

**Notice of a public meeting of
Executive**

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

Date: Thursday, 19 March 2020

Time: 5.30 pm

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

A G E N D A

Notice to Members – Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Monday, 23 March 2020.**

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

1. Declarations of Interest

At this point, Members are asked to declare:

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

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

2. Minutes

(Pages 1 - 14)

To approve and sign the minutes of the last Executive meeting, held on 13 February 2020.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Wednesday, 18 March 2020**. Members of the public can speak on agenda items or matters within the remit of the committee. To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

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The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at http://www.york.gov.uk/download/downloads/id/11406/protocol_f_or_webcasting_filming_and_recording_of_council_meetings_20160809.pdf

4. Forward Plan (Pages 15 - 18)

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

5. Protecting Live Music Venues and Nightclubs (Pages 19 - 26)

The Director of Economy & Place and the Director of Children, Education & Communities to present a report which responds to a motion agreed by Council on 31 October calling on the Executive to take a number of actions in respect of live music venues in the city.

- 6. Empty Property Report** (Pages 27 - 48)
The Assistant Director of Housing & Community Safety to present a report which provides a response to a motion approved by Full Council in July 2019 regarding long-term empty properties in York, including options to address this issue.
- 7. Proposals to enable the provision of Older Person's Accommodation on Lowfield Green** (Pages 49 - 66)
The Director of Health, Housing & Adult Social Care to present a report which proposes that the plot earmarked for a Care Home on the Lowfield Green site instead be made available for the development of Extra Care accommodation, in line with the council's aims for independent living and the results of consultation with York residents.
- 8. Climate Emergency Response** (Pages 67 - 88)
The Deputy Chief Executive to present a report which provides an update on the council's work to reduce emissions at a city level, identifying activities that relate the council's own carbon emissions and those with a wider impact on carbon use across the city.
- 9. Electric Vehicle Charging Strategy** (Pages 89 - 130)
The Director of Economy & Place to present a report which seeks approval for a proposed Public Electric Vehicle (EV) Strategy to set out the rationale for the number and location of charging points, the principles of tariff-setting, and the council's approach to providing charging for residents in streets without off-road parking.
- 10. Future Fleet Management Strategy** (Pages 131 - 164)
The Director of Economy & Place to present a report which informs Members of the draft Vehicle Management Policy designed to strengthen work to minimise the size of the fleet required to deliver council services, and sets out options for the transition to a green fleet.
- 11. Bus Services Update** (Pages 165 - 182)
The Director of Economy & Place to present a report which sets out progress on a number of bus-related initiatives being taken forward by the council and seeks Executive support for proposals to continue with, or make changes to, existing policies.

12. Urgent Business

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

Democracy Officer:

Name: Fiona Young

Contact details:

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

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

City of York Council

Committee Minutes

Meeting	Executive
Date	13 February 2020
Present	Councillors Aspden (Chair), Ayre, Craghill, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson
In Attendance	Councillor Myers

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS

89. 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.

90. Minutes

Resolved: That the minutes of the Executive meeting held on 21 January 2020 be approved and then signed by the Chair as a correct record.

91. Public Participation

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

Gwen Swinburn spoke on the budget reports in general, praising the action being taken on highways but expressing concern about the size of the capital programme, cuts to the budget and transparency. She also questioned whether the council had met its statutory duties on consultation and equalities with regard to the budget.

Andrew Dickinson spoke on Agenda Item 5 (City Centre Access – Phase 1 Proposals), objecting to funds being spent on security measures he considered non-essential instead of on action to alleviate poverty in the city.

Nicholas Roberts, a market trader, also spoke on Item 5, asking that the proposals for Jubbergate be amended to remove the central bollard and make the others smaller, due to access issues in this area.

Janice Gray spoke in relation to Agenda items 7 (Update on HRA Business Plan and AMS), 8 (Financial Strategy) and 9 (Capital Budget). She stated that a larger percentage of affordable housing was needed, questioned why care homes were being closed and no new schools built, and noted there was no mention in the budget of Arts Council funding for the Theatre Royal.

The Chair reported that written representations had also been received from one of the speakers, Mr Dickinson, and from the Foxwood Residents Association. The latter related to Agenda Item 7 and had been responded to by the Executive Member for Housing & Safer Neighbourhoods.

92. 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.

93. City Centre Access – Phase 1 Proposals (Update)

The Assistant Director of Transport & Highways and the Major Projects Manager presented a report which sought to progress permanent security measures in the city that would be more aesthetically pleasing, and more in keeping with the York environment, than the temporary measures deployed over the Christmas 2019 period.

On 29 August 2019, Executive had approved the design of static and sliding bollards illustrated in Annex A to the report, and agreed to the start of a procurement exercise for permanent hostile vehicle mitigation (HVM) measures (the Scheme) at the locations shown in Annex B. A compliant procurement process was currently under way to find contractors to purchase and install the Scheme and work continued to develop its operational protocols and procedures. The estimated costs were now £1m above the current capital allocation; this additional funding would be considered as part of the 2020/21

budget process. Final approval was now sought for the proposals.

The Executive Member for Transport highlighted the benefits of the scheme in terms of protecting the footstreets, and raised the issue of revenue costs. Officers confirmed that opportunities would be taken to reduce future costs via increased efficiencies.

In response to comments made under Public Participation, it was confirmed that officers would meet with Make it York and market traders to discuss how best to mitigate any access issues. Members highlighted the council's responsibility to keep residents and visitors safe and to follow the advice of the Counter Terrorism Unit.

Resolved: (i) That the final location of static and sliding bollards, as detailed in Annex B, be approved.

Reason: To give security rated effect to the Traffic Regulation Order change approved by Executive in August 2019.

(ii) That the additional capital requirement of £1,000k for the Phase 1 measures (including mitigation for disabled groups and Racecourse measures), which will be considered as part of the Capital Strategy report at item 9 on the agenda, be noted.

Reason: To be aware that this will enable the delivery of the scheme of permanent measures for city centre security.

(iii) That it be noted that the recommended solution will have an additional revenue cost implication to the council, provisionally estimated as £115k in a full year and that these additional costs will need to be included as unavoidable growth in future budget strategies, with any costs incurred in 2020/21 to be managed across budgets within the Transport service.

Reason: To be aware of the cost implications.

(iv) That approval be given to carry out procurement to engage contractors to supply, install and maintain the Scheme (this being the permanent hostile vehicle mitigation measures), and that authority be delegated to the Corporate Director of Economy & Place, in consultation with the Director of Governance, to take such steps as are necessary to both award and enter into the resulting contracts.

Reason: To enable the delivery of the scheme of permanent measures for city centre security.

(v) That officers be instructed to liaise with Make it York to ensure that their planning for the Christmas 2020 event is started early and considers the access requirements of the Shambles Market.

Reason: To ensure that the planning and details for running the event are confirmed and accepted by the Safety Action Group in a timely manner, and that any impacts are mitigated.

(vi) That officers be requested to report back to the Executive Member for Transport in due course, presenting an update to include a summary of the operational protocols and procedures.

Reason: To enable the Executive Member for Transport to understand the procedures involved in managing the scheme.

94. York Outer Ring Road Improvements – Dualling from A19 Rawcliffe to A64 Hopgrove

The Assistant Director of Transport, Highways & Environment and the Major Projects Manager presented a report which proposed to merge the remaining Junction and Dualling schemes for the York Outer Ring Road (YORR) into a single programme of planning and delivery.

The proposal followed YORR's receipt of Programme Entry for the first phase of dualling, from A19 Rawcliffe to A64 Malton Road, providing further significant investment in the transport network. Due to the increased funding, the project would now require a single Environmental Impact Assessment (EIA)

process, with both schemes being dealt with as one. This meant that a full planning application was required, creating a pause that would enable a number of longer term advantages to be captured, as detailed in paragraph 19 of the report.

It was proposed to build on the work done so far and co-ordinate the design, consultation, planning and EIA, land acquisition, utility diversions and procurement of both schemes into one. Merging the schemes would result in more efficiency and cost effectiveness, thus enabling a quicker overall delivery despite the initial pause.

In response to Members' questions, officers indicated that a further update report would be brought to Executive in April. Members welcomed the news of Programme Entry and the aspirations for the project and

Resolved: (i) That the positive news that YORR had Programme Entry for the first phase of dualling, from A19 Rawcliffe to A64 Malton Road, be noted.

Reason: Successive administrations have for many years sought funding to upgrade the YORR, and many residents and employers in the city will welcome and support the news of this proposal.

(ii) That approval be given to merge the remaining Junction Scheme and the Dualling Scheme into a single programme of planning and delivery.

(iii) That officers be requested to work with the funders of the two schemes to detail the impact of the two separate approvals and bring a single programme and revised timetable to a future meeting of Executive.

(iv) That officers ensure that any positive impact on the city's transport system of dualling the YORR is incorporated into the review of the Local Transport Plan so that policies can look at capturing any benefit.

Reason: To develop a single project approach, providing benefits that will aid the management and co-ordination of the overall scheme, minimise the

impact on the city of delivering such a significant infrastructure project and avoid abortive works, thus delivering the benefits and purchasing power of a single programme.

(v) That approval be given to use the City of York match funding which has already been approved for the overall development specifically for the acquisition of land for the Dualling Scheme up to a value of £1m.

Reason: To enable the match funding to be used for land purchase, where appropriate, at the earliest opportunity.

(vi) That it be noted that the Assistant Director of Transport, Highways & Environment has delegated authority to purchase land by private agreement / private treaty up to and including a value of £250k in any one land interest in respect of the Junction Scheme and that such authority also be delegated to the Assistant Director in relation to the purchase of land by private agreement / private treaty in respect of the Dualling Scheme.

Reasons: a) To ensure that land purchases for both schemes can be administered and acquired in an efficient manner.
b) To ensure that the council can demonstrate it has attempted to avoid a future Compulsory Purchase Order by acquiring land through private agreement.

95. Update of the Housing Revenue Account (HRA) Business Plan and Asset Management Strategy (AMS)

The Assistant Director of Housing & Community Safety presented a report which sought approval for a revised HRA Business Plan (the Plan), financial projections and AMS. These documents were attached to the report as Annexes A, B and C respectively.

The Plan set out the context for the income and expenditure decisions and the impact of those decisions on the HRA over a 30 year period, focusing on the first five years. The AMS set out

the context for management of the assets within the HRA, these being the homes owned by the council and the land they sat on. The revisions had included paring down the documents to broad themes, with links to more detailed information and initiatives. The main priorities were, in brief, to increase the stock of housing owned by the HRA, develop new homes built to passivhaus standards, improve the quality and reduce the carbon footprint of existing homes, and maintain / improve wellbeing outcomes for residents. The report took into account budget proposals to be considered as part of the overall budget decision making process.

In response to comments made under Public Participation, officers indicated that:

- The Plan aimed to deliver 600 homes of mixed tenure, with a percentage of affordable housing double that required for private developments;
- Though not part of this report, the disposal of care homes reflected the shift towards support for independent living; the provision of new residential care places at Haxby Hall and Burnholme had been reported to previous meetings.

The Executive Member for Housing & Community Safety commended the Plan to Members and thanked officers for their work.

Resolved: (i) That the revised HRA Business Plan (Annex A), financial projections (Annex B) and Asset Management Strategy (Annex C) be approved.

(ii) That it be noted that a separate 'operating strategy', outlining what Housing Services do, how they will do it, what they want to achieve and the financial framework for this, will be developed as part of their current change management plan.

Reason: So that the council has an updated business plan, asset management strategy for its housing stock and 'operational strategy' for the services it provides, all of which will be published.

96. Capital Programme Monitor 3

[See also under Part B]

The Corporate Finance & Commercial Procurement Manager (Interim s151 Officer) presented a report which set out the projected out-turn position on the capital programme for 2019/20, including any over or under-spends, along with requests to re-profile budgets to and from current and future years.

A decrease of £15.414m was reported on the approved capital budget, resulting in a revised programme of £121.456m. Variances in each portfolio area were outlined in Table 1 at paragraph 7 of the report, and detailed in paragraphs 9 to 45. The effect of the revisions was shown in Table 2, at paragraph 46.

The Executive Member for Finance & Performance commended the budget and recommendations, highlighting the recent opening of the Burnholme sports centre and progress made on the restoration of the Guildhall and the Community Stadium.

- Resolved:
- (i) That the revised 2019/20 budget of £121.456m, as set out in paragraph 6 of the report and in table 1, be noted.
 - (ii) That the re-stated capital programme for 2019/20 to 2023/24, as set out in paragraph 17 and table 2, and detailed in Annex A, be noted.
 - (iii) That the appropriation of land from the general fund to the HRA for the Burnholme site, at a market value of £3m, be approved.
 - (iv) That the transfer of £2.9m budget from the Local Authority (LA) Homes New Build and £200k from LA Homes project schemes in 2020/21 to Hospital Fields Road / Ordnance Lane, Burnholme and Duncombe Barracks, as set out in paragraph 21, be approved.
 - (v) That the allocation of £774k of funds within the overall Maintenance Programme towards a

maintenance scheme at Huntington School in 2020/21, as set out in paragraph 14, be noted.

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

97. 2019/20 Finance and Performance Monitor 3

The Interim s151 Officer presented a report which provided details of the council's overall finance and performance position for the period 1 October to 31 December 2019, together with an overview of any emerging issues.

The financial pressures facing the council were projected at £2.3m after applying existing contingency. This was higher than previous years' forecasts at this stage. The position within each directorate was summarised in Table 1 at paragraph 11 of the report and detailed in Annex 1. The continuing pressures within Children's and Adult Social Care reflected the national situation. Actions being taken to address these and other budget pressures were detailed in paragraphs 5-11 and Annex 1. The position would continue to be monitored carefully to ensure that overall expenditure was contained within the approved budget.

With regard to performance, progress had been made in all areas across the 8 outcomes of the new Council Plan, with no specific areas of concern regarding delivery within the plan period. Highlights were summarised in paragraph 18 and updates against each of the 78 commitments in the plan were provided in Annex 2. The 5 indicators with a good direction of travel based on the latest available data were set out in paragraph 25; the 2 with a poor direction of travel were shown in paragraph 26. Further details were set out in Annex 3.

Resolved: That the finance and performance information be noted.

Reason: To ensure that expenditure remains within the approved budget.

PART B - MATTERS REFERRED TO COUNCIL

98. Financial Strategy 2020/21 to 2024/25

The Interim s151 Officer presented a report which set out the proposed financial strategy for 2020/21 to 2024/25, including the detailed revenue budget proposals for 2020/21.

The strategy would deliver a balanced budget for 2020/21, with revenue savings proposals totalling £4m. Over £11m in additional revenue funding would be added to the budget to support the objectives in the new Council Plan. The proposals were predicated on a basic council tax increase of 1.99% in 2020/21, plus an additional increase of 2% in line with the government's social care precept. The net revenue budget of £127.223m would be funded by council tax income of £93.808m and retained business rates of £33.415m.

The report included statutory advice from the s151 Officer, at paragraphs 195-219. A summary of the budget expenditure and savings proposals was provided in Annexes 1 and 2, with HRA growth and savings proposals in Annexes 5 and 6. Results of consultation with residents and businesses were detailed in Annex 4; it was noted that responses had increased from 366 to 825 this year.

Members welcomed the report, in particular the additional investments highlighted in paragraph 2 and the increased participation in consultation. Having noted the comments made under Public Participation, it was

Recommended: That Council approve the budget proposals set out in the report to Executive; in particular:

- a) The net revenue expenditure requirement of £127.223m
- b) A council tax requirement of £93.808m
- c) The revenue growth proposals outlined in the body of the report
- d) The 2020/21 revenue savings proposals outlined in Annex 2
- e) The fees and charges proposals outlined in Annex 3
- f) The consultation feedback set out in Annex 4

- g) The Housing Revenue Account (HRA) growth set out in Annex 5, and the HRA savings proposals set out in Annex 6
- h) The dedicated schools grant proposals outlined from paragraph 154
- i) The use of £420k New Homes Bonus, £150k from the Lendal Bridge reserve and £150k Transport reserve to fund one-off investment, as outlined in paragraphs 86, 87 and 92.

Reason: To ensure a legally balanced budget.

99. **Capital Budget 2020/21 to 2024/25**

The Interim s151 Officer presented a report which set out the council's Capital Strategy for 2020/21 to 2024/25, and new capital schemes in particular.

The budget reflected significant investment in a number of critical areas, with a focus on frontline services alongside investment in developing York's economy through major regeneration schemes. The report set out £55.730m of new investment over the five-year period, of which £5.470m was externally funded and £9.605m was met from the Housing Revenue Account, with £40.655m to be funded by council borrowing. Investment to support the objectives in the new Council Plan included £6.6m on procuring greener waste vehicles, £3m to develop the Northern Forest, £2.682m to progress the Castle Gateway scheme and £12.8m on highways schemes.

An overview of each scheme was provided in paragraphs 15-106 of the report. Further information on major schemes not considered in detail in this report, as set out in paragraphs 111-123, would be brought as individual reports to future meetings.

Members welcomed the investment overall and in their individual portfolio areas. Having noted the comments made under Public Participation, it was

Recommended: That Council:

- (i) Approve the revised capital programme of **£559.617m** which reflects a net overall

increase of **£55.730m**, as set out in table 12 at paragraph 89 of the report and in Annex A, key elements of which include:

- a) New schemes funded by prudential borrowing totalling £14.645m, as set out in table 3 and summarised in table 12;
- b) New schemes funded by a combination of prudential borrowing and external funds of £695k, as set out in table 4 and summarised in table 12;
- c) Extension of externally funded Rolling Programme schemes totalling £12.485m, as set out in table 5 and summarised in table 12;
- d) Extension of externally funded Rolling Programme schemes, as set out in table 6 and summarised in table 12;
- e) An increase in HRA funded schemes totalling £9.605m funded from a combination of HRA balances / Right to Buy receipts, as set out in table 7 and summarised in table 12.

(ii) Note that the total increase in council borrowing as a result of new schemes being recommended for approval is £40.655m, details of which are considered within this report and the Financial Strategy report.

(iii) Approve the full re-stated programme totalling **£559.617m** covering financial years 2020/21 to 2024/25, as summarised in Annex B to the report and set out in table 13 and Annex B.

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

100. Capital Financing and Investment Strategy

The Interim s151 Officer presented a report which presented the council's capital and investment strategy for 2020/21, in accordance with the requirements of the Prudential Code 2017.

The strategy, attached as Annex A to the report, provided a mechanism by which the council's capital expenditure and investment decisions were aligned over the medium term. It also provided a framework for major investment decisions and all aspects of the council's capital and investment expenditure.

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

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

101. Treasury Management Strategy Statement and Prudential Indicators

The Interim s151 Officer presented a report which sought approval for the treasury management strategy and prudential indicators for the 2020/21 financial year.

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

Officers reported the comments made by Audit & Governance Committee in scrutinising the report at their meeting on 5 February; namely, that the addition of ethical, social and governance as a 4th criterion for investments was a step in the right direction but more needed to be done.

Recommended: That Council approve:

- a) The proposed treasury management strategy for 2020/21, including the annual investment strategy and the minimum revenue provision policy statement;
- b) The proposed addition of ethical, social and governance as a fourth criterion for investments after security, liquidity and yield, as set out in paragraphs 78-82 of the report;
- c) The prudential indicators for 2020/21 to 2024/25 in the body of the report;

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

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

102. Capital Programme Monitor 3

[See also under Part A]

The Interim s151 Officer presented a report which set out the projected out-turn position on the capital programme for 2019/20, including any over or under-spends, along with requests to re-profile budgets to and from current and future years.

A decrease of £15.414m was reported on the approved capital budget, resulting in a revised programme of £121.456m. Variances in each portfolio area were outlined in Table 1 at paragraph 7 of the report, and detailed in paragraphs 9 to 45. The effect of the revisions was shown in Table 2, at paragraph 46.

The Executive Member for Finance & Performance commended the budget and recommendations, highlighting the recent opening of the Burnholme sports centre and progress made on the restoration of the Guildhall and the Community Stadium.

Recommended: That Council approve the adjustments resulting in a decrease in the 2019/20 budget of £15.414m, as detailed in the report and in Annex A.

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

Cllr K Aspden, Chair

[The meeting started at 5.30 pm and finished at 6.43 pm].

Forward Plan: Executive Meeting: 19 March 2020

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 23 April 2020

Title and Description	Author	Portfolio Holder
<p>Fulford School Remodelling Phase 1 & Access Improvements by Highways Purpose of Report To seek approval for: - a £500,000 Basic Need budget to remodel buildings at Fulford School, enabling the school to take 270 pupils in year 7 in September 2020; - a £550,000 Highways budget for improvements to bus access and egress on the school site.</p> <p>Executive will be asked to: approve the Basic Need and Highways budgets.</p>	Alison Kelly	Executive Member for Children, Young People & Education
<p>Huntington Neighbourhood Plan – Examiner’s Report and Decision Statement Purpose of Report To inform Members of the recommendations made in the Examiner’s Report, explain the Council’s response to these and gain approval of the subsequent Decision Statement to allow the Neighbourhood Plan to proceed to Referendum.</p> <p>Executive will be asked to: approve the Proposed Modifications recommended in the Examiner’s Report and the Council’s Decision Statement to allow the Huntington Neighbourhood Plan to proceed to Referendum.</p>	Anna Pawson	Executive Member for Economy & Strategic Planning
<p>Street Works – Changing from Noticing to a Permitting Scheme Purpose of Report To seek approval to conduct a public consultation on proposals to introduce a permit scheme to govern all utility and highway works activities within the authority’s highway network. The feedback received will be analysed in July-Aug 2020, and a report assessing options and making recommendations for a decision on the</p>	Helene Vergereau	Executive Member for Transport

Title and Description	Author	Portfolio Holder
<p>introduction of a permit scheme to be presented to the Executive Meeting or Full Council in September 2020. If a decision is taken to move to a permit scheme, the Street Works team will then aim to implement this change by April 2021 at the latest.</p> <p>Executive will be asked to: approve a public consultation exercise to take place between May and June 2020 to seek feedback from statutory consultees and other stakeholders on the proposals.</p>		
<p>Proposal for an Article 4(1) Direction for Heslington Conservation Area and Production of a Strategy for Article 4(1) Directions for City of York Conservation Area</p> <p>Purpose of Report</p> <p>To propose the service of an article 4(1) direction in the Heslington conservation area in response to local requests and produce a strategy for implementing article 4 directions in the city's conservation areas.</p> <p>Executive will be asked to: consider and authorise the service of an article 4(1) direction in the Heslington conservation area and production of a strategy for implementing article 4 directions in the city's conservation areas.</p>	Edward Freedman	Executive Member for Economy & Strategic Planning
<p>NSLC Commercial proposals</p> <p>Purpose of Report</p> <p>To present commercial options in relation to the New Stadium and Leisure Complex at Monks Cross.</p> <p>Executive will be asked to: review the 2 options within the report and recommendations as provided.</p>	Paul Forrest	Executive Member for Finance and Performance

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 14 May 2020

None currently listed.

Table 3: Items Slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
NSLC Commercial proposals <i>See Table 1 for details</i>	Paul Forrest	Executive Member for Finance and Performance	19/3/20	23/4/20	To enable a more detailed report to be prepared.



Executive

19 March 2020

Report of the Director of Children, Education and Communities
Portfolio of the Executive Member for Culture, Leisure and Communities

Protecting Live Music Venues & Nightclubs

Summary

1. This report responds to a motion passed at Council on 31 October 2019 calling on the Executive to take a number of actions in respect of live music venues in the city.

Recommendations

2. The Executive is asked to agree to:
 - Recognise the importance of York's live music venues and nightclubs as an integral part of the city's cultural offer
 - Endorse the work of the York Music Venues Network and agree that the Council be a member of the network through the Executive Member for Culture, Leisure and Communities
 - Agree the actions set out in paragraphs 6 to 17

Background

3. The motion agreed at Council reads as follows. Council notes:
 - that culture is in the eye of the beholder and can mean different things to different people or groups;
 - that offering a broad and balanced mix of culture, available to all York residents, is a crucial part of creating "a city that works for all";
 - that a musical performance can take many forms and the lines between musician, DJ, artist and performer are becoming increasingly blurred;
 - that the recently developed Cultural Strategy makes little reference to the cultural significance of live music venues and nightclubs;

- that several of York's high-profile music venues, Working Men's Clubs and nightclubs have closed in recent years, with several others under threat.

4. Council believes:

- that there is an inherent value in bringing people together and sharing experiences;
- that the enjoyment of music and rhythm – live or recorded – crosses all social, cultural and economic boundaries;
- that pre-existing music venues should be supported and protected, particularly where the changing nature of the city centre, with increasing residential development, brings them into conflict with new neighbours;
- that nightclubs and performance venues can vary significantly, but that any problems – whatever their nature - should not preclude a venue from delivering greater cultural value through a different incarnation in the future;
- that a thriving, vibrant, diverse and responsibly managed early-evening, evening and night-time offer is a crucial part of the city's economy.

5. Council resolves to call on Executive:

- to support the establishment of a York Music Venues Network, building on the existing work of the national charity Music Venues Trust at a local level;
- to work closely with the York Music Venues Network to assist in supporting and developing this crucial part of the city's night-time economy;
- to include the York Music Venues Network in all future discussions relating to the city's cultural offer;
- to include the York Music Venues Network as statutory consultees on all future developments in the city;
- to proactively work with 'problem venues' to ensure they are adding value to the city, giving them every chance to develop and change before the cultural potential of the space they occupy is lost;
- to endorse recognition of nightclubs and other 'non-traditional' performance spaces alongside live music venues as "Cultural Spaces" under Local Plan Policy D3;

- to endorse routinely applying relevant Planning Conditions, in line with the “Agent of Change” policies reflected in Paragraph 182 of the 2019 NPPF, to all development surrounding “Cultural Venues” as recognised under Policy D3;
- to lobby the Government for legislative change to ensure music venues are eligible for business rate relief in the future.

Issues

6. Issues identified in the council motion were as follows:

a) **To support the establishment of a York Music Venues Network, building on the existing work of the national charity Music Venues Trust at a local level:**

7. The York Music Venues Network (the Network) has now been established. At its recent meetings it discussed: Constituting the group, its relationship with the Music Venue Trust; potential funding sources; current venue related proposals and developments in the city, issues and challenges; venue listing ideas; disability access in venues; business rates.

8. The Executive Member for Culture, Leisure and Communities will formally represent the Council on this group (other elected members may also attend) and will ensure that issues discussed are fed into the Council for action / a response as appropriate.

b) **To work closely with the York Music Venues Network to assist in supporting and developing this crucial part of the city’s night-time economy:**

9. An initial meeting has been held between officers of the Network and the Executive Member of Culture, Leisure and Communities to explore areas of collaboration. Key areas identified were:

- The potential to promote a positive narrative around the city’s venues:
 - Promoting positive messages about our music venues in Council communications
 - Getting behind Independent Venue Week to showcase the vibrancy and diversity of our venues
- Raising awareness of events and activities:
 - Working with Make It York to consider how to investigate and support better advertising of events as well as more comprehensive event listings

- Enabling our music venues to join the *YorkCard* scheme, raising awareness and incentivising York residents to make more use of them
- Ensuring that the Network is involved in discussion about the development of the cultural strategy:
 - Enabling the Network to join the Cultural Leaders Group
 - Including the Network in development of action plans as part of rolling out the cultural strategy
- Ensuring that Network members are aware of relevant planning applications affecting their businesses and of their rights to comment:
 - Further specific actions as set out below
- Raise awareness amongst Network members of key features of the planning system / planning legislation as they apply to music venues:
 - Organising a workshop for Network members, to be run by the council's planning team, to brief them

c) To include the York Music Venues Network in all future discussions relating to the city's cultural offer:

10. Discussion about the city's cultural offer takes place in the context of the city's cultural strategy. This is led by the Cultural Leaders Group of which the Executive Member for Culture, Leisure and Communities is a member. The Cultural Strategy calls for new representative partnership arrangements to be put in place to include all the cultural sector. With the appointment of the Head of Culture and Wellbeing within Make it York this can now be progressed. Music venues will be able to participate in this new cultural forum both individually and through the Network, ensuring a strong voice for the sector in all future discussion about the city's cultural offer.

d) To include the York Music Venues Network as statutory consultees on all future developments in the city:

11. Statutory consultees are determined by national legislation and the Network cannot therefore be designated locally as a statutory consultee. Once the network is constituted, however, it will be included on the Council's list to receive the weekly list of planning applications and it will then be able to comment accordingly on

applications and/or draw them to the attention of individual Network members.

12. Through the inclusion of the Network within the new cultural forum the Network will be able to bring a specialist view about music venue provision to relevant consultations especially with regard to the cultural well-being aspects of proposed developments.

e) To proactively work with ‘problem venues’ to ensure they are adding value to the city, giving them every chance to develop and change before the cultural potential of the space they occupy is lost:

13. This point recognises the importance, when complaints arise, of working with venues to find positive solutions. It recognises that in the great majority of cases this will be possible and that there is enormous potential for experienced operators to work with each other to find solutions. Underlying this is a recognition, in the words of Live DMA, the European network of live music associations, that “Music is not a noise”, and that live music is an important part of our cultural heritage that needs to be supported.
14. With regard to licensing, the council accepts the importance of licensed businesses to the culture, economy and vitality of the city. The overriding principle of the council’s approach is that each application is determined on its own merits. The council’s licensing policy strongly supports a mix of the different types of licensed premises and encourages the development of venues for the provision of live entertainment and performing arts, recognizing the contribution that they make to the vitality of the city.
15. The Live Music Act 2012 and Legislative Reform (Entertainment Licensing) Order 2014 have deregulated part of the Licensing Act 2003, so that regulated entertainment activities, such as the provision of live and recorded music, are no longer licensable activities between the hours of 8.00 am to 11.00 pm to an audience of 500 or less.

f) To endorse recognition of nightclubs and other ‘non-traditional’ performance spaces alongside live music venues as “Cultural Spaces” under Local Plan Policy D3:

16. Policy D3 on pages 151-152 of the submitted Local Plan documents - see: https://www.york.gov.uk/downloads/file/15869/cd001_-_city_of_york_local_plan_publication_draft_regulation_19_consultation_february_2018 supports a wide range of cultural provision and facilities. Nightclubs, live music venues and other ‘non-traditional’

performance spaces are unquestionably included within the meaning of “cultural spaces”. The local plan documents make clear that in defining, promoting and facilitating cultural wellbeing, the Council will seek to work in partnership with developers, stakeholders, and the arts and cultural sector to sustain and enhance York's cultural capacity and character. The Council will, in due course, produce a Supplementary Planning Document outlining the requirements of the Cultural Wellbeing Plan which will help to clarify how these plans are to be taken forward.

g) To endorse routinely applying relevant Planning Conditions, in line with the “Agent of Change” policies reflected in Paragraph 182 of the 2019 NPPF, to all development surrounding “Cultural Venues” as recognised under Policy D3:

17. Paragraph 182 states that planning policies and decisions should ensure that new development can be integrated effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or ‘agent of change’) should be required to provide suitable mitigation before the development has been completed.
18. The guidance in paragraph 182 is long-established in national planning policy and recognised by the local planning authority in considering planning applications; however, planning legislation requires applications to be determined on their individual merits and a “blanket approach” to the imposition of conditions in any circumstances would not be appropriate.

h) To lobby the Government for legislative change to ensure music venues are eligible for business rate relief in the future:

19. It is proposed that the Executive Member for Culture, Leisure and Communities writes to the appropriate secretary of state on this issue. Music venues were mentioned in the 2019 Queens Speech when the government confirmed its plans for business rates, including bringing forward the next revaluation date from 2022 to 2021 and increasing the frequency of future revaluations in England to three years, from five years. The retail discount, which is available for the 2019/20 and

2020/21 tax years, currently allows qualifying businesses with a rateable value of less than £51,000 a third off their business rates bills on top of any other reliefs for which they are eligible. The government has confirmed that it will increase the discount to 50% (probably from April 2020) and that it will be available to cinemas and music venues as well as independent shops, restaurants, cafés, bars and pubs. By doing so, it hopes to boost high streets up and down the country.

20. The Localism Act also gives a power to local authorities to grant business rate discounts. Our policy is due to be refreshed. It does not currently prioritise music venues but the potential for their inclusion in the policy could be considered by members as part of any forthcoming review.

Options

21. The principal options open to the Executive are:
 - To endorse the actions proposed
 - To suggest any additional relevant actions that the Council may take

Analysis

22. The House of Commons Digital, Media and Sport Committee report of March 2019 clearly identified the challenges facing smaller music venues which are closing at an unprecedented rate across the country. This cross party report highlighted the risk to the future talent pipeline as well as to our cultural vibrancy. It also identified the opportunity for a new positive approach to our grassroots music venues, which would strengthen their resilience, provide them with the support they need, and remove barriers to their ability to fulfil their essential role at the heart of our communities. The proposals in this report aim to deliver some quick wins for York in this regard as well as to open up forums for discussion that can help to address longer-term challenges.

Council Plan

23. The proposals in this report further the priorities in the Council Plan with regard to: Safe Communities and Culture for all and an Open and Effective Council.

Implications

24. There are no additional Finance, Equalities, Property, Legal, Human Resources, Crime and Disorder, or Information Technology implications arising from this report.

Risk Management

25. In compliance with the Council's risk management strategy the main risks that have been identified associated with the proposals contained in this report are those which could lead to damage to the Council's reputation and failure to meet stakeholders' expectations. The level of risk is assessed as "Low".

Contact Details

Authors:	Chief Officers responsible for the report:	
Charlie Croft Assistant Director (Communities and Culture)	Neil Ferris Director of Economy and Place	Amanda Hatton Director of Children, Education and Communities
Report Approved ✓ Date: 5 March, 2020		
Specialist Implications Officers:		
Wards Affected:	All	✓

For further information please contact the author of the report



Executive**19 March 2020**

Report of the Assistant Director for Housing and Community Safety
Portfolio of the Executive Member for Housing And Safer Neighbourhoods

Empty Property Report**Summary**

1. This report provides a response to a Motion around Empty Properties. Members asked for a report to be brought as there has been a slight increase in the number of empty properties in the city. Although Members recognised that there had been a slight increase the number of reported empty properties was still low in comparison both to the regional and national picture they wanted to understand why there had been a reported rise and what options they could consider to tackle empty homes.

Recommendations

2. The Executive is asked to approve option 2:
 - a) Continue with the current strategy and level of resource within the Housing Standards and Adaptations Team (the team).
 - b) Continue to carry out Heathy Homes interventions both focusing on providing the necessary support to homeowners living in poor housing conditions and to bring empty properties that are in moderate or good condition back into use. Information about homes found to be no longer empty will be shared with Council Tax teams.
 - c) Provide a progress report and review after 6 months to the Executive member for Housing and Community Safety.

Reason: Whilst the proportion of empty properties in the City of York is very low and a significant number of those reported as empty were found to be occupied, there is a need to ensure that the council does everything possible to bring viable empty properties back into use.

Background

3. At a full Council Meeting on the 19th July 2019 Cllr S Fenton submitted a Motion around long-term empty properties in York. The motion stated:

This Council notes that despite the pressures on York's housing market, some properties in the city have remained empty for a considerable length of time.

This Council further notes:

- *That there are currently 200,000 properties standing empty in England, with 527 empty in the City of York, according to data from 2017;*
- *Empty properties can attract squatters, vandalism, anti-social behaviour and therefore can be a blight on the local community;*
- *When 1.6 million households in the UK are on social housing waiting lists, long-term empty properties are a wasted resource, particularly in York where there is considerable demand for housing;*
- *An empty property, for council tax purposes, is defined as a property that is 'unoccupied and substantially unfurnished';*
- *Since 1st April 2013, local authorities in England have been able to charge a premium of 50% on the full council tax charge, and from 1st November 2018, local authorities have been permitted to raise this premium up to 100%;*
- *From April 2021, Councils will be allowed to charge owners of empty properties up to 300% council tax premium.*

Therefore, this Council resolves:

- *That the Council should increase council tax charges to the maximum (300%), at the earliest date legislated for.*
- *Given that York has experienced a recent spike in the number of homes left empty for six months or more, that Council Officers produce a report for consideration by the Executive to examine the potential options available to the Council to further reduce the number of empty homes in the city.*

4. In response to the first part of the motion in terms of encouraging owners to bring empty homes back into use, and in line with the long term empty properties motion, the Council have already approved increasing the Council tax charge on empty properties in line with the Government legislation. This was approved at Executive on 29th August 2019 as part of the Finance and Performance Monitor Report Quarter 1. The wording was set out as follows:

From 1 April 2019 local authorities have been able to increase Council Tax charges by an additional 100% for domestic properties which have been empty for longer than 2 years. The council currently charges a 100% premium for any property that has been empty for longer than 2 years. Following this change in legislation it is proposed that the following Council Tax increments, as set out in the table below, are charged from 1 April 2020 for properties empty for longer than 5 years. This will raise an estimated additional £63k during the next financial year (2020/21).

2020/21

- Property empty for up to 5 years + 100% of annual liability*
- Property empty for over 5 years + 200% of annual liability*

2021/22

- Property empty for up to 5 years + 100% of annual liability*
- Property empty for over 5 but less than 10 years + 200% of annual liability*
- Property empty for over 10 years + 300% of annual liability*

This remainder of this report provides a response to the second matter and focuses on domestic properties only.

5. The Council's Private Sector Strategy 2016/21¹ strategic aim 4 ("maximising the existing private sector housing stock") outlines the type of work we carry out in relation to empty homes and recognises that we have very few empty properties, especially in comparison to other councils.

In the strategy there are 3 key objectives and outcomes which relate to empty properties:

1

https://www.york.gov.uk/downloads/file/9588/private_sector_housing_strategy_2016-2021

- Maintain accurate information about the numbers of long-term empty Properties.
- Encourage owners of privately owned empty homes to bring them back into use.
- Target owners whose empty homes cause a significant detrimental impact to the neighbourhood

Officers from York also work in partnership with colleagues across North Yorkshire to share best practice and deliver the North Yorkshire Empty Property Strategy

Data collection

6. The primary source of empty property data/information comes from the annual nationally collected return known as the CTB/1. Every October a wide range of statistics are collected and submitted by our Council Tax colleagues including empty property figures. It is a snapshot in time of the number of empty properties on the council tax data base recorded as being empty. Critically the information is collected for billing purposes. The information on empty properties is simply an accident of the billing process, rather than the intention of it. Council tax staff ensure residents are billed accurately based on the range of rates and exemptions (and now also Premium's) available, rather than as a tool to manage empty properties.
7. Revenues staff decide whether a property should be classified as empty for council tax purposes based on whether or not a property is 'empty and substantially furnished'. Where they have been 'empty and unfurnished' for 2 years or more they apply an Empty Property Premium (currently charged at 100%).
8. In Appendix 1 we have provided comparisons tables comparing the number of empty properties both sub-regionally and with similar unitary authorities nationally. This shows that the number of long term empty properties in York is similar or lower in comparison to neighbouring authorities and comparable unitary council areas.
9. Previous audits carried out by the team also support the view that council tax data is unreliable source data for this purpose. The previous audit completed in April 2018 found that 40% of properties reported as being empty were in fact occupied.
10. Since the last audit we have focused on two key areas of work:

- Encourage owners of privately owned empty homes to bring them back into use.
- Target owners whose empty homes cause a significant detrimental impact to the neighbourhood.

11. In October 2019, Members in response to reported increases in national data identified additional resources to enable an audit to be carried out so that they could fully understand what lay behind the recent reported increases. The audit also sought to provide information about the empty properties and whether there were opportunities to use the wide range of interventions outlined in our Private Sector Housing Strategy (PSHS) to bring as many as possible back into use.

The audit and further actions

12. Our PSHS and Private Sector Assistance Policy ² means that the Council offers a range of support for owners of empty homes. This includes:

- General advice on our website
- Bespoke advice regarding the conditions and necessary repairs to the home
- Financial support in the form of loans
- Support Empty Property Owners to auction their homes
- Refer Empty Property Owners to the YorHome Scheme

Through this approach we have been able to bring back in to use 45 long term empty properties through advice and assistance since April 2017.

13. Where necessary we will also consider other more formal action in line with our Enforcement Policy.³ Interventions in the past have included a range of notices to make the property secure against trespass and in one extreme case a Compulsory Purchase Order (CPOs). However it should be noted that CPO's are very time and resource intensive and can result in significant unrecoverable costs.

14. The key findings of the most recent empty property audit can be found in Appendix 2 but in summary it found:

² https://www.york.gov.uk/downloads/file/13439/private_sector_assistance_policy

³

https://www.york.gov.uk/downloads/file/12341/cyc_public_protection_housing_and_community_safety_enforcement_policy

- 43% of those visited so far either occupied or about to be occupied. This equates to 35% of 675 of all properties recorded as being empty on council tax
- 83% of properties on the list have been visited so far. Out of those visited 150 (27%) were confirmed to be empty
- Over 74% of the confirmed empty properties were found to be in either average/good or in excellent condition, only 3% were found to be in very poor.
- Nearly half of these empty homes were undergoing refurbishment, currently up for sale or let or awaiting site redevelopment.
- There were no geographic concentration of empty properties
- In only 10% of the cases (15 properties) the owner appeared to have no immediate plans to bring the property back in to use.
- In 170 (30%) of cases so far the reason why the property is empty has not been established. Letters have been sent to this group of empty property owners asking for more information about their occupancy.

Consultation

15. An audit of properties recorded on council tax records as being empty (see Appendix 2 for more detail)

Options

16. Given the outcome of the audit there are three options to consider:

Option 1:

17. To continue with the current strategy and level of resources to tackle empty properties. Currently we have a 0.5 FTE officer working on this area.

Option 2:

18. To continue with the current strategy and level of resources to tackle empty properties. Continue and develop a range of Heathy Homes interventions both focusing on providing the necessary support to homeowners living in poor housing conditions and to bring empty properties that are in moderate or good condition back into use. Information about homes found to be no longer empty will be shared with Council Tax teams.
19. Provide a progress report and review after 6 months to the Executive member for Housing and Community Safety.

Option 3

20. To increase the resource by 0.5 FTE to provide additional capacity to maintain up to date information and explore ways of increasing the current range of support to property owners to bring homes back into use.

Analysis

Option 1:

21. The audit found that the number of empty properties had been inflated by the council tax data as there were a significant number of properties that were occupied. This is in line with previous audits and when compared to the total number of properties in the city and to local and national comparators, the audit has confirmed that we have a relatively small number of empty properties. It also confirmed that many of the properties which were empty were either going to be occupied imminently or were being renovated. The current level of resource enables us to support owners to bring properties back in to use through advice and assistance and to take enforcement action where appropriate.

Option 2:

22. Whilst the proportion of empty properties in the City of York is very low and officers believe the current capacity is sufficient to continue to monitor the situation and provide a range of active support to property owners, there is a need to ensure that the council does everything possible to bring viable empty properties back into use. It proposes a review and progress report after 6 months.

Option 3:

23. Both the low number and relatively good condition of most empty properties and the general willingness of many owners to bring properties back in to use suggests that there isn't a need to increase staff resources at this point. However, there are clearly concerns about any properties remaining empty unnecessarily. Maintaining up to date local data and exploring all options for supporting property owners to bring homes back into use is important, which supports the recommendation for a 6 month review and progress report in Option 2.

Council Plan

- 24 Bringing empty properties back into use contributes directly towards the council plan outcomes of:
- a) Creating Homes and World class infrastructure
 - b) Open and Effective Council Effective
 - c) A better start for Children and Young People
 - d) Good health and Wellbeing

Implications

- 25 **Financial.** If option 2 is approved then there are no additional resources required.

Human Resources (HR). None

One Planet/ Equalities: Bringing back in to use empty properties, albeit small numbers in the city, will contribute by increasing the number of properties and will have a positive impact on communities with protected characteristics –see Appendix 3

Legal. There are no legal implications

Crime and Disorder: Although there are very few empty properties in the city some of these empty properties can be an open to unauthorised access resulting in criminal damage or rubbish dumped in their yards. The work of the Healthy Homes Officer helps to deal with issues presented by such properties and working with owners to bring these much needed properties back in to use can also benefit neighbours and other partners such as the Police and North Yorkshire Fire and Rescue Service

Information Technology (IT) None

Property None

Other None

Risk Management

- 26 The risks are low at the moment.

Contact Details

Author:

Ruth Abbott

Housing Standards and
Adaptations Manager
Housing Services
01904 552300

James Bailey

Senior Officer

Housing Standards and
Adaptations
01904 552300

Chief Officer Responsible for the report:

**Report
Approved**



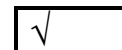
Date 14th February 2020

Tom Brittain

Assistant Director of Housing and Community
Safety

Wards Affected:

All



For further information please contact the author of the report

Background Papers:

Appendix 1 Local and National Comparison

Appendix 2 Empty Property Audit results

Appendix 3 Better Decision Making Tool

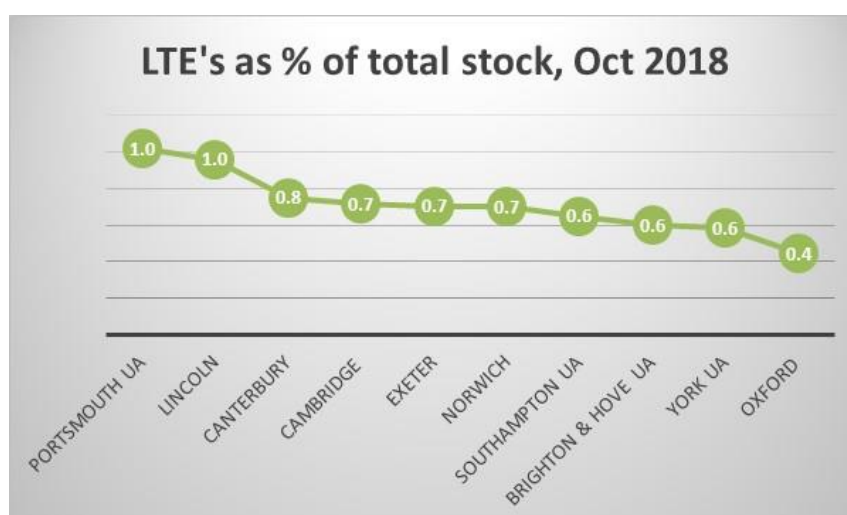
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Appendix 1 – Local and National Comparisons

National Comparison

These figures highlighted in red for York are based on the information submitted to central government in the CTB/1 return in October 2018 and are the basis of the Council Motion.

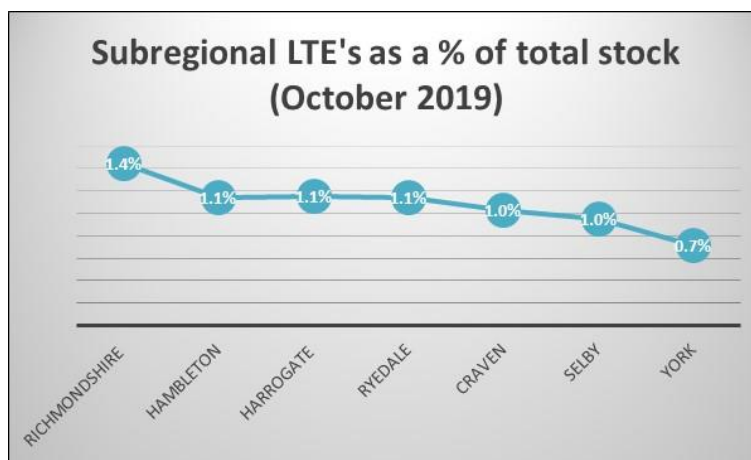
Authority	Total LTE 2018	Total Stock 2018	LTE's as % of total stock, Oct 2018
Portsmouth UA	939	92188	1.0
Lincoln	437	45621	1.0
Canterbury	511	68125	0.8
Cambridge	410	57413	0.7
Exeter	400	56858	0.7
Norwich	462	66139	0.7
Southampton UA	701	107861	0.6
Brighton & Hove UA	779	130005	0.6
York UA	527	90629	0.6
Oxford	270	60974	0.4



Sub Regional Comparison

The figures highlighted in red for York are based on the information submitted to central government in the CTB/1 return in October 2019 and are the basis of the most recent audit.

Authority	6mths < 2 years	2 years + (Premium)	Total LTE	Total Housing Stock	LTE's as % of total stock 2019
Richmondshire	194	147	341	23646	1.4%
Hambleton	293	188	481	42235	1.1%
Harrogate	618	220	838	72956	1.1%
Ryedale	250	47	297	26115	1.1%
Craven	214	69	283	27584	1.0%
Selby	229	152	381	40038	1.0%
York	545	108	653	90983	0.7%



Appendix 2 - 2019/20 Empty Property Audit Results

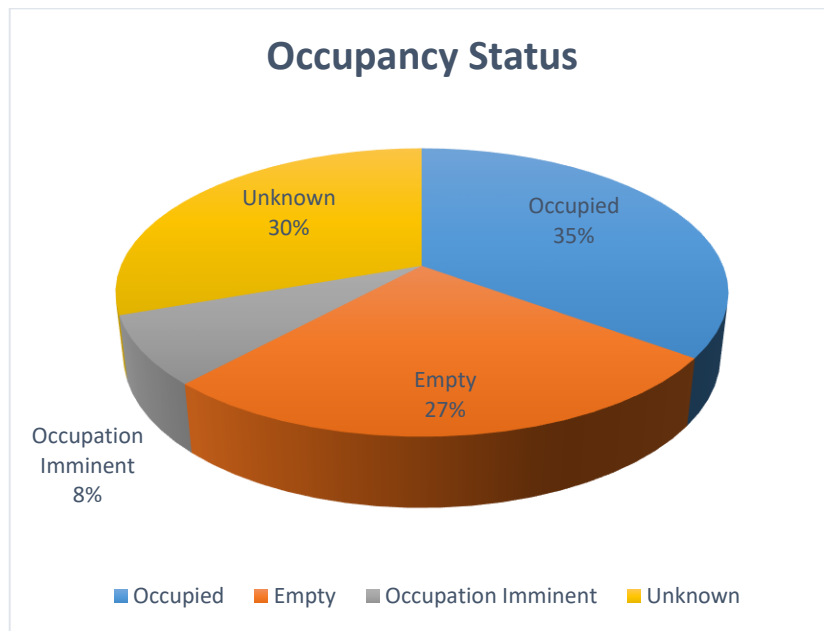
As of the 13/02/2020 83% of properties had been visited

Visited	Quantity	
Yes	561	83%
No	114	17%
Total	675	



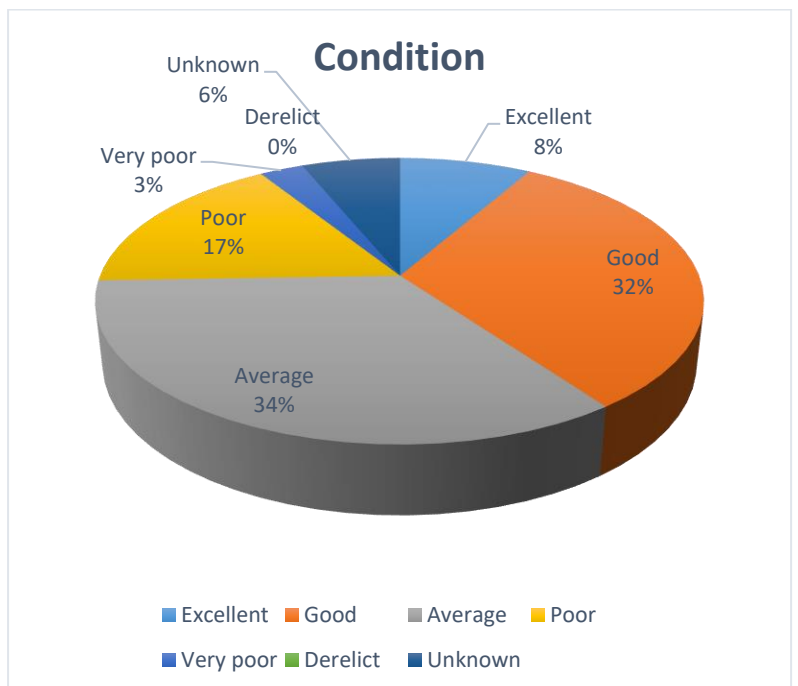
Of properties that have been visited at least 43% of properties were either occupied or soon to be occupied.

	Occupancy Status	Quantity	
35%	Occupied	196	
27%	Empty	150	
8%	Occupation Imminent	43	
30%	Unknown	170	
100%			559
43%			



Of the properties that were confirmed to be empty, 74% were in an excellent, good or average condition.

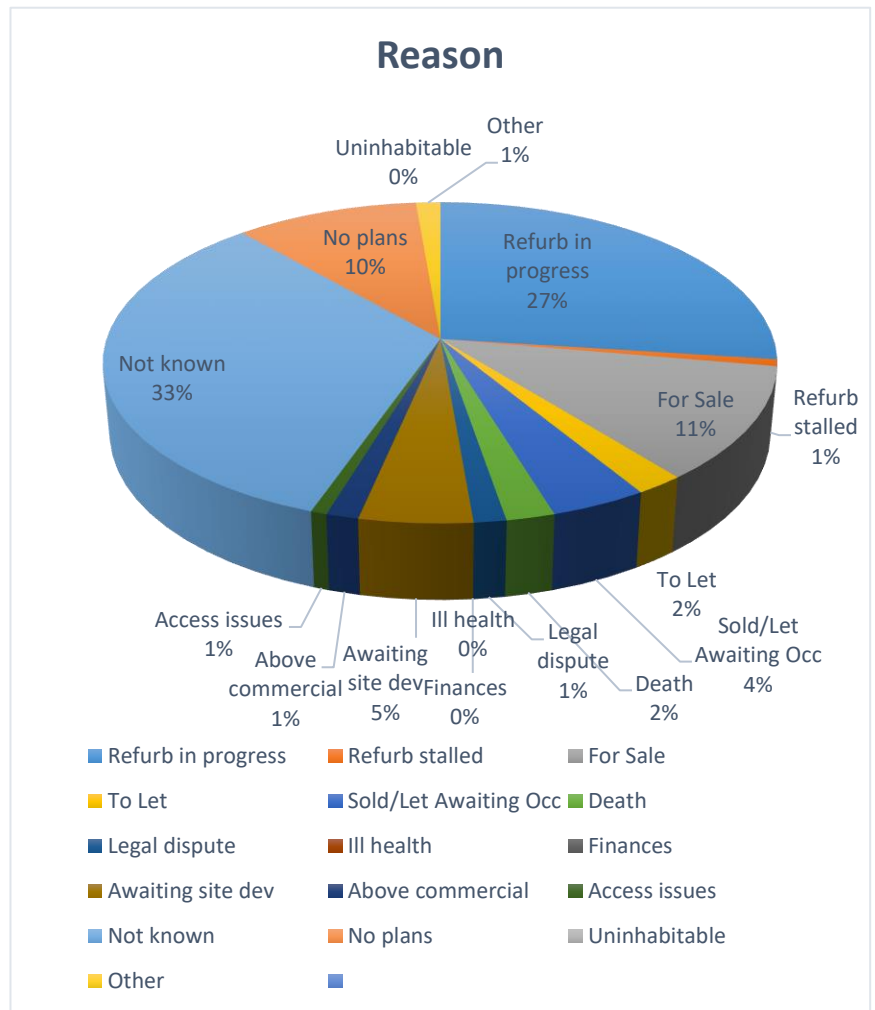
	Condition (if empty)	Quantity	
8%	Excellent	12	
32%	Good	46	
34%	Average	50	
17%	Poor	24	
3%	Very poor	4	
0%	Derelict	0	
6%	Unknown	9	
100%			145
74%			



Of the properties that were confirmed to be empty 49% were either undergoing refurbishment, for sale/let, or awaiting occupation/site re-development.

In only 10% of cases did the owner appear to have no future plans for the property

The reason why the property is empty has not yet been established in 33% of cases.



Reason (if empty)	Quantity
27% Refurb in progress	40
1% Refurb stalled	1
11% For Sale	17
2% To Let	3
4% Sold/Let Awaiting Occ	6
2% Death	3
1% Legal dispute	2
0% Ill health	0
0% Finances	0
5% Awaiting site development	7
1% Above commercial	2
1% Access issues	1
33% Not known	49
10% No plans	15
0% Uninhabitable	0
1% Other	2
100%	148

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

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

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

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

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

Introduction

Service submitting the proposal:	Housing Standards and Adaptations
Name of person completing the assessment:	Ruth Abbott
Job title:	Housing Standards and Adaptations Manager
Directorate:	HHASC
Date Completed:	5th March 2020
Date Approved (form to be checked by head of service):	

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? The report provides a response to a Motion around Empty Properties
1.2	What are the main aims of the proposal? Members asked for a report to be brought as there has been a slight increase in the number of empty properties in the city. Although Members recognised that there had been a slight increase in the number of reported empty properties it was still low in comparison both to the regional and national but they wanted to understand why there had been a reported rise and what options they could consider to tackle empty homes
1.3	What are the key outcomes? There are three options considered by the recommendation is to continue with the current strategy and level of resource within the Housing Standards and Adaptations team, focussing on healthy homes interventions to both homeowners and empty property owners but to bring back a progress paper in six months to the Executive member for Housing and Community Safety

Section 2: Evidence

2.1	What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) An audit of Council tax data
2.2	What public / stakeholder consultation has been undertaken and what were the findings? Contacting the owners of empty properties which had been identified as such through the Council Tax process

	Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)
2.3	N/A



Section 3: Impact on One Planet principles

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

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

Equity and Local Economy

Does your proposal?	Impact	What are the impacts and how do you know?
3.1 Impact positively on the business community in York?	Positive	Vacant dwellings often have a detrimental impact on the value of neighbouring properties and the amenities of the neighbourhood in which they are situated
3.2 Provide additional employment or training opportunities in the city?	Positive	Empty properties represent a significant waste of valuable housing resource, at a time of both a severe affordable housing shortage, and low rates of new housing completion
3.3 Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Positive	Empty properties represent a significant waste of valuable housing resource, at a time of both a severe affordable housing shortage, and low rates of new housing completion

Health & Happiness

Does your proposal?	Impact	What are the impacts and how do you know?
3.4 Improve the physical health or emotional wellbeing of residents or staff?	Positive	Improve the health and wellbeing of residents
3.5 Help reduce health inequalities?	Positive	Poor Housing and lack of affordable housing is known to have an impact on health
3.6 Encourage residents to be more responsible for their own health?	Positive	There is significant body of evidence (Marmot Review) which
3.7 Reduce crime or fear of crime?	Positive	Vacant dwellings can attract anti social behaviour including vandalism , fly t-tipping crime causing blight on neighbourhoods and distress to neighbours
3.8 Help to give children and young people a good start in life?	Positive	Poor Housing and lack of affordable housing is known to have an impact on health

Culture & Community

Does your proposal?	Impact	What are the impacts and how do you know?
3.9 Help bring communities together?	Positive	By working to improve housing across the city helps to improve neighbourhoods and reduce stress to neighbours
3.10 Improve access to services for residents, especially those most in need?	Neutral	
3.11 Improve the cultural offerings of York?	Positive	By having a healthy neighbourhoods attracts new residents and their visitors to the city.
3.12 Encourage residents to be more socially responsible?	Positive	There is a significant body of evidence that improving housing conditions improves neighbourhoods

Zero Carbon and Sustainable Water

Does your proposal?	Impact	What are the impacts and how do you know?
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3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Positive	Where improvements are made to housing, energy efficiency measures are included to reduce fuel poverty and carbon
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Neutral	this is not included as part of bringing empty properties back in to use

Zero Waste

Does your proposal?		Impact	What are the impacts and how do you know?
3.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Neutral	this is not included as part of bringing empty properties back in to use

Sustainable Transport

Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Unsure	this is not included as part of bringing empty properties back in to use
3.17	Help improve the quality of the air we breathe?	Unsure	See above

Sustainable Materials

Does your proposal?		Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Positive	Re-using Empty homes has a positive impact on the environment and reduces, albeit only a little, the need for new builds

Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Neutral	this is not included as part of bringing empty properties back in to use

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Positive	Re-using Empty homes has a positive impact on the environment and reduces, albeit only a little, the need for new builds
3.21	Improve the quality of the built environment?	Positive	By improving the physical standards of the properties improves the wider neighbourhood and the city
3.22	Preserve the character and setting of the historic city of York?	Positive	there are a few properties which are within the walls of the city but by ensuring that the properties are brought back in to use will improve the city
3.23	Enable residents to enjoy public spaces?	Positive	Improving the physical standards of the properties has a positive impact on the built environment

3.40	Additional space to comment on the impacts		
carrying out a range of healthy homes interventions helps improve the quality of life for the individuals, improves neighbourhoods and has a positive impact on the city as a whole			

Section 4: Impact on Equalities and Human Rights

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

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

Equalities

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

		Impact	What are the impacts and how do you know?
4.1	Age	Positive	there is a short of suitable affordable homes in the city especially for young first time buyers. By bringing back, albeit a few Empty homes in to use will support this group. Many of the properties owned and occupied which also require interventions
4.2	Disability	Neutral	
4.3	Gender	Neutral	
4.4	Gender Reassignment	Neutral	
4.5	Marriage and civil partnership	Neutral	
4.6	Pregnancy and maternity	Neutral	
4.7	Race	Neutral	
4.8	Religion or belief	Neutral	
4.9	Sexual orientation	Neutral	
4.10	Carer	Neutral	
4.11	Lowest income groups	Positive	By providing, albeit only a few in number, more housing will have a positive impact. The Healthy Homes Officer where practicable refers Empty Property owners to YorHome Scheme the Council's social letting agency.
4.12	Veterans, Armed forces community	Neutral	

Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?
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4.13	Right to education	Neutral	Increasing the supply of the homes, albeit only a few in number has a positive impact
4.14	Right not to be subjected to torture, degrading treatment or punishment	Unsure	
4.15	Right to a fair and public hearing	Positive	Use of any legislative powers will be in line with the law and rights of appeal through that process
4.16	Right to respect for private and family life, home and correspondence	Positive	Healthy home interventions helps to support both homeowners/empty property owners and the wider neighbourhood
4.17	Freedom of expression	Unsure	
4.18	Right not to be subject to discrimination	Neutral	
4.19	Other Rights	Positive	We work with a range of partners to ensure that individuals living in or owning dilapidated homes are supported

4.20	Additional space to comment on the impacts		



Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	This is a response to a council motion

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	We have carried out an audit and have found that a significant number of homes which were recorded as empty were not empty or were going to be brought back in to use imminently

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)
	We are recommending that a progress report is brought back to the Executive Member in 6 months time

5.4	Please record any outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal? (Expand / insert more rows if needed)
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Action	Person(s)	Due date
Review Resources - JD/recruitment to implement scheme	Ruth Abbott	01//10/2020
Review processes and procedures	Ruth Abbott	01/10/2020
Review ICT to support above	ICT/Ruth Abbott	01/10/2020
Develop marketing and communication plan	Ruth Abbott	01/09/2020

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

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Executive**19 March 2020**

Report of the Director of Health, Housing & Adult Social Care
Portfolio of the Executive Members for Health & Adult Social Care and
Housing & Safer Neighbourhoods

Lowfield Green: responding to older persons' accommodation needs**Summary**

1. In line with the Council's aim to enable residents to live well independently for life, and in response to recent research with residents about where they would like to live in their later years, this report proposes that the plot earmarked for a Care Home on the Lowfield Green site instead now be made available for the development of Extra Care accommodation.

Recommendations

2. The Executive are asked to:
 - a) Note that the procurement for a developer and operator of a care home on the Lowfield Green site has been terminated.
 - b) Approve the procurement of a developer/operator to construct and operate an Extra Care Housing development on the Lowfield Green site (instead of a residential and nursing care home); and delegate authority to the Corporate Director of Health, Housing & Adult Social Care to award a contract.
 - c) Approve the disposal of the site of the proposed Extra Care development to its developer by way of a long lease (125 years) in return for payment of a premium/capital sum;
 - d) Impose an obligation within the lease to construct an extra care accommodation scheme on the land within a specified period and to thereafter operate that scheme for a specified minimum period.

- e) Impose a covenant within the lease that the land can only be used for extra care accommodation (not for any other purpose/use) for a specified period;
- f) Note that these proposals reflect the views of residents about where and how they want to live in their later years gathered through a consultation and engagement exercise.

Reason: To enable the development of independent living accommodation with care in response to what our residents have told us they want, and to work towards the Council plan ambitions for residents good health and wellbeing.

Background

- 3. On 7th December 2016, Executive agreed that the Older Persons' Accommodation Programme should include the procurement of a new residential care facility within the Lowfield Green development site, in addition to the general needs housing development, to provide multi-generational living in the heart of this residential area.
- 4. At the meeting it was agreed to procure an independent sector care provider to construct and operate a Care Home and that the care provider be chosen through a competitive process.
- 5. Integral to this procurement was that the care provider should enter into a contract with the Council for the purchase of 25 beds in the Care Home at Actual Cost of Care (ACOC) for ten years (with a possible 5 year extension)

The Procurement Process

- 6. The opportunity to develop, construct and operate a care home on the site was advertised in the Official Journal of the European Union on 3rd May 2019. Two bidders expressed an interest in this opportunity and, following an initial assessment of the quality of care provision through a Selection Questionnaire stage, only one was invited to tender.
- 7. However, prior to the submission deadline, that bidder advised the Council that the proposal was not commercially viable and that they would withdraw from the procurement. In the absence of any interest in the opportunity, the procurement has been terminated.

8. Feedback from the potential bidders has led officers to conclude that a care home in that location is unlikely to be able to offer beds back to the Council at Actual Cost of Care rates (ACOC).

Consultation

9. During summer 2019, the Council talked to over 500 people to gain a better understanding of the priorities and preferences of York residents when thinking about accommodation for later life. To refresh our Older People's Accommodation Programme, data was drawn from a survey as well as consultation and engagement events with advocacy groups, interest groups and community groups. We also conducted in depth interviews with a number of York residents to gain a deeper insight into their survey answers. We believe that this approach provided us with a rich source of data which can help to inform a practical and effective older persons' housing programme.
10. In summary, this report has told us that:
 - i. Autonomy when making decisions about where to live in later life is extremely important, however awareness of the types of accommodation and support available varies. Raising awareness of the types of accommodation available should be prioritised to enable people to make informed decisions and select the type of accommodation most suitable for them. Home ownership is also extremely important therefore opportunities for different tenures, including shared ownership should be made available and well publicised.
 - ii. When thinking about accommodation in later life the most important factors are privacy, access to outdoor space and living in a manageable home. Being part of a community and the benefits of living in appropriate accommodation in the right location are also viewed as key factors
 - iii. York needs to adapt to changing demographics and preferences, it should address the lack of purpose built affordable accommodation for retirement living. There is a demand for homes which are safe, manageable and affordable within the city. The city should seek to support developers who can provide homes which are age friendly. Pursuing this would have knock-on beneficial effects for the city as it would free up more family homes into the market.

- iv. There appears to be a strong appetite for assistive technologies with the potential benefits recognised by many. With this in mind pursuing opportunities to integrate assistive technologies into accommodation for older people would seem prudent.
11. Our consultation regarding this particular proposal also includes soft market testing and structured conversations with Registered Social Landlords and commercial developers to gauge the level of interest in developing mixed tenure extra care (independent living apartments with on-site care and support) on the site.
12. This work is ongoing but current feedback indicates that a number of Registered Social Landlords would be interested in developing the scheme. There are a range of different opinions on what the most appropriate and viable tenure mix should be.
13. Health and Adult Social Care Policy & Scrutiny Committee considered the options for the Lowfield Green Older Person's Accommodation plot at their meeting on 18 February.
- The committee were supportive of the idea of an extra care development on the site.
 - Scrutiny committee members would like the evaluation criteria to reward low energy solutions.
 - The principle of mixed tenure was discussed and supported. The committee would like to see bidders offering a tenure mix which demonstrates an understanding of the local demographics and market, with a focus on affordability.
14. Westfield Ward Councillors and local community representatives have expressed an ongoing desire to see the Lowfield Green site provide a supportive retirement community

Review of requirements

15. Given the lack of responses to the care home procurement and the conclusions from our consultation, it was clear that there was an opportunity to review our requirements of the Lowfield Green site.
16. In reviewing the use of the site, we have also taken into account the surrounding residential development, both in terms of programme and tenure mix. The housing development is progressing well with

infrastructure including roads and utilities being provided as part of the housing delivery contract. Development on the older person's accommodation plot is likely to take approximately 2 years. With development starting early in 2021.

17. From this information it is evident that:
 - i. Our older residents would like to be able to live in a home which is "small, safe and manageable" while having care and support available when required.
 - ii. While there is still an ongoing need for nursing care beds for our residents, particularly those who are living with dementia, any attempt to re-procure a care home on the Lowfield Green site is unlikely to generate any viable bids. Alternative opportunities to work with partners elsewhere in the city will be sought.
 - iii. Housing development is underway on Lowfield Green and to ensure the occupation of these properties and the creation of a new community, it is important that a clear alternative plan for the Older Person's Accommodation plot is progressed.
 - iv. There is interest in the market to develop mixed tenure extra care accommodation on the site.
18. York has a high rate of home ownership, however there are currently no extra care developments offering market sale (leasehold) properties. Consultation with Age UK York and other advocacy groups has identified some of the challenges for home owners trying to find age appropriate properties within their local community.
19. Extra care accommodation would include communal social facilities, these could be opened to the wider community. On the Lowfield Green site extra care accommodation could offer community facilities for those living in the neighbouring bungalows and flats for the over 55s. This would help to create a supported retirement community in the area.

Options

20. The options available to the Executive include:
 - a) Undertaking a procurement exercise to secure a developer and future operator of extra care accommodation on the Older Person's Accommodation plot within the Lowfield Green development.

- b) Repeat the exercise to procure a care home developer and operator, potentially with a reduced requirement for beds at ACOC.
- c) Appropriate the older person's accommodation plot into the HRA and for the Council itself to develop extra care accommodation within the housing delivery programme.

Analysis

- 21. Option a), is recommended as it provides an opportunity to create the type of property that the city's older residents have said they want. Residents with care needs will be able to live independently within this popular residential area. The extra care properties will be in the heart of this new community, close to local amenities and with direct access to the local open space.
- 22. Based on the ongoing soft market testing exercise, the procurement will require the developer to:
 - i. Provide, (construct and operate) a mixed tenure development, with a minimum of 3 tenure types (including social rented) and a minimum of 20% of properties of each of these tenure types.
 - ii. Provide properties designed to maximise independence particularly for those living with long term conditions, including dementia.
 - iii. Provide a development which creates community facilities for the residents and, where appropriate, for the surrounding community.
 - iv. Demonstrate the deliverability of the scheme and provide a development timetable that is compatible with the surrounding Lowfield Green housing development.
 - v. Include low energy solutions within the development. The procurement process will be designed to reward low carbon homes and fabric first construction.
 - vi. Commitment to working in partnership with community organisations and Independent living communities in the surrounding area.
- 23. The Council would commission care and support through the Neighbourhood Home Care Framework for individuals whom are assessed as requiring support.

24. Option b) does not deliver independent living accommodation, and is unlikely to generate any viable and compliant bids. Following the terminated procurement exercise developers indicated that the location of the site, the strength of the York self-funder market and the requirement for nursing care beds at Actual Cost of Care all contributed to the lack of viable bids.
25. Option c) would deliver independent living accommodation to the design and environmental standards agreed for the housing delivery programme. However the Council is already committed financially in the delivery of homes on the site. This would increase the HRA capital commitment on the first site being developed through the programme.
26. The council is already the provider of social rented extra care accommodation at Glen Lodge and Marjorie Waite Court. Through discussions with registered social landlords it is clear that there is a desire for others to expand into that market and provide choice for residents.

Council Plan

27. This proposal directly contributes to Council plan objective:
 - i. “Good Health and Wellbeing” specifically the aim to *support individual’s independence in their own home*.
 - ii. “Creating Homes and World-class Infrastructure” specifically the aim to *deliver housing to meet the needs of older residents*

Implications

Financial

28. A capital receipt of £450k is expected from the disposal of the site. No revenue saving has been budgeted from the original intention to procure 25 beds at ACOC rate and the recommended option would not generate savings in the short term.

One Planet Council / Equalities

29. A Best Decision Making assessment is attached at Annex 1. This identifies the quality of life benefits for older people of living in independent living, extra care accommodation. Individual rights and communities of identity are supported through independent living homes. The assessment also highlights that as this is a procurement project, positive environmental impacts will have to be secured through the procurement and contract elements of the project. The assessment

will be shared with bidders and the procurement evaluation will reward proposals which provide the maximum positive environmental impact.

Legal

- 30. The Council has power (pursuant to Section 123 of the Local Government Act 1972) to dispose of land/property (including by way of long lease). Depending upon the nature of the sub-leases of individual dwellings granted by the developer to the occupiers, some of the occupiers may have a statutory right (under enfranchisement legislation) to purchase a 90 year extension to the term of their lease or to purchase the freehold ownership of their dwelling from the Council in due course.
- 31. The procurement exercise will be compliant with EU regulations (which are still extant post Brexit, during the transition period) and Corporate Procurement Regulations.

Risk Management

- 32. The key risks in relation to the proposal are listed below.

<p>Inability to attract any developers to build an extra care development on the site.</p>	<p>Soft Market testing is being carried out with Social landlords and commercial developers in the region and there is interest in the site. This process is also identifying concerns and barriers for some developers which can be addressed through the procurement process.</p>
<p>Inability of the developer to get planning approval to build an extra care scheme on the site.</p>	<p>Outline planning approval has been granted for the development of a care home on the site. The intention is that this scheme will provide older person's accommodation on the same plot, within the same footprint and height restrictions.</p>
<p>Construction on site at the same time as the development of properties through the housing delivery Programme.</p>	<p>Phase 1 of the Lowfield Green development will be completed before development of the older person's accommodation begins which will limit the cross over between contractors. The sites will be clearly separated. The main Lowfield Green contractor is supplying utilities to the site, so the older person's accommodation site will be self-contained.</p>

Developer is unable to make a mixed tenure development viable on the site.	The soft market testing exercise is picking up on some of the risks and concerns about the viability and operation of an extra care scheme. The procurement exercise will allow flexibility in mix and housing and care service design.
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Ends.

Contact Details

Author:

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Accommodation Programme
Tel No. ext 3382

Chief Officer Responsible for the report:

Sharon Houlden
Director of Health, Housing & Adult Social
Care.

Report Approved Date 09/03/20

Specialist Implications Officer(s) List information for all

Financial:-

Name: Steve Tait
Title: Principal Accountant
Tel No. ext 4065

Legal:-

Name: Gerard Allen
Title: Senior Solicitor
Tel No. 2004

Wards Affected: Westfield |

For further information please contact the author of the report

Background Papers:

7 December 2016 Executive report.

Older Persons' Accommodation Programme Update: - Lowfield Green Development: Moving forward to deliver a care home, health facility and housing.

Annexes

Annex 1 - Best Decision Making Assessment

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

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

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

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

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

Introduction

Service submitting the proposal:	Older Person's Accommodation Programme
Name of person completing the assessment:	Louise Ramsay/ Vicky Japes
Job title:	Head of Older Person's Accommodation Programme
Directorate:	Health Housing & Adult Social Care
Date Completed:	06/02/20
Date Approved (form to be checked by head of service):	06/03/20

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? The proposal to procure Extra Care Accommodation on the Lowfield Green site
1.2	What are the main aims of the proposal? The proposal is to make the site previously earmarked for a care home, available for the development of mixed tenure extra care apartments. The opportunity will be advertised and the successful developer will build and operate (or commission the operation of) the accommodation scheme and the care services within it. Residents will be able to live independently in their own apartment with care and support staff available 24hrs a day to support them to live well. There are currently no open market extra care properties in the city. This
1.3	What are the key outcomes? The key outcomes include an increase in the number of extra care properties in the city, reducing the shortfall of properties. A reduction in the number of older people moving into residential care. An integrated community in the Lowfield Green development. Homes available for market sale, shared ownership and social rent.

Section 2: Evidence

2.1	What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) 96% of residents in recent consultation said that they would like to live independently in their later years. 67% of respondents indicated that they would like to move to a small, safe, manageable property. There is a current shortage of over 546 extra care properties in the city.
2.2	What public / stakeholder consultation has been undertaken and what were the findings? recent research with residents asked what was important to residents about where and how they wanted to live in their later years. These results have been shared with partners and potential bidders, so that they can develop homes which meet residents needs. Residents are keen to live independently with access to private space, outdoor space, care and support when needed and close to their friends and family and community facilities. Residents have also said that they would be happy to be supported by assistive technology.

	Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)
2.3	The extra care homes are going to be developed within the Lowfield Green development. During the development phase this will have a combined impact on the local residential area. It will create a new intergenerational community. The developments will include bungalows, flats for the over 55s as well as the extra care homes, so there will be an opportunity for an integrated retirement community on the site. The extra care development will include communal facilities which will be made available to the wider community.

Section 3: Impact on One Planet principles

Please summarise any potential positive and negative impacts that may arise from your proposal on residents or staff.

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	This proposal will provide a construction opportunity for local workers. It will also offer long term work
3.2 Provide additional employment or training opportunities in the city?	Positive	Local tradespeople will be employed on the construction site, operational staff will be required for
3.3 Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Positive	The procurement of extra care accommodation will require that the development includes properties for social rent and shared ownership properties. This will

Health & Happiness

Does your proposal?	Impact	What are the impacts and how do you know?
3.4 Improve the physical health or emotional wellbeing of residents or staff?	Positive	Having access to good quality housing is one of the biggest determinants of good health. This proposal will allow people to live independently in their own home
3.5 Help reduce health inequalities?	Positive	The proposal will provide a mix of tenure types.
3.6 Encourage residents to be more responsible for their own health?	Positive	The proposal is to build independent living properties rather than a care home. This will enable residents to
3.7 Reduce crime or fear of crime?	Positive	The development will have a 24 hour staffing
3.8 Help to give children and young people a good start in life?	Neutral	This proposal is designed to provide accommodation for older people it is unlikely to have any impact on children

Culture & Community

Does your proposal?	Impact	What are the impacts and how do you know?
3.9 Help bring communities together?	Positive	The development will include communal social facilities
3.10 Improve access to services for residents, especially those most in need?	Positive	There are no other extra care developments in the west of the city. This development will give access to affordable homes and affordable 24hr care.
3.11 Improve the cultural offerings of York?	Neutral	
3.12 Encourage residents to be more socially responsible?	Positive	Residents in this development will be encouraged to part of the wider community. The development will be

Zero Carbon and Sustainable Water

Does your proposal?	Impact	What are the impacts and how do you know?
3.13 Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Positive	The procurement will be designed to reward proposals which prioritise energy efficiency, low life time costs for homes and reduced carbon.
3.14 Minimise the amount of water we use and/or reduce the amount of water we pay for?	Neutral	

Zero Waste

Does your proposal?	Impact	What are the impacts and how do you know?
3.15 Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Unsure	bidders will be asked for their proposals on minimising waste and maximising recycling and reuse.

Sustainable Transport

Does your proposal?	Impact	What are the impacts and how do you know?
3.16 Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Positive	This project will provide accommodation in the heart of a residential community with easy access to walking, cycling and bus routes. It also provides easy access to a range of local amenities and services.
3.17 Help improve the quality of the air we breathe?	Neutral	

Sustainable Materials

Does your proposal?	Impact	What are the impacts and how do you know?
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3.18	Minimise the environmental impact of the goods and services used?	Unsure	Bidders will be asked how they will minimise the environmental impact of their goods and services. This
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Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Unsure	Bidders will be asked to consider how they can support local and sustainable food initiatives.

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Neutral	The development will include garden areas and direct access onto the shared communal open space.
3.21	Improve the quality of the built environment?	Neutral	
3.22	Preserve the character and setting of the historic city of York?	Neutral	
3.23	Enable residents to enjoy public spaces?	Positive	this development will be directly linked to the public open space within the Lowfield Green development, allowing

3.40	Additional space to comment on the impacts		
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Section 4: Impact on Equalities and Human Rights

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

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

Equalities

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

		Impact	What are the impacts and how do you know?
4.1	Age	Positive	This proposal is to provide independent living accommodation for older residents with 24 hour care for residents who need it.
4.2	Disability	Positive	This proposal will support residents with care needs including those with disabilities to live independently in their own homes.
4.3	Gender	Neutral	This proposal will provide independent accommodation for all residents, each person will be able to live in their own home, with an individual tenancy. Care will be provided in people's own homes.
4.4	Gender Reassignment	Neutral	As people will be living in their own homes they will be able to live with privacy and dignity without sharing communal bathing and care facilities.
4.5	Marriage and civil partnership	Positive	As this proposal is providing independent living accommodation for sale or rent. Partners and spouses will be able to move into apartments with the resident who needs care. Maintaining relationships and carers.
4.6	Pregnancy and maternity	Neutral	As this is older person's accommodation it is unlikely to have any impact on this community of identity.
4.7	Race	Neutral	This proposal offers independent homes which will be available to rent and buy based on the need for care, regardless of race.
4.8	Religion or belief	Neutral	
4.9	Sexual orientation	Neutral	
4.10	Carer	Positive	This accommodation will allow people to live independently with 24 hour care when needed. It will enable carers to move with those who need the care but will mean that the carer won't have to be fully responsible for meeting all of the resident's needs.
4.11	Lowest income groups	Positive	The development will offer a mix of tenure types, with at least 20% of the properties being social rented homes. These will be allocated on the basis of care need and North Yorkshire Home Choice housing criteria.
4.12	Veterans, Armed forces community	Neutral	

Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?
--	--------	---

4.13	Right to education	Neutral	
4.14	Right not to be subjected to torture, degrading treatment or punishment	Positive	Resident will live in their own homes and have care and support when they need it.
4.15	Right to a fair and public hearing	Neutral	
4.16	Right to respect for private and family life, home and correspondence	Positive	This proposal will provide independent homes where residents can live the lives they choose, with care provided when needed.
4.17	Freedom of expression	Positive	Resident's will live independently in their own homes, where they will be free to live as they choose.
4.18	Right not to be subject to discrimination	Positive	Residents will live in their own homes but will have access to communal facilities and care services. The building will be managed and activities will be provided to support the
4.19	Other Rights	Neutral	

4.20	Additional space to comment on the impacts		



Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The procurement of this development will be clear that the council is looking to develop energy efficient, low carbon homes with low whole life costs. Higher scores will be awarded during the procurement evaluation for proposals which impact positively on the one planet principles.

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The procurement will include questions to establish how the development will be operated, how a mixed and tolerant community will be established and how all residents will be included in activities.

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)
	Ongoing enegagement with local residents and older residents and older people's advocacy groups to ensure the development meets their needs.

5.4	Please record any outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal? (Expand / insert more rows if needed)
-----	---

Action	Person(s)	Due date
Include specific questions in the procurement to address <u>energy efficiency, waste reduction, local food initiatives.</u>	Project Manager, procurement	Summer 2020
The building to be designed to reduce energy use minimise carbon and enhance the local environment	Development partner	From Autumn 2020 ongoing.

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

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Executive**19 March 2020**

Report of the Deputy Chief Executive
Portfolio of the Executive Member for the Environment and Climate Change

Climate Emergency Response**Summary**

1. This paper provides an update on the council's work to reduce carbon emissions at a city level, identifying activities which relate to the council's own carbon emissions and those which have a wider impact on carbon use across the city.
2. Ongoing activities are progressing which support the shift to a lower carbon economy. However, we recognise that as a city and as council we must go further and faster to reduce and mitigate the effects of climate change. The council will be bringing forward a range of papers for decision by Executive over the coming months.

Recommendations

3. The Executive is asked to note this update.

Background

4. The Council declared a climate emergency in March 2019. An update was provided to Executive in August 2019 to outline ongoing activity in response and to recommend from additional actions. The activities below were requested by Executive:
 - a. *"The Climate Change Policy & Scrutiny Committee to consider York refreshing its engagement with the Global Covenant of Mayors for Climate & Energy"*
 - b. *Officers to investigate the potential for York's participation in the developing network of UK Climate Emergency cities;*

- c. *Officers to investigate how to engage with the newly established Local Government Association Climate Emergency Task and Finish Group, which will make recommendations on how the government can support councils in achieving climate emergency targets;*
- d. *A further report to be developed regarding the emerging Carbon Reduction Plan, the timing of which will be determined by the Leader.*
- e. *Reports in relation to the following investments made in the Emergency Budget to be brought to the Executive / Executive Member for Economy & Strategic Planning, as indicated below:*

To Executive:

- *The Northern Forest, with this initiative to be signed up to by the council*
- *Building Insulation Programme*
- *Electric Charging Points*

To the Executive Member:

- *Additional capacity to speed up the production of Supplementary Planning Documents to support the Local Plan.”*

5. In response to these requests:
 - a. The Climate Change Policy & Scrutiny Committee considered refreshing the Engagement with the Covenant of Mayors in December 2019 and recommended to Council that CYC’s commitment is restated. Council accepted this recommendation. A further report to scrutiny in March will update on this, including the required carbon disclosure reporting.
 - b. Participation in the UK Climate Emergency Cities network will be considered by the new Carbon Reduction team (See paragraph 8 below).
 - c. The new Carbon Reduction team will also engage with the Local Government Association Climate Emergency Task and Finish Group

- d. The development of a carbon reduction plan was within the agreed remit for the Climate Change Policy & Scrutiny Committee. The committee has continued to consider factors in relation to the plan, and will be reporting to Executive in due course. Officers are currently commissioning a report outlining a detailed carbon reduction pathway for York. This evidence-based work will prioritise activities which deliver the biggest carbon reductions. It is intended that the report will be received in April and form the evidence base from which the council will plan its programme of activity for the next 3 years.
- e. The following reports are planned:
 - i. Executive will receive papers on the Council's Fleet Strategy and Electric Vehicle Charging Strategy at this meeting.
 - ii. The Executive Member for Housing & Safer Neighbourhoods will receive a report on 30 April in relation to the Energy Accelerator Project around housing insulation.
 - iii. In April, Executive will receive reports outlining the Council's tree strategy, the development of tree planting in relation to the Northern/White Rose Forest (signed up to in July 2019) and the Pollinator Action Plan, the scope of the Local Transport Plan and the approach to climate change consultation.
 - iv. In May, Executive will receive the year-end report from Scrutiny.
 - v. In October 2019, the Executive Member for Economy and Strategic Planning received a report which outlined the prioritisation and progress of Supplementary Planning Documents (SPDs) related to Green Infrastructure, and Carbon Reduction, Renewable Energy and Sustainable Design and Construction.
6. The Council has invested £384k to resource the development and co-ordination of the climate action plan. On 27 March, an investment of £150k in 20/21 with a further £150k committed in 2021/22 was included in the budget towards the climate change delivery programme. This is additional to £54k included in the supplementary budget of July 2019 to support a Carbon Reduction and Sustainability Officer, with a £30k capacity building budget.
7. This does not include significant additional delivery budgets for work in relation to carbon reduction across multiple areas of council work,

including for the Northern Forest, which consists of £50k ongoing revenue and a total of £3m capital funding.

8. Following this additional funding made available in the 2020/2021 budget, recruitment is underway to recruit to a new Carbon Reduction team to co-ordinate work across the council on the pathway to net carbon zero and to engage with the whole city. The next phase of work is to bring together the above areas of work into a clear programme of activity. The delivery of this will continue to sit across all areas of the council, but will be reported through to Executive as a specific programme. The programme will be underpinned and shaped by an evidence-based pathway to net zero carbon of the city, and informed by a wide range of engagement activities to bring together the public, stakeholders and experts in addressing the challenges. The reports noted in paragraph 5.e. above relate to key work streams of this emerging programme.
9. An update, designed to be public facing and accessible, is provided at Annex A to summarise the work underway and the identified areas of future work for the council in terms of its own carbon footprint and as an enabler of carbon reduction across the city. It also notes actions which all residents can consider to reduce their own carbon footprint and support the Council in delivering the target for the city.

Consultation

10. A future report will outline the approach to engagement and consultation across the city in respect of climate change.

Council Plan

11. The emerging programme of activity described in this paper relates to and underpins each area of the Council Plan, but is more closely related to the ambitions for net carbon zero in the Greener and Cleaner outcome.

Implications

- **Financial** – the financial resources are noted within the body of this report.
- **Human Resources (HR)** There are no HR implications other than recruitment to the Carbon Reduction Team through the council's standard procedures.

- **One Planet Council / Equalities** The activities described in this report support the ambitions to be a sustainable city.
- **Legal** There are no legal implications in relation to this report.
- **Crime and Disorder** There are no crime and disorder implications in relation to this report.
- **Information Technology (IT)** There are no IT implications in relation to this report
- **Property** There are no property implications in relation to this report.
- **Other**
State here any other known implications i.e. Highways (Contact – relevant Head)

Risk Management

8. There are no known risks in relation to the recommendation of this report.

Contact Details

Author:

Will Boardman
Head of Corporate Policy
and City Partnerships
Corporate and Customer
Services
Tel No. 01904 553412

Chief Officer Responsible for the report:

Ian Floyd
Deputy Chief Executive

Report **Date** 10 March 2020
Approved

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

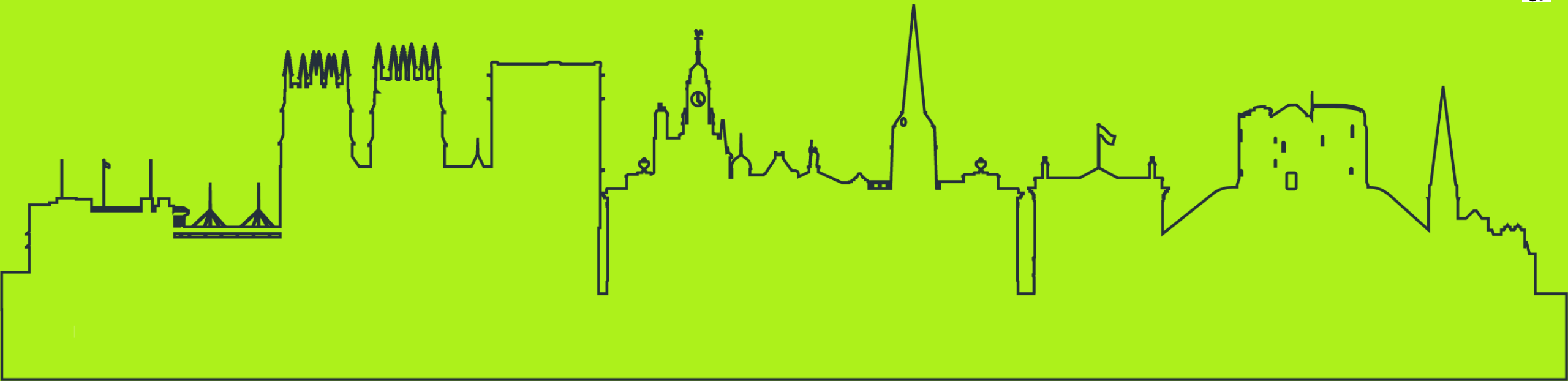
Responding to the Council's Climate Change Motion

<https://democracy.york.gov.uk/documents/s133825/Climate%20change%20-%20Final.pdf>

Annexes

Annex A – A Climate Emergency Update.

Climate Emergency Update



Background

City of York Council declared a Climate Emergency in March 2019 in response to the Intergovernmental Panel on Climate Change's Special Report, "Global Warming of 1.5°C", Oct 2018. This report said that, unless emergency action is taken, global warming will likely reach 3°C with disastrous consequences.

As part of the declaration of a Climate Emergency, the council recognised that whilst lots of good work and progress on climate change has already been achieved, much more needs to be done.

A target of becoming carbon neutral as a city by 2030 was set. A report went to Council Executive in August 2019 to update on activities already underway. Since then, significant progress has been made to support carbon reduction and we are planning further activity to accelerate the impact of activities.



What does this update include?

- What the Council could do to become carbon neutral itself
- What the City could do together to become carbon neutral
- What we, as individuals, can do to reduce our carbon footprint



What could the Council do to make itself carbon neutral as an organisation?

What the Council could do for itself

Heat

Reduce our fossil fuel use for heating and the amount of heat that is lost from our buildings

- Invest in modernising council houses to provide much better insulation
- Convert or replace existing boilers to low carbon alternatives

The 2020/2021 budget outlines a capital programme of over £40 million to support refurbishment and improvement of council housing stock

- Utilise low carbon technologies that convert energy in the ground, water and air into useful heat.

The Guildhall Project is using a water-source heat pump to generate heat for the building

- New buildings should aim to be very low or zero carbon and must consider the future phase out of fossil fuels in their design

CYC Housing Design Guide 2019 provides guidance on the delivery of low/zero carbon homes



What the Council could do for itself

Transport

Reduce our need to travel, encourage sustainable travel options and reduce reliance on fossil-fuelled vehicles

- Increase the use of electric vehicles in our fleet, with charging facilities to make them a practical option
 - We are investing in trialling electric vehicles for our waste fleet*
 - We are reviewing our fleet of cars and vans, with a view to move to electric as soon as is practicable*
- Utilise flexible working and technology to reduce the need for staff travel
 - We are increasing our use of telephone and video conferencing, and webinars to ensure we only travel when necessary*
- Consider our approach to reducing carbon in all our services, including the frequency of services and the way we move around to deliver services
 - For example we have moved from daily deliveries to weekly deliveries in office supplies, saving time, travel and carbon*
- Encouraging our colleagues to travel to work by walking, cycling, using public transport or electric vehicles



What the council could do for itself

Electricity

Minimise our demand and maximise renewable electricity generation

Moving away from fossil fuels to heat our buildings and power our vehicles may increase our electricity consumption. We can mitigate the effect of this by:

- Switching to a green energy tariff on ALL electricity

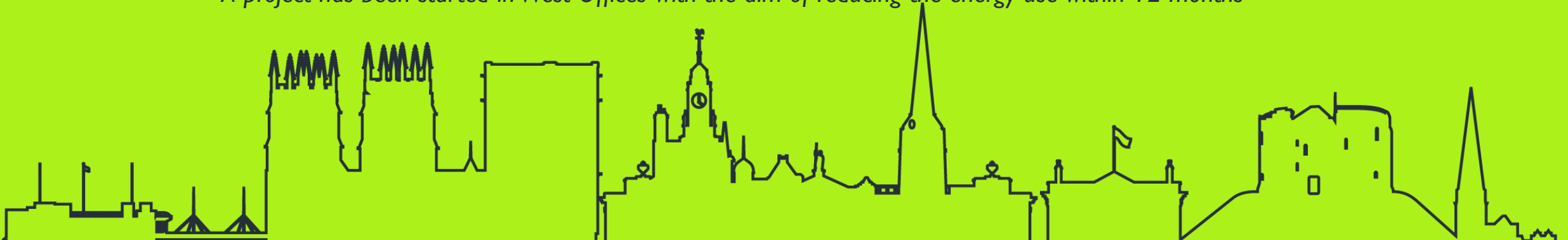
The council will be on a green energy tariff from 1st April 2020, this includes all street lights & traffic lights

- Maximising the generation and storage of renewable electricity on our land and buildings

Solar canopies are being planned for the new St George's Field car park and Hyperhubs at Park and Ride sites to support electric vehicle recharging. Addition solar panels are being installed at Hazel Court.

- Monitor our energy use and educate ourselves to lower our use and demand

A project has been started in West Offices with the aim of reducing the energy use within 12 months



What the Council could do for itself

Policies and Practices

Review and update our policies and practices where necessary to ensure they embed a climate emergency ethos.

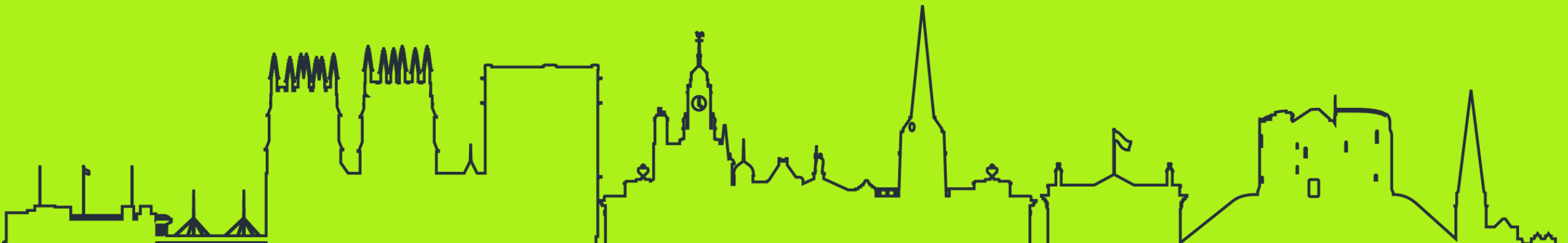
We are looking at our procurement policies to ensure they support a zero carbon future and developing supplementary planning documents in relation to ‘Green and Blue Infrastructure’ and ‘Carbon Reduction, Renewable Energy and Sustainable Design and Construction’.



What could York do as a whole city?

What the City could do together; businesses & academia

1. **Renewable Energy** – appropriately increase York’s use of its natural, renewable energy resource. Move to Green Energy tariffs - on the whole they are often cheaper!
2. **Buildings** – Improve the energy efficiency of our buildings and increase our use of low carbon forms of heating, by:
 - Moving to solar generation, air, water or ground source heat pumps where possible across your buildings
 - Insulating as best you can; loft lagging, double glazing, draft proofing
 - Measuring your usage and feedback regularly to colleagues to support energy reduction
3. **Sustainable Transport and Infrastructure** – support colleagues in walking, biking or using public transport to get to work
4. **Land use** – support citywide planting of 50,000 trees in 3 years
5. **Waste** – Reduce levels of waste, increase re-use, recycling and composting
6. **Education** – making sure we’re all aware of what we can do - working together we can make a great difference!



What the Council could do to support the city's actions

1. **Renewable Energy** – the council is writing new Supplementary Planning Documents to support and guide the use of renewable and low-carbon energy solutions
2. **Buildings** - The council is supporting Better Homes Yorkshire to encourage the use of better insulation in the private homes across the city.
3. **Sustainable Transport and Infrastructure** – The council is investing in electric charging points for vehicles, better cycling and walking infrastructure and supporting the conversion of the city's bus fleet to electric.
4. **Clean Air Zone** – the Council has the only voluntary clean air zone in the UK, supporting the shift to electric buses.



What the Council could do to support the city's actions

- 4. Land use** –The council is progressing the Local Plan, supported by policies including thermal efficiency, alongside policies which promote biodiversity and tree planting. The council is also proposing the planting of a significant number trees (50,000) across the city
- 5. Waste** –The council is considering how it can increase the available of green bins across the city and increase the range of recycling options for residents, increasing the city's recycling performance. Recycling rates are already strong in the city.
- 6. Education** –The council is looking at options to promote citywide engagement in climate action.

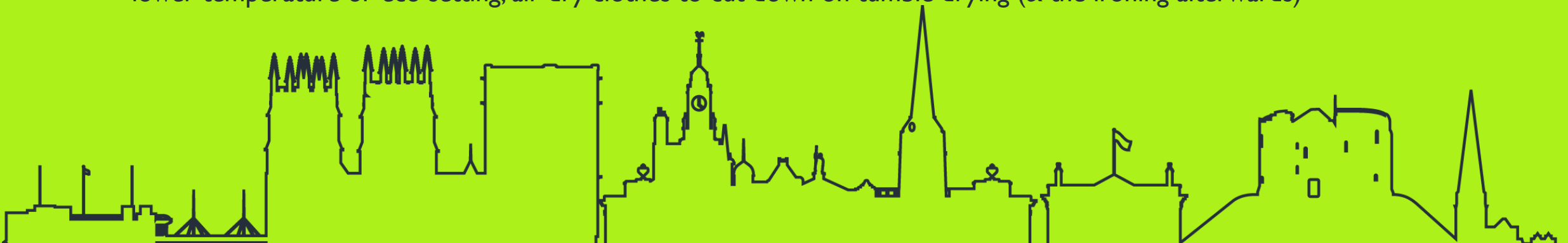


What can individuals do to reduce their carbon footprint?

What, we as individuals, can do?

Where possible:

- **Use less energy for heating** – turn down the thermostat by 1°C or more, put on a jumper rather than turning up the heating, stop draughts and ensure your home is insulated. Look to see if you are eligible for grants for insulation or more efficient boilers or heating systems – see www.betterhomesyorkshire.co.uk
- **Use less energy for hot water** – make sure your boiler is on the most eco-friendly setting, don't leave hot water taps running, take a quick shower rather than a bath.
- **Lighting** – Turn lights off, use natural light where possible, use energy efficient LED lighting
- **Food** – Try to eat less meat if possible, buy locally and only what you need, composting all suitable waste
- **Washing and Drying Clothes** – Wait until there is a full load before using the washing machine, use a lower temperature or eco setting, air dry clothes to cut down on tumble drying (& the ironing afterwards)



What, we as individuals, can do?

Where possible:

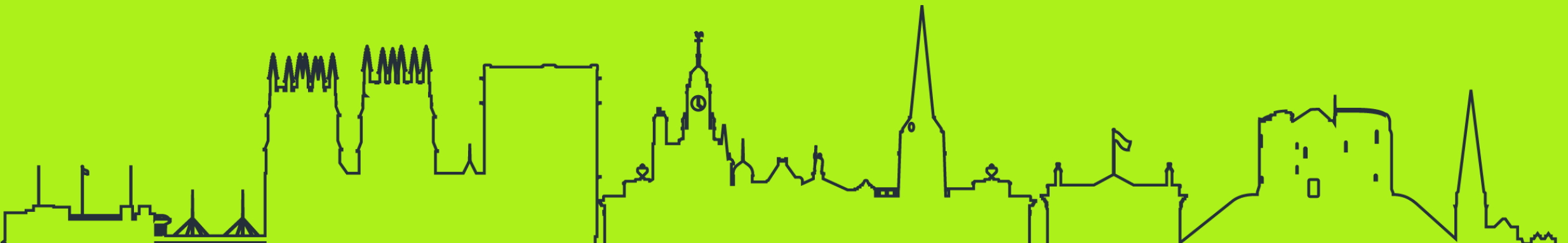
- **Electrical appliances/gadgets** – Purchase the most efficient equipment you can, turn off all equipment when not in use, turn off phone and laptop chargers when not in use.
- **Rubbish** – Reduce, reuse and recycle as much as you can.
- **Travel** – Walk, use a bus, train or cycle; walk or cycle part or all of the way where possible, combine activities to reduce car journeys; car share; reduce the number of flights you take and consider buying an electric car if you can.
- **Renewable Energy** – switch to a green energy tariff; consider the suitability of your home for the installation of renewable sources of energy, like solar panels or air/ground source heat pumps.



What, we as individuals, can do?

If possible:

- **Gardens** – plant a tree or sponsor one through the Woodland Trust, compost what you can, mow lawns less frequently and create wild areas in you garden.
- **Education** – help other people to understand what they can do too.





Executive**19 March 2020**

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

Electric Vehicle Charging Strategy**Summary**

1. In light of the climate change emergency the council is looking across all areas in which it can make a tangible difference. To this end the Executive received a report in September 2019 which updated on the project to develop rapid and ultra-rapid charger points at two park and ride sites. It also reported the progress of moving from 44% of charges being operational to 84% and this work is now complete with 100% operational by the end of 2019. The council also recognise that our existing Fast charging network needs improving both in quality and quantity.
2. The Executive also committed to the development of an Electric Vehicle (EV) Charging Strategy. This report presents that strategy which is contained with Annex A – Public EV Charging Strategy, upon approval this will receive further design work and be published.
3. This Strategy explains the rationale for choosing the number and location of charging, sets out the principles of tariff setting to ensure the network is self-financing through user payments and explains the approach to determining appropriate infrastructure by matching charging power to dwell times.
4. The Strategy also sets CoYC's approach to providing charging for residents living in terraced streets without off road parking.
5. The proposed Strategy sets out a path to move York back into a leading position in EV charging infrastructure. York was a pioneer in providing public charging from 2013, now is the time to restate our commitment to provide a world class public charging network which will benefit York and act as an exemplar for local authorities who want to learn from our experience.

6. The Energy Saving Trust, through the Local Government Support Programme, has provided free expert advice during the development of this Strategy. EST has agreed to the use of its logo on the final version of the Strategy and has recognised the leading role that City of York Council is taking by becoming one of the first local authorities to develop a comprehensive approach and publish a public document.

Recommendations

7. The Executive is asked to:

- 1) Approve the EV Charging Strategy for adoption

Reason: The Strategy is necessary to provide direction on future investments into the public charging network. With the predicted growth in plug-in vehicle sales, it is important to formalise the Council's approach ahead of investment decisions.

- 2) Endorse the ambition set out in the Strategy that a minimum of 5% of bays in council owned car parks will be charging bays by 2023. Based on initial costing estimates this is expected to cost circa £0.8m and delivery of the ambition will be subject to successful external funding bids. This is in addition to agreed budgets for Hyperhubs at Monks Cross and Poppleton Bar (£2.2 million) and renewal of the existing charging estate (£0.25 million).

Reason: In order to assist with the acceleration of EV take up and to ensure there is robust provision of EV charging points across the City and meet carbon reduction targets, 5% is consistent with current planning policy for developments.

- 3) To agree approach to bay management; To endorse the recommendations of Scrutiny Committee (**paragraphs 31 – 35**).

Reason: To provide a fair system for charging and parking, prevent bay blocking and allow efficient management of car parks and charging bays;

- 4) Executive to agree to a standard tariff of 20 p/kWh for Fast chargers and 25 p/kWh for Rapid and Ultra Rapid chargers, to be reviewed on an annual basis as part of budget setting;

Reason: To ensure a fair tariff for all residents and a sustainable approach to Council managed EV charging estate;

- 5) Executive to note that officers continue to explore options where viable for on street parking.

Reason: To ensure there is equal opportunity for all potential users;

- 6) Executive to note that officers will explore options for EV taxi charging in the City centre.

Reason: To assist Taxi drivers to utilise EV.

Background

8. Since 2013 council has provided a public charging network for electric vehicles. The network currently consists of 20 fast double headed charge points (40 sockets) and 5 rapid chargers.
9. Fast charge points provide between 7 – 22 kW of power. The council network is almost entirely made up of 7 kW charge points. The maximum rate of charging is dependent on the type of on-board charger that the car has, not just the power output of the charger. All modern electric cars can charge at 7 kW, whereas generally a plug-in hybrid will be limited to 3 kW. This means that a 7 kW charge point will provide around 20 - 30 miles of range for every hour that a pure electric car is charging and around 10 -15 miles of range for every hour that a plug-in hybrid car is charging. The Fast charge points are intended to provide top up charging for day to day driving ranges.
10. Rapid chargers provide 44 kW AC (used by manufacturers such as Renault), and 50 kW DC. Rapid chargers are used when you need to charge a car more quickly. Plug-in hybrids generally can't use Rapid chargers at all or where they can they get a reduced amount of power. So Rapid chargers are for pure electric cars. A Rapid charger bypasses the on board charger so can deliver significantly quicker charge times, typically providing around 150 miles of range for every hour that a pure electric car is charging.
11. Ultra-rapid chargers are designed to support the new generation of EV's which have bigger battery capacities. Ultra-rapid is defined as more than 150 kW, which is capable of providing around 320 miles of range for every hour that a pure electric car is charging. Ultra-rapid chargers are

backward compatible so a car that is capable of accepting 50 kW's will receive 50 kW's from a 150 kW charger. This means that they can be used by new and existing EV's.

12. EV users can access the network through either the "Charge Your Car" or "Polar Network" services, using web based apps or dedicated access cards. They pay a tariff to the council, which is intended to cover electricity and back office fees of the network. The current tariff of 15 p/kWh was set in 2013 by the Council and hasn't been revised since. New Rapid and Ultra Rapid chargers will allow customers to use a bank card without the need to join a network.
13. The "Charge Your Car" service is a pay as you go service where the EV user accesses a web based app or pays an annual fee of £20 for an RFID access card. Charge Your Car is used by several local authorities around the country and provides access to over 1,000 chargers in the UK. For regular users "Polar Plus network" is available where the EV user pays a monthly subscription and then pays a reduced tariff for the electricity they use. Polar Plus provides access to around 10,000 chargers around the UK, including Charge Your Car chargers. Both services are operated by BPChargemaster and together offer the largest network of chargers in the UK. The table in **paragraph 25** sets out the different tariff options available and the benefits to users of each option.
14. Over time the network has become more heavily utilised as the number of plug-in vehicles has increased. As a result it can be hard to find an available charge point and the council receives regular requests from residents for additional infrastructure.
15. The difficulty in finding an available charge point has been compounded by unreliability, which resulted in less than 50% of the infrastructure being operational in early 2019. This was due to a combination of life expired charge points, lack of proactive maintenance, and lack of expertise within the Council to provide effective oversight of the network.
16. During 2019 actions were taken, following interim budget approval, to improve uptime including securing a budget to appoint a temporary maintenance contractor, and establishing a virtual EV team which has eliminated the single point of failure by providing significant resilience. This resulted in 100% of charge points being available by the end of 2019.

17. Despite this dramatic short term improvement, there remain significant underlying issues that need addressing including life expired chargers, including some chargers that have 3 pin sockets which are no longer appropriate, insufficient number of chargers overall, poor geographical distribution, issues with the number and location of rapid chargers, no ultra-rapid chargers to support next generation cars, and poor communication between back office provider, hardware provider, and maintenance provider.
18. The EV Charging Strategy seeks to address these longer term issues by setting out how we will provide a future proofed, high quality charging network that meets the needs of residents, fleets, through traffic and commuters.
19. The Council has applied for £1.5m funding to complement the Council's existing investment to assist with delivering the ambition of 5% charging bays in Council owned long stay car parks and a third Hyperhub site at the hospital. A decision on this funding is expected in the Spring.

EV charging tariffs, parking charges and enforcement

20. A key element of the strategy is the tariff price point. The driver for the Council's involvement providing EV charging infrastructure is to offer equal opportunity for all users (with on street and off street parking) and to ensure that tariffs for charging are at a fair rate. With a tariff of 15 p/kWh an electric car consuming 200 Wh/km costs the equivalent as a petrol car achieving 120 mpg or a diesel car achieving 125 mpg. The table below shows how different tariff rates compare with the cost of petrol or diesel.

Tariff	Petrol mpg equivalent (based on 200 Wh/km consumption)	Diesel mpg equivalent (based on 200 Wh/km consumption)
15 p/kWh	120	125
20 p/kWh	90	94
25 p/kWh	65	68
30 p/kWh	60	63
35 p/kWh	52	54
40 p/kWh	45	47
45 p/kWh	40	42

21. At present, the Council charges 15 p/kWh, which has been fixed since 2013, and this will need to increase in order to cover the costs of electricity and the operation of the charging points.
22. The council's proposed tariff approach is based on the Council's standard tariff for electricity (at the moment 15p/kWh, which will increase in 20/21) plus an additional charge to cover the operation and support costs. The recommendation is a tariff of 20 p/kWh for Fast chargers and 25 p/kWh for Rapid and Ultra Rapid. Customers paying by contactless bank card at Rapid and Ultra Rapid chargers will be charged the same tariff of 25 p/kWh. Bank card payment isn't currently available at Fast chargers. This will cover the Council's costs for electricity and day to day costs, whilst passing the benefit to the customer as the Council will make no surplus from this.
23. The Council's energy prices are fixed for 12 months (from the 1st April), which enables the Council to set a tariff for the whole year. It is therefore suggested that there is a 12 monthly review of the tariff moving forward as part of regular fees and charges setting.
24. It is important to note that the electricity delivered from the Council's charging estate is part of the Council's energy contract which purchases renewable energy.

25. See the table below (an extract of the strategy) user guidance.

	Regular User	Occasional User	One off
Network	Polar Plus	Charge Your Car	Pay by contactless bank card (No Network)
Best deal for	Fast – more than 100 kWh per month Rapid – more than 80 kWh per month Ultra-Rapid – more than 160 kWh per month	Fast – less than 100 kWh per month Rapid – less than 80 kWh per month Ultra-Rapid – less than 160 kWh per month	Fast – N/A Rapid – less than 80 kWh Ultra-Rapid – less than 160 kWh
Access to	Fast, Rapid, Ultra Rapid (All chargers)	Fast, Rapid, Ultra Rapid (All chargers)	New Rapid, Ultra Rapid
Monthly subscription	£7.85 a month	No monthly subscription	No monthly subscription
Annual fee	None	£20 for RFID access card (recommended option as most reliable method of accessing chargepoints) None for web based app	None
Tariff to the customer	Fast 12 p/kWh Rapid 15 p/kWh Ultra-Rapid 20 p/kWh	Fast 20 p/kWh Rapid 25 p/kWh Ultra-Rapid 25 p/kWh	Rapid 25 p/kWh Ultra-Rapid 25 p/kWh
Parking fee	Fast bays – parking fee applies Rapid/Ultra Rapid – no parking fee	Fast bays – parking fee applies Rapid/Ultra Rapid – no parking fee	Fast bays – parking fee applies Rapid/Ultra Rapid – no parking fee
Other benefits	Access to over 10,000 chargepoints across the UK	Access to over 1,000 chargepoints across the UK	

26. For Rapid and Ultra-Rapid chargers the commercial tariff will generally be between 30 – 45 p/kWh. For Fast chargepoints the commercial tariff will generally be between 18 - 30 p/kWh.
27. A secondary element of management of EV charging is the parking bays that service the charging points. A Fast charging unit services two bays. At present EV charging bays in Council car parks are inconsistently marked and have a charging unit between two bays at the foot of the bays. The EV user uses their own cable to attach their vehicle to the charging unit for Fast chargers. The EV user is charged for the power they draw down. The Council monitors the usage through a back office system, which gives sight of how long the vehicle is connected to the charger and how much power was drawn down.
28. The EV user is not, as it currently stands, charged any parking fee. This gives the EV user free parking even when the car has finished charging. The current system is open to abuse as an EV owner can park all day free of charge and may only actually charge for a few minutes.
29. The consequence is that the bay is then not available for other EV users who do need to charge and lost parking revenue.
30. There will be a condition that users of EV bays are using them principally to charge and enforcement action will be taken where a vehicle is using a bay and is not plugged into the charging point.
31. Options to manage bays have been considered by Scrutiny Committee and the following recommendations have been made:
 - Parking charges should be made on Fast charging (parking bay type) EV charging points;
 - Free parking for residents at Fast chargers overnight;
 - A penalty regime should be in place for rapid/ultra-rapid charging bays;
 - Availability of EVs through car clubs;
 - To continue to explore options for on street charging;
 - Energy feeding the chargers should be from a renewable source;
32. In light of these recommendations parking fees will be applied to Fast charging bays. This will dissuade users who currently plug-in to get free parking when they have a nearly full battery and don't need to use the chargepoint, making the space available to customers who do need to charge. This will also support the roll out of additional Fast chargers.

33. For residents, free overnight parking will be available by applying for the Regular User Discount Pass which costs £30 for 2 years. This will ensure that residents without charging facilities at home can use Council car park chargers without paying parking fees. This is in recognition that they would not pay for parking at home.
34. To manage churn at Rapid charging bays, these will be treated as medium stay bays and have a time limit on the bay. A limit of 90 minutes will allow sufficient time to charge the vehicle. After 90 minutes a £10 overstay fee will be charged. For every additional 60 minutes a further £10 fee will apply.
35. The Ultra Rapid charging points at the Hyperhubs will operate in a different way, more like a service station where a customer will pull into the bay for the duration of the charge then exit once they have their required charge. A limit of 90 minutes will be placed on the bays to provide enough time for all users to be able to get a full charge. After 90 minutes a £10 overstay fee will be charged. For every additional 60 minutes a further £10 fee will apply.

Consultation

36. The development of the Strategy has been informed by taking on board requests from residents and users of the existing network who regularly contact the Council with issues and suggestions. We have also had informal meetings with residents who have more detailed suggestions of how the network could develop.
37. To complement this we have used free support available from Energy Saving Trust (EST) who have been tasked with supporting Local Authorities to develop EV plans. EST have provided an independent expert review of the Strategy.
38. Scrutiny Committee has provided valuable input into the final version of the Strategy by providing recommendations for bay management.
39. The Strategy outlines the next steps for consultation and what needs to be undertaken when considering individual EV charging schemes.

Options

40. The following options are available:

- 1) Do nothing
- 2) Approve EV Charging Strategy for adoption

Analysis

Option 1 - Do nothing

41. This option would not address the underlying issues with the existing network. This would lead to a very poor customer experience and wouldn't support the Council's aspirations around encouraging EV uptake.

Option 2 - Approve EV Charging Strategy and tariff level

42. This would provide clear policy direction to enable investment in the network delivering a World class solution allowing York to retake a position at the forefront of EV promotion.

Council Plan

43. The Strategy outlines an equitable approach to charging infrastructure that will support improved Air Quality, Climate Change objectives, financial vitality and aligns with wider Transport Policy objectives. It aligns with Council Plan objectives of Getting Around Sustainably, and Greener and Cleaner City.

Implications

44. **Financial**

The model for the Council's EV charging provision is based on it being self-financing and the annual monitoring and setting will manage the risk of increases in energy and other costs. The strategy will steer prudential investment in charging infrastructure.

45. **Human Resources**

There are no HR implications

46. **One Planet Council / Equalities**

Public charging infrastructure is designed to be accessible and will generally be supported by wider bay widths which match existing disabled spaces, making it easier for users with mobility issues to use any charging space in York. The Better Decision Making tool is in **Annex B**.

47. **Legal**

The proposed new car park layouts will require a new Off Street Parking Places Order as the proposals would significantly amend the current car parks, and the ability to charge will need to be included in the Order.

48. **Crime and Disorder**

There are no Crime and Disorder Implications

49. **Information Technology**

There are no Information Technology implications from the Strategy itself. Future work streams will look at how to make best use of IT solutions to encourage user behaviour and determine the potential for integrating parking payment and user tariffs.

50. **Property**

There are no Property implications

51. **Other**

There are no other implications

Risk Management

52. There are no known significant risks associated with the Strategy itself. Work that is delivered following the principles of the Strategy will be subject to the usual risk management processes.

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Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers:

None

Annexes

Annex A – EV charging strategy

Annex B – Better Decision Making tool

List of Abbreviations Used in this Report

EV – Electric Vehicle

Pure EV – a battery electric vehicle with no conventional engine. The vehicle must be recharged with electricity to be used.

Plug-in Hybrid – a vehicle that has a smaller battery and a conventional engine. This provides a short electric range (typically 20 – 50 miles) and the ability to drive the vehicle on petrol or diesel for longer distances. The vehicle can be used when the battery is empty.

City of York Council Public EV Charging Strategy 2020 - 2025

Setting out our approach to a public charging network for electric vehicles

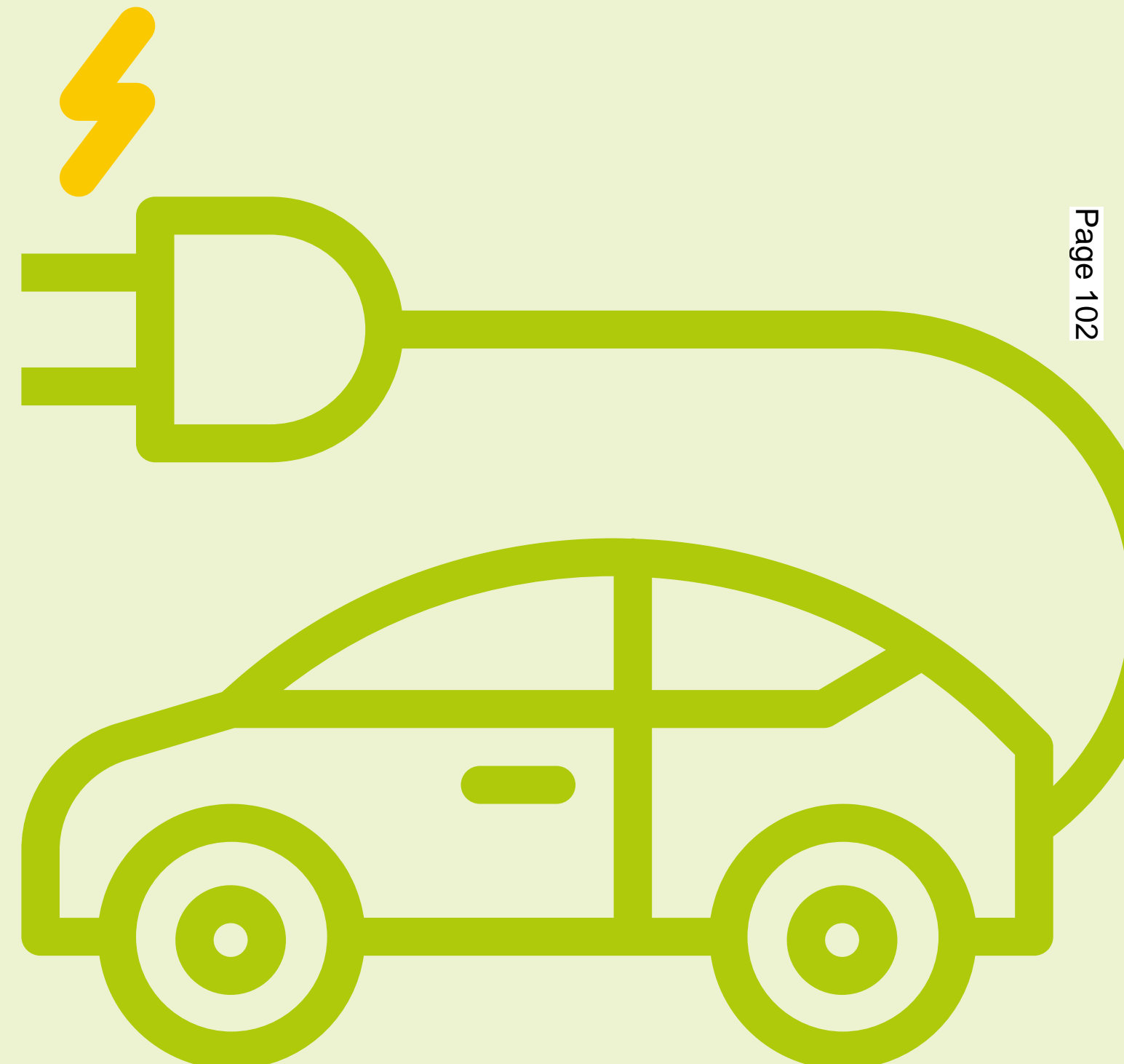
Foreword

York is a pioneer in electric vehicle (EV) charging, installing one of the first public systems in 2013. This Strategy reaffirms our commitment to provide a high quality public network that supports and accelerates the transition to EV, whilst maintaining a fair tariff structure.

To guaranty the best result for residents, we will continue to directly own our charging network. This allows us to plan how the network will grow, set tariffs, makes us directly accountable, and enables us to deliver next generation chargers as quickly as possible. We think this is the best way to approach an issue that we recognise is key in enabling the decarbonisation of road transport.

We have chosen a 5 year term as this enables us to plan with a level of certainty and ensures that we are focused on delivery. This removes the distraction of future gazing and lets us get on with delivering action on the ground.

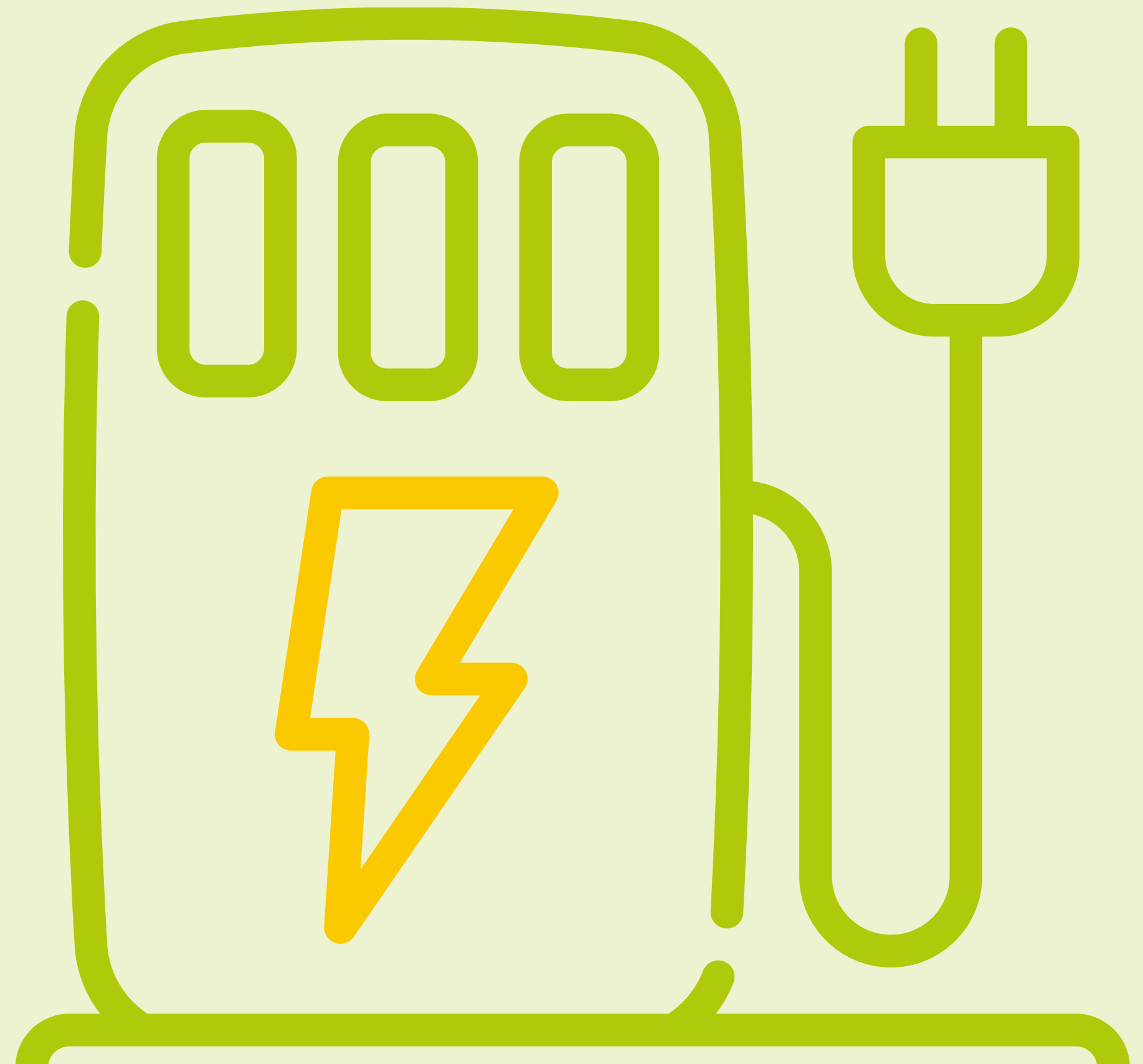
We would like to thank the Energy Saving Trust through the Local Government Support Programme for their expert advice during the development of this Strategy.



How did we get here?

City of York Council has provided a range of public charging infrastructure for electric vehicles since 2013. There has also been success in seeking funding for HyperHubs at two of the Park and Ride sites.

We continue to believe that the Council is well positioned to provide a charging network that supports the transition to electric vehicle usage but recognise that there are a number of areas that require improvement.



Why is the Council involved in electric vehicle recharging?

Local Authorities are uniquely positioned to provide strategically located charging infrastructure that will support residents, commuters, fleets and through traffic to conveniently and affordably recharge electric vehicles.

By maintaining ownership of a core network we can set user tariffs ensuring that we have control over one of the critical factors in delivering a charging network for all. We are also able to deliver next generation Ultra Rapid facilities that currently have a challenging business case for commercial providers, guarantying access for York to next generation infrastructure at the earliest opportunity.

By providing high quality facilities we will support the adoption of electric vehicles with associated air quality and Climate Change benefits. We can also do this whilst ensuring that electric vehicles fit within the Council's wider transport objectives of maximising active travel and minimising private vehicle usage.



What could we do better?

When we developed our EV charging network in 2013, there were far fewer plug-in vehicles on the road and there was more uncertainty about what public infrastructure would be required. Our network is made up of 20 Fast chargers (40 sockets) and 5 Rapid chargers which was enough in 2013 to make it easy to find an available charger. Rapid chargers were mostly installed to support the electric bus network which means that the location of some of our Rapid chargers needs reassessing.

In 2014 there were 1,510 charging sessions, by 2018 that had increased to 13,695 which explains why users find it difficult to access available chargepoints. The demand for charging is in spite of the network being limited to four City Centre car parks and five sites on the ring road which aren't convenient for everyone. All of our City Centre sites are now regularly full. As a result we now need to develop a network that meets the needs of the next generation of plug-in vehicles which have different charging capabilities and will be available in much larger numbers.

For the network to be attractive to users, as well as the number, type, and location of chargers it is also essential that the network is reliable. During 2018 and 2019 we encountered significant reliability issues.

We now understand what caused these problems and have taken short term action to resolve the issues. This Strategy is our long term response and will ensure that the network is reliable going forward. We have identified the following key issues:

- Part of the reliability issues are due to being an early adopter of public charging equipment. Much of the estate is now life expired and some of the chargepoints have 3 pin sockets which are no longer appropriate.
- This was compounded by a lack of maintenance, which made the equipment more likely to fail and meant that we didn't have a way to fix issues in a timely manner.
- The lack of adequate maintenance was due to the network lacking a clearly defined budget which makes maintenance and renewal challenging.
- Management of the network needs to be streamlined to ensure that faults are identified and fixed in a timely manner.

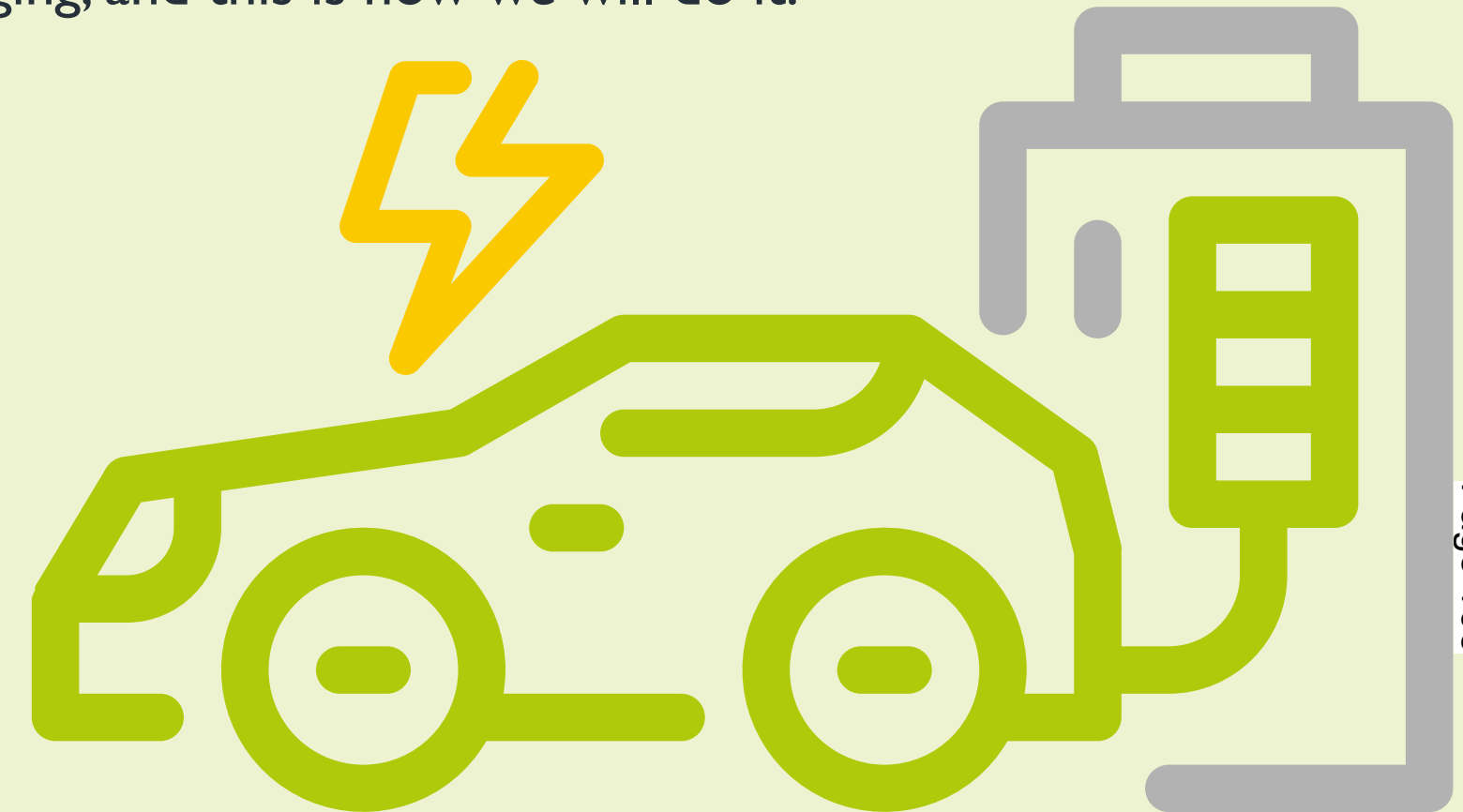
The Council lacked capacity to oversee the development of the network. A single officer was responsible for the network which led to a single point of failure when they left the Council.

Where are we going?

We have the advantage of having gained significant experience since 2013 through the City of York network. We know what we need to put right to put York back at the front of public charging, and this is how we will do it.

Opportunities

- We own and operate a number of car parks within the City providing ideal locations for Fast charging
- We are developing next generation 150 kW ultra-rapid HyperHubs at strategic locations to provide the shortest possible recharging times for compatible electric vehicles. Thanks to funding from Office of Low Emission Vehicles and European Regional Development Fund which largely covers the cost of building our first two HyperHub sites, and an innovative design including on site solar electricity generation and energy storage, we will be able to maintain a lower tariff than commercial operators for Ultra Rapid chargers
- We are committed to providing competitive tariffs for recharging by keeping the tariff as low as possible
- We are well placed to consider the location, type and number of chargepoints in the context of current and future development plans
- We will deliver a network that complements commercial networks to provide choice and scale of charging options within York.



By providing a first class charging network we will encourage Plug-in Hybrid and EV uptake providing Climate Change and Local Air Quality benefits.

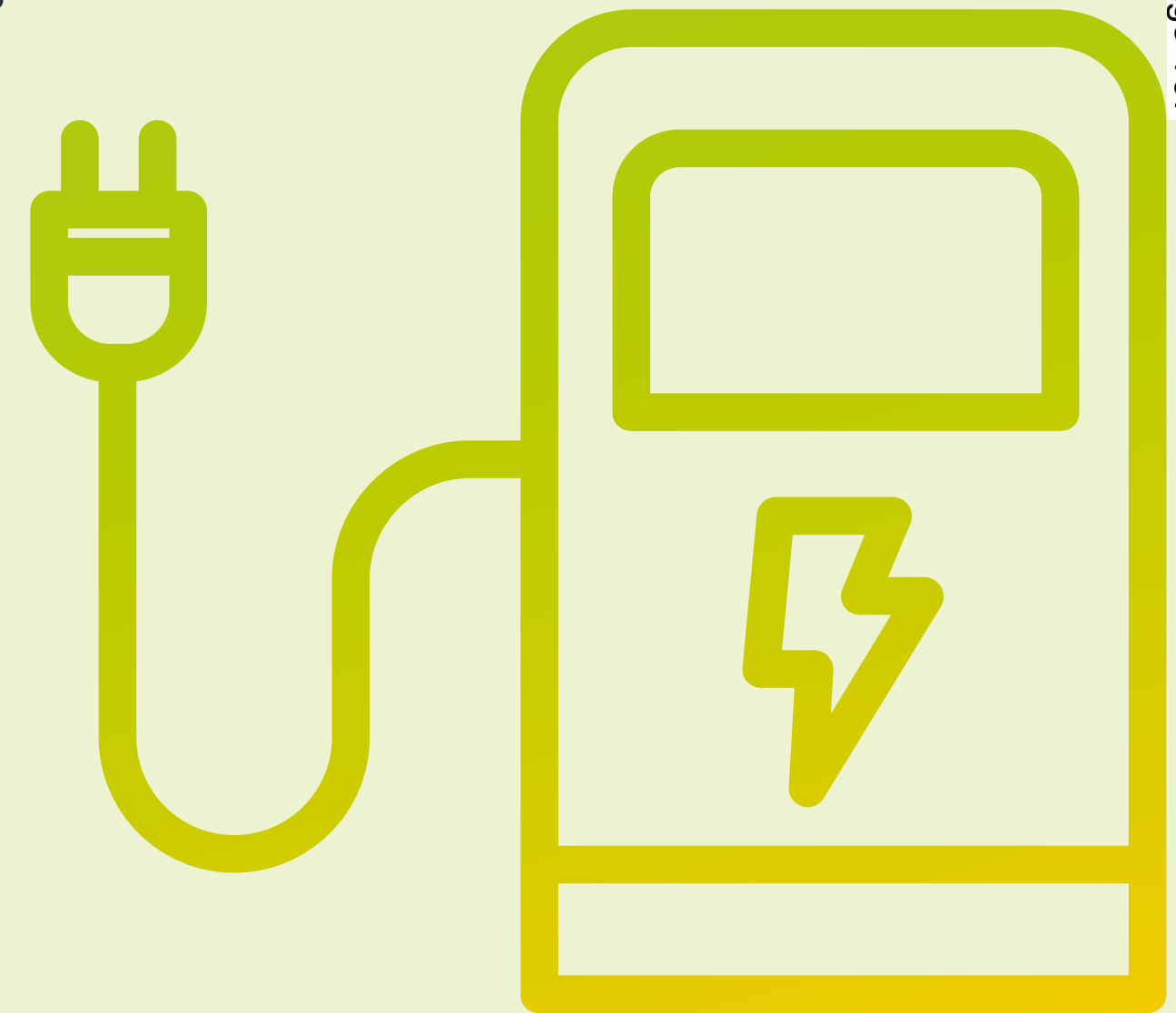
A solution to charging for residents without off street parking is needed. On street charging is a complicated issue which is detailed in Annex A. At this time we don't see a role for on street charging as part of our network, but if the problems outlined in Annex A are resolved we will consider this.

What type of chargers are there?

There are different types of chargers that suit different charging demands. Fast chargers are suitable for all day charging. We put these in long stay car parks as this is where people are parked for several hours. We have 40 Fast charging bays in York. We need more of these. Fast chargers can be used by pure electric and plug-in hybrid cars.

Rapid chargers are for pure electric cars. Plug-in hybrid cars can't use Rapid chargers. Rapid chargers will charge a pure electric car in 30 – 90 minutes. We have 5 Rapid chargers in York.

Ultra-Rapid chargers are a new type with higher power output. New electric cars can increasingly use ultra-rapid chargers, so they are needed to support the next generation of EV's to recharge as quickly as possible which will encourage more people to buy EV's. These can charge a pure electric car 3 times faster than a Rapid. We have an OLEV/ERDF project in York to build 2 charging hubs with Ultra-Rapid chargers – we call these HyperHubs. We have the funding for these sites secured and have gone out to tender to build them. We need extra funding to deliver a third site.

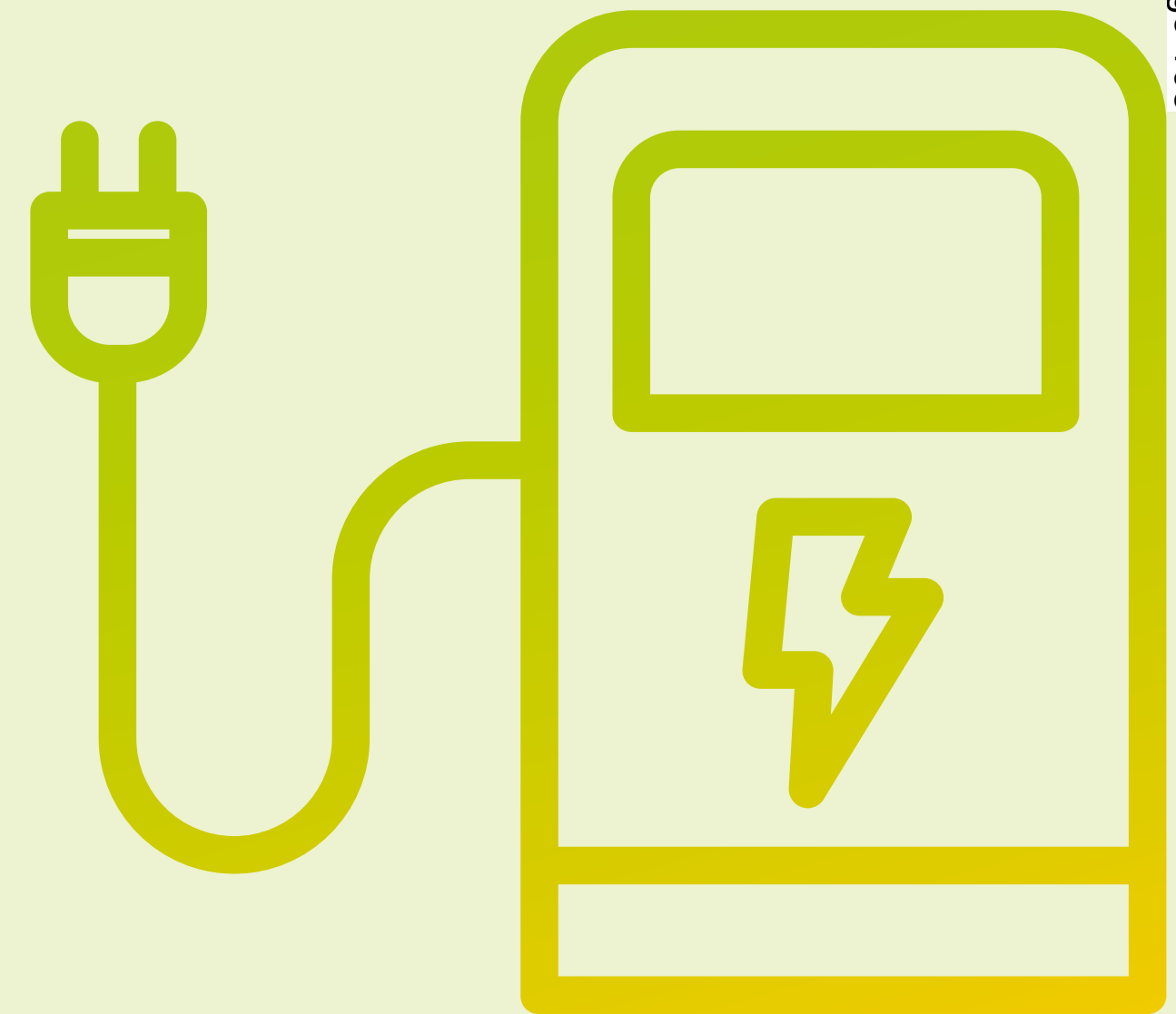


Why invest in Rapid and Ultra-Rapid chargers?

We know that we need more Fast chargers, and that these are particularly important for Plug-In hybrids, but we also recognise that we need more Rapid chargers too. Rapid chargers are more expensive to install but are becoming increasingly important for pure EV users.

National data such as the User Survey undertaken by ZapMap, shows that the demand for Rapid chargers is growing more quickly than for Fast chargers. ZapMap found that in 2019 the number of Fast chargepoints grew by 27% but the number of Rapid chargers grew by 43%, reflecting increasing demand for more powerful chargers. The amount of time that users spend at Rapid's is also increasing as bigger battery sizes become more common.

This is reflected by data from the York Network where we also see demand for Rapids growing more quickly than Fast chargepoints, which is why we are investing in additional units.



Will the Council network be the only option I have for public charging?

No, we see the role of the Council's network as providing a core service that guarantees EV charging facilities are available to support the ambitions of this Strategy whilst maintaining the ability to set as low a tariff as possible. We aren't setting out to be the only provider of charging facilities in York. We think this would be bad for consumer choice, and it would limit the rate at which chargepoints could be added, holding back EV uptake.

To stimulate the market we have recently increased the requirements for chargepoints in new developments by requiring Fast chargepoints in 5% of car spaces, or a lesser number of Rapid chargepoints where appropriate. This will provide more opportunities for charging at destinations and will complement the Council's investment in Council owned long stay car parks.

In addition we are aware that a number of businesses, including Supermarkets, have signed deals with chargepoint operators which will see chargepoints becoming a standard part of their offer regardless of local planning conditions. We are supportive of commercial networks and have seen investment from several operators including Rapid chargers from Polar Network and Instavolt and Fast chargers on the Zero Net, LiFe, PodPoint and Tesla Destination networks. These are welcome additions and support consumer choice, geographical spread and enhanced rollout rates. Commercial operators will continue to be free to set their own tariffs to support their businesses cases to roll out additional chargepoints as fast as possible.



What does the user tariff pay for?

We believe that the fairest way to provide a charging network is for users to pay a tariff so that day to day operation of the network is funded by users. The first thing that the tariff pays for is electricity. However we also pay a fee for using the Charge Your Car or Polar Network, a banking fee, and a merchant fee.

The current tariff is 15 p/kWh and this has been in place since 2013. Since then electricity prices have increased and now, according to uSwitch, the average household in York will pay 16.5 p/kWh for the electricity used in the home. For 2020/21 we expect to see an increase in that figure. However once other fees are included (such as standing charges and admin fees) the real figure is 20 p/kWh. It is possible for customers to access cheaper deals, and EV tariffs are available where customers pay a much lower fee at night (to encourage overnight EV charging) and higher fees during the day, but 20 p/kWh is representative for customers on a standard tariff.



What will the new tariff be?

- To make sure that we can deliver a modern and reliable network we need to increase the user tariff. We will continue to make our tariff as simple as possible so there is no connection fee, users just pay per kWh.
- For users accessing the network through Charge Your Car our standard tariff will be 20 p/kWh for Fast chargers and 25 p/kWh Rapid and Ultra Rapid chargers.
- Regular users of the network may save money by using the Polar Plus subscription option. Users pay a monthly fee (£7.85 per month; February 2020) and then pay a lower tariff of 12 p/kWh* for Fast chargepoints, 15 p/kWh* for Rapid Chargers and 20 p/kWh* for Ultra Rapid chargers.
 - * **Note that these tariffs are set by Polar Plus**
- At Rapid and Ultra Rapid chargers that accept contactless credit or debit card payments, the tariff will be also 25 p/kWh. i.e. we will not charge any additional fee for card payments.

All electricity for the options above originates from the Council contract, which purchases renewable energy.

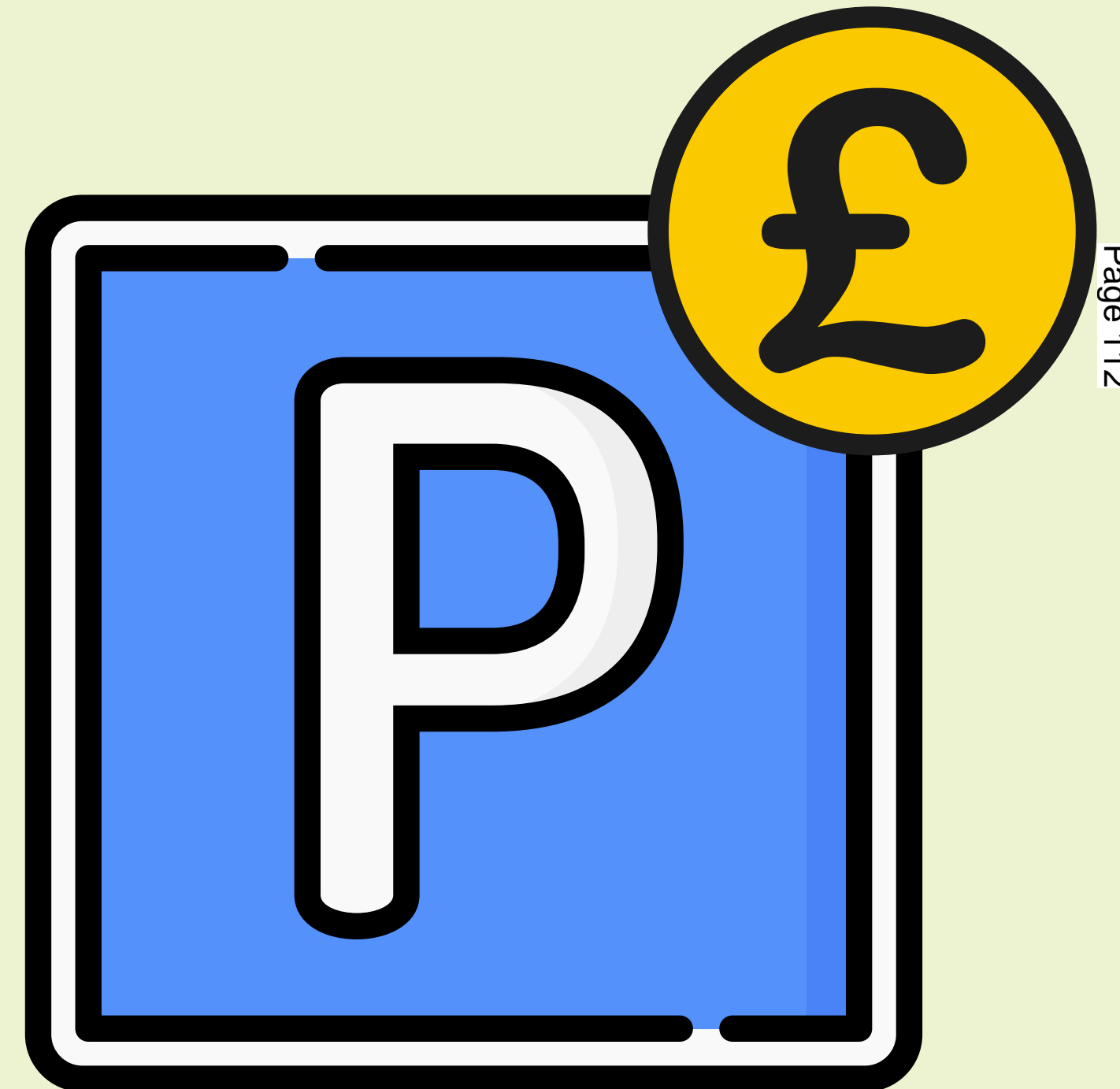


Will I pay for car parking?

Since 2013 EV users haven't paid parking fees in charging bays, instead at Fast charging bays users have received up to 12 hours of free parking as long as they are plugged into a charger. This has some unintended consequences where regular users plugin to get free parking even if they don't need to charge.

This creates 3 main problems –

1. Users who do need to charge their vehicles can't access a charger.
2. The Council loses out on charging fees which pay for the running of the network.
3. The Council forgoes parking revenue which makes the case for increasing the number of chargers more difficult.



We have examined a number of options to move away from free parking. Scrutiny Committee considered these options and recommended the following:

Fast Chargers

Fast bays – Normal parking fee applies. Users can stay as long as they like as long as they pay for parking and are plugged into a charger. Users will continue to pay the normal network fee for charging.



Rapid/Ultra rapid

Rapid / Ultra Rapid – No parking fee (free). An overstay charge will apply. After 90 minutes an additional £10 charge will be applied by Charge Your Car / Polar Network. For every additional 60 minutes a further £10 fee will apply. The overstay fee is to encourage customers to use Rapid facilities appropriately. The initial time limit of 90 minutes allows all users to get a full charge.

What about overnight parking for residents who can't charge at home?

For residents who can't charge at home, such as the cases in Annex A, we will make Fast charging bays in Council car parks available for overnight charging free of charge. Any resident can apply to use Council car parks free of charge overnight – to qualify for free parking the vehicle must be plugged into a working charger. Users will pay the normal network fee for charging but no parking fee will apply.

How should I pay?

Here's how to get the best deal.

	Regular User	Occasional User	One off
Network	Polar Plus	Charge Your Car	Pay by contactless bank card (No Network)
Best deal for	Fast – more than 100 kWh per month Rapid – more than 80 kWh per month Ultra-Rapid – more than 160 kWh per month	Fast – less than 100 kWh per month Rapid – less than 80 kWh per month Ultra-Rapid – less than 160 kWh per month	Fast – N/A Rapid – less than 80 kWh Ultra-Rapid – less than 160 kWh
Access to	Fast, Rapid, Ultra Rapid (All chargers)	Fast, Rapid, Ultra Rapid (All chargers)	New Rapid, Ultra Rapid
Monthly subscription	£7.85 a month	No monthly subscription	No monthly subscription
Annual fee	None	£20 for RFID access card (recommended option as most reliable method of accessing chargepoints) None for mobile app	None
Tariff	Fast 12 p/kWh Rapid 15 p/kWh Ultra-Rapid 20 p/kWh	Fast 20 p/kWh Rapid 25 p/kWh Ultra-Rapid 25 p/kWh	Rapid 25 p/kWh Ultra-Rapid 25 p/kWh
Parking fee	Fast bays – parking fee applies Rapid/Ultra Rapid – no parking fee	Fast bays – parking fee applies Rapid/Ultra Rapid – no parking fee	Fast bays – parking fee applies Rapid/Ultra Rapid – no parking fee
Other benefits	Access to over 10,000 chargepoints across the UK	Access to over 10,000 chargepoints across the UK	

For Rapid and Ultra-Rapid chargers the commercial tariff will generally be between 30 – 45 p/kWh.
For Fast chargepoints the commercial tariff will generally be between 18 - 30 p/kWh.

By implementing this Strategy we will:

- Keep residents, businesses and visitors engaged and consulted on future measures and charging types and locations and promote the benefits of EV adoption of EV usage.
- Deliver a reliable network – we want to renew the existing hardware to bring it up to modern standards and to improve reliability.
- Ensure that supply of chargepoints matches demand and provide managed over provision (a right sized network) to provide a good customer experience whilst maintaining a financially sustainable network – revised City of York Council planning guidance requires 5% of parking spaces to have a chargepoint. This applies to car parks associated with a planning application but we will aim to meet this requirement across our charging network. The requirement is based on an assessment of likely demand over the next 5 – 10 years.
- Ensure that bay blocking is discouraged whilst striking a balance for legitimate commuter charging – principally this applies to 7 kW chargepoints where we have historically offered 12 hours free parking whilst charging. We will continue to offer free parking while a vehicle is charging.
- Match power output of chargepoints to dwell time so that the right type of charger is available at the right location.
- Ensure that residents without off street parking are able to access reliable public chargepoints at a reasonable cost through the development of an enhanced Fast charger network and the HyperHubs. Enhancing the Fast network includes looking at how we can provide overnight charging opportunities in public car parks that are close to residential areas without off street parking.
- Clearly define management responsibility and agreed uptime requirements.
- Ensure that the network is adequately funded to enable effective maintenance, and when required expansion and renewal of chargepoints – this includes increasing the standard tariff to 20 p/kWh for Fast chargers and 25 p/kWh at Rapid and Ultra-Rapid.



By implementing this Strategy we will:

- Complement commercial networks to provide a wide choice of publicly owned and privately owned networks to maximise coverage and choice for users. We will try to engage with commercial networks to understand their plans for additional chargepoints.
- Set standards for bay markings, size of spaces, and signage so that a consistent approach is rolled out. A rule of thumb at present is that three conventional parking bays are needed for two EV charging bays to enable safe attachment and operation of charging cables.
- Commit to accepting bank card payments at Rapid chargepoints as soon as possible. If we change the hardware all our new Rapid chargers would have this facility as required by legislation.
- Enable free vend in the case of a communications failure between the chargepoint and the back office. This enables users to continue using chargepoints when communication with the post is lost, tariff free. It doesn't apply to connection issues between the users' device and the chargepoint/back office i.e. users' mobile phone failure.
- We will deliver a differentiated network that meets the different needs of residents, commuters, through traffic, plug-in hybrid and full EV. This will be achieved by an enhanced Fast network supported by HyperHubs.
- Funding – the day to day operation of the network will be funded by user tariff not by non EV owning residents or indeed the 26% of households in York who own no car. For significant investment into the network we will look for a balance of Council funding and grant funding. We will investigate alternative sources of funding such as selling advertising space at chargepoint locations, if this is appropriate and in line with planning requirements.



When we will do it

2019

- Improved the Council's internal management of the network resulting in a dramatic improvement in reliability going from 50% to 100% of chargepoints being operational.
- Members invested £25,000 of revenue budget to the repair and maintenance of the existing EV charging estate.
- Secured funding for the HyperHubs project and sought funding to expand the Fast charger network.

2020

- Publish EV Charging Strategy
- Open two HyperHubs, providing 16 charging bays, 8 Rapid and 8 Ultra Rapid. HyperHubs are part funded by Office for Low Emission Vehicles and European Regional Development Fund.
- Renew the existing hardware to transform the reliability of the chargers
- Enable bank card payments at Rapid and Ultra-Rapid chargers
- Put in place a new maintenance agreement
- Implement minimum 95% uptime target for chargers in the Council's network whilst aiming for 99%



2020 - 2023

- Commit to setting a standard tariff of 20 p/kWh for Fast chargers and 25 p/kWh for Rapid and Ultra Rapid, and review on an annual basis.
- Seek external funding to deliver a minimum of 5% Fast charger provision in long stay car parks and Park and Ride sites
- Assess success of first two HyperHubs and options for delivering additional sites
- Work constructively with commercial operators to ensure the best range of charging facilities and networks are available in York
- Monitor plug-in vehicle uptake in York and usage of the Council's network to assess if the 5% chargepoint condition, supported by HyperHubs, is right. This will be reviewed every 12 months. If EV uptake exceeds modelled assumptions we can respond quickly to ensure that the network remains fit for purpose.

2023 - 2025

- Maintain first class Council network of Fast, Rapid and Ultra Rapid chargers supported by commercial operators providing a wide consumer choice and market leading charging experience.
- Monitor plug-in vehicle uptake in York and usage of the Council's network to assess if the 5% chargepoint condition, supported by HyperHubs, is right. This will be reviewed every 12 months. If EV uptake exceeds modelled assumptions we can respond quickly to ensure that the network remains fit for purpose.



Glossary

EV – Electric Vehicle. The vehicle can only be powered by electricity so requires plugging in to recharge the battery. EV's normally allow both Fast and Rapid charging with new EV's increasingly accepting Ultra Rapid charging as well. Charging infrastructure is essential to EV's as they can't operate without recharging. New EV's commonly have a range of around 200 miles with some offering ranges of more than 300 miles.

PHEV – Plugin Hybrid Electric vehicle; combines a smaller battery with a conventional internal combustion engine and an electric machine. This allows an electric range of between 20 – 50 miles and the ability to drive with an empty battery for hundreds of miles using petrol or diesel. PHEV's generally only accept Fast charging.

Chargepoint Network – The way that users access a chargepoint. We currently use Charge Your Car and Polar Network allowing access via RFiD card or web and providing options for occasional and regular users.

Payment by bank card – In line with national regulations, all new Rapid and Ultra Rapid chargers will accept payment via a contactless bank card (credit or debit card). This allows users to access these chargers without joining a Network.

kWh – Kilowatt Hour; unit of electricity. Car batteries are sized in kWh i.e. a 50 kWh battery stores 50 kWh of electricity.

p/kWh – Pence per Kilowatt Hour; we charge users of the network for each kWh they consume. Our tariffs are in pence per kilowatt Hour

Overstay fee – Rapid and Ultra Rapid chargers are intended to allow users to charge up and get going as quickly as possible, they are not car parking spaces. To encourage appropriate use of Rapid and Ultra Rapid bays and assure they are available for people who need them we will apply an overstay fee. To give genuine users enough time to get a full charge we have set the initial fee at 90 mins. After 90 minutes an additional £10 charge will be applied by Charge Your Car / Polar Network (this includes contactless bank card payments). For every additional 60 minutes a further £10 fee will apply. Overstay fees will not apply to Fast chargepoints.

ANNEX A

On street residential charging

What is the problem?

Terraced streets which have no off street parking present a problem for EV owners. Properties with off street parking can normally easily install a 7 kW home charger that will allow them to recharge an EV at home. However properties without off street parking can't install a home charger.

What is the scale of the problem in York?

Terraced housing makes up just under 25% of the housing stock in York. (2011 Census)

What are the potential solutions?

It is possible for Local Authorities to install chargepoints on highway to provide facilities for EV owners in terraced streets. These sometimes involve modifying lampposts or involve installing a dedicated charging post.

What are the issues?

Lamp post charging relies on the lighting column being next to the road so that charging cables don't stretch across footways causing an obstruction. In common with many Local Authorities, and in line with best practice, City of York Council has undertaken a programme to move lighting columns to the back of the footway. This reduces street clutter improving visibility for drivers and making more space on footways for pedestrians, wheelchairs, buggies and those living with sight loss.

In addition the cabling for street lights can generally only support charging of between 3 – 5 kW which is less than the 7.4 kW delivered by a home charger. This can be appropriate for Plug-in Hybrids but leads to a poor customer experience for EV users due to long charging times.

Generally such systems require the user to buy an additional charging cable to record the power used. In addition to this expense, the tariff per kWh is generally high for a slow connection speed which means poor value for the user.

Despite the relatively low level of power delivered by each unit, the cumulative impact means that generally only a small number of lampposts can support charging on any one street which means that this solution isn't scalable.

Dedicated chargeposts offer a better customer experience as they are capable of delivering 7.4 kW and therefore match the output of a home charger. However they are difficult to site on terrace streets as they will either take space from the footway, which is against the travel hierarchy and undermines the work done to remove obstacles, or when sited in the roadway reduce the available space for car parking. These issues are exacerbated by the lack of space on terraced streets which are generally already deficient in both footway and road space.

A dedicated chargepost is able to transmit more power than a lamppost because it gets a dedicated electrical connection. This however makes installation more disruptive and more expensive. The relatively low level of usage (generally a single user) and potential for Plug-in hybrid usage means that it is challenging to generate enough income from each post to cover ongoing operational and maintenance liabilities. If this solution was delivered at scale it would open the Council up to significant ongoing financial support which is against the principle of the public network.

In an on-street location each chargepost installed needs to have a dedicated EV charging bay with it. This effectively provides a protected private parking space for the resident who has requested the chargepost (if there are initially no other plug-in owners on the street). To bring in parking restrictions requires a residents' parking permit scheme which requires the support of a proportion of residents on the street.

Additionally we couldn't reasonably require a resident to continue using a plug-in vehicle. With leasing now the dominant form of new car 'ownership' it is increasingly common for car users to swap vehicles after 12, 24 or 36 months. This means that whilst a resident may have a plug-in vehicle when they request a chargepost, they are not required to keep doing so.

This issue also applies to ownership/tenancy at the address, which again could not reasonably be conditioned. Whilst in theory any established bays could be used by a new owner/tenant of the property or new EV owners on the street, in practice additional EV owners are more likely to request a facility outside of their property, and given current plug-in vehicle rates it is highly unlikely that any new owner/tenant will have a qualifying vehicle. This would then mean that they wouldn't be able to park in front of their property even if the bay was unused.

Common issues with on street charging solutions

In both cases scalability is an issue. This means that whilst the first few requests on a road may be met subsequent requests could not. This is not equitable and doesn't deliver our goal of supporting EV take up at scale.

A 7 kW charger is a meaningful additional electrical load. It is equivalent to half the total import capacity of a house with a 60 amp fuse and about one third of the import capacity for a house with a 100 amp fuse. From a technical point of view, if additional capacity is needed in a street it can be provided. However the cost of this varies significantly from street to street depending upon the existing electrical supply. In some cases no upgrades will be required. In streets where upgrades are needed the costs can vary from tens of thousands of pounds to hundreds of thousands of pounds, sometimes in adjoining streets. This creates a postcode lottery which would lead to some residents having requests rejected whilst neighbours may have requests accepted. This is not equitable.

On street facilities require a dedicated parking bay, which effectively creates a protected private parking space for one resident. This is not equitable.

These solutions either require high user tariffs (and therefore are not equivalent to home charging options) or will require ongoing revenue support from the Council to cover the cost of operation and maintenance. As a core principle of the public network is that user tariffs should support day to day costs we would have to implement a high tariff. This would make the on street solution less attractive for users and mean that they are more likely to seek out cheaper charging alternatives which would lead to underuse of chargepoints and a shortfall in revenue.

It would be unreasonable to require residents to commit to using an on street charger they have requested on an ongoing basis. This leads to a high likelihood of stranded assets, ongoing financial liabilities with no income, and unused spaces which is likely to cause ongoing issues for residents.

Providing dedicated private car parking spaces does not support City of York Council's long term goals of reducing private car ownership and encouraging active modes of travel. This is particularly important within inner City terraced areas where there are existing issues with lack of space for car parking, limited footway space and congestion. In contrast public charging infrastructure provides facilities for EV owners without supporting car ownership in any one area of the City.

Public chargepoints can support multiple vehicles, this is particularly true for Rapid and Ultra-Rapid chargers but also applies to Fast chargers. On street residential chargers will generally support one vehicle. A ratio of one charger to one vehicle is resource inefficient and as such does not support Climate Change and Sustainability objectives, it will also hold back the uptake of EV's as one for one charger deployment will take far longer and cost far more than public facilities.

What is the answer?

Given the issues outlined above, rather than providing on street residential chargepoints we will provide public infrastructure designed to support residents that don't have access to home charging.

This will be underpinned by HyperHubs which will support 150 kW CCS charging (HyperHubs are also back compatible for 50 kW capable CCS cars, as well as supporting 50 kW CHAdeMO charging) which when used by a 150 kW capable car will provide an average daily range of 20 miles in 3 minutes of charging time or 100 miles in 15 minutes.

HyperHubs transform the charging proposition for residents without home charging as they enable recharging times that can realistically fit into daily life. They also support the adoption of next generation EV's which have battery capacities that mean whilst they can be topped up, they can't realistically be fully charged at home. For instance a 100 kWh battery would take in excess of 13 hours to fully charge from a 7.4 kW home charger or over 30 hours from a 3 kW lamppost. This means that even residents who can top their car up day to day using a home charger will want Ultra Rapid facilities available for the occasions when they need to replenish a large percentage of the battery capacity or they need to quickly top up.

HyperHubs will be supported by a dramatically increased 7 kW Fast charger network. We will work towards providing 5% of parking spaces in all Council long stay car parks and Park and Ride sites. Where there are significant residential areas without off-street parking more than 10 minutes walk from these sites we will investigate alternative charging sites on a case by case basis. We will look at options that will support residents to use these facilities for overnight parking where they don't have access to home chargers, particularly Plug-in Hybrid owners.

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

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

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

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

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

Introduction

Service submitting the proposal:	Transport Systems
Name of person completing the assessment:	Andrew Leadbetter
Job title:	Transport Project Manager – EV Strategy
Directorate:	Economy and Place
Date Completed:	12/02/20
Date Approved (form to be checked by head of service):	

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? Public EV Charging Strategy
1.2	What are the main aims of the proposal? Define a strategy for Electric vehicles and charging infrastructure which will deliver: <ul style="list-style-type: none"> • Deliver a reliable network – we want to renew the existing hardware to bring it up to modern standards and to improve reliability. • Ensure that supply of chargepoints matches demand and provide managed over provision (a right sized network) to provide a good customer experience whilst maintaining a financially sustainable network – revised City of York Council planning guidance requires 5% of
1.3	What are the key outcomes? An enhanced public EV charging network that meets the needs of residents, commuters, fleets and through traffic.

Section 2: Evidence

2.1	What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) Back office data from the current network demonstrates increasing usage Requests from residents for more chargers Predicted increase in plug-in vehicle sales Reliability data records issues New generation of EV's enabled for Ultra Rapid charging which requires new infrastructure to support
2.2	What public / stakeholder consultation has been undertaken and what were the findings? The development of the Strategy has been informed by taking on board requests from residents and users of the existing network who regularly contact the Council with issues and suggestions. We have also had informal meetings with residents who have more detailed suggestions of how the network could develop. To complement this we have used free support available from Energy Saving Trust who have been tasked with supporting Local Authorities to develop EV plans. EST have provided an independent expert review of the Strategy. The Strategy outlines the next steps for
2.3	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?)

No	
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Section 3: Impact on One Planet principles

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

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

Equity and Local Economy

Does your proposal?		Impact	What are the impacts and how do you know?
3.1	Impact positively on the business community in York?	Positive	An improved charging network will encourage EV drivers to come to York
3.2	Provide additional employment or training opportunities in the city?	Neutral	There will be a requirement for installation and ongoing maintenance which may provide employment or training opportunities.
3.3	Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Neutral	The proposal will not help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups.

Health & Happiness

Does your proposal?		Impact	What are the impacts and how do you know?
3.4	Improve the physical health or emotional wellbeing of residents or staff?	Positive	Enabling EV use supports improved local Air Quality.
3.5	Help reduce health inequalities?	Neutral	The proposal will not help reduce health inequalities.
3.6	Encourage residents to be more responsible for their own health?	Neutral	The proposal will not encourage residents to be more responsible for their own health.
3.7	Reduce crime or fear of crime?	Neutral	The proposal will not reduce crime or fear of crime.
3.8	Help to give children and young people a good start in life?	Neutral	The proposal will not help to give children and young people a good start in life

Culture & Community

Does your proposal?		Impact	What are the impacts and how do you know?
3.9	Help bring communities together?	Neutral	The proposal will not help bring communities together.
3.10	Improve access to services for residents, especially those most in need?	Positive	By increasing the number and the geographical spread of chargepoints, people with mobility difficulties will be more likely to find a chargepoint where they need one
3.11	Improve the cultural offerings of York?	Neutral	The proposal will not improve the cultural offerings of York
3.12	Encourage residents to be more socially responsible?	Neutral	The proposal will not encourage residents to be more socially responsible

Zero Carbon and Sustainable Water

Does your proposal?		Impact	What are the impacts and how do you know?
3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Negative	The proposal will increase the amount of electricity used for charging EV's. However there is a wider benefit as EV's will replace conventional cars leading to a significant reduction in greenhouse gas emissions. There is therefore a negative impact on the Council's electricity consumption but a positive impact for
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Neutral	The proposal will not effect water usage.

Zero Waste

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

Sustainable Transport

	Does your proposal?	Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Positive	The proposal directly supports the use of ultra low emissions vehicles, and is intended to accelerate uptake rates in York.
3.17	Help improve the quality of the air we breathe?	Positive	By enabling the use of EV's the proposal has a positive effect on Local Air Quality, with a each EV providing a 100% reduction in NOx emissions and a significant reduction in PM emissions at the point of use

Sustainable Materials

	Does your proposal?	Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Mixed	The manufacture and installation of chargepoints has an environmental impact. However the network enables a switch to EV's which have a positive impact on air quality and greenhouse gas emissions. Overall the proposal has a positive environmental impact.

Local and Sustainable Food

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

Land Use and Wildlife

	Does your proposal?	Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Neutral	The proposal focuses on existing car parks.
3.21	Improve the quality of the built environment?	Neutral	The proposal will have a small positive impact through the installation of modern, high quality chargepoints.
3.22	Preserve the character and setting of the historic city of York?	Neutral	The proposal focuses on existing car parks.
3.23	Enable residents to enjoy public spaces?	Neutral	The proposal does not change residents' enjoyment of public spaces.

3.40	Additional space to comment on the impacts		

Section 4: Impact on Equalities and Human Rights

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

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

Equalities

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

		Impact	What are the impacts and how do you know?
4.1	Age	Positive	Increasing the geographical spread of chargepoints will provide charging bays closer to destinations.
4.2	Disability	Positive	Increasing the geographical spread of chargepoints will provide charging bays closer to destinations. In addition if wider bays are provided these will make it easier for people with reduced mobility to comfortably use the charging bays.
4.3	Gender	Neutral	No impact
4.4	Gender Reassignment	Neutral	No impact
4.5	Marriage and civil partnership	Neutral	No impact
4.6	Pregnancy and maternity	Neutral	Increasing the geographical spread of chargepoints will provide charging bays closer to destinations. In addition if wider bays are provided this will make it easier to comfortably use the charging bays.
4.7	Race	Neutral	No impact
4.8	Religion or belief	Neutral	No impact
4.9	Sexual orientation	Neutral	No impact
4.10	Carer	Neutral	No impact
4.11	Lowest income groups	Neutral	No impact
4.12	Veterans, Armed forces community	Neutral	No impact

Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?
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4.13	Right to education	Neutral	No impact
4.14	Right not to be subjected to torture, degrading treatment or punishment	Neutral	No impact
4.15	Right to a fair and public hearing	Neutral	No impact
4.16	Right to respect for private and family life, home and correspondence	Neutral	No impact
4.17	Freedom of expression	Neutral	No impact
4.18	Right not to be subject to discrimination	Neutral	No impact
4.19	Other Rights	Neutral	No impact

4.20	Additional space to comment on the impacts



Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	Increased the number of charging bays to enable EV usage

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The proposal has a broadly neutral impact, however there are positive impacts for Age, Disability, Pregnancy and Maternity through the provision of additional chargepoints and the proposal for wider bay widths that make it easier to use the chargepoints.

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)
	Further public consultation is proposed for bay widths and bay markings to ensure that the proposals deliver maximum benefit.

5.4	Please record any outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal? (Expand / insert more rows if needed)
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Action	Person(s)	Due date
Undertake public consultation on bay widths, bay markings.	Andrew Leadbetter	Q2 2020

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

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Executive**19 March 2020**

Report of the Corporate Director of Economy and Place
Portfolio of the Executive Member for Transport and
Executive Member for Environment and Climate Change

Future Fleet Management Policy**Summary**

1. The way the fleet is renewed is seen as a vital part of the council's response to the climate emergency and the expectation that council become a leader in the fight to reduce the city's carbon emissions with an ambition to be carbon neutral by 2030. This will reduce the carbon emissions from the council's fleet by a third.
2. The current fleet comprises of 535 vehicles and items of plant equipment with a current capital value of £15.3 million. This includes 180 vehicles that are under 3.5 tonnes of which 153 are currently due to be replaced over the next three years.
3. The transition to a green fleet for the council will minimise the environmental and health impacts caused by vehicles. The report sets out options for the timescale of this transition and the proposal that the imminent replacements are phased over four years to allow the managed transition to an electric fleet.
4. Any transition must be done without compromising the valued services the council delivers to the city and its residents.

Recommendations

5. Executive are asked to :
 - a. Note the adoption of the draft Vehicle Management Policy (Annex A).

Reason: This will formalise the current working practice and strengthen the work to minimise the size of the fleet actually required to deliver council services.

- b. To approve option 3 in the report and to commence the transition to an electric fleet for all vehicles under 3.5 tonne as part of a four year programme, by extending the operational life of some existing vehicles. Once approved this will be incorporated in the Fleet Management Policy.

Reason: the transition to an electric fleet will reduce the environmental impact of the councils operations. Doing so in a phased approach will ensure service quality is maintained.

- c. To ask officers to continue to explore the options for vehicles over 3.5 tonnes to move away from fossil fuels.

Reason: the alternative fuel technology is evolving rapidly and will be able to support a wide range of tasks undertaken by our vehicles. But the green technology for heavier vehicles is still emerging. Wherever viable the greenest possibly option shall be recommended.

- d. To request an allocation of £50k is provided from the One Planet Council capital budget to fund further development and design work to upgrade Hazel Court to operate an electric fleet

Reason: Hazel Court Depot will be key in the delivery towards an electric fleet and work needs to progress this upgrade prior to final business case

Background

6. The Council has legal obligations it must meet to ensure the fleet is legal and compliant, whether it be 'O' compliance, EU or Domestic tachograph regulations, and Working Time Directive and or vehicle roadworthiness. These responsibilities are shared between the operational service and the fleet team e.g. MOT's are undertaken by fleet, but driver hours are an operation responsibility.
7. The draft vehicle management policy is attached at Annex A. By placing control of fleet at a corporate level efficiency in terms of vehicle deployment and planning, will enable the reduction in the number of vehicles to be achieved. This was developed in response to the Economy and Place Policy Development Committee review undertaken in 2018. The focus of this policy is to reduce the requirement for vehicles in the first place as this will ultimately help reduce the carbon footprint in absolute terms. By using the latest telematics services will be provided reports to service managers about utilisation and usage,

any underutilised assets can therefore be reviewed and reallocated by the fleet team.

8. Many of the current vehicles are due to be replaced in the next three years.
9. The Council is committed to creating a greener and cleaner city which has a thriving local economy, strong communities and a sustainable way of life. A city where residents are healthy, happy and prosperous. Key to achieving this is the Council's ambition to reduce carbon emissions to zero by 2030.
10. The Council has implemented a number of measures to address these challenges, for instance a clean air zone for busses and the transition of the Park and Ride fleet of busses to electric double decker busses will be completed this year.
11. A key part of addressing transport emissions is also the fleet of vehicles the Council uses to deliver its services. The vast majority of this fleet is currently a carbon based fleet. So in order to achieve a zero carbon fleet by 2030 the Fleet Replacement Policy must set out a transition plan from carbon to zero by 2030.
12. The Council has an opportunity to set an example within the city and lead the move of commercial vehicles to ones with zero carbon emissions at the tailpipe. It is hoped this would be the catalyst for other fleet operators within the city to start to change their fleets to zero emission vehicles.
13. There are a number of alternate fuels that can be considered, however each fuel type favours different types of vehicles:
 - a. Hydrogen – Zero emissions at the tail pipe, requires expensive infrastructure and is currently focused on long distance large goods vehicles.
 - b. Bio Gas – whilst still emitting carbon there is a significant reduction of carbon emissions. It requires substantial infrastructure investment.
 - c. Electric – Zero emissions at the tail pipe. Existing infrastructure in the city although upgrading of facilities would be required at the depot.
 - d. Hybrid vehicles - use a combination of fuels.
14. The future remains uncertain, in that technology is developing all the time and the purpose of the fleet strategy is not to second guess the

future technology. In the short the most efficient transition for the Council is to electric vehicles. The infrastructure requirement is scalable and our relatively small geography mitigates some of the concerns about range.

15. The public concerns about moving to electric vehicles is often questioned in terms of the following concerns:
 - a. Purchase Price
 - b. Battery Pack Replacement
 - c. Range
 - d. Charge location
 - e. Charging Time
 - f. Carrying capacity
16. In the same way that the public need to consider these so will the Council. Issues around purchase price and battery packs can be addressed by looking at the whole life cost and purchasing arrangements can mitigate the cost of battery pack replacement.
17. The transition to a zero emissions fleet must be a success and therefore addressing these issues needs to be considered for each services vehicle replacement.
18. The fleet department have undertaken soft market testing with leading alternative fuel vehicle providers such as Toyota, Ford and LDV to ensure that the Council understand the market place for lower emission vehicles.
19. The technology for different vehicle types is at different stages of maturity and for some vehicle types there is a limited market. However, this is changing all the time and we are expecting new ranges of vehicles in 20/21.
20. We have recently seen new government grants announced for other public services to move to a green fleet such as the recent announcement of an all electric bus fleet in a town. New grant funds may be available to support this programme in the future.

Options

21. Option 1 is to adopt a policy of fleet replacement that replaces all vehicles under 3.5 tonnes with a fossil fuel vehicle.
22. Option 2 is to replace the council's fleet of 3.5 tonne vehicles with electric vehicles immediately.

23. Option 3 is to adopt a phased approach to an electric fleet. The principle is that no new diesel vehicles would be purchased, but the transition to an electric fleet would be planned over the next four years.

Analysis

Option 1. Replace with diesel

24. Under the current pricing models this options is the most cost effective as an electric vehicle has a more expensive whole life cost except for a car. The table below shows the estimated cost of replacing 153 vehicles over the next three years. The costs are shown as annual revenue costs once the vehicles have been replaced.

	Total Vehicles	Diesel £	Electric £	Diff £
Small Vans	8	44,424	45,496	1,072
Medium Wheel base Van	93	745,209	1,046,436	301,227
Large Wheel Base Van	6	44,892	82,062	37,170
Car	15	77,595	75,420	-2,175
Large Tipper Van	31	241,521	407,557	166,036
	153	1,153,641	1,656,971	503,330

Table 1 Whole life cost of 3 year replacement programme for vehicles under 3.5 tonne.

25. The cheapest alternative for vehicles under 3.5 tonne is therefore to replace vehicles with a diesel as even after considering the capital costs and 7 year running costs the electric fleet is over 40% more expensive than a conventional diesel. It can be seen that for the cars and small vans the costs are now comparable but the electric larger vans are significantly more expensive.
26. However, it does not respond to the climate emergency declared by the council, nor does it start the journey of the council's fleet being zero carbon by 2030. The council's current entire vehicle fleet emits 1763 tonnes of CO2 every year, including large goods vehicles.
27. Not only are the environmental impacts global in terms of climate emergency they have local impact in that air quality will not be improved by purchasing a fossil fuel fleet.
28. This would still allow a green fleet to be purchased before 2030 as a fossil fuel fleet purchased now would be replaced from 2027 onwards.

29. For these reasons this is not the recommended option.

Option 2. Immediate Replacement

30. In terms of an immediate reduction in emissions at the tail pipe the council could start replacing vehicles with electric vehicles now. This would have an immediate impact on carbon usage and air quality.
31. To make this change for all vehicles under 3.5 tonnes would cost as shown in table 1 an additional £500k per annum more than replacing with a diesel fleet of which c £200k would be attributable to the housing revenue account.
32. A successful move to an electric fleet must not impact on service delivery to our residents. Several front line services work on the basis that employees take a vehicle home, this partly for efficiency allowing them to start from home, but also to provide twenty four hour emergency response.
33. In order for the electric fleet to be a success, services will need to change the way they operate and deliver their services. However, some of this will have an impact upon staff and require business process re-engineering.
34. Many of more specialist items of fleet are in the early stages of development and testing and therefore any purchases come with risk and potential impacts upon services. The Fleet Team continue to arrange a trials and testing of these items from an electric refuse vehicle through to an electric mini digger.
35. The cost of providing infrastructure will be significant and an indicative estimate of £1.5m has been used for this report. The largest element of the cost is the power distribution into the depot and the costs are subject to confirmation by Direct Network Operator Northern Powergrid. There is also uncertainty as to how quickly this could be procured and installed at Hazel Court. The infrastructure would need to be installed before the vehicles entered usage.
36. Officers do not recommend the immediate move to option 2 as the risk is that the infrastructure is not in place for the fleet replacement and that it impacts upon the services delivered within the city.

Option 3. Phased Replacement

37. This would achieve the objectives of Option 2 but allow the risks to be mitigated by giving services the time to plan and restructure services around an electric fleet.
38. It is proposed that this plan is implemented over a four year period.
39. Year one would secure the infrastructure to enable an electric fleet to operate. For those services that will already have some charging infrastructure away from Hazel Court will make the move to electric vehicles e.g. parking. Three electric waste vehicles will also be ordered, although the build time is significant as they are bespoke.
40. Year 2 Services that are ready for an electric fleet now can make the change in year 2 as the infrastructure will now be in place. For those services that require some business process re-engineering a third of the vehicles will move to electric e.g. housing.
41. Over years 3 and 4 those services that need a phased approach will be progressed to a 100% electric as quickly as possible.
42. As the market place for more specialist items of equipment matures then these items can be replaced.
43. To achieve this plan existing vehicles will need to be run for longer than originally planned. The council will not purchase fossil fuel vehicles during this transition period. Therefore, it may be necessary to arrange short term lease replacements if existing vehicles fail and a an electric vehicle is not available or the service is not yet ready to operate an electric vehicle.
44. Given this changing landscape an agile and strategic approach on a risk managed approach to support the wider ambition of zero carbon by 2030 is required, particularly with regard to LGV's, therefore any policy will need to remain under review.
45. In order to achieve this a fleet replacement programme is proposed which will be considered on an annual basis as part of the annual capital programme.
46. Option 3 will lead to the same overall increase in cost due to moving to electric from diesel (although price differentials could reduce over time) but will mean the move to full electric will be delayed and some diesel

vehicles may have to be extended for further years potentially using vehicle hire.

Financial Analysis

47. The analysis is based on the assumption that services are able to afford replacement diesel vehicles within current budgets. It also assumes there is no scope for fleet rationalisation.
48. The financial implications of moving towards an electric fleet for vehicles under 3.5 tonnes are considered below. There will be additional capital expenditure incurred that would be required over the coming years is shown below

	Option 1	Option 2	Option 3
Infrastructure Yr1	£0.00m	£1.50m	£1.50m
Vehicle Purchases Yr 1	£1.83m	£4.22m	£0.00m
Vehicle Purchases Yr 2	£0.91m	£2.40m	£2.22m
Vehicle Purchases Yr 3	£0.02m	£0.06m	£2.22m
Vehicle Purchases Yr 4	£0.00m	£0.00m	£2.22m

Table 2 Capital Costs of future vehicle replacement

The table above shows that under option 3 the capital expenditure can be smoothed to mean the additional costs can be spread over a longer period.

49. Whilst capital costs for electric vehicles are often greater than the diesel equivalent, the operating costs of electric vehicles are lower particularly in relation to Vehicle Excise Duty and fuel costs. The table below shows the indicative growth in the revenue budget that would be required to set aside in the budget process to fund the net additional costs of operating the fleet taking into account higher capital costs offset by lower operating costs. A proportion of the increased costs will be attributed to the HRA and the indicative breakdown is included in the table.

All figs £'000's	Option 1	Option 2		Option 3	
		GF	HRA	GF	HRA
2021/22	0	180	220	120	0
2022/23	0	210	0	90	80
2023/24	0	10	0	90	70
2024/25	0	0	0	90	70
Total Increase	0	400	220	390	220

Table 3 Indicative additional budget / costs per annum of new policy

The above table shows that with the recommended option the additional revenue costs can be staged over a longer period by adding revenue growth of additional c£100k per annum.

50. There will also be budget issues for the HRA as repairs costs increase due to being charged for vehicles that are more expensive. The Head of Building Services will need to consider the size of the fleet and see whether there are operational efficiencies that can be identified to offset this additional cost.
51. As highlighted earlier in the report here are significant costs surrounding the infrastructure and this has been modelled at £1.5m. It is too early to determine the final cost of this key element of the project and therefore formally request a capital budget however it is requested that Executive allocate funding of £50k from the One Planet Council energy efficiency capital budget to continue the development of this project. It is anticipated that a formal budget proposal will be brought forward to Executive by July 2020.

Pre Decision Scrutiny

52. The Economy and Place Policy and Scrutiny Committee considered a pre decision report on minimising the environmental impact of the fleet strategy.
53. The committee felt that the councils approach should be to have a clear policy position that all new vehicles should be zero emissions. The committee felt that this policy should apply to all vehicles including large goods vehicles and bespoke vehicles to the extent these vehicles are available to purchase. Recognising this would show leadership and stimulate the market.
54. This would have significant additional costs. The proposed policy applied to 3.5 tonne vehicles only. Recognising the committee's request a recommendation to keep larger vehicles under review has been added.

Implications

The following are the identified implications.

- **Financial** –These are considered in paragraphs 47-51 of the report

- **Human Resources** – None at this stage.
- **Equalities** – None at this stage.
- **Legal** – Notwithstanding any recommendations set out within this report and approved by Members:
 - the purchase of any fleet vehicles must still be in accordance with the Council’s Contract Procedure Rules and the Council’s legal obligations under the Public Contract Regulations 2015 or any applicable future laws, regulations or statutes relevant to public procurement.
 - all fleet vehicles and plant which are disposed of must be done so in accordance with the Council’s Financial Regulations and any Council Asset Vehicle Acquisition and Disposal Policy.
- **Information Technology (IT)** – The existing capital programme to improve fleet software is already being implemented and will lead to the reports on usage being provided to services.
- **Property** – The depot is managed by the council’s property team. Depending on the future fuel choices and scale of fleet using each fuel type will impact upon the infrastructure required at the depot and vehicle storage locations.
- **Risk Management** – The overwhelming focus of this report is to address the risks posed by a climate emergency and take actions to reduce our impact on the environment.

As ULEV technologies develop in what is still a relatively new area of technology the council needs to achieve a balance in determining which technology it invests in, this particularly the case with regards to LGV.

The life expectancy, maintenance costs and residual values for some none fossil fuel options have yet to be proven. Maintenance requirements will require different skills from our workforce. Running the existing fleet for longer does pose risk in terms of its reliability and the pressure on the fleet workshop.

The fleet is only a tool and support service for the actual services delivered across the city and to our residents. Ensuring that these services still operate.

There are significant costs in updating infrastructure at Hazel Court and this is dependent on the ability of the Distribution Network Operator, Northern Powergrid, to be able to provide a suitable supply to the site. There remains a risk to the project until these costs are finalised.

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Assistant Director Transport, Highways and

Environment

Report

Approved



Date

09/03/2020

Specialist Implications Officer(s) List information for all

Financial Implications

Patrick Looker

Finance Manager

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Procurement

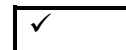
Phil Monk

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Wards Affected: List wards or tick box to indicate all

All



For further information please contact the author of the report

Annexes

Annex 1 - Vehicle Management Plan.

List of Abbreviations Used in this Report

“O” - Operator Licence

EU - European Union

RCV - Refuse Collection Vehicle

MW – Megawatt

CO2 - Carbon Dioxide



FLEET SERVICES

VEHICLE MANAGEMENT POLICY

(VMP)

FINAL V13

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1. INTRODUCTION

This policy covers principles and objectives for the management of fleet Assets.

Additionally, the policy provides procedures for Vehicle Acquisition & Disposal (“VAD”), and for the vehicle replacement programme (“VRP”)

The purpose of this policy is to deliver a fit for purpose cost effective fleet, and to ensure that the investment made by the City of York Council (the “Council” or “CYC”) to achieve a modern fleet is utilised and applied in the most effective way to:

- Increase customer and stakeholder satisfaction.
- Improve the use of resources.
- Identify and meet fleet needs within the Council for operational and support functions.
- Ensure the effective use of capital.
- Maintain an efficient and effective fleet.
- Comply with statutory regulations.
- Improve corporate management.
- Promote safe standards of operation.
- Ensure environmental considerations are taken into account.

This helps to:

- Improve community safety.
- Improve services.
- Encourage innovation and new ways of working.
- Make the organisation more responsive.
- Deliver efficiency savings.

The policy ensures that the fleet Assets procured meet the latest legislative and environmental standards.

2. FLEET SERVICES POLICY: OVERVIEW

This policy document is part of a set of fleet policies and procedures, as below:

- **VMP – Vehicle Management Policy**
 - Principles for management of fleet Assets
 - Procedures for VAD
 - Procedures for VRP
- **SLA – Service Level Agreement**
 - Services provided by Fleet
 - Duties & Responsibilities – Fleet & Service Users
- **USER – Fleet User Policy**

- Allocation and use of a CYC vehicle
- Driver Compliance
- **TRACKER – Vehicle Tracking Policy**
 - Use of Tracking Data
 - Data Protection for Tracking
 - Roles & Responsibilities – Driver; Service Manager; Fleet Manager
- **SOPs – Standard Operating Procedures**
 - Specific policies for defect reporting; wheel changing; gate checks; etc

You may need to refer to another policy for specific detail on matters raised in this policy.

Copies of the above are available from the Fleet Services section of the CYC Intranet.

3. DEFINITIONS

Fleet policy uses the following standard definitions:

“Asset” – This refers to the Council’s managed units which includes any vehicle, plant, mechanical and other associated equipment fitted/provided by Fleet Services.

“Base Fleet” – This is the agreed fleet requirement for the Council and Service Users to deliver their services.

“Fair Wear and Tear” – The normal depletion of the useful life of mechanical and electrical parts resulting from an Asset being employed by a Service User in pursuance of their role.

“Vehicle Management Policy” (“VMP”) - is a key part of the Council’s planning framework. It sets a number of key improvement priorities aimed at enhancing the quality of life for the citizens of the city of York and outlines how those priorities will be delivered.

“Service User” - That part of the Council’s corporate structure charged with the responsibility for the delivery of specific services to the citizens of the city of York.

“Unit(s)” – Any vehicle, plant, or equipment provided by Fleet Services.

“Vehicle Acquisition and Disposal” (“VAD”) – These are specific procedures applied to the access and disposal of permanent Assets

“Vehicle Replacement Programme” (“VRP”) – The planned schedule for the disposal and replacement of fleet vehicles over their life and across the different service areas.

4. OBJECTIVES

The policy has the following objectives:

- Identify and meet the fleet needs of the Council, for operational and support functions.
- Maintain cost-effective and timely processes for repair and maintenance, commissioning, decommissioning and disposal of fleet Assets and to ensure statutory requirements are adhered to.
- To maintain safe, efficient and effective vehicles/plant & equipment, ensuring these fleet Assets are replaced by adhering to optimum replacement cycles, in line with the Asset Management Strategy set out in this document.
- Sustainable fleet that maximises value for money and remains environmentally and energy efficient.
- All Assets are "fit for purpose" in terms of condition, suitability and sufficiency and chosen to support a range of services, activities.
- Engagement with services to ensure fleet resources meet the service and user demands and requirements and where the beneficial impact of change is maximised through consultation and engagement with Service Users and stakeholders
- Protect and enhance the environment.
- Continual improvement through Service Level Agreements with Service Users.
- Extend opportunities for collaboration between services within the Council.
- Extend opportunities for collaboration between public and private bodies in the region.
- Maximise output from the most cost effective solutions.
- Maintain automated fuel system.

The primary purpose of Fleet Services is the supply and maintenance of CYC Fleet Assets, which enables the delivery of effective, economic and efficient front-line services.

There is also a need to ensure that the council meets key legislative requirements, promotes environmental sustainability, and procures Assets at a competitive price.

5. LEGISLATIVE REQUIREMENTS

Statistically the Council's employees and customers are more likely to be injured or killed whilst travelling in, on or using a fleet Asset, than at any other time.

Subsequently the operation of fleet Assets is a heavily regulated area and is governed by the following legislation and standards:

- Corporate Manslaughter and Corporate Homicide Act 2007.

- The Road Traffic Acts 1968 & 1991.
- The Goods Vehicle (Licensing of Operators) Act 1995.
- The Public Passenger Vehicles Act 1981.
- Transport Acts 1985 & 2000.
- The Road Vehicles (Construction and Use) Regulations 1986 (Amendment 2003).
- The Road Vehicles Lighting Regulations 1989 (Amendment 2005).
- The Motor Vehicles (Driving Licences) Regulations 1999 (Amendment 2013).
- The Road Vehicles (Registration & Licensing) Regulations 1971 (Amendment 2015).
- The Health and Safety at Work etc. Act 1974, and any subsequent reforms & provisions
- The Provision and Use of Work Equipment Regulations 1998.
- The Management of Health and Safety at Work Regulations 1999.
- The Control of Pollution (Oil Storage) (England) Regulations 2001.
- British and European Technical Standards.
- Public Contracts Regulations 2015

Each of the statutes and/or industry standards referred to above includes it as amended, extended or re-enacted from time to time, and includes any subordinate legislation for the time being in force made under it

The list is not exhaustive, but outlines the legislative requirements applicable to the fleet Assets. In a heavily regulated environment such as Fleet operations there are many examples of good practice.

The following are some of the current procedures adopted by the Council to satisfy the legal requirements and also provide a good practice methodology:

- Proactive Safety Inspection Programme.
- Defect Reporting System.
- Preventative Maintenance Schedule.
- Vehicle Inventory and Tracking.
- Vehicle / Equipment Replacement Programme.
- A Service Level Agreement between the Fleet Services and service areas.

6. ASSET STRATEGY

The following processes will apply:

Step 1: Asset management processes within the council

- Think corporately about Asset management
- Prioritise Asset management at a senior level
- Ensure that Asset management is adequately resourced
- Involve elected members
- Ensure that there is a management system in place
- Ensure that formal mechanisms are in place to engage with Service Users to collect, analyse and store the relevant data.

Step 2: Aligning Assets with visions

- Ensure that the Asset management Policy is a medium to long term plan
- Link Asset management with all other strategies
- Link the Asset management Policy to the corporate vision and statutory requirements
- Clearly define the specification for each Asset
- Work across boundaries to align Asset management strategies

Step 3: Implementation of the Asset Management Policy

- Establish clear strategic approaches to the utilisation of Assets, with stakeholders
- Consider options for under-used Assets
- Consider options for financing of new Assets
- Maintain and adapt existing Assets as needed

Step 4: Review and monitor process

- Periodically review corporate management arrangements for capital Asset planning to ensure they are fit for purpose.
- Engage with other organisations and share learning to drive a process of continuous improvement.

7. OVERVIEW OF THE COUNCIL'S FLEET ASSETS

The total Fleet Asset value of the Council is circa **£15.3m** (April 2019)

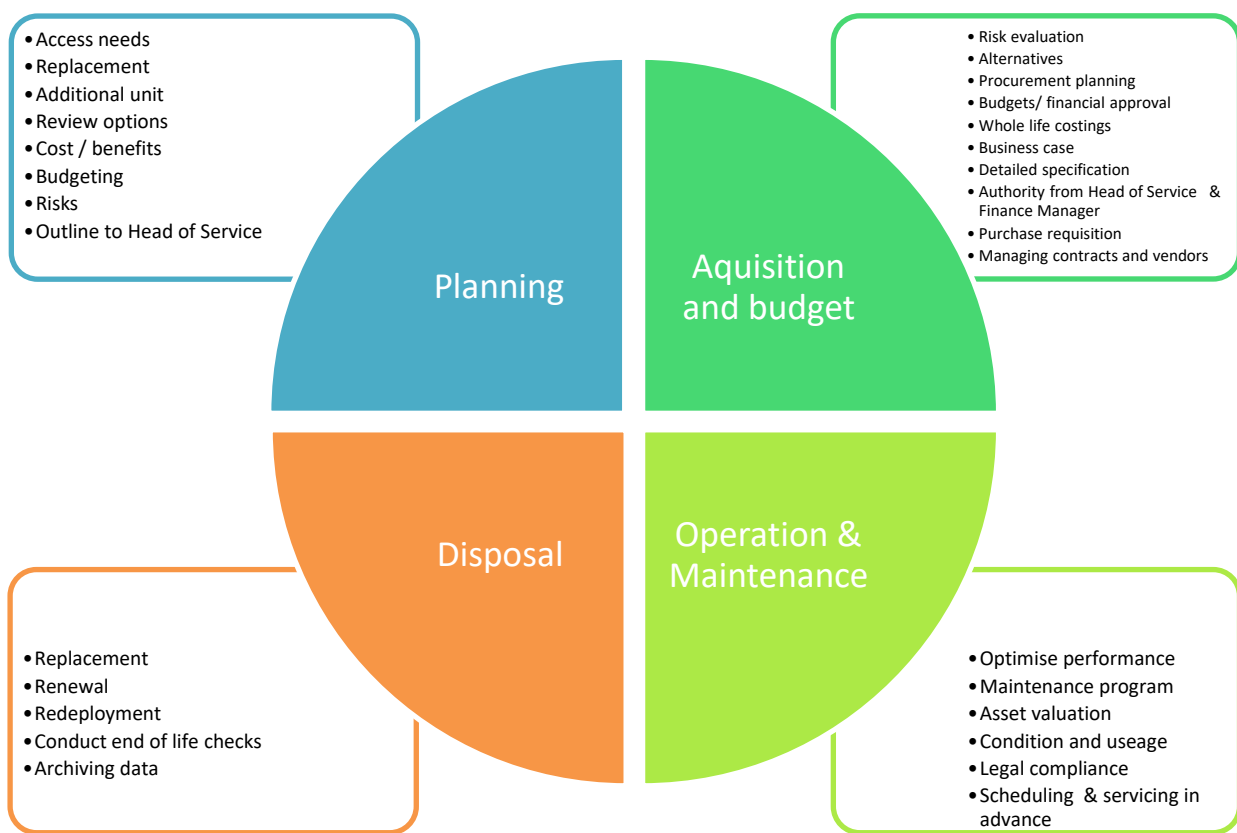
- Road Registered 283 units £14.1 M.
- Not Road Registered (Bodies, Trailers, Plant etc.) 242 units £1.2 M.

The following criteria will be assessed by the Council in implementing its Asset Management Policy:

- Capital Asset Summary, fleet replacement (investment) / divestment needs and anticipated levels of funding required (at individual Service & Corporate levels), Source of funding and statement of procurement strategy.
- Proposed fleet utilisation programmes mapped to maintenance plans, servicing times and intervals (for Council and External works).
- Assessment of levels of hired in fleet items/hire desk requirements.

- Recovery/ replacement plan to reduce the additional costs of existing ‘overage Assets’ prior to replacement (including full assessment of requirement to maintain / utilise or declare savings from the existing Fleet reserves)
- Other resource requirements (i.e. depot & systems requirements)

The following diagram illustrates this process:



7.1 Fleet Profile

The Council has a fleet of vehicles and plant (fleet Assets) that support the delivery of services, these include:

VEHICLES	COUNT	BUDGET COST
CYC	270	£ 13,769,531
12 SEAT MINIBUS/TAIL LIFT	5	£ 110,000
13500 KG REFUSE COLLECTOR/LIFT	1	£ 120,000
16 SEAT BUS/TAIL LIFT COACH BUILT	3	£ 225,000

1700 KG "CAR DERIVED" VAN	8	£ 101,953
18000 KG GULLY CESS EMPTIERS	3	£ 465,000
18000 KG HIAB / CRANE	1	£ 85,000
18000 KG HOOKLIFT	9	£ 810,000
2600 KG PANEL VAN	56	£ 1,014,803
26000 KG REFUSE COLLECTOR/LIFT	16	£ 2,712,000
2800 KG PANEL VAN	47	£ 987,439
32000 KG REFUSE COLLECTOR/LIFT	14	£ 3,050,000
3500 KG DROPSIDE/TAIL LIFT	11	£ 308,000
3500 KG PANEL VAN	7	£ 180,000
3500 KG TIPPER	22	£ 550,000
3500 KG TIPPER CREWCAB	2	£ 52,000
3500 KG TIPPER CREWCAB/TAIL LIFT	2	£ 56,000
3500 KG TIPPER/TAIL LIFT	3	£ 84,000
4WD TRACTORS	3	£ 330,000
5200 KG TOWER VAN	2	£ 140,000
7500 KG TIPPER RECYCLING	1	£ 65,000
7500 KG BOX VAN/TAIL LIFT	2	£ 80,000
7500 KG DROPSIDE/TAIL LIFT	2	£ 120,000
7500 KG HOOKLIFT	2	£ 120,000
7500 KG REFUSE COLLECTOR/LIFT	4	£ 380,000
7500 KG TIPPER	2	£ 110,000
CREW VAN	1	£ 19,000
ESTATE CAR	2	£ 37,150
EXECUTIVE CAR	1	£ 103,000
HATCHBACK CAR	9	£ 107,100
LOADERS & TELERAMS	1	£ 100,000
MINI TRACTORS	4	£ 96,000
PEOPLE CARRIER	1	£ 27,085
PEOPLE CARRIER	4	£ 76,000
PRECINCT SWEEPER	4	£ 291,000
RIDE-ON MOWERS	10	£ 280,000
ROAD SWEEPER	2	£ 302,000
SALOON CAR (FAMILY)	1	£ 25,000
SPECIALISED CAR	2	£ 50,000
DIAL A RIDE	4	£ 100,000
16 SEAT MINIBUS	4	£ 100,000
EXPLORE YORK	1	£ 25,000
3500 KG PANEL VAN	1	£ 25,000
SCHOOLS	6	£ 141,900
16 SEAT MINIBUS	3	£ 78,000
16 SEAT MINIBUS/TAIL LIFT	2	£ 52,000
HATCHBACK CAR	1	£ 11,900
PLANT / NOT ROAD REGISTERED	242	£ 1,198,152
CYC	242	£ 1,198,152
BLOWER BACK-PACK (SP)	2	£ 800
BLOWERS (POWERED)	53	£ 20,677
CHAINSAW (SP)	10	£ 8,500
EDGER (SP)	10	£ 12,000
EQUIPMENT TRAILER	7	£ 150,000
FORKLIFT TRUCKS	1	£ 35,000
GANG MOWER FRAMES INCL CUTTING UNITS (SP)	2	£ 56,000
HEDGETRIMMERS (SP)	25	£ 12,365
HOOKLIFT GRITTER	16	£ 478,000

OPEN TRAILER	5	£ 26,400
PALLET TRUCK	1	£ 7,000
PEDESTRIAN SWEEPER	2	£ 30,500
PEDESTRIAN MOWERS (SP)	50	£ 102,958
PEDESTRIAN SWEEPER	1	£ 15,552
PLOUGH / TURF CUTTER (PTO)	3	£ 7,200
POLE CUTTER	3	£ 3,000
POST HOLE BORER	1	£ 1,000
POWER ARM FLAIL / MOWER ATTACHMENT (PTO) (SP)	3	£ 49,500
PUMP	9	£ 25,900
ROAD SURFACING MACHINE	1	£ 9,000
ROTOVATOR (SP)	2	£ 35,000
SNOWBLOWER	4	£ 4,000
SNOWPLOUGH	2	£ 10,000
SPREADER	1	£ 1,500
STRIMMER (SP)	21	£ 20,300
TAR HOT BOX	1	£ 15,000
TIPPER TRAILER	1	£ 10,000
TRAFFIC SIGNAL 2 WAY (INC C8 SIGNS)	2	£ 6,000
WATER BOWSER TRAILER	2	£ 10,000
WHEELED WOODCHIPPER	1	£ 35,000
Grand Total	525	£ 15,278,583

8. FLEET UTILISATION

To meet the principles of effective fleet utilisation services should consider the following questions:

- Are the Assets being effectively route planned?
- Are odometer readings (i.e. mileage) similar across age and type? Is distance pooling being considered i.e. is a high mileage/kilometres/hours (use) Asset being swapped at mid-life with low use Assets within the fleet.
- Do drivers employ “**Safe & Fuel Efficient Driving**” techniques (“**SAFED**”)
- Can short term demand be filled by the hire desk, pool fleet etc.
- Are telematics data being used effectively?
- Do you require all of your current Assets?

9. PERFORMANCE MANAGEMENT

The performance indicators to deliver a performance managed fleet are as follows and will be reviewed at the appropriate performance clinics.

- Maintenance costs per base fleet compared to the previous financial year.
- Accident damage (incidents and costs).
- Non fair wear & tear (incidents and costs).
- Asset running costs (based on pence per mile).
- CO2 value of fleet (tons of CO2 based on service profile).
- Asset purchase costs.

- Asset availability (through Asset tracking telematics).
- Average Usage (Miles / Kilometres / Hours – base on previous years profile).
- Assets serviced within schedule.
- Assets presented for service.
- Response to reported defects.
- Number of weighted Assets per mechanic employed. (Using APSE weightings).
- Number of unplanned breakdowns.
- Asset average age against profile age.
- Overloading.
- Prosecutions.

This is not an exhaustive list and the measures used will develop over time.

10. VEHICLE ACQUISITION & DISPOSAL POLICY

The following provides policy for accessing, replacing and disposing of fleet Assets.

10.1 Access To Assets

Service Users can only access Assets through Fleet Services.

Service Users must not directly arrange with providers for the supply of vehicles or plant.

This restriction applies to all Assets, on either a permanent, temporary or hired basis. It also applies to items of 'small plant' with a value under £5,000.

NB: Exemptions are made for business travel Assets (e.g. pool car; daily car hire) which can be accessed from the Business Travel Service.

10.2 Acquisition of Permanent Assets: Three Stage Process

The process for acquisition of permanent Assets must follow three stages, as below:

- **Stage 1 – Initial Finance Approval**
Approval must be obtained from Finance, prior to the acquisition of any Asset over £5k. For Assets expected to be below £5k total cost proceed to stage 2.

This approval can be based on estimated, indicative or historic values.

This approval allows the acquisition process to start. It does not give approval for the actual or eventual purchase of the Asset.

- **Stage 2 – Consultation & Specification**
The requesting service must complete a business case to support the acquisition.

The main stakeholders must be consulted (Fleet; Front-Line Service Users / Drivers; Procurement; Finance Legal (if the value of the Asset to be procured exceeds

£150,000, or where Contract Procedure Rule 18.5 applies, which may be revised from time to time).

An existing standard CYC specification and contract should be used as the starting point for any Asset specification where possible.

If the existing specification does not meet requirements, or is revised during consultation, a new version of the specification should be created, this being clearly indicated by a version number.

The business case, consultation, and final specification(s) must be approved at AD level, before formal procurement can take place.

- **Stage 3 – Procurement & Fleet Accession**

The final specification will be published as a tender document, by Procurement, according to the consultation with them in Stage 2 as to which framework to use or which other type of competitive process to employ.

Following award of contract, any new plant or vehicles acquired must be formally registered with Fleet Services, along with maintenance schedules and any relevant regulations adhered to, before being available for use by the relevant Service.

The Asset Request form in **Appendix 1** must be used to record progress through this process.

All related documents including the standard specification (and any revised specifications) must be referenced and retained with the request form.

10.3 Asset Specifications

An accordance with 10.2 above, wherever possible the specification of an Asset should always follow an existing standard specification.

Standard specifications will be developed by Fleet Services, in conjunction with Service Users, and taking into account the following factors:

- Technical expertise/training
- Specialist tools & equipment required
- Environmental considerations
- Health & safety aspects
- Legally compliant
- Parts availability
- Manufacturer support
- Load capacity
- Suitability of Asset for role

The following conditions will apply to all specifications: all Assets will be white in colour; all Assets will be marked-up with the Council's corporate logo and associated decals; all plant

will be supplied in the manufactures standard colours; and all vehicles will be fitted with tracker unit and CCTV.

NB: For colour and logos, exemptions are made for executive cars, mainstream gritting vehicles, and for some Assets dedicated to social needs.

10.4 Asset Life Cycle

All Assets are assigned a working life. This being the projected or planned optimum number of years the Asset should be in service, before starting to degrade and needing to be replaced.

The table below sets out the standard life for fleet Assets, based on the following criteria:

- Service utilisation
- Age
- Cost of maintenance
- Market availability (Asset no longer in production)
- Availability of spares
- User Operational needs (change)
- Legislation
- Accidents / damage / theft
- Reliability / Dependability
- Warranties

Projected Asset Life	
Small Plant (generators/ strimmer's etc.)	2 to 5 years
Plant	5 to 7 years
Vehicles up to 7499kg	5 years
Vehicles 7500kg +	7 Years
Specialist Vehicles (irrespective of tare)	7 to 10 years

10.5 Vehicle Replacement Programme (VRP)

Fleet Services will maintain a 10 year rolling plan, setting out when all Assets are due for replacement.

This plan will be based on the life cycles in 10.4 above, but will also take into account service budgets, and the requirement to phase in (or out) Assets over time, particularly where this has operational impact, or where Asset life can reasonably be extended.

The VRP will be reviewed and updated each financial year to establish the 'base fleet' requirement for each service, and any new vehicles or plant requiring procurement.

For vehicles and plant flagged for disposal in any financial year, agreement will be sought from Service Users as to the actual date the Asset can be disposed.

10.6 Asset Disposal

This process covers the physical disposal and de-fleeting of Assets at the end of their working life.

As in 10.5, this can only be actioned where the Asset has been flagged for disposal by Fleet, and a date for actual disposal has been agreed with the Service User.

All fleet Assets will be disposed off according to the Council's existing [Asset Disposal Policy](#).

All sales documentation will be retained, including proof of sale and VAT receipts.

10.7 Finance

Fleet may recommend an option for financing an Asset.

The final decision as to the option used (e.g. Lease; Buy; Prudential Borrowing) will be made by Finance.

10.8 Procurement

All procurements shall be carried out in accordance with the Council's Contract Procedure Rules in force from time to time and the Public Contract Regulations 2015.

Fleet may recommend options for procuring an Asset.

In accordance with Rule 9 of the Council's Contract Procedure Rules, the final decision as to frameworks used (e.g. YPO; TPPL; CCS), method (Direct Award; Further Competition; etc.) will be made by the Procurement Department.

For vehicles requiring ancillary equipment (eg van racking; lifting gear; etc) a 'bumper to bumper' arrangement will apply, where a single provider must be able to supply all items specified within the tender.

10.9 Vehicle "Whole Life Costs" ("WLC")

When evaluating vehicle costs across different suppliers or fuel types, the full cost of the vehicle over its working life must be taken into account.

To enable a fair comparison to be made across different suppliers and fuel types, a standard WLC model must be used.

The CYC standard model for evaluating whole life costs is set out in **Appendix 2**.

APPENDIX 1

ASSET REQUEST FORM : VAD_REQ 1

STAGE 1 - INITIAL FINANCE APPROVAL

INITIAL REQUEST

To be completed by requesting service

Requested By: Person	
Requested By: Service	
Assets Requested	<i>describe / attach list</i>
Date of Request	
Date Assets Required	

WHOLE LIFE COST

To be completed by Fleet

Estimated budget cost of request	
Estimated annual running cost	

PROPOSED BUDGET OPTIONS

To be completed by Finance

Provision Is: Prudential / Revenue / Capital / Grant / Income	
If Income, please enclose projection	
Cost Code Is	
Finance Officer: Name	

APPROVAL

Approval to proceed to Stage 2: Consultation & Specification

Finance Manager:	
Name	
Signature	
Date	
Head of Requesting Service:	
Name	
Signature	
Date	

STAGE 2 – CONSULTATION & SPECIFICATION

APPROVED REQUEST

To be completed by Fleet

Unique Request Number:	
Standard Base Specification(s)	<i>list / attach standard specification(s)</i>

BUSINESS CASE

To be completed by requesting service

How does this purchase meet the aims and goals of the Council?	
How does this purchase meet the aims and goals of the requesting service?	
What are the outcomes expected from the Asset?	
What are the benefits to customers and/or staff from purchasing the Asset?	

CONSULTATION**ASSET SPECIFICATION**

To be completed by requesting service

Frontline Staff Frontline staff / drivers must be consulted on the practical use of the Asset. Please enclose comments / feedback from this consultation.	
Fleet Workshop The workshop must be consulted on the maintenance / management of the Asset. Please enclose comments / feedback from this consultation.	

FINAL / REVISED ASSET SPECIFICATION

To be completed by Fleet

Following consultation, the base specification may need to be revised. Please enclose full details of the final Asset specification that is going for tender.	
---	--

STAGE 2 CONT. – CONSULTATION & SPECIFICATION

FINANCE METHOD

To be completed by Fleet

Fleet Services – Comments / Recommendation	
--	--

To be completed by Finance

Purchase of the Asset will be funded by: Prudential Borrowing / Revenue / Capital / Grant / Income / Lease	
Cost Code Is	
Finance Officer: Name	

PROCUREMENT METHOD

To be completed by Fleet

Fleet Services – Comments / Recommendation	
--	--

To be completed by Procurement

Framework(s) used will be: CCS / YPO / TPPL / etc	
Procurement option will be: Direct Award / Further Competition / etc	
If a framework is not being used the procurement method is: DPS/Open/Restricted, etc Please explain why a framework is not being used.	

Procurement Officer: Name	
---------------------------	--

HEALTH & SAFETY

To be completed by H & S

Are there any health and safety implications arising from use of this Asset? (List Actions, if any)	
---	--

TRAINING NEEDS

To be completed by requesting service

Are there any training needs arising from use of this Asset? (List Actions, if any)	
---	--

APPROVAL

Approval to proceed to Stage 3 – Procurement & Accession

Head of Requesting Service	
Name	
Signature	
Date	
Head of Fleet Services	
Name	
Signature	
Date	
Assistant Director	
Name	
Date	
Signature	

STAGE 3 – PROCUREMENT & ACCESSION

PROCUREMENT

Schedule	Please attach timetable for the Procurement process, from publication of tender to contract award.
----------	--

FLEET ACCESSION

Registration	Please sign to confirm Asset has been registered. Please attach registration checklist.
--------------	--

APPENDIX 2

1. Whole Life Costs Model

The standard format of the model is below. Four sets of costs are considered across the project working life of the vehicle, in addition to the residual value.

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	TOTAL
FUEL COSTS	x	x	x	x	x	ADD
FIXED COSTS	x	x	x	x	x	ADD
MAINTENANCE COSTS	x	x	x	x	x	ADD
CAPITAL COSTS	x	x	x	x	x	ADD
RESIDUAL VALUE					x	SUBTRACT
					TOTAL	X

WLC can be expressed as overall pence per mile, this being the sum of all four sets of costs, minus any residual value, divided by the sum of mileage across the life term.

Standard calculations and guidance for the costs are as follows:

2. Fuel Costs

An annual mileage for the vehicle must be calculated first. This should be based on historic data from Tranman, or vehicle tracking data.

- **Electric**
Battery capacity of the vehicle in Kwh, multiplied by the electricity cost per Kwh, divided by the range, multiplied by the annual mileage.
- **Diesel**
Diesel cost per litre (different value for forecourt pump and Hazel Court pump), multiplied by 4.54609 to convert to gallons, divided by vehicle MPG, multiplied by annual mileage.
- **Petrol**
Petrol cost per litre, multiplied by 4.54609 to convert to gallons, divided by MPG, multiplied by annual mileage.

3. Fixed Costs

- **Road Tax**
Establish road fund licence costs from <https://www.gov.uk/calculate-vehicle-tax-rates>. This taking into account zero rating for low emission vehicles, and higher rate for first year registration.
- **Insurance**
CYC Zurich fleet insurance rates costs, index weighted by vehicle type.
NB Zurich do not vary their rate for different fuel types.
- **Fleet Rate**
Our fleet rate or fixed fleet recovery charge, indexed for the relevant type of vehicle.

4. Maintenance Costs

Annual cost of scheduled maintenance. This should not include driver damage or breakdown costs.

For replacement of known or existing vehicle types, costs can be based on historic data from Tranman.

For new or unknown vehicle types (eg electric), costs can be based on manufacturer data, or costs from other local authority use of similar vehicles

5. Capital Costs

Capital costs should take account the funding method (Lease; Prudential Borrowing; Purchase), and any grant funding that may apply, especially for alternative fuel vehicles.

See <https://www.gov.uk/plug-in-car-van-grants> for detail on vehicle grants.

Finance will advise as to indicative values over the term for the finance options above.

6. Residual Value

A figure for residual value should only be included, at the end of the term, where this sum actually returns to CYC.

Typically this will be where the finance method Prudential Borrowing



Executive**19 March 2020**

Report of the Director of Economy and Place
Portfolio of the Executive Members for Environment and Planning and
Transport

Bus Services Update**Summary**

1. The declaration of a Climate Emergency, and need to respond to increasing traffic and travel demand as York grows, means there is an ongoing need to develop York's bus services whilst managing their environmental impact. This report to Executive sets out progress on a number of bus-related initiatives being taken forward by City of York Council and requests Executive support for a continuation of existing policies, or changes as set out below.

York Clean Air Zone: Progress with Implementation

Recommendation: Executive to note that Clean Air Zone upgrade grant has been allocated to meet the requirements of York's Clean Air Zone and that operators are now procuring new buses or fitting existing buses with upgrade kits.

Reason: To support delivery of the Clean Air Zone programme in line with Council Plan objectives.

Tour bus electric retro-fit conversions:

Recommendation: Executive should look to end the current trial of retro-fitted electric buses and enter into discussions with Defra to reallocate the funding within the York bus network.

Reason: The trial of retro-fitted electric open top buses has fallen short of the operators' requirements. Exploring scope for reuse of funds allows a new approach to be identified which will best achieve air quality objectives in York.

Electrification of bus network fund

Recommendation: the council should submit an Expression of Interest to Department for Transport's Electric Bus Town fund on 30th April.

Reason: A successful bid would improve air quality in York by increasing the proportion of the bus network operated by electric buses.

Superbus fund

Recommendation: CYC should not submit an Expression of interest to the Superbus Fund. However, CYC should monitor DfT activity for future bidding opportunities to similar funds and develop project in conjunction with LTP refresh.

Reason: Enquiries with DfT have confirmed that York is not eligible for Superbus funding. However, in the future attracting funding for a Superbus type project would be an opportunity to improve York's bus network.

Supported service 3A and 12

Recommendation: The council should support ongoing provision of services 3A and 12 using monies from the council Bus Service Operator Grant (BSOG) allocation and allow expenditure of BSOG in York on other supported bus services at the Executive Member for Transport's discretion.

Reason: This will allow continuation of a well-used service which would otherwise not be affordable within the council's supported bus service constraints. It will also allow the council flexibility to subsidise other bus services as and when required to support Council Plan objectives.

Better Deal for Bus Users – supported services funding

Recommendation: CYC should claim an £83.5k allocation to CYC from DfT for supporting additional tendered bus services, noting the delegated decision about which routes to support and submitted to the DfT taken by the Director of Economy and Place in consultation with the Executive Member for Transport.

Reason: To increase the number and variety of bus services available to York residents in line with the objectives of the DfT administered fund.

Background: Progress with bus services in York

2. In late 2012 City of York Council adopted a new set of policies for managing bus services in the city. Since the adoption of these policies the Council and operators have made sustained investments in services, co-ordinated through the York Quality Bus Partnership. Since 2012:
 - There has been investment to improve passenger information, provide real time screens, traffic management, new ticket products and bus stops and shelters across the city, and establishment of a Better Bus Area in York, allowing the Council and operators to come together and jointly fund activities, such as the Bus Warden service and more effective traffic management to improve bus service reliability
 - Following this, passenger satisfaction with bus services in York has increased from 83% to 89%, with passengers who are “very satisfied” increasing from 41% to 55%;
 - Use of bus services in York has increased by 7% against a decline for the Yorkshire and Humber Region of 10%. There are now over 16 million bus trips in York per year (over 50,000 per day), up from 15 million in 2012/13. York is the only authority in the Yorkshire and Humber area where bus use has increased since 2012.
 - Bus trips per head of population in York (76.5 per person per year) is now the 11th highest in England outside London. York has the second highest number of trips per head for a mixed urban/ rural unitary authority, with only Bath and North-East Somerset seeing a (slightly) higher bus trip making (76.8 per person per year). This is particularly impressive when the high levels of cycling and walking in York are considered
 - There has been extensive investment in electric buses in the city – and York will have one of the UK’s highest proportion of mileage operated by electric buses once the new park and ride electric fleet arrives over the next 3 months
 - Several bus routes in York have seen their frequency increase since 2012 (e.g. service 415) and some new routes (e.g. CityZap) have been provided
 - Operators have been supportive of York’s voluntary introduction of a clean air zone in the city centre

- The proportion of bus mileage in York which is operated without subsidy has increased – with several routes transitioning from being subsidised by the council to being operated commercially in the latest tender round in September 2019
3. There remains much work to be done, of course, and the focus on managing the environmental impact of bus services in York, whilst developing services so that they can make the maximum contribution towards delivering easy, quick, reliable access to work, training, education, healthcare, shopping and visiting in York will continue.
 4. Much work is already underway developing the network, with additional stretches of bus priority incorporated within a number of planning consents to developments, particularly York Central and York Station Frontage. CYC will be undertaking studies to look at options to improve bus services on Boroughbridge Road, Tadcaster Road, Fulford Road and Wigginton/ Haxby roads, and will also be considering options for the city centre through the My City Centre consultation and Castle Gateway project.
 5. A more general “York Public Transport” study is also soon to start, considering how to serve the new development proposed in the draft Local Plan. These studies will inform a detailed public transport strategy within the Local Transport Plan refresh, which will set out how effective public transport in York will support the development of the city.
 6. However, in advance of the availability of any of these plans there is a need for Executive to make a number of operational/ financial decisions about York’s bus network – particularly addressing network issues which have arisen, or central government funding opportunities which have become available. Accordingly, this report sets out a number of areas where a decision is required in advance of the Local Transport Plan refresh.

York Clean Air Zone

7. **Background:** In January 2019, Executive approved the creation of a Clean Air Zone (CAZ), mandating minimum emissions standards for diesel vehicles used to provide local bus services on and within the York Inner Ring Road.
8. Executive also approved expenditure of £1.64m to be spent on retrofitting older buses to the latest Euro VI emissions standard and towards the cost

of new Euro VI buses. £240k of external grant funding has also been obtained from the Department for the Environment, Fisheries and Rural Affairs (DEFRA) for the same purpose.

9. A grant funding exercise was carried out in autumn 2019. Following assessment of the bids, funding for retrofitting or replacing 93 buses was made available to five local bus operators. Details of the funding allocations can be found in Annex A.
10. Following an application by the council to the Office of the Traffic Commissioner, a Traffic Regulation Condition (TRC) has been applied to the licences of all local bus operators serving the City of York Area. The TRC requires that all local buses entering the CAZ five or more times per day to meet Euro VI standards by 31/1/2020.
11. There is a temporary exemption (“sunset period”) for any vehicles for which the operator has put forward a confirmed plan to upgrade to Euro VI standard. In these cases, the operator may continue to operate higher emission buses until 31/1/2021.
12. Following the council’s successful £3million Low Emission Bus grant award in 2018 from the Office of Low Emission Vehicles (OLEV), First York is currently in the process of introducing 21 new fully electric double decker buses for use on the Park & Ride contract, with the first vehicles entering service from late February. These will replace a similar number of Euro V buses. Additionally, six diesel articulated buses which are to be retained on the Rawcliffe Bar Park & Ride route have been upgraded to meet Euro VI standards.
13. By 31/1/2021, the expectation is that only a small number of buses operating infrequent and longer distance services (ie entering the city less than 5 times per day) will not meet Euro VI or zero emission standards.
14. **Recommendation:** Executive is asked to note progress
15. **Reason:** To support the continuation of the programme.

Tour bus conversions

16. **Background:** City of York Council made a bid to the Department of Environment, Food and Rural Affairs (DEFRA) in 2013 for funds to convert 6 open-top buses used on York’s City Sightseeing tour service from diesel engines to be fully electric. When the bid was made, it was

anticipated that conversion would follow over a 24 month period and the first bus was delivered to the operator of the service in 2014, with 3 further buses delivered over the following 24 months. Although four buses have now been delivered and entered into service, conversion of the final two buses in the programme has not commenced at the time of writing, and there is £190,000 of unspent funding – allocated for conversion of the two remaining buses, which is currently held by the council..

17. The project has now run for 5 years, which has allowed an effective assessment of the vehicle performance over time. Transdev, the operator of the electric tour buses, has been helpful and co-operative and it is now possible to make a judgement on the effectiveness of the project.
18. Unfortunately, despite best efforts, performance of the retro-fitted electric buses on the ground has not met an acceptable threshold of reliability, and vehicle availability has been poor, causing operational issues for the service – particularly the need to maintain a parc of diesel spare buses to step in to provide the service when availability of the electric buses is poor.
19. Regrettably, the operator's costs and operational challenges are so high it has concluded that the project has not been successful in its primary objective of converting the City Sightseeing Tour fleet to electric traction which can be operated to a level of reliability comparable to the diesel vehicles which previously operated the service. York's experience has not been unique in this respect, with a project at another historic UK city suffering problems with the supply of retro-fitted electric buses, similar to those in York.
20. Although the York trial has not been successful in meeting its primary objective, it has been successful in delivering against other objectives, specifically:
 - It has allowed a five year trial of retro-fitted buses, which has yielded much useful data in the development of subsequent electric bus projects
 - Use of the electric buses in York has both led to investment in the park and ride fully electric bus fleet (21 new buses currently coming into service), and Transdev's electric bus fleet in Harrogate. York and Harrogate now have some of the most intensively used electric buses in the UK and use of the new, as opposed to retrofitted, electric buses has been entirely successful

- The trial has also informed CYC's intention to become a fully electric bus city, as outlined later in this report
- The four electric buses which have been used in York have, whilst they have been in use, reduced emission levels in the city. Transdev have committed to continue to operate the buses in service, depending on their availability, until they are no longer viable for day to day operation.

Going Forward

21. The CAZ for York means that it will not be possible to continue to use the current mix of electric and diesel buses on the City Sightseeing Tour service, because after 31/01/21 the buses will need to be Euro VI diesel or better to achieve compliance with the CAZ. In the absence of either a reliable retro-fit vehicle, or affordable open-top fully electric vehicles, the service will need to be converted to either electric buses or Euro VI diesel buses.
22. Two options have been identified:
 - The project could be ended and the unspent funding returned to DEFRA
 - The current project could be ended and DEFRA approached to re allocate the unspent funding to be used in York.
23. **Recommendation:** this report recommends to Executive that:
 - An evaluation report is produced for DEFRA setting out the progress of the trial and lessons learned;
 - DEFRA is approached to assess the potential for reallocating the unspent £190,000.
24. **Reason:** this will subject to a successful discussion with Defra allow deployment of remaining OLEV funding in a way which supports the council,s development of a clean bus network in York..

Electrification of York's Bus Network

25. **Background:** Whilst the council's activities around the Clean Air Zone will benefit air quality in York, there are potentially greater benefits available – and hence further delivery against Council Plan objectives - from

converting as much of the bus fleet as possible to electric power. As set out above, the council and York's bus operators have learned much about electric buses, and what types of bus and infrastructure are likely to be successful in service. This can be brought to bear on a more extensive electrification project.

26. On 6th February the Department for Transport released details of a £220m programme to improve bus services in England ("A better deal for bus users"). Part of the DfT programme is a £50m allocation for an "Electric Bus Town". Officers are of the opinion that the Council has a strong case to be made in the bidding competition. This view is informed by the good level of fit between York's bus network electrification track record, the Council's declaration of a climate change emergency and the imminent Local Transport Plan refresh and the objectives of the Electric Bus Town Fund – *to electrify as many buses as possible in a pilot local authority area, so that operational challenges of an electrified network, and impacts on air quality, can be evaluated for further roll out across the UK.*
27. If the council were to submit a bid to DfT, the stages would be:
 - A short Expression of Interest (EoI) would be submitted to the DfT by 30th April 2020, setting out a very broad programme for electrification of York's bus network
 - If successful, York would join a shortlist of authorities which DfT would work with to develop a detailed business case for conversion – a process which would conclude in the autumn.
28. **Options:** The Executive could:
 - Support the submission of an EoI to DfT
 - Decide not to bid for Electric Bus Town funding on this occasion, deferring a bid to a future funding round, should they take place.
29. **Recommendation:** Executive should support development, by council officers, of an EoI for submission to the DfT on or before April 30th 2020. Development of the EoI will entail an assessment of:
 - the appetite of York's bus operators – through the Quality Bus Partnership – for widespread conversion to electric buses

- the operational requirements for electric buses in York – longer routes may not be suitable for conversion to fully electric buses, but would instead use hybrid technology to operate under electric power in the York urban area, but diesel in the rural areas surrounding York
 - the need for additional charging infrastructure in the city, either at a depot or opportunity charging at route termini/ in the city centre
 - the need for complementary infrastructure, which might improve bus journey speeds to get maximum yield from electric buses
30. **Reason:** submitting an EoI to DfT allows progress to be made on a fully electric bus town, which would assist in meeting Council Plan objectives around air quality and modal shift.

Superbus Fund

31. **Background:** Alongside the Electric Bus Town Fund, the DfT also launched a “Superbus” fund, which allowed local authorities to bid for a minimum of £10m over 4 years to deliver bus priority measures and pump prime capped fares and higher frequency services (with an expectation that the revenue interventions would then be commercial). Unfortunately, York is not eligible to bid to this fund, because it is assessed to be within the least deprived 25% of authorities¹ by DfT. Furthermore, funding appears targeted at authorities whose bus services can evidence clear failure (sustained declines in patronage, increasing journey times) which cannot be seen in York. Officers have made enquires and the DfT have confirmed that York is not eligible to bid to the Superbus fund.
32. **Recommendation:** Executive is requested to note that York is not eligible for this fund, but commit to exploring opportunities for other funding, should they be announced as part of the National Bus Strategy later this year.
33. **Reason:** Despite ineligibility for this fund other projects can be developed and other funding bodies approached that will benefit York and can be developed in conjunction with Bus priority schemes developed through the Local Transport Plan process.

¹ For the purposes of this fund local authority deprivation is measured using the “Rank of average score” measure

Supported bus services

34. **Background:** The City of York benefits from a comprehensive network of local bus services, the vast majority of which are operated without subsidy from the Council. All of the bus routes in York are operated by private sector companies who are free to decide how they will run any services not requiring financial support. This includes defining the route, stopping points, the timetable and the fares charged.
35. Where local bus operators have not registered bus services, the Council may identify areas of York, or particular times of the day or week when it wishes to subsidise provision of a local bus service. As a result, a number of bus routes are partially funded by the Council with journeys that operate under contract to the Council. For these services/ journeys the Council sets the route, stops, timetables and monitors the performance of each service- although it does not set fares. Operators generally retain all fares revenue from these services, although this arrangement is sometimes varied according to circumstance.
36. The budget, net of contributions from third parties (e.g. North Yorkshire County Council) currently allocated for supporting non-commercial local bus services for financial year 2020/21 is £654k. It should be noted that this sum does not include the Council's £70k annual contribution to the Dial & Ride community transport service and voluntary car scheme (both currently operated by York Wheels), or some services to developments which are contracted to CYC, but financed by contributions from developers. Some services also have contributions from NYCC, East Riding and/ or Parish Councils.

Services 3A and 12

37. The majority of the council's supported services were tendered in summer 2019. However, in September the current operator of services 3A and 12, First York, announced that they planned to withdraw service 3A (the 7-day per week evening Askham Bar Park & Ride service) and part of service 12 (specifically the section between Foxwood Lane and Alness Drive) as they were no longer commercially viable.

Officers in consultation with the Executive Member for Transport decided to use existing budgets to extend these services on a temporary basis, initially until 31st January 2020, to carry out a tender exercise and then, until 5th April 2020, in order to clarify the funding arrangements for 2020/21 onwards

Analysis – services 3A and 12

38. A price for continuing service 3A was sought directly from First as the current operator of the council's Park & Ride contract. First advised that the annual cost of continuing service 3A will be £24,000.
39. A tender was carried out for a replacement for the non-commercial section of service 12 from April. The winning bidder's price is £65,000 per annum.
40. Of the council's net 2020/21 subsidised bus service budget, £586k of £654k is currently already committed. This means an additional £21k is required to fund both services 3A and 12 on an ongoing basis.
41. On the basis of the latest available patronage data, the subsidy per passenger for service 3A is expected to be around £1.70 and for service 12, around £1.60. Both are therefore within the recommended limit for subsidy (£2.67 per passenger trip).
42. In addition to the budget allocated by the Council for the support of local bus services, HM Government provides the Council with a devolved Bus Service Operators Grant (BSOG) annual sum of £150,416, which is ring-fenced for the specific purposes of supporting local bus services or providing public transport infrastructure. This was previously passed directly to bus operators but, since the new tendered services began in September 2019, has been retained by the council. The £150,416 sum relates only to supported bus services in York. BSOG is still paid directly to operators for commercially provided bus services.
43. Because the council now retains BSOG for supported services there is "new" revenue funding which could potentially be used to cover the budgetary shortfall on services 3A and 12, and also, potentially, support other non-commercial public transport. It should however be noted that BSOG is allocated by HM Government on an annual basis and cannot necessarily be relied upon as long-term funding stream. Although to date there has been no suggestion from the DfT that it will be discontinued.
44. It should also be noted that this unlikely risk of funding withdrawal is mitigated by the possibility of the services in future becoming commercially viable. There is a good chance this may happen as demand for service 3A may increase when the planned paid overnight parking service at Askham Bar Park & Ride site comes into action in spring 2020 and that demand for service 12 may increase when the LNER Community Stadium (at the other end of the route) opens in 2020.

45. Continuing services 3A and 12 would result in a shortfall against the allocated budget for bus services if the additional services were funded entirely from the Council funding currently allocated to supporting non-commercial bus services. However, the shortfall can be made up from part of the council's annual Devolved BSOG funding provided by HM Government. This represents the duty which would have been paid on diesel by operators of bus services which are tendered to CYC. Bus subsidies would fit within the ring fence for this BSOG funding which is for use on sustainable transport measures, and there is headroom to support other services if they are deemed necessary.
46. **Options:** Executive could:
- Cease providing the service because, although it meets the value for money criteria for support by the council, it is not affordable within the current service support budget; or
 - Allocate funding from BSOG to allow support of services 3A and 12 from the BSOG allocation and generally delegate responsibility to the Executive Member for Transport to make allocations of further BSOG derived funds from time to time to support local public transport services.
47. **Recommendation:** The Executive is asked to approve the award of contracts for services 3A and 12 from 5th April 2020, using £21k from BSOG to supplement the council's existing supported bus service budget, and to delegate the power to make further allocations of BSOG to supported public transport services to the Executive Member for Transport.
48. **Reason:** To ensure that all residents retain access to a similar level of bus services as are currently available to them, at the best possible value to the Council and to support other local public transport services as and when support is required.

DfT bidding opportunity- Better Deal for bus Users - supported local bus services 2020-21

49. **Background:** In early February, the DfT announced a number of opportunities for local authorities to bid for funding to improve bus services. Through the "Funding for Local Bus Services 2020-21" scheme, the council has the opportunity to bid for £83.5k one-off funding in order to

achieve one or more of the following objectives which must deliver an increase in services and therefore the 12 and 3A services are not eligible as they currently exist:

- “to improve current local bus services - for instance increasing evening or weekend frequencies, or supporting additional seasonal services in tourist areas;
- “to restore lost bus routes where most needed to ensure people have access to public transport services;
- “to support new bus services, or extensions to current services, to access e.g. new housing, employment opportunities, healthcare facilities etc.”

50. The funding must be used for the provision of local bus services- ie time tabled services open to any member of the public upon payment of a fare. This definition does not include any service restricted specifically to certain groups of people or any pre-booked or demand-responsive such as taxi bus or Dial & Ride.
51. There is a requirement for a proportionate amount of public consultation to take place in order to evidence the demand for any new or improved bus services. It should be noted that the funding available in York is £83.5k – equivalent to the operating costs for a single bus for approximately 8 months. Whilst the funding can be used effectively by CYC to improve some services, it should be born in mind that the absolute level of funding available necessarily limits what can be achieved with it.
52. Due to the tight timescales of 13th March submission required to submit a bid to the DfT, limited time was available for consultation. Consultation was undertaken with Council Members, with options generated based on previous requests for funding received from councillors, constituents, interest groups and MPs.
53. The outcome of this exercise led to a package of enhancements to routes which support York’s evening economy being submitted to the DfT, determined by the Corporate Director of Economy and Place in consultation with the Executive Member for Transport.
54. A bid was/will be submitted on March 13th. A copy of the council’s bid will be provided to the meeting.

55. **Options:** Executive could:

- Decide to withdraw the application for £83.5k funding allocation from DfT to the specified routes
- Decide to confirm acceptance of the funding allocation

56. **Recommendation:** it is recommended that Executive confirms the willingness to accept the Dft Funding as submitted

57. **Reason:** effective deployment of the funding will allow an enhancement of York's bus network.

Council Plan

58. **Implications:** 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 and objectives to improve access to culture (through support of evening bus services – services 3A and the supported service package supported by the application to DfT for additional service support funding). 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.

Financial

59. **Electric Tour Bus Conversions:** The paper recommends return of £190,000 of unspent funding allocated to converting open top buses to DEFRA if it is not possible to agree an alternative use for the funding.

60. **Electric Bus Town Bid:** The recommended course of action set out in this paper may require CYC to commit to match funding obligations in establishing the fully electric town business case. However, this will be subject to a separate decision session paper once the business case is developed and the extent of CYC's financial obligations are clear.

62. **Services 3A and 12:** The cost of providing all services will require an increase in the council's supported service budget of £26,000 (full-year) from 2020/21 onwards. This can be covered by devolved BSOG revenue for as long as HM Government continues to offer this grant.
63. **DfT bid:** If successful, the council could be awarded up to £83.5k to be used for the purposes stated in its bid document. Services would be procured according to the relevant financial regulations and would operate until the funding is exhausted. At that point, the council will need to decide whether to continue funding the new services or to withdraw them. It is also quite possible that further DfT funding will be made available by that point- a government announcement on 10th Feb promises an additional £5bn for local bus services in England over the current parliament, but no further details have yet been provided.

Human Resources (HR) (Contact – Head of HR) – N/A

One Planet Council / Equalities

64. **Legal:** If approved, contracts will be signed with bus operators. The contract for service 12 will remain valid for five years, with an optional three year extension. The council will have the right to terminate this contract at 3 months notice or as a result of sustained poor performance by an operator. Service 3A will be covered by a contract change notice applied the council's Park & Ride contract.
65. There are potential state aid issues linked with the Electric Bus Town bid – these will be explored as the bid develops

Crime and Disorder (Contact - Senior Partnerships Support Officer, Community Planning & Partnerships) - N/A

Information Technology (IT) (Contact – Head of IT) – N/A

Property (Contact – Property) – N/A

Other – N/A

Risk Management – N/A

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Chief Officer Responsible for the report:

Chief Officer's name Neil Ferris
Title Corporate Director of Economy and
Place

Report **Date** 9 March 2020
Approved

Specialist Implications Officer(s) List information for all

Implication : Financial

Implication: Legal

Name: Patrick Looker
Title: Finance Manager
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Name: Cathryn Moore
Title: Senior Solicitor
Tel No. 2487

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

For further information please contact the authors of the report

List of Annexes:

Annex A – Clean Air Zone funding allocations

Annex A – Clean Air Zone funding allocations

Allocations made to individual operators:

Arriva Yorkshire: £252,000 to retrofit 14 buses.

First York: £1,188,000 to retrofit 66 buses.

Harrogate Coach Travel: £70,000 to retrofit 5 buses.

Reliance Motor Services: £72,000 to retrofit 4 buses and a further £54,000 towards the cost of three new Euro 6 buses (total grant of £126,000).

Transdev: £18,000 to retrofit one bus.

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