

Notice of a public meeting of Executive

To: Councillors Aspden (Chair), D'Agorne, Smalley, Waller and Widdowson

[Note: this meeting will take place with a reduced Member attendance to ensure compliance with social distancing measures.]

Date: Thursday, 20 May 2021

Time: 5.30 pm

Venue: The George Hudson Board Room - 1st Floor West Offices (F04)

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, 24 May 2021**.

*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. Minutes** (Pages 3 - 10)
To approve the minutes of the Executive meeting held on 22 April 2021.

3. 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.

The deadline for registering at this meeting is at **5.00pm on Tuesday, 18 May 2021.**

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 the agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this 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.

- 4. Forward Plan** (Pages 11 - 14)
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.

- 5. City of York Council Recovery and Renewal Strategy - May Update** (Pages 15 - 22)
The Chief Operating Officer to present an update report for May 2021 on the council's activities both directly in response to Covid-19 and to support recovery and renewal.

- 6. Update on the Council Plan 2019-2023 and Progress Towards a 10 Year City Plan** (Pages 23 - 114)
The Chief Operating Officer to present a report which proposes a number of updates to the 2019-2023 Council Plan, in view of the changed context over the past year, and sets out progress and discussions currently under way to develop a 10-year Plan for the city.
- 7. The Council's contract with Make it York** (Pages 115 - 148)
The Director of Customer & Communities and the Corporate Director of Place to present a report which sets out the service specific requirements for a new contract to be entered into between the council and Make it York for the period 2021-24, and seeks approval for the changes.
- 8. School Capital Works - Internal Capital Works at Applefields Special School and Danesgate Pupil Referral Unit** (Pages 149 - 162)
The Corporate Director of People to present a report which seeks approval for capital works at Applefields Special School to accommodate a growth in pupil numbers, and at the Danesgate Community for adaptations to the site, to improve provision for children and young people with Social, Emotional and Mental Health (SEMH) needs.
- 9. Heslington Neighbourhood Plan - Examiner's Report** (Pages 163 - 328)
The Corporate Director of Place to present a report which sets out the Examiner's recommendations on the Heslington Neighbourhood Plan and seeks approval for the recommended modifications, to enable the Plan to proceed to Referendum.
- 10. York's Local Transport Plan** (Pages 329 - 352)
The Director of Environment, Transport & Planning to present a report which sets out a proposed scope, timescale and budget for York's fourth Local Transport Plan.
- 11. Reducing Emissions for First and Last Mile Light Goods Deliveries in York** (Pages 353 - 378)
The Director of Transport, Environment & Planning to present a report which seeks approval for proposals to use funding awarded by the DEFRA Air Quality Grant Scheme to reduce emissions of nitrous oxide, particulate matter and carbon dioxide associated with delivery vehicles in York.

12. York's Response to the National Bus Strategy (Pages 379 - 386)

The Director of Environment, Transport & Planning to present a report which sets out how the council will discharge the obligation placed on English local transport authorities to develop a Bus Service Improvement Plan by October 2021.

13. Urgent Business

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

Democracy Officer:

Name: Fiona Young

Contact details:

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

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

Ta informacja może być dostarczona w twoim 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.

Windows must remain open within the meeting room to maintain good ventilation.

Furniture must not be moved from the designated safe layout.

If you're displaying possible coronavirus symptoms (or anyone in your household is displaying symptoms), you must follow government self-isolation guidance and must NOT 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/coronavirus-test-kits/), 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

You must:

- Not arrive more than 10 minutes early
- Wear a face covering when entering the building and in the 'common' areas of West Offices
- Visitors to enter West Offices by the customer entrance and Councillors to enter using the staff entrance only.
- Ensure your ID / visitors pass is clearly visible at all times
- Use the touchless hand sanitiser units on entry and exit to the building and within the Meeting room.
- Keep to the left and adhere to social distancing where possible when using staircases and walkways, giving way on the staircase landings
- You must sit at the dedicated spaces around the table and if screens are in place do not move them or lean around them.
- Bring your own drink if required
- Maintain social distancing of 2 metres within toilet areas and remain vigilant for other occupants
- Only use the designated toilets next to the Meeting room

Please note: If you intentionally, or repeatedly, breach any of the social distancing measures, or hygiene instructions, you will be asked to leave the building.

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
- self-isolate for 10 days

You should also:

- Advise the Meeting organiser so they can arrange to assess and carry out additional cleaning

- Continue to observe social distancing
- 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 must not attend the meeting.**

City of York Council

Committee Minutes

Meeting	Executive
Date	22 April 2021
Present	Councillors Aspden (Chair), Craghill, Cuthbertson, D'Agorne, Orrell, Runciman, Smalley, Waller and Widdowson
Apologies	Councillor Ayre
In Attendance	Councillor Myers

118. Declarations of Interest

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

119. Exclusion of Press and Public

Resolved: That the press and public be excluded from the meeting should any discussion arise on Annex 4 to Agenda Item 7 (York Central and York Station Gateway Update) on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by the Local Government (Access to Information) (Variation) Order 2006).

120. Minutes

Resolved: That the minutes of the Executive meeting held on 18 March 2021 be approved as a correct record, to be signed by the Chair at a later date.

121. Public Participation

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

Gwen Swinburn spoke on matters within the Executive's remit, raising concerns about issues of governance and transparency.

Cllr Pearson spoke on Agenda Item 7 (York Central and York Station Gateway, as a Ward Member who also worked in the rail industry, supporting the project and proposals.

Ben Hughes spoke on Agenda Item 8 (Strategic Flood Risk Assessment Update) on behalf of the Environment Agency, highlighting the importance of working in partnership to manage flood risk.

122. 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.

123. City of York Council Recovery and Renewal Strategy - April Update

The Chief Operating Officer presented a report which provided an update for April on activities both directly in response to Covid-19 and to support recovering and renewal.

The latest Covid figures were reported at the meeting. The number of cases in York now stood at 10-15 per 100k population, compared with a regional average of 50. The report sought approval for a strategy for engaging with residents, as set out in paragraphs 10-14 and Annex 1, and for an approach to responding to the government funding opportunities detailed in Annexes 2 and 3, as described in paragraphs 21-23.

Members paid tribute to the positive work being carried out by teams across the council. The Chair praised residents and businesses for keeping infections low and urged residents to continue following the guidance and to participate in the proposed consultation.

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

- (ii) That the approach to resident engagement outlined in Annexes 1a, 1b and 1c of the report be approved.
- (iii) That approval be given to trial the collection of bagged commercial waste on a Sunday within the city centre, as outlined in paragraph 20.
- (iv) That authority be delegated to the Corporate Director of Economy & Place, in consultation with relevant Executive Members, to select projects for submission to the Levelling Up Fund and that an update on submissions be presented to the Executive meeting in July, as outlined in Annex 2.
- (v) That a York UK Community Renewal Fund call for proposals, as set out in Annex 3, be approved.
- (vi) That the final decisions on the selection of a York UK Community Renewal Fund priority list for submission to government be delegated to the Executive Member for Economy & Strategic Planning, in consultation with the Executive Member for Culture, Leisure & Communities.

Reason: To support the re-opening of the city, promote a clean and tidy city centre, and enable York to benefit from government funding to support regeneration, economic development and infrastructure across the UK.

124. York Central and York Station Gateway Update

The Corporate Director of Economy & Place presented a report which provided an update on the progress of the York Central project, set out changes to the financial profile and governance arrangements for the project, and sought approval in respect of resources required to ensure the council's future involvement in delivering York Central (YC) and the associated York Station Gateway (YSG) project.

Progress on the key YC project milestones was set out paragraph 12 of the report. IP1 enabling works to demolish existing buildings and prepare the site had now commenced,

prior to the start of IP2 construction works in the autumn. Following the grant of funding direct to the landowners, delivery arrangements had been reviewed and City of York Council (CYC) would no longer be delivering the infrastructure. A Highway Adoption process would therefore be required. Key progress on the YSG project was set out in paragraphs 25-29. Technical support services contracts for YSG would need to be re-procured separately from those for YC, to ensure compliance with procurement regulations. Proposals for CYC's continued involvement in YC, and commitment of £900k of the remaining capital funding, were set out in paragraphs 36-41.

The cycle and pedestrian path running from Salisbury Terrace to Scarborough Bridge, an important part of the active travel network, was in private ownership and leased to the council until 2023. The council had the option to: a) exit the lease (not recommended), b) seek to extend it (not supported by the landowner) or c) purchase the freehold (recommended), at a cost of £150k.

- Resolved:
- (i) That the revised infrastructure delivery arrangements, and the subsequent reduction of the capital allocation for York Central to £41.7m to reflect the direct award of £77.1m MHCLG funding and £23.5m WYTF funding direct to Homes England, be noted.
 - (ii) That it be noted that Homes England has agreed to reimburse City of York Council £3.836m of the costs incurred in preparing the site access proposals, Master Plan and initial design work, planning applications and the completion of site preparation works from the capital grant awarded to Homes England by MHCLG, and that this money will be retained to support York Central going forward.
 - (iii) That approval be given to procure Consultancy Design Services, Cost Consultancy and Project Assurance for the York Station Gateway scheme, and that authority be delegated to the Corporate Director of Place (in consultation with the Director of Governance or her delegated officers) to take such steps as are necessary to procure, award and enter into the resulting contracts.

(iv) That the proposed arrangements for the York Central Partnership be approved.

(v) That the procurement of technical services to support the process of adoption of the York Central highways infrastructure be agreed and that authority be delegated to the Corporate Director of Place (in consultation with the Director of Governance or her delegated officers) to take such steps as are necessary to procure, award and enter into the resulting contracts.

(vi) That the acquisition of land adjoining Scarborough Bridge to ensure the future availability and improvement of the riverside path be approved, at a cost of £150k from the York Central enabling budget.

(vii) That further funding of £900k be committed from the York Central enabling budget to continue to support delivery of the project. This will fund the CYC project team and legal, consultancy support costs to ensure CYC has the capacity to fulfil its Enterprise Zone obligations, prepare the EZ investment business case, seek further investment funding for project enhancements and provide input to the York Central Design panel, support the Leader's strategic role on the project, and continue to support the partnership's community engagement and communications work.

(viii) That a further report be brought forward on the delivery of remaining infrastructure packages, the future use of Enterprise Zone funding and the use of future Section 106 monies.

Reason: To enable the successful delivery of the York Central and York Station Gateway schemes.

125. Strategic Flood Risk Assessment Update

The Director of Highways, Transport & Planning presented a report which presented an updated York Strategic Flood Risk Assessment (SFRA).

The SFRA had last been updated in 2013. The updated version, attached at Annex 1 to the report, had been revised to reflect the latest mapping and strategic level planning policy. It had also been simplified and a separate drainage document developed. Members had the option to:

A - accept the updated SFRA as evidence base to support decision making and agree to submit it for consideration as part of the ongoing Local Plan Examination, as recommended; or
B - reject the updated SFRA and suggest amendments.

The report had been considered by the Local Plan Working Group (LPWG) on 20 April and their comments, supporting the recommendations, were reported at the meeting.

The Executive Member for Environment & Climate Change commended the report to Members and, having noted the comments made under Public Participation, it was

Resolved: (i) That the updated SFRA be accepted as an evidence base to support decision-making and the emerging Local Plan policy.

(ii) That approval be given to submit the SFRA for consideration as part of the ongoing Local Plan Examination and for consultation purposes.

Reason: To ensure that there is an up to date evidence base to support flood risk policy and decision-making in relation to flood risk.

126. Continuation of Temporary Amendments to the Council's Statement of Community Involvement

The Corporate Director of Economy & Place presented a report which sought approval to continue the temporary amendments made in October 2020 to the council's Statement of Community Involvement (SCI) for a further six months, in response to ongoing restrictions resulting from the Covid-19 pandemic.

The report had been considered by the Local Plan Working Group (LPWG) on 20 April and their comments, including suggested changes to the recommendations, were reported at the meeting.

In response to questions from Members, officers confirmed that they were aware of the need to be inclusive and to make provision for those unable to access either the internet or libraries.

Resolved: (i) That the temporary revisions to the council's adopted SCI, as set out in Annex A, be approved for a further period of 6 months maximum, to reflect the specific requirements arising from national guidance and procedures on dealing with the implications of coronavirus.

(ii) That authority be delegated to the Corporate Director of Economy & Place, in conjunction with the Executive Member for Economy & Strategic Planning, to take a decision to revert back to the pre-pandemic version of the SCI when the pandemic situation allows for suspended consultation methods to be lifted.

Reason: To ensure that consultation and engagement in the planning process remains effective at a time when restrictions have been placed on face to face social interactions to help combat the spread of coronavirus.

Cllr K Aspden, Chair

[The meeting started at 5.30 pm and finished at 6.30 pm].

This page is intentionally left blank

Forward Plan: Executive Meeting: 20 May 2021

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 24 June 2021

Title and Description	Author	Portfolio Holder
<p>CYC Renewal and Recovery Strategy</p> <p>Purpose of Report To provide an update on activities in response to the Covid-19 and the work to support recovery and renewal. This follows previous Executive decisions to approve the Recovery and Renewal Plan, which frames the Council's recovery activities for the year.</p> <p>Executive will be asked to: note the report.</p>	Will Boardman	Executive Leader
<p>Q4 2020-21 Finance and Performance Monitor</p> <p>Purpose of Report To provide an overview of the councils overall finance and performance position at the end of Q4 20-21.</p> <p>Executive will be asked to: note and approve the report.</p>	Debbie Mitchell	Executive Member for Finance & Performance
<p>Q4 2020-21 Capital Programme Monitor</p> <p>Purpose of Report To provide an overview of the council's overall capital programme position at the end of Q4 20-21.</p> <p>Executive will be asked to: note and approve the report.</p>	Debbie Mitchell	Executive Member for Finance & Performance

Title and Description	Author	Portfolio Holder
<p>Treasury Management & Prudential Indicators 2020/21 Out-turn</p> <p>Purpose of Report To provide the annual treasury management review of activities and the actual prudential and treasury indicators.</p> <p>Executive will be asked to: note the issues and approve any adjustments as required to the prudential indicators or strategy.</p>	Debbie Mitchel	Executive Member for Finance & Performance
<p>Proposal to Extend the Medigold Contract by One Year</p> <p>Purpose of Report To provide information on the benefits that the Medigold contract has brought to the authority. Due to COVID we have not been able to fully experience the benefits proposed or follow through the objectives that were initially identified when the contract was awarded.</p> <p>Executive will be asked to: extend the contract by 12 months.</p>	Trudy Forster	Executive Member for Finance & Performance
<p>Recycling Waste Consultation and Next Steps</p> <p>Purpose of Report Further to the Executive Member Decision Session and guidance from Scrutiny, to provide feedback from the city-wide consultation and insight workshop and enable Members to consider changes to the recycling collection methodology.</p> <p>Executive will be asked to: consider the consultation responses and determine whether to:</p> <ul style="list-style-type: none"> a) procure vehicles based on the current recycling collection methodology; b) require additional work to determine the collection methodology for the future; or c) change the recycling methodology and procure the vehicles on that basis. 	Ben Grabham	Executive Member for Environment & Climate Change

Title and Description	Author	Portfolio Holder
<p>Merger of York Coroner Area with North Yorkshire County Council Coroner Areas</p> <p>Purpose of Report To obtain Member agreement to request merger of York and North Yorkshire coroner areas.</p> <p>Executive will be asked to: agree to City of York Council submitting a business case to the Chief Coroner and Ministry of Justice requesting a merger of York and North Yorkshire coroner areas.</p>	Janie Berry	Executive Leader

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 20 July 2021

Title and Description	Author	Portfolio Holder
<p>CYC Renewal and Recovery Strategy</p> <p>Purpose of Report To provide an update on activities in response to the Covid-19 and the work to support recovery and renewal. This follows previous Executive decisions to approve the Recovery and Renewal Plan, which frames the Council's recovery activities for the year.</p> <p>Executive will be asked to: note the report.</p>	Will Boardman	Executive Leader

Table 3: Items Slipped on the Forward Plan

None

This page is intentionally left blank



Executive**20 May 2021**

Report of the Chief Operating Officer
Portfolio of the Leader of the Council

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

1. This report provides an update on activities both directly in response to Covid-19 and the work to support recovery and renewal. This follows previous Executive decisions to approve the Recovery and Renewal Plan, which frames the Council's recovery activity.
2. In this month's report, there is a consideration of returning to the office, both for the council and city as a whole.
3. It is highly likely given the fast-changing nature of the pandemic that some of the information within this report will have changed between publication and the Executive meeting. Updates will, therefore, be given at the meeting.

Recommendations

4. Executive is asked to:
 - a. Note the contents of the report

Background

5. On 25th June 2020, Executive received a report to outline the council's 1-year Recovery and Renewal Strategy. This highlighted the need for a revised set of strategies to address the very significant and immediate impacts of coronavirus across all aspects of life in our city.
6. The strategy set the following principles upon which we will build our response:
 - a. Prioritise the health and wellbeing of our residents, against the immediate threat of coronavirus and the consequences of changes to the way we live. Public Health guidance will be paramount in all the decisions we make.

- b. Support the economic recovery of the City, helping to create a strong, sustainable and inclusive economy for the future. Learning lessons from the challenges of coronavirus, promote a system that utilises the strengths of our city and region to the benefit of all York’s residents and businesses.
- c. Protect and prioritise the City’s environment and reinforce our work to mitigate and adapt to climate change.
- d. Pursue improvements in service delivery where they have been identified as part of the Response phase, creating a more efficient and resilient system.
- e. Reinforce and restore public confidence in the resilience of public agencies and resilience to future challenges and emergencies.

7. Included in June’s report was a One Year Transport and Place Strategy, as the first part of the economic recovery approach. A report in July supplemented this with a Business Support Plan, a Skills and Employment Plan and a Tourism Marketing Plan.

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

Latest Outbreak Update

- 8. Given the continually changing context, an update on the latest situation will be given verbally to the Executive at the meeting.
- 9. The latest official 7 day rate of positive cases of Covid in York is, at 2 May 2021, 17.6 per 100,000 population. This figure is has risen slightly over the last month, although remains lower than the national average and significantly lower than the regional average.
- 10. Given the upcoming milestones in further reduction of restrictions, it is important that everyone follows the relevant guidance to prevent infection.

Recovery Updates

Economic

11. The pandemic has altered how we live and work, and for the majority of employees across the UK, working from home has been a new experience, and many have enjoyed some of the benefits it has to offer; from increased flexibility and autonomy to reduced travel time. Anecdotal evidence from Make it York suggests that the vast majority of employees and company leaders recognise the need for a productive, collaborative space, away from home, to reconnect with colleagues and help build and sustain an inclusive company culture. With the role of the office becoming more important, we expect to see an influx of employees return, as soon as the government permits it. However, only a small proportion of workers are likely to return to the office five days a week.
12. This increased demand for flexibility – in time, place and space, plus the ongoing demand for talent, will mean employers must offer flexible arrangements and diversified workspace if they want to attract and retain the best talent. We have seen this already locally with the reconfiguring of Westminster Place, York Business Park, to a more flexible leasing arrangement and Hiscox moving to use their York premises as a hub for staff returning to the office on a part time basis and continuing to work part of the week remotely. This enables them to recruit from a wider catchment area. Siemens have adopted a similar practice, taking a smaller space to allow staff to work part-time remotely. We expect to see other firms in the city doing the same, embracing a hybrid mix of office and home working.
13. Our own commercial estate is currently close to capacity, with strong demand for small office, studio and workshop space. As larger occupiers look to reduce their office footprint and switch to more flexible arrangements, the existing quantum of business space across the city will be able to accommodate more businesses. York continues to attract plaudits as a great city to live and work in, and we can look towards the post-Covid recovery with some optimism. Office space in York continues to be sought-after, and the range of businesses looking at our city as a potential location continues to expand.
14. One example of this can be seen from the recent announcement from the Department for International Trade that the Bosch subsidiary, ETAS Centre of Excellence for Embedded Software Development (ETAS Ltd) will be expanding in York. ETAS Ltd specialise in solutions to develop embedded systems for the automotive industry. The newly expanded centre will develop the middleware to support future generations of advanced autonomous and highly automated driving. The £1.6 million investment and expansion will bring 11 new high skilled jobs in the autonomous vehicle industry, in addition to a significant supply chain impact for automotive software and future potential to increase to more than 40 positions.

15. Our forthcoming engagement (due to commence in late May) with businesses to inform the development of a new Economic Strategy and Skills Plan for York will seek to deepen our understanding of businesses' changing requirements for workspace as a result of pandemic, providing the Council with an enhanced understanding of the demand for office space in York.

People

16. The Council is providing additional free meals support during the May school holidays and help with food and utility bills, funded from York's COVID Local Support Grant. £50,000 of the £98,000 funding will go towards providing free lunchtime meals over the May half term holiday for children and young people who receive free school meals, in the same way families were supported during the Christmas, February half term and Easter holidays.

17. An additional £100,000 of COVID Outbreak Management Funding will be used to support people with vulnerabilities and residents from minority backgrounds. The funding will also be used to provide extra support to new claimants and families, with or without children, with their food and utility bills until the 20 June cut-off date.

Corporate

18. Recognising the potential for staff to begin to return to office-based working over the coming months, the council is looking at how this can be done safely and efficiently, whilst retaining benefits of flexible working where it makes sense to do so.

19. At this point, the council is not anticipating a dramatic change to the current working arrangements from 21 June, but will start to enter a phased transition with the development of a new office and home working model which will see the gradual return of our staff.

20. What the office will look like will be led by Government guidance, where some of this detail is still unclear. These changes will have an impact on how and when staff use the office, facilities and the ICT equipment needed. All of these points are being considered as plans are put in place.

21. Initially, it is envisaged that the transition will take place over three phases:

- a. Phase 1 - June to September - from 21 June, there will be a gradual return to office working to test out some of the hybrid technologies being used.

- b. Phase 2 - September onwards - The second phase from September will see a more formal office working with staff in offices two days a week. This will allow further testing of hybrid arrangements and new working styles.
- c. Phase 3 - (TBC) - The third phase, with no timescale as yet, will determine the Council's long term working style, which will be influenced from feedback and experience in the first two phases. It is however, envisaged at this stage that the long term working style will be broadly two to three days per week working from the office (with flexibility), but this will be determined in due course based on experiences of the first two phases, as well as public health advice.

22. The transition periods will also mean all staff have the opportunity to receive both doses of the Covid vaccination, to be re-inducted into the building and made fully aware of evolving safety and hygiene measures, creating a smooth and safe transition back to the workplace.

23. The safety of staff and residents will remain paramount in the decisions taken.

24. At the end of April, the High Court dismissed a challenge which would have allowed Councils to continue to hold meetings virtually. The conclusion was that parliament should determine this particular element of policy rather than the courts. This means that, from 6 May 2021, public council meetings must be held in person. The council is currently considering how this can be done in a Covid-safe way. The Government is also consulting on this, with the potential to legislate in future, should they decide it of benefit to permit virtual meetings in future.

Council Plan

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

Implications

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

- **Information Technology** – No specific impacts identified.

Risk Management

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

Contact Details

Authors:

Will Boardman
Simon Brereton
Trudy Forster

Chief Officer Responsible for the report:

Ian Floyd
Chief Operating Officer

Report Approved Date

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Annexes

Background Reports

Update on Coronavirus Response – 7 May 2020

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

City of York Council Recovery and Renewal Strategy - June

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

CYC Recovery and Renewal Strategy Update – July

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

CYC Recovery and Renewal Strategy update - August

<https://democracy.york.gov.uk/ielIssueDetails.aspx?IId=60167&PlanId=0&Opt=3#AI55914>

CYC Recovery and Renewal Strategy update – September

<https://democracy.york.gov.uk/documents/s142400/Recovery%20and%20Renewal%20Update%20Report.pdf>

CYC Recovery and Renewal Strategy update – October

<https://democracy.york.gov.uk/ielIssueDetails.aspx?IId=60724&PlanId=0&Opt=3#AI56530>

City of York Council Recovery and Renewal Strategy - November Update

<https://democracy.york.gov.uk/documents/s144127/Recovery%20and%20Renewal%20Update%20-%20November%202020%20v0.3.pdf>

City of York Council Recovery and Renewal Strategy – December update

<https://democracy.york.gov.uk/ielIssueDetails.aspx?IId=61412&PlanId=0&Opt=3#AI57153>

City of York Council Recovery and Renewal Strategy –January Update

<https://democracy.york.gov.uk/ielIssueDetails.aspx?IId=61755&PlanId=0&Opt=3#AI57489>

City of York Council Recovery and Renewal Strategy –February Update

<https://democracy.york.gov.uk/documents/s146708/Recovery%20and%20Renewal%20Update%20-%20February%202021.pdf>

City of York Council Recovery and Renewal Strategy –March Update

<https://democracy.york.gov.uk/ielIssueDetails.aspx?IId=61990&PlanId=0&Opt=3#AI57770>

City of York Council Recovery and Renewal Strategy –April Update

<https://democracy.york.gov.uk/ielIssueDetails.aspx?IId=62864&PlanId=0&Opt=3#AI58384>

This page is intentionally left blank



Executive**20 May 2021**

Report of the Chief Operating Officer
Portfolio of the Leader of the Council

Update on the Council Plan 2019-2023 and progress towards a 10 year city plan**Summary**

1. This report sets out an update to the Council Plan 2019-2023 to consider the changed context over the last year, particularly in respect of Covid-19. The report recommends that the main outcome areas of the plan remain appropriate, alongside the key activities the Council will undertake to achieve them. However, the operating context for many services has changed and there are some additional activities required in pursuit of the stated outcomes for the city. Executive is asked to approve these updates to the Council Plan.
2. A summary of progress against the original activities within the Council Plan is also included at Annex 2.
3. The report also describes the progress and discussions underway to develop a 10 Year Plan for the city. Executive is asked to note this progress and allow further reports to come forward providing more detail as it is developed.

Recommendations

4. The Executive is asked to:
 - 1) Approve the proposed updates to the Council Plan 2019-2023, at Annex 1.

Reason: To ensure the council's overall strategic plan continues to fully represent the context and activities of the council.

- 2) Note progress on the development of the 10 Year Plan and request further updates in due course as more detail is available.

Reason: to ensure Executive are fully aware and consulted on the development of the plan.

Background

5. The Council Plan 2019-23, entitled “Making History, Building Communities” was approved by Executive on 24 October 2019 and formally approved by Full Council on 31 October 2019 following consultation with residents, businesses and staff.
6. The key outcome areas of the plan are as follows:
 - a. good health and wellbeing
 - b. well paid jobs and an inclusive economy
 - c. getting around sustainably
 - d. a better start for children and young people
 - e. a greener and cleaner city
 - f. creating homes and world-class infrastructure
 - g. safe communities and culture for all
 - h. an open and effective council
7. Progress against the plan is monitored quarterly through Finance and Performance Monitor reports. It was intended that there would be annual reviews of the plan to consider any additional or changed activities required to allow the achievement of the outcomes. However, the emergence of the pandemic in 2020 prevented this from happening.
8. A 1-year Recovery and Renewal Plan was put in place to provide relevant strategic direction for the council in light of the very specific circumstances of Covid-19. It is now desirable to consider the ongoing impacts and implications of Covid-19 in the context of the approved Council Plan ambitions, uniting the ongoing response to the pandemic with the pre-existing strategic direction of the council.
9. Proposed updates are shown in Annex 1. The additions are highlighted in yellow, with the non-highlighted text unchanged from the original plan.

The proposed updates do not seek to change the strategic outcomes of the council plan, which are still considered to be a clear reflection of the required components of a city which provides a good quality of life for its residents. Instead, the updates describe changed or additional activity required in order to achieve those outcomes, starting from the very different context in which the city now finds itself.

Consultation

10. The proposed updates to the Council Plan have been identified through the following channels:
 - a. Conversations with key partners and organisations across the city to understand the changed context since the plan was initially approved, particularly in light of Covid-19.
 - b. Discussion with senior managers of the council to determine the appropriate additional activities required to address and deliver towards the key outcomes of the plan.
11. If the updates to the plan are approved, they will be added to the publication version of the plan, shared with all Members and officers of the council, communicated to partner organisations across the city and published on the Council's website.
12. The initial discussions around the development of the 10 Year Plan (described below in paragraph 19) have taken place with key partner organisations and these amendments to the Council Plan will also be considered in the development of the 10 Year Plan.

Options

13. Executive may decide to approve the updates to the council plan as outlined in Annex 1, or to propose amendments or additions to those updates.

Analysis

14. Given the need for a clarity, it is important that the pre-existing ambitions and activities contained within the Council Plan are aligned with the necessary ongoing activities in response to the pandemic. The updates proposed reflect the need to minimise additional disruption to critical areas of council delivery, but identify clear activities needed to deliver the stated outcomes.

15. Annex 2 provides an update of progress against the original 78 actions described within the Council Plan. This information has been used to identify any additional activities required to continue progress on the plan's outcomes.
16. There is no doubt that the Covid-19 pandemic has created new challenges and exacerbated existing ones. There are also new opportunities and areas for consideration in respect of driving a strong and fair recovery. After reviewing the outcome framework at the heart of the plan, it is suggested that this remains a good articulation of what is required, at a city level, to support a good quality of life for residents. It is, therefore, not recommended that the overall framework needs to be amended.
17. By referencing the impacts and implications of the pandemic upon the plan, the updates provide the context for the work necessary to drive recovery. This will link to the work to develop the 10 year plan, with the council plan actions which are planned or delivered at a city level in partnership with others forming a key part of the council's contribution to that plan.
18. It is highly likely that, across many areas of the council plan, the context will continue to change over the coming years, and we would expect to consider another set of updates in 2022, for what will be the final year of the plan.

The development of a 10 year plan

19. Conversations are currently underway between officers and partner organisations across the city to define the scope and structure for a 10-Year plan for York. This plan was first proposed last summer within the 1-Year Recovery and Renewal Plan, recognising that there would need to be a longer-term focus on building back better, addressing the many impacts of Covid-19, alongside realising the potential of the city over the next decade. Development of this plan has been delayed, largely due to the subsequent waves of infection and necessary response activities.
20. Views are being sought on the following areas:
 - a. The aspirations for what the plan will achieve, the problems it will address and the opportunities it will capitalise upon.
 - b. The coverage and structure of the plan
 - c. The engagement process

- d. The ownership and monitoring of the plan
- e. The relevance of the plan to the strategic ambitions and plans of individual organisations.

21. From the initial conversations, there are a range of views in response to these questions. Recurring themes include the need for ambition, for clarity and focus on specific activities which are most critical, and the need for this to be jointly owned by the city as a whole.
22. The plan will provide a clear direction at a city level and must be consistent with the emerging policy direction of those plans and strategies in development, including the Climate Change Strategy, Economic Strategy, Local Transport Plan and the Local Plan.
23. Whilst there is no specific funding identified for the plan at this stage, it is intended that the plan provides a compelling case for investment in the city, showing how the organisations can and will work together towards a commonly-held vision. In this sense, there variety of future funding opportunities which might contribute towards its achievement.

Council Plan

24. This report relates directly to the Council Plan and therefore has implications across each outcome area.

Implications

- **Financial** – The additional activities described within Annex 1 will be achieved within the existing approved budget. There are, therefore, no additional financial considerations identified at this stage.
- **Human Resources (HR)** – No identified implications
- **One Planet Council / Equalities** – See Annex 3
- **Legal** – No identified implications
- **Crime and Disorder** - – No identified implications
- **Information Technology (IT)** – No identified implications
- **Property** – No identified implications

Risk Management

8. There are no known risks associated with the recommendations in this paper.

Contact Details

Author:

**Will Boardman
Head of Corporate Policy
and City Partnerships**

Chief Officer Responsible for the report:

**Ian Floyd
Chief Operating Officer**

Report Approved **Date** [Insert Date]

Specialist Implications Officer(s) List information for all

Financial:-
Name
Title:
Tel No.

Legal:-
Name
Title
Tel No.

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

For further information please contact the author of the report

Background Papers:

Executive Report approving the Council Plan
<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MIId=11111&Ver=4>

Annexes

- Annex 1 – Proposed Updates to the Council Plan
- Annex 2 – Updates on Council Plan Actions
- Annex 3 – Equalities Impact Assessment

List of Abbreviations Used in this Report

City of York Council Plan 2019-2023

Making History, Building Communities

Introduction

City of York Council exists for one purpose – to support the best quality of life for our residents, now and in the future. We are fortunate to have a fantastic city which provides a great place to live for many of our residents. Our heritage is world renowned, our culture is unique and our economy is strong. For those of us who live and work in York, we know, however, that it is our communities that, ultimately, make York what it is.

There is a huge amount to be proud of in our city and at times, we need to be more positive about what we can collectively achieve. Despite our strengths, we know that life in the city is not always great for some of our residents and unfortunately, some people do not share in the successes of our city. Educational, health and economic outcomes, for some people, can be much improved. As a city, we cannot be satisfied until everyone has as equal a chance to achieve their ambitions. Seeking to address this issue has to be a key priority to make our city strong for the future.

We cannot overestimate the challenges that our city, the UK, Europe and the world faces over the coming decades. The Climate Emergency is an existential threat to us all. There will be difficult choices to be made and a need for us to reconsider how we live, work and do business in the city. But in doing so, we will become a more resilient, healthier and a more sustainable city, with the many benefits which this brings.

The council cannot address these challenges alone, nor should it try to. The best outcomes for the city can only be achieved through coordinated action between our residents, communities, businesses and local organisations. The council has a key role in coordinating, convening and shaping these discussions, working with all parties to deliver the best for the city.

This plan does not have all the answers to all the challenges. However, it sets out a framework for the outcomes we think we need to see for all residents to enjoy the best quality of life. We look forward to working with the whole city to build on our strengths and protect York's unique character for the future, whilst addressing the inequalities and creating the best quality of life for all our residents. We hope you share our ambition to make it happen.

About this plan

This plan has been developed to cover the next four years. It is intended to shape the activity within the council, acting as a guide for us to prioritise resources and to monitor progress made.

It is also intended as a guide for partner organisations, businesses, communities and residents to help identify shared objectives and areas of interest, so we can work together more effectively.

For most people, a 'good' place offers them access to quality education and opportunities, a decent job and standard of living, a sense of fairness and inclusion, good health and wellbeing, a high quality environment, sustainable transport, strong culture and a safe community.

The plan recognises this and is structured around eight core outcomes, which in turn reflect the key components of a good quality of life for our residents. These are:

- Well-paid jobs and an inclusive economy
- A greener and cleaner city
- Getting around sustainably
- Good health and wellbeing
- Safe communities and culture for all
- Creating homes and world-class infrastructure
- A better start for children and young people
- An open and effective council

Based around and mapped to a range of international frameworks, these outcomes cover all the key aspects of life in the city. They are not prioritised in an order, as they all must be addressed and work in balance to give people the best quality of life.

The final outcome, "An open and effective council" describes how we will work, as a council, to deliver the other seven outcomes.

This focus on outcomes, rather than just on the services we provide, will help the council and our partners work better together, rather than as a collection of individual services and activities.

Lastly, the plan will guide us in measuring the city's success in ways that genuinely reflect the things people value most.

[View the Council Plan graphic online.](#)

An update since Covid-19

When this plan was written, nobody could have foreseen the impacts of the Covid-19 pandemic, affecting everybody and all aspects of life within the city. The context within which the council is working has changed and it is clear there are challenging times ahead for York.

We have great sympathy for those who have lost family and friends during this difficult time, and also to those who have lost their jobs and livelihoods. However, despite the difficulties, there has been a remarkable response from communities across the city. We would like to pay tribute to all those across the city who have helped to keep people safe and supported the wider efforts to minimise the effects of the virus. The city owes a debt of gratitude to the army of people who have gone above and beyond, including Council staff, NHS colleagues, carers, volunteers and keyworkers. The way the city has pulled together to respond has been incredible and something we are all proud to have been part of.

In response to such a terrible situation, we must take any opportunity we can to build back stronger, healthier and fairer to ensure York is as resilient as possible.

We believe that the core outcomes of this council plan remain correct and relevant, to support the best quality of life for all residents of our great city. Some of the context has changed, however, and this update to the plan reflects the need to adapt our approach or include new actions in order to achieve the best outcomes.

At the half-way point of the plan, much has been achieved, but new challenges have arisen. As we consider the next two years, the council will remain focussed on the outcomes within this plan to support York's recovery. This will include our continued work to address the threat of climate change,

particularly as we work to promote a sustainable recovery in our efforts to build back better.

The pandemic has illustrated in detail the strength of the city in responding to a serious threat and as a city we will continue to use the joint efforts of all our people, communities and organisations to create a bright future for York.

About this plan

Given the significant changes to context of the city in light of Covid-19, it has been necessary to review the activities which the council is delivering in support of the 8 outcome areas.

Against each section of the plan, a description of the new context is included for 2021, and any revised actions are included. For the original activities planned for council delivery, these have been updated to show progress – whether they have been completed, have changed or are ongoing. This revised list will then be monitored quarterly and updated again in 2022.

Key Performance Indicators

These indicators will be used to show us how we are progressing towards the outcomes as a city

Well-paid jobs and an inclusive economy

- Median earnings of residents - gross weekly pay
- Business rates - rateable value
- % of working age (16-64) population in employment
- New jobs created
- % of vacant city centre shops compared to other cities
- % of working age population qualified - to at least L4 and above
- % of working age population qualified - to at least L2 and above
- GVA (Gross Value Added) per head (£)

A greener and cleaner city

- % of Talkabout Panel who think that the council are doing well at improving green spaces
- No of trees planted (city and council level Indicator)
- % of household waste that is sent for reuse, recycling or composting
- Residual (non-recyclable) household waste (kg per HH)
- Incidents - Flytipping / Rubbish / Cleansing (includes dog fouling, litter) / Graffiti - On Public/Private Land
- Citywide KPI on air quality
- Carbon emissions across the city
- Level of CO2 emissions from council buildings and operations (Net emissions)
- Flood Risk properties assessed at lower level than 2019 baseline

Getting around sustainably

- P&R Passenger Journeys / Local bus passenger journeys
- Area Wide Traffic Levels (07:00 -19:00) (Excluding A64)
- Index of cycling activity (12 hour) / % of residents actively cycling and national comparisons
- Index of pedestrians walking to and from the City Centre (12 hour in and out combined)
- % of customers arriving at York Station by sustainable modes of transport
- % of road and pathway network that are grade 4 and below (poor and below) - Roadways / Pathways

Good health and wellbeing

- Adults that are physically active for 150+ moderate intensity minutes per week
- % of children in Reception recorded as being obese
- Overall satisfaction of people who use care and support services
- Healthy Life expectancy at birth - Female / Male
- Proportion of adults in contact with secondary mental health services living independently • Adult Social Care - attributable Delayed Transfers of Care

Safe communities and culture for all

- Number of Incidents of anti social behaviour within the city centre (ARZ)
- % of Talkabout Panel satisfied with their local area as a place to live
- % of Talkabout Panel who agree that they can influence decisions in their local area
- % of Talkabout Panel who give unpaid help to any group, club or organisation
- All Crime per 1000 population
- Visits - all libraries / YMT
- Parliament Street footfall & Secondary Centre footfall

Creating homes and world-class infrastructure

- Average number of days to re-let empty Council properties (excluding temporary accommodation)
- Net additional homes provided
- Net housing consents
- Number of new affordable homes delivered in York
- Superfast broadband availability / average broadband download speed (Mb/s)
- Energy efficiency: Average SAP rating for all council homes
- Number of homeless households with dependent children in temporary accommodation

A better start for children and young people

- %pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4
- % of 16-17 year olds who are NEET who do not have L2 qualification
- Secondary school persistent absence rate
- Voice of the Child - 2 Indicators (Service usage / Life opportunities)
- % of children who have achieved a Good level of Development (GLD) at Foundation Stage
- GCSE Results (“% of pupils achieving 9-4 in English and Maths at KS4)
- Education Progression (Average Progress 8 score from KS2 to KS4)

An open and effective council

- Forecast budget outturn (£000s Overspent / -Underspent)
- Average sickness days per FTE - CYC (excluding schools)
- Number of days to process Benefit claims (currently Housing Benefit)
- Customer services waiting times (phone / footfall / webchat / satisfaction etc)
- % of complaints responded to within timescales

- CYC Apprenticeships
- Freedom of information and environmental information requests - % in time

UN Sustainable Development Goals



For the first time, our Council Plan is mapped to the UN Sustainable Development Goals, in order to reflect our priority to make York an exemplar sustainable city. These goals act as an internationally recognised blueprint to achieve a better and more sustainable future for all, allowing a different perspective on how we are developing as a city. It will also allow us to contribute to local or national reporting on the UN Sustainable Development goals.

The outcomes and the global goals correspond as follows:

Well-paid jobs and an Inclusive Economy	GOAL 1: No Poverty GOAL 2; No Hunger GOAL 8: Decent Work and Economic Growth GOAL 9: Industry, Innovation and Infrastructure
A Greener and Cleaner City	GOAL 7: Affordable and Clean Energy GOAL 12: Responsible Consumption and Production GOAL 13: Climate Action GOAL 14: Life Below Water (not relevant) GOAL 15: Life on Land
Getting Around Sustainably	GOAL 11: Sustainable Cities and Communities
Good Health and Wellbeing	GOAL 3: Good Health and Well-being
Safe Communities and Culture for All	GOAL 5: Gender Equality GOAL 10: Reduced Inequality GOAL 16: Peace and Justice Strong Institutions

Creating Homes and World-class Infrastructure	GOAL 6: Clean Water and Sanitation GOAL 11: Sustainable Cities and Communities
A Better Start for Children and Young People	GOAL 3: Good Health and Well-being GOAL 4: Quality Education GOAL 10: Reduced Inequalities
An Open and Effective Council	GOAL 17: Partnership for the goals

Monitoring progress and updating the plan

Against each outcome are a set of key indicators which demonstrate the progress of the city towards the outcome. These are not all within the direct control of the council and a positive or negative direction of travel will not be purely associated with actions related to this plan. However, they will indicate whether the plan is looking at the right things and whether any changes or additional actions are needed.

These indicators form the core structure of the council's quarterly reporting framework.

There will be an annual review to identify progress and update any changes required.

Well-paid jobs and an inclusive economy

Outcome definition: High-skilled and better-paid jobs in sustainable businesses, providing opportunities for all York's people in an inclusive economy.

The York economy is strong. There are more people than ever in work, with higher levels of productivity than the rest of the region. Our knowledge economy is growing and we have the highest level of skills of any northern city. A focus on creating highly paid jobs in the city has seen significant benefits.

However, we recognise the need for York's economy to support the quality of life for all our residents, now and in the future. For economic growth to be inclusive, its benefits must be felt by everyone, regardless of where they live, how they make a living, and who they are. Inclusive growth cannot have neighbourhoods that are left behind. It must also recognise the need to protect our environment and promote clean growth, as we look to tackle the climate emergency.

Over the next four years, we must address the key challenges if our economy is to be truly inclusive. These include:

- recent reductions in average pay caused by a growth of lower paid jobs
- part time roles being predominantly only available in lower paid sectors, driving down many household incomes
- independent retailers, the mainstay of our city centre economy, facing a wide range of challenges, but without the resources of their larger competitors
- decreasing opportunities for those without high levels of skills, leaving workers without qualifications, shut out from many of the emerging better paid roles.

There is a significant opportunity to use the major developments in the city – including York Central and Castle Gateway – to address some of these challenges and shape a more inclusive economy. In doing so, we must

recognise York's existing strengths in certain sectors – tourism and hospitality, agri- and bio-tech research and development, high-tech rail – and continue to support their growth in a sustainable way.

2021 Update

The scale of the economic challenge as a result of the pandemic is still playing out. The focus of the last 12 months has been to support the city's economy and will continue to be the case over the coming years. Our key efforts have been on supporting both residents and the business community. Grant support has been distributed to over half of York's 7,000 companies, getting mandatory rates-related grants swiftly and efficiently to those who are entitled to receive them, and focussing discretionary grants on the small and micro businesses that need them most. This takes the total financial support for businesses processed by the Council to nearly £180 million during the pandemic.

We are continuing our close work with the business community and are developing solid plans to support the reopening of the city when that can happen.

What is the council going to do?

- Develop a new Economic Strategy, with a focus on inclusive and clean growth, alongside the creation of a new Economic Partnership to oversee the strategy
- Review the council's approach to Financial Inclusion and continue to help energy companies target fuel poor or vulnerable households with energy efficiency measures
- Review the service level agreement with Make it York, aligning its business plan with the new Economic Strategy
- Create a community business representative role to involve local businesses in the ward committee process and supporting traders' associations and independent businesses throughout the city and renew our approach to being a Business Friendly Council
- Develop sustainable and ethical procurement policies which promote local supply chains and support inclusive, clean growth
- Align the Adult Skills agenda with the new Economic Strategy, working with partners across the city to maximise the use of and benefit from the Apprenticeship Levy and support Jobs Fairs.

- Promote opportunities for vocational education and training in sustainable building, for both the existing city work force and people new to these professions
- Work across the region to secure devolution at a meaningful scale for the benefit of the whole of Yorkshire and contribute to the Local Industrial Strategy, which will help to shape our regional growth
- Identify options for a tourist levy
- Create new commercial spaces for start-up businesses and small enterprises at York Central, Castle Gateway and the Guildhall.

2021 Update

In addition to progressing the above, the Council will:

- Continue to prioritise investing more funding in the city and to seize opportunities to drive recovery
- Work with both Make It York and the LEP to consolidate and expand our inward investment teams, seeking to bring more investment to the city and increase opportunity for the people of York.
- Ensure that the Financial Inclusion policy review takes into account the new Covid landscape and recovery plans with the Digital Inclusion element of the emerging priorities having taken a large step forward with Explore York taking leadership in partnership with the council - a cross city/sector network has been established.
- Improve social value policy and consider the impact of proposed Government changes to public procurement.
- Lobby the Government for a fairer tax and benefits system that helps to lift our worst off residents out of poverty, including the potential for a Basic Income trial.
- Recognise the importance of a healthy population in achieving the economic aspirations of the city.
- Progress the work of the new York Skills and Employment Board to develop a one year plan on 'Skills for employment'.

What will be different in four years?

- A new and comprehensive focus on inclusive and clean growth
- Greater emphasis on employment opportunities for all, rather than just at the highly-paid end of the spectrum
- Better connections between businesses and communities
- The early occupiers of York Central will be in place to set the tone for inclusive and sustainable growth

- York's productivity advantage maintained, with GVA per hour worked continuing to be highest in the region
- A focus on lifetime skills
- Progress towards devolution at a Yorkshire-scale
- Greater recognition of the unique strength of York's independent retail sector and the specific challenges it faces.

A green and cleaner city

Outcome Definition: York's environment is protected and enhanced through investment in the council's frontline services working towards become a carbon neutral city by 2030.

York's rich built and natural environment underpins people's quality of life and attracts millions of visitors to the city each year. Protecting and enhancing these environments for existing and future generations is a key priority for the council and our residents. A range of frontline services help protect green spaces and improve the quality of streets, alongside the important contribution that citizens, community groups and local businesses make.

In March 2019, the council declared a climate emergency in response to global warming and the UN's IPCC report of September 2018 on climate change. In response, the council committed to reduce the city's carbon emissions to net zero by 2030. The scale of the challenge cannot be overestimated. The council has a key role in creating an environment where people make sustainable choices about the way they live and work. We also have a responsibility to make our own services as carbon-efficient as possible.

We recognise that in order for people to help reduce emissions, services which support residents to reduce waste, recycle, save energy, travel safely and help to maintain clean and green neighbourhoods, have to be prioritised. As a city, we must work together to enhance our environment and communities.

Extreme weather events like flooding and heat waves are a consequence of global warming and York is no stranger to the devastation that flooding can

bring. As temperatures rise further, so too will the frequency of such events. York must continue to mitigate and adapt to minimise future impacts.

2021 Update

Since the pandemic began, residents across the city have relied upon the Council's frontline services, from collection of waste in a Covid-secure manner, to gritting and repairing the city's highways infrastructure, so key workers can continue to travel safely, even at the height of national restrictions. We will continue to prioritise support for these services, and identify ways how we can continue to improve the service residents receive.

With the introduction of national restrictions in order to control the spread of the virus, there have been many challenges, but there have also been many positives seen in the city. From improved air quality, greater take up of active travel, to reduced litter in the city centre. We will work to lock in some of the benefits seen throughout the last year to restore confidence in the city, build back better and make progress on our ambition to become a carbon neutral city by 2030.

A Head of Carbon Reduction has been recruited to facilitate progress against our climate ambitions, working holistically across council services and with partners to maintain the Council's ambitious carbon emission reduction and abatement aspirations. A Zero Carbon Pathway for York is also being developed and public consultation will begin shortly on the Council's efforts to tackle climate change.

What is the council going to do?

- Support a new Climate Change Policy and Scrutiny Committee, which will develop a set of recommendations to support carbon reduction, alongside additional officer capacity to drive progress
- Develop a plan showing the council's own road map to net zero carbon, enhancing the energy efficiency of council owned buildings and assets, and increase the amount of energy generated from renewable sources on council owned buildings and assets
- Prioritise street level service and the street environments, such as street cleaning and enforcement activity against litter, dog fouling and graffiti, through additional staffing and increased resources

- Review waste collection to identify options to provide green bins to more houses, kerbside food waste collection and the range of plastics currently recycled
- Ensure the emerging Local Plan, Biodiversity Action Plan, Pollinator Strategy, Tree Strategy, Green Infrastructure Strategy and Local Transport Plans protect and enhance York's built and natural environment
- Develop supplementary planning guidance on zero carbon building
- Review how the council can reduce or remove all single-use plastic in its operations
- Ensure emerging plans and strategies have appropriate emphasis on mitigation and adaptation to an increased prevalence of extreme weather events.

2021 Update

In addition to progressing the above, the Council will:

- Develop a 10-year City Plan with partners to develop a more collaborative approach to tackling the major challenges the city faces, including addressing the climate emergency.
- Deliver a new community woodland to increase York's tree coverage and provide a new outdoor green space for residents to enjoy.
- Undertake a new consultation and engagement programme to seek residents, businesses and local stakeholder views to develop a holistic strategy to tackle climate change and other challenges in the city.
- Continue to support frontline services, working with Trade Unions to ensure frontline teams can continue to serve local communities and businesses during periods of heightened national restrictions.

What will be different in four years?

- York's built and natural environment is enhanced through protected and improved green spaces, and improved quality of streets and public spaces
- Options for sustainable transport, including public transport and rail, are improved to help reduce the need for car travel in the city
- Significant tree-planting has created new areas of woodland, taking in CO₂ to support the city becoming carbon neutral
- Waste is managed more sustainably, through increased recycling, with a target of no single use plastics in any council operations

- A clear path to carbon neutrality by 2030 is understood with a focus on sustainable living
- Better air quality within the city that meets the World Health Organisation health based limits, supported by York's first Clean Air Zone
- Further mitigation and adaptation to extreme weather events, such as flooding and heat waves has been completed, with significant investment in York's flood defences.

Getting around sustainably

Outcome Definition: More people choose to travel by public transport, walking or cycling, benefiting from improved roads, footpaths and cycle routes across the city, cutting congestion, pollution and carbon emissions, as part of renewed efforts to tackle the climate emergency

York has a strong national reputation as leader in sustainable and smart transport. Our compact historic city allows residents and visitors to take advantage of walking and cycling, making sustainable transport a convenient and attractive option. Alongside our growing low-emission bus network and well established i-Travel programme, York has embedded sustainable travel as part of day to day transport provision.

Significant work is done to ensure all school pupils have the option to cycle to school and undergo bikeability training to level 3. Cycle parking provision is an important requirement in all new residential, business and educational developments within York and a network of off road routes and bridges connect many areas of the city.

For visitors and commuters to York city centre, there is an extensive Park and Ride system, which helps reduce traffic congestion and pollution as well as carbon emissions. Anti-idling measures and the introduction of low emission

buses including electric Park and ride buses will further improve air quality in the city.

Beyond the city centre, work continues on measures to improve traffic flow by upgrading roundabouts on the outer Northern Ring Road. Measures to give greater priority to public transport and increase safety for those walking and cycling will help making more efficient use of road space and promote healthy active travel modes.

The city remains at the heart of the rail network with fast connectivity to London in under two hours, Edinburgh in two and half hours, as well as direct links via cross country services to the North East or Birmingham and the South West. There are also frequent Transpennine services to Leeds and beyond, allowing sustainable alternatives for those travelling daily for work.

2021 Update

With national restrictions limiting regional and national travel, a great deal has been done to encourage the greater take up of sustainable travel in the city, from the introduction of new active travel schemes, to the expansion of footstreets in the city centre. Work continues to upgrade and improve the city's highways network, including cycling and walking beyond the city centre.

As restrictions begin to ease, the Council will continue to invest in sustainable transport measures, including restoring confidence in the local public transport network, following the impact of the pandemic. As part of York's economic recovery, the Council will also continue to support and lobby for greater investment in York station and rail connectivity, recognising our infrastructure key role in facilitating a strong economic recovery.

What is the council going to do?

- Review city-wide public transport options, identifying opportunities for improvements in walking and cycling, rail, buses and rapid transit, which lay the groundwork for the new Local Transport Plan
- Lobby for investment and improvement in rail connectivity for York, as a significant rail hub in the north, including the re-establishment of a station in Haxby

- Explore and deliver opportunities to move the council's vehicle fleet to low/zero carbon, while also promoting use of car sharing and cycling for work purposes
- Continue to expand York's electric vehicle charging point network, including the construction of hyper hub facilities
- Continue working in partnership to deliver low/zero carbon public transport services and improved walking and cycling infrastructure
- Deliver new approaches using digital technology to enhance transport systems
- Work with partners to develop sustainable travel for York Central and an interchange as part of York Rail Station frontage project
- Implement York's first Clean Air Zone and continue to closely monitor air quality
- Review and deliver enhanced resident parking and pay-on exit at council car parks
- Review the capacity and potential to extend operation of Park and Ride sites
- Work with bus operators and user groups to identify opportunities to make bus travel more convenient and reliable.

2021 Update

In addition to progressing the above, the Council will:

- Work with partners across the city to build confidence back in public transport and support local operators in the city.
- Improve and encourage greater take-up of sustainable travel in the city through the delivery of active travel measures and investment in cycle / pedestrian infrastructure.
- Work with local stakeholders and interest groups to ensure accessibility for blue badge holders and disabled groups to the city centre.
- Undertake a new consultation and engagement programme to seek residents, businesses and local stakeholder views on how to best update the Local Transport Plan to create a more sustainable transport system in York.
- Continue the rollout of the TSAR improvement programme.
- Continue progress on York Outer Ring Road scheme, including new sustainable transport measures to complement the overall scheme.

What will be different in four years?

- A new Local Transport Plan prioritising sustainable means of getting around and creating attractive alternatives to car travel for residents in new developments
- Redevelopment of York Station Frontage will create an attractive enhanced setting for the city walls and welcoming first impression for visitors to the city with clear safe access to a new transport interchange
- More people will travel by sustainable means, such as walking, cycling and clean public transport throughout the year
- Anti-idling measures and a bus-based clean air zone will be improving air quality in the city centre, with attractive new public realm around Clifford's Tower and river Foss
- Improvements to the outer ring road will help reduce congestion on the city's highways network and reduce journeys made across the city centre
- Greater availability of electric vehicle charging facilities across the city Council's fleet of vehicles upgraded to electric or ultra-low emissions standard
- Partners across the city work more closely together to share expertise, reducing car travel and developing sustainable travel options such as workplace car share schemes.

Good health and wellbeing

Outcome definition: Every resident enjoys the best possible health and wellbeing throughout their life.

The residents of York are our greatest assets and their health and wellbeing is a top priority.

Residents are generally healthy and the strengths and abilities each person has are key assets in their own wellbeing, affecting their ability to participate fully in society and their productivity. It is important to recognise that everyone has gifts they can bring to enhance their own wellbeing and that of those around them. We know that 80% of a person's health is determined by wider factors rather than by health or care services. However, there are communities within our city whose health and wellbeing outcomes fall short of those enjoyed by the majority and we work hard to reduce those inequalities.

We seek to be a naturally healthy place, emphasising prevention through encouraging behaviour change and mobilisation of assets (people, buildings and place). We focus on community models of support, underpinned through volunteering and social action.

We work closely with our partners in the health and care systems, especially in the voluntary and independent sector, to plan for good health and care, to

meet challenges when they arise and to look to the future. We are also building on the strengths found in our communities which are many and varied.

We invest in the mental and physical health of our communities, helping them to build on what is already there with Social Prescribing, Local Area Coordinators, and Talking Points, which make help and advice quickly and simply available.

We also focus on safeguarding, especially for our most vulnerable people, in order to keep residents as safe from harm as possible.

2021 Update

For those that have lost loved ones and for those who have suffered, the pandemic will have a lasting effect. For the city as a whole, Covid-19 has had an unprecedented impact on how we interact with one another and our surroundings. Things that would have been normal before – getting on public transport, attending mass events, meeting family and friends – now take on an added complexity and come with a requirement to be cautious and abide by Covid-secure rules.

Some issues and inequalities that existed before the Covid crisis began have become more visible as a result of the impact of the pandemic.

To this end, further investment in mental health has been prioritised in the Council Budget and progress has been made in mental health support via the Mental Health with Accommodation support programme. The learning disability partnership has also worked with partners to consult people about their access to digital technology and to hear about their experience of the pandemic.

The pandemic has also shown how a localised approach to health and social care services can be instrumental in creating resilient communities with the overwhelming efforts of health and care staff, volunteers and community and volunteer organisations helping to re-emphasise York's community-based strength. This community approach has been supported by the Live Well York website which has become the primary source of information for social and wellbeing information for residents and which now has the highest usage per population compared to equivalent services in the Yorkshire and Humber region.

Finally, reforms to how services are integrated continue to be progressed with the Council working with partner organisations to develop a York Health and Care Alliance, following the publication of a recent Government White Paper. The aim of the Alliance will be to strengthen health, care and public services in the city by building healthcare locally around residents, rather than around organisations.

What is the council going to do?

- Contribute to the development and delivery of Mental Health, Learning Disability and Health and Wellbeing Strategies
- Improve mental health support, including mental health first aid, and encourage volunteering, including our People Helping People initiative to help improve mental health and tackle loneliness
- Use innovative strategies to support individuals' independence, health and wellbeing, enabling people to stay in their own homes or communities for longer and significantly reducing admission rates to residential care
- Continue the roll-out of the older people's accommodation programme, to provide accommodation for whole life independence; supporting and promoting the Age Friendly York programme. This seeks to create an environment enabling people to live healthy and active lives and encourages communities to treat people with respect, regardless of their age
- Continue to support substance misuse services to improve public health and support some of the most vulnerable in our society
- Invest in ward level social prescribing to tackle loneliness and isolation. This will include the continued expansion of our Local Area Coordinators and Talking Points, making them accessible to residents in all areas of the city
- Open spaces will be available to all for sports and physical activity, including healthy walking, outdoor gyms and green spaces, which improve both physical and mental health and wellbeing
- Make York an 'Autism friendly' city by helping local businesses and facilities to achieve the Autism Access Award and support our communities to be Dementia Friendly.
- Support all areas of the council to embed 'Good Help' principles in the services that they deliver
- Ensure that effective safeguarding is made a priority for all Council services, in order to be sure people are safe across the city.

2021 Update

In addition to progressing the above, the Council will:

- Continue to tackle health inequalities in recognition that the pandemic has exacerbated challenges faced by some of our most vulnerable residents
- Use the tools and assets at our disposal to create safe environments through which residents and visitors alike can re-engage with the city.
- Continue to ensure testing capacity to restrict emergence of Covid-19 flare ups in the city thereby maintaining the low infection rates comparable to the wider region and UK.
- Work with partners in the city and across wider geographies to promote better integrated health and social care aligned to the reforms proposed by the UK Government
- Continue with the Council's default locality focused, home first approach to care.

What will be different in four years?

- Our local asset-based approach will be fully embedded by organisations, health partners and communities
- There will be a broader recognition and commitment to improved mental health outcomes - from support in school, through to tackling isolation in older age, both from the statutory services and the voluntary sector
- We will increase the emphasis on the wider determinants of health, by understanding that how the city runs, how people live their lives and interact with one another and the way the Council creates, protects and enhances the environment which has positive impacts on the health and wellbeing of York's population
- Health and wellbeing will continue to be a key driver in everything we do as a city - from the design of housing and infrastructure through to ensuring that transport options meet the needs of the most vulnerable
- Greater integration of services will mean that those in need move seamlessly through a community-based system, taking advantage of innovation to ensure that the service users and their support networks receive the help they need

- A broader range of opportunities to support healthy lifestyles will be developed such as walking trails, sports facilities, exercise for all ages along with dietary advice.

Safe communities and culture for all

Outcome Definitions: Residents live safe from harm as part of strong and vibrant communities, participating in their local area and have access to a range of quality cultural activities

York's widely recognised status as one of the best places to live in the UK is in no small part down to its people and communities.

York's sense of community is important in enabling many aspects of city life, from creating neighbourhoods that children have the freedom to enjoy, to facilitating world class art and a genuine care for the local environment. It provides the foundation for community-led action and participation in culture and sport.

The city has a strong track record in this area, with high levels of volunteering, a vibrant network of cultural, sporting and third sector organisations, and well-

established community budgets and action on a ward basis. This is a priority of the council and something to build upon over the next four years.

More than 75% of residents tell us they feel part of their local area, however, we know this isn't everyone's story. It is vital that we continue to work with others to nurture inclusive communities, particularly for those that can feel isolated and vulnerable, in order to better connect them to others and the activities York has to offer. This will also have a positive effect in reducing crime and provide a safety net to protect those at risk of harm.

The council's support of the York Armed Forces Covenant is a strong part of the city's commitment to military families, recently given a Gold Award in the Ministry of Defence's Employer Recognition Scheme.

2021 Update

During the course of the pandemic, the strength of York's communities has shone through, helping to manage the prevalence of the virus in the city and ensuring that our most vulnerable residents have had access to support, in keeping with the pre-pandemic model of community-based working. Ward funding has contributed significantly to this support with over £55,000 of funding distributed to community groups so far supporting initiatives ranging from food deliveries to online learning to reducing social isolation.

Community hubs, over a thousand volunteers, and organisations have rolled out vital services to those that need them while the Council's resources, including staff, have been redirected to support efforts across the city.

The pandemic has had a significant impact on a city which typically attracts over 7 million visitors per year and on the significant number of people employed within the visitor economy, including within the city's world leading cultural sector. The loss of vital income sources has hit the sector hard and while these assets will hope to be at the forefront of the city's recovery they have suffered considerably over the last year. The Council has sought to provide support where possible, such as with Explore Libraries, YMT and GLL, and has been active in lobbying government for funding for the city's cultural institutions.

What is the council going to do?

- Enable communities to take ownership of improving their local area, through investing in community development and building on the ward committee model
- Expand the 'People Helping People Scheme' to encourage more volunteering which provides support for others in the city, embedding the principles of "Good Help"
- Explore social prescribing at a local level to tackle loneliness and isolation, alongside work with partners to make our communities dementia friendly
- Work for an improved city centre for local residents, using the MyCityCentre activities to involve the community and city centre businesses in developing solutions, and working to secure Purple Flag accreditation in York
- Create more ways for everybody to enjoy York's cultural offering, including a cultural entitlement for all young people and the development of significant community sporting experiences around the new Community Stadium
- Deliver on a cultural strategy that ensures that all York residents, irrespective of age or background, being proud to be engaged with York's arts and heritage offer.
- Support investment in our cultural assets to be inclusive and accessible to all, and to provide outstanding experiences for visitors and residents alike
- Work with the police and others to tackle the priorities for making York safer, such as keeping vulnerable people safe from harm and tackling county lines, outlining these in a new Community Safety strategy
- Consider the council's current approach to equalities, including taking a more active role in tackling discrimination across York, and continue support of York Armed Forces Covenant
- Work to ensure a Community Hub is in every ward, with a map of services and funding available to support them to be sustained in the community.

2021 Update

In addition to progressing the above, the Council will:

- Work with ward committees and local organisations to ensure that post-Covid recovery meets the specific needs of local areas.
- Continue the provision of community hubs.
- Work with partners to tackle longer-term challenges, including the prevention of hate crime, to ensure York remains a safe, welcoming place for all.
- Finalise and embed a more robust Equalities Impact Assessment into the council's decision-making processes.
- Support efforts to get the cultural sector back on a level footing, implementing the recently launched Cultural Strategy, in recognition of its vital contribution to the economic and social life of the city.
- Support the development of initiatives like Purple Flag to develop a family-friendly city centre and work with North Yorkshire Police to increase community safety and provide greater support to victims of domestic abuse.
- Work with partners to lobby Government to provide fair funding for the city's cultural assets.
- Provide support for the 2021 Rugby League World Cup, to be hosted at the Community Stadium, and then build on its legacy in the city.

What will be different in four years?

- More people participating in the life of the city, feeling safe and connected to their community
- A citywide response to people feeling lonely, with a range of opportunities to prevent isolation
- To be a top 5 city for participation in culture and sport, with the cultural range in the city
- - from local sports clubs to cutting edge theatre and inclusive arts
- Communities and the voluntary and cultural sectors in York thriving, working alongside the council and partners to unblock barriers and attract further investment.
- Increased investment and resources for local communities via their Ward Committees
- A thriving Community Stadium, with a diverse and inclusive range of activities which provide interest, entertainment and wellbeing to our residents.
- Crime, both perceived and actual, to be reduced further as we work hard with partners to keep York one of the safest cities in the North.

Creating homes and world-class infrastructure

Outcome Definition The right housing is available, affordable and environmentally sustainable for everyone with good quality infrastructure that supports community and local businesses

Currently, York's housing market is characterised by high demand and low supply, which pushes up house prices and rents above the regional average, creating a challenging environment for York residents.

Delivery of the Local Plan will provide the framework for land use for homes and employment sites, whilst protecting York's special character and Green Belt boundaries. There are unique opportunities to improve the infrastructure and public realm of the city through the sustainable development of designated sites, including major brownfield, historic and neglected areas, such as York Central and the Castle Gateway. Digital connectivity, the development of the historic Guildhall, as a small business start-up centre and the completion of the Community Stadium will also bring substantial benefits to the city.

The delivery of higher levels of market and affordable housing through the Local Plan, combined with the council's own ambitious Housing Delivery Programme and support for community-led housing, will begin to provide more affordable housing options for York's residents.

Whilst York has fewer people presenting as officially homeless than many other cities, homelessness and street sleeping are still key challenges for the city with plans underway to extend our homelessness prevention and resettlement services.

The overall condition of our housing stock in York is relatively good yet significant numbers of York residents still live in fuel poverty. The Climate Emergency means that making York's housing stock (public and private, existing and new build) significantly more thermally efficient, providing warmer homes and lower energy bills, is a priority.

Another challenge is to provide sufficient and appropriate housing for York's growing older population. Our Older Person's Accommodation Programme will provide a range of accommodation to meet the housing and care needs of our older residents.

2021 Update

Recovery from the pandemic is critical to the city's economic future and the need to invest is key.

Despite the challenges presented over the last year, key capital projects, including the York Central scheme and improvements to the city's road network infrastructure, are progressing. The council's Housing Delivery Programme has also kept up the momentum, with the first phase of new homes sold at Lowfield Green and the second phase now coming to market - with priority sales on shared ownership properties for key workers. The next two sites in the programme have now received planning permission.

Lincoln Court has also seen the refurbishment of 20 apartments and the provision of 15 new fully wheelchair accessible apartments for social rent. In addition, the LNER Community Stadium has been completed and handed over to the operators GLL.

The budget for 2021/22 continues the Council's transformational £550m capital programme, to drive regeneration and accelerate the city's economic recovery.

Some areas of the existing capital budget have been reprioritised to invest in the Council's priorities, particularly housing, transport and energy efficiency, and to support the city's recovery from the impacts of Covid-19 with a focus on building back better.

The Council continues to work to ensure that housing stock in the city aligns with climate ambitions. Warm Homes Fund grants have been administered to assist customers on low incomes, living in fuel poverty and who lack central heating systems with a new boiler system helping to enhance the energy efficiency of homes. While York is one of 12 local authorities nationally to receive government funding to trial and help develop a national toolkit for use by local authorities to ensure private rented sector landlords comply with, or face enforcement action, to make sure private rented properties meet a national minimum standard rating of E on their Energy Performance Certificates.

Work to provide support to more vulnerable residents continues with accommodation available to accommodate rough sleepers in the city.

What is the council going to do?

- Deliver the Local Plan, the first plan in 48 years, with additional capacity to speed up supporting supplementary planning documents
- Deliver our significant capital programme and progress key developments such as the Community Stadium, York Central, Castle Gateway, the refurbishment and development of the Guildhall, and the first stages of the Housing Delivery Programme
- Deliver a greater number of affordable homes over the next four years, including Council-owned properties, using a range of models of delivery

- Use the council's new Housing Delivery Programme Design Manual 'Building Better Places' as a standard for future developments including delivering 100% Passivhaus homes in zero carbon neighbourhoods on council sites
- Develop an ongoing programme of improvements to our 7,500 council homes, reaching and exceeding the Decent Homes Standard and bringing all homes as close as possible to zero carbon by 2030
- Deliver age appropriate accommodation and specialist housing through the housing mix within the Housing Delivery Programme and Older Persons Accommodation Programme to meet the housing needs of our older residents
- Investigate the case to extend HMO licensing to smaller HMOs and work with partners to maximise energy efficiency in private sector housing
- Prioritise support for rough sleepers and work in partnership with the police and other agencies to develop new initiatives such as the 'Housing Navigators' and improved services for people with complex needs, such as substance abuse and mental health issues, including extended use of the Housing First approach
- Further progress Digital York and enhance connectivity in the city
- Work with the York Central Partnership to ensure the site delivers as much affordable housing as possible, delivers high quality jobs for York residents and delivers a zero carbon development.

2021 Update

In addition to progressing the above, the Council will:

- Begin work on the station frontage scheme in the autumn following planning approval.
- Invest in the city's road network, including the outer ring road, including cycling and walking improvements.
- Invest in initiatives to tackle climate change, including funding to deliver active travel measures across the city.
- Initiate work on the Housing Energy Retrofit Programme to deliver energy retrofit works to 60 council homes, complete a new 'room in roof' Government funded energy efficiency programme in the private sector; lead regional bids for further energy efficiency funding and develop an Energy Efficiency Retrofit Strategy for the city in keeping with our zero carbon by 2030 ambitions.
- Support physical improvements to council housing land and property through the Housing Environment Improvement Programme

- Undertake a consultation on the potential designation of a targeted Additional Licensing Scheme for HMOs with 3 or 4 occupants.
- Complete and implement an improvement plan for the council's own Housing Management and Repairs services to enhance our services to tenants and leaseholders

What will be different in four years?

- The city will have its first local plan for decades, creating a framework which will provide the homes we need, whilst protecting York's special character and greenbelt
- A significant programme of housing delivery will be underway including council houses and affordable homes
- Joined up and city-wide approaches to meeting housing need, homelessness and working with people who have complex needs will be in place
- Significant improvements will have been made to the management and maintenance of the council's own housing stock, reaching and exceeding the Decent Homes Standard
- Opportunities will have been taken to improve standards and value for money in the private rented sector and reduce the number of empty homes in the city
- A plan will be established to bring the city's housing stock as close as possible to zero carbon by 2030
- York's digital infrastructure continuing to put us amongst the best connected cities, with an emphasis on access for all.

A better start for children and young people

Outcome Definition Families, carers and schools are supported so that every child and young person has the opportunity to develop, learn and achieve their aspirations

We want all our children to live in a city which enables and supports them, their families and communities, to achieve and celebrate success, adapt to change and be resilient.

The early stages of life determine a child's future chances. Most of York's children and young people have a healthy start, then thrive and grow into adulthood with confidence and resilience. But some of them are not so fortunate, grow up in challenging circumstances and are unable to make the most of learning and life's chances.

York's strong education system has some of the best performing schools in the country, two excellent colleges and two world-class universities. This enables most of our children and young people to reach levels of attainment above the national average, and the city's residents have the highest levels of graduate skills in the North.

Most children and young people here achieve and make progress with confidence to further and higher education, employment or apprenticeships, but a small number do less well. While results for our most disadvantaged children and young people are improving slowly, the pace must increase if we are to narrow the attainment gap between our most vulnerable children and young people and their peers.

The council and its safeguarding partners have a statutory duty to promote the welfare of children, keeping them safe and acting quickly if they are at risk of harm. Our children's services are on an ambitious improvement journey, seeking the best outcomes for York families, and putting the voice of our children and young people at the core of all we do.

Many aspects of children and young people's lives, from self-esteem and stress levels to coping with life, are influenced by their emotional and mental wellbeing. Nationally and locally, children's mental health issues affect their daily lives and learning more and more. The council works with our universities, colleges and schools to provide appropriate support for children and young people with mental health problems.

2021 Update

The impact of the pandemic on our children and young people cannot be underestimated. School closures for the majority of children has increased dependency on remote and on-line learning, restrictions on socialising with friends, and a pause in sports and recreational pursuits, outlets we know are important for our physical and emotional wellbeing, making every aspect of life different and more challenging.

Despite this, the response of education providers, families, and wider communities to adapt and overcome these challenges has been incredible. Settings, groups and organisations have worked tirelessly to operate within the safety guidelines and continue to put children's learning and welfare at the centre of everything they do.

We recognise that for some families the events of the past year have been particularly difficult, especially children in families living on low incomes, those facing job insecurity or on the furlough scheme. A situation which has increased the challenge of narrowing the gap in attainment between our most disadvantaged children and their peers.

Successful collaboration between Council staff, resident volunteers and voluntary and charitable organisations, such as with the community hubs programme, has provided practical and emotional support to families most at risk and those who have suffered particular hardships during the pandemic.

What is the council going to do?

- Continue to strengthen the work of communities, local organisations and agencies so that families become more resilient and able to find solutions rather than depending on services
- Continue the improvement of children's social care to provide excellent services for vulnerable young people and aim to be excellent corporate parents
- Continue to prioritise gaining improved outcomes for our most disadvantaged children and young people in the city
- Use opportunities with businesses, educators and skills providers to gain the right mix of apprenticeships and in-work progression, besides attracting new businesses and innovation to the city to create more high value jobs

- Work with our partners to identify and tackle issues relating to the rise in mental health problems in the city
- Continue to focus on the importance of the early years and the impact that this stage of life has on a child's development and future outcomes
- Develop a cultural strategy which sets the ambition for every child and young person to be able to access a full and rounded arts and cultural offer
- Increase the number of foster carers and adopters in York by improving take-up
- Improve play and sports provision for young people including play equipment at parks and suitable open spaces across York
- Develop a York citizenship offer in conjunction with schools in the city.

2021 Update

In addition to progressing the above, the Council will:

- Focus on providing confidence and reassurance to children and young people as they transition back into school life and so that they feel positive and motivated for the future
- Reassert our efforts to address the inequalities facing some of our children and young people and target interventions to narrow the gap in attainment
- Work with partners to develop learning programmes and training opportunities that will provide our young people with the skills and experience they need to succeed in the labour market of the future
- Take the successes and best practice learned from the community hub model to support families and address challenges facing residents
- Continue our improvement journey, raising the quality and performance of our services
- Continue to develop the Healthy Child Service offer across the city to improve maternal and child health
- Evaluate the potential scalability of the Early Talk for York scheme

What will be different in four years?

- A strong, quality Early Years sector will engage our most vulnerable children, with increased take-up of the entitlement to free two year old education places

- Children and young people will have a more positive experience at key points of change in their life, for example, as they start school or transfer to a new setting or situation
- The attainment gap between our most disadvantaged children and young people and their peers will have reduced
- A continued emphasis on our great education system and strong multi-agency working helps all our children make a positive journey from school to adulthood
- Children and young people are confident and get involved in all that our great city has to offer, taking advantage of York's parks and open spaces, its play and sports facilities, and increasing participation in and enjoyment of its vibrant cultural offer
- There is a clear understanding of the importance of community cohesion and empowerment, so that families, children and young people are able to influence matters that affect their lives.

An open and effective council

Outcome Definition We work as an efficient, open, transparent, democratically-led and accountable organisation, in partnership with key stakeholders, to deliver on residents priorities and achieve the council plan outcomes for our city

As a council, we have an important role as a place shaper, a deliverer of services and as a point of contact for connecting people to support in the city. We also have to lead by example as an organisation, working to address our city's challenges within our own organisation.

We want to do things that matter for residents and communities, which means that we believe in giving local communities control over what's important to them, wherever possible, and involving them in delivering the solutions. We recognise in addressing challenges, the best approach is often to build on the strengths and the assets that we have in our communities.

We want to provide effective responses to customer enquiries, provide support to residents, and ensure they receive the best possible advice.

Our greatest challenges, such as addressing climate change, require the collective efforts of everyone in the city. The council, like other local authorities, continues to face a difficult financial position, in particular in respect of funding for adult care. Ensuring effective prioritisation and delivery of efficiencies will be critical in coming years.

We will focus on locality approaches to bring people together, with services at a ward or community level. We will continually work to make what we do transparent, to involve people in the decisions that affect them and make people's dealings with the council as positive as possible.

To achieve this, we must be an efficient and modern organisation, utilising technology, which can adapt to the changing needs of our city.

2021 Update

Many of the ways of working within the council have been completed revised following the need for most staff to work from home. Technology has enabled this remote working whilst change business processes have been implemented which allow decisions to be taken swiftly at the right levels of the organisations. In many cases, the necessity to make changes immediately has accelerated improvements to processes.

The council, as a whole, is considering which changes, made necessary by the pandemic, represent improved ways of working to provide better outcomes for customers. Where there is a benefit of keeping those practise in place, they will be retained, whilst those for which there are better solutions available when fewer Covid restrictions in place will be reconsidered.

What is the council going to do?

- Ensure strong financial planning and management, providing capacity to invest, and driving efficiency. As part of this we will undertake effective budget consultation
- Undertake an Organisational Development programme to ensure the way our organisation operates fully supports the delivery of our key priorities, whilst we act as a good employer to our staff
- Place a continued emphasis on absence management, ensuring our staff are supported in work
- Deliver the council's digital programme to make contacting the council as streamlined as possible, with information made readily available
- Maintain our commitment to the apprenticeship programme, the real Living Wage and our Public Sector Equalities Duties
- Ensure our processes are built around the needs of residents, businesses and communities
- Prioritise the delivery of schemes at a ward level, in order to support decisions taken locally at the ward level
- Utilise our procurement approaches to address the climate emergency and secure social value at every opportunity
- Review the council's current governance structures and consult on options for a more transparent and cross-party decision-making system, ensuring an effective and democratically-led council.

2021 Update

In addition to progressing the above, the Council will:

- Ensure the ongoing health needs of staff are recognised and supported, including the potential impacts of bereavement, mental health issues and long-Covid.
- Consider the best way to adopt a return to previous office-based processes where it is beneficial to do so, but retain the improvements made in many processes through more flexible working.
- Within the statutory regulations, ensure all council meetings are as accessible as possible through digital channels and that elected member representation is appropriately broad.

What will be different in 4 years?

- More streamlined digital channels to council services
- A more engaged workforce, greater job satisfaction and reduced absence rates
- A recognised emphasis on transparency
- A sustainable budgetary position
- Communities feel empowered to work with the council to deliver better outcomes for the city
- Carbon emissions from council owned assets and buildings are reduced significantly
- More apprentices are employed by the council, utilising the Apprenticeship Levy more effectively
- The Council's Constitution will be updated, with more effective governance procedures in place.

Working with partners

Successfully delivering the outcomes for the city and its residents set out in this plan cannot be done alone. There are a range of actions which the council can, must and will take as highlighted above. Yet many of the things which support the quality of life of our residents also rely on other organisations such as central government, Local Enterprise Partnerships, schools, businesses, NHS bodies, third sector organisations, as well as communities and residents themselves.

In this plan, we have sought to be clear in the setting out what we believe is important for the wellbeing of our residents and the future success of our city: doing so to help guide and direct others in the city as to what residents are saying as we aim to work together in the same direction.

But this is not merely passive on the council's part. Over the period of the plan, we will actively seek to nurture strong connections with those who will help to achieve the best for our residents. This will mean lobbying central government to invest in the things that make a difference for people in York, working with employers to support the mental wellness of their workforce or nurturing the voluntary sector in developing community led solutions to particular challenges.

We must continue being a listening council too, involving residents and communities in everything we do. This could look like giving real input into decision making at a local level through ward committees, enabling people to have a say over how budgets are used for their care and support, or getting ideas at an early stage to help shape major developments in the city.

York is rich with talent, passion, creativity and care for our city and each other. Through the coordinated efforts of our residents and communities, businesses and organisations we can achieve much over the next four years.

This page is intentionally left blank

UPDATED COUNCIL PLAN ACTION TRACKER MARCH 2021

<p>Core outcome theme WELL-PAID JOBS AND AN INCLUSIVE ECONOMY</p>
<p><i>ACTION - 1. Develop a new Economic Strategy, with a focus on inclusive and clean growth, alongside the creation of a new Economic Partnership to oversee the strategy.</i></p>
<p>UPDATE - A revised timeline and detailed engagement plan has been agreed for the Economic Strategy and Skills Plan, with engagement planned over the summer of 2021 and the Strategy scheduled to be presented to Executive in December 2021. The Business Leaders Group has continued to meet monthly, with fortnightly meetings of key partners (FSB, BID, Chamber, IoD, Indie York, MiY), and is beginning the transition towards an Economic Partnership model. The Skills and Employment Board is meeting monthly to oversee the development of the Skills Plan, with a short-term plan for the coming year agreed by the Executive Member for Economy and Strategic Planning, and the longer-term plan due for completion in September and adoption with the Economic Strategy in December.</p>
<p><i>ACTION - 2. Review the Council's approach to Financial Inclusion and continue to help energy companies target fuel poor or vulnerable households with energy efficiency measures.</i></p>
<p>UPDATE - Activity has been prioritised to respond to the Covid-19 crisis both in terms of meeting immediate needs and planning for recovery. The Financial Inclusion policy review will be progressed through 21/22 taking into account the new Covid-19 landscape and recovery plans. The Digital Inclusion element of the emerging priorities has taken a step forward with Explore York taking leadership in partnership with the council - a cross city/sector network has been established.</p>

The January 2021 lockdown has meant that many related services have remained in response. The focus has remained on delivering critical financial support to those in hardship during the pandemic. The Financial Inclusion Steering Group continue to monitor activity and review Covid impacts and partnership working. Digital network has met, planning is in development around sustainable and person centred support and also the delivery of a city wide Poverty Truth Commission which would feed into the drafting of the Financial Inclusion Policy. Shorter term 21/22 Winter Planning will include planning to seek to mitigate Fuel and Food Poverty impacts in particular and reduction in Covid related funding to families.

Work to reduce fuel poverty in the longer terms through better insulation and lower fuel bills is also ongoing via Housing initiatives.

ACTION - 3. Review the SLA with Make it York, aligning its business plan with the new Economic Strategy

UPDATE - A revised SLA was introduced during Covid response prior to full review for 2021-22 and beyond. A new SLA and Contract is to be considered by Executive in May 2021, informed by detailed consultation with stakeholders, residents and businesses.

ACTION - 4. Create a community business representative role to involve local businesses in the ward committee process and supporting traders' associations and independent businesses throughout the city and renew our approach to being a Business Friendly Council

UPDATE - Much-increased business engagement throughout the pandemic has supported a more detailed understanding of business issues. This approach will be continued beyond the pandemic, and includes close work with Indie York and the independent traders groups across the city, a big boost in membership of the Federation of Small Businesses, and detailed survey work with micro businesses as part of the evaluation of grants schemes. The Business Friendly Council initiative continues to meet monthly, with Council and stakeholder teams sharing intelligence and plans for future work.

ACTION - 5. Develop sustainable and ethical procurement policies which promote local supply chains and support inclusive, clean growth

UPDATE – The Government recently published a Green Paper with the aims of encouraging the opening up of public contracts to more small businesses and social enterprises, to innovate in public service delivery, and meet the national net-zero carbon target by 2050. CSMC and the Executive Member agreed that updating the Procurement Strategy will follow the outcome of Green Paper.

ACTION - 6. Align the Adult Skills agenda with the new Economic Strategy, working with partners across the city to maximise the use and benefit from the Apprenticeship Levy and support Jobs Fairs.

UPDATE – (see also 1 above) Supported by education, training and employer partners in the city, the Skills Team led social media engagement during National Apprenticeship Week (8-14 February) and delivered a virtual York Apprenticeship Recruitment Event (17 March) in place of a physical one.

In addition to the 1:1 impartial advice provided by the Skills Team Business Engagement Officer, specific virtual events have been useful in raising awareness of apprenticeships with SMEs in certain sectors. In addition to supporting council colleagues and LA maintained schools to make the most of apprenticeships, the HR and Skills teams have worked with the council's Apprenticeship Task Group to develop the council's levy transfer policies and processes. From engagement with the Early Years sector, an opportunity to pilot the transfer process with a pre-school is being progressed.

ACTION – 7. Promote opportunities for vocational education and training in sustainable building, for both the existing city work force and people new to these professions

UPDATE – Whilst not limited to sustainable building, officers are continuing to work with colleagues to deliver Employment and Skills outcomes as part of our construction capital programmes. Currently, this includes working with Vinci on the Guildhall development and with the contractor for the Castle Mills project in future.

<p>The ongoing Housing Delivery Programme and the Retrofit Strategy which will be brought forward this summer will also address sustainable building and the local supply chain.</p>
<p><i>ACTION - 8. Work across the region to secure devolution at a meaningful scale for the benefit of the whole of Yorkshire and contribute to the Local Industrial Strategy, which will help to shape our regional growth</i></p>
<p>UPDATE - A set of devolution asks were developed for York & North Yorkshire in collaboration with the County and District councils alongside the LEP. These were submitted to Government in December 2020. The Devolution White Paper has now been reframed as Levelling Up and is expected later in 2021.</p>
<p><i>ACTION - 9. Identify options for a Tourist levy</i></p>
<p>UPDATE – Given the context of recovery for the hospitality sector, it is not appropriate to progress this currently.</p>
<p><i>ACTION - 10. Create new commercial spaces for start-up businesses and small enterprises at York Central, Castle Gateway and the Guildhall.</i></p>
<p>UPDATE - Guildhall - Construction started in September 2019 and continued throughout the pandemic, with completion scheduled in autumn 2021. The general internal refurbishment is progressing well and the new entrance from the main hall to the glazed arcade has been formed. A lease to University of York for small business office space in the Guildhall has been agreed.</p>
<p>York Central - Enabling ground work commenced in early 2021. Work has started to explore the use of CYC land on York Central to support small businesses, in line with the wider occupier strategy.</p>
<p>Core outcome theme A GREENER AND CLEANER CITY</p>

ACTION - 11. Support a new Climate Change Policy and Scrutiny Committee, which will develop a set of recommendations to support carbon reduction, alongside additional officer capacity to drive progress

UPDATE - The Climate Change Policy and Scrutiny Committee has been established and continues to meet. It is in developing recommendations to support carbon reduction.

A Head of Carbon Reduction has been appointed and the delivery plan for the York Climate Change Strategy to progress our zero carbon city by 2030 ambition has been completed, with public engagement starting this month (May 2021) and the final strategy due to be published in November 2021. The strategy will include the net-zero roadmap and action plan, building on the report 'Net Zero Carbon Roadmap for York', published in December (2020).

ACTION - 12. Develop a plan showing the Council's own road map to net zero carbon, enhancing the energy efficiency of Council owned buildings and assets, and increase the amount of energy generated from renewable sources on Council owned buildings and assets.

UPDATE - Work is also underway to update the council's own carbon reduction plan in order to achieve zero carbon council by 2030.

The Council has secured over £1m of government funding through the Local Authority Delivery Scheme to complete energy efficiency improvements and install solar PV on our housing stock and we continue to look at decarbonisation solutions across our corporate and operational assets.

ACTION - 13. Prioritise street level service and the street environments, such as street cleaning and enforcement activity against litter, dog fouling and graffiti, through additional staffing and increased resources.

UPDATE - A new team focusing purely on graffiti removal has been created to include some private properties.

A review of how essential environmental services are managed is being undertaken to look at a neighbourhood community level focus.

Much activity has been tailored to Covid response and recovery with additional cleansing regimes to respond to the increasing number of street cafes with additional cleansing and waste removal of bagged waste on Sunday from city centre commercial premises.

ACTION - 14. Review waste collection to identify options to provide green bins to more houses, kerbside food waste collection and the range of plastics currently recycled

UPDATE - This was initiated at an Executive Member decision session and referred to Scrutiny. A city wide consultation on green waste collection is currently underway and will be considered by Executive in the coming months.

ACTION - 15. Ensure the emerging Local Plan, Biodiversity Action Plan, Tree strategy, Green Infrastructure Strategy and Local Transport Plans protect and enhance York's built and natural environment

UPDATE - A report is due to Executive in May 21 setting out the next steps in the development of the Local Transport Plan.

Consultation currently taking place to create a community woodland on 194-acres of land acquired by the Council to the West of York (near Knapton) and to plant 50,000 trees by 2023. Detailed work on future targets for expanding York's tree canopy has also commenced.

ACTION - 16. Develop supplementary planning guidance on zero carbon building

UPDATE - Work has been prioritised to concentrate on two SPDs 'Green and Blue Infrastructure ' and 'Carbon Reduction, Renewable Energy and Sustainable Design and Construction'

ACTION - 17. Review how the Council can reduce or remove all single-use plastic in its operations.

UPDATE - Initial work delayed by focusing on response to Covid but work began in early 2021 to refresh the Procurement Strategy which will also take into account the recent Govt Green Paper.

Prior to the pandemic from July 2019 'Café West' began using all Vegware for coffee cups/lids and the like which is collected to be made into compost.

ACTION - 18. Ensure emerging plans and strategies have appropriate emphasis on mitigation and adaptation to an increased prevalence of extreme weather events

UPDATE – The council is working closely with the Environment Agency on the 'York Five Year Plan' to deliver a range of improvements to the city's flood defences. Some construction work is complete or underway. Site compound building has started at a number of sites and construction activity across several parts of the city will begin in early summer.

In addition, we are working with the Environment Agency on a catchment scale study to identify opportunities for wider interventions across the River Ouse catchment to further reduce future flood risks into the long term.

Flood responses were tailored this winter to be COVID safe and some lessons have been learnt and will be reviewed.

Core outcome theme
GETTING AROUND SUSTAINABLY

ACTION - 19. Review city-wide public transport options, identifying opportunities for improvements in walking and cycling, rail, buses and rapid transit, which lay the groundwork for the new local transport plan.

UPDATE - In response to COVID, a number of emergency decisions have been made to improve sustainable and active travel options. The temporary Active Travel measures have been formally considered and some removed, whilst others remain or are being considered for permanent implementation with consideration of permanent changes to footstreets

due to be considered in the autumn. The Council has been successful in securing Active Travel Funding as part of the governments Covid response and these projects are being developed.

A cross-cutting consultation approach is being taken across a number of projects including the development of the next Local Transport Plan (LTP4) and the Economic Strategy, for example, to ensure a coherent approach and prevent duplication.

A Dft-approved E-scooter pilot is underway and has been recently expanded.

ACTION - 20. Lobby for investment and improvement in rail connectivity for York, as a significant rail hub in the north, including the re-establishment of a station in Haxby.

UPDATE - The Council continues to play an active role in lobbying for improved rail connectivity for York.

Haxby Station has been successfully included in a feasibility study funded by the national New Station programme. The project is progressing with an initial review of the business case and Network Rail are being commissioned to progress the scheme development.

Improvements have been made to the York-Harrogate line.

ACTION - 21. Explore and deliver opportunities to move the council's vehicle fleet to low/zero carbon, while also promoting use of car sharing and cycling for work purposes

UPDATE - The fleet strategy was agreed in March 2020. The two new electric waste vehicles have arrived and are being tested. The smaller fleet is being replaced with 8 new electric vehicles in place, with training for drivers in April 2021.

ACTION - 22. Continue to expand York's electric vehicle charging point network, including the construction of hyper hub facilities.

<p>UPDATE - Hyperhubs and the roll out of new charging infrastructure is currently under construction, with a decision made to progress a Hyperhub at Union Terrace.</p>
<p>Work at Monks Cross Park and Ride is well advanced with an expected opening date in mid-June 2021. At Poppleton Bar Park and Ride, construction started in April 2021.</p>
<p><i>ACTION - 23. Continue working in partnership to deliver low/zero carbon public transport services and improved walking and cycling infrastructure</i></p>
<p>UPDATE – Twenty one new all-electric double-decker buses have been introduced by First to create the biggest zero emission park and ride fleet in the country.</p>
<p><i>ACTION - 24. Deliver new approaches using digital technology to enhance transport systems</i></p>
<p>UPDATE - The STEP (Smart Travel Evolution Programme) new Transport Model is in place and the live element of this project is the next step. The update of the real time bus information contract has commenced</p>
<p><i>ACTION - 25. Work with partners to develop sustainable travel for York Central and an interchange as part of York Rail Station frontage project</i></p>
<p>UPDATE - Planning permission for both York Central transport infrastructure and the Station Frontage are now in place. Initial site clearance has started on York Central and the utility diversions for Station Frontage are being commissioned. The Ministry of Housing, Communities and Local Government made a Housing Infrastructure award of £77 million towards York Central development.</p>
<p><i>ACTION - 26. Implement York’s first Clean Air Zone and continue to closely monitor air quality</i></p>

UPDATE – The Clean Air Zone (CAZ) is in place, with monitoring ongoing. All buses entering the CAZ 5 or more times a day are low emission (electric or diesel Euro 6). Air quality has continued to improve to the point where almost all areas in York meet the health based air quality objectives.

Work to raise awareness of idling and its impact on air pollution and health is ongoing.

The fourth Air Quality Action Plan is due in 2021 and will aim to meet new measures in the forthcoming Environment Act that will focus more on particulates and other emissions, due to their impact on health.

ACTION - 27. Review and deliver enhanced resident parking and pay-on exit at CYC car parks

UPDATE - Pay on Exit systems are now in place at Marygate and Piccadilly. Residents have received Minster Badge offers as part of COVID support and recovery. The new IT system for parking will be rolled out this year. A review of CYC parking provision will take place in 21/22.

ACTION - 28. Review the capacity and potential to extend operation of Park and Ride sites

UPDATE - Park and Ride has been significantly impacted by COVID and recovery discussions with First are ongoing as they gain an understanding of future service demands.

ACTION - 29. Work with bus operators and user groups to identify opportunities to make bus travel more convenient and reliable

UPDATE - Public transport has been significantly impacted by COVID, therefore efforts are currently focussed on recovery rather than further expansion. The Government have announced the National Bus Strategy and the Executive will shortly be considering a development of the City's already well-developed Quality Bus Partnership and a Bus Service Improvement Plan to continue to support the bus services and their operators.

Core outcome theme

GOOD HEALTH AND WELLBEING

ACTION - 30. Contribute to the development and delivery of Mental Health, Learning Disability and Health and Wellbeing Strategies

UPDATE - The Mental Health Partnership is leading the city's drive to implement the Trieste Model, enabling people to gain the support they need for their mental health and wellbeing at home, or in the least restrictive environment possible.

The All Age Learning Disability Strategy was launched in October 2019 by the multi-agency Learning Disability Partnership (LDP). Covid interrupted progress but services have been maintained through the pandemic, shifting to alternative channels.

The Council's Mental Health Accommodation and Support Programme and the development of two housing services plus satellite accommodation and Housing First will be tendered in the first quarter of 2021/22.

The Council has been part of a successful Transformation Funding bid and a Programme Manager is to be appointed enabling the system to deliver a shared vision for Mental Health. A March 2021 update on the All Age Learning Disabilities Strategy outlined Covid-related delays in implementing proposals. The Learning Disability Partnership agreed that four priorities will be considered by the strategy sub-groups in the first half of 2021/22:

- Social isolation – how do we reach out to people with little or no support
- Communication – keeping people informed in an accessible way
- Participating in Society – how communities and services have changed since Covid
- All voices are heard and engaging with families together, make sure consultation happens in a timely way.

ACTION - 31. Improve mental health support, including mental health first aid, and encourage volunteering, including our People Helping People initiative to help improve mental health and tackle loneliness

UPDATE - The People Helping People strategy continues to provide the overarching framework for social action in the city, promoting impact volunteering initiatives, connecting citizens to city challenges (for example our Community Health Champions programme and the city’s response to Covid). York CVS have also developed a new Volunteering Directory complementing Live Well York. The Suicide Prevention Delivery Group is taking forward an action plan including looking at training for other agencies and individuals.

The council, working with partners, has successfully bid for Mental Health transformation funding. Through the Mental Health Partnership, this is supporting the development of a community-led approach to mental health through the northern quarter project, alongside the progression of the mental health accommodation project.

ACTION - 32. Use innovative strategies to support individuals’ independence, health and wellbeing, enabling people to stay in their own homes or communities for longer and significantly reducing admission rates to residential care.

UPDATE - The council uses a ‘good help’ model and stimulates innovation to find what works best for people with diverse needs. It works closely with health partners and the VCS to develop a whole system approach to prevention, anticipatory care, building community capacity and asset based community development (ADCD). We are connecting social prescribing, local area coordination, community health champions and health navigation to the development of Primary Care Networks and Integrated Care Partnerships. Home First remains a key strategic principle when planning care and we avoid making new placements in care as far as that was possible. We support care homes to care for people and avoid admissions to hospital when appropriate.

Our Asset-Based Community Development model has supported people and communities to remain resilient during the pandemic, ensuring that people remain connected and have trusted relationships at a time of crisis. The Council's volunteer management team has actively contributed to this alongside community hub arrangements and work with York CVS and wider VCSE.

Our response to the COVID-19 pandemic was informed and shaped by the commitment to supporting people to remain independent, with additional support to return to their own home from hospital or to their usual place of residence if that was a care home. Innovative services have been deployed to reduce unnecessary admissions to residential care and support people in their own homes and communities. These include rapid response hospital discharge services, increases in short term vs long term residential care, increases in intensive home services including live in care and use of innovative technology. Numbers of people residing in residential care remain lower than prior to the introduction of these measures.

ACTION - 33. Continue the roll-out of the older people’s accommodation programme, to provide accommodation for whole life independence; supporting and promoting the Age Friendly York programme. This seeks to create an environment enabling people to live healthy and active lives and encourages communities to treat people with respect, regardless of their age

UPDATE - The Age Friendly York Programme was launched in June 2019 and reports to the Health and Wellbeing Board Ageing Well Partnership. Around 100 people will be involved in a ‘Citizen Group’ to advise on the development of the programme.

The Older Person’s Housing assessment informed the priorities of the Older Person's Accommodation (OPA) programme which will deliver 900 high quality homes. The refurbishment of 20 apartments and the development of an additional 15 fully wheelchair accessible properties at Lincoln Court has been completed. The care home at Burnholme is complete and the first residents were welcomed in early 2021. The transfer of Haxby Hall care home to Yorkare Homes was completed on 31 March 2021. The residents and staff transferred which has enabled continuation of care and employment. Planning approval for the redevelopment and extension of the home has been obtained and work on this will begin in the Autumn. Work is progressing well at Marjorie Waite Court on 29 new extra care apartments and 4 bungalows and is due for completion in July 2021. Work is underway to procure a care home provider for the Lowfield Green site to provide extra care.

The programme is also working with a number of commercial developers to support the provision of age appropriate accommodation to meet the needs of our older residents as identified in our research in 2019. This includes the provision of bungalows in general needs development, open market extra care accommodation and plans for intergenerational living. Work is also underway to ensure that there is comprehensive information available about the older person’s accommodation options in the city.

ACTION - 34. Continue to support substance misuse services to improve public health and support some of the most vulnerable in our society

UPDATE- Substance misuse services continue to be delivered as a core public health service via the contract with Changing Lives. In addition the Better Care Fund is continuing to support through additional investment alcohol misuse and work continues to help reduce rough sleeping.

ACTION - 35. Invest in ward level social prescribing to tackle loneliness and isolation, and work with partners to make our communities dementia friendly This will include the continued expansion of our Local Area Coordinators and Talking Points, making them accessible to residents in all areas of the city

UPDATE - Our Local Area Coordinator (LAC) programme and Social Prescribing programmes continue to be at the forefront of national policy development. The expansion of LAC remains a priority for Adult Social Care reflecting our asset based approach, alongside the expansion of Talking Points. These continue to reduce waiting times for social care referrals and are connecting people to local solutions and activities through the LAC’s. The pandemic has highlighted successes of LAC, with its focus linking up individuals as well as organisations, sharing information quickly in a rapidly changing landscape –including making use of technology to connect safely with people.

Talking Points is the established method of having early conversations with people who have social care needs.

As part of the Coalition for Collaborative Care social prescribing and communities programme York has been a national demonstrator site, working with SCIE, Community Catalysts, National Association of Link Workers and NHS Alliance to help delivery of Universal Personalised Care programme to help recruit Link Workers effectively and share learning with Health on building community capacity

The LAC programme continues as planned through BCF. Social Prescribing through both Ways to Wellbeing practitioners and primary care link workers have played a major role in responding to the pandemic. Talking points have continued to operate virtually and are planned to open physically as part of the recovery plan. Work is underway on a dementia strategy for the city.

ACTION - 36. Open spaces will be available to all for sports and physical activity, including healthy walking, outdoor gyms and green spaces, which improve both physical and mental health and wellbeing.

UPDATE - A Healthy Weight Declaration has been signed by Executive Members and the Director of Public Health. Public Health are working with CYC's planning team to develop supplementary documents as part of the Local Plan. The pandemic has highlighted need for open spaces. Throughout the pandemic period, safety and vigilance was paramount.

Consultation currently taking place to create a community woodland on 194-acres of land acquired by the Council to the West of York (near Knapton) and to plant 50,000 trees by 2023.

Throughout the pandemic public health has promoted the importance to physical and mental health of remaining active. This has involved regular communications, as well as initiatives such as putting into welfare parcels information on being physically active during lockdown.

ACTION - 37. Make York an 'Autism friendly' city by helping local businesses and facilities to achieve the Autism Access Award and support our communities to be Dementia Friendly.

UPDATE -

An All Age Autism Strategy was published in addition to a Mental Health Strategy for York. There is also the All Age Learning Disabilities Strategy and a Carers Strategy. We have finalised a review of our Home Care services, with a focus on developing a Neighbourhood Model of care and support.

During the pandemic Dementia Action Alliance the co-ordinator in regular contact with both Dementia Forward, and Alzheimer's Society -welfare calls for over 400 people with dementia identified by their GP.

ACTION - 38. Support all areas of the Council to embed 'Good Help' principles in the services that they deliver

UPDATE – (see also action 41 below) The pandemic has seen a surge in interest to volunteers with cases across the city of groups and individuals working together to support the most vulnerable in society. Good Help principles embedded in Childrens and Young Peoples plan. Unfortunately the 'Good Help' bid to National Lottery was unsuccessful at the final stage.

ACTION - 39. Ensure that effective safeguarding is made a priority for all Council services, in order to be sure people are safe across the city

UPDATE - Safeguarding remains the highest priority across services. As a direct response to the pandemic safeguarding team social workers appointed as link workers to all residential and nursing homes.

Commissioning compiled a list of all people with care and support needs who are not in supported living settings, who are either living with family or in single tenancies in the community. Adult Social Care have made contact by phone with all individuals on the shielding list and all who have a Direct Payment, to support their welfare and help resolve issues that have arisen during this period. Housing services made welfare calls to all vulnerable tenants, signposting to support services in their area.

A new Director of Safeguarding will be in post in the next few months (interviews in May 2021). This will strengthen capacity and ensure that we are able to continue to prioritise on going service development and improvement. CSC improvement board and plan remain in place and service improvement is on track. A peer review has been undertaken in adult services and a development plan and board will be in place by the end of May.

Core outcome theme
SAFE COMMUNITIES AND CULTURE FOR ALL

ACTION - 40. Enable communities to take ownership of improving their local area, through investing in community development and building on the Ward committee model.

UPDATE - The Council has invested an additional £250k into a Safer Communities fund, alongside additional highways funding to boost ward funding. Two new community involvement posts have been created to add more community development capacity, including one focussed on working with minority groups. However, since March 2020 the council has focussed intensively on meeting the needs of communities through the pandemic and in particular to providing support to those shielding and the clinically extremely vulnerable.

ACTION - 41. Expand the 'People Helping People Scheme' to encourage more volunteering which provides support for others in the city, embedding the principles of "Good Help".

UPDATE –(see also action 38 above) The People Helping People strategy continues to provide the overarching framework for social action in the city, promoting impact volunteering initiatives, connecting citizens to city challenges.

The lock-down period has seen an outstanding response from community partners such as Move the Masses and GoodGym in activities such as shopping for vulnerable people, collecting prescriptions and making wellbeing calls. The Council’s own hub volunteers, by the end of May, had delivered 25,237 hours of volunteering and dealt with 1,495 calls for food support and approaching 2,500 requests for a diverse range of tasks, such as prescription delivery, to ensure

that all York residents were enabled to stay at home during lock-down, whatever their personal needs and circumstances.

Funding for the new CVS Volunteer Centre has been secured and the Centre launched in Jan 2021. The council collaborated with CVS in February through a focus group to inform a review of the People Helping People strategy. The councils Volunteer Management Team have continued to actively manage calls for volunteers during Covid continuing to supply volunteers to the community hubs, LAC team and social connections programmes, amongst other initiatives, to help address loneliness and isolation.

ACTION - 42. Explore social prescribing at a local level to tackle loneliness and isolation, alongside work with partners to make our communities dementia friendly.

UPDATE - The Ways to Wellbeing Service recruited a further five Social Prescribing Link workers providing complementary capacity focussing on mental health and supporting people living with dementia.

Volunteers have complemented both social prescribing and LAC during Covid, via the Covid monitoring call hub, which has been nominated for a national award. Social Prescribing impact report completed reflecting year 1 of GP Link Worker pilot, helping to inform extension of contracts for 5 years, through GP contracts.

BCF has continued to support the Ways to Wellbeing element of social prescribing, maximising cover for the city. Funding for the new CVS Volunteer Centre has been secured and was launched in January 2021. Collaboration with CVS will inform a review of the People Helping People strategy. The council's Volunteer Management Team have continued to actively manage calls for volunteers during Covid continuing to supply volunteers to the community hubs, LAC team and social connections programmes, amongst other initiatives, to help address loneliness and isolation.

ACTION - 43. Work for an improved city centre for local residents, using the MyCityCentre activities to involve the community and city centre businesses in developing solutions, and working to secure Purple Flag accreditation in York.

UPDATE - The My City Centre project was paused through 20/21 due to the impacts of the pandemic. However, a report was agreed by Executive in April 2021 to develop a new council-wide approach to engaging residents that will bring different engagement activities together in a single cohesive resident engagement programme. It will be pan-organisational, including matters such as transport, city centre access and parking, the economy and carbon reduction. It will consolidate feedback, share principles and assumptions, learn from previous engagement activity and reduce duplication to ensure conversations join up and inform emerging strategies.

The first meeting of a new Purple Flag Working Group, drawing together stakeholders and partners from across the night time economy, is scheduled in Q1 2021/22. It is hoped that a Purple Flag application for accreditation will be submitted later in the year.

ACTION - 44. Create more ways for everybody to enjoy York’s cultural offering, including a cultural entitlement for all young people and the development of significant community sporting experiences around the new Community Stadium.

UPDATE - The focus has been on supporting organisations through the impacts of Covid-19; however, the cultural entitlement for young people has been progressed with the provision of 'Bags of Creativity' to vulnerable children and young people in the city. Many organisations have found innovative ways to provide cultural product during the pandemic including the ward funded Theatre Royal pantomime, reopening of museums using guided tours, live streamed events, outdoor events, etc. As the city centre opens up during spring and summer 2021 several events are being coordinated by MiY to encourage resident and visitor engagement.

ACTION - 45. Deliver on a cultural strategy that ensures that all York residents, irrespective of age or background, being proud to be engaged with York’s arts and heritage offer.

UPDATE – (see also action 66) The Cultural Strategy was launched on in December 2020 and was adopted by the council in February 2021.

<p><i>ACTION - 46. Support investment in our cultural assets to be inclusive and accessible to all, and to provide outstanding experiences for visitors and residents alike.</i></p>
<p>UPDATE – The Covid response included assisting cultural organisations such as YMT. The Council continues to deliver the library capital programme, linking libraries with the wider network of community facilities to support the resilience of communities.</p> <p>CYC has become a member of the York Music Venues Network.</p> <p>The Community Stadium facilities are now fully open. Plans are progressing for new Explore libraries for Haxby, Acomb and Clifton.</p>
<p><i>ACTION - 47. Work with the police and others to tackle the priorities for making York safer, such as keeping vulnerable people safe from harm and tackling county lines, outlining these in a new Community Safety strategy.</i></p>
<p>UPDATE - A new three year Community Safety Strategy was approved by the Safer York Partnership Board in March 2020. Multi-agency groups have continued through virtual platforms to deliver against the priorities within the strategy. Focus has remained on supporting those most vulnerable communities and victims of crime and anti-social behaviour.</p> <p>The Safer York Partnership refreshed the existing priorities in March 2021, adding additional actions in relation to Covid and the impact that this will have as the city reopens. All community safety services have continued to deliver throughout the lockdown and partners are engaged in making plans to mitigate any potential community safety issues arising from the lifting of restrictions.</p>
<p><i>ACTION - 48. Consider the Council’s current approach to equalities, including taking a more active role in tackling discrimination across York, and continue support of York Armed Forces Covenant</i></p>
<p>UPDATE - A new Community Involvement Officer has undertaken bespoke work with minority groups to better understand their experiences and aspirations.</p>

A Hate Crime Working Group has been set up to produce an Action Plan. Further work to ensure that procedures are in place to support communities who struggle to access services such as translation services. A working group has been established to review and update the council's Gypsy and Traveller strategy.

The Group is developing local hate crime reporting centres together with appropriate training and support for victims. The centres will also support the collation of local intelligence about hate crime in the city.

A new Equalities Impact Assessment tool is now in place and being operated as a pilot.

Development of the York Armed Forces Covenant has taken place, including a relaunched forum who are taking forward actions to support the needs of this community.

ACTION - 49. Work to ensure a Community Hub is in every ward, with a map of services and funding available to support them to be sustained in the community.

UPDATE - To further develop Community Hubs, we set out what we wanted then to achieve, drawing on the learning from the last few years. We are also exploring accrediting and recognising community hubs which have been set up by other organisations or by communities themselves.

Building on the success of the Covid support virtual hubs we intend to ensure provision in each area of the city, after lockdown, with at least one community hub to be established for each ward. These will be tailored to local need and will offer a physical meeting place for local people to come together, filling in the gaps between existing community venues. We will continue to build relationships with those local organisations who have worked to support their communities through pandemic.

We developed primary care hub with system partners, maximising use of volunteers to maintain contact / wellbeing checks with people recovering from COVID-19 and at risk of deterioration –linking GPs and community health services to social prescribing volunteers.

The 5 emergency response hubs at Acomb, Tang Hall, Haxby, Clifton and Micklegate have demonstrated the benefits of CYC and local groups and organisations working together with a common purpose. We continue to operate 5 virtual hubs are now in a transition phase supporting the needs of communities up to the point where hubs proper can reopen for face-to-face contact.

Core outcome theme

CREATING HOMES AND WORLD-CLASS INFRASTRUCTURE

ACTION - 50. Deliver the Local Plan, the first plan in 48 years, with additional capacity to speed up supporting supplementary planning documents.

UPDATE - Phase 1 of the public hearings into the examination of the Council’s draft Local Plan took place in December 2019. The Council continues to be in contact with the Inspectors to clarify a number of issues following the Phase 1 hearings. Submissions of the Green Belt Annexes were made alongside preparation work for citywide consultation and virtual hearing sessions on the submissions.

ACTION 51. Deliver our significant capital programme and progress key developments such as the Community Stadium, York Central, Castle Gateway, the refurbishment and development of the Guildhall, and the first stages of the Housing Delivery Programme.

UPDATE - **Castle Gateway** - planning permission was granted for Castle Mills and St George's Field. Procurement of a contractor for Castle Mills is underway to undertake the RIBA stage 4 design and to provide a tender price for construction, with an Executive decision to proceed required in October 2021. A decision on whether to proceed with

the multi-storey car park will also take place at that time based on the outcome of the strategic review of city centre access and parking. A planning application for public realm to replace Castle Car Park/Eye of York will be made in the summer.

Community Stadium - Stadium site development was completed and opened to the public in Dec 2020. Tenant fit-outs are ongoing during 2021, whilst the first tenant partners, the NHS, opened in March 2021 with sports facilities opening in April 2021 with further events as Covid guidance allows. Further tenants and units will open throughout 2021 dependent upon Covid regulations. The stadium will be a Rugby League World Cup host venue in November 2021.

Guildhall – Construction work has progressed very strongly. A liaison group has been established with the University Science Park to facilitate a smooth handover process and ensure co-ordination leading to early occupation and opening of the Business venue.

York Central - The enabling works contract is progressing well with site clearance/demolitions progressing in line with the contract, to facilitate the main contract which will now be delivered by the landowner partners. Recent announcements on Civil Service relocations are welcome in relation to the early phases of commercial development on the site.

Housing Development Programme – Significant milestones have been reached, with planning approval being granted for the Duncombe Barracks and Burnholme schemes. The detailed design work for construction continues ahead of the tender process. The first sales phase properties at Lowfields Green are almost complete with the first occupations scheduled in early May. The second sales phase was released to the market over Easter 21.

ACTION - 52. Deliver a greater number of affordable homes over the next four years, including Council-owned properties, using a range of models of delivery.

UPDATE - Social rent council bungalows now occupied at Newbury Avenue.

Construction work is progressing well at Lowfield Green where 40% of the homes will be affordable. These phase 1 homes are predominantly bungalows. The first social rent and shared ownership buyers are moving into Lowfield Green in the coming weeks. A further phase of homes including apartments for the over 55 and family houses will be complete and occupied during the summer.

Planning permission has been obtained for 83 homes at Burnholme and 34 homes at Duncombe Barracks – including 40% affordable housing. Work to procure a building contractor is underway. On site work is anticipated in early 2022.

Our second hand shared ownership programme has now closed. We have delivered 65 new shared ownership properties. This programme allowed buyers to choose their own home on the market, we purchased it utilising Homes England grant funding and converted it to shared ownership for the buyer.

Planning application for Ordnance Lane due to be submitted later in 2021.

ACTION - 53. Use the Council's new Housing Delivery Programme Design Manual 'Building Better Places' as a standard for future developments including delivering 100% Passivhaus homes in zero carbon neighbourhoods on council sites.

UPDATE - The Design Guide is being used to support the delivery of low carbon, high quality and sustainable homes. IT has been utilised in developing the plans for the Duncombe Barracks, Burnholme and Ordnance Lane/Hospital Fields Road sites. These schemes will deliver over 220 homes which will be to certified Passivhaus Standards and net zero carbon in use.

The developments promote sustainable transport choice by creating connections through the site, through the provision of very high quality and quantity of cycle parking and by restricting car parking spaces to only those needed. The homes meet national space standards and each has access to private as well as public outdoor space. Streets have been designed to create community togetherness with lots of opportunities for play and communal plant/food growing.

ACTION - 54. Develop an ongoing programme of improvements to our 7,500 Council homes, reaching and exceeding the Decent Homes Standard and bringing all homes as close as possible to zero carbon by 2030.

UPDATE - All planned capital programmes have been substantially delivered, although the Tenants Choice (TC) programme was more seriously affected by pandemic than other work. The 21/22 programme, (incl. TC), has been re-profiled, focused on delivery of Decent Homes improvements and ensuring Consumer regulatory compliance. A new electrical testing contract is currently being evaluated, and due to go live in June, with a new electrical programme coordinator in place to ensure effective delivery. An Energy Accelerator pilot project to bring 60 homes up to EPC 'C', along with proposal to develop an Energy Efficiency Strategy for social housing was approved by Exec in Dec 2020. A Housing Energy Efficiency Board is now in place tasked with developing Energy Efficiency Strategy for housing and maximising funding opportunities and coordinating funding bids for The Green Homes Grant Local Authority Distribution. The Council has made a successful bid with sub-regional partners in Harrogate, Craven and Selby for funding of £535k across the sub-region for energy efficiency measures for private sector homes. The Council has also made a sub-regional bid for £1.9m including a bid to install Solar Panels to 50 council homes and an additional £300k for a Energy Accelerator pilot project. Results of this bidding round will be published shortly.

ACTION - 55. Deliver age appropriate accommodation and specialist housing through the housing mix within the Housing Delivery Programme and Older Persons Accommodation Programme to meet the housing needs of our older residents.

UPDATE – The Lincoln Court project is now complete which has seen the refurbishment of 20 apartments and the provision of 15 new fully wheelchair accessible apartments for social rent.

The homes at Duncombe and Burnholme will be accessible and adaptable, meaning all residents can live with independence for as long as possible.

Interest in developing older person's accommodation in the city remains high. With planning applications for independent living and extra care accommodation having been received across the city. Officers continue to work with developers and Social Landlords to ensure that homes are designed to meet the needs of older residents.

The first phase of bungalows on Lowfield Green are nearing completion and properties for market sale or shared ownership have been reserved. The apartments for residents aged 55+ are nearing completion. Sites have been agreed for the development of housing to support those living with mental health conditions and feasibility work is underway to agree a site for residential accommodation for residents with learning disabilities.

Work is progressing well at Marjorie Waite Court on 29 new extra care apartments and 4 bungalows and is due for completion in July 2021.

ACTION - 56. Investigate the case to extend HMO licensing to smaller HMOs and work with partners to maximise energy efficiency in private sector housing.

UPDATE - The HMO mandatory licensing inspection programme is ongoing with consultation on extending HMO licensing to smaller homes now active until the end of June 2021.

York is one of 12 councils nationally to receive funding to trial and develop a national toolkit (BEIS Minimum Energy Efficiency Standards (MEES)) to ensure private rented sector landlords comply with requirements to make sure private rented properties meet a national minimum standard rating of E on their EPC. 135 staff across the region have been trained by the team using this funding. Toolkit Project is extended until July and there is the possibility of more funding to extend the project.

The Council has successfully obtained £535k from BEIS to deliver a range of energy efficiency schemes aimed at improving poor private sector homes in York, Harrogate, Selby and Craven. For York, a scheme has been developed to insulate poorly insulated “rooms in roofs”, initially offered to residents in fuel-poor wards.

An application for £1.9m for LA Delivery 2 (energy efficiency) funding is being made to support the most fuel poor in the city, support green jobs and reduce carbon. This replaces the Green Homes Voucher scheme which has ended.

ACTION - 57. Prioritise support for rough sleepers and work in partnership with the police and other agencies to develop new initiatives such as the 'Housing Navigators' and improved services for people with complex needs, such as substance abuse and mental health issues, including extended use of the Housing First approach.

UPDATE - Work continues to reduce rough sleeping and Rough Sleeper Housing Navigators are making a real difference.

The pandemic response led to the use of accommodation at city centre apartments and hotels to ensure that people were not sleeping rough.

Capacity exists to accommodate all rough sleepers. The winter provision worked well in 2020. The Covid response has been well managed in supported accommodation for homeless individuals and families with isolated Covid cases only. Staff have made appropriate use of Covid-testing facilities and vaccinations.

The Council is preparing a bid for funding to provide long term supported homes for rough sleepers.

ACTION - 58. Further progress Digital York and enhance connectivity in the city.

UPDATE – The Council has continued the expansion of the Council’s Wi-Fi coverage – Acomb, Bishopthorpe Road and Coppergate have been added. Other locations are also having upgrades to broadband via Openreach and via an alternative provider, offering increased access to superfast broadband. City Fibre have continued their investment and roll out of ‘York’s UFO’ and Virgin Media have also invested heavily in the city through their ‘Project Lightning’.

The expansion of the private sector funded fibre network continues to progress. Building on our success of the 2019 Shambles Project the network is now being extended to cover Swinegate, Stonegate, Petergate, Grape Lane, Church Street and Goodramgate – potentially connecting up to approximately 250 businesses.

Work is nearly complete on the new Wi-Fi service for the Shambles Market businesses and traders, helping to improve card payments and customer experience throughout the market.

Expansion of the city's fibre based broadband network continues with CityFibre and the coverage level is now 65%+ of all premises, 2020 and early 2021 has also seen a number of infill areas being revisited and connected. Fossgate and Walmgate may be considered for suitability within the Digital Enterprise funded work. Our rural broadband programme continues through our involvement with the 'Superfast West Yorkshire & York' programme, which will see another c.1,000 rural premises benefit from access to improved and upgraded broadband by summer 2022. We have so far conducted 'soft' marketing and community engagement campaign for both Wheldrake and Elvington villages.

Work has continued to provide IoT/LoRaWAN coverage across the city which provides another and key wireless access layer for the Council's and City's Smart solutions.

ACTION - 59. Work with the York Central Partnership to ensure the site delivers as much affordable housing as possible, delivers high quality jobs for York residents and delivers a zero carbon development.

UPDATE - Work is underway to explore provision of sustainable council housing on York Central and to develop CYC land on the site to support small businesses. The York Central design guide which is part of the outline planning permission sets out high sustainability standards for all future development.

In March 2020, as the major landowner of the site, central government announced the award of £77.1m to Homes England and Network Rail to fund the enabling infrastructure for the site. Recent announcement on Civil Service relocations are welcome in relation to the early phases of commercial development on the site.

<p>Core outcome theme A BETTER START FOR CHILDREN AND YOUNG PEOPLE</p>
<p><i>ACTION – 60. Continue to strengthen the work of communities, local organisations and agencies so that families become more resilient and able to find solutions rather than depending on services.</i></p>
<p>UPDATE - The community hub approach has mobilised a wide range of local community organisations and volunteers able to respond to the pandemic. Over 4,000 people registered to volunteer. Post-pandemic recovery will take the opportunity to build on the success stories and reflect on the lessons learnt. It has been agreed that a “Good Place Network” be developed for York, for all community venues to join, with opportunities for peer support and sharing of best practice.</p> <p>A new Communities Team is being created bringing together staff supporting ward work, Local Area Coordinators and staff providing information, advice and guidance in order to consolidate the council's support to communities and to create a comprehensive early help offer across all life stages.</p>
<p><i>ACTION - 61. Continue the improvement of children’s social care to provide excellent services for vulnerable young people and aim to be excellent corporate parents</i></p>
<p>UPDATE – The Children’s Services Improvement journey continues to gain traction as reflected in our recent self-assessment. The Improvement Board meets bi-monthly with representation from the DfE, LGA, Chief Operating Officer and Leader of the Council. The Board is chaired by the Director of Children’s Services and has good multi-agency representation. The service have adopted a systemic practice model approach which is evidently strengthening practice whilst the cultural approach to change embeds.</p>

The priority areas identified in the improvement plan are demonstrating impact. The relationship between workers and their children are good. In a recent review of children in our care the voice of the child was positive on files and reviewers found some excellent direct work with children. Recent scrutiny involving an externally commissioned Front Door Review, extensive Child In Need audits and staff engagement events and partnership feedback indicated that the direction of travel was welcome and required. Investing in our staff and bringing about cultural change is improving practice. Key systems and processes are starting to bring clarity and accountability, with ownership by managers of performance data and a culture where staff are encouraged to learn and develop their practice.

The Front Door review took place in September 2020 to ensure effective and safe decision making, the findings were very positive.

ACTION – 62. Continue to prioritise gaining improved outcomes for our most disadvantaged children and young people in the city.

UPDATE - The experience for children as a result of Covid will be very different, our most vulnerable and disadvantaged young people being disproportionately affected now and in the longer term. A report commissioned by the council as part of our recovery plan sets out principles and practical examples to try to prevent the crisis further exacerbating the situation. The new operating models as a result of Covid can be a catalyst for change, colleagues across the city have been asked to sign up to principles for supporting children and young people back into education.

The 14-16 vocational programme will start in September 2021. The York Schools and Academies Board has formed a sub-group to develop the city's Education Recovery Plan. The plan will be informed by a review of information from York's schools about what are the most significant barriers and gaps in learning that need to be addressed in each phase. A maximum of 4 system level priorities will be identified and an action plan drafted. Plans for the scale up of Early Talk for York have been developed and will be implemented from September 2021.

ACTION – 63. Use opportunities with businesses, educators and skills providers to gain the right mix of apprenticeships and in-work progression, besides attracting new businesses and innovation to the city to create more high value jobs.

UPDATE - The newly created Skills and Employment Board brings together expertise from across the city and strengthens our partnership approach to understanding and responding to the changing skills needs of people and businesses. The one-year skills plan was approved in March 2021 and work continues via the Skills & Employment Board to develop the longer term strategy, aligned with the new Economic Growth Strategy.

ACTION – 64. Work with our partners to identify and tackle issues relating to the rise in mental health problems in the city.

UPDATE - York Mind have delivered the Wellbeing for Education return programme. The School Wellbeing workers continue to provide support to develop capacity in schools. The number of children and young people medically unfit for school has increased during 2020 which has increased pressure on the home tuition service. Work is taking place with the CCG to identify priorities for future joint commissioning.

This has been delivered to 23 schools. Evaluation by York Mind has identified the need to support the wellbeing of senior leaders in schools to support Covid recovery.

ACTION – 65. Continue to focus on the importance of the early years and the impact that this stage of life has on a child's development and future outcomes.

UPDATE - The 'Early Talk for York' project is based around the intake into three primary schools to the west of the city and aims to improve outcomes in speech, language and communication at age five. It is a collaboration between partners across CYC, schools, early year's settings and health, and aims to build capacity in the local area to support children and their families 0-5.

The project is designed to be 'proof of concept' with evaluation being conducted by Huntington Research School supported by local universities. Evaluation of Early Talk for York indicates that there is a strong case for scaling up the

programme. An LGA peer challenge of the early years identified Early Talk for York as an area of good practice. An early years strategy and improvement plan has been developed which will drive an integrated approach to improving outcomes in the early years in 2021.

It will scale up from September 2021 and will initially focus on schools and settings in the Clifton area. York has been successful in being shortlisted to work with NESTA to support early years innovation. We are currently completing a 12 week starter project which will determine whether NESTA ways to work with York through a 5 year partnership.

ACTION – 66. Develop a cultural strategy which sets the ambition for every child and young person to be able to access a full and rounded arts and cultural offer.

UPDATE – (see also Action 45) The Cultural Strategy was launched on in December 2020 and was adopted by the council in February 2021.

Work continues to take place with the York Cultural Education Partnership with a workshop in February 2021 to refocus the Cultural Education Partnership and develop a cultural education strategy. During the pandemic the partnership produced ‘Bags of Creativity’ and ‘Creative Doodle’ books to support vulnerable and disadvantaged children.

ACTION – 67. Increase the number of foster carers and adopters in York by improving take-up.

UPDATE - One Adoption North and Humber, the regional adoption agency has approved 97 adoptive families in 2020-21. This is an increase from 86 approved adopters in 2019-20.

There were 245 enquiries, an increase of 72.5% on the previous year. There were 4 x mainstream carers, 1 x short breaks carer approved at panel in 2020/2021. A total of 5 for the year. An increase on the total of 2018 (4) & 2019 (2). By the end of the summer 2021, we hope to have between 5 – 11 more families approved. Fostering recruitment is on target to have an additional 15 mainstream foster carers by the end of the 2021/22 financial year, which will increase sufficiency capacity and reduce the need for IFA’s.

ACTION – 68. Improve play and sports provision for young people including play equipment at parks and suitable open spaces across York.

UPDATE - A capital programme was agreed to improve play areas including a process for a) carrying out a quality assessment of CYC and local councils’ play areas, b) using the assessment to direct investment, and, c) allocating a fund to be used to contribute to larger scale investments in partnership with community group.

Work was delayed because of the pandemic but has resumed. Community applications have now been received and are currently being assessed.

ACTION – 69. Develop a York citizenship offer in conjunction with schools in the city.

UPDATE - This work has not been possible during 2020/21 due to the Covid-19 pandemic

Core outcome theme
OPEN AND EFFECTIVE COUNCIL

ACTION – 70. Ensure strong financial planning and management, providing capacity to invest, and driving efficiency. As part of this we will undertake effective budget consultation

UPDATE - The council has undertaken budget consultations to identify views on Council Tax levels, Social Care Precept, Capital Investment and Council Plan priorities. This has informed budget proposals which were presented to Executive Decision sessions before Full Council budget setting meetings.

High level budget reviews have been undertaken to identify capacity for investment in recovery.

ACTION - 71. Undertake an Organisational Development programme to ensure the way our organisation operates fully supports the delivery of our key priorities, whilst we act as a good employer to our staff.

UPDATE - Key stakeholders, including staff and Councillors, were consulted to identify key themes to be covered in an Organisational Development Programme (OPD) which has been agreed and published.

Regular communications with staff have been accelerated particularly in the light of the pandemic. Supporting our staff has never been so critical and a working group involving staff has been set up to consider how staff will work as restrictions are lifted.

ACTION – 72. Place a continued emphasis on absence management, ensuring our staff are supported in work.

UPDATE - Absence rates across the council have been high, however over the past 12 months of the pandemic and flexible working, absence rates have reduced. To continue this improvement as we return to the workplace we will engage with and support staff so they can maintain their attendance at work, delivered through supporting managers in managing staff effectively, wellbeing initiatives and interventions applied appropriately and increased staff engagement and belonging through Organisational development approach.

Further developments to the Medigold/day one absence system have been implemented.

During Covid and staff working more agile, there has been a huge focus on well-being and support. A health & well-being dedicated internal support line has been established and will continue to operate. Daily messaging and sign posting to staff. Health & Well-being surveys have taken place and actions are being carried out against the key findings.

Customer and Corporate Services Scrutiny Management Committee considered a report on the Medigold element of the Council’s approach to Absence Management in April 2021 and a report will go to Executive in advance of the end of the current contract in September 2021.

<p><i>ACTION - 73. Deliver the Council's digital programme to make contacting the Council as streamlined as possible, with information made readily available.</i></p>
<p>UPDATE - Larger projects include the Transport based STEP programme, continued implementation of the Council's Customer Relationship Management System, replacement of Waste Management System and the procurement of the Managed Services ICT Infrastructure contract. Work continued where possible throughout Covid-19 and the postponed infrastructure contract procurement has restarted. There has been a refocus away from some of the minor projects in the programme in order to mobilise the workforce and shift resources to support remote and home working. Waste and customer systems implementations are nearing completion.</p> <p>The Managed Services procurement has been split into two elements and both are likely to achieve efficiency and innovation benefits for the council.</p>
<p><i>ACTION - 74. Maintain our commitment to the apprenticeship programme, the real Living Wage and our Public Sector Equalities Duties</i></p>
<p>UPDATE - We remain committed to the real living wage and apply an additional allowance to staff whose hourly rate drops below this.</p> <p>The impact of Covid resulted in limited new apprenticeships. An apprenticeship strategy and direction for the year ahead developed in more detail in 2021.</p> <p>There is continued developments in the councils approach to equalities. Equality objectives continue to be monitored and effective data developed to support measurement of the objectives.</p>
<p><i>ACTION - 75. Ensure our processes are built around the needs of residents, businesses and communities.</i></p>
<p>UPDATE - This is central to the ethos of the user-centric design principles used within our key programmes of work.</p>

<p><i>ACTION - 76. Prioritise the delivery of schemes at a ward level, in order to support decisions taken locally at the ward level.</i></p>
<p>UPDATE - Ward-level working is prioritised, with significant increases in the proportion of council funding flowing through ward committees. Ward schemes have continued throughout the lock-down with a range of effective and innovative schemes to support communities through the effects of Covid.</p> <p>£200k has been invested in a Covid-19 Recover Fund from April 2021. Ward funding is increasingly being directed to Ward priorities focussed around recovery.</p>
<p><i>ACTION - 77. Utilise our procurement approaches to address the climate emergency and secure social value at every opportunity.</i></p>
<p>UPDATE- A Social Value policy is in place to ensure securing social value at every opportunity and includes criteria for minimising waste, water usage and energy consumption; protecting and enhancing natural environment; supporting local and sustainable food suppliers.</p> <p>A refreshed Social Value policy has been discussed at Corporate Services and Scrutiny Management Committee. All policies in place and Social Value is being secured at every opportunity.</p>
<p><i>ACTION - 78. Review the Council’s current governance structures and consult on options for a more transparent and cross-party decision-making system, ensuring an effective and democratically-led Council.</i></p>
<p>UPDATE - The Director of Governance has commenced work in this area which will continue. Revision work to the constitution has commenced and is ongoing. Work on governance structures will form part of ongoing work.</p>

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:			
Service Area:		Corporate Policy and City Partnerships	
Name of the proposal :		Updates to the Council Plan 2019-2023	
Lead officer:		Will Boardman	
Date assessment completed:		11/05/2021	
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Will Boardman	Corporate Policy and City Partnerships	City of York Council	Policy and Strategy

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><i>To update the Council Plan 2019-2023 to take into account the impacts of the Covid-19 pandemic and propose additional actions required in order that the outcomes of the original plan can be delivered.</i></p>
1.2	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p><i>This plan is non-statutory but represents the key guiding strategic document for the work of the council. In doing so, it interfaces with the work of many organisations across the city and impacts on the lives of all residents of the city.</i></p>
1.3	<p>Who are the stakeholders and what are their interests?</p>
	<p><i>All residents, communities, organisations, businesses and council staff are stakeholders to the Council Plan.</i></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><i>The updated actions seek to achieve the same outcomes as the original iteration of the Council Plan. The equalities impacts of these outcomes were assessed during the initial approval of the plan. The equalities impacts of the proposed additional actions will be considered through the decision making process associated with the work to progress each action individually. It is, therefore, not possible to assess the overall impacts of all the actions, other than to say that the overall ambitions of the plan are to make the city a fairer and more inclusive place. It states that “ Despite our strengths, we know that life in the city is not always great for some of our residents and unfortunately, some people do not share in the successes of our city. Educational, health and economic outcomes, for some people, can be much improved. As a city, we cannot be satisfied until everyone has as equal a chance to achieve their ambitions. Seeking to address this issue has to be a key priority to make our city strong for the future. “</i></p> <p><i>We consider that the overall impact of the plan is highly positive in equalities terms. The subsequent steps in the EIA process will be completed as decisions are brought forward in respect of the actions within the plan.</i></p>
--	--

Step 2 – Gathering the information and feedback

<p>2.1</p>	<p>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.</p>
<p>Source of data/supporting evidence</p>	<p>Reason for using</p>

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

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			
Disability			
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			
Veterans, Armed Forces Community			
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

20 May, 2021

Report of the Directors of Customer and Communities and of Place Portfolios of the Executive Members for Culture, Leisure & Communities and Economy & Strategic Planning

The Council's contract with Make it York**Introduction**

1. This paper sets out the service specific requirements for a new contract to be entered into between the council and Make it York (MIY) for the period 2021-24.

Recommendations

2. The Executive is asked to:
 - Note the consultation that has been undertaken with businesses and other stakeholder groups;
 - Agree the changes to the Memorandum and Articles of Association as set out in paragraph 16 and Annex C and authorise the Director of Governance to prepare the necessary shareholder resolutions and carry out any action needed to effect the changes and delegate to the Chair of the Shareholder Committee the authority to sign the relevant shareholder resolutions in relation to the changes;
 - Agree the changes to the specification set out in Annex A and the changes to the contract as set out in paragraph 18 and to delegate to the Director of Place and the Director of Customer and Communities (in consultation with the Director of Governance or her delegated officers) the authority to take such steps as are necessary to enter into the resulting contract.

Reason: to secure a strong future for Make It York as a Teckal company.

Background

3. At its February meeting, the Executive agreed arrangements for the next contract between the council and MIY whereby:

- a. MIY's Teckal company status is retained
 - b. Clarity of purpose is established with respect to what MIY is to deliver with appropriate performance regimes in place
 - c. Clearer governance arrangements are instituted
 - d. MIY continues to provide tourism, city centre and markets, culture and events functions broadly as now
 - e. The council takes a leadership role in economic development and inward investment with arrangements revisited to define the city's sectoral focus, sharpen its unique offer and clearly understand its opportunities
4. The Executive approved:
- the priorities on which the new Service Specification of the contract (the SLA) was to be based
 - the undertaking of further work with MIY to develop the specific requirements to be included in the service specification following consultation with businesses and other stakeholder groups
 - an extension of the existing contract until the new contract is in place following agreement to the service specification
5. This report sets out the service specific requirements in light of the consultation undertaken.

The Consultation

6. Consultation has been undertaken with key stakeholder groups including:
- York and North Yorkshire Chamber of Commerce
 - The Federation of Small Business
 - York Business Improvement District
 - Universities and Colleges
 - Institute of Directors and other business networks
 - LEPs
 - Visitor economy sector
 - Retail sector
 - Cultural Sector
 - York Science Park
 - Key sector representatives for our growth priorities: Rail, Financial Services & Insurance, Biotech and Life Sciences, Digital and Creative Industries

7. Three methods were used for the consultation:
 - Structured interviews with key business networks
 - A series of structured interviews with 20 representatives of the key stakeholder groups set out above
 - An online survey publicised through newsletters and social media to enable businesses, residents and other interested parties to respond
8. A detailed presentation of the consultation can be found at Annex B. The consultation shows strong support for the priorities set out by the council for the SLA in each area:
 - Economic Development 80% of respondents agree with them
 - City Centre & Markets 70% agree
 - Visitor Economy 87% agree
 - Culture 81% agree
9. The majority of respondents also support the concept of MIY; however, a range of concerns are expressed about how the company model is operating in practice. It is clear that the company model is not well understood and that it is not perceived to be accountable and transparent. It is felt to be involved in too broad a range of activity as a result of which quality of delivery is seen to be inconsistent. The consultation suggests that there needs to be more regular reporting back to residents and businesses and greater collaboration with partners and stakeholders across the range of activities that MIY covers.
10. There is strong support for the council taking back the lead role in inward investment and economic development work with businesses and partners also expressing a desire to be more involved in all aspects of this agenda. This is seen as particularly important given the need for a co-ordinated economic recovery post the pandemic.
11. It is clear that much of the consultation feedback is a symptom of the tensions that are inherent in the particular financial model that the council put in place in respect of MIY, in 2015, whereby the great bulk of MIY's income, which it uses to fund its operations, derives from traded activity. The focus on income generation inevitably creates a tension with collaborative working with other partners as well as with the pursuit of more strategic objectives. Members will need to determine where an appropriate balance lies between the commercial aims of the company and broader strategic aims.

Clearly, where this balance sits has financial implications for both Make it York and the council.

The Specification

12. The proposed changes to the Service Specification, which forms part of the contract, are set out in Annex A. The Service Specification consists of three parts: Objectives, Service Specific Requirements and Outcomes and changes proposed to all three elements are set out in this annex.
13. The proposed changes aim to create a closer relationship between the council and MIY, making the best use of our limited resources given the challenges that face us and ensuring closer collaborative working between the respective organisations with resources located where they can be deployed to best advantage. It will ensure that the expertise of MIY's Board and staff, supplemented by research and engagement, is played effectively into the council's strategy development alongside that of private sector representative bodies and businesses so that the respective strengths of the two organisations can be used to best advantage in a complementary way. The service specification has been negotiated between the council and the MIY board in the light of the consultation feedback. The Service Specific Requirements are laid out under four main headings:
 - **Economic Development:** promoting York as a business location through all of MIY's activity
 - **Visitor Economy:** covering destination management and tourism sector development
 - **City Centre:** covering markets, city centre vibrancy and commercial events
 - **Culture:** focussing on driving the Culture Strategy, major events and the Unesco Creative City designation

The Service Specification also sets out: key deliverables, outcomes by which performance will be measured, and detailed delivery tasks.

14. The inward investment and economic development functions have been removed from the Service Specification and these functions will return to the council from MIY.

Governance Issues

15. In February the Executive agreed changes be made to the governance arrangements of MIY to ensure the company's Teckal

compliance as well as to maintain robust and transparent processes. Further work has been undertaken with Legal Services in pursuit of these objectives. Amendments are proposed to both the company's memorandum and articles of association and to the service contract as follows:

16. **Memorandum and Articles of Association:** Amendments are proposed to Schedule 1, *Matters reserved to the shareholder*. The revised Schedule 2 is set out in Annex C. Principal changes proposed in this revision are:
 - Bringing the schedule up to date, removing clauses that expired at the end of the initial six year period
 - Introducing clauses regarding determining and approving all matters relating to terms and conditions of the Managing Director as well as the remuneration of senior staff
 - Introducing a clause regarding approving a scheme of delegation which will set out the decisions that can be made by the senior management and other employees of the Company
17. MIY's board will be asked to agree the changes and register the revised Memorandum and Articles of Association with Companies House.
18. **The Contract:** The Executive agreed that measures should be taken in the new contract to ensure robust mechanisms for monitoring of performance against the Service Specification with a structured approach to client meetings and improved communication and collaboration. It is proposed to address this in the new contract through:
 - Providing stronger step-in rights for the council in the event of any persistent or material failure by MIY to deliver any part of the service, whereby the council could take over operation of the respective function
 - Building into the contract the requirement to provide formal quarterly narrative reports, to hold structured client meetings, to

produce an annual business plan and report to the Shareholder Committee as well as to brief other council bodies as required

- A requirement for MIY to keep robust and detailed information about its activities

Options

19. The principal options available to the Executive are to:
- Agree the new service specification as set out in Annex A
 - Suggest amendments to the specification

Analysis

20. The proposed service specification is recommended reflecting the views of stakeholders to ensure a strong and effective MIY, working in partnership with the council, with a clear focus in the areas where it is best placed to contribute.

Implications

21. **Financial:** The council currently provides revenue support of £798k per annum to MIY for the provision of services. MIY provides income to the council of £474k per annum to reflect the net income earned from trading activities across the city centre. The net expenditure to the council is therefore £324k. The council also budgets for a dividend of £25k per annum from the company.
22. In view of the transfer of functions from MIY back to the council, as set out in paragraph 14, the final value of the new contract and the revenue support to be provided by the council will be adjusted. A process will be undertaken with MIY to assess:
- a. The practical date at which transfer can take place
 - b. The future cost to the council of employing the staff transferring
 - c. The saving to MIY from the staff transferring out (a and b may not necessarily be the same)
 - d. Any other cost implications arising for both parties from the changes to the respective organisations
23. The contract price will be adjusted to ensure that:
- a. The council will be able to operate the transferred service
 - b. MIY will remain viable

24. It is envisaged that this is achieved within the existing budget resource. The final contract price will be reported to members.
25. **Legal:** The council can make a direct award of this contract to MIY without undergoing a procurement process while it remains a Teckal compliant company in accordance with regulation 12 of the Public Contract Regulations 2015. This requires the council to exercise similar control over the company as it does over its own departments, that at least 80% of the activities of the company are those entrusted to it by the council, and that there is no direct capital participation from the private sector in MIY.
26. Legal Services will work with officers to ensure the proposed changes to the Service Specification will maintain the Teckal compliance of the company.
27. The proposed transfer of responsibility for functions from MIY to the council is likely to qualify as both a business transfer and a service provision change under the Transfer of Undertakings (Protection of Employment) (TUPE) Regulations 2006. As a consequence, all those MIY employees who are assigned to work on any transferring functions are likely to be eligible to transfer to CYC.

Council Plan

28. The contract with MIY supports a number of aims of the Council Plan including:
 - Good Health and Wellbeing
 - A Better Start for Children and Young People
 - Well-paid jobs and an inclusive economy
 - Creating homes and World-class infrastructure
 - Safe Communities and culture for all

Risk Management

29. In compliance with the council's risk management strategy the main risks arising from this report have been identified. These risks are mainly ones that could lead to the inability to meet business objectives (Strategic) and to deliver services (Operational), leading to financial loss (Financial), non-compliance with legislation (Legal & Regulatory), damage to the council's image and reputation and failure to meet stakeholders' expectations (Governance).

30. Measured in terms of impact and likelihood, the risk score has been assessed at 14. This “medium” risk level is acceptable but means that regular active monitoring is required.

Annexes

A: Proposed new terms to be included in the Service Specification

B: The Consultation

C: MIY Memorandum and Articles of Association Schedule 2, *Matters reserved to the shareholder*

Contact Details

Author:	Chief Officers responsible for the report:		
Charlie Croft Assistant Director (Customer and Communities) Simon Brereton Head of Economic Growth	Pauline Stuchfield Director of Customer and Communities Neil Ferris Director of Economy and Place		
Report Approved:	✓	Date:	10 May 2021
Specialist implications officers:			
Patrick Looker Finance Manager	Cathryn Moore Legal Manager – Projects	Dan Moynihan Senior Solicitor	
Wards Affected:	All		

Proposed new terms to be included in the Service Specification

OBJECTIVES

The following are objectives to be achieved by Make It York as a *Teckal Company*, for the purposes of public and procurement law in the United Kingdom, through the provision of the Services:

- (a) contribute to the stronger co-ordination and promotion of the city of York's profile and cultural offer taking every opportunity to articulate York's brand position, regionally, nationally and internationally;
- (b) work towards increasing the value of the visitor economy through promoting innovation and higher quality in the existing offer, encouraging high value visitor economy investment and attracting higher spending visitors;
- (c) nurture new cultural ideas and initiatives;
- (d) create entrepreneurial partnerships to bring projects to life, reducing duplication and displacement of private sector activity in the fields that Make It York works in;
- (e) generate income from activities to support the delivery of the business plan and these Objectives; and
- (f) work with the Council and other partners to attract funding to support and enhance the delivery of the activities set out below.

SERVICE SPECIFIC REQUIREMENTS AND OUTCOMES

1 General

- 1.1 Develop and deliver agreed initiatives and programmes within the remit of the areas set out in this agreement that further the Council's strategic priorities. These initiatives and programmes will further articulate York's narrative, fill identified gaps in provision not addressed by other providers and must not duplicate or displace other existing or potential provision.
- 1.2 Develop a detailed annual business plan for Make It York, liaising with the Council to ensure that all activities are consistent with the Council's priorities.

- 1.3 Provide regular and timely advice for Council senior managers as required on remits relevant to these Service Specific Requirements and summarising what has been submitted in a quarterly narrative report.
- 1.4 Represent York on operational working groups relevant to these Service Specific Requirements as agreed with the Council.
- 1.5 Undertake research and business intelligence required in order to successfully fulfil the obligations set out in these Service Specific Requirements.
- 1.6 Ensure coherent local communications and press releases that further articulate the narrative, in alignment with the Council's Marketing & Communications Team.
- 1.7 Work co-operatively in areas where the Council or commissioned partners remain the lead organisation responsible, but the remit is overlapping with these Service Specific Requirements.
- 1.8 Make business cases to the Council, in writing, for activities, initiatives or investment proposals that are not currently part of the SLA where Make It York considers they would support the Objectives set out in Part 1 of this Schedule, and would add to or enhance these Service Specific Requirements set out here.
- 1.9 Collect relevant data, including user feedback, to evidence performance against the Objectives set out above, and the Outcomes set out below, as well as these Service Specific Requirements.

2 **Economic Development**

- 2.1 Though Make It York is not expected to provide specific resource for economic development activity, it will play an important role in promoting York as a business location through all its activity and in particular in its marketing activities.
- 2.2 Make it York will work with the Council to signpost businesses and inward investors to a 'single front door' approach within the Council for businesses and start-up, to make it easy for all businesses to access this front door and to *promote a positive business* environment in York through supporting and developing appropriate networks and other initiatives.

3 **Visitor Economy**

- 3.1 Key Deliverables:
 - *Destination Management Organisation* – promotion of York as a leisure and business visitor destination; running the Visit York membership scheme; liaison with LEP, Visit Britain, Welcome to Yorkshire, etc. to make

the most of all available support and contribute to national and regional marketing initiatives.

- *Tourism sector development* – working with tourism sector businesses to increase their productivity and help them become even better employers; provision of sector intelligence through a monthly report.
- *Tourism Advisory Board (“TAB”)* – Convene the TAB as a representative body for all those involved in the tourism sector, and contribute to the development of a new Tourism Strategy.

3.2 **Outcomes** (to be set or confirmed in Tourism Strategy)

- (a) *Destination Management Organisation* – increase in visitor numbers and hotel occupancy and room count to be specified in Tourism strategy and agreed by the TAB; aim for growth in Visit York membership of 2% year on year in post pandemic York;
- (b) *Tourism sector development* – Aim for 5% Gross Value Added (“**GVA**”) increase shown in the Office of National Statistics (“**ONS**”) Local Authority Level Statistics across 3 years of agreement if practical when taking into account and fully understanding the impact of the pandemic;
- (c) *TAB* – TAB to meet actively each month (12 meetings per annum); and
- (d) *Aim to increase average visitor spend by 5% above RPI* – Base figure to be set once the impact of the pandemic is fully understood.

*Detailed delivery: Destination Management Organisation (“**DMO**”)*

- 3.3 Leading on leisure marketing of York, working with Welcome to Yorkshire, national and regional bodies to make the most of York’s offer and attract visitors to the city.
- 3.4 Maintain and develop Visit York as a membership body supporting and developing the tourism sector.
- 3.5 Work with the visitor economy sector, Welcome to Yorkshire, the York Business Improvement District (“**BID**”) and other partners to ensure that a quality product is offered to both visitors AND residents, and that it is accessible and welcoming to all.
- 3.6 Encourage all York residents to enjoy the tourism and cultural offer of York including year round promotion and targeted residents’ events.

Detailed delivery: Tourism sector development

- 3.7 Work with tourism sector businesses to increase their productivity and help them become even better employers, paying decent wages and offering flexible employment, by promoting the adoption of the Good Business Charter. Facilitate cross-sector work to improve York centre as a destination for business, visitors and residents including:-
- (a) leading on approaches to maximise private-sector led investment into city centre improvement; and
 - (b) working with the Council and with businesses to stimulate a stronger evening economy.
- 3.8 Attract new business tourism to the city by providing a clear and effective process for responding to conference enquiries with high quality response and support, and working proactively to attract new enquiries appropriate to the city.

Detailed delivery: TAB

- 3.9 Convene and facilitate a TAB for York, which brings together a diverse range of stakeholders in the sector and has an independent chair.
- 3.10 Take a lead in the development and delivery of a tourism strategy as part of the city's new Economic Strategy.

4 **City Centre, Events and Markets**

4.1 *Key Deliverables:*

- *Markets* – Day-to-day management of the Shambles Market; operation of the Market Charter on behalf of the city; in consultation with the Council, development of a new Markets Strategy; supporting new retailers to trade.
- *City Centre vibrancy* – Contributing expertise, ideas and experiences to the MyCityCentre Project, which will set the city centre strategy; working with city centre landlords, including those distant from York if they can be found, to ensure they are invested in the city.
- *Commercial events* – Keeping the city centre relevant and enticing by curating a programme of public events in the footstreets; running commercial events such as the Christmas market in a safe and sustainable manner, to generate commercial opportunities for local businesses and generate surplus for investment in the economy.

4.2 **Outcomes (to be set or confirmed in City Centre Strategy)**

- (a) *Markets* – 5% year on year growth in surplus from Shambles Market with a commitment from the Council to support measures taken to achieve this; Year 1 creation and adoption by the Council's Executive of a Markets Strategy leading to delivery as specified in that strategy; Year 2 onwards independent evaluation of customer sentiment to be undertaken.
- (b) *City Centre Vibrancy* – to aim to help bring tenants to vacant city centre premises as a direct result of Make It York's engagement; serious involvement by Make It York's staff and/or board of directors in MyCityCentre engagement and workshop sessions
- (c) *Commercial events* – Minimum of £500,000 generated each year through commercial events for investment (distribution to be outlined by MIY in subsequent year's business plan); Year 2 onwards independent evaluation of customer sentiment to be undertaken.

Detailed delivery: Markets

- 4.3 Operate the Shambles Market and facilitate a Market Traders' Forum.
- 4.4 Develop a new Markets Strategy for York which includes considering how best to use the powers in the Market Charter to support inclusive growth across the city.
- 4.5 Work with traders and other stakeholders to develop the market business plan in order to maximise its financial performance and continue to develop the offer.
- 4.6 Operate York's market charter on behalf of the Council (in line with the Markets Policy at Appendix 1).
- 4.7 Maintain and update as necessary the Market Regulations (in consultation with the traders). The current Market Regulations are set out at Appendix 2.

Detailed delivery: City centre vibrancy

- 4.8 Make proposals to the Council for any new ideas for commercial exploitation of the Footstreets, Eye of York and Tower Gardens.
- 4.9 Contributing expertise, ideas and experiences to the MyCityCentre Project which will set the city centre strategy.
- 4.10 Contribute to the Council's Retail Strategy, and join with the BID, Retail Forum, Indie York and others to attempt to attract appropriate new retail operators to the city.
- 4.11 Create a high-profile calendar of city centre festivals, activities and events ensuring that partners such as the BID are enabled to contribute. Identify times

when new events would add value to the York experience and work on filling these gaps.

- 4.12 Promote the events calendar through all appropriate means including through highly visible city centre information.

Detailed delivery: Commercial Events

- 4.13 Run safe and sustainable commercial events, including specialist markets, to generate surplus for investment.

- 4.14 Maintain an up-to-date, comprehensive and publicly accessible overall list of events happening across York.

- 4.15 Provide a toolkit to allow event organisers to self-serve including guidance on event management and highlighting where permissions would be required.

- 4.16 Manage all enquiries from any individual or organisation requiring support / guidance with regard to putting on an event in York in the first instance

- 4.17 If a proposed event falls within the Footstreets, Tower Gardens or the Eye of York:

- (a) recommend whether to permit the event;
- (b) take responsibility for ensuring that the event organiser complies with all safety and other legal requirements in the planning and delivery of the event, including referring the event to the Council's Safety Advisory Group.
- (c) provide any appropriate management or other support to the event organiser

- 4.18 If the proposed event is on land other than the Footstreets, Tower Gardens or the Eye of York determine whether the event falls within Make It York's remit and objectives, and if so:

- (a) seek relevant Council approvals to proceed;
- (b) provide appropriate management or other support to the event organiser; and
- (c) if not, sign post the event organiser to web-based and other information resources as appropriate.

- 4.19 Work within relevant laws and regulations that exist and ensure compliance with all licenses and permissions associated with particular sites at all times.

5 Culture

5.1 Key Deliverables:

- *Culture Strategy* – An ambitious and cohesive programme of cultural development for the city covering the arts, heritage and creative industries.
- *Events Framework* – A city wide Events Framework consistent with the aims of the cultural strategy that enables the city proactively to identify the events that it wishes to host and attract and also enables the Council to respond in an informed way when opportunities are brought forward.
- *UNESCO designation* – Ensure the people of York understand and appreciate the importance of York's UNESCO Creative City of Media Arts status and maximise its impact.

5.2 Outcomes:

- (a) *Culture Strategy* – By end of Year 1: Cultural Leaders Group (“**CLG**”) Executive structure in place (timing to be subject to the views of and input from the CLG Strategy Steering Group) . Action and funding plans for the strategy established and agreed.
- (b) *Events Framework* – By end of Year 1: Research undertaken on cost/benefit analysis as well as relevant infrastructure issues. By end of Year 2: Strategy in place following stakeholder consultation and adoption by the Council.
- (c) *UNESCO Designation* – By end of Year 1: Stakeholder arrangements in place for i) helping to steer the designation, and ii) to involve wider city stakeholders in maximising the benefit of the designation. Year 2: submission of 2022 report meeting UNESCO requirements and widely owned plan with ambitious objectives for the next 4 years.

Detailed delivery: Culture Strategy

- 5.3 Drive an ambitious and cohesive programme of cultural development for the city covering the arts, heritage and creative industries
- 5.4 Work with the CLG to lead on the development and evaluation of the Culture Strategy, ensuring full engagement with other city strategies and plans, including the Local Plan, Skills, Tourism, Events, and Economic Strategy.
- 5.5 Deliver/commission events both for the creative sector and for others, e.g. Culture Awards, Business Week that are profile raising, increase collaboration and

demonstrate best practice.

- 5.6 Convene and support the CLG as the strategy “owners”, providing the secretariat and driving the agenda, resourcing the partnership and co-chairing alongside an elected cultural leader.
- 5.7 Develop a sustainable independent executive structure and constitution for the CLG.
- 5.8 Receive regular strategic advice from the both the cultural and creative sectors maintaining appropriate liaison arrangements to inform the Make It York board of directors and to steer the company’s plans.
- 5.9 Maintain positive and comprehensive relationships with national and regional strategic support bodies.
- 5.10 Put together the necessary partnerships to make funding bids to deliver the Culture Strategy.
- 5.11 Advise and support cultural providers with regard to new initiatives liaising with the council as appropriate.

Detailed delivery: Events Framework

- 5.12 Work with business, visitor economy and cultural sectors in developing the Framework to ensure its fit with wider city strategies / objectives.
- 5.13 Bring the Framework to the Council for approval, and put in place systems to evaluate the success of the Framework.
- 5.14 Take the initiative in building coalitions and partnerships for specific initiatives to fill identified gaps in product e.g. to deliver the York Mystery Plays.
- 5.15 Engage businesses and visitors in mass participation sporting events commissioned by the Council.
- 5.16 When the need arises, take a lead in supporting cultural events of strategic significance e.g. Rugby League World Cup 2021.

Detailed delivery: UNESCO designation

- 5.17 Support the Guild of Media Arts as the focal point for UNESCO City of Media Arts designation by facilitating and undertaking activities that maximise the potential benefits of York’s UNESCO designation and ensure sustained development in line with the Four Year Monitoring Report and Plan of 2018.

- 5.18 Work with UNESCO Focal Point – the Guild of Media Arts – and the Council to deliver 2018-22 UNESCO Creative City objectives.
- 5.19 Support the focal point to convene wider stakeholder groups in the city to maximise the impact of the designation to the city.
- 5.20 Communicate regularly with the creative sector e.g. through mailings and social media.
- 5.21 Promote the creative sector through media channels highlighting York’s profile as a creative city.
- 5.22 Monitor and evaluate progress leading to the 2022 Report to UNESCO.
- 5.23 Support the Focal Point to collaborate with UK Creative Cities and other designations, UK UNESCO Commission, Media Arts Network, and Creative Cities Network.
- 5.24 Promote the designation within the city, e.g. through the BID, Retail and Hospitality Forums.

This page is intentionally left blank

Report on the Findings of Stakeholder and Public Consultation, February and March 2021

1 Introduction

To support the development of the new Make It York Service Level Agreement (“**SLA**”) and Service Contract, the City of York Council (“the **Council**”) committed to consult with key stakeholder groups including:

- York and North Yorkshire Chamber of Commerce (“**YNYCC**”);
- Federation of Small Business (“**FSB**”);
- York Business Improvement District (“**BID**”);
- universities and colleges;
- Institute of Directors (“**IOD**”) and other business networks;
- Local Enterprise Partnerships (“**LEPs**”);
- visitor economy sector;
- retail sector;
- cultural Sector;
- York Science Park; and
- key sector representatives for our growth priorities: Rail, Financial Services & Insurance, Biotech and Life Sciences, Digital and Creative Industries.

In the report to Executive on 11 February 2021 a commitment was made to consult more broadly with businesses and residents over the outline SLA set out in that report.

This report sets out the process undertaken and the findings of those consultations. It then draws together key messages to inform the future SLA with Make It York and its contractual relationship with the Council.

2 Process

Three methods were used for the consultation.

Four of our key business networks have been central to our work over the past year through the COVID-19 pandemic. The Council’s Interim Director of Place held detailed interviews at the start of the consultation with YNYCC, IOD, BID and the FSB.

Between 26th February 2021 and 11th March 2021, a series of structured interviews with twenty representatives of the key stakeholder groups took place. Each interview covered the four areas set out in Appendix A of the February 2021 Executive Report, namely Economic Development, City Centre & Markets, Visitor Economy, and Culture. The interviews also explored more

general reflections on governance, accountability and the consultee's experiences in working with Make It York over the past six years.

An online survey was developed and publicised through newsletters and social media to enable businesses, residents and other interested parties to respond. The survey was open from 18th February to 17th March 2021, and attracted one hundred and eighty-six responses.

3 Results

3.1 General comments – governance, accountability, organisational culture

Interviewees were asked about their experiences of working with Make It York, and to reflect on its relationship with the Council and the city in general. The survey asked for any general comments that respondents had with regard to Make It York and its relationship with the Council.

Most agreed that Make It York has been a success from a commercial perspective, with the markets, events and festivals it has developed delivering for the bottom line of the company. More than half of interviewees suggested that too many of Make It York's staff team are in the Visit York part of the organisation, and that the past six years have seen a big decline in the level of staffing to support other sectors of the economy and services that support residents.

There is a very widespread view that Make It York could be more transparent in its decision making, that its purpose is not clear, and that the confusion over whether people should approach Make It York, the Council or the BID has led to a general disengagement by the wider business community.

Many interviewees had positive comments to make about individual staff members. The Make It York team is recognised as having some good people trying to do their best for the City of York. However there were concerns that the range and focus of services provided appear to prevent those people from delivering effectively.

Survey snapshot

"With any agreement - there needs to be very clear key performance indicators which are clearly defined and measurable to demonstrate the effect of the organisation. These need to be clearly communicated, and measured and reported back to the public in an annual report at least annually."

The most common demands for the new SLA were that accountability and transparency are increased, that the organisation should be more representative of the full range of businesses in York, and that the balance, and possibly the range, of activities needs to be redressed.

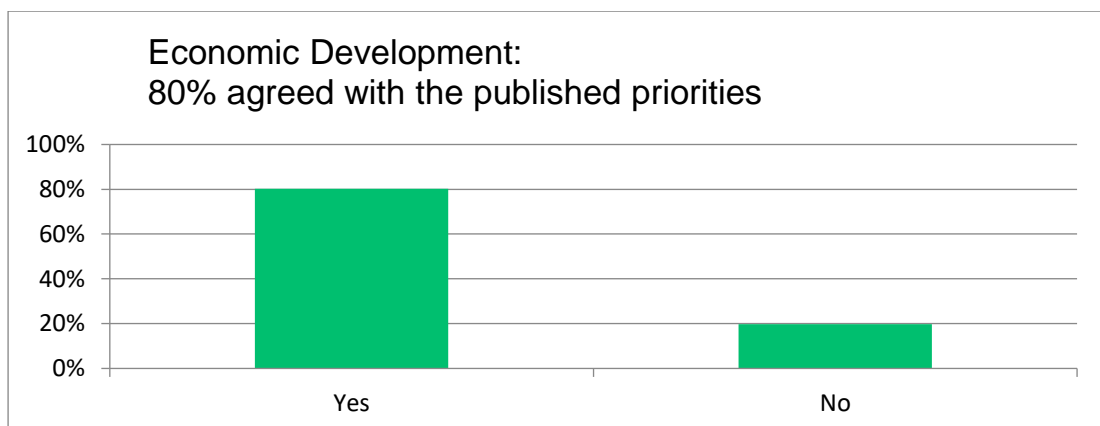
There are concerns that the Board of Make It York is not as in touch with the needs of the business community and the city as it needs to be at this critical time. Interviewees from the culture, visitor economy, bio-economy and retail sectors commented that there is no one with practical experience of running businesses in these sectors on the Board.

Respondents to the online survey produced a full range of views in the general comments section. There was a consistent message that people see value in Make It York, but it is not well understood, is involved in too broad a range of activity, and its quality of delivery is therefore inconsistent. Many highlighted the challenges of the night-time economy, citing the oft repeated view that York is not a family friendly location in the evenings.

There is a consistent message from the survey that the organisation needs to be more open in its decision making, more responsive to the people and businesses it serves, and to communicate its unique offer much more clearly. The annual Make It York conference was cited by many as an example of a good event which helped people to understand what the organisation does and provided good opportunities to meet others and network. This event has not been possible in the pandemic, but would be welcomed once restrictions are lifted. There is clearly a need to do something of a relaunch to reflect the new SLA and reach out to stakeholders.

3.2 Economic Development

Both the interviews and the online survey focussed on the four elements of economic development that we have set out for Make It York – Inward Investment, Sector Development, Business Support and Collaboration and Partnerships. In the survey we asked whether these were the right priorities, before going on to explore whether respondents felt there was anything missing from these priorities and what action taken by Make It York would have the biggest benefit.



For those interviewees involved in the detail of local economic development, there were consistent views on Make It York's role in the four areas.

Inward Investment: More is needed to produce a joined-up approach both within York and beyond. Businesses and partners in York would like to be more

involved in all aspects of Inward Investment, and there is a consistent view that the Council needs to be leading the agenda. The LEPs pointed towards the future Combined Authority model, highlighting the need for close involvement of the local authority. Business networks feel they have much to contribute in the field but feel they are currently excluded from doing so and wish the Council to be honest brokers. Businesses would like to share their experience of operating in York with others, but do not currently get the opportunity to do that.

There is a lack of openly available material to make the case for investment in York, and no inward investment portal on the Make It York website. Having access to this kind of collateral would benefit many businesses, organisations and other partners.

A broader view of inward investment, encompassing retail and hospitality businesses and the city centre offer, would also be welcomed by many in those sectors. Such work is currently not in Make It York's remit as they have been asked to focus exclusively on high growth sectors.

Sector Development: The demise of Science City York following its merger into Make It York was remarked on by many interviewees. That brand, which had become just a small team rather than the force it had been in previous years, was recognised as a focal point for the digital and biotech sectors, and it performed a strong role in supporting informal networking and collaboration. It has not been replaced by a credible sector development offer.

Sector development was agreed as a priority, but is not currently resourced in Make It York. The sector round tables that were run across the city last summer were cited as an example of the kind of work that should be continued. There was also a desire expressed to support more general business networking across the sectors. Business Week, which could play a role in this, was reported to be something of a missed opportunity. There is a lot of goodwill for such events, but they have been seen as focussing too much on income generation rather than an opportunity to bring people together.

Business Support: Make It York has developed a strong reputation with some partners and businesses around the support it has offered through the Leeds City Region Growth Hub. Those who have had advice have valued it, and those who work with other businesses, such as the Science Park, have welcomed the ability to refer their clients to Growth Hub support. Other businesses have struggled to get support from the Growth Hub and have concluded that Make It York is not interested in helping them. It is this kind of experience which has led to accusations that Make It York is cliquey and only supports a small set of businesses.

Interviewees with a more detailed relationship with Make It York – for example the LEPs that fund its business support offer and those involved in inward investment – saw the moving of these functions from the Council to Make It York in 2015 as a negative step. While the same team of people are delivering a similar service at Make It York, they are less effective as they are distant from

other key functions such as planning, rates and economic policy. There was a strong view expressed by these interviewees that the full range of economic development functions of Make It York should return to the Council.

The lack of start-up advice at Make It York was touched on in several interviews. At times, there have been members of staff able to respond to start-up queries, but this has not been consistent, and has never been a clear priority in delivery. A similar picture has emerged on skills and training, which is not currently part of Make It York's offer. Businesses would like a coherent offer promoted through a single front door, but are still not finding that at Make It York after six years of delivery.

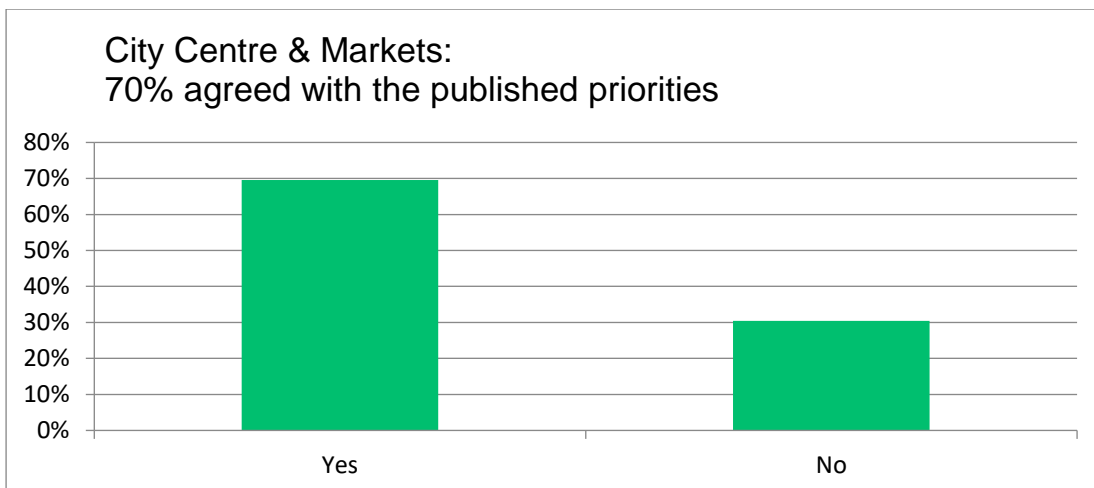
Survey
snapshot

"I think there is a massive opportunity within the Business Support role. If we can focus on creating an innovative start up offer this will encourage more business to set up here which in turn will lead to more successful SME's which will lead to more beneficial collaborations and partnerships which will develop into inward investment allowing sector development."

Inward investment, support for start-ups and work with sectors beyond tourism and hospitality were all commonly cited as key priorities. Strengthening collaboration and building on the sector networks established through the COVID-19 pandemic were highlighted as the main priorities for development, both in interviews and through the online survey.

3.3 City Centre & Markets

For City Centre and Markets, the SLA framework presented three areas: Outdoor Markets, City Centre Vibrancy, and Commercial Events. The survey asked about whether these were the right priorities, whether anything was missing, and what action, taken by Make It York, would have the biggest benefit. The interviews discussed stakeholders' experiences of Make It York's delivery against these three aspects and sought suggestions for how delivery could be improved.



In the online survey, many of the respondents highlighted the inherent tension in running commercial events to generate income for Make It York while trying to make the City Centre a more vibrant and attractive place for residents and for the existing business base. There was recognition that the MIY business model depends on such income to make the organisation viable, but a widespread concern that the balance is not right at present.

The global decline in high streets was cited by many as a key factor affecting vibrancy in York, and an area where Make It York should be more active, seeking to bring new uses to empty spaces. Some would like to see pop-up spaces for new entrepreneurs, others a focus on bringing new high-end brands to York. There is expectation that Make It York will be central in supporting the rejuvenation of our City Centre, with the needs and wishes of residents more strongly understood and incorporated in any changes.

Shambles Market was seen by many respondents as a key part of the city centre, providing a great start for new traders, a key element of the vibrancy aspects of City Centre management, and a distinctive offer for residents and visitors alike. Some respondents pointed to locations outside the city centre where they would like more markets – Acomb most frequently mentioned – and the vibrancy element was also highlighted as something that needs to be considered beyond the City Centre.

A further theme from the survey responses was the development of community events and the expansion of the resident's festival. Numerous respondents highlighted a desire for a new focus on York residents as a key audience for Make It York. The Ice Trail was often given as an example of an event which is well received.

**Survey
snapshot**

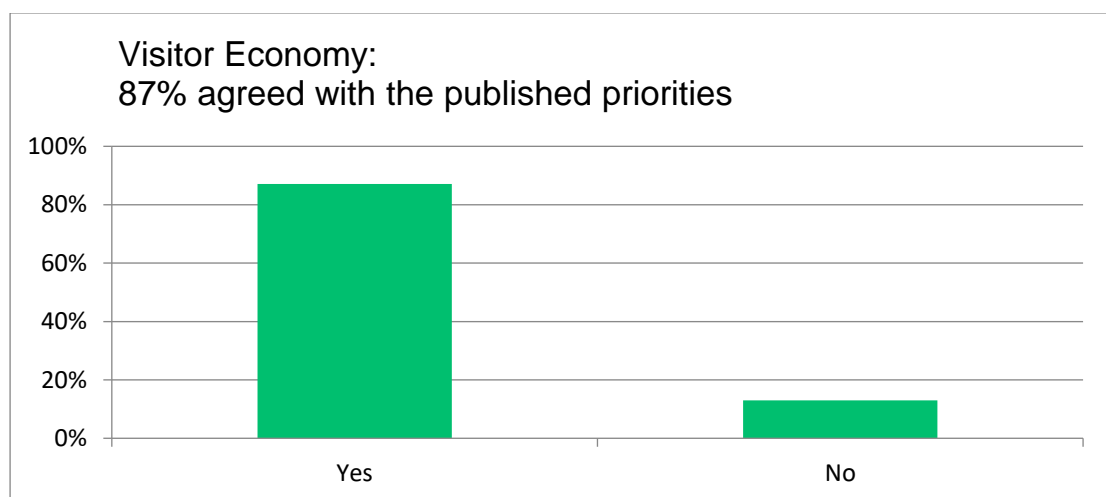
“MIY must see ultimate success in the context of meeting the needs of the local population and doing that by a positive and supportive relationship with local traders and service providers

In the interviews, while all had views on city centre vibrancy and the importance of markets, detailed comments came predominantly from retailers, the cultural sector and those involved in events. There was acceptance that commercial events such as the Christmas Market are an important part of Make It York's funding. However this was balanced by some frustration at the lack of any clearly expressed benefit to those shops and visitor attractions that face disruption from these events. It was also noted that these sectors do not currently have a voice on the Make It York Board.

The Market Trader's Federation made detailed comments on many aspects of their relationship with Make It York and how that is covered in the SLA. Market Traders would like to be involved in developing the new Outdoor Markets Strategy, and in general seek consultation with them being a clear part of the SLA with respect to Shambles Market. They would also like to work with Make It York and the Council on developing future plans for the Christmas Market, providing their expertise to support the development of a truly sustainable event which gets the balance right between commercialism and providing an enjoyable environment to support trading.

3.4 Visitor Economy

For the Visitor Economy, we asked for comments under the three headings of Destination Management Organisation ("**DMO**"), Tourism Sector Development, and Tourism Advisory Board. Again, we asked for survey respondents to comment on that mix of activities, identify anything which had been omitted, and to highlight the one key action for Make It York which would make the biggest difference.



The highest level of support in the survey for the published priorities was for the visitor economy. Many drew attention to the second priority of Tourism Sector development and the objective to improve the tourism sector's performance as an employer, but the most frequent reference in responses was to widespread concerns that too many stag and hen parties have made residents question whether the city centre is safe at the weekend.

For many, there were concerns that York is already very well known as a tourist destination and that any further work to attract visitors would only add to the negative impacts that they bring. These views were not shared by tourism businesses, who expressed views that more effort should be put into promoting York to regional and national visitors, and that more should be done to promote individual businesses and attractions.

Survey
snapshot

“Many residents don’t feel welcome in the City Centre at a weekend. It’s all stag and hen groups/tourists. Something needs to be done beyond the Residents Weekend, which is a once a year event in damp January to make us feel more included and not marginalised.”

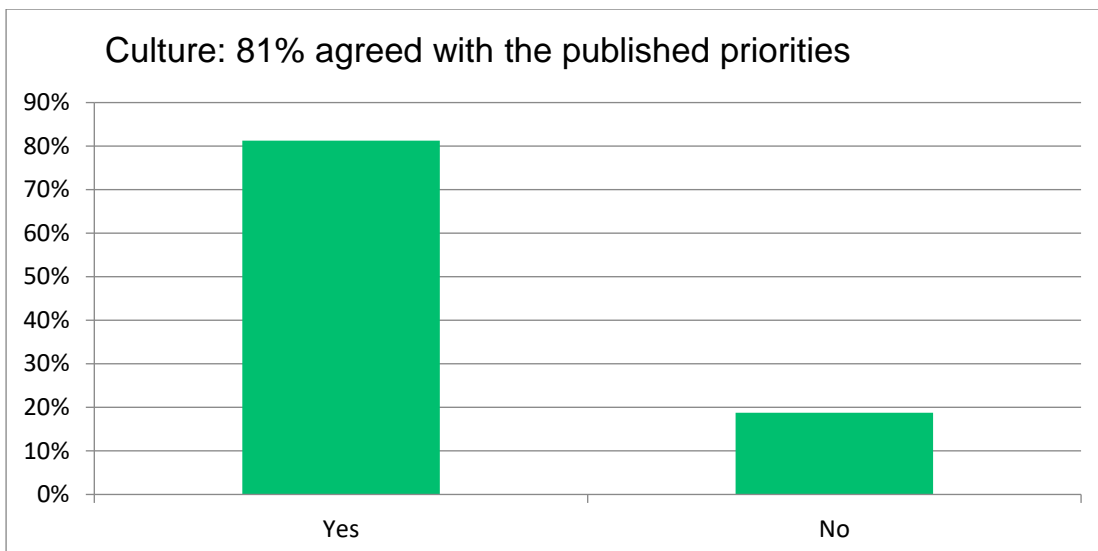
The stags and hens issue, together with drinking culture and rowdy behaviour were contrasted with what would be required to make York more family friendly and safe from Saturday lunchtime onwards at the weekends. This remains a live issue in the minds of the local population and must be addressed over the period of the next SLA.

Among interviewees, opinions were split. For some, Visit York’s inclusion in Make It York was a positive step, helping secure the future of the organisation at a time when it was struggling. For others, Tourism was seen as a sector which did not need further public support. Among retailers, the role of Visit York in attracting more potential customers to the city centre was mentioned several times. Driving up the quality of York’s offer, with an implied increase in the affluence and spending of visitors, was highlighted as a key role for Make It York.

It was noted by several interviewees that, despite the scale of the Visit York team within Make It York and the importance of Tourism to the York economy, there is no representation from the visitor economy, hospitality or tourism on the Make It York Board. It was hoped that this might be addressed in filling any vacancies.

3.5 Culture

Under the heading of Culture, the survey and interviews explored the five priorities of Culture Strategy, Collaboration/Partnerships, Events Strategy, UNESCO designation, and Curate a city centre events programme. The survey asked whether these were the right priorities, what might be missing, and what single action from Make It York would make the biggest difference. Interviews explored these same headings, together with experiences of working with Make It York on Cultural issues over the past six years.



Survey respondents focussed on two main themes:

- Promoting and developing Culture is seen as a counterbalance to the stags and hens issue in the city centre, helping to make York city centre more in tune with York residents.
- There are many creative people and businesses in York who would like to feel more involved in the Cultural aspects of Make It York.

The first of these themes also came through strongly in the City Centre and Visitor Economy strands of the survey, however the response under Culture was more positive, highlighting where Make It York might make a difference in this area. Respondeees also remarked on opportunities under the Culture banner to build stronger links with communities across York, and to appeal to a wider demographic in the city.

Survey
snapshot

“Improve social inclusion and wellbeing through the cultural offer; connect residents (through all ages) to the cultural offer”

There were many responses from people involved in the creative economy suggesting that stronger collaboration is essential to creating a vibrant cultural offer in the city.

Survey
snapshot

“Collaboration with the creatives around York is crucial. There are a lot of people ... who are heavily invested in culture and the arts and wish to play a role in its future for the city”

In interviews most stakeholders had views on the cultural work of Make It York. The existing small staff team working in this area is highly-thought-of and recognised as bringing a sense of drive and delivery to the work.

Two of the interviewees were involved in cultural activity which is currently beyond the scope of the Make It York offer – namely the York music and food scenes. In both cases, the question of whether we are taking too narrow and high-brow an approach was raised. If culture is to encompass all, perhaps the scope of Make It York's work should be expanded? With regard to the UNESCO designation, those interviewees who were involved in the Guild of Media Arts felt that more needed to be done to support this important work. The Guild itself has had a mixed experience of support from Make It York, while other members of the Cultural sector questioned how well their organisations were represented on the Make It York Board and in the designation. Many strong, world leading organisations are based in York, but involvement in some of the international aspects of cultural work seems to always rely on a handful of people who are not necessarily best placed to promote the city and its institutions.

4 Summary of Key Findings

4.1 Board, Governance, Organisational Culture

There is a widespread sense that Make It York is too insular in its outlook, beginning to lose touch with the communities it was established to support, and an organisational culture which is not as transparent as might be expected for a Company wholly owned by the Council.

There needs to be a much greater sense of accountability at Make It York, with regular reports to residents and businesses, greater collaboration with partners and stakeholders, and many more opportunities for a broader range of people to get involved in the full range of activities that Make It York covers.

There were a number of calls for greater representation from the key sectors of the economy on the Make It York Board. This was specifically raised by retail, tourism, Bio-economy and cultural sector interviewees.

4.2 Range of Activity

Make It York brought together a range of disparate organisations and teams, covering a very broad range of topics. There is a sense that it has struggled to cover this full range adequately, and has prioritised commercial success and Tourism promotion. This has never been the explicit strategy of the organisation, and needs to be reviewed and rebalanced.

4.2.1 Economic Development

Inward Investment and Business Support activities have suffered from being remote from the Council, where close links with Planning, Rates, economic policy and Elected Members are much more straightforward. All of these are

vital to the work of economic development, and there were calls to bring this work back into the Local Authority.

4.2.2 City Centre and Markets

The commercial success of Make It York in delivering events such as the Christmas Market is widely recognised as its main achievement. This brings a creative tension in balancing the needs of the organisation with those of the city.

Shambles Market is also seen as a success, but more care needs to be taken in working with the Traders to involve them in decision making and show that their experience is valued and respected.

The City Centre must become again a destination for the people of York, and the challenges of a perception of a growing culture of drinking and rowdiness have to be addressed. That is not a role uniquely for Make It York, but one where a new spirit of collaboration is fully expressed. Council initiatives including Purple Flag and MyCityCentre have a role to play, and the BID is a key stakeholder. Make It York needs to act as the glue that holds all of this together.

4.2.3 Visitor Economy

Visit York has been funded by the surplus generated by the Christmas Market, and has, until the deep impacts of the Covid pandemic, been insulated against the changes that the internet has brought to tourism. There are many gifted and experienced people in York's Tourism sector who have a vested interest in helping Visit York find a new, more sustainable business model.

4.2.4 Culture

Make It York needs to embrace its role in Culture from the top of the organisation. It has a strong team in this field, with much goodwill from key sector players, but needs to strengthen its Board with more direct representation of the institutions that are so important to the cultural life of the city.

This page is intentionally left blank

Annex C

Schedule 1

Matters reserved for the Shareholder

Without the prior written consent of the Shareholder, the Company shall not:

- 1.1 alter its objects or Articles or adopt any Articles or pass any resolutions inconsistent with them;
- 1.2 grant any interest or other rights to any party in relation to the Company;
- 1.3 issue debentures;
- 1.4 create or acquire a subsidiary or dispose of shares in a subsidiary;
- 1.5 appoint or dismiss a Director;
- 1.6 permit an issue, transfer, or transmission of shares to anyone other than the Shareholder;
- 1.7 unless required to do so by law, do or permit to be done anything as a result of which it may be wound up (whether voluntarily or compulsorily), except as provided for in this agreement;
- 1.8 enter into a scheme of arrangement within the meaning of s895 and Part 26 of Companies Act 2006;
- 1.9 create a fixed or floating charge, lien (other than a lien arising by operation of law) or other encumbrance over all or part of its undertaking or assets, except to secure its indebtedness for sums borrowed in the normal course of the business;
- 1.10 borrow amounts in excess of a maximum aggregate sum outstanding at any time of £10,000;
- 1.11 except where a matter is included in the budget, make a loan or advance or give credit;

- 1.12 give a guarantee or indemnity to secure the liabilities or obligations of any person;
- 1.13 factor or assign any of its book debts;
- 1.14 sell, lease, create an interest in or otherwise dispose of the whole or a material part of its undertaking or assets, or contract to do so;
- 1.15 enter into a contract or arrangement, or amend and/or terminate and/or suspend any contract or arrangement, which creates a potential liability for the company in excess of £500,000, or makes any material change in the nature of the business;
- 1.16 enter into or vary a contract or arrangement (whether legally binding or not) with a Shareholder or director of the Company or with any person as nominee for any of them other than as permitted under the Service Agreement (including any ancillary agreements);
- 1.17 take or agree to take or dispose or agree to dispose of an interest in, or licence over, land;
- 1.18 enter into a partnership, profit-sharing or joint venture agreement;
- 1.19 adopt a pension scheme or similar arrangement;
- 1.20 permit the registration (upon subscription or transfer) of any person as a member of the Company;
- 1.21 apply for the listing or trading of any shares or debt securities on any stock exchange or market;
- 1.22 pass any resolution for its winding up or presenting any petition for its administration;
- 1.23 alter the name of the Company or its registered office;
- 1.24 alter the Area in which the Company is to operate;
- 1.25 adopt or amend the strategic business plan in respect of each financial year;

- 1.26 change the nature of the Company's business or commencing any new business by the Company which is not ancillary or incidental to the business;
- 1.27 form any subsidiary or acquire shares in any other company or participating in any partnership or joint venture (incorporated or not);
- 1.28 amalgamate or merge with any other company or business undertaking;
- 1.29 make any loan (otherwise than by way of deposit with a bank or other institution the normal business of which includes the acceptance of deposits or in the ordinary course of business) or grant any credit (other than in the normal course of trading) or give any guarantee (other than in the normal course of trading) or indemnity;
- 1.30 grant any rights (by licence or otherwise) in or over any intellectual property owned or used by the Company;
- 1.31 establish or amend any profit-sharing, option, bonus or other incentive scheme of any nature for Directors or the Managing Director or the Senior Management Team of the Company, or to establish or amend such a scheme for other employees other than one which is self-financing or dependent on the annual budget being achieved;
- 1.32 agree to remunerate (by payment of fees, the provision of benefits-in-kind or otherwise) any officer of or consultant to the Company at a rate in excess of £50,000 per annum or increasing the remuneration of any such person by a rate in excess of £2,000 per annum; or
- 1.33 determining and approving all matters relating to terms and conditions of the service contract for the Managing Director, including any remuneration or variation to the remuneration of the Managing Director;
- 1.34 approve any early retirements or ill-health retirements;

- 1.35 permit any dividends or other distributions to be paid;
- 1.36 agree any remuneration of any Directors of the Company;
- 1.37 appoint or remove the Chair of the Company;
- 1.38 permit a transfer of shares (under Article **Error! Reference source not found.**), a transmission of shares (under Article **Error! Reference source not found.**), calculate or pay dividends (under Article **Error! Reference source not found.**) or capitalise profits (under Article **Error! Reference source not found.**);
- 1.39 approve any scheme of delegation or any amendments to said scheme of delegation under Article 13;
- 1.40 approve a decision which could otherwise be taken by a Council Director, but which would, if being taken by the Council, amount to a key decision (see here); or
- 1.41 exercise any powers to issue instructions to company Directors.



Executive

20 May 2021

Report of the Corporate Director, People
Portfolio of the Executive Member for Children and Education)

School Capital Works – Internal capital works at Applefields Special School & Danesgate Pupil Referral Unit**Summary**

1. The report provides details about the programme of capital works needed to address the sufficiency of appropriate specialist school places for children and young people with special educational needs and disabilities. The Executive is asked to approve capital works at Applefields Special School and The Danesgate Community. At Applefields School the works are needed to accommodate a growth in pupil numbers from September 2021. At Danesgate capital works are needed to make adaptations to ensure that the site better meets the needs of children and young people with a primary need of social, emotional and mental health (SEMH).

Recommendations – Applefields and Danesgate

2. The Executive is asked to consider:
 - 1) Approval of works to complete classroom adaptations at Applefields School by September 2021. The capital scheme also involves the provision of essential administrative space by September 2022. The Executive is asked to delegate to the Director of People (in consultation with the Director of Governance or her delegated officers) the authority to take such steps as are necessary to procure, award and enter into the resulting construction contracts.

Reason: to provide sufficient special school places for children and young people with special educational needs and/or disabilities.

- 2) Approval of works to carry out adaptations at Danesgate by September 2022 and to delegate to the Director of People (in consultation with the Director of Governance or her delegated

officers) the authority to take such steps as are necessary to procure, award and enter into the resulting construction contracts.

Reason: to improve in-city provision for children and young people with SEMH.

3. The Executive is recommended to approve Applefields - option3, and Danesgate - option 3.

General Background – Applefields and Danesgate

4. As outlined in the report taken to Executive on the 29th November 2018 approval was given to use Special Needs Capital Grant funding to improve SEMH provision at Danesgate. The Special Needs Capital Grant is provided by central government to support the sufficiency of provision for children and young people with special educational needs and/or disabilities (SEND).
5. This paper focuses on two schemes to address the sufficiency of provision for children and young people with SEND. In York we have identified a need to further develop SEMH provision at both Applefields Secondary Special School and at Danesgate. These schemes are currently at detailed design and tender stages and a budget estimate has been established for both schemes.

Background - Applefields

6. As shown in the table below, pupil numbers over the last 4 years have increased. This is in line with the overall growth in numbers of secondary aged pupils. The school are set to see a further increase in pupil numbers from a roll of 178 to 196 in the 2021/22 academic year.

Total Numbers on roll (NOR)				Expected NOR
2017-18	2018-19	2019-20	2020-21	2021-22
144	154	165	180	196

7. This growth has seen an increasing number of young people with highly complex needs such as profound and multiple learning difficulties (PMLD), autism and those with the highest level of social and emotional need. To meet these needs the school requires additional space and staff support.

	Total pupils	PMLD	autism specific	SLD/MLD – Main site	Enhanced	Satellite/ Orchard
20-21	180	17	31	71	24	37
21-22	196	22	39	68	27	40

8. The total pupil intake in Year 7 for 2020-21 was 34 and it is projected to be 38 for September 2021, 14 of whom are from mainstream primaries. This compares to 20 pupils leaving the school in July 2021.
9. Although at present it is unknown how many pupils will move from mainstream primaries into Applefields, current trends indicate numbers are not expected to reduce. The intake between September 2022 and September 2024 from Hob Moor Oaks and Haxby Road Enhanced Resource Provision (ERP) alone is expected to be 18, 28 and 15 each year respectively. This figure does not include in-year admissions.
10. The table below shows the numbers in each cohort who are leaving. Based on known projections this indicates that pupils leaving have less complex needs than those starting over the next 4 years.

	PMLD	ASC specific	SLD/MLD – Main site	Enhanced	Satellite/ Orchard	Total
2021-22	2	4	11	2	3	21
2022-23	2	2	9	0	7	20
2023-24	2	5	9	0	4	20
2024-25	1	1	12	0	11	25

11. Internal adaptations are required to support the growing number of pupils and their complexity of need.

Consultation - Applefields

12. Staff at Applefields have worked closely with the Local Authority over recent years to ensure that appropriate provision is available in the school matched to cohort need. The type of provision required at Applefields is constantly evolving and this pattern is expected to continue into the future. The close working relationship with the Local Authority is essential to ensure that the current building can be adapted, extended and changed so that it can continue to meet the needs of the pupils attending the school.

Options - Applefields

13. Option 1

14. Do nothing

15. It would not be possible to meet the needs of the pupils in the current building, therefore doing nothing cannot be a recommendation.

16. Option 2

17. Provide additional teaching accommodation only

18. The Transition Zone was completed in 2011. The council's multi disciplinary transition zone team who provided a range of services including health, education and social care moved out of the building during the lockdown period. Since then, the school have used the space as staff office accommodation to enable social distancing. This space is now needed as a teaching suite to accommodate the additional numbers from September 2021. Due to the current layout adaptations to create a teaching suite will be minimal.

19. In addition an existing classroom in school will be divided up to create a smaller teaching space and connecting chill out rooms. This will be used by pupils requiring enhanced provision with highly complex needs.

20. Bringing the Transition Zone into use as a teaching suite means that the office staff and senior leadership team currently using the space need to be relocated. The staff can be accommodated temporarily around school, but the spaces available are not ideal or sufficient and some staff will need to be relocated off site.

21. Option 3

22. Provide additional teaching and office accommodation

23. This option provides the same teaching facilities as option 1, however in order to accommodate the staff who will either be using temporary accommodation within school or be relocated off site additional office accommodation could be built.

24. The provision of additional new build will ensure adequate office accommodation is available on site for all administrative and senior leadership team staff. This accommodation would be located at the front of school adjacent to the main entrance. Due to the timescales required and the complexities of carrying out building work on the school site the work would need to be carried out as a second phase, completed by September 2022.

Analysis - Applefields

25. Option 1

26. Do Nothing

27. If major alterations to provisions was not possible and the aim was to maintain or reduce numbers over the coming years, the Local Authority and the school would need to streamline the amount of young people from non-specialist primaries.

28. This could mean supporting more pupils to transition from Applefields before Year 14 and onto a different provider and transporting pupils outside the City of York area.

29. Option 2

30. Provide additional teaching accommodation only

31. This will provide the school with the additional teaching accommodation required to meet the needs of all cohorts from September 2021.

32. However, it will not provide the accommodation necessary to house the administrative function, office or meeting spaces to allow the senior leadership team to operate.
33. Administrative staff will be working in unsuitable working conditions which cannot be maintained on a permanent basis.

34. Option 3

35. Provide additional teaching and office accommodation

36. This will ensure the school can accommodate all cohorts from 2021, and provides office staff with suitable workplaces from 2022. Both phases will address the health and safety and wellbeing of all staff and pupils.

37. Implications - Applefields

Financial

38. The Applefields School work is planned to be split over two years. Phase 1, the classroom adaptation work, will be carried out over summer 2021. The proposal is being prepared for tender and is estimated to cost approximately £250,000. Phase 2, the office extension, will be planned for the spring and summer of 2022 and is in the early stages of design. Indicative estimates suggest that the cost will be approximately £515,000. The total budget required is £765,000.

Risk Management

39. If the work at Applefields does not go ahead the council are at risk of not providing suitable secondary accommodation for pupils with the highest level of need in the city.
40. Costs for transporting pupils to other schools out of area will potentially increase.
41. Phase 1 - classroom adaptation work will be carried out during the summer holidays 2021. Work must be carried out while pupils are not on site, if works do not complete on time alternative provision will need to be sought.

42. Phase 2, office expansion will take longer than the 5 or 6 week summer holiday period and will need to be completed during term time. This will need to be carefully planned to ensure minimal disruption to pupils who may find noise, dust and building work activities upsetting.

Council Plan

Well paid jobs and an inclusive economy

43. The spaces being created at Applefields School will provide post 16 students with vocational opportunities and prepare them for moving on from school into adult life.

A greener and cleaner City

44. The new provision at Applefields School will minimise the number of pupils being transported to a school that is out of area.

Getting around sustainably

45. The new provision at Applefields School will minimise the number of pupils being transported to a school that is out of area.

A better start for children and young people

46. The spaces being created at Applefields School will provide appropriate and safe provision for pupils with high levels of need.

Background - Danesgate

47. A number of issues have led to the need to make significant changes at Danesgate.
- Pressures on the current space have increased as the school has started to implement a more formal school day, curriculum and group delivery model.
 - Danesgate currently caters for a variety of needs, both with and without an EHCP on a single site; along with a mixture of SEND needs – notably SEMH and to a lesser extent ASC needs.

- Increasing numbers of children and young people have communication and interaction needs. The commissioned numbers for September 2021/22 reflect this. These commissioned numbers will impact upon the usage of the site and its ability and capacity to meet the specific needs. Bespoke needs-led breakout and intervention spaces are required.
- There are a rising number of children and young people unable to attend school with peers due to mental health needs. There is also an increasing need to have more bespoke provision for many students who display anxieties including specific intervention and break out spaces.

48. Danesgate has a high number of children and young people with EHCPs and adaptation to the site is needed to ensure that the site is better able to offer specialist education for children and young people with SEMH as their primary need. Before 2020-21, the provision was traditionally a personalised and often 1:1 model. This is not appropriate to the SEND needs of the majority of pupils currently using the provision. Therefore, a shift to group provision, ensuring future transitions are successful has now been implemented. This has resulted in a more formal timetable and increased hours, as is necessary for pupils with EHCPs, which in turn has put pressure upon existing spaces.

	Total Numbers on roll (NOR)					Expected NOR or through school paid commissioned places
	2017-18	2018-19	2019-20	2020-21	2021-22	
Danesgate (Kestrel, off site)				22.2	28	28
Danesgate (main site)				166.9	164	160
Total				188.9	192	188

Consultation – Danesgate

49. Staff at Danesgate are fully supportive of the changes and have been working closely with the Local Authority to realise the ideas for redeveloping the site to cater for the needs of the cohorts. Current

accommodation will completely change to allow for smaller teaching groups and more break out areas that will create a much improved service for children and young people, tailored to meet their needs and deliver better outcomes.

50. Options – Danesgate

51. Option 1

52. Do Nothing

53. Smaller cohorts of up to 8 students are recommended. The two buildings at Danesgate used by secondary pupils both have standard sized classrooms and few break out spaces. It would not be possible to meet the needs of its pupils in standard sized cohorts, therefore doing nothing cannot be a recommendation.

54. Option 2

55. Provide additional accommodation on and off site to cater for existing cohorts

56. At present, Danesgate caters for students with a wide variety of needs which has become challenging to manage on the current site. This has led to fragmented timetabling, a lack of teaching space to accommodate particular requirements and increased teaching and transport costs. It has become increasingly difficult to find space both on and off site to cater for students' teaching needs.

57. Option 3

58. Re-organise the existing site for students with a range of different needs including PRU students and EHCP students with SEMH need.

59. A remodelling and re-organisation of the site is required to enable Danesgate to provide appropriate education to students with a wide variety of needs. A re-organisation of internal and external spaces; the introduction of a structured school day; the provision of smaller classrooms for smaller cohorts will allow teaching and transport requirements to be formalised, will eradicate confusion and reduce costs.

Analysis – Danesgate

60. **Option 1**

61. Do Nothing

62. There is a rise nationally in students and young people with SEMH. York has mirrored this trend. It would be impossible for the Danesgate site to accommodate the numbers of students needing a place with standard sized classrooms and very few break out spaces.

63. Re-organising the site will enable Danesgate to meet the needs of some extremely vulnerable pupils and young people.

64. **Option 2**

65. Provide additional accommodation on and off site to cater for existing cohorts

66. There is very little additional space at the Danesgate site to build any new accommodation that would meet the needs of the different groups of pupils on site. It is both difficult and expensive to continue to provide space off site at other venues city wide to meet needs.

67. The existing buildings on the Danesgate site could be adapted to accommodate students with varied needs. This will prevent having to spend money on multiple locations, which would also have to be adapted. This would ensure that a wide variety of needs across the city can be accommodated without duplication.

68. **Option 3**

69. Re-organise the existing site for students with a range of different needs including PRU students and EHCP students with SEMH needs

70. All classrooms on the site are of a standard size. These rooms are too big for students who will feel more comfortable learning in smaller groups of 8. There are also very few break out spaces across the Pupil Support Centre and Bridge Centre that will be required to help students with EHCPs.

71. Dividing up existing spaces and creating more break out spaces will allow for a net capacity on site of 156.

Implications – Danesgate

Financial

72. The work to Danesgate will be planned to take place from July to September 2022. The proposal is currently being discussed in detail and current estimates suggest a budget of £1,900,000 will be required.

Legal

73. It is understood that Danesgate may convert to Academy status in the future. If that is the case there may be implications for the resulting lease but this will depend upon the point at which any conversion takes place. Officers will work closely with Legal Services to identify any such implications and ensure any risks arising from such implications are mitigated as much as possible.

Other

74. Some work to a path and a lane outside of the site will be required.
75. Transportation of students, staff and visitors is being considered in detail to try to minimise the number of vehicles that will access the site once work is complete. A Travel Plan will be developed and submitted as part of the planning application process.

Risk Management

76. If the work at Danesgate does not go ahead, the council are at risk of not providing sufficient in city places for increasing numbers of students with EHCPs. This would lead to an increase in children and young people being educated out of area.
77. Costs to cater for the wide variety of needs for pupils at the Danesgate site are escalating. A re-organisation of both the offer and the site will address an increase in EHCP need and halt the confusion of provision at the site, together with off-site buildings use, transport and teaching costs.

78. As work will be taking place across every area of the site apart from the Skills Centre and the Primary Unit, to allow work to be completed both safely and in 3 months, all pupils using the PSC and BC will receive their education at other secondary schools during July 2022 and at another venue to be arranged during September 2022.

Council Plan

Well paid jobs and an inclusive economy

79. Students will benefit from a number of opportunities that will prepare them for further education and work.

A greener and cleaner City

80. A return to a structured school day will reduce the number of taxis arriving at site at different times of the day.

Getting around sustainably

81. Transportation of students, staff and visitors is being considered in detail to try to minimise the number of vehicles that will access the site once work is complete.

Good health and wellbeing

82. A Travel Plan will be developed where students, staff and visitors will be encouraged to use public transport, local cycle routes and walk to the site wherever possible.
83. A small gym will be developed for the students at the site.

A better start for children and young people

84. Anxiety is often prominent for students with SEMH. The re-organised spaces at Danesgate will help to minimise fears due to smaller spaces and class cohorts. The smaller areas at the re-organised Danesgate site will enable students with EHCPs to feel less overwhelmed and will help them to concentrate more on their education and move onto their next stage.

Implications for Applefields and Danesgate

Financial

85. Therefore the current estimated total cost of the works proposed at these two schools is £2,665,000. It is proposed to fund this from a combination of the budget remaining in the SEND Facilities Scheme in the programme (£839,000), new funding announced by the DfE for SEND provision (£627,000), and supplemented by a further allocation of uncommitted Basic Need funding (£1,199,000). This would result in uncommitted Basic Need of £6,520,000 remaining.

Human Resources (HR)

86. There are no HR implications.

Equalities

87. The schemes will maximise pupils' opportunities, provide support and enable staff to carry out their duties efficiently.

Legal

88. Any proposed works will need to be commissioned via compliant procurement route under the Council's Contract Procedure Rules and the Public Contract Regulations 2015. The works for both Danesgate and Applefields outlined above fall significantly below the relevant threshold for the procurement of works under the Regulations (i.e. £4,733,252), therefore a full procurement exercise under the Regulations will not be required in this instance. However, a competitive process for quotations will still need to be advertised and run under the Contract Procedure Rules, and an appropriate form of contract will need to be drafted and completed with support from Legal Services. It is understood that Danesgate may have converted to Academy status by the time the works are to be procured. If this is the case it may be that the Academy Trust conducts the relevant procurement process.

Crime and Disorder

89. There are no crime and disorder implications.

Information Technology (IT)

90. There are no IT implications.

Property

91. Applefields Special School and Danesgate are both maintained by City of York Council.

Council Plan

An open and effective council

92. The recommendations in this report for Applefields and Danesgate are linked to the Inclusion Review and its public consultation.

Contact Details

Author:

Maxine Squire
Assistant Director
Education and Skills
Tel No.

Ali Kelly & Claire
McCormick
Planning and Policy
Officers
School Services
01904 554655
01904 554334

Chief Officer Responsible for the report:

Amanda Hatton
Director of Children Education and Communities

Report Approved



Date

Specialist Implications Officers

Financial

Mike Barugh
Principal Accountant
01904 554573.

Legal

Cathryn Moore
Legal Manager
01904 552487

Wards Affected:

All



For further information please contact the author of the report



Executive**20 May 2021**

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

Heslington Neighbourhood Plan – Examiner’s Report**Summary**

1. The Heslington 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 the Executive agree the Examiner’s recommendations to enable the Neighbourhood Plan to proceed to Referendum. These issues were previously considered at Local Plan Working Group on the 18th May 2021.

Recommendations

2. The Executive is asked to:
 - i) Agree the Examiner’s modifications and the consequential minor modifications set out at Annex B to the Heslington 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) Agree that the Heslington Neighbourhood Plan as amended proceeds to a local referendum based on the geographic boundary of the parish of Heslington as recommend by the Examiner.

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

- (iii) To approve 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 Heslington Neighbourhood Plan has been prepared by Heslington Parish Council with 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 (22nd November 2016)
 - Consultation on Pre-Submission Version (29th January to 12th March 2019)
 - Submission to City of York Council (2nd October 2019)
 - Submission Consultation (30th October to 11th December 2019)
5. Following the close of Submission consultation and with the consent of the Parish Council, 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 24th March 2021.
10. Overall, the Report concluded that *“Subject to a series of recommended modifications set out in this report I have concluded that the Heslington Parish Neighbourhood Plan meets all the necessary legal requirements and should proceed to referendum.”*

Examiner’s Recommendations

11. Annex A and B set out the Examiner’s detailed and minor consequential modifications to the Neighbourhood Plan.
12. Positively the Examiner identifies that:

“The Plan includes a range of policies and seeks to bring forward positive and sustainable development in the neighbourhood area. It addresses potential development opportunities at the campuses of the University of York. It also proposes the designation of a suite of local green spaces.”

13. 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.”*
14. The majority of modifications were minor however the examiner did include key points in relation to the following policies:

Policy HES:1 Main Street Change of Use

15. Policy HES:1 was developed in good faith by the Parish in the period leading up to its submission. However, in September 2020 the Use Classes Order was substantially revised. It introduces three new use classes as follows:
 - Class E Commercial, business and service uses
 - Class F1 Learning and non-residential uses
 - Class F2 Local community uses
16. The new Use Class E incorporates several former use classes including A1(shops), A2 (financial and professional services) and A3 (cafes or restaurants). In this context there is now considerable flexibility for different business functions to be undertaken in towns and village centres without the need for planning permission.
17. In this context the Examiner recommended specific modifications to the policy to take account of the revised approach and details of the 2020 Use Classes Order. In particular the Examiner recommended that the former references to Class A uses and D1 uses are replaced by the relevant use class categories in the 2020 Use Classes Order.
18. This approach will offer support for the ongoing safeguarding and extension of the role, importance and significance of the village centre. In doing so it acknowledges the government’s wider ambition to stimulate the role of town and village centres both in general, and in response to the Covid pandemic in particular.

Policy HES12: Purpose Built Student Accommodation

19. This policy seeks to address the issue of purpose-built student accommodation. Its approach is that such accommodation will only be supported within the existing development boundaries of the University campuses. The policy has attracted an objection from the University. It comments that the submitted policy is at odds with Policy SS22 of the emerging Local Plan. The University also comments about the inconsistencies between the policy (which applies throughout the neighbourhood area) and the Interpretation (which has a focus on Heslington village).

20. The Examiner sought advice from the Parish Council on how the policy was anticipated to be applied across the neighbourhood area. It commented that it had been designed to apply within the existing University campuses and within the strategic development sites. That approach would be restrictive and may prevent otherwise acceptable development proposals from coming forward. In this context the Plan provides no compelling evidence about the extent to which such development would be unacceptable. That approach would not align with the approach in Policy SS22 of the emerging Local Plan. This comments about future expansion of the University. Whilst that policy supports the development of new student accommodation as part of that wider package it does not prevent purpose-built student accommodation proposals elsewhere. Similarly, Policy HES12 is not supported by any detailed evidence about the impacts of student accommodation within the wider parish and the ability or otherwise of the University to accommodate all its accommodation needs on land within its direct control. The Examiner has considered all the information available and he recommends that the Policy and the Interpretation are deleted.

HES14: Green Infrastructure

21. This policy addresses green infrastructure and in particular Significant Green Space. The proposed significant green spaces have generally been well-received. However, the University commented about the Campus East Lake and Grounds (Site 1) and CYC commented about the Elvington Airfield Grassland (Site 3). The University's comments are primarily based on its views about the dated nature of both Figure 5 (showing details from a reserved matters application from 2008) and Figure 6 (showing the broader location of the proposed significant green spaces). The Examiner recommends that this issue is resolved by the deletion of Figure 5 and the preceding element of supporting text. The

Examiner also recommends that a revised figure is included in the Plan showing the extent of Site 1.

22. The representation from CYC concentrates on the potential inconsistency between the identification of the Elvington Airfield Grasslands as a significant green space and the proposed allocation of a strategic housing allocation in the same general location in the emerging Local Plan. In its response to the clarification note the Parish Council proposes a reduced extent of the Grasslands as a significant green space in the event that the strategic allocation is included in the adopted Local Plan.
23. The Examiner considered this matter very carefully and recommends that the whole of the Elvington Airfield Grasslands is not included as a significant green space and is deleted. By definition the identification of strategic sites in the emerging Local Plan is a strategic matter which will find its own level in the examination of that Plan. In this context it would be inappropriate for a neighbourhood plan to seek to influence or shape this matter. In the event that the adopted Local Plan includes the proposed strategic housing location (ST15) in the general vicinity of the Elvington Airfield any review of a 'made' neighbourhood plan could consider the identification of a significant green space at the western end of the wider site based on appropriate evidence.

HES16: Vehicular and Pedestrian Traffic

24. This policy is very specific in its nature, it seeks to ensure that the strategic allocation site (ST15) in the emerging Local Plan is fully served by a new principal access road to the A64, bypassing the village and the immediate locality. There is a potential conflict between the submitted policy and Policy SS13 in its emerging Local Plan. The York Local Plan Policy SS13 and the key principles in relation to transport which are highlighted in this policy should be tested through the Local Plan Examination process and not through the Neighbourhood Plan process.
25. The NPPF provides clear guidance on the distinction between strategic policies (paragraphs 20-23) and non-strategic policies (paragraphs 28-30). In particular it comments in paragraph 29 that:
'Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Neighbourhood

plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies'

26. In this context the Examiner has concluded that the identification, the design and the transport arrangements associated with the strategic allocation sites in the emerging Local Plan is a strategic matter. In this context it would be inappropriate for an emerging neighbourhood plan to seek to influence this matter. The Examiner is not satisfied that the neighbourhood plan policy has produced any specific evidence to justify its approach. Certainty on the potential development of the proposed allocated site will only be available once the Local Plan examination has concluded, any main modifications are published and the Inspectors' report is available. The Examiner recommends that the policy and the Interpretation are deleted. However, to recognise the significance of this matter to the local community the Examiner also recommends that a modified version of the policy is repositioned so that it would form an additional Community Action.

HES17: Traffic in Heslington Conservation Area.

27. This policy comments about traffic in the conservation area. It has two related parts. The first offers support to development proposals where any increase in traffic would cause no significant harm to the character of the conservation area. The second part comments that highways improvements in the conservation area should preserve or enhance and cause no significant harm to its character. The Interpretation comments that 'the policy seeks to protect the conservation area and the amenity of residents without compromising the provision of flexible, sustainable transport solutions'. The Examiner indicates that the proposed policy captures issues which are beyond the direct control of the planning system. In addition the Examiner highlights that the policy offers no direct evidence about the way in which increased traffic would cause harm to the conservation area and the level of any harm which might otherwise be acceptable. As such the Examiner recommends its deletion. However, to recognise the significance of this matter to the local community the Examiner also recommends that the second part of the policy is repositioned so that it would form an additional Community Action.

Green Belt

28. Section 5 of the Neighbourhood Plan makes specific reference to the Green Belt. In particular Figure 2 of the Plan indicates the Green Belt boundary insofar as it affects the neighbourhood area (and as extracted

from the Fourth Set of Changes Local Plan 2005). In March 2020 the High Court (Wedgewood v City of York Council EWHC 780 Admin) considered a case which centred about the way in which Green Belt issues should be considered in the City whilst definitive boundaries are being prepared in the emerging Local Plan. The effect of this judgement is that such decisions will take into account the Regional Spatial Strategy general extent of the Green Belt, the draft Local Plan (April 2005), the emerging Local Plan and site-specific features in deciding whether land should be regarded as Green Belt in advance of the adoption of the Local Plan. As the Plan was submitted before this judgement it is important that it takes its findings into account. This approach will also be consistent with the approach which CYC has taken since that time both in relation to development management issues and in decisions on the neighbourhood planning agenda. In this context the Examiner recommends that the Neighbourhood Plan text and maps are updated to take account of this new evidence.

Next Steps

29. 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.
30. 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.
31. 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 Parish Council. The 20th May Executive date is more than 5 weeks from the receipt of the examiner's report (24th March 2021) however Heslington Parish Council has agreed this alternative timescale in writing.
32. 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.

33. 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.
34. The Examiner's Report concludes that the Neighbourhood Plan meets the Basic Conditions required by legislation, and that subject to the modifications proposed in his report, 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.
35. 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

36. 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.

37. The Examiner's Report confirms that the referendum area should be the same as the Neighbourhood Area designated by the Council, which is the parish of Heslington. 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 9th August 2021, 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.
38. 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

39. 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 Heslington Parish. 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.
40. In light of the Covid-19 pandemic 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

41. As mentioned earlier in the report, the Heslington Neighbourhood Plan has been through several stages of consultation. These are: consultation on designation as a Neighbourhood Area (2016), consultation on the Pre-Submission version of the Plan (29th January to 12th March 2019), consultation on a Submission version (30th October to 11th December 2019).
42. 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

43. 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 Heslington Neighbourhood Plan to proceed to Referendum.

Analysis

44. 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.
45. Council Officers understand that Heslington Parish Council are considering their position in relation to the Heslington Neighbourhood Plan Examiners Report.

Alternative Options and Reasons for Rejection

46. 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 33.

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

47. 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 Heslington Neighbourhood Plan to date and also sets out the approximate costs associated with the Examination and Referendum.

Table 1

Stage	Cost
Designation consultation	£500
Submission consultation	£500
NP grant to Parish Councils	£3,000
Examination	£5,750

Referendum	Circa £7,000 (tbc)
Total	£ 16,750

48. 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. A significant level of officer input at an appropriate level is needed throughout the process 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).
49. 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. Whilst this was claimed for the designation of the Heslington Neighbourhood Plan in 2016, 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 can usually apply for this once they have set a date for a referendum following a successful examination. However Ministry of Housing, Communities and Local Government (MHCLG) has set out new government guidance due to the Covid-19 pandemic. The guidance states that in order to minimise the financial impact of delays to neighbourhood planning referendums, the government will allow local planning authorities in 2020/21 to submit claims for new burdens grants at an earlier point in the neighbourhood planning process. 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).
50. Heslington Parish Council was provided with a £3k grant from the Council to support the development of the neighbourhood plan.
51. 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

52. The following implications have been assessed:

- **Financial**– The examination and referendum will be funded by City of York Council. 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

53. In compliance with the Council's risk management strategy, the main risks associated with the Heslington 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

Author:

Anna Pawson
Development Officer
Strategic Planning
01904 553312

Alison Cooke
Forward Planning Manager
(interim)

Chief Officer Responsible for the report:

Mike Slater
Interim Assistant Director - Place
Directorate

Report Approved Date 06.05.2021

Specialist Implications Officer(s) List information for all

Financial Implication:
Patrick Looker
Finance Manager
01904 551633

Legal Implication:
Sandra Branigan
Senior Solicitor
01904 551040

Wards Affected:

Heslington

For further information please contact the author of the report

Background Papers:

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

Annexes

Annex A Heslington Neighbourhood Plan Examiner's Report
Annex B Decision Statement
Annex C Heslington Neighbourhood Plan (Submission Version)
Annex D Better Decision Making Tool

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*

Heslington Parish Neighbourhood Development Plan 2017-2033

**A report to the City of York Council on the
Heslington Parish Neighbourhood Development
Plan**

**Andrew Ashcroft
Independent Examiner
BA (Hons) M.A. DMS M.R.T.P.I.**

Director – Andrew Ashcroft Planning Limited

Executive Summary

- 1 I was appointed by the City of York Council in November 2019 to carry out the independent examination of the Heslington Parish Neighbourhood Development Plan.
- 2 The examination was undertaken by written representations. I visited the neighbourhood area on 15 January 2020.
- 3 The Plan includes a range of policies and seeks to bring forward positive and sustainable development in the neighbourhood area. It addresses potential development opportunities at the campuses of the University of York. It also proposes the designation of a suite of local green spaces.
- 4 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.
- 5 Subject to a series of recommended modifications set out in this report I have concluded that the Heslington Parish Neighbourhood Plan meets all the necessary legal requirements and should proceed to referendum.
- 6 I recommend that the referendum should be held within the neighbourhood area.

Andrew Ashcroft
Independent Examiner
24 March 2021

1 Introduction

- 1.1 This report sets out the findings of the independent examination of the Heslington Neighbourhood Development Plan 2017-2033 (the 'Plan').
- 1.2 The Plan has been submitted to the City of York Council (CYC) by Heslington Parish Council in its capacity as the qualifying body responsible for preparing the neighbourhood plan.
- 1.3 Neighbourhood plans were introduced into the planning process by the Localism Act 2011. They aim to allow local communities to take responsibility for guiding development in their area. This approach was subsequently embedded in the National Planning Policy Framework (NPPF) 2012 and its updates in 2018 and 2019. The NPPF continues to be the principal element of national planning policy.
- 1.4 The role of an independent examiner is clearly defined in the legislation. I have been appointed to examine whether or not the submitted Plan meets the basic conditions and Convention Rights and other statutory requirements. It is not within my remit to examine or to propose an alternative plan, or a potentially more sustainable plan except where this arises as a result of my recommended modifications to ensure that the plan meets the basic conditions and the other relevant requirements.
- 1.5 A neighbourhood plan can be narrow or broad in scope. Any plan can include whatever range of policies it sees as appropriate to its designated neighbourhood area. The submitted Plan has been designed to be distinctive in general terms, and to be complementary to the development plan in particular. It has a clear focus on preserving the character and the appearance of the neighbourhood area and on designating local green spaces.
- 1.6 Within the context set out above this report assesses whether the Plan is legally compliant and meets the basic conditions that apply to neighbourhood plans. It also considers the content of the Plan and, where necessary, recommends modifications to its policies and supporting text.
- 1.7 This report also provides a recommendation as to whether the Plan should proceed to referendum. If this is the case and that referendum results in a positive outcome the Plan would then be used to determine planning applications within the Plan area and will sit as part of the wider development plan.

2 The Role of the Independent Examiner

- 2.1 The examiner's role is to ensure that any submitted neighbourhood plan meets the relevant legislative and procedural requirements.
- 2.2 I was appointed by CYC, with the consent of the Parish Council, to conduct the examination of the Plan and to prepare this report. I am independent of both CYC and the Parish Council. I do not have any interest in any land that may be affected by the Plan.
- 2.3 I possess the appropriate qualifications and experience to undertake this role. I am a Director of Andrew Ashcroft Planning Limited. In previous roles, I have over 35 years' experience in various local authorities at either Head of Planning or Service Director level. I am a chartered town planner and have significant experience of undertaking other neighbourhood plan examinations and health checks. I am a member of the Royal Town Planning Institute and the Neighbourhood Planning Independent Examiner Referral Service.

Examination Outcomes

- 2.4 In my role as the independent examiner of the Plan I am required to recommend one of the following outcomes of the examination:
- (a) that the Plan is submitted to a referendum; or
 - (b) that the Plan should proceed to referendum as modified (based on my recommendations); or
 - (c) that the Plan does not proceed to referendum on the basis that it does not meet the necessary legal requirements.
- 2.5 The outcome of the examination is set out in Sections 7 and 8 of this report.

Other examination matters

- 2.6 In examining the Plan I am required to check whether:
- the policies relate to the development and use of land for a designated neighbourhood plan area; and
 - the Plan meets the requirements of Section 38B of the Planning and Compulsory Purchase Act 2004 (the Plan must specify the period to which it has effect, must not include provision about development that is excluded development, and must not relate to more than one neighbourhood area); and
 - the Plan has been prepared for an area that has been designated under Section 61G of the Localism Act and has been developed and submitted for examination by a qualifying body.
- 2.7 I have addressed the matters identified in paragraph 2.6 of this report. I am satisfied that the submitted Plan complies with the three requirements.

3 Procedural Matters

3.1 In undertaking this examination I have considered the following documents:

- the submitted Plan;
- the supporting evidence documents;
- the Basic Conditions Statement;
- the Consultation Statement;
- the SEA and HRA screening report;
- the Parish Council's responses to the Clarification Note;
- the City of York Council's responses to the Clarification Note;
- the representations made to the Plan;
- the saved elements of the Regional Spatial Strategy for Yorkshire and Humber;
- the City of York Draft Local Plan incorporating the Fourth Set of Changes Development Control Local Plan (April 2005);
- the submitted City of York Local Plan 2017-2033;
- *Wedgewood v City of York Council* EWHC 780 (Admin) WL 02086186;
- the National Planning Policy Framework (February 2019);
- the Use Classes Order 2020;
- Planning Practice Guidance (March 2014 and subsequent updates); and
- relevant Ministerial Statements.

3.2 I visited the neighbourhood area on 15 January 2020. I looked at its overall character and appearance and at those areas affected by policies in the Plan in particular. The visit is covered in more detail in paragraphs 5.9 to 5.16 of this report.

3.3 It is a general rule that neighbourhood plan examinations should be held by written representations only. Having considered all the information before me, including the representations made to the submitted plan, I was satisfied that the Plan could be examined without the need for a public hearing. I advised CYC of this decision after I had received the responses to the clarification note.

4 Consultation

Consultation Process

- 4.1 Policies in made neighbourhood plans become the basis for local planning and development control decisions. As such the regulations require neighbourhood plans to be supported and underpinned by public consultation.
- 4.2 In accordance with the Neighbourhood Planning (General) Regulations 2012 the Parish Council has prepared a Consultation Statement. This Statement sets out the mechanisms used to engage all concerned in the plan-making process. The flow chart in Section 4 is particularly helpful and informative. It also provides specific details about the consultation process that took place on the pre-submission version of the Plan (January to March 2019). Its principal feature is the way in which it captures the key issues in a proportionate way and is then underpinned by more detailed appendices.
- 4.3 The Statement sets out details of the comprehensive range of consultation events that were carried out in relation to the initial stages of the Plan. They included:
- the preparation of the initial questionnaires;
 - the delivery of the questionnaires to every household in the neighbourhood area;
 - the engagement with businesses, landowners and other organisations;
 - liaison with the University of York;
 - liaison with its students;
 - the use of a quarterly Heslington newsletter;
 - the development of website links; and
 - detailed engagement during the pre-submission consultation phase including organising a drop-in session.
- 4.4 Appendix 4 of the Statement reproduces details of the way in which the Parish Council engaged with the wider community. It provides a degree of depth and interest to the Statement. It is clear that the process has been proportionate and robust.
- 4.5 Appendices 1/2/3 of the Statement provide specific details on the comments received as part of the consultation process on the pre-submission version of the Plan. It identifies the principal changes that worked their way through into the submission version. They help to describe the way in which the plan has been refined in response to this important part of the plan-making process.
- 4.6 It is clear that consultation has been an important element of the Plan's production. Advice on the neighbourhood planning process has been made available to the community in a positive and direct way by those responsible for the Plan's preparation.
- 4.7 From all the evidence provided to me as part of the examination, I can see that the Plan has promoted an inclusive approach to seeking the opinions of all concerned

throughout the process. CYC has carried out its own assessment that the consultation process has complied with the requirements of the Regulations.

Representations Received

4.8 Consultation on the second submitted plan was undertaken by CYC for a six-week period that ended on 11 December 2019. This exercise generated comments from a range of organisations as follows:

- Heslington Village Meeting Room Committee
- Environment Agency
- Historic England
- Coal Authority
- City of York Council
- University of York
- Langwith Developments

4.9 Representations were also received from seven local residents. I have taken all the representations into account in examining the Plan. Where it is appropriate to do so I make specific reference to certain representations on a policy-by-policy basis.

5 The Neighbourhood Area and the Development Plan Context

The Neighbourhood Area

- 5.1 The neighbourhood area consists of the parish of Heslington. The population is heavily influenced by the presence of the University of York and the various elements of residential accommodation for its students. There were 4,792 usual residents in 2011. Of these, 23.5% lived in households and 76.5% lived in communal establishments. The average (mean) age of residents was 24.9 years. It was designated as a neighbourhood area on 22 November 2016. It is an irregular area located in the south-eastern part of the City of York.
- 5.2 Heslington is an area of great interest and contrasts. Its northern element is part of the built-up part of the City of York. It is based around Main Street and Field Lane. It includes the principal campus of the University of York. It also includes the more modern campus to the east off Lakeside Way. The attractive village centre is based on a spur of Main Street and includes a range of retail and commercial uses.
- 5.3 The remainder of the neighbourhood area consists of an attractive agricultural hinterland. It is located both within and outside the York Outer Ring Road (A1237). The south-eastern part of the neighbourhood area includes part of the former Elvington Airfield. The neighbourhood area is affected by proposals for major strategic development in the emerging Local Plan.

Development Plan Context

- 5.4 The development plan context is both complex and unusual. It consists of two saved policies from the Regional Spatial Strategy for Yorkshire and Humber as follows:

Policy YH9: Green Belts – the definition of the inner boundaries of the Green Belt around York.

Policy Y1: York sub area – the definition of detailed boundaries of the outstanding sections of the green belt and the inner boundary and the protection and enhancement of the historical and environmental character of York.

These saved policies will apply in the neighbourhood area until they replaced by the emerging City of York Local Plan.

- 5.5 The CYC does not have a formally adopted Local Plan. The City of York Draft Local Plan incorporating the Fourth Set of Changes Local Plan (April 2005) was approved for development management purposes. Its policies are capable of being material planning considerations in the determination of planning applications where policies relevant to the application are consistent with those in the NPPF. This has proved to be particularly useful in the application of Green Belt policy. In March 2020 the High Court issued guidance about the way in which Green Belt issues should be considered in the City whilst definitive boundaries are being prepared in the emerging Local Plan. I refer to this matter in Section 7 of the report.

- 5.6 The Basic Conditions Statement highlights the policies in the development plan and how they relate to policies in the submitted Plan. This is good practice. It also explains the complicated context within which the neighbourhood plan has been prepared.
- 5.7 The emerging City of York Local Plan (2017-2033) was making good progress at the time of this examination. It was submitted for its own examination in May 2018. Consultation took place on proposed Main Modifications to that Plan in June/July 2019. In June and July 2020, the appointed planning inspectors wrote to CYC on Green Belt and household projection matters respectively. CYC responded with a housing needs update in October 2020. In recent months CYC has been providing additional information to the inspectors on Green Belt matters.
- 5.8 The submitted Plan has been designed to run concurrently with the emerging York Local Plan. This follows important national advice in Planning Practice Guidance.

Unaccompanied Visit

- 5.9 I visited Heslington on 15 January 2020. I drove into the neighbourhood area from the A64 to the immediate east of York. This gave me an initial impression of its setting and the character. It also highlighted its connection to the strategic road system and to the wider City of York. I was fortunate in having chosen a dry and sunny day for the visit after the effects of Storm Brendan earlier in the week. I was rewarded with excellent views of York Minster from the A64.
- 5.10 I looked initially at the part of the neighbourhood area to the south and east of the A64. I saw that it had an open and agricultural character. I drove along Elvington Lane so that I could see the general location of the proposed strategic housing site in the emerging Local Plan. I saw its location both in relation to the surrounding countryside and to the Elvington Airfield.
- 5.11 Thereafter I headed towards the built-up part of the neighbourhood area to the north and west of the A64. I looked initially at the University of York, Campus East. I saw the way in which it was attractively arranged around Lakeside Way. I also saw the Unity Health building and the local retail facilities.
- 5.12 I then looked at the village centre of Heslington. I saw the way in which it was distinct in its character and appearance based on the green verges on both sides of Main Street and the arrangement of the various buildings to these verges. I saw its range of vernacular brick buildings, mainly with clay pantile roofs. The attractiveness of the village centre was further reinforced by the high standards of the maintenance of the various buildings. I saw the various commercial facilities, including two banks and a post office. The Brown's Bakery shop was particularly popular.
- 5.13 Thereafter I looked at the range of proposed local green spaces mainly arranged to the south-west and to the north-east of the village centre. They varied in their scale and character. In their different ways they reflected the historic development of Heslington, its ecclesiastical importance and the development of sporting and

recreational facilities. The concentration of the proposed local green spaces based around St Paul's Church results in a very attractive and open environment in the heart of the village opposite the entrance to Heslington Hall.

- 5.14 I then walked up Spring Lane into the main University Campus. I saw the way in which it was attractively arranged within a sylvan setting around the iconic lake. In doing so I saw the way in which several students were taking advantage of the seating and the wider urban design of the campus on a bright Winter day.
- 5.15 I retraced my steps back along Spring Lane and then continued along Main Street/Heslington Lane. I saw the Halifax College Buildings and the aptly-named 22 acres playing fields.
- 5.16 Thereafter I drove back to the Hull Road. I saw the B&Q building and the rather interesting Inner Space Stations Service Station with its roof-mounted daleks. I left the neighbourhood area along the A64.

6 The Neighbourhood Plan and the Basic Conditions

6.1 This section of the report deals with the submitted neighbourhood plan as a whole and the extent to which it meets the basic conditions. The submitted Basic Conditions Statement has helped considerably in the preparation of this section of the report. It is a well-presented and informative document. It is also proportionate to the Plan itself.

6.2 As part of this process I must consider whether the submitted Plan meets the Basic Conditions as set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990. To comply with the basic conditions, the Plan must:

- have regard to national policies and advice contained in guidance issued by the Secretary of State;
- contribute to the achievement of sustainable development;
- be in general conformity with the strategic policies of the development plan in the area;
- be compatible with European Union (EU) and European Convention on Human Rights (ECHR) obligations; and
- not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017 (7).

6.3 I assess the Plan against the basic conditions under the following headings:

National Planning Policies and Guidance

6.4 For the purposes of this examination the key elements of national policy relating to planning matters are set out in the National Planning Policy Framework (NPPF) issued in February 2019. This approach is reflected in the submitted Basic Conditions Statement.

6.5 The NPPF sets out a range of core land-use planning issues to underpin both plan-making and decision-taking. The following are of particular relevance to the Heslington Parish Neighbourhood Plan:

- a plan led system – in this case the relationship between the neighbourhood plan and existing development plan context as described in section 5 of this report;
- delivering a sufficient supply of homes;
- building a strong, competitive economy;
- recognising the intrinsic character and beauty of the countryside and supporting thriving local communities;
- taking account of the different roles and characters of different areas;
- highlighting the importance of high-quality design and good standards of amenity for all future occupants of land and buildings; and
- conserving heritage assets in a manner appropriate to their significance.

- 6.6 Neighbourhood plans sit within this wider context both generally, and within the more specific presumption in favour of sustainable development. Paragraph 13 of the NPPF indicates that neighbourhoods should both develop plans that support the strategic needs set out in local plans and plan positively to support local development that is outside the strategic elements of the development plan.
- 6.7 In addition to the NPPF I have also taken account of other elements of national planning policy including Planning Practice Guidance and ministerial statements. Plainly the development plan context with the City is both unusual and challenging. In these circumstances I have given particular attention to the relevant part of Planning Practice Guidance (ID: 41-009-0509). This part of national policy comments about the way in which a qualifying body and a local planning authority should discuss and aim to agree the relationship between policies in an emerging neighbourhood plan, an emerging local plan (or spatial development strategy) and the adopted development plan with appropriate regard to national policy and guidance.
- 6.8 Having considered all the evidence and representations available as part of the examination I am satisfied that the submitted Plan has had regard to national planning policies and guidance in general terms. It sets out a positive vision for the future of the neighbourhood area. In particular it includes a series of policies on the scale and nature of new development. It identifies three settlement gaps and proposes local green spaces. The Basic Conditions Statement maps the policies in the Plan against the appropriate sections of the NPPF.
- 6.9 At a more practical level the NPPF indicates that plans should provide a clear framework within which decisions on planning applications can be made and that they should give a clear indication of how a decision-maker should react to a development proposal (paragraph 16d). This was reinforced with the publication of Planning Practice Guidance in March 2014. Paragraph ID:41-041-20140306 indicates that policies in neighbourhood plans should be drafted with sufficient clarity so that a decision-maker can apply them consistently and with confidence when determining planning applications. Policies should also be concise, precise and supported by appropriate evidence.
- 6.10 As submitted the Plan does not fully accord with this range of practical issues. The majority of my recommended modifications in Section 7 relate to matters of clarity and precision. They are designed to ensure that the Plan fully accords with national policy.

Contributing to sustainable development

- 6.11 There are clear overlaps between national policy and the contribution that the submitted Plan makes to achieving sustainable development. Sustainable development has three principal dimensions – economic, social and environmental. It is clear that the submitted Plan has set out to achieve sustainable development in the neighbourhood area. In the economic dimension the Plan includes policies for housing development, for employment development and for the future development of the University (Policies HES8-12, HES2 and HES19 respectively). In the social role, it includes a policy on local green spaces (Policy HES13). In the environmental

dimension the Plan positively seeks to protect its natural, built and historic environment. It has specific policies on design (Policy HES4), on urban character (HES6) and on green infrastructure (Policy HES14). The Parish Council has undertaken its own assessment of this matter in the submitted Basic Conditions Statement.

General conformity with the strategic policies in the development plan

- 6.12 I have already commented in detail on the development plan context in the City of York in paragraphs 5.4 to 5.8 of this report. I am satisfied that subject to the incorporation of the modifications recommended in this report that the submitted Plan is in general conformity with the strategic policies in the development plan.
- 6.13 I also consider that the submitted Plan delivers a local dimension to this strategic context. The Basic Conditions Statement helpfully relates the Plan's policies to policies in the development plan. I am satisfied that the submitted Plan is in general conformity with the strategic policies in the development plan.

European Legislation and Habitat Regulations

- 6.14 The Neighbourhood Plan General Regulations 2015 require a qualifying body either to submit an environmental report prepared in accordance with the Environmental Assessment of Plans and Programmes Regulations 2004 or a statement of reasons why an environmental report is not required.
- 6.15 In order to comply with this requirement a screening exercise was undertaken on the need or otherwise for a Strategic Environmental Assessment (SEA) to be prepared for the Plan. The report is thorough and well-constructed. As a result of this process it concluded that the Plan is not likely to have any significant effects on the environment and accordingly would not require SEA.
- 6.16 The screening report includes a separate Habitats Regulations Assessment (HRA) of the Plan. It takes account of the likely effects of development in the neighbourhood area on the Strensall Common SAC, the Skipwith Common SAC, the River Derwent SAC, the Lower Derwent SAC, SPA and Ramsar site and on the Humber Estuary SPA, SAC and Ramsar site. It concludes that the Plan is not considered to have the potential to cause a likely significant adverse effect on a European protected site. It also concludes that there will be no likely significant in-combination effects. Its level of detail provides assurance that this important matter has been comprehensively addressed.
- 6.17 The screening reports include the responses received as part of the required consultation. In doing so they provide assurance to all concerned that the submitted Plan takes appropriate account of important ecological and biodiversity matters.
- 6.18 Having reviewed the information provided to me as part of the examination, I am satisfied that a proportionate process has been undertaken in accordance with the various regulations. In the absence of any evidence to the contrary, I am entirely satisfied that the submitted Plan is compatible with this aspect of European obligations. The work undertaken on HRA screening is exemplary.

- 6.19 In a similar fashion I am satisfied that the submitted Plan has had regard to the fundamental rights and freedoms guaranteed under the European Convention on Human Rights (ECHR) and that it complies with the Human Rights Act. There is no evidence that has been submitted to me to suggest otherwise. In addition, there has been full and adequate opportunity for all interested parties to take part in the preparation of the Plan and to make their comments known. On the basis of all the evidence available to me, I conclude that the submitted Plan does not breach, nor is in any way incompatible with the ECHR.

Summary

- 6.20 On the basis of my assessment of the Plan in this section of my report I am satisfied that it meets the basic conditions subject to the incorporation of the recommended modifications contained in this report.

7 The Neighbourhood Plan policies

- 7.1 This section of the report comments on the policies in the Plan. In particular, it makes a series of recommended modifications to ensure that they have the necessary precision to meet the basic conditions.
- 7.2 My recommendations focus on the policies themselves given that the basic conditions relate primarily to this aspect of neighbourhood plans. In some cases, I have also recommended changes to the associated supporting text.
- 7.3 I am satisfied that the content and the form of the Plan is fit for purpose. It is distinctive and proportionate to the neighbourhood area. The wider community and the Parish Council have spent time and energy in identifying the issues and objectives that they wish to be included in their Plan. This sits at the heart of the localism agenda.
- 7.4 The Plan has been designed to reflect Planning Practice Guidance (Section 41-004-20190509) which indicates that neighbourhood plans must address the development and use of land. The Plan includes a series of Community Aspirations. They are properly distinguished from the principal land use policies.
- 7.5 I have addressed the policies in the order that they appear in the submitted Plan. Where necessary I have identified the inter-relationships between the policies. The Community Aspirations are addressed after the policies.
- 7.6 For clarity this section of the report comments on all policies whether or not I have recommended modifications in order to ensure that the Plan meets the basic conditions.
- 7.7 Where modifications are recommended to policies they are highlighted in bold print. Any associated or free-standing changes to the text of the Plan are set out in italic print.

The initial section of the Plan (Sections 1-7)

- 7.8 These initial parts of the Plan set the scene for the range of policies. They do so in a proportionate way. The Plan is presented in a professional way. A very clear distinction is made between its policies and the supporting text. It also highlights the links between the Plan's objectives and its resultant policies.
- 7.9 The Introduction comments generally about the neighbourhood area and how it relates to the emerging Local Plan. It does so to good effect. It identifies the Plan period.
- 7.10 Section 2 comments about the development of the Plan. It also provides background information about how the Plan was prepared and the SEA and HRA work that has been undertaken.
- 7.11 Section 3 comments about what the Plan is seeking to achieve. It helpfully summarises the policies.

- 7.12 Section 4 comments about the policy evidence and data used to support and develop the Plan. It highlights the difference between the quantitative and the qualitative data that was used in this process.
- 7.13 Section 5 comments about the wider planning policy context within which The Plan has been prepared. It also comments about the neighbourhood area and a range of matters which have influenced the preparation of the Plan. It has a particular focus on its history, its landscape setting, the University of York and the York Science Park.
- 7.14 Section 6 comments about the community and stakeholder engagement. It is particularly comprehensive in its coverage and detail. It also usefully overlaps with the submitted Consultation Statement.
- 7.15 Section 7 comments about the Plan's growth strategy. It draws attention to the overlapping approach being promoted in the emerging City of York Local Plan.
- 7.16 The remainder of this section of the report addresses each policy in turn in the context set out in paragraphs 7.5 to 7.7 of this report.

Policy HES:1 Main Street Change of Use

- 7.17 This policy seeks to sustain and diversify the range of uses in Main Street. It has three related parts as follows:
- supporting changes of use to retail (A1), food and drink (A3/A4) and medical/community uses (D1) subject to a series of traffic and amenity considerations;
 - supporting proposals to diversify the use of public houses where its principal use remains; and
 - any acceptable proposals should otherwise conform with detailed design policies elsewhere in the Plan.
- 7.18 The policy was developed in good faith in the period leading up to its submission. However, in September 2020 the Use Classes Order was substantially revised. It introduces three new use classes as follows:

Class E	Commercial, business and service uses
Class F1	Learning and non-residential uses
Class F2	Local community uses

The new Use Class E incorporates several former use classes including A1(shops), A2 (financial and professional services) and A3 (cafes or restaurants). In this context there is now considerable flexibility for different business functions to be undertaken in towns and village centres without the need for planning permission.

- 7.19 In this context I recommend specific modifications to the policy to take account of the revised approach and details of the 2020 Use Classes Order. In particular I recommend that the former references to Class A uses and D1 uses are replaced by

the relevant use class categories in the 2020 Use Classes Order. In the round this approach will offer support for the ongoing safeguarding and extension of the role, importance and significance of the village centre. In doing so it acknowledged the government's wider ambition to stimulate the role of town and village centres both in general, and in response to the Covid pandemic in particular.

7.20 In general terms the policy makes a positive response to the current mix of uses in Main Street. However, in places it has an unusual format. In particular criterion c) which comments about the Plan's approach towards proposals which would result in the loss of existing commercial facilities to residential use is effectively a separate part of the policy. This also applies to the element on the potential diversification of the use of public houses. I recommend modifications to address these substantive matters. I also recommend detailed modifications to the wording used so that the policy has the clarity required by the NPPF.

7.21 I also recommend three specific modifications to the policy as follows:

- that the final part of the policy takes on a more general format. Its effect would then be, irrespective of the use of any property, that new development should comply with the design and character policies in the Plan;
- that the policy title is modified. It is a wide-ranging policy which addresses more than simply changes of use; and
- that 'Main Street area' is defined on a Map. Whilst the village centre is largely self-evident such clarity is required for a development plan policy.

After Main Street area add 'as shown on Map [insert number]

In the opening part of the policy replace 'for change of use.... other community facilities (D1)' with 'for change of use to commercial, business and service uses (Class E), to pubs and other drinking establishments, or to Learning and non-residential uses (Class F1)'

In the initial part of the policy replace 'subject to' with 'subject to the following criteria:'

Replace a) with 'they do not generate unacceptable impacts on traffic safety or the capacity of the local highway network; and'

Replace b) with 'they do not have an unacceptable impact on the residential amenities of the immediate local area'

Replace c) with a free-standing paragraph of the policy to read:

'Proposals which would involve the loss of Class E, Class F1 and pubs and other drinking establishments in the Main Street area will not be supported unless the applicant can demonstrate that no other similar business uses would be commercially viable'

Reposition d) (without modifications) to a free-standing part of the policy. In doing so delete the preceding ‘In addition’

In the final part of the policy replace ‘In the event.....use, any’ with ‘Insofar as planning permission is required all’

Replace the policy title with: ‘Sustaining the vitality and the viability of Main Street’

Show the Main Street area on a map in the Plan.

Policy HES: 2 New Business and Employment Development

7.22 This policy offers support for new business and employment development in three locations as follows:

- the existing science and business parks on the University campuses;
- within designated housing sites (which may be included in the emerging Local Plan); and
- within farm complexes to support rural diversification.

7.23 This element of the policy is positively-worded. It provides a positive local response to Section 6 of the NPPF.

7.24 The final part of the policy offers support for the development of sporting facilities. Whilst this part of the policy is slightly out of context with the remainder of the policy it has the ability to contribute towards business and employment development in the neighbourhood area. Nevertheless, I recommend that this part of the policy becomes a separate and free-standing element of the policy.

7.25 I also recommend modifications to the wording used elsewhere in the policy so that it has the clarity required by the NPPF and can be applied clearly and consistently by CYC. Otherwise it meets the basic conditions.

In c) replace ‘providing.... adverse impact’ with ‘where there would be no unacceptable adverse impacts’

In the final element of the policy (sports development) incorporate d) directly into the preceding wording - losing the d)

In this final and consolidated part of the policy replace ‘significant’ with ‘unacceptable’

Policy HES: 3 Agriculture and Rural Enterprise

7.26 This policy recognises that much of the neighbourhood area is in agricultural use. The purpose of the policy (paragraph 9.1) identifies that it intends to support the viability of working farms as thriving businesses whilst making a positive contribution to green

infrastructure. This is further consolidated in Section 9.3 which sets out a series of priorities for the working farms. They include:

- developing renewable energy;
- the promotion of diversification projects;
- providing access to high speed Broadband; and
- helping farming businesses to build profitability and to respond to new business opportunities.

7.27 The policy seeks to provide a context to deliver such initiatives. However, its language is less than clear. As such I recommend modifications so that it has the clarity required by the NPPF. In particular I recommend that the criterion on traffic movements is replaced by one which addresses both existing and new traffic movements. I also recommend consequential modifications to the Interpretation.

7.28 I recommend a modification to the title of the policy. Its focus on agriculture is not directly reflected in the policy itself. In any event most forms of agricultural development do not need planning permission and therefore cannot be controlled by a policy.

After ‘proposals’ add: ‘for rural enterprise and rural diversification’

In a) delete ‘and acknowledge’

Replace b) with: ‘provide safe vehicular access points to the highway network and ensure that existing and the proposed new traffic generated by the wider use of any farm/rural enterprise can be safely accommodated in the local highway network’

Replace c) with: ‘ensure the compatibility between the proposed new uses and any existing agricultural activities on the site concerned’

In the Interpretation replace ‘Applications... ensures’ with ‘This policy has been designed to facilitate rural diversification projects whilst ensuring’

Replace the policy title with: ‘Rural enterprise and rural diversification’

Policy HES: 4 Sustainable Design

7.29 This policy sets out the Plan’s intentions to secure sustainable design. As the Interpretation comments it seeks ‘to ensure that development is designed to be sustainable and inclusive’. It is based around a series of design principles which include:

- complementing the character of the surrounding area;
- providing active frontages to streets;
- creating safe and attractive pedestrian environments; and

- providing a range of parking solutions.

- 7.30 In general terms the policy has been well-developed. It seeks to ensure that the quality of new development is distinctive and of the highest quality. However, whilst this is appropriate in principle, it fails to acknowledge that the majority of development will be modest in its nature and is unlikely to trigger the need to take account of all of the development and character principles. In this regard I recommend that the opening part of the policy clarifies that the principles will apply as appropriate to the nature, scale and location of the proposed development.
- 7.31 I recommend that the first criterion is modified to clarify its intention. As the University comments it implies that character areas have been defined against which development proposals can be assessed. The recommended modification provides a more general approach but which does not undermine the effectiveness of the policy.
- 7.32 I recommend that principle g) is removed from the list of principles and sits as a free-standing part of the policy. Unlike the preceding six elements of the policy it is not a sustainable design feature in its own right.
- 7.33 I also recommend modifications to the wording used elsewhere in the policy so that it has the clarity required by the NPPF and can be applied clearly and consistently by CYC. Otherwise, it meets the basic conditions.

At the beginning of the policy add: ‘As appropriate to the nature, scale and location of the proposed development’

In the opening part of the policy replace ‘use’ with ‘are of a’

In the opening part of the policy replace ‘sustainable urban design principles. This includes’ with ‘the following sustainable urban design principles’

In principle a) replace ‘the surrounding character areas’ with ‘the character of the surrounding area’

Reposition principle g) so that it is a free-standing element of the policy (without the g))

In the final part of the policy replace ‘are welcomed’ with ‘will be particularly supported’

Policy HES: 5 Crime Prevention and Reduction

- 7.34 This policy offers support to development proposals which are designed to create safe communities. It specifically references the principles of ‘Secured by Design’.
- 7.35 The policy complements national and emerging Local Plan policies. It meets the basic conditions.

Policy HES: 6 Urban Character

- 7.36 This is an important policy in the wider context of the Plan. It provides detailed guidance to ensure that new design in the built-up part of the neighbourhood area reflects its urban design and character. In this context the policy is helpfully underpinned by the wide-ranging supporting text in Section 10 of the Plan.
- 7.37 The policy produces a series of design principles with which new development should comply. They include:
- respecting the vernacular form and scale of existing buildings;
 - preserving gardens and open spaces;
 - maintaining historic paths and routes; and
 - specific design and reinstatement issues in the designated conservation area.
- 7.38 In general terms the policy has been well-developed. It seeks to ensure that the quality of new development is distinctive and of the highest quality. However, whilst this is appropriate in principle, it fails to acknowledge that the majority of development will be modest in its nature and is unlikely to trigger the need to take account of all of the development and character principles. In this regard I recommend that the opening part of the policy clarifies that the principles will apply as appropriate to the nature, scale and location of the proposed development.
- 7.39 I also recommend detailed modifications to the wording used in the various criteria so that they have the clarity required by the NPPF. In criterion j) the recommended modification acknowledges that in some case the reinstatement of traditional period features may not need either planning permission or listed building consent.
- 7.40 Otherwise the policy meets the basic conditions. It is an excellent local response to this important national agenda. It should result in sensitive and sustainable new development in the Plan period.

At the beginning of the policy add: ‘As appropriate to the nature, scale and location of the proposed development’

In a) add at the end ‘of existing buildings’

In h) replace ‘practical’ with ‘practicable’

In i) add ‘and insofar as planning permission and/or listed building consent is required’

Policy HES: 7 Conversion of existing buildings

- 7.41 This policy seeks to ensure that conversions/extensions/adaptations to existing buildings are of a scale and design that are subservient to the original building.

- 7.42 The opening part of the policy applies the policy to those parts of the neighbourhood area 'outside strategic development site allocations' and the existing boundaries of the University campuses. Historic England correctly identify that the precise nature and outcome of the Local Plan remains uncertain. In any event the wording of the policy does not directly relate either to its title or to the Interpretation of the policy. In both case the focus is on works to existing buildings.
- 7.43 I recommend modifications to the policy to address these issues. The first clarifies the coverage of the policy. The second removes the geographic references in the policy. In effect a policy for alterations and adaptations for existing buildings should apply across the neighbourhood area. The third clarifies that the policy title and the policy itself will apply to alterations and adaptations to buildings in addition to conversions.

**Replace the opening part of the policy with:
'Proposals for the conversion, extension or alteration of existing buildings will be supported where they:'**

In the title replace 'Conversion' with 'The conversion, extension or alteration'

Policy HES: 8 New housing

- 7.44 This policy comments about new housing proposals in those parts of the neighbourhood area that are unaffected by strategic development proposals or are within the University campuses. It proposes a series of locational, design and amenity considerations.
- 7.45 I sought clarification from the Parish Council on the structure of the policy. Whilst it has six criteria, they are broken into two separate categories. I recommend modifications to the structure of the policy so that it applies all six criteria in an equal fashion as anticipated by the Parish Council in designing the policy. I also recommend that the references to strategic development sites and the University are repositioned into the Interpretation.
- 7.46 I also recommend detailed modifications to the wording used in the policy so that it would have the clarity required by the NPPF.

Delete 'Beyond thecampuses'

**In the body of the policy delete 'Development proposals.... if they'
In c) add 'where practicable' before 'enhance'**

At the end of the first paragraph of the Interpretation add: 'Policy HES 8 comments about general development proposals for housing. It does not address the strategic development proposals arising from the emerging City of York Local Plan or development on the various campus sites of the University of York'

Policy HES: 9 Housing Mix and Affordability

- 7.47 This policy comments about housing mix and affordability on strategic developments which may come forward within the neighbourhood area. By definition the delivery of strategic development in the neighbourhood area is dependent on the eventual outcome of the emerging Local Plan.
- 7.48 The second criterion of the policy comments that affordable housing should be provided on site and not provided remotely through financial contributions. CYC comment that such an approach is contrary to the approach for the delivery of affordable housing in its emerging Local Plan (Policy H10).
- 7.49 I sought the Parish Council's comments on this issue in the clarification note. It responded that the submitted policy had not been tested for its potential effect on the viability of development sites. At the same time, it accepted that a similar approach to that in the emerging Local Plan would relate well to the wider objectives of the policy. I recommend accordingly. In the event that the Local Plan policy approach is refined through its examination process the Parish Council will have the opportunity to propose minor modification to the policy approach that would then be incorporated into any 'made' neighbourhood plan.

In the initial part of the policy replace 'the' with 'any' and after allocations add 'arising from the City of York Local Plan'

Replace b) with: 'affordable housing is provided to the most recent standards published by the City of York Council. On sites of 15 homes and above on-site provision of the required level of affordable housing will be expected, unless offsite provision or a financial contribution of equivalent value can be robustly justified'

In the second part of the Interpretation replace 'is not supported' with 'will not be supported unless offsite provision or a financial contribution of equivalent value can be robustly justified. This approach overlaps with the approach in the emerging City of York Local Plan'

Policy HES: 10 Housing in Multiple Occupation

- 7.50 This policy identifies a series of issues with which proposals for a change of use to a house in multiple occupation (HMO) will need to comply. They include:
- they would not harm the character and appearance of the building concerned;
 - their effects on the amenities of neighbouring residential properties; and
 - they would not create unacceptable highway issues.
- 7.51 The policy takes an appropriate approach to this important matter in the neighbourhood area. The various criteria are well-balanced and will provided clarity and consistency both to CYC and potential investors and developers. It provides an appropriate approach that is complementary to the CYC Article 4 Direction on HMOs.

- 7.52 The final paragraph of the policy ‘encourages’ proposals to change HMOs back to a traditional dwelling house. I recommend that this element of the policy is deleted given that such changes of use would be permitted development. Nevertheless, as a statement of intent I recommend that it is repositioned into the Interpretation.
- 7.53 I also recommend detailed modifications to the wording used in the various criteria so that they have the clarity required by the NPPF.
- 7.54 Finally I recommend modifications to the Interpretation Section to take account of a factual update suggested by CYC.

At the beginning of the policy add: ‘Proposals for a’

In a) replace ‘not harm’ with ‘not cause unacceptable harm to’

In c) replace ‘so as not to harm visual amenity’ with ‘and would not cause unacceptable harm to the visual amenity of the immediate locality of the property concerned’

Delete the final paragraph of the policy.

In the Interpretation replace ‘Houses in Multiple Occupation Technical Paper (2011, updated 2014)’ with ‘Draft Controlling the Concentration of Houses in Multiple Occupation SPD (Approved 2012, Amended July 2014)’.

At the end of the Interpretation add:

‘Proposals for the conversion of HMOs back to traditional dwelling houses are permitted development and therefore do not need planning permission. However, the Plan would encourage and support such proposals’

Policy HES: 11 Housing and community facilities

- 7.55 This policy offers support for community and recreational facilities on any strategic housing sites in the neighbourhood area which may be included in the emerging Local Plan. Its third part requires that any sites which are developed incrementally include a master plan design statement which includes the location of community facilities and otherwise complies with other neighbourhood plan policies.
- 7.56 I am satisfied that the policy takes a general and a non-prescriptive approach. In addition, it does not seek to influence the development of local plan policies or express a preference for any particular site.
- 7.57 I recommend modifications to the title of the policy and its opening element so that they properly reflect its intention. I also recommend detailed modifications to the wording used in the various criteria so that they have the clarity required by the NPPF. Otherwise it meets the basic conditions.

**Replace the opening element of the policy with:
‘The development of any strategic sites in the neighbourhood area allocated in the emerging City of York Local Plan should:’**

In c) replace ‘Submit.... incrementally, which includes’ with ‘prepare a masterplan design statement in circumstances where strategic sites are developed incrementally and which identifies’

Replace the policy title with:

‘Community and recreational facilities in strategic housing sites’

Policy HES: 12 Purpose Built student accommodation

- 7.58 This policy seeks to address the issue of purpose-built student accommodation. Its approach is that such accommodation will only be supported within the existing development boundaries of the University campuses.
- 7.59 The policy has attracted an objection from the University. It comments that the submitted policy is at odds with Policy SS22 of the emerging Local Plan. The University also comments about the inconsistencies between the policy (which applies throughout the neighbourhood area) and the Interpretation (which has a focus on Heslington village).
- 7.60 I sought advice from the Parish Council on how the policy was anticipated to be applied across the neighbourhood area. It commented that it had been designed to apply within the existing University campuses and within the strategic development sites. Whilst this is helpful that approach would be restrictive and may prevent otherwise acceptable development proposals from coming forward. In this context the Plan provides no compelling evidence about the extent to which such development would be unacceptable. In any event that approach would not align with the approach in Policy SS22 of the emerging Local Plan. This comments about future expansion of the University. Whilst that policy supports the development of new student accommodation as part of that wider package it does not prevent purpose-built student accommodation proposals elsewhere. Similarly, Policy HES12 is not supported by any detailed evidence about the impacts of student accommodation within the wider parish and the ability or otherwise of the University to accommodate all its accommodation needs on land within its direct control.
- 7.61 I have considered all the information available to me very carefully. In all the circumstances I recommend that the Policy and the Interpretation are deleted.

Delete the policy

Delete the Interpretation

Policy HES: 13 Local Green Spaces

- 7.62 This policy proposes the designation of a package of local green spaces (LGSs). The supporting text in Section 12 makes appropriate references to paragraphs 99-101 of the NPPF and the national context to the designation of LGSs.
- 7.63 The policy approach is underpinned by Appendix 1 of the Plan (the LGS Evidence base). It provides a detailed assessment of each of the proposed LGS against the various criteria included in the NPPF. Both the process followed and the resulting document are exemplary.
- 7.64 The Appendix helpfully comments about the potential overlap between proposed LGSs and the existing and the proposed extent of the York Green Belt. I am satisfied that a proportionate approach has been taken on this matter. In particular it has taken account of the current stage at which the Local Plan has reached in its examination process. In this context I am satisfied that the proposed LGS at Pond Field (LGS12) is appropriate.
- 7.65 I am satisfied that in general terms the proposed LGS have been carefully chosen. They are distinctive to the neighbourhood area and reflect its character. In its response to the clarification note the Parish Council advised that proposed LGS 7 - Heslington Hall Gardens (Rear) is now listed by Historic England as a Heritage Category: Park and Garden Grade: II. List Entry Number: 1456517 and that the additional protection of LGS is no longer justified. I therefore recommend the deletion of LGS 7 accordingly.
- 7.66 In general terms I am satisfied that the proposed LGS designations accord with the more general elements of paragraph 99 of the NPPF. Firstly, the package of sites is consistent with the local planning of sustainable development. The Plan has sought to take account of the emerging City of York Local Plan in general and the way in which it addresses strategic housing issues in particular. The package of proposed LGSs are unaffected by alternative development proposals. Secondly, I am satisfied that the LGSs are capable of enduring beyond the end of the Plan period. Indeed, in many cases they are established elements of the local environment and are sensitively managed as green spaces in ways appropriate to their particular uses.
- 7.67 In general terms the policy itself takes the matter of fact approach in the NPPF on LGS designation. Nevertheless, I recommend that its format is modified so that it explicitly designates the various spaces as LGSs. This will result in the clarity required by the NPPF. Otherwise the effect and coverage of the policy is unaffected.
- 7.68 I also recommend the deletion of the second part of the policy which seeks to identify the nature of very special circumstances which may justify certain developments within identified LGSs. Whilst the types of development suggested are modest, they go beyond the matter of fact approach in the NPPF. Plainly it will be the CYC to assess any development proposals which may come forward within LGSs on their merit taking account of all the relevant material considerations. However, in the circumstances I recommend that the criteria are repositioned into the Interpretation section.

Replace the opening part of the policy with:

‘The Plan designates the following green spaces as shown in Figure 4 as Local Green Spaces:’

[List LGSs 1-6 and 8-13 numbers and descriptions]

After the schedule of sites add:

‘Development proposals that would affect the designated Local Green Spaces will only be supported in very special circumstances’

In the Interpretation insert the following after the first sentence:

‘CYC will assess any development proposals which may come forward within LGSs on their merit taking account of all the relevant material considerations. However small scale, ancillary development proposals on local green spaces may be supported where they meet each of the three following points:

List a) to c) from the policy (as submitted)’

Thereafter delete the second sentence of the Interpretation section.

Policy HES: 14 Green Infrastructure

- 7.69 This policy addresses green infrastructure. It is a particularly wide-ranging policy which has both a general application and one which relates specifically to identified ‘significant green spaces’ as identified in paragraph 13.5 and shown in Figure 6 of the Plan.
- 7.70 The generality of the policy indicates that development will be supported where it avoids significant harm to the environment of the neighbourhood area, including:
- trees, hedgerows and other ecological features;
 - local wildlife habitats and protected landscapes; and
 - identified significant green spaces.
- 7.71 Other elements of the policy comment about mitigation measures. Opportunities to incorporate improvements for green infrastructure in and around developments will be supported.
- 7.72 I sought the Parish Council’s comments on the initial element of the policy which is general in nature and contrasts significantly from the more specific elements. The Parish Council agreed that it could be deleted and repositioned into the supporting text. I recommend accordingly.
- 7.73 The proposed significant green spaces have generally been well-received. However, the University has commented about the Campus East Lake and Grounds (Site 1) and CYC has commented about the Elvington Airfield Grassland (Site 3). The University’s comments are primarily based on its views about the dated nature of both Figure 5 (showing details from a reserved matters application from 2008) and Figure 6 (showing the broader location of the proposed significant green spaces). I recommend that this

issue is resolved by the deletion of Figure 5 and the preceding element of supporting text. I also recommend that a revised figure is included in the Plan showing the extent of Site 1.

- 7.74 The representation from CYC concentrates on the potential inconsistency between the identification of the Elvington Airfield Grasslands as a significant green space and the proposed allocation of a strategic housing allocation in the same general location in the emerging Local Plan. In its response to the clarification note the Parish Council proposes a reduced extent of the Grasslands as a significant green space in the event that the strategic allocation is included in the adopted Local Plan.
- 7.75 I have considered this matter very carefully. In all the circumstances I recommend that the whole of the Elvington Airfield Grasslands is not included as a significant green space. By definition the identification of strategic sites in the emerging Local Plan is a strategic matter which will find its own level in the examination of that Plan. In this context it would be inappropriate for a neighbourhood plan to seek to influence or shape this matter. In the event that the adopted Local Plan includes the proposed strategic housing location (ST15) in the general vicinity of the Elvington Airfield any review of a 'made' neighbourhood plan could consider the identification of a significant green space at the western end of the wider site based on appropriate evidence.
- 7.76 I recommend modifications to the policy itself. They fall into three areas:
- detailed modifications to the wording used so that it would have the clarity required by the NPPF;
 - modifications to ensure that it has regard to national policy (Section 15 of the NPPF); and
 - the deletion of the general criterion a).

In the opening part of the policy replace 'they can.....as a whole, including' with 'they are designed to respect the natural environment of the neighbourhood area and do not cause unacceptable harm to its integrity and longevity. Development proposals should take particular account of the following elements of the natural environment: [At this point include b) and c) from the submitted policy].

Replace the second part of the policy with: 'Development proposals will not be supported where significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for'

Replace the third part of the policy with: 'Development proposals which would bring about improvements to the integrity, the accessibility and the interpretation of green infrastructure will be particularly supported'

In the second paragraph of the Interpretation insert after the first sentence: 'Policy HES: 14 applies both generally across the neighbourhood area, and in the specific locations identified in the first part of the policy. Whilst the policy cannot identify every

element of green infrastructure in the neighbourhood area it might otherwise include trees, woods, hedges, ditches, grass field margins, flora and fauna'

Delete 3 Elvington Airfields Grasslands as a significant green space both from Section 13.5 of the Plan and from Figure 6.

Delete the paragraph on page 55 'The University of York.... continuity of grass'

Replace Figure 5 with a revised plan showing the extent of proposed significant green space at the Campus East Lake and Grounds (Site 1 in Figure 6).

Policy HES: 15 Sustainable Transport

7.77 This policy comments about sustainable transport provision on strategic development sites which may come forward through the process of the emerging Local Plan. Its approach is to support development proposals on such strategic sites where they incorporate a variety of transport facilities including:

- public transport facilities;
- strong pedestrian links to bus stops and community facilities; and
- the preparation of a transport master plan.

7.78 As with Policy HES: 8 its various criteria are arranged in two distinct parts of the policy. The Parish Council responded to the clarification note that not all of the criterion e) to k) would necessarily apply to every strategic development site. In this context it recommended a modified approach to the policy.

7.79 I recommend that the policy is redesigned so that it incorporates its principal requirements (a-d) in general terms and that the other criteria are applied insofar as they relate to any particular strategic site. In addition, I recommend detailed modifications to the wording used in the policy so that it has the clarity required by the NPPF and to respond to the suggestions by CYC.

In the opening part of the policy replace 'the' with 'any'

After 'including' add 'as appropriate to the site concerned and the scale and the nature of the proposed development'

In c) replace 'to' with 'across'

Replace 'Development proposals.... of the following' with 'Development proposals should address any of the following matters insofar as they are relevant to the development of the site concerned'

Replace the e) to k) lettering system with bullet points'

In the submitted e) insert at the beginning 'the incorporation of'

In the submitted f) insert at the beginning ‘the incorporation of measures that would result in’

In the submitted k) insert at the beginning ‘the incorporation of’

Policy HES: 16 Vehicular and Pedestrian Traffic

- 7.80 This policy is very specific in its nature. As the Interpretation comments it seeks to ensure that the strategic allocation site (ST15) in the emerging Local Plan is fully served by a new principal access road to the A64, bypassing the village and the immediate locality.
- 7.81 CYC draws my attention to the potential conflict between the submitted policy and Policy SS13 in its emerging Local Plan. It contends that the York Local Plan Policy SS13 and the key principles in relation to transport which are highlighted in this policy should be tested through the Local Plan Examination process and not through the Neighbourhood Plan process.
- 7.82 I have considered this matter very carefully in general, and given the different approaches being taken by CYC and the Parish Council in particular. The NPPF provides clear guidance on the distinction between strategic policies (paragraphs 20-23) and non-strategic policies (paragraphs 28-30). In particular it comments in paragraph 29 that:
- ‘Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies’*
- 7.83 In this context I have concluded that the identification, the design and the transport arrangements associated with the strategic allocation sites in the emerging Local Plan is a strategic matter. In this context it would be inappropriate for an emerging neighbourhood plan to seek to influence this matter. In any event the emerging Local Plan is just that, and as CYC comment, these and other matters remain to be examined. In addition, I am not satisfied that the neighbourhood plan policy has produced any specific evidence to justify its approach. In any event certainty on the potential development of the proposed allocated site will only be available once the Local Plan examination has concluded, any main modifications are published and the Inspectors’ report is available.
- 7.84 In these circumstances I recommend that the policy and the Interpretation are deleted. However, to recognise the significance of this matter to the local community I also recommend that a modified version of the policy is repositioned so that it would form an additional Community Action.

Delete the policy

Delete the Interpretation

Insert an additional Community Action to read:

'Within the context set by the emerging Local Plan the Parish Council will work with the City of York Council and the developers concerned to ensure that the development of the strategic housing allocation (ST15) safeguards the character of the local road network in general, and of Low Lane, Ox Close Lane, Common Lane, Long Lane and Langwith Stray in particular'

Policy HES: 17 Traffic in Heslington Conservation Area

- 7.85 This policy comments about traffic in the conservation area. It has two related parts. The first offers support to development proposals where any increase in traffic would cause no significant harm to the character of the conservation area. The second part comments that highways improvements in the conservation area should preserve or enhance and cause no significant harm to its character.
- 7.86 The origin of the policy is not directly referenced in the Rationale and Evidence in this part of the Plan. The Interpretation comments that 'the policy seeks to protect the conservation area and the amenity of residents without compromising the provision of flexible, sustainable transport solutions'
- 7.87 The policy raises a series of issues about the way in which it could be applied through the development management process. The first part of the policy has a focus on the impact of traffic in the conservation area. Whilst this approach is understandable given the central position of the conservation area in the neighbourhood area and the concentration of retail and commercial businesses within its area, conservation areas are designated for their historic or architectural significance rather than their level of traffic. In addition, the second part of the policy's focus on any associated highway improvements addresses issues which would traditionally be permitted development as they are carried out within the highway.
- 7.88 Whilst I have some sympathy for the issues that the Parish Council is seeking to address in the proposed policy it captures issues which are beyond the direct control of the planning system. In any event, the policy offers no direct evidence about the way in which increased traffic would cause harm to the conservation area and the level of any harm which might otherwise be acceptable. As such I recommend its deletion. However, to recognise the significance of this matter to the local community I also recommend that the second part of the policy is repositioned so that it would form an additional Community Action. In this context it would supplement HES: CA1 (Street Furniture and Lighting in the Conservation Area).

Delete the policy*Delete the Interpretation*

Insert an additional Community Action after HES: CA1 to read:

'Any highway improvements within the Heslington Conservation Area (either introduced in their own right or as mitigation associated with other development) are expected to respect the character or appearance of the area and respond to its distinctive features'

Policy HES: 18 Paths and other Rights of Way

7.89 This policy offers support to proposals which preserve or enhance the network of footpaths, bridleways and cycleways in the neighbourhood area. I saw many of such paths during my visit. They contribute significantly to the attractiveness of the neighbourhood area and the way in which its local residents can enjoy their environment and move around within that environment.

7.90 It meets the basic conditions.

Policy HES: 19 University of York

7.91 This policy comments about development proposals for the various campuses of the University of York. The development of the policy reflects the importance of the University to the environment and to the economy of the neighbourhood area. The Parish Council clarified that the policy was intended to apply to academic and University-related development.

7.92 The policy offers support for such development where it safeguards the green open space buffer zones and implements the various good practice development principles in Section 15.4 of the Plan. The principles are as follows:

- master planning;
- existing planning conditions;
- character;
- historic buildings;
- permeability and movement;
- design quality; and
- design and access statements.

7.93 I recommend that the element of the policy on green spaces is addressed in the supporting text. In a policy context such green spaces are already included in Policy HES 14 of this Plan.

7.94 In general terms I am satisfied that the good practice development principles are well-considered and appropriate for the neighbourhood area. Nevertheless, I recommend the deletion of the 'existing planning conditions' and the 'Design and Access Statement' principles. The former is a matter of fact issue rather than a development principle. Nonetheless I recommend that it is addressed in the supporting text. As the University comment any reserved matters applications which come forward will be considered within the context of the planning history of the site concerned and their

compliance or otherwise with existing master plans and development briefs that exist on the various campus sites.

- 7.95 The latter is a means by which the planning application would be assessed and described against the development principles in this policy.

Replace the policy with:

‘Proposals for academic and University-related development on the University of York campuses will be supported where they demonstrate, as appropriate to the location, scale and nature of the development concerned, how they respond positively to the development principles in Section 15.4 of this Plan’

In Section 15.4 delete 15.4.2 (Existing planning conditions) and 15.4.7 (Design and Access Statements)

After 15.4.6 Design Quality add:

‘15.5 Implementation

Policy HES: 19 sets out a series of development principles to guide and influence any new development that may come forward on the University campuses. Within this context the policy seeks to consolidate the approach already taken by previous planning permissions and captured in master plan and development brief work. Design and Access Statements should demonstrate the extent to which development proposals address the design principles included in Section 15.4 of the Plan’

Community Actions

- 7.96 The Plan includes three community actions. In accordance with national guidance they are captured in a separate part of the Plan. They are also shown in a different colour than the land use policies. They are as follows:

HES: CA1	Signage, Street Furniture and Lighting in the Conservation Area
HES: CA2	Building and Landscape Character
HES: CA3	Elvington Airfield

- 7.97 I am satisfied that the first two community actions are appropriate and distinctive to the neighbourhood area.
- 7.98 HES:CA3 relates to the proposed strategic development at Elvington Airfield. It requires that a master plan should be in place before any separate planning permissions are granted on the site. This approach may well be incorporated in the event that the site is included as such in the emerging Local Plan. However, this is a matter for that Plan and not for the neighbourhood plan. In any event as submitted the proposed community action reads as a land use policy.

- 7.99 I recommend modifications to remedy the latter point.

Replace the Community Action to read:

'The local community will work with the City of York Council, landowners and any proposed developers to ensure that any development of the former Elvington Airfield comes forward within the context of an agreed master plan'

Other matters – Green Belt

- 7.100 Section 5 of the Plan provides a comprehensive analysis of the complicated planning policy context in the City. It makes specific reference to the Green Belt. In particular Figure 2 of the Plan indicates the Green Belt boundary insofar as it affects the neighbourhood area (and as extracted from the Fourth Set of Changes Local Plan 2005).
- 7.101 In March 2020 the High Court (*Wedgewood v City of York Council* EWHC 780 Admin) considered a case which centred about the way in which Green Belt issues should be considered in the City whilst definitive boundaries are being prepared in the emerging Local Plan. The effect of this judgement is that such decisions will take into account the Regional Spatial Strategy general extent of the Green Belt, the draft Local Plan (April 2005), the emerging Local Plan and site-specific features in deciding whether land should be regarded as Green Belt in advance of the adoption of the Local Plan. As the Plan was submitted before this judgement it is important that it takes its findings into account. This approach will also be consistent with the approach which CYC has taken since that time both in relation to development management issues and in decisions on the neighbourhood planning agenda
- 7.102 In this context I recommend that paragraph 5.1.3 is updated and consolidated with replacement text. I also recommend consequential modifications to Figure 2 and the Policies Map.

Replace paragraph 5.1.3 with:

'5.1.3 National Planning policy is clear in its support for the Green Belt, emphasising its essential characteristics of openness and permanence. It also states that inappropriate development (such as the construction of new buildings), which is harmful to the role and function of the Green Belt should not be approved except in very special circumstances.

5.1.4 Despite the fact that the York Green Belt is still, technically, draft Green Belt it has, de facto, been in existence for several decades and has been reaffirmed on numerous occasions in planning refusals and dismissals of planning appeals. It was specifically recognised in the Yorkshire and Humber Regional Spatial Strategy (RSS) adopted in 2008 and although the RSS was substantially revoked by an Order (SI. No. 117 2013) made in early 2013 under the Localism Act 2011, policies which related to the York Green Belt were specifically excluded from the revocation.

5.1.5 The Neighbourhood Plan needs to be in general conformity with strategic policies of the Development Plan. In this case, these are the saved policies YH9 and Y1 of the Yorkshire and Humber Regional Spatial Strategy (RSS) (2008) and the RSS Key

diagram (see Figure 2A). Together the policies and key diagram set the general extent of York's Green belt to approximately 6 miles from York's city centre.

5.1.6 Further, whilst not forming part of the Development Plan, the City of York draft Local Plan incorporating the Fourth Set of Changes Development Control Local Plan (April 2005) was approved for development control purposes. This is a material consideration in decision making but does not define York's Green belt boundaries.

5.1.7 The National Planning Policy Framework (NPPF) is clear that the identification and modification of Green Belt boundaries are essentially matters for the Local Planning Authority to determine. In this case, that authority is York City Council. Furthermore, these paragraphs identify that these processes should be undertaken as part of the preparation or review of a Local Plan. In this case, this would be through the vehicle of the preparation of the emerging City of York Local Plan, which was submitted for independent examination in May 2018. The proposed Green Belt boundary relevant to the Heslington Neighbourhood Plan is set out on the Local Plan Policies Map South (2018) (Figure 2B). The adopted Local Plan will set the detailed Green belt Boundaries.

5.1.8 In advance of the adoption of the Local Plan decisions on whether to treat land as falling within the Green Belt for development management purposes will be taken in accordance with the approach supported in the case of Christopher Wedgewood v City of York Council Group [2020] EWHC 780 (Admin). This means that such decisions will take into account the RSS general extent of the Green Belt, the draft Local Plan (April 2005) (Figure 2C), the emerging Local Plan and site-specific features in deciding whether land should be regarded as Green Belt in advance of the adoption of the Local Plan'

Renumber paragraphs 5.1.4 and 5.1.5 of the submitted Plan accordingly

Insert a Figure 2A to show the RSS Key Diagram (2008)

Insert a Figure 2B to show the City of York Local Plan Publication (Draft) (2018) submitted for examination – Policies Map South Heslington Parish extract

Renumber Figure 2 as Figure 2C

On the Policies Map remove the Green Belt shading from the map and the Green Belt part of the key. Insert a note at the end of the Key to read: Green Belt: 'The situation in relation to the Green Belt is set out in paragraphs 5.1.3 to 5.1. 10 of the Plan and illustrated on Figures 2A, 2B and 2C'

Other matters - General

- 7.103 This report has recommended a series of modifications both to the policies and to the supporting text in the submitted Plan. Where consequential changes to the text are required directly as a result of my recommended modification to the policy concerned, I have highlighted them in this report. However other changes to the general text may

be required elsewhere in the Plan as a result of the recommended modifications to the policies. It will be appropriate for CYC and the Parish Council to have the flexibility to make any necessary consequential changes to the general text. I recommend accordingly.

Modification of general text (where necessary) to achieve consistency with the modified policies.

- 7.104 The Plan acknowledges the need to identify the Plan period. However, it does so in a fashion which is slightly unclear. As I read the Plan its intention is to run in parallel with the emerging Local Plan (as indicated in paragraph 1.1.2 of the submitted Plan). However, in other places it refers to a 20-year period or to a date of the emerging Green Belt boundaries. For clarity I recommend that the Plan period should relate to that of the emerging Local Plan (2017-2033). In this context I recommend modifications to the front cover of the Plan and to paragraph 1.1.2.

On the front page of the Plan add '2017 to 2033' after Plan

In paragraph 1.1.2 replace 'covers a 20-year period' with 'period is 2017-2033'

8 Summary and Conclusions

Summary

- 8.1 The Plan sets out a range of policies to guide and direct development proposals in the period up to 2033. It is distinctive in addressing a specific set of issues that have been identified and refined by the wider community.
- 8.2 Following my independent examination of the Plan I have concluded that the Heslington Parish Neighbourhood Development Plan meets the basic conditions for the preparation of a neighbourhood plan subject to a series of recommended modifications.

Conclusion

- 8.3 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 Heslington Parish Neighbourhood Development Plan should proceed to referendum.

Referendum Area

- 8.4 I am required to consider whether the referendum area should be extended beyond the Plan area. In my view, the neighbourhood area is entirely appropriate for this purpose and no evidence has been submitted to suggest that this is not the case. I therefore recommend that the Plan should proceed to referendum based on the neighbourhood area as originally approved by the City of York Council on 22 November 2016.

Andrew Ashcroft
Independent Examiner
24 March 2021

This page is intentionally left blank

City of York Council

**HESLINGTON NEIGHBOURHOOD PLAN:
POST- EXAMINATION DECISION STATEMENT**

**Regulation 18 of the Neighbourhood Planning
(General) Regulations 2012 (as amended)**

This document is the decision statement required to be prepared under Regulation 18(2) of the Neighbourhood Planning Regulations 2012 (as amended). It sets out the Council's response to each of the recommendations contained within the Report to City of York Council of the independent examination of the Heslington Neighbourhood Plan ("the Plan") by independent Examiner Mr Andrew Ashcroft, which was submitted to the Council on 24th March 2021.

This decision statement, the independent Examiner's Report and the submission version of Heslington Neighbourhood Plan and supporting documents can be viewed on the Council's website: www.york.gov.uk/neighbourhoodplanning in line with the current arrangements in the Councils update Statement of Community Involvement.¹

1.0 BACKGROUND

- 1.1 Under the Town and Country Planning Act 1990 (as amended), City of York Council ("the Council") has a statutory duty to assist communities in the preparation of neighbourhood (development) plans and to take plans through a process of examination and referendum. The Localism Act 2011 (Part 6, Chapter 3) sets out the Local Planning Authority's responsibilities under neighbourhood planning.
- 1.2 This statement confirms that the modifications proposed by the Examiner's Report have been considered and accepted and that subject to making the recommended modifications (and other minor modifications) the Plan may now be submitted to referendum.
- 1.3 The Heslington Neighbourhood Plan relates to the area that was designated by the Council as a Neighbourhood Area on 22nd November 2016. This area is coterminous with the boundary of the parish of Heslington and is entirely within the Local Planning Authority's area.
- 1.4 Heslington Parish Council undertook a pre-submission consultations on the draft Plan in accordance with Regulation 14. Consultation on the Pre-Submission Version took place between 29th January to 12th March 2019.

¹ statement-of-community-involvement.york.gov.uk

- 1.5 Following the submission of the Heslington Neighbourhood Plan to the Council on 2nd October 2019, the Council publicised the draft Plan for a six-week period and representations were invited in accordance with Regulation 16. The publicity period ended at on 11th December 2019.

2.0 INDEPENDENT EXAMINATION

- 2.1 The Council appointed Mr Andrew Ashcroft BA (Hons) MA, DMS, MRTPI, with the consent of Heslington Parish Council, to undertake the independent examination of the Heslington Neighbourhood Plan and to prepare a report of the independent examination.
- 2.2 The Examiner examined the Plan by way of written representations supported by an unaccompanied site visit of the Neighbourhood Plan Area on 15th January 2020.
- 2.3 The Examiner's Report was formally submitted on 24th March 2021. The Report concludes that subject to making the modifications recommended by the Examiner, the Plan meets the basic conditions set out in the legislation and should proceed to referendum. The Examiner also recommends that the referendum area should be the same as the designated Neighbourhood Area, which is the same as the administrative boundary for Heslington Parish.
- 2.4 Following receipt of the Examiner's Report, legislation requires that the Council consider each of the modifications recommended, the reasons for them, and decide what action to take. The Council is also required to consider whether to extend the area to which the referendum is to take place.

3.0 DECISION AND REASONS

- 3.1 Having considered each of the recommendations made in the Examiner's Report and the reasons for them, the Council, has decided to accept all of the Examiner's recommended modifications to the draft Plan. These are set out in Table 1 below.
- 3.2 The Council considers that, subject to the modifications being made to the Plan as set out in Table 1 below, the Heslington Neighbourhood Plan meets the basic conditions mentioned in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990 (as amended) is compatible with the Convention rights and meets the requirements of paragraph 8(1) of Schedule 4B to the Town and Country Planning Act 1990 (as amended).
- 3.3 As a consequence of the required modifications, the Council will modify the Heslington Neighbourhood Plan accordingly, for it then to proceed to referendum.

- 3.4 The Examiner recommended that the Neighbourhood Plan should proceed to a referendum based on the designated Neighbourhood Area. The Council has considered this recommendation and the reasons for it, and has decided to accept it. The referendum area for the final Heslington Neighbourhood Plan will therefore be based on the designated Heslington Parish Neighbourhood Area.
- 3.5 This decision will be made at a meeting of the Council's Executive on 20th May 2021.
- 3.6 This decision statement will be dated 20th May 2021.

Other information:

The Neighbourhood Plan document will be updated to incorporate all the modifications required and re-titled Referendum Version. The date for the referendum and further details will be publicised shortly once a date is set by the Council.

Table 1: Examiner’s Recommended Modifications

Heslington Neighbourhood Plan Policy	Examiner’s Report Reference	Recommended Modification	CYC Consideration/ Justification
Policy HES:1 Main Street Change of Use	Paragraph 7.17-7.21	<p>After Main Street area add ‘as shown on Map [insert number]</p> <p>In the opening part of the policy replace ‘for change of use.... other community facilities (D1)’ with ‘for change of use to commercial, business and service uses (Class E), to pubs and other drinking establishments, or to Learning and non-residential uses (Class F1)’</p> <p>In the initial part of the policy replace ‘subject to’ with ‘subject to the following criteria:’</p> <p>Replace a) with ‘they do not generate unacceptable impacts on traffic safety or the capacity of the local highway network; and’</p> <p>Replace b) with ‘they do not have an unacceptable impact on the residential amenities of the immediate local area’</p> <p>Replace c) with a free-standing paragraph of the policy to read: ‘Proposals which would involve the loss of Class E, Class F1 and pubs and other drinking establishments in the Main Street area will not be supported unless the applicant can demonstrate that no other similar business uses would be commercially viable’</p> <p>Reposition d) (without modifications) to a free-standing part of the policy. In doing so delete the preceding ‘In addition’</p> <p>In the final part of the policy replace ‘In the event.....use, any’ with ‘Insofar as planning permission is required all’</p>	Agree with the modifications for the reasons set out in the Examiners Report.

		<p><i>Replace the policy title with: 'Sustaining the vitality and the viability of Main Street'</i></p> <p><i>Show the Main Street area on a map in the Plan.</i></p>	
Policy HES: 2 New Business and Employment Development	Paragraph 7.22-7.25	<p>In c) replace 'providing.... adverse impact' with 'where there would be no unacceptable adverse impacts'</p> <p>In the final element of the policy (sports development) incorporate d) directly into the preceding wording - losing the d)</p> <p>In this final and consolidated part of the policy replace 'significant' with 'unacceptable'</p>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 3 Agriculture and Rural Enterprise	Paragraph 7.26-7.28	<p>After 'proposals' add: 'for rural enterprise and rural diversification'</p> <p>In a) delete 'and acknowledge'</p> <p>Replace b) with: 'provide safe vehicular access points to the highway network and ensure that existing and the proposed new traffic generated by the wider use of any farm/rural enterprise can be safely accommodated in the local highway network'</p> <p>Replace c) with: 'ensure the compatibility between the proposed new uses and any existing agricultural activities on the site concerned'</p> <p><i>In the Interpretation replace 'Applications.... ensures' with 'This policy has been designed to facilitate rural diversification projects whilst ensuring'</i></p> <p><i>Replace the policy title with: 'Rural enterprise and rural diversification'</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 4 Sustainable Design	Paragraph 7.29-7.33	<p>At the beginning of the policy add: 'As appropriate to the nature, scale and location of the proposed development'</p> <p>In the opening part of the policy replace 'use' with 'are of a'</p>	Agree with the modifications for the reasons set out in the Examiners

		<p>In the opening part of the policy replace ‘sustainable urban design principles. This includes’ with ‘the following sustainable urban design principles’</p> <p>In principle a) replace ‘the surrounding character areas’ with ‘the character of the surrounding area’</p> <p>Reposition principle g) so that it is a free-standing element of the policy (without the g))</p> <p>In the final part of the policy replace ‘are welcomed’ with ‘will be particularly supported’</p>	Report.
Policy HES: 5 Crime Prevention and Reduction	Paragraph 7.34 -7.35	No modifications proposed.	N/A
Policy HES: 6 Urban Character	Paragraph 7.36 -7.40	<p>At the beginning of the policy add: ‘As appropriate to the nature, scale and location of the proposed development’</p> <p>In a) add at the end ‘of existing buildings’</p> <p>In h) replace ‘practical’ with ‘practicable’</p> <p>In i) add ‘and insofar as planning permission and/or listed building consent is required’</p>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 7 Conversion of Existing Buildings	Paragraph 7.41-7.43	<p>Replace the opening part of the policy with: ‘Proposals for the conversion, extension or alteration of existing buildings will be supported where they:’</p> <p><i>In the title replace ‘Conversion’ with ‘The conversion, extension or alteration’</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 8 New Housing	Paragraph 7.44-7.46	<p>Delete ‘Beyond thecampuses’</p> <p>In the body of the policy delete ‘Development proposals.... if they’</p> <p>In c) add ‘where practicable’ before ‘enhance’</p>	Agree with the modifications for the reasons set out in the Examiners Report.

		<i>At the end of the first paragraph of the Interpretation add: 'Policy HES 8 comments about general development proposals for housing. It does not address the strategic development proposals arising from the emerging City of York Local Plan or development on the various campus sites of the University of York'</i>	
Policy HES: 9 Housing Mix and Affordability	Paragraph 7.47-7.49	In the initial part of the policy replace 'the' with 'any' and after allocations add 'arising from the City of York Local Plan' Replace b) with: 'affordable housing is provided to the most recent standards published by the City of York Council. On sites of 15 homes and above on-site provision of the required level of affordable housing will be expected, unless offsite provision or a financial contribution of equivalent value can be robustly justified' <i>In the second part of the Interpretation replace 'is not supported' with 'will not be supported unless offsite provision or a financial contribution of equivalent value can be robustly justified. This approach overlaps with the approach in the emerging City of York Local Plan'</i>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 10 Housing in Multiple Occupation	Paragraph 7.50-7.54	At the beginning of the policy add: 'Proposals for a' In a) replace 'not harm' with 'not cause unacceptable harm to' In c) replace 'so as not to harm visual amenity' with 'and would not cause unacceptable harm to the visual amenity of the immediate locality of the property concerned' Delete the final paragraph of the policy. <i>In the Interpretation replace 'Houses in Multiple Occupation Technical Paper (2011, updated 2014)' with 'Draft Controlling the Concentration of Houses in Multiple Occupation SPD (Approved 2012, Amended July 2014)'. At the end of the Interpretation add: 'Proposals for the conversion of HMOs back to traditional dwelling houses are permitted development and therefore do not need planning permission. However, the Plan would encourage and support such proposals'</i>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 11 Housing and	Paragraph 7.55-7.57	Replace the opening element of the policy with: 'The development of any strategic sites in the neighbourhood area allocated in the	Agree with the modifications for the

Community Facilities		<p>emerging City of York Local Plan should:'</p> <p>In c) replace 'Submit.... incrementally, which includes' with 'prepare a masterplan design statement in circumstances where strategic sites are developed incrementally and which identifies'</p> <p><i>Replace the policy title with: 'Community and recreational facilities in strategic housing sites'</i></p>	reasons set out in the Examiners Report.
Policy HES: 12 Purpose Built Student Accommodation	Paragraph 7.58-7.61	<p>Delete the policy</p> <p><i>Delete the Interpretation</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 13 Local Green Spaces	Paragraph 7.62-7.68	<p>Replace the opening part of the policy with: 'The Plan designates the following green spaces as shown in Figure 4 as Local Green Spaces:' [List LGSs 1-6 and 8-13 numbers and descriptions]</p> <p>After the schedule of sites add: 'Development proposals that would affect the designated Local Green Spaces will only be supported in very special circumstances'</p> <p><i>In the Interpretation insert the following after the first sentence: 'CYC will assess any development proposals which may come forward within LGSs on their merit taking account of all the relevant material considerations. However small scale, ancillary development proposals on local green spaces may be supported where they meet each of the three following points: List a) to c) from the policy (as submitted)'</i></p> <p><i>Thereafter delete the second sentence of the Interpretation section.</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 14 Green Infrastructure	Paragraph 7.69-7.76	<p>In the opening part of the policy replace 'they can.....as a whole, including' with 'they are designed to respect the natural environment of the neighbourhood area and do not cause unacceptable harm to its integrity and longevity. Development proposals should take particular account of the following elements of the natural environment: [At this point include b) and c) from the submitted policy].</p>	Agree with the modifications for the reasons set out in the Examiners

		<p>Replace the second part of the policy with: ‘Development proposals will not be supported where significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for’</p> <p>Replace the third part of the policy with: ‘Development proposals which would bring about improvements to the integrity, the accessibility and the interpretation of green infrastructure will be particularly supported’</p> <p><i>In the second paragraph of the Interpretation insert after the first sentence: ‘Policy HES: 14 applies both generally across the neighbourhood area, and in the specific locations identified in the first part of the policy. Whilst the policy cannot identify every element of green infrastructure in the neighbourhood area it might otherwise include trees, woods, hedges, ditches, grass field margins, flora and fauna’</i></p> <p><i>Delete 3 Elvington Airfields Grasslands as a significant green space both from Section 13.5 of the Plan and from Figure 6.</i></p> <p><i>Delete the paragraph on page 55 ‘The University of York.... continuity of grass’</i></p> <p><i>Replace Figure 5 with a revised plan showing the extent of proposed significant green space at the Campus East Lake and Grounds (Site 1 in Figure 6).</i></p>	Report.
Policy HES: 15 Sustainable Transport	Paragraph 7.77-7.79	<p>In the opening part of the policy replace ‘the’ with ‘any’</p> <p>After ‘including’ add ‘as appropriate to the site concerned and the scale and the nature of the proposed development’</p> <p>In c) replace ‘to’ with ‘across’</p> <p>Replace ‘Development proposals.... of the following’ with ‘Development proposals should address any of the following matters insofar as they are relevant to the development of the site concerned’</p> <p>Replace the e) to k) lettering system with bullet points’</p>	Agree with the modifications for the reasons set out in the Examiners Report.

		<p>In the submitted e) insert at the beginning ‘the incorporation of’</p> <p>In the submitted f) insert at the beginning ‘the incorporation of measures that would result in’</p> <p>In the submitted k) insert at the beginning ‘the incorporation of’</p>	
Policy HES: 16 Vehicular and Pedestrian Traffic	Paragraph 7.80-7.84	<p>Delete the policy</p> <p><i>Delete the Interpretation</i></p> <p><i>Insert an additional Community Action to read: ‘Within the context set by the emerging Local Plan the Parish Council will work with the City of York Council and the developers concerned to ensure that the development of the strategic housing allocation (ST15) safeguards the character of the local road network in general, and of Low Lane, Ox Close Lane, Common Lane, Long Lane and Langwith Stray in particular’</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 17 Traffic in Heslington Conservation Area	Paragraph 7.85-7.88	<p>Delete the policy</p> <p><i>Delete the Interpretation</i></p> <p><i>Insert an additional Community Action after HES: CA1 to read: ‘Any highway improvements within the Heslington Conservation Area (either introduced in their own right or as mitigation associated with other development) are expected to respect the character or appearance of the area and respond to its distinctive features’</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.
Policy HES: 18 Paths and Other Rights of Way	Paragraph 7.89-7.90	No modifications proposed.	N/A
Policy HES: 19 University of York	Paragraph 7.91-7.95	<p>Replace the policy with: ‘Proposals for academic and University-related development on the University of York campuses will be supported where they demonstrate, as appropriate to the location, scale and nature of the development concerned, how they respond positively to the development principles in Section 15.4 of this Plan’</p> <p>In Section 15.4 delete 15.4.2 (Existing planning conditions) and 15.4.7 (Design and Access</p>	Agree with the modifications for the reasons set out in the Examiners Report.

		<p>Statements)</p> <p>After 15.4.6 Design Quality add: '15.5 Implementation Policy HES: 19 sets out a series of development principles to guide and influence any new development that may come forward on the University campuses. Within this context the policy seeks to consolidate the approach already taken by previous planning permissions and captured in master plan and development brief work. Design and Access Statements should demonstrate the extent to which development proposals address the design principles included in Section 15.4 of the Plan'</p>	
Community Actions HES:CA3	Paragraph 7.96-7.99	<p><i>Replace the Community Action to read: 'The local community will work with the City of York Council, landowners and any proposed developers to ensure that any development of the former Elvington Airfield comes forward within the context of an agreed master plan'</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.
Other Matters – Green Belt	Paragraph 7.100-7.102	<p><i>Replace paragraph 5.1.3 with: '5.1.3 National Planning policy is clear in its support for the Green Belt, emphasising its essential characteristics of openness and permanence. It also states that inappropriate development (such as the construction of new buildings), which is harmful to the role and function of the Green Belt should not be approved except in very special circumstances.</i></p> <p><i>5.1.4 Despite the fact that the York Green Belt is still, technically, draft Green Belt it has, de facto, been in existence for several decades and has been reaffirmed on numerous occasions in planning refusals and dismissals of planning appeals. It was specifically recognised in the Yorkshire and Humber Regional Spatial Strategy (RSS) adopted in 2008 and although the RSS was substantially revoked by an Order (SI. No. 117 2013) made in early 2013 under the Localism Act 2011, policies which related to the York Green Belt were specifically excluded from the revocation.</i></p> <p><i>5.1.5 The Neighbourhood Plan needs to be in general conformity with strategic policies of the Development Plan. In this case, these are the saved policies YH9 and Y1 of the Yorkshire and Humber Regional Spatial Strategy (RSS) (2008) and the RSS</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.

	<p><i>Key diagram (see Figure 2A). Together the policies and key diagram set the general extent of York's Green belt to approximately 6 miles from York's city centre.</i></p> <p><i>5.1.6 Further, whilst not forming part of the Development Plan, the City of York draft Local Plan incorporating the Fourth Set of Changes Development Control Local Plan (April 2005) was approved for development control purposes. This is a material consideration in decision making but does not define York's Green belt boundaries.</i></p> <p><i>5.1.7 The National Planning Policy Framework (NPPF) is clear that the identification and modification of Green Belt boundaries are essentially matters for the Local Planning Authority to determine. In this case, that authority is York City Council. Furthermore, these paragraphs identify that these processes should be undertaken as part of the preparation or review of a Local Plan. In this case, this would be through the vehicle of the preparation of the emerging City of York Local Plan, which was submitted for independent examination in May 2018. The proposed Green Belt boundary relevant to the Heslington Neighbourhood Plan is set out on the Local Plan Policies Map South (2018) (Figure 2B). The adopted Local Plan will set the detailed Green belt Boundaries.</i></p> <p><i>5.1.8 In advance of the adoption of the Local Plan decisions on whether to treat land as falling within the Green Belt for development management purposes will be taken in accordance with the approach supported in the case of Christopher Wedgewood v City of York Council Group [2020] EWHC 780 (Admin). This means that such decisions will take into account the RSS general extent of the Green Belt, the draft Local Plan (April 2005) (Figure 2C), the emerging Local Plan and site-specific features in deciding whether land should be regarded as Green Belt in advance of the adoption of the Local Plan'</i></p> <p><i>Renumber paragraphs 5.1.4 and 5.1.5 of the submitted Plan accordingly</i></p> <p><i>Insert a Figure 2A to show the RSS Key Diagram (2008)</i></p>	
--	---	--

		<p><i>Insert a Figure 2B to show the City of York Local Plan Publication (Draft) (2018) submitted for examination – Policies Map South Heslington Parish extract</i></p> <p><i>Renumber Figure 2 as Figure 2C</i></p> <p><i>On the Policies Map remove the Green Belt shading from the map and the Green Belt part of the key. Insert a note at the end of the Key to read: Green Belt: ‘The situation in relation to the Green Belt is set out in paragraphs 5.1.3 to 5.1. 10 of the Plan and illustrated on Figures 2A, 2B and 2C’</i></p>	
Other Matters - General	Paragraph 7.103-7.104	<p><i>Modification of general text (where necessary) to achieve consistency with the modified policies.</i></p> <p><i>On the front page of the Plan add ‘2017 to 2033’ after Plan</i></p> <p><i>In paragraph 1.1.2 replace ‘covers a 20-year period’ with ‘period is 2017-2033’</i></p>	Agree with the modifications for the reasons set out in the Examiners Report.

This page is intentionally left blank

HESLINGTON PARISH NEIGHBOURHOOD PLAN

SUBMISSION VERSION

September 2019

INDEX

1	INTRODUCTION	1
1.1	THE HESLINGTON PARISH NEIGHBOURHOOD PLAN (HPNP)	1
2	PREPARATION OF THE NEIGHBOURHOOD PLAN	2
2.1	HESLINGTON NEIGHBOURHOOD PLAN AREA	2
2.2	HESLINGTON NEIGHBOURHOOD PLAN DEVELOPMENT	2
3	WHAT THE PLAN AIMS TO ACHIEVE	4
3.1	AIMS	4
4	HESLINGTON – POLICY EVIDENCE AND DATA	6
4.1	REFERENCE DATA	6
5	STRATEGIC CONTEXT	7
5.1	PLANNING CONTEXT	7
5.2	HESLINGTON VILLAGE LOCATION WITHIN THE CITY OF YORK	11
5.3	LANDSCAPE SETTING	11
5.4	HISTORY AND CHARACTER	11
5.5	PLAN DEMOGRAPHICS	11
5.6	THE UNIVERSITY OF YORK	12
5.7	YORK SCIENCE PARK	12
5.8	WIDER SOCIO-ECONOMIC AND ENVIRONMENTAL CONTEXT ³	12
5.9	SOCIO-ECONOMIC CHARACTERISTICS	13
5.10	POLICIES MAP	15
6	COMMUNITY AND STAKEHOLDER ENGAGEMENT	16
6.1	SURVEY QUESTIONNAIRES	16
6.2	LIAISON WITH UNIVERSITY OF YORK	17
6.3	UNIVERSITY UNDERGRADUATES, POSTGRADUATES AND STAFF	17
6.4	CONSULTATION RESPONSES TO SURVEY QUESTIONNAIRES	17
6.5	HPNP PRE-SUBMISSION CONSULTATION	17
7	GROWTH STRATEGY	19
7.1	OVERVIEW	19
7.2	DELIVERING GROWTH	19
8	BUSINESS, EMPLOYMENT AND LOCAL FACILITIES	20

HESLINGTON PARISH NEIGHBOURHOOD PLAN

8.1	PURPOSE	20
8.2	RATIONALE AND EVIDENCE	20
8.3	MAIN STREET, HESLINGTON	22
8.4	YORK SCIENCE PARK	22
8.5	TRAVEL AND TRAFFIC IMPLICATIONS	22
8.6	USE OF LOCAL FACILITIES	23
8.7	CONSULTATION RESPONSES	23
8.8	BUSINESS, EMPLOYMENT AND LOCAL FACILITIES POLICIES	24
	POLICY HES: 1 MAIN STREET - CHANGE OF USE	24
	POLICY HES: 2 NEW BUSINESS AND EMPLOYMENT DEVELOPMENT	25
9	AGRICULTURE AND RURAL ENTERPRISE	26
9.1	PURPOSE	26
9.2	RATIONALE AND EVIDENCE	26
9.3	AGRICULTURE AND RURAL ENTERPRISE POLICY	28
	POLICY HES: 3 AGRICULTURE AND RURAL ENTERPRISE	28
10	URBAN DESIGN AND CHARACTER	29
10.1	PURPOSE	29
10.2	RATIONALE AND EVIDENCE	29
10.3	CHARACTER APPRAISALS	30
10.4	URBAN DESIGN ANALYSIS	31
10.5	CONSULTATION RESPONSES	31
10.6	HERITAGE ASSETS	32
10.7	PERMEABILITY WITHIN THE VILLAGE	33
10.8	QUALITY OF THE BUILT ENVIRONMENT	33
10.9	COMMUNICATION INFRASTRUCTURE (BROADBAND)	34
10.10	URBAN DESIGN AND CHARACTER POLICIES	35
	POLICY HES: 4 SUSTAINABLE DESIGN	35
	POLICY HES: 5 CRIME PREVENTION AND REDUCTION	37
	POLICY HES: 6 URBAN CHARACTER	38
	POLICY HES: 7 CONVERSION OF EXISTING BUILDINGS	39
11	HOUSING	40
11.1	PURPOSE	40
11.2	RATIONALE AND EVIDENCE	40
11.3	HOUSING DEVELOPMENT IN HESLINGTON	41
11.4	CONSULTATION RESPONSES	41
11.5	HOUSING POLICIES	42
	POLICY HES: 8 NEW HOUSING	42
	POLICY HES: 9 HOUSING MIX AND AFFORDABILITY	43
	POLICY HES: 10 HOUSES IN MULTIPLE OCCUPATION	44
	POLICY HES: 11 HOUSING AND COMMUNITY FACILITIES	46
	POLICY HES: 12 PURPOSE BUILT STUDENT ACCOMMODATION	47
12	LOCAL GREEN SPACE	48

HESLINGTON PARISH NEIGHBOURHOOD PLAN

12.1	PURPOSE	48
12.2	RATIONALE AND EVIDENCE	48
12.3	LOCAL GREEN SPACES: SITES TO BE DESIGNATED (APPROXIMATE AREAS)	49
12.4	LOCAL GREEN SPACE POLICY	52
	POLICY HES: 13 LOCAL GREEN SPACES DESIGNATION	52
13	GREEN INFRASTRUCTURE	53
13.1	PURPOSE	53
13.2	RATIONALE AND EVIDENCE	53
13.3	GREEN INFRASTRUCTURE IN THE YORK DRAFT LOCAL PLAN	54
13.4	GREEN WEDGES AND CORRIDORS	54
13.5	SIGNIFICANT GREEN SPACES (SITES IN ALPHABETICAL ORDER)	54
13.6	OS10 PROPOSED NEW OPEN SPACE (645 485)	59
13.7	LOWER DERWENT VALLEY NATIONAL NATURE RESERVE	59
13.8	FOOTPATHS, BRIDLEWAYS AND CYCLE ROUTES	59
13.9	WOODS AND HEDGES, DITCHES AND GRASS FIELD MARGINS	59
13.10	EVIDENCE OF THE IMPORTANCE PLACED ON GREEN INFRASTRUCTURE FROM QUESTIONNAIRES	60
13.11	GREEN INFRASTRUCTURE POLICY	61
	POLICY HES: 14 GREEN INFRASTRUCTURE	61
14	TRANSPORT AND MOVEMENT	62
14.1	PURPOSE	62
14.2	RATIONALE AND EVIDENCE	62
14.3	TRANSPORT CONNECTIONS	63
14.4	CYC LOCAL TRANSPORT PLAN 2011-2031 (LTP3)	64
14.5	CITY OF YORK LOCAL PLAN ³	66
14.6	TRANSPORT AND MOVEMENT POLICIES	68
	POLICY HES: 15 SUSTAINABLE TRANSPORT PROVISION	68
	POLICY HES: 16 VEHICULAR AND PEDESTRIAN TRAFFIC	70
	POLICY HES: 17 TRAFFIC IN HESLINGTON CONSERVATION AREA	71
	POLICY HES: 18 PATHS AND OTHER RIGHTS OF WAY	72
15	UNIVERSITY OF YORK	73
15.1	PURPOSE	73
15.2	RATIONALE AND EVIDENCE	73
15.3	UNIVERSITY OF YORK POLICY	77
	POLICY HES: 19 UNIVERSITY OF YORK	77
15.4	UNIVERSITY OF YORK GOOD PRACTICE DEVELOPMENT PRINCIPLES	77
16	COMMUNITY ACTIONS	80
17	GLOSSARY OF TERMS	82
17.1	ACRONYMS	82

LIST OF FIGURES

Figure 1	Neighbourhood Plan Boundary	2
Figure 2	Green Belt Boundary Heslington Parish.....	9
Figure 3	York Draft Local Plan ³ - 2018 Policies / Proposal Map South.....	10
Figure 4	Designated Local Green Spaces	51
Figure 5	Green Open Space 'buffer zones' (Landscape Reserved Matters Boundary)	55
Figure 6	Significant Green Spaces	58
Figure 7	Major Transport Connection Routes through Parish.....	64
Figure 8	York am Average Traffic Speeds 2009/10	65
Figure 9	Weekday Journey Movements into York	66
Figure 10	University of York Campuses	73

1 Introduction

1.1 The Heslington Parish Neighbourhood Plan (HPNP)

- 1.1.1 The Heslington Parish Neighbourhood Plan (HPNP) will form part of the statutory development plan together with the emerging City of York Local Plan¹, hereinafter called the York Draft Local Plan, when adopted. Planning applications must be determined in accordance with the statutory development plan unless material considerations indicate otherwise.
- 1.1.2 The HPNP covers a 20 year period and has been developed against a background of change within the political framework of the City of York Council (CYC) and the emergence of a York Draft Local Plan.
- 1.1.3 Heslington Parish Council will review the HPNP periodically to ensure that it remains up-to-date and that it is effective in shaping development management decisions taken by CYC. The plan will be revised as necessary.
- 1.1.4 The York Draft Local Plan covers the period up to 2032/33 with the exception of the Green Belt boundaries, which will endure up to 2037/38. The York Draft Local Plan sets out how much and where land should be provided to accommodate the new homes and jobs that are needed in York. It should also facilitate new infrastructure to ensure that development is sustainable and protects and enhances the natural and built environment and heritage of York. Once finalised and adopted, the York Draft Local Plan will be used to manage development through the determination of planning applications, making it clear where development is acceptable and to help provide certainty for the local community that the development planned is co-ordinated.

¹ City of York Local Plan was submitted to the Secretary of State for Housing, Communities and Local Government on Friday 25 May 2018 for independent examination.

2 Preparation of the Neighbourhood Plan

2.1 Heslington Neighbourhood Plan Area

- 2.1.1 The Parish Council approved the development of the HPNP in order to reflect the views of residents and stakeholders in influencing planning matters within the Parish area. The designated area, which follows the Parish boundary, was formally approved on 22 November 2016.

HESLINGTON NEIGHBOURHOOD PLAN DESIGNATED AREA² AGREED BY THE CITY OF YORK COUNCIL 22 NOVEMBER 2016.

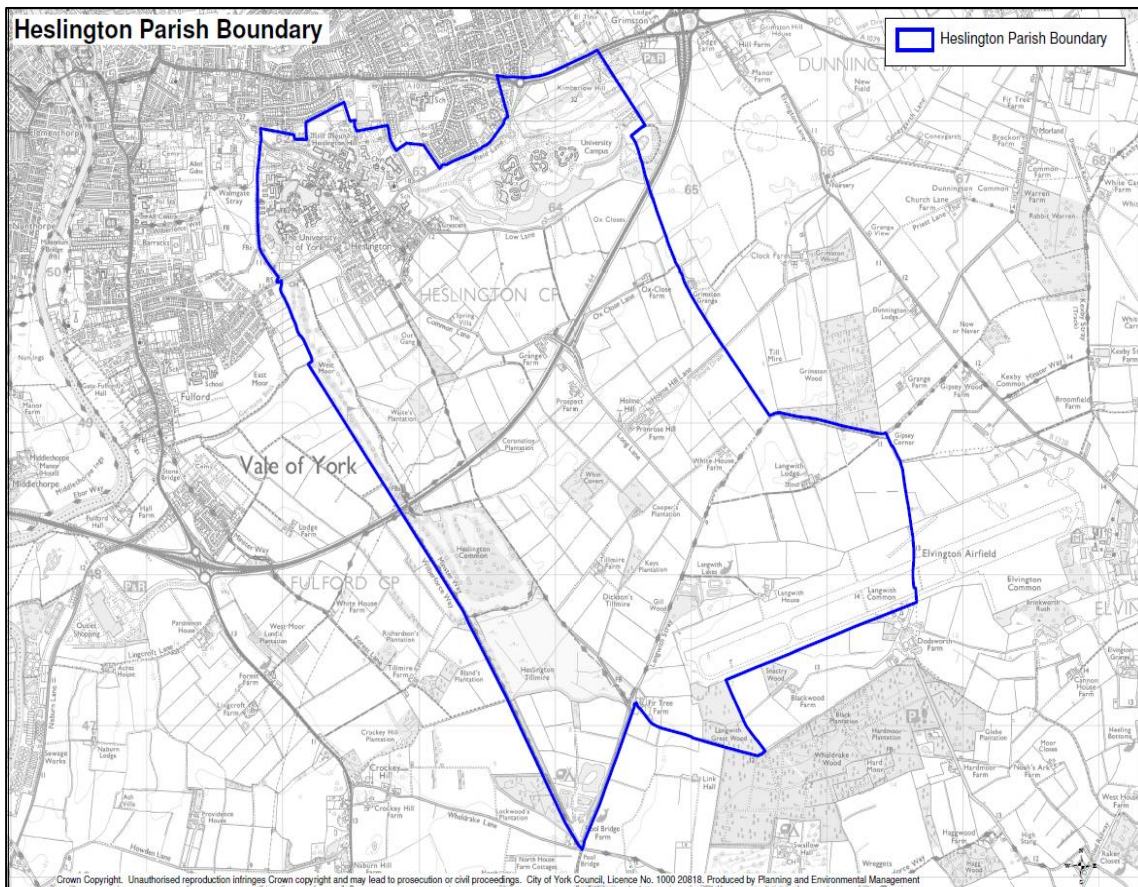


Figure 1 Neighbourhood Plan Boundary

2.2 Heslington Neighbourhood Plan Development

- 2.2.1 Heslington Parish Council set up a Working Group to be responsible for the development of the HPNP in compliance with the Localism Act 2011. The Neighbourhood Plan Working Group is a sub-committee of the Parish Council with clear terms of reference. The Working Group has worked with professional

² All maps in this Plan are “Based upon the Ordnance Survey mapping with the permission of the Controller of Her Majesty’s Stationery Office, Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings”. City of York Council, Licence No. 1000 20818. Prepared by Strategic Planning Team, 2018.

consultants specialising in this field and with assistance from CYC Planning Department.

- 2.2.2 All Neighbourhood Plans must have regard to national policies. The National Planning Policy Framework (NPPF) 2019, paragraph 29 states *“Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan.”*

(NOTE: Neighbourhood plans must be in general conformity with the strategic policies contained in any development plan that covers their area.)

- 2.2.3 The work has been part-funded through a series of grants from *Groundwork UK/Locality* (an organisation responsible for overseeing the allocation of funding for the development of Neighbourhood Plans) and CYC.
- 2.2.4 The HPNP was developed in consultation with village residents, local organisations, local businesses and landowners and the University of York. It is based on extensive research and engagement with the local community. Progress of the work was reported to the Parish Council at their monthly meetings. Details of meeting minutes, consultation questionnaires and supporting documents are available on the Heslington website:
<https://www.heslington.org.uk/neighbourhood-plan/>.
- 2.2.5 Residents and other stakeholders were kept up-to-date with progress on the Plan development via monthly minutes of Parish Council meetings, a quarterly Heslington newsletter, the Heslington website and the village notice board.
- 2.2.6 Strategic Environmental Assessment (SEA) and Habitat Regulation Assessment (HRA) Screening Reports were completed and updated following the Pre-Submission Consultation. The Environment Agency, Natural England and Historic England agree with the conclusions, which have been reached at this stage of the process, that there are not likely to be significant (adverse) effects as a result of the plan. CYC concur with this conclusion.

3 What the Plan Aims to Achieve

3.1 Aims

3.1.1 The aim of the Plan is to influence change in Heslington Parish, not to prevent it. By working with residents, the University of York and other local stakeholders, future developments will be welcomed but need to be sympathetic and protect the historic character and rural environment of the area.

3.1.2 The Neighbourhood Plan sets out a clear direction for the Parish that has been developed and agreed by the people and businesses in the area. The most important aims are set out below:

- Strengthen the historic character, rural setting and core village identity
- Support new development of appropriate housing, without compromising the unique qualities of the built and natural environment
- Protect the rural, open character and green spaces of the Parish from inappropriate development
- Support those types of businesses and employment developments that meet the needs of the community whilst retaining the essential nature of Heslington village and its surroundings
- Improve the choice and sustainability of traffic flows (motor vehicle, cycle and pedestrian) to enhance the quality of life for those who live, work, study or do business in the Parish
- Support and enhance the sense of community by improvements in infrastructure and facilities
- Foster effective and positive working relationships with all local stakeholders to achieve a balance between the unique identity of Heslington as a rural village, the proximity of a thriving university and opportunities for growth

Summary of Policies

POLICY AREA	Purpose
Business, Employment and Local Facilities	To promote employment opportunities in Heslington that help to create sustainable life-work balance. To maintain and enable a balanced range of local community facilities to meet local need.
Agriculture and Rural Enterprise	To support the viability of the working farms in Heslington Parish as thriving businesses, whilst making a positive contribution to the Parish's green infrastructure.
Urban Design and Character	To ensure that development proposals incorporate sustainable design and complement the distinctive character of Heslington.
Housing	To ensure that new housing development is sustainable and meets local need.

Designations: Local Green Spaces	To ensure that that local Green Space is valued and protected.
Green Infrastructure	To protect and enhance Heslington's green environment for current and future generations.
Transport and Movement	To ensure that development proposals are supported by a balanced mix of sustainable transport options and do not have an adverse impact on traffic safety and congestion.
University of York	<p>To enable the ongoing sustainable development of the University of York as a major educational, cultural, social and economic asset.</p> <p>To support exceptional design and environmental quality, creating an environment with a distinctive sense of place, helping to attract students nationally and internationally.</p> <p>To reconcile the development of the campuses with protection of the character, setting and amenities of Heslington village.</p>
Community Actions	To complement Plan policies and address matters not covered within land-use planning.

4 Heslington – Policy Evidence and Data

4.1 Reference Data

4.1.1 This section provides a reference for anyone using the Plan. It forms a basis for policies. Evidence and data to support this Plan have been taken from a number of sources:

- Data from and reference to the York Draft Local Plan³
- Technical data from CYC and the University of York
- Census data 2011

4.1.2 Heslington Village Design Statement (VDS)⁴ was produced, following extensive consultation, and adopted as Supplementary Planning Guidance in 2004. The HPNP incorporates appropriate elements of the VDS in its evidence base and in its policies. Thus, the HPNP will supersede the VDS and gives statutory force to its principles.

4.1.3 In addition, information was gained through surveys⁵ with:

- Local residents
- University staff, undergraduate and post graduate students
- Local businesses, community groups, landowners and other stakeholders

4.1.4 Evidence can be both quantitative (facts and figures such as census data) as well as qualitative (opinions given in consultation responses, input from local organisations and voluntary groups e.g. Heslington Village Trust and where relevant, organisations and bodies responsible for protecting the historic and natural environments) and is used to support the development of the policies in the HPNP.

³ Source: City of York Local Plan - Publication Draft (Regulation 19 Consultation February 2018)

⁴ https://www.york.gov.uk/downloads/file/3239/heslington_village_design_statement

⁵ Details of the questionnaires and analyses of the responses can be found at:
<https://www.heslington.org.uk/neighbourhood-plan/np-questionnaire-analyses/>

5 Strategic Context

5.1 Planning Context

Heslington Parish is located approximately 2 miles to the south east of the historic city of York. York Minster is visible from parts of the Parish. The core of the village is a significant Conservation Area with its important listed buildings and many green spaces.

5.1.1 City of York Local Plan³

There is no adopted Local Plan for the City of York, although work continues with the York Draft Local Plan.

The proposed housing supply in the York Draft Local Plan will provide the required flexibility in order to demonstrate that the Local Plan can respond to unforeseen circumstances over the duration of the Local Plan period. It will also create a Green Belt boundary for York which will endure beyond the end of the Plan period meeting longer term development needs.

It is acknowledged that there is a shortage of affordable housing in York. Large parts of affordable housing need are either existing households (who do not generate need for additional dwellings overall) or newly forming households (who are already included within the demographic modelling).

CYC Strategic Housing Market Assessment⁶ (2016 and Addendum 2017) has updated the demographic baseline for York, based on the July 2016 household projections, giving an Objectively Assessed Housing Need (OAN) of 867 new dwellings per annum for the plan period to 2032/33. This includes any shortfall in housing provision against this need from the period 2012 to 2017 and for the post-Plan period to 2037/38.

The CYC Objective Assessment of Housing Need⁷ has been further updated by consultants GL Hearn in January 2019. Based on this analysis the OAN in York results in a need for 790 dwellings per annum, which would be sufficient to respond to market signals including affordability adjustments, as well as making a significant contribution to affordable housing needs. CYC consider this endorses the robustness of submitted housing plans in the York Draft Local Plan.

Policies for what proportion of homes should be affordable need to take account of evidence both of housing need and the viability of residential development.

⁶ https://www.york.gov.uk/downloads/file/11251/strategic_housing_market_assessment_shma_2016
https://www.york.gov.uk/downloads/file/14277/strategic_housing_market_assessment_update_2017

⁷ <https://democracy.york.gov.uk/documents/s130692/Annex%20A%20-%20GL%20Hearne%20Housing%20Need%20Update%202019.pdf>

5.1.2 NPPF reference

References were made throughout the Pre-Submission version to NPPF 2012 to add useful context. In February 2019 an updated NPPF was released by government. In line with CYC guidance, the Submission version of the plan is written to reference NPPF 2019.

5.1.3 Green Belt

From York Draft Local Plan³ [Ref: para. 1.49 and 1.50]

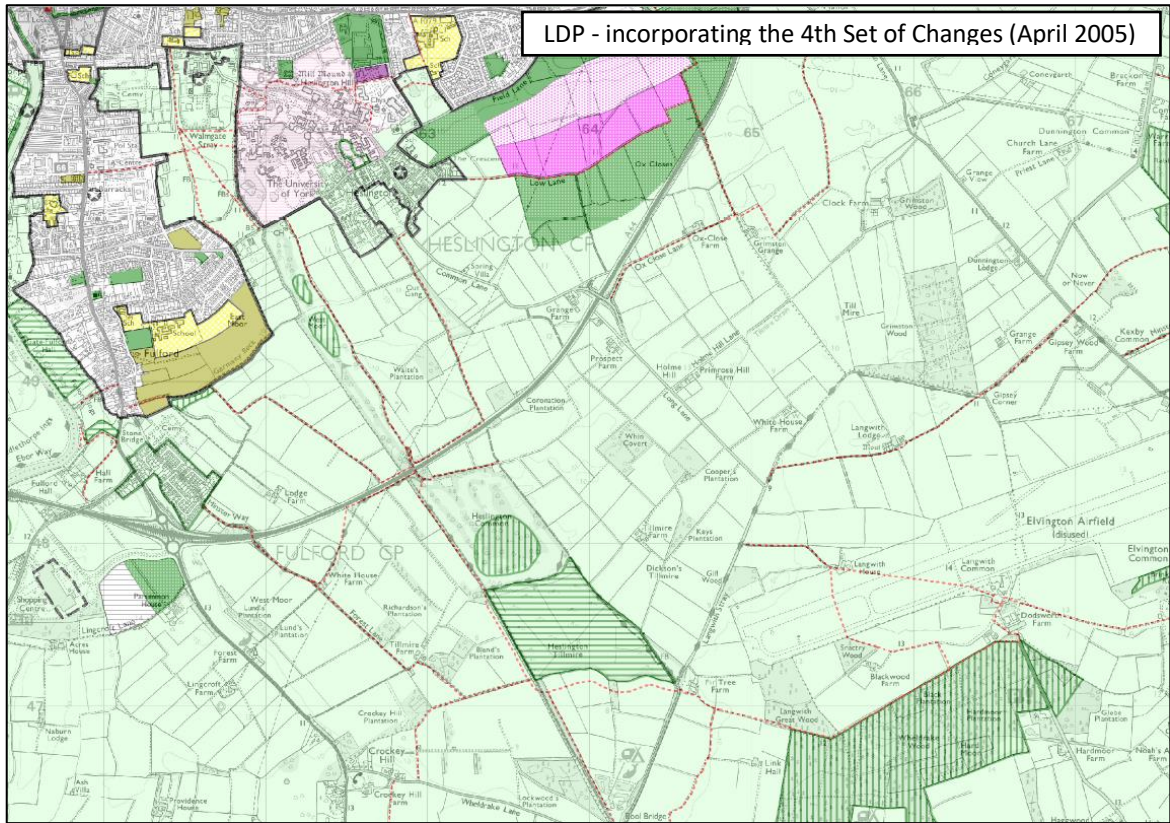
“CYC covers approximately 27,200 ha. Of this, around 4,500 ha are built-up area, with the remainder being open countryside”.

“The majority of land outside the built-up areas of York has been identified as Green Belt within the York Draft Local Plan since the 1950s, with the principle of York’s Green Belt being established through a number of plans including the North Yorkshire County Structure Plan (1995-2006) and the Yorkshire and Humber Plan: Regional Spatial Strategy to 2026 (2008). The overall purpose of York’s Green Belt is to preserve the setting and special character of York.”

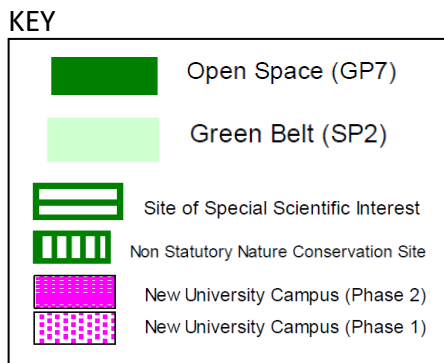
“While the Regional Strategy for Yorkshire and Humber Spatial Strategy (2008)(RSS) has otherwise been revoked when the Regional Strategy for Yorkshire and Humber (Partial Revocation) Order (2013) came into force, its York Green Belt policies were saved... ”

“It is therefore the role of the York Draft Local Plan to define what land is in the Green Belt and in doing so establish formal detailed Green Belt boundaries.”

Heslington Parish (including the village but excluding parts of Campus East and Campus West) is within the general extent of the Green Belt. This status has been vital in ensuring that the village and its surroundings maintain their unique rural feel, despite proximity to York and the University. For the purposes of this document the Green Belt is defined as set out in the otherwise revoked RSS and the Fourth Set of Changes to the Development Control Local Plan (2005) until such time as the emerging Draft Local Plan is adopted. See Figure 2 below.



**Figure 2 Green Belt Boundary Heslington Parish
As set out in 4th Set of Changes to Local Development Plan (2005)**



5.1.4 York Draft Local Plan³ preferred [Spatial Strategy] options

From the York Draft Local Plan [Ref: para. 3.13]

“The Plan seeks to identify sufficient land to accommodate York’s development needs across the plan period, 2012-2033. In addition, the Plan provides further development land to 2038 (including allowing for some flexibility in delivery) and establishes a Green Belt boundary enduring for at least 20 years.”

The HPNP welcomes this clear position on Green Belt and the protection it gives to the historic setting and character of the village of Heslington and the wider Parish area.

5.1.5 York Draft Local Plan strategic development site allocations

In the York Draft Local Plan, Heslington Parish will be delivering substantial growth for the city on three major sites together with a new open space:

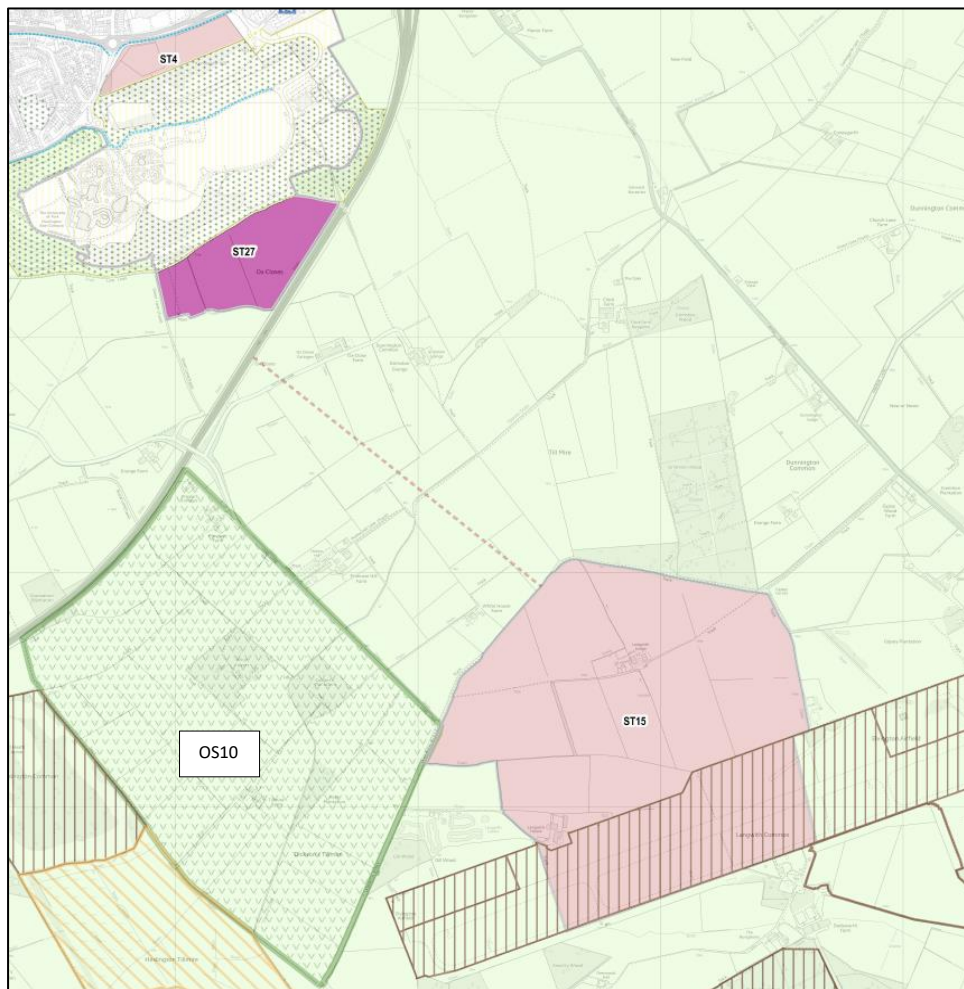


Figure 3 York Draft Local Plan³ - 2018 Policies / Proposal Map South

- OS10** New open space (193 ha) is identified on land to the south of the A64 in association with ST15.
- ST4** Land adjacent to Hull Road will deliver approximately 211 dwellings at this urban extension development site (7.5 ha).
- ST15** The development of Land West of Elvington Lane proposes approximately 3,339 dwellings, at this new 'garden village' site (159 ha).
- ST27** University of York proposed expansion will provide B1b employment floorspace for knowledge based businesses including research-led science park uses and other higher education and related uses (21.5ha).

5.2 Heslington Village Location within the City of York

- 5.2.1 Heslington village is now unique amongst York's immediately peripheral settlements. Given the proximity of the University, Heslington has retained its 'village' identity and rural charm because it has largely maintained its visual and physical setting, sense of community and shared green spaces. The village has avoided being submerged by suburban high-volume house building. Continuation of farming on the land in and around the village is fundamental to its identity. Importantly, the village also provides an attractive environment for the University of York.
- 5.2.2 The village has 32 listed buildings and structures⁸ and many green spaces e.g. Church Field and the open areas alongside Boss Lane. There are public rights of way through both the Campus East and Campus West of the University.

5.3 Landscape Setting

- 5.3.1 The Parish of Heslington outside the University is largely farmland. It is part of the Vale of York with a major trunk road (A64) bisecting the area east to west. The Tillmire Site of Special Scientific Interest (SSSI) and The Outgang common land are of particular importance.
- 5.3.2 Virtually the whole Parish, excluding parts of the University, is recognised as within the extent of the Green Belt by local planning authorities.
- 5.3.3 There are two Ancient Monuments in the Parish.
- 5.3.4 The agricultural land is predominantly Grade 2.
- 5.3.5 There is risk of flooding in the Parish, with small portions of Zone 3b particularly to the south and east of the village, some Zone 3a, particularly to the south of the A64 and a larger Zone 2 risk surrounding these two areas.⁹
- 5.3.6 CYC has adopted the concept of green wedges which bring the countryside into the city. Village open spaces connect to the area of common land known as Walmgate Stray to form one of these important green wedges.

5.4 History and Character

Heslington has been a settlement since before the Domesday Book. The village now, with its layout of streets, lanes, footpaths and surrounding paddocks, reflects its slow growth over the ensuing centuries and by the end of the C19 the pattern of urban form that we see today was established. Architecturally, the village buildings show a remarkable consistency of form, materials and details giving the village a cohesiveness, identity and sense of place.

5.5 Plan Demographics

- 5.5.1 The University of York has just over 20,000 students and staff; about 4,100¹⁰ of these students are short-term residents of the Parish and live in halls of residence in the Parish. There are some 2,000 direct employees in York Science Park

⁸ Source: Historic England

⁹ <https://flood-map-for-planning.service.gov.uk/confirm-location?eastings=462634&northings=450249&placeOrPostcode=YO10%205DT>

¹⁰ Based on last UK census. There are currently more halls of residence and a larger student population.

(hereafter referred to as “the Science Park”). There are about 700 residents in the village and surrounding farms and businesses.

Policies have been developed to reflect the needs of all who live, work or do business in the area and included joint meetings between the University and the HPNP Working Group.

5.6 The University of York

5.6.1 The University of York, founded in 1963, is consistently in the top 20 ranking universities nationally for teaching quality and research. A member of the Russell Group¹¹ of UK universities, it plays a significant role in the economic and cultural life of the city and the region, contributing some £240m annually to the York economy, and generating around 2,780 direct University jobs and 3,700 indirect jobs³. (The latest figures from the University of York detailed in response to the Pre-Submission Consultation are 4,200 and 6,600).

5.6.2 It occupies a 197 ha parkland site on the south eastern edge of York, entirely within Heslington Parish. Expansion beyond the boundaries of the original Campus West to form Campus East, at 116 ha, was approved in 2007 by the Secretary of State (and subsequently amended in March 2016 (15/02923/OUT)).

5.7 York Science Park

The Science Park provides high specification, managed business accommodation to over 150 companies largely in the science and technology sectors. This 8.5 ha park with its close links to the University of York plays a pivotal role in the technology transfer and business development for York’s knowledge, bioscience and IT enterprises. It is managed by York Science Park Ltd (YSPL).

5.8 Wider Socio-economic and Environmental Context³

5.8.1 York falls within two socio-economic areas: the Leeds City Region and the York Sub Area. These areas are overlapping but self-contained functional areas that were originally defined in the now partially revoked Yorkshire and Humber Regional Spatial Strategy.

5.8.2 York’s wealth of historic attractions provides the cornerstone of the city’s visitor economy. The city grew as a major centre for the wool industry, and during the C19 its growth was based around the city becoming a hub within the national rail network as well as a centre for manufacturing and confectionary. In more recent times, the city’s economy has moved towards being based on service industries including both tourism and knowledge-based industries. The city has a number of key sectoral strengths. These include: the healthcare and bioscience sectors, rail, environmental and bio-renewable technologies, IT and digital companies, creative industries and financial and professional services. There is significant employment in chocolate manufacture and the railways. York is the base for two of the largest building companies in the UK. Higher and further education institutions in the city (including the University of York) play an important role both in terms of being

¹¹ The Russell Group represents 24 leading UK universities which are committed to maintaining the very best research, an outstanding teaching and learning experience and unrivalled links with business and the public sector

major employers in their own right, supporting over 8,000 jobs and providing a skilled labour pool of graduates to serve the city's science, technology and professional services industries.

- 5.8.3 The City of York compares well against similar sized European cities, with its highly skilled workforce, although it is not as productive per capita. In summary:
- Supports nearly 116,000 jobs (NOMIS, 2016)
 - Contributes £4bn of value to the national economy
 - Attracts 7 million visitors per year
 - Ranks highly in various competitiveness indices – for example 20th out of the UK's largest 64 cities based on indicators in the Huggins UK competitiveness Index (2016)
 - Employs 31% of people in the public sector (above average) (Centre for Cities 2015)
 - Has a lower than average enterprise and productivity, which is 86% of the national average
- 5.8.4 The Oxford Economics' Forecast (OEF) 2014-2031 shows that over the period to 2031 employment will grow by over 10,500 and will add £2.3bn to Gross Value Added. This means the York economy will be 50% bigger by 2031.
- 5.8.5 The York Economic Strategy 2016-20 (2016) sets out the vision for York to be 'A great place to live, work, study, visit & do business'.
- 5.8.6 Key long term targets include: to have wages above the national average by 2025, business space and housing requirements to be fully met, priority high value sector growth and employment rate, skills plus connectivity advantages maintained.

5.9 Socio-Economic Characteristics

5.9.1 Population characteristics

The presence of the University of York in the Parish gives a population with a high proportion of young people and transient residents. Of the 4,800 people who live in the Parish about 4,100 are students. A good proportion of these are here for 3 years for 3 academic terms each year. Similarly, the working population is dominated by the University and the Science Park.

Key statistics¹²:

There were 4,792 people living in Heslington aged 16 and over; most of these were students. The non-student population was approximately 700.

Heslington had 480 households.

150 households were 'One Person'. In 65 of these households the person was aged over 65. 146 households had children. 26 households were occupied by students.

The two largest ethnic groups were White 74.1% (3,551) and Asian 19.7% (944), the latter group reflecting the University of York student body.

¹² Source: Heslington Ward Profile supplied by CYC in 2017 based on 2011 census

5.9.2 Employment

Key statistics¹²:

Based on Census 2011 Parish data for those aged 16 to 74:

9.5% (431) were employed in part-time, full-time or self-employed work. 0.4% (20) were unemployed and 1.5% (67) economically inactive (i.e. not actively seeking work). 2.5% (113) were retired. When excluding those registered as students from the total data the percentage of people retired increased to 17.9% and was line with York as a whole at 16.3%.

5.9.3 Land use

The predominant uses in the Parish are agriculture, education, the Science Park and residential housing. Most of the land outside the village and the University is dedicated to farming.

5.9.4 Housing

The housing stock is an eclectic mix of small C18 and C19 houses, which dominate Main Street, with some larger buildings of the same centuries: Little Hall, the Manor House and a working farmhouse. The imposing C16 century Heslington Hall is occupied by the University. There are two sets of almshouses: Hesketh Almshouses and the cottages at the south end of Main Street. In the middle of the village, Heslington Court is a sheltered housing facility run by the Joseph Rowntree Housing Trust. Post-war developments have added to the housing stock.

5.9.5 Transport routes and links

Heslington is well served with buses as a result of the University presence. During term time buses from the village are typically better than 10 minute frequency into the city centre during the day. These give access to a substantial public transport infrastructure in the centre of York and the railway station. As York is a significant hub for rail traffic, there are excellent links to the rest of the UK by train. There are also good bus links to local areas (Leeds and the east coast) and other parts of the UK.

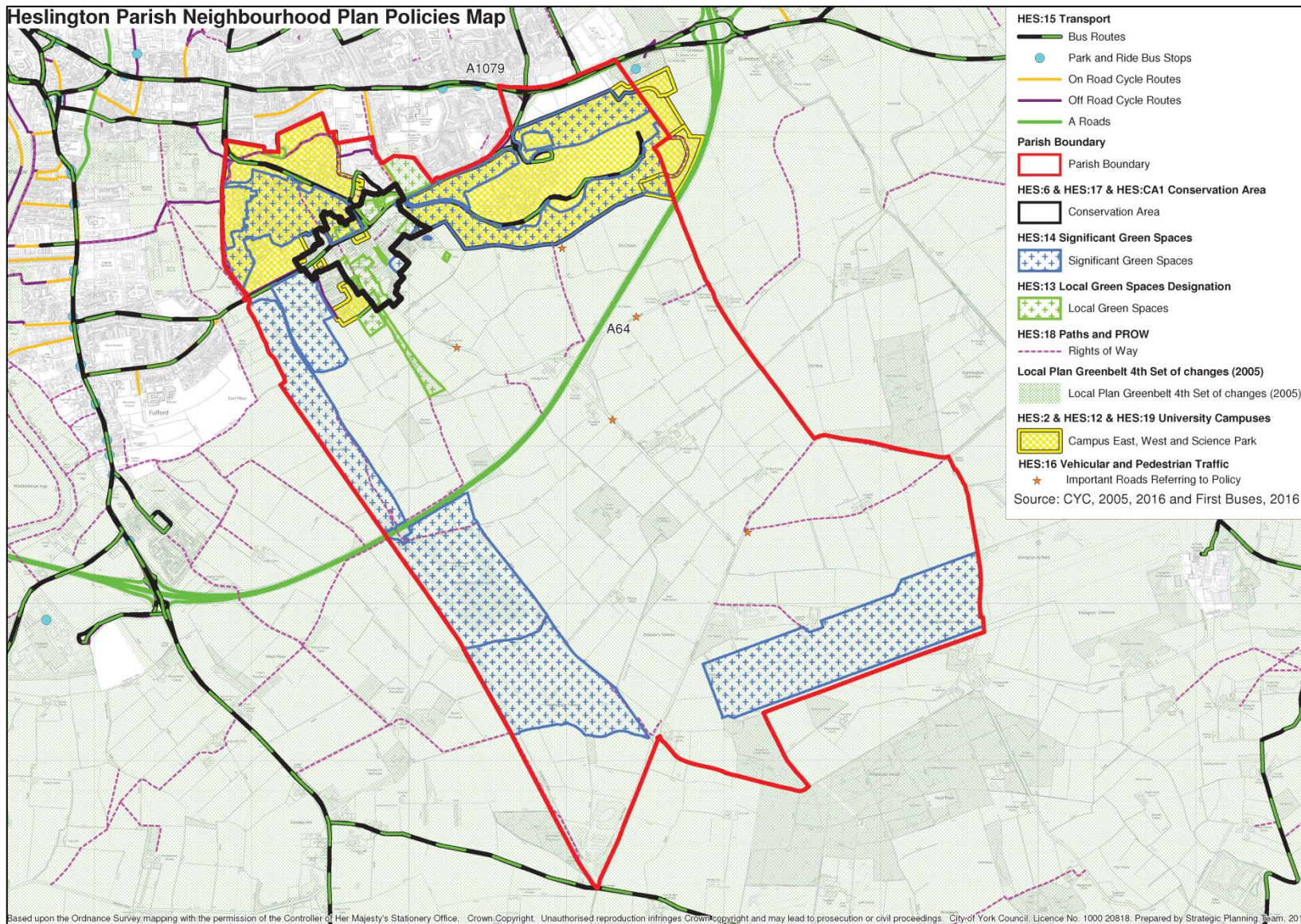
The A64 to the south of York provides an excellent link west to the A1 and the motorway network. To the east it provides access to the coast. York is within reach of the North York Moors National Park, the Yorkshire Dales and the Yorkshire Wolds.

Public transport access into the village from the outlying areas is limited. This promotes an increase in car journeys to the village.

5.9.6 Communications infrastructure (Broadband)

The village is well served with telephone and high speed broadband. Recent addition of a fibre network gives access to even higher speeds. However, in the outlying areas of the Parish broadband access is very poor.

5.10 Policies Map



6 Community and Stakeholder Engagement

6.1 Survey Questionnaires

In February 2017, as part of the continuing process of community and stakeholder engagement, questionnaires were sent to five groups:

Printed copies (hand-delivered)

- Residents
- Businesses, landowners and other stakeholders

On-line through the University of York (UoY)

- Undergraduate students
- Postgraduate students
- University staff

All five groups were asked broadly the same series of ‘core’ questions, but with modifications appropriate to their involvement in the Parish. Further details of the questionnaires and analysis of the responses can be found at:

<https://www.heslington.org.uk/neighbourhood-plan/np-questionnaire-analyses/>

6.1.1 Residents

A single copy of the paper version of the questionnaire was delivered to every household in the Parish (486 questionnaires). A notice about the survey and the questionnaire were also available on-line via the Heslington website. Notices about the Neighbourhood Plan, the purpose of the questionnaire and how to respond were posted on the Parish notice board.

88 questionnaires were returned, a response rate of 18.1% of eligible households.

There were two kinds of questions – quantitative (‘box-ticking’), and qualitative (requiring an ‘open’, verbal answer).

6.1.2 Businesses, landowners and other organisations

A single copy of the paper version of the questionnaire was delivered to all businesses, landowners and other organisations in the Parish (180 questionnaires). Every effort was made to contact all eligible businesses and landowners based on information provided by CYC, the University of York and the Science Park. A stamped addressed envelope was provided for responses.

39 questionnaires were returned, an overall response rate of 21.7%.

Response rates for specific segments of the community were as follows:

	Questionnaires		
	<i>distributed</i>	<i>Returned</i>	<i>% Return</i>
Science Park/Businesses	153	27	(17.6%)
Working farms	7	2	(28.6%)
Landowners/farmers	5	3	(60.0%)
Other village and Parish	14	7	(50.0%)

- 6.1.3 The responses to both Resident and Science Park/Business survey questionnaires were analysed by a retired natural scientist with additional input from a retired data-analyst.

6.2 Liaison with University of York

As already indicated, Heslington is unusual (possibly even unique) in hosting a world-class university on two main sites (Campus East and Campus West) within what is still a predominantly rural Parish. Accordingly, a joint Neighbourhood Plan working sub-group was established with the University.

6.3 University Undergraduates, Postgraduates and Staff

An electronic version of the questionnaire using Google Forms was circulated by the University of York to all undergraduates (approx. 12,500), postgraduates (approx. 4,500) and staff (approx. 3,500) using the internal e-mail system and staff newsletter, irrespective of whether they lived in the Parish or outside it, making clear that their responses should refer only to their activities (i.e. work, leisure and using facilities) within the Parish and not the wider City of York.

Responses were analysed automatically using spread sheets.

	Response rates
Undergraduates	278 (2.2%)
Postgraduates	99 (2.2%)
Staff	238 (6.8%)

6.4 Consultation Responses to Survey Questionnaires

Common response themes referring to facilities, the advantages and disadvantages of having a university close by, transport, housing and the green and built environment were carefully analysed and collated. This provided important and substantial input to the policy development.

6.5 HPNP Pre-Submission Consultation

- 6.5.1 In January 2019 a Draft Plan consultation letter and a Draft Plan summary booklet were delivered to every household, all businesses were contacted by letter and all statutory consultees and landowners/agents contacted by email/letter. Hard copies of the full Plan were made available locally. All appropriate documents were made available on the Heslington website.
www.heslington.org.uk/neighbourhood-plan/
- 6.5.2 In January 2019 all University of York students and staff received an electronic communication giving details of the Draft Plan for consultation and with information on how to view the Plan in full or where hard copies of the Plan were available.
- 6.5.3 A 'drop-in' meeting was held in the Heslington Village Meeting Room on 11 February 2019 to provide residents with the opportunity to ask questions and express their views. Thirty residents attended over the course of the day.
- 6.5.4 Pre-Submission Consultation on the Plan took place from 29 January to 14 March 2019, inviting responses electronically (via a dedicated heslingtonpcnplan@outlook.com email address) or in paper form (by post to the

Parish Clerk, or in a dedicated mailbox at a business on Main Street). Following the consultation all responses were analysed in detail and revisions made to the Plan.

The response rates to the consultations were:

Residents	153 ¹³
Business, Landowners, Other stakeholders/consultees	13
Undergraduates/University Staff	13

- 6.5.5 In addition to the above consultation steps, residents and other stakeholders were regularly kept up-to-date with the HPNP development via monthly minutes of Parish Council meetings, a quarterly Heslington newsletter, Heslington website and via the village notice board.
- 6.5.6 Throughout the process, the HPNP has been developed in consultation with CYC and in parallel with the emerging City of York Local Plan and has been informed by the evidence and strategies contained in that emerging Local Plan.
- 6.5.7 A full summary and analysis of all consultation and engagement work with the community can be found in the HPNP Consultation Statement and associated appendices.

¹³ Includes 107 responses to an independently prepared and distributed flyer by a local resident (highlighting the importance of Heslington's local green spaces).

7 Growth Strategy

7.1 Overview

This strategy is based on enabling growth, including the York Draft Local Plan proposed strategic development sites, to accommodate the wider growth required in York, together with consideration of environmental constraints.

7.2 Delivering Growth

The York Draft Local Plan³ proposes strategic development site allocations in Heslington, catering not just for the needs of Heslington Parish, but also the wider city. This includes allocation for approximately 3,550 houses, providing the housing growth.

(See York Draft Local Plan strategic development site allocations, paragraph 5.1.5).

Within the Neighbourhood Plan most of the economic growth will come from the University of York, the Science Park and businesses within strategic site allocation ST15 (See paragraph 5.1.5).

The HPNP aims to deliver sustainable development by the following means:

- Recognising the strategic site allocations being made by the York Draft Local Plan and including policies to ensure that such housing is well designed and served by adequate infrastructure
- Recognising the development of the University of York campuses
- Conserving the historic character of Heslington village
- Enabling and maintaining a balanced mix of uses, including a range of community facilities
- Protecting and enhancing the environment and green spaces through Local Green Space designations and policies

7.2.1 In addition, the HPNP works within the spatial framework created by different environmental constraints, including:

- Designated natural sites and built heritage
- National Green Belt boundaries
- Green open space 'buffer zones' around the village to protect the landscape and maintain separation from the University of York
- 'Green wedges' which comprise the open areas around, and between, parts of settlements and prevent the coalescence of adjacent places.

8 Business, Employment and Local Facilities

8.1 Purpose

To promote employment opportunities in Heslington that help to create sustainable life-work balance.

To maintain and enable a balanced range of local community facilities to meet local need.

8.2 Rationale and Evidence

8.2.1 Paragraph 80 of the NPPF (2019) states:

“Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.”

8.2.2 Paragraph 92 NPPF (2019) states:

“To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;*
- b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;*
- c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs*
- d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and*
- e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.”*

8.2.3 The York Draft Local Plan³ states:

Create a Prosperous City for All

“The Local Plan will enable York to realise its economic growth ambitions as set out within the York Economic Strategy (2016), contributing to a vibrant economy.”

[Ref: paragraph 2.1]

“In more recent times, the city’s economy has moved towards being based on a service industry including both tourism as well as knowledge-based industries. The city has a number of key sector strengths. These include: the healthcare and bioscience sectors, rail, environmental and bio-renewable technologies, IT and digital companies, creative industries and financial and professional services.”

[Ref: paragraph 1.32]

8.2.4 The University of York, including the Science Park, is at the forefront of this area of increased jobs.

8.2.5 The spread of businesses and employment within the Parish of Heslington is extremely diverse:

- The University is the major employer supporting 2,780 direct University jobs and 3,700 indirect jobs³
- Within the University campuses there are a number of cafes, restaurants and shops, businesses and a health centre serving local University personnel and Heslington residents
- The Science Park occupies a site within Campus West. This provides purpose- built, high-specification, fully-serviced office, laboratory and meeting space to cutting-edge businesses in dynamic industry sectors including creative and digital media, technology, and biotechnology. Major buildings include the Innovation Centre, the Bio Centre, the IT centre and Enterprise House. Much of this is incubator space with companies staying on average for about 4 years before moving to more permanent sites elsewhere in the city. Companies on the Science Park gain access to cutting edge research facilities at the University, including a comprehensive suite of bioscience laboratories, the UK's premier Plasma Research Centre and a Nanocentre hosting one of the world's most powerful microscopes. On average there are around 150 businesses employing over 2,000 staff
- In addition to the offices managed by York Science Park Limited (YSPL) there are 6 further blocks of offices owned by the University of York and others. These are occupied by 14 longer-term tenants and include some University usages
- *The Catalyst* building is situated on Campus East. This modern site can house up to 48 units aimed at creative, IT and digital sector development and is managed by YSPL
- In Heslington Main Street [South] there are a Post Office, two banks, two pubs (with one listed as an Asset of Community Value), a local shop, the Village Meeting Room and a residential letting agency. The University also occupies buildings on Main Street

8.2.6 Other activities and facilities around the village include:

- Heslington Church (St Paul's) Local Ecumenical Partnership (LEP) and community meeting rooms
- More House, Catholic Chaplaincy
- Lord Deramore's Primary School, with a new school building for 200 children
- Heslington pre-school group and 'out-of-school' club
- Heslington Scout group and Brownies group
- The Holmefield Centre (a communal meeting room and facilities)
- Heslington Sportsfield at The Outgang hosting cricket and football teams, its own clubhouse and an area with children's play equipment
- Fulford Golf Course – employing about 20 staff
- Rural based businesses include:
 - One working farm in the village
 - Nine working farms to the south of the village
 - A horse livery business
 - Two fishing lake enterprises
 - A holiday caravan enterprise
 - Leisure activities using Elvington airfield runway

8.3 Main Street, Heslington

- 8.3.1 Main Street¹⁴ is the core of the Village Conservation Area, running from the Heslington Hall roundabout to its junction with Low Lane and Common Lane. As well as residential properties it is also where many of the important facilities are located. The shops and businesses all rely on students and staff at the University and from the Science Park for a steady stream of trade and this ensures that Heslington residents get the continuing benefit of these businesses, which could not easily be supported solely by the local resident population.
- 8.3.2 Main Street has been described as having two quite different characters. During the day, particularly during university term time, it is a busy, often very busy road, filled with pedestrians, cyclists, and cars, vans and lorries (competing for parking places and often parked on double-yellow lines), all making use of its facilities. In the evening and at night it reverts to being a quiet rural village street.
- 8.3.3 The Neighbourhood Plan seeks to reconcile a sensible balance between the competing demands of village streets designated as part of a Conservation Area and those facilities required by a thriving, international community of university staff, students and residents.

8.4 York Science Park

This area of high employment is extremely important to York as a driver of growth with its position alongside the University of York. However, there are few opportunities for expansion on its current site and future growth in professional, scientific and technical activities may have to be directed to the Campus East. The survey of businesses showed:

- 41.0% are considering expanding over the next 5 years
- 33.3% are currently recruiting
- 39.2% of their workforce travel to work by car
- 28.2% could use more parking space

Twelve businesses (60% of those responding to the question) commented that increased traffic and congestion in the village could be a problem for their business:

- 25.0% chose Heslington because of location including facilities and transport links
- 21.1% chose Heslington because of involvement with and access to the University
- 9.6% chose Heslington for the quality of the environment/ beauty of the area

Thus, Heslington Parish and village, the Science Park and the University of York are inter-dependant and the importance of balance is clear.

8.5 Travel and Traffic Implications

The University of York Transport Survey 2017 records a notable increase in University-related traffic during peak hours at the Grimston Bar roundabout and the Green Dykes

¹⁴ Main Street has two parts. The stretch that runs north-south through the village, and where most of the village facilities are located, is usually simply referred to as Main Street, but occasionally as Main Street [South], a convention adopted in the HPNP. At Heslington Hall, Main Street turns west towards Fulford and runs as far as Holmefield Lane where the road becomes Heslington Lane.

Lane/Melrosegate junction with the Hull Road. This, when added to the traffic to and from the Science Park presents an ongoing problem. The threat from too much road traffic arising from expansion is clear and so any development must include measures to control or reduce traffic.

8.6 Use of Local Facilities

The questionnaires circulated to Residents, Undergraduates, Postgraduates and University Staff explicitly asked about their use of facilities. The number of respondents using each type of facility in Heslington, *excluding* facilities on Campus East and Campus West are summarised in the table below.

Facility	Residents	Under- and Post-graduate students	Staff
Post Office	85	243	207
Banks	73	199	168
Local shop	72	293	202
Places of worship	26	22	15
Primary school	8	1	14
Pre and Out-of-school clubs	6	3	8
Brownies, Scouts etc.	4	11	4
Sports Field, Church Field	42	78	41
Pubs	53	290	190
Village Meeting Room and/or Holmefield Centre	62	11	10
Golf Club	4	8	5

8.7 Consultation Responses

It is clear from the consultation responses that the maintenance of facilities within the village is valued. The local pubs are an important part of the social fabric. At the same time traffic associated with businesses and their hours of operation should not compromise residential amenity.

8.8 Business, Employment and Local Facilities Policies**Policy HES: 1 Main Street - Change of Use**

Within the Main Street area, development proposals for change of use to Retail (A1)¹⁵, Food and drink (A3, A4) and Medical and other community facilities (D1) will be supported subject to:

- a) There being no significant detrimental impact on traffic safety or capacity;
- b) There being no significant detrimental impact on the amenities of nearby residents e.g. by restricting the hours of operation; and
- c) There is no change of use involving the loss of retail, food and drink, business or community facilities in Main Street including changes of use of ground floors to residential use, unless it can be satisfactorily demonstrated that none of the above are viable uses.

In addition:

- d) Proposals to diversify the use of public houses will be supported, providing the use as a public house remains as part of the mix of uses.

In the event of there being no demonstrable acceptable viable use, any alterations to Main Street premises must satisfy the requirements of Neighbourhood Plan policies HES 4, 5, 6, 7 and 8.

Interpretation

The current mixed commercial and residential character of Main Street [South] should be preserved and any commercial development, while being sensitive to the needs of local farmers and residents, should not reduce the amenity value for residents.

¹⁵ Town and Country Planning (Use Classes) Order 1987 (as amended)

Policy HES: 2 New Business and Employment Development

Development proposals for new business and employment development will be supported in the following locations:

- a) Existing science and knowledge-based business parks on University campuses;**
- b) Within the strategic designated York Draft Local Plan housing site allocations to provide local facilities; and**
- c) Within farm complexes, to support diversification, providing there is no significant adverse impact on traffic safety, congestion or residential amenity.**

Development for sports usage will be supported:

- d) Where there is a proven local need and providing there is no significant adverse impact on traffic safety, congestion or residential amenity.**

Interpretation

This policy recognises the strategic importance of the science/business park and the farming community. It enables employment close to new housing, to provide local opportunities and create more sustainable work-life patterns. The policy also enables farm diversification and, if justified, the provision for sports usage.

9 Agriculture and Rural Enterprise

9.1 Purpose

To support the viability of working farms in Heslington Parish as thriving businesses, whilst making a positive contribution to the Parish's green infrastructure.

9.2 Rationale and Evidence

9.2.1 National policy

A key message within the NPPF (2019) is the “*presumption of sustainable development*”. Paragraphs 83, 118, 152 and 170 make a number of important points on food security and sustainable agriculture including:

- *Planning policies and decisions should enable:*
 - *the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings*
 - *the development and diversification of agricultural and other land-based rural businesses*
- *Planning policies and decisions should: recognise that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk mitigation, cooling/shading, carbon storage or food production*
- *The planning system should support the transition to a low carbon future...*
- *Planning policies and decisions should contribute to and enhance the natural and local environment by:*
 - *protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils*
 - *recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland*

9.2.2 Sustainable farming – evidence of need

- Food security is a crucial issue for now and the future and any actions must ensure that we do not compromise our ability to feed ourselves
- Increases in farm productivity and decreases in impact on the environment are required
- Sustainable development and growth in rural areas supports the integration of environmental, social and economic objectives. This also meets the needs of a diverse rural population and ensures equality of opportunity
- Maintaining the area's natural asset base
- Farmers and landowners should always be consulted and listened to with regard to developing the area
- Sustainable farming will support the wider community
- Not one system of farming is the answer and all should be supported for maximum benefit to society and the environment
- Encouraging links between rural areas and urban centres

9.2.3 The farms

There are ten working farms in the Parish, one in the village itself and the others to the south of Heslington. They are a fundamental part of the village's rural setting.

The farming community continues to face formidable challenges with increasing regulation, volatile markets and fluctuating farming returns. In response to these challenges farmers have had to consider the resources available to them and look at new ways of developing their businesses so that they can grow and remain competitive. This might include the need for modern agricultural buildings either to meet regulations or to change the use of existing buildings in order to respond to changing market demand.

A sustainable rural community based on an innovative rural economy and a thriving farming industry, which is profitable and supports viable livelihoods, underpins sustainable and healthier communities and enhances the environmental assets that are vital to the county's prosperity.

For the farming community priorities include (in no particular order):

- Creating thriving localities that meet the needs of their communities, businesses and their environment
- Developing renewable energy that meets the needs of the farm and is appropriate to the location and renewable resources available
- Developing farming enterprises that can meet the challenges of food security through modernising and becoming more efficient
- Diversifying farming enterprises to meet new opportunities such as, *inter alia*, business units or tourism
- Making provision for the next generation to take on management of farms and to support this through the provision of affordable housing
- Realising the value of the Parish's environmental assets
- Providing access to high-speed broadband
- Strengthening farming businesses to help them build profitability and respond to new opportunities

9.2.4 Farming and evidence on the importance placed on green infrastructure

Local farmers are crucial for the maintenance of the Parish's green infrastructure, by caring for existing and sometimes reinstating, hedgerows, ditches, grass field margins and woodlands.

Agricultural land in the Parish is generally identified as Agricultural Land Classification grade 2 (very good). Moreover, the area's soils should be valued as a finite multi-functional resource, which underpins well-being and prosperity. Soil can be a store for carbon and water, a reservoir of bio-diversity and a buffer against pollution. The NPPF (2019) paragraph 170 reflects the importance of the conservation and sustainable management of soils.

9.3 Agriculture and Rural Enterprise Policy

Policy HES: 3 Agriculture and Rural Enterprise
<p>Development proposals will be supported where they:</p> <ul style="list-style-type: none">a) Are sited and designed to support and acknowledge the working farms and rural businesses;b) Ensure that farm traffic is accommodated; andc) Avoid compromise to farming activities.
<p>Interpretation</p> <p>Application of this policy ensures that the operational requirements of farms and rural businesses are fully considered when development is proposed and there is no significant adverse impact on traffic safety, congestion or residential amenity.</p>

10 Urban Design and Character

10.1 Purpose

To ensure that new development incorporates sustainable design and complements the distinctive character of Heslington. This means ensuring that:

- Any development proposals, whether extensions, refurbishments to existing buildings or new developments, incorporate sound sympathetic architectural and urban design that is informed by, reflects and complements the distinctive vernacular and architectural characters of Heslington so much valued by the residents
- The historic pattern of development of the village is sustained and enhanced and not lost nor obscured through lack of understanding and unsympathetic development

10.2 Rationale and Evidence

The rationale and evidence base is drawn principally from the NPPF (2019), the Heslington Conservation Area Appraisal, the Village Design Statement and responses to community surveys.

10.2.1 Conservation Area¹⁶

In 1969, when under Selby District Council, the Heslington Conservation Area was designated in order to protect Heslington's architectural character and historical interest, its integrity and the coherence of its built and green environment. Following a review in 2004, the Conservation Area boundary was extended by CYC to include, principally, School Lane and Lord Deramore's School and grounds to the east, the fields, paddocks and allotments to the west of Main Street [South]. Around the same time, CYC formally adopted the Heslington Village Design Statement as Supplementary Planning Guidance. In 2009, CYC commissioned and accepted an independent Conservation Area Character Appraisal and this was followed in 2013 by CYC's Character Area Statement for Heslington which covered the whole village, not just the Conservation Area. This further emphasised and stressed the importance of Heslington's architectural and environmental character and qualities, including its 32 listed buildings and structures, of which 2 are listed as Grade II*.

10.2.2 National policy (NPPF 2019)

Achieving sustainable development, paragraph 8c states:

"An environmental objective – to contribute to protecting and enhancing our natural, built and historic environment."

Achieving well-designed places, paragraph 124, states:

"The creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work."

And Paragraph 127 states:

"Planning policies and decisions should aim to ensure that developments:

¹⁶ Full details and map can be found at <https://www.york.gov.uk/downloads/file/3488/ca28heslingtonpdf>

- a) *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) *are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) *are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*

Conserving and enhancing the historic environment, para 185 states:

“Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.”

10.3 Character Appraisals

10.3.1 Heslington Conservation Area Appraisal [HCAA]

This Appraisal was drawn up by external consultants for CYC and adopted in April 2009. As such, it has been used to inform the York Draft Local Plan and its recommendations and observations have been incorporated in the HPNP. The Appraisal identifies and describes three distinct character areas of the village, the qualities of their buildings, other structures and the neutral and negative factors in the areas. They are:

1. Heslington Lane and Main Street [West]

This character area consists of a through road running across the north of the Conservation Area with adjacent built areas and open spaces to either side. The road forms a roundabout at a junction with University Road. To the north the area is interlocked with the University.

The special interest of this character area is the result of a number of different factors, including the architectural quality of the buildings, the presence of high front boundary walls, the relative variety of the buildings in terms of style, size, etc. and the relationship to the main road and to the University. It includes the most important listed building in the Parish, Heslington Hall [Grade II*].

2. Main Street [South]

This character area consists of the south leg of Main Street and adjacent roads and areas. This section of Main Street forms a T junction with Low Lane terminating the southern end of the Conservation Area.

The special interest of this area is that of the appearance of a main village street. In contrast to the previous character area, the dominant features here are the wide highway, enhanced by wide grass verges and trees. The buildings, mostly C19 clamp brick and pantile, are of similar simple form but many with different eaves and ridge heights. This area contains the only other Grade II* building, Little Hall, and the majority of the other buildings are either listed Grade II, or identified as making a positive contribution to the conservation area.

The Appraisal also notes the value of the open agricultural ground and paddocks to the west of Main Street, which separates it from Holmefield, and thus helps to preserve the historic pattern of the village.

3. Heslington (St Paul's) Church LEP and the School

This character area is centred on the church and the school and consists of the areas associated with Field Lane. The special interest of this area is the openness, which serves as a protective space between the rural setting of the Conservation Area and the built-up areas of the University, the Science Park and Badger Hill.

The urban design principles drawn from the HCCA have been incorporated in the HPNP.

10.4 Urban Design Analysis

The evidence base for the urban design analysis is drawn from the Heslington Village Design Statement, the HCCA and the results of the surveys of people who live and work in the village and the University. It focuses on the historic development of the village and surrounding areas and separately, on the University campuses.

10.5 Consultation Responses

The following summary and extracts are taken from the results of the surveys:

1. Summary of Findings from Questionnaires

From the surveys (see Section 6.1) it was possible to group the emerging themes and issues. Within these areas there was strong commonality, some areas of difference or perhaps difference in emphasis and, at times, conflicting views.

A strong feature of all surveys was the recognition of and value assigned to Heslington's rural feel, its access to the countryside and its quality design and architecture. Heslington is seen to have a good access to the countryside and is well cared for. A key theme was that proximity to the village provides a peaceful break from university life and that its homely feel and sense of community provides something unique and valuable when compared with other campus-based universities. Availability of 'green space' is cherished.

2. Emerging themes relevant to Urban Design from Responses to Residents' Questionnaire

Several themes emerge strongly, especially the sense that the village retains a rural/semi-rural feel and identity.

The percentage of respondents “agreeing” or “strongly agreeing” with the following statements was:

- | | |
|---|-------|
| • There is good access to the countryside | 97.8% |
| • There are open spaces in the village | 92.0% |
| • There are open spaces round the village | 97.6% |
| • The Green Belt is protected | 77.3% |
| • Heslington Tillmire SSSI is conserved | 90.7% |

Number of responses to qualitative questions were summarised into categories:

- | | |
|--|----|
| • The village retains a rural/semi-rural feel and identity | 57 |
| • There is easy access to neighbouring countryside, footpaths and wildlife | 44 |
| • Quality village architecture, Main Street, grass verges, Church Field etc. | 32 |
| • History, including links to agriculture and farming | 13 |

10.6 Heritage Assets

Heslington is particularly rich in heritage assets deriving from its history and that help to define its historic character, qualities that were recognised in the designation of much of the village as a Conservation Area.

10.6.1 Listed buildings/structures

Heslington has many buildings of architectural quality and historic value, with 32 listed buildings and structures⁸, of which 2 are Grade II*. All lie within the Conservation Area. The two most important buildings are Heslington Hall, now the administrative centre for the University, and Little Hall. Historic England describes them as follows:

“Heslington Hall – Grade II - built 1565-68 for the Secretary to the newly established Council in the North. The Hall was remodelled in C19 and most of the interior is by Brierley (1903), though the splendid pendant plaster ceiling is an Elizabethan original. Part of the historic garden survives.*

Little Hall – Grade II - Ceiling inscribed and dated 'JY 1734', built for John Yarburgh”.*

10.6.2 Scheduled Ancient Monuments

There are two Scheduled Ancient Monuments in the Parish, recognised by Historic England: Siwards How, south east of the water tower on Heslington Hill and a World War II bombing decoy site 500m east of Bland's Plantation.

10.6.3 Undesignated buildings

In addition to the listed buildings, Heslington has many others deemed to make a positive contribution to the Conservation Area. These, together with the listed buildings, comprise the majority of buildings on Main Street [South] as far as The Outgang and Main Street [West] to the edge of the village.

10.7 Permeability within the Village

The permeability of the village for pedestrians is to some extent restricted by its historic development. The historic core, Main Street [South], developed as a mixture of farms and short rows of terraced housing with long, narrow gardens (the remnants of medieval burgage plots) running east to School Lane and west to Boss Lane.

Nevertheless, the principles of pedestrian permeability should apply for all relevant development proposals.

10.7.1 Historic footpaths and bridleways

There is now only one surviving footpath from Main Street, Tally Alley, a public footpath, which runs east through to School Lane. To the west is the most important bridleway in the village, Boss Lane. This runs roughly north-south and was the old medieval route for driving cattle from the market in York, south to The Outgang and on to the grazing lands of the Tillmire.

10.7.2 University campuses

The original Heslington Campus West and now Campus East have been developed as buildings set in landscaped parkland. They provide a great degree of permeability with a variety of footpaths and routes through. It was a founding principle that they are open to the public and they have easy and much used pedestrian access from the village.

10.7.3 Holmefield

This is the largest development in the village after the University. Developed in the 1970s, it was designed with permeability in mind to minimise through traffic and incorporates a number of footpaths allowing residents to move through the estate to Main Street [West], Boss Lane and The Outgang while avoiding trafficked roads.

10.8 Quality of the Built Environment

The quality of the built environment is important to all stakeholders in the Parish. To achieve this, HPNP policies incorporate key principles from the Design Council's *Building for Life 12*¹⁷. These are:

- Connections – Does the scheme integrate into the surroundings?
- Facilities and Services – Does the scheme provide (or is close to) community facilities?
- Public Transport – Does the scheme have good accessibility to public transport?
- Meeting local housing need – Does the development have a mix of housing types and tenures that suit local requirements?
- Character – Does the scheme create a place with locally inspired distinctive character?
- Working with the site and its context – Does the scheme take advantage of site characteristics e.g. topography, habitats etc.?
- Create well defined streets and spaces – Do buildings enclose streets and spaces and turn corners well?

¹⁷ *Building for Life 12* is a tool for assessing the quality of homes, developed by the Commission for Architecture and the Built Environment. A government endorsed industry standard

- Easy to find your way around – Is the scheme designed to make it easy to find your way around?
- Streets for all – Are streets designed to encourage low vehicle speeds?
- Car Parking – Is resident and visitor parking sufficient and well integrated?
- Public and private spaces – Will public and private areas be clearly defined?
- External storage and amenity – Is there adequate external storage for bins, recycling and cycles?

10.9 Communication Infrastructure (Broadband)

With respect to NPPF (2019) paragraph 112 states:

“Advanced, high quality and reliable communications infrastructure is essential for economic growth and social well-being.”

The York Draft Local Plan Policy C1: Communications Infrastructure states:

“All new development will be required to enable a Next Generation Access (NGA) broadband connection (i.e. to communications infrastructures that provides a broadband connection in excess of a minimum 30Mbps) unless the developer can clearly demonstrate that the provision on NGA is not viable.”

10.10 Urban Design and Character Policies**Policy HES: 4 Sustainable Design**

Development proposals will be supported where they use high quality design incorporating key principles from the Design Council's *Building for Life 12*¹⁷ and based on sustainable urban design principles. This includes:

- a) Complementing the surrounding character areas in terms of scale, height, massing, spacing, urban grain and set-back from street frontages;**
- b) Providing active frontages to streets and public spaces, so as to provide natural surveillance;**
- c) Providing a clear separation between private spaces (rear gardens) and public spaces and streets;**
- d) Creating attractive, safe, permeable and convenient pedestrian environments, linking to the surrounding footpath network;**
- e) Using permeable materials for hard surfaces;**
- f) Providing a range of parking solutions as an integral part of layout, ensuring that parking does not dominate the street scene; and**
- g) Development proposals will be particularly supported where high speed broadband facilities are provided.**

Creative and innovative design solutions are welcomed, especially where they incorporate superior environmental performance.

Interpretation

Application of this Policy seeks to ensure that development is designed to be sustainable and inclusive. It seeks to promote sustainability by addressing local character, amenity, safety and pedestrian convenience. As part of the development process, rigorous analysis of the site and context is essential.

Although the policy applies to all scales of development, a proportionate approach is necessary as recognised in NPPF (2019) paragraph 126, which has a requirement for:

"...creating distinctive places, with a consistent and high quality standard of design. However their level of detail and degree of prescription should be tailored to the circumstances in each place, and should allow a suitable degree of variety where this would be justified."

The term 'active frontages' means elevations containing windows and doors, so that they overlook the public realm, providing natural surveillance.

Car parking may comprise a mix of garages, driveway space, on street and other provision, depending on the location. The aim is to ensure that the public realm is not dominated by parking.

Separation of public and private space involves layouts where rear gardens are located away from road frontages. This avoids the need for high fencing or walls next to roads, which would create dead frontages and a poor quality public realm.

Development proposals for major sites should make clear how NPPF's policy for community engagement has been met, recognising that this is a material consideration. Community engagement should be focused on the pre-design stage, so that the community's knowledge informs the design process. Late stage engagement, focused on narrow and subjective aesthetic matters, offers little opportunity to influence the fundamental characteristics of a scheme.

The City of York Council's Statement of Community Involvement¹⁸ (adopted Dec 2007) further underpins and supports this.

High speed broadband is an essential tool in running a business or farm. The York Draft Local Plan aims to "expand and continue the development of York's world-class ultrafast connectivity" and it is vital to offer high-speed internet access as York continues to be promoted as a vanguard 'Digital City'.

¹⁸ https://www.york.gov.uk/downloads/file/1287/statement_of_community_involvement

Policy HES: 5 Crime Prevention and Reduction

Development proposals will be supported where they:

- a) Are designed to create safe communities and reduce the likelihood and fear of crime; and**
- b) Incorporate the principles of ‘Secured by Design’¹⁹(SBD) to ensure that a safe and sustainable community is maintained.**

Interpretation

Good design can help ensure crime and the fear of crime does not compromise quality of life for those who live, work, study and do business in the Parish. The best design advice, incorporating community based views to inhibit and remedy the causes and consequences of criminal, intimidatory and anti-social behaviour, should be adopted.

SBD is a police initiative that improves the security of buildings and their immediate surroundings to provide safe places to live, work, shop and visit.

<https://www.securedbydesign.com/>

With respect to NPPF (2019) paragraph 127f states:

“Planning policies and decisions should ensure that developments: create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future use; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.”

The York Draft Local Plan Policy HW7: **Healthy Places** states:

“Proposals for residential developments must provide a statement, proportionate to the size of the development, showing how the following design principles have been adequately considered and incorporated into plans for development: e.g. considerations for how the design may impact on crime or perception of safety.”

The York Draft Local Plan Policy D1: **Placemaking** states:

“Development proposals should adhere to the following detailed design points:

- designed to reduce crime and the fear of crime and promote public safety throughout the day and night.”*

¹⁹ <https://www.securedbydesign.com/>

Policy HES: 6 Urban Character

Development proposals and extensions to existing buildings will be supported where they complement the local character of Heslington, including:

- a) **Respecting the vernacular forms and scale;**
- b) **Enhancing and protecting the character and setting, including the medieval pattern of long, narrow burgage plots in Main Street;**
- c) **Preserving gardens and open spaces behind and between the houses and only allowing sub-division of such gardens and open spaces where the resulting layout would maintain the character and amenity value of the village;**
- d) **Maintaining historic paths and routes;**
- e) **Maintaining key views and the setting of local landmarks to help orientation and provide local distinctiveness;**
- f) **Having regard to the diverse character of the historic environment, based on variety in styles and construction methods, including use of materials that respect and are sympathetic to the context and building traditions;**
- g) **Within the Conservation Area, retaining wide green verges, without further crossways;**
- h) **Within the Conservation Area, wherever practical, taking every opportunity to re-route or install underground existing overhead electricity and telephone/data cabling services; and**
- i) **Within the Conservation Area, reinstating original features where inappropriate modern materials or other external features have been introduced to listed buildings or elsewhere.**

Interpretation

This policy highlights particular characteristics that contribute to the village's distinctive character. The impact on these characteristics will need careful consideration to ensure that development is sustainable and appropriate to the local context.

High quality contemporary design is entirely appropriate in historic settings and is encouraged where it complements the qualities of the site and its context.

Policy HES: 7**Conversion of Existing Buildings**

Beyond the strategic development site allocations and the existing development boundary of the university campuses, development proposals will be supported where they:

- a) Complement the vernacular forms, scale and character of local buildings; and**
- b) Avoid dominating the parent building in terms of scale or siting.**

Interpretation

This policy ensures that conversions or extensions to existing buildings are of a scale that is subservient to the original parent building and are sited so as not to dominate the original. In most instances, this means that extensions should be set back from the front building line of any property.

11 Housing

11.1 Purpose

To ensure that new housing development is sustainable and meets local need.

11.2 Rationale and Evidence

11.2.1 National policy NPPF (2019)

Achieving sustainable development, paragraph 7 discusses the dimensions of sustainable development and paragraph 8b acknowledges a social objective: *“to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being.”*

Paragraph 61 states that:

“the size, type and tenure of housing needed for different group in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).”

11.2.2 Evidence of need

Housing requirements in Heslington must be seen in the overall context of CYC requirements. The SHMA (Strategic Housing Market Assessment)⁶ (2016 and Addendum 2017) draws the conclusion on the overall Objectively Assessed Need for 867 new dwellings per annum for the plan period to 2032/33.

Furthermore, CYC Objective Assessment of Housing Need⁷ (OAN) has been updated by consultants GL Hearn in January 2019. Based on this update, the OAN in York results in a need for 790 dwellings per annum. CYC consider this endorses the robustness of submitted housing plans in the York Draft Local Plan.

The current stock of housing in Heslington is mixed, ranging from terraced houses through to more substantial residential properties. The average price in Heslington (YO10) was £314K based on the average price paid for 68 properties over the last 5 years, with prices ranging from about £90K up to £850K²⁰.

From the surveys, the rural feel of the village was universally appreciated and there was general agreement with the following statements:

It is important that:

- There are open spaces in the village
- There are open spaces around the village and good access to the countryside
- The village is well cared for
- The Green Belt is protected

²⁰ Source: Zoopla Jan 2018

- Vehicle flows through Common Lane/Low Lane are for existing local businesses and existing residential areas only at the date of adoption of the Plan
- Major new developments should be prevented from vehicular access through Common Lane/Low Lane
- There are not enough affordable/family /single person homes and that there are too many rented HMOs (in particular for students). While more affordable housing is needed, the rural nature of the village should be protected

11.3 Housing Development in Heslington

11.3.1 Sites and circumstances

There are limited opportunities for significant housing development within Heslington village's robust heritage and conservation boundaries. As can be seen from the responses to surveys, considerable value is placed on Heslington village's rural feel and open spaces. Whilst responses acknowledge a need to maintain a balanced housing stock including affordable housing, strong antipathy against any extra traffic through the village emerges.

To meet the need for housing in York, the York Draft Local Plan³ allocates two sites in the existing Green Belt in Heslington. They are ST4 and ST15, which represent substantial growth in the Parish of approximately 3,500 houses.

The HPNP does not allocate any sites for development but seeks to ensure those allocated in the York Draft Local Plan are developed consistently within the applicable policies and principles.

11.4 Consultation Responses

Maintaining the character and rural feel of the village was considered of high importance. There were substantial calls for balanced housing provision including a good supply of affordable housing. Concern was also expressed about the risks of an excessive number of residential properties operating as student lets/HMOs unbalancing the demographics of the local area.

11.5 Housing Policies

Policy HES: 8 New Housing
<p>Beyond the strategic development site allocations and the boundaries of the existing university campuses, infill housing development proposals will be supported, providing they:</p> <ul style="list-style-type: none"> a) Comprise infill development within an existing housing row or cluster; b) Avoid the creation or extension of ‘ribbon development’; <p>Development proposals will be particularly supported if they:</p> <ul style="list-style-type: none"> c) Maintain or enhance the amenities of existing residential properties; d) Complement the character of the area, including complementing the spatial characteristics of existing housing in terms of setback, spacing and garden space; e) Incorporate screened storage space for refuse bins and recycling bins; and f) Incorporate enclosed, secure, covered storage for cycles.
<p>Interpretation:</p> <p>Heslington village sits within the general extent of the Green Belt. The retention of this status within the York Draft Local Plan is a material consideration that underpins this policy. In general, the policy enables some minor infill rather than allowing more significant housing development in or around the village.</p> <p>The requirements to avoid detriment to residential amenity and to complement the character of the village are intended to prevent inappropriate ‘cramming’ of housing development into sites that are not capable of accommodating it in a sustainable way.</p> <p>The policy also ensures that each dwelling meets certain standards in terms of storage. Moreover, the policy also contributes to the local environment, by ensuring bins are screened from view.</p> <p>In addition, the provision of cycle storage encourages and enables more sustainable travel.</p>

Policy HES: 9**Housing Mix and Affordability**

Development proposals within the strategic development site allocations will be supported where:

- a) They include a balanced mix of house types, to meet local needs and should as a minimum meet the Government's Technical housing standards²¹;
- b) Affordable housing is provided on site and is not provided remotely through financial contributions; and
- c) Affordable housing is tenure blind, forming an integral part of any relevant scheme.

Interpretation

The policy does not seek to modify affordable housing requirements, which are a matter for the Local Plan, but to ensure that affordable housing is located within the York Draft Local Plan strategic development site allocations, so as to meet local needs.^{6,7}

Channelling of developer financial contributions elsewhere instead of providing affordable housing or adequate infrastructure is not supported.

The requirement for 'tenure blind' development means that housing of different tenures should be similar in appearance, rather than having obviously lower specification housing as the affordable element.

Housing schemes should provide a scale and variety of housing that reflects and encourages a diverse social mix.

²¹ The Government's Technical housing standards March 2015 (a nationally described space standard), sets out standard room sizes and will be taken into account (or any equivalent standard superseding and replacing that document)

Policy HES: 10 Houses in Multiple Occupation

Change of use to a house in multiple occupation (HMO) will be supported where:

- a) The proposal would not harm the character and appearance of the building, adjacent buildings or the local landscape context;
- b) The design, layout and intensity of use of the building would not have an unacceptable impact on neighbouring residential amenities;
- c) Internal and external amenity space, refuse storage and car and bicycle parking is provided at an appropriate quantity and is of a high standard so as not to harm visual amenity;
- d) The proposal would not cause unacceptable highway problems; and
- e) The proposal would not result in a contravention of the threshold ‘tipping points’ set out in the CYC Article 4 Direction.

Application for change of use from HMO back to dwelling house would be encouraged.

Interpretation:

CYC state²² that a “*House in Multiple Occupation (HMO) is defined in the Housing Act 2004, and includes houses occupied by 3 unrelated people who form 2 or more households. It is legal term and covers certain types of multi-occupied buildings as defined by the Act.*”

“A HMO must be licensed if it satisfies all of the following criteria:

*The premises are occupied by 5 or more persons; and
the occupiers comprise 2 or more separate ‘households’; and
share amenities such as bathrooms, toilets and /or cooking facilities; or
where all units of accommodation are not fully self-contained.”*

The York Draft Local Plan seeks to deliver not only sufficient housing but also the right type and mix of housing to meet York’s needs. Many people, not only students, choose to live in the private rented sector, typically in HMOs. An historical mapping exercise set out in the Houses in Multiple Occupation Technical Paper (2011, updated 2014) indicates the number of HMOs has doubled or tripled in the ten year period. These are concentrated within certain areas. In 2012 CYC introduced an Article 4 Direction²³ in relation to HMOs. The Article 4 Direction removes permitted development rights for this type of development and requires a planning application to be submitted to change a property from a dwelling house into an HMO.

CYC has identified that “*a threshold based policy approach is considered most appropriate which identifies a ‘tipping point’ when issues arising from concentrations of*

²² https://www.york.gov.uk/downloads/file/2889/hmo_licensing_-_application_form_guidance_notes

²³ https://www.york.gov.uk/downloads/file/9549/hmo_article_4_direction_and_plan

HMOs become harder to manage and a community or locality can be said to tip from balanced to unbalanced. Under the threshold approach an assessment of the proportion of households that are HMOs is undertaken within a given area. Whilst there is no formal definition of what constitutes a balanced community, recently, for York, through consultation, a threshold of 10% of all properties being HMOs within 100m and 20% across a neighbourhood area have been established as the point at which a community can tip from balanced to unbalanced.”²⁴

This policy is based on the York Draft Local Plan Policy H8.

Whilst CYC has made an Article 4 Direction that restricts home owners’ permitted development rights to use their property as HMOs, consultation on the HPNP clearly evidenced that residents would want to support this position and reinforce the Article 4 Direction within the HPNP policies. This is particularly important in Heslington, in view of its proximity to the University, in the event CYC choose to withdraw this Direction.

With the possibility of future expansion of the University of York and whilst pressure, generally, on available affordable housing continues in York this policy seeks to maintain a ‘balanced community’ within the Heslington Parish by adding weight to the existing CYC Article 4 Direction.

²⁴ https://www.york.gov.uk/downloads/file/9547/houses_in_multiple_occupation_draft_spd

Policy HES: 11 Housing and Community Facilities

Development proposals for housing on the strategic sites will be supported where they:

- a) Incorporate appropriate community facilities as part of the mix of uses, to support additional needs;**
- b) Include recreational facilities, convenient paths and green spaces to encourage healthy lifestyles; and**
- c) Submit and agree a masterplan design statement, if sites are developed incrementally, which includes the location of community facilities and satisfies the relevant requirements of Neighbourhood Plan policies HES 4, 5, 6 and 8.**

Interpretation:

The policy seeks to ensure that the large-scale housing development envisaged through the York Draft Local Plan strategic site allocations does not comprise single use development, but includes the mix of uses necessary to support new residents, such as shops, medical, sports and recreational facilities. It should encourage provision of dog walking facilities on the development site to prevent encroachment on to the Tillmire SSSI.

Policy HES: 12 Purpose Built Student Accommodation

Development proposals for purpose built student residential accommodation will only be supported within the existing development boundaries of the University of York campuses.

Interpretation

The policy seeks to ensure that the York Draft Local Plan strategic housing sites contribute fully to meeting local housing needs and community needs. It is also essential that student accommodation and housing be kept in balance, so that no part of the village becomes predominantly a home for a transitory population.

12 Local Green Space

12.1 Purpose

To ensure that that Local Green Space is valued and protected.

12.2 Rationale and Evidence

12.2.1 There are currently no Local Green Space designations in the Parish.

12.2.2 The HPNP designates the Local Green Spaces set out in this section. The designations all meet the criteria contained in Paragraph 100 of the NPPF (2019), because the green space is:

a) in reasonably close proximity to the community it serves;

b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and

c) local in character and is not an extensive tract of land.

12.2.3 Appendix 1: Local Green Space Evidence Base that accompanies the HPNP Basic Conditions Statement gives further details. It sets out the background to Local Green Spaces and explains the methodology and evidence base used.

12.2.4 Site locations are identified by a National Grid Reference to their approximate centre or by two Grid References defining their maximum extent (N-S or W-E as appropriate). All are in Grid Square SE. Some, but not all, of these sites are listed in CYC's *Local Plan Evidence Base Study: Open Space and Green Infrastructure Update September 2017*, and are given the Site ID number (e.g. **YLP123**) from that document.²⁵

The two most distant sites (Site 7, Heslington Hill, Mill Mound and Siwards How, and Site 13, The Outgang) are both approximately 600m from Heslington Hall.

All fall within one or more of the categories of Green Infrastructure listed on page 10 of *Neighbourhood Planning: Local Green Spaces* (December 2018) published by *Locality*²⁶.

Note: These sites include some that are designated as green open space in the York Draft Local Plan. If the York Draft Local Plan is adopted before the HPNP those sites included will be removed from the HPNP.

12.2.5 All these green open spaces are highly valued by residents, members of the University and local businesses, as evidenced by (see Section 6) the Initial Questionnaires and the Pre-Submission Consultation, where consultees repeatedly emphasised that green open spaces defined the character of the village. In a private initiative, by a local resident¹³, a flyer was distributed highlighting the

²⁵ https://www.york.gov.uk/downloads/file/16040/sd085_-_city_of_york_local_plan_evidence_base_-_open_space_and_green_infrastructure_update_september_2017

https://www.york.gov.uk/downloads/file/16047/sd089_-_city_of_york_council_biodiversity_audit_2010

²⁶ <https://neighbourhoodplanning.org/toolkits-and-guidance/making-local-green-space-designations-neighbourhood-plan/>

importance of Heslington's the Local Green Spaces. All 107 responses from this flyer were all highly supportive of the designations.

12.3 Local Green Spaces: Sites to be Designated (approximate areas)

1. **Allotments between the southern half of Boss Lane and Holmefield** (627 500)
Popular, well-used allotments that also form a narrow buffer between the built-up area of Holmefield and Boss Lane (0.3 ha).
2. **Allotments on Low Lane** (633 502) (YLP726)
A small group of allotments (0.15ha) to the south of Low Lane designated as existing open space in the York Draft Local Plan.
3. **Boss Lane and associated paddocks** (N 626 503 to S 628 499)
The northern half of the public right of way known as Boss Lane retains the feel and character of its ancient origins, as a route out of the Anglo-Saxon village to The Outgang (site 13) and Tillmire SSSI. Its ancient hedges and trees are a much-loved feature of the village. It is flanked for part of its length on either side by paddocks (situated behind the properties on Main Street to the east, and Holmefield to the west) that are an important part of the village Conservation Area. Its southern half is more open, with paddocks to the east and University allotments to the west. The whole area is 3.8ha.
4. **Church Field** (627 505)
Church Field is a green open space (1.4ha) between Heslington Hall and Heslington Church (St Paul's) LEP. It is heavily used as a pleasant, green recreational space by both residents and members of the University.
5. **Dean's Acre** (629 506)
A green open space (0.5ha) to the east of Heslington Church, between Field Lane and Church Road. It frames the view of the church when approached from the east of the village. In accordance with Dean Milner-White's bequest to the University this field should be kept open to "*preserve the view of the church and Heslington Hall from the east*".
6. **Grass Verges along both sides of Main Street** (N 628 503 to S 629 501)
The wide grass verges (0.15ha) on either side of Main Street [South] are fundamental to the rural appearance of the village. New crossways damage their integrity and are strongly opposed by most residents. The grass verges run between the Charles II pub to the north and the Deramore Arms pub to the south.
7. **Heslington Hall Gardens (rear)** (626 504)
Heslington Hall has formal gardens (0.6ha) to the rear, consisting of an ornamental pool and ancient clipped yews. The gardens are open to the public and form a much-loved green open space for residents of Heslington, university staff and students and visitors to the University. They are identified as existing open space in the York Draft Local Plan.

- 8. Heslington Hill, Mill Mound and Siwards How (620 508)**

These refer to different parts of a small (0.4ha) hill on the very northern edge of the Parish, lying to the north and east of University Road. The hill is an important feature in an otherwise flat landscape. It is identified in the York Draft Local Plan as existing open space. South east of the water tower is Siwards How, a burial mound scheduled as an Ancient Monument (number 1015690).
- 9. Heslington Village Sports Field (628 498) (YLP555)**

The Sports Field (1.8ha) is an important local amenity, with football and cricket pitches, children's play area (separately designated as **YLP41**) and a pavilion. It is identified in the York Draft Local Plan as existing open space.
- 10. Heslington (St Paul's) Church Yard (628 506)**

The small (0.3ha) church yard links Church Field (site 4) with Dean's Acre (site 5) and forms a wonderful setting for the church itself.
- 11. Lord Deramore's Primary School Grounds (629 504) (YLP724)**

As well as being important for the pupils of the village school and local area, the grounds are part of the green open space (0.9ha) between the University campuses, School Lane and the village.
- 12. Pond Field (629 508)**

The field (4.5ha) is bounded to the west by Windmill Lane, to the east by Badger Hill and to the south by Field Lane. It carries the Green Belt to the very edge of the city. Feeding horses in the field with carrots is popular with local children.
- 13. The Outgang (N 628 499 to S 631 493) (YLP558)**

The Outgang is a 3.2ha strip of Open access²⁷ land at the southern end of the village identified in the York Draft Local Plan as existing open space. It is heavily used by residents for activities ranging from dog-walking, bird-watching and just being there.

²⁷ Countryside and Rights of Way Act (CROW) 2000

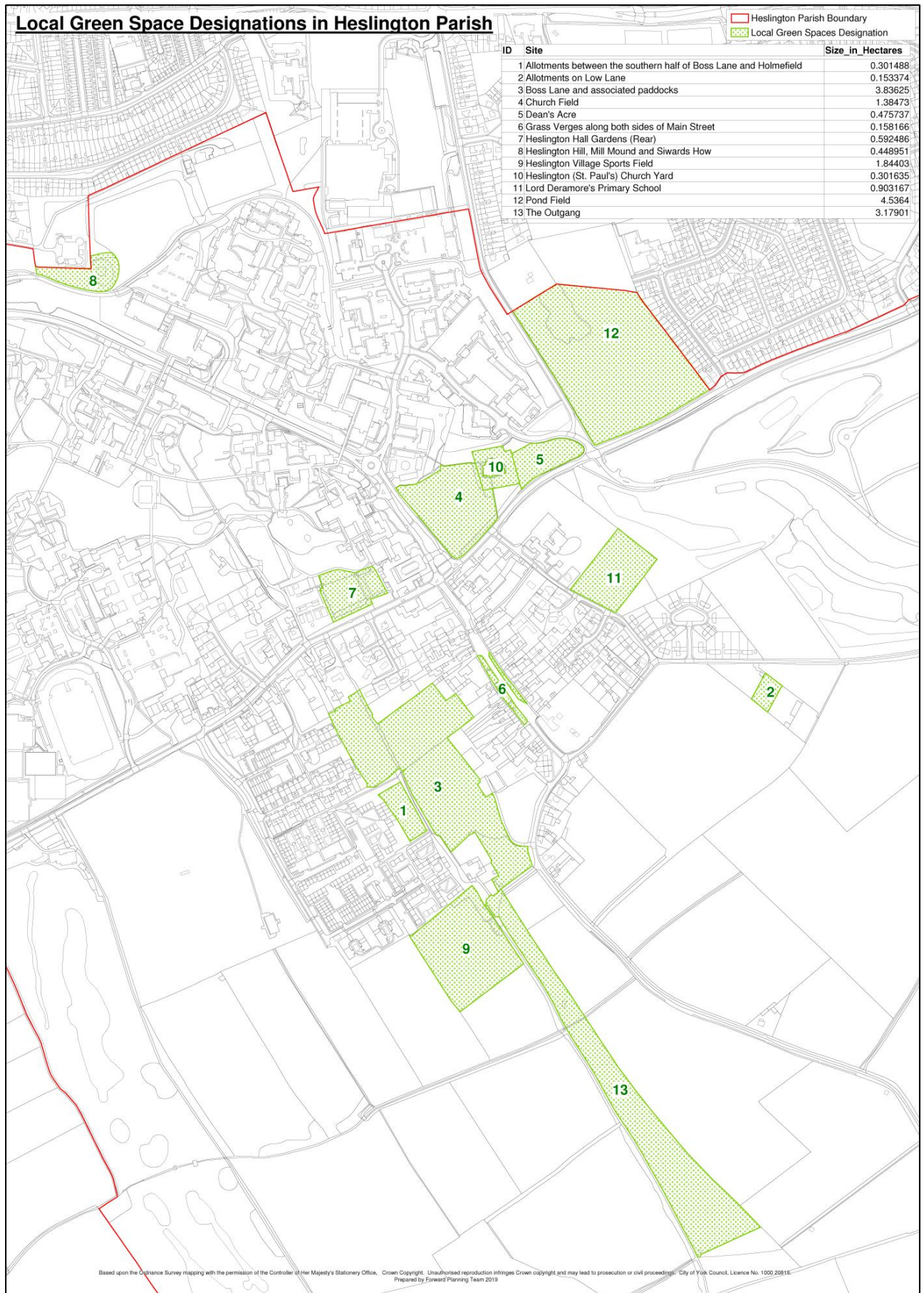


Figure 4 Designated Local Green Spaces

12.4 Local Green Space Policy

Policy HES: 13 Local Green Spaces Designation
<p>The spaces listed above in paragraph 12.3 and Figure 4 are designated as Local Green Spaces and must remain as open community spaces except in very special circumstances.</p> <p>Small size, ancillary development proposals will be supported, providing they meet all of the following:</p> <p>a) The open and green character of the Green Space is not compromised; b) They provide facilities to support the community use of space; and c) Community, wildlife, amenity or other values as a Local Green Space are preserved or enhanced.</p>
<p>Interpretation</p> <p>This policy protects the open character and community value of Local Green Space. The policy does allow for small-scale development to support the community use of the space. Examples of small-scale development that could be supported include:</p> <ul style="list-style-type: none"> • A sports pavilion, to support the use of sports pitches • Storage facilities for tools and equipment used for maintaining green space • A small refreshment kiosk to support the recreational use of space

13 Green Infrastructure

13.1 Purpose

To protect and enhance Heslington's green environment for current and future generations.

13.2 Rationale and Evidence

Paragraph 170 of the NPPF (2019) states:

"Planning policies and decisions should contribute to and enhance the natural and local environment by:

- *protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);*
- *recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland*
- *improving public access to it where appropriate;*
- *minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures."*

13.2.1 Green infrastructure is the term used for the overarching framework relating to all green assets. Those components of Heslington's green infrastructure described in this section do not qualify for designation as Local Green Spaces, because of their large size, distance from the village, or restricted public access.

13.2.2 Green infrastructure contributes to the quality and distinctiveness of the local environment. The Parish of Heslington is fortunate to be rich in infrastructure, both in its variety and its extent:

- Green wedges and corridors that bring the open Yorkshire countryside into the heart of the village and the city of York
- Green infrastructure within Heslington Conservation Area
- Sites elsewhere in the Parish and rural farmland
- Links between wildlife sites in the Parish and the Lower Derwent Valley National Nature Reserve
- The network of footpaths, bridleways and cycle routes that crisscross the Parish
- Woods, hedges, ditches and grass field margins
- Private lakes at Pool Bridge Farm and Langwith Lakes which, as well as being important recreational sites for anglers, both have some nature conservation value, particularly for wildfowl

13.2.3 The social, community, economic and environmental benefits of Heslington's green infrastructure help make the Parish environmentally sustainable. The policies in this section aim to protect and enhance the green infrastructure for current and future generations.

13.3 Green Infrastructure in the York Draft Local Plan

In the York Draft Local Plan Policies GI1, GI2 and GI3 have implications for Heslington Parish. These are developed in the sections that follow.

13.4 Green Wedges and Corridors

- 13.4.1 The York Draft Local Plan identifies two tracts of land within Heslington Parish that are important for the “Historic Character and Setting of York”, and that together form a green wedge running diagonally across the Parish from its southern boundary to the very edge of the village. Such areas “are considered to have a key role in preserving the identity of the settlements and villages round York”²⁸
- 13.4.2 The southern part of the wedge (lying south of the A64) is designated as an “Extension of Green Wedge” in the York Draft Local Plan; it is contiguous with land to the north of the A64 designated as an “Area Retaining Rural Character”. Together they take in the Tillmire, Heslington Common (Fulford Golf Course south of the A64), the golf course north of the A64, Grange Farm, Common Lane, farmland to the south of Low Lane and the western edge of Campus East.
- 13.4.3 A much larger, partly overlapping swathe of land is further identified in the York Draft Local Plan as a “Green Infrastructure Corridor” taking in much of the farmland and part of Elvington Airfield to the south and east of the village.

13.5 Significant Green Spaces (sites in alphabetical order)

The Parish has a number of significant green spaces which should be maintained, but do not meet the criteria for Local Green Space designation.

Note: These sites include some of those sites designated as green open space, or fall within the general extent of the proposed green belt boundary, in the York Draft Local Plan

Sites identified in *CYC’s Local Plan Evidence Based Study: Open Spaces and Green Infrastructure Update September 2017*²⁵ are given the reference number in that document (e.g. **YLP123**).

1. Campus East Lake and Grounds (W 630 506 to E 645 510)

The extensive green open spaces and lake on Campus East are managed by the University as an informal nature reserve and wildlife conservation area. Large parts of it are identified in the York Draft Local Plan as existing open space. Campus East was given a *Green Flag Award*® for the sixth year running in 2018. The lake created in 2010/11 is now regionally important for its breeding, migrating and wintering birds. The University provides information boards about the site’s wildlife at strategic points round the lake and a bird-hide.

The north eastern boundary of the site is dominated by Kimberlow Hill, which offers extensive views to the south, west and north. In 2012, 24ha were planted with 17,000 native trees to establish a Woodland Trust ‘Diamond’ wood as part of Queen Elizabeth II’s Diamond Jubilee celebrations. It forms an important green open space ‘buffer’ between new housing proposed for ST4 in the York Draft Local Plan and Campus East.

²⁸ Source: York Draft Local Plan Section: 3 Spatial Strategy (ref. paragraph 3.5).

At the Public Inquiry and subsequent planning consent for the construction of Campus East, two green open space ‘buffer zones’ were established to separate the site from Badger Hill to the north and Heslington village to the west.

The University of York Heslington East Campus - Design Brief Including Master Plan 2008, identifies them as “Major buffer zones between the development and the residential communities of Heslington and Badger Hill. These are to be simple parkland, with continuity of grass...”

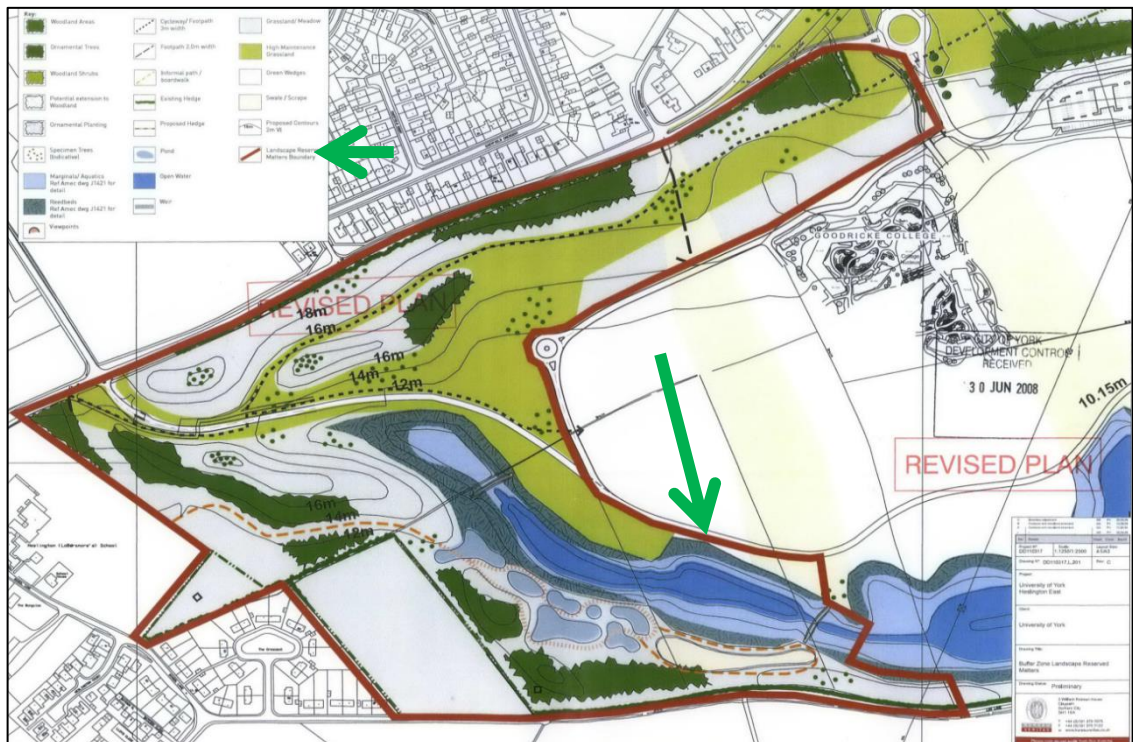


Figure 5 Green Open Space ‘buffer zones’ (Landscape Reserved Matters Boundary) Boundary shown by brown line*

*Source: Approved planning application 08/01136/REMM | Reserved matters application for the landscaping of the western part of the site ... following outline application 04/01700/OUT for development of a university campus.²⁹

2. Campus West Lake and Grounds (W 619 502 to E 626 504)

Campus West lake and grounds are a familiar feature of the University world-wide. The site was given a *Green Flag Award*³⁰ for the sixth year running in 2018, and registered as a Grade II Historic Park and Garden by Historic England in 2018 (number 1456517). As well as providing a pleasant working environment, green, permeable pedestrian and cycle routes between University Departments and

²⁹ <https://planningaccess.york.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=KOSY31SJ08D00>

³⁰ The *Green Flag Award*[®] scheme recognises and rewards well managed parks and green spaces, setting the benchmark standard for the management of recreational outdoor spaces across the United Kingdom and around the world.

Colleges and quiet paths and corners for relaxation and recreation, the site is a valuable wildlife habitat.

The south-west corner of Campus West is identified in the York Draft Local Plan as existing open space. It is important because it links the green wedge running up through Fulford Golf Course to Heslington Lane, with Walmgate Stray (outside the Parish, but which takes the green wedge into the heart of the city).

3. Elvington Airfield Grasslands (W 650 479 E 667 479)

The grasslands that run either side of, and between, the runways and access roads of Elvington Airfield are designated as a Site of Importance for Nature Conservation (SINC) in the York Draft Local Plan, because of their botanical richness and high skylark population. There are no public Rights of Way across the area and no recent natural history records in the public domain.

Note: It is recognised that a central portion of the site is designated for strategic housing development (ST15) in the York Draft Local Plan whilst retaining SINC status either side.

4. Fulford Golf Course (N 620 500 to S 637 477)

The golf course runs for 2.75km along the western boundary of the Parish. It takes in sites individually known as West Moor and Heslington Common and is a part of the green wedge running into York from the southern edge of the Parish. The Minster and Wilberforce Ways both run along its western boundary, south of the A64. It is:

- Designated open access land
- Identified as a Site of Importance for Nature Conservation in the York Draft Local Plan

The roughs and woodlands are managed sympathetically for nature conservation by the Golf Club.

5. Heslington Tillmire³¹ (638 475)

The Tillmire is a Site of Special Scientific Interest and is accordingly identified as a site of National Significance for Nature Conservation in the York Draft Local Plan. It is also open access land, with the Minster Way running along its eastern and northern boundaries and the Wilberforce Way along its western edge. The Tillmire lies immediately to the south of Fulford Golf Course and hence is part of the green wedge running towards the city from the southern edge of the Parish. The site is approximately 46.7 ha of unimproved wet grassland (tall herb fen and marsh grassland). Parts of the Tillmire flood in the winter and it remains damp all year except after long periods without rain. It has a rich flora and an important assemblage of breeding and wintering waders. Well managed grazing is essential to maintain Heslington Tillmire SSSI in good ecological condition, which in turn

³¹ The name appears to have acquired a second 'l' as an error during the preparation of the first (1858) edition of the Ordnance Survey map of the area; all previous written records, stretching back to the late C12, refer to the Tilmire.

requires a viable farm and appropriate building for stock in close proximity to the site.

6. Sports Fields between Holmefield and Fulford Golf Course

(N620 501 to S625 495) (YLP834)

These University sports pitches are designated as existing open space in the York Draft Local Plan. Running alongside and to the east of Fulford Golf Course, they are an important part of the green wedge running into Heslington, Campus West and Walmgate Stray. (Total area estimated at 16ha).

7. The Crescent Amenity Green Space (631 503) (YLP725)

In the center of The Crescent is a small green, identified by CYC as an Amenity Green Space²⁵.

8. The Manor House Garden (629 502)

This 0.8ha garden lies at the south end of Main Street, at the junction with Low Lane. Internationally known among gardeners, both for its landscaping and its plant collection, its fine walls, trees and bushes are a major feature of the village street scene. The gardens are private, but open to visitors from time-to-time.

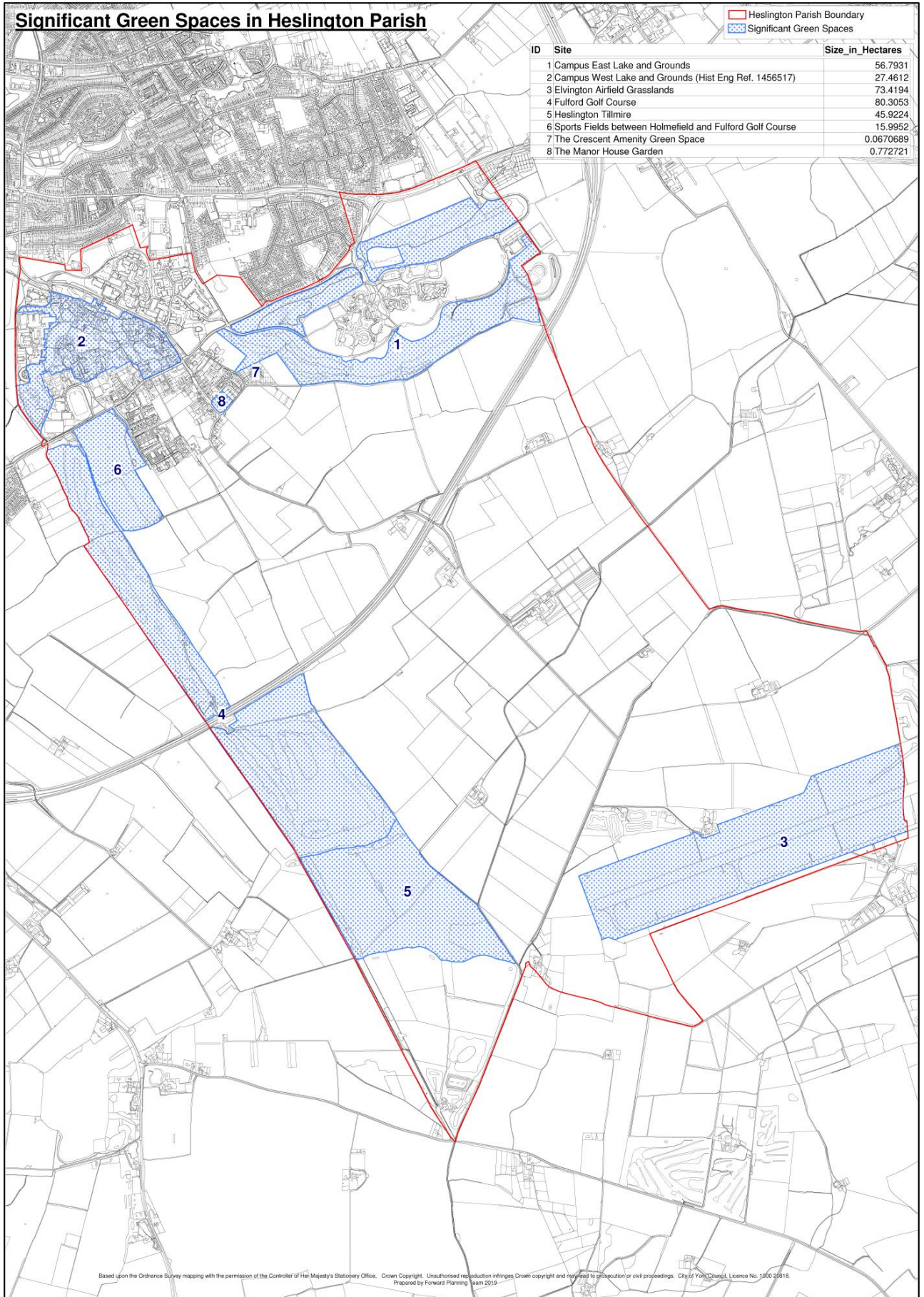


Figure 6 Significant Green Spaces

13.6 OS10 Proposed New Open Space (645 485)

The York Draft Local Plan designates a large area of existing farmland as proposed New Open Space (OS10), bounded by Langwith Stray to the south, the A64 to the north, Tillmire SSSI and Heslington Common (southern part of the golf-course) to the west and the western edge of ST15 to the east. Heslington Parish Council has objected to OS10 being taken out of agriculture as part of the York Draft Local Plan consultation. It is crucial the designation does not increase disturbance by people and dogs on the adjacent Tillmire SSSI.

13.7 Lower Derwent Valley National Nature Reserve

13.7.1 The Lower Derwent Valley National Nature Reserve (LDV NNR) is one of the UK's most important wildlife conservation areas, running primarily from just east of Wheldrake in the north to Bubwith in the south, an area of about 1000ha. The bulk of Wheldrake Ings and fingers of land within the NNR running up the River Derwent north of Wheldrake to Sutton-upon-Derwent lie within the extreme SE boundary of the City of York. As well as being a National Nature Reserve, the LDV is an SSSI, a Ramsar Wetland of International Importance, and a European Special Protection Area (SPA) and Special Area of Conservation (SAC).

13.7.2 The southern tip of Heslington Parish is 5km from the northern edge of the NNR at Wheldrake Ings, the Tillmire SSSI is 6km away and Campus East lake 9km away. *York Ornithological Club* Annual Reports show that many of the internationally important species of waders and wildfowl that breed, winter and pass through the NNR also frequent and make use of these wetland sites within the Parish. Loss of key conservation sites in Heslington Parish has the potential to adversely impact the LDV NNR.

13.8 Footpaths, Bridleways and Cycle Routes

Paragraph 98 in NPPF (2019) states:

“Planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails.”

13.8.1 The Parish is well supplied with public footpaths, bridleways and cycle routes giving good access to open countryside adjacent to the village and good connectivity within the village and throughout Campus East and Campus West. The campuses are open to the general public, accessible by walking or cycling. Two recreational routes run through the Parish in its western and southern portions: (i) the Minster Way linking the Centre of York to Kexby and the River Derwent to the east of Heslington and (ii) the Wilberforce Way linking the centre of York with Wheldrake and Elvington to the south east.

13.9 Woods and Hedges, Ditches and Grass Field Margins

13.9.1 The woods, hedges and hedgerow trees, ditches and grass field margins on the farmland to the south of the village create an essential, connected network of interlinked green infrastructure. Without this tapestry of habitats, the Parish's green infrastructure and biodiversity would be significantly the poorer.

13.9.2 The Vale of York has one of the lowest percentages of tree cover in England, reflected in the very small areas of woodland in the Parish. There are no proven Ancient Woodlands; all appear to be plantations of one form or other, although

‘indicator’ plant species suggest that some may have been planted on previously wooded sites. Importantly, these woods increase the diversity of wildlife in the Parish.

13.9.3 Some of the largest and oldest trees are within the village, around the church and on Campus West.

13.9.4 As is typical of the Vale of York, most of the fields are bordered by hedges dating from the Enclosure Acts. The Parish still supports good populations of farmland birds that have declined drastically over much of lowland England and that require a mixture of hedges, agricultural fields, hedgerow trees and grass field margins. Farmers in the Parish who have entered into government *Countryside Stewardship* agreements also help to maintain and enhance its wildlife and have created over 1200m of hedges in recent years.

13.9.5 Parts of the Parish also have large old, even ancient, hedges of note. They include:

- Boundary hedges on Fulford Golf Course (West Moor and Heslington Common)
- Boundary hedges on Langwith Stray and some on the Tillmire
- The Outgang boundaries (including one particularly ancient part of the western boundary)
- Boss Lane
- The western boundary hedge of Campus West, abutting Walmgate Stray

13.9.6 The flat farmland in the southern half of the Parish is criss-crossed by a complex of drainage ditches that support, both in the water and on the bank-sides, a variety of birds, mammals and plants.

13.10 Evidence of the Importance Placed on Green Infrastructure from Questionnaires

In the questionnaires circulated to residents, university staff, students, businesses and landowners, respondents to questions about the Parish environment were unanimous in recognising the importance of its green infrastructure. Not a single respondent identified any aspect of Heslington’s green infrastructure as an impediment to, or a problem for, their lives, work and recreation; dissatisfaction (if any) took the form of wanting more, not less of some aspects of green infrastructure.

In summary, a clear majority of respondents felt that:

- There is good access to countryside, footpaths and wildlife
- There is a rural/semi-rural feel and identity to the Parish
- There are good open spaces for play, sports and leisure in the village
- The Green Belt should be protected

These views were strongly re-enforced during the Pre-Submission Plan Consultation.

13.11 Green Infrastructure Policy

Policy HES: 14 Green Infrastructure
<p>Development proposals will be supported where they can be shown to avoid significant harm to the environment of Heslington Parish as a whole, including:</p> <ul style="list-style-type: none"> a) Trees, woods, hedges, ditches, grass field margins, flora and fauna; b) Local wildlife habitats and protected landscapes, including the Common Land and SSSI; and c) Significant green spaces as listed in paragraph 13.5 and Figure 6. <p>Where significant harm cannot be avoided, it must be adequately mitigated, or as a last resort, compensated for.</p> <p>Opportunities to incorporate improvements for green infrastructure in and around developments are supported.</p>
<p>Interpretation</p> <p>This policy seeks to conserve and protect the local rural identity and fulfil the obligations set out by those organisations and bodies with responsibility for supporting the historic and natural environments. It should consider the impact of cumulative small changes. The 'rural feel' of Heslington, commented on and appreciated by a majority of residents, members of the University and local businesses is entirely dependent on the setting of the village within its largely agricultural hinterland and the green spaces within it, which in turn derive much of their character from the rich green infrastructure, which the HPNP seeks to protect and where possible enhance.</p> <p>A major threat to UK biodiversity is the continual loss, degradation and fragmentation of sites of importance for wildlife. The HPNP seeks to prevent this erosion of sites and where possible enhance wildlife in the Parish, by promoting the green infrastructure and Local Green Spaces on which Heslington's wildlife depends.</p>

14 Transport and Movement

14.1 Purpose

To ensure that new development is supported by a balanced mix of sustainable transport options and does not have adverse impact on traffic safety and congestion.

14.2 Rationale and Evidence

14.2.1 The HPNP will work to create a movement network that reflects the needs of the community and encourages more sustainable means of transport.

14.2.2 Paragraph 102 of the NPPF (2019) states:

“Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;*
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;*
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;*
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and*
- e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.”*

14.2.3 Paragraph 103 of the NPPF (2019) states:

“The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.”

14.2.4 Paragraph 104 of the NPPF (2019) states:

“The Planning policies should:

- a) support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities;*
- b) be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned;*

- c) *identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development;*
- d) *provide for high quality walking and cycling networks and supporting facilities such as cycle parking (drawing on Local Cycling and Walking Infrastructure Plans)."*

14.2.5 Paragraph 111 of the NPPF (2019) states:

"All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed."

14.3 Transport Connections

- 14.3.1 The consultations with residents, university students and staff and local businesses reinforced the need for choice of sustainable transport. Whilst walking and cycling are particularly favoured by residents and those working at the University, the regular bus timetables to the University areas are also seen as a major advantage. All respondent groups highlighted concerns over the increasing traffic pressures into the area with the growth of the University, the Science Park and the York Draft Local Plan strategic site allocations in the Parish.
- 14.3.2 Traffic congestion concerns at Grimston Bar (A1079/A64 junction), Field Lane, Heslington Lane, University Road and the Green Dykes Lane/Melrosegate junction with the Hull Road were repeatedly highlighted. The existing traffic calming measures were heavily criticised.
- 14.3.3 The transport connections maps below show that Heslington is generally well served by public transport links with regular bus timetables, driven primarily by the needs of the University of York, and a Park & Ride facility from Grimston Bar. In addition, Travel York provides 'Dial&Ride', a flexible door-to-door bus service that serves local shopping centres and York City centre.
- 14.3.4 An overview of the transport connection routes in the Parish is provided in Figure 7 below.

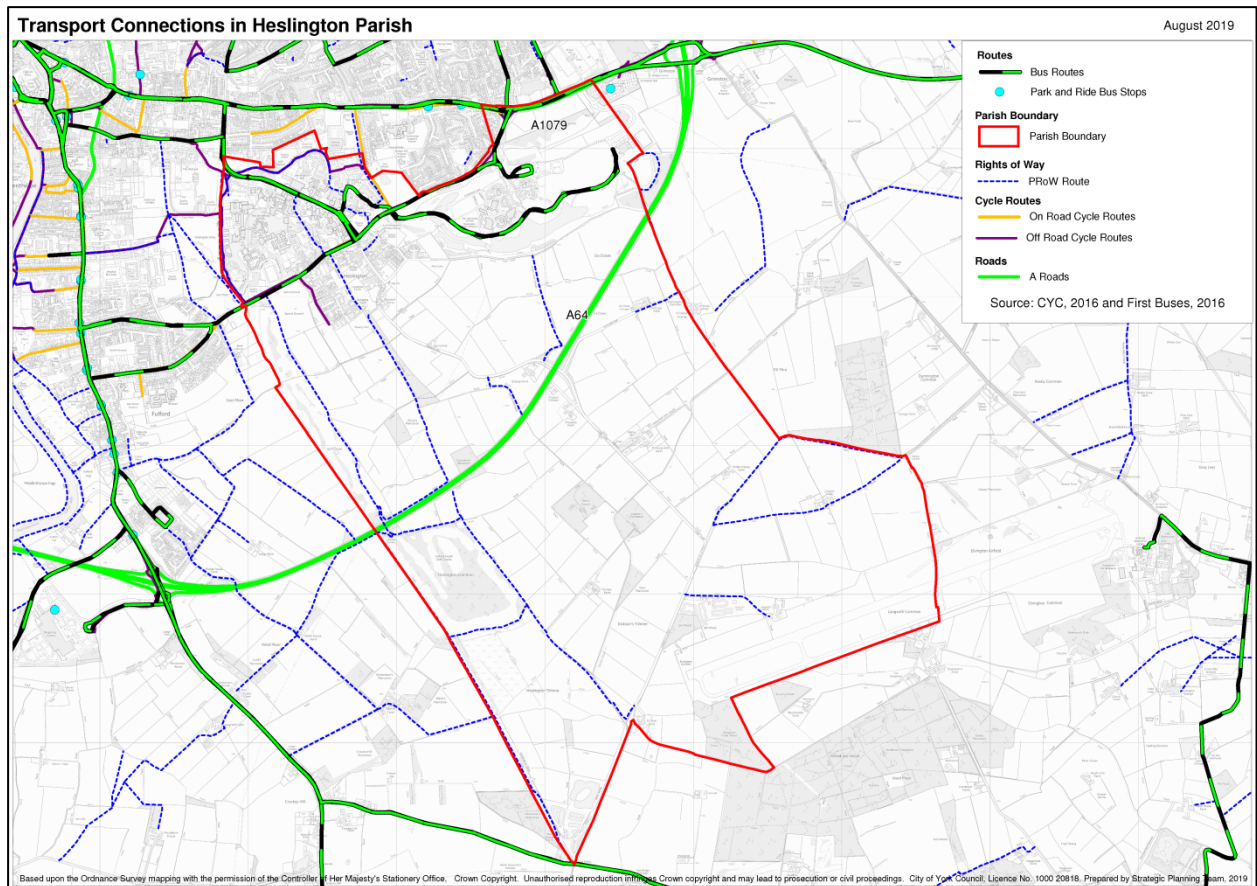


Figure 7 Major Transport Connection Routes through Parish

14.4 CYC Local Transport Plan 2011-2031 (LTP3)

The York Draft Local Plan references the CYC Local Transport Plan 2011-2031 (LTP3), which covers the period April 2011 to March 2015 and beyond to 2031. It sets policies and measures that will contribute to the city's economic prosperity over the next 20 years.

14.4.1 Key points relevant for Heslington are:

- Peak traffic congestion 'hot spots'
- Commuting traffic flows congestion

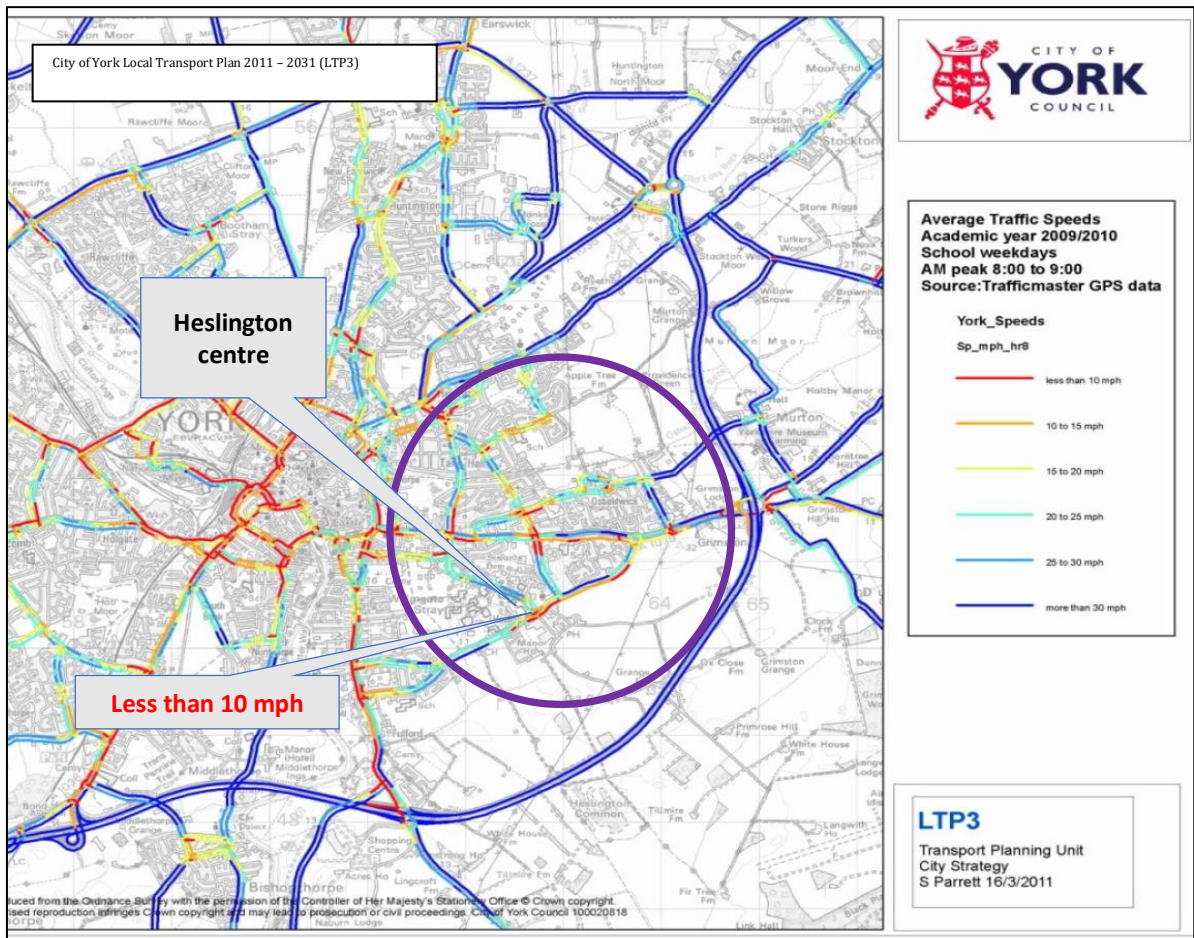


Figure 8 York am Average Traffic Speeds 2009/10

- 14.4.2 The slowest speeds on certain sections of road are displayed in red. This is where, between 08:00 and 09:00 in the morning, cars are travelling on average at less than 10mph, indicating congestion. Circled above is the section to the east and those main roads feeding into Heslington, the University of York and the Science Park.
- 14.4.3 Of particular relevance to the HPNP is the A64/A1079/A166 Grimston Bar junction, situated to the east of York, on the Parish boundary. A substantial amount of the inward commuting road traffic along the Hull Road corridor and through to the University of York accesses this route. Improvements to this junction and associated road networks will be needed to reduce congestion and identify mitigation.

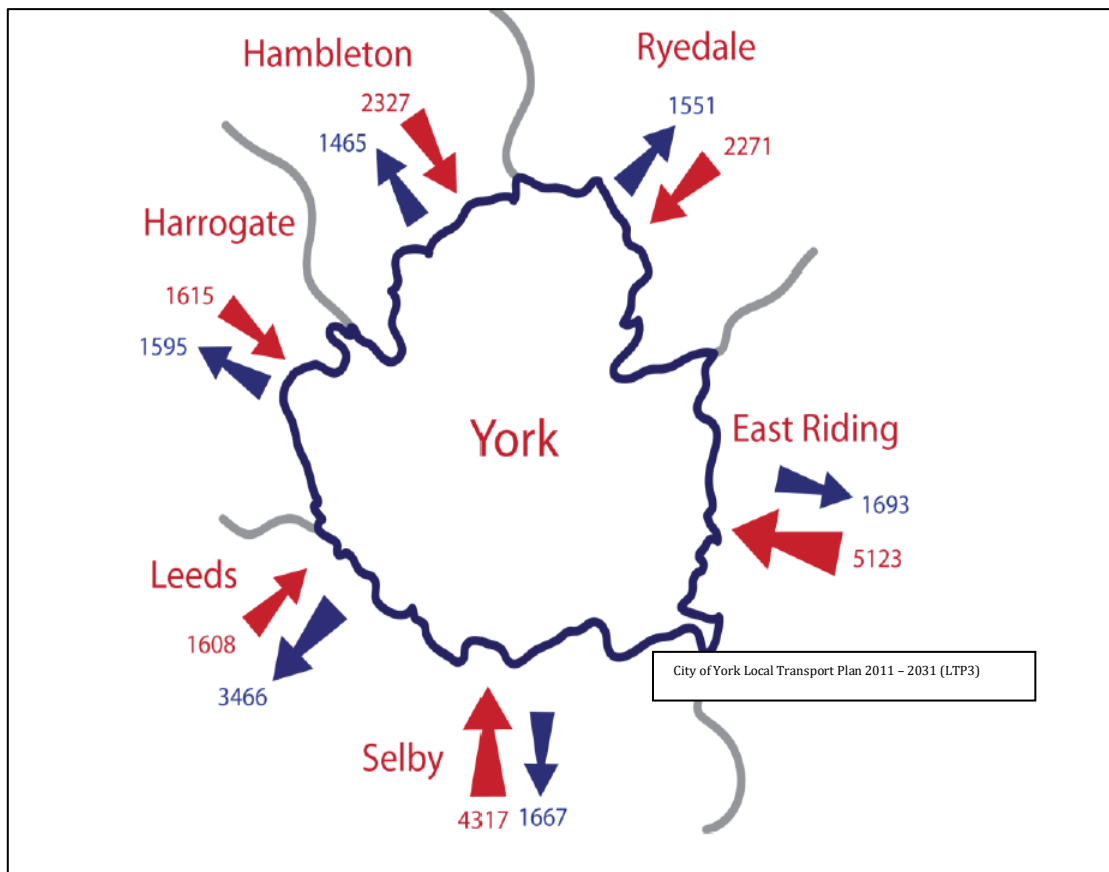


Figure 9 Weekday Journey Movements into York

14.4.4 The above figure (based on 2001 Census and survey updates in 2009/10) shows the weekday journey-to-work movements. There is a large net inflow into York from the East Riding area. Factoring in the economic growth assumptions from the York Draft Local Plan, planned new house build to the East of York/Heslington and the increased student enrolment/research/Science Park activity that is forecast, it is clear that the Heslington area will face worsening traffic congestion.

14.5 City of York Local Plan³

14.5.1 The York Draft Local Plan proposal for substantial strategic housing on ST15 (see paragraph 5.1.5) acknowledges that a range of transport issues must be addressed. The York Draft Local Plan also seeks to promote “sustainable connectivity through ensuring new development has access to high quality public transport, cycling and walking networks”. Developers, Highways England and CYC will be expected to fund these improvements to both public transport and the associated safe pedestrian/cycle routes to achieve this. Increased efforts are required to actively manage traffic growth. There is ample evidence to justify a safer and more secure layout of all routes in order to minimise conflicts between traffic, cyclists and pedestrians. Further cycle path development, which better links University of York campuses and improves safety on local routes, would be supported. Various cycle routes are incomplete or require impractical sharing between cyclists and pedestrians. The focus on cycling and pedestrians in the HPNP is to promote better health and well-being and sustainable travel options for all residents/users.

14.5.2 Where pedestrian and cycleway construction becomes part of any new development, routes should be wide enough to accommodate both pedestrians

and cycles independently. A specific example is the need to provide cycle and pedestrian routes alongside any roads linking ST15 to the A64 and the University. The small local roads connecting Heslington village must remain accessible for local farmers and businesses and so it is essential that this link road has no access to local roads. The construction of these new routes is the responsibility of Highways England in conjunction with CYC/developers.

14.6 Transport and Movement Policies**Policy HES: 15 Sustainable Transport Provision**

Development proposals on the strategic allocation sites will be supported where there is balanced and sustainable transport provision, including:

- a) Public transport facilities, including new bus stops;
- b) A layout providing convenient pedestrian links to footpaths, bus stops and community facilities;
- c) Strong cycle and pedestrian links on any new access roads to the A64, University and other major roads; and
- d) Preparation of a transport masterplan, where a site is to be developed incrementally, showing links to adjacent sites and the surrounding area.

Development proposals will be particularly supported where they deliver any of the following:

- e) Less visually intrusive, safer and less polluting alternatives to the current traffic calming chicanes, which also take into account the needs of the disabled;
- f) Curtailed traffic pressure on the main village roundabout by Heslington Hall;
- g) Creation of safe school drop-off points;
- h) Improvements on Heslington Lane, Field Lane and University Road to provide well-designed, safe and fully-integrated cycleways, avoiding impractical cycle/pedestrian sharing;
- i) Improved frequency of *Park & Ride* services from Grimston Bar to the University and the village;
- j) Inclusion of Heslington within citywide safe cycle routes scheme; and
- k) Secure, unobtrusive cycle parking.

Interpretation

The policy seeks to ensure that development proposals incorporate choice of modes of transport, including sustainable options.

The purpose of a transport masterplan for sites that are being developed incrementally is to ensure that sustainable transport is properly considered for the wider site and each development then fits in to that wider framework.

The Policy endorses NPPF (2019) paragraph 110 which states:

“Applications for development should:

- a) *give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for*

bus or other public transport services, and appropriate facilities that encourage public transport use;

- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;*
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards.”*

The policy should be applied with careful consideration of other policies in this plan, in particular design and natural environment policies.

Policy HES: 16 Vehicular and pedestrian traffic

Development proposals will be supported where access to the strategic allocation sites is provided to safely accommodate the traffic generated and avoid additional movements through Heslington village. Achieving this would involve:

- a) Providing the principal vehicular and pedestrian access from ST15 (Land West of Elvington Lane) to the A64; and**
- b) Avoiding motor vehicle, cycle and pedestrian connections to local roads through Heslington village or to the access roads south of Heslington.**

Interpretation

This policy seeks to ensure that the strategic allocation housing site (ST15) is fully served by a new principal access road to A64, bypassing the village and immediate locality to avoid any significant increase in traffic, which could cause significant harm in terms of road safety, congestion, local character and residential amenity, including the Tillmire SSSI.

Local roads that should not be linked in any way to the new strategic allocation sites include: Low Lane, Ox Close Lane, Common Lane, Long Lane and Langwith Stray. Full access from these existing roads to existing residents and visitors, businesses and farms must continue. These roads, which are narrow with limited passing places, must be kept clear of any major increase in vehicular or pedestrian traffic that would interfere with local businesses and farming activities.

Policy HES: 17 Traffic in Heslington Conservation Area

Development proposals will be supported where;

- a) **Increase in traffic would cause no significant harm to the character or appearance of the Heslington Conservation Area, taking account of parking, movement and disturbance; and**
- b) **Associated highway improvements within the Heslington Conservation Area, preserve or enhance and cause no significant harm to the character or contribution made by the area.**

Interpretation

This policy seeks to protect the Conservation Area status, road safety and amenity of residents without compromising the provision of flexible, sustainable transport solutions.

Where a development proposal will lead to significant harm, it must be demonstrated that substantial public benefit clearly outweighs that harm.

Policy HES: 18 Paths and Other Rights of Way

Development proposals will be supported where they:

- a) Do not obstruct or impinge on public footpaths, bridleways, cycleways or byways; and**
- b) Preserve or enhance the distinctive character of nearby public footpaths, bridleways, cycleways and byways.**

Interpretation

This policy protects the route of footpaths, bridleways, cycleways and byways. It seeks to reinforce bridleways, which are available only to walkers, cyclists and horse riders. It also ensures that the impacts of adjacent or nearby development proposals are carefully considered.

15 University of York

15.1 Purpose

- To enable the ongoing sustainable development of the University of York as a major educational, cultural, social and economic asset
- To support exceptional design and environmental quality, creating an environment with a distinctive sense of place, helping to attract students nationally and internationally
- To reconcile the development of the campuses with protection of the character, setting and amenities of Heslington village

15.2 Rationale and Evidence

15.2.1 Location

Situated approximately 2 miles south east of York city centre, the University of York is a strategically important site within the City of York, the North of England and internationally. Since it was founded in 1963, the University of York has become one of the UK's most successful universities. It comprises two campuses that occupy a 197 hectare parkland site on the edge of York, together with a number of properties in both York City centre and the village of Heslington which abuts the campuses. Outline planning permission for Heslington Campus East, 116 hectares, was approved in 2007 after a Public Inquiry.

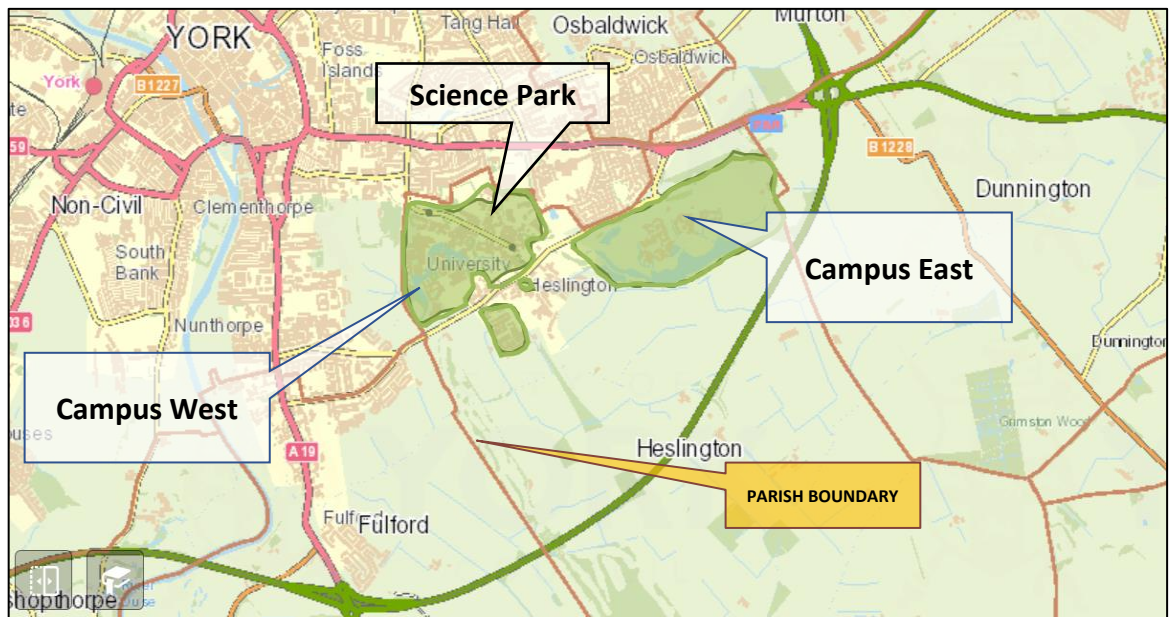


Figure 10 University of York Campuses

15.2.2 Campus functions/uses

A range of higher education and related uses are permitted on the two University campuses. The York Draft Local Plan³² confirms planning permission exists for the following:

³² York Draft Local Plan SECTION: 7 EDUCATION Para 7.1-12

- academic, teaching, research and continuing professional development uses
- housing for staff and students
- arts, cultural, sports and social facilities ancillary to higher education uses
- conferences
- knowledge based businesses including research led science park; and any other uses ancillary to the university including support services for the uses identified above

Also in the York Draft Local Plan consultation documents, it states that any development proposals for **Campus West** will be allowed within the following parameters:

- the developed footprint (buildings and car parking only) shall not exceed 23% of the total site area, unless for an agreed temporary period during the implementation of proposals;
- the heights of buildings shall be appropriate to their surroundings and not exceed the height of any adjacent mature tree canopies unless a greater height can be justified in relation to a proposed iconic or landmark building;
- the landscape is conserved and enhanced;
- general car parking (excluding accessible parking spaces) shall not exceed 1,520 spaces;
- maintenance of an adequate internal cycle and pedestrian network , which links to entrance points and bus stops; and
- the level of student housing capacity is retained at no less than 3,586 bed spaces unless the spaces are re-provided on Campus East.

In the York Draft Local Plan consultation documents, continuing development of University of York **Campus East** is supported alongside the expansion site at ST27 (University of York Expansion). Development will be permitted in accordance with the following parameters:

- the developed footprint (buildings, car parking and access roads) shall not exceed 23% of the 65ha area allocated for development;
- total car parking shall not exceed 1,500 spaces subject to reserved matters approval by the Council;
- the maintenance of a parkland setting;
- additional student housing shall be provided to cater for expansion of student numbers, which is clearly evidenced in terms of demand. Any additional student housing provision on Campus West (over and above the existing 3,586 bed spaces) shall be taken into account when assessing need; and
- an annual student accommodation survey shall be submitted to the Council.

Campus East and ST27 will, across both sites, deliver up to 25ha of B1b knowledge-based businesses, including research led science park uses identified in the existing planning permission for Campus East.

15.2.3 Key statistics³

A member of the Russell Group of UK Universities, the University plays a significant role in the economic and cultural life of the city and the region, generating around 2,780 direct University jobs and 3,700 indirect jobs (based on 2011/12 figures). (The latest figures from the University of York detailed in response to the Pre-Submission Consultation are 4,200 and 6,600).

In addition, the University contributes some £240m annually to the York economy. It continues to perform well, and is consistently one of the highest ranked universities nationally for teaching quality and research.

There are now over 30 academic departments and research centres and enrolment has expanded to over 20,000 students.

15.2.4 Future strategy³³

The University Strategy 2014-2020 states:

“We see ourselves as operating in a global environment, with important local and national responsibilities...”

Key objectives

To be a world leader in research

To offer outstanding teaching and learning

To offer all our students an outstanding and valuable experience

Enabling objectives

To be sufficiently large to be excellent, resilient and financially sustainable

To be organised in the most efficient and effective way

To work effectively with other organisations and stakeholders

15.2.5 Landscape setting

Both University campuses play an important part in the local environment and green infrastructure.

Campus East lake and grounds, also known as Heslington East (Site 1, para. 13.5) are essentially a parkland setting with extensive open spaces and lakes managed as an informal nature reserve and wildlife conservation area. Large parts of it enjoy significant public access, as do the modern sports centre and velodrome.

Campus West lake and grounds (Site 2, para. 13.5) is based around a central lake with associated green spaces running down to it and alongside it. This provides a pleasant working environment, green, permeable pedestrian and cycle routes between University Departments and Colleges and quiet paths and corners for relaxation and recreation. It also includes a number of properties in the Heslington village area and extensive sports facilities along Main Street [West]/Heslington Lane.

³³ <https://www.york.ac.uk/about/mission-strategies/universitystrategy2014-2020/>

15.2.6 Heritage assets

The University has an important role in managing the City's heritage assets. Of particular note are:

- Heslington Hall, Grade II* listed and its associated building structures originally constructed in 1568. Historic England List Entry Number: 1148497
- Central Hall. Historic England List Entry Number: 1456551
- Siwards How (an Anglo-Saxon burial mound) south east of the water tower on Heslington Hill. Historic England List Entry Number: 1015690.

15.2.7 Transport and access

The University enjoys good access from major routes, is well-served by local bus connections and has an extensive cycle network. In addition to developing a Sustainable Transport plan the University carries out an annual survey of local traffic and parking surveys.

UoY Annual Transport Survey 2017 summary key points:

- Increase reported in the level of pedestrian, cycle and vehicle movements and bus trips, when compared to the 2016 data
- good pedestrian and cycle network within the campus and surrounding areas provides good connectivity
- The Sustainable Travel plan provides a commitment to reducing their impact upon the environment and local community underlined by numerous initiatives such as car sharing schemes, cycle and pedestrian schemes, free shuttle buses and discounted travel including rail
- 2017 survey data noted that the level of University-related traffic travelling through three key junctions identified that actual movement was higher than those predicted within the traffic model during both peak hours, therefore mitigation measures are required
- Analysis shows that the Grimston Bar/A64 junction has seen a particularly large increase in 2017 when compared to previous years. This will require further monitoring and if the mitigation threshold is exceeded during the 2018 then action would be required under Planning Condition 7 for the Campus East planning consent
- The on-street parking survey also identified that of the 13 zones surveyed, 9 breached the mitigation level

15.3 University of York Policy

Policy HES: 19 University of York
<p>Development proposals for the campuses will be supported, subject to:</p> <p>a) The green open space ‘buffer zones’ protecting the landscape settings of Heslington village and Badger Hill remaining undeveloped (see Figure 5 Green Open Space ‘buffer zones’ (Landscape Reserved Matters Boundary); and</p> <p>b) Implementation of good practice development principles (see paragraph 15.4)</p>
<p>Interpretation</p> <p>This policy and supporting text seeks to ensure the continued development of the University meets outline permissions and good practice standards, whilst ensuring the village identity is not lost.</p>

15.4 University of York Good Practice Development Principles

15.4.1 Masterplanning

Development of the University sites should be guided by a comprehensive masterplan, which is likely to be reviewed and updated as necessary during the lifetime of this Neighbourhood Plan. This work should include consultation with the local community and when complete should accompany planning applications to help ensure that development is undertaken in a coordinated way.

15.4.2 Existing planning conditions

All reserved matter developments or new developments should adhere to the principles laid down in the conditions associated with the Secretary of State’s decision dated 24th May 2007 reference 04/01700/OUT (and subsequently amended March 2016).³⁴ In addition to complying with the above permission, individual proposals should reference the Masterplan for Campus East and the Development Brief for Campus West where relevant.

15.4.3 Character

New development should complement the existing characters of the University campuses. The building, landscape and urban design character is based on the following positive aspects:

- a) Extensive landscape setting, including lakes and water-courses;

³⁴ https://www.york.gov.uk/downloads/file/2550/decision_296961pdf

- b) Grouping of buildings to create enclosed courtyards;
- c) Free-standing buildings with a strong sculptural quality (such as Central Hall);
- d) Good pedestrian permeability, which may include access through building complexes and courtyards; and
- e) Buildings with a diversity of styles representing the different periods in which they were built.

Development should complement the high quality landscape and water setting, including retention and incorporation of landscape, trees and plants, and wildlife habitats. Where appropriate, Sustainable Urban Drainage Systems should be incorporated into development.

15.4.4 Historic buildings

Development should complement the existing historic buildings and their setting. Where appropriate, new development should complement, but not imitate, these historic buildings. Imitation is especially harmful to the setting of listed buildings, which must retain distinctive and individual identity.

15.4.5 Permeability and movement

Pedestrian convenience and safety should be a priority in the design of new development. The masterplan should indicate footpaths through and around the campuses and ensure that new development provides a safe, attractive, permeable and convenient environment for pedestrians. This should include easy access to surrounding public transport facilities.

Cycle facilities should be provided, with secure cycle parking and good links to the surrounding neighbouring areas. Bus services and highways should be carefully integrated into the campuses, recognising that they are not just about transport, but also form part of the public realm.

Vehicular traffic resulting from University growth and other developments should be routed to avoid adversely impacting on the Heslington Conservation Area or any residential streets in the immediately locality.

15.4.6 Design quality

Achievement of superior, well-designed solutions will be welcomed in particular, in line with Paragraphs 124-131 of the NPPF (2019), and whilst stylistic preferences are subjective, there are ways of assessing architectural quality. These include:

- a) An understanding of the underlying principles of the architectural language being used, rather than just imitation of surface features;
- b) Use of durable and authentic materials, traditional or modern (e.g. not plastic or synthetic versions of traditional materials);
- c) Attention to detail. This is not necessarily about applied or decorative detail, but the rigour and attention paid to the design and form of the construction, building elements, joints between materials and finishes;
- d) Active frontages, to create a positive interaction between the building and the surroundings;
- e) Bespoke, site-specific design, with particular encouragement to distinctive, creative or innovative design solutions; and

- f) Design review arrangements, which if used as early as possible in the evolution of schemes, are of particularly benefit for significant projects. Design of developments can be improved by engaging the local community as well as independent design advice and review processes.

15.4.7 Design and Access Statement

Design and Access Statements supporting future planning applications should set out how development proposals address the requirements of the policy, including these Good Practice Development Principles.

16 Community Actions

Community actions are designed to complement the HPNP policies and address matters raised in the consultation which are not covered within the remit of land-use planning.

HES: CA1 Signage, Street Furniture and Lighting in the Conservation Area

Where new signage or street furniture is proposed it should seek to:

- a) Reflect local materials and features evident in the immediate surrounding area.

Where new lighting is proposed it should be designed to:

- b) Avoid intruding into areas where darkness is a characteristic of the village; and
- c) Minimise impacts on adjacent rural habitats and wildlife.

Interpretation

- All road and business signage should be of a type that blends into the environment and is sensitive to the Conservation Area, consistent with statutory requirements and the need to reinforce the current village landscape
- A consistent and high quality design theme for street lamps, waste bins, benches, etc. should be maintained throughout the village
- Any advertising or signage should respect the context of the village. It should be low key (colour, size and lighting) and in keeping with a rural Conservation Area
- Care should be taken in the siting and design of bus shelters to ensure that they are appropriate to the historic setting
- Whilst advertisements play an important role in promoting economic vitality, and where well designed, they can make a positive contribution to the street scene. A proliferation of signs can be unsightly, distracting and damaging to the appearance of the area
- Lighting should respect the rural area and particularly the Conservation Area, maintaining dark skies and minimising light pollution. See: Institute of Lighting Professional Guidance: <https://www.theilp.org.uk/documents/obtrusive-light/>
- Obtrusive and excessive security lighting should not be permitted

The York Draft Local Plan Policy D2: **Landscape and Setting** states:

“Development proposals will be encouraged and supported where they:

- *conserve and enhance landscape quality and character and make a positive contribution to the character of streets, spaces and other landscapes*

*Elements such as street layout, architecture, materials, gardens, forecourts, verges, incidental spaces, village greens, boundary treatments, trees and other vegetation, **lighting and street furniture** can considerably influence landscape quality.”*

HES: CA2 Building and Landscape Character

A policy for long-term planting of trees, where appropriate, should be encouraged to replace those that will eventually become too old and unsafe.

Access for walkers, bird watchers, horse riders and those who appreciate the countryside should be maintained.

Interpretation

The York Draft Local Plan Policy D2: **Landscape and Setting** states:

“Development proposals will be encouraged and supported where they:

- *conserve and enhance **landscape quality** and character and make a positive contribution to the character of streets, spaces and other landscapes*

*Elements such as street layout, architecture, materials, gardens, forecourts, verges, incidental spaces, village greens, boundary treatments, **trees and other vegetation**, lighting and street furniture can considerably influence landscape quality.”*

HES: CA3 Elvington Airfield

Future development proposals for the airfield and operations at Elvington should not be consented to by CYC, or even considered, without there first being in place a masterplan or design statement for any airfield operations development. This should set any proposal in its wider context and identify its long-term objectives so that it can be subjected to a public consultation process.

Interpretation

Large parts of the airfield are designated within York Draft Local Plan Policy SS13: Land West of Elvington Lane.

However should an adopted Local Plan not include Policy SS13 then the above will apply.

17 Glossary of terms

17.1 Acronyms

CYC	City of York Council
ha	Hectare
HCCA	Heslington Conservation Area Appraisal
HMOs	Houses in Multiple Occupation
HPNP	Heslington Parish Neighbourhood Plan
LDV NNR	Lower Derwent National Nature Reserve
LTP3	Local Transport Plan (for York, 2011-2031)
NP	Neighbourhood Plan
NPPF (2019)	National Planning Policy Framework February 2019
OAN	Objective Assessment of Housing Need
Ramsar	Wetland site of international importance
RSS	Regional Spatial Strategy
SAC	Special Area of Conservation
SBD	Secured by Design
SHMA	Strategic Housing Market Assessment
SINC	Site of Importance for Nature Conservation
SPA	European Special Protection Area
SSSI	Site of Special Scientific Interest
UoY	University of York
VDS	Heslington Village Design Statement
YSPL	York Science Park Ltd.

This page is intentionally left blank



'Better Decision Making' Tool
Informing our approach to sustainability, resilience and fairness

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

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

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

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

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

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

Please complete all items (and expand if necessary).

Introduction

Service submitting the proposal:	Forward Planning
Name of person completing the assessment:	Anna Pawson
Job title:	Development Officer
Directorate:	Economy and Place
Date Completed:	06/05/2021
Date Approved: form to be checked by service manager	

Part 1

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed?
	Heslington Neighbourhood Plan - Examiner's Report

1.2	What are the main aims of the proposal?
	Heslington Neighbourhood Plan's main aim is to influence change in Heslington Parish, not to prevent it. By working with residents, the University of York and other local stakeholders, future developments will be welcomed but need to be sympathetic and protect the historic character and rural environment of the area. The main purpose of the report is to request that Members agree the recommendations of the Examiner and allow the Heslington Neighbourhood Plan to proceed to referendum.

1.3	What are the key outcomes?
	To ensure that the Heslington Neighbourhood Plan can be progressed.

Section 2: Evidence

	<p>What data / evidence is available to understand the likely impacts of the proposal? (e.g. hate crime figures, obesity levels, recycling statistics)</p>
<p>2.1</p>	<p>The Neighbourhood Plan uses the emerging Local Plan evidence base to support its policies.</p>

	<p>What public / stakeholder consultation has been used to support this proposal?</p>
<p>2.2</p>	<p>Previous consultation responses received in relation to the Pre-Submission Consultation: 29th January to 12th March 2019 and the Submission consultation: 30th October to 11th December 2019, have shaped policy formation.</p>

	<p>Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)</p>
<p>2.3</p>	<p>The Neighbourhood Plan has been developed alongside an emerging City of York Local Plan. The residents, businesses and people with a land interest in the Heslington area will also be consulted on as part of the Local Plan process.</p>

Part 1

Section 3: Impact on One Planet principles

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

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

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

Equity and Local Economy

Does your proposal?	Impact	What are the impacts and how do you know?
3.1 Impact positively on the business community in York?	Positive	Several policies in the Heslington Neighbourhood Plan impact positively including: Policy HES: 1 Main Street - Change of Use, Policy HES: 2 New Business and Employment Development, Policy HES: 3 Agriculture and Rural Enterprise. To promote employment opportunities in Heslington that help to create sustainable life-work balance and to support the viability of working farms in Heslington.
3.2 Provide additional employment or training opportunities in the city?	Positive	Several policies in the Heslington Neighbourhood Plan impact positively including: Policy HES: 1 Main Street - Change of Use, Policy HES: 2 New Business and Employment Development, Policy HES: 3 Agriculture and Rural Enterprise. To promote employment opportunities in Heslington that help to create sustainable life-work balance and to support the viability of working farms in Heslington.
3.3 Help individuals from disadvantaged backgrounds or underrepresented groups to improve their skills?	Neutral	There are no specific policies relating to individuals from disadvantaged backgrounds.

Health & Happiness

Does your proposal?	Impact	What are the impacts and how do you know?
3.4 Improve the physical health or emotional wellbeing of staff or residents?	Positive	The Neighbourhood Plan includes policies to protect local and significant green spaces (Policy HES:13, Local Green Spaces Designation, Policy HES: 14 Green Infrastructure), to ensure that that local and significant Green Space is valued and protected and to protect and enhance Heslington's green environment. To improve walking and cycling routes (Policy HES: 15 Sustainable Transport Provision, Policy HES: 18 Paths and Other Rights of Way).
3.5 Help reduce health inequalities?	Positive	The Neighbourhood Plan includes policies to protect local and significant green spaces (Policy HES:13, Local Green Spaces Designation, Policy HES: 14 Green Infrastructure), to ensure that that local and significant Green Space is valued and protected and to protect and enhance Heslington's green environment. To improve walking and cycling routes (Policy HES: 15 Sustainable Transport Provision, Policy HES: 18 Paths and Other Rights of Way).
3.6 Encourage residents to be more responsible for their own health?	Positive	The Neighbourhood Plan includes policies to protect local and significant green spaces (Policy HES:13, Local Green Spaces Designation, Policy HES: 14 Green Infrastructure), to ensure that that local and significant Green Space is valued and protected and to protect and enhance Heslington's green environment. To improve walking and cycling routes (Policy HES: 15 Sustainable Transport Provision, Policy HES: 18 Paths and Other Rights of Way).
3.7 Reduce crime or fear of crime?	Positive	The Neighbourhood Plan includes a policy in relation to crime prevention and reduction (Policy HES: 5 Crime Prevention and Reduction).
3.8 Help to give children and young people a good start in life?	Positive	The Neighbourhood Plan includes a policy in relation to the University of York (HES:19 University of York). This policy seeks to ensure the continued development of the University. Policy HES13: Local Green Spaces Designation and HES:14 Green Infrastructure also protects local and significant green spaces.

Culture & Community

Does your proposal?	Impact	What are the impacts and how do you know?
3.9 Help improve community cohesion?	Positive	The production of a Neighbourhood Plan should help improve community cohesion by bringing people together with a shared goal of improving their neighbourhood.
3.10 Improve access to services for residents, especially those most in need?	Positive	The Neighbourhood Plan includes policies which seeks to ensure that development proposals incorporate choice of modes of transport, including sustainable options (Policy HES: 15 Sustainable Transport Provision and HES:18 Paths and Other Rights of Way).
3.11 Improve the cultural offerings of York?	Positive	Policy HES:6 Urban Character highlights particular characteristics that contribute to Heslington village's distinctive character and the need for high quality contemporary design.
3.12 Encourage residents to be more socially responsible?	Positive	There is a policy in the Heslington Neighbourhood Plan relating to supporting affordable housing (Policy HES: 9 Housing Mix and Affordability).

Zero Carbon and Sustainable Water

Does your proposal?	Impact	What are the impacts and how do you know?
3.13 Minimise the amount of energy we use, or reduce the amount of energy we will use/pay for in the future?	Positive	There are policies in the Neighbourhood Plan which relates to sustainable urban design and character to ensure that development proposals incorporate sustainable design and complement the distinctive character of Heslington, (Policy HES: 4 Sustainable Design, HES:6 Urban Character).

3.14	Minimise the amount of water we use or reduce the amount of water we will use/pay for in the future?	Positive	There are policies in the Neighbourhood Plan which relates to sustainable urban design and character to ensure that development proposals incorporate sustainable design and complement the distinctive character of Heslington, (Policy HES: 4 Sustainable Design, HES:6 Urban Character).
3.15	Provide opportunities to generate energy from renewable/low carbon technologies?	Positive	There are policies in the Neighbourhood Plan which relates to sustainable urban design and character to ensure that development proposals incorporate sustainable design and complement the distinctive character of Heslington, (Policy HES: 4 Sustainable Design, HES:6 Urban Character).

Zero Waste

Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Neutral	No specific reference.

Sustainable Transport

Does your proposal?		Impact	What are the impacts and how do you know?
3.17	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Positive	The Neighbourhood Plan incorporates policies which include opportunities that exist to improve walking and cycling routes and the provision of new bus stops in relation to new development (Policy HES: 15 Sustainable Transport Provision and Policy HES: 18 Paths and Other Rights of Way).
3.18	Help improve the quality of the air we breathe?	Positive	The Neighbourhood Plan incorporates policies which include opportunities that exist to improve walking and cycling routes and the provision of new bus stops in relation to new development (Policy HES: 15 Sustainable Transport Provision and Policy HES: 18 Paths and Other Rights of Way).

Sustainable Materials

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Minimise the environmental impact of the goods and services used?	Neutral	No specific reference

Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to support local and sustainable food initiatives?	Positive	Section 9, Agriculture and Rural Enterprise supports the viability of working farms in the Heslington Parish as thriving businesses including the importance of food security and food production through modernising and becoming more efficient.

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.21	Maximise opportunities to conserve or enhance the natural environment?	Positive	The Neighbourhood Plan includes policies to protect local and significant green spaces (Policy HES13: Local Green Spaces Designation and HES:14 Green Infrastructure).The policies seek to conserve and protect Heslington's local rural identity.
3.22	Improve the quality of the built environment?	Positive	There are policies in the Neighbourhood Plan which relates to sustainable urban design and character to ensure that development proposals incorporate sustainable design and complement the distinctive character of Heslington, (Policy HES: 4 Sustainable Design, HES:6 Urban Character)
3.23	Preserve the character and setting of the historic city of York?	Positive	The Neighbourhood Plan includes a policy on the Green Belt and recognises the important role the Green Belt plays in determining the setting, character and identity of the village of Huntington and wider area.
3.24	Enable residents to enjoy public spaces?	Positive	The Neighbourhood Plan includes policies to protect and enhance public space, (Policy HES:4 Sustainable Design), protect local and significant green spaces (Policy HES:13 Local Green Spaces Designation and HES:14 Green Infrastructure).

3.25	Additional space to comment on the impacts		

Part 1

Section 4: Impact on Equalities and Human Rights

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

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

Equalities

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

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

Human Rights

Consider how a human rights approach is evident in the proposal

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

4.18	Right not to be subject to discrimination	neutral	None deemed likely
4.19	Other Rights	neutral	None deemed likely

4.20	Additional space to comment on the impacts		

Part 1

Section 5: Developing Understanding

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

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

Taking into consideration your responses about <u>all of the impacts</u> of the project in its <u>current form</u>, what would you consider the overall impact to be on creating a fair, healthy, sustainable and resilient city?	
5.1	Given the wide range of policy areas covered by the Neighbourhood Plan and its over all vision which responds to the issues, opportunities and challenges facing the area it is considered that the plan will have a positive impact overall on creating a fair, healthy, sustainable and resilient neighbourhood.

What could be changed to improve the impact of the proposal on the <u>One Planet principles</u>? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)	
5.2	No improvements considered necessary.

What could be changed to improve the impact of the proposal on <u>equalities and human rights</u>? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)	
5.3	No mixed or negative impacts on equality and human rights are considered likely.

Section 6: Planning for Improvement

What further evidence or consultation is needed to fully understand its impact? (e.g. consultation with specific communities of identity, additional data)	
6.1	The community has been widely consulted on the content of the Plan. Members are being asked to agree the Examiner's recommendations which include progressing the Plan to referendum. Therefore, the community will have the final say when they vote in the referendum whether or not to agree with the final Plan.

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

Action	Person(s)	Due date

6.3	Additional space to comment on the impacts

Part 2

Section 1: Improvements

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

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

For the areas in the 'One Planet' and 'Equalities' sections, where you were unsure of the potential impact, what have you done to clarify your understanding?

1.1
Given the wide ranging policy areas covered in the plan and the process taken so far in preparing the plan there are inherent links and good understanding of the one planet principles and equalities.

What changes have you made to your proposal to increase positive impacts?

1.2
No changes considered necessary.

What changes have you made to your proposal to reduce negative impacts?

1.3
No negative impacts anticipated.

Taking into consideration everything you know about the proposal in its revised form, what would you consider the overall impact to be on creating a fair, healthy, sustainable and resilient city?

Your response to this question must be input under the One Planet Council implications section of the Executive report. Please feel free to supplement this with any additional information gathered in the tool.

1.4
Given the wide range of policy areas covered by the Neighbourhood Plan and its over all vision which responds to the issues, opportunities and challenges facing the neighbourhood it is considered that the plan will have a positive impact overall on creating a fair, healthy, sustainable and resilient neighbourhood.

Any further comments?

1.5



Executive**20 May 2021**

Report of the Director of Environment, Transport and Planning
Portfolio of the Executive Member for Transport

York's Local Transport Plan**Summary**

1. This report sets out a proposed scope, timescale and budget for York's fourth Local Transport Plan.

Recommendation

2. Executive is asked to endorse the approach set out in this report.

Reason: This will allow timely delivery of York's fourth Local Transport Plan.

Background**Context: Local Transport Plans**

3. A Local Transport Plan (LTP) sets out how a local transport authority will manage and develop its transport network. The plan will set out the broad transport policies in the area by:
 - Specifying a vision for local transport
 - Specifying the objectives and targets for local transport
 - Setting out how the existing asset base (e.g. the highway network, cycle paths, park and ride network, car parks, traffic signals etc.) of the authority will be managed to deliver those objectives and targets
 - Setting out what new policies, projects and capital schemes will be instigated with a view to meeting the vision, objectives and targets of the authority in the future

4. Crucially, the Local Transport Plan is not simply a list of schemes to be built; it sets targets and seeks a mandate to start work on developing policies and schemes to deliver those targets. Some policies or schemes may fail during the feasibility or design stages, or be delayed because it's not possible to attract funding for them or because closer scrutiny of more developed plans shows them to have unacceptable costs and/ or impacts. However, inclusion of them within the LTP signals an intent to seriously investigate their feasibility and seek to deliver them if they are shown to be feasible and acceptable.

LTP3

5. York's third LTP was published in 2011. At that time, every authority needed to produce an LTP and update it every five years. York's LTP3 sets out a broad policy framework to 2031, with an implementation plan to 2016.
6. The requirement for LTAs to produce LTPs as statutory documents lapsed after the 2011 plan. York's third LTP has now been in place for 10 years and is due for update. There is no fixed period of time for which a new LTP needs to be valid.
7. Like LTP3, LTP4 will comprise a policy document which sets out transport objectives and policies for York, and a series of "daughter" documents which set out how those policies will be applied in particular areas of transport provision in York – for example, to bus services or walking and cycling policy.
8. At this stage it is anticipated that:
 - The overarching policy document will be completed for publication as a draft for consultation in Winter 2021
 - The daughter documents will be completed through 2022, although some will be completed before this because they are working to other statutory timescales (for example, the Bus Service Improvement Plan is required by central government for October 2021). A key part of the preparatory work for LTP4 will be to list and prioritise the daughter documents.

Changes in Transport

9. In order to visualise the task the LTP has to do, it is helpful to consider transport in York within the context of achievements to date, the immediate future, and the longer term.

Achievements to date

10. LTP3 set out CYC's transport aspirations for the period from 2011. A great deal has changed over that period and there has been a high level of achievement against the aspirations of LTP3 – in particular:
 - A review of York's LTP3 by York Civic Trust concluded that around 85% of the projects in LTP3 had either been delivered or where being progressed towards delivery
 - Funding has been obtained to deliver major schemes for York Central, increasing the capacity of the A1237 (between the A19N and Hopgrove junctions) and improve the area in front of York Station.
 - Mandates have been secured to develop projects to improve the area around Castle car park and for a new station at Haxby
 - In the early years of LTP3, funding was obtained to build new park and ride sites at Poppleton Bar and Askham Bar and improve the junction between the A1237 and A59 Harrogate Road, and these projects were delivered in 2014
 - A new segregated cycle and footpath has been provided linking Clifton Moor and Haxby
 - A Clean Air Zone has been introduced covering much of central York. All buses used regularly in the city have been upgraded to Euro VI standard
 - There has been great progress electrifying the bus network with 33 electric buses now in use in York – the second highest number for any authority outside London.
 - Improvements for pedestrians and cyclists have been made on Scarborough Bridge and its approaches
 - More recently the footstreets area has been expanded and Micklegate Bar has been closed in one direction to motorised traffic.

11. Some outcomes have been good, in particular the substantial increase in the number of bus trips in York – something which is unique in northern England and has facilitated other improvements, such as the partial electrification of the bus network.

12. However, many roads in York remain congested with ongoing serious adverse effects of noise and air pollution from motor vehicle use seen across the city. Bus and rail services also face substantial challenge as they seek to recover passengers lost during the covid pandemic.
13. In the immediate future, transport in York will enter into a period of great change. There will be housing and population growth as set out in the Local Plan. The major schemes for York Central, the Outer Ring Road and the area in front of the Station will be completed. There will be changes in the external environment around devolution and local government reorganisation, and in how bus services are provided. Technological change will reduce the need to travel for commuting, work, shopping and study as the UK recovers from the covid pandemic. There will be changes in the composition of the city centre and edge of centre retail and employment parks. There are entirely new modes of transport, such as e-bikes and e-scooters, which blur the traditional boundaries between cycling and powered two-wheelers, and cycling and walking.
14. The “present” is also characterised by a growing urgency – driven by a greater weight of scientific evidence - to reduce the climate and air quality impacts of transport – which currently emits around one-third of greenhouse gases in the York area. “Transport” is, even more than before, seen as the delivery mechanism for wider social and economic improvements – for example, access to employment and training, and increasing physical activity to improve public health.
15. In the longer-term future transport is beginning to look very different, whatever is set out in York’s fourth LTP. There will be large scale changes because of factors which reflect more general societal/ technological changes, as well as developing central government policy (e.g. around climate change), and land and infrastructure developments in York which are already underway.
16. To get an idea of foreseeable and/ or committed changes, imagine it is 2030 and you are standing at the top of the Minster’s central tower. You can see the new offices in York Central and the houses built beyond Clifton Moor and at Langwith. Below you electric buses, bikes and scooters glide along the city’s roads. Most cars and vans are electric too, now. There is less traffic in the city centre because it now travels on the dualled outer ring road. The area in front of the Station has been transformed into two large open squares. You can catch a train to Haxby, and the trains to Leeds, Manchester, Newcastle and London are faster and more frequent. Office workers work from home, or shared offices near their homes, one-third of the time. Most people do the majority of their shopping, banking and personal business online. Many

more people live in the centre of York. Castle car park is now an events space. There are more and better cycle lanes, and more cyclists. People, particularly younger people, are less likely to own a car, but more likely to be members of a car club – and many don't learn to drive. Cars and vans still have to “driven” in urban areas, although many have some degree of autonomous operation on motorways and A-roads.

17. As such, York's fourth Local Transport Plan will preside over a period of irresistible and pervasive change. It will set out not just how York responds to that change, but how it gets a mandate to develop policies and schemes to allow the city to take advantage of those changes to achieve its economic, environmental and public health aspirations.

Scope of the LTP

18. LTP4 will build on the work already done for initiatives like My City Centre and the Local Plan and will complement the strategies being developed for York's Economic Recovery and Carbon Reduction/ Climate Change.
19. Whilst LTP4 is taking place in an era of great change, there will be a number of fixed points it will need to have regard to. For example these will be:
 - The York Local Plan and its associated infrastructure delivery plan. Crucially, this includes some substantial infrastructure interventions
 - The committed major transport schemes – particularly for the A1237, York Central and the area around York Station
 - National transport improvements to the strategic highways network, particularly the A64, and to the rail network
 - Central government policies to improve walking and cycling infrastructure and bus services, and to encourage adoption of non-fossil fuel vehicles
 - There will also be a need to consider regional policy and how this would be influenced by local government reform and new combined authorities.
20. The LTP also needs to consider the December 2019 Full Council motion to reduce car use in central York and around the city's schools, and CYC's commitment to zero carbon.
21. LTP4 will also be developed alongside the city's Economic Recovery Strategy and Carbon Reduction/ Climate Change Strategy, so that the

strategies are self-reinforcing. It is likely that all the strategies will be published at around the same time.

22. There are also significant unknowns around LTP4 as societal and technological change, and recovery from covid, play out. Consequently it is proposed that LTP4 concentrates on a 15 year period, but with a review after each five year period. Evaluation data will, as now, be collected annually.

Consultation

23. Annex A contains details of the consultation process for the Local Transport Plan.

Governance arrangements

24. Transport policies and investments play out over long periods of time – longer than electoral cycles. As such, it is important that an effective transport plan enjoys support from a wide sector of the political spectrum and also wider stakeholders in the city.
25. As such, a governance structure will be formed, comprising:
 - An all-member steering group – cross-party and convened through Democratic Services
 - There will be a large group formed of key stakeholders in the city – for example, representing the economic and transport groups within the city and also those with specific requirements of the transport network – for example those with the sensory and/ or mobility impaired
 - There will also be more general technical discussions and consultation with key sectors (e.g. freight, public transport, active travel, and people with restricted mobility) as the plan evolves.
26. The all-member steering group will meet to make recommendations to the Executive Member/ Executive at key points as the plan develops. The large stakeholder group being involved at the close of critical stages of the LTP, as set out in the GANTT chart (annex B). Technical discussions will be particularly focussed around putting the packages of measures together.
27. On a day to day basis the LTP will be managed by CYC officers. Professor Tony May of York Civic Trust's Transport Advisory Group is acting in a challenge and advisory capacity. Alongside the LTP the Civic Trust is undertaking its own transport research activities to provoke

thought and discussion on transport topics as CYC develops the plan itself.

Timescale

28. The GANTT chart in (Annex B) sets out the timescales for LTP4 between the present and an assumed completion in September 2022. At this stage it is anticipated that the main LTP policy document will be published in draft in December 2021, alongside York's Economic Strategy and Carbon Reduction/ Climate Change strategies.

Council Plan

29. The measures proposed in this paper support all the sustainable transport objectives in the Council Plan, and also economic development objectives, objectives to improve air quality and reduce carbon emissions in York.

Implications

- **Financial** - A budget of £200,000 is available in 2021/22 for completion of the Local Transport Plan. Spending under this budget is delegated to officers.
- **Human Resources (HR)** - N/A
- **One Planet Council / Equalities** - The LTP has a critical role in promoting equality of access to the transport network and, by implication, to the opportunities afforded by use of York's transport network.
- **Crime and Disorder** - N/A
- **Information Technology (IT)** - N/A
- **Property** - N/A
- **Other** - N/A
- **Risk Management** - N/A

Contact Details

Authors:

Julian Ridge
Sustainable Transport

Chief Officer Responsible for the report:

Neil Ferris
Corporate Director of Place

Report **Date** 12.05.21
Approved

Specialist Implications Officer(s) List information for all

Implication : Financial
Patrick Looker

Implication: Legal
Cathryn Moore

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the authors of the report

Annexes

Annex A – Consultation Process for the LTP

Annex B – Gantt Chart

LTP4 Engagement Plan

Version 3.0 | April 2021

1. Scope
2. Fit with Wider Engagement
3. Engagement Activity
4. Audiences
5. Objectives
6. Inclusivity
7. What we already know
8. Key decision points
9. Evidence gather
10. Evaluation and learning framework



I. Scope

The resident engagement plan addresses the first phase of the engagement in the local transport plan (LTP4). This plan identifies the audiences and insight required to develop the right approach to progress to the next phase of the Local Transport Plan, which will lead to further engagement. It will deepen insight into the needs and aspirations of key audiences, informing recommendations to develop the LTP4.

The resident engagement plan sets out the four stages of engagement which will take place throughout the development of the Local Transport Plan. It follows the principles of the council's resident engagement strategy. The engagement approach will make sure key audiences understand other perspectives and explore responses together and that insight will inform multiple strategies, including climate change and the economic strategy.

The engagement plan is mindful of overlap with two other core strategies, the economy and carbon reduction, as well as discrete projects including My City Centre, My Castle Gateway and City Centre Access as well as engagement activities that have either already taken place, or are underway that will surface issues that affect both transport and carbon reduction. This includes Woodlands, Navigation Road and Groves engagement activities. Given the interdependence of the three core strategies, it proposes a single initial phase of engagement – Our Big Conversation - to gain diverse and deeper resident insight and avoid repetition.



2. Fit with Wider Engagement

Will benefit from insight gained from **linked engagement exercises**.

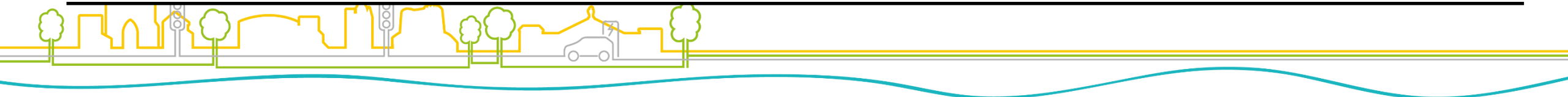
The engagement will run alongside and complement the conversation shaping three emerging core strategies: Local Transport Plan, Carbon Strategy and the Economic Strategy.

	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22	Apr-22	May-22	Jun-22
Roadmap		17th	21st												
Core strategies															
Stage 1 - core strategy survey		inform and stage 1: Consult													
Further stages Economic strategy		13 Exec Dec			Sanity check key ideas				Exec						
Further stages LTP 4			Stage 2			Stage 3				Exec	Stat consultation			Engage on daughter strategies	
Further stages Carbon	TBC														
Linked engagement															
River walkway															
Castle Gateway			Public	realm											
Footstreets (blue badge exemption removal)															
City Centre Access															
My City Centre															
Groves															
Outer Ring Road															
Haxby station															
Navigation Road															
Active Travel Fund															



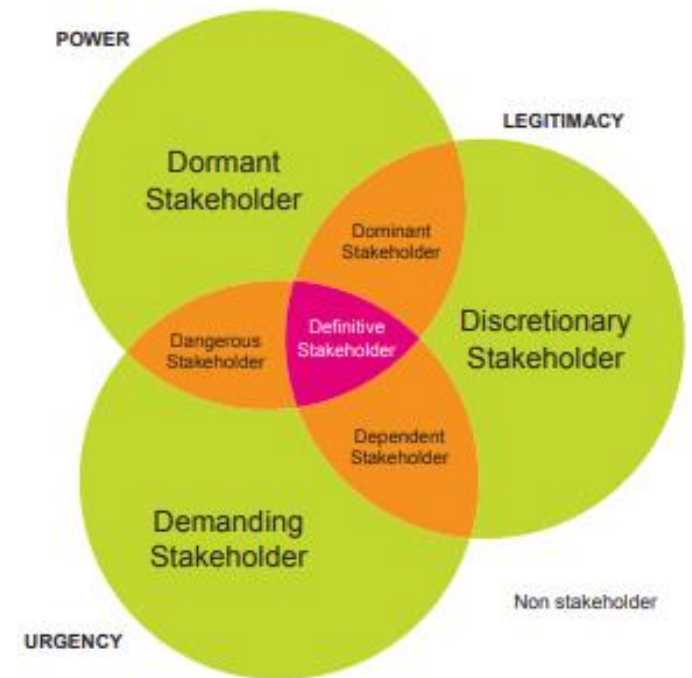
3. Engagement activities by stage

Stage	Process	Engagement activities
Stage 1 <i>Summer 2021</i>	Consult Explore the broad scope	Online Survey (living in the city) Postcard polls Social media conversations (analysed) Thematic webinars; Civic Trust Forum and Reports Targeted community workshops Targeted partner workshops Thematic Masterclasses – the art of the possible
Stage 2 <i>Autumn 2021</i>	Inform and involve Test scenarios and opportunities	Deeper analysis and review Thematic workshops Commission targeted focus groups
Stage 3 <i>Q4 2021/2</i>	Consult (sanity check) Statutory consultation	Social media - present feedback and emerging ideas, curate conversations Partner interviews
Stage 4 <i>Q1-2 2022/3</i>	Follow up engagement on daughter strategies	(begin at Stage 2)



4. Audiences

- **Broadcast:** city wide to all households (e.g. via *Our City* the resident newsletter), in public spaces where possible and via social media and digital communications (e.g. Gov Notify)
- Demographic data will be collected where possible
- **Targeted for example:**
 - **A list of target audiences is published with the Resident Engagement Strategy ([link](#))**
 - Local Disability Forum
 - Citizens Transport Forum (Civic Trust)
 - Age Friendly York
 - Residents aged 16-30 years

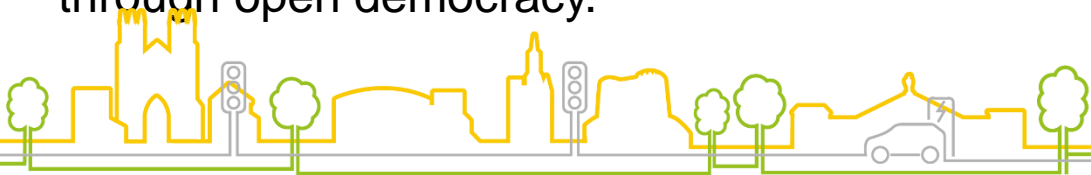


Stakeholder	Network/Partners	Tool	Comms Channels
Residents – cross section of York population and representation of all communities of identity/interest	Ward members Res associations Citizens Transport Forum (Civic Trust) Engagement map under development – partners and networks for all	Online Survey Curate social conversations Webinars/Mastclasses by theme	Live Q&As PR Social Partner network cascade Resident Email Newsletter
Commuters – from and into York.	Quality Bus Network Bus forum, York Bike Belles, York Cycle Campaign Local employers	Existing partner data Online survey Curate social conversations	Live Q&As PR Social Partner network cascade Resident Email Newsletter
Disabled groups and Blue Badge Holders	Footstreets channel map YDRF	Online survey	Advocacy organisations cascade PR Social campaign, tagging network reps
Young Residents (age 16-30 years old)	York Youth Council Schools Show me I matter	Online survey Workshop Commission additional research	Zoom Social media Partner network cascade
Special Interest Groups	Including Citizens Transport Forum (Civic Trust); Bike Belles; York Bus Forum; Walk York etc.	Online survey Workshop inc. Citizens' Forum Academic event	Zoom Social media Advocacy organisations cascade
Ward members		Regular Member briefings	Internal
Businesses	BID, Indie York, Make it York, York Retail Forum Location-specific traders associations (x-ref with econ development)	Online Survey Curate social conversations	Business Bulletin, Partner network cascade BID Rangers PR Social
Taxis	Lesley Cooke	PR Taxi Times	PR Social Rep bodies
Delivery drivers	TBC - Professional/rep bodies; Sustainable delivery companies	Stakeholder interviews (will be covered in strategic city centre access and parking review)	York BID, Partner cascade

5. Engagement Objectives

Reflect the resident engagement strategy ([link](#)) and LGA engagement spectrum.

- 1. Raise awareness of the different stages and opportunities to engage** through corporate and partner channels, signposting the engagement activities on the web and drawing participants to a shared online conversation.
- 2. Create broadcast opportunities to feedback** on activities and projects, collating demographical information to ensure inclusive.
- 3. Facilitate targeted opportunities** to ensure that specific resident concerns and aspirations are reflected, joining up engagement activities with the 10 year plan, economic strategy and carbon reduction action plan and delivering engagement activities that reflect current restrictions – signposting an online survey that is open to all (to allow the collation of data whilst providing easy and accessible bite-sized engagement activities)
- 4. Draw on partners and networks** such as the Economic Partnership, York Civic Trust forum and Age Friendly forum and incorporate their advice into the recommendations that are tested through further engagement (above)
- 5. Publish the decision making schedule** relating to the strategy development allowing participants to influence through open democracy.



6. Engagement will be inclusive to address:



Lack of internet access

Users who struggle with literacy are unlikely to use the internet alone and would not use the internet as their main source of coronavirus information



Reliance on family and friends

Users who tend to rely on family and friends to support them with tasks that require reading, but not all users have access to that support



Trusted & respected local figures

Respected figures and organisations that people listen to can help build trust in the service and dispel existing myths and alternative narratives



Information is confusing and does not land with the community

Official information is confusing and inconsistent and does not resonate with the user group. Thus, people get alternative narratives from social media and WhatsApp



Visual methods of passing information are beneficial

Pictures, videos, icons and physical signage are beneficial to users as they are visual and easier to quickly understand and engage with



Familiar settings and staff

Engagement activities in familiar places could reduce feelings of fear or exclusion and may increase uptake



7. What we already know

- General York modal shift: Increased bus use (aging generation), decrease cycling.
- Talk York evidence based (2019)
- Annual budget consultations (2019, 20, 21)
- First and Park & Ride customer data/feedback
- Modal shift data throughout 2020
- Commonplace insight (Summer 2020)
- **Climate Emergency declaration and net-zero target 2030**
- YORR: Enabling less city centre congestion and orbital cycle route.
- Mobility considerations and learning from Foot streets engagement
- National picture of modal shift due to changed habits e.g. remote working
- E-scooter trial and E-Bike scheme in the city
- Groves and Navigation Road Low Traffic Neighbourhood engagement/consultation – resident benefits vs commuter inconvenience
- Strategic review of city centre access and parking taking place summer 2021.

Since LTP3 (2011)

- YORR Dualling
- Bus improvement
- Rail station frontage
- Low Traffic Neighbourhoods
- Bootham Park cycle connection



8. Key decision points

What has already been decided?

- What are the financial, practical and legal limitations to changes?
- Climate Emergency and aim for Carbon Neutrality in 2030
- Greener, cleaner city and supporting residents to get around sustainably (Council Plan Priorities)
- Council motion Dec 2019 removing non-essential journeys from city centre

What points of influence are there?

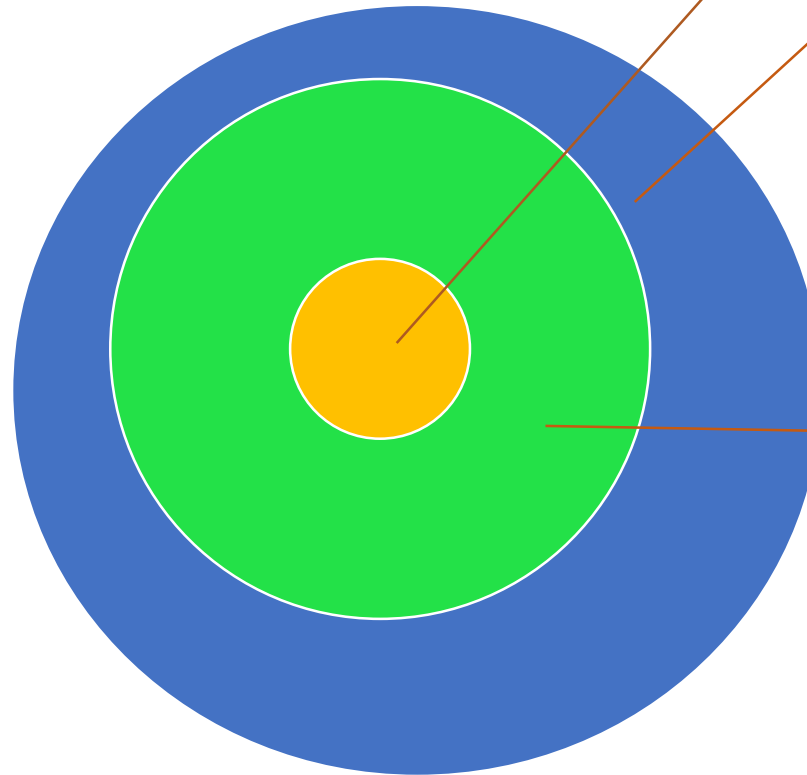
- Has the pandemic changed travel habits for good?
- What would you want to change to enable you to travel sustainably? Routes, restrictions, city centre, off-road paths.
- More or less restrictions for cars in the city centre?
- Secondary centres and areas of interest outside of the city centre?



9. Evidence gather

At the heart of each stage of engagement is an online evidence gathering tool (to be confirmed). All engagement activities will signpost this to provide multiple access points. The purpose of the evidence gathering tool is to collate demographics and perspectives, and supplemented by:

- broadcast opportunities to feedback
- targeted opportunities
- partners and networks involvement



Online Survey “let’s talk about living in York”
– distributed via partners and media

Broadcast engagement

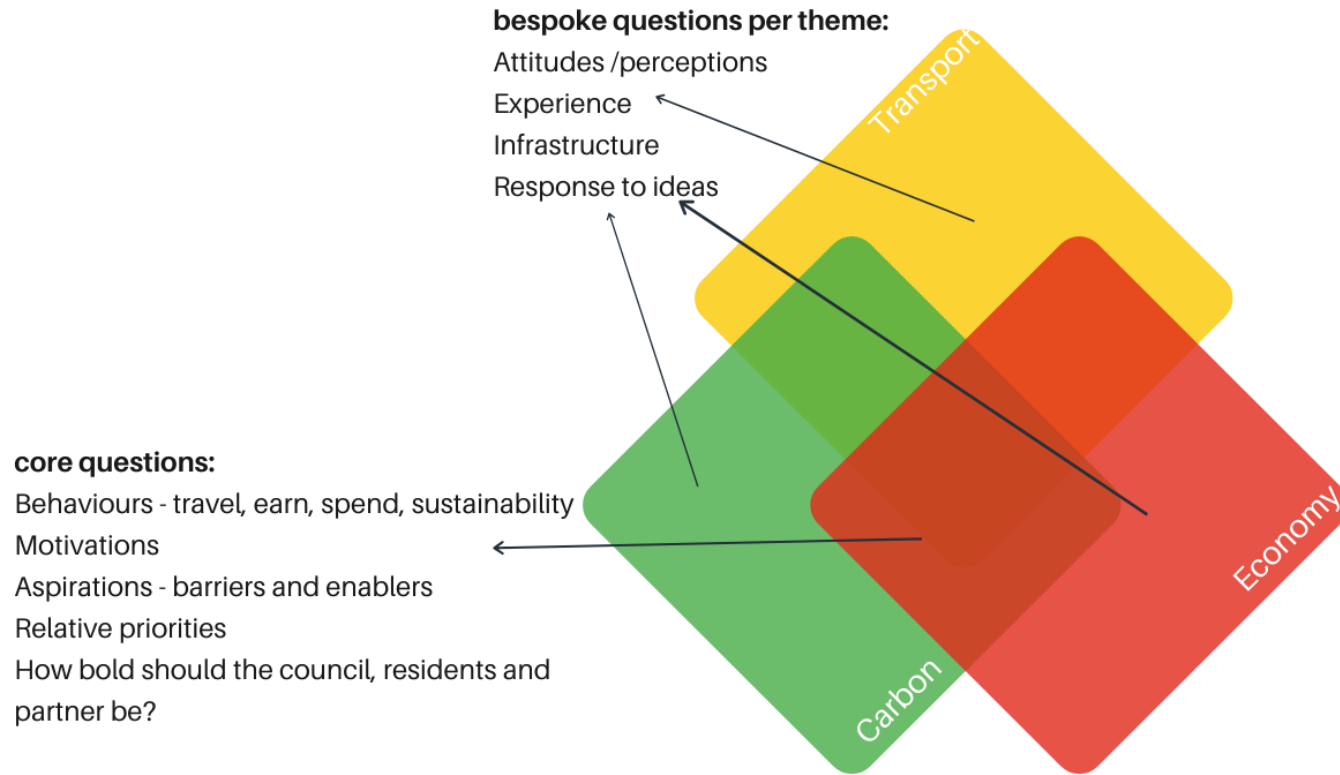
- Master class
- Offline option ????
- Thematic webinars
- Social media conversations
- Postcard polls
- Our City

Targeted engagement

- Targeted community workshops
- Targeted partner workshops



Three strategies – one conversation



A single core survey:

- Reflects the interdependence of each theme
- Provides contextual insight
- Shows the council joining the dots
- Diversifies the audience engaging with each strategy – increasing understanding of complexity and other perspectives
- Avoids repetition





<p>Provide balanced and objective info:</p> <ul style="list-style-type: none"> - Existing insight - Constraints - Points of influence 	<p>Gain feedback and analysis on alternatives, deepen understanding of need from some groups</p>	<p>Sharing perspectives and understanding competing demands for ltd space</p>	<p>Gain feedback and analysis on emerging proposals</p>	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Executive decision</p>	<p>Measure impact and support implementation of recommendations</p>
<p>Engagement activities</p>					
<p>Social media key Qs CYC landing page Areas of influence and future constraints Web pages including Video content Member briefings</p>	<p>Updated web pages Online Survey (living in the city) Postcard polls distributed through community/public spaces Social media conversations (analysed) Thematic webinars Targeted community workshops Targeted partner workshops Thematic masterclasses – the art of the possible</p>	<p>Updated web pages Online survey - deeper analysis and review – Publish community briefs – use to encourage response to big ideas / transport forum discussion points Masterclasses – expertise /examples from elsewhere Thematic workshops Commission targeted focus groups Social media conversations (analysed)</p>	<p>Updated web pages Online survey – curate conversations Social media - present feedback and emerging ideas, curate conversations Partner interviews</p>		<p>Attend established fora of partner groups for feedback</p>
<p>Broadcast</p>					
<p>Signpost to web landing pages and mailing lists/resident eng lists Our City Partner/rep orgs cascade Media activity</p>	<p>PR Social campaign Targeted Social media ads Social communities Partner/rep orgs cascade Media activity Recruit diverse population to engagement, incl Transport Forum</p>	<p>PR Social campaign Targeted Social media ads Social communities Partner/rep orgs cascade Media activity</p>	<p>PR Social campaign PR Social campaign Targeted Social media ads Social communities Partner/rep orgs cascade Media activity</p>		

10. Evaluation and learning framework

Objective	Indicator	Tools to measure	Learning questions
Increase participation	Diversity by survey demographic data Engagement map - % engaged across communities (geographical and interest/identity)	Demographic data on surveys Partners / networks reached on engagement map	Which communities engage with which
Build confidence in engagement opportunities	Levels of participation – and trust - from under-represented communities Social media sentiment	Feedback surveys Focus groups (testing recognition, attitudes, repeat engagement, progress along framework, perception of levels of influence)	Was it easy to share your views? Do you feel listened to? Do you feel this has had influence? Would you engage again?
Surface tensions and increase understanding/ cooperation	Diversity of attendance at multi-community workshops/conversations (by target audience per theme) Produce and publish community briefs for each engagement theme # interactions (comments, shares) with each brief	Demographic data Sentiment of views exchanged Analytics of web page / platform if purchased Content of public speakers/press sentiment after decision published	Do audiences understand each other's aspirations? Do audiences want to compromise their aspirations to accommodate others?
Support better decisions	# new perspectives added Stakeholder response to process and recommendations	Feedback / wash-up session with project leads and exec Stakeholder endorsement and advocacy	How has engagement informed our approach? Has engagement led to a more informed decision?

City of York Council Local Transport Plan 4.																		
	2021								2022									
Plan item	April	May	June	July	August	September	October	November	December	January	February	March	April	May	June	July	August	September
Initial data gathering	■																	
Agreement of engagement process		■																
EMDS/ Exec		*																
Modelling and assessment		■																
First round of engagement			■															
Publication of engagement report						■												
Publication technical reports						■												
Stakeholder meeting to review						*												
Scenario Design and Testing				■														
Second round of engagement						■												
Stakeholder meeting to review								*										
Writing: main LTP				■														
Publication main LTP in draft									*									
Consultation: main LTP										■								
Stakeholder meeting to review												*						
Amendment: main LTP											■							
Publication: finalised LTP														*				
Daughter documents and strategies	As and when required - detailed in separate papers on LCWIP, BSIP etc																	
Daughter documents and strategies completed																		*

This page is intentionally left blank



Executive**20 May 2021**

Report of the Director, Transport, Environment and Planning
Portfolio of the Executive Member for Transport

Reducing Emissions for First and Last Mile Light Goods Deliveries in York**Summary**

1. The City of York Council have been successful in receiving funding from DEFRA's Air Quality grant.
2. This funding will be used to address delivery of light goods by HGVs and LGVs, aiming to reduce emissions of nitrous oxide, particulate matter and carbon dioxide associated with delivery vehicles.

Recommendation

3. The recommendation is to accept the funding from DEFRA to be used to address emissions associated with deliveries in the City, and to accept the plan for the funding as outlined in the body of the report, and the conditions that are attached with the funding. To also delegate to the Corporate Director of Place (in consultation with the Director of Governance or her delegated officers) the authority to take such steps as are necessary to procure, award and enter into the resulting contracts (this is the option recommended by Officers).
4. Officers will return to the Executive in Autumn 2021 with further information on implementation of the scheme, and further details of the pilot scheme.

Background

5. The City of York Council have been successfully awarded £297,237 from the Department of the Environment Food and Rural Affairs (DEFRA) Air Quality Grant Scheme.

6. The funding awarded will look at measures to address air quality within the city, with a focus on emissions associated with deliveries.
7. York has areas of poor air quality located around the inner ring road which are included in York's Air Quality Management Area (AQMA). This funding will help to address the associated emissions from delivery vans, HGVs and LGVs delivering light goods.
8. The project will assist York in delivering three aspects of the Air Quality Action Plan (AQAP3 and future iterations). These are:
 - reducing emissions from freight;
 - local incentives for low emission vehicles and alternative fuel use, and;
 - attracting low emission industries, business and jobs to York.
9. The project also supports current and ongoing work to improve air quality, including York's Clean Air Zone (CAZ), and supports the development of York's fourth Local Transport Plan (LTP4).
10. The project also contributes to a number of other council priorities, including the 2030 carbon neutral ambition, the motion to restrict non-essential private vehicles entering the historic city walls, and changes and expansion of the footstreets in response to COVID.

Low emission deliveries

11. The fastest growing expansion of road vehicles in urban areas are vans and LGV's¹, and with deliveries also expected to increase, there is a need to address HGV and LGV movements in York, especially the city centre.
12. The first and last mile of deliveries refers to the beginning and end part of a delivery. This is an important focus, as this is the least efficient part of the delivery process in terms of time, emissions and congestion.
13. Use of low emission transport modes, such as e-cargo bikes and ultra-low emission vehicles, for the first and last mile of delivery help to address the issues of time, emissions and congestion.

¹ Independent Transport Commission. 2017. <https://fncdn.blob.core.windows.net/web/2/cf-files/itcurbandistribution2017.pdf>

14. To facilitate the use of low emission transport modes for the first and last mile of delivery, an interchange or consolidation centre is required. Such a facility allows for an exchange of goods and change of delivery mode, e.g. from van to e-cargo bike.
15. Reducing deliveries from HGVs, LGVs and vans is expected to enable a reduction in associated emissions. There may also be additional benefits of reducing movements of HGVs, LGVs and vans especially within the city centre, including improving pedestrian safety and a potential reduction in damage from such vehicles to historic monuments.

Outline of project

16. The funding bid will support two main projects; (1) a feasibility study and (2) a pilot project. Both the feasibility study and pilot will be contracted out, through CYC's procurement process. Annex 1 provides an overview of the planned project spend.

(1) Feasibility study
17. The feasibility study will provide recommendations for the city on sustainable option(s) for moving freight, with a focus on light goods, and apply the principles of first and last mile delivery. The study will review current movements and exchange of light goods to/from businesses, particularly those in the city centre, and assess baseline emissions related to this activity.
18. Funding will also support an update to York's Smart Travel Evolution Programme (STEP) project. This will ensure that deliveries can be effectively incorporated into the existing transport model.
19. Engagement will be undertaken with businesses and delivery companies operating in York as part of the feasibility study. This will build on existing engagement between the council and local businesses to understand both current delivery movements, and potential impacts of proposed solutions on existing deliveries. Understanding local delivery movements and needs will ensure the most appropriate sustainable option(s) and solution(s) for moving freight (light goods) in York are identified.

20. A literature review will be undertaken to understand best practice from other cities.
21. The feasibility study will highlight short and long-term options for the council in addressing emissions associated with deliveries. The costs and benefits of each option will be highlighted. It is also expected that suitable locations will be identified for any suggested infrastructure. The study will also highlight the role of the public sector in facilitating change and identify potential partner organisations.

(2) Pilot Project

22. The pilot project will be informed by the early results of the feasibility study. At this point in time, it is envisaged that the pilot project will look to test a micro-consolidation centre model for commercial light goods. This would act as an interchange for larger vehicles to drop off goods and would enable the first and last mile of delivery to be undertaken by a low emission transport mode. A sustainable courier service would also be procured to undertake the first and last mile of delivery.
23. The pilot project would look to start in Autumn 2021. The pilot will provide an opportunity to test the early findings of the feasibility study and, as this is running concurrently, will act as a 'living lab' to feed insights back into the feasibility study.
24. The pilot would look to run for 12 months, until Autumn/Winter 2022, in line with funding requirements. Further information on the project plan can be found in Annex 2.

Discussion

25. The funding awarded from Defra will support a number of the City's objectives including contributing to the ambition to be carbon neutral by 2030, and expansion of the footstreets in response to COVID.
26. The feasibility study will provide York with a set of recommendations and options for addressing freight movement in the city, and will take into account existing low emission delivery options provided in York.

27. This funding will enable and build on existing engagement with businesses, especially those in the city centre, to understand local delivery movements and potential future delivery needs.
28. The pilot will provide a testbed for a first/last mile delivery option, showcasing how such a solution could work for York. Lessons learned will be fed-back into the longer-term recommendations for reducing emissions associated with HGVs and LGVs in York.

Council Plan

29. This funding contributes to key council priorities including; a Greener and Cleaner city and Getting Around Sustainably.

Implications

Financial

30. The £297k grant award is new revenue funding that will enable the activity outlined in Annex 1 to be completed. There is a requirement for a 10% council match funding and that can be contained within existing council funded resources.

Human Resources (HR)

31. The funding includes staff resource to project manage both the feasibility study and the pilot.

Equalities

32. The Equalities Impact Assessment (EIA) is attached in Annex 3

Legal

33. It is understood that a feasibility study and pilot project will be commissioned using this funding, therefore any proposed works and/or services will need to be commissioned via compliant procurement route under the Council's Contract Procedure Rules, and the Public Contract Regulations 2015 if the value of the feasibility study and pilot project exceeds the relevant procurement threshold of £189,330.
34. The funding will also be subject to the UK Subsidy Control Rules, which replaced the previous European State Aid Rules on 31st

December 2020. It is Legal Service's however view that the funding will comply with these rules set out below.

Under the new Subsidy Control rules, the aim is to determine whether a funding will have any appreciable risk of triggering a dispute with any international trade partner(s) of the United Kingdom. This is not just in relation to the UK-EU Trade and Co-operation Agreement ("**UK-EU TCA**"), but also under the terms of the World Trade Organisation ("**WTO**") rules, or the United Kingdom's other Free Trade Agreements ("**FTAs**") and the Northern Ireland Protocol (if a subsidy measure is likely to have any impact on trade between the EU and Northern Ireland).

Firstly it is Legal's view that the funding fails to meet all the relevant criteria of a "**subsidy**" under the new rules, and therefore the funding falls outside the scope of these international agreements.

The definition of a subsidy differs subtly between the United Kingdom's international agreements. Article 1 of the WTO Agreement on Subsidies and Countervailing Measures ("**ASCM**") sets out a baseline definition, which the FTAs (most notably the UK-EU TCA) build upon this definition in different ways. It is worth noting that the WTO ASCM rules only apply to the provision of goods, so arguably are unlikely to apply directly to any funding awarded in this instance.

The Northern Ireland Protocol will not apply in this instance, as it is highly unlikely this funding will have any impact on trade and investment between Northern Ireland and the rest of the European Union.

However, other individual FTAs (including the UK-EU TCA) contain definitions relevant to this funding. Whereas the definitions in the UK-EU TCA and the other FTAs are each different, this is most often through the extension of the WTO ASCM definition to cover the supply of services as well as goods. The BEIS guidance states that, in simple terms, there are **four key characteristics** of a support measure that are likely to indicate that it would be considered a subsidy:

- a subsidy must constitute a **financial (or in kind) contribution** – funding, such as the kind in this instance, generally meet this requirement;

- the financial contribution must be provided by a "**public authority**", including, but not limited to, central, devolved, regional or local government – again, the funding would meet this criteria;
- the award of the subsidy must **confer a benefit on the recipient** in the sense of an economic advantage that is not available on market terms.

Again, it is arguably the case that because the funding would provide CoYC with funds that it otherwise would not have had access to, and the funding being provided under this Scheme are targeted at specific recipients within a defined geographical region, so this heading could also apply in this instance.

Further, again as CoYC is not engaged in any economic activity in connection with this project. The project is to assist CoYC to comply with its statutory duties with respect to air quality standards under the Environment Act 1995; CoYC itself will not be using this funding to provide any goods and/or services on to any existing market;

- the subsidy must cause **a material distortion in or material harm to competition, trade or investment.**

Arguably, in terms of any potential material distortion in or material harm to competition, trade or investment:

- the funding in this instance is unlikely to have such a material effect under the UK's FTAs with countries beyond the scope of Europe, like for example Japan and South Korea, given the specific and highly localised nature of this project and the value of the funding being sought; and
- concerning any such effect on competition, trade or investment between the UK and EU, again the funding should not have any material impact for the reasons outlined immediately above.

Notwithstanding and without prejudice to the arguments raised above, it is Legal's view that the funding in this instance meets each of the following principles set out within the UK-EU TCA for the following reasons:

The funding pursues a specific public policy

The funding will be used to identify measures to reduce emissions from delivery vehicles. Delivery vehicles currently

<p><i>objective to remedy an identified market failure or to address and equity rationale such as social difficulties or distributional concerns (“the objective”)</i></p>	<p>contribute to air quality breaches in the City of York, for which the market does not pay for. The project will look at reducing air pollution from delivery vehicles and will consider the provision of enforcement and incentives to encourage the switch to alternative, lower emission transport mode(s) and models of moving light goods in the city.</p>
<p><i>The funding is proportionate and limited to what is necessary to achieve the objective</i></p>	<p>The funding is for a feasibility study based on previous studies carried out by other local authorities.</p> <p>The funding ask is also for a pilot project also based on previous calculations from the Council and quotes from relevant companies to achieve a 12 month pilot study. The amount of funding asked for is strictly and specifically limited to this projects.</p>
<p><i>The funding has been designed to bring about a change in the behaviour of the Council and its clients that is conducive to achieving the objective, and that would not be achieved in the absence of subsidies being provided</i></p>	<p>The funding will enable the Council resource for this project.</p> <p>The funding will also enable a number of City stakeholders to be brought together as part of the project. The funding also enables the Council to undertake a feasibility study which will provide a longer-term plan on how to deliver low emissions from deliveries, with the pilot project informing practical application of suggestions from the feasibility study. Both aspects of the project would not be achieved in the absence of the funding.</p>
<p><i>The funding does not compensate for the costs CYC would have funded in the absence of any subsidy</i></p>	<p>The funding enables resource and delivery of the feasibility study and pilot project, as outlined above.</p>
<p><i>The funding is an appropriate public policy instrument to achieve a public policy objective, which cannot be achieved through other less distortive means</i></p>	<p>The funding is the appropriate instrument for this project. The public policy objective is to reduce emissions and improve local air quality in York, especially in areas where this is being exceeded. There is currently a lack of incentives and/or enforcement to encourage delivery operators to change their delivery model or mode. The feasibility study will help set out potential measures for York to enable reductions in emissions, and the pilot project will help demonstrate how such a model could be implemented.</p>
<p><i>The funding’s positive contributions to</i></p>	<p>The funding is highly unlikely to have any negative material impact on trade or investment between the EU and UK, or</p>

<p><i>achieving the objective outweigh any negative effect, in particular the negative material effects on trade or investment between the EU and UK</i></p>	<p>any of the UK's other responsibilities to its other international trade partners, for the reasons outlined above.</p>
---	--

Crime and Disorder

35. There are no crime and disorder implications.

Information Technology (IT)

36. There are no IT implications.

Property

37. Council assets which may be available at the time of the pilot phase of the project will be considered for use to aid the project.

Risk Management

38. The funding conditions are outlined in Annex 1.

Contact Details

Author:

Lucy Atkinson

Sustainability Project Manager
01904 551890

Dave Atkinson

Head of Programmes and
Smart Place
01904 553481

Chief Officer Responsible for the report:

James Gilchrist

Director Transport Environment and
Planning

Report **Date** 10 May 2021

Approved

Wards Affected: All wards.

For further information please contact the author of the report

Background Papers:

None

Annexes

Annex 1: Outline of Grant spend

Annex 2: Project Plan

Annex 3: Equalities Impact Assessment

Annex 1 – Outline of Grant Spend

The funding for the feasibility study is £90,000.

The funding for the pilot project is £137,400.

The funding for is £69,457 (equivalent of 1 FTE officer at grade 9, level 4).

Total funding from Defra = £297,237

The Council will also provide at least 10% match funding for the project, as a condition of receiving the funding.

This will be provided through staff resource including CYC's iTravel team and air quality expertise.

CYC will cover costs of use of its existing transport model, including staff time, to undertake emissions modelling.

CYC will cover costs associated with ambient air quality monitoring and data review to determine the benefits of the pilot project.

The conditions of the funding are that the funds are to be expended in their entirety on the Project as described in the project plan contained in the bid application to Defra, and any changes must be agreed with the Air Quality and Industrial Emissions team at Defra. Defra reserves the right to recover some or all of the grant if the nature of the change proposed does not meet the objectives detailed in the ITA.

The grant funding must not be used for outputs of projects that have already been allocated a budget. The grant funding is also made on the condition that the costs presented to Defra take account of all VAT liabilities.

The funding must only be used only for work undertaken between March 2021 and 31st December 2022. Quarterly reports will be submitted to Defra, as well as a final progress report detailing the outcomes and evaluation of the project within 6 months of the project reaching completion. Failure to submit a final evaluation report may result in Defra requiring repayment of Grant funding by the recipient.

Defra may seek to recover some or all of the grant funding, if:

- the Recipient is performing unsatisfactorily
- the Recipient requests a change to the project that Defra considers does not meet the objectives detail specified; or
- the project ceases activity.

The use of the grant must be compliant with the relevant UK Subsidy Control Rules.

Table 1: Cost breakdown of Feasibility study for first/last mile in York

Activity	Time	Unit Cost	Total grant expenditure
----------	------	-----------	-------------------------

Supplier to undertake feasibility study [total cost of feasibility study]	-	£50,000	£50,000
Baseline data – ANPR classified traffic counts (for AQMA)	1 week	£10,000	£10,000
Updates to CYC traffic model	-	£20,000	£20,000
Emissions modelling / Air Quality Dispersion Modelling	-	£10,000	£10,000
			Total grant £90,000

Table 2: Cost breakdown of Pilot Project

Activity	Time	Unit Cost	Total grant expenditure
Providing 38 lockers	12 months	£660/locker	£24,700
Providing locker service (monthly cost)	12 months	£350	£4,200
Planning costs		Planning costs £2,000	£2,000
Cost of land (based on use of 5x car park spaces)	12 months	£1,300	£6,500
Appoint sustainable courier service to undertake first/last mile delivery [Based on prior engagement with local bike courier companies and current costs of cargo bikes]	12 months	£100,000	£100,000
			Total grant £137,400

Annex 2: Project Plan

Date

	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	
Part A - feasibility study																							
Grant Award																							
Notification of Grant award from Defra																							
Feasibility study																							
Feasibility study procurement (CYC)																							
Project Inception (CYC/supplier)																							
Baseline data collected																							
Literature review																							
Review of baseline data																							
Identify solution(s) for low emission first/last mile delivery, including location(s) and options to ensure light goods would be intercepted. Planning permissions identified.																							
Review opportunities for transport mode of first/last mile delivery																							
Pilot project (part B) acting as 'live lab' to feed into feasibility study																							
Feasibility study - final report																							
Review of actions to take forward from feasibility study																							
Emissions modelling																							
Undertake emissions modelling to assess impact of reducing vehicles, including air quality dispersion modelling																							
Evaluation																							
Emissions quantification																							
Project Management (Project board)																							
Progress reporting																							

QR

QR

QR

QR

QR

Monitoring and evaluation					PR			PR			PR			PR			PR						
Sharing learning																							
Project closure and arrangements for benefits management																							
	Date																						
	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	
Part B - pilot project																							
Pilot project development of ideas; feasibility study (part A) outputs to feed in																							
Pilot project procurement (CYC)																							
Project delivery																							
Pilot project live																							
Evaluation and case study generation																							
Feedback from businesses and delivery operators																							
Emissions analysis																							
Case study production																							
Project Management (Project board)																							
Progress reporting					QR			QR			QR			QR			QR			QR			
Monitoring and evaluation					PR			PR			PR			PR			PR			PR			

QR = Quarterly report PR = Progress Review

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Economy and Place		
Service Area:	Smart Transport		
Name of the proposal :	Defra Air Quality funding – low emission deliveries		
Lead officer:	Dave Atkinson		
Date assessment completed:	19.04.2021		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Lucy Atkinson	Sustainability Project Manager	City of York Council	PM

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal?
	The Air Quality funding aims to deliver a feasibility study to identify and understand the range of sustainable option(s) for moving freight (light goods) around York to reduce emissions from HGVs and LGVs entering the city, and to test one of these options as part of a pilot
1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	The funding from Defra is outlined in Annex 1 and is to be used to address emissions associated with delivery vehicles in York. National Air Quality objectives and York's Air Quality Management Area.

1.3	Who are the stakeholders and what are their interests?
	<p>City of York Council – interested in delivery and outcomes of project for the city.</p> <p>Defra – funding provider – interested in delivery and outcomes.</p> <p>York Civic Trust, York BID, Make It York, York Retail Forum – interested in delivery and outcomes for the city. Particularly the impact for businesses operating in the city.</p> <p>Delivery operators and drivers (national and local) – interested in delivery and outcomes, particularly for future operation of deliveries in York.</p> <p>Businesses (national retailers etc. and local) – interested in delivery of project and outcomes, particularly for own operations and impact on deliveries.</p>

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.
	<p>The longer-term outcome of the funding will support reduced emissions associated with deliveries in York, especially in the city centre.</p> <p>Through the feasibility study and pilot, it is expected that</p> <ul style="list-style-type: none"> • Businesses and delivery organisations in York are engaged in / receiving deliveries via pilot delivery hub • Reduced number of HGV/LGVs, particularly diesel vans) entering the city on selected intervention route • Potential reduction in emissions of NOx, PM and CO2 on selected intervention route

	<ul style="list-style-type: none"> • Potential reduction in damage to buildings and road surfaces through reduced HGV access (longer-term) <p>The funding proposals support the Council Plan – moving to a Greener and Cleaner City and Getting Around Sustainably.</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
	Existing engagement with businesses	Previous and existing engagement has identified barriers and enablers for businesses, some of which have relevance for equality and human rights.
	Previous and existing work from York Civic Trust on freight	Previous and existing work has identified relevant stakeholders and potential changes that could support low emission deliveries in York.
	Existing engagement with disabled groups and other users of York’s footstreets	Outcomes of feasibility study may lead to recommendations on how the footstreets are used by delivery drivers.

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	
Impact of proposed recommendations from the feasibility study on people with protected characteristics.		To be considered as part of the decision to implement recommendations.	
Impact of pilot on people with protected characteristics.		To be considered as part of the pilot design, and evaluation.	

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	No impacts identified.		
Disability	The feasibility study may identify wider changes to how deliveries are made to both businesses and residents. E.g. considering use of parcel lockers. Impacts of this on disabled groups will be considered and identified through the feasibility study and pilot project.	Negative	Medium
Gender	No impacts identified		

Gender Reassignment	No impacts identified		
Marriage and civil partnership	No impacts identified		
Pregnancy and maternity	No impacts identified		
Race	No impacts identified		
Religion and belief	No impacts identified		
Sexual orientation	No impacts identified		
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	No impacts identified		
Low income groups	<p>The longer-term impacts of the feasibility study (depending on outcome and how actioned) and the pilot project, may lead to an increase in jobs that do not require the need for a driving licence e.g. use of e-cargo bikes for deliveries around the city. This could open up opportunities for those without a driving licence.</p> <p>The pilot project would ensure that those involved are paid at least minimum wage.</p> <p>Depending on outcomes of the feasibility study, there may be negative impacts if for example, extra costs are incurred for deliveries to enable switch to low emission transport modes.</p>	Positive and Negative	Medium

Veterans, Armed Forces Community	No impacts identified		
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?
Mitigating activities will be considered through the development of the feasibility study and the pilot project.	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.	

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

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

Option selected	Conclusions/justification
Adjust the proposal	The EIA identifies that there is potential for some negative and positive impacts on groups through the outcomes of the feasibility study and pilot project. These will be considered and addressed through the development of both the feasibility study and the pilot project.

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

Impact of proposals on disabled groups and low income groups.	To ensure impacts are considered and addressed as part of the planned feasibility study and pilot project.	Project Manager	6-12 months
---	--	-----------------	-------------

Step 8 - Monitor, review and improve

8. 1	<p>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?</p>
	<p>As highlighted in 7.1, impacts will be considered through the feasibility study and pilot project. The EIA will be re-visited for both of these projects.</p>

This page is intentionally left blank



Executive**20 May 2021**

Report of the Director of Environment, Transport and Planning
Portfolio of the Executive Member for Transport

York's response to the National Bus Strategy**Summary**

1. This report sets out how CYC will discharge the obligation placed on English local transport authorities to develop a Bus Service Improvement Plan by October 2021.

Recommendation

2. Executive endorses the approach set out in this report.

Reason: This will allow timely development of a Bus Service Improvement Plan for York and mitigate against potential loss of covid bus service support grant from July 2021. It will then allow a Bus Service Improvement Plan to be delivered in time for a decision on its adoption to be made at an Executive meeting in September 2021 – prior to the DfT's deadline of October 2021.

Introduction

3. The National Bus Strategy (NBS) published on 15th March challenges local authorities and bus operators to make large scale improvements to the networks in their areas. In order to continue to receive covid bus service support grant (CBSSG) (which currently covers the gap between fare income and the cost of running services – and hence crucial to the solvency of all bus operators at the moment), operators must either form an Enhanced Partnership (EP) with their local transport authority, or the LTA should inform the DfT that it is going to franchise bus services in its area. This must happen by the end of June if CBSSG is to be retained.
4. In October, local authorities, in partnership with bus operators if the authorities are not taking steps to franchise their networks, must publish

a Bus Service Improvement Plan (BSIP), setting out how bus services will be improved in the local area.

5. At the time of writing, whilst the broad parameters of the BSIP are indicated in the National Bus Strategy, the DfT is yet to provide detailed guidance on BSIP formulation. There may be a verbal update to the meeting if this guidance is published between publication of this report and the meeting taking place.

The Combined Authority Dimension

6. In areas where new or expanded Mayoral authorities are being developed, the BSIP should be developed in a way which is conscious of this, with shared understandings relating to cross-boundary services and tickets and future development of policy.
7. In York the bus network is heavily city focussed. The boundary of the pre-existing York Quality Bus Partnership matches the CYC administrative area, which also matches the boundary for the All York ticket, bus service publicity and passenger charter, concessionary fares scheme and bus policy as expressed in the York Local Transport Plan. As such, it is recommended that York forms the basis of the York BSIP, although CYC will work with NYCC, ERYC and WYCA where there is benefit to do so through joint ticketing, publicity, shared transport policy affecting a cross boundary corridor etc.
8. This would not preclude later development of a BSIP to reflect the transport priorities of a future combined authority area.

The York Bus Market

9. The York bus market exhibits a number of unusual features.
10. Firstly, partly because of York's position as the focal city in a large, rural county, the bus market in York is unusually fragmented, with 7 operators in the city, only 4 of whom are based in York/ have York depots. There are 8 operators if park and ride, which is operated under contract to CYC and has its own ticketing system, is considered to be an operator in its own right. The largest single operator, First, provides around 70% of services in York – although only around half of services in the city if park and ride is considered a separate part of their operation. This is an unusually small market share for an area's single principal operator and, as a result, nearly all corridors in York have services provided by more

than one operator and some corridors have several operators (e.g. Tadcaster Road has 5 operators, each with their own ticketing system). As such, the York network exhibits many examples of ticketing barriers preventing use of any bus service, without paying a price premium, which the National Bus Strategy particularly seeks to overcome.

11. Secondly, operationally, the service fragmentation is overcome in many ways, by the city's (voluntary) Quality Bus Partnership, which has been in existence for over 20 years and has been nationally recognised as an example of best practice for much of that time. Operators have been very committed to development of the QBP, and the QBP has allowed action by operators to be co-ordinated, resulting in some successes in delivery of bus services in York over the last five years, in particular:
 - Relations between the council and bus operators are better than in many parts of the UK, something which was extremely valuable as the network was stepped up and down in response to the covid emergency
 - Recent upgrades of York's buses to meet Euro VI emissions standards and deliver the York Clean Air Zone
 - Pre-covid, substantial increases in the number of bus passengers – something which is unique in northern England, where passenger numbers have tended to decline
 - Improvements in the commercial performance of the network – in particular the movement of several services from subsidised to commercial operation in Autumn 2019
 - Support of York's Better Bus Area between 2014 and the present – under which operators have (voluntarily) contributed over £1million to assist with traffic management measures and the costs of collective provision of some aspects of the bus service (for example, timetables and joint ticketing).
 - The QBP has also allowed the introduction in York of many of the aspects of a best practice network as cited in the National Bus Strategy – joint publicity and information and a passenger charter, although these improvements have tended to be proposed, led and often funded by CYC.

12. A third unusual feature of York's bus network is the extent to which it is a "hybrid" model of delivery – with around one-third of services exhibiting some characteristics of franchised services, despite the network being nominally "deregulated". York's park and ride network, University bus services and the tendered network all show characteristics of franchised services in that key aspects of the service – fares, frequencies, vehicle

quality are specified by CYC (or York University for the Unibus services). Collectively these services are estimated to carry around 40% of bus trips in York.

13. Some outcomes for passengers on the “franchised” services are better than on the deregulated network, with the “franchised” services consistently achieving high scores for service quality in Transport Focus’s annual series of bus passenger satisfaction surveys. A high degree of local authority control has also been important in the deployment of electric vehicles on the park and ride service, where it has been possible to specify their adoption as part of the service contract.
14. Although the above is not to say that deregulated services cannot be good services – indeed, York has many examples of very good deregulated services, some of which have won awards in the recent past – it is nonetheless the case that a franchised network for York would not be the step change which would be required in most other areas. Inevitably it would only be possible to franchise bus services which operated the majority of their mileage in York, with inter-urban services excluded (though operating through a licensing system in the York area would allow ticketing, and possibly some fares, to be stipulated on inter-urban services for trips entirely within York). As such, a York franchised network would only see an incremental increase in local authority control of bus services from one-third of services now to perhaps 75% of services, and would not be the step change in provision that it is often assumed to be, and would be in most other LTA areas.

Operator engagement

15. Initial consultation with the operators has shown a clear favouring of an Enhanced Partnership delivery model, with First writing to CYC setting out their preference for this model of provision. Operators are understandably keen to maintain their own, often carefully curated, brand identities, something which the National Bus Strategy supports.

Options going forward

16. Due to the experience to date in York it is not clear whether the optimal delivery model for local bus services in York is deregulated, but under an EP, a fully franchised model, or the current hybrid model with a mix of both approaches, with each carrying a different balance of risks and potential benefits.

17. Consequently, the optimal operating form for York's bus network under the NBS will need to be determined by:
- Consultation – much undertaken through the Local Transport Plan engagement – to identify CYC's policy aspirations for the bus service in York
 - Negotiation with the bus operators towards achieving CYC's aspirations
 - Technical and financial assessments of alternative service delivery models
 - CYC's own attitudes to the financial and reputational risks which may be associated with different types of service delivery model.
18. There are then two considerations:
- What is the appropriate action for York to undertake by the June deadline of informing the DfT about service delivery from July
 - What should be considered for the BSIP in October.
19. These are considered below.

Options for June

20. Whilst there are nominally three options available to CYC for June (franchise, EP, deregulated but no EP formed), it is assumed that there are, in practice, only two deliverable options, one of which is very undesirable:
- It is assumed that moving to a franchised model of service delivery is not deliverable by the DfT's end of June deadline because of procurement timescales – therefore this option is discounted as impractical.
21. Of the deliverable options:
- It would be possible to formulate an Enhanced Partnership with bus operators by June and begin the task of negotiating with operators towards agreeing a York Bus Service Improvement Plan for October, particularly as the operators have already signalled their willingness to follow this model of delivery;
 - Alternatively, CYC could decide not to form an EP with operators. However, if this option was taken forward, covid support for the network would be lost from the beginning of July. Whilst this option is, in broad terms deliverable, it is assumed that the adverse effects

of this option are so severe – in terms of a sudden and uncontrolled contraction of the York bus network as operators ceased trading in the city – that it is not desirable to pursue this option.

22. Consequently, it is recommended that CYC notifies the DfT of an intention to form an EP with York's bus operators by the end of June.

Options for the Bus Service Improvement Plan (BSIP) in October

23. Following the decision to form an EP from July, the next task will be to develop York's Bus Service Improvement Plan for publication in October. Although detailed guidance is awaited, it is likely that the BSIP will also form the basis of a bidding document for funding to improve bus services in the area to which the BSIP relates. As such, the BSIP will be the delivery vehicle for York's already known aspirations for bus services in the city – particularly their conversion to electric power, but also potentially other measures such as bus priorities or improvements to stops, shelters and passenger information.
24. In order to maximise the potential to achieve external funding the York BSIP will require detailed consideration of longer term service delivery options. These will need to be informed by the Local Transport Plan consultation and detailed technical assessment. York's aspirations will need to be clearly stated and then negotiated with the city's bus operators.
25. It is then proposed that a further report is brought to Executive in September setting out the detail and contents of York's Bus Service Improvement Plan. This will form one of the daughter documents to the Local Transport Plan (see other report submitted to Executive for consideration).

Consultation

26. Operators will be consulted through the existing framework of the Quality Bus Partnership.
27. Public consultation for the BSIP will be integrated into the consultation and engagement process for the Local Transport Plan.

Resources/ HR

28. Delivering the BSIP will require significant resource. Given other commitments on staff in the Sustainable Transport Team (in particular delivery of the Local Transport Plan and Active Travel Fund schemes) it is proposed that decisions on resourcing this workstream are delegated to officers. It is likely, however, that delivery will be through a hybrid officer-consultant model, depending on the duties placed on LTAs in the BSIP guidance when it is published.

Council Plan

29. The measures recommended by this paper support all the sustainable transport objectives in the Council Plan, and also economic development objectives, objectives to improve air quality and reduce carbon emissions in York. Because bus services generally support more active travel (through walking to the bus stop, but also because availability of an effective bus service encourages lower car ownership and hence greater use of active travel modes such as walking and cycling) the measures also support the health objectives in the Council Plan.

Implications

- **Financial** - It is proposed that the cost of developing York's BSIP is covered by the one-off payment of £100,000 that the DfT has made to all requesting authorities to cover the cost of developing a BSIP. Decisions on the work programme to support development of the BSIP will be made once guidance on BSIP formulation has been published. Decisions will be delegated to officers in consultation with elected members.
- **One Planet Council / Equalities** - There are no equalities implications of the recommendations of this report. There would be significant adverse impacts on equality of a "no-deal" situation where loss of CBSSG lead to a sudden and uncontrolled contraction of the bus network.
- **Legal** - There are no legal implications of the recommendations of this report, although there are potential legal implications stemming from any decision to franchise services.
- **Crime and Disorder** - No implications

- **Information Technology (IT)** - No implications
- **Property** - No implications
- **Other** - No implications
- **Risk Management** - The recommendation to form an enhanced partnership with operators from the end of June is designed to prevent exposure of the Council to the substantial adverse risks associated with a “no deal” outcome on the bus network and loss of CBSSG funding. These are detailed in the report.

Contact Details

Authors:

Julian Ridge
Sustainable Transport
Manager
Tel No. 552435

Chief Officer Responsible for the report:

Neil Ferris
Corporate Director of Place

Report **Date** 12.05.21
Approved

Specialist Implications Officer(s) List information for all

Implication : Financial
Patrick Looker

Implication: Legal
Cathryn Moore

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

For further information please contact the authors of the report