

**Notice of a public meeting of
Executive**

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

Date: Thursday, 17 March 2022

Time: 5.30 pm

Venue: The George Hudson Board Room - 1st Floor West Offices (F045)

A G E N D A

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 Democratic Services by **4:00 pm on Monday, 21 March 2022**.

*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 Annex 2 to Agenda Item 6 (Housing Delivery Programme update – Delivering Affordable Housing on Council Land), on the grounds that it contains 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 3 - 12)

To approve and sign the minutes of the Executive meeting held on 7 February 2022.

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, 15 March 2022.

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

Webcasting of 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** (Pages 13 - 16)
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.

- 6. Housing Delivery Programme update – Delivering Affordable Housing on Council Land** (Pages 17 - 44)

The Director of Housing, Economy & Regeneration to present a report which provides an update on the progress of the Housing Delivery Programme, seeks approval to proceed to construction on the Duncombe Barracks and Burnholme sites and deliver further affordable homes, and presents proposals for the disposal of 17-21 Piccadilly for affordable housing.

- 7. *York Minster Precinct Neighbourhood Plan – Examiner’s Report and Decision Statement** (Pages 45 - 60)

The Corporate Director of Place to present a report which asks Executive to agree the recommendations of the Examiner in respect of the York Precinct Neighbourhood Plan, to enable the Plan to proceed to Referendum.

- 8. *Adoption of Minerals and Waste Joint Plan** (Pages 61 - 72)
The Corporate Director of Place to present a report which informs Members of the outcome of the Examination in Public by the Government’s Appointed Inspector into the Minerals & Waste Joint Plan (2015-2030) and accompanying Policies Map, and asks Executive to recommend that Council adopt the Plan.

Note: Due to the size of the annexes to the above two reports (Items 7 and 8), they have not been included in the printed agenda papers or pdf pack but are available to view online. Members will have printed copies of the Local Plan Working Group agenda, which includes the relevant papers.

- 9. York's 10-Year Skills Strategy** (Pages 73 - 128)
The Assistant Director, Education & Skills, to present a report which provides an update on the development of York’s 10-Year Skills Strategy through the city’s Skills and Employment Board and seeks support for the council’s continuing role as a key partner in delivering its shared priorities.

10. Request to Extend Home to School Contracts - Pullman (Pages 129 - 150)

The Director of Prevention & Commissioning and Education to present a report which seeks approval to extend the home to school coach contracts with York Pullman Bus Company to 31 July 2024, to ensure continuity in delivery of a statutory service whilst elements of current delivery are reviewed.

11. Urgent Business

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

Democratic Services 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 własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 **(01904) 551550**

Coronavirus protocols for attending Committee Meetings at West Offices

If you are attending a meeting in West Offices, you must observe the following protocols.

Good ventilation is a key control point, therefore all windows have been opened to allow adequate ventilation, they must be left as set prior to the start of the meeting.

If you're displaying possible coronavirus symptoms (or anyone in your household is displaying symptoms), you should follow government guidance. You are advised not to attend your meeting at West Offices.

Testing

The Council encourages regular testing of all Officers and Members and also any members of the public in attendance at a Committee Meeting. Any members of the public attending a meeting are advised to take a test within 24 hours of attending a meeting, the result of the test should be negative, in order to attend.

Test kits can be obtained by clicking on either link: [Find where to get rapid lateral flow tests - NHS \(test-and-trace.nhs.uk\)](https://www.nhs.uk/conditions/coronavirus/covid-19/rapid-lateral-flow-tests/), or, [Order coronavirus \(COVID-19\) rapid lateral flow tests - GOV.UK \(www.gov.uk\)](https://www.gov.uk/order-coronavirus-rapid-lateral-flow-tests).

Alternatively, if you call 119 between the hours of 7am and 11pm, you can order a testing kit over the telephone.

Guidelines for attending Meetings at West Offices

- Please do not arrive more than 10 minutes before the meeting is due to start.
- You are not required to wear a face covering whilst in West Offices. CYC supports the decision of those who wish to do so.
- Visitors to enter West Offices by the customer entrance and Officers/Councillors to enter using the staff entrance only.
- Ensure your ID / visitors pass and lanyard is clearly visible at all time and worn around the neck.
- Regular handwashing for 20 seconds is recommended.
- Please use the touchless hand sanitiser units on entry and exit to the building and hand sanitiser within the Meeting room.
- Bring your own drink if required.
- Only use the designated toilets next to the Meeting room.

Developing symptoms whilst in West Offices

If you develop coronavirus symptoms during a Meeting, you should:

- Make your way home immediately
- Avoid the use of public transport where possible
- Follow government guidance in relation to self-isolation.

You should also:

- Advise the Meeting organiser so they can arrange to assess and carry out additional cleaning
- Do not remain in the building any longer than necessary
- Do not visit any other areas of the building before you leave

If you receive a positive test result, or if you develop any symptoms before the meeting is due to take place, **you should not attend the meeting.**

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City of York Council

Committee Minutes

Meeting	Executive
Date	7 February 2022
Present	Councillors Aspden (Chair), Ayre, Craghill, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson
In Attendance	Councillor Kilbane

Part A - Matters Considered Under Delegated Powers

86. 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 additional interests were declared.

87. Minutes

Resolved: That the minutes of the Executive meeting held on 13 January 2022 be approved, and signed by the Chair as a correct record.

88. Public Participation

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

Flick Williams had registered to ask a question of the Executive Member for Transport. She queried the rationale of remediation works being carried out in the footstreets, specifically dropped kerbs, and raised concerns about vandalism and assault of Shopmobility staff after closure of the Coppergate car park.

The Chair indicated that these comments would be passed to relevant officers for a response.

89. 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.

90. 2021/22 Finance and Performance Monitor 3

The Chief Finance Officer presented a report which provided details of the council's overall finance and performance position for the period 1 April 2021 to 31 December 2021, together with an overview of any emerging issues.

The Covid-19 pandemic continued to have a significant effect on the financial position, particularly in social care, and on performance against some indicators. The gross financial pressures facing the council were projected at £10m. Through mitigation and further action to bring spending under control, it was considered this could be reduced to £4.5m by the end of the financial year. The council had £6.9m of general reserves to call on should the out-turn not be within the approved budget, and it was estimated that £500k from other earmarked reserves could be released this year. The position within each directorate was summarised in Table 1 at paragraph 18 of the report and detailed in Annex 1. Executive approval was sought to allocate £5k from Brexit funds to establish an Anti-Racist group, in line with a motion approved by Council in October 2021, and £99.6k from Covid-related funds to Make it York, in line with a referral from Shareholder Committee on 22 November 2021, as set out in paragraphs 23-25.

With regard to performance, progress was reported against the core set of strategic indicators in the Council Plan. Indicators with an improving direction of travel were summarised in paragraph 30 and those with a worsening direction of travel, mainly due to the adverse effects of Covid-19, in paragraph 31. Further details were provided in Annex 2.

In commending the report to Members, the Executive Member for Finance & Performance highlighted the lack of certainty with regard to future government support, work carried out to minimise variances in the mental health budget, and the positive direction of footfall and employment in the city.

Resolved: (i) That the finance and performance information and the actions needed to manage the financial position be noted.

(ii) That the financial support for Make it York outlined in paragraphs 24 and 25 of the report be agreed.

(iii) That the funding for the Anti-Racist City working group outlined in paragraph 23 be agreed.

Reason: To ensure that expenditure is kept within the approved budget.

91. **Capital Programme 2021/22 Monitor 3**

[See also under Part B]

The Chief Finance Officer presented a report which set out the projected out-turn position on the council's capital programme for 2021/22, including any over or under-spends, along with requests to re-profile budgets to and from current and future years.

A decrease of £15.678m was reported on the approved capital budget, resulting in a revised programme of £127.584m, funded from £41.946m external and £85.638m internal funding. Variances in each portfolio area were outlined in Table 1 at paragraph 6 of the report, and detailed in paragraphs 7-47. The effect of the revisions was shown in Table 2, at paragraph 48.

Officers confirmed that there were no major issues to report and there continued to be a significant level of investment in the programme.

Resolved: (i) That the 2021/22 revised budget of £127.584m, as set out in Table 1 at paragraph 6 of the report, be noted.

(ii) That the restated capital programme for 2021/22 – 2025/26, as set out in Table 2 at paragraph 48, be noted.

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

92. Financial Strategy 2022/23 to 2026/27

[See also under Part B]

The Chief Finance Officer presented a report which asked Executive to recommend to Council the financial strategy for 2022/23 to 2026/27, including detailed revenue budget proposals for 2022/23. The report also sought Executive approval for increases to the council tax premium for empty properties and to social housing rents, as a result of changes in government policy.

The strategy would deliver a balanced budget for 2022/23, with savings proposals totalling £6.4m. Overall, £16.135m additional revenue funding would be added to the budget to meet continuing pressures on adult social care and children's services, support the council's response to the Covid-19 pandemic and maintain progress on the objectives of the Council Plan. The proposals were predicated on a basic council tax increase of 1.99% in 2021/22, plus an additional increase of 1% in line with the government's social care precept. The net revenue budget of £135.384m would be funded by council tax income of £102.043m and retained business rates of £33.341m

The report included statutory advice from the s151 Officer, at paragraphs 245-269. A summary of the budget expenditure and savings proposals was provided in Annexes 1 and 2, with HRA growth and savings proposals in Annexes 6 and 7. Results of consultation with residents and businesses were detailed in Annex 4.

The Chair commented on the major financial pressures faced by councils across the country and efforts to seek more funding from government. Against this background, the budget sought to stabilise the council's financial position and provide extra support to vulnerable people.

Resolved: (i) That the charge of a 300% premium on Council Tax for properties empty for over 10 years, as described in paragraph 130 of the report, be approved.

(ii) That approval be given to apply the average rent increase of 4.1%, based on national formulas linked to RPI and CPI, to all rents for 2022/23, with the exception of shared ownership tenants, as described in paragraphs 188 and 190.

(iii) That approval be given to apply the average rent increase of 5.4%, based on national formulas linked to RPI and CPI, to shared ownership tenants that have held an equity share in their property for more than 12 months as at 1 April 2022, on the portion of the property owned by City of York Council, as described in paragraph 191.

Reason: To ensure the ongoing financial stability of the HRA and allow work to continue on improving the quality of the council's affordable housing.

Part B - Matters Referred to Council

93. Capital Programme 2021/22 Monitor 3

[See also under Part A]

The Chief Finance Officer presented a report which set out the projected out-turn position on the council's capital programme for 2021/22, including any over or under-spends, along with requests to re-profile budgets to and from current and future years.

A decrease of £15.678m was reported on the approved capital budget, resulting in a revised programme of £127.584m, funded from £41.946m external and £85.638m internal funding. Variances in each portfolio area were outlined in Table 1 at paragraph 6 of the report, and detailed in paragraphs 7-47. The effect of the revisions was shown in Table 2, at paragraph 48.

Officers confirmed that there were no major issues to report and there continued to be a significant level of investment in the programme.

Recommended: That Council approve the adjustments resulting in a decrease of £15.678m in the

2021/22 budget, as detailed in the report and contained in Annex A.

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

94. Financial Strategy 2022/23 to 2026/27

[See also under Part A]

The Chief Finance Officer presented a report which asked Executive to recommend to Council the financial strategy for 2022/23 to 2026/27, including detailed revenue budget proposals for 2022/23. The report also sought Executive approval for increases to the council tax premium for empty properties and to social housing rents, as a result of changes in government policy.

The strategy would deliver a balanced budget for 2022/23, with savings proposals totalling £6.4m. Overall, £16.135m additional revenue funding would be added to the budget to meet continuing pressures on adult social care and children's services, support the council's response to the Covid-19 pandemic and maintain progress on the objectives of the Council Plan. The proposals were predicated on a basic council tax increase of 1.99% in 2021/22, plus an additional increase of 1% in line with the government's social care precept. The net revenue budget of £135.384m would be funded by council tax income of £102.043m and retained business rates of £33.341m

The report included statutory advice from the s151 Officer, at paragraphs 245-269. A summary of the budget expenditure and savings proposals was provided in Annexes 1 and 2, with HRA growth and savings proposals in Annexes 6 and 7. Results of consultation with residents and businesses were detailed in Annex 4.

The Chair commented on the major financial pressures faced by councils across the country and efforts to seek more funding from government. Against this background, the budget sought to stabilise the council's financial position and provide extra support to vulnerable people.

Recommended: That Council approve the budget proposals outlined in the report and annexes; in particular:

- a) The net revenue expenditure requirement of £135.384m;
- b) A council tax requirement of £102.043m;
- c) The revenue growth proposals as outlined in the body of the report;
- d) The 2022/23 revenue savings proposals as outlined in Annex 2;
- e) The fees and charges proposals as outlined in Annex 3;
- f) The consultation feedback as set out in Annex 4;
- g) The Housing Revenue Account (HRA) savings proposals set out in Annex 6 and the HRA 2022/23 budget set out in Annex 7;
- h) The dedicated schools grant proposals outlined from paragraph 194;
- i) The use of £650k New Homes Bonus to fund one-off investment, as outlined in paragraph 118.

Reason: To ensure that a legally balanced budget is set.

95. Capital Budget 2022/23 to 2026/27

The Chief Finance Officer presented a report which set out the Capital Strategy for 2022/23 to 2026/27; in particular, proposals to prioritise investment in the economy, housing and transport and to invest to save.

The council's main focus was to build back better from the pandemic. The scheme outlined in the report continued the transformational programme to drive regeneration and accelerate the city's economic recovery. It included £70.176m of new investment over the 5-year period, of which £22.475m was externally funded, £10.090m was met from the Housing Revenue Account (HRA) and £37.611 would be funded by the council. A summary of the new proposals was provided in Table 2 at paragraph 13 of the report, with further details in the following paragraphs and in Annex A. The full re-stated programme for the 5-year period was detailed in Annex B

Members welcomed the proposals and commented on schemes within their individual portfolio areas, highlighting in particular investment in major schemes such as York Central, as well as in highway maintenance, housing stock and libraries.

- Recommended: (i) That Council agree the revised capital programme of **£459.625m**, reflecting a net overall increase of **£70.176m** (as set out in Table 2 at paragraph 13 of the report and in Annex A), key elements of which include:
- a) New schemes funded by prudential borrowing totalling £1.9m, as set out in Table 3;
 - b) New schemes funded by a combination of prudential borrowing and external funds totalling £16.300m, as set out in Table 4;
 - c) Extension of prudential borrowing funded Rolling Programme schemes totalling £31.411m, as set out in Table 5;
 - d) Extension of externally funded Rolling Programme schemes totalling £10.475m, as set out in Table 8; and
 - e) An increase in HRA-funded schemes totalling £10.090m, funded from a combination of HRA balances and Right to Buy receipts, as set out in Table 9.
- (ii) That Council note that the total increase in council borrowing as a result of new schemes being recommended for approval is £37.611m, the details of which (schemes) are considered within this report and the financial strategy report.
- (iii) That Council approve the full re-stated programme totalling **£459.625m**, covering financial years 2022/23 to 2026/27, as set out in Table 13 at paragraph 72 of the report, and in Annex B.

Reason: In accordance with the statutory requirement to set a capital budget for the forthcoming financial year.

96. Capital Financing and Investment Strategy

The Chief Finance Officer presented a report which asked Executive to recommend the capital and investment strategy to Council for approval, in accordance with the Prudential Code 2017.

The strategy, attached as Annex A to the report, set out the council's approach to business case development and risk. It remained unchanged from the previous year.

It was noted that the revised Prudential Code published by CIPFA on 20 December 2021 could have an impact on future reports; Members would be updated on the effects of this.

Recommended: That Council approve the capital and investment strategy at Annex A to the report.

Reason: To meet the statutory obligation to comply with the Prudential Code 2017.

97. Treasury Management Strategy Statement and Prudential Indicators for 2022/23 to 2026/27

The Chief Finance Officer presented a report which asked Executive to recommend to Council the treasury management strategy and prudential indicators for the 2022/23 financial year.

The report covered the council's capital plans (including prudential indicators), the minimum revenue provision policy, the treasury management strategy and the annual investment strategy.

Officers confirmed that there were no significant changes to note. The report would be considered by Audit & Governance Committee at their meeting in March.

Recommended: That Council approve:

- a) The proposed treasury management strategy for 2022/23, including the annual investment strategy and the minimum revenue provision policy statement;
- b) The prudential indicators for 2022/23 to 2026/27 in the main body of the report;

- c) The specified and non-specified investments schedule at Annex B; and
- d) The scheme of delegation and the role of the section 151 officer, in Annex D.

Reason: To enable the continued effective operation of the treasury management function and to ensure that all council borrowing is prudent, affordable and sustainable.

Cllr K Aspden, Chair

[The meeting started at 5.31 pm and finished at 6.11 pm].

Forward Plan: Executive Meeting: 1 March 2022

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 21 April 2022

Title and Description	Author	Portfolio Holder
<p>Enhanced Partnership for Buses Purpose of Report To request approval for the York Enhanced Partnership Plan and Scheme, a binding statutory partnership agreement between the council and bus operators which will:</p> <ul style="list-style-type: none"> - replace the existing voluntary York Quality Bus Partnership; - act as the delivery scheme for the council’s Bus Service Improvement Plan; and - enable the council and York’s local bus operators to continue to receive central government grant funding for bus services beyond March 2022. <p>Executive will be asked to: approve the final text of the York Enhanced Partnership Plan and Scheme, enabling it to take legal effect from 31 March 2022.</p>	<p align="center">Sam Fryers</p>	<p align="center">Executive Member for Transport</p>
<p>Review of the “Controlling the Concentration of Houses in Multiple Occupation” Supplementary Planning Document 2012 (revised 2014) in response to the Council Motion of December 2021 Purpose of Report To respond to the Motion from full Council in December 2021 to review the “Controlling the Concentration of Houses in Multiple Occupation” Draft Supplementary Planning Document 2012 (revised 2014) which is used to determine planning permissions for HMOs through the Article 4 Direction which came into force on 20 April 2012. The Council Motion asked Executive to consider halving the acceptable percentage thresholds to 10% at ‘Neighbourhood level’ and 5% at ‘Street Level’.</p> <p>Executive will be asked to: determine the council’s policy framework on controlling Houses in Multiple Occupation (HMOs) for consideration as part of the Council’s Local Plan.</p>	<p align="center">Sara Dilmamode / Tracey Carter</p>	<p align="center">Executive Member for Economy and Strategic Planning</p>

Title and Description	Author	Portfolio Holder
<p>Acomb Front Street</p> <p>Purpose of Report To set out the work undertaken to date to consider improvement opportunities for Acomb Front Street, including the public engagement outcomes, the investment committed to date, and the proposed ideas and next steps in delivery. Executive will be asked to:-</p> <ul style="list-style-type: none"> - Consider the outcomes of the public engagement and emerging ideas on how to improve the public realm. - Review the short and long term proposals for improvements to Front Street and the funding available to deliver these. 	<p>Andy Kerr / Penny Nicholson</p>	<p>Executive Member for Economy and Strategic Planning / Executive Member for Finance and Performance</p>
<p>York as a World Heritage Site</p> <p>Purpose of Report To consider potential application for York to become designated as a UNESCO World Heritage Site. Executive will be asked to:</p> <ul style="list-style-type: none"> • Accept the recommendation of the York World Heritage Steering Group (YWHSG) report that York should make a bid for World Heritage status; • Commit City of York Council, together with YWHSG, to ask the Department for Digital, Culture, Media and Sport to consider an application from York for admittance to the UK Tentative List of World Heritage Sites; • Work with YWHSG to take the bid project forward to Stage 2, including forming a broad-based public and private partnership to take forward the required work. 	<p>Charlie Croft</p>	<p>Executive Member for Culture, Leisure and Communities</p>

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 19 May 2022

Title and Description	Author	Portfolio Holder
<p>Results of the consultation on additional licensing for Houses in Multiple Occupation (HMO)</p> <p>Purpose of Report To provide an update on the city-wide, statutory consultation undertaken in 2021 on the potential designation of targeted Additional Licensing Scheme for HMOs with 3 or 4 occupants within the wards of Hull Road, Guildhall, Clifton, Fishergate, Heworth, Micklegate, Osbaldwick & Derwent, and Fulford & Heslington and set forward options to determine whether to designate an additional licensing scheme.</p> <p>Executive will be asked to: determine whether to designate an additional HMO licensing scheme.</p>	<p>Ruth Abbott / Michael Jones</p>	<p>Executive Member for Housing & Safer Neighbourhoods</p>

Table 3: Items Slipped on the Forward Plan - none

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Executive**17 March 2022**

Report of the Director of Housing, Economy & Regeneration

Portfolio Holder for Finance and Performance and the Portfolio Holder for Housing and Community Safety

Housing Delivery Programme Update - Delivering Affordable Housing on Council Land

Introduction

1. This report provides an update on the progress of the Housing Delivery Programme (HDP), seeks permission to proceed to construction on the Duncombe Barracks and Burnholme sites with an increased proportion of affordable housing, to deliver further affordable homes through the Second Hand Shared Ownership Programme, and puts forward proposals for the disposal of 17-21 Piccadilly for affordable housing.

Recommendations

2. Executive are asked to agree :-
 - a) To enter into a construction contract with Caddicks as preferred supplier for development of the Duncombe Barracks and Burnholme sites
 - b) To recommend to full council an increase of the budget of £2,614k for the scheme at Burnholme and £2,148k for the scheme at Duncombe Barracks.
 - c) To recommend to Full Council increased HRA borrowing of £2,570k for the scheme at Burnholme and £832k for the scheme at Duncombe Barracks.
 - d) To apply for further Homes England Shared Ownership grant funding for development of the Duncombe Barracks and Burnholme sites
 - e) To increase the level of affordable housing on the Duncombe Barracks and Burnholme sites to 60% in line with the revised business case in confidential Annex 2
 - f) To agree to re-procure multidisciplinary design services for all future Housing Delivery Programme sites.
 - g) To apply to Homes England to extend the second hand shared ownership programme by a further 15 homes to support families into

shared ownership via this route and if funding is forthcoming to agree a net HRA capital budget of £720k for the delivery of these schemes to be funded from the Local Authority Homes (Phase 2) budget.

- h) To reaffirm the future use of the former Askham Bar Park and Ride site for housing and to ask officers to undertake further work to explore different options for delivering a scheme on the site that would deliver a minimum 40% of affordable housing and deliver zero carbon development, with potential for delivering other community facilities.
- i) To extend the current lease of the former Askham Bar Park and Ride site if this is needed for a continued use as a Vaccination Centre until the site is ready for housing development
- j) To dispose of land at 17-21 Piccadilly by way of a 999 year lease for a affordable housing scheme
- k) To delegate to the Executive member for Housing and Community Safety and the Executive Member for Finance and Performance the finalisation of the procurement evaluation model to select a buyer.
- l) To grant Spark:York a further lease of the site at 17-21 Piccadilly until the site is ready for development and to delegate to the Director of Housing Economy & Regeneration to finalise the terms of this lease in line with the proposals set out in this report.

Background

Housing Delivery Programme

- 3. The Housing Delivery Programme (HDP) is set to deliver 600 sustainable homes. These homes will be sustainable with the majority of the sites being developed as Passivhaus zero carbon in-use housing with a minimum of 40% affordable homes. Lowfield Green is in construction, with 60 homes now occupied and the remaining 80 homes to be complete and occupied by the end of the year. Values of the market sale homes for the final stage are expected to rise significantly given the growth in house prices over the past 12 months. It is expected that the increased sales revenues will offset any increase in construction costs relating to the sewer diversion and the impact of covid.

Burnhome and Duncombe Barracks

- 4. Burnholme and Duncombe Barracks sites were granted planning permission in 2021 for 112 timber framed Passivhaus homes which will be zero carbon in use, utilising air source heat pumps and solar PV to provide the annual energy demand for each home. In January the council concluded the construction procurement and Caddick Construction have been selected as a preferred bidder whilst a cost

review is undertaken and should CYC receive approval to continue, they will be formally awarded preferred bidder status. Caddick are a strong, local contractor who submitted a well thought-out and detailed tender and have an excellent reputation for quality.

5. The financial business cases for both Duncombe Barracks and Burnholme were presented to Executive for agreement in October 2020 and a total design & construction budget of £32.1m was approved. However, in the period between the approval of the Business Case in October 2020 and the return of tenders in January 2022, the UK construction market has seen extremely high levels of inflation, largely due to material shortages as a result of the pandemic and brexit. This impact has been felt across the construction sector with some elements, such as timber, experiencing inflationary increases upwards of 20%. Our budgeted allowance for inflation was lower than experienced over the past 18 months, therefore the tender returns exceed the previously agreed construction budgets. Projections are that inflation will not decrease in the foreseeable future. The revised overall design and construction budget for both Duncombe and Burnholme is £37.695m, an uplift of £4.762m across both projects.
6. Over the same period, the housing market has also seen a prolonged period of rising house prices. This has meant that whilst costs of construction have increased for both projects, this has largely been offset by the increase in projected sales values across the two sites.
7. Despite challenges around global increases in construction costs, the Housing Delivery Team have been proactively working to identify opportunities to increase the amount of affordable housing on these two projects. This would help a larger number of families to purchase a home which they wouldn't be able to afford on the open market. Positive partnership discussions have taken place with Homes England and it is proposed that a grant application be submitted to increase the affordable housing offer to over 60% (average 61.6% affordable housing across both sites). This will total 69 new council and shared ownership homes, adding to the 56 currently being delivered at Lowfield. Given the great demand experienced for the shared ownership homes at Lowfield Green, alongside the continuing demand for the second hand shared ownership programme, it is proposed to change the tenure of 23 homes that were previously earmarked for open market sale into shared ownership. The additional shared ownership homes are a mix of one bedroom apartments and two and three bedroom houses, these will provide the best opportunity for first time buyers to get onto the property ladder or for people to downsize or form a new household later in life. Delivering the additional affordable

homes is dependent on support from Homes England and a grant bid is being prepared subject to Executive approval.

8. The net HRA investment (excluding Right to Buy Receipts) for 60% affordable housing would increase by £3.402m to £11.648m for an additional 23 homes meaning a cost of £148k per additional affordable net zero carbon Passivhaus home. Details are provided in the financial implications as well as a business case provided in the confidential Annex 2.
9. Whilst this approach requires additional up front HRA funding, the projects perform better financially in the long term, providing a better revenue stream to the Council over a 35 year period. Both sites would provide an increased affordable housing offer of 60% which is three times planning policy level. 20% of the homes on both sites would be social rented properties to increase HRA stock and affordable rented properties with a further 40% of properties being shared ownership which provides an affordable route to home ownership for many who would not be able to afford to buy a home on the open market in York. Modelling of the affordability of shared ownership homes on both sites is set out in annex 3.
10. It is important that opportunities are taken through our delivery of innovative zero carbon houses to add value in respect of green skills. Within the draft construction contract, Caddicks have committed to a set of social outputs that will benefit the local economy including the creation of 30 jobs, 22 work placements and a programme of training and development with events targeted to 14-19 year olds, training on site through apprenticeships and traineeships and undertaking of higher qualifications for new entrants and existing staff. The contractor will work with York College, York Apprenticeship Hub (CITB Apprenticeships), and Job Centre Plus to maximise local recruitment and benefit York's labour market. There will be a focus on 'Green Skills' in the supply chain with participation in the local construction industry skills forums, engagement with local trades and construction SMEs and creating construction training content with local further education and higher education providers. Caddicks target is to source 70% of their subcontractors and suppliers within 30 miles of the site.

Other Sites

11. Application for planning permission to develop the Ordnance Lane site is currently in the planning determination system with an expected decision in April 2022. Willow House and York Central sites are in the design and feasibility stages.

12. In 2019 the council appointed Mikhail Riches as architects for the delivery of the Housing Delivery Programme. After developing proposals for 4 sites this contract has now reached its maximum value and in order to proceed with work on further sites, a further procurement needs to be initiated. Executive are asked to agree to the commencement of a re-procurement of architects services for all future sites.
13. A decision was made to utilise Woolnough House as accommodation for adults with learning difficulties. The former Manor School site is in abeyance until there is greater clarity around the larger neighbouring ABF site and the installation of the spine road access through the site. The former Clifton Without School site has recently been approved for a library hub alongside disposal of part of the site for delivery of affordable housing by a registered provider partner.
14. Executive have recently agreed a number of disposals listed at a-j below that will enable other registered providers, self-builders and community housing groups to use council land to create around 150 affordable homes. Many of these homes will meet the strict definition of affordable housing set out in planning policy, others will provide affordable housing solutions for a range of families who cannot afford to purchase a house which meets their needs on the open market.
 - a. 6 Self Build plots at Lowfield
 - b. 19 home community housing project at Lowfield
 - c. Disposal of 8 small HRA land assets around the city for self-builders
 - d. 5 self-build homes as part of the Burnholme development
 - e. The disposal of land on Sturdee Grove to Joseph Rowntree Housing Trust for 8 affordable homes
 - f. Former Tang Hall Library site disposal for community housing for families with profoundly disabled children/young adults
 - g. Morrell House site disposal for community housing
 - h. 65 homes purchased on the open market and converted to shared ownership homes for those in housing need
 - i. For the former Clifton Without Junior School site to be developed as a library hub with a part of the site to be disposed of for affordable housing

- j. In May 2017 the council secured £2.76m of Homes England Second Hand Shared Ownership funding for the purchase of 65 market homes to be part-sold to private individuals to enable them to become home owners. The scheme has been hugely successful with 65 owners purchasing an average of 59% of their properties. Executive are asked to agree to apply to Homes England to extend the second hand shared ownership programme by a further 15 homes to support a total of 80 families into shared ownership via this route. If grant funding is forthcoming, Executive are asked to agree a net HRA capital budget of £720k to be funded from the Local Authority Homes (Phase 2) budget.

Former Askham Bar Park and Ride site

15. This 3.8 acre site is a draft housing allocation in the local plan for 60 homes. It sits in a sustainable location close to a number of services and facilities and the site already has utility connections and vehicular access, adjacent to a large retail site and recent housing developments. However the site is not straight forward to develop. Under the middle of the site runs a large sewer, to the west is the east coast mainline, and pedestrian and cycle access off Moor Lane is difficult due to a steep embankment.
16. The site is currently leased to Nimbuscare Ltd as York's primary Covid vaccination centre. This use will continue well into next year. The contractual term of their current lease will expire on 24th September 2022 though there is a possibility that this may need to be temporarily extended. The site therefore is unlikely to be available for development for at least 20 months. Nimbus Care have been made aware that the site is committed for housing in the local plan.
17. The HDP is funded from the Housing Revenue Account. This funding stream is subject to constraints in the amount of borrowing that can take place at one time. It is therefore unlikely that the programme will have the capacity to take forward Askham Bar for another 3 years.
18. Members are asked to reaffirm the future use of the site for housing and to ask officers to undertake further work to explore different options for delivering a scheme on the site that would deliver a minimum of 40% affordable housing and deliver a zero carbon in-use development, with the potential for delivering other community uses alongside this.

17-21 Piccadilly

19. 17-21 Piccadilly (Annex 1) is the site of the former Reynard's Garage and is now the site of the hugely successful Spark:York, a temporary

pop-up container development hosting many small, local, retail, food and drink businesses.

20. The site is a part of the Castle Gateway scheme and in 2020 Executive asked officers to consider whether the site should be developed by the council as part of the Castle Gateway or disposed of.
21. The site is narrow and in close proximity to residential buildings, including residential accommodation above commercial spaces on Walmgate. It is in a prime city centre location and stands to take advantage of the recent refurbishment and new build developments on Piccadilly. A Planning Statement from September 2013 sets out a concise urban analysis which refers to the strong urban grain of Piccadilly and the relationship of views from Parliament Street.
22. A further report will be brought back to Executive in spring 2022 detailing progress with the delivery of the Castle Gateway scheme but 17-21 Piccadilly is not central to that vision and in the Executive report in 2020 officers were asked to bring back further analysis of options for the site that would be complimentary to and support the delivery of the agreed masterplan.
23. The masterplan for this site suggested a mixed development with active ground floor uses, most likely commercial space with housing above.

Options

24. There are 3 potential options

Option 1 - To dispose of the Site without restricting/limiting the permitted use in order to achieve the maximum market value

Option 2 - To dispose of the Site for mixed use but specify high levels of mixed tenure affordable housing to increase the level of affordable housing in the city centre

Option 3 – Council deliver a mixed scheme as part of the Castle Gateway Project

Option 1 - To dispose of the Site without restricting/limiting the permitted use **in order to achieve the maximum market value**

25. An independent valuation has indicated that the site is worth in the region of £900k to £1.04m if sold unencumbered, without restricting or limiting the permitted use. The site has been previously marketed for sale but this was terminated when the site was identified as part of the Castle Gateway masterplan as a potential commercial or residential

development. The highest offers made were for hotels but the site is marginally too small for most hotel operators and this would eventually be a barrier to this use type. It is more likely that maximum value will be achieved through private residential development potentially with commercial uses at ground floor or for student accommodation.

26. Residential developers would be required through the planning process to provide 20% affordable housing or an off-site commuted sum.
27. If the site were sold unencumbered the council would have no control over of what gets delivered/developed on the site but it would maximise the level of capital receipt and may result in either additional commercial space or an increase in housing stock in the city but would most likely deliver a lower level of affordable housing or an off-site commuted sum through the planning process.

Option 2 - To dispose of the Site for housing to increase the level of affordable housing

28. Land availability remains the biggest barrier to delivering more affordable housing in the city and the appetite from registered providers and charitable organisations to build more affordable housing in York is strong. A city centre site would be more likely to appeal to certain registered providers who are used to undertaking urban development and in particular may be of interest to specialist providers offering intermediate rental products like affordable rent. Conversations with housing providers in the city clearly indicate that should the council seek to dispose of any site for the purposes of affordable housing, that there would be strong interest.
29. This would deliver on the January Executive decision to work with other providers to secure affordable housing on council land in addition to the creation of new affordable housing from our own Housing Delivery Programme.
30. This approach could deliver a 100% affordable housing scheme which is likely to incorporate a range of affordable tenures including social rent, affordable rent (which is higher rent than the social rent) or some forms of low cost home ownership tenure including shared ownership. These tenures will appeal to key workers who would strongly benefit from good access to the city centre. This approach will deliver a healthy capital receipt to the council but it is likely that this will not be the highest commercial value that could be achieved on the site. Estimated value of land for 100% affordable housing with a mixture of tenures is £500k (subject to formal valuation).

31. The option would meet the objective of increasing the supply of sustainable, affordable housing without requiring any CYC investment. It would generate a capital receipt and the opportunity to purchase would be well received by housing partners interested in investing in affordable housing in the city. If CYC wish to prescribe an affordable housing scheme then this would need to be undertaken as a compliant procurement exercise, advertising the opportunity to providers of affordable housing, setting out scheme parameters and identifying evaluation criteria for capital receipt value and tenure mix. Consideration of the sustainability standards of the scheme proposals also needs to be built into the evaluation model. It is recommended that the site be disposed of by granting a 999 year lease rather than a freehold disposal (as it is somewhat easier to enforce covenants restricting use in perpetuity contained in a lease than in a freehold transfer deed).

Option 3 – Council Deliver a mixed scheme as part of the Castle Gateway Project

32. If the site at 17-21 Piccadilly is developed by the Council itself within the Castle Gateway project it may be able to generate a commercial profit to contribute to the delivery of the Castle Gateway masterplan. However the site has some constraints and is unlikely to deliver a large developer gain on top of land value. It would increase the peak borrowing level for the project during development and carries the usual commercial risks.
33. The masterplan proposals for 17-21 Piccadilly are for up to 25 apartments built over ground floor commercial spaces for small independent businesses. No detailed design work has been undertaken due to the focus being on Castle Mills and St George's Field planning applications. Whilst 17-21 Piccadilly does have an important role to play in the redevelopment and regeneration of Piccadilly it doesn't contain any of the fundamental elements of the masterplan.
34. If the council were to develop the site it would control delivery, quality and land use and could realise an anticipated developer profit of c£1.48m. However, as with Castle Mills, this would require the council to undertake the short term borrowing (circa £5-6m) and the developer risk in a challenging construction market.

Conclusion

35. Option 2 generates a capital receipt but delivers much needed affordable housing in the heart of the city without any development risk or associated borrowing. It is therefore recommended that Executive

agree to dispose of the land for a mixed tenure affordable housing scheme with the agreement of the procurement evaluation model to be delegated to the Executive member for Housing and Community Safety and the Executive Member for Finance and Performance.

Spark:York Lease

36. The lease of the site at 17-21 Piccadilly to Spark was extended last year for a further year as the site was not ready for redevelopment and Covid had interrupted the business plan for most of the small enterprises located there. This lease expires at the end of March 2022. A further extension to the lease has been requested by Spark who wish to continue to trade off the back of a success which has seen the facility fully occupied and is very popular with independent traders and start-ups.
37. In all of the future development options for the site, the process of procurement, disposal and planning is anticipated to take at least eighteen months before the site is needed for development and it is not desirable to have the site empty for any length of time. Spark:York has provided a footfall driver and has increased economic activity in the immediate area and across the city centre as well as helping numerous local small businesses to grow and thrive with a number of Spark businesses having expanded and relocated to permanent premises in the city.
38. Whilst there have been some problems with securing planning permissions and instances of noise nuisance to immediate neighbours after 9pm, Spark York has become a broadly well-loved and well used contributor to city centre vitality and a time-limited extension to the lease will provide a longer window of opportunity to find an alternative location for the scheme.
39. It is therefore proposed to grant Spark a further lease of the site for a term of 2 years and 7 months from 1st April 2022. This will be subject to a landlord break option, entitling the council to exercise a break after 7 months of the new agreement, with a further 12 month's notice. The earliest date by which the lease could be terminated would therefore be 1st November 2023. This will afford the council flexibility to gain vacant possession of the site when needed, given the anticipated timescale to get the site ready for development. In order to provide Spark with assurance that trading during the more profitable summer months will not be effected, the break date would not be able to be exercised in the summer period.
40. Spark have previously reported trading losses and therefore no payments had been due to CYC as part of the profit sharing

mechanism within the lease prior to the pandemic. As Covid commenced, Spark were in the process of agreeing the previous lease extension but did not sign the lease and were therefore operating under a tenancy at will which did not trigger the previous profit share mechanism, given a tenancy at will is a temporary, flexible day to day legal occupancy agreement. In the 1st year of Covid, Spark continued to operate but focussed upon working with their traders to provide home delivery services which proved popular during lockdown. In that year they made a profit which would have given rise to a profit share of c£25k for the Council, on top of the base rent of £13,333pa paid. In the 2nd year of Covid (ending March 2022) whilst accounts need to be finalised, Spark anticipate making a further profit which should see the Council due a further £15k on top of its £13,333pa base rent.

41. It is proposed that the granting of a further lease is predicated upon Spark agreeing to meet the previously negotiated profit share for the period when they occupied the site under the tenancy at will as a good faith commitment to the commercial relationship between the 2 parties. This will see a one off additional payment of c. £25k payable to the Council. In return for being granted a further lease, Spark have further agreed that the rental payable will be the greater of (i) a revised base rent of £25k or (ii) £13,333 plus 30% of profits. This will give rise to a substantial increase in the minimum rent (which is currently calculated on the basis of £13,333 plus 30% of profits). All other terms within the current lease to Spark shall remain “as is” within a new lease which require Spark to comply with all planning and statutory regulations.

Implications

42. The increased costs and values of the schemes at Burnholme and Duncombe Barracks will impact the funding and budgets of the Housing Delivery Programme. These are considered below:

43. Burnholme

The revised costs and proposed funding for the Burnholme Scheme is shown below compared to the latest budget approvals for the scheme.

	Current £'000	Budget (Oct 2020) £'000	Diff £'000
Land	3,000	3,000	0
Construction	26,034	23,420	2,614
Total Expend	29,034	26,420	2,614
Income			
Market Sales	13,195	17,797	-4,602

Self Build Sales	400	0	+400
Shared Ownership Equity Sales	4,234	1,784	+2,450
Homes England Grant	960	0	+960
Total Income	18,789	19,581	-792
Net HRA (Resources)	10,245	6,839	+3,406
Of which RTB's	2,258	1,422	+836
Net HRA investment	7,987	5,417	+2,570

The level of Market Sales has reduced by £4.6m as the mix of the development has reduced from 53 properties for sale to 30 properties for sale. The average market sale price has increased from £336k to £444k per property. There are a further 16 Shared Ownership properties resulting in an increase in equity sales. The shared ownership properties do provide the HRA an ongoing revenue stream as property owners pay a rental linked to the outstanding equity on the property. This additional income offsets the cost of the additional borrowing. The extension of shared ownership is viable due to the assumed Homes England Grant.

There are further metrics of the development summarised in confidential annex 2. They show that whilst the HRA borrowing costs for the development have increased by £2.6m and estimated interest costs of £74k per annum, the revenue from shared ownership has increased by £100k per annum.

44. Duncombe Barracks

The revised costs and proposed funding are shown below

	Updated £'000	Budget (Oct 2020) £'000	Diff £'000
Land	2,029	2,029	0
Construction	11,661	9,513	+2,148
Total Expend	13,690	11,542	+2,148
Income			
Market Sales	6,720	7,310	-590
Shared Ownership Equity Sales	1,820	694	+1,126
Homes England Grant	480		+480
Total Income	9,020	8,004	+1,016
Balance (HRA Resources)	4,670	3,538	+1,132

Of which RTB's	1,009	709	+300
Net HRA investment	3,661	2,829	+832

The level of Market Sales has reduced by £0.6m as the mix of the development has reduced from 20 properties for sale to 13 properties for sale. The average market sale price has increased from £366k to £517k per property. There are 8 additional Shared Ownership properties resulting in an increase in equity sales additional Homes England Grant is anticipated. The shared ownership properties do provide the HRA with an ongoing revenue stream as property owners pay a rental linked to the outstanding equity on the property. This additional income offsets the cost of the additional borrowing. The extension of shared ownership is viable due to the assumed Homes England Grant.

There are further metrics of the development summarised at confidential annex 2. They show that whilst the HRA borrowing costs at the development have increased by £0.8m and estimated interest costs of £23k per annum the revenue from shared ownership has increased by £46k per annum.

Evaluation of Additional Investment

45. The costs of both schemes have increased as well as the overall assumed market values. It should be recognised that this is high quality product that is being delivered and that comes with higher than average costs. The receipts assumed on the sites for both Market Sales and shared ownership are high which allows costs to be recovered. In the early years the income allows for the interest on borrowing to be repaid however the income will increase annually whilst borrowing costs remain fixed. Sales of additional proportions of shared ownership equity will also provide capital receipts that can be used to repay debt. The two schemes require additional HRA investment totalling £4,538k before use of Right to Buy receipts and £3,420k net of those receipts It is proposed that the additional net investment of £3,420k is funded from additional HRA borrowing.

46. Impact on overall programme

The original Housing Delivery Programme assumed the use of £44.5m of Housing Resources from either land appropriation (which involves a debt adjustment between HRA and General Fund) as well as use of commuted sums and investment reserve. This has been assumed within the latest HRA business plan updated as part of the 2022-23 Financial Strategy (Executive February 7th 2022) and based on 60% of the sites being subject to market sales. To reduce the value of market sales adds upfront costs to the HRA and will slightly reduce funding available for sites assumed

towards the end of the programme but does deliver an increased overall level of affordable housing. This will be updated as part of future business plan updates.

47. Shared Ownership Schemes

The proposal to extend the shared ownership scheme requires £720k HRA funding to support the Homes England Grant. This can be funded from the Local Authority Homes (Phase 2) budget which currently totals £3,503k. This would reduce the budget to £2,783k

48. 17-21 Piccadilly

The site could generate a capital receipt which is required to balance the funding of the capital programme following the purchase of properties including the Coney Street commercial acquisition. There are costs of holding land vacant so the issuing of a further lease to Spark:York provides an income stream to the council whilst minimising these costs.

49. Property

A sewer of significant size runs underneath the middle of the Askham Bar Site. Therefore the land directly above and immediately in the vicinity of such sewer could not be built upon. This (and any other encumbrances/third party rights affecting parts of the Site) may impact upon how values and how feasible it would be to develop housing on the Site

Legal

50. 'Right to Buy' – If the Council disposes of the 17-21 Piccadilly site (whether by freehold transfer or grant of a long lease) to someone who develops housing on the Site and then grants tenancies of the dwellings, the occupiers/tenants would not have the 'right to buy' under the Housing Act 1985 as the Council would not be their landlord. However if the developer/landlord is a housing association then its tenants may have a slightly similar 'right to acquire' under separate legislation that applies to Housing Associations and their tenants.
51. Powers to dispose - The Council has statutory powers to dispose (either by freehold transfer or grant of long lease) of property owned by it. The Council can dispose of General Fund land at less than best consideration/full market value without needing consent from the Secretary of State where both of the following criteria are satisfied:
 - a. The difference between the price obtained and best consideration/full market does not exceed £2 million; and

- b. The Council (reasonably) considers that the purpose of the disposal will contribute to the improvement of the economic, environmental or social well-being of its area.

If both of those criteria were not satisfied in relation to a disposal then specific consent for the disposal would need to be obtained from the Secretary of State.

52. Spark:York Lease – as per Spark’s current lease of the site at 17-21 Piccadilly, the proposed further lease will be excluded from the security of tenure/automatic renewal provisions of the Landlord and Tenant Act 1954.

Procurement

53. If the 17-21 Piccadilly site is disposed of with no stipulation on what is built on site (Option 1) then there are no procurement issues. If the council imposes contractual obligations on the buyer to develop the site in a particular manner within a specified timescale (and restricts the future use of the site) (Option 2) then the developer would need to be procured through a compliant process.

54. Reprocurement of Architect’s Services

The council procured and entered into a framework agreement for the provision of architect services for the Housing Delivery Programme on 5th September 2019. However, the original value of the framework was mistakenly set at £2m. Therefore whilst the existing works will continue, for future works a new procurement exercise must be undertaken in accordance with the relevant legislation.

Risk Management

55. There are a number of financial risks that need to be considered
56. Cost Increases – there has been and continues to be high levels of inflation across the construction industry. These pressure have already impacted upon the overall costs for the scheme. Negotiations have taken place with the preferred bidder for Duncombe Barracks and Burnholme to fix the cost and transfer inflation risk for the project to the contractor to insulate against further construction inflation. A small contingency is also built into the budget to help mitigate other cost pressures.
57. Delays – Whilst contract prices are fixed, delays that are due to the client would lead to increased contract costs. Pre-agreement of highways and drainage designs before construction commencement

will mitigate against other common causes of cost inflation. Significant ground investigation work has also been undertaken but there are 2 existing buildings on the Duncombe Barracks site which have limited this work and a risk of increased costs still exists though these are relatively small areas of the site. Whilst a contingency is included in the overall costs this may not cover all costs

58. Sales Prices – these are reliant on the market. Whilst prices have been increasing ahead of inflation over a number of years, this cannot be guaranteed to continue and could result in reduced revenues which would impact the net cost of the development. Options are available around changing tenures of properties at a later stage to support a viable business case.
59. Demand – there is a risk that when the properties are available for sale there may not be high demand given other economic factors. This could impact prices or the time taken to sell properties
60. External Grants – the shared ownership element of the scheme are viable due to the inclusion of grant from Homes England. Should this not be fully achieved this could lead to the schemes being unviable. Failure to secure sufficient grant would require a revised business case to be brought back before Executive for consideration.
61. Interest Rates – the borrowing costs are based on interest rate levels of 2.75%. Should these increase beyond those levels at the time of borrowing this would impact the scheme viability.
62. Should there be no interest in purchase of 17-21 Piccadilly for affordable housing, a further report will be brought back before Executive to review options.
63. To cover the risk that Spark fail to secure an extension to their planning permission, the lease extension will be conditional upon obtaining permission. Should this be the case, an alternative approach would be outlined in a revised Executive report for future consideration.

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**Report
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Date 8/3/22

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Gerry Allen - Senior Solicitor Property

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Wards Affected: List wards or tick box to indicate all

All

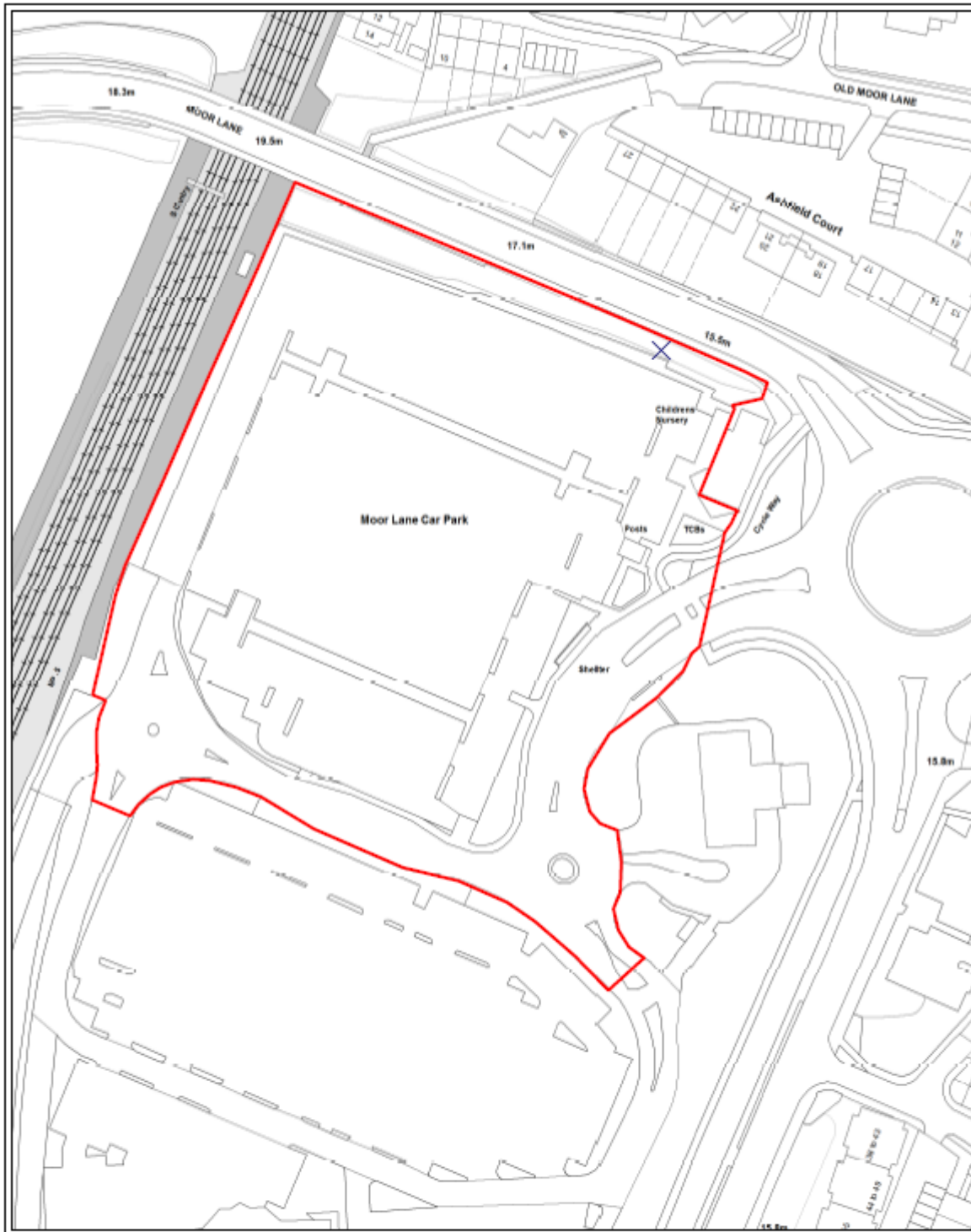
Guildhall
Heworth
Dringhouses and Woodthorpe
Clifton



For further information please contact the author of the report

Annexes

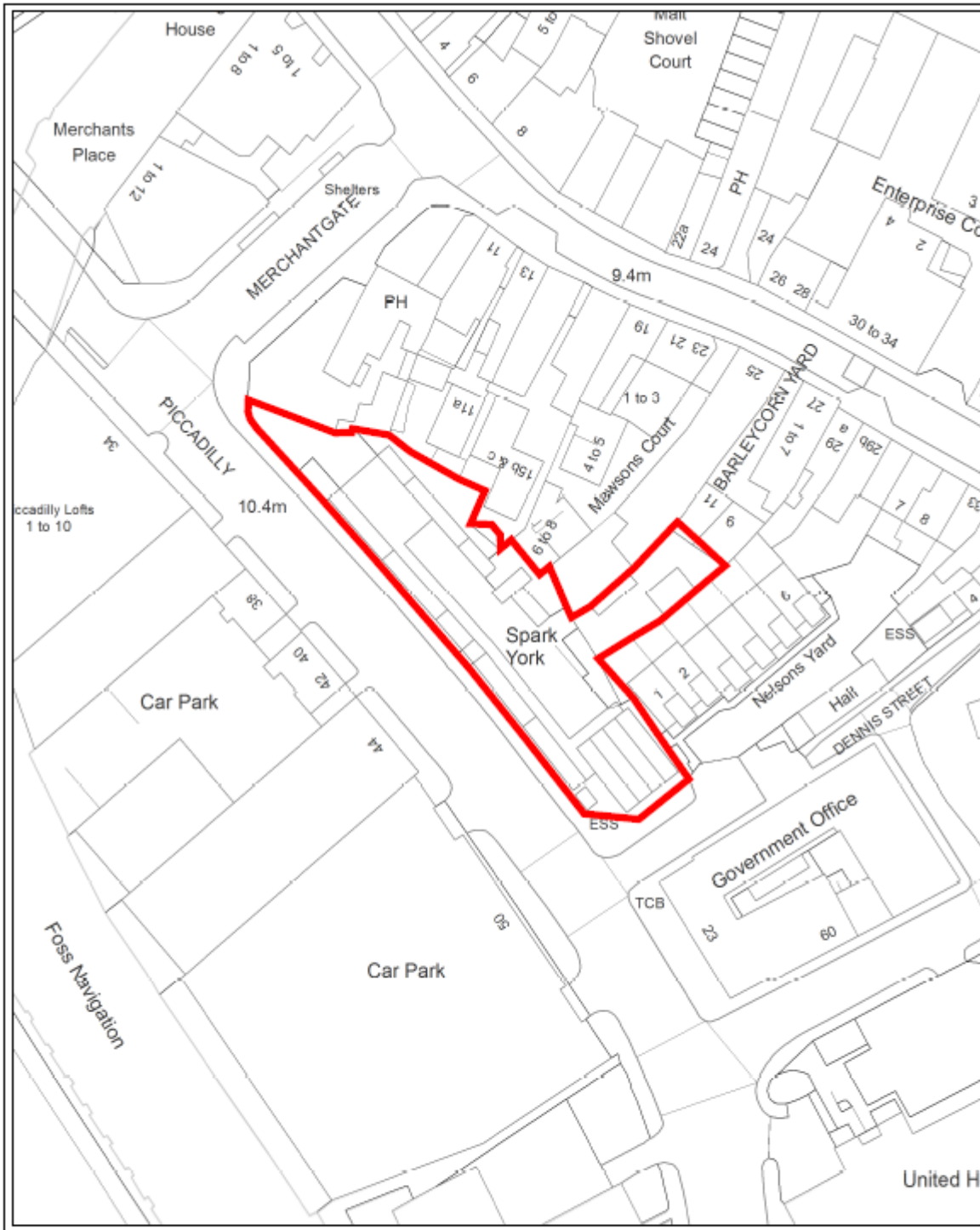
- Annex 1 – Site plans for Burnhome, Duncome Barracks, 17-21 Piccadilly and the former Askham Bar Park and Ride
- Confidential Annex 2 Revised business case for Burnholme and Duncombe Barracks and extension to the 2nd Hand Shared Ownership Programme
- Annex 3 Modelling of shared ownership affordability on Duncome Barracks and Burnholme



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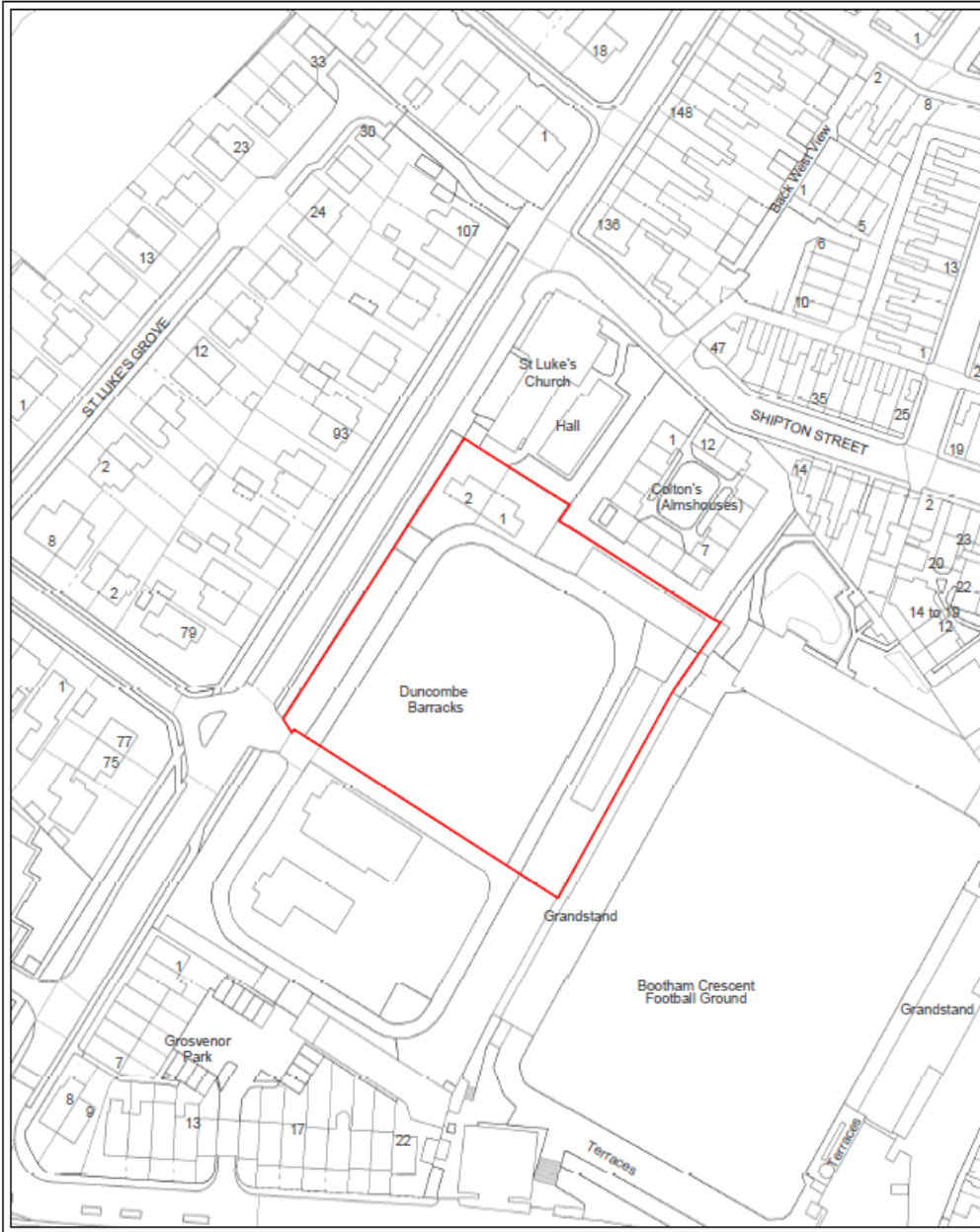


 ASSET & PROPERTY MANAGEMENT	Askham Bar Former Park & Ride Site		
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Site Plan of 17-21 Piccadilly



 CITY OF YORK COUNCIL	<h3>17-21 Piccadilly, York</h3>	
Asset & Property Management	SCALE: 1:750 DRAWN BY: CC DATE: 18/03/2020 Originating Group: Asset & Property Management	Drawing No.
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**Asset & Property
Management**

Duncombe Barracks Site



SCALE 1:1,250

DRAWN BY: KLM

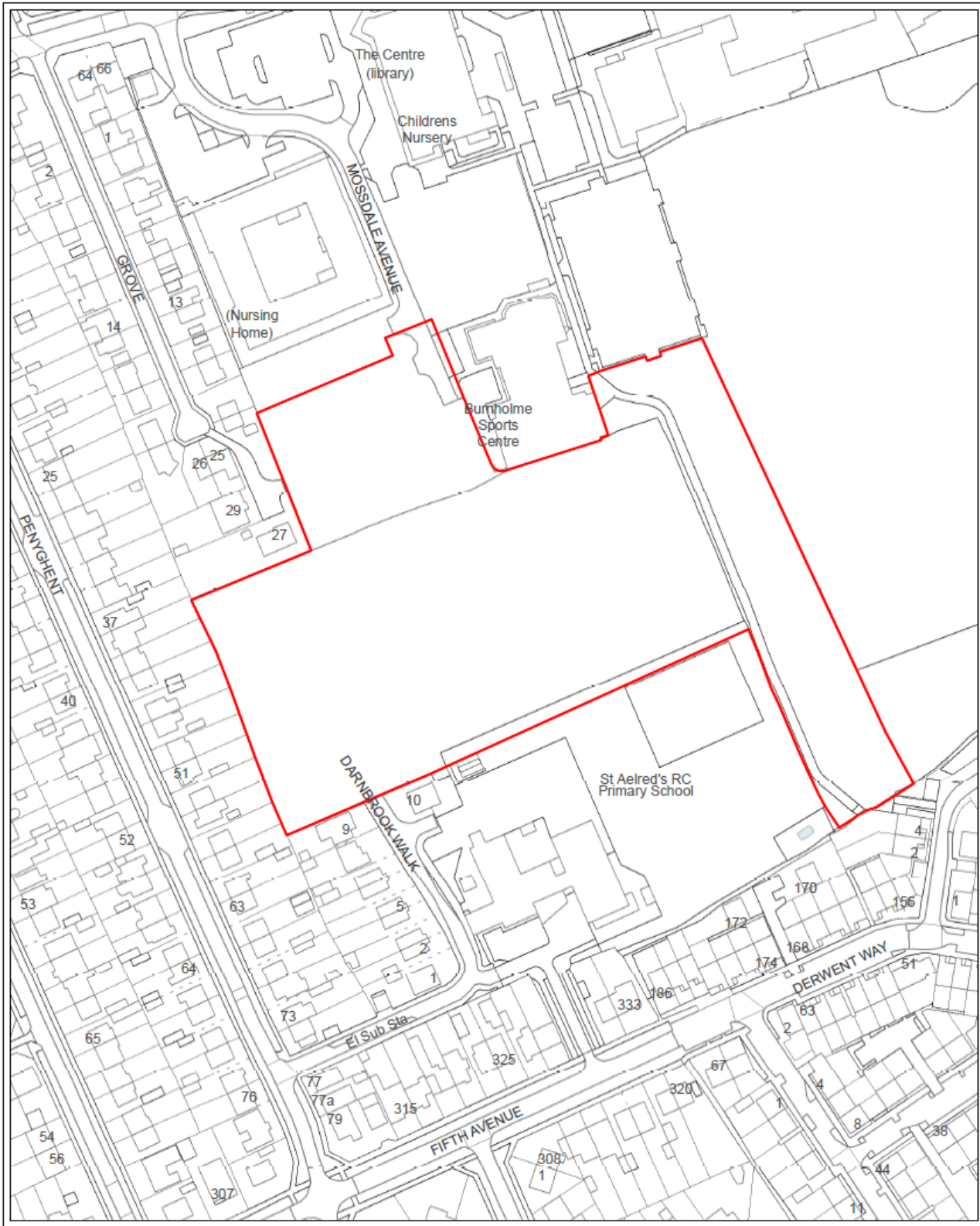
DATE: 07/03/2022

Originating Group:

Asset & Property Management

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Asset & Property Management

Burnholme Housing Site



SCALE 1:1,750
Originating Group:

DRAWN BY: KLM

DATE: 07/03/2022

Asset & Property Management

Drawing No.

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

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ANNEX 3: SHARED OWNERSHIP AFFORDABILITY MODELLING

Burnholme and Duncombe Barracks Shared Ownership affordability modelling

1. Tables one to three below demonstrate the affordability of a range of housetypes available for Shared Ownership across Duncombe and Burnholme.
2. These are modelled on an estimated first tranche sale of 40% and a mortgage term of 35 years. The sales values are based on the latest valuation advice in Jan 2022.
3. Total monthly housing costs meet the Homes England definition of 'affordable' meaning that no more than 35% of a household income can be spent on mortgage and rent. All of the scenarios below meet this definition.

Scenario 1: A typical 1 bedroom (2 person) Passivhaus flat at Burnholme

Total purchase price	£200,000
Buyer contribution	£80,000
Purchase %	40%
Rent 2.75% per month of unsold equity	£275.00
Minimum household income needed	£16,888.89
Lowest deposit needed is 5%	£4,000
Mortgage repayments on 95% with 4.4% interest over a 35 year term	£189.33 per month
Total monthly outgoings	£464.33

Scenario 2: A 2 bedroom (4 person) Passivhaus house at Duncombe Barracks

Total purchase price	£325,000
Buyer contribution	£130,000
Purchase %	40%
Rent 2.75% per month of unsold equity	£446.88
Minimum household income needed	£27,444.44
Lowest deposit needed is 5%	£16,250
Mortgage repayments on 95% with 4.4% interest over a 35 year term	307.67 per month
Total monthly outgoings	£754.54

Scenario 3: A 3 bedroom (5 person) Passivhaus house at Burnholme

Total purchase price	£425,000
Buyer contribution	£170,000
Purchase %	40%
Rent 2.75% per month of unsold equity	£584.38
Minimum household income needed	£35,888.89
lowest deposit needed is 5%	£21,250
mortgage repayments on 95% with 4.4% interest over a 35 year term	£402.33 per month
Total monthly outgoings	£986.71



Executive**17 March 2022**

Report of the Corporate Director of Place
Portfolio of the Executive member for Economy and Strategic Planning

York Minster Precinct Neighbourhood Plan – Examiner’s Report**Summary**

1. The York Minster Precinct Neighbourhood Plan Examiner’s Report is attached at Annex A to this report. Annex B sets out a Decision Statement which includes the Council’s proposed response to the Examiner’s recommended modifications. This report requests that Executive agree the Examiner’s recommendations to enable the Neighbourhood Plan to proceed to Referendum. The report was considered by the Local Plan Working Group on 7th March 2022, and it was agreed to recommend approval to Executive.

Recommendations

2. It is recommended that Executive:
 - i) Agrees the Examiner’s modifications set out at Annex B (Decision Statement) to the York Minster Precinct Neighbourhood Plan and that subject to those modifications the Neighbourhood Plan meets the Basic Conditions and other legislative requirements.

Reason: To allow the Neighbourhood Plan to progress in line with neighbourhood planning legislation.
 - ii) Agrees that the York Minster Precinct Neighbourhood Plan as amended proceeds to a local referendum based on the neighbourhood area and residential properties within the immediate vicinity of the neighbourhood area, to include the

postcodes outlined in Appendix A of the Examiners Report (in Annex A).

Reason: To allow the Neighbourhood Plan to progress in line with neighbourhood planning legislation.

- (iii) Approves the Decision Statement attached at Annex B to be published on the City of York Council's website.

Reason: To allow the Neighbourhood Plan to progress in line with neighbourhood planning legislation.

Background

3. The Localism Act 2011 introduced new powers for community groups to prepare neighbourhood plans for their local areas. The Council has a statutory duty to assist communities in the preparation of Neighbourhood Plans and to take plans through a process of Examination and Referendum. The local authority is required to take decisions at key stages in the process within time limits that apply, as set out in the Neighbourhood Planning (General) Regulations 2012 as amended in 2015 and 2016 ("the Regulations") and within new government guidance in relation to the Covid-19 pandemic.
4. The York Minster Precinct Neighbourhood Plan has been prepared by York Minster Neighbourhood Plan Forum with the support of York Minster and Alan Baxter, and the on-going engagement with the local community and City of York Council. Prior to Examination it has been through the following stages of preparation:
 - Designation as a Neighbourhood Area (14th March 2019)
 - Issues and Options (25th May to 30th June 2019)
 - Draft Plan (17th May to 7th July 2019)
 - Consultation on Pre-Submission Version (Regulation 14) (11th January to 23rd February 2020)
 - Second Pre-Submission Version (Regulation 14) (16th December 2020 to 14th February 2021)
 - Submission to City of York Council (26th April 2021)

- Submission Consultation (Regulation 16) (14th July to 8th September 2021)

5. Following the close of submission consultation and with the consent of the York Minster Precinct Neighbourhood Plan Forum, Mr Andrew Ashcroft BA (Hons) MA, DMS, MRTPI was appointed to undertake an Independent Examination of the Neighbourhood Plan. The purpose of the Examination is to consider whether the Plan complies with various legislative requirements and meets a set of “Basic Conditions” set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990. The Basic Conditions are:
 - i) To have regard to national policies and advice contained in guidance issued by the Secretary of State;
 - ii) To contribute to the achievement of sustainable development;
 - iii) To be in general conformity with the strategic policies contained in the development plan for the area;
 - iv) To not breach, and be otherwise compatible with, EU and European convention on Human Rights obligations; and
 - v) To be in conformity with the Conservation of Habitats and Species Regulations 2017(3).

6. The Examiner can make one of three overall recommendations on the Neighbourhood Plan namely that it can proceed to referendum (i) with modifications; (ii) without modification; or (iii) that the Plan cannot be modified in a way that allows it to meet the Basic Conditions or legal requirements and should not proceed to referendum.

7. Modifications can only be those that the Examiner considers are needed to:
 - a) make the plan conform to the Basic Conditions
 - b) make the plan compatible with the Convention rights
 - c) make the plan comply with definition of a neighbourhood plan and the provisions that can be made by a neighbourhood plan or
 - d) to correct errors.

8. If a recommendation to go to a referendum is made, the Examiner must also recommend whether the area for the referendum should go beyond the Neighbourhood Area, and if so what the extended area should be.
9. The Regulations presume that Neighbourhood Plans will be examined by way of written evidence only, with a requirement for a hearing only in cases where the Examiner feels the only way to properly assess a particular issue is via a discussion with all parties. The Examiner decided that examination by written representations was appropriate in this case and provided his final report on 7th January 2022.
10. Overall, the Report concluded that *“On the basis of the findings in this report I recommend to the City of York Council that subject to the incorporation of the modifications set out in this report that the Minster Precinct Neighbourhood Development Plan should proceed to referendum.”*
11. On the matter of the Referendum going beyond the Neighbourhood Plan area, the Examiner stated: *“I recommend that the referendum area is the neighbourhood area and residential properties within the immediate vicinity of the neighbourhood area. It is the area where the immediate effects of the development proposed in the Plan could be experienced.”*

Examiner’s Recommendations

12. Annex A to this Committee report sets out the Examiner’s Report, including modifications.
13. Positively the Examiner summarises that:
“It is distinctive in addressing a specific set of issues that have been identified and refined by the wider community. It is a very impressive Plan in its own right and it positively overlaps with other strategic documents produced by the Minster. Following the independent examination of the Plan I have concluded that the Minster Precinct Neighbourhood Development Plan meets the basic conditions for the preparation of a neighbourhood plan subject to a series of recommended modifications.”

14. The examiner also identified that: *“The Plan has been underpinned by community support and engagement. It is clear that all sections of the community have been actively engaged in its preparation.”*
15. He also identified that: *“Subject to a series of recommended modifications set out in this report I have concluded that the Minster Precinct Neighbourhood Plan meets all the necessary legal requirements and should proceed to referendum.”*
16. The Examiner’s Report assesses the policies in the Neighbourhood Plan and makes a series of recommended modifications where necessary, to ensure that the policies have the necessary precision to meet the basic conditions. The proposed Modifications by the Inspector are outlined in Annex B, together with the Council’s Consideration / Justification. The bold text in the ‘Recommended Modification’ column shows recommended modifications to policies and the modifications not in bold shows other recommended changes, primarily to text and justifications.
17. The Examiner has proposed modifications to the following policies:
 - **Policy A2: Sustainable Development:**
 - **Policy A3: Policies Map**
 - **Policy A4: Design Excellence**
 - **Policy B1: Landscape and Biodiversity Net Gain**
 - **Policy C1: Historic Environment**
 - **Policy C2: Listed building Consent**
 - **Policy C3: Archaeological and Scheduled Monument Consent:**
 - **Policy D1: Wellbeing**
 - **Policy E1: Movement and Public Realm**
 - **Policy E2: Accessibility and Wayfinding**
 - **Policy E3: Electric Vehicles and Parking**
 - **Policy E4: Green Travel Plan**

- **Policy F1: Monitoring and Securing Delivery**
- **Policy PA1: Minster Yard and College Green**
- **Policy PA2: West Front and Queen Elizabeth Square**
- **Policy PA3: Learning and gardens**
- **Policy PA4: Own Use Properties**

Community Actions

39. Additionally the examiner has made a series of amendments which will bring the clarity required by NPPF to the Community Actions which are identified in the plan to provide context for these Actions which are not land use policies but which complement the land use policies and enhance the legibility of the plan.

Other matters

40. The Examiner also considered a number of other, consequential changes to the general and specific text in other parts of the Plan in so far as they are necessary to ensure that the Plan meets the basic conditions.
41. The Examiner also identified changes to the general text may be required elsewhere in the Plan as a result of the recommended modifications to the policies.

Next Steps

42. The next stage of the relevant legislation requires the Council to:
- Consider each of the recommendations made by the Examiner's Report (and the reasons for them), and
 - Decide what action to take in response to each recommendation.
43. If the LPA is satisfied that the Neighbourhood Plan meets the Basic Conditions, is compatible with the Convention rights, and complies with the definition of an NP and the provisions that can be made by a NP or can do so if modified (whether or not recommended by the Examiner), then a referendum must be held.
44. The Council must publish its decision and its reasons for it in a 'Decision Statement'. The Decision Statement must be published within

5 weeks beginning with the day following receipt of the Examiner's Report unless an alternative timescale is agreed with the Neighbourhood Plan Forum. The 17th March Executive date is more than 5 weeks from the receipt of the examiner's report (7th January 2022) however York Minster Neighbourhood Plan Forum has confirmed acceptance of this alternative timescale in writing.

45. The Examiner's recommendations on the Neighbourhood Plan are not binding on the Council, who may choose to make a decision which differs from the Examiner's. However, any significant changes from the Examiner's recommendations would require a further period of public consultation, along with a statement from the Council setting out why it has taken this decision.
46. A decision to refuse the Neighbourhood Plan proposal could only be made on the following grounds:
 - the LPA is not satisfied that the Neighbourhood Plan meets the Basic Conditions;
 - the LPA does not believe that with modification Neighbourhood Plan can meet the Basic Conditions;
 - the LPA considers that the Neighbourhood Plan constitutes a repeat proposal; or
 - the LPA does not believe the qualifying body is authorised or
 - that the proposal does not comply with that authorisation.
47. The Examiner's Report concludes that, subject to the modifications proposed in his report, the Neighbourhood Plan meets the Basic Conditions required by legislation and that the Neighbourhood Plan should proceed to a referendum to be held within the Neighbourhood Area. Officers have considered all of the recommendations and the Examiner's reasons for them and have set out the Council's response as part of the Decision Statement in Annex B.
48. It is recommended that all of the Examiner's recommended modifications be made as set out in Table 1 at Annex B. The Officer recommendation is that subject to those modifications the Plan meets the Basic Conditions, is compatible with the Convention Rights and complies with the provisions that can be made by a neighbourhood plan. Subject to the Executive's agreement of the Decision Statement, the Neighbourhood Plan will be amended accordingly and the Neighbourhood Plan will proceed to local referendum.

Referendum

49. The Council must organise a referendum on any Neighbourhood Plan that meets the legislative requirements. This ensures that the community has the final say on whether a Neighbourhood Plan comes into force.
50. The Examiner considers that the referendum area presents a number of geographic and administrative challenges – on the one hand the proposed neighbourhood area had been drawn to be as tight as possible, to reflect the scale, nature and influence of the Minster, and on the other hand, the policies and proposals in the Plan have the ability to affect local residents within the immediate vicinity of the neighbourhood area itself. Consequently, the Examiner's Report recommends that the referendum area should be the neighbourhood area and residential properties within the immediate vicinity of the neighbourhood area. Appendix A of the Examiners report identifies the postcodes which are included in the referendum area. However, it should be noted that a new block of student flats at The Brickworks, Hallfield Road, York has the postcode YO31 7AD (which is within the list of postcodes in Appendix A of the Inspectors Report). It is geographically well outside the buffer zone area identified as being of influence from the Minster Precinct area. It is considered as being an anomaly and consequently, the block of student flats won't be included within the referendum.
51. The Neighbourhood Planning (Referendum) Regulations 2012 as amended require the Local Planning Authority to hold the referendum within 56 days of the date that a decision to hold one has been made. Assuming the Executive endorse the recommendations in this report, it is anticipated that the referendum will be held on or before 12th May 2022 within the 56 day period set out in the amended Regulations. The date for the referendum and further details will be publicised once a date is set by the Council. This is currently being discussed with colleagues in Electoral Services.
52. If over 50% of those voting in the referendum vote in favour of the Neighbourhood Plan, then under the legislation the Council must bring it into force within 8 weeks of the result of referendum (unless there are unresolved legal challenges). If the referendum results in a "yes" vote a further report will be brought to Executive with regard to the formal

adoption of the Neighbourhood Plan as part of the statutory Development Plan.

Decision making

53. As the Plan is now at an advanced stage, its policies where relevant have legal weight in decision making with regard to any planning applications to be determined within the York Minster Precinct area. This is reflected in The Neighbourhood Planning Act 2017 which recognises that, when determining an application, a LPA must have regard to “*a post examination draft neighbourhood development plan as far as material to the application*”. If a LPA make a decision to allow a draft neighbourhood plan with modifications to proceed to referendum, then the modifications recommended must also be taken into account.
54. The government have published updated guidance on the weight of the Neighbourhood Plan policies. The new government guidance states that ‘where the local planning authority has issued a decision statement (as set out under Regulation 18 of the Neighbourhood Planning (General) Regulations 2012) detailing its intention to send a neighbourhood plan to referendum, that plan can be given ‘significant weight’ in decision-making, so far as the plan is material to the application’.

Consultation

55. As mentioned earlier in the report, the York Minster Precinct Neighbourhood Plan has been through several stages of consultation. These are:
- Designation as a Neighbourhood Area (14th March 2019)
 - Issues and Options (25th May to 30th June 2019)
 - Draft Plan (17th May to 7th July 2019)
 - Consultation on Pre-Submission Version (Regulation 14) (11th January to 23rd February 2020)
 - Second Pre-Submission Version (Regulation 14) (16th December 2020 to 14th February 2021)
 - Submission to City of York Council (26th April 2021)
 - Submission Consultation (Regulation 16) (14th July to 8th September 2021)
56. A Consultation Statement accompanied the submission version of the Neighbourhood Plan and sets out all the consultation undertaken. All the consultation undertaken by City of York Council has been carried

out in accordance with the Council's Statement of Community Involvement.

Options

57. Officers request that Members:
- i) endorse the recommendations in paragraph 2 of this report and agree with the Examiner's Recommendations and approve the Decision Statement attached at Annex B to enable the York Minster Precinct Neighbourhood Plan to proceed to Referendum.

Analysis

58. The Examiner has concluded that the modifications will satisfy the Basic Conditions, the Council has an obligation, under Schedule 4B of the 1990 Town and Country Planning Act, to arrange a local referendum, unless the Examiner's recommended modifications and/or conclusions are to be challenged. The Officer recommendation to Members is that the modifications made by the Examiner are well justified and that, with these modifications, the Neighbourhood Plan proposals will meet the legislative requirements. The Council must organise a referendum on any Neighbourhood Plan that meets the legislative requirements. This will give the local community the opportunity to vote on whether they deem the Neighbourhood Plan to meet the needs and aspirations for the future of their neighbourhood.
59. Council Officers understand that the York Minster Precinct Neighbourhood Plan Forum are considering their position in relation to the York Minster Precinct Neighbourhood Plan Examiners Report.

Alternative Options and Reasons for Rejection

60. The following alternative options have been identified and rejected for the reasons as set out below
- ii) *That the Executive provide modified recommendations to those made by the Examiner and, if considered to be significant, agree that these will be subject to further consultation along with a statement explain why the decision differs from the Examiner's;*

This option is not considered appropriate as the proposed modifications make the Neighbourhood Plan more robust and enable it to meet the Basic Conditions.

- iii) *That the Executive reject the Examiner's recommendations and refuse the Neighbourhood Plan proposal. This decision can only be justified on the grounds listed under paragraph 46.*

This option can only be justified if the Examiner recommends that the Plan should not proceed to a referendum, or the Council is not satisfied that the plan has met the procedural and legal requirements. This option is not considered appropriate.

Financial Implications

61. The responsibility and therefore the costs of the Examination and Referendum stages of the Neighbourhood Plan production lie with the City of York Council. Table 1 below sets out a breakdown of the non-staffing costs of producing the York Minster Precinct Neighbourhood Plan to date and also sets out the estimated costs associated with the Examination and Referendum.

Table 1

Stage	Cost
Designation consultation	£500
Submission consultation	£500
NP grant to Neighbourhood Forum	£3,000
Examination	£4362
Referendum	Circa £12,000 (tbc)
Total	£20,362

62. There is also a significant level of officer costs required throughout the process to provide the required support to each of the Neighbourhood Planning Bodies. This officer input seeks to ensure legal conformity, appropriate plan content, technical advice, including provision of mapping and assistance with Strategic Environmental Assessment (SEA) and Habitat Regulation Assessment (HRA).
63. Financial support from Central Government is available for Local Planning Authorities (LPAs) involved with Neighbourhood Plans. Some LPAs can claim £5,000 for the designation of neighbourhood areas. However, it is no longer available for neighbourhood areas in York as more than 5 neighbourhood areas are designated. Local Planning

Authorities can also claim £20,000 - they apply for this once they have set a date for a referendum following a successful examination. A claim will be able to be made at the point when the local planning authority issues a decision statement (as set out under Regulation 25 of the Neighbourhood Planning (General) Regulations 2012) detailing its intention to send the plan to referendum (rather than when a referendum date has been set).

64. York Minster Neighbourhood Plan Forum was provided with a £3k grant from the Council to support the development of the neighbourhood plan.
65. Communities with Neighbourhood Plans in place can also benefit financially should York adopt a Community Infrastructure Levy (CIL). They can benefit from 25% of the revenues from the CIL arising from the development that takes place in their area.

Implications

66. The following implications have been assessed:
 - **Financial** – The examination and referendum will be funded by City of York Council. A claim by the City of York Council will be able to be made to government for a grant of £20,000 at the point when the City of York Council issues a decision statement (as set out under Regulation 25 of the Neighbourhood Planning (General) Regulations 2012) detailing its intention to send the plan to referendum. The government grant of £20,000 can be put towards the costs of the City of York Council's involvement in preparing the Plan (including the costs of the Examination and referendum). Any shortfall will need to be accommodated within existing resource.
 - **Human Resources (HR)** - none
 - **One Planet Council / Equalities** - Better Decision Making Tool attached at Annex D.
 - **Legal** - The Legal implications are set out within the body of this report. The decision to proceed to referendum is, like all decisions of a public authority, open to challenge by Judicial Review. The risk of any legal challenge to the Neighbourhood Plan being successful has been minimised by the thorough and robust way in which it has been prepared and tested.
 - **Crime and Disorder** - None
 - **Information Technology (IT)** None

- **Property** - None
- **Other** – None

Risk Management

67. In compliance with the Council's risk management strategy, the main risks associated with the York Minster Precinct Neighbourhood Plan are as follows:

- Risks arising from failure to comply with the laws and regulations relating to Planning and the SA and Strategic Environmental Assessment processes and not exercising local control of developments.

Contact Details

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Report **Date** 9.3.22
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Background Papers:

<https://www.york.gov.uk/planning-policy/minster-precinct-neighbourhood-plan/1>

Annexes

Annex A York Minster Precinct Neighbourhood Plan Examiner's Report
Annex B Decision Statement
Annex C York Minster Precinct Neighbourhood Plan (Submission Version)
Annex D Better Decision Making Tool
Annex E Equalities Impact Assessment (EqIA)

List of Abbreviations Used in this Report

BA (Hons) MA, DMS, MRTPI – *Bachelor of Arts, Masters, Diploma in Management Studies, Member of the Royal Town Planning Institute.*

EU – *European Union*

LPA – *Local Planning Authority*

NP – *Neighbourhood Plan*

SEA – *Strategic Environmental Assessment*

HRA – *Habitats Regulation Assessment*

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Executive**17th March 2022**

Report of the Corporate Director of Place
Portfolio of the Executive member for Economy and Strategic Planning

ADOPTION OF THE MINERALS AND WASTE JOINT PLAN**Summary**

1. To report the outcome of the Examination in Public by the Government's Appointed Inspector into the Minerals & Waste Joint Plan (2015-2030) and accompanying Policies Map; and provide a recommendation that the Authority makes the necessary procedural arrangements to complete the adoption process. The Joint Plan was adopted by members of North Yorkshire County Council on 16th February and will also be reported to members of the North York Moors National Park Authority in March. The report was considered by the Local Plan Working Group on 7th March 2022, and it was agreed to recommend approval to Executive.

Recommendations

2. It is recommended that Executive:
 - i) Notes the Inspectors Report and recommended changes and accept the Main Modifications.
Reason: To allow the Plan to progress to adoption.
 - ii) recommends to Full Council to adopt the Minerals & Waste Joint Plan incorporating the Inspectors Modifications, circulated with this report.
Reason: To allow the Plan to progress to adoption.
 - iii) recommends to Full Council to adopt the accompanying Policies Map.

Reason: To allow the Plan to progress to adoption.

- iv) that it authorises the Corporate Director of Place to make any further minor typographical or presentational amendments or updates before final publication of any documents referred to in this item, and to take any necessary steps to conclude the adoption process.

Reason: To allow the Plan to progress to adoption.

- v) that it authorises the publication of an Adoption Statement and Sustainability Appraisal in accordance with Regulations 26 and 35 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

Reason: To ensure the adoption of the Plan is in accordance with the required legislation.

Background

3. Members will be aware that the draft Minerals and Waste Joint Plan ('the Joint Plan') has been produced by the City of York Council, North Yorkshire County Council and the North York Moors National Park Authority. In line with the requirements of the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012, it was submitted to the Planning Inspectorate in November 2017 for independent examination. The Examination in Public was opened on Tuesday 27th February 2018 for a period of three weeks between that date and 23rd March 2018. Additionally, a session was held on 13th April 2018, and later, in 2019, a further session was held on Thursday 24th and Friday 25th January 2019, relating to unconventional oil and gas.
4. Ms Elizabeth Ord LLB (Hons) LLM MA Dip TUS was the appointed Planning Inspector, and she examined the submitted Plan in relation to the tests of 'soundness', as set out in the National Planning Policy Framework. The authorities producing the Joint Plan have now received the Inspectors Report and accompanying letter, dated 4 February 2022, stating that the Joint Plan satisfies all requirements and is considered to be 'sound', subject to the Main Modifications recommended by her, as a result of the discussions which took place at the Examination.

5. Once Adopted, the Minerals and Waste Joint Plan will replace the 'saved' policies relating to minerals and waste in the North Yorkshire Minerals Local Plan and North Yorkshire Waste Plan (for North Yorkshire County Council) and the Adopted Core Strategy and Development Policies, November 2008 (for the North York Moors Park Authority). For the City of York Council there are no Adopted Plans which the Minerals & Waste Joint Plan will replace. However, the City of York Draft Local Plan (incorporating the Fourth Set of Changes), April 2005 was approved for DM purposes (only some of the policies refer to minerals & waste). The City of York 2018 Publication Draft Plan contains policies WM1 'Sustainable Waste Management' and WM2 'Sustainable Minerals Management, which refer the decision maker to the Minerals and Waste Joint Plan.

6. This report is accompanied by:
 - Minerals & Waste Joint Plan 2015-2030, as proposed to be adopted (Annex 1);
 - The Inspector's Final Report (Annex 2);
 - The list of Modifications required by the Inspector to make the Plan 'sound' (Annex 3);
 - The Joint Plan Adoption Statement (Annex 4).

7. Copies of these documents are also available on the Joint Plan section of the Authority's website:
<https://www.york.gov.uk/planning-policy/minerals-waste-joint-plan/1>

The Inspector's Report

8. A Schedule of Main Modifications to the Publication Draft Plan was subject to public consultation between 21st July 2021 and 15th September 2021 and the outcome of that consultation was sent to the Inspector, before she produced her Final Report.

9. There were a number of modifications proposed, including:
 - Amending and adding trigger points for review;

- Updating minerals reserve and requirement figures and splitting the figures for the different types of crushed rock;
- Adding policy provisions for non-allocated minerals sites coming forward;
- Clarifying and expanding building stone provision;
- Amending hydrocarbon strategies to reflect various changes to national policy and to provide more precise guidance;
- Clarifying the relationship to and interaction with other regulatory authorities;
- Updating capacity and requirement figures for waste;
- Amending policies to ensure they fully reflect national policy and provide sufficient flexibility;
- Adding new development management policies on air quality and planning obligations;
- Strengthening nature conservation provisions in accordance with the Habitat Regulations;
- Clarifying safeguarding provisions and inserting an additional policy;
- Inserting additional allocations and development requirements to a number of allocations;
- Adding further monitoring provisions for additional policies.

Changes to current policies & new policies

10. Paragraph 5 above, outlines the Plans which the Minerals & Waste Joint Plan will replace across York and North Yorkshire, once Adopted. Although the approach to development is not considered to be significantly different to the current approach, the Joint Plan introduces some changes to minerals and waste planning in the area covered by the Plan as a whole These include the following changes:
 - Policy M07: Meeting concreting sand and gravel requirements, inclusion of reference Area of Search;
 - Policy M09: Meeting crushed rock requirements, changing focus from just Magnesian Limestone to crushed rock as a whole;
 - Policy M16: Key spatial principles for hydrocarbon development, change of the 3.5km buffer zone to 3.5km visually sensitive zone around National Parks and AONBs;

- Policy M17: Other spatial and locational criteria applying to hydrocarbon development, reference to potential impact of cumulative impacts of hydrocarbon development on climate change and local amenity;
- Policy W03: Meeting waste management capacity requirements – Local Authority Collected Waste, the inclusion of site allocations for Local Authority Collected Waste;
- Policy S01: ‘Safeguarding Mineral Resources’ has been changed to Policy S01: ‘Safeguarding Surface Mineral Resources’ and reference to deep mineral resources has been deleted;
- Policy S02: ‘Developments Proposed Within Minerals Safeguarding Areas’ has had its title changed to Policy S02: ‘Developments Proposed Within Safeguarded Surface Minerals Resource Areas’ and has had reference to deep mineral resources removed;
- Policy S03: ‘Safeguarding Deep Mineral Resource Areas’. This is a new policy created to deal with the safeguarding of deep mineral resources (potash). Consequently, there have been a number of knock-on effects to other policies, as follows:
 - the original Policy S03: ‘Waste Management Facility Safeguarding’, has been changed to Policy S04;
 - the original Policy S04: ‘Transport Infrastructure Safeguarding’ has been changed to Policy S05;
 - the original Policy S05: ‘Minerals Ancillary Infrastructure Safeguarding’ has been changed to Policy S06;
 - the original Policy S06: ‘Consideration of Applications in Consultation Areas’ has had its number changed to Policy S07.
- Policy D07: ‘Biodiversity and Geodiversity’ has been altered and now includes reference to local important sites and cumulative impacts;
- Policy D14: ‘Air Quality’ – new policy created;
- Policy D15: ‘Planning Obligations’ – new policy created.

Changes to Policies Map:

11. A number of additional sites were allocated during the Examination in Public and added to the Policies Map. These were:
 - MJP12 – Whitewall Quarry (crushed rock);

- MJP13 – Whitewall Quarry (recycling);
 - MJP15 – Blubberhouses (silica sand);
 - WJP01 – Hillcrest, Harmby (waste).
12. A number of allocated sites had their site boundaries changed as a result of the Examination in Public, resulting in amendments to their boundaries on the Policies Map, as follows:
- MJP21 – Killerby (sand and gravel);
 - MJP17 – Land South of Catterick (sand and gravel).
13. The area of potash to be safeguarded has changed and the new safeguarded area has been added to the Policies Map.

Adoption

14. The Regulations prescribe that an ‘adoption statement’ is published (Appendix 4). This explains that there is a 6 week period for a High Court challenge to the Joint Plan following adoption, on the grounds that the document is not within the appropriate power of the local planning authority and/or a procedural requirement has not been complied with. The process includes press notices and placing the documents for inspection at the same places as the draft Plan documents were made available. Arrangements for this are in hand and a 6 week period will also end 6 weeks from the date of adoption.
15. Additionally, the Policies Map is also recommended for adoption. Legally, the Policies Map is a separate document to the Joint Plan, and the Authority is required to keep it up to date according to the changes in the Joint Plan. It was not subject to independent examination, but was subject to consultation. Both the Joint Plan and Policies Map will be treated as part of the Development Plan for the purposes of decisions on planning applications from the date of this meeting onwards.
16. A final published version of the Joint Plan will be produced (a draft is attached) and it is suggested that the authority is given to officers to carry out any further typographical amendments or updating as the final version is produced (in conjunction with partner authorities, in its production). Hard copies will be made available for members and staff.

However, it is planned that an electronic version will be made available for planning agents and members of the public to download from the website.

Consultation

17. The Minerals and Waste Joint Plan has been through a number of stages of consultation, as follows;
- Regulation 18 Consultation (May - June 2013) – first consultation;
 - Issues & Options Consultation (February – April 2014);
 - Supplementary Sites Consultation (January – March 2015);
 - Preferred Options Consultation (November 2015 – January 2016);
 - Regulation 19 Consultation – Publication (November – December 2016);
 - Addendum of Proposed Changes to the Publication Draft (APC) (July – September 2017);
 - Written Ministerial Statement on Shale Gas (May 2018) - interested parties only consulted;
 - Select Committee Report on Planning Guidance for Fracking (July 2018) – interested parties only consulted;
 - High Court Judgement released ref Para 209 (a) NPPF – interested parties only consulted;
 - Main Modifications Consultation (July – September 2021).

Options

18. Officers request that Members:
- i) Endorse the recommendations in paragraph 2 of this report and agree with the Inspector's Recommendations and approve the Minerals and Waste Joint Plan for adoption, as set out above.

Analysis

19. The Inspector concluded that the Main Modifications set out in her report make the Plan sound and legally compliant and capable of adoption, satisfying the requirements of Section 20(5) of the 2004 Act and meeting the criteria for soundness in the National Planning Policy Framework.

Alternative Options and Reasons for Rejection

20. The following alternative options have been identified and rejected for the reasons as set out below:

- ii) That the Executive rejects the Inspectors recommendations and provide modified recommendations to those made by the Inspector, and if considered to be significant, agree that these will be subject to further consultation along with a statement to explain why the decision differs from the Inspectors;*

This option is not considered appropriate as the Main Modifications proposed by the Inspector make the Plan sound and legally compliant and capable of adoption, satisfying the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.

Implications:

21. The following implications have been assessed:

- **Financial:**

An invoice from the Planning Inspectorate for most of the costs of the Examination has been received by the 3 Partner Authorities for the amount of £72,302.64, to date. The City of York Council's contribution to this is 25% of this, which equates to £18,075.66 (North Yorkshire County Council's contribution is £39,766.45).

- **Human Resources/HR:**

None

- **One Planet Council/Equalities:**

The Joint Plan has been subject to an Equality Impact Assessment, and has been examined by the Inspector. No negative equality implications are forecast to arise.

- **Legal:**

The preparation of the Joint Plan and the Examination in Public have been carried out in accordance with all statutory requirements and duties set out in the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations

2012 as well as having regard to national policy, guidance and relevant case law where appropriate. Progressing to adoption will continue to be in line with all legislative requirements.

On adoption, the Council must consider all relevant planning applications against policies in the Minerals and Waste Joint Plan. It should be noted that, whilst the risk is low, there is a short window of six weeks post adoption whereby an aggrieved party could legally challenge the adoption of the Minerals and Waste Joint Plan. Should this occur, officer will communicate with Members as appropriate. Looking to the future, the council must legally review the Joint Plan within 5 years of adoption. Options for the timing and content of such a review will be subject to future reports to Cabinet as and when deemed necessary.

- **Crime & Disorder:**

None

- **Information Technology/IT:**

None

- **Property:**

None

- **Other:**

None

Risk Management:

22. In compliance with the Council's risk management strategy, the main risks associated with the Minerals & Waste Joint Plan are as follows:

- Risks arising from failure to comply with the laws and regulations relating to Planning and the SA and Strategic Environmental Assessment processes and not exercising local control of developments.

Contact Details

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Chief Officer Responsible for the report:

Kirstin Clow
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Report **Date** 9.3.22
Approved

Specialist Implications Officer(s) List information for all

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Wards Affected:

All

For further information please contact the author of the report

Background Papers:

<https://www.york.gov.uk/planning-policy/minerals-waste-joint-plan/1>

Minerals & Waste Policy Map (only available electronically due to its size) – see link below to view the Policies Map.

<https://www.northyorks.gov.uk/minerals-and-waste-joint-plan>

The Minerals and Waste Joint Plan and accompanying documents. (The NYCC Examination Library contains appendices which form part of the Minerals and Waste Joint Plan and can be viewed online using the link below, scroll down to Examination Library, click on 'North Yorkshire County Council Adoption of Minerals and Waste Joint Plan' to view the appendices.

<https://www.northyorks.gov.uk/minerals-and-waste-joint-plan-examination>

Annexes

Annex 1 Minerals & Waste Joint Plan Policy Document

- Annex 2 Minerals & Waste Joint Plan Inspectors Report
- Annex 3 Minerals & Waste Joint Plan Main Mods
- Annex 4 Draft Adoption Statement
- Annex 5 Equalities Impact Assessment (EqIA)
- Annex 6 Better Decision Making Tool

List of Abbreviations Used in this Report

Joint Plan – Minerals & Waste Joint Plan

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Executive**17 March 2022**

Report of the Assistant Director, Education and Skills
Portfolio of the Executive Member for Economy and Strategic Planning

York's 10-Year Skills Strategy**Summary**

1. This report updates the Executive on the development of *York's 10-year Skills Strategy* through the city's Skills and Employment Board and seeks support for the Council's continuing role, as a key partner, in delivering its shared priorities.
2. The York Skills and Employment Board - initially formed out of Higher York in response to the emerging impact of the pandemic on the city's economy - is a partnership made up of representatives (Annex 1) from Further and Higher Education providers, independent training providers, York employers, employee and business representatives, the Department for Work and Pensions, the Local Enterprise Partnership and Local Authority.
3. Following its inception in September 2020, the Board (chaired by Lee Probert, Principal and Chief Executive at York College) met monthly to actively drive the development of the *One-year plan: Skills for Employment in York* and *York's 10-year Skills Strategy* (Annex 2).
4. This included building an evidence base - taking into account stakeholder feedback, emerging themes, national policy changes, regional (YNY LEP) research and strategies, and the drivers of the local labour market in supporting inclusive growth.
5. The Executive Member for Economy and Strategic Planning and the Assistant Director for Education and Skills represent the Council on the Board. The Council's democratic decision-making processes have provided opportunities for partners, residents, Elected Members and more than 250 businesses to help inform this work. Officer involvement has enabled alignment with the Council Plan and emerging strategies (such as the Economic Growth, Carbon Reduction and York and North Yorkshire Adult Learning and Skills Engagement strategies), with continuing opportunities for stakeholders to help shape these in the coming months.

6. Subsequently, the Executive Member for Economy and Strategic Planning endorsed the *One-year plan: Skills for Employment in York and York's 10-year Skills Strategy* at his decision sessions in March 2021 and September 2021 (respectively).
7. *York's 10-year Skills Strategy* sets out the city's partnership approach to developing the skills infrastructure that will support inclusive and sustainable growth in York. It therefore does not reflect *all* of the skills activity that has, or will, take place across the city but focuses on those areas where the skills partnership can add the greatest value.
8. With Employer Representative Bodies (ERBs) and York's Further Education Colleges actively engaged in its development, the strategy presents York's perspective ready for inclusion in the area's Local Skills Improvement Plan (as set out in the Skills and Post-16 Education Bill).
9. It also acts as a guide for partner organisations across York and North Yorkshire, businesses, communities and residents to help identify opportunities to work together more effectively on York's skills priorities and prepare for new opportunities such as devolution.
10. One particular area is community outreach, with partners such as York Learning acting as a vital gateway to help connect people with upskilling and reskilling opportunities.
11. With the recent introduction of the Government's 'Way to Work' scheme, people who are capable of work will be expected to search more widely for available jobs from the fourth week of their claim, rather than from three months as was the case. Increasingly, people will be looking to move sectors to access roles with immediate starts and not limit their search to a chosen field.
12. As the first Good Business Charter city, York is committed to supporting good jobs that meet employer need and helping residents to access them. Information, Advice and Guidance (IAG) linked to the local labour market is therefore key, to support sustained employment and access to life-long learning.
13. *York's 10-year Skills Strategy* puts in place the vision and steps to achieve a city workforce that is equipped, to not only weather the storms of economic shocks such as a global pandemic but to thrive and grow.

14. In March 2022, Higher York partners will consider a proposal to co-fund the resource needed to coordinate partnership activity. This will include managing and monitoring delivery against the skills strategy.
15. This report outlines the Council's continuing role in helping to shape that delivery, which in turn supports core outcomes in the Council Plan.

Recommendations

16. The Executive is asked to:
 - i. support the Council's role in the city's partnership approach to delivery of York's 10-year Skills Strategy.
 - ii. support the approach to ongoing consultation on skills via the emerging Economic Growth Strategy and sector delivery plans.

Reason: To continue to develop the local skills infrastructure that will help residents and businesses to experience fully the benefits of York's enterprising, resilient and inclusive economy.

Background

17. York's 10-year Skills Strategy puts in place the vision and steps to achieve a city workforce that is equipped with the skills needed, not only to weather the storms of economic shocks such as a global pandemic but to thrive and support future sustainable growth.

10-year Skills Strategy - Vision

"Pioneering provision aligned to the needs of the city, its people and its businesses developed and delivered in partnership to support economic growth and attract, retain and develop talent."

18. The vision is under-pinned by eight principles, which place people, businesses, partnerships, technology and the city's net zero ambitions at the heart of the strategy.
19. York has an ambition to be a net-zero carbon city by 2030. This aim affects many sectors including (but not limited to) construction, engineering, transport and energy and will require green skills to be embedded across all areas of learning.

Building on this, is an evolution of the shared commitments introduced in the one-year plan and the partnership's priorities for the next 2-5 years:

- **York works – skills support for individuals**

Work within and across communities to provide access to skills for employment and self-employment for all

Priorities

- Support entry-level and basic skills (includes maths, English, digital skills, employability, transferable skills)
- Enhance skills opportunities and Information, Advice and Guidance for entrepreneurs and those seeking self-employment, with a focus on hard-to-reach communities
- Utilise talent more effectively so that people from all backgrounds get better chances to access good jobs

- **Empowered employers – skills support for businesses**

Support local businesses to increase productivity and build resilience through training and upskilling their workforce

Priorities

- Invest in the sectors that drive prosperity in York (see section 5 of the strategy)
- Support businesses to access talent, tailored provision and support for upskilling
- Focus on helping small and micro businesses to thrive

- **Pioneering provision – productive partnerships**

Work in partnership to create a flexible city-wide skills system that responds to local needs

Priorities

- Use the partnership to join up provision across the city to deliver a united and streamlined skills offer
- Ensure provision is aligned to future growth sectors and skills needs in the city
- Embed the business voice into provision and planning by fostering more links between Further Education, Higher Education, Independent Training Providers and businesses

- **Education to employment and self-employment – York's pipeline**

Through high-quality provision and a culture of lifelong learning, ensure a pipeline of talent that meets business needs and attracts, trains, retains and retrains people in the city.

Priorities

- Focus on occupations in highest demand e.g. nurses, caregivers, software developers and help people who are underrepresented in high-value professions to enter them
- Increase Apprenticeships especially at higher levels and in STEM industries
- Ensure talent pipeline of graduates and people with higher-level and green skills is enhanced and aligned with priority sectors

The strategy provides more detail on each commitment, the rationale for each priority and how partners across the city plan to respond.

Implementing the strategy

20. Having approved the skills strategy in autumn 2022, the Skills and Employment Board no longer meets every month. Members are instead harnessing the citywide partnership approach to support implementation, with the Board retaining oversight of delivery.
21. This includes further development of the commitment groups established under the one-year plan (*One-year plan – Skills for employment in York* report considered by the Executive Member for Economy and Strategic Planning on 23 March 2021), with partners from Askham Bryan College, York College, University of York, York St John University, the Council and York Learning continuing to lead priority areas.
22. As detailed in the *10-year Skills Strategy* report (Executive Member for Economy and Strategic Planning’s Decision Session on 28 September 2021), engagement with those not directly involved in writing the strategy is helping to inform the partnership’s implementation plans, including how green skills, the voice of business and success measures are embedded in skills planning.
23. An example of this is the coordinated work between Higher York partners, the National Skills Academy for Rail (NSAR) and the Council’s Economic Development and Skills teams to engage more than 20 industry stakeholders in shaping the local skills delivery plan for the rail sector.
24. In line with the priorities set out in *York’s 10-year Skills Strategy*, sector partners have identified a shared ambition for York to become a centre of excellence for rail skills, with initial areas for partnership delivery being:

- **Pioneering partnerships** - developing local pathways to the higher level digital and technical skills
- **Inclusive Routes into rail** - including pre-apprenticeship programmes
- **Showcasing the sector** - collaborating around careers engagement and communications

25. The three rail roundtable meetings (so far) convened by the Council's Economic Development Team and ongoing partnership work, are ensuring employers are at the heart of local development plans for this sector – not shaping skills provision in isolation but also collaborating on areas such as innovation and attracting the Great British Rail (GBR) Headquarters.
26. This integrated way of working is proving effective and the Economic Development Team is exploring how a similar approach could support development of other key sectors in York.
27. Over the past 18 months, members of the Board's Task and Finish Group (comprising employees from within Higher York institutions and Council Officers) have co-ordinated meetings and commitment group activities, supported development of the evidence base and strategy, and managed engagement activities, such as the rail skills roundtable.
28. Whilst these individuals will continue to support implementation of the strategy through their substantive roles, no one partner has capacity to provide the dedicated resource needed to effectively manage and monitor delivery on behalf of the partnership.
29. Key Officers within the Skills, Economic Development, Communications and York Learning teams will support implementation of the strategy and their work will contribute to its delivery.
30. As well as working in partnership to develop, implement and measure sector delivery plans, the regular activities of the Skills Team will support engagement with young people, schools, Post-16 providers and partners to align careers education, information, advice and guidance (CEIAG) with the current and future opportunities within York's labour market. Examples of existing activity include:
 - the work of the Specialist Learning and Employment Advisers to support young people with specific identified needs to achieve ambitious, realistic and informed learning and employment goals
 - facilitation of the Careers Leaders network in York

- development of localised CEIAG resources and targeted programmes (thematic e.g. STEM, year group or specific need)
 - York Apprenticeship Hub including the York Apprenticeship Offer, provider network, taster days and recruitment events.
31. Colleagues across the council will also support the Skills Team to raise awareness of the strategy and identify interdependencies / opportunities to align engagement or delivery activity (e.g. green skills).
32. As agreed in September 2021, an annual review of progress against the skills strategy will be taken to the Executive Member's Decision Session.

Consultation

33. The Skills and Employment Board comprises education and skills providers, local employers and representatives, employee representatives, the Local Enterprise Partnership and City of York Council. The Board met nine times between December 2020 and September 2021, with members providing input to the strategy during and outside of meetings.
34. Feedback provided via the Executive Member's Decision Sessions in September and December 2020, and March and April 2021 has been taken into account by the partnership when developing the strategy. The one-year skills plan was also a key agenda item at the commissioned joint scrutiny session (Economy & Place and Children, Education & Communities) on 1 February 2021 and oversight and reporting of the Skills Board was discussed at the Economy and Place Scrutiny Forum on 25 May 2021. The 10-year Skills Strategy was also considered at the Economy and Place Scrutiny Forum on 28 September 2021 and will feature as a complementary strategy to the forthcoming Economic Growth Strategy.
35. Employer voice has helped to build the local evidence base and shape the strategy. More than 250 businesses contributed to the development of the strategy through sector round tables, Talent and Skills Events as part of York Business Week, Our Big Conversation, The Lord Mayor's Hospitality Summit and in-depth interviews with University of York student research teams.
36. Engagement with those not directly involved in writing the strategy remains core to the approach and will continue post-publication. Ongoing and planned engagement will inform partnership implementation plans.

37. This has already involved the Council's Skills and Economic Development teams working with members of the Board and other stakeholders such as, Citizens Advice, community learning partners, rail industry partners and the Hospitality Association York.
38. Planned engagement includes working in partnership to develop skills delivery plans for priority sectors and targeting specific groups such as students, careers leaders and secondary school head teachers.

Council Plan

39. The Council Plan identifies eight priorities, five of which are relevant to this work:
- Well-paid and an inclusive economy
 - A greener and cleaner city
 - A better start for children and young people;
 - Creating homes and world-class infrastructure
 - An open and effective council.

Implications

40. The following implications have been considered:
- **Financial** – The council's share for funding the resource needed to coordinate partnership activity is estimated at between £10k to £15k for 12 months. This would be funded from existing Education & Skills budgets. Higher York partners will be meeting later to consider proposal to co-fund these costs.
 - **Human Resources (HR)** – Higher York partners would determine the approach to recruitment.
 - **One Planet Council / Equalities** – Equality Impact Assessment (EIA) provided as a background paper
 - **Legal** – Any issues which may arise and require support will be discussed with Legal Services as and when necessary
 - **Crime and Disorder** – no implications;
 - **Information Technology (IT)** – no implications;
 - **Property** – no implications.

Risk Management

41. Without funding, it will not be possible to assign a dedicated resource to manage and monitor delivery on behalf of the partnership.

Contact Details

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Maxine Squire
Assistant Director, Education and Skills

Report **Date** 01 March 2022
Approved

Specialist Implications Officer(s) List information for all
Finance – Richard Hartle

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

- Covid Recovery Skills Strategy and communication plan (EMDS 22 September 2020)
- Skills and Employment update (EMDS 22 December 2020)
- One-year plan - Skills for employment in York (EMDS 23 March 2021)
- Skills Strategy update (EMDS 27 April 2021)
- York's 10-Year Skills Strategy (EMDS 28 September 2021)
- Equality Impact Assessment – York's 10-Year Skills Strategy

Annexes

Annex 1 – Skills and Employment Board Membership
Annex 2 – Design Draft York's 10-year Skills Strategy

List of Abbreviations Used in this Report

CEIAG – Careers Education, Information, Advice and Guidance
ERB – Employer Representative Bodies (a business membership organisation that is independent of Government and whose primary purpose is to serve the needs of employers and businesses)
HY – Higher York (a partnership of Askham Bryan College, York College, University of York, York St John University and City of York Council)
IAG – Information, Advice and Guidance
NSAR – National Skills Academy for Rail
YNY LEP – York and North Yorkshire Local Enterprise Partnership
STEM – Science, Technology, Engineering and Mathematics

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ANNEX 1

Skills and Employment Board Membership

Organisation	Member	Role
City of York Council - Executive	Councillor Andrew Waller	Executive Member - Economy and Strategic Planning
City of York Council	Maxine Squire	Assistant Director - Education and Skills
York College	Lee Probert	Principal and Chief Executive
University of York	Professor Kiran Trehan	Pro-Vice-Chancellor for Partnerships and Engagement
York St John University	Professor Karen Bryan	Vice-Chancellor
Askham Bryan College	Dr Tim Whitaker	Chief Executive
York Jobcentre	Wendy Mangan	York & North Yorkshire Employer and Partnership Manager
West & North Yorkshire Chamber of Commerce	Mark Goldstone	Head of Policy and Business Representation
Federation of Small Businesses / Grounded HR	Caroline Chapman	Member Representative / Business Owner
York and North Yorkshire LEP	Jude Knight	Senior Strategy Manager, Skills
Simpson York Limited	Amanda Davidson	HR Manager
Netsells (Until May 2021)	Bethan Vincent	Marketing Consultant
The Skills Network	Mark Dawe	Chief Executive
TUC	Gareth Forest	Policy and Campaigns

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Skills for Employment

York's 10-year Strategy



Foreword

Stakeholders from across the city have come together, recognising the importance of skills for employment in helping residents and businesses to fully experience the benefits of York's enterprising, resilient and inclusive economy.

Whilst we continue to concentrate on post-pandemic recovery and prepare for opportunities like devolution we recognise an increased need to support people of all ages into work, to progress or change careers, and to ensure that businesses can access the skills and talent they need to diversify or grow.

The city's One-year plan: 'Helping people through change' Skills for employment in York www.york.gov.uk/YorkSkillsPlan was agreed in March 2021, setting out the five shared commitments upon which York's 10-year Skills and Employment Strategy will be delivered.

- **York works:** skills support for individuals
Support those entering, re-entering or displaced from the workforce to re-train or upskill and connect them with good jobs in sustainable and growth sectors.
- **Empowered employers:** skills support for businesses
Support businesses of all sizes to access national, regional and local skills provision to help them plan, diversify and grow.
- **Pioneering provision:** productive partnerships
Work in partnership to make the most of national, regional and local initiatives and adapt local skills provision in response to emerging needs.
- **Education to employment:** York's talent pipeline
Support positive progressions for all by preparing those transitioning from education or re-entering the world of work for a culture of lifelong learning and entrepreneurship.
- **York Shares:** communicating the offer
Develop a coherent and effective marketing and communications strategy to ensure information advice and guidance is provided at the point of need in a timely and effective way.

Building on this plan, this strategy puts in place the vision and steps to achieve a city workforce that is equipped, not only to weather the storms of economic shocks such as a global pandemic but to thrive and grow in a historic city that embraces the power of technology and digital transformation.

The essence of what makes this strategy different is that it is built on partnership and shared endeavour. The stakeholders and organisations that have contributed to this strategy are committed to making our ambitions a reality. We want people from all backgrounds and abilities to fulfil their potential and as regional plans develop, we look forward to working with partners across North Yorkshire to capitalise on the existing talent and highly skilled workforce that already exists in York.

We will embrace technological advances to build on our distinctive assets in areas such as life sciences, agritech and biotechnology as well as transforming the visitor experience to reflect the digital age. Our long track record in high-value sectors such as the rail industry will also be enhanced by attracting young talent in STEM industries.

Above all, we are committed to ensuring that York is a place where everyone can thrive; harnessing and growing the city's existing skills-base to enable residents and businesses to make the most of future opportunities and make prosperity a reality for all.



Lee Probert

Principal and Chief Executive, **York College**
Chair of the Skills and Employment Board

Cllr Andrew Waller

Executive Member for Economy and
Strategic Development, **City of York Council**



Vision

Pioneering provision aligned to the needs of the city, its people and its businesses, developed and delivered in partnership to support economic growth and attract, retain and develop talent.

Principles that underpin our vision

- Foster a culture of **lifelong learning**.
- Put **mental health** and well being at the centre of what we do.
- Focus on the **demand for skills** from businesses and residents as a priority.
- Ensure individuals have the all-round '**people**' skills that employers want.
- Build and champion **partnerships** to enhance all aspects of skills provision.
- Positively include **disadvantaged people** when planning and delivering skills provision.
- Embrace **technology and digitisation** to maximise opportunities for people and businesses.
- Contribute to **Net Zero** ambitions by proactively adapting and developing skills provision.

Foreword

Our partnership



Our 10 year vision for skills

Work is already underway to transform the way skills and training is delivered in York. We will work together not only to streamline and simplify skills provision in the city, but to introduce new opportunities for learning state-of-the-art skills that can harness technological change for the benefit of businesses and residents. We want the needs of business to be at the heart of transformation and seek to forge new and lasting partnerships to make this happen.

To achieve the city's net zero carbon reduction targets new **green skills** must be embedded across all areas of learning.

Models of delivery are changing and we will support that change so that businesses, especially small ones, can be instrumental in crafting new courses in modular, bite-size, and on-demand formats. We want individuals to be able to access qualifications at a time and in a way that suits them.

York is resilient and we have put in place **skills support** for our residents and workers to deal with change and access support and training when they need it. This includes ensuring that those people more adversely affected by economic shocks such as Brexit and the pandemic (young people, women and those with lower-level skills and workers from hardest-hit sectors) are front and centre of our plans for the future.

Transferable skills are at the heart of this, especially for those leaving rapidly shifting sectors such as **retail and hospitality**.

It is likely that the main sectors where we will see **job growth in York** over the next 10 years are health and social care, IT and digital, rail, professional services and construction. All of these sectors will be impacted by automation and new technology which will have many beneficial effects such as boosting productivity and reducing carbon emissions. It will however also inevitably displace jobs, particularly in lower grade roles.

We have world-renowned facilities and expertise in **agritech, life sciences and the bioeconomy** and this will enable us to be at the forefront of the **green economy**.

We can use this know-how to accelerate the pace of change by increasing the numbers of people with higher-level skills in this sector and those aligned with it such as **food manufacturing** and **construction**.

York is a historical city and the advances in digital technology mean that this unique **heritage** can now be accessed by a global audience. Businesses and individuals need the **digital skills and creativity** to respond rapidly and in innovative ways to these opportunities. For those visiting the city, we can harness new trends in tourism that will rely less on passive consumption and more on immersive, individualised experiences.

We know we have untapped talent in our workforce that we want to foster and utilise better. Many women are highly skilled but too few are finding work in these critically important sectors so there is work to be done on ensuring that **women** with the right skills are enabled to access good jobs in **STEM industries**. This also goes for people from **diverse backgrounds** who are under-represented in high-value jobs and senior positions.

York has huge capital investment schemes occurring in the next 10 years such as York Central which will rely on high numbers of people with **construction** skills in the workforce being readily available. There is also the challenge to address the deficit in low carbon construction skills to respond to the UK's net zero by 2050 ambition. We will encourage employers to take on apprentices at all levels and support the rollout of T Levels to ensure that there is a pipeline of talent to meet these needs and provide good jobs for local people.

Key to the decarbonisation agenda is the investment in the **rail sector**. There are c5,000 people employed in the rail industry and its supply chain in York and planned extensive investment in rail infrastructure in the next decade will require a substantial increase in the workforce particularly in the digitisation of the network, electrification, data analysis and signalling. This means that there are numerous and growing opportunities to work in skilled, well-paid jobs with prospects for future development.

Skills attainment is a major factor in transforming people's prospects especially if those skills help people secure high-value jobs that are in demand.

I. Introduction

Strengths to build on for a strong York workforce

- High proportion of higher-skilled, non-manual sectors such as education, finance and professional services contribute to resilience in the economy.
- Significant graduate pipeline that is attractive to employers.
- Low numbers of people seeking work compared to other cities.
- High-quality learning institutions.
- Growth in key sectors such as rail and construction with high demand for staff.
- Vibrant visitor economy which offers flexible work to a broad range of people.
- World-renowned expertise and facilities exist in important areas such as agritech, bioeconomy and life sciences.
- High-quality Information, Advice and Guidance (IAG) is routinely offered by good providers.
- York is an attractive city to live in with good schools and good transport links.
- High number of job vacancies in highly skilled sectors such as health and engineering.
- Existing partnerships such as Higher York, BioYorkshire and the Yorkshire and Humber Institute of Technology demonstrate the commitment of local organisations to boosting local skills.

Challenges

- Automation in industries such as retail and food manufacture reduces the need for people with lower-skilled jobs.
- Business models have rapidly altered to offer online access to goods and services, requiring new skills and resources to support these changes.
- People need new skills to access jobs in new sectors after they have been displaced due to automation or redundancy.
- The demand for digital skills at all levels outstrips supply.
- Changes to the available workforce as a result of Brexit, the pandemic and the ageing population put extra pressure on businesses trying to recruit locally.
- Graduates who wish to remain in the region may be unable to access graduate employment.
- Current models of employment do not always support people to fulfil their potential e.g. those with disabilities, low skills attainment, caring responsibilities, neurodiversity.
- High proportion of part-time jobs creates challenges with lower Gross Value Added (GVA) per resident.
- High number of hard-to-fill vacancies and skills gaps in important sectors such as health and social care, rail and technology.
- Ageing population is leading to a lack of skills as people retire from the workforce more quickly and in larger numbers than people can be trained or recruited.
- The demographics for people in highly paid, higher-skilled jobs in STEM industries do not reflect the population, with a lack of representation from all parts of society.

Opportunities

- Putting business closer to the heart of skills planning.
- Rise of technology and automation creates new and exciting jobs in all sectors.
- Investment in large scale developments creates construction jobs in the medium term and a range of jobs in the longer term.
- Devolution brings more opportunities to shape and develop provision using funding more creatively to address local issues e.g. Adult Education Budget.
- Expertise at a high level already exists in the workforce and can be utilised to greater effect by high performing work practices.
- To work with Higher York to ensure that the strong graduate pipeline meets local and regional needs.
- Changes to local Government structures in North Yorkshire open a new chapter of cooperation between the two authorities.
- Big data offers new opportunities to individuals and businesses e.g. vacancy data from recruitment sites gives real-time information to support people to transition to new jobs mid-career.
- Technology offers innovation to traditional industries and opportunities for entrepreneurship among a wider group of people.
- High productivity levels compared to other cities regionally.
- To work with education and skills partners to better align careers education information, advice and guidance with the needs of York's labour market.

Case study

Mediaworks and York St John University

Mediaworks (a market leader in this area) partnered with the York St John University Business School to offer an online course specialising in digital marketing. Together they have created an introductory version of the MSc Digital Marketing and Data Analytics to help local businesses learn more about the basics of digital marketing.

This was created during the lockdown period of the pandemic to respond to the needs of businesses that rapidly needed to adapt to an online offer. With several courses delivered during the year, this was an ideal way for people to build their skills through a 3-week taster course and gain the confidence to take their knowledge to a higher level, perhaps even enrolling on the full MSc programme.

2. Maximising new national initiatives for local benefit

There are a range of initiatives and forthcoming investments which will have skills and jobs implications across the city.

Building stronger links between the businesses and public sector organisations involved in those initiatives and the education providers will help ensure a pipeline of talent. Examples include:

York Central

A 42 hectare site, which will provide up to 2,500 new homes and create around 6,500 new jobs, with up to 1.2 million square feet of commercial development and an upgrade to the National Railway Museum.

In the short term, there will be significant demand for construction-related jobs at all levels. Long term the site has been designated as an **Enterprise Zone** providing demand for new high skilled jobs in a range of sectors including professional services, digital and IT and the rail engineering sector.



BioYorkshire

BioYorkshire is a strategic initiative that will use bio-based innovation to transform Yorkshire's economy through world-class research and translation facilities, a network of specialised business incubators, training, networking and entrepreneurial support generating up to 4,000 new jobs.

To support the demand for jobs and ensure the availability of technical and professional skills development in this sector, a bioeconomy skills academy will be established.



Guildhall Redevelopment

York Guildhall is being redeveloped to create high-quality office spaces with the potential to create an estimated 250 jobs in high-value sectors, especially the creative and digital sectors and creating an £848k annual income and an additional estimated £117m boost to the city's economy over the next 5 years.

An additional 50 jobs and £7m GVA will also be created during the construction phase.



York Accelerator

There are plans for the development of a business accelerator to expand the city's technology capabilities and support the creation of significant numbers of high-value and high-skilled jobs aligned to key growth sectors and national and international trends. It could also enable and support tech start-ups to succeed in the city and attract additional high-value inward investment.



Carbon Neutral Aims and the Green Economy

York has an ambition to be a net-zero carbon city by 2030. This aim impacts many sectors including construction, engineering, transport and energy and will require investment in a wide range of “green” skills. It has been reported that the low carbon workforce is set to triple by 2030 so we must ensure our training and education providers engage with local employers to understand future skills needs. York is already well placed with York College having recently been awarded £150,000 to boost skills training in electric vehicle technologies.



The funding will be used to extend workshop space and technologies, helping to address a skills shortage around low carbon electric vehicle maintenance.



3. Our priorities for action

Commitment I York Works for individuals

Work within and across communities to provide access to skills for employment and self-employment for all.

Priorities

- Support entry-level and basic skills (including maths, English, digital skills, employability and transferable skills).
- Enhance skills opportunities and IAG for entrepreneurs and those seeking self-employment with a focus on hard-to-reach communities.
- Utilise talent more effectively so that people from all backgrounds get better chances to access good jobs.

Our rationale

- Support entry-level and basic skills (including maths, English, digital skills, employability and transferable skills).

York benefits from a workforce that is more highly skilled than comparators in the north of England and this makes the city more resilient. We can build on this skills base to enhance and transform the local economy but we must ensure that those without the fundamental skills to enter and sustain good jobs are enabled to gain them. If we do not focus on enabling adults to achieve functional levels of maths, English and digital skills we risk them falling behind in their chances of a fulfilling future with good jobs and prospects.

For adults in low skilled sectors, digital skills have become as important as maths and English to enable people to access jobs in new sectors. Provision in the city therefore must enable those without basic skills to attain them in a flexible and supportive way. We also want to ensure that people displaced from traditional service (and often low paid) sectors are supported to gain skills in sectors with job vacancies (such as the health and social care sector).

There is an established and well-regarded offer of adult and community learning delivered in the city and this has been able to adapt as demand for learning evolves.

For people who are in work but on low incomes, the prospect of reskilling can be challenging and confusing. It's therefore important that information, advice and guidance can be accessed in community settings and helps people to understand the training that will help them progress in employment or self-employment.

Community outreach will be key, with York Learning and North Yorkshire's Adult Learning and Skills Service acting as a gateway to upskilling and reskilling opportunities.

- Enhance skills opportunities and IAG for entrepreneurs and those seeking self-employment with a focus on hard-to-reach communities.

Start-ups, given the right support to nurture talent and ambition, can be the SMEs of tomorrow. It is critical that people embarking on self-employment or starting a business for the first time get all the help they need to maximise their chances of success in the longer term. This is especially the case if those budding entrepreneurs are not from conventional business backgrounds or live in disadvantaged neighbourhoods. Developing 'an enterprise for all' culture with the appropriate facilities, advice and training will be essential to ensure both new and existing start-ups not only survive, but thrive and hopefully, in the long term provide new jobs across the city.

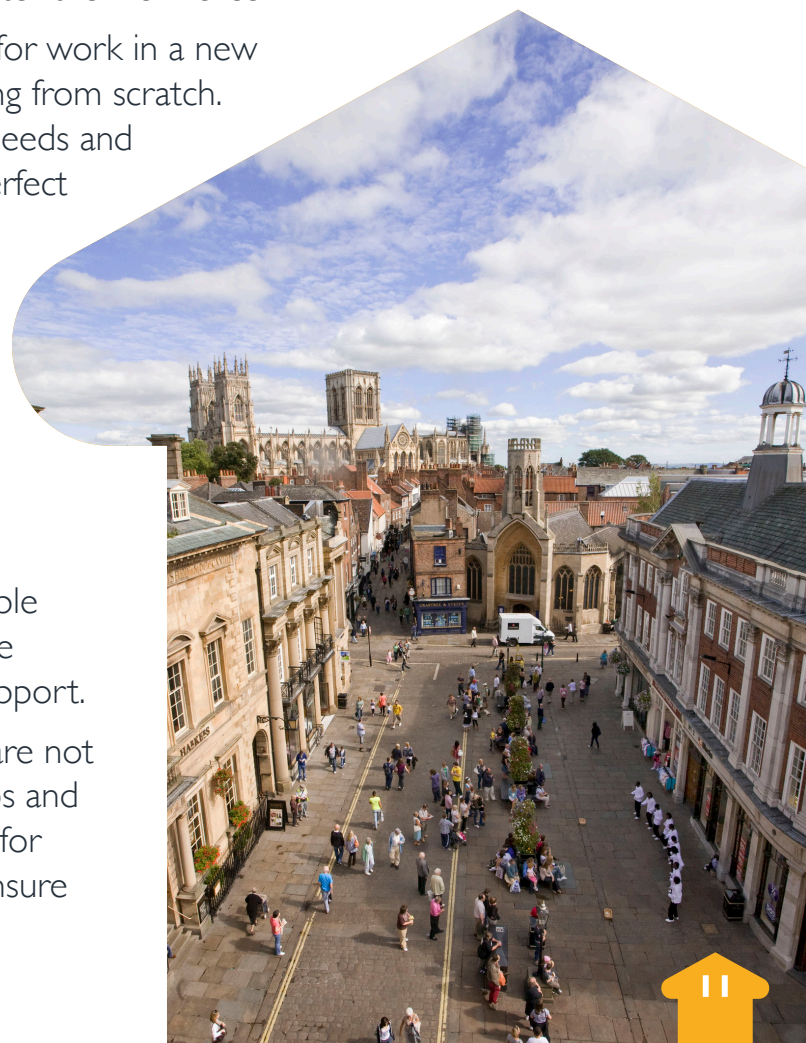
- Utilise talent more effectively so that people from all backgrounds get better chances to access good jobs.

Prior to March 2020, around 1% of the working-age population was claiming out of work benefits which represented the lowest figure for decades. However, as Brexit and the pandemic impacted the economy, this figure sharply rose to 3.6% (around 5,000 people) by March 2021. In comparison with other areas, this increase is not as pronounced. Our challenge is to support people looking for work to gain the necessary skills for available jobs. It is therefore essential that those who are seeking work have access to high-quality advice and guidance as well as the relevant skills and retraining to help them re-enter the workforce.

What can be disheartening for people looking for work in a new sector is the perception that they will be starting from scratch. The reality is that many jobs have similar skills needs and those with experience in one field may be a perfect fit in another. The challenge is connecting the two together. Information about how people can migrate from one sector to another, using their transferable skills is high on our agenda.

People who have multiple barriers to work either from a skills perspective or due to other factors now have a greater challenge to secure employment. Support is needed to enable people furthest from the labour force and with multiple barriers, to access training and wrap-around support.

We also know that some highly skilled groups are not represented as they should be in high-value jobs and we, therefore, want to maximise opportunities for people from minority groups and women to ensure that they fulfil their potential in our workforce.



3. Our priorities for action

Case Study

Bettys and Taylors Group and York College

Over a number of years, York College has worked with Bettys and Taylors Group to adapt engineering provision to suit the specific needs of the company as it has expanded and modernised the production of its world-famous range of products.

In order to increase productivity Bettys and Taylors Group has retrained existing staff to support the food manufacturing operation by building on its apprenticeship programme and Performing Engineering Operations NVQ and offering bespoke training in engineering skills that are specific to their business. This includes welding, engineering maintenance, fitting, health and safety and refreshers in IT and maths skills.

Reviewed regularly, plans are in motion to offer advanced manufacturing training in mechanical maintenance and robotics to reflect technological advances with an emphasis on efficiency and continuous improvement.

Commitment 2 Empowered Employers

Support local businesses to increase productivity and build resilience through training and upskilling their workforce.

Priorities

- Invest in the sectors that drive prosperity in York.
- Support businesses to access talent, tailored provision and support for upskilling.
- Focus on helping small and micro businesses to thrive.

Rationale

- Invest in the sectors that drive prosperity in York.

The partnership has selected eight sectors to focus on in the coming years. Evidence tells us that these are the sectors that are critical to the future prosperity of York. These priority sectors reflect the distinct nature of the workforce in York, building on strengths such as the knowledge base and facilities in the bioeconomy as well as addressing challenges that must be tackled in the coming years.

Health and Social Care for example accounts for the biggest deficit in the availability of skilled employees whilst the heritage sector and visitor economy is rapidly changing to reflect new ways in which businesses operate online and therefore require new digital and technical skills.

Large scale developments in the city require a boost in workers with modern construction skills and these skills must contribute to the ambition to deliver net zero carbon emissions in the next decade.

The eight priority sectors are;

- ▶ Adult Health and Social Care
- ▶ Agritech, Bioeconomy and Life Sciences
- ▶ Property and Construction
- ▶ Creative and Communications
- ▶ Engineering (includes food manufacture, transport and rail)
- ▶ Heritage
- ▶ IT and Digital
- ▶ Tourism, Hospitality and Retail

More detail on the priority sectors can be found in Section 5.

- Support businesses to access talent, tailored provision and support for upskilling.

Forward thinking leaders have remodelled their operations, sometimes radically, to future-proof their business. Businesses with highly effective leaders invest in their staff and adopt high performance work practices.

The use of technology to enable safe, remote working in sectors that can accommodate it has become the norm rather than the exception. Business models have swiftly altered to offer accessible online access to goods and services requiring new skills and resources to support the changes.

These rapid changes inevitably have a knock-on effect in terms of skills requirements both in the short and long term. Not only the skills to enable employees to utilise technology but also interpersonal skills needed for managing remote teams and performance management.

Businesses have told us that they value personal skills such as resilience, adaptability and teamwork as much as the technical skills required in their sectors. They have also become much more aware of the importance of mental health and are committed to their responsibilities to ensure mental well being in the workplace and know how to support their employees in times of mental ill-health.

Demand for health and wellbeing, business resilience and managing through change courses are growing in demand as businesses look for ways to support their staff in a holistic way.

3. Our priorities for action

- Focus on helping small and micro businesses to thrive.

One of the challenges that businesses tell us they face is that they do not have enough information or advice about the most appropriate provision for their needs. The complexity of the offer and bureaucracy involved puts a barrier in the way of training. There is little to be gained by embarking on skills training without a robust understanding of the impact it will have so it is important that training needs analyses are offered as well as a coherent and coordinated offer that is communicated well.

Skills provision for businesses, especially small and micro ones (which account for the majority of businesses in York) regardless of the sector need to be offered in ways that are accessible. This means bite-size, modular, responsive and flexible.

With the rise of e-commerce businesses report an increase in the need for digital skills. This ranges from day to day digital skills that enable staff to operate in an increasingly technical world, to more complex skills that are required to handle complex online business models.

Commitment 3 Pioneering Provision

Work in partnership to create a flexible city-wide skills system that responds to local needs.

Priorities

- Use the partnership to join up provision across the city to deliver a united and streamlined skills offer.
- Ensure provision is aligned to future growth sectors and skills needs in the city.
- Embed the business voice into provision and planning by fostering more links between Further Education, Higher Education, Independent Training Providers and businesses.

Rationale

- Use the partnership to join up provision across the city to deliver a united and streamlined skills offer.

York is fortunate in having high-quality learning institutions which serve the city and offer good provision at all levels. However, it is not always clear to individuals and businesses what is available and how it will meet their needs. Information can be full of jargon which can be confusing for local people and this prevents them from accessing qualifications and skills that can transform their lives.

The relationships between the institutions and the routes for progression are sometimes unclear and difficult to navigate. We want to ensure that there is a joined-up approach to skills and clearly articulated progression pathways.

We also want to transform the curriculum so it increasingly meets the needs of businesses. Whilst there are good examples of businesses working with colleges and universities there is lots more that can be done. We want to develop a framework for partnership working that will enable innovative, agile development of new provision with employers at the heart of it.

- Ensure provision is aligned to future growth sectors and skills needs in the city.

The focus on a low carbon economy will also create significant demand for new jobs and new skills. This includes not only skills in the low carbon and environmental goods and services sector, but also those needed to help all businesses use natural resources efficiently and sustainably to become resilient to climate change. Dedicated low carbon education and training programmes as well as ensuring that green skills are embedded in existing qualifications will be a major focus of curriculum developments.

Efforts to rapidly upskill the existing workforce in new green skills is paramount in our priority sectors. For example, we want to enable local businesses in the construction industry to gain the skills needed to retrofit existing buildings to achieve greater energy efficiency.

As businesses digitise, there has been an increased demand for entry-level right through to higher-level digital skills with acute demand for coding, programming and software engineering.

- Embed the business voice into provision and planning by fostering more links between Further Education, Higher Education and businesses.

The Skills and Post-16 Education Bill introduced in May 2021 set out the expectation from the Government that further and higher learning institutions embed business needs in the curriculum to a much greater extent than is currently the case.

York has a good track record of employer engagement but this must be dramatically enhanced and barriers overcome if provision is to properly reflect the current and future needs of the economy.

We commit to working with employer representative bodies and businesses to make this ambition a reality.

Initiatives such as the Yorkshire and Humber Institute of Technology (IoT), of which York College, York St John University and Askham Bryan are partners, is an example of how business and education can work together to transform facilities and technical provision in the area. The IoT has enabled investment in learning facilities and is set to be further developed to produce a step-change in higher skills attainment which is linked to growth sectors in the city.

3. Our priorities for action

Case Study

Aptamer Group and University of York

Based in the Bio Centre at York Science Park, Aptamer Group develops Optimer[®] binders as antibody alternatives for use as therapeutics and in diagnostic tests. Optimer binders can be targeted to bind a specific molecule to inhibit, activate or label the target for use as therapeutics or as diagnostic and research reagents. Additionally, Optimer binders are being used to deliver drugs and gene therapies to specific cells and tissues within the body, to improve the therapeutic efficacy. The company works with a range of pharmaceutical, biotechnology, diagnostic and research partners to enable new treatments, tests and analyses.

Operating in such close proximity to the University of York has increased ties with the institution to offer graduates commercial experience during their training and improve collaborations with academics across several fields.

Aptamer Group engages with the University in several ways, including establishing research collaborations that have helped validate Optimer technology and allow researchers to use novel reagents to advance their projects, PhD student internships, graduate recruitment, and equipment access.

The University's PAPI (Product and Process Innovation) project supported Aptamer Group with a £20,000 grant to purchase equipment to boost its cell-based Optimer development process, ensuring safety while increasing the process throughput to meet demand.

From working closely with the University's scientists, Aptamer Group has gained information about useful targets to pursue through our development pipeline that can fill gaps in the current reagent market and offer new solutions to help drive translatable research. Aptamer Group has also recruited several staff members from the pipeline of talented graduating undergraduate and PhD scientists.

Commitment 4 York's Talent Pipeline

Through high-quality provision and a culture of lifelong learning, ensure a pipeline of talent that meets business needs and attracts, trains, retains and re-trains people in the city.

Priorities

- Focus on occupations in highest demand eg nurses, caregivers, software developers and help people who are underrepresented in high-value professions to enter them.
- Increase apprenticeships especially at higher levels and in STEM industries.
- Ensure talent pipeline of graduates and people with higher-level skills is enhanced and aligned with priority sectors.

Rationale

- Focus on occupations in highest demand e.g. nurses, caregivers, software developers and help people who are underrepresented in high-value professions to enter them

One of the biggest challenges we face is generating a pipeline of people with the right skills for current and future jobs. This is because the skills needs of many professions are changing rapidly due to innovation and advances in technology, and skills acquisition for high-level jobs takes years to accomplish. Even with a focus on the occupations that are most in-demand, this is not a quick fix.

It is therefore critical that we focus on helping people make the right choices and also ensure that information, advice and guidance is available for individuals at every stage of their working life.

We will continue our commitment to helping people from diverse backgrounds and from under-represented groups get access to the same opportunities as others so that they can get the skills and confidence needed to enter occupations that are in the highest demand.

- Increase apprenticeships especially at higher levels and in STEM industries

There is a collective and long-standing commitment to apprenticeships in the city. Efforts over recent months have resulted in over 150 apprenticeship vacancies available in York across a wide variety of sectors and levels which is a testament to the commitment that businesses have made to apprenticeships. Whilst this is a positive picture, data shows us that those from disadvantaged backgrounds are less likely to participate in apprenticeships.

Therefore, there is a job to be done in York to open up the accessibility of apprenticeships to people from disadvantaged backgrounds. At the same time, we need to keep the momentum going at the higher and degree level of apprenticeships to ensure businesses can recruit staff with the requisite skills. For our priority sectors such as agritech, the bioeconomy and construction, an emphasis on STEM subjects is paramount.

The role of independent training providers and colleges is critical here in building further on the expertise and commitment to apprenticeship provision in the area. Independent training providers are also agile when responding to business needs and are often able to provide tailored solutions in timescales that are challenging for larger institutions.

3. Our priorities for action

- Ensure a talent pipeline of graduates and people with higher-level skills is enhanced and aligned with priority sectors

The workforce in York is characterised by its high proportion of people with at least level 4 qualifications but evidence shows us that this is falling. The majority of graduates leave the city once they have gained their degree. We need to work with businesses more closely to ensure that there are suitable graduate jobs available and encourage a stronger partnership between Higher Education (HE) institutions and businesses.

High-quality Information, Advice and Guidance (IAG) is routinely offered by good providers and this should be applauded. The best providers understand ladders of opportunity in the local area and tailor their offer to enable people who are starting at a low level to understand the trajectory they are on from the outset. This also means aligning their offer with other providers especially when it comes to progression pathways within the city.

York is well served by HE provision but the majority of young people who go on to HE choose to leave the city to study at degree level. The challenge is how to attract talent back.

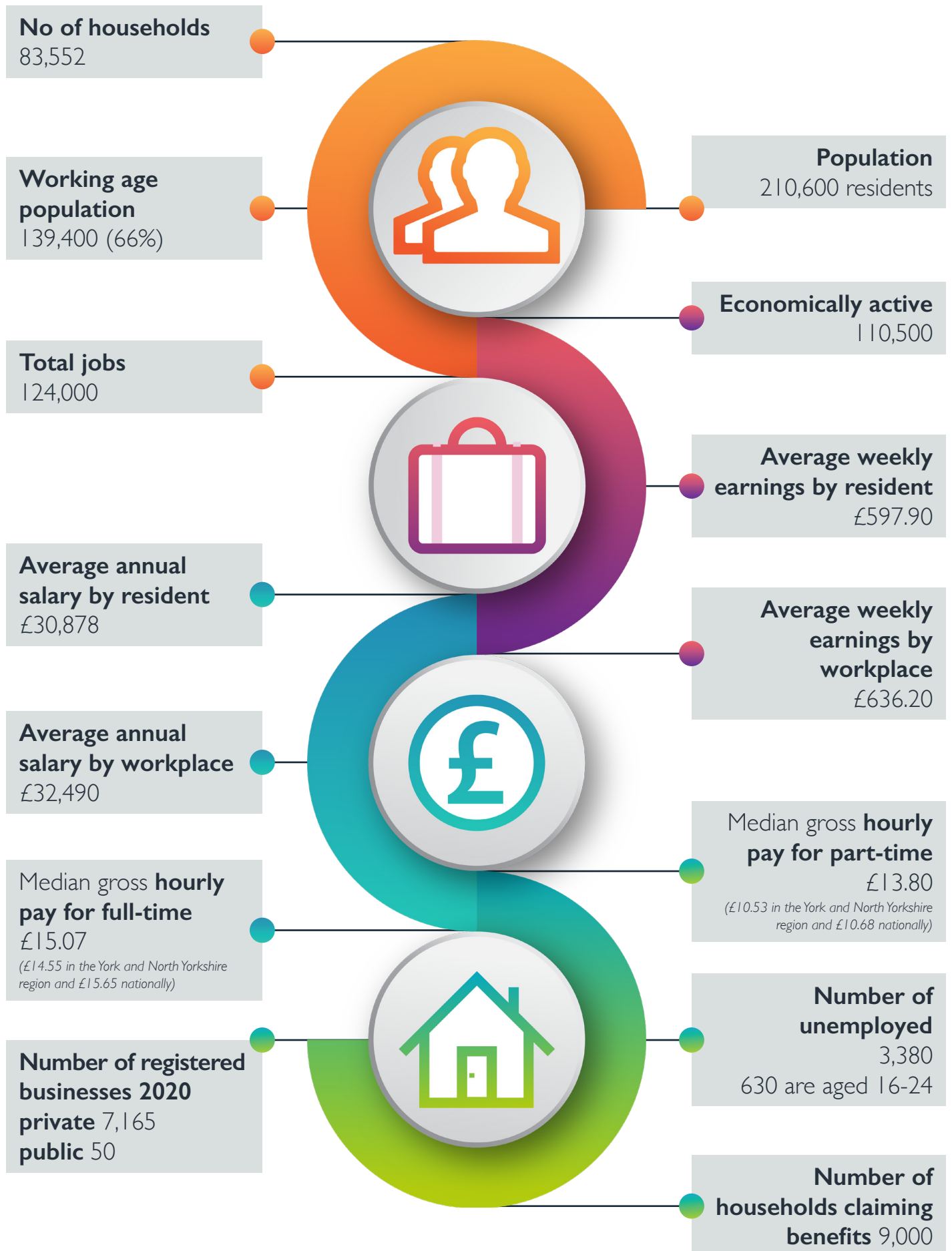
The mix of provision for undergraduates could be adapted to better reflect skills requirements in York and this is exacerbating the challenge that employers have when trying to recruit people with the technical skills they need.

People from disadvantaged groups are less likely to study for a degree. New and innovative approaches to tackle the issue are needed, for example scrutinising the potential biases in recruitment processes within organisations rather than a focus on individuals in outreach settings.

Progression routes from Further to Higher Education for adults need to be strengthened which is one of the key aims of this strategy. It is particularly important for progression pathways to be clearly articulated for adults already in the workforce to enable those from under-represented groups to gain level 4 or above qualifications.



4. Economic data (as available in September 2021)



5. Priority sectors now and in the Future

The partnership has selected eight sectors to focus on in the coming years. Evidence tells us that these are the sectors that are critical to the future prosperity of York. These are not the only sectors important to York but they are the ones in which skills partnership efforts can bring about the greatest impact.

Many skills are relevant across different sectors and an aim of this strategy is to support the smooth movement of employees across different industries so that businesses attract the right talent at the right time.

- **Adult Health and Social Care** - a substantial and growing need for skilled people now and in the future, to respond to skills shortages, an ageing population and an ageing workforce. By 2038 a quarter of people in York will be over the age of 65 compared with one in five now and this will intensify the demand for care.
- **AgriTech, Bioeconomy and Life Sciences** - growth sector and distinct for York with its world-renowned facilities and expertise.
- **Construction and Property** - to keep pace with demand, prepare the workforce for low-carbon construction skills, encourage diversity and support capital developments. The construction sector is buoyant in York currently and with large investment projects such as York Central in the pipeline, it looks set to grow further. Skills shortages in most areas of the sector mean that we must train young people from all backgrounds and adults already in the workforce to take up jobs in the sector. Construction provision in the city is high quality and offers a breadth of provision at a range of levels including apprenticeship provision. There is also a growing, responsive part-time offer that enables people mid-career to re-train or gain higher-level skills in the sector.
- **Creative and Communications** - There are 62 professional arts and heritage organisations operating in the city and over 140 creative enterprises. Attracting and developing new talent as well as being a major contributor to the international reputation of York as a cultural and heritage centre makes this sector critical for the city. Our focus on this aligns with the York Culture Strategy (makeityork.com/culture/yorks-creative-future-york-culture-strategy-2020-2025/) which highlights skills needed to enhance the sector.
- **Engineering (includes food manufacture, transport and rail)** - high-value jobs in sectors that increase productivity, however businesses struggle to recruit people with the right STEM skills.

- **Heritage** - using the uniqueness of York to utilise technology in innovative ways which enhance the cultural offer and create new, digitally-enabled visitor experiences. York has a strong reliance on the consumer-facing service economy and occupations linked to hospitality, tourism and accommodation and this brings its own long-standing challenges with service related skills. The way that visitors plan their visit and choose to spend their time (and money) is changing - it is more individualised and online. This is exciting for York which has a strong heritage and cultural offer and world-renowned visitor attractions. Significant opportunities in entrepreneurship in this sector are likely as we see the increased use of Artificial Intelligence (AI), Augmented Reality (AR) and Virtual Reality (VR) in our heritage offer.
- **IT and Digital** - skills needed at all levels now and in the future. As businesses have rapidly digitised there has been an increased demand for digital skills at all levels and tech companies providing digital services have experienced exponential growth. That means that people with high-level technical skills are in great demand and companies report difficulties filling vacancies.
- **Tourism, Hospitality and Retail** - The highest proportion of the workforce is in these sectors but all are vulnerable to changes in the economy and the advances of technology. The workforce is often part-time, with low pay and can be transient.

Adult Health and Social Care

Now

- 16,000 employees (15%)
- 50/50 full-time/part-time split
- Average salary: Nurse - £32,338, Care Assistant £19K, Doctor £42K
- Nurses and health care workers accounted for top two job vacancies in 2020
- Majority female demographic
- Mental Health (14,669) / Learning Disabilities (9,691) / Primary Care (3,877) as Top 5 Significant skills in Yorkshire and Humber region

Future

- Increasing aging population leading to greater needs for health and care.
- Public perception of the sector adversely affects recruitment though this could be positively affected by COVID-19 and Brexit
- Around 70% of roles at high risk of automation are currently held by women
- Globalisation and technological change are also changing approaches and creating new opportunities

5. Priority sectors now and in the Future

Agritech, Bioeconomy and Life Sciences

Now

- Around 1,400 (2%) employees
- 62% are full time
- Average salary Agricultural Engineering Technician £35K, Biochemist £41K
- World leading knowledge, facilities and potential for growth but under-developed job opportunities
- Priority sector for area and subject of significant investment
- Relatively few direct employees but a growth sector nonetheless
- This sector is strongly impacted by Brexit

Future

- BioYorkshire - a partnership between University of York, Askham Bryan College and FERA to deliver on the green agenda, create jobs, boost the regional economy and develop sustainable solutions for environmental challenges
- Growth potential due to the existing expertise, skills and facilities, business base in the sector and policy commitments by leading institutions and strategic bodies



IT and Digital

Now

- 315 enterprises
- 1,800 (2%) employees
- 83% full time
- Average salary IT Technicians - £31K, Cyber Intel Officer £53K, IT Project Manager £54K
- Computer consultancy activities is the largest sub-sector in York.
- High level skills such as programming, developing and coding are at a premium and in short supply, recruitment of people with these skills is challenging
- Majority male dominated - around 80%.

Future

- Industry will be in the process of constantly reskilling and learning as technology develops, employees must enjoy continuously learning and be flexible
- Key sub-sections of this industry have and will continue to increase such as data science, machine learning and AI
- Creativity and critical thinking skills are essential for the future
- Communication and leadership skills will be essential in making teams effective



5. Priority sectors now and in the Future

Heritage

Now

- 15 enterprises
- 1,000 (1%) employees
- Average national salary Museum Curator £25K, Visitor Attraction Manager £35K
- 50/50 part-time and full-time
- The strength of the heritage offer is critical to the success of other sectors such as hospitality

Future

- New trends in the way visitors 'consume' the York experience will require digital skills as standard
- Opportunities for entrepreneurship in this sector as niche, individually tailored tourist 'experiences' increase
- Attractions that have an older demographic will need to change to attract younger audiences who are digitally savvy

Creative and Communication

Now

- 3,250 employees (3.5%)
- 230 of enterprises
- Average national salary Digital Marketer £93K, Community Arts Officer £26K, Social Media Manager £43K
- 64% of workers are part-time
- Most self-employed or freelance

Future

- Industry crucial for the survival of many retail businesses
- New Creative Centre at York St John University
- Links with the York Culture Strategy, which sets out steps needed to create a vibrant, evolving and flourishing cultural offer

Property and Construction

Now

- 4,000 employees (4%)
- 75% full-time, predominantly male workforce
- Average national salary Quantity Surveyor £43K, Construction Site Supervisor £29K, Construction Project Manager £41K, Electrician £31K, Labourer £28K
- Skill shortages are a national problem for this sector
- Industry bodies such as CITB are active in addressing skills needs

Future

- Adapting to green construction and automation is a priority
- Large scale developments in the city such as York Central will create a demand for construction jobs that will continue for years to come
- Challenge to recruit a more diverse workforce and attract new entrants

Tourism, Hospitality, Retail and Leisure

Now

- 1,605 enterprises
- 20,000 employees (18%) c2/3 part-time
- Average national salary Waiter/ess £17K, Retail Supervisor £20K, Barista £22K, Store Manager £20K, Head Chef £24K
- Consistent growth in the industry, an increase of 7.8% from 2017-2020

Future

- Challenge of supporting people displaced from retail jobs into new employment with prospects
- Digital skills and confidence with technology will be essential in this sector
- Core skills such as customer service are sought by employers in most sectors so transferable skills may be at a premium if targeted correctly
- Whilst traditional large store retail is in decline, online retailing is on the increase with a 60% surge occurring in 2020
- Long term and persistent issues with skills shortages (e.g. chefs)

5. Priority sectors now and in the Future

Engineering (including manufacturing, rail and transport)

Now

- 8,000 employees (7%)
- 87% full-time and 12% part-time
- Average national salary Rail Engineering Technician £34K, Track Maintenance Officer £34K, Train Driver £57K, CAD Technician £45K, Manufacturing Systems Engineer £44K, Production Manager £62K
- General engineering skills deficit of Mechanical Engineering, CNC/CAM (Computer Numerical Control and Computer Aided Manufacture), Electrical Electronic Engineering, Manufacturing / Production Engineering (inc robotics / PLCs), Maintenance Engineering, Engineering Design (inc CAD/E Computer-Aided Design/Engineering)
- An ageing workforce and predominantly male
- Institute of Technology is developing high tech provision and increasing skills levels

Future

- New sustainable technologies and technological uncertainties threaten to cause structural unemployment at the lower-skilled end but also offer opportunities
- The rapid change from fuel to electric and alternative sources of energy
- Requiring high skilled flexible workforce to be able to adapt to new technologies quickly
- Significant opportunities in the rail sector particularly in the digitisation agenda. Jobs in data analysis, signalling and electrification
- Automation is replacing low skilled workers
- Growth sector generating highly skills and well paid jobs
- Potential for apprenticeship growth
- New Bosch embedded vehicle technology centre to be opened in York

6. What we will do and how we will do it

The partnership will oversee progress and provide accountability. The partners will contribute resources to making the strategy a reality and structures will be put in place to coordinate activity.

We will evaluate the success of the partnership to deliver our ambition and the extent to which the partnership itself is an engine of change for the city's skills provision. Emphasis will be placed on the added value of the partnership rather than a sum of its parts but we will also track appropriate metrics to assess the impact of our work.

An implementation plan will be developed with actions and outcomes. This will be developed in the months following the adoption of the strategy. Measures of success will be partially assessed by publicly accessible metrics but the emphasis will be placed on the added value of the partnership.

Our implementation and evaluation strategy will use three themes to measure the impact of our partnership to deliver the changes we seek.

1. Accessibility - the extent to which information, provision and support is available to those that need it.

2. Sustainability - activity is self-generating and able to continue 'naturally' in the city.

3. Scalability - activity is repeatable and scalable to other places.



7. Further reading and sources

Publically available data on skills

NOMIS - Office for National Statistics dashboard

Data.gov.uk - Government dashboard of open data sites

Office for Students - website containing policy documents, data and analysis of Higher Education in England

Explore Education Statistics - government dashboard hosting statistics on apprenticeships, FE and HE

Migration Advisory Committee Skills Shortage List - Using SIC codes this scholarly article is used to indicate skills in short supply

ONS UK Productivity Analysis - Analysis of productivity data across UK 2010-2019 (latest figures available)

FE Data library - government site holding FE data

Government policy documents

National Skills Fund - Part of Government's Plan for Jobs to support adults to achieve skills that improve job prospects including Level 3 entitlement, and boot camps

Institutes of Technology - investment in higher level technical skills

Skills for Jobs White Paper Jan 2021 - sets out Government's plans to create Local Skills Improvement Plans (LSIPs) led by employer representatives such as Chambers of Commerce, an opportunity to develop college business centres and a duty for colleges to review how well their provision meets the needs of employers

UK Shared Prosperity Fund - House of Commons Briefing Paper on plans to date relating to the funding which will replace European Structural and Investment Funds

Hospitality Strategy - recently launched plan to support the recruitment and skills challenges in the hospitality industry

Skills reports and resources

Apprenticeships - Government site containing information and search options for learners and employers plus information for influencers

British Chamber of Commerce - Policy Reports and publications

CIPD Knowledge Hub - wide range of resources on human resource management, leadership, diversity, organisational development and future trends

WISE - Resources, information, reports and data to support women in science, technology, engineering and maths

The Gatsby Foundation - aims to strengthen science and engineering skills in the UK by developing innovative programmes and informing national policy. Influential reports on the need to increase Level 4 and 5 technical skills

The Missing Middle and **Beyond the Missing Middle**

Learning for Life; the role of adult community education - Local Government Association report on the impact of learning on community

Association of Colleges

Skills Futures Singapore - Aspirational plan to unite skills provision in lifelong learning in Singapore

NESTA The future of skills 2030

Centre for Cities Levelling Up - Setting out how investment decisions can support fairer Government decisions

APPG on Diversity and inclusion in STEM - Report from British Science Association on equality on STEM

Local reports on York skills

York and North Yorkshire Labour Market Analysis 2021 - in depth review of data and evidence related to local workforce, skills supply and demand.

York and North Yorkshire LEP Skills Strategy 2021-26 - sets out the main skills priorities and actions for the Y and NY LEP

WYCA Employment and Skills Framework 2021 - West Yorkshire Combined Authority Skills Strategy

7. Further reading and sources

Sector bodies

Skills for Care

Skills for Health

CACHE - Specialists in care sector qualifications

National Skills Academy for Rail

COGENT - Sector Skills organisation for science

LANTRA - Sector awarding body for land based sector

Enginuity - Sector body for engineering

CITB - Construction Industry Training Board

IEEE - Technical and advanced electrical engineering skills

Federation of Small Businesses - Skills hub for small businesses

Financial Skills Partnership

People 1st - Sector body for range of service sectors including retail

Creative and Cultural Skills

National Skills Academy Food and Drink

Engineering Construction Training Board

Sector Specific reports

Back on Track - Rail Industry Skills

A Workforce in Crisis - Saving our Early Years

Ten Point Plan for a Green Industrial Revolution

UK Digital Strategy

Circular Economy Strategy YNY LEP

Building Skills For Net Zero

IET Skills for a net zero green recovery

COVID-19 response plans

Build Back Better - UK Government plans to rebuild the economy after the pandemic

Greener, Fairer, Stronger - COVID-19 response plan from YNY LEP

IES Getting Back to Work - Institute for Employment Studies report on economic challenges brought about by COVID-19

CBI Economics - The revolution of work report

AOC Skills Led Recovery Plan

Transferable skills and IAG

EMSI - Economic Modelling site contains free resources and paid for services

Building Bridges Towards Future Jobs - City and Guilds and Burning Glass Technologies report into how people mid-career can transfer to new sectors

National Careers Service - provides online support for adults seeking career support

Career and Enterprise Company - national service giving employer focussed careers education information advice and guidance to young people in schools and colleges

NYBEP - York based careers advice aimed at young people and young adults

NESTA Mapping Career Causeways - groundbreaking report into ways adults can navigate from one career path to another using transferable skills

Go Construct - Website for careers and information in the construction industry

York Learning and North Yorkshire Adult Learning and Skills Strategy - sets a clear strategy for adult learning across York and North Yorkshire

If you would like this document in an alternative format, please contact:

 (01904) 551550  ycc@york.gov.uk

 @CityofYork  @cityofyork

It is available in the following languages:

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

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Publication date: March 2022

For further information: West Offices, Station Rise, York, Y01 6GA

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	People		
Service Area:	Education and Skills		
Name of the proposal :	York's 10-year Skills Strategy		
Lead officer:	Alison Edeson / Maxine Squire		
Date assessment completed:	28.01.22		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Alison Edeson	Skills Manager	City of York Council	Skills and Partnerships
Skills and Employment Board through monthly meetings to drive strategy development.			

Step 1 – Aims and intended outcomes

1.1	<p>What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>To update the Executive about York's 10-year Skills Strategy that has been developed through the city-wide partnership (Skills and Employment Board) and through consultation with businesses, Elected Members and other stakeholders, and to seek the support for the Council's role, as a partner, in delivering its shared priorities.</p>
1.2	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p>National and regional policy changes including the FE Whitepaper (January 2021) have been taken into account by the partnership in developing the strategy.</p>
1.3	<p>Who are the stakeholders and what are their interests?</p>
	<p>Skills and Employment Board is an outside body which comprises: Askham Bryan College, City of York Council, Department for Work and Pensions / JobCentre Plus, Grounded HR, Federation of Small Businesses, Netsells, Simpson York Limited, The Skills Network, Trade Union Congress, West & North Yorkshire Chamber of Commerce, University of York, York College, York & North Yorkshire LEP, York St John University.</p> <p>Stakeholders include policy makers, place shapers and customers e.g. public-funded, private, community and independent training and skills providers, schools, young people, parents and residents, employers, businesses looking to locate in York, Elected Members, industry bodies and policy makers and funding bodies. The strategy supports inclusive growth in the city for the benefit of residents and businesses and sets out expectations about partnership working and skills provision in the city.</p>

1.4	<p>What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p>
	<p>Four main Council Plan priorities apply: Well-paid and an inclusive economy, A better start for children and young people, Safer communities and culture for all, An open and effective council.</p> <p>The Skills Strategy has been developed in support of inclusive economic growth and will be an appendix/supporting strategy to the Economic Growth Strategy. The Cultural Strategy, alignment with digital strategies and the developing Climate Change Strategy have been considered as part of the evidence base, as have regional skills related strategies (e.g. from York and North Yorkshire LEP) and national research and policy developments. The strategy focuses on where the partnership approach can add value to the skills development in the city and is underpinned by principles of inclusivity and sustainability – these are:</p> <ul style="list-style-type: none"> • Foster a culture of lifelong learning • Put mental health and well being at the centre of what we do • Focus on the demand for skills from businesses and residents as a priority • Ensure individuals have the all-round ‘people’ skills that employers want • Build and champion partnerships to enhance all aspects of skills provision • Positively include disadvantaged people when planning and delivering skills provision • Embrace technology and digitisation to maximise opportunities for people and businesses • Contribute to Net Zero ambitions by proactively adapting and developing skills provision <p>The priorities within the strategy include the need to support levelling up across the city (and wider region), utilising talent more effectively so that people from all backgrounds can get better chances to access good jobs and enterprise for all.</p>

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
Source of data/supporting evidence	Reason for using	
An extensive list of resources is included at the end of the Strategy – all of which informed the underlying evidence base.	To ensure the skills strategy was underpinned by robust (and not anecdotal) evidence	
Make it York Business Survey (Q2 2020)	Direct Business Engagement – impact of the pandemic on immediate and longer-term skills / recruitment needs.	
Future of Work Research (University of York)		
Sector Roundtables (Spring/Summer 2020)		
Conversation with National Skills Academy for Rail (Oct 2020 and May 2021)	Sector skills needs (Rail Tech) in York	
York Business Week Skills Event (Nov 2020)	Direct Business Engagement to promote skills support available and encourage businesses to work with skills providers to shape provision.	
Business Leaders Group (Dec 2020)	Direct Business & Strategic Leaders Engagement	
Explore Management Team (May 2021)	Alignment with Digital Inclusion and community learning partnership work.	
Hospitality Summit (July 2021)	Direct Business Engagement – bringing Skills Board members and Hospitality partners together to address sector skills needs.	
Hospitality Association Meeting (Sept 2021)	Direct engagement around the developing strategy and how partners can work together to deliver shared priorities.	

Our Big Conversation survey (ongoing)	Direct Business Engagement
Monthly Skills and Employment Board Meetings (Dec 2020 – Sept 2021)	To share emerging evidence base and feed in representation from employees, employers, skills providers and partners.
Executive Member Decision Sessions in September and December 2020, and March and April 2021	Public forum to support public and cross-party feedback. Important to provide opportunities for those not directly involved in strategy development to have their say, especially seldom heard or hard to reach.
The one-year skills plan (and evidence base to that point) was a key agenda item at the commissioned joint scrutiny session (Economy & Place and Children, Education & Communities) on 1 February 2021	
Conversations with individual stakeholders (such as Guild of Media Arts) have also taken place during strategy development	Keen to receive input from interested stakeholders – particularly those who are not directly involved in strategy development, seldom heard or hard to reach.
10-year Skills Strategy was considered at the Economy and Place Scrutiny Forum on 28 September 2021 and will feature as an appendix to the developing Economic Growth Strategy.	Forum to support cross-party scrutiny / feedback
Further consultation with residents, schools and businesses is being planned with the Economic Development Team, Skills and Employment Board and partners.	This will be to inform the implementation plan and pick up more resident, young people and schools voices.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.		
Gaps in data or knowledge		Action to deal with this	
The next stage is to develop implementation plans in conjunction with stakeholders e.g. rail sector		Further consultation with residents, schools and businesses is being planned with the Economic Development Team, Skills Board and partners.	
10-years is a long horizon, especially with rapid changes in technology, education and work so the strategy needs to be able to evolve with local need.		Regular reviews and ongoing opportunities for stakeholder consultation.	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	The strategy emphasises an all age approach, and aims to help overcome key challenges around an aging workforce.	+	M
Disability	The strategy aims to support people from all backgrounds but no specific initiative around disability. However, ED&I is a key area in supporting employers to better utilise talent.	0	L

Gender	The strategy has key priorities aimed at supporting women out of low paid, part-time work and also aspirations around women into STEM and entrepreneurship	+	M
Gender Reassignment		0	
Marriage and civil partnership		0	
Pregnancy and maternity		0	
Race	The strategy has key priorities aimed at supporting people from all backgrounds including different ethnicities in to good jobs, high skilled and STEM occupations	+	M
Religion and belief		0	
Sexual orientation		0	
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	The strategy has key priorities aimed at supporting people out of low paid, lower skilled roles and into good jobs through Information, advice and guidance, reskilling and upskilling. This will possibly benefit veterans etc and will not disadvantage them.	0	
Low income groups	The strategy has key priorities aimed at supporting people out of low paid, lower skilled roles and into good jobs through Information, advice and guidance, reskilling and upskilling.	+	M

Veterans, Armed Forces Community	The strategy has key priorities aimed at supporting people out of low paid, lower skilled roles and into good jobs through Information, advice and guidance, reskilling and upskilling This will possibly benefit veterans etc and will not disadvantage them.	0	L
Other			
Impact on human rights:			
List any human rights impacted.			

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a **POSITIVE** impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a **NEGATIVE** impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a **NEUTRAL** effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
<ul style="list-style-type: none"> - No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review. 	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?



Executive**17 March 2022**

Report of the Director of Prevention and Commissioning and Education

**Request to Extend Home to School Transport Contracts –
York Pullman Bus Co Ltd****Summary**

1. This report seeks agreement to the extension of home to school coach contracts with York Pullman Bus Company to 31 July 2024. The current contracts deliver the statutory elements of home to school transport, they are cost effective and are not part of the transport savings plan. The extension will allow continuity of a statutory service at a time when the coach industry is still recovering from the impact of the COVID-19 pandemic and ensures continuity in delivery of a statutory service whilst elements of current delivery are reviewed.

Recommendations

1. Executive are asked to consider:

Option 2 - Extending the existing home to school transport contracts for York Pullman Bus Co Ltd for the period of 2 years, from 1 August 2022 – 31 July 2024 and for it to be delegated to the Director of Prevention and Commissioning and Education in consultation with the Director of Governance and the Chief Finance Officer.

Reason: To ensure that there is provision in place to meet the Local Authority's statutory duties in relation to home to school transport until a review of the Tadcaster bus contracts has taken place. This will require member consideration and a public consultation if it is proposed that the Tadcaster Bus contract is ended.

Background

2. The contracts for Home to School dedicated bus services (current value approximately £997,000 per year) serve Fulford, Huntington and Tadcaster Grammar, and 4 x primary schools - Poppleton Ousebank, St Mary's CE, Bishopthorpe Infants and Archbishop of York CE Juniors. This provision enables the Local Authority to meet its statutory duty to provide transport for pupils living more than 2 miles (primary) and 3 miles (secondary) from their catchment school, or where there is an unsafe walking route. These contracts are currently held by York Pullman and expire on 31st July 2022. The contracts currently require all vehicles to be fitted with seatbelts and there are clear targets to be met around reducing vehicle emissions.
3. At their meeting in 11th February 2021, the Executive agreed to extend all home to school transport contacts for a further year until 31st July 2022. This was to allow for the existing contracts to be delivered whilst a full consultation for re-procuring the service has taken place to inform a review of home to school transport policy.
4. Other transport services such as those currently being supplied by Streamline Taxis are part of the transport savings plan and these are now subject to a procurement process being led by the Education Support Service. The procurement of other transport services is a high priority to achieve a more cost effective arrangement and to ensure that the necessary savings are made.

Consultation

5. The Council's Finance and Legal teams have been consulted. Comments are included in the Implications section of this report.

Options

6. **Option 1** To procure new contracts for all required home to school transport work for September 2022. The procurement process would need to be widened out to include bus services, and would mean that there is further work to include bus contracts within an already tight procurement timeline to ensure that any new providers are ready to deliver the new contract by 1st September 2022.

7. **Option 2** To procure a new taxi contract only for the 1st September 2022 as this will enable commissioners to explore a framework approach and also ensure relevant consultation is completed. In order to do this commissioners are seeking extend current contracts for York Pullman Bus Company Ltd. until the 31st July 2024.
8. Whilst there is some risks to Option 2 in regards to procurement and rationale as to why commissioners are extending the current York Pullman contract. However we are confident that any challenge to the process can be mitigated and withstand scrutiny.
9. A feasibility review provided by an external consultant in August 2021 that demonstrated the cost effectiveness of the current contracts using national benchmarking data. York Pullman has recently been awarded by DVSA earned recognition status, so they are one of the first bus and coach companies to successfully achieve this which places them in the top 2% of companies within the UK. Through this award the DVSA recognise that York Pullman have more than adequately demonstrated their ability to self-manage their own compliance with the regulations through best practice management. Furthermore, a 2 year extension would also enable some form of normality to return to the bus industry, which would widen the number of providers able to bid for the work and at the same time would allow time for costs to stabilise and for the commissioners to focus on other transport service procurement to achieve necessary savings.
10. It would also give adequate time to review the Tadcaster bus contract as this would need full consideration by members about whether or not to continue the arrangement of free home to school transport.
11. If a change is proposed then a public consultation would be necessary followed by a formal decision being taken by Executive. There is a lead in time to any proposed changes to the Transport and Admission policies so that parents are able to apply with an informed choice from the year prior to admission. A two year extension would give a reasonable time frame for this to be put in place and for commissioners to identify capacity to facilitate this work including achieving the overall savings plan. Therefore the

above analysis confirms due diligence around, quality, delivery and fair cost of service.

Analysis

12. Transport providers at both national and local level have been significantly impacted by the COVID-19 pandemic with major reductions in their workloads and a subsequent drop in income. This has been further exacerbated by rising fuel costs and wage rises to retain and recruit appropriate staff.
13. The Council will need to consider the timing of a procurement process for new bus contracts to ensure they are achieving value for money in uncertain times. Extending the York Pullman contract for 2 years would enable the Education Support Service and commissioners to focus on priority procurement of taxi services that will yield greater transport savings and support future delivery.
14. The current contracts have a significant focus on quality, health and safety, and safeguarding. York Pullman have consistently delivered a high quality service and made continuous improvements throughout the duration of the contracts. Within their fleet they operate 48 x vehicles that meet Euro 6 and a further 57 vehicles that meet Euro 5 exhaust emission specifications.
15. The contracts also require the transport provider to deliver a considerable part of the administration involved in delivering home to school transport services. This includes for example route planning, issuing of bus passes, customer enquiries and handling Stage 1 complaints.
16. All staff working on the contracts are required to have enhanced DBS checks done through the Council, and attend safeguarding training on a 3 yearly cycle. The contracts are managed via a strict Contract Management process and there are no concerns as to the performance of York Pullman
17. A recent transport review from an external consultant confirmed that York Pullman are delivering the service in a cost effective way when compared to national benchmarking data.

18. The Tadcaster bus contract is going to be reviewed over the next 2 years, so an extension of the contracts would be beneficial in this process rather than having procured a new contract to start in 1st September 2022.
19. Some soft market testing has taken place last year and the findings are that there is a potential reduction in the number of operators now available to do home to school transport work.
20. Our current provider York Pullman have indicated that the competitive price they have been able to provide previously is based on the fact they can link home to school transport work to other private hire work. This work included day trips and importantly other work for schools (trips and visits). Prior to COVID-19 York Pullman had seen an increase in the amount of work they were getting from City of York schools since they have held the contract.
21. York Pullman would be happy to extend existing contracts for an additional 2 years and would bid for any contracts under a new procurement process.
22. If contracts were extended, this would be under the current terms of the contract and service specification. Any price increases would be under the contract terms based on Consumer Price Index (**CPI**) as of 1st August 2022. The current contract terms relating to environmental standards will be required to be met in terms of Euro standards and age of vehicles (Euro 4 and no older than 16 years).
23. Pupil numbers are projected to remain the same. Delaying the procurement of this contract for a further 2 years it allows more time for providers to reevaluate their financial position and tender prices should therefore be more realistic. There may also be new providers that emerge in the market to increase competition over the next two years.
24. If contracts were extended, this would be under the current terms of the contracts and service specifications. The contract requirement is for minimum Euro 5 vehicles, although in practice a large percentage of vehicles used on the contract are Euro 6. Annual review of pricing would be by considering relevant

inflationary indexes. There has only been one annual price increase in the 5 year term of the contract.

Council Plan

A better start for children and young people.

25. Getting children and young people to and from school each day via the Council's home to school transport arrangements is a key part of the Local Authority's education responsibilities. It is important therefore that the service is reliable, safe and cost effective.

Getting around sustainably

26. The options available for getting children and young people to school each day need to be considered in terms of the environmental impact of those options. It is essential therefore that the Council encourages use of public transport, shared transport, and sets targets around the types of vehicles used to transport children and young people around the city where it is able to. It also enables the council to work with transport providers in partnership to cut congestion, pollution and carbon emissions.

Well-paid jobs and an inclusive economy

27. As these services are delivered by local transport contractors this provides a significant number of jobs within the local area and therefore benefits the local economy.

26. Implications

- **Financial**

The Home to School Transport bus contracts are funded from the Local Authority's General Fund budget.

The budget for 2021/22 is £879k and is overspending by approximately £104k as a result of three additional buses that have been required to meet increasing pupil numbers eligible for transport at Fulford School and Huntington School. Based on the estimated academic year cost quoted above of £997k, there will be a budget gap of £118k in 2022/23. This be funded by a contribution from the

Childrens Services growth which has been allocated in the 2022/23 budget process.

- **Human Resources (HR)**

There are no HR implications.

- **Equalities**

An Equalities Impact Assessment is attached at **Annex 1**.

- **Legal**

The Council has a statutory obligation to make travel arrangements to facilitate attendance at school, contained within the Education Act 1996. Further obligations are placed on the Council by the Children & Families Act 2014, as well as the Equalities Act 2010 (see the **Equalities** section of this Report above and **Annex 1**).

The values of each of the Home to School Transport contracts considered in this report exceed the thresholds contained within the Public Contracts Regulations 2015 (the "**Regulations**"). The Regulations will therefore be relevant when considering both Options presented in this report.

The regulations have been explored with legal colleagues and whilst there may be a small possibility of challenge in terms of additional bus providers in the market, in terms of an additional 2yr extension. Commissioners alongside legal colleagues have completed due diligence to ensure there is transparency in the process and a clear value for money rationale. There will also be no material changes within the contract extension, this further supports option 2.

- **Crime and Disorder**

There are no Crime and Disorder implications

- **InformationTechnology(IT)**

There are no IT implications

- **Property**

- There are no Property implications

27. Risk Management

The risks associated with the two options are detailed in the report.

Contact Details

Authors:

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Helen Garnham

Projects and Contracts
Officer (Children &
Young People
Transport manager)
Education Support
Services
Tel No. 01904 554242

Chief Officer Responsible for the report:

Jamaila Hussain

Director of Prevention and Commissioning
Commissioning and Education

**Report
Approved**



Date 5.3.22

Annex 1 EIA - York
Pullman Contract exte

Specialist Implications Officer(s)

Legal

Name: Dan Moynihan
Title: Senior Solicitor (Contracts & Commercial)
Tel No.: 01904 554143

Financial

Name : Mike Barugh
Title : Principal Accountant (Children Education & Communities)

Tel No : 01904 554573

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

For further information please contact the author of the report

Background Papers:

Report to Executive 11 February 2021 – Request to Extend Home to School Transport Contracts

Annexes:

Annex 1 - Equality Impact Assessment

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City of York Council
Annex 1 Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	People		
Service Area:	Education Support Services		
Name of the proposal :	Extension of Home to School Transport Contracts – York Pullman		
Lead officer:	Maxine Squire, Assistant Director, Education and Skills		
Date assessment completed:	16/2/2022		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Helen Garnham	Children and Young People Transport Manager	CYC	Education support services
Barbara Mands	Head of Education Support Service	CYC	Education support services

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	To extend the current Home to School bus contracts for the delivery of statutory home to school transport between City of York Council and York Pullman Bus Company for a further 2 years at a cost of £998,000 per year.

1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	The council is required to provide home to school transport for primary age children who live over 2 miles from their nearest school and for secondary age children who live over 3 miles away from their nearest school. This is to meet the duty in the 1996 Education Act. The act requires local authorities to provide transport to eligible children free of charge to support attendance at school.

1.3	Who are the stakeholders and what are their interests?
	The key stake holders are: <ul style="list-style-type: none">• The Council to carry out their statutory duty to deliver free home to school transport for all their entitled children and young people.• North Yorkshire County Council regarding any proposed changes to the Tadcaster bus route.• Schools to facilitate attendance at school for eligible children.

	<ul style="list-style-type: none"> • The Parents to be assured their children are being transported to school in safe and sustainable vehicles. • The children and young people who are being transported to enable them to arrive at their school in the most efficient way.
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1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	This will allow us to concentrate on the procurement of the home to school taxi contracts. The taxi contracts support some aspects of discretionary home to school transport and also for children and young people with special educational needs and/or disabilities. The extension of the school bus contracts will allow for a full consultation proposed revisions to the home to school transport policy around existing bus routes e.g. review of the Tadcaster bus route.

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.
Source of data/supporting evidence	Reason for using

	The proposal to extend the current bus contracts with Pullman has considered benchmarking data for spend on bus contracts by other LAs and this provided information about the cost effectiveness of the current contracts.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
	Gaps in data or knowledge	Action to deal with this
	Costs/benefits of removing the Tadcaster Bus	A feasibility study and consultation following the feasibility study

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	Medium (M) Low (L)
Age	The provision of the home to school bus contracts ensures that eligible children are able to attend school	+	Low
Disability	The home to school bus contracts use compliant vehicles	+	Low
Gender			
Gender Reassignment			
Marriage and civil partnership			
Pregnancy and maternity			
Race			
Religion and belief			
Sexual orientation			
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		

Carer			
Low income groups	Eligible children are provided with free home to school transport	+	Low
Veterans, Armed Forces Community			
Other			
Impact on human rights:			
List any human rights impacted.	The right to education	+	

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<p>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</p>
<p>The proposal will ensure that the home to school transport service continues to be provided at an efficient and effective cost. This means that eligible children are able to attend school. Schools have confidence in the current providers.</p>	

Step 6 – Recommendations and conclusions of the assessment

6.1	<p>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</p>
Empty response area	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
Continue with the proposal	The impact has been reviewed and the proposal to extend the contracts ensures continuity of service to avoid the adverse impact of a disruption to a statutory service.

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
N/a			

Step 8 - Monitor, review and improve

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8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?

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