

**Notice of a public meeting of
Executive**

To: Councillors Aspden (Chair), Ayre, Craghill, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson

Date: Thursday, 27 August 2020

Time: 5.30 pm

Venue: Remote Meeting

AGENDA

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Tuesday, 1 September 2020.**

*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, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

2. Exclusion of Press and Public

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

Annexes 1, 2, 3 and 5 to Agenda Item 11 (Creating a New Woodland / Stray for York), on the grounds they contain information relating to the financial or business affairs of particular persons (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 - 14)
To approve and sign the minutes of the last Executive meeting, held on 23 July 2020.

- 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 committee.

Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at remote meetings. The deadline for registering at this meeting is 5:00pm on Tuesday, 25 August 2020.

To register to speak please contact Democratic Services, on the details at the foot of the agenda. You will then be advised on the procedures for dialling into the remote meeting.

Webcasting of Remote Public Meetings

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

During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

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

6. Proposal for an Article 4 Direction for the Heslington Conservation Area (Pages 15 - 46)

The Assistant Director of Planning & Public Protection to present a report which asks Members to consider a proposal for the preparation and service of a non-immediate Article 4 direction covering parts of the Heslington Conservation Area, taking into account the advice of the Local Plan Working Group, which will be made available at the meeting.

7. City of York Council Recovery and Renewal Strategy - August Update (Pages 47 - 66)

The Interim Head of Paid Service to present a report which provides an update on activities both directly in response to Covid-19 and work to support recovery and renewal, together with an update on the financial context for the council.

8. York Museums Trust – Impact of Covid-19 (Pages 67 - 78)

The Corporate Director of Children, Education & Communities to present a report which proposes a series of actions to respond to a request from York Museums Trust for financial support to mitigate the impact of Covid-19, and to secure the future of the city's museums.

9. Mental Health Housing and Support (Pages 79 - 112)

The Corporate Director of Health, Housing & Adult Social Care to present a report which outlines a vision for an improved mental health housing and support pathway in York and presents specific proposals for the development of specialist mental health housing and support for people with multiple and complex needs.

10. Amended Decision on the Sale of a Building to Most Effectively Support the Re-provision of the Council's Homeless Accommodation (Pages 113 - 124)

The Corporate Director of Health, Housing & Adult Social Care to present a report which sets out a proposal to sell 27 & 28 St Marys, instead of 92 Holgate Road as previously agreed, in order to support the cost of the provision of the council's temporary homeless accommodation at James House.

11. Creating a new Woodland/Stray for York (Pages 125 - 172)

The Corporate Director of Economy & Place to present a report which sets out proposals to acquire land to enable the creation of a large new area of woodland close to the city, providing green amenity space for residents, and plant trees that will contribute to the council's commitment to become net carbon neutral by 2030.

12. Urgent Business

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

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 552030
- E-mail – fiona.young@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.

This information can be provided in your own language.

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 (Polish)
własnym języku.

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 **(01904) 551550**

This page is intentionally left blank

City of York Council

Committee Minutes

Meeting Executive

Date 23 July 2020

Present Councillors Aspden (Chair), Ayre, Craghill, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson

In Attendance Councillor Myers

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**127. Declarations of Interest**

Members were asked to declare at this point in the meeting any personal interests not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests, that they might have in the business on the agenda. No interests were declared.

128. Minutes

Resolved: That the minutes of the Executive meeting held on 25 June 2020 be approved as a correct record, to be signed by the Chair at a later date.

129. Public Participation

It was reported that there had been 4 registrations to speak at the meeting under the Council's Public Participation Scheme, and 4 requests to speak by Ward Members / Opposition Spokespersons. Written representations had also been received and circulated to Members.

Gwen Swinburn spoke on matters within the Executive's remit, and on Agenda Item 4 (Forward Plan). She expressed concerns about the council's arrangements for returning to a normal schedule of meetings, the uneven distribution of items across meetings, and inadequate public consultation in respect of devolution.

Cllr Heaton spoke on Agenda Item 5 (York Central Update) as a Ward Member for Holgate. He expressed doubt about the

viability of the project in the 'new normal' conditions post Covid-19 and concern that it would not benefit Holgate residents. He suggested that a full review should take place before proceeding further.

Cllr Melly also spoke on Item 5 as a Ward Member for Holgate. Referring to calls from residents of the Leeman Road area for more community space, she suggested that Network Rail transfer the Gatehouse building to the council for that purpose in return for the proposed disposal of land to NR.

Richard Clark spoke on Item 5 as a resident of Micklegate and a member of York Central Action Group. However, his connection was lost. The Chair invited him to submit his comments in writing instead, to be made available in the same way as the other written representations.

Cllr Webb spoke on Agenda Item 7 (City of York Recovery & Renewal Strategy – Update), as Opposition Spokesperson for Children & Young People. He expressed concern about a lack of detail and data in parts of Annex 5, and stressed that any relaxation of safeguards for vulnerable children would not be acceptable.

Martin Bradnam, Chair of the Hospitality Association York, spoke on the Tourism Marketing Recovery Strategy at Annex 4 to Item 7. He had also submitted detailed comments in writing. He welcomed the investment but felt the strategy had taken too long and was not detailed enough; more should be done to join up ideas, engage local residents and attract visitors back to the city.

Phil Pinder, Chair of York Retail Forum, also spoke on Annex 4 to Item 7. He supported the views of the previous speaker, adding the suggestion that September be designated a 'residents' month' and the car parking offer extended into October to encourage people back to York.

Cllr Douglas spoke on Item 7 and on Item 8 (Submission of Devolution Proposal), as Opposition Spokesperson for Economy & City Development. On the former, she raised concerns about businesses that not received grants, a lack of investment in re-training and skills, and the weakness of the tourism strategy. On the latter, she noted that funding from the

devolution deal would be insufficient to support York's housing needs.

Written representations were received from Steve Galloway in respect of Agenda Item 8, objecting to the proposals being brought forward at this stage, on the grounds of inadequate pre-publicity and consultation and a lack of consideration of alternatives to the elected mayor devolution model.

130. 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.

131. York Central Update

The Assistant Director of Regeneration & Asset Management presented a report which provided an update on progress to deliver the York Central scheme, and set out proposals to proceed with further development activity while awaiting confirmation of the conditions of grant funding.

Progress to date was demonstrated by the key milestones set out in paragraph 14 of the report; in particular, the announcement in March 2020 of a £77.1m grant award from the Ministry of Housing Communities and Local Government (MHCLG) to fund enabling infrastructure for the site. The West Yorkshire Transport Fund (WYTF) Full Business Case (FBC) was conditional upon confirmation of the MHCLG grant conditions, which was still pending.

A proposal to maintain project momentum by drawing down funds from the previously approved York Central budget was set out in paragraphs 23-24. The project programme had been updated to reflect a delay in determination of the Reserved Matters Application (RMA) due to the impact of Covid-19; however, the start of enabling works in late 2020 would allow the main infrastructure works to begin in early 2021. Land at Alliance House / Chancery Rise was no longer required for access to York Central and it was proposed to dispose of this to Network Rail, as detailed in paragraphs 33-35.

In response to matters raised under Public Participation and by the Opposition Group Leader, officers stated that an up to date

risk register, including Covid-19 risk, was maintained for the project and that delaying development would increase the risk of failure.

Members welcomed the report, emphasising the importance of the project to the long term economy of the city, and the Chair confirmed that conversations with local communities and the York Civic Trust would continue to be encouraged as the project progressed.

- Resolved:
- (i) That further funding of £1.96m be committed to cover City of York Council (CYC) project team and consultancy support costs, undertake further essential survey works, and fund an early enabling infrastructure works contract to April / May 2021.
 - (ii) That authority be delegated:
 - a) to the Interim Head of Paid Service, in consultation with the Executive Leader, to take such steps as are necessary to deliver the package of early site enabling works and
 - b) to the Director of Economy & Place, in consultation with the Director of Governance, to taken such steps as are necessary to enter into the resulting funding agreement.
 - (iii) That authority be delegated to the Interim Head of Paid Service, in consultation with the Executive Leader, to take such steps as are necessary to agree the grant terms with MHCLG for £77.1m of infrastructure funding and to enter into the resulting funding agreement.
 - (iv) That approval be given to procure the further project support consultancy services necessary to for the delivery phase, and that the authority to take such steps as are necessary to procure, award and enter into the resulting contracts be delegated to the Director of Economy & Place, in consultation with the Director of Governance.

Reason: To ensure that appropriate progress can be made on project development, focusing on delivery

readiness for the first phase of the York Central enabling infrastructure.

(v) That approval be given to dispose of the land at Alliance House / Chancery Rise to Network Rail (NR), to facilitate the relocation of rail infrastructure maintenance facilities from the York Central site, with NR to reimburse the council for expenditure incurred by the council in connection with its ownership since 2016, totalling £426,967; the disposal price to be £1 (the same price for which it was purchased by the council from NR in 2016), and to include a restrictive covenant to limit the future use of the land to the purpose agreed in this disposal.

Reason: To ensure that York Central is cleared of operational rail activity and made available for redevelopment.

132. Outbreak Control Plan

The Director of Public Health presented a report which introduced the York Outbreak Control Plan approved by the City of York Outbreak Management Advisory Board (OMAB) at their second meeting, on 13 July 2020. The OMAB's terms of reference were attached as Annex A to the report.

Every local authority with responsibility for public health was required to develop and publish a Covid-19 Outbreak Control Plan by 30 June 2020 to ensure local delivery of the NHS Test and Trace service and an effective local outbreak response. A draft Plan had been published on 29 June to meet the deadline and the final version, attached as Annex B, had subsequently been approved on 13 July. The Plan was intended to be a live document and would evolve as guidance and learning progressed. Consultation had taken place with partners, as well as initial engagement with residents through 'Our Big Conversation'.

The Chair, who also chaired the OMAB, highlighted the importance of the Plan, expressing his thanks to officers for its swift production and to members of OMAB, in particular the business and community representatives.

Resolved: That the York Outbreak Control Plan be received.

Reason: To enable the national requirement for producing a local Outbreak Control Plan to be met.

133. City of York Council Recovery and Renewal Strategy - Update

The Interim Head of Paid Service presented a report which outlined further elements of York's Economic Recovery Plans following the coronavirus pandemic, and introduced a proposed 10-year plan for the city.

The report updated the one-year Recovery and Renewal Strategy received by Executive on 25 June (Minute 125 of that meeting refers), supplementing the One Year Transport and Place Strategy with an Economic Recovery Plan (Annex 1), a Business Support Plan (Annex 2), a Skills and Employment Plan (Annex 3), and a Tourism Marketing Plan (Annex 4). An update on work during the crisis to keep children safe in York was provided in Annex 5.

Proposals to develop a longer term 10-year recovery plan with city partners, detailing the broader transformational ambitions and direction for York and the priorities to achieve these, were set out in paragraphs 9-21 of the report. The intention was to have this plan in place by March 2021, to follow on from the 1-year Strategy. The report also described recent recovery activity undertaken against each of the three themes within the Strategy – Economy, Communities and Corporate.

In response to comments made under Public Participation, officers acknowledged the economic challenges faced by the hospitality, retail and tourism sectors, adding that the tourism plan had been well-received and more detailed proposals were being developed beyond the report. With reference to Annex 5, it was confirmed that, in York, the flexibilities ermitted by changes to legislation during the coronavirus pandemic were being used only to hold remote meetings of the Adoption and Fostering panels.

Members welcomed the report, expressing support for the partnership approach to developing a longer term plan, the plan's potential as a lobbying tool as noted in paragraph 10, and the involvement of residents, communities and businesses as highlighted in paragraph 11.

- Resolved: (i) That the development of a '10-year City Recovery Plan' with city partners, to build on the work outlined in the council's recent 1-year Recovery and Renewal Strategy, be noted.
- (ii) That the recommendations set out in Annex 1 (the COVID-19 Economic Recovery Plan) be approved; specifically, to:
- a) note the likely scale and range of impacts on the York economy;
 - b) endorse the Economic Recovery Strategy set out in the report;
 - c) make a long-term commitment to facilitate the continuation of the business liaison activity that has been established in response to Covid-19, in order to co-ordinate the city's response to emerging economic challenges;
 - d) approve the council's commitment to facilitate the establishment of a York City Skills Board, to oversee the development of the adult education and skills plan;
 - e) request that the Executive Member for Economy & Strategic Planning engage with Corporate Scrutiny to seek views on the COVID-19 Economic Recovery Plan, as outlined in Annex 1;
 - f) endorse, in response to the scale of the emerging economic challenge and new financial context for the council, a corporate lobbying effort, led by the Leader of the Council and working with partners in the region, to request additional funding to support local businesses, cultural institutions and residents facing financial hardship, invest in infrastructure, and demonstrate what York can achieve in the 10-year strategy with funding support from central government.
- (iii) That the actions to keep children safe, outlined in Annex 5, be noted.

Reason: In order to respond to the impacts of the coronavirus pandemic over the long term, and build back better.

Note: During part of the debate on the above item, Cllrs Ayre and D'Agorne lost their internet connections to the meeting. However, before the decisions were taken the Chair confirmed that their connections had been restored.

134. Reporting of Agreeing of the 'Asks' to submit to Government for consideration of a Devolution Deal for York and North Yorkshire

The Interim Head of Paid Service and the Head of Corporate Policy & City Partnerships presented a report which sought approval for the submission to Government of the devolution proposal for the City of York and North Yorkshire.

Council Leaders had written to Government on 13 February to open up a dialogue to negotiate a devolution deal for the region, in order to access funding and provide additional benefits. The next stage was to submit the 'Asks' proposals to Government. Ministers would then consider the proposals and respond with a formal offer of a Devolution Deal. A draft timetable of the full process towards devolution was attached as Annex 1 to the report. The draft Asks for submission were set out in Annex 2.

In presenting the report, officers stressed that submission of the Asks was an early step in the process and did not bind the authorities to proceed with devolution. Future steps would involve a statutory Governance Review, triggering a full consultation process. During their debate on the item, Members suggested some additional proposals for inclusion in the Asks.

- Resolved:
- (i) That the submission to Government be approved, subject to the inclusion in the 'Asks' of specific references to workforce skills in relation to adult social care and children's services and to rail technology and associated jobs in York.
 - (ii) That authority be delegated to the Head of Paid Service, in consultation with the Leader of the Council, to make any necessary amendments resulting from each constituent authority's feedback in submitting the proposals.

Reason: In order to continue the negotiation process, enabling Government to consider the proposals and present a formal offer for a Devolution Deal back to the authorities.

135. Library Lawn Lease

The Strategic Services Manager, Communities & Equalities presented a report which sought approval to grant the council's Library operator, Explore York Libraries and Archives Mutual Limited (Explore), a lease of the Library Lawn and the associated St Leonards Hospital Ruins ('Store') for cultural activities.

The Library Lawn and Store were owned by the council and had never been leased before; however, Explore's lease of the library premises included occasional use of the Lawn for exhibitions and use of the Store for storage of library materials. The Store was no longer needed by the council and Explore had a long-term ambition to develop the Lawn, as part of the Mint Yard area, into an exhibition space. This would include forming partnerships with interested organisations to tell the history of York through its archives. Explore were also seeking the ability to sub-lease the Lawn in the short term to help generate income for their plans.

The Chief Executive of Explore, Fiona Williams, addressed the meeting, providing further details of their vision for this iconic but overlooked heritage area.

The Executive Member for Culture, Leisure & Communities supported the proposals and thanked the Explore team for their work for York residents over the past weeks.

Resolved: (i) That approval be given to grant a lease of Library Lawn and the St Leonard's Hospital Ruins (Store) to Explore York and Archives Mutual Limited (Explore) until 31 March 2034, under the terms set out in the report, to enable them to deliver cultural activities (subject to consideration by Executive at a later date of any comments or objections receive from the public in response to the Section 123 open space notice regarding Library Lawn referred to in (ii) below).

Reason: To allow Explore to use the space in connection with the operation of York Explore Library and sub-lease to third parties to generate income.

(ii) That approval be given to publish a notice in the local newspaper advertising the proposal to grant a lease, as Library Lawn is 'open space' land used by the public for recreation.

Reason: This is a statutory requirement under Section 123 of the Local Government Act 1972 before a lease or other disposal of open space land can be granted by a local authority.

136. Finance and Performance Outturn 2019-20

The Head of Corporate Finance & Commercial Procurement presented a report which provided an analysis of the council's overall finance and performance position at the end of the 2019/20 financial year, including progress on delivering the savings programme.

A provisional net underspend of £128k was reported on the net General Fund budget of £123m for 2019/20. Despite this positive position, considerable financial challenges remained for 2020/21 and beyond, including the impact of Covid-19 and the delivery of £4m savings outlined in the February 2020 budget report. The council's overall financial health provided a strong platform to meet these challenges. Table 1, in paragraph 12 of the report, gave an overview of the out-turn; key variances were summarised in Annex 1. A review had identified available reserves of £1.4m and it was proposed that these be released to support statutory Children's and Adults' services. It was also proposed to allocate a further £9k Brexit funding to Citizens Advice York for them to continue their support to York EU residents, as detailed in paragraphs 18-19.

The performance update was based on the core indicators grouped around the eight outcome areas in the 2019-23 Council Plan, covering new information from Quarter 4 of 2019-20. Examples of progress in these areas were set out in paragraphs 25-44 of the report and details were provided in Annex 2.

In presenting the report a correction was made to the recommendations at paragraph 7, adding a recommendation to

transfer the underspend to the 2020/21 contingency. In commending the report to Members, the Executive Member for Finance & Performance highlighted the council's above-average performance in relation to affordable housing, independent living, key stage 4 learning, vacant shops, and median earnings in the city.

Resolved: (i) That the year-end underspend of £128k be noted and approval given to transfer the underspend to the 2020/21 contingency.

(ii) That the finance and performance information be noted.

(iii) That the use of Brexit funding, as outlined in paragraphs 18-19 of the report, be noted.

Reason: To ensure that significant financial issues can be dealt with appropriately.

137. Capital Programme Outturn 2019/20 and Revisions to the 2020/21- 2024/25 Programme

[See also under Part B Minutes]

The Head of Corporate Finance & Commercial Procurement presented a report which set out the capital out-turn position for the 2019/20 financial year and asked Executive to approve requests for re-profiling and to recommend the re-stated 2020/21 -2024/25 programme to Council.

An out-turn of £85.707m was reported on the approved 2019/20 budget of £121.456m; an overall net variation of £35.749m. This comprised requests to re-profile £38.892m of schemes to future years and adjustments to schemes increasing expenditure by £3.143m. However, the overall programme continued to operate within budget. Variances and re-profiling requests within each portfolio area were outlined in Table 1 at paragraph 12 of the report, with details of variances above £100k in paragraphs 14 to 88. The capital programme for 2020/21 to 2024/25, re-stated as a result of the re-profiling, was shown in Table 3 at paragraph 92 and detailed in Annex 1.

Officers corrected an error in Table 4 at paragraph 93 of the report (Capital Programme Financing); total funding of the 2020/21 budget was £194.048m and not £19.048m.

The Executive Member for Finance & Performance commented on the ambition of the programme, which had secured external funding of £200m.

Resolved: (i) That the 2019/20 capital out-turn position of £85.707m be noted, and the requests for re-profiling from the 2019/20 programme to future years, totalling £38.892m, be approved.

(ii) That the adjustments to schemes, increasing expenditure in 2019/20 by a net £3.143m, be noted.

Reason: To enable the effective management and monitoring of the council's capital programme.

138. Treasury Management Annual Report and Review of Prudential Indicators 2019/20

The Head of Corporate Finance & Commercial Procurement presented a report on the annual review of treasury management activities and the actual prudential and treasury indicators for 2019/20, as required by Local Government Act 2003 regulations and in accordance with CIPFA codes of practice.

Attention was drawn to the significant uncertainty regarding future economic growth, unemployment and fiscal and monetary policy resulting from the Covid-19 restrictions across the UK. Members would be kept informed on the subsequent impact on the council's borrowing and investments as the situation evolved. In relation to the 2019/20 borrowing outturn, two new loans had been taken out during the year, as detailed in paragraph 16.

The report had been reviewed and scrutinised by the Audit & Governance Committee at their meeting on 15 July 2020. Details of the out-turn against prudential indicators were attached at Annex A.

Resolved: That the 2019/20 performance of treasury management activity and prudential indicators outlined in Annex A to the report be noted.

Reason: To ensure that the continued performance of the treasury management function can be monitored, and to comply with statutory requirements.

139. Reporting of Decisions Made using the Urgent Decision Making Guidance

The Director of Governance presented a report which set out the decisions made using the Urgent Decision Making Guidance for the period 8 April 2020 to 8 July 2020.

Full details of the decisions listed in the report, all of which related to activities in response to Covid-19, were available to view on the council's website.

Resolved: That the decisions made between 8 April 2020 and 8 July 2020 under the urgent decision making guidance be noted.

Reason: In accordance with the requirements of the Council's Constitution.

PART B - MATTERS REFERRED TO COUNCIL

140. Capital Programme Outturn 2019/20 and Revisions to the 2020/21 - 2024/25 Programme

[See also under Part A Minutes]

The Head of Corporate Finance & Commercial Procurement presented a report which set out the capital out-turn position for the 2019/20 financial year and asked Executive to approve requests for re-profiling and to recommend the re-stated 2020/21 -2024/25 programme to Council.

An out-turn of £85.707m was reported on the approved 2019/20 budget of £121.456m; an overall net variation of £35.749m. This comprised requests to re-profile £38.892m of schemes to future years and adjustments to schemes increasing expenditure by £3.143m. However, the overall programme continued to operate within budget. Variances and re-profiling

requests within each portfolio area were outlined in Table 1 at paragraph 12 of the report, with details of variances above £100k in paragraphs 14 to 88. The capital programme for 2020/21 to 2024/25, re-stated as a result of the re-profiling, was shown in Table 3 at paragraph 92 and detailed in Annex 1.

Officers corrected an error in Table 4 at paragraph 93 of the report (Capital Programme Financing); total funding of the 2020/21 budget was £194.048m and not £19.048m.

The Executive Member for Finance & Performance commented on the ambition of the programme, which had secured external funding of £200m.

Recommended: That Council approve the re-stated 2020/21 to 2024/25 programme of £600.615m, as summarised in Table 3 in paragraph 92 of the report and detailed in Annex A.

Reason: To enable the effective management and monitoring of the council's capital programme.

Cllr K Aspden, Chair
[The meeting started at 5.30 pm and finished at 7.46 pm].



Executive**27 August 2020**

Report of the Corporate Director of Economy and Place

Portfolio of the Executive Member for Economy and Strategic Planning

Proposal for an Article 4 Direction for the Heslington Conservation Area**Summary**

1. CoYC has a number of adopted conservation area appraisals that include recommendations for article 4 directions that have not been taken forward. Heslington Parish Council has asked the Council to implement an article 4 direction within Heslington, and funding is available to pursue this project. Officers consider that an article 4 direction to protect the Heslington conservation area is justified and that this should be pursued as a discrete project.

Recommendations

2. Executive is asked to consider:

- 1) Authorisation to prepare and serve a non-immediate article 4 direction covering parts of the Heslington conservation area (see map, Annexe A).

Reason: Officers consider that it is expedient to proceed with this project due to the convincing justification for strengthening planning control in Heslington Conservation Area; local pressure to do so; and the availability of external funding and adequate resources.

Background

3. The Heslington Conservation Area Appraisal adopted in 2009 recommended that consideration should be given to serving an article 4 direction on the conservation area. Since 2015 Heslington

Parish Council ("PC") has been asking CoYC to serve an article 4 direction to restrict certain permitted development rights in order to conserve traditional features which contribute to the architectural and historic character and appearance of the conservation area.

Recently, the PC has offered a sum of £3000 (consisting of £2000 of ward funding and £500 each from the PC and Heslington Village Trust) to CoYC to fund the preparation and implementation of a direction.

4. Policy HES: 6 of Heslington Parish Neighbourhood Plan Submission Version September 2019 highlights particular characteristics that contribute to the village's distinctive character, stating that the impact on these characteristics will need careful consideration to ensure that development is sustainable and appropriate to the local context. The characteristics include vernacular forms, the variety of historic styles and construction methods including use of materials that respect and are sympathetic to the context and building traditions and supports reinstating original features where inappropriate modern materials or other external features have been introduced to listed buildings or elsewhere.
5. At CMT the proposal for an article 4 direction for Heslington was discussed and Officers were asked to consider a strategic approach to the matter of article 4 directions within City of York conservation areas rather than responding only to individual requests.
6. A conservation area is a designated heritage asset identified by the local planning authority as an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance. The City of York has 34 designated conservation areas, which divide approximately into 10 urban or suburban contiguous with the city and 24 discrete village areas. 10 conservation areas have appraisal documents carried out between 2006 and 2011. The majority of these documents recommended the consideration of article 4 directions to assist in managing development to ensure that the character and appearance of the areas is preserved and enhanced (see Annexe B). Currently, East Mount Road is the only part of a conservation within the City of York

that has an article 4 direction. It is understood that this was made in around 2000 in response to local pressure.

7. Article 4 directions may be served by local planning authorities to restrict particular types of development to private dwelling houses within conservation areas by requiring owners to apply for planning permission for works that would otherwise be permitted development. Paragraph 53 of the NPPF advises that "*The use of Article 4 directions to remove national permitted development rights should be limited to situations where this is necessary to protect local amenity or the well-being of the area*". Within conservation areas, article 4 directions are typically served to protect historic and traditional features such as windows, doors, building materials and boundary treatments and discourage their replacement with inappropriate alternatives; and to control the installation of external equipment such as aerials and solar panels that may affect the character of the area. They may cover a whole conservation area or particular properties within them. For example, the Central Historic Core Conservation Appraisal relating to the city centre adopted in 2011 includes specific recommendations for a limited number of principally residential streets around the city rather than a blanket direction on the city centre.
8. The Explanation to Policy D4 (Conservation Areas) of the CoYC Local Plan Publication Draft Feb 2018 supports the use of Article 4 Directions in the following terms: "*Whilst it is the quality and interest of an area as a whole which is recognised through designation, it is often the cumulative impacts of small changes over time which erode the special qualities and significance of a place. Where necessary, and with public support, Article 4 Directions will be introduced to help to control potentially damaging alterations.*"
9. The procedure for serving and confirming a direction is set out in Schedule 3 of the General Permitted Development Order 2015 and would involve: making the direction; giving notice, via local advertisement, site display and by post to affected owners and the Secretary of State, following which a 6-week consultation period would apply (Historic England and the Parish Council would also be

consulted); considering any responses; producing a report to Executive/Executive Member to confirm the direction within 2 years; if confirmed, notifying those referred to above. If not confirmed, the direction would lapse. Explanatory leaflets would be provided to residents via postal correspondence. It is recommended that a direction comes into force 12 months from the date it was made.

10. Considering the Government's proposed reforms to the planning system, in relation to the historic built environment, para 2.8 of the white paper "Planning for the Future" (MHCLG, August 2020) states that conservation areas would be categorised as a "protected" zone *as a result of their particular environmental and/or cultural characteristics, would justify more stringent development controls to ensure sustainability.* Para. 329 states that *The planning system has played a critical role ensuring the historic buildings and areas we cherish are conserved and, where appropriate, enhanced by development. The additional statutory protections of listed building consent and conservation area status have worked well, and the National Planning Policy Framework already sets out strong protections for heritage assets where planning permission or listed building consent is needed.* Para. 330 states that *We also want to ensure our historic buildings play a central part in the renewal of our cities, towns and villages. Many will need to be adapted to changing uses and to respond to new challenges, such as mitigating and adapting to climate change. We particularly want to see more historical buildings have the right energy efficiency measures to support our zero carbon objectives.* Para 331 states that *We will, therefore, review and update the planning framework for listed buildings and conservation areas, to ensure their significance is conserved while allowing, where appropriate, sympathetic changes to support their continued use and address climate change.* The white paper is currently the subject of public consultation (to 29/10/20).

11. Recent changes to permitted development under The Town and County Planning (General Permitted Development) (England) (Amendment) (No. 2 & No.3) Order 2020 do not apply within conservation areas and therefore they would not prejudice the effectiveness of the proposed article 4 direction.

12. The proposed article 4 direction would affect works which are currently 'permitted' under the General Permitted Development Order that help to improve the energy efficiency of private houses, namely the installation of double glazing and the erection of solar panels and other micro generation equipment. The Climate Change Act 2008 is the basis for the UK's approach to tackling and responding to climate change. It requires that emissions of carbon dioxide and other greenhouse gases are reduced and that climate change risks are prepared for. The Act also establishes the framework to deliver on these requirements. The UK's long-term emissions target is to reduce the emissions of carbon dioxide and/or greenhouse gases by at least 100% of 1990 levels (net zero) by 2050. Mitigating and adapting to the effects of climate change is a priority for the Council (CoYC declared a 'Climate Emergency' in March 2019 and agreed to set a target to become carbon neutral by 2030) as well as the Government. The effects of the proposed article 4 direction in these regards are considered under the Analysis section of this report.

Consultation

13. So far, consultation has taken place with Heslington Parish Council and Heslington Village Trust via their nominated representative. When individual article 4 directions are served statutory consultation would entail consultation with all interested parties including affected householders before Councillors decide whether the direction should be confirmed.

Options

14. Councillors may wish to consider:

- a) Proceeding with the preparation and service of an article 4 direction for Heslington conservation area. (**Recommended**)
- b) The nature of the article 4 direction for Heslington in terms of its geographical coverage and types of permitted development affected.
- c) Not proceeding with an article 4 direction for Heslington.

Analysis

15. Heslington conservation area was considered to merit an article 4 direction when assessed in 2009. Recent re-inspection by officers confirms that the area still retains a high degree of preservation of traditional features on dwellings. A small number of harmful alterations, for example PVC windows and insertion of rooflights on front elevations, indicate that there is a tangible threat to the character of the area. Officers consider that an article 4 direction would be justified to bring under planning control the alteration or installation of roofing materials, rooflights, micro generation equipment/solar panels, chimney stacks, porches or small extensions, boundary treatments, windows, doors and satellite dishes, on the basis that all of these features can affect the special qualities of the conservation area identified in the Heslington Conservation Area Appraisal and the Heslington Neighbourhood Plan (a draft article 4 direction is appended at Annexe C, which may be subject to minor amendment in accordance with Legal advice). The direction should apply to development on relevant elevations only – those facing or clearly visible from the public sphere. The area proposed for an article 4 direction is illustrated on the map at Annexe A, being edged in red (this may be subject to minor amendment during the process of developing the scheme in discussion with the Parish Council). This area excludes listed and the majority of non-conforming modern buildings to avoid imposing unnecessary regulation.

16. Councillors may wish to give further consideration to the types of development covered by the direction, for example with regards to development that contributes to energy efficiency. It should be noted that works of maintenance or 'like for like' replacement would not require permission; that the replacement of single glazed windows with double glazed windows would not normally require permission where all other elements of the construction (material, dimensions, mouldings) can be replicated; that a direction does not constitute a ban on any particular development, rather it brings the cited works under planning control so that they may be considered in accordance with local and national planning

policy and guidance; and that permitted development rights remain on elevations not affected by the direction (usually on rear elevations).

17. The protection and enhancement of the built and historic environment is one of the core tenets of sustainable development within the NPPF, along with mitigating and adapting to climate change. The Government is clear in its current white paper that it wishes to see built heritage assets have “the right energy efficiency measures” to ensure their significance is conserved while allowing, where appropriate, sympathetic changes to support their continued use and address climate change. With respect to double glazing, the character of traditional windows can be preserved through the replication of appropriate joinery details whilst incorporating double glazing. With reference to solar panels, there is often potential to install equipment in locations that avoids or reduces harm to visual amenity, for example on secondary elevations, outbuildings or ground mounted.
18. Officers consider that it is important that within conservation areas these matters can be managed in order to ensure that works that are harmful to the significance of heritage assets are avoided and that desirable development is implemented optimally. This would most effectively be achieved through a combination of appropriate planning controls and the production of ‘good practice’ guidance, covering such matters as the significance of historic and traditional fixtures, methodologies for achieving energy efficiency, what may be undertaken through permitted development and the most appropriate locations, design and methodology for installations. Omitting these types of development from the direction would reduce its effectiveness in controlling harmful alterations such as the installation of poorly designed PVC windows or solar panels on the prominent roofslopes of significant buildings.
19. Historic England and the Sustainable Traditional Buildings Alliance have produced extensive guidance on enhancing the energy efficiency of historic buildings through upgrading fabric and appropriate retrofitting which is available at <https://historicengland.org.uk/advice/technical-advice/energy->

[efficiency-and-historic-buildings/](#). It is very often the case that thermal enhancements to historic buildings can be achieved without harming the significance of the asset that are broadly comparable in their effectiveness to more harmful measures, and much national guidance on appropriate measures is available.

20. The DCSD team is currently working on the production of a local guidance document covering double glazing, but will extend the scope of guidance to include solar panels subject to resource and priorities. In producing guidance attention will be paid to documents produced by other historic cities, and a process of benchmarking our building conservation approach with other local authorities with respect to mitigating and adapting to climate change has commenced with the city of Bath. Guidance on double glazing will be prepared before any article 4 direction took effect, but in the meantime sources of national guidance on appropriate energy efficiency measures for historic buildings will be included in correspondence with residents in connection with the statutory notifications and consultation.
21. Officers consider that the implementation of the proposed article 4 direction would be unlikely to prevent energy efficiency measures being pursued but rather that bringing these matters into the planning sphere would allow the principles of sustainable development embedded within planning guidance to be applied in order to ensure that the significance of heritage assets is conserved while allowing sympathetic changes to support their continued use and address climate change.
22. Due to the principle of restricting permitted development rights there is potential for negative reaction from those affected. In Heslington, this is mitigated by the fact that the proposal was consulted on via the conservation area appraisal in 2008; the non-immediate nature of the direction which means that if confirmed no restrictions would come into force for 12 months; and that the initiative for the direction came from the PC and the Village Trust, and therefore enjoys an important level of local support. In all cases, Councillors would determine whether to confirm a direction following the statutory consultation period, and the proposed 12 month delay following the making of a direction before it became effective would

avoid the risk of compensation and give householders a period of notice of the additional planning controls they would face.

23. Officers consider that the service of an article 4 direction in Heslington should proceed. Delay could jeopardise the local funding available for this project; and/or cause reputational harm from the failure to support long-standing local aspirations to strengthen planning controls to protect the conservation area in accordance with Policy D4 (Conservation Areas) of the CoYC Local Plan Publication Draft Feb 2018.

24. Officers consider that the production of a broader strategy for implementing article 4 directions in the city's conservation areas is a desirable aspiration because adopted CoYC conservation area appraisal documents recommend broader consideration of article 4 directions, in particular within the central historic core conservation area for which detailed proposals exist; there is tangible threat to the character of many of the City's conservation areas from unsympathetic alterations; York has an outstanding and internationally significant historic environment in which conservation areas have less protection than many other local authority areas. However, in contrast to the Heslington proposal, it is unlikely that most of the costs of pursuing article 4 directions could be secured from external parties, especially if directions were implemented on a priority rather than reactive basis, therefore, for any strategy to be effected, additional funding would be required in the future to implement the proposals. The costs in relation to staffing and financial resources required to pursue a strategic approach and serve multiple directions are significant and this is not considered to be a current priority for the Council. Instead, it is considered most appropriate to consider the use of article 4 directions in response to local concerns on a case-by-case basis and as resources permit.

Council Plan

25. The targeted making of 4 directions would support the CoYC Plan 2015-19, in particular key priority one, with respect to protecting the unique character of the city, environmental sustainability and

enjoyment of heritage; and three, with respect to listening to residents to deliver the services they want and working in partnership with local communities.

Implications

26.

- **Financial** The administrative costs of preparing and serving a direction are estimated to be covered by the contribution from Heslington Parish Council. Any additional costs can be accommodated within the DCSD section budget. The service of a non-immediate article 4 direction precludes any risk of CoYC being liable for payment of compensation to any owners affected by giving 12 months' notice of the planning restrictions. In 2018 the Government introduced standard planning fees for applications made under article 4 directions, which were formerly free for applicants. Consequently, planning applications resulting from a direction would not impose any additional costs on the LPA beyond any other planning application, and they are likely to be relatively straightforward to process due to the small scale of the works subject to control.
- **Human Resources (HR)** The preparation and service of an article 4 direction can be prioritised above less urgent work within existing DCSD staffing. It is likely that the number of additional planning applications generated as a result of the article 4 direction would be low due to the tendency of residents to undertake works on a 'like for like' basis to avoid the formalities of applying for planning permission. Some internal legal advice will be required in preparing the documentation. It is not anticipated that any additional staffing provision would be required for the implementation of the recommendations of this report.
- **Equalities** The Better Decision Making tool has been completed and no impacts on Equalities or Human Rights have been identified.
- **Legal**
The Council has powers to make and review conservation areas and management plans by virtue of Part II. Section

69(1(a)) of the Town and Country (General Permitted Development) (England) Order 2015 (as amended).

The Council's powers to make Article 4 Directions are contained in Articles 4, 5 and 6 of the Town and Country (General Permitted Development) (England) Order 2015 (as amended).

Section 108 of the Town and Country Planning Act 1990 provides for the payment by the Council, in limited circumstances, of a statutory compensation to persons who have incurred abortive expenditure or otherwise suffered loss or damage as a direct result of the withdrawal of permitted development rights by an Article 4 Direction.

The making of a Direction under Article 4 renders the Council liable to pay compensation to people who have applied and been refused permission or been granted permission with conditions. Under the planning system there is a general principle that once permission has been granted, either by a specific grant of planning permission or by means of a Development Order, the right to develop is guaranteed and can only be withdrawn upon payment of compensation. However, the provisions of The Town and Country Planning (Compensation) (No.3) (England) Regulations 2010 will protect a Council from compensation claims provided the Direction takes effect not earlier than 12 months from the date of making.

- **Crime and Disorder** There are no known Crime and Disorder implications.
- **Information Technology (IT)** There are no known IT implications.
- **Property** There are no known Property implications.
- **Other** There are no known Other implications.

Risk Management

27. There are no known risks.

Contact Details

Author:

Edward Freedman
Conservation Officer
DCSD, tel. 4630

Chief Officer Responsible for the report:

Mike Slater
Assistant Director for Planning and
Public Protection, tel. 1300

Report
Approved

Date 13/08/20

Specialist Implications Officers

Financial

Patrick Looker
Finance Manager
Tel No. 1633

Legal

Heidi Lehane
Senior Solicitor
Tel No. 5859

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

All

For further information please contact the author of the report

Background Papers:

[Heslington Conservation Area Appraisal](#) 2009

[Heslington Neighbourhood Plan Submission Version](#) 2019

Annexes

Annex A: Draft map showing proposed boundary of article 4(1) direction

Annex B: Review of conservation area appraisals: article 4(1) direction recommendations

Annex C: Draft article 4(1) direction for Heslington

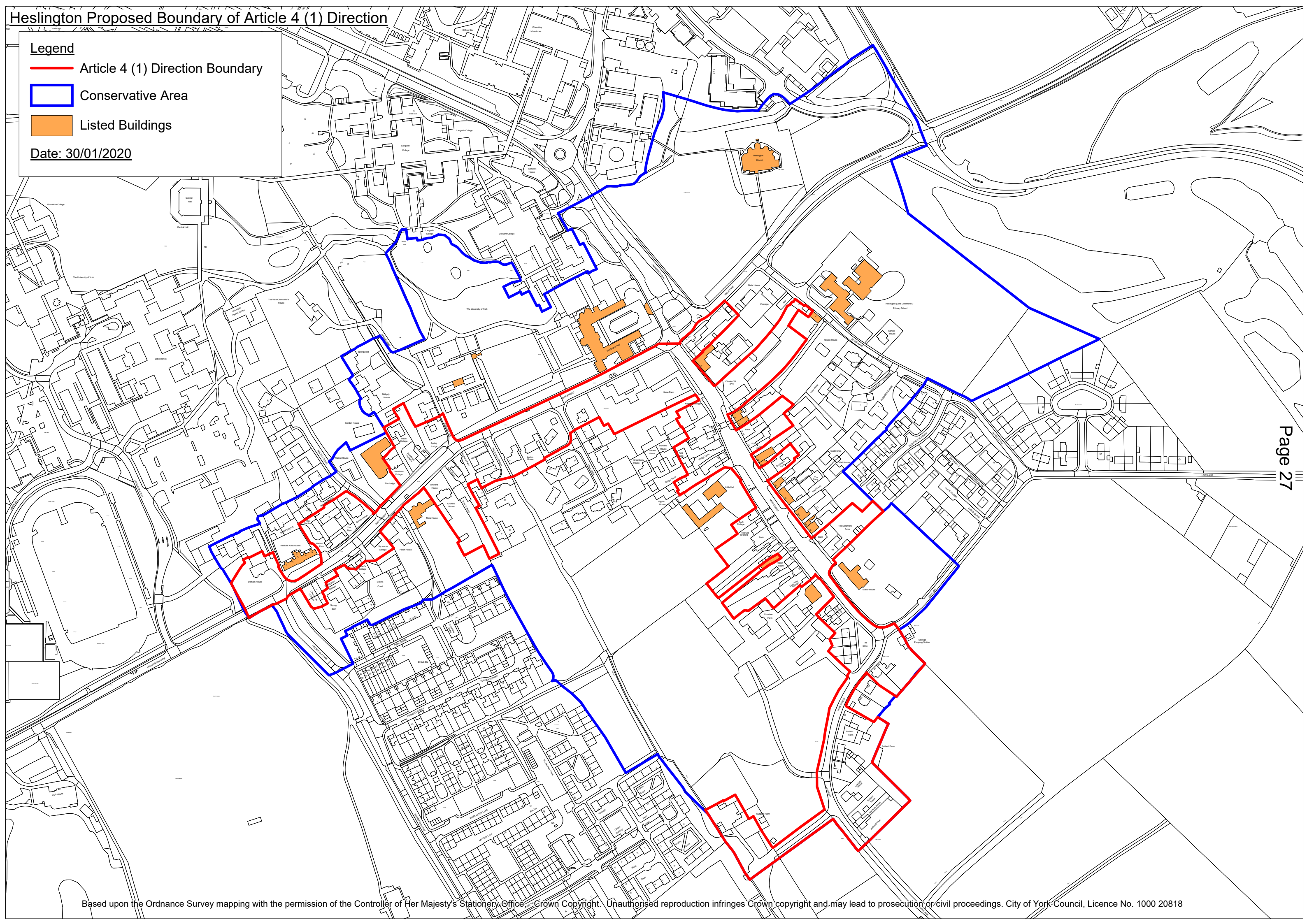
Annex D: Better Decision Making Tool for Article 4 Directions report

Heslington Proposed Boundary of Article 4 (1) Direction

Legend

- Article 4 (1) Direction Boundary
- Conservative Area
- Listed Buildings

Date: 30/01/2020



This page is intentionally left blank

Review of Conservation Area Appraisals: Article 4 Direction Recommendations

34 conservation areas:

- 10 urban or suburbs contiguous with the city within the city
- 24 discrete village areas

10 conservation area appraisals including Central Historic Core, 2006-2011:

Central Historic Core

5.5.6 Residential streets and the Bar and City Wall approaches: Article 4 Directions

There are two categories of pre-1914 buildings within the Conservation Area to which there is already a specific threat:

a) residential streets – these are good terraces where original windows and doors have been altered, poor quality roof extensions inserted and in one case, solar panels added to the roof slope. There is also some loss of iron railings and front gardens. Together, these changes threaten the character of the area, which comes partly from historic details and partly from consistency and uniformity.

b) other types of properties on the bar/wall approaches – these properties are either purpose built shops or conversions from houses and suffer from alterations to windows and doors, poor quality fascias and advertising signage. The properties are particularly important because they line the entry routes to the city and currently create a poor first impression.

In order to control alterations to unlisted buildings an ‘Article 4 Direction’ can be used. This is a direction under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995. Applying the direction to specific properties restricts ‘permitted development’. If the direction is in place, it does not mean that no changes can take place but rather that a property owner would need to apply for permission for certain types of changes.

Article 4 (2) Directions apply to unlisted dwelling houses within the Conservation Area where ‘enlargement, improvement or other alteration’ would ‘front a relevant location’ i.e. the street, waterway or open space. Only one exists within the Conservation Area at the moment, on East Mount Road. This was requested by the residents rather than the local authority. English Heritage guidance on the use of Article 4 Directions points out that the impact on council resources is likely to be minimal since there is no evidence of a significant increase in planning applications. This conclusion was reached after a research project conducted in 2008 on behalf of the English Towns Forum. It found that clear concise controls backed by appropriate guidance tended to encourage like-for-like repair or replacement in matching materials which does not require planning permission.

Other cities such as Portsmouth have successfully used Article 4 directions in half of the city’s conservation areas. Over the 10 years when they have been in use, it is estimated that only 10-15 additional planning applications were received.

5.5.8 For Sale, To Let and other advertising

Under the Town and Country Planning (Control of Advertisements) Regulations 1992, estate agents are free to erect advertising boards without planning permission so long as they are removed within 14 days of sale or letting. They are supposed to be limited to one board per property. However, in reality the rules are rarely enforced and boards are often left for months; there is also evidence that up to three boards are being attached to buildings within the Conservation Area. This is of particular concern when it is an historic building since the boards are detrimental to its character and, cumulatively, high numbers of them detract from the appearance of important streets in the Conservation Area. It is especially problematic in the historic commercial streets of Micklegate, Church Street, Shambles, Colliergate and Goodramgate. Moreover, the number of signs sends out the wrong message about the economic vitality of the centre.

Other historic cities and towns such as Bath, Chester and Ludlow have all banned estate agent boards. York's historic environment is equally sensitive and needs to be protected.

There are two ways in which this might be achieved: the use of Article 4 (1) Directions (for non-residential property), that would remove some permitted development rights; or, applying to the Secretary of State, under Regulation 7 of Town and Country Planning (Control of Advertisements) Regulations 1992, for deemed consent for estate agency advertising boards to no longer apply within the Conservation Area for an indefinite period.

Regulation 7 requires the proposal and subsequent direction (if made) to be advertised. This will raise awareness of the impending change and reduce the likelihood of the direction being flouted.

Advertising regulations could also be used to control the use of 'A-boards' and other moveable advertising. Whilst in moderation these cause little harm to the character and appearance of the Area, competing groups can clutter streets and impede pedestrian movement.

Recommendations

The City of York Council should ensure that for sale and to let advertising boards are removed from the Conservation Area for an indefinite period either through Article 4 (1) Directions or Regulation 7 of Town and Country Planning (Control of Advertisements) Regulations

5.6 A Sustainable Conservation Area

5.6.1 The Issues

This section considers how the impact of climate change on individual historic buildings and the Conservation Area can be managed.

Principal Issues

- *City of York Council has a Climate Change Action Plan for the city*

- *Buildings and their occupiers in the Conservation Area will need to contribute to the Action Plan's ambitious targets*
- *Clear and informative guidance will be required to help owners adapt their buildings without harming the special interest of the Conservation Area*

5.6.2 City of York carbon reduction targets

City of York Council has published a Climate Change Framework and a Climate Change Action Plan. The headline targets are a reduction in carbon dioxide emissions of 40 per cent by 2020 and 80 per cent by 2050. Transport policy has a large part to play in this. That topic is addressed in section 5.9. Here, the principal management consideration is how to undertake adaptations to historic buildings to improve their energy performance whilst limiting the harm to their significance and the character and appearance of the Conservation Area.

5.5.3 What measures are acceptable in the Conservation Area?

As a general principle, in the first instance all residents and businesses should be encouraged to adopt low intervention measures to reduce energy consumption, such as roof insulation, thick curtains, low energy light bulbs, energy efficient boilers and other appliances, and secondary glazing. Such changes should be made before implementing more interventionist measures such as replacement windows and external wall insulation, and installing energy generation technology, like photovoltaic panels (PV) and solar water heating systems.

Because these interventions will have at least some impact on the character and appearance of the Conservation Area, York needs to decide carefully which measures are appropriate in what circumstances. For example:

- *should PV cells be permitted on roofs in the Conservation Area, and if so should they be restricted to roofs that are not visible from public areas (and should 'public areas' include some or all of the City Walls and roofscape visible in Key Views)?*
- *would external insulation be appropriate on the rear elevations of unlisted buildings in the Conservation Area (which might be visible from elevated public areas, such as the City Walls above Bishophill)?*
- *are uPVC windows appropriate for unlisted buildings in the Conservation Area?*

These are difficult considerations. However, a balance must be struck between conserving the appearance of the Area and allowing owners to improve the carbon performance of their buildings: the City is after all urging them to do so in response to national policy. To a degree, technological advances and a growing body of experience (see next page) may reduce the potential conflict between these objectives. For example, PV cells are now available which do a passable impression of slates, and there are some very slim doubleglazed timber sashes on the market. The relative scale of restrictions on buildings in the Conservation Area should also be kept in mind: applying Article 4 Directions to unlisted buildings in the Area as advocated in section 5.5.6 would only affect a tiny proportion of the total housing stock of the city. Once Council policy is agreed, the tools for its implementation will need to include both advice and guidance to owners on the one hand, and listed building consent and Article 4 Directions on the other. The latter will be required to manage carbon reduction retrofit works to unlisted buildings in the Conservation

Area, such as replacement windows and most solar panel technologies, because these works are currently classed as Permitted Development. Therefore, City of York Council must develop policy and issue informative guidance as a matter of priority.

Fulford Road (2010)

8.4 Article 4 Directions might be worth considering where the buildings have remained relatively unaltered by for example modern, dormer windows, windows and wall finishes eg in Fishergate, Wenlock Terrace and St Oswalds Road.

8.5 Passive solar equipment should not be added to roofs where it would detract from the appearance of the building or the amenity of the area.

Fulford Village (2008)

10.7 Article 4 Directions might be worth considering where the buildings and area as a whole are a sensitive composition eg the Sir John J Hunt Almshouses.

Heslington (2009)

10.10 Consideration should be given to introducing Article 4 (2) directions to the Conservation Area. This would bring about additional protection to unlisted buildings within the area and could be used for example to resist the replacement of timber doors and windows in unsuitable materials/styles, or the loss of typical features such as gates, fences, walls or other means of enclosure.

Nestlé Rowntree Factory (2008) N/a

Racecourse & Terry's (2006) N/a

Strensall (2011)

11.02 Consideration should be given to introducing Article 4 (2) directions to the Conservation Area. This would provide additional protection to unlisted buildings within the area and could be used, for example, to resist the replacement of timber doors and windows in unsuitable materials/styles, or the loss of typical features such as gates, fences, walls or other means of enclosure.

Strensall railway buildings (2011)

7.02 Consideration should be given to introducing Article 4 (2) directions to the Conservation Area. This would provide additional protection to unlisted buildings within the area and could be used, for example, to resist the replacement of timber doors and windows in unsuitable materials/styles, or the loss of typical features such as gates, fences, walls or other means of enclosure.

Towthorpe (2011)

7.04 Article 4 (2) directions should be introduced to cover roofs, doors, windows, porches, boundary walls and gates. This would provide additional protection to the essentially agricultural character of many unlisted buildings within the designated area. It would also prevent the use of unsympathetic materials/styles and allow control over design and materials used against the highway.

Remaining CAs without CAAs

Clifton
Acomb

St Paul's Sq/Holgate Rd
Heworth/Heworth Green/East Parade/Huntington Rd
New Walk/Terry Avenue
The Retreat/Heslington Rd
Tadcaster Road
Middlethorpe
Bishopthorpe
Copmanthorpe
Askham Bryan
Askham Richard
Upper Poppleton
Nether Poppleton
Skelton
Clifton (Malton Way/Shipton Rd)
New Earswick
Huntington
Haxby
Osballdwick
Elvington
Wheldrake
Escrick
Stockton on Forest
Dunnington
Murton

THE COUNCIL OF THE CITY OF YORK
TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT)
(ENGLAND) ORDER 2015 (as amended)
DIRECTION MADE UNDER ARTICLE 4(1) RELATING TO HESLINGTON
CONSERVATION AREA

WHEREAS the Council of the City of York (“the Council”) being the appropriate local planning authority within the meaning of Article 4(5) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (“2015 Order”) is satisfied that it is expedient that development of the description set out in the Schedule below should not be carried out on the land shown edged red on the attached plan (comprising parts of Main Streets, Holburns Croft, Hall Park and School Lane) unless planning permission is granted on an application made under Part III of the Town and Country Planning Act 1990 (as amended).

NOW THEREFORE the Council in pursuance of the power conferred on it by Article 4(1) of the Town and Country Planning (General Permitted Development) (England) Order 2015 hereby directs that the permission granted by Article 3 of the said Order shall not apply to development of the description set out in the Schedule below on the said land.

SCHEDULE

The Article 4 Direction removes the following permitted development rights:

Article 3 Schedule 2 Part 1

Class A	the enlargement, improvement or other alteration of a dwelling house to front or side elevations adjacent to a highway.
Class C	Any other alteration to the roof (i.e roofing materials and roof-lights) of a dwelling house to front or side elevations adjacent to a highway.
Class D	The erection or construction or demolition of a porch outside any external door of a dwelling house to front or side elevations adjacent to a highway.
Class G	The installation, alteration or replacement of a chimney or flue which projects proud of the roof slope on a dwelling house.
Class H	The installation, alteration or replacement of a microwave antenna on a dwelling house to front or side elevations adjacent to a highway.

Article 3, Schedule 2 Part 14

Class A	The installation, alteration or replacement of microgeneration solar PV or solar thermal equipment on the front or side facing roof slopes of a dwelling house or a block of flats; or a building situated within the curtilage of a dwelling house or a block of flats.
---------	--

Article 3 Schedule 3 Part 2 (Note this applies to dwellings only)

Class A	The erection, construction, improvement or alteration of a gate, fence, wall or other means of enclosure adjacent to a highway.
----------------	---

MADE under the **COMMON SEAL**

of the **Council of the City of York** thisday of2020

in the presence of:

.....

Authorised signatory

CONFIRMED under the **COMMON SEAL** of

of the **COUNCIL OF THE CITY OF YORK** thisday of2020

in the presence of:

.....

Authorised signatory

The 'Better Decision Making' tool should be completed when proposing new projects, services, policies or strategies.

This integrated impact assessment tool was designed to help you to consider the impact of your proposal on social, economic and environmental sustainability, and equalities and human rights. The tool draws upon the priorities set out in our Council Plan and will help us to provide inclusive and discrimination-free services. The purpose of this new tool is to ensure that the impacts of every proposal are carefully considered and balanced and that decisions are based on evidence.

Part 1 of this form should be completed as soon as you have identified a potential area for change and when you are just beginning to develop a proposal. If you are following the All About Projects Framework it should be completed before going through Gateway 3.

Part 2 of this form should be filled in once you have completed your proposal and prior to being submitted for consideration by the Executive. If you are following the All About Projects Framework it should be completed before going through Gateway 4. Your answer to questions 1.4 in the improvements section must be reported in any papers going to the Executive and the full 'Better Decision Making' tool should be attached as an annex.

Guidance to help you complete the assessment can be obtained by hovering over the relevant text or by following this link to the 'Better Decision Making' tool on Colin.

Guidance on completing this assessment is available by hovering over the text boxes.

Please complete all fields (and expand if necessary).

Introduction

Service submitting the proposal:	Design, Conservation & Sustainable Development
Name of person completing the assessment:	Edward Freedman
Job title:	Conservation Officer
Directorate:	Economy and Place
Date Completed:	22/06/20
Date Approved: form to be checked by service manager	

Part 1

Section 1: What is the proposal?

Name of the service, project, programme, policy or strategy being assessed?	
1.1	Proposal for an Article 4 Direction for the Heslington Conservation Area and Production of a strategy for Article 4 Directions for City of York Conservation Areas

What are the main aims of the proposal?	
1.2	CoYC has a number of adopted conservation area appraisals that include recommendations for article 4 directions that have not been taken forward. Heslington Parish Council has asked the Council to implement an article 4 direction within Heslington, and funding is available to pursue this project. The main aims of the proposal are to serve an article 4 direction to protect the Heslington conservation area; and to produce a strategy for implementing article 4 directions in the city's conservation areas more broadly, based on the survey and prioritisation of the city's conservation areas for this purpose.

What are the key outcomes?	
1.3	The main effects of the proposal will be the more effective protection and management of the special qualities of the City's conservation areas.

Section 2: Evidence

What data / evidence is available to understand the likely impacts of the proposal? (e.g. hate crime figures, obesity levels, recycling statistics)	
2.1	Nationally, data suggests that the use of article 4 directions has increased since 1995: The Use of Article 4 Directions c.2008 http://www.ihbc.org.uk/recent_papers/docs/Andrew.pdf Data for the impact of article 4 directions is not believed to be collected as they are a form of discretionary local designation.

	What public / stakeholder consultation has been used to support this proposal?
2.2	Consultation has taken place with a nominated representative of Heslington Parish Council and Heslington Village Trust. Consultation with all stakeholders would take place in accordance with statutory provisions and the CoYC Statement of Community Involvement on the proposed Strategy and before any article 4 direction came into effect.

	Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)
2.3	Not anticipated.

Part 1

Section 3: Impact on One Planet principles

This section relates to the impact of your proposal on the One Planet principles.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Equity and Local Economy

	Does your proposal?	Impact	What are the impacts and how do you know?
3.1	Impact positively on the business community in York?	Neutral	The article 4 directions would affect single residential properties so would have no impact on business premises.
3.2	Provide additional employment or training opportunities in the city?	Neutral	No impact anticipated
3.3	Help individuals from disadvantaged backgrounds or underrepresented groups to improve their skills?	Neutral	No impact anticipated

Health & Happiness

	Does your proposal?	Impact	What are the impacts and how do you know?
3.4	Improve the physical health or emotional wellbeing of staff or residents?	Neutral	No impact anticipated although there is evidence for stewardship of the historic environment and participation with heritage promoting wellbeing https://historicengland.org.uk/images-books/publications/conservation-area-appraisal-designation-management-advice-note-1/heag-268-conservation-area-appraisal-designation-management/
3.5	Help reduce health inequalities?	Neutral	No impact anticipated
3.6	Encourage residents to be more responsible for their own health?	Neutral	No impact anticipated
3.7	Reduce crime or fear of crime?	Neutral	No impact anticipated
3.8	Help to give children and young people a good start in life?	Neutral	No impact anticipated

Culture & Community

	Does your proposal?	Impact	What are the impacts and how do you know?
3.9	Help improve community cohesion?	Neutral	No impact anticipated
3.10	Improve access to services for residents, especially those most in need?	Neutral	No impact anticipated
3.11	Improve the cultural offerings of York?	Positive	The proposals seek to develop the use of article 4 directions in the City's conservation areas which is necessary to effectively manage change in these areas of special architectural and historic character, and to better protect the architectural and historic character of Heslington.
3.12	Encourage residents to be more socially responsible?	Positive	The use of article 4 directions allows residents to have more influence on changes to their neighbourhoods through the planning process and allows historic areas to be managed to preserve their special characters.

Zero Carbon and Sustainable Water

	Does your proposal?	Impact	What are the impacts and how do you know?
3.13	Minimise the amount of energy we use, or reduce the amount of energy we will use/pay for in the future?	Neutral	No impact anticipated

3.14	Minimise the amount of water we use or reduce the amount of water we will use/pay for in the future?	Neutral	No impact anticipated
3.15	Provide opportunities to generate energy from renewable/low carbon technologies?	Mixed	The use of article 4 directions may include extending planning control over domestic micro-generation/solar panel equipment mounted on houses. It is also envisaged that guidance will be produced on 'best practice' installation of such fixtures. Therefore whilst some such proposals may be discouraged by the additional planning controls others may be encouraged by greater clarity on their acceptability.

Zero Waste

Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Positive	Article 4 directions are likely to encourage the maintenance of architectural features and materials rather than their unnecessary replacement, reducing wastage of historic building materials.

Sustainable Transport

Does your proposal?		Impact	What are the impacts and how do you know?
3.17	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Neutral	No impact anticipated
3.18	Help improve the quality of the air we breathe?	Neutral	No impact anticipated

Sustainable Materials

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Minimise the environmental impact of the goods and services used?	Positive	The objective of using article 4 directions in conservation areas is to preserve and perpetuate the use of historic and traditional materials, avoiding unnecessary or inappropriate replacement of sustainable materials. The use of unsustainable materials such as PVC and concrete would be likely to be discouraged through the

Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to support local and sustainable food initiatives?	Neutral	No impact anticipated

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.21	Maximise opportunities to conserve or enhance the natural environment?	Neutral	No impact anticipated
3.22	Improve the quality of the built environment?	Positive	The use of article 4 directions in conservation areas is intended to preserve and enhance the architectural and historic quality and character of the building environment.
3.23	Preserve the character and setting of the historic city of York?	Positive	The use of article 4 directions in conservation areas is intended to preserve and enhance the architectural and historic quality and character of the building environment.
3.24	Enable residents to enjoy public spaces?	Neutral	No impact anticipated

3.25	Additional space to comment on the impacts		

Part 1

Section 4: Impact on Equalities and Human Rights

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or residents. This section relates to the impact of your proposal on **advancing equalities and human rights** and should build on the impacts you identified in the previous section.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'

Equalities

Will the proposal **adversely impact** upon 'communities of identity'?
Will it **help advance equality** or **foster good relations** between people in 'communities of identity'?

	Impact	What are the impacts and how do you know?	Relevant quality of life indicators	
4.1	Age	Neutral	None deemed likely	N/A
4.2	Disability	Neutral	None deemed likely	N/A
4.3	Gender	Neutral	None deemed likely	N/A
4.4	Gender Reassignment	Neutral	None deemed likely	N/A
4.5	Marriage and civil partnership	Neutral	None deemed likely	N/A
4.6	Pregnancy and maternity	Neutral	None deemed likely	N/A
4.7	Race	Neutral	None deemed likely	N/A
4.8	Religion or belief	Neutral	None deemed likely	N/A
4.9	Sexual orientation	Neutral	None deemed likely	N/A
4.10	Carer	Neutral	None deemed likely	N/A
4.11	Lowest income groups	Neutral	None deemed likely	N/A
4.12	Veterans, Armed forces community	Neutral	None deemed likely	N/A

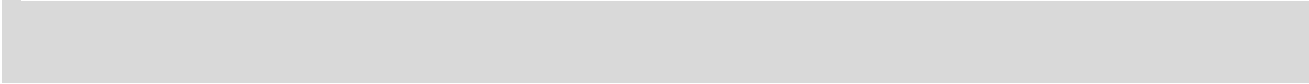
Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?	
4.13	Right to education	neutral	None deemed likely
4.14	Right not to be subjected to torture, degrading treatment or punishment	neutral	None deemed likely
4.15	Right to a fair and public hearing	neutral	None deemed likely
4.16	Right to respect for private and family life, home and correspondence	neutral	None deemed likely
4.17	Freedom of expression	neutral	None deemed likely
4.18	Right not to be subject to discrimination	neutral	None deemed likely

4.19	Other Rights	neutral	None deemed likely
------	--------------	---------	--------------------

4.20	Additional space to comment on the impacts		



Part 1

Section 5: Developing Understanding

Based on the information you have just identified, please consider how the impacts of your proposal could be improved upon, in order to balance social, environmental, economic, and equalities concerns, and minimise any negative implications.

It is not expected that you will have all of the answers at this point, but the responses you give here should form the basis of further investigation and encourage you to make changes to your proposal. Such changes are to be reported in the final section.

5.1 Taking into consideration your responses about all of the impacts of the project in its current form, what would you consider the overall impact to be on creating a fair, healthy, sustainable and resilient city?

5.1 The proposed making of an article 4 direction for Heslington is considered likely to have a positive impact on the historic environment of Heslington and would be supportive of the aspirations of the local community. Article 4 directions are an important management tool for preserving and enhancing the historic environment which is a prerequisite of sustainable development.

5.2 What could be changed to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)

5.2 No improvements considered necessary.

5.3 What could be changed to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)

5.3 No mixed or negative impacts on equality and human rights are considered likely.

Section 6: Planning for Improvement

6.1 What further evidence or consultation is needed to fully understand its impact? (e.g. consultation with specific communities of identity, additional data)

6.1 The proposal is to proceed with actions which will involve statutory consultation before any article 4 directions are confirmed. Consultation will inform any recommendations.

6.2 What are the outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal? Please include the action, the person(s) responsible and the date it will be completed (expand / insert more rows if needed)

Action	Person(s)	Due date

--	--	--

6.3	Additional space to comment on the impacts

Part 2

Section 1: Improvements

Part 2 builds on the impacts you identified in Part 1. Please detail how you have used this information to make improvements to your final proposal.

Please note that your response to question 1.4 in this section must be reported in the One Planet Council implications section of reports going to the Executive.

1.1	For the areas in the 'One Planet' and 'Equalities' sections, where you were unsure of the potential impact, what have you done to clarify your understanding?
	No uncertain impacts were anticipated.

1.2	What changes have you made to your proposal to increase positive impacts?
	No changes considered necessary.

1.3	What changes have you made to your proposal to reduce negative impacts?
	No negative impacts anticipated.

1.4	Taking into consideration everything you know about the proposal in its revised form, what would you consider the overall impact to be on creating a fair, healthy, sustainable and resilient city?
	<p>Your response to this question must be input under the One Planet Council implications section of the Executive report. Please feel free to supplement this with any additional information gathered in the tool.</p> <p>It is considered that the recommended actions will have a positive impact overall on creating a sustainable neighbourhood, and neutral impacts on fairness, healthiness and resilience.</p>

Any further comments?

1.5



Executive**27 August 2020**

Report of the Interim Head of Paid Service
Portfolio of the Leader of the Council

City of York Council Recovery and Renewal Strategy – August Update**Summary**

1. This report provides an update on activities both directly in response to Covid-19 and the work to support recovery and renewal. This follows previous Executive decisions to approve the Recovery and Renewal Plan, which frames the Council's recovery activity for this year.
2. Whilst Covid has brought challenges across all areas, the council has continued to deliver services in support of residents, communities and businesses. In addition to updates across the three recovery themes (Economy, Communities and Corporate), there are more detailed updates on the work of the Health, Housing and Adult Social Care directorate over the course of the crisis (annex 1) and the opening and operation of schools and early years settings (annex 2).
3. This report also provides an update on the financial context for the Council.

Recommendations

4. Executive is asked to:
 - a. Note the contents of the report
 - b. Approve that officers commence engagement with disabled groups and delivery drivers to understand how the changes to the highway layout in response to the current pandemic has impacted upon them and how these can be best mitigated, including longer term considerations (see paragraph 14).
 - c. Approve the use of £25k of Local Transport Plan funding to support the engagement above.

Background

5. On 25th June, Executive received a report to outline the council's 1-year Recovery and Renewal Strategy. This highlighted the need for a revised set of strategies to address the very significant and immediate impacts of coronavirus across all aspects of life in our city.
6. The strategy set the following principles upon which we will build our response:
 - a. Prioritise the health and wellbeing of our residents, against the immediate threat of coronavirus and the consequences of changes to the way we live. Public Health guidance will be paramount in all the decisions we make.
 - b. Support the economic recovery of the City, helping to create a strong, sustainable and inclusive economy for the future. Learning lessons from the challenges of coronavirus, promote a system that utilises the strengths of our city and region to the benefit of all York's residents and businesses.
 - c. Protect and prioritise the City's environment and reinforce our work to mitigate and adapt to climate change.
 - d. Pursue improvements in service delivery where they have been identified as part of the Response phase, creating a more efficient and resilient system.
 - e. Reinforce and restore public confidence in the resilience of public agencies and resilience to future challenges and emergencies.
7. Included in June's report was a One Year Transport and Place Strategy, as the first part of the economic recovery approach. A report in July supplemented this with a Business Support Plan, a Skills and Employment Plan and a Tourism Marketing Plan.

CYC Recovery and Renewal Plan (1 year)				
Economic Recovery Plan			Communities	Corporate
Business Support Plan	One Year Transport and Place Plan	Skills and Employment Plan	Recovery from coronavirus: A community-based approach	Organisational Development Plan
Tourism Marketing Plan				

Recovery Updates

Economic

8. As we move towards the end of the Government's Job Retention Scheme, estimates of the likely scale of job losses are being recalculated. YNY LEP had previously forecast 17,500 as the number of jobs which might be lost in York. This has been adjusted down to 8,500 in the light of July's revised Office for Budget Responsibility forecasts for GDP loss. The Bank of England have subsequently forecast an even smaller overall impact on GDP, but are also predicting a slower recovery across 2021, assuming that the pandemic does not re-emerge. Whatever the forecasts, claimant counts show an increase of 3,500 in out-of-work benefits recipients in York between February and June 2020, with significant further job losses to come.
9. Our work to reopen the city centre and support the return of customers for retail and hospitality is showing positive results. Footfall is now at around 70% of normal levels and rising, well above national average which is just above 50% for high streets. Our car parks closest to the city centre are averaging 80% occupancy, although use of public transport is just a fraction of normal levels. The city centre is very reliant on visitors, with around two thirds of customers normally coming from outside of York. We hope that the new "eat out to help out" promotion, together with our own incentives, attracts significant numbers from York to come in to the city centre. The 6 month tourism marketing strategy that we are now beginning with Make it York is also key to supporting the city centre economy.
10. Business support, together with skills and employment initiatives, are being refocussed to support covid recovery. We are working with both LEPs and our local partners to maximise the help that businesses and employees can receive through the current changes in our economy. For business support, this means more help for early stage businesses, a new focus on retail and hospitality, and setting up a business hub. For those who need new jobs, we are working with JobCentrePlus and DWP to bring their support closer to residents and ensuring that our frontline staff have the right training so that can give as much information, advice and guidance as is possible.
11. The existing temporary measures to change highway layouts have been to support social distancing and to support economic recovery. They have largely been well received, both by the city's businesses and by

those residents who have responded to the initial 'Our Big Conversation' survey. Of the 1200 respondents (of as 6 August 2020), 62.3% agree or strongly agree with the extension of footstreets, while 14.25% disagree or strongly disagree.

12. They have, however, impacted upon some sections of our communities more than others, especially disabled people and in respect of deliveries to some locations. However, responses from those who consider themselves disabled (138 of the 1200) are broadly in line with overall public support. 60% of 138 agree or strongly agree with the footstreets extension, but a larger proportion (22%) disagree or strongly disagree.
13. The response to the mitigation measures at Monkgate car park, coupled with increasing usage figures, suggest that they meet the needs of some but reinforces the need for the further planned engagement. 36% disagree or strongly disagree with the measures at Monkgate car park, while 31% agree or strongly agree with them.
14. Recognising that the ongoing pandemic may mean these measures are in place for a long time, engagement with those most affected has started and will continue with a specific engagement to see how these impacts can be best mitigated. Each of the measures will need to be reviewed as will the current temporary Traffic Regulation Order to see if it is appropriate in response to the pandemic. Recognising the public support and business support, and the likely continuation of the public health advice which made it necessary, this engagement should explore the impacts if they were made permanent so that this can inform any decisions in the future. This engagement will form a useful information set for work on a future local transport plan, therefore £25k of funding from the allocation for the Local Transport Plan is appropriate.

Communities

15. Throughout the crisis, the Council has worked to ensure there is continuity of support to residents. Annex 1 contains an update on the approach and work to support adult communities over the past months.
16. Annex 2 contains an update on the work with schools and early years to allow the safe return of more children and young people. This includes the significant work to make arrangements for the return of pupils in September.

17. Between March and June, the number of people claiming Job Seekers Allowance has almost tripled, from 180 to 530. Council Tax Support claimants have risen by 29% over the same period. It is likely that this represents on the beginning of much larger increases, particularly at the point when the furlough scheme comes to an end.
18. At the start of the COVID crisis, the Council put an additional £1m into the York Financial Assistance Scheme (YFAS). At this point, there remains significant amounts remaining but it is likely that the demand will increase over the coming months.

Corporate

19. Work continues on monitoring and understanding the financial impact of the pandemic and recovery. Since the July report to Executive there have been no further announcements of additional Government funding and we are still awaiting the technical guidance that will allow us to submit a claim under the Income Compensation Scheme.
20. As outlined in previous reports, Council Tax and Business Rate losses remain the most difficult area to estimate as we don't expect to see the true impact on businesses and residents until later in the year when the Government furloughing scheme ends and we await the Spending Review details due in autumn this year to see if the Government will help councils with these losses.
21. The following table outlines the latest forecast of the financial impact of the COVID-19 pandemic on the Council.

Estimated financial impact of COVID-19	Total £m
Latest forecast of additional expenditure	13
Latest forecast of lost income from sales, fees & charges	8
Net General Fund impact	21
Less Government funding to date	(11.7)
Less Council funding identified (contingency and YFAS reserve)	(0.9)
Latest net impact	8.4
Potential further Government Funding	(4)
Revised net General Fund impact in 2020/21	4.4
Estimated potential loss of council tax and business rate	16

income	
Total financial impact	20.4

22. The latest forecast budget gap in this financial year remains at c£4m. In addition, there are potential forecast shortfalls in Council Tax and Business Rates of £16m which would impact in the following financial year. This could reduce if the Government is minded to accept a proportion of these losses centrally although, as outlined earlier, this won't be known until the autumn.
23. As outlined in previous reports, the Council does have an unallocated general reserve of £7.4m which could be used to offset the cost in this financial year. However, the use of this reserve would require growth in future years to replace any funds used and to ensure that the Council's financial stability was maintained. The scale of council tax and business rates income losses will require further savings to be identified over the next 3 to 5 years, over and above those already identified. A refreshed Medium Term Financial Strategy is being prepared to outline the scale of the financial challenge and to inform the 2021/22 budget strategy.
24. The combination of additional COVID related expenditure and shortfalls in income, along with the underlying budget pressures being seen in both adults and children's social care, result in a significant financial challenge both in this financial year and the years ahead. Without additional Government funding this could pose a risk to the ongoing delivery of Council priorities. Work is ongoing to identify where in year savings can be achieved, whilst protecting essential front line services and also ensuring that investment can be made in the city's recovery plans.
25. Clearly the financial impact on local government is a national issue and the Council has actively supported various bodies, such as the Local Government Association, in lobbying Government to recognise the significant financial issues being faced by Councils across the country. The Leader of the council has also stepped up regional and national lobbying efforts to urge the Government to Back York by seizing the opportunities that are unique to York and making the city an exemplar of 'recovery'.
26. To kick-start the economic recovery of the region, there are opportunities unique to York, opportunities that other cities and towns would envy. Recently, it was agreed that we, with our partners, would develop a 10-year City Plan to enable York and the region to build back better by

drawing on the city's strengths; from utilising the biotech industry in the city, to seizing the once in a lifetime regeneration opportunity in York Central. It is clear that, with further funding, York can go far in driving the recovery of our city and region.

27. In response to the scale of the emerging economic challenge and new financial context for the council, the Council is coordinating a corporate lobbying programme, led by the Leader of the Council and working with partners in the region, to request additional funding to support local businesses, cultural institutions, residents facing financial hardship, invest in infrastructure and demonstrate what York can achieve in the 10-year strategy with funding support from central government.

Council Plan

28. The Recovery and Renewal Strategy outlines activities for the next year to allow the continued achievement of Council Plan outcomes.

Implications

- **Financial** – Discussed above in paragraph 19-27.
- **Human Resources** – No specific impacts identified.
- **One Planet Council / Equalities** – A principle of recovery is to ensure climate change is considered in decisions taken. The economic recovery plans recognise and respond to the unequal impact of coronavirus and the risk of increasing levels of inequality as a result.
- **Legal** – No specific impacts identified.
- **Crime and Disorder** – No specific impacts identified.
- **Information Technology** – No specific impacts identified.

Risk Management

29. There remain significant areas of risk in responding to this crisis across all areas of recovery. The highest priority continues to be the health and wellbeing of residents and all planning and decisions will be taken with this in mind.

Contact Details

Authors:

Will Boardman

Head of Corporate Policy and
City Partnerships

Debbie Mitchell

Head of Corporate Finance &
Commercial Procurement

Pippa Corner

Assistant Director Joint
Commissioning

Chief Officer Responsible for the report:

Ian Floyd

Interim Head of Paid Service

Report
Approved



Date 18/08/20

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Reports

Update on Coronavirus Response – 7 May 2020

<https://democracy.york.gov.uk/documents/s139955/Coronavirus%20Executive%20Report.pdf>

City of York Council Recovery and Renewal Strategy - June

<https://democracy.york.gov.uk/ie/IssueDetails.aspx?Id=59688&PlanId=0&Opt=3#A155501>

CYC Recovery and Renewal Strategy Update – July

<https://democracy.york.gov.uk/mglIssueHistoryHome.aspx?Id=59899>

Annexes

Annex 1 – Adults Update

Annex 2 – Update on schools

Annex I - Health, Housing and Adult Social Care

Response to COVID-19 and Recovery, July 2020

Place Based Principles and Approach

- Our focus on asset based community development, prevention and social impact volunteering underpins our system response and capacity – promoting ‘what’s strong, not what’s wrong’
- Home First remains our key strategic principle when planning care
- Positive alignment to the COVID-19 Discharge Service Requirements
- Capacity Planning based on Public Health modelling and detailed intelligence about existing capacity and sustainability of the sector
- Close collaboration between Primary Care, Community Health Services, Social Care and the voluntary and community sector

What these principle mean in practice

- Our response to the COVID-19 pandemic was informed and shaped by the commitment to supporting people to remain independent, with additional support to return to their own home from hospital or to their usual place of residence if that was a care home
- We avoided making new placements in care as far as that was possible
- We supported care homes to care for people and avoid admissions to hospital when appropriate
- We increased our partnership activities to join up resources, and focus on our strengths, such as the offer of volunteers to help their neighbours

Technology

- All staff working remotely from home or at the Discharge Command Centre
- We invested in additional telecare services to support the Discharge Pathways
- We have supplied equipment to care settings to enable remote consultations with health and care professionals

- People with care and support needs have been supplied with smartphone technology and supported to use this so that they can maintain their independence and wellbeing.
- The Grandcare system alerts people with care and support needs to the symptoms of Covid-19, and supports them to engage with family/friends through video calling .
- Virtual Talking Points are starting soon, using a tech solution called *Attend Anywhere*
- Utilisation of technology to allow the repairs and adaptations teams to support residents without entering the home

Keeping people safe

- Safeguarding team social workers appointed as link workers to all residential and nursing homes
- Commissioning compiled a list of all people with care and support needs who are not in supported living settings, who are either living with family or in single tenancies in the community
- Adult Social Care have made contact by phone with all individuals on the shielding list and all who have a Direct Payment, to support their welfare and help resolve issues that have arisen during this period.
- Housing made welfare calls to all vulnerable tenants, signposting to support services in their area
- Dementia Action Alliance the co-ordinator in regular contact with both Dementia Forward, and Alzheimer's Society - welfare calls for over 400 people with dementia identified by their GP
- Faster turnaround of empty homes to support hospital step down
- Additional temporary accommodation to further reduce the number of rough sleepers
- A link between Adult Social Care team and local community hubs supplying food parcels and delivering medication to those who need, to respond promptly to issues identified through the hub.
- For people with Learning Disabilities, activity kits have been commissioned from and delivered by Toolbox – kits for individuals living in the community as well as living in supported living settings.

Partnership – York and beyond

- York Discharge Command Centre was set up to support the national Covid-19 Hospital Discharge Service requirements and was operational by the 6th April. This was a joint endeavour between local authorities, health partners and the independent sector.
- Re-oriented preventative teams to support the work of community hubs
- To support people with Covid-19 to leave hospital, CYC collaborated with NHS and others to set up Peppermill Court short stay residential recuperation and recovery service. This avoided return to care homes for people with Covid-19.
- Working with partners through Local Resilience Forum to ensure Personal Protective Equipment and testing was accessed when needed in York, including daily Gold care home resilience meeting with colleagues in North Yorkshire County Council, North Yorkshire Clinical Commissioning Group, Vale of York Clinical Commissioning Group, Care Quality Commission, Public Health England.
- Developed primary care hub with system partners, maximising use of volunteers to maintain contact / wellbeing checks with people recovering from COVID-19 and at risk of deterioration – linking GPs and community health services to social prescribing volunteers

Working with providers

- Regular information bulletins and contact from the team for care providers
- Recruited additional workforce with home care using social media, increased provision by creating a Rapid Response home support service to support two-hourly discharges from hospital, live in care to support people with complex needs to return home and voluntary home from hospital capacity.
- Developed step down beds for COVID-positive people to support discharge from hospital
- Formed *The Team Around The Home* as part of our Care Home Support Plan, with NHS clinical leads / GPs, including access to Infection Prevention and Control training

- Daily arrangements are in place to review the local data and information of the state of the local care market and to support its resilience in responding to the pandemic.
- Adult Social Care has also provided support through a dedicated Personal Protective Equipment helpline, dedicated 7 days a week e-mail and contact arrangements from Adults Commissioning Team
- Successful bid for Testing Satellite Site in York, enabling daily distribution of tests kits for proactive / preventative approach

Impact on activity – June snapshot

- The number of contacts to Adult Social Care increased substantially; expect increased demand for services over the next few months
- The percentage of contacts resolved with Info, Advice and Guidance is higher than it has been previously
- Higher number of new users and number of visits to Live Well York
- The number of people receiving paid packages of care continues to increase; numbers in res/nursing care (and admissions) reduced, but offset by the rapid increase in numbers receiving home care (enabling hospital discharges and preventing admissions to hospital and care)
- Increase in reablement provision, in terms of number of clients (and slight increase in hours per client)

Impact on costs

- It will be some time before the final tally is known, partly due to the temporary support made available to the care providers – such as temporary increases in rates, payment on planned care for home care and day support etc
- The NHS is covering the cost of new and enhanced packages of care during the pandemic period, and customers are not being charged
- The government arrangements for funding the cost of COVID-19 via the NHS recharge are likely to end or be tapered in August / September. We have plans in place with the Clinical Commissioning Group to manage the care assessments and financial assessments as smoothly as possible
- The COVID-19 grant has not covered the full costs incurred

- Future costs may increase if more people require long term complex care or rehabilitation due to effects from the virus

Recovery planning

- Reflection with partners and citizens about what has worked well during the pandemic – build on the learning
- Continuing to promote use of technology and remote working
- Managing socially distant support and strength based approaches in communities – new ways of working with people
- Supporting volunteers to continue their contribution
- Maximise the advances in partnership working at a local level
- Re-setting social care services, alongside the restoration of NHS services
- Planning for a challenging winter

This page is intentionally left blank

Annex 2 - Monthly update on schools and early years

Author : Maxine Squire
Date : July 2020
Executive Member: Cllr Ian Cuthbertson

Background

The purpose of this paper is to provide a monthly update on the opening and operation of early years settings and schools during the Covid-19 pandemic.

Planning for full opening in September

It is the government's intention that all settings, schools and colleges should be fully open in September. The Department for Education has published a range of guidance for early years settings and schools to support planning for full re-opening in September. In York, leaders and managers and headteachers share this aim and have been working hard during the summer term to implement measures to facilitate the safe opening of their settings and schools for all children and young people from 7th September. On 2nd July, the Department for Education published guidance to support settings, schools and further education colleges with planning for full opening in September.

The rationale for full opening is fully articulated in the guidance documents but central to the government's decision are the following considerations:

- The prevalence of coronavirus (Covid-19) has decreased and the NHS Test and Trace system is running.
- Public Health England is clear about the measures that need to be in place to create safer environments within schools.
- Returning to school is vital for children's education and for their wellbeing -we know that school is a vital point of contact for public health and safeguarding services that are critical to the wellbeing of children and families.
- The risk to children themselves of becoming severely ill from coronavirus is low and there are negative health impacts of being out of school.
- Lower academic achievement also translates into long-term economic costs due to having a less well-qualified workforce. This affects the standard of living that today's pupils will have over the course of their entire life. For many households, school closures have also affected their ability to work. As the economy begins to recover, we need to remove this barrier so parents and carers can return to work.

Planning for the full return to school in September has meant that settings and schools have had to revise their risk assessments and this process will continue throughout the summer in response to any further updates to guidance from the Department for Education. Central to the planning has been the need to minimise

contacts between groups of children and adults to prevent any potential spread of the virus. This requires schools to work in year group bubbles of children and young people. This grouping by bubble reduces the need for social distancing in classrooms. The guidance published by the Department for Education on 2nd July is less prescriptive than the guidance published prior to the extended opening of schools from 1st June. The guidance acknowledges that individual schools will need to develop operational plans which will vary according to the context of each school, but the common factor for all schools is the need to strictly enforce prevention and infection control measures. To ensure that schools are preventing spread of Covid-19 they must take the following actions:

- 1) minimise contact with individuals who are unwell by ensuring that those who have coronavirus (COVID-19) symptoms, or who have someone in their household who does, do not attend school
 - 2) clean hands thoroughly more often than usual
 - 3) ensure good respiratory hygiene by promoting the 'catch it, bin it, kill it' approach
 - 4) introduce enhanced cleaning, including cleaning frequently touched surfaces often, using standard products such as detergents and bleach
 - 5) minimise contact between individuals and maintain social distancing wherever possible
 - 6) where necessary, wear appropriate personal protective equipment (PPE)
- Numbers 1 to 4 must be in place in all schools, all the time. Number 5 must be properly considered and schools must put in place measures that suit their particular circumstances. Number 6 applies in specific circumstances.*

Schools have been provided with information about how to deal with a case of infection. These measures include:

- 7) engage with the NHS Test and Trace process
 - 8) manage confirmed cases of coronavirus (COVID-19) amongst the school community
 - 9) contain any outbreak by following local health protection team advice
- Numbers 7 to 9 must be followed in every case where they are relevant.*

In York, settings and schools have been provided with detailed guidance by the city's public health team and have been proactive in contacting the public health team to ask for additional guidance and support throughout the summer term. The Public Health nurse consultant, Anita Dobson, has continued to attend meetings of the York Schools and Academies Board, the early years reference group and the maintained heads meetings. These briefings have been highly valued by early years managers and headteachers and have helped to inform their work on risk assessments.

School transport and planning for full opening of schools

The council is working with schools to promote the importance of walking and cycling to school for those children and young people who are able to do so. For those schools with dedicated school buses the school services team have been working with each school to discuss their plans for the full return of all pupils in September. The majority of schools in the city want to avoid making too many significant changes to the structure of the school day through having to have staggered arrivals

and departure times. This means that they have been developing site plans which keep year groups separated through using different entrances and dedicated outdoor spaces for year group bubbles. Schools which use dedicated school transport are:

- Applefields Special School
- Danesgate
- Hob Moor Oaks Special School
- Fulford School
- Huntington secondary school
- Tadcaster Grammar

The school services team have been meeting with school leaders and York Pullman to review school transport arrangements for September and to put transport plans in place. This is a complex piece of work as the requirements for each school varies according to the operational plans being developed by each school. Huntington secondary has requested that transport should be provided in year group bubbles. In practice this will increase the number of buses needed and this would increase the cost of school transport to the school by £40-50k per term. As there are already pressures on the school transport budget this needs to be considered carefully and alternatives are being explored including the mixing of year groups but ensuring the face masks are worn. Both Fulford School and Tadcaster Grammar have decided not to ask for transport for each year group bubble. The guidance published by the Department for Education states that:

The approach to dedicated transport should align as far as possible with the principles underpinning the system of controls set out in this document and with the approach being adopted for your school. It is important to consider:

- how pupils are grouped together on transport, where possible this should reflect the bubbles that are adopted within school
- use of hand sanitiser upon boarding and/or disembarking
- additional cleaning of vehicles
- organised queuing and boarding where possible
- distancing within vehicles wherever possible
- the use of face coverings for children over the age of 11, where appropriate, for example, if they are likely to come into very close contact with people outside of their group or who they do not normally meet

Secondary pupils will be asked to wear face masks which pupils/parents will be asked to provide. For the two primary school services, under 11's are exempt from wearing masks, so it will be business as usual.

For Hob Moor Oaks and Applefields transport is being planned according to the bubbles the pupils will be in, this has resulted in having to use 5 additional vehicles. For all other pupils to all other schools using taxi/ 8 seater mini buses including SEND and CLAC transport will not be in in bubbles. Work is taking place with Danesgate as they are moving towards delivering a more normal school day. This

would help to manage costs as larger vehicles can be used. School services will continue to work with schools and colleagues in transport services on over the next 7 weeks to ensure that transport plans are in place to support the full return to school in September.

DfE ICT devices scheme

York received delivery of 454 ICT devices (laptops, chrome books and dongles) on 18th June. These will be allocated to children 0-19 with a social worker, care leavers and disadvantaged Year 10 students in maintained schools. The laptops have been delivered to the majority of children and the remaining laptops will be delivered to families in early August.

Free School Meals over the summer holidays

During week beginning 15th June the government confirmed that it would be looking to extend support for children in receipt of free school meals over the summer holiday. This has resulted in an extension of the voucher scheme to cover the 7 weeks of the summer holidays. Schools were required to order vouchers for eligible children by Friday 10th July. Families will receive an e-voucher for £105 to cover the 7 week summer holiday.

The Covid Catch Up Premium

The Department for Education is allocating £80 per pupil in reception through to Year 11 to all mainstream schools to support universal catch-up activities. Special schools, alternative provision and hospital schools will be provided with £240 per pupil. The money will be paid in 3 tranches, with the first part payment being made in the autumn term. The funding will only be available for 2020/21 and schools are advised not to allocate it per pupil but to view it as a single total from which to prioritise support for pupils according to their need.

In addition to the universal premium additional funding is available to provide targeted support for disadvantaged and vulnerable pupils through the National Tutoring Programme. Schools will be able to access support from approved tuition partners who will be available from November 2020.

Schools in the most disadvantaged areas will be supported to employ in-house academic mentors to provide small group tuition to their pupils.

Teach First will be supporting the recruitment, training and placement of the first cohort of academic mentors and their salaries will be subsidised by the government.

Schools have flexibility about how to use the premium but use of the premium will be monitored by Ofsted. In York discussions will be taking place with the York Schools and Academies Board to ensure that the impact of the premium can be maximised for all children and young people through developing a local response to use of the premium.

Bags of Creativity and Doodle Books

The Council has been working with the Cultural Education Partnership (REACH) to develop resources to support vulnerable and disadvantaged children and young people over the summer holidays. Through the Arts Council 'Bags of Creativity' project cultural partners in the city have filled 1000 bags with arts materials and activity postcards. The bags have been filled by volunteers at York Explore and will be delivered to children and young people by Children's social care. 1000 Doodle Books have been developed to provide KS2 and KS3 children with a book of creative things to do over the summer. The books have been developed through a partnership between the Council and REACH.

Communications Plan

A back to school/ settings communications plan has been developed which focuses on increasing parents/carers confidence in the return to school/childcare and in sharing best practice from schools/settings linked to the Covid recovery plan.

This page is intentionally left blank



Executive

27 August 2020

Report of the Corporate Finance Manager / Section 151 Officer and the Director of Children, Education & Communities
Portfolio of the Executive Member for Culture, Leisure & Communities

York Museums Trust – Impact of Covid-19**Summary**

1. York Museums Trust has formally approached the council for financial support to mitigate the impact of covid-19 on the council's museums. This paper proposes a series of actions to respond to YMT's request and to secure the future of the city's museums.

Recommendations

2. The Executive is asked to approve:
 - the Executive Member for Culture, Leisure and Communities to write to the Secretary of State for Digital, Culture, Media and Sport to ask government for additional funding to support YMT in their particular circumstances
 - officers to discuss with the Local Government Association the position of local authority museums in trusts to inform the LGA's lobbying efforts
 - officers to provide a letter of guarantee to YMT, providing them with access to a maximum of £1.95m over the next 2 years should it be required
 - the amendment of payment terms for the reimbursement of payroll costs of up to a maximum of 60 days

Reason: to secure the future of the council's museums.

Background - The impact of Covid-19

3. York Museums Trust (YMT) is an independent charity that manages the museum collections and facilities that belong to the council. The council provides annual funding to YMT of £300k. Most of their £5.7m p.a. income comes from other sources, principally:
 - Around £3.5m in admissions income (including gift aid)

- £1.25m from Arts Council England (ACE)
- £370k from other traded activity and fund-raising

(based on the original estimates for 20/21 – see Annex 1.)

4. York Museums Trust originally planned for income of £5.7m in 20/21. As their business model relies on 75% of income coming from admissions-related and commercial trading income, closure has led to a drastic loss of income at the very start of the peak visitor season. The revised income projection is currently £3.1m.
5. Arts Council England (ACE) have recently awarded YMT a total of £412k as part of their emergency response to the needs of cultural organisations. This award, which consists of two sums of £362k and £50k respectively is in respect of the period March to September 2020. (YMT's request was for £600k which would still have left a significant shortfall against their deficit.)
6. YMT have done everything possible to reduce their costs and liabilities in this period, eliminating all discretionary spend. They have:
 - Furloughed around 80% of staff, and negotiated salary reductions for some senior staff not furloughed
 - Increased fund-raising through publicising their financial plight and asking the public for donations
 - Cancelled forthcoming projects (including plans to refresh the Roman gallery in partnership with the British Museum and other capital projects) in order to transfer £265k designated for these projects into free reserves
 - Reduced future public programmes and marketing spend
 - Negotiated rent reductions and paused service contracts where possible
7. Forecast expenditure has reduced from £5.7m to £4.4m before adding £200k of redundancy costs. This leaves a projected deficit of £1.54m.
8. YMT closed the museums on 17 March shifting their planned 19/20 closing balance from a breakeven position to a deficit of £156k. This in turn impacted on the closing general reserves position. They have had to transfer all of their designated reserves into one general reserve in response to the crisis. After making this transfer they were left with opening reserves at 1 April 2020 of £1.1m (just over two months of normal operating costs).

9. Covid-19 therefore creates an immediate financial threat to YMT's continued existence and the trustees have now logged a serious incident report with the Charities Commission reflecting the fact that they will require financial support in order to remain a going concern. Without this they will run out of cash in January 2021. Furthermore, the ongoing financial position will remain difficult into 21/22 since surveys of visitors undertaken nationally by the Association of Large Visitor Attractions suggest that only 20% of the previous audience numbers will be received on reopening. It is important to note that, whilst the estimates summarised in Annex 1 are based on the best possible current intelligence, the position could worsen further in the event of any further lock-down type restrictions.

The council's museums

10. It is important to note that YMT operates the museums on behalf of the council. The Castle Museum and the Art Gallery are leased to YMT whilst, in the case of the Yorkshire Museum & Gardens Charity, YMT is the managing trustee and the council is the custodian trustee. Should YMT fail, all three institutions would revert to the council creating an immediate and severe financial burden on the council:
- When the council previously ran the museums it cost the equivalent of around £2.15m p.a. at today's values (compared to the £300k p.a. grant that the council currently makes to YMT)
 - Staff would transfer to CYC under TUPE creating an additional pressure given the increased scope of the organisation since it was operated by the council
 - The council would not be able to access revenue or grant funding that YMT currently receives, notably from ACE
 - The council would not have access to much of the capital funding that YMT has been successful in obtaining in order to develop the museums (NHLF etc.)
 - Compared to other local authority museum services around the country, YMT have been exceptionally successful in generating their own funding from diverse sources including from admissions and other traded income

YMT's funding request

11. YMT has requested revenue funding support of £1.35m this year and up to £600k next year in order to keep York's attractions open and to continue looking after the collections. This request reflects the fact that, as a charity, YMT are required to hold a level of

financial reserves. The Charity Commission requires trustees to manage the charity's resources responsibly, implementing appropriate financial controls in order to manage risks. This must include a reserves policy which will enable the organisation to cope with a level of unplanned expenditure, to maintain essential services, and to meet their liabilities should the organisation have to be wound up. YMT's trustees have established that, in YMT's case, the absolute minimum reserve is £900k. This represents around 2 months of expenditure (an amount closer to 6 months of expenditure would normally be considered an appropriate level of reserve for a charity).

12. YMT report that a loan from the council would not an effective or viable option. Given YMT's projected financial position for 20/21 and 21/22 and the inevitable depletion of their reserves, they would first be looking to break even in the following financial year and then to operate with a surplus to repair their precarious reserves position before being able to make repayments. They would therefore effectively need a guaranteed annual revenue grant each year from the council to cover the loan repayment to enable trustees to be able to enter into such an arrangement.

YMT's financial controls

13. In response to the financial situation, as well as maintaining extremely tight controls on expenditure, YMT will implement a redundancy programme to reduce the size of the organisation by 20% to enable them to balance expenditure against reduced income and to make the organisation more resilient for the future. Some of these staff savings will be reinvested in fundraising or other income-generating staff. This exercise will have a one-off cost of £200k (reflected in the projections in the annex) but will save over £350k p.a. going forward.

The council's potential response

14. It is clear that the council must act to ensure that YMT remains a going concern as failure to do so will result in:
 - Potential closure of the city's museums and/or
 - The council facing a much larger financial cost if the museums are handed back to it
15. Before the ultimate level of need can be assessed it will be important to know the outcome of a further round of government funding that has been announced for cultural organisations (a £500m "Culture Recovery Fund" being administered by ACE and

designed to cover the period 1 October 2020 to 31 March 2021). Whilst YMT are eligible to apply for this fund it should be noted that it is open to the widest range of organisations including commercial ones so will be highly competitive. YMT are likely to hear the outcome of their bid in late October. YMT have also bid for £250k from the National Lottery Heritage Fund's Heritage Emergency Fund and are likely to hear about this by the end of August.

16. The council's ability to support YMT is hampered by the fact that, whilst in July the government announced that it will support local authorities by covering 75% of their lost income from sales, fees and charges, this does not extend to outsourced organisations. Whilst placing the museums in a trust has saved the council tens of millions of pounds since 2002, the particular circumstances of Covid-19 places York at a unique disadvantage. YMT is further disadvantaged in that it is unique amongst local authority museum services in the extent to which it is funded by visitor income. This makes it particularly vulnerable in the current circumstances. Government funding to the sector has not recognised this level of vulnerability, nor has it recognised that as a museum service looking after collections of designated national importance YMT is not able to go into complete mothballing during lockdown and retains some costs.
17. Under the circumstances it will be necessary to lobby government, directly and via the Local Government Association, to provide additional funding reflecting YMT's particular circumstances and it is proposed that officers take the necessary steps to do this.
18. YMT trustees are conscious that they will need to approve a set of accounts for YMT as a going concern at the Trustees meeting on 21 September 2020. The council therefore needs to take some immediate steps to secure YMT's position whilst lobbying efforts take place and further consideration is given as to how the required £1.35m in 20/21 is to be funded. Under the circumstances, it is proposed to provide YMT with a financial guarantee which will allow them to run down their financial reserves in the short-term whilst remaining a going-concern.
19. This will be in the form of a letter of guarantee that will outline the council's commitment to providing YMT with the funds should they be required, up to an amount of £1.95m, on receipt of evidence that the funds are required (i.e. that reserves and other income sources have been exhausted). This will allow the Trust to demonstrate that

they are a going concern, as well as providing the certainty that they need to continue to operate.

20. The council currently provides a payroll service to YMT and it is also proposed that the council changes the current arrangements, whereby YMT reimburse us on the day payment is made to their staff and instead agrees terms of up to 60 days. This will help with their cash flow with only a minimal cost to the council.
21. A further report will be brought back to the Executive in November with regard to the funding that YMT will require both in 20/21 and 22/22.

What YMT will deliver

22. In return for the council's support YMT will be able to contribute to the council's Tourism Marketing Strategy – Recovery by:
 - Reopening the Art Gallery on Yorkshire Day - 1 August, with free admission. The initial theme will be focus on local key workers / heroes. It will be followed by a planned views of Yorkshire exhibition in the middle of August.
 - Opening the Castle Museum for pre-booked tours with at least two options available. This will provide an exciting experience for visitors whilst keeping operating costs as low as possible and providing the flexibility to respond to demand
 - Operating Yorkshire Museum Gardens 10.30 – 18.30 (but not the Yorkshire Museum which is expected to stay closed until March 2021.)
 - Exploring with communities, users, businesses and stakeholders the opportunity for events and activities on part of the Castle Car Park / Eye of Yorkshire this summer
23. The above will be delivered with the minimum possible staffing levels: 60% of YMT's staff will remain on furlough.

Options

24. The Executive may:
 - a) Provide a financial guarantee to YMT now and continue to investigate funding to be provided in the longer-term
 - b) Refuse to provide financial support to YMT

Analysis

25. Option a) has the potential to secure the future of the museums and allow the council and the city to benefit from the excellent financial performance that YMT has delivered
26. Option b) would result in all sites being closed until further notice and the winding up of the Trust. Given the importance of the museums and Art Gallery to the city this would be extremely damaging to the city's recovery plans as well as to its long-term future as both a visitor destination and a city that provides excellent cultural opportunities for its residents.

Council Plan

27. The proposals in this report further the priorities in the Council Plan with regard to Safe Communities and Culture for all.

Implications

28. **Financial:** Should the recommendations in this report be agreed, there is no immediate financial cost to the council, other than a small impact on cash flow. However, the council is taking on a liability of £1.95m that will be recognised in the final accounts for the year.
29. If the council was not minded to provide this letter of guarantee, the artefacts and collections that the Trust looks after on behalf of the council would need to be returned and the council would have to identify additional funds to manage this. As outlined earlier in the report, the cost of this is estimated at £2.15m p.a. It is difficult to provide a more accurate figure and therefore these costs are based on historic information, uplifted for inflation. There would also be additional one-off costs associated with transferring the service back into the council. There is no budget available to support this, and therefore additional savings would need to be identified from across the Council to fund any transfer.
30. **Legal:** If members decide to approve Option A, the council will enter into a legally binding agreement with YMT to provide funds on request. Subject to a request for funds being submitted by YMT in the prescribed form, together with sufficient evidence of need, should the council fail to make payment then YMT would be entitled to take further action to seek specific performance.
31. As the council would be providing financial assistance to YMT without any form of competition being held or any direct benefit being received in return for the funding, there are potential State Aid implications to consider. By choosing to assist YMT, the council are

conferring an advantage which may threaten to distort competition. It is considered that this funding falls within the existing block exemption under Regulation (EU) 651/2014 – Section 11 – Article 53 (the General Block Exemption Regulations), which permits the provision of aid for culture and heritage conservation (including museums and artistic centres). The exemption applies as long as the level of aid does not exceed what is necessary to cover operating losses and a reasonable profit over the relevant period. As YMT will be required to submit evidence that funding is required before any monies are paid out, the council will be able to show that this requirement has been met.

32. If members decide to approve Option B responsibility for the museums would revert to the council. As well as employees of YMT being transferred to the council under TUPE regulations it is likely that a number of contracts held by YMT would be novated to the council. This would result in currently unknown liabilities and obligations being placed on the council. If the council were to seek to appoint an external company to run the museums on their behalf, the Contract Procedure Rules and the Public Contracts Regulations 2015 would apply and a compliant procurement process would need to be followed.
33. There are no other implications arising from the report.

Risk Management

34. In compliance with the council's risk management strategy the main risks that have been identified are those which could lead to the inability to meet business objectives (Strategic) and to deliver services (Operational), leading to financial loss (Financial), damage to the council's image and reputation and failure to meet stakeholders' expectations (Governance).
35. Measured in terms of impact and likelihood, the risk score has been assessed at 16, placing the issue in the high category. This means that constant active monitoring, will be required together with an action plan and measures to reduce exposure.

Contact Details

Authors:	Chief Officers responsible for the report:	
Debbie Mitchell Section 151 Officer Charlie Croft Assistant Director (Communities and Culture)	Amanda Hatton Director of Children, Education and Communities	
Report Approved ✓ Date: 13 August 2020		
Specialist Implications Officers: Helen Mitchell, Senior Legal Officer (Contracts & Commercial) 01904 554087 helen.mitchell@york.gov.uk		
Wards Affected:	All	✓

For further information please contact the author of the report

This page is intentionally left blank

Three Year Indicative Forecast 2020/21 - 2022/23

York Museums Trust

Annex 1

General Fund Income & Expenditure - £'000

		Staff 2020/21	Other 2020/21	Original Budget Total 2020/21	Staff 2020/21	Other 2020/21	Forecast Total 2020/21	Staff 2021/22	Other 2021/22	Indicative Forecast Total 2021/22	Staff 2022/23	Other 2022/23	Indicative Forecast Total 2022/23	
Income														
	Admissions			3246			270			2564			3442	
	Gift Aid			330			24			256			387	
	ACE MPM / NPO			1253			1615			1253			1253	
	CYC (Revenue)			307			307			307			307	
	Fundraising Income			30			108			40			60	
	Hire Income			73			24			50			50	
	Corona Virus Job Retention			-			545			-			-	
	Other Unrestricted Income			243			159			195			261	
	Enterprises Income			267			-			153			252	
Total General Fund Income				5748			3051			4817			6013	
Charitable Expenditure														
	Fundraising	123	55	178	60	48	108	2%	149	17	166	151	23	173
	Curatorial	628	72	700	529	50	579	13%	631	96	727	637	96	733
	Education	252	177	430	176	50	226	5%	252	162	414	254	205	459
	Exhibitions & Events	-	333	333	-	170	170	4%	-	284	284	-	350	350
	Gardens	159	52	211	140	75	215	5%	161	50	210	163	50	213
	Marketing	195	260	455	161	167	328	7%	197	283	480	199	276	475
	Facilities	82	491	573	72	445	517	11%	80	574	655	76	629	705
	Visitor Services	1160	202	1362	912	136	1048	23%	1220	202	1422	1251	202	1453
	Trust Central Costs	820	659	1479	729	607	1336	29%	803	624	1427	809	622	1431
	Payroll costs / savings				64	-	64		(349)	-	(349)	(354)	-	(354)
Total General Fund Expenditure		3419	2301	5720	2843	1749	4591		3143	2292	5435	3187	2453	5640
Increase in General Reserve				29			(1541)			(618)			373	
B/F General Reserve				976			1089			(452)			(1069)	
Transfer from Designated Funds				-			-			-			-	
C/F General Reserve				1005			(452)			(1069)			(696)	

This page is intentionally left blank



Executive**27 August 2020**

Report of the Corporate Director of Health, Housing & Adult Social Care

Mental Health Housing and Support**Summary**

1. This report is the culmination of over two and a half years of detailed needs analysis, partnership engagement and strategic design. It outlines a vision for the development of an improved mental health housing and support pathway in York and includes specific proposals that will address a long-standing gap in provision within the city - for the development of specialist mental health housing and support for people with multiple and complex needs.
2. These proposals have been developed in response to priorities identified in a number of key strategies including York's Joint Health and Wellbeing Strategy 2017-2022, the All Age Mental Health Strategy for York 2018-2023, and the York Homelessness Strategy 2018-2023. All three strategies identify the development of improved mental health housing and support options as a priority for the city.
3. The proposals are also in line with the city's stated commitment to a 'whole person, whole life, whole system' approach which will see us applying the lessons from Trieste (in Italy) in York by taking a more community based approach to mental health and wellbeing. Safe, secure and appropriate housing, with the right support, is an integral part of this approach, ensuring that people can access the support and stability that they need in the community, rather than in institutions.
4. Background papers tracing the journey to this report are available from the author - see list at the end of the report.

5. These proposals focus on the development of 53 specialist mental health housing and support places through:
 - Two new specialist mental health supported housing schemes - to be developed on two sites currently owned by the Council at Woolnough House, off Hull Road, and Crombie House on Danebury Drive in Acomb. Each scheme will have 24/7 on-site staffing and will contain 10 places, as well as providing support to another 6 satellite flats within a 1-2 mile radius of the scheme. There will be **32 specialist mental health supported housing places** in total.
 - The development of **21 Housing First places**. Housing First is an internationally recognised and evidence-based model of housing and support for those with chronic housing, health and social care needs. With Housing First the idea is that people are provided with permanent housing with no requirement to prove that they are 'housing ready' and then personalised, intensive 'wrap around' support is provided to help them develop and retain their independence, and maintain a tenancy.
6. There are challenges within the current system which can only be addressed by a 'whole system' response involving health, housing, social care, the voluntary and community sector, landlords, the people who receive services and support, carers, and communities.
7. The report is co-signed by commissioning colleagues from City of York Council, Tees, Esk and Wear Valleys NHS Foundation Trust, and the NHS Vale of York Clinical Commissioning Group. Our collective vision is to develop a range of housing and support options that will ensure people with mental ill health can access the right type of housing, with the right level of support, at the right time to meet their needs, regardless of diagnosis.
8. Voluntary and community sector partners were involved in all stages of the development of the proposals – at the original stakeholder workshop; in the working groups; in the mock referral/allocation exercise; and in the stakeholder feedback sessions.

Recommendations

9. The Executive is asked to:

- a) Approve City of York Council and NHS Vale of York CCG entering into an agreement and jointly commissioning new specialist mental health housing and support provision in the shape of:
- Two specialist mental health supported housing schemes that will support 32 places between them (10 places + 6 satellite flats supported from each site)
 - 21 Housing First places – people in their own properties supported by 3 Housing First workers (7 cases each)

and to delegate to the Director of Health, Housing & Adult Social Care and the Portfolio Holders for Health & Adult Social Care and Housing and Safer Neighbourhoods (in consultation with the Director of Governance or her delegated officers and the S151 Officer) the authority to take such steps as are necessary to enter into the resulting agreement.

- b) Note that a formal soft-market testing exercise will be undertaken to identify the level of interest from both Registered Social Landlords (to develop the sites) and external partners (to deliver the support) to define the most appropriate structure for the resulting procurement process(es) to select the partners we will work with.
- c) Approve the procurement of a Registered Social Landlord (RSL) to develop the sites and an external partner to provide the specialist mental health support services and to delegate to the Director of Health, Housing & Adult Social Care and the Portfolio Holders for Health & Adult Social Care and Housing and Safer Neighbourhoods (in consultation with the Director of Governance or her delegated officers and the S151 Officer) the authority to take such steps as are necessary to procure, award and enter into the resulting contracts.

- d) Approve the council owned sites at Woolnough House and Crombie House being sold to the successful Registered Social Landlord (RSL) bidder as part of the procurement process, to be developed out as specialist mental health supported housing schemes.
- e) Approve the relocation of the supported housing provision at the Council-managed 22 The Avenue in Clifton to the new provision and the marketing for sale and subsequent disposal of that site following the development of the two specialist mental health supported housing schemes.
- f) Approve that, once 22 The Avenue is vacated, it be sold and that authority to proceed and complete the sale be delegated to the Director of Economy and Place in consultation with the Portfolio Holder for Finance and Performance (in consultation with the Director of Governance or her delegated officers and the S151 Officer).

Reason: To enable the city to develop specialist mental health housing and support that will address a significant gap in existing provision for people with multiple and complex needs, and to realise capital receipts for three sites currently owned by City of York Council – at Woolnough House, Crombie House and 22 The Avenue.

Background

Challenges in the current mental health housing and support pathway

- 10. A report to the Health and Wellbeing Board (24 January 2018) set out in some detail the challenges currently facing the mental health housing and support pathway. At present in York we are not always able to provide the right housing, with the right support, at the right time, as we do not have the full range of housing and support options that we need. The biggest gap in our current provision is for people with multiple and complex needs.
- 11. At present we struggle to find suitable placements for people who are chronically homeless or vulnerably housed (e.g. at risk of eviction or placement breakdown, sofa surfing) and have mental,

psychological or emotional health needs, but who may also have some of the following:

- Drug and/or alcohol dependency
 - Contact with the criminal justice system
 - Physical health needs
 - Experience of domestic violence and abuse
 - No (recent) experience of settled independent accommodation
 - No (recent) experience of having structure in day to day life
 - Lack of positive relationships and a support structure.
12. As a result, people sometimes stay longer in hospital than they need to, or are housed in accommodation that doesn't properly meet their needs, or are placed in accommodation outside of York (at significant expense), away from family and friends and their support networks.
13. The proposed specialist mental health housing and support provision will work with people with the type of needs described in paragraph 11 above. The emphasis will be on looking for ways to manage risk and accept customers rather than to exclude them.

The work that has been undertaken to inform our final proposals

14. Between September 2017 and June 2018 significant work was undertaken to research and develop these proposals. This work is summarised in a table at Paragraph 17 below, and included two multi-agency working groups – one to research and develop a supported housing model, and one to research and develop a Housing First model.
15. In July 2018 the core project team held two stakeholder sessions at the Quaker Meeting House – to update a wider audience on the work that the core project team and working groups had delivered since January of that year, and for stakeholders to comment on draft proposals that have since been refined and are included in this report.
16. The two sessions were attended by a total of 47 people and their detailed feedback informed a comprehensive 30 page report. In summary the feedback:

- a) Endorsed the proposed mental health housing and support pathway
- b) Endorsed the accompanying underpinning principles
- c) Suggested a number of areas requiring further work and detail which will be incorporated into the implementation plan
- d) Asked that the detail behind these proposals be developed in partnership with people who use services, carers, staff, and all partner agencies, through a co-production approach.

Consultation

17. The table below summarises the stakeholder consultation and engagement:

Date	Consultation/Engagement
29 Sep 2017	Initial stakeholder workshop at Priory Street Centre attended by 70+ delegates. Executive summary of full workshop report available at Annex 2 to Health & Wellbeing Board report (24 Jan 2018)
28 Nov 2017	VCS Forum for Mental Health
Jan-Apr 2018	Supported Housing working group
	Housing First working group
29 Mar 2018	Tees, Esk & Wears Valley NHS Foundation Trust (TEWV) Service User Network
11 Apr 2018	York Mental Health Carers Group
Apr/May 2018	Mock allocation panels (x3) – specialist mental health housing and support
5 Jul 2018	TEWV Local Transformation Board
12/19 Jul 2018	Two stakeholder sessions held at Quaker Meeting House to share, and invite feedback on, draft proposals
7 Nov 2018	York Place Based Improvement Partnership. The YPBIP is made up of the Chief Executives from across the whole health and social care system (i.e. CCG, CYC, Hospital Trust, Police, TEWV, York CVS). System leaders at the YPBIP confirmed their support for the project and their commitment to delivering it.

Date	Consultation/Engagement
Jan-Nov 2019	Ongoing discussions between the three key partners (CYC, TEWV, VoY CCG) around how the revenue element of the proposals (the support) would be funded.
Sep 2019-Mar 2020	A sub-group of CYC (Adult Social Care, Housing, Property) and NHS Property colleagues undertook a comprehensive analysis of potential sites for the two supported housing schemes against the key location criteria identified by stakeholders in the working group phase of the project. A short-list of options was discussed at the CYC Housing Delivery Board on 7 Jan and, on 12 Mar, the same group approved the use of the Woolnough House and Crombie House sites for the proposed supported housing schemes, and agreed to release the site at 22 The Avenue for a capital receipt.

Options / Analysis

18. This section outlines the specific proposals for the development of 53 specialist mental health housing and support places for people with multiple and complex needs (32 specialist supported housing places and 21 Housing First places). See Annex 1 for a breakdown of the current and proposed places across the whole mental health housing and support pathway. Overall, once proposals across the whole pathway are fully implemented, the number of mental health housing placements in the city will have increased from 47 places to 98 places.

Specialist supported housing

19. It is proposed that two supported housing schemes (with 24/7 on-site staffing) be developed within the city, each containing 10 places, and each providing support to another 6 satellite flats within a 1-2 mile radius of the project. This represents a total of 32 specialist mental health supported housing places.
20. The project team undertook a comprehensive analysis of potential sites for the two supported housing schemes with NHS Property and CYC Housing/Property colleagues and, after discussion at the Council's Housing Delivery Board, it was agreed that the two sites should be at Woolnough House and Crombie House.

21. Woolnough House is the site of an ex-council residential care home which has been demolished, off Hull Road. Crombie House, on Danebury Drive in Acomb, currently provides emergency temporary accommodation for homeless families which is being re-located to the new provision at James House. The recommendation is to sell the two sites to a Registered Social Landlord (RSL) to develop the sites and build the two specialist mental health supported housing schemes.
22. These locations ensure there will be specialist mental health supported housing provision in both the East and West of the city and, crucially, both sites are integrated within communities, close to local amenities and good transport links. These were the key site location criteria previously identified by stakeholders.
23. The proposal is that the assessment, short-break, and short-term supported housing places currently provided by City of York Council at 22 The Avenue in Clifton would be re-provided within the new supported housing provision at the two new sites.
24. The Project Board recommends that we seek an external partner to provide the proposed specialist mental health support, in preference to it being provided by City of York Council or the NHS. It believes the current Council-run service would struggle to adopt the level of flexibility required in order to be able to accommodate and support the needs of clients as described in paragraph 11 above.
25. Our research confirmed that there are organisations with far greater experience of delivering this type of housing and support to people with multiple and complex needs than the Council or NHS. When members of the project team visited one such provider in Leeds they were very impressed with what they saw and heard. Bringing in a new external partner will also help establish this as a new and different way of working.
26. We have carried out informal soft market-testing which has indicated that there are both housing providers and support providers in the marketplace who would welcome the opportunity to deliver this specialist mental health housing and support provision in York.

27. Our plan would be to carry out a formal soft market-testing exercise before deciding on a procurement or partnership route.

Housing First

28. Housing First is an internationally recognised and evidence-based model of housing and support for those with chronic housing, health and social care needs.
29. With Housing First people are provided with permanent housing with no requirement to prove that they are 'housing ready' and then personalised, intensive 'wrap around' support is provided to help them develop and retain their independence, and maintain a tenancy.
30. Our proposal is that the external partner would employ three Housing First support workers each of whom would eventually build up to a caseload of seven cases – resulting in a total of 21 Housing First places. The caseloads will be kept small to reflect the intensity and flexibility of the support needed by the individuals who will receive this service, and who typically will have lived a very chaotic lifestyle and not routinely have engaged with statutory services.
31. These Housing First support workers would call on, and help co-ordinate, specialist input and support from a range of other services.

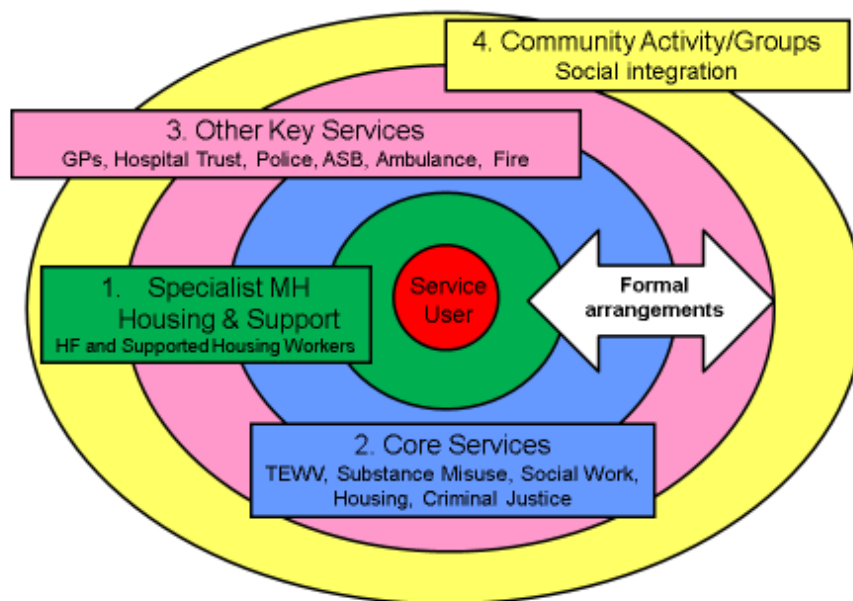
Specialist input and support from other services

32. The working groups which developed the proposed models for supported housing and Housing First were very clear that being able to access specialist input and support from other services would be vital and integral to the success of any specialist mental health housing and support for people with multiple and complex needs. Feedback from the two stakeholder sessions in July 2018 strongly supported this position.
33. There was widespread agreement that formal agreements need to be put in place between all core and key services and the specialist mental health housing and support provision, and the rest of the mental health housing and support pathway. This will

help ensure that dedicated/protected resource is in place and that all partner agencies' input and support is timely and appropriate.

34. All partners need to have a shared understanding of each other's roles and responsibilities in supporting this provision and the individuals receiving housing and support within it.
35. The diagram below shows the core and key services that will need to be involved in providing additional and specialist support to both the individuals within, and the staff providing, the specialist mental health housing and support provision.

Specialist Mental Health Housing & Support



36. To recognise the importance of adopting a 'whole system' approach and the desire to achieve a cultural shift that will help ensure more effective joint working and collaboration between agencies, a series of principles have been agreed within the project and will underpin the development and implementation of the improved mental health housing and support pathway. These principles are referenced in the background papers.
37. It is important to recognise that good progress has already been made in terms of better joint working with Mental Health (Health and Adult Social Care) and Housing colleagues meeting monthly, since late 2018, to discuss their most challenging cases around mental health housing and support. These meetings have helped foster improved working relationships and a much better understanding of each other's processes and pressures.

High level implementation plan and timeline

38. An approximate timeline for implementation is set out below:

Timeline	Headline Tasks
Sep 2020– Apr 2021	<u>Finding and selecting partners</u> <ul style="list-style-type: none"> • Soft-market testing • Procurement exercise • Select housing and support partners <u>Gradual expansion of existing Housing First offer</u> <ul style="list-style-type: none"> • Very gradual implementation of extra Housing First places supported by additional funding to existing Making Every Adult Matter (MEAM) programme
May 2021– Spring 2022	<u>2 x supported housing schemes</u> <ul style="list-style-type: none"> • Finalise designs • Planning applications • Construction begins on both sites
Spring 2022– Apr 2023	<ul style="list-style-type: none"> • Site development ongoing
May 2023	<ul style="list-style-type: none"> • New support provider starts its contract • Supported housing schemes open at Woolnough House and Crombie House • Service at 22 The Avenue closes

The rest of the mental health housing and support pathway

39. As outlined in the opening section of this report, the overall vision for this project is the development of an improved mental health housing and support pathway that can meet the needs of people with low level mental health support needs right through to the needs of people with multiple and complex needs.

40. This report has focused on how we can close the biggest gap that exists within the city which is the provision of specialist mental

health housing and support for people with multiple and complex needs. We recognise, however, that work is also needed to strengthen and improve other elements of the mental health housing and support pathway. The Project Board will also seek to progress this work in partnership with colleagues from across a whole range of partner agencies via, for example, the work of the York Mental Health Partnership, the Multiple Complex Needs Network, the Northern Quarter Project: Mental Health and Wellbeing, and existing contracts/arrangements.

41. This work will include consideration of:

- Short-term supported housing (visiting support)
- Floating support
- Intensive Housing Management support
- Direct Payments/Personal Health Budgets
- Developing a 'Shared Lives' model for mental health where people can receive short-term breaks and/or short-term support in a family setting
- Exploring the possibility of self-contained tenancies for U/60s in independent living schemes
- Improved building design within social housing schemes
- Support for people once they have moved on into general needs housing
- Mental health support to homeless hostels
- Private sector provision

Council Plan

42. Of the eight core outcomes outlined in the **Council Plan 2019-2023**, three are particularly relevant in relation to the development of an improved mental health housing and support pathway. Relevant extracts from the Council Plan are shown below:

a) Good health and wellbeing

We know that 80% of a person's health is determined by wider factors rather than by health or care services (e.g. housing). However, there are communities within our city whose health and wellbeing outcomes fall short of those enjoyed by the majority and we work hard to reduce those inequalities.

b) Safe communities and culture for all

It is vital that we continue to work with others to nurture inclusive communities, particularly for those that can feel isolated and vulnerable, in order to better connect them to others and the activities York has to offer. This will also have a positive effect in reducing crime and provide a safety net to protect those at risk of harm.

c) Creating homes and world-class infrastructure

Prioritise support for rough sleepers and work in partnership with the police and other agencies to develop new initiatives such as the 'Housing Navigators' and improved services for people with complex needs, such as substance abuse and mental health issues, including extended use of the Housing First approach.

CYC Recovery and Renewal Strategy – Covid-19 Response

43. It is widely acknowledged that the Covid-19 pandemic, and the economic challenges it has triggered, is likely to have a long-term negative impact on the mental health and wellbeing of many across the city. People with multiple and complex needs who were struggling before Covid-19 will be facing even greater challenges now and in the coming years. The early but gradual introduction of extra Housing First places will help ensure there is greater support available for some of the most vulnerable people in the near future, albeit in very small numbers, and the full development of the specialist provision by May 2023 will mean the city will have significantly greater capacity to support people with multiple and complex needs, the numbers of which can be expected to grow in the coming years.

Health and Wellbeing Board

44. At its meeting on 4th March 2020 the Health and Wellbeing Board re-focused its priorities at the half-way point in the life of its 2017-2022 strategy. Relevant extracts from the report are shown below and help illustrate the clear link between the proposals contained within this report and the city's vision for providing improved mental health housing and support options that are embedded in communities that will welcome and support them, including provision for people with multiple and complex needs.

Mental Health

“The board will promote awareness and understanding of the protective factors that support good mental wellbeing and ensure that compassionate, strength-based approaches in communities are developed.”

The Mental Health Partnership is well established now and is in a good place to take on this re-focused health priority. They have identified four key priorities:

- A community approach to mental health and wellbeing
- Mental health housing and support
- Multiple and complex needs
- Self-harm

Implications**Financial**

45. The table below shows the ongoing financial position once the specialist mental health housing and support provision is fully implemented. There will be a gradual introduction of Housing First placements starting in 2020/21 but the full costings shown below will not apply until Spring 2023 when the two new supported housing schemes are due to open.

Fully implemented model costs and funding	£000
Estimated total cost of service	1,321
Total funding	1,321
Council base budget (22 The Avenue’s budget)	423
Reduction in residential and community spend	186
Increased Intensive Housing Mgmt income	212
NHS Vale of York CCG commitment	500

46. The CCG contract with TEWV is due to expire in 2024. Neither the CCG nor TEWV can pre-empt the legal procurement process for the contract to be awarded for the subsequent period but it is the settled intention of the CCG that this model of care will - having demonstrated its efficiency and effectiveness by that date

- be intrinsic to our care pathways. It therefore will continue to be a feature of the services and outcomes specified in the new contract to be let from 2024.

47. Overall the projected costs of the programme and delivering the services will be met from:

- £423K - is the current revenue funding available from the existing service at 22 The Avenue and is the budget released by re-providing the existing 22 The Avenue service.
- £186K – this will be from savings realised within Adult Social Care Mental Health budgets due to CYC social workers reducing the numbers of individuals placed in long term care settings (residential) and the numbers accessing intensive community support options.
- £212K – increased income that will go to the support provider to offset the overall costs. This income will come through accessing increased housing benefit entitlements through the use of Intensive Housing Management (IHM). Intensive Housing Management is a term used to describe the services provided by a supported housing landlord, differentiating it from a general needs landlord. The services are provided to ensure the ongoing viability of the tenancy with respect to the needs of the tenant.
- £500K – this is the contribution from the Vale of York CCG via TEWV that will be achieved by health partners through a reduction in the number of out-of-area placements made. The funding will be ring-fenced for the programme and delivery of the new model and pathway and secured formally with health partners.

48. The revenue modelling has been based on an assumption of staff being transferred to one of the schemes under current terms and conditions and uses the current market rate for mental health supported housing to forecast the cost of the second scheme.

49. The capital implications have also been considered. The recommendation is to sell the council land to a Registered Social Landlord (RSL) to develop the sites and build two specialist mental health supported housing schemes. Soft market testing has shown there would be keen interest in developing such sites

whilst generating the expected capital receipts for Woolnough House and Crombie House.

50. When selling the sites to a RSL (as part of a procurement process), the council's contract with the RSL will stipulate that the sites can only be used for the purpose of providing specialist mental health supported housing (for as long as CYC requires it). The support element of the specialist mental health housing and support provision will be re-tendered at timely intervals (e.g. every 5+2 years) to help ensure continued quality provision.
51. The recommendation would also mean that a capital receipt could be realised from the sale of 22 The Avenue. Provision has been made in the revenue model for upkeep of 22 The Avenue until the new schemes are operational and holding costs (e.g. security) of the building until its sale.

Human Resources (HR)

52. Any council staff that may be impacted by this proposal and their Trade Union representatives have been informed about the content of this report and will continue to be kept informed and consulted as appropriate as the proposals are developed.
53. Any change to provision of services will be managed in accordance with the Council's Supporting Transformation (Managing Change) policies and appropriate employment legislation.

One Planet Council / Equalities

54. Ensuring that people experiencing mental ill-health are able to access appropriate housing and support is a significant equalities issue. The project team recognise that further work is required to ensure that people experiencing mental ill-health have the right support and pathways in place to enable them to access, and meet, this basic human need. A full analysis of the project's impact upon the One Planet Principles and Equalities & Human Rights has been undertaken using the Better Decision Making Tool - see Annex 2.
55. Completing the Better Decision Making Tool has served to highlight/reinforce a few key areas where we will need to do

focussed work within the project implementation phase, including the need to:

- a) Ensure that the voice of people with lived experience is influential within the specification of the specialist housing and support that is required, and within the process for selecting the housing and support providers who will deliver the provision.
- b) Invest time and energy, alongside the housing and support providers and other partner agencies, in supporting the development of positive links between the two supported housing schemes and the communities within which they will be located. Our aim will be to encourage mutual understanding and support that will help foster positive community relations.
- c) Work closely with Housing and Procurement colleagues during project implementation to ensure that the two new supported housing schemes are designed and built in a way that is as positive as possible in terms of environmental and sustainability considerations.
- d) Link up with other key related projects/developments - e.g. the Multiple Complex Needs Network, and the Northern Quarter Project: Mental Health and Wellbeing - to ensure that we maximise all opportunities to connect individuals, organisations and communities as part of a strengths-based approach that builds on 'what's strong rather than what's wrong.'
- e) Link in with the Pathway team to ensure that, if it is appropriate and possible, young people aged 16-18 who have mental health and other needs which cannot always be met in existing young people's supported accommodation, can be considered for this specialist housing and support provision, with appropriate packages of support.

Legal

56. Section 117 of the Mental Health Act describes the duty to provide aftercare services in some circumstances following

hospital admission. Section 75(5) of the Care Act 2014 defines “after care services” as services which (i) meet a need arising from or related to the person’s mental disorder; and (ii) reduce the risk of a deterioration of the person’s mental condition (and, accordingly, reducing the risk of the person requiring admission to a hospital again for treatment for the disorder). Establishing a supported housing pathway would help to meet the Section 117 duty, prevent re-admission and support long term recovery. The Children Act 1989 and associated legislation places ‘pathway’ duties on local authorities to support young care leavers into independence, which includes support with accommodation needs.

57. The Housing Act 1996 provides instances where the local authority has a duty to provide accommodation to homeless persons, including some instances where an individual is considered to be in “priority need”. Priority need includes several categories of individual, including persons who are vulnerable as a result of mental illness. Without appropriate accommodation for people with complex needs there is a risk that this duty may not be met.
58. There are a number of ways in which the Council and the CCG could work together to procure the required services, from a formal partnership through to an agreement in accordance with section 75 of the National Health Services Act 2006. Each route has different risks and advantages and work will need to be undertaken with the support of Legal Services to ascertain the most appropriate route.
59. The proposals to obtain a Registered Social Landlord (to develop the sites) and an external partner (to deliver the support) are both governed by the Contract Procedure Rules and the Public Contracts Regulations 2015 and will require compliant procurement processes to be carried out. The proposal to carry out formal market testing in order to ascertain the view of the market in relation to the proposals will assist in further defining the structure of the resulting procurement processes.
60. As one of the three sites is part of the Housing Revenue Account (HRA) portfolio, consent from the Secretary of State for Housing, Communities and Local Government for their disposal may need to be obtained under Section 32 of the Housing Act 1985.

Pursuant to the General Housing Consents Order 2013, the Secretary of State has given consent to disposals by local authorities of housing/HRA land in the circumstances specified in the Order, which includes disposal of land for its market value. However, if the disposal price/capital receipt being obtained is less than best consideration reasonably obtainable for the site in question, this would fall outside the Order and specific express written consent from the Secretary of State would need to be applied for and obtained before any contract for sale or sale/transfer deed is entered into.

Crime and Disorder

61. The provision of appropriate housing and support, able to meet the needs of people with multiple and complex needs, would help provide the stability required for them to develop their recovery and independent living skills. This is likely to reduce the impact on the crime and disorder of a small number of individuals whose anti-social behaviour can sometimes have a significant impact on neighbours and communities.

Information Technology (IT)

62. There are no identified implications at this stage.

Property

63. Mental health housing and support is currently provided in a range of settings including 22 The Avenue, which is a Council managed service.
64. The two buildings at 22 The Avenue are old and no longer fit for purpose. The house at 22 The Avenue was closed in late 2019 and the housing provided there is now provided at a recently refurbished 5 bed property in Clifton (a 15 minute walk away), with outreach support being provided to residents by staff from 22 the Avenue.
65. Our vision is that, when the new specialist mental health supported housing schemes open, the 5 bed property in Clifton will still remain in the mental health housing and support pathway, most likely as short-term supported housing with visiting support provided by a VCS or Housing Association partner.

66. Whilst the house at 22 The Avenue has been closed, the Annex building at 22 The Avenue remains operational. CYC Property Services has undertaken a full condition survey of the building and developed a three year programme of works to keep the building fit for operational use until such time as the two new supported housing schemes are ready. This building maintenance work is being funded from the £131k budget agreed by Full Council in July 2019 to help pump-prime this project.
67. The eventual closure of the service at 22 The Avenue will mean that the site can be released for a capital receipt.
68. Two existing council sites have been identified as the proposed locations for the two specialist mental health supported housing schemes. Woolnough House is the site of an ex-council residential care home which has been demolished, off Hull Road. Crombie House, on Danebury Drive in Acomb, currently provides temporary accommodation for homeless families which is being re-located to new provision at James House.
69. The Executive approved the scope of the Council's Housing Delivery Programme on 12 July 2018. Seven sites were named and one of these was Woolnough House. Approving this proposal, to develop a specialist mental health supported housing scheme at Woolnough House, will mean removing it from the scope of the Housing Delivery Programme. This proposal has been discussed at the Housing Delivery Board and is supported by that Board. It is not felt that its removal will negatively impact on the ability of the Housing Delivery Programme to meet its objectives.
70. As noted above in the Financial Implications section, the recommendation is to sell the above two council sites to a Registered Social Landlord (RSL) to develop the sites and build two specialist mental health supported housing schemes. Soft market testing has shown there would be keen interest in developing such sites whilst generating the expected capital receipts for Woolnough House and Crombie House.
71. The council's contract with the RSL will stipulate that the sites can only be used for the purpose of providing specialist mental health supported housing.

Other – TEWV’s strategic approach

72. TEWV NHS Trust is moving from a traditional reliance on bed based services to enhance recovery focussed community provision that reflects the ‘whole person, whole life, whole system’ principles. This paradigm shift has led to:

- Dedicated capacity to proactively manage complex mental health placements which may be managed out of the York locality
- Enhancement of community teams to enable more proactive care in the area
- Piloting of new ways of working to maximise the delivery of evidence based rehabilitation care models
- Working closely with service users and carers to better understand their experiences and to inform the delivery of recovery focussed care.

Risk Management

73. There are a range of risks attached to doing nothing to address the challenges highlighted in this report. We are currently struggling to provide people with mental ill health, and especially those with multiple and complex needs, the right type of housing, with the right level of support, at the right time. This is due to a number of factors including:

- The lack of a range of options to meet the range of needs
- System pressures
- Increasing demand
- Fragmented services
- Ageing buildings

74. A high-level risk register has been developed and this will be developed in greater detail to ensure that the key risks to the project are identified and managed so as to eliminate or minimise their potential impact.

75. There is a financial risk that would arise if the way customers are currently supported were not changed to reflect these services being in place. The revenue model is dependent on savings being realised in existing budgets to fund this programme.
76. There is also a financial risk that our partners' financial position might change and the funding earmarked to support this project is diverted elsewhere.
77. To mitigate the risk of the chosen Registered Social Landlord (RSL) deciding at a later date that it no longer wishes to provide the two supported housing schemes, the council's contract with the RSL will stipulate that the sites can only be used for the purpose of providing specialist mental health supported housing. The procurement process will factor in the ability to re-tender the support element of the contracts at timely intervals (e.g. every 5+2 years) to help ensure continued quality provision.

Authors:

Chief Officer Responsible for Report:

Gary Brittain
Head of Commissioning
Adult Social Care, CYC
Tel No. 01904 554099

Sharon Houlden
Corporate Director of Health, Housing
and Adult Social Care

Chris Weeks
Commissioning Manager
Adult Social Care, CYC
Tel No. 01904 554066

Report Approved: ✓ Date: 11/08/20

Kate Grandfield
Housing Management Service Manager, CYC
Tel No. 01904 554067

Sheila Fletcher
Commissioning Specialist, Mental Health & Vulnerable Adults
NHS Vale of York CCG
Tel No. 01904 553298

Teri Sanders
Adult Locality Manager, York and Selby
Tees, Esk and Wear Valleys NHS Foundation Trust
Tel No. 01904 556770

Specialist Implications Officers

Financial

Steve Tait
Principal Accountant, Customer & Corporate Services (ASC Finance)
Tel: 01904 554065

Human Resources

Kay Crabtree
HR Manager (Performance and Change)
Tel: 01904 554218

Legal

Cathryn Moore
Legal Manager (Projects & Governance) and Deputy Monitoring Officer
Tel: 01904 552487

Property

Nick Collins
Head of Commercial & Operational Asset Management
Tel: 01904 552167

Wards Affected:

All ✓

For further information please contact the authors of the report.

Annexes

- Annex 1 – Overview of current places vs. proposed places in the mental health housing and support pathway
- Annex 2 – Better Decision Making Tool

Background Papers:

- York's Joint Health and Wellbeing Strategy 2017-2022
- All Age Mental Health Strategy for York 2018-2023
- York Homelessness Strategy 2018-2023
- Workshop Report: Mental Health Housing and Support Workshop held at Priory Street Centre on 29 Sept 2017
- Mental health housing and support report to Health and Wellbeing Board – 24 January 2018
- Guidance for services on 'Delivering high fidelity Housing First' – Homeless Link, 2019
- Principles underpinning the development and implementation of an improved mental health housing and support pathway in York
- Stakeholder Sessions Report: Report on feedback from two stakeholder sessions held on 12th and 19th July 2018 at the Quaker Meeting House
- 'More Than Shelter' – Centre for Mental Health report, June 2016

List of Abbreviations Used in this Report

CYC	City of York Council
HRA	Housing Revenue Account
IHM	Intensive Housing Management
MEAM	Making Every Adult Matter
NHS	National Health Service
RSL	Registered Social Landlord
TEWV	Tees, Esk and Wear Valleys NHS Foundation Trust
VCS	Voluntary and Community Sector
VoY CCG	Vale of York Clinical Commissioning Group
York CVS	York Centre for Voluntary Service
YPBIP	York Place Based Improvement Partnership

Overview of current places vs. proposed places
in the mental health housing and support pathway

Current mental health housing placements in York	
Assessment/short-break – at 22 The Avenue, CYC	7
Short-term supported housing – visiting support at Clifton property, CYC; and 4 properties – York Housing Association	29
Housing First / Making Every Adult Matter (MEAM) *10 existing Housing First tenancies + 1 pending a property	11*
TOTAL	47

Proposed mental health housing placements in York		
Specialist mental health housing and support	Supported housing** with staff on-site 24/7	20
	Satellite flats	12
	Housing First	21
MEAM	Housing First	11
Short-term supported housing – visiting support at Clifton property; 4 properties – York Housing Association; and 2 x A N Other properties yet to be identified		34
‘Shared Lives’ placements – in development Short-breaks/placements in a family type setting		tbc
TOTAL		98

** includes assessment and short-breaks

This page is intentionally left blank

The 'Better Decision Making' tool has been designed to help you consider the impact of your proposal on the health and wellbeing of communities, the environment, and local economy. It draws upon the priorities set out in our Council Plan and will help us to provide inclusive and discrimination-free services by considering the equalities and human rights implications of the decisions we make. The purpose of this tool is to avoid decisions being made in isolation, and to encourage evidence-based decision making that carefully balances social, economic and environmental factors, helping us to become a more responsive and resilient organisation.

The Better Decision Making tool should be used when proposing new projects, services, policies or strategies, or significant amendments to them. The tool should be completed at the earliest opportunity, ideally when you are just beginning to develop a proposal. However, it can be completed at any stage of the decision-making process. If the tool is completed just prior to the Executive, it can still help to guide future courses of action as the proposal is implemented.

The Better Decision Making tool must be attached as an annex to Executive reports. A brief summary of your findings should be reported in the One Planet Council / Equalities section of the report itself.

Guidance to help you complete the assessment can be obtained by hovering over the relevant question.

Please complete all fields. If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Introduction

Service submitting the proposal:	Adult Social Care - Commissioning
Name of person completing the assessment:	Chris Weeks
Job title:	Commissioning Manager - Adult Social Care
Directorate:	Health, Housing and Adult Social Care
Date Completed:	08/07/2020
Date Approved (form to be checked by head of service):	10/07/2020 (Gary Brittain, Head of Commissioning - Adult Social Care)

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? Mental Health Housing and Support project
1.2	What are the main aims of the proposal? The development of specialist mental health housing and support proposals for people with multiple and complex needs - delivered through both specialist supported housing and Housing First. The proposals will help double the current capacity for mental health housing placements in the city. These specific proposals are part of a wider collective vision (with Health, Housing and Social Care colleagues) to develop a continuum of mental health housing and support options that will ensure people with mental ill health can access the right type of housing, with the right level of support, at the right time, to meet their needs, regardless of diagnosis.
1.3	What are the key outcomes? To provide focussed, personalised support to people with multiple and complex needs to help them develop their practical living and self-management skills; develop and improve their social and community engagement; and gain confidence to achieve their optimal potential in terms of independent living in the community. By providing these specialist housing and support options we hope to reduce the degree to which people - have to stay in hospital longer than they need to; are housed in accommodation that doesn't properly meet their needs; or are placed in expensive out of area placements away from family, friends and support networks.

Section 2: Evidence

2.1	<p>What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics)</p> <p>A report to the Health and Wellbeing Board (24/01/18) outlined in some detail the challenges currently facing the mental health housing and support pathway. At present in York we often struggle to provide the right housing, with the right support, at the right time, as we do not have the full range of housing and support options that we need. As a result, people sometimes stay longer in hospital than they need to, or are housed in accommodation that doesn't properly meet their needs, or are placed in accommodation outside of York (at significant expense), away from family and friends and their support networks. The biggest gap in our current provision is for people with multiple and complex needs.</p> <p>It is estimated that at any one time there are around 25-30 individuals with complex needs who find themselves in a 'revolving door' – between homelessness, hospital, prison, and supported housing – because York does not currently have the right type of accommodation and support available to properly meet their needs. An annex to the Health and Wellbeing Board report included three case studies of individuals with complex needs that helped illustrate (a) the 'whole system' financial cost of not being able to provide the right type of accommodation and support (Case studies P1 and P2), and (b) the benefits to the individual, and in turn the 'whole system', of closer joint working and extensive outreach support (P3). Having identified the target customer group for this specialist mental health housing and support, and described what the models of Housing First and Supported Housing might look like for York, the core project team invited partner agencies to participate in a mock referral exercise. Using this initial desktop exercise to test the concept, the project team received a total of 65 mock referrals. Each referral was discussed across three mock allocation panel meetings involving representatives from City of York Council (Adult Social Care and Housing), Making Every Adult Matter, Tees, Esk & Wear Valleys NHS Foundation Trust, Vale of York CCG, and York Housing Association. 17 of the mock referrals were 'rejected' (26%), often because it was felt that not all other options had yet been explored, but the other 48 referrals were felt to be appropriate for the type of specialist mental health housing and support we believe needs to be developed in the city. In May 2018 the Project Board agreed with the core project team's conclusions that this mock allocation exercise had provided a robust evidence base for the need for both types of specialist mental health housing and support – i.e. Housing First and Supported Housing.</p> <p>Since late 2018, Mental Health (Health and Adult Social Care) and Housing colleagues have been meeting monthly, to discuss their most challenging cases around mental health housing and support. These meetings have helped foster improved working relationships and a much better understanding of each other's processes and pressures, but they have also served to underline the urgent need for the specialist mental health housing and support provision being proposed as part of this project.</p>
2.2	<p>What public / stakeholder consultation has been undertaken and what were the findings?</p> <p>Back in September 2017 a multi-agency workshop, attended by over 70 delegates from a wide range of partner agencies involved in the mental health housing and support pathway, was held to consider the challenges outlined in section 2.1 above and to seek a steer on which of a range of options the project team should focus in order to take us forward. The core project team was tasked to go away to research and develop proposals for how Supported Housing and 'Housing First' models might be developed in York to help address the gap in housing and support for people with multiple and complex needs.</p> <p>This work was done by two multi-agency working groups between January and June 2018, and included visits to supported housing schemes in Leeds and the Community Enhancing Recovery Team (CERT) in Sheffield. Links were also made with Professor Nicholas Pearce from the University of York who is an expert in Housing First research and existing models of Housing First were researched through both reports and attending workshops/conferences.</p> <p>In July 2018 two stakeholder sessions were held to update a wider audience of stakeholders on the work that the core project team and working groups had been doing since January, and to sense check the draft proposals that have since been refined and included in the Executive report. The two sessions were attended by a total of 47 people and all of the feedback collected – via small discussion groups and written feedback forms – was pulled together into a comprehensive 30 page report. In summary, the feedback endorsed the proposed mental health housing and support pathway and the accompanying underpinning principles; suggested a number of areas requiring further work which will be included in the implementation plan; and asked that the detail behind these proposals be worked up in partnership, in a co-produced fashion, with people with lived experience, carers, staff, and all partner agencies.</p>
2.3	<p>Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)</p> <p>Within the Housing Landlord Service there has been a restructure whereby the role of the Housing Management Officer (HMO) has been developed so as to look at the whole person when dealing with tenancy matters. The HMO will therefore look at a tenant's physical and mental health when assessing whether the tenant is suitably housed and what other types of support may be needed. This approach is to be supported by Customer Care visits which will mean that all tenants should be visited on a regular basis and this type of assessment carried out. This will assist with early intervention and prevention for council tenants.</p> <p>As mentioned above in 2.1, a monthly meeting was set up between Mental Health (Health & Adult Social Care) and Housing in late 2018 to help develop a better understanding of how these services can work together. The objectives behind these meetings are for Mental Health and Housing to work and communicate better, to develop a better understanding of each other's systems, to discuss complex cases/individuals, develop joint action plans, and ensure that these discussions inform the development of the improved Mental Health Housing and Support pathway.</p>

Section 3: Impact on One Planet principles

Please summarise any potential positive and negative impacts that may arise from your proposal on residents or staff. This section relates to the impact of your proposal on the ten One Planet principles.

For 'Impact', please select from the options in the drop-down menu. If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Equity and Local Economy

Does your proposal?		Impact	What are the impacts and how do you know?
3.1	Impact positively on the business community in York?	Neutral	This project will not impact positively or negatively on the business community.
3.2	Provide additional employment or training opportunities in the city?	Positive	This project will create employment opportunities for support staff for the specialist mental health housing and support provision.
3.3	Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Positive	This project will provide specialist mental health housing and support for people living with multiple disadvantages including mental health issues. The housing and support provided will help individuals develop their practical living and self-management skills, develop and improve their social and community engagement, and gain confidence to achieve their optimal potential in terms of independent living in the community. Individuals will also be supported to get back into volunteering, training and/or employment which having stable accommodation is vital for.

Health & Happiness

Does your proposal?		Impact	What are the impacts and how do you know?
3.4	Improve the physical health or emotional wellbeing of residents or staff?	Positive	This improved mental health housing and support pathway will aim to improve the physical health, mental health and emotional wellbeing of residents. The link between safe, secure and appropriate housing on the wellbeing of a person is well documented, e.g. see https://www.health.org.uk/infographic/how-does-housing-influence-our-health .
3.5	Help reduce health inequalities?	Positive	The project aims to improve the mental health and emotional wellbeing of a disadvantaged community of interest (people with multiple and complex needs) and should therefore help reduce health inequalities between this community of interest and the wider population of the city.
3.6	Encourage residents to be more responsible for their own health?	Positive	The lack of suitable housing and support for individuals with multiple and complex needs can sometimes result in them becoming trapped in a 'revolving door' between homelessness, hospital, prison, and supported housing. This 'revolving door' is often referred to in research literature as a new form of institutionalisation which creates a dependency on services. As described in 3.3 above, providing the right, specialist mental health housing and support should mean that these individuals are supported to develop their practical living and self-management skills including taking greater responsibility for their own health.
3.7	Reduce crime or fear of crime?	Mixed	Some of the individuals that will access this specialist mental health housing and support will be living chaotic lives and will have been involved in crime. It is hoped that the combination of stable accommodation and the personalised support that will be provided will help address and reduce individuals' criminal behaviour. There could however be fear within the community about increases in the levels of crime, particularly in those areas where the specialist mental health supported housing schemes are located. The Project Board and the Support Provider will work with these communities to provide reassurance and to ensure there is clear and open communication.
3.8	Help to give children and young people a good start in life?	Neutral	This project is aimed at adults but there may be some cases of young people aged 16-18 (supported by the Pathway team) who have mental health and other needs which cannot always be met in existing young people's supported accommodation at Howe Hill or in SASH. The potential positive impact on the lives of such cases is such that it may be appropriate to consider access for 16-18 year olds in exceptional circumstances, and with appropriate packages of support.

Culture & Community

Does your proposal?		Impact	What are the impacts and how do you know?
3.9	Help bring communities together?	Positive	This specialist mental health housing and support provision will contribute positively to community cohesion by supporting individuals with mental health problems to integrate within their wider communities and neighbourhoods and to explore wider social connections/activities.
3.10	Improve access to services for residents, especially those most in need?	Positive	The support provided as part of the pathway will help individuals to access both general and specialist support from a range of agencies, as well helping individuals to develop the confidence and skills they need to be able to access such support independently over time.

3.11	Improve the cultural offerings of York?	Neutral	The project will not impact positively or negatively on the cultural offerings of York.
3.12	Encourage residents to be more socially responsible?	Positive	By providing stable housing and support, the improved pathway should help individuals feel more settled and integrated within the community. Individuals will be supported to engage with the local community and this may well include participating in community activities/projects and volunteering.

Zero Carbon and Sustainable Water

Does your proposal?		Impact	What are the impacts and how do you know?
3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Neutral	This project will involve building new accommodation. We will work closely with Housing and Procurement colleagues during project implementation to ensure that the two new supported housing schemes are designed and built in a way that is as positive as possible in terms of environmental and sustainability considerations.
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Neutral	As above.

Zero Waste

Does your proposal?		Impact	What are the impacts and how do you know?
3.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Neutral	The project will not impact positively or negatively on waste reduction.

Sustainable Transport

Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Neutral	The two proposed supported housing schemes are to be located at sites which are integrated within communities, close to local amenities and good public transport links. This should help encourage walking, cycling and the use of sustainable transport by both residents and staff.
3.17	Help improve the quality of the air we breathe?	Neutral	This project will not impact positively or negatively on air quality.

Sustainable Materials

Does your proposal?		Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Neutral	This project will involve building new accommodation. We will work closely with Housing and Procurement colleagues during project implementation to ensure that the two new supported housing schemes are designed and built in a way that is as positive as possible in terms of environmental and sustainability considerations.

Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Neutral	The project will not impact positively or negatively on local sustainable food initiatives.

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Neutral	This project will not impact positively or negatively on the natural environment.
3.21	Improve the quality of the built environment?	Positive	Plans for the new supported housing schemes will carefully consider the quality of the built environment.
3.22	Preserve the character and setting of the historic city of York?	Neutral	This project will not impact positively or negatively on the character and setting of the city of York.
3.23	Enable residents to enjoy public spaces?	Neutral	This project will not impact positively or negatively on enabling residents to enjoy public spaces.

3.40	Additional space to comment on the impacts		
------	--	--	--

Section 4: Impact on Equalities and Human Rights

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or residents. This section relates to the impact of your proposal on **advancing equalities and human rights** and should build on the impacts you identified in the previous section.

For 'Impact', please select from the options in the drop-down menu.

If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'

Equalities

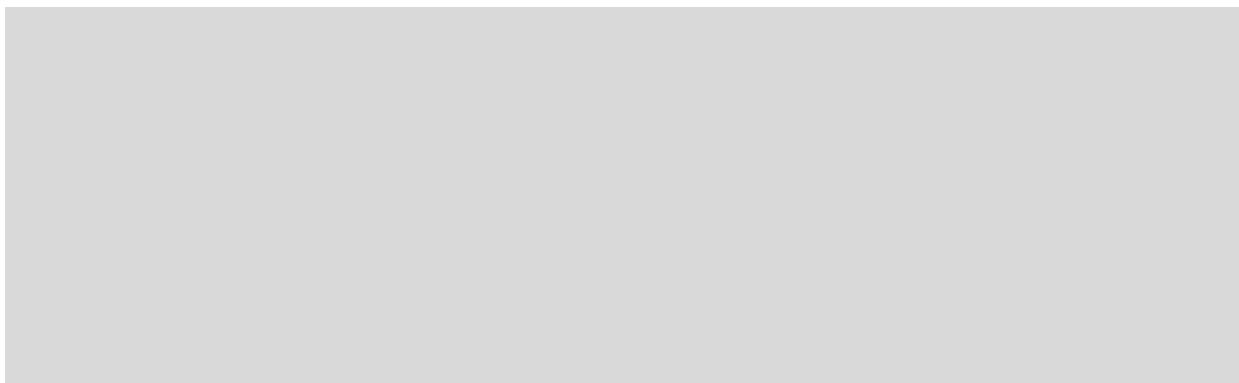
Will the proposal **adversely impact** upon 'communities of identity'?
Will it **help advance equality** or **foster good relations** between people in 'communities of identity'?

		Impact	What are the impacts and how do you know?
4.1	Age	Positive	The project is primarily focussing on 18-65 year olds and will provide specialist mental health housing and support for this age group that is not currently available in York. It is considered that older people's needs are being met with the Older Persons Accommodation Project, and younger people's needs are largely met through supported accommodation provided at Howe Hill or SASH. However, as explained in section 3.8, it may be appropriate to consider access to this provision for 16-18 year olds in exceptional circumstances, and with appropriate packages of support.
4.2	Disability	Positive	This project will significantly increase the amount of specialist mental health housing and support available for people in the city with multiple and complex needs. Increasing its availability should help ensure that individuals can better access the right type of housing with the right level of support at the right time in their lives.
4.3	Gender	Neutral	The project will not impact positively or negatively on gender.
4.4	Gender Reassignment	Neutral	The project will not impact positively or negatively on gender reassignment.
4.5	Marriage and civil partnership	Neutral	The project will not impact positively or negatively on marriage and civil partnership.
4.6	Pregnancy and maternity	Neutral	The project will not impact positively or negatively on pregnancy and maternity.
4.7	Race	Neutral	The project will not impact positively or negatively on race.
4.8	Religion or belief	Neutral	The project will not impact positively or negatively on religion or belief.
4.9	Sexual orientation	Neutral	The project will not impact positively or negatively on sexual orientation.
4.10	Carer	Positive	By significantly increasing the amount of specialist mental health housing and support available for people in the city with multiple and complex needs, this project will provide an improved pathway for people who are being supported by carers but who need a stepping stone, with support, in order to develop the confidence and skills to live more independently in the community. Providing this option will hopefully help improve the mental health and wellbeing of carers who may have been struggling with their caring responsibilities.
4.11	Lowest income groups	Positive	Individuals who have multiple and complex needs often fall into low income groups. The project will help provide more stable housing and support that will help individuals maximise access to relevant and benefits and increase opportunities for training and employment.
4.12	Veterans, Armed forces community	Positive	Veterans can suffer from mental health problems, including PTSD, and this project will increase the housing and support options available to such individuals.

Human Rights
Consider how a human rights approach is evident in the proposal

		Impact	What are the impacts and how do you know?
4.13	Right to education	Positive	The project will ensure that there is appropriate support for those in the pathway and part of this support will be to look at training and education opportunities.
4.14	Right not to be subjected to torture, degrading treatment or punishment	Positive	Through its provision of stable housing and support, this project aims to empower individuals by helping them develop the skills and confidence to be able to live independently. This should help minimise the risk that they will be subjected to torture or degrading treatment.
4.15	Right to a fair and public hearing	Neutral	The project will not impact positively or negatively on the right to a fair and public hearing.
4.16	Right to respect for private and family life, home and correspondence	Neutral	The project will not impact positively or negatively on the right to respect for private and family life, home and correspondence.
4.17	Freedom of expression	Neutral	The project will not impact positively or negatively on freedom of expression.
4.18	Right not to be subject to discrimination	Mixed	By providing housing and support that is embedded within communities, this project will actively encourage and support people with multiple and complex needs to develop connections within those communities. This is regarded as a positive development in so much as it will hopefully help breakdown the stigma/barriers that people with mental health problems can still sometimes unfortunately experience in the community. There remains a risk that some residents might potentially be subjected to discrimination whilst out in the community but this risk will be mitigated by the support provided by staff within the supported housing scheme and 'in reach' support provided by other agencies.
4.19	Other Rights		The project will not impact positively or negatively on other rights.

4.20	Additional space to comment on the impacts



Section 5: Planning for Improvement

5.1	<p>What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)</p> <p>Completing the One Planet tool has served to highlight a few key areas where we still need to do more focussed work within the project implementation phase, including the need to: a) Ensure that the voice of people with lived experience is influential within the specification of the specialist housing and support that is required, and within the process for selecting the housing and support providers who will deliver the provision. b) Invest time and energy, alongside the housing and support providers and other partner agencies, in supporting the development of positive links between the two supported housing schemes and the communities within which they will be located. Our aim will be to encourage mutual understanding and support that will help foster positive community relations. c) Work closely with Housing and Procurement colleagues during project implementation to ensure that the two new supported housing schemes are designed and built in a way that is as positive as possible in terms of environmental and sustainability considerations.</p>
-----	--

5.2	<p>What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)</p> <p>Completing the Equalities tool has served to highlight three key areas where we need to do more focussed work within the project implementation phase: a) Work alongside the support provider and project partners like TEWV, the Police, Housing, ASB Hub, and VCS partners like 'Time To Change' to develop strong links between the supported housing schemes and the communities they are located within to help break down the discrimination/stigma/barriers that people with mental health problems can still sometimes unfortunately experience in the community. b) Link up with other related key projects/developments - e.g. the Multiple Complex Needs Network, the Northern Quarter Project: Mental Health and Wellbeing - to ensure that we maximise all opportunities to connect individuals, organisations and communities as part of a strengths-based approach that builds on 'what's strong rather than what's wrong.' c) Link in with the Pathway team to ensure that, if it is appropriate and possible, young people aged 16-18 who have mental health and other needs which cannot always be met in existing young people's supported accommodation at Howe Hill or in SASH, can be considered for this specialist housing and support provision, with appropriate packages of support.</p>
-----	--

5.3	<p>Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)</p> <p>As outlined above in sections 5.1 and 5.2, a key feature of the implementation plan is our commitment to co-producing the detail of the improved housing and support pathway with people with lived experience, carers, staff and all partner agencies.</p>
-----	--

In the One Planet / Equalities section of your Executive report, please briefly summarise the changes you have made (or intend to make) in order to improve the social, economic and environmental impact of your proposal.

This page is intentionally left blank



Executive**27 August 2020**

Report of the Corporate Director of Health, Housing and Adult Social Care

Portfolio of the Executive Member for Housing and Safer Neighbourhoods

Amended Decision on the Sale of a Building to Most Effectively Support the Re-provision of the Council's Homeless Accommodation.

Summary

- 1 In March 2017 Executive agreed to sell 92 Holgate Road. The service which operates from 92 Holgate Road will transfer into James House. The receipt from the sale of this property was agreed to be part of the agreed capital funding for the James House project. This report sets out a proposal to sell 27 & 28 St Marys instead of 92 Holgate Road. 27 & 28 St Marys and 92 Holgate Road are owned by Housing and form part of the Housing Revenue Account.
2. 92 Holgate Road is currently used by the Council for temporary homeless accommodation and has been well maintained during this time. 27 and 28 St Marys form part of a portfolio of properties leased to Changing Lives. Changing Lives is a charity that provides accommodation and support to people in York through the council's homelessness resettlement programme. Changing Lives have a long lease on these two properties. However, 27 and 28 St Marys require significant investment to bring them up to standard, this work would be disruptive to staff and customers.
3. 27 and 28 St Marys are located within a high value area and if sold would release a larger receipt than 92 Holgate Road. It is proposed that the residents from St Marys would move to 92 Holgate Road once all the residents from Holgate Road have moved to James House. It is considered that 92 Holgate Road provides a better site

for Changing Lives to operate their resettlement service.

Recommendations

4. Executive is asked to:

- i. Approve the sale of 27 & 28 St Marys on the open market to the highest bidder instead of 92 Holgate Road and, if the highest bidder is not necessarily the best offer, then to delegate to the Corporate Director of Health, Housing and Adult Social Care (in consultation with the Chief Finance Officer or her delegated officers) the authority to take such steps as are necessary to accept the best offer. In order to provide more modern and appropriate resettlement accommodation at 92, Holgate Road (which is no longer needed for temporary accommodation following the opening of James House) and to obtain an improved capital receipt to the authority. This will most effectively support former homeless/rough sleepers with finding permanent accommodation.

Reason:

- i. To support the cost of the provision of the council's temporary homeless accommodation at James House.
- ii. To improve the provision of the properties we offer to our partners as part of the homelessness resettlement programme.
- iii. To make better use of our assets and reduce the ongoing cost of the properties we lease to Changing Lives.

Background

5. As part of the re-provision of the council's homeless accommodation Executive (March 2017) agreed to sell 92 Holgate Road at market value with the proceeds used towards the cost of acquiring and developing James House.
6. The initial rationale at the time to sell 92 Holgate Road was that the property is of high value and would be surplus to requirements

when the residents move to James House. When the original decision to sell a property was taken in 2017 only the homeless hostel portfolio was looked at. St Mary's or other buildings were not considered as they were in the 'resettlement or adult related support' portfolio.

7. The Council's housing related support was recommissioned by Adult Social Care Commissioning, this resulted in the contract being rationalised and Changing Lives winning the bulk of the contract.

As part of the wider discussion around the improvements and Investment required to the properties leased to Changing Lives and the development and financing of the new hostel at James House it became apparent that the properties leased by Changing Lives should be considered in the discussions resulting in this proposal..

8. The properties at St Marys will have a higher value than 92 Holgate Road, based on the advice of Property Services. Indicative valuations are shown in the table below.
9. Many of the properties leased to Changing Lives including St Marys require significant investment to bring them up to current health and safety standards. The planned modernisation works are to be funded from within existing budgets. Plans to carryout works at St Marys have been put on hold pending a decision on this proposal. The budget for these repairs would be reinvested back into the HRA stock if no longer required.
10. 92 Holgate Road has received recent investment and is in an overall better condition than St Marys and is also better suited to shared accommodation given the layout and facilities.
11. There will be no net loss in the number of units available to Changing Lives for resettlement purposes overall as Changing Lives and the Council work together to develop the portfolio available to support the resettlement service.

Options

12. Option 1: Dispose of 27 and 28 St Marys and retain 92 Holgate Road as part of the Changing Lives leasehold resettlement programme.

Option 2: Continue with the decision to sell 92 Holgate Road and proceed with the improvement works at 27 and 28 St Marys.

Analysis

Option 1: Dispose of 27 and 28 St Marys and retain 92 Holgate Road as part of the Changing Lives leasehold resettlement programme.

- 92 Holgate is currently used by the Council as hostel accommodation it has been well maintained during this time therefore requiring less investment than St Marys.
- The main accommodation at Holgate is contained within one building, with all the accommodation located off a central staircase, making it easier to navigate internally for staff and residents.
- The Improved accommodation at Holgate Road will provide occupant with a better environment to acquire the skills and patterns of behaviours to move on with their lives.
- Resettlement can be complex with many strands St Marys is configured across two properties and seven floors with numerous staircases and two front doors, this can make it difficult to navigate and manage.
- St Marys is in a busy residential location near the city centre and this can provide additional management issues for staff.
- Holgate has a single access point to the front of the property which will enable good security for staff and residents.
- St Mary's will attract a larger capital receipt for the Housing Revenue Account. The indicative valuations in the table below demonstrate that a larger receipt would be generated for St Marys if it is reinstated as separate dwellings.
- There are no other uses identified for St Mary's if it wasn't sold.
- Expensive and intrusive modernisation is required at St Mary's which combined with the above bullet point wont represent value for money.
- 92 Holgate provides better staff facilitates as it accommodates a separate office in the garden, this space will provide a nicer environment in which to provide resettlements support.

Option 2: Continue with the sale of 92 Holgate Road and carry out the required improvements to 27 and 28 St Marys.

- The improvements at St Marys are expected to be in excess of £380k and will be intrusive to residents and staff.
- St Marys is configured across two properties and seven floors this can make it difficult to manage for staff.
- 92 Holgate is currently used by the Council as hostel accommodation and will meet the needs of Changing Lives better than St Mary's.
- The sale of 27 and 28 St Marys would release a larger receipt to the Housing Revenue Account than 92 Holgate Road.

The table below summaries the costs outlined above

Property	Estimated Valuation	Cost of works to sell property	Net Capital Receipt	Repairs & Modernisation work required
	£'000	£'000	£'000	£'000
92 Holgate Road	550	0	550	30
27 & 28 St Marys (combined)	822	0	822	380
27 St Marys	450	12*	438	NA
28 St Marys	750	12*	738	NA

*Estimated costs to separate the two buildings £24k.

Consultation

13. Discussions between Changing Lives, Adult Social Care Commissioning Housing Services and Property Services have taken place in relation to relocating the service. Feedback has been positive with 92 Holgate Road being viewed as delivering better accommodation. Changing Lives have indicated that in principle they would be amenable to surrendering their current lease of 27/28 St Marys in return for simultaneously being granted a lease of 92 Holgate Road instead. The Executive Member for Housing and Safer Neighbourhoods has been involved in discussions and is supportive.

Council Plan

14. This proposal contributes directly to, Creating Homes and World Class Infrastructure, as well as supporting the other key priorities through the provision of affordable homes where people can live safely and thrive.

Implications

15. Financial - The funding of James House was to be met by a combination of funding streams, including capital receipts. If a capital receipt is received greater than that forecast for 92 Holgate Road, any surplus funds will be reinvested back in to the Housing Delivery Programme.
16. **Human Resources (HR)** - none
17. **Equalities** – Good quality, secure and warm accommodation will improve the health and well-being of homeless households while their needs are assessed and before moving on to permanent accommodation.
18. **Legal** - No.27 and No.28 St Mary's are leased to the Cyrenians Ltd pursuant to lease granted on 12th June 2018 for a Term of 5 years from and including 1st Feb 2017 i.e. until 31st January 2022. Therefore if the Council wants to dispose of the freehold ownership the options are:
 - i. Wait until 31st January 2022 to dispose
 - ii. Enter into formal legal documentation with The Cyrenians for the surrender (early termination) of their current lease of 27/28 St Marys in return for simultaneously being granted a lease for 92 Holgate Road instead.
 - iii. Attempt to sell the freehold subject to The Cyrenians' lease (unlikely though that anyone would want to buy subject to the lease and this would preclude the ability to carry out the works on the properties to reinstate them into separate dwellings)

As the properties are part of the HRA portfolio consent from the Secretary of State for their disposal will be required under Section 32 of the Housing Act 1985. Pursuant to the General Housing Consents Order 2013, the Secretary of State has given consent to disposals by local authorities of housing/HRA land in the circumstances specified in the Order, which includes disposal of

land for its market value. However, if the properties were to be sold with the lease to the Cyrenians in place, this would fall outside the Order and specific express written consent from the Secretary of State would need to be applied for and obtained before any contract for sale or sale/transfer deed is entered into.

19. **Crime and Disorder** -
20. **Information Technology (IT)** none.
21. **Property:** These are all included in the body of the report.
22. **Other:** There are no further implications

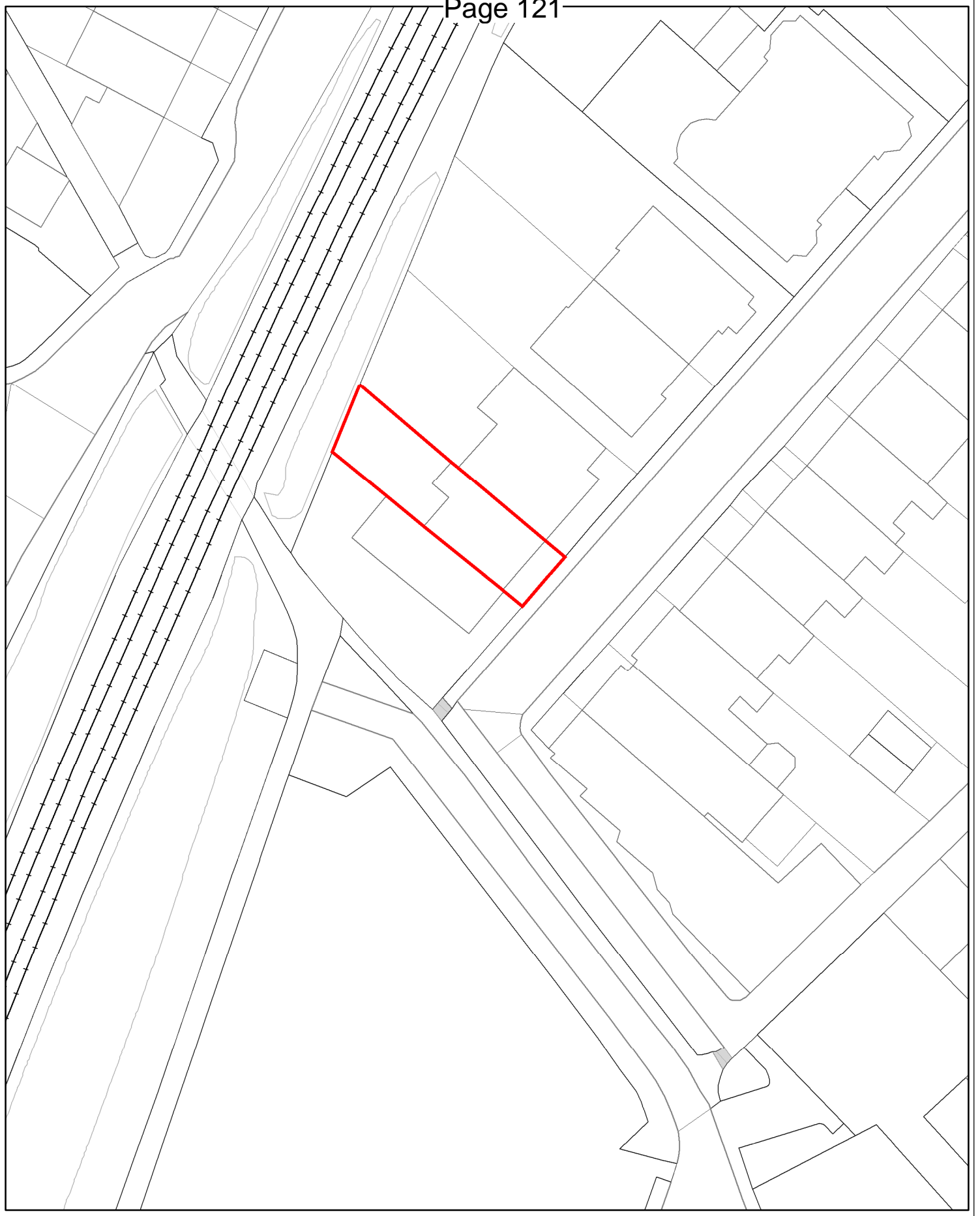
Risk Management

23. Should this proposal not be agreed Housing Services will proceed with the sale of 92 Holgate Road. The proposed works will proceed at St Marys and Changing Lives will continue with their lease.

Contact Details

Author:

Chief Officer Responsible for the report:



Asset & Property Management

27 St. Mary's, York

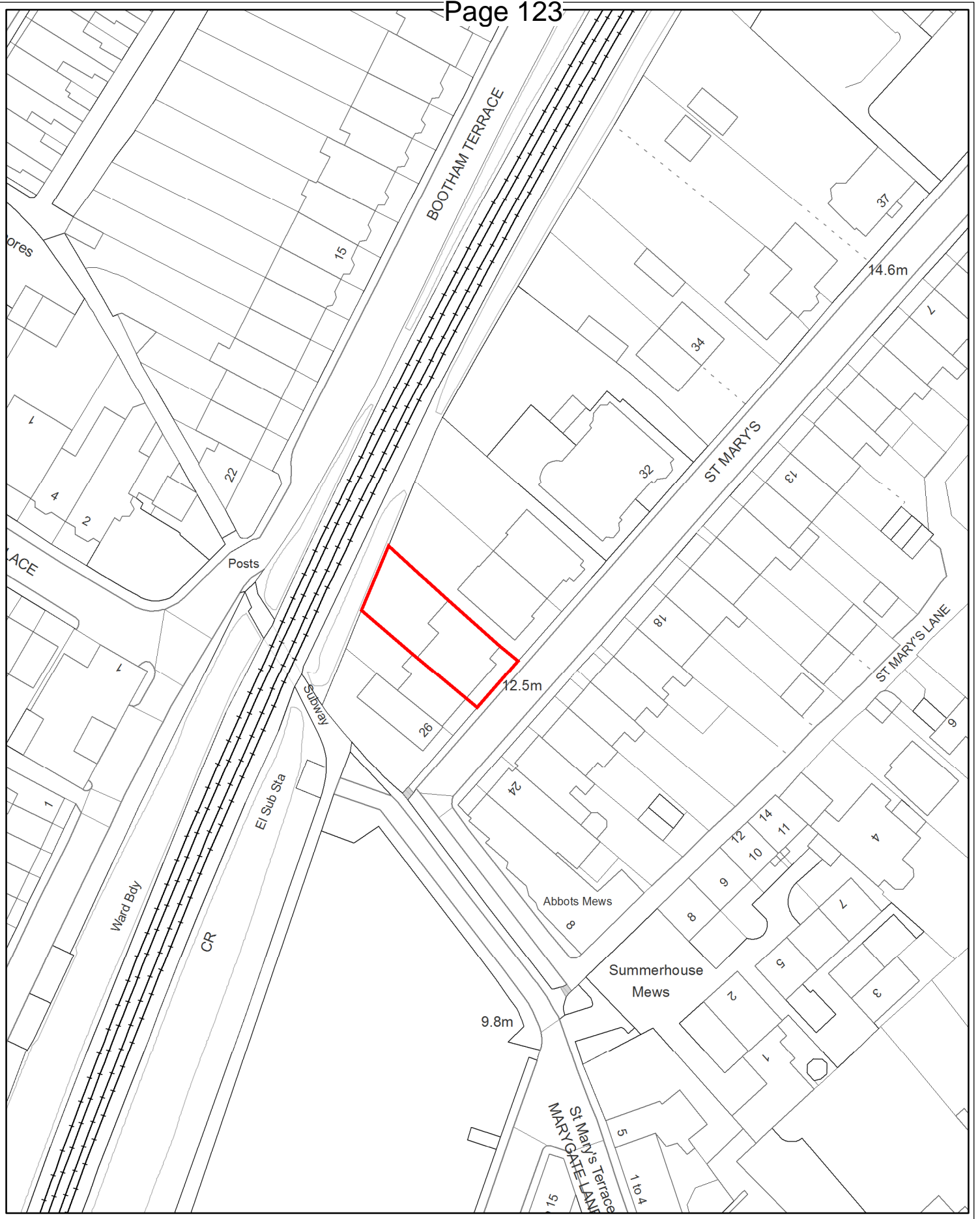


SCALE 1:500 DRAWN BY: CC DATE: 20/02/2020

Originating Group: **Asset & Property Management**

Drawing No. _____

This page is intentionally left blank



Asset & Property Management

28 St. Mary's, York



SCALE 1:885 DRAWN BY: CC DATE: 20/02/2020

Originating Group: **Asset & Property Management**

Drawing No.

This page is intentionally left blank



Executive**27 August 2020**

Report of the Director of Economy and Place

Portfolio of the Executive Member for Environment and Climate Change

Creating a new Woodland/Stray for York**Summary**

1. This report sets out proposals to acquire land which will enable the creation of a large new area of woodland in close proximity to the city to provide green amenity space for residents and plant trees that will contribute to the council's commitment to become net carbon neutral by 2030.

Recommendations

2. Executive is asked :
 - a. To agree to the acquisition of the freehold interest comprising approximately 150 acres of agricultural land within the City Council boundary for £1.65 million as set out in the confidential annex 3,
 - b. To fund the purchase from the existing £3m Northern Forest budget agreed at Budget Council in February 2020 re-profiling the budget to allow the purchase in 2020/21. Officers are to seek to obtain external funding potentially obtainable as set out further in the report were possible as an alternative to the use of this budget.
 - c. To delegate authority to the Director of Economy and Place in consultation with the Executive Member for Environment and Climate Change , the council's S151 Officer and Monitoring Officer (or her delegated officers) to take such steps as are necessary to complete the purchase once all due diligence is satisfactorily conducted on the land.
 - d. To delegate authority to the Director of Economy and Place to grant short term agricultural leases of the land, once acquired, until such time as it can be planted for woodland.

- e. To delegate authority to the Director of Economy and Place in consultation with the Executive Member for Environment and Climate Change, the council's S151 Officer and Monitoring Officer (or her delegated officers) to take such steps as are necessary to negotiate and complete the purchase of the plot of adjacent land identified in confidential annex 2 to increase the size of the proposed woodland.
- f. To note that officers will bring a report back to an Executive Member for Environment and Climate Change Decision Session agreeing the membership, and terms of reference of a working group of interested parties to inform the development of proposals for the layout, planting and long term management of the woodland.
- g. To approve officers to prepare options for the development and long term management of the woodland and bring these back to Executive

Reason: -

To establish a community woodland within the City Council boundary, achieving the Council's ambition to plant 50,000 trees by 2023.

- h. To delegate authority to the Director of Economy and Place in consultation with the Executive Member for Environment and Climate Change , the council's S151 Officer and Monitoring Officer (or her delegated officers) to take such steps as are necessary to negotiate and complete the purchase of up to 30 acres of land adjacent to the dualled A1237 for additional tree planting.

Reason: -

To increase tree planting within the City Council boundary, achieving the Council's ambition to plant 50,000 trees by 2023.

- i. To fund the further authorised acquisitions in (e) and (h) of up to a total of £400k from the £3m Northern Forest budget acknowledging that budget will need to be reprofiled from future years to fund the acquisitions.

Reason :-

To ensure budget is available to fund the acquisitions in the year they occur.

- j. To refer the draft Pollinator Strategy to Climate Change Scrutiny Committee to make recommendations to Executive as to how the new pollinator strategy and action plan can strike an appropriate balance with other priorities.

Reason: -

To inform the development of the Pollinator Strategy.

Carbon Reduction

3. The council signed up to be members of the Northern Forest in 2019, which is an initiative to plant 50 million new trees across the north of England. This is run by various organisations: Manchester City of Trees, Heywoods, The Mersey Forest, the Woodland Trust and the White Rose Forest. The council is signed up to the White Rose Forest 'branch' of this, which is a local authority based joint venture that covers the Leeds City Region and York.
4. This membership provides the Council access to a range of expertise throughout the various stages of the woodland design process. White Rose Forest will provide us with advice on which species of tree should be planted, how to maintain these trees in the future and how to appropriately design an amenity woodland to get the most out of the space. It also provides a link into the funding opportunities available through the Northern Forest (potentially including the costs of land purchase, planting and maintenance) and assistance in making bids into these funds. In doing so, the council will be supporting the Northern Forest Initiative, demonstrating local leadership in creating a sustainable natural environment.
5. In 2019 the Council committed to the ambitious target of becoming net zero carbon by 2030 and as part of that commitment set out the ambition to plant 50,000 trees within the city boundary by 2023. In February 2020, Budget Council approved a £3m budget to purchase pieces of land over a period of 5 years to plant trees.
6. The space required to plant that number of trees will depend upon the tree type and spacing. Based upon an amenity woodland which has the appearance of a wood rather than a plantation and is more suitable for visitors and recreational purposes, an area of land comprising approximately 114 acres would be needed to provide 50,000 trees, assuming a spacing of 3 metres between trees. If broadleaf (deciduous) trees were planted which have a wider canopy spread than say conifers and spruce, with a reduced spacing of 2.5 metres per tree, then approximately 77 acres would be needed.

7. The planting of a woodland will provide for carbon mitigation and have a positive impact on the council's desire to become carbon neutral. Trees sequester CO₂ from the atmosphere through photosynthesis, therefore compensating for CO₂ emissions in the region. According to the Forestry Commission, a newly created native woodland can absorb approximately 300-400 tonnes of CO₂ equivalent per hectare during the first 50 years of creation. Based on a site of 150 acres depending upon the density of planting and species of tree, it could sequester approximately 18-24,000 tonnes of CO₂ equivalent over 50 years after creation.
8. To put this into context, this could equate to around a quarter of the council's fleet emissions over that period, or an eighth of total emissions from street lighting. Whilst this represents a fraction of York's total emissions, the achievement of net zero will require some carbon negative initiatives (i.e. those which take in carbon from the atmosphere) to balance out the inevitable continuation of some emissions beyond the net zero target date.
9. The creation of new woodland will be done as part of a broader programme of carbon reduction work which will be initiated by the Head of Carbon Reduction who is due to join the council in September. The Carbon Reduction programme will co-ordinate existing and new projects which have a significant carbon impact, in line with the development of a clear road map to net zero.
10. This aligns with the work currently being undertaken by York and North Yorkshire Local Enterprise Partnership to define carbon abatement pathways. From the work to date, planting of woodland is an important carbon negative intervention in any potential pathway, with a need to significantly increase the amount of woodland across the York and North Yorkshire area.

Green Amenity Space

11. Planning positively for the creation, protection, enhancement and management of York's green infrastructure networks is part of the emerging new Local Plan's strategic approach to spatial development across the city. The plan is supportive of and encourages the delivery of new Green Infrastructure as well as seeking to conserve and enhance existing assets for the future.
12. Section 9 'Green Infrastructure' recognises the important role that York's landscapes, geodiversity, biodiversity and natural environment play in supporting healthy communities, cultural value, the economy and resilience to climate change. The provision of a new amenity woodland would enhance the current network of Green Infrastructure across the city and has the potential to provide wider benefits for biodiversity as well as reducing deficit

of recreational open space. As part of the policy approach there is the intention to deliver a Green Infrastructure strategy for the city, within which this could form an important multifunctional role. In addition, there are opportunities to explore emerging national policy in relation to biodiversity net gain and how this scheme could help to meet the city's forthcoming obligations for this.

13. The location of the proposed scheme has been assessed against the Local Plan's spatial strategy. This assessment identifies that the site is outside areas of primary importance to the historic character and setting of York, is not within a high flood risk area and has opportunities to exploit existing linkages to footpaths/ networks. The site is within York's proposed Green Belt. Whilst open space is an acceptable use within the green belt, any associated buildings, car parks and paths are likely to require the requisite planning permissions.
14. The benefits of creating new woodland are twofold. It will aid the city's goal of becoming carbon neutral, as a means of combatting climate change, but also to create safe and inviting spaces in and around York to improve the livelihoods and wellbeing of the city's residents, particularly the most vulnerable.
15. Executive are asked to agree a high level vision for the woodland to inform the design and layout. This will be consulted upon as part of the early community engagement activity.

“The new woodland will be a well-designed, biodiverse, green space, providing a place for peaceful contemplation and leisure for the people of York. This will create a new Stray for the city, enhance the setting of the city and make York an even greater place to live work and visit. “

16. York's strays are areas of common land on which the hereditary Freemen of the City had, since time immemorial, the right to graze cattle, the right to stray. Whilst the new woodland will not have the same historic roots nor the same legal complexities regarding rights and permissions, the new woodland will nevertheless complement the other York Strays with the provision of open space for the people of York.
17. The woodland scheme could incorporate some or all of these features :-
 - New pedestrian connections to neighbouring residential areas and villages
 - Cycle route connections to neighbouring residential areas and villages
 - Fitness trail

- Children's outdoor play area
- Forest school space
- Woodland café
- Commercial uses to provide revenue income for upkeep

18. There are many examples of woodland parks operated either by local authorities, or by the Forestry Commission, Woodland Trust or local wildlife trusts, which may inform our vision for the woodland.

19. Wynard Woodland Park in Stockton, operated by Stockton Council, is on the site of a former railway, and now includes walks and cycling routes, a café, adventure play area, with accessible toilets and facilities.



20. Haigh Hall, in Wigan, operated by Wigan Council, is surrounded by 250 acres of park and woodland. It has a café, nature trails, playground, adventure activities and even a golf course and miniature railway. It aims to be accessible to all, located close to the city centre.



The Public Health impacts of woodland

21. The Woodland Trust reference a range of case studies which demonstrate the positive public health impacts of visiting woodland. These include helping with physical and mental health, obesity, dementia and autism. They estimate £2.1 billion savings in healthcare costs nationally if every household in England were provided with good access to quality green space. Their specific policy recommendation was that policy makers should “Recognise the savings to the public purse that can be achieved by using wooded green space as a preventative health care tool. This is particularly critical in the design of new built developments. This should be complemented by increased resources to encourage active and healthy lifestyles through visits to woods close to where people live”.
22. During the Covid crisis, there has been a renewed recognition of the need for, and value of, safe open spaces to allow people to achieve active and health lifestyles. To support healthy and resilient communities, the creation of good quality and accessible spaces is important and this project provides a real opportunity to enhance York’s availability of amenity woodland to underpin the health of our communities.
23. It is established that excess body weight is one of the leading causes of poor health in the UK and this is also the case in York. Excess body weight is known to increase the risk of a range of chronic diseases including type 2 diabetes, many cancers, liver disease, heart attacks and strokes and musculoskeletal problems such as hip and back pain.
24. New evidence from studies in the UK and around the world provide evidence about excess weight and its association with Covid-19. Living with excess weight is being consistently reported to be associated with an increased Covid-19 risk including hospitalisation, needing advanced levels of treatment (including mechanical ventilation or admission into Intensive Care) and death. These risks seem to increase progressively with increasing Body Mass Index (BMI) above the healthy weight range.
25. Many people’s lives are more sedentary than ever before. Physical activity, which uses up energy, plays an important role in maintaining a healthier weight, the prevention of weight gain and a reduction in body fat. Increasing physical activity also has other important benefits to health and wellbeing by reducing the risk of diabetes, heart disease and stroke and improving good general physical health and wellbeing.
26. Creating opportunities for York residents to enjoy walking, cycling etc in woodland will have a long term and sustainable impact on the physical and mental wellbeing for generations to come and will deliver value for money

in health economic terms. These strategies are set out in the Department for Transport's cycling and walking vision [Gear Change](#) and the Department of Health and Social Care policy Paper on [Tackling Obesity](#).

Skills and Economy

27. The economic impact of COVID on the city is clearly a priority for guiding the investment of time and money at this point. The creation of a large amenity woodland will benefit the city economy by improving the liveability and attractiveness of the city to residents and visitors. The commencement of such a large planting regime will create skills development opportunities for arboriculturalists and there may be some financial support for a training programme through the recently announced government funding for Green jobs growth. The numbers of jobs created may not be large but the skill set aligns with city wide ambitions for sustainable green industrial growth across the broader region. It is therefore proposed to consult with both York College and Askham Bryan College.
28. A new Stray could become a new visitor attraction which will attract a different kind of visitor and would help us communicate the importance of the bio-economy for our city, which is a key growth sector for York and North Yorkshire.

Land Acquisition

29. An opportunity has now arisen to make a strategic purchase of approximately 150 acres of agricultural land within the City Council boundary. Specific details of the asset and the value of the offer are both commercially sensitive until the contract for sale is completed, at which time details will be published.
30. The owner of the land is seeking to dispose of their freehold interest in the land. The opportunity was identified and a non-binding, subject to contract, offer has been made. We have been advised by the vendor's agent that the Council is the preferred purchaser of the land.
31. Given the details are commercially sensitive the details of the business case are contained within the confidential appendices, as well as specific details in relation to the land which support the strategic rationale for the purchase.
32. The purchase of this asset would enable the council to create a large community woodland within the City's boundary large enough to achieve the target of planting 50,000 trees and create amenity green space in west of the city that would meet the requirements of the draft Local Plan. Given its location in close proximity to the urban footprint of York and close proximity of sustainable transport links, it is considered an attractive proposition.

33. A further 10 acre plot of land adjacent to the above site and identified in confidential annex 2 is entirely surrounded by the proposed woodland. The acquisition of this land would create a more substantial woodland with a further 2,700 trees and would simplify access and layout of the woodland.
34. It is proposed that officers approach the owner of that land to explore the potential acquisition for incorporation in the new woodland. If the owner is willing to sell it is also proposed that Executive delegate authority to the Director of Economy and Place in consultation with the Executive Member for Environment and Climate Change, the council's S151 Officer and Monitoring Officer (or her delegated officers) to take such steps as are necessary to negotiate and complete the purchase of the plot of adjacent land identified in confidential annex 2 to increase the size of the proposed woodland. The land is currently agricultural land and any acquisition would be at the rate set out in confidential annex 3 with a maximum budget provision of £100,000.

Future Management of the Woodland

35. Once the land is acquired it will need to be designed and planted and then managed for the very long term. It is proposed that this is done in partnership with community groups, charitable groups and training and skills providers, both to design the layout and infrastructure of the woodland and to manage the woodland in the long term. Options for management of the wood will be developed through engagement with a wide range of stakeholders including:-

- Local Ward Committees
- Treemendous
- Edible York
- White Rose Forest
- Woodland Trust
- Yorkshire Wildlife Trust
- RSPB
- Askham Bryan College
- York College
- York Environment Forum
- Sustrans

36. In addition there are many well informed residents and professionals who are interested in the creation of a new woodland. It is proposed that the council harness the skills, energy and commitment of these groups and individuals in a working group who will inform development and management proposals that will then be brought to Executive for agreement. A report setting out proposed membership and terms of reference will be

brought to a future Executive Member for Environment and Climate Change Decision Session.

37. The optimum planting season for trees is over the Autumn/Winter months. If woodland management proposals are agreed in early 2021, planting and layout work could start in late 2021.
38. Until planting of the land with trees is practically possible, the intention is that the land will be leased on a short term basis for the current agricultural use, providing an income to the council to cover short term management costs.

Land adjacent to the Outer Ring Road A1237

39. Whilst the acquisition of land for a large community woodland is a significant and iconic investment in climate change, physical and mental health benefits and ecological outcomes it should not be considered as a one off exercise and there are opportunities that arise within the capital programme to further invest in trees, woodland and flora and fauna. Recognising that such an opportunity exists within the outer ring road project at April 2020 Executive the decision was taken in respect of the A1237 York Outer Ring Road (ORR) Project to commit to:

“Landscaping principles, specifically the commitment to provide a net gain in tree planting, biodiversity and habitats following the strategy developed by the Environment Agency.”

40. It is therefore proposed that to deliver on this specific commitment for the ORR and demonstrate the Councils ongoing commitment to enhance its capital programme a further allocation from the balance of the Tree Capital budget of £300k is made to acquire additional land adjacent to the ORR for woodland planting which at agricultural land values could deliver an additional 30 acres and 8,000 trees.
41. The proposals in this report are not the sum of all our effort to green the city and work is ongoing to take forward opportunities for planting more trees across the city and to promote tree planting as part of development activity across the city as can be seen by the outline planning application for York Central where a further 300 trees will be planted alongside the first phase of infrastructure with more trees planted as the scheme is built out.

Funding

42. Executive (13 February 2020) agreed a £3m budget to purchase pieces land over a period of 5 years to plant trees. As a result of this opportunity it is recommended that £600k is brought forward from 2024/25 and £450k from

2023/24 so that a budget of £1.65 million is available in 2020/21 to fund the acquisition and associated costs.

43. The funding will be provided by borrowing from the Public Works Loan Board (PWLB) over 50 years.
44. There are multiple sources of potential external funding including the Governments Nature for Climate Programme which will become available the autumn. There are a number of funding sources within the White Rose delivery pathway and conversations are ongoing with the White Rose Forest about grant funding to acquire the land and undertake the planting. There are also options to secure grants which would provide both monetary and physical resources to help the council with this project, for example through the Woodland Carbon Fund.
45. Further work is required to establish the level of grants available. This will be undertaken prior to the planting of the land once acquired to ensure the revenue impact to the council is mitigated. However the acquisition is time sensitive and it is recommended that the council secure the land and enter into contract as soon as practicably possible.
46. There are two further potential acquisitions totalling up to £400k incorporated within the report that if they were to progress would be funded from the Northern Forest budget. The timing of any purchases are not known and therefore it is recommended that should Members approve the purchases the impact to the phasing of the capital programme are reported in future capital monitoring updates. The associated revenue costs of borrowing (up to £20k) per annum will be incorporated in future budget strategy reports.

Pollinator Strategy

47. As the Council seeks to Build Back better, the benefits to flora and fauna need to be captured in the new amenity woodland and also needs to be extended where practical across the green infrastructure in the City, both on Council and private land. Green infrastructure like the new woodland has multiple social benefits which at times can compete with the environmental benefits. For example woodland walks used by dog walkers can have detrimental impacts on flora and fauna, recreational uses in parks and open spaces compete with grasslands and ornamental planting and green spaces that enhance the aesthetics in the City are not always conducive to maximising wildlife.
48. Recognising this issue and in response to the full Council resolution for a pollinator strategy and action plan to be developed, a draft strategy and

action plan has been developed referencing national guidance and voluntary sector guidance as part of its development. However as this strategy is effectively competing with a wide range of other priorities for the Council it is proposed that as a first step, the Climate Change Scrutiny Committee is asked to scrutinise the draft policy and consider how the balance between the competing priorities and different expectations of green infrastructure across the community can be met. Climate Change Scrutiny Committee would be asked to make recommendations to Executive as to how the new pollinator strategy and action plan can strike an appropriate balance.

The Council Plan

49. The proposal accords with the Council Plan 2019-2023 in specific regard to the following core outcomes of the Plan;

A greener and cleaner city - carbon sequestration and amenity green space

Getting around sustainably – new pedestrian and cycle routes

Good health and wellbeing – Creation of new open spaces to support healthy lifestyles for residents businesses and visitors.

Safe communities and culture for all - a range of leisure opportunities for residents

Well-paid jobs and an inclusive economy - green skills development

Implications

Financial –

The proposed acquisition accords with the Council's Capital and Investment Strategy 2020/21 which was approved by Executive in February 2020. The funding section of the report (paras [34-38]) gives details of how the £1.65m acquisition is funded

It will be necessary to bring forward £1.05m from future year's capital budgets in order that sufficient budget is available. This also brings forward an associated revenue impact of borrowing of c£50k which will need to be added to the revenue budget strategy report next year (2021-22).

The short term lease of the land for agricultural use will providing initial income to cover management costs until the woodland is established.

The timing of the two further acquisitions are not known and therefore it is recommended that the impact to the phasing of the capital programme is reported to Executive in future capital monitoring updates. The associated revenue costs of borrowing (up to £20k) per annum will be incorporated in future budget strategy reports.

Human Resources (HR) – N/A

Equalities – See Community Impact Assessment at Annex 4

Legal –

Section 1 of the Localism Act 2011 contains a “general power of competence” for local authorities giving a power to do anything that an individual may do, rather than be limited to those things which are related to or necessary for the discharge of an existing function of the authority. There are however statutory limitations on local authorities’ pre-existing powers and functions. If, the dominant purpose for doing something is ‘commercial’ (revenue/profit generation) then Section 4 of that Act requires that it must be done through/via a company rather than directly by the Council itself.

If, however, the council is proposing to acquire land, for example, to ensure the availability of environmental sites for enjoyment by the public then the fact that a commercial return may also be achieved does not necessarily make this a commercial purpose.

The report states that the primary objective for seeking to buy the land is to plant trees on it for environmental and community health/well-being (albeit that in the short term the Council might lease the land out under an agricultural tenancy pending progression of plans for planting of trees to create a community woodland). This indicates that the dominant purpose for wishing to acquire the land is non-commercial and so it is considered that the Council could acquire directly in its own name rather than having to do so through a company instead.

In addition, the Local Government Act 1972 gives the Council powers to acquire any land for the purposes of its functions or for the benefit, improvement or development of the area.

The decision in respect of this purchase must also be made having regard to established public law principles. The Council must exercise its powers reasonably. This includes having regard to the implicit fiduciary duty owed to council tax payers.

In addition to legal due diligence required for the purchase of land such as title checks and searches consideration must be given as to the powers as to how the council will acquire and hold the land. It may remain as agricultural land (which allows the planting of a small number of trees) or consideration may need to be given to development in the future if the need should arise giving rise to a potential for holding the land for planning and development purposes. Forestry operations may also require planning permission for change of use.

Information Technology (IT) – N/A

Crime and Disorder – N/A

Property – All property implications are covered in the report.

Risk Management

As with all property acquisitions there is a risk that the value of the property may decrease over time. However the reason for the purchase of this land is to provide an area to plant a woodland upon and hence it is envisaged that the Council will hold onto this holding for the foreseeable future. There is also a risk that the land may be vacant until such time as it can be planted. It is proposed that short term leases be granted until such time to enable it to be farmed in the short term. As part of the due diligence conducted, specialist valuation advice will be obtained to provide an independent view of the opportunity. There is a risk that if this decision is not made that the vendor may decide to sell to an alternative buyer or to retain ownership which would prevent the development of the woodland.

Contact Details

Author:

Tracey Carter - Assistant
Director for Regeneration
Economy and Asset
Management Tel No. 553419

Nick Collins
Head of Asset Management
Tel No. 552167

**Chief Officer
Responsible for the
report:**

Neil Ferris – Director of
Economy and Place

Report approved: ✓
Date: 17/8/20

Specialist Implications Officer(s)

Financial – Patrick Looker - Finance manager
Legal – Catheryn Moore Legal Manager (Projects & Governance)
Sharon Stoltz – Director of Public Health

Wards Affected: All

For further information please contact the author of the report

Background Papers:

Healthy Woods, Health Lives – Woodland Trust -

<https://www.woodlandtrust.org.uk/publications/2013/10/healthy-woods-healthy-lives/>

Annexes

Confidential Annex1 – Location Plan

Confidential Annex 2 – Site Plan

Confidential Annex 3– Summary of Strategic Rationale for Purchase

Annex 4 – Community Impact Assessment

Confidential Annex 5 – External Valuation report

Annex 6 - Draft Pollinator Strategy

List of Abbreviations

ORR – Outer Ring Road

PWLB - Public Works Loan Board

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

Annex 4 Community Impact Assessment Template

Part 1 - Who is submitting the proposal?

Directorate:

Service:

Name of person completing the assessment: Jessica Fawdon

Date of assessment: 27/07/2020

Part 2 - What is the proposal?

2.1	What is the name of the service, project, programme, policy or strategy being assessed?
	Creating a new Woodland/Stray for York

2.2	Briefly describe the aims and objectives of the proposal. Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.
	The aim of this project is to create a large new area of woodland within close proximity to the city in order to provide green amenity space for residents and visitors, and to aid the council's commitment to planting 50,000 trees by 2023. This goal comes as part of the council's wider ambition to become net carbon neutral by 2030. Users of this woodland, and the wider community surrounding it, will benefit from this project as it provides them with a space to socialise, exercise and be educated about nature and biodiversity.

2.3	Are there any external considerations? (Legislation/government directive etc.)
	<p>The council is part of the Northern Forest, an initiative which is aiming to plant 50 million trees in the north of England, as woodland cover in this region currently only accounts for 7.6% of total land cover. The motivations behind this include reducing flood risk, storing thousands of tonnes of carbon, improving the physical and mental health and creating thousands of new jobs in the area. Within the Northern Forest initiative, is the White Rose forest venture across the Leeds City Region (including York), which has the collective aim of increasing tree cover by a third in this region. As a result of this, the City of York Council has set their own target of planting 50,000 more trees by 2023, therefore driving the creation of this woodland.</p> <p>The Forestry Commission, a non-ministerial UK government department, has set the broader target of increasing the UK's woodland cover from 13% (https://www.forestresearch.gov.uk/tools-and-resources/statistics/statistics-by-topic/woodland-statistics/) to 19% by 2050 (https://www.woodlandtrust.org.uk/media/47692/emergency-tree-plan.pdf).</p> <p>Because the site is not being made into woodland for commercial reasons (our proposal aims to improve the environmental and community health/well-being), under Section 4 of the Localism Act 2011, the council themselves can acquire the land directly, rather than having to do so through a company instead.</p>

2.4	What outcomes do we want to achieve and for whom?
	We want to create a safe and inclusive woodland, with designated pathways and potentially some commercial facilities, so that all residents and visitors including those with Protected Characteristics can use and enjoy this space.

Step 3 - What information do we have?

3.1	What data or evidence do we have which tells us who is, or could be affected by the proposal?
	<ul style="list-style-type: none"> - Generally, residents and visitors of York will be positively affected by the proposal as it means they will now have a new amenity space to use - We have evidence, from data collected by the Forestry Commission, to suggest that this woodland could sequester approximately 22-30,000 tonnes of CO2 equivalent over 50 years after creation. This will counterbalance the harmful emissions York releases, therefore improving air quality for York's residents and visitors. - The announcement of the UK government's increased funding for green jobs suggests that aboriculturalists may be positively affected by our proposal, as they may receive some financial support for training programmes and skills development opportunities through this new funding and the creation of our woodland. - The site of our proposal currently fully comprises of crop fields. Therefore when we create this woodland, no residents will experience eviction, or have their facilities removed.

3.2	How have we involved, or will we involve, communities and groups that could be affected?
	<ul style="list-style-type: none"> - Once the land is acquired it will need to be designed and planted. It is proposed that this is done in partnership with community groups, charitable groups and training and skills providers, both to

design the layout and infrastructure of the woodland and to manage the woodland in the long term. Options for management of the wood will be developed through engagement with a wide range of stakeholders including:-

-
- Local Ward Committees
- Treemendous
- Edible York
- White Rose Forest
- Woodland Trust
- Yorkshire Wildlife Trust
- RSPB
- Askham Bryan College
- York College
- York Environment Forum
- Sustrans

- Further specific representative groups of individual protected characteristics will also be consulted.
- The landowner that we are purchasing the site from has been made aware of our proposals for this space. Broad public engagement has not been undertaken yet due to the commercial confidentiality of the land acquisition but after the land is secured there is proposed to be a full community based engagement to develop plans for the site and future woodland management arrangements
- As local aboriculturalists may be affected by this, we are planning to work with both York College and Askham Bryan College to identify any opportunities improve the skill sets of their students through government funding
- Potential for public engagement with local residents to help determine what kind of amenity facilities they would like to see in our woodland. Proposals such as new pedestrian connections to neighbouring residential areas and villages, cycle route connections to neighbouring residential areas and villages, fitness trails, children's outdoor play area, forest school space and a woodland café all need to be considered.

Step 4: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous.

Please demonstrate your analysis of any impacts in this section.

4.1		How will the proposal impact on people with protected characteristics?		
Protected Characteristic Group	Consider the potential for adverse impacts. How might the proposal discriminate or unfairly disadvantage people?	Can these impacts be mitigated or justified? Please explain how.	Does the proposal have the potential to advance equality and foster good relations between groups?	Can benefits be maximised? If so, how?
Age	Pathways/trails going through the woodland may be uneven which may deter older generations from using them.	Can be mitigated. Need to ensure pathways are as flat/smooth as they can be by choosing appropriate routes and laying down appropriate materials. Could perhaps provide railings in parts of the path that are inevitably steeper.	If the woodland manages to accommodate for both older and younger generations, then it could become a space for different generations to come together to mutually enjoy the space. This could include space for contemplation, forest schools, nature trails, guided walks, arts events, outdoor activities.	If there is the ability to influence any events at the woodland, ensure these are age inclusive and intergenerational
Sex	Some toilet facilities may not be appropriate for the use and welfare of all groups.	Can be mitigated. Use best current design standards to ensure appropriate availability of facilities for people identifying as male, female or none	The potential commercial facilities have the opportunity to uphold and promote equality.	
Disability	Woodland pathways/trails may not be wide enough, or flat/smooth enough to accommodate for wheelchair	Can be mitigated. Woodland pathways need to be wide and smooth enough to accommodate for wheelchair access	If the woodland manages to become a fully inclusive facility, then it could become a space for all residents	If there is the ability to influence any events at the woodland, ensure these are fully inclusive

	<p>access/limited mobility.</p> <p>Commercial features, such as the possible café, would need to provide sufficient facilities for disabled people e.g. they may lack in disabled toilets, or wheelchair ramps or railings.</p>	<p>(following government/legal standards).</p> <p>Commercial facilities should be designed to be fully inclusive (again following legal standards).</p>	<p>to come together to mutually enjoy the space</p>	
Gender Reassignment	<p>The woodland's potential commercial features would need to be designed to be inclusive to all including the trans community, specifically facilities such as toilets.</p>	<p>Can be mitigated.</p> <p>The potential commercial facilities should be designed using best design standards for inclusivity.</p>	<p>If the woodland manages to be inclusive towards the transgender community, this will help to promote their equality within society.</p>	
Marriage and civil partnership	<p>If the woodland was to be used to host events related to weddings or civil partnership, these would have to be fully inclusive.</p>	<p>Can be mitigated, by ensuring all events meet standards and legislation for equality.</p>	<p>If the woodland manages to be inclusive for all types of marriage or civil partnership, this will help to promote their equality within society.</p>	
Pregnancy and maternity	<p>The woodland's potential commercial features could provide baby changing facilities so as not to discriminate against those with young babies. The pathways/trails also may not be wide or smooth/enough for push chairs to be used on them.</p>	<p>Can be mitigated against. The woodland's potential commercial facilities need to offer baby changing and breast-feeding friendly facilities. The woodland's paths also have to be wide enough and have to use suitable materials so they are smooth enough for push chairs to be used on them.</p>	<p>If the woodland manages to be inclusive towards those with new-borns, this will help to promote their equality within society.</p>	<p>If there is the ability to influence any events at the woodland, ensure these are fully inclusive</p>

Race	No adverse impacts identified			
Religion and belief	No adverse impacts identified			
Sexual orientation	No adverse impacts identified			
Carer	Woodland pathways/trails may not be wide enough, or flat/smooth enough to accommodate for wheelchair access/limited mobility. Commercial features, such as the possible café, would need to provide sufficient facilities for disabled people e.g. Changing spaces, disabled toilets, or wheelchair ramps or railings.	Can be mitigated. Woodland pathways need to be wide and smooth enough to accommodate for wheelchair access (following government/legal standards). Commercial facilities should be designed to be fully inclusive (again following legal standards).	If the woodland can become a fully inclusive space, there is the potential to enhance the quality of life for carers by providing a welcoming place to visit. This can have positive mental health impacts,	If there is the ability to influence any events at the woodland, ensure these are fully inclusive
Low income groups	The woodland will be a free to all facility enjoyed without charge Café facilities will be charged	No or low fee facilities for refreshment (e.g. picnic benches) should be provided without the need for purchase on the premises.	If the woodland manages to be inclusive towards lower income groups, this will help to promote their equality and inclusion within society.	
Veterans, Armed Forces Community	No adverse impacts identified		Woodland is known to be relaxing environment which can have positive impacts for those recovering from traumatic experiences.	If there is the ability to influence any events at the woodland, ensure these are fully inclusive

4.2**Summarise the impacts on protected groups.**

	<p>Ultimately, our proposed project should be, and can be, inclusive towards all protected groups. In order to ensure this, particular attention needs to be given to the pathways/trails and any commercial facilities we create so that they can be equally used and enjoyed by those all people irrespective of any protected characteristic</p>
--	---

Step 5: So what?

The Community Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Community Impact Assessment can be measured going forward.

5.1	What have you changed or will be changed in order to improve the impact of the proposal on equalities?		
	<p>Design will consider</p> <ul style="list-style-type: none"> • accessibility of pathways • Accessibility of Café facilities • Provision of free activities including picnic spaces • Engagement of groups in consultation who represent people with protected characteristics 		

5.2	What actions have been identified going forward to improve the impact on equalities? Consider actions that mitigate adverse impacts, increase our understanding about impacts or maximise any beneficial impacts.		
	Action	To be actioned by	Due Date

	To be defined once project up and running		

5.3	How will the impact of your proposal and actions be reviewed going forward?
	Using the council's agreed project management Methodology and review processes

Please complete

We are satisfied that a full impact assessment has been carried out.

Completed by: Jessica Fawdon Date: 04/08/20

Role: Tree Strategy Analyst

Countersigned by: Will Boardman Date: 04/08/20

Role: Head of Corporate Strategy and City Partnerships

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

CITY OF YORK POLLINATOR STRATEGY 2020 – 2025

A Commitment from City of York Council

City of York Council (CYC) is committed to helping to conserve the UK's pollinators by ensuring the council will consider the needs of pollinators in the delivery of its duties and work. CYC will seek to protect and increase the amount and quality of pollinator habitat and manage its greenspace to provide greater benefits for pollinators. We will ensure local people are provided with opportunities to make York more pollinator friendly.

Our vision: *Our local environment will be rich in pollinator friendly habitats, helping support sustainable pollinator populations and making places more attractive for people to live and work in.*

Aims: The Council will work to:

- Ensure the needs of pollinators are represented in local plans, policy and guidance;
- To protect, increase and enhance the amount of pollinator habitat on council owned or managed land, and help to improve the status of any locally threatened species;
- Improve our knowledge and understanding of pollinators in our local area;
- Increase awareness of pollinators and their habitat needs across local residents, businesses and other landowners; and
- Work together with partners to deliver these aims.

Background to the Strategy

The Importance of Pollinators

Our native pollinators include bumblebees and other bees (250 species), butterflies and moths, flies, beetles and wasps. In all there are over 4000 species of insect in the UK that carry out pollination of our native wild plants and our food crops. Insect pollination is extremely important to the UK economy, with estimated values of £691 million annually. Without pollinators we would struggle to grow many vegetables and fruits including apples, pears, strawberries, beans and peas.

Pollinators under Threat

Our pollinators are in trouble;

- Half of our 27 bumblebee species are in decline.
- Three of these bumblebee species have already gone extinct.
- Two-thirds of our moths are in long term decline.
- Across Europe 38% of bee and hoverfly species are in decline.
- 71% of our butterflies are in decline.

The most significant factors leading to these declines in pollinator numbers include:

- 1) Habitat loss – The most significant cause of decline is the loss and degradation of habitats which provide food, shelter and nesting sites for pollinators. The loss of wildflower-rich grasslands is one of the most important issues. Over 3 million hectares of these habitats have been lost in England alone since the 1930s, the loss being attributed to more intensive farming and urban/industrial development.
- 2) Pesticides – There is growing evidence that the use of pesticides is having harmful effects on pollinators including honeybees, wild bees and butterflies. Wider effects throughout ecosystems are also of concern and pesticides have been implicated in other declines such as farmland birds and soil organisms. The use of neonicotinoids is of particular concern. These are systemic pesticides which can be applied as a seed dressing (the preferred delivery mechanism) or spray and have a high toxicity to insects.
- 3) Climate Change – long term changes can deprive pollinators of food supplies at times when they need them, increase their exposure to parasites and diseases, or change habitats so that they are no longer suitable. There may be gains as well as losses but a resilient network of good pollinator habitat across the area is needed for them to be able to adapt and take advantage of changes.

What Pollinators Need

Pollinators need many of the things we need – food, shelter and nesting areas.

Food – Pollinators need food (nectar and pollen) throughout the season from March through until September. Many plants and trees can provide these food resources, including many so called ‘weeds’ such as dandelions and thistles.

In addition to flowers, many pollinators need other food resources to support their different life stages – for example butterfly and moth caterpillars need particular plants to feed on.

Shelter and nesting - Dense vegetation such as tussocky grassland, scrub, mature trees, and piles of wood and stone can provide essential habitat for hibernating pollinators. Many species overwinter as adults including queen bumblebees, and some butterflies and hoverflies, others as eggs, larvae or pupae. Old burrows and dense vegetation are used by bumblebees, with sunny slopes and dry ground used by ground-nesting bees such as mining bees.

National Pollinator Strategy

The Government's National Pollinator Strategy for England (2014) sets out a 10 year plan to help pollinating insects survive and thrive across England. The Strategy outlines actions to support and protect the many pollinating insects which contribute to our food production and the diversity of our environment. It is a shared plan of action which looks to everyone to work together and ensure pollinators' needs are addressed as an integral part of land and habitat management.

In particular the Strategy asks local authorities to take a lead across many of their work areas and duties, including their role in local planning and also as managers of public and amenity spaces, brownfield sites, schools, car parks, roadside verges and roundabouts.

<https://www.gov.uk/government/publications/national-pollinator-strategy-for-bees-and-other-pollinators-in-england>

Pollinators in York

Key principles of the Strategy

This strategy has been developed to raise awareness of the plight of pollinators and to ensure the Council and its local residents, businesses and landowners are provided with information to help us all protect and increase our pollinator populations. This strategy is designed to ensure the needs of pollinators are enshrined across the breadth of Council work and to increase awareness of pollinators across our local community.

Working with partners and partners initiatives

Where possible the Council will join forces and participate in other local, regional or national pollinator programmes or projects. More joined up collaborative action for pollinators will help ensure a future for these very important species. Key national initiatives include Buglife's B-Lines programme which aims to create a network of wildflower rich areas across the UK.

Local Biodiversity Action Plan

The City of York Local Biodiversity Action Plan (LBAP) sets out what is special about the biodiversity in York and identifies those plants and animals and where they live that are most at risk in our local area. These are referred to as Priority Species and Priority Habitats. A Priority Species Statement has been produced for Hymenoptera: Aculeata (Wasps and Bees) with an objective to protect and improve the habitat available in York for threatened species of bees and wasps, expanding and linking areas of habitat where possible.

https://www.york.gov.uk/downloads/file/15320/local_biodiversity_action_plan_lbap_2017

York Urban Buzz Project (2015 – 2017)

In 2015 the invertebrate charity Buglife approached City of York Council (CYC) to partner with them for a share of a national grant of more than £1 million from Biffa Award.

The aim of the Urban Buzz project was to improve the quality of the urban environment for pollinators through engaging people in the creation and enhancement of habitats, and raising the profile of pollinators and their importance to the environment.

A full-time officer hosted by CYC was employed and work undertaken on a range of sites termed 'Buzzing Hotspots' across the city area which included creating;

- Bee Banks for nesting,
- Formal beds to increase forage availability,
- Native meadows for forage,
- Shrubs,
- Bee hotels for nesting, and
- Ornamental meadow for forage.

The project targets were all met and surpassed; creating 134 'Buzzing Hotspots', engaging 2,229 people to help create habitat and enhancing 38ha of land.



Glen Mosaic Garden -before and after Urban Buzz work © Chris Ferry

The majority of work was undertaken on sites where there are existing community groups. A hand operated power scythe was purchased through the project for use on sites in York. This equipment facilitates the sensitive management of small-medium sized grassland (annual cutting and removing of arising) that might not otherwise be possible to do within existing grass cutting contracts. This equipment is being hosted by the St Nicks Environment Centre but is readily available for use by all community groups, subject to some basic training, which the council's Environment and Community Officers have received.

<https://www.buglife.org.uk/our-work/pollinator-projects/urban-buzz/urban-buzz-york/>

Strategy Objectives and Actions

Aim 1: To ensure the needs of pollinators are represented in local plans, policy and guidance.

	Objective	Specific Action
1.1	Increase the protection afforded to pollinator habitats and the species they support by ensuring appropriate recognition in local plans and policies where relevant.	Ensure the needs of pollinators are incorporated within the City of York Local Plan Green Infrastructure Strategy and Supplementary Planning Document.
		Update the 'Land Use and Wildlife' section of the CYC One Planet Better Decision Tool to include specific reference to pollinators.
1.2	Recognise and capitalise on opportunities to create pollinator friendly habitats as part of new development.	Raise awareness of and promote the creation of pollinator friendly features with developers through the development management process, in particular pre-application advice.
		Ensure the value of Brownfield habitat for pollinators is taken account of in the development management process.

Aim 2: To protect, increase and enhance the amount of pollinator habitat on council owned or managed land, and help to improve the status of any locally threatened species.

	Objective	Specific Action
2.1	Increase the value for pollinators of Sites of Importance for Nature Conservation (SINC) and Local Nature Reserves (LNR)	Ensure the needs of pollinators are taken into account in the management of SINCs and LNRs.
2.2	Increase the value of parks and other greenspace for pollinators.	Identify areas of greenspace which will benefit from a reduced cutting regime.
		Work with local 'Friends of' groups to develop a balanced approach to park management to support a range of uses and wildlife benefits.
		Use bedding plants that provide forage for a wide variety of pollinating insects.
2.3	Reduce the impact of pesticides on pollinators and other wildlife.	Review use of herbicides in grounds maintenance by trialling alternative methods of weed control.
		Audit the use of neonicotinoids (including seed dressings, plants and turf) and work to phase out from the supply chain through the procurement process.
2.4	Make council owned land and buildings more pollinator friendly.	Establish and maintain a network of "Bee Hotels" across the parks and public open spaces.
		Include pollinator friendly habitats as part of new Highways schemes where doing so will create a benefit.

Aim 3: To improve our knowledge and understanding of pollinators in our local area.

	Objective	Specific Action
3.1	Increase information on the status of pollinators.	Encourage local people to support national pollinator monitoring schemes and to submit local records to the North and East Yorkshire Ecological Data Centre (https://www.neyedc.org.uk/).
		Make this document available on the council's website with links to further advice and information available on the council's website.

Other Possibilities Subject to Further Resource:**Aim to increase awareness of pollinators and their habitat needs across local residents, businesses and other landowners.**

	Objective	Specific Action
	Increase awareness of pollinators in the local community and within local businesses.	Provide information on pollinator friendly gardening activities to local residents and local allotment holders.
		Create pollinator friendly flower beds in parks and link these to interpretation about pollinators.
		Promote pollinators to Ward Councils to encourage inclusion within their funding priorities.
		Encourage local schools to develop wildflower areas in school grounds.

Annex 1: Useful Sources of Information

Buglife – Get Britain Buzzing: A manifesto for pollinators

<https://www.buglife.org.uk/pollinator-manifesto>

National Pollinator Strategy for England 2014

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/409431/pb14221-nationalpollinators-strategy.pdf

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/474386/nps-implementationplan.pdf

Buglife B-Lines Pollinator sheets - <https://www.buglife.org.uk/advice-and-publications/publications/b-linesresources> and local authority guidance

Buglife information on Neonicotinoid insecticides <https://www.buglife.org.uk/campaigns-and-ourwork/campaigns/neonicotinoid-insecticides>

Buglife Urban Buzz information - <https://www.buglife.org.uk/advice-and-guidance-2>

‘Managing Transport Corridors for Pollinators’ and ‘Managing Urban Spaces for Pollinators’ (Buglife)

www.buglife.org.uk/sites/default/files/Transport%20Corridors%20Pollinator%20Sheet%20Final.pdf

www.buglife.org.uk/sites/default/files/Urban%20Pollinator%20Sheet%20Final.pdf

Living with Environmental Change: Managing urban areas for insect pollinators. As town and cities continue to grow how can land managers help insect pollinators in urban areas?

<http://www.nerc.ac.uk/research/partnerships/ride/lwec/ppn/ppn20/>

Planning for a healthy environment: good practice guidance for green infrastructure and biodiversity”, TCPA and the Wildlife Trusts, 2012

www.tcpa.org.uk/data/files/TCPA_TWT_GI-Biodiversity-Guide.pdf

DEFRA advisory notes – urban, transport gardens, industrial etc.

<http://www.wildlifetrusts.org/beeneeds/information-sheets>

Status and value of pollinators and pollination - A report to DEFRA

<http://nora.nerc.ac.uk/505259/1/N505259CR.pdf>

Friends of the Earth - Local Authority Bee Guide

<https://www.foe.co.uk/sites/default/files/downloads/localauthority-bee-guide-46885.pdf>

Bumblebee Conservation – Local Authority Pack

https://bumblebeeconservation.org/images/uploads/Local_authorities_pack_full.pdf

This page is intentionally left blank