes on the open market. Furthermore, the homes that the council are considering disposing of are older and more expensive to heat. The ability to sell and replace with newer homes that are more energy efficient will benefit our tenants as it will be more affordable to hear their homes. Another desired outcome is to increase stock where possible which will benefit our tenants and the wider community as there will hopefully be more social homes available.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.
Source of data/supporting evidence	**Reason for using**

Engagement work with tenants and residents has indicated that quality of homes and access to social housing are important priorities which are intended to be supported by this policy. Right to adequate housing is a human right that this policy aims to contribute to, and tenants have a clear desire for.	Tenant engagement is a good way to understand the desires of tenants.
The policy principles are reflected in the 2023-2028 Housing Asset Management and Energy Efficiency Retrofit Plan, which were approved by Executive in December 2022.	Senior council staff have support for this policy so there it clearly aligns with councils aims and priorities.
Local Housing Needs Assessment shows that there are a higher proportion of people who are disabled who are low income and therefore more likely to be a social housing tenant.	It shows that this policy will have an impact on people who are disabled. The aim to increase provision and improve quality of social housing will have a positive impact on disabled people.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
Cannot guarantee there will always be homes available and affordable on the Housing market in the future.	Can base on housing market currently and keep up to date with any changes or predictions that could impact the policy. There is a re-purchase model that has been created.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	**The proposals do not directly relate to age although increasing the accessibility of the council housing stock will help to support residents to remain independent in their homes as they age.**	**Positive**	**Medium**
Disability	**The proposals should have a positive impact on disabled people as there will be more council homes that will be appropriate for adapting to meet their needs.**	**Positive**	**Medium**

Gender	**The proposals do not relate directly to gender. There are no known implications related to gender.**	**Neutral**	**Low**
Gender Reassignment	**The proposals do not relate directly to those undergoing gender reassignment. There are no known implications related to gender reassignment.**	**Neutral**	**Low**
Marriage and civil partnership	**The proposals do not relate directly to marriage and civil partnership. There are no known implications related to marriage and civil partnership.**	**Neutral**	**Low**
Pregnancy and maternity	**The proposals do not relate directly to pregnancy and maternity. There are no known implications related to pregnancy and marriage.**	**Neutral**	**Low**
Race	**The proposals do not relate directly to race. There are no known implications related to race.**	**Neutral**	**Low**
Religion and belief	**The proposals do not relate directly to race. There are no known implications related to race.**	**Neutral**	**Low**
Sexual orientation	**The proposals do not relate directly to sexual orientation. There are no known implications related to sexual orientation.**	**Neutral**	**Low**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	**The proposals do not relate directly to carers.**	**Neutral**	**Low**
Low income groups	**The proposals benefit low income groups. Affordable housing is more accessible to low income groups. Improving quality and increasing the quantity of social homes will have a positive impact on this group.**	**Positive**	**High**

Veterans, Armed Forces Community	**There is a high prevalence of homelessness among this socio-economic group and therefore the increased provision of affordable housing will impact this group.**	**Positive**	**Low**
Other	**None**		
Impact on human rights:			
List any human rights impacted.	**Should have positive impact on the right to adequate housing as the policy intends to improve quality of council homes.** **Replacing older, less energy efficient stock with newer homes that will be more affordable to heat and keep warm will improve standard of living as tenants will be more likely to use the heating. Fuel poverty impacts the ability of lower income households to heat their homes and damages their standard of living. More efficient homes will be cheaper to heat and reduce impact of fuel poverty, therefore improving tenant's standard of living.**	**Positive**	**Low**

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them

- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
No adverse impacts have been noted above through the analysis however the projects will need to be managed thoroughly to ensure the benefits are realised. Affordability is critical to the delivery of the Council Plan's objectives and therefore this will need to be monitored closely to ensure that these objectives are delivered.	

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**
- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.	

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	**Conclusions/justification**
No major change to the proposals	The analysis demonstrates that the proposals are robust with no direct impact to individuals or communities with protected characteristics. The Housing Delivery Programme is committed to creating inclusive and welcoming communities and will work collaboratively with stakeholders to ensure acquisitions improve the overall quality of housing stock and these will be closely monitored with feedback from tenant and wider housing teams to ensure the aspirations of the policy are realised.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Engagement and post-occupancy feedback	**Monitor the acquisitions and obtain feedback from residents and housing and building services teams**	**Sophie Round**	**July 2024 onwards**

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Annual post-occupancy surveys for all homes acquired within a year with both internal and external stakeholders to help shape and evolve the policy. Annual policy review will be undertaken.

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Meeting:	Executive
Meeting date:	18 July 2024
Report of:	Director of Housing and Communities and Director of Finance
Portfolio of:	Executive Member for Housing, Planning and Safer Communities Executive Member for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion

Decision Report: – Update on the Housing Delivery Programme and the Disposal of Surplus Sites

Subject of Report

1. This report provides an update on the Housing Delivery Programme, including an overview of those sites being developed or held for future delivery within the programme. In addition, the report sets out progress on sites to be delivered by other Registered Providers (**RPs**) as well as self and community builders, made possible through Council land disposals.

2. There are other Council assets which are considered not suitable for affordable housing delivery, and these are proposed to be disposed of to maximise capital receipts and therefore support other Council priorities.

3. York has experienced some of the most significant house price inflation in the country over recent years. Alongside this, the demand for and cost of good quality private rented sector housing continues to increase. This is resulting in significant affordability challenges for many of York's residents, creating a growing demand for affordable homes provided by both the City of York Council and our housing association partners. In response, the new Council Plan (2023-27) seeks to accelerate the delivery of high-quality affordable homes in the city. This report presents:

(i) an update to the opportunities reported to Executive in November 2023 for meeting that ambition through the Housing Delivery Programme, in both developing and facilitating affordable housing provision in the city; and

(ii) an update and recommendations on property disposals which are considered not to be suitable for the delivery of affordable housing.

4. Specifically, this report seeks decisions in respect of:

a) disposing of Lowfield Green Plot B to a Registered Provider for 100% affordable housing delivery;

b) disposing of the former Morrell House site on Burton Stone Lane for 100% affordable housing;

c) disposing of 22 The Avenue on the open market;

d) disposing, by way of a 999-year leasehold interest in the 5 No. 1 bed flats at 28 & 45/47 Shambles;

e) ending the Development Agreement at Hungate in consideration of the capital premium detailed to facilitate the wider development;

f) to progress ongoing discussions with a Registered Provider to purchase Castle Mills for 100% affordable housing; and

g) procuring an operator to manage facilities at Marjorie Waite Court, for the benefit of residents and the wider community, including a lease of these facilities for up to 10-years from the date of appointment.

Benefits and Challenges

5. This report seeks to significantly increase the provision of affordable housing across Council owned sites, through disposals to Registered Providers. Increased affordable housing creates significant benefits to our residents, in a city where the average house price is around 11 times the average salary.

6. This report seeks to dispose of some sites to Registered Providers to obtain a capital receipt for the land whilst seeking to achieve the delivery of much needed affordable housing.

7. Where sites are not considered appropriate for affordable housing delivery then the Council has and will seek best value for its assets which are surplus, to aid the Council's ability to deliver other priorities.

8. The report also seeks approval to grant a lease and concessionary operating contract for the community hall, salon, and café facilities at Marjorie Waite Court ("**MWC**") following a procurement exercise for a provider of these services. Flats within MWC and the associated facilities support independence and wellbeing for our residents and provide benefits for the wider community.

Policy Basis for Decision

9. One of the seven priorities outlined in the Council Plan (2023-27) is to increase the supply of good quality affordable housing. The Housing Delivery Programme has a broad agenda around meeting affordable housing need but also tackling issues around mental and physical health and wellbeing, sustainable transport, equality, and climate change. The principles of the programme and recommendations contained within this report are supportive of achieving the objectives set out in the Climate Change, Health and Wellbeing, and Economic Strategies.

10. The development of age-appropriate accommodation at Lowfield Green broadens the housing offer for residents who require additional support to provide housing options that promote independence and equality resulting in a positive impact on health and wellbeing.

Financial Strategy Implications

11. The report has a number of recommendations over the use of surplus Council assets. There is ultimately a trade-off between a number of policy priorities around providing affordable housing as well as getting best value from assets that are disposed of.

12. The report provides a balance of delivering additional housing units for individuals with care needs where that is appropriate, the selling of land to registered providers to support affordable housing as well as market sales at sites which do not fully support those objectives.

13. The Council has identified a saving whereby capital receipts are used to fund transformation and a sum of £800k is required. There are sales in progress that are expected to deliver this target and the proposed disposals outlined in this paper will support the funding of the overall capital programme.

14. Where there are recommendations to sell land to registered affordable housing providers at Lowfield Plot B, Morrell House, and Castle Mills, it is recognised that this will provide a lower capital receipt than could be received with an unrestricted market sale but will provide much-needed additional affordable homes to the city. The reduction in land value for a mixed tenure, affordable housing scheme (including rent and low-cost home ownership) is generally in the region of 50%.

Recommendation and Reasons

Executive are asked to approve the following recommendations:

15. **Increasing the delivery of affordable homes through land disposals to Registered Provider partners**

    Lowfield Green Plot B

    a) Agree to dispose of the Lowfield Plot B site, by freehold transfer or grant of a long lease, to a Registered Provider for the delivery of age-appropriate affordable housing for residents aged over 55.

    b) Delegate authority to the Director of Housing and Communities in consultation with the Executive Member for Housing, Planning and Safer Communities and Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion to agree the final weighting of the criteria for the disposal of the Lowfield Plot B site.

c) Approve the carrying out of a procurement process to procure a Registered Provider to deliver the Lowfield Plot B scheme and to delegate to the Director of Housing and Communities (in consultation with the Head of Procurement and the Director of Governance) the authority to take such steps as are necessary to procure, award and enter into the resulting contract(s).

Castle Mills

d) Note the interest from the Registered Provider in developing the Castle Mills site for 100% affordable housing and agree to a enter a Memorandum of Understanding to grant them an exclusivity over the site for a 4-month period to allow them to undertake further feasibility work with the aim of disposing of the site for affordable housing.

Former Morrell House site

e) Agree to dispose of the site, by freehold transfer or grant of a long lease, to a Registered Provider for the delivery of 100% affordable housing schemes.

f) Delegate authority to the Director of Housing and Communities (in consultation the Director of Governance) to agree the terms of the disposal and enter into the resulting agreement(s).

16. **Procuring an operator to provide benefits for residents of Marjorie Waite Court and the surrounding community**

a) Approve the procurement of an operator to provide facilities (including, but not limited to, catering, communal dining, a beauty salon and a community hall) at Marjorie Waite Court under a concession contract, along with a lease, for a term of up to 10 years with break and/or extension points at reasonable intervals within that term and delegate to the Director of Housing and Communities (in consultation with the Director of Governance and the Head of Procurement or their delegated officers) the authority to take such measures as are necessary to determine the terms of the arrangements and to procure, award and enter into the resulting contract and lease.

17. **Disposal of Assets Considered Surplus and not Suitable for Affordable Housing Delivery**

a) Agree to dispose of the freehold interest in 22 The Avenue and delegate authority to the Director of Finance (in consultation with the Director of Governance) to agree the terms of the disposal and enter into the resulting agreement.

b) Agree to dispose of a 999-year leasehold interest in the 5 No 1 bed flats and communal areas serving such, at Shambles and delegate authority to the Director of Finance (in consultation with the Director of Governance) to agree the terms of the disposal and enter into the resulting agreement.

c) Agree to release the development obligations and overage provisions currently contained within the existing Development Agreement at Hungate, in respect of the site previously sold to Hungate (York) Regeneration Limited, in consideration of a capital premium as detailed in the **Confidential Appendix** and delegate authority to the Director of Finance (in consultation with the Director of Governance) to agree the terms of the disposal and enter into the resulting agreement.

Background

Affordable Housing Need

18. Affordable housing demand in York and its subregion is high. In York, the Local Housing Needs Assessment outlines a need for 592 new affordable homes per annum, taking account of current and future projected need. Evidence suggests this should be delivered at both social and affordable rent levels. There is an additional need for affordable home ownership tenures (such as shared ownership). For context, the accumulated number of affordable housing completions in York over the last 5-years is 648. The need to accelerate affordable housing delivery in the city is clear.

19. The most significant opportunity in respect of affordable housing delivery sits with the adoption of a Local Plan. The policies and site allocations within this are anticipated to deliver over 4,000

affordable homes over the next 15-years. It is important that the type, tenure and quality of housing delivered through the local plan meets the needs of our residents.

20. Additional opportunities exist to increase affordable housing delivery alongside the Local Plan. Opportunities exist around increasing the amount of affordable housing developed through the Housing Delivery Programme, disposing of land to Registered Provider partners, and strengthening and building strategic partnerships around land, funding, and shared objectives.

21. Alongside a focus on delivering housing within York, it is important to think beyond administrative boundaries, reflecting that York can benefit from affordable housing provision in the wider subregion. That is why a strong partnership with North Yorkshire Council and Registered Providers is vital alongside exploring opportunities to be realised through the elected mayor. The election of a new mayor for the region presents significant opportunities to explore options for boosting affordable housing deliver. Taken together this can build a more comprehensive approach to meeting the housing need of York's residents.

22. In the last 4-years, the Council's Housing Delivery Programme has directly delivered 164 additional affordable homes, of which 56 are new builds and 108 are through acquisitions. Existing projects under construction will deliver a further 67 new affordable homes and a further 12 homes will be delivered through acquisition. Decisions taken in November's Executive will see a further 140 new affordable homes built at Ordnance Lane and Willow House. As well as adding to affordable housing numbers, this approach will support the Council in maintaining or growing its affordable housing stock, providing income to support the 30-year HRA business plan and the associated investment plans.

23. Below is a table summarising progress against projects delivered within the Housing Delivery Programme:

Project	Total homes	Affordable	% Affordable	Progress
Lowfield Green (Phase 1)	140	56	40%	Complete – 56 affordable homes provided

Burnholme	78	47	60%	Construction underway
Duncombe	34	20	59%	Construction underway
Ordnance Lane*	101	101	100%	Enabling works underway. Planning application submitted
Willow House*	Approx 40	Approx 40	100%	Design work underway
Second-hand Shared Ownership	105	105	100%	96 affordable homes provided
Rough sleepers programme	6	6	100%	Complete – 6 affordable homes provided
Local Authority Housing Fund	9	9	100%	6 affordable homes provided
Total	513	384	75%	

*construction remains subject to Executive approval of a financial business case

24. The delivery of affordable homes in the city can be accelerated through the disposal of land, where appropriate, to Registered Providers for 100% affordable housing developments. The Council has recently sold land to JRHT to enable affordable housing delivery at Sturdee Grove in Heworth. In addition, we have recently agreed to dispose of land at the former Clifton Without School to Stonewater Housing Association to deliver around 11 affordable homes (subject to planning permission).

25. In November, Executive agreed to dispose of the former 68 Centre and Woolnough House sites for affordable housing. Since then, soft market testing has highlighted interest from a number of Registered Providers in acquiring the land for 100% affordable housing. As such, these sites will be taken to the market this

summer to seek a buyer subject to planning permission. It is anticipated that this will deliver around 20 new affordable homes.

26. The Council has also supported residents to meet their own housing needs through the disposal of land to enable the delivery of self and community build homes. Below is a table summarising the progress of the disposal of sites for affordable, self, and community housing, which have previously been approved by Executive.

Project	**Total homes**	**Progress**
Lowfield Self and Community Build	25	6 self builds complete, community housing site sold
Disposal of Sturdee Grove for Affordable Housing	9	Sold and planning permission achieved for 100% affordable housing
Disposal of former Clifton Without School for Affordable Housing	11	Offer accepted for site subject to planning, 100% affordable housing
Disposal of former Tang Hall Library site for community housing	5	Offer accepted from CosyHome who are a group of parents of profoundly disabled young adults who met at Applefields School.
Former 68 Centre	Approx 10	Interest from RP's – progress to disposal for 100% affordable housing
Former Woolnough House	Approx 10	Interest from RP's – progress to disposal for 100% affordable housing
Self-build small sites	3	Offers accepted for three plots of land at Chaloners Road
Total	73	

Age-Appropriate Accommodation Needs

27. The proposals for Lowfield Plot B continue the theme of Lowfield Green being a place that enables all to thrive. This plot sits adjacent to the recently completed village green. The current outline planning approval (Ref 17/02429/OUTM) was granted for a three storey, 80 bed residential care (C2) facility with a ground floor area of approximately 3910sqm.

28. A procurement exercise for a residential care home provider was carried out in summer 2019. Following feedback from potential providers, it was concluded that they did not feel the location was suitable for residential care and would not be able to offer beds back to the Council at actual cost of care rates required, as such the procurement exercise was terminated. Following a consultation exercise with York residents in 2019 and soft market testing with social landlords and developers, Extra Care was identified as a more suitable alternative means to achieve the Council Plan's ambitions for residents' good health and wellbeing in later life.

29. Based on these further insights and positive soft market testing, a revised procurement process was undertaken in 2021 with a view to developing an Extra Care scheme consisting of a minimum of 40 one-and-two-bedroom apartments, offering a minimum of 20% to be social rented properties. The site was offered with a long lease of 125 years and an expected capital receipt of £450k for its disposal. Whilst positive feedback was received prior to going to market, no formal bids were tendered, and the procurement was terminated.

30. Following the procurement exercise, analysis has been undertaken to understand why the procurement failed. Feedback from Registered Providers has been gathered to understand how the sale of the plot could be amended to ensure it was deliverable. The main themes of this feedback were that RPs are more comfortable delivering a 100% affordable scheme with the majority of the homes being for rent with some providers open to delivering Older Persons Shared Ownership. There was also concern expressed that the potential number of homes (between 45-55 apartments) may not be viable for a full Extra Care development and therefore the criteria for disposal should allow more flexibility to include independent/retirement living which would allow residents to arrange their own care packages rather than full time onsite care. Feedback also highlighted that the 125-year lease term was too short. This feedback has been utilised to recommend that this site be disposed of to an RP for 100% affordable housing for age appropriate (over 55-year-old) accommodation. It is believed that this is attractive to the RP market and will meet the city's housing need.

Marjorie Waite Court

31. As part of the redevelopment and extension of Marjorie Waite Court a full commercial kitchen, community hall and a beauty salon were created. In March 2021, the Council's Executive granted approval to procure an operator for these community facilities. Following that procurement, a 5-year lease and concessionary contract was awarded. The facilities have been well used by the residents of Marjorie Waite Court and have had some use by the wider local community. However, the operator has now given notice that they are no longer able to operate the facilities and the contract will be terminated to end on 1st October 2024.

Consultation Analysis

32. The overarching objectives of the Housing Delivery Programme, as outlined within the approved Design Manual 'Building Better Places', were developed in consultation with partners across the city. This supported the development of a range of objectives which seek to support better mental and physical health, increased sustainable transport opportunity, and tackling the climate emergency and resident fuel poverty. The design of each project is developed alongside the community through significant and meaningful public engagement as outlined in the Public Engagement Strategy. The projects contained within the report, namely Willow House and Ordnance Lane, will benefit from this rigorous and impactful engagement approach.

33. Sites which are subject to potential disposal for the delivery of 100% affordable housing by Registered Provider partners have been soft market tested to ensure they are considered a viable development opportunity.

34. In respect of Lowfield Green Plot B, the Housing Delivery Team have recently carried out further soft market testing with Registered Providers working in the city along with providers of private residential care homes and developers to understand if the level of interest in the site has increased over the last two years. The soft market testing explored opportunities for providing accommodation for older people, either as extra care or independent living.

35. There were 7 positive responses received from Registered Providers to the expression of interest and therefore we believe

there is sufficient interest in this site to dispose for affordable housing. As detailed above, feedback focused on the need for the Council to be less prescriptive in terms of tenures and care provision which has been incorporated into this recommendation for disposal.

36. The Local Housing Needs Assessment, whilst acknowledging the ongoing need for rented accommodation for adults over 55, has emphasised the need for intermediate tenures, such as shared ownership. York has a large proportion of homeowners and therefore in later life those looking for alternative housing options are likely to have some equity but are not able to afford, nor in need, of full residential care setting. Developing an affordable development that incorporates some low-cost home ownership options operates as a prevention strategy by trying to get homeowners into suitable future-proofed accommodation earlier.

37. Residents of Marjorie Waite Court have been asked for their views on the future service. These comments will be incorporated into the procurement documents to ensure that the service reflects the needs of their customers.

Options Analysis and Evidential Basis

Increasing the development of healthy, sustainable, and affordable homes directly through the Housing Delivery Programme

Update on Willow House and Ordnance Lane

38. In November 2023, Executive agreed recommendations to deliver 100% affordable housing projects at these two sites. Since then, a planning application has been submitted at Ordnance Lane for 101 homes and a construction tender pack has been prepared. It is intended, subject to planning permission, to procure a construction delivery partner over the coming months. In line with previous Executive approvals, a business case to invest in the construction of the homes will need to be approved by Executive prior to the signing of a construction contract. Grant funded enabling works to prepare the site for construction are underway and it is anticipated that the construction of new homes will commence in the first half of 2025.

39. The second project is at the former Willow House site off Walmgate, where around 40 new affordable homes could be developed. This project already benefits from some early design work and significant resident engagement and is seen as a positive opportunity for Walmgate Estate and its residents. Since November a design team has been procured and the next round of engagement with local residents and other stakeholders is due to commence in the coming weeks with a view to preparing a planning application later this year. Executive approvals are already in place to procure a construction partner (subject to obtaining planning permission) and it is anticipated that Executive approval to enter into the construction contract will be sought in 2025.

40. The projects aim to deliver 100% affordable housing. The viability of both projects is dependent on a mixed tenure approach, combining low-cost home ownership and rented tenures. Mixed tenure developments bring many benefits by addressing a broad housing need including residents from the housing register, keyworkers and those aspiring to home ownership.

Opportunities for the disposal of land for 100% affordable housing

Lowfield Plot B – proposal to dispose of site to an RP for 100% affordable housing

41. Following soft market testing and detailed feedback from previous procurement exercises, the disposal of Plot B should offer sufficient flexibility to ensure that the project is deliverable for RPs. The recommendation is that the minimum criteria is clear and concise to ensure the disposal will deliver key priorities for the Council. These essential criteria will be as follows:

    - Bidders must be Registered Provider with stock within City of York and a track record of delivering new build housing.
    - 100% of homes to be delivered as recognised affordable housing tenures as defined in the National Planning Policy Framework.
    - The housing is for adults aged over 55.
    - The development will have no reliance on fossil fuels.

42. Providers who fail to meet the criteria set above will be unable to bid for the opportunity to purchase the site. Additional to the essential criteria, there will be desirable criteria which will be weighted in order to further shape the future development. The weighting for these criteria will be delegated as set out in the decisions above. The desirable criteria will broadly be:

    - The inclusion of community space to the ground floor of the proposed development.
    - The inclusion of low-cost home ownership tenures.
    - The development will be delivered to enhanced environmental standards.
    - Reduced embodied carbon.
    - The design quality and deliverability of the proposals.
    - The provision of onsite care.
    - The approach to construction management to minimise disruption to existing residents of Lowfield Green and surrounding streets.

Former Morrell House site

43. A further opportunity exists at the former Morrell House care home site on Burton Stone Lane in Clifton. A previous decision, taken by Executive in October 2021, was to dispose of the land to a community housing group. However, the interested community housing group have not made a formal financial offer to the Council. Given the acute need for affordable housing in the city, other options have been explored. This includes seeking the views of Registered Providers into whether there is interest in developing it for affordable housing. The feedback received to date has been positive and therefore this report seeks Executive approval to dispose of this site to deliver between 8 and 20 affordable homes subject to planning permission.

The Glen, Ousecliffe Gardens

44. Executive previously agreed to dispose of this asset as part of the funding for the new “Beehive” Centre of Excellence for disabled children and their families which was completed in late 2020. The property is vacant and not required operationally. As yet, no soft market testing has been undertaken with RPs to understand the

level of interest in this site. It is proposed that this testing is undertaken and brought back to the Executive at a later date with a recommendation for its future use.

Castle Mills

45. At Executive in November 2023, the following recommendation was approved ‘Confirm that further work on developing the Castle Mills site is paused and ask officers to investigate appropriate meanwhile use options in parallel with exploring longer term opportunities for the future delivery of 100% affordable housing on this Council owned site.’

46. Officers have liaised with all active RPs in the city to understand the level of interest in delivering a 100% affordable housing scheme on this site. The level of interest is low. Reasons given for the lack of interest are primarily related to the high-rise nature of the project, the site being too small, or that this sort of site was not a priority, with many RPs preferring to focus on low rise houses and apartment projects out of town and city centres.

47. However, there is some interest in developing the site for a 100% affordable housing scheme and officers continue to explore this with one RP. They have confirmed that in principle they are interested in the site and would like to develop it for affordable housing, primarily targeting key workers as well hospitality and retail workers who are so important for the city’s tourism industry and are often priced out of the city centre due to high rental costs.

48. The RP would like to undertake a detailed site appraisal to allow them to develop a land offer for the site. In order to do this detailed work, they will need to engage consultants to carry out design work at their own cost and they are therefore seeking that the Council enter a Memorandum of Understanding (“**MoU**”) agreeing not to market the site to other parties for a period of 4 months whilst they develop their offer.

49. There is currently an ongoing Council project to deliver the link bridge to the site and the adjacent park by utilising YWCA funding. It is currently estimated that this project will be complete by early 2027 and prior to this, no development can take place on the Castle Mills housing site. There is therefore no delay to the overall programme by granting the RP this time to review their options for

the site in more detail and it is recommended to proceed on this basis. It should be noted that Castle Mills is a complex site, fronting onto the river with a major sewer cutting through the site and therefore it is not guaranteed that the interested RP will be able to deliver the site however, at this stage they feel there is significant potential, and it would be beneficial to allow them to explore this in more detail over the coming months.

Marjorie Waite Court – Proposal to Procure for an Operator and Grant a Lease

50. In March 2021 the Executive agreed to procure an operator for the new, community focused facilities be provided and integrated into the newly built extension of Marjorie Waite Court. The operator has been very popular with the residents at Marjorie Waite Court and has provided opportunities for social interaction and community events.

51. The Marjorie Waite Court extension was completed in 2021 and opened in the August featuring a 172m^2 community hall, beauty salon, a full commercial kitchen, and a communal dining area. These facilities help to provide activities for residents and the wider community and help to integrate the two communities. The concessionary contract for the operation of these facilities includes an exclusive lease of these facilities and the requirement to meet the utility and service costs for these areas of the building.

52. The procurement scope for this concession contract will include:

- Day-to-day management of the community hall and beauty salon facility, including online bookings, payment and the development of a programme of activities that provide the local area with a wide range of opportunities
- A regular meals service for residents of Marjorie Waite Court offering nutritious food, taking into consideration specific dietary needs
- A well-run public facing café and kitchen that offers food and beverages on a value for money basis

53. The operator will be required to cover all costs of utilities and services within the lease area and to contribute to the costs of maintenance of areas of the building shared with the Council's housing service. The community hall, beauty salon and commercial kitchen will be leased to the successful bidder for a term of up to 10 years, with break and/ or extension points at reasonable intervals within that term.

54. As part of the procurement the Council will be seeking a creative and innovative bid that can provide a range of wider social benefits for the local residents including but not limited to; a diverse programme of activity that can support local outcomes around health and wellbeing, mental health, education, learning, social isolation, and food poverty.

Disposal of Assets Considered Surplus and not Suitable for Affordable Housing Delivery

Update on previous disposal decisions

Land at Station Road, Haxby

55. Executive approved the disposal of this 0.1 acre cleared site by unrestricted, open market sale on 13th January 2022 as part of the future libraries and investment programme once the new Haxby library was completed. The site is considered too small to enable affordable housing delivery by a RP.

56. Following a marketing process, an unconditional offer of has been accepted and matters are proceeding with a view of disposing of the freehold of this land. Executive delegated the decision to dispose to the Chief Operating Officer and hence there is no need for any further Executive decision and hence this is purely an update.

Former Herdsmans Cottages – 156 Mount Vale & 123 Heslington Road

57. Executive approval for the disposal of these 2 bed properties (by way of 250-year lease) has been previously provided on 26 November 2020 and 6 October 2022. The size and condition of the

properties were considered to make them unsuitable to provide affordable accommodation. Following a marketing exercise, offers for both properties have been received.

58. Executive delegated the decision to dispose to the Director of Place, in consultation with the Director of Governance, and hence there is no need for any further Executive decision and hence this is purely an update.

Existing Clifton Library, Rawcliffe Lane

59. Executive approval has previously been provided to dispose of this c.0.3-acre site, by freehold sale or long lease once the new replacement Clifton library has been completed and opened. The site provides for the accommodation of the current library. The funding from this disposal is part of the funding for the new library. An offer has been received for the freehold of the site from Spotlight Dance Academy. The company currently operate in close proximity to the site as a local dance group, operating from accommodation in the industrial estate. They have been operating since 2009 and would keep the existing building and re-purpose it as a Dance Studio. They have offered Market Value for the site and intend to retain the building. The offer is conditional upon obtaining planning for the use of the building as a dance studio (and any necessary planning permission for any alterations required to re-purpose the building as a dance studio) and they are progressing to attain such prior to entering into legal documentation. Executive delegated the decision to dispose to the Chief Operating Officer and hence there is no need for any further Executive decision and thus, this is purely an update.

New disposal decisions

28& 45/47 Shambles

60. This consists of 5 No one bedroom flats in need of modernisation and previously leased to Yorkshire Housing ("**YH**"). The flats are in two separate blocks above ground floor retail accommodation. Registered Providers are not typically interested in this type of accommodation. It is a small scale, in an historic building, and has difficult access arrangements.

61. It is recommended to dispose of the flats and communal area serving such, on a long leasehold unrestricted basis (999 years) whilst retaining the freehold. This would allow the Council to continue to maintain the structure and exterior as it leases out the lower floors for commercial use. Contributions to repairs could be recouped by way of a service charge to the leaseholders.

22 The Avenue

62. This property is in a popular high value residential street just off Clifton. It directly adjoins St Peter's school at the rear. It comprises a large two storey detached house that was built c. 1920. The building is in the conservation area. It is of traditional construction and is in a poor condition and requires fully refurbishing. Given the size and condition of the property it is not considered financially viable for affordable housing. Adjacent to the house is the 'annex' which is of more modern build and continues to be used as supported housing within the HRA. It is not proposed to dispose of the annex at this time.

63. Until late 2019, the property was being used as accommodation for mental health assessment and care residents. It was vacated, due to it being no longer being suitable for operational use. The residents were moved to a recently refurbished property in Clifton. There is no future requirement for the property to be re-occupied, as alternatives are now available, utilising tenancies within the HRA housing stock.

64. On 27 August 2020, the Executive approved the sale of 22 The Avenue and the annex following the development of two new specialist mental health supported housing schemes. Authority to proceed and complete the sale was delegated to the Director of Economy and Place. However, the Programme did not proceed due to the lack of interest from RP's. The Specialist Mental Health Housing and Support programme is continuing with a phased approach being adopted including a 7-home pilot project at 92 Holgate Road. This was approved by the Executive on 16th November 2023. There is, therefore, a continuing need for the annex building until alternative provision is provided.

65. Whilst the annex is operationally required, the whole site could be separated into two and the property comprising 22 The Avenue could be sold. The attached plan (at **Annex B**) shows how the site

could be separated without affecting the continuing use of the annex.

66. The single nature of the property and the cost of refurbishment does not lend itself to use by a RP to provide for affordable housing and hence it is recommended that this property is sold on an unrestricted basis, whilst the annex is retained until such time as the service finds a new location from which to operate.

Hungate

67. The Council sold its freehold interest in the site known as "Hungate" in on 13 December 2006 for a sale price of £960,000 to Hungate (York) Regeneration Limited ('**HYRL**'). In addition to the capital sum, the Council entered into a Development Agreement with HYRL in which it was agreed that the purchaser would pay an Overage if sale values of the accommodation constructed by HYRL (less costs associated with the sale) exceeded a certain prescribed base sale rate. Under the terms of the Development Agreement the Council would be entitled to 7.5% of any excess rate, over and above the base rate.

68. Since entering into the Development Agreement, HYRL has developed out a considerable area of the site comprising 462 residential units and the Council has received a further £826k in overage payments, over and above the original base sale price.

69. All units developed are now sold however 3 plots **(see plan attached at Annex D)** within the overall site remain undeveloped and which comprise some 2.76 acres in total. Planning permission was granted for residential development on these undeveloped areas in 2017 (ref:15/01709/OUTM) comprising of 613, 1-3 bed apartments.

70. The Council, as former owner of the site, have been approached by HYRL and advised that HRYL wish to dispose of their interest to a new developer who wishes to develop "build to rent residential accommodation" rather than sell on the units and thus hold them as an investment. It is understood that they wish to build out one of the plots, in accordance with the existing planning consent shortly, with the other plots to follow.

71. As an alternative to the Council receiving an overage of future units when sold (given they would not be sold under a build to rent scheme), a capital consideration has been negotiated whereby the HYRL would pay the Council the capital consideration as detailed within the confidential appendix in return for the Council agreeing to the release of the developer's obligations under the Development Agreement. Independent valuation advice has been sought and this offer is considered to represent best value (See **Confidential Appendix**). A further overage has been offered to the Council as part of the proposed deal structure, whereby if the developer ever changed its mind and developed student accommodation, which has a higher land value, then the Council would share in any further development value uplift.

72. Whilst a matter for the Local Planning Authority, the Housing Policy team consider that there is no impact anticipated regarding these proposed changes on affordable housing contribution. Through Section 106 planning contributions the Hungate scheme has to date delivered £5.261m affordable housing commuted sum payments, and an additional 26 on site affordable homes. Future delivery may incorporate a mix of significant commuted sums alongside some on site affordable housing, or commuted sums only to the maximum value within local and national policy.

73. The proposal will provide the Council with an unbudgeted capital premium and the suggested scheme, once it came to fruition, would benefit the city through added residential accommodation and footfall into the city centre. It is therefore recommended to proceed to extinguish the outstanding obligations in the Development Agreement in exchange for the capital consideration being paid to the Council by HYRL, subject to entering into the necessary legal documentation once the provisions have been agreed between the parties.

Organisational Impact and Implications

Financial

74. The recommendations will lead to the Council generating significant capital receipts (See **Confidential Appendix**).

75. Capital receipts are used as a corporate funding stream. They are used to fund the capital programme, repay debt, or fund

transformation projects. The most appropriate use is determined by the Director of Finance.

76. The receipt from the existing Clifton Library, Rawcliffe Lane has been assumed within the replacement Clifton Library scheme within the capital programme. The proposed receipt is as per the set budget.

Human Resources

77. No implications.

Legal

Planning Law Implications

78. Any necessary planning permission will need to be obtained for each site referred to within this report (by whoever wishes to develop the relevant site(s)). Each Section 106 affordable housing contribution received by the Council will have to be spent in accordance with the terms and conditions of the Section 106 agreement, which has secured the contribution.

Contract Law Implications

79. Any grant funding arrangements sought to deliver the proposals set out in this report will need to be reviewed to understand whether the Council's acceptance and use of any such grant funding will comply with the requirements set out within the Subsidy Control Act 2022.

80. If the Council in disposing of a site (whether by freehold transfer or grant of lease) wishes to impose contractual obligations on the buyer to construct a specified minimum number of dwellings (or other form of specified development works) on the land within a specified timescale then that could be classed as a 'contract for works' which may therefore need to be the subject of a procurement exercise before the sale contract/transfer deed/lease can be entered into.

Property Law Implications:

81. The respective plots of land which the Council propose to dispose of are currently within the General Fund.

82. The Council has a statutory power under Section 123 of the Local Government Act 1972, to dispose of any General Fund/non-HRA land held by the Council (including granting a lease of it). Although Section 123 requires that the consent of the Secretary of State for Housing, Communities and Local Government be obtained for a disposal at a price less than best reasonably obtained, such consent is automatically given for the disposal of General Fund/non-HRA land by a General Consent Order if both of the following conditions are satisfied:

    (i) the Council considers that the disposal will contribute to the promotion or improvement of the economic, environmental, or social well-being of its area; and

    (ii) the difference/shortfall between the consideration/monetary receipt obtained and best consideration amount does not exceed c. £2M.

83. In relation to potential purchase of properties by the Council for use additional affordable housing, S.120 of the Local Government Act 1972 gives the Council power to acquire land for the purposes of any of the Council's functions or for the purpose of the benefit, improvement, or development of the Council's area.

84. If the Council intends to dispose of land (either by freehold transfer or by grant of long lease) to a RP with the object of the purchasing RP developing (100%) affordable housing on the land then it should be noted that:

    (i) the Council can impose a restrictive covenant prohibiting use of the land for any purpose(s) other than solely affordable housing. However, whilst this probably wouldn't reduce the capital receipt obtained by as much as the imposition of a positive development obligation please note:

        (a) this wouldn't entitle the Council to require that the purchaser actually builds any affordable housing on the land (instead the purchaser might potentially sit on/landbank the land until they wish to develop it);

(b) there are legal complexities with successfully enforcing covenants restricting use of land and there is a risk that the purchaser might be able to subsequently successfully apply to the First Tier Tribunal under S.84 of the Law of Property Act 1925 for modification or release of such restrictive covenant(s); and

(ii) the Council has statutory powers to acquire (whether by freehold purchase or by taking a long lease) property for the purpose of any of its functions or for the purpose of improving the benefit, improvement, or development of its area.

Procurement

85. **Marjorie Waite Court** - Any proposed concession contract will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Concession Contracts Regulations 2016 (soon to be Procurement Act 2023). Further advice must be sought from Commercial Procurement and Legal Services.

86. **Lowfield Plot B** - Any proposed works or services will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015 (soon to be Procurement Act 2023). All tenders will need to be conducted in an open, fair, and transparent way to capture the key principles of procurement. Further advice regarding the procurement routes, strategies and markets must be sought from the Commercial Procurement team.

Health and Wellbeing

Environment and Climate

87. The built environment accounts for over 60% of direct carbon emissions from within City of York's local authority boundary; and half of these emissions are associated with domestic buildings. It is therefore essential that the construction and operation of any new or refurbished homes are low/zero carbon.

88. Restrictions on the use of fossil fuels will be applied as an essential criterion for Registered Provider bids on Lowfield Plot B. It is recommended that minimising embodied carbon is considered as part of the desirable criteria for this site and other sites considered for disposal.

Affordability

89. Provision of additional low-cost housing in York will help to address the current lack of affordable housing for those in the city on low incomes, along with potentially reducing travel costs and improving health and wellbeing of residents. It is well known the those with health and/or mental health challenges have suffered disproportionately throughout the Cost-of-Living crisis and the proposals in this report may help to address some of these challenges.

Equalities and Human Rights

90. See full Equalities Impact Assessment in **Annex F**.

Data Protection and Privacy

91. As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data protection impact assessment ("**DPIA**"). This is evidenced by completion of DPIA screening questions AD-06656.

Communications

92. There are no communications service implications, other than in the management of any reactive media enquiries which may arise from this report

Economy

93. The York Economic Strategy 2022-32 recognises the challenges of affordable housing in York and its impact on economic growth. The proposals in this paper are well aligned with that strategy and would help bring benefit to tenants, employees, and businesses in York.

Risks and Mitigations

Land disposals for 100% affordable housing

94. Whilst land disposals to RPs have undergone soft market testing, the level of land receipt for 100% affordable homes is hard to quantify and will be impacted by additional requirements on RPs and site abnormals.

Wards Impacted

All

Contact details

For further information please contact the authors of this Decision Report.

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Date:	2nd July 2024

Background papers

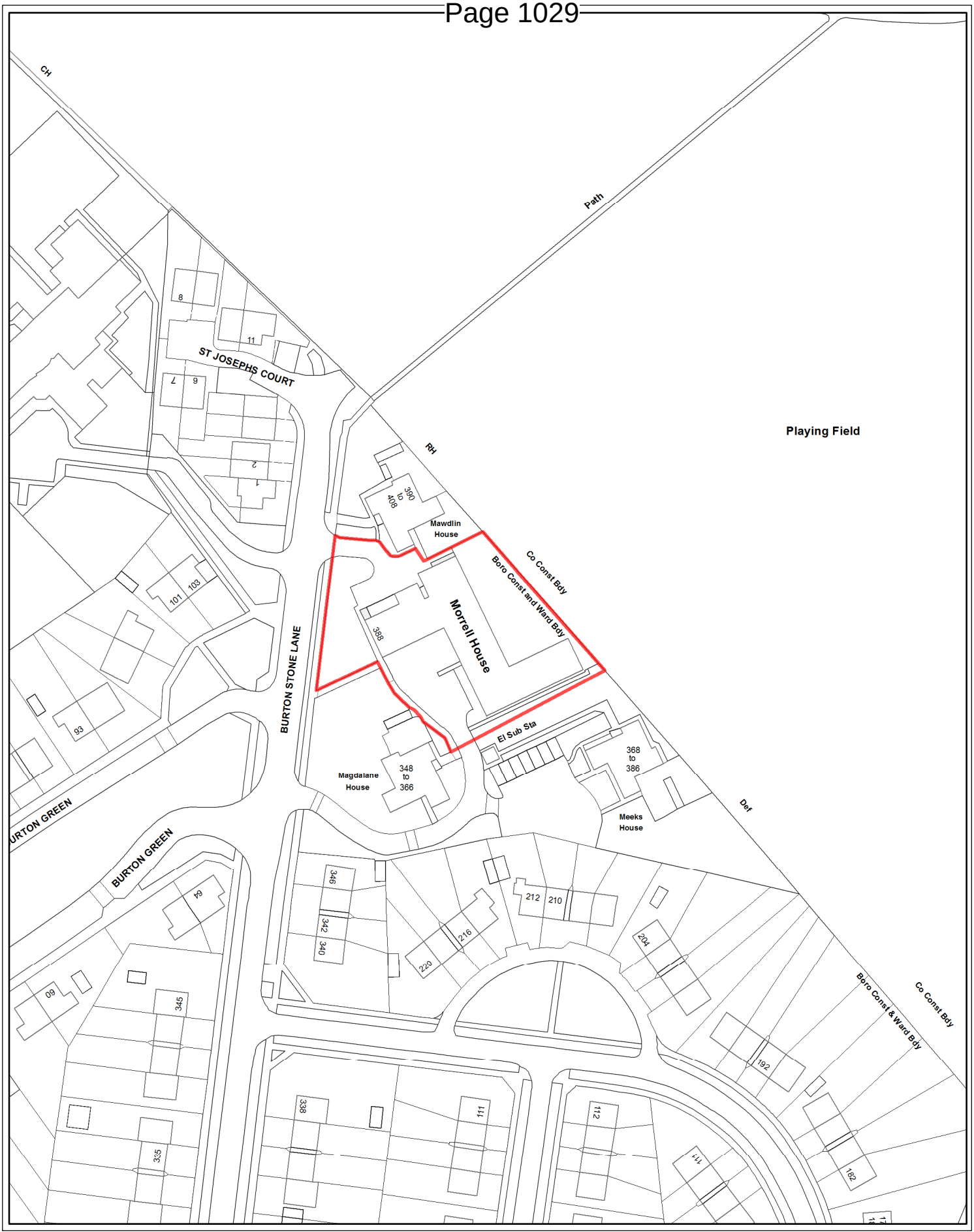
Executive Report February 2023 - Housing Delivery Programme update - Delivering Affordable Housing on Council Land
Executive Report November 2023 - Delivering More Affordable Housing in York – update on the Housing Delivery Programme

Annexes

Annex A: Morrell House Site Plan
Annex B: 22 The Avenue Site Plan
Annex C: Lowfield Site Plan
Annex D: Hungate Site Plan
Annex E: Castle Mills Site Plan
Annex F: Equalities Impact Assessment

Confidential Annexes
Annex G: Financial Information
Annex H: Commercial Report - Hungate

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CITY OF YORK COUNCIL

Asset & Property Management

Morrell House Elderly Peoples Home

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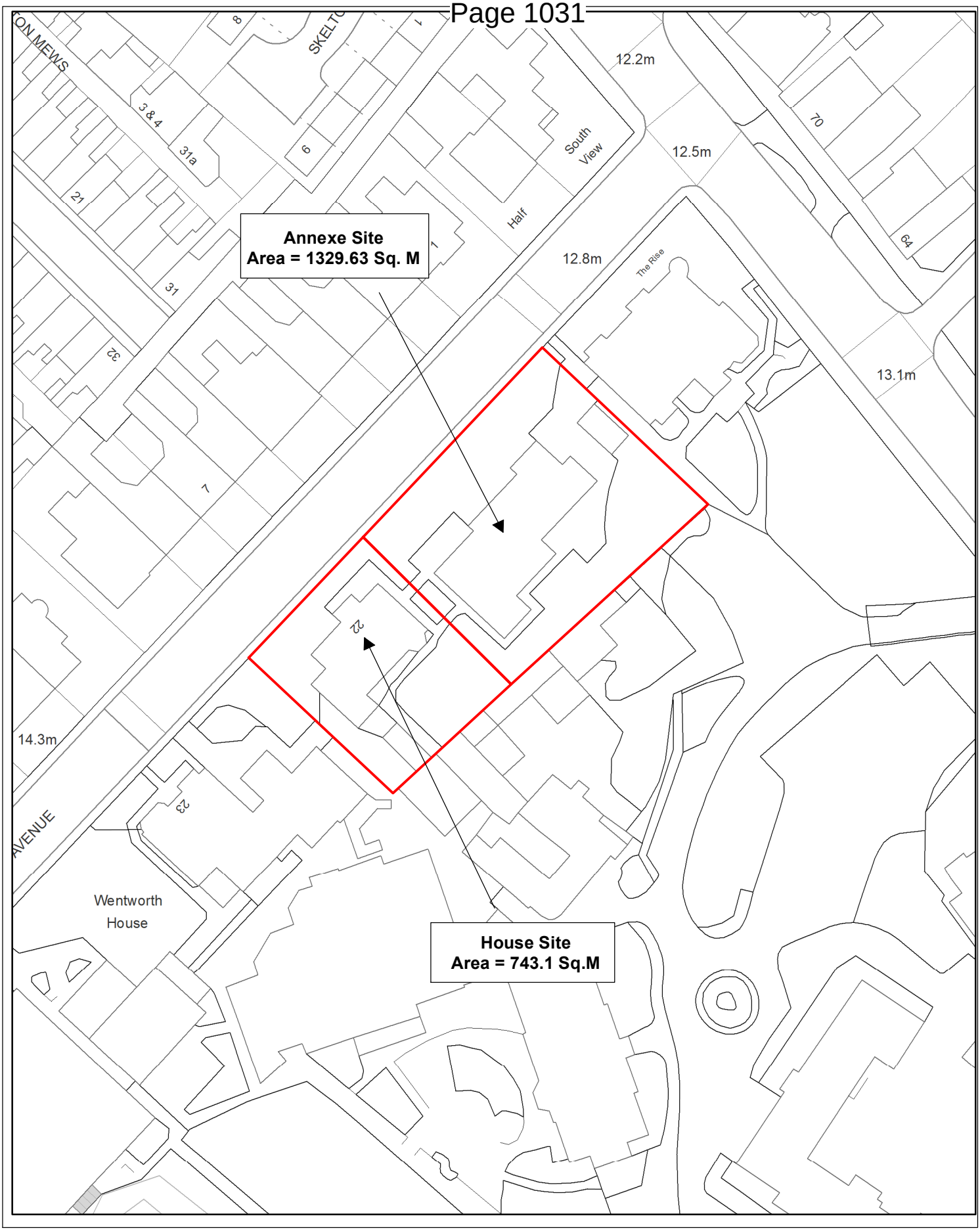
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CITY OF YORK COUNCIL

Asset & Property Management

22 The Avenue House & Annexe.

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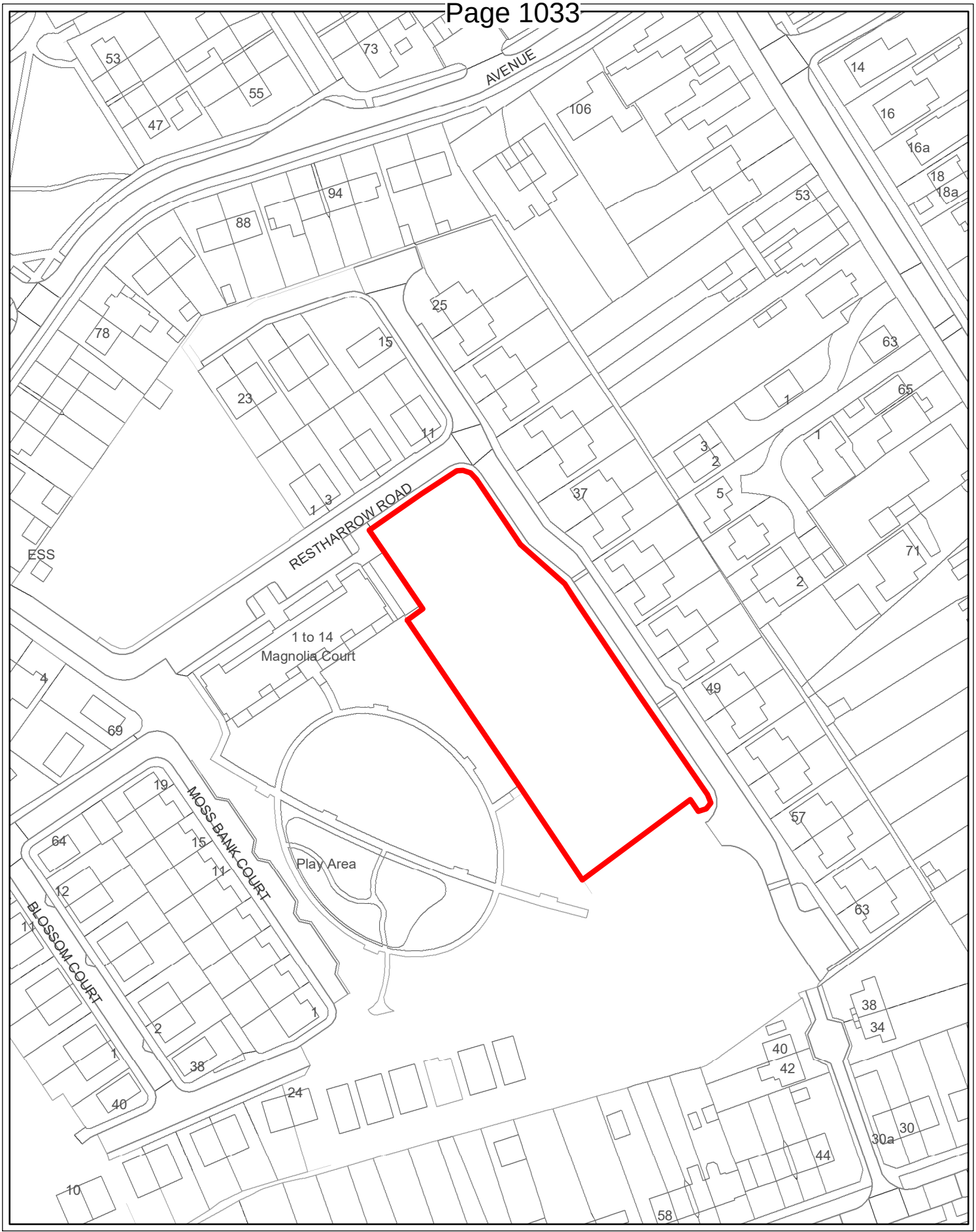
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Asset & Property Management

Lowfield Green Vacant Plot B

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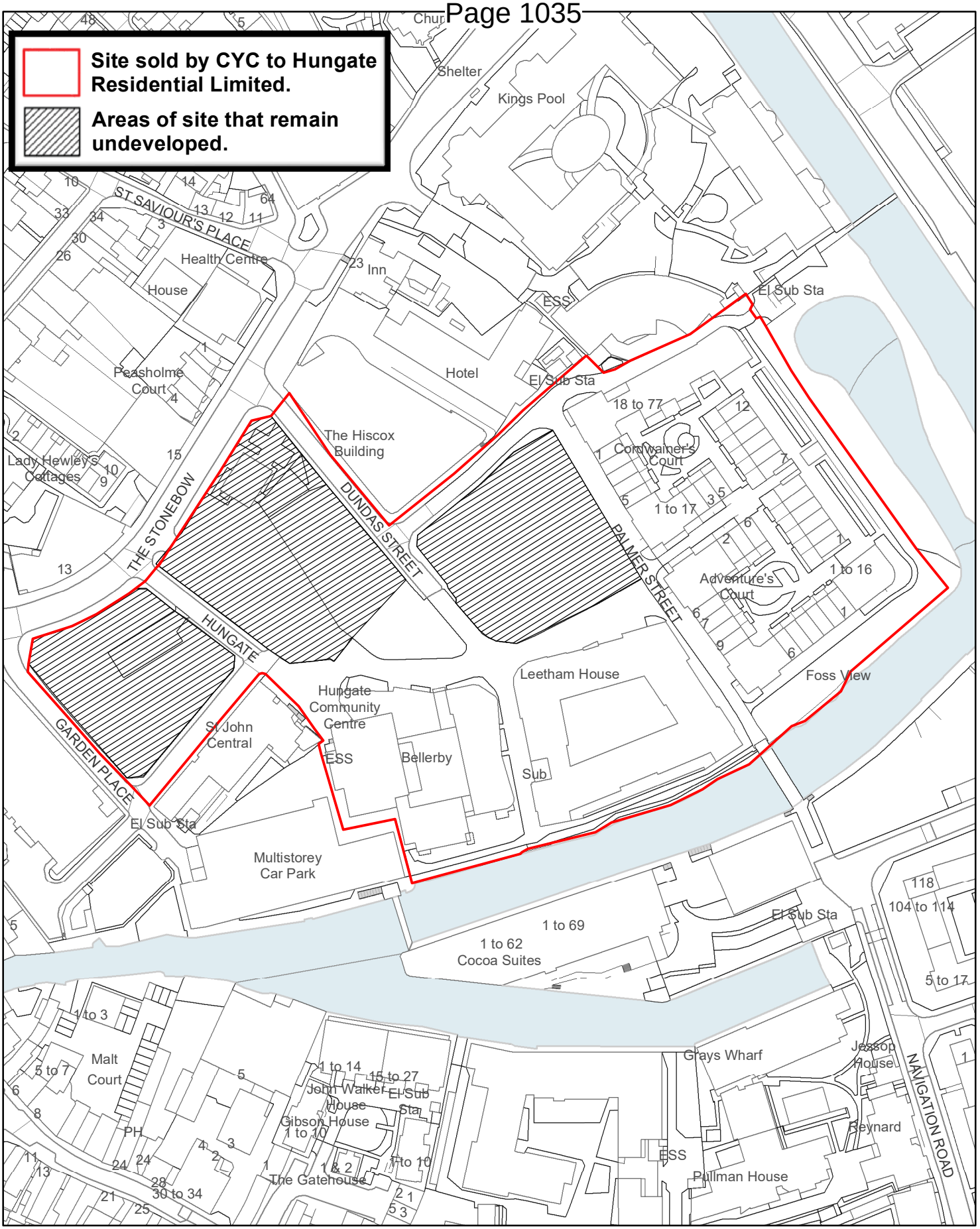
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CITY OF YORK COUNCIL

Asset & Property Management

Land At Hungate, York.

N W E S

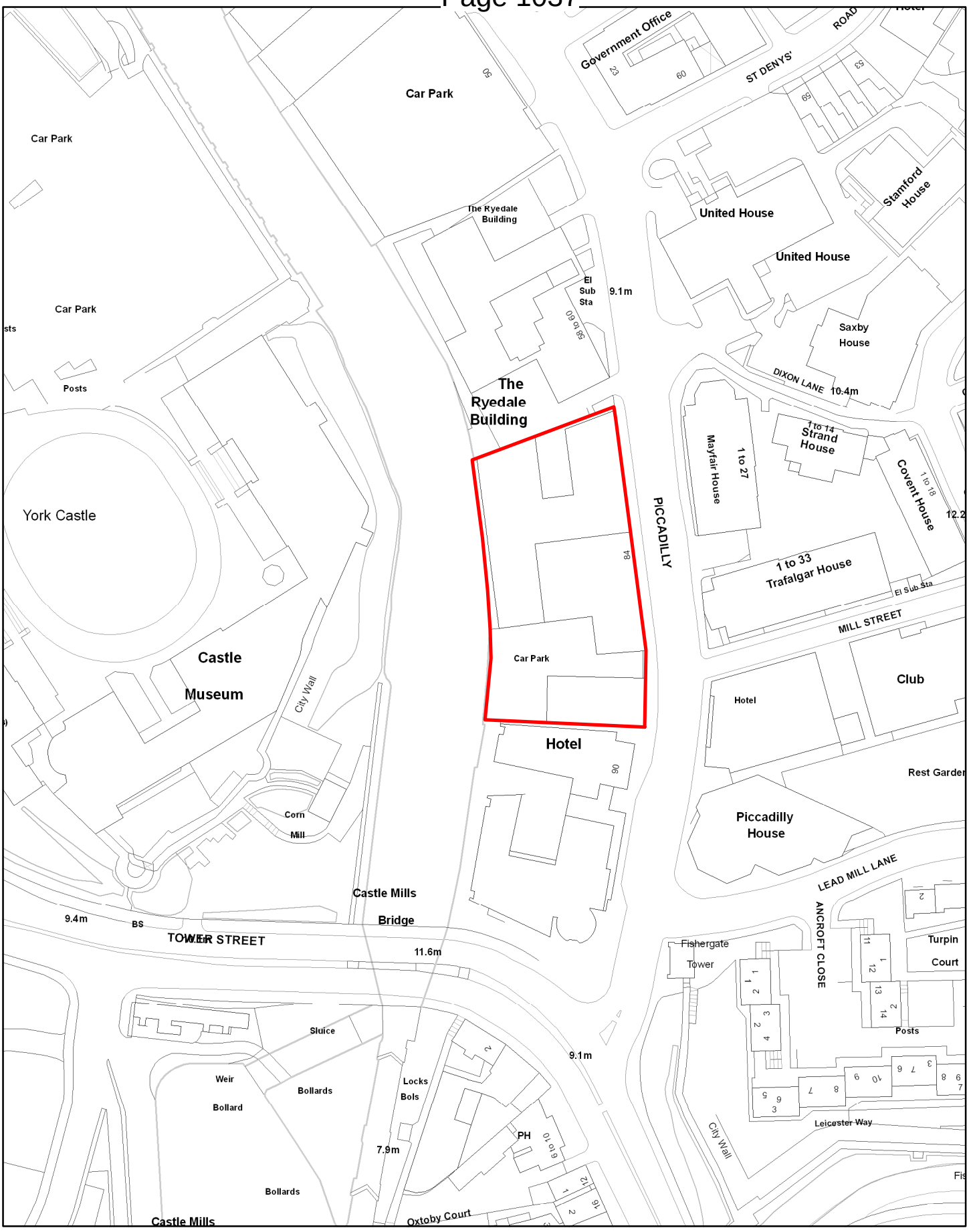
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CITY OF YORK COUNCIL

Resources
Property Services

Castle Mills Car Park

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Originating Group:
Property Services

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Housing and Communities / Finance
Service Area:	Housing Delivery / Property
Name of the proposal :	Update on the Housing Delivery Programme and the Disposal of Surplus Sites
Lead officer:	Sophie Round / Nick Collins
Date assessment completed:	20th June 2024

Names of those who contributed to the assessment :			
Name	**Job title**	**Organisation**	**Area of expertise**
Sophie Round	**Housing Delivery Programme Manager**	**CYC**	**Housing development**
Nick Collins	**Property Manager**	**CYC**	**Commercial property**

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	The paper seeks to increase the provision of affordable housing delivered both through the Council's Housing Delivery Programme and through Registered Providers operating in the City. The report seeks to dispose of Lowfield green Plot B for 100% affordable housing for adults aged over 55, dispose of Morrell House for 100% affordable housing, enter into negotiations for a land disposal to a Registered Provider to deliver 100% affordable homes on Castle Mills. The report also seeks to dispose of a number of sites at market value where it is deemed they are unsuitable for affordable housing (22 The Avenue and Shambles flats) and end the development agreement at Hungate for a capital premium to support wider council objectives. The paper also seeks to procure an operator to manage facilities at Marjorie Waite Court.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	Given the value and method of disposal, Lowfield B will need to follow a compliant procurement route to market under the Council's Contract procedure Rules. It is likely all affordable homes will be funded through Homes England grant and therefore will be developed in accordance with the Capital Funding Guide.

1.3	**Who are the stakeholders and what are their interests?**
	- **City of York Council – key stakeholders within the council include Housing Services, Property Services, Communities team, Climate reduction team** - **Council tenants – Registered providers**

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	The recommendations set out in the paper reflect the 4 Core Commitments of the Council Plan 2023-2027 1) Equalities and Human Rights The paper proposes the delivery of increased levels of affordable housing which benefits those from lower socioeconomic backgrounds ensuring good quality housing provision. The new build homes will be built to a minimum standard of Part M4(2) 'Accessible and Adaptable dwelling' ensuring that the homes provide a good level of accessibility for residents throughout their lives. Approximately 10% of new build homes will be delivered as Part M4(3) 'Wheelchair accessible dwelling' ensuring a supply of adapted housing for residents with additional needs. Providing a high quality operator for the facilities at Marjorie Waite Court promotes social cohesion for residents and the wider community. 2) Affordability The affordability of housing is a key issue for residents of York evidenced by the fact that the average house price is in excess of 10 times the average salary in the city. Increasing the supply of affordable housing for a broad range of residents including those on the housing waiting list and key workers. 3) Climate All homes delivered directly by the Housing Delivery Programme aims to achieve certified Passivhaus and utilise renewables such as Heat pumps and Photovoltaic panels. Homes delivered through RP partners will meet high energy efficiency standards and remove the reliance on fossil fuels. 4) Health and Wellbeing Good quality affordable housing has a positive benefit to the health and wellbeing of the residents. This paper aims to improve access to good quality housing for the city's residents.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	Reason for using
Lettings and Housing Management staff within CYC	**Understanding the housing demand within the city is critical to designing homes needed by our residents. The Local Housing Needs Assessment demonstrates the greatest need for affordable housing is for smaller properties and this influences the homes delivered across boh HDP sites and RP disposal sites.**
Soft market testing with Registered Providers	**The disposal of Lowfield B and Morrell House depends on interest from Registered Providers to build and manage the properties. Whilst there is interest from RPs the sites are small/constrainted and therefore there are likely to be some viability challenges in providing 100% affordable housing however, to date – engagement has been good and feedback has been positive.**

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	**Action to deal with this**
Further consultation is needed as detailed designs are developed to ensure the accessibility standards are met. Whilst we use the standards set within Building Regulations to design the homes, further detailed engagement from the community will have positive benefits to the projects.	Engage with the Council's Access Officer and present future Designs to the York Access Forum.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	**Lowfield Green Plot B will be developed to meet the needs of those aged 55 and over.**	**Positive**	**Medium**
Disability	**Lowfield green will be designed to very high accessibility standards to meet the needs of the aging population. As a minimum all homes either delivered by the Council directly through HDP or via disposals to**	**Positive**	**Medium**

	Registered Providers will provide a minimum of 10% of new build homes will be designed to meet M4(3) Wheelchair accessible dwellings with all homes designed to meet M4(2) Accessible and Adaptable homes. The proportion of fully accessible homes will be reviewed during engagement with stakeholders and increased where there is a known housing need.		
Gender	**The proposals do not relate directly to gender. There are no known implications related to gender.**	**Neutral**	**Low**
Gender Reassignment	**The proposals do not relate directly to those undergoing gender reassignment. There are no known implications related to gender reassignment.**	**Neutral**	**Low**
Marriage and civil partnership	**The proposals do not relate directly to marriage and civil partnership. There are no known implications related to marriage and civil partnership.**	**Neutral**	**Low**
Pregnancy and maternity	**The proposals do not relate directly to pregnancy and maternity. There are no known implications related to pregnancy and marriage.**	**Neutral**	**Low**
Race	**The proposals do not relate directly to race. There are no known implications related to race.**	**Neutral**	**Low**
Religion and belief	**The proposals do not relate directly to race. There are no known implications related to race.**	**Neutral**	**Low**
Sexual orientation	**The proposals do not relate directly to sexual orientation. There are no known implications related to sexual orientation.**	**Neutral**	**Low**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		

Carer	**The proposals do not relate directly to carers.**	**Neutral**	**Low**
Low income groups	**The proposals benefit low income groups. Affordable housing is more accessible to low income groups.**	**Positive**	**High**
Veterans, Armed Forces Community	**There is a high prevalence of homelessness among this socio-economic group and therefore the increased provision of affordable housing will impact this group.**	**Positive**	**Low**
Other	**None**		
Impact on human rights:			
List any human rights impacted.	**Promotes rights to housing**	**Positive**	**Low**

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
No adverse impacts have been noted above through the analysis however the projects will need to be managed thoroughly to ensure the benefits are realised. Affordability is critical to the delivery of the Council Plan's objectives and therefore this will need to be monitored closely to ensure that these objectives are delivered.	

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**
- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.	

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	**Conclusions/justification**
No major change to the proposals	The analysis demonstrates that the proposals are robust with no direct impact to individuals or communities with protected characteristics. However, the Housing Delivery Programme is committed to creating inclusive and welcoming communities and will work collaboratively with stakeholders throughout the design and development process to deliver against objectives and monitor and adjust to any failure to meet these outcomes.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Good quality affordable housing delivered by RPs	Clear specification for land disposals to RPs to ensure aspirations of the report are realised	Sophie Round	Dec 2024
Engagement	Monitor the proposals for delivery of affordable housing at each RIBA stage	Sophie Round	2025/26

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Continuous discussion and communication with residents and other stakeholders to identify and issues or improvement. Post occupation surveys to be carried out of new build projects to understand the outcomes for protected characteristic and marginalised groups.

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