

**Notice of public meeting of
Cabinet**

To: Councillors Alexander (Chair), Crisp, Gunnell, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams

Date: Tuesday, 9 October 2012

Time: 5.30 pm

Venue: York University Students Union, 'The Student Centre', James College, Newton Way, Heslington Lane, Heslington YO10 5DD

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 Thursday 11 October 2012, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Corporate and Scrutiny Management Committee.

1. Declarations of Interest

At this point, Members are asked to declare any personal, prejudicial or disclosable pecuniary interests they may have in the business on this agenda.

2. Exclusion of Press and Public

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

Annexes 2 and 3 to agenda item 6 (Sale of the Hungate Site) and Annex 2 to agenda item 7 (Admin Accommodation Portfolio) on the grounds that they contain information relating to the financial or business affairs of particular persons. This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

Annex 4 to agenda item 6 (Sale of the Hungate Site) on the grounds that it contains information in respect of which a claim to legal professional privilege could be maintained in legal proceedings. This information is classed as exempt under paragraph 5 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

3. Minutes (Pages 3 - 12)

To approve and sign the minutes of the last Cabinet meeting held on 4 September 2012.

4. Public Participation

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or a matter within the Cabinet's remit can do so. The deadline for registering is **5:00 pm on Monday 8 October 2012**.

5. Forward Plan (Pages 13 - 20)

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

6. Sale of the Hungate Site (Pages 21 - 36)

This report sets out a proposal to sell the Council's land on the Hungate site in order to bring new jobs into the city and generate a capital receipt.

- 7. Admin Accommodation Portfolio - further property rationalisation** (Pages 37 - 44)

This report gives a progress update on the extension of the scope of the Administrative Accommodation rationalisation to further reduce the number of office buildings used by the Council and increase the accommodation provided to partners. It also sets out proposals to use some of the additional savings to fund adaptations to Hazel Court to enable the complex to accommodate increased number of staff.
- 8. Delivery and Innovation Fund - Funding Decisions** (Pages 45 - 72)

This report asks Members to consider proposals for the funding of two projects through the Delivery and Innovation Fund.
- 9. City of York Local Development Framework** (Pages 73 - 112)

This report considers the way forward for the Council with regard to the City of York Development Plan following the decision of Council on 12 July 2012 to withdraw the LDF Core Strategy from the examination process.
- 10. Adoption of a Low Emission Strategy for York** (Pages 113 - 146)

This report presents the results of the recent Low Emission Strategy (LES) public consultation. The strategy has been developed to achieve further reductions in emissions of local and global air pollutants.
- 11. Devolution of Major Transport Scheme Funding** (Pages 147 - 158)

This report explains the Government's approach to the devolution of post 2014 funding for major transport schemes, including the creation of Local Transport Bodies (LTBs). It sets out the principles of the Government's approach and the different options arising from this for York.
- 12. Urgent Business**

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

Democracy Officer:

Name: Jill Pickering

Contact details:

- Telephone – (01904) 552061
- E-mail – jill.pickering@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

Contact details are set out above.

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- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

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Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

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Holding the Cabinet to Account

The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business following a Cabinet meeting or publication of a Cabinet Member decision. A specially convened Corporate and Scrutiny Management Committee (CSMC) will then make its recommendations to the next scheduled Cabinet meeting, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

MEETING	CABINET
DATE	4 SEPTEMBER 2012
PRESENT	COUNCILLORS ALEXANDER (CHAIR), CRISP, GUNNELL, LEVENE, LOOKER, MERRETT, SIMPSON-LAING (VICE-CHAIR) AND WILLIAMS
IN ATTENDANCE	COUNCILLOR HEALEY

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**13. DECLARATIONS OF INTEREST**

Members were invited to declare at this point in the meeting any personal, prejudicial or disclosable pecuniary interests they may have in the business on the agenda.

Cllr Levene declared a prejudicial interest in respect of agenda item 7 (Economic Infrastructure Fund - September Funding Recommendations) in respect of any discussion that should arise relating to Science City York as this body had a contract with his employer. If any discussion took place he undertook to leave the room and not participate in any discussion and voting on thereon.

14. MINUTES

RESOLVED: That the minutes of the last Cabinet meeting held on 17 July 2012 be approved and signed by the Chair as a correct record.

15. FORWARD PLAN

Members received and noted the details of those items listed on the Forward Plan for the next two Cabinet meetings, at the time the agenda was published.

16. PUBLIC PARTICIPATION/OTHER SPEAKERS

It was reported that there had been no registrations to speak at the meeting under the Public Participation Scheme; however one Member of Council had requested to speak on two separate agenda items.

Councillor Healey spoke to acknowledge the efforts of the Head of Community Safety and her team particularly in the run up to the Police Commissioner elections in November with the updating of the Community Safety Plan at Agenda item 8 (Community Safety Plan Refresh).

Councillor Healey also spoke in respect of Agenda item 6 (Reinvigorate York – Investing £3.3m in the City). He pointed out that feedback from visitors to the city did not refer to lack of signage or pavement surfacing but to the dirty, unkempt state of particular areas. He pointed out that, whilst there had been cuts to road maintenance and street cleaning budgets, it was now intended to borrow money to make capital investment in refurbishment of the city. He suggested that it would be better for York to be known as a cleaner city rather than making a large investment in the public realm.

Councillor Alexander pointed out that he had raised these issues with the Royal Borough of Kensington and Chelsea who had undertaken similar works. It had been found that with high quality investment in their public realm that maintenance savings had subsequently been made.

17. DELIVERING THE COUNCIL PLAN -CUSTOMER STRATEGY 2012-15

Consideration was given to a report which set out details of the Council's new Customer Strategy which would sit alongside the Workforce and Procurement and Commissioning Strategies to support delivery of the Council Plan.

Following completion of work under the 2009-12 Strategy, recent financial settlements, a changing and increasingly diverse population together with demands for increasingly technological and web based solutions for accessing services the authority had had to re-evaluate its basis for interacting with customers. This Strategy now provided a single vision for interaction with customers in the future.

It was reported that clear outcomes from the delivery of Strategy would be evident before the end of 2014-15.

With this in mind the Cabinet Member suggested that with the move to West Offices and further changes to IT infrastructure there was a need to keep the document under review to ensure services continued to meet customer needs.

- RESOLVED:
- i) That Cabinet approves the Customer Strategy as attached as Annex A to the report.^{1.}
 - ii) That the Strategy be brought back for review to Cabinet in September 2013.^{2.}

REASON: To ensure the delivery of the core capabilities that support the Council Plan and improve outcomes for customers in meeting their needs.

Action Required

- 1. Proceed with implementation of strategies. PS
- 2. Schedule a review on the Forward Plan. PS

18. REINVIGORATE YORK - INVESTING £3,300,000 IN THE CITY CENTRE

Members considered a report which set out details of a number of projects aimed at creating significant improvements to the quality of a series of key public spaces within the city centre. These improvements had been put forward by the Reinvigorate York Board with the aims of reinvigorating the city centre economy, increasing footfall, improving quality of life, increasing the sense of York as a special place and maintaining the city as a top tourist destination.

A draft work plan and a programme for delivery of the following key spaces had been set out at Annexes 1 and 2 of the report. Further details of each of the projects was also detailed at paragraphs 29 to 45:

- Parliament Street (including Piccadilly/Coppergate Junction)
- King's Square
- Exhibition Square/St Leonard's Place/Bootham Bar

- Fossgate/Pavement
- Duncombe Place/Blake Street
- Micklegate

An analysis of benefits for the city in this investment together with city case studies was reported at paragraphs 48 to 68 of the report.

Cabinet Members stressed the importance of this investment which would play a key part in the future success of the city centre and ensure the city could compete with other similar heritage cities.

Officers confirmed that Ward Members would be kept fully informed via regular briefings on progress on these projects.

Following further discussion it was

RESOLVED: That Cabinet approves Economic Infrastructure Fund investment of £3.3m in the Reinvigorate York programme, as set out in the report paragraphs 29 to 45, subject to more detailed costings, feasibility work and updates on individual projects as they developed. The £3.3m budget to be initially allocated as follows:

2012/13	£500,000
2013/14	£1.3m and
2014/15	£1.5m ¹ .

REASON: To support the Council Plan priorities of creating jobs, growing the economy and investing in the city's economic future.

Action Required

1. Proceed with implementation of programme, subject to provision of updates as projects develop. DG

19. ECONOMIC INFRASTRUCTURE FUND - SEPTEMBER FUNDING RECOMMENDATIONS

Consideration was given to a report which set out detailed proposals for the funding of three projects through the Economic Infrastructure Fund.

The first for the Reinvigorate York Programme (as detailed in the previous minute), the second for work in the promotion of York in markets within the UK and beyond, particularly promotions of our locally specific strengths. The final project related to funding through an Economic Growth Analysis which would provide a critical evidence base identifying the likely future growth trajectory of the city's economy and particular sectors within that economy.

An overview and financial analysis of each of the projects was set out at paragraphs 8 to 43 and at Appendices 1 and 2.

Cabinet Members spoke individually to confirm the need for investment in these important projects in order to increase visitor numbers, York's profile and to create an increased opportunity for exporting for local businesses.

RESOLVED: That Cabinet approval be given to the following funding allocations from the Economic Infrastructure Fund:

- £3.3m for the Reinvigorate York programme
- £30k for Economic Growth Analysis
- £250k for Promoting York ¹.

REASON: To support the Council Plan priorities of creating jobs, growing the economy and investing in the city's economic future.

Action Required

1. Allocate EIF funding for commencement of these projects.

IF, KS

20. COMMUNITY SAFETY PLAN REFRESH

Members considered a report which provided background to the preparation of the Community Safety Plan, a crime and disorder reduction strategy, as required by the Crime and Disorder Act 1998. The plan set out the priorities for the city based on the Joint Strategic Intelligence Assessment and consultation carried out

through the Crime Summit with key stakeholders and members of the community.

A copy of the updated Community Plan had been contained at Annex A of the report with a further copy of the revised strategy being circulated at the meeting providing a reorder of the various strategies.

The Cabinet Member confirmed that important measures were in place to contribute to the implementation and delivery of the plan. Improvements had been over the last year with a drop in the total number of crimes, including levels of violent crime, criminal damage, anti-social behaviour and cycle thefts.

Concern was expressed that there had been little change in the reported number of domestic incidents, however it was confirmed that intervention work and victim support was ongoing. Partnership working was felt a necessity together with a media education campaign, in order to reduce incident levels.

Following further discussion it was

- RESOLVED:
- i) That Cabinet approve the content of the refreshed Community Safety Plan, as set out at Annex A of the report.¹
 - ii) That Cabinet approves the commitment of City of York Council's role in the implementation and delivery of the Plan.

REASON: To meet the requirements of the Crime and Disorder Act 1998, as amended by the Police and Crime Act 2006.

Action Required

1. Continue with implementation and delivery of the refreshed Plan.

SW

21. 2012-13 PERFORMANCE AND FINANCE MONITOR 1

Consideration was given to a report which set out the Council's performance in delivering its Council Plan priorities and revenue budget, covering the period 1 April to 30 June 2012.

The report outlined the challenges facing the authority with continued pressure to improve education and social care services but with increased care spending. Local Government had been required to reduce its expenditure by around 28 % over a four year period with York having taken in excess of £40m from its budget over the last 4 years.

Early financial pressures for 2012/13 had been identified totalling £5.937k across all directorate budgets. Extensive work was however being carried out to ensure that these pressures were mitigated by the end of the financial year. Further information on work undertaken on performance and delivery in relation to the Council Plan was set out at paragraphs 14 to 44 of the report. With a financial overview by directorate at Table 1 and financial outturn for these directorates at paragraphs 52 to 77.

Members were reminded of the minimum level for the General Fund reserve at £6.1m or 5% of the net budget. The February budget had included the addition of £250k to the reserved to provide an appropriate level of headroom.

Members confirmed the challenges facing them, following severe cuts in funding, and praised staff for their hard work in continuing to deliver some excellent services. The importance of Cabinet Members working closely with their Directors and Assistant Directors was stressed to mitigate any pressure points.

Officers reiterated the challenges facing the authority, reassuring members that officers were committed to bringing the budget back on track by the end of the year.

RESOLVED: That Cabinet notes the current projected pressures of £5,937k and that strategies are being prepared to mitigate this position.

REASON: In order to ensure expenditure is kept within budget.

22. CAPITAL PROGRAMME - MONITOR ONE 2012/13

Members considered a report which informed them of the likely outturn position of the 2012/13 Capital Programme based on the spend profile and information to August 2012.

Changes made throughout the year had resulted in a current approved capital programme for 2012/13 of £67.067m, financed by £28.281m of external funding and internal funding of £38.786m. The key issues were a net decrease of £2.584m resulting from increased budget expenditure for new schemes of £0.832m and net re-profiling of £2.746m of schemes to future years.

The variances reported against each portfolio area were set out at Table 2 of the report, with a summary of key exceptions and implications on the capital programme at paragraphs 9 to 27. Tables 3 and 4 and Annex A to the report set out the revised 5 year capital programme and financing of the programme going forward.

The Chair thanked both members and officers for work on progressing the provision of community facilities at the Burnholme School site, confirming the authority's commitment to the local community.

Following further discussion it was

RESOLVED:

That Cabinet notes:

- i) The 2012/13 revised budget of £65.153m as set out in paragraph 4 and Table 2 of the report.
- ii) The restated capital programme for 2012/13 – 2016/17 as set out in paragraph 28, Table 3 and detailed in Annex A of the report.
- iii) The Better Bus Area Fund external funding received from the Department of Transport at £0.670m in 2012/13 and £1.095m in 2013/14.

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

PART B - MATTERS REFERRED TO COUNCIL

23. CAPITAL PROGRAMME - MONITOR ONE 2012/13

Members considered a report which informed them of the likely outturn position of the 2012/13 Capital Programme based on the spend profile and information to August 2012.

Changes made throughout the year had resulted in a current approved capital programme for 2012/13 of £67.067m, financed by £28.281m of external funding and internal funding of £38.786m. The key issues were a net decrease of £2.584m resulting from increased budget expenditure for new schemes of £0.832m and net re-profiling of £2.746m of schemes to future years.

The variances reported against each portfolio area were set out at Table 2 of the report, with a summary of key exceptions and implications on the capital programme at paragraphs 9 to 27. Tables 3 and 4 and Annex A to the report set out the revised 5 year capital programme and financing of the programme going forward.

The Chair thanked both members and officers for work on progressing the provision of community facilities at the Burnholme School site, confirming the authority's commitment to the local community.

Following further discussion it was

- RECOMMENDED:
- i) That Council approve the adjustment in the Capital programme of an increase of £0.832m in 2012/13 and re-profiling from 2012/13 to 2013/14 of £2.746k as detailed in the report and contained in Annex A.
 - ii) That Council approve the new scheme Multi Use Games Area (MUGA) in the grounds of

Burnholme School at £0.1m (para 10), funded by £0.05m Sport England grant and £0.05m Section 106 funding.

iii) That Council approve the following Housing and Public Protection Schemes:

- Major repairs scheme for Local Authority Homes increased by £0.024m funded by ring fenced Housing Revenue Account (para 19)
- Housing grants and home investment scheme increased by £0.076m funded from early repayment of previously granted loans (para 20)
- Disabled facilities grant decrease of £0.038m due to revised funding available from government grant (para 21) ¹.

REASON:

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

Action Required

1. Refer recommendations to Council.

JP

Councillor J Alexander, Chair

[The meeting started at 5.30 pm and finished at 6.55 pm].

Cabinet Meeting: 9 October 2012

FORWARD PLAN (as at 14th September 2012)

Table 2: Items scheduled on the Forward Plan for the Cabinet Meeting on 6 November 2012

Title & Description	Author	Portfolio Holder
<p>Approval of the City of York Council Surface Water Management Report.</p> <p>Purpose of Report: Investigations have been carried out to determine the causes of surface water flooding at locations across the council's area. On the basis of this, the plan makes recommendations to manage flood risk from this source in the future.</p> <p>Cabinet is asked to approve the recommendations of the Surface Water Management Plan report.</p>	<p>Mike Tavener</p>	<p>Cabinet Member for Transport, Planning & Sustainability</p>
<p>Technical Reforms to Council Tax</p> <p>Purpose of Report: To approve amendments to council tax exemptions and annual billing information.</p> <p>Members are asked to approve the recommended changes in the report.</p>	<p>David Walker</p>	<p>Cabinet Member for Corporate Services</p>
<p>Smarter York</p> <p>Purpose of Report: To update Cabinet on progress with Smarter York.</p> <p>Members will be asked to agree a "Smarter Charter".</p>	<p>Charlie Croft</p>	<p>Cabinet Member for Environmental Services</p>

<p>Realising the Vision for a Fair and Inclusive Council (Formerly titled "Equality Act 2010 - Implementing the public sector duties in City of York Council")</p> <p>Purpose of the report: The public sector duties in the Equality Act 2010 support public bodies to improve quality of life outcomes in their areas. They came into effect in April and September 2011. The report will summarise the duties as outlined in legislation and how the government and the Equality and Human Rights Commission expect us to meet them. It will outline proposals for action to meet the duties and also minimum standards for these actions.</p> <p>Cabinet will be requested to consider and approve the actions proposed in the report.</p> <p>This item was slipped to the February meeting to allow more time to develop an action plan for excellence for the Equalities Framework for Local Government. It was then slipped to the April meeting to coincide with setting equality outcomes for the Council and then to the July meeting to take account of the output of stage two of the Fairness Commission. The item has now been slipped to the November meeting to allow further time for consultation.</p>	<p>Charlie Croft/Evie Chandler</p>	<p>Cabinet Member for Leisure, Culture and Tourism</p>
<p>Developing a Thriving Voluntary Sector</p> <p>Purpose of report: To outline the City of York Council's proposed role/obligations as part of a Voluntary Sector Strategy for the City of York.</p> <p>Members are asked to approve the actions identified for CYC within the Citywide strategy.</p>	<p>Adam Grey</p>	<p>Cabinet Member for Leisure, Culture and Tourism and Cabinet Member for Crime and Stronger Communities</p>

<p>Q2 Finance & Performance Monitor 2012/13 Purpose of Report: To provide members with an update on the 2012/13 finance and performance information.</p> <p>Members are asked to note the issues.</p>	Debbie Mitchell	Cabinet Member for Corporate Services
<p>The Big York Survey Purpose of Report: The report outlines findings from the Big York Survey, along with their implications and provides details of the work initiated as a result of those findings.</p> <p>Members are asked to note the content of the report.</p>	Ian Graham	Cabinet Leader
<p>Community Stadium Project Future Governance Arrangements Purpose of Report: A decision is required on the new governance arrangements for the project as well as a decision on the lease and interim management arrangements at Waterworld/Huntington Stadium. The report will also contain an update on the business plan and procurement process for the Design, Build and Operate tender.</p> <p>Cabinet Members will be asked to approve the governance arrangements proposed and note the progress in other areas.</p>	Tim Atkins	Cabinet Member for Leisure, Culture & Tourism
<p>Investment in York's Market Purpose of Report: To propose an outline scheme for the refurbishment and modernisation of York's Market and the services provided to traders.</p> <p>Members are asked to: approve investment from the Economic Infrastructure Fund.</p>	Charlie Croft	Cabinet Member for Leisure, Culture & Tourism

<p>Asset Management Review Purpose of Report: To update Members on the Review of Corporate Assets. Members are asked to note progress on Reviewing Council assets and agree principles to drive the review</p>	Tracey Carter	Cabinet Member for Corporate Services
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Table 2: Items scheduled on the Forward Plan for the Cabinet Meeting on 4 December 2012		
Title & Description	Author	Portfolio Holder
<p>Alternative Delivery Models for Cultural Services Purpose of report: This report asks the Cabinet for permission to further develop a proposal for an alternative delivery model for cultural services. The report will ask the Cabinet to note the initial feasibility work undertaken; Agree to the proposal being further developed; Agree a consultation plan on the proposal.</p> <p><i>This report was slipped to the April meeting to allow time for public consultation and then to the June meeting to allow further time for public consultation. This report has been slipped to the September meeting to allow more time to consider the implication of the review of learning skills strategy.</i></p>	Charlie Croft	Cabinet Member for Leisure, Culture and Tourism
<p>Use of Mosquito Devices to Tackle Anti-Social Behaviour Purpose of the report: The report outlines options for the local authority to ban the use of mosquito devices as a mechanism to address anti-social behaviour involving young people in York.</p> <p>Members are asked to consider the options and take a decision on the banning of Mosquitos in York.</p>	Jane Mowat	Cabinet Member for Crime & Stronger Communities

<p>Garden Waste Collection Purpose of the report is to set out options for the delivery of savings approved for green waste collection.</p> <p>Cabinet is asked to consider the options and recommendations contained within the report.</p> <p>This report has been slipped to the December meeting because further investigation is required into alternative options before the report can be presented to Cabinet.</p>	Roger Ranson	Cabinet Member for Environmental Services
<p>Accreditation Schemes – Recognising Good Landlords Purpose of Report: To advise Members of the different options to raise standards in the private rented sector.</p> <p>Members are asked to select and confirm a scheme.</p> <p>This report has been slipped to the Cabinet Meeting in December due to a delay in bringing forward the consultation</p>	Ruth Abbott	Cabinet Member for Health, Housing and Adult Social Services
<p>Council Tax Support Decision Paper Purpose of Report: To place in front of Full Council a Council Tax support scheme for 2013/14 for approval</p> <p>Members are asked to approve the scheme.</p>	David Walker	Cabinet Member for Corporate Services
<p>York800 and 2012: The Legacy Purpose of Report: To update Cabinet on events held during 2012 and to plan the legacy.</p> <p>Members are asked: To agree a legacy strategy for both participation in active leisure and for events in the city.</p>	Jo Gilliland	Cabinet Member for Leisure, Culture and Tourism


<p>Final Report of the E-Planning Facilities Review Purpose of Report: To present Cabinet with the final report arising from the E-Planning facilities review</p> <p>Members are asked to approve the recommendations arising from the review.</p>	Tracy Wallis	Cabinet Member for Transport, Planning & Sustainability
<p>Neighbourhood Working Update Purpose of Report: To update Cabinet on progress with the new Neighbourhood Working model.</p> <p>Cabinet will be asked to note the progress to date</p>	Charlie Croft	Cabinet Member for Leisure, Culture and Tourism

Table 3: Items slipped on the Forward Plan					
Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><i>Alternative Delivery Models for Cultural Services</i> Purpose of report: This report asks the Cabinet for permission to further develop a proposal for an alternative delivery model for cultural services. The report will ask the Cabinet to note the initial feasibility work undertaken; Agree to the proposal being further developed; Agree a consultation plan on the proposal.</p> <p><i>This report was slipped to the April meeting to allow time for public consultation and then to the June meeting to allow further time for public consultation. This report has been</i></p>	Charlie Croft	Cabinet Member for Leisure, Culture and Tourism	March 2012	Dec 2012	The report has now been deferred to the December meeting to allow more time for consultation.

Table 3: Items slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<i>slipped to the September meeting to allow more time to consider the implication of the review of learning skills strategy.</i>					
<p>Accreditation Schemes – Recognising Good Landlords Purpose of Report: To advise Members of the different options to raise standards in the private rented sector. Members are asked to select and confirm a scheme.</p>	Ruth Abbott	Cabinet Member for Health, Housing and Adult Social Services	October 2012	December 2012	Due to a delay in bringing forward the consultation
<p>Garden Waste Collection Purpose of the report is to set out options for the delivery of savings approved for green waste collection. Cabinet is asked to consider the options and recommendations contained within the report.</p>	Roger Ranson	Cabinet Member for Environmental Services	Oct 2012	December 2012	Because further investigation is required into alternative options before the report can be presented to Cabinet.
<p>Asset Management Review Purpose of Report: To update Members on the Review of Corporate Assets. Members are asked to note progress on Reviewing Council assets and agree principles to drive the review</p>	Tracey Carter	Cabinet Member for Corporate Services	Oct 2012	Nov 2012	Due to work on this review being delayed.

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Cabinet	October 9th 2012
Report of the Leader of the Council and the Cabinet Member for Corporate Services	

Sale of the Hungate site

Summary

1. This report sets out a proposal to sell the Council's land on the Hungate site in order to bring new jobs into the city and generate a capital receipt.

Background

2. The Hungate site is comprised of the site of the former Peasholme Hostel, Haymarket Car Park and the former Dundas Street Ambulance Station site. A site plan is attached at Annex 1. This site was originally the proposed location of the Council's new headquarters building, until the planning application was withdrawn in July 2008. Since this date the former Peaseholme Hostel and former Dundas Street Ambulance station have been demolished and the Haymarket Car Park has continued to operate. The whole site has been identified for disposal and the anticipated capital receipt is being used to fund the overall capital programme.
3. In December 2011 Cabinet agreed to remove archaeological remains on the site which has enabled the identification of areas where development will be restricted, giving more certainty to developers as to how the site can be developed and thus making the site more saleable.
4. As part of the Masterplan for the broader Hungate development, this site is zoned for employment use. The Council's Asset Management Strategy also sets out the intention to use Council assets to promote the city economy.
5. The site has been independently valued and the assessment of the commercial value of the site is attached as confidential Annex 3.

Bids

6. In the early summer the Council was approached by Hiscox Ltd, an international specialist insurance and reinsurance company who are

expanding their UK operations and are looking to locate their HQ in York. This decision follows a detailed analysis by Hiscox of a number of leading English cities. Their decision to locate in York reflects a close match between the Hiscox brand and the unique cultural social and economic advantages that York possesses. They are very keen to be located in the city centre but there are limited options for the high quality office space that they need. The Hungate site represents the only suitable new build site at the heart of the city centre that provides a location commensurate with their expectations.

7. Hiscox are expanding their worldwide operation and intend to move their UK domestic insurance function to York. The job functions to be performed are likely to comprise underwriters, operations staff, technology specialists, sales and call centre staff. Their initial requirement is for 24,000 sq feet of office space to house 300 staff, the vast majority of which will be new jobs to the city. They also want the potential to increase this capacity to accommodate a further 200 jobs within the next few years.
8. Following detailed investigation of the site, including early discussions with the planning department, we have now received a formal offer for the site from Hiscox's development partner. The Hungate site is larger than required for the Hiscox development and in order to make the whole site commercially viable the proposal submitted includes a 3 * hotel. It also includes a potential option to expand the office development. If this space for expansion is not needed, the remaining space could be used for a small residential development. The offer is subject to planning permission being granted.
9. Given the developing discussions over the summer the Council has not marketed the site but has received a number of expressions of interest in the site for hotel development. In order to give Members a clear view of the potential maximum value and alternative uses of the site, interested parties were asked to submit offers and this process has culminated in two further bids for the site.

Analysis of bids

10. The bids have been evaluated on both the capital value of the bid and the broader economic impact they will have on the city as a whole. This is based upon a calculation of Gross Value Added (GVA) which is a measure in economics of the value of goods and services produced in an area, industry or sector of an economy. A full analysis of the capital values and GVA impacts of all three bids is set out in confidential Annex 2.

Bid A

11. Value : This is the lowest capital value bid. It is for a 150 bed 3* hotel with an identified operator. The three star hotel will meet both an immediate market demand for bed space in the city given the key role of tourism as an economic driver, but also will support the ambition of the city to promote itself as a destination for business tourism in particular. The addition of a hotel of a relatively high quality will make a contribution to the city's overall offer for business tourism and wider tourism. It will provide 100 jobs with £1.32m additional GVA impact per annum by 2015, rising to £1.85m by 2026. Because of the nature of the hotel industry and the skills associated with the industry, the skills of positions created are considered highly transferable and staff likely to move to new jobs as opportunities are made available. As such, the development of new hotel jobs can cause what is called displacement – although the development would offer positive *gross* jobs impact, the *net* jobs impact can be significantly less than the new posts created. Because of the impact of displacement, the net jobs impact is likely to be 51 FTEs.

Bid B

12. Value : This is the median capital bid. It is for a mixed use high quality office/262 bed 3* hotel development which will provide employment initially for 400 people (300 jobs with Hiscox and 100 with the hotel though with the same proviso about hotel jobs as above) with potential for expansion to create a further 200 insurance jobs, should Hiscox decide to expand. Of the 300 Hiscox jobs, the expectation is that 80% of these will be new recruits, rather than relocated jobs. This would represent the largest creation of jobs in York since CPP moved here in 2000.
13. The location of 300-500 people with moderate to significant disposable income being located within the city centre would bring a significant boost to the retail and leisure economy. The location of high-end insurance jobs will have a positive impact on the wider supply chain of business surrounding the site with a boost to demand for professional and other services. These so-called “supply chain impacts” can be quantified, and are measured as indirect jobs. Further, as the investment brings both high-skilled and lower-skilled jobs to the city, the investment offers a unique opportunity for residents across the socioeconomic spectrum.
14. The Hiscox development will bring significant, high value employment and GVA impacts to the city. The total impact of the proposal is likely to be £21.70m per annum GVA impact by 2015 rising to £26.78m per annum GVA impact by 2026. Further, the combined investments could lead to a net additional 44 jobs through supply chain impacts.

15. Should Hiscox then decide to expand to 500 jobs as has been indicated as a possibility, the impact could rise to a further 64 indirect jobs, and a further additional GVA impact of £15.19m per annum by 2026.
16. The proposed three star hotel will meet both an immediate market demand for bed space in the city given the key role of tourism as an economic driver, but also will support the ambition of the city to promote itself as a destination for business tourism in particular. The addition of a hotel of a relatively high quality will make a contribution to the city's overall offer for business tourism and wider tourism

Bid C

17. Value :- This is the highest capital value bid. It proposes the development of a 102,420 ft² high quality apart-hotel with 176 apartments, offering 60 staff positions and a small 5-10,000ft retail development. This proposal offers 60 direct jobs, but again because of the higher likelihood of displacement, the net jobs impact is likely to be 31 FTEs. This proposal would produce £718,000 per annum GVA impact by 2026.
18. The comparative economic impacts of all 3 bids are set out below

Offer	Use	GVA £'000	Posts created
A	Hotel	1,550	100
B	Office and Hotel	41,970	600
C	Aparthotel & Retail	718	60

Other Options

19. Given the interest expressed in the site to date the Council has the option to actively market the site to drive out the highest possible capital receipt. This exercise would take at least 3 months and there is therefore a risk that Hiscox may go elsewhere and we would lose the opportunity to attract new jobs into the city.
20. The Council could also retain the landholding until property values increase – though this might in the long term create a larger capital receipt there are short term revenue costs of increased borrowing to offset the delay of a capital receipt and it would put a blight on that section of the Hungate site which is so important to the city.

Financial Implications

21. When the land assembly for the prospective Council HQ was undertaken, a nominal value of £3.55m was identified which represented the potential value of the site with planning approval at that time (a high point for property values). At 2 subsequent cabinet meetings Members approved a total of £227k of archaeological investigation and clearance work at the Hungate site to be paid for by the enhancement to the future value of the receipt to be realised. It was noted that if the capital receipt was not realised at an amount to cover the expenditure, potential additional borrowing may be required, subject to a review of the overall capital programme. In total this means that the capital programme assumes a capital receipt of £3.77m for the Hungate site. The £3.77m has already been spent, and is in the short term being financed from short term borrowing.
22. The financing cost of the total current borrowing (the £3.77m) is currently being met from the Councils treasury management budget, prior to the receipt being received. In receiving a lower capital receipt than assumed, there is no immediate additional cost, given the borrowing has in effect already taken place. The capital receipt will actually improve the Councils overall debt position in the short term.
23. There is however a long term cost in not receiving the amount assumed in the capital programme for this land. The extent to which the receipt is below £3.77m will represent the additional level of long term borrowing that will be required, as compared with if the full value assumed in the capital programme had been achieved. . This will result in a revenue cost of approx £90,000 per £1m additional borrowing, in the long term. The capital programme funding will need accordingly to be changed, with prudential borrowing replacing the shortfall in capital receipt. The detailed analysis of the additional costs associated with all 3 bids are set out in Annex 2.
24. If we were to hold on to the site in the long term there would still be short term financial implications as the short term borrowing would continue to be required.

Evaluation of Bids

25. All three offers are attached as confidential Annex 2. An up to date independent valuation of the land has been undertaken. This reflects the significant drop in land values that has taken place over the last 4 years. The variation in value of the bids reflects the differing land uses with hotel use generally leading to higher capital values.

26. Bids B and C both achieve the independent valuation but there is less certainty to the achievability of the higher Bid C as we have not been party to the detailed appraisal. Option B, whilst not the highest capital receipt, delivers by far the largest economic benefit to the city as a whole and creates ten times the number of jobs as Bid C. On that basis is recommended for acceptance.

Consultation

27. Extensive consultation on the overall Hungate Development Brief was undertaken in 1999 and at the beginning of 2005.

Corporate Priorities

28. This proposal will help deliver the Council priority to Create Jobs and Grow the Economy. It is also consistent with the Core capabilities set out in the Council Plan which indicate our intention to use our assets to deliver broader strategic outcomes for the city. If the expansion of the office space does not go ahead then the small level of residential provision also supports the Council's intention to increase the supply of housing in the city to meet demand.

Other implications

- 29.
- a. Human Resources (HR) – None
 - b. Equalities - None
 - c. Legal –
The Council has an obligation under section 123 of the Local Government Act 1972 not to sell land for less than the best consideration reasonably obtainable without the consent of the Secretary of State. In addition European rules in relation to state aid require land to be sold at market value unless an exemption exists allowing aid to be granted. The Council will therefore need to be satisfied that these obligations are complied with. These considerations are detailed in Annex 4.
 - d. Crime and Disorder - None
 - e. Information Technology None
 - f. Property – Contained within the report

Risk Management

30. If we place the site on the open market to explore the potential for a larger capital receipt there is a significant risk that we will lose the interest of a major inward investor and the additional jobs and GVA that this would bring.

31. If we choose not to sell the Hungate site at this time we will need to refinance the capital programme to accommodate the late capital receipt. We will also lose the opportunity to bring new jobs to the city.

Recommendations

32. Cabinet are asked to:

- a) Recommend to Council that negotiations are commenced for the sale of the Hungate site to the Hiscox development partner, Bidder 2.

Reason: To promote the economic well being of the City by ensuring the creation of between 400-600 new jobs and realising a capital receipt to fund the capital programme.

- b) That Council delegate authority to the Director of Customer and Business Support Services the power to finalise an agreement for the sale of the land to Bidder at a commercial market value being not less than the figure set out in Annex 2.

Reason: To ensure the effective delivery of the capital programme

Contact Details

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Author's name Tracey Carter Title AD – Finance Asset Management and Procurement Tel No.553419	Cllr James Alexander Cllr. Julie Gunnell			
Katie Stewart Head of Economic Development Tel 554418	Chief Officer responsible for the report: Ian Floyd 551100	√	Date	12 th July 2012
Wards Affected: List wards or tick box to indicate all				
				All
Guildhall For further information please contact the author of the report				

Background Papers:

Annexes

Annex 1 – Site plan

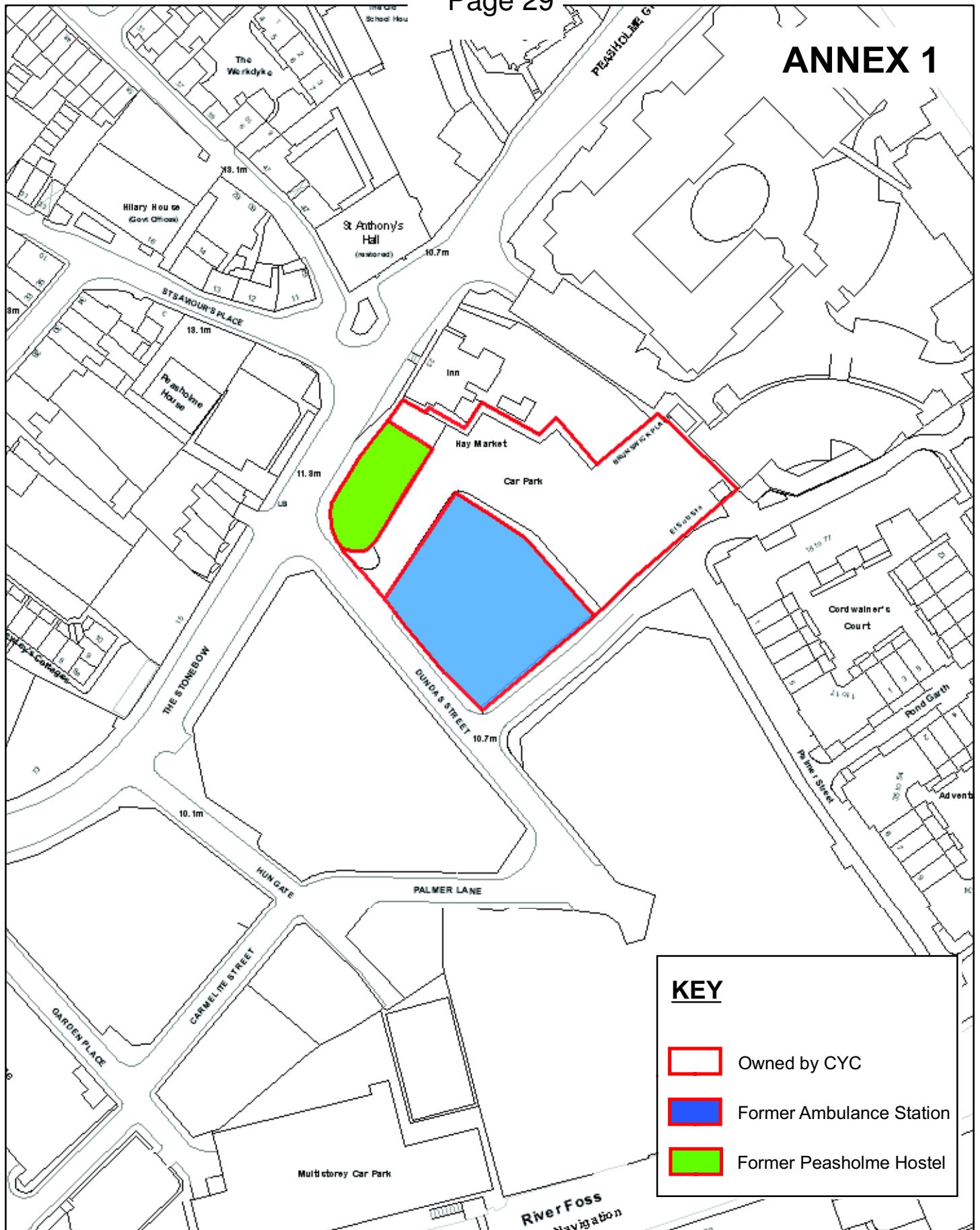
Confidential Annexes

Annex 2 – Summary of offers for the purchase of the site

Annex 3 - Independent valuers report of the Hungate site – available on-line only

Annex 4 – legal considerations

ANNEX 1



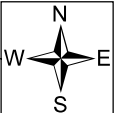
KEY

- Owned by CYC
- Former Ambulance Station
- Former Peasholme Hostel



[Resources](#)
Property Services

Hungate Site



SCALE 1:1,322 DRAWN BY: GR DATE: 24/11/2011

Originating Group: **Property Services**

Drawing No. **E00187/232/1165_1**

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Council	October 11 th 2012
Report of the Cabinet Member for Corporate Services	

Admin Accommodation Portfolio– Further property rationalisation

Summary

1. This report gives a progress update on the extension of the scope of the Administrative Accommodation rationalisation to further reduce the number of office buildings used by the Council and increase the accommodation provided to partners.
2. It also sets out proposals to use some of the additional savings to fund adaptations to Hazel Court to enable the complex to accommodate increased numbers of staff.

Background

3. In 2009 the then Executive agreed plans to develop West Offices and rationalise our administrative accommodation from 17 buildings to 4. A budget of £43.8m was agreed to undertake the design, build, refurbish and fit out West Offices.
4. The project will bring a wide range of benefits for the Council and for the city.
 - Efficiency – it will deliver a total saving of £17.4m over a thirty year period.
 - Sustainability - It is on track to achieve BREAM Excellence, delivering 55% of its energy requirement from renewables, reducing carbon emissions by a 55% and achieving a “B” rating EPC (Energy Performance Certificate) compared to our current buildings which are D and E rated.
 - Customers – It will provide a single location for all council face to face services and the ability for city partners to use this facility will improve the integration and accessibility of services for customers
 - Preserving our Heritage – the restoration of West offices, the Grade 2* listed former railway station, combined with the sensitive integration of a striking modern new build office space has ensures the future of an important architectural asset in the city.

5. The Project is going well and it is anticipated that staff will be fully migrated into West Offices by March 2013, in line with the original plan. CYC staff and contractors are now on site at West Offices undertaking the early stages of commissioning the ICT infrastructure.
6. In January 2012 Cabinet agreed to expand the scope of the Admin Accommodation programme to exit the Guildhall, St. Anthony's House and 50 Acomb Rd. This meant accommodating approx 200 additional staff and 47 members within the remaining two buildings (West Offices and Hazel Court). It also meant that other facilities currently located in the Guildhall needed to be built into West offices.
7. This further rationalisation creates further efficiency savings from exiting 3 further buildings with total revenue savings of £235k per year.
8. We have been extremely successful in attracting partners to share our accommodation in West Offices. There are currently 113 desks allocated to partners and heads of terms are currently being negotiated with York Citizens Advice Bureau, York Energy Partnership, North Yorkshire Police and the Vale of York Commissioning Consortia.
9. In order to achieve these savings it has been necessary to make changes to the design of West offices to :-
 - Extended customer centre facilities to serve increased numbers of face to face customers from partners.
 - Additional partition on the ground floor to provide confidential office space for partners
 - Revised design of the original goods entrance to accommodate a new Print Room currently located in the Guildhall
 - More intensive use of the West offices building to accommodate larger numbers of staff with a focus on facilitating a greater level of flexible working – a move from an expected 5 people to every 4 desks to 5 people to every 3 desks. This has required increased power and data provision on all floors.

Hazel Court

10. It is proposed that the Hazel Court site becomes our second Admin Accommodation site and as such requires the same flexible working facilities, increased office space, and augmented disaster recovery capability. Plans are attached at Annex 1 to make adaptations to the Eco Building, the amenities block and the workshops. This involves :-
 - Removing existing internal partitions
 - Rationalising work issue rooms
 - Moving storage facilities
 - Improving cafe, showering and toilet facilities
 - Providing flexible workspaces.

- Providing internet and telephony access that will enable Hazel Court to operate as a disaster recovery site for CYC, particularly to be able to relocate Customer Services

11. These adaptations are outside the scope of the current West offices project. The costs of the proposals are set out in Annex 2 and it is proposed that these are funded from savings made by exiting the three additional properties.
12. All of these changes can be accommodated within the original proposed overall timescales for the project. It is anticipated that staff will all be moved to either West Offices or Hazel Court by the end of March 2013.
13. As part of the existing Capital Programme a gatehouse reception is being built to replace the temporary structure currently used to welcome visitors to the site. This has been incorporated into the overall site plan but is already funded.

Consultation

14. Staff, unions and partners have been consulted upon these proposals.

Corporate Priorities

15. This proposal will help deliver the Councils core capabilities to collaborate with partners, to focus on our priorities and to be completely in touch with our communities.

Financial Implications

16. The original project scope will be delivered within the budget of £43.8m.
17. Additional adaptations at Hazel Court will cost £618k. This will be funded from the savings made from moving out of the Guildhall, St Anthony's House and 50 York Road.
18. The savings total a further £235kpa and are in addition to the existing £17.4m savings already identified.

Other implications

19.
 - Human Resources (HR) – In order to provide appropriate accommodation for staff following decisions to exit The Guildhall, St Anthony's House and 50 Acomb Rd, flexible work space needs to be created. The Current facilities at Hazel Court would not enable staff to operate using new flexible work styles and would not accommodate sufficient staff.

- Equalities –The improvements to Hazel Court will ensure that Hazel Court is fully accessible. The proposals have been consulted on with the Staff Equalities Reference Group
- Legal – None
- Crime and Disorder - None
- Information Technology Contained within the report
- Property – Contained within the report

Risk Management

20. If the proposed work is not undertaken then the Council will not be able to accommodate all required staff in Hazel Court and would therefore not be able to exit St Anthony's and the Guildhall. There are significant long term costs associated with staying in the Guildhall which the Council has no budget to meet. It would also not be possible to create a capital receipt from St Anthony's House.

Recommendations

21. Cabinet are asked to

- a) Recommend to Council the proposals for amending the design of Hazel Court to accommodate more staff and increased range of facilities.

Reason: To reduce the Council's Admin Accom portfolio and ensure the provision of suitable flexible workspaces for staff and partners in Hazel Court

- b) Recommend to Council to create a capital budget of £618k to be funded from revenue savings achieved by exiting the 3 additional buildings.

Reason: To ensure the effective delivery of the capital programme

Contact Details

Author:	Cabinet Member responsible for the report:			
Author's name Tracey Carter	Cllr. Julie Gunnell			
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Ian Asher Head of Commissioning, Design and Facilities Management Tel 554418				
Wards Affected: List wards or tick box to indicate all				All
Guildhall For further information please contact the author of the report				

Background Papers:**Annexes**

Annex 1 – Revised Plan of Hazel Court – available online
Confidential Annex 2 - breakdown of Hazel Court costs

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of the Local Government Act 1972.

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Cabinet**9 October 2012****Report of the Cabinet Leader****Delivery & Innovation Fund – Funding Decisions****Summary**

1. This report sets out proposals for the funding of two projects through the Delivery & Innovation Fund (DIF) for Members to consider and approve.

Background

2. Members approved the creation of the Delivery & Innovation Fund in the February 2012 Budget Report. The aim of the fund is to support the delivery of council priorities, support areas requiring one off investment, support major project delivery and also to facilitate the development of new and innovative ways of working. A total of £1m was made available and to date, £262k has been allocated to projects.
3. Bids have been received from a wide range of sources, both inside and outside the council and interest in the fund is now increasing rapidly. So far, there have been over 70 specific enquiries about making bids to the DIF. 33 full bids have since been received.
4. Council departments still make up the majority of the bids so far (20 compared to 13 from external organisations), but there are ongoing discussions about an increasing number of potential bids from outside the council.
5. Decisions on funding for projects below £100k were delegated by cabinet to the Leader and Director of Customer & Business Support Services. Allocation of funding over £100k for any one project requires Cabinet approval. Two such projects are included in this paper for consideration and approval.

Delivery & Innovation Projects - for approval

6. Members are asked to approve two schemes: one for preparation activities for a second phase of the Access York programme; the other for an innovation programme in partnership with SCY. A summary of each of these is given below.

Access York Phase 2 preparations - Summary of scheme

7. *Overview:* The proposal is for funds to enable the preparation of the initial business case for Phase 2 of the Access York programme, a key element in the work to deliver the Council's priority to Get York Moving. Future funding streams for the second phase of the programme (e.g. through the Leeds City Region or West Yorkshire Transport Fund) are only available to projects which have strong business cases.
8. *Key deliverables and benefits:* This work will lead the preparation of technical business cases and provide capacity and expertise for engagement at the appropriate level in the relevant regional and national activities. This will provide the basis for phase 2 of Access York and unlock access to the £millions of funding required to deliver the longer term programme. It is anticipated that both in-house and external resources plus close cooperation with key partners will be required over an 18 month period to complete the work and deliver the required business cases.
9. *Funding sought:* £105k yr1; £70k yr2 = £175k total

CYC – SCY Innovation Catalyst Programme - Summary of scheme

10. *Overview:* The proposal is for a programme of work, building on current partnership projects between CYC and SCY, to develop a comprehensive package of development and support activities for innovation in the council and the city. This programme will draw on the core purpose of the DIF in creating long term capacity and capability for innovation specifically for council staff but also for the city as a whole. It will focus on delivering specific projects to pilot new themes or ideas plus more broad training/skills and mentoring activities.
11. The programme will provide the council with the required skills, networks and culture to sustain the activities in this field beyond the life of the programme. The funding will support a combination of additional staff, training, regional and national events plus business mentoring and development. The programme of work will be undertaken over the next

two years and a core objective is to equip the council and other key partners to continue the core activities of the programme after its completion.

12. *Key deliverables and benefits*: The scheme will deliver a rich and varied programme of activities, which will focus both on developing the council's skill base and networks and on supporting and developing the innovation business community and within the city. This in turn will support the city's ability to attract a greater variety of inward investment and increase the range of support for SMEs, through positioning the city as a hub for innovation and forward thinking. Where specific ideas are identified, support will be provided to seek funding for development or support for developing these into a commercial venture within the city. Projects that foster engagement with voluntary & community organisations to drive social innovation will be another key aspect to the programme.

13. The programme will include activities such as (not exhaustive):

- providing the capacity and expertise to seek out and secure suitable grant funding for innovation companies or other organisations, directly supporting business growth and inward investment;
- creating new Innovation Network in the city, building on SCY's strong existing sector networks, to support innovative businesses and organisations;
- horizon scanning to ensure the York innovation network stays up with the related sector leaders in this field;
- using these networks and skills developed to link the projects or problems with need for new thinking with innovative organisations (private, public or voluntary) who can work together;
- providing a new aspect to the support from existing SCY networks for the prominent business sectors such as biomed, food agriculture, creative & media etc.
- holding an international Innovation Conference on a specific theme (e.g. Health & Wellbeing) as pilot with a view to establishing an annual self-sustaining venture, complimenting the other creative festivals and conferences in the city;
- setting up an innovation think tank in the city and linking this to government and national initiatives on innovation, particularly around public sector services and community engagement.
- Developing on the initial steps to scope a 'York Nudge Unit', working with The Behavioural Insights Team in Whitehall about collaborating to develop something here in York

- Working with specialists to develop the 'SE index' pilot study, looking at better ways to measure the Social Impact of community innovation activities.
14. For the council, the programme is critical if CYC is to change the way in which it operates significantly enough to meet the challenges that will be presenting themselves over the next 3-5 years and to sustain the level and type of transformation thereafter. The ability and capacity to develop ideas and successfully change the way the council engages with residents and delivers services is crucial and will underpin how we move to fit into a new model for local government. The council already has some strong pockets of creative and innovative practice and this investment and support will harness this and enable it to be expanded across the council. The skills transferred as part of the programme will support the development of new, more cost effective ways of working and delivering services, thus helping to increase income and reduce expenditure for the council.
15. For the city, this programme will compliment and supplement existing council and SCY initiatives around supporting business growth by adding an extra dimension to this work. Positioning York as a national and international centre for innovation and creative businesses will bring significant economic benefits, further capitalising on the key sectors already established within the city, such as bioscience, creative and digital media etc.
16. *Funding sought:* £165k p.a. x 2 years = £330k total

Analysis

17. The fund has an approved budget of £1m p.a. Approval of the above two bids would bring the total allocated from the fund so far to £767k. This is broken down as follows:

	Total Amount (£)	Indicative spend profile		
		12/13 (£)	13/14 (£)	14/15 (£)
<i>Bids approved to date:</i>				
York 800	73,000	73,000	0	0
HM Queen visit	20,000	20,000	0	0
York Gold (incl. Olympic torch relay)	31,000	31,000	0	0
Guildhall RIBA competition	35,000	35,000	0	0
Warden Call - scope for Social Enterprise	5,000	5,000	0	0
Oliver House - Health & Social Care Hub	15,000	15,000	0	0

Bonding Warehouse - Digital Media Hub	25,000	25,000	0	0
Public Wi-Fi - Museum Gardens area	39,500	39,500	0	0
Rail Policy	24,000	8,000	8,000	8,000
Upper Floors Review	30,000	30,000	0	0
Total approved to date	262,500	246,500	8,000	8,000
<i>New recommendations:</i>				
Innovation catalyst programme	330,000	165,000	165,000	0
Access York phase 2	175,000	105,000	70,000	0
Total new recommendations	505,000	270,000	235,000	0
Total including new recommendations	767,500	516,500	243,000	8,000

18. Summary:

Approved Base budget:	£1,000,000
Current allocation in year:	£516,500
Balance remaining in year:	£483,500

Consultation

19. Relevant Chief Officers plus CYC and external staff supporting or submitting a bid have been consulted as part of the decision making process.

Corporate Priorities

20. The projects funded by the DIF are core to delivering the priorities outlined in the council plan.

Implications

21. The implications are:

- Financial - the financial implications are dealt with in the body of the report.
- Human Resources - there are no specific human resource implications to this report.
- Equalities - there are no specific equality implications to this report.
- Legal - the Innovation Catalyst Programme will need to be managed so as to ensure compliance with European state aid rules.
- Crime and Disorder - there are no specific crime and disorder implications to this report.
- Information Technology - there are no specific implications to this report.
- Property - there are no specific property implications to this report.
- Other - there are no other implications to this report.

Risk Management

22. The risk management processes embedded across the council continue to contribute to managing the risk associated with major projects and key areas of service delivery.

Recommendations

23. Members are asked to:
- a. Approve the following DIF bids that have a value of over £100k:
 - i. Access York Phase 2 preparations;
 - ii. CYC-SCY Innovation Catalyst Programme.

Reason: in order to support delivery of the council priorities and to facilitate the development of new and innovative ways of working.

Authors:	Cabinet Member & Chief Officer Responsible for the report:		
Ian Graham, Head of Performance & Innovation Ext 3406	Councillor James Alexander, Leader Kersten England, Chief Executive Ian Floyd, Director for Customer & Business Support Services		
	Report Approved	√	Date 1.10.12
Wards Affected: All			
For further information please contact the authors of the report			

Annexes:

- Annex A – Further details on the two bids recommended for approval
Annex B – Summary for previously approved bids

Delivery & Innovation Fund – Business Case Template

Proposal summary – Access York Phase 2 Outline Business Case Development

Background

Existing congestion in the historic core of the city, on radial routes, and on the ring road causes severe delays, stifles economic activity, generates additional greenhouse gases and creates air quality problems within the city centre. The Access York Project, which aims to create a step change in transport provision in York, comprises two main elements. Phase 1, funded through the DfT's Major Scheme process, increases Park & Ride capacity in the city and is due to be completed in April 2014. Phase 2, currently unfunded, will reduce strategic and cross city traffic levels in the city centre by upgrading the Northern Outer Ring Road and improving public transport provision in the city.

Proposal

This proposal is for funds to enable the preparation of the initial business case for the Access York Phase 2 project. Possible funding streams for the main project through the Leeds City Region or West Yorkshire Transport Fund are only open to projects which have strong business cases. A relatively small contribution from the Delivery & Innovation Fund will allow the background technical justification to be prepared and enable access to the millions of pounds of funding required for eventual delivery. It is anticipated that both in house and external resources combined with close cooperation with key partners will be required over an 18 month period. Key elements of the initial stage of the project will be:

- Transport Modelling using the city's SATURN model supporting the Leeds City Region's Urban Demand Model for spatial planning.
- Feasibility design and cost estimates for possible Outer Ring Road upgrade options building upon the 2008 Outer Ring Road Study.
- Feasibility design and cost estimates for bus priorities and bus/rail interchange options in the city centre and key radial routes.
- Economic evaluation of options and preparation of a business case for the Access York Phase 2 Project.

If the project is included in the regional transport programme further development work will be required to prepare the final business case.

Outcomes/outputs

The project will deliver a robust outline business case for the Access York Phase 2 project which can be used for bids to regional/national funding sources.

Contribution to Council Plan priorities

Create Jobs & Grow the Economy

Congestion in the city is seen as a key constraint on economic activity and potential growth. An efficient transport system will improve access to jobs for the residents of the city and reduce

	traffic delays for the businesses. The reduction in traffic in the city centre will improve the environment for visitors and shoppers and improve the economic vitality of the city.
Get York Moving	The Access York Project is a key element of the city's Local Transport Plan and will reduce congestion in the city centre and on the main strategic routes
Build Strong Communities	Not Applicable
Protect Vulnerable People	Improvements to the outer ring road will include pedestrian and cycling links between adjacent communities – e.g. a subway between Earswick and Huntington. Reduction in traffic levels will improve safety for non-motorised road users in the city centre.
Protect the Environment	Transfer of trips from private cars to public transport will reduce greenhouse gas emissions and improve air quality.
Developing our Core Capabilities	Not Applicable

Timetable

Early determination of a business case for phase 2 of the Access York Project will enable the scheme to be included within the transport programmes being prepared for the city region/west Yorkshire area. The initial phase will need to be completed before December 2012 to ensure access to these funds is possible. Further work over the 15 months up to April 2014 will consolidate the proposals and ensure that the scheme can take up any quick win funding opportunities which arise.

Preparation of outline business case – June –December 2012

Preparation of more detailed designs and modelling evaluation January 2013 – April 2014.

Returns for the investment will depend on funding availability for the site works but is potentially £multi-millions. The project can be readily split into individual standalone elements which can be delivered independently to suit intermittent funding streams. Owing to the level of disruption during construction an extended programme may be required. Depending on the position in the transport programme and element progressed construction could commence as early as 2014.

Financial Projection

Clarify the level of investment required along with the budget, per year, for the life of the proposal. Additional investment and income forecasts should be detailed.

The bid to the Delivery Innovation Fund is for the preparation of an initial outline business case development for the project over two years

2012/13 Staffing - £35k, Modelling/Evaluation £40k (SDG Modelling), contribution to West Yorkshire Transport Fund development £30k

2013/14 Staffing - £50k, Engineering support £20k

Further funding will be required to develop the project following the successful entry onto the regional transport programme.

Investment sought	£175k
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Additional investments/income/funding	
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Budget

Finance - Capital

Finance – Revenue £175k

Total project budget: £175k -- *initial outline business case development*

Other Funding sources

Alternative sources of revenue funding for the initial preparation of the business case are not considered to be available. Revenue grants are ring fenced to existing schemes such as the Local Sustainable Transport Fund and Better Bus Area Fund. Contributions from developments, key stakeholders and other transport capital grants are anticipated for the delivery phase of the project.

Project Team (up to 500 words)

Please provide basic information about partner organisations and key project team members. Indicate whether partners are contributing investment, staffing or other resources to the proposal and how they will benefit from the investment (if at all) relating this back to the anticipated benefits of the proposal

The project team will comprise the Transport Programme Manager (part time) and Assistant Access York Project Manager (full time). The team will be assisted by in-house modelling and engineering capacity where possible. Owing to the need for the business cases to be compatible with other regional bids it is anticipated that close cooperation (and possible funding contributions) will be required with West Yorkshire Metro and their consultants. External contributions from other stakeholders is not anticipated at this initial business case development stage but it is likely that funding support will be available for the main works.

Lead project manager details:

Please provide a named contact person for communication with regards to the proposal.

Name: Tony Clarke

Position: Transport Programme Manager

Phone Number: 1641

Email address: tony.clarke@york.gov.uk

Service Area / Organisation: City and Environmental Services

Postal address: (if not CYC)

Delivery & Innovation Fund – Business Case Template

Proposal summary CYC-SCY innovation partnership

Background

There has been significant value initiated through SCY and CYC working in partnership on the NESTA Creative Council's application. This has already proved to be a very successful partnership culminating in a global award win for the 'GeniUS' project to be piloted overseas and there is also plans to develop and scale the project further both locally in York and potentially nationally across the local government sector.

Proposal

This proposal is to provide an 'Innovation Arm' to the City with a focus on developing the capability and capacity for city-wide innovation activities and putting York on the Map as a global player in the creative and innovation markets.

The proposal is for a programme of work, building on our initial partnership projects to develop a comprehensive package of development and support for innovation in the city. At the end of the programme the council and the city will have developed the skills, capacity, infrastructure and networks required to sustain the activities in this area. We envisage this programme of work to be undertaken over the next 2 years.

Full details are provided in the accompanying document "CYC - SCY Innovation Partnership Proposal: INNOVATION CATALYST PROGRAMME".

Outcomes/outputs

Outline the proposed outcomes and outputs, detailing contribution to CYC priorities.

Key Aims and Objectives:

- Position York as a major global player in the innovation field.
- Embed innovation as a key attribute in the City of York
- Build a strong, globally-connected network of innovators in the city
- Deliver a city-wide programme of 'Radical Open Innovation' to catalyse development and entrepreneurialism.
- Provide comprehensive support activities to drive innovation

Contribution to Council Plan priorities

Create Jobs & Grow the Economy

This will be covered in some part through many of the planned activities, e.g. enabling up to 40 businesses to either develop new areas of their business, or start innovative businesses. This initiative will be further supported by mentoring and advice from SCY.

Actively identify and bid for innovation related grants and awards which will directly benefit the economy of York, build capacity within the city and assist new and existing

	<p>organisations.</p> <p>Through the creation and management of a city 'Innovation Think Tank'; a consortia of the most innovative people in York, it may be possible to comprehensively drive innovation strategy in the city boosting the economy and creating more jobs as a result.</p> <p>Through continuation of the GeniUS programme, scaling out to other areas, developing other challenges on the platform as well as driving through the pilots from the last 4 challenges, the outcomes should generate new business opportunities.</p>
<p>Get York Moving</p>	<p>Through initialising a project called 'York Nudge Unit' in conjunction with innovative company York Metrics, and working with a team from Whitehall to gain best practice and advice, it will be possible to positively influence driver/commuter behaviour, providing incentives to reduce city congestion and to encourage smarter ways of working.</p> <p>Also Challenge 4 of the Genius Project addressed this area. 3 pilots are scheduled to take place in the next few months and SCY will continue to drive these through.</p>
<p>Build Strong Communities</p>	<p>This is where the biggest impact can be found.</p> <p>The community is at the heart of the GeniUS project and through working on the challenges posted, real relationships can be developed with the motivated individuals, businesses and other organisations looking to make a difference in the city. Challenges are well understood at grass-roots level and solutions fit closely with the problems as they are suggested by the people who live with those problems. There is a sense of shared values from an early stage between the communities and the council, with a deeper understanding of the issues, ownership of the solutions by all and an overall shared pride in better informed solutions. Bringing high-tech innovative companies and academic specialisms into the mix also links new technological solutions to the challenges, educating the city to new possibilities and allowing the city to quickly pilot new techniques.</p> <p>The 'idea providers' benefit in this approach as their ideas are supported, resourced and very quickly implemented with them closely involved in the process. We have specifically focused on making sure ideas are responded to quickly so</p>

	<p>that both business and community see their ideas come to fruition effectively.</p> <p>These activities are further enhanced by actively seeking and bidding for additional innovation funding to support the innovation catalyst programme, through additional mentoring, workshops and events to further embed innovation in the community, and to allow the community voice to be heard in the city.</p>
<p>Protect Vulnerable People</p>	<p>SCY will continue to drive the Health and Wellbeing agenda through 2 pilots from Challenge 2 of the GeniUS project, through the generation of a new challenge supported by JRF which will address making the city a dementia friendly place to live and work, and also through running an innovation conference which will focus on Health and Wellbeing.</p>
<p>Protect the Environment</p>	<p>Environmental impact is a core consideration when providing solutions to city challenges. Existing pilots from GeniUS phase 1 include exploring the impact of kinetic paving stones through installing them at the next Illuminating York festival, a cycle counter to encourage cyclists in the City and the potential in the future for a free shuttle bus if it is deemed feasible. As part of the proposed 'York Nudge Unit' initiative, it may be possible to positively influence more environmentally friendly work and play behaviours.</p>
<p>Developing our Core Capabilities</p>	<p>The proposal includes CYC workforce development at many levels. As part of continuation of GeniUS phase 2, it would be possible to integrate CYC staff involvement in the programme with their continuing professional development, through workshops, mentoring and training around innovation techniques and ways of working.</p> <p>Additional training workshops addressing idea generation and development, facilitating mixed groups on projects, and how to de-risk innovation, will be offered to CYC staff.</p> <p>SCY representatives will be available to act as advisors to CYC departments as required, for idea generation, innovation assistance or facilitation.</p>

Timetable

Outline the proposed project timetable for the investment, including key milestones in the development, implementation and return stages.

The programme would be delivered over 2 years from inception.

Financial Projection

Clarify the level of investment required along with the budget, per year, for the life of the proposal. Additional investment and income forecasts should be detailed.

Investment sought	£165k p.a. x 2 years
Additional investments/income/funding	Overheads & accommodation etc. for additional staff would be covered by SCY.

Budget

Finance - Capital

Finance – Revenue

Total project budget: £330k

Other Funding sources

Outline other funding options explored and whether there is potential for matching DIF funding with other sources

SCY will be seeking additional funding opportunities as part of the programme.

Project Team (up to 500 words)

Please provide basic information about partner organisations and key project team members. Indicate whether partners are contributing investment, staffing or other resources to the proposal and how they will benefit from the investment (if at all) relating this back to the anticipated benefits of the proposal

The programme will be run jointly between CYC and SCY. Innovation staff from SCY will work as part of an extended innovation team with the CYC Performance & Innovation team. Heather Niven (Innovation Manager) will lead from SCY and Ian Graham (Head of Performance & Innovation) will lead from CYC.

Lead project manager details:

Please provide a named contact person for communication with regards to the proposal.

Name: Heather Niven (SCY)

Position: Innovation Manager

Phone Number: 01904 217103

Email address: Heather.Niven@scy.co.uk

Service Area / Organisation: Science City York

Postal address: (if not CYC)

The Ron Cooke Hub, Deramore Lane, York YO10 5GE



Innovation Catalyst Programme: Executive Summary

SCY were invited to work with CYC to develop and pitch a project idea, designed to create transformational change in Local Government, as part of the NESTA Creative Councils programme.

The process of transformational change requires a change in the culture of the organisation to one which is more responsive, **focussing on facilitation rather than service delivery** and rather than seeing employees as **'civil servants'** sees them as **'solution enablers'**. This is a big change and one which may take **years** to achieve, through a combination of dedication and drive, both radical and incremental innovation approaches and an increased focus on organisational development.

As a **first step** towards making this change, the GeniUS York Open Innovation project was born; an online platform to post city-wide challenges with an aim to involve residents, businesses and academics in identifying and co-developing the best solutions possible. The online conversation space was supported by co-development workshops and dedicated support from 'experts' in the challenge areas within CYC. Resulting from phase one of this project, 8 innovative pilots are now being proposed to take the best solutions from the platform forward and to test the feasibility of them before deciding whether to expand on the ideas further.

The GeniUS York project has won York a global award for social innovation since its launch in January this year. Opportunities stemming from this include the chance to work with Cape Town to implement our idea there, to develop relationships between the two cities, and to put this CYC - SCY collaborative project on the global stage.

Other 'wins' from partnership working through the GeniUS initiative include supporting the specialist company, 'Yorkmetrics' in a successful Technology Strategy Board Award to feasibility test their 'Hyper Local Media Tagging' project in the city (the idea was first mooted to us through the GeniUS platform).

We have made initial steps towards scoping a 'York Nudge Unit' and have spoken to The Behavioural Insights Team in Whitehall about working together to develop something here in York.

Our next open innovation challenge is supported by the Joseph Rowntree Foundation, and is receiving national attention already through the National Alzheimers Foundation, National Dementia

Alliance and Cabinet Minister Jeremy Haywood, and addresses 'making the city a more dementia friendly place'.

If only one of these great ideas or 8 pilot studies bears fruit and has an impact on reducing isolation, increasing independent living, providing real time comprehensive intelligence for residents, increasing communications city wide and lessening our environmental impact, then over the long term we will save costs, increase happiness and well being, and provide opportunities. Also hopefully through implementing these ideas and going through this innovation process, CYC employees will learn a new way of working that is more responsive and brave, but with risks minimised.

There is value to be had in SCY continuing to work closely with CYC to build on these successes; to continue to work together to develop York's innovation focus and activities ensuring **this new way of working continues to evolve and become embedded within the culture of the City of York.**

Our proposal is to provide an '**Innovation Arm**' to sit alongside CYC with a focus on driving the Innovation agenda city-wide and developing the culture, capacity and ambition commensurate with putting York on the Map as a global contender for innovation.

To do this we propose the following **key aims**:

- **To Position York as a Major Global Innovation Player, through running an ambitious 'innovation catalyst' programme; to map and grow York's Innovation community, raise York's profile in innovation, raise aspirations and push York into the top 5 most innovative cities in Europe and top ten in the world over the next 2 years.**
- To Embed Innovation as a Key Driver in the City of York.
- To Demonstrate CYC as 'best in class' across the LA network for innovation initiatives e.g. GeniUS! York.
- To Train and support CYC staff in innovation methods and techniques.
- To Build a Strong, Globally Connected Network of Innovators in the City
- To Continue Delivering a Programme of 'Radical Open Innovation' City-wide to Catalyse Innovation Development.
- To provide a Comprehensive range of Support Activities to Drive Innovation.

To achieve these aims, we propose to focus on the following **key deliverables**:

- To develop a broad network of innovation contacts from out-with York to engage with the city.
- To create and manage a 'York Innovation Think Tank' feeding the expertise gained from this to appropriate CYC staff and others in the city.
- To support other innovation events taking place in the city, raising profile, speaking at events, connecting innovators, pushing opportunities.
- To broker introductions between innovative companies and CYC through SCY networks.
- To Produce an events & workshop programme, delivering all of our agreed activities, including linking innovation training to CYC Workforce Development Strategy.
- Develop closer links with other cities internationally through our innovation programme.
- To work with specialists exploring and developing a 'SE index' pilot study, looking at better ways to measure the Social Impact of community innovation activities.
- To act as an Innovation Ambassador for York: attend external events and exhibitions/conferences, promoting York innovation assets.
- Host International Innovation Conference around Health and Wellbeing in Autumn 2013
- To provide a core role in driving York's participation in the Living Labs Global Programme 2012-13
- To pursue our aim to Host LLG Award Ceremony and Summit 2014
- To pursue a number of new opportunities and awards identified at both national and international levels.
- To support up to 20 new innovation initiatives per year through providing assistance with the bidding process through the DIF fund.
- To look at producing a 'Dynamic Innovation Info-graphic' and resource base to share useful info with the general public and businesses looking for the most innovative places to set up their business and the most innovative people to work with.
- To help in the production of city wide innovation strategy by working closely with CYC team.
- To continually increase.
- To deliver an innovation award programme and event encouraging CYC staff to be more innovative.
- To number of members on GeniUS! York Platform and other innovation outlets and continually improve the GeniUS! York platform, extending functionality and scope and developing training materials and toolkit.
- To continue to lead on CYC's award winning GeniUS! York initiative, scaling the project to 5 other cities including South Africa (October 2012-May 2013) as part of LLGA win.
- To produce comprehensive Genius Project training materials and toolkit.



28 May 2012

CYC - SCY Innovation Partnership Proposal INNOVATION CATALYST PROGRAMME

1 Introduction

There has clearly been significant value initiated through the NESTA Creative Council's application, with SCY and CYC working in partnership to make this happen. This has already proved to be a very successful partnership culminating in a global award win for the 'GeniUS' project to be piloted overseas and there are also hopes to develop and scale the project further.

There is considerable value to be had in SCY continuing to work closely with CYC to build on these successes; to work together to develop York's innovation focus and activities ensuring this new way of working continues to evolve and become embedded within the culture of the City of York.

This proposal is to provide an 'Innovation Arm' to the City with a focus on driving the Innovation agenda city-wide and developing the culture, capacity and ambition commensurate with putting York on the Map as a global contender for innovation.

This proposal fits well with the City of York Council and YEP's objectives: "...to make York an international and enterprising city, and in time, the most competitive city of its size, not only in the UK but globally, leading to increased growth in the overall economy and jobs." York Economic strategy 2011-15. Page 6.

Specifically, the proposed programme of work will help attain York's Economic Vision, by developing a competitive business base through a culture of enterprise and entrepreneurialism, it will ensure a more business friendly council, better connect HEFEs to business and public sector, promote innovation and creativity across all sectors and will encourage investment in the development of a world class place.

This proposal will feed directly into delivering York's overall economic ambitions for 2015; to be recognised as an international and enterprising city, ranked within the top 5 of UK city economies and the top 10 European cities of similar size, creating 1000 jobs a year, with 75 businesses starting every year, 70% of these surviving for more than 3 years and with 15% exporting

Our Method Statement

We propose a programme of work to build on our initial partnership projects, to develop a comprehensive innovation offer for the city. We envisage this programme of work to be undertaken over the next 2 years.

Key Aims and Objectives:

- **Positioning York as a Major Global Innovation Player.**
- **Embedding Innovation as a Key Driver in the City of York**
- **Building a Strong, Globally Connected Network of Innovators in the City**



- **Delivering a Programme of 'Radical Open Innovation' City-wide to Catalyse Development.**
- **Comprehensive Provision of Support Activities to Drive Innovation**

Impact and Value to the City:

- **Accelerated Economic Growth through Radical Innovation Programme.**
- **Increase in Entrepreneurialism through Innovation**
- **New Business Opportunities for Innovative Organisations.**
- **Collaboration Opportunities through Global Connections with Other Innovative Businesses.**
- **Increased Knowledge and Understanding of Existing Innovation Activity in York.**
- **Enhanced Reputation for York as Innovation City.**
- **Investment Opportunities for Businesses, Universities and Local Authority.**
- **Funding Opportunities for New Initiatives Focussing on Innovation.**
- **Comprehensive Support and Facilitation Services for Organisations to be More Innovative.**

SCY Service Offer

- **Positioning York as a Major Global Innovation Player.**

To pursue opportunities with '**Living Labs Global**' through providing a 'city challenge' on the Living Labs platform, whereby other innovative companies can propose solutions. We will endeavour to host an awards ceremony and summit with LLG in 2014.

To Pilot the GeniUS! project in Cape Town, resulting from our Living Labs Global award win in 2012 and as part of the Living Labs Global programme.

To orchestrate and deliver an International Innovation Conference in Spring 2013

To Support other innovation activities taking place in the city, including an International Technology Festival, addressing innovative ways to 'Bridge the Technological Divide.'

To broker relationships between York organisations and other innovation company contacts e.g. those made in Rio, through LLGA summit and elsewhere.

- **Embedding Innovation as a Key Driver in the City of York**

To comprehensively map all of the existing innovative businesses, initiatives and activities in York, and provide an accessible source of 'innovation intelligence' to the city. To further enhance this knowledge hub through contributing regular blogs, research, communications and innovation opportunities.



To work with CYC team, assisting with the development and refinement of the city's innovation strategy and vision.

To continue to develop an 'innovation ecosystem' through the 'GeniUS York' platform, linking CYC with Businesses, the Community and Residents in a more meaningful way. To manage and deepen relationships between these groups and CYC, with a focus around 'open innovation'. N.B. All businesses engaged will have access to SCY networks and be referred to SCY for qualification to receive further business support where appropriate.

To build on the strength of the SCY sector networks of SMES, microbusinesses and links with a few larger companies, creating an extended innovation network of creative and knowledge-rich businesses and individuals to further feed into and enhance the 'innovation ecosystem'.

To continue to develop and build on GeniUS York initiative, through improving the current model and scaling the project up, UK- wide and beyond.

To continuously identify and deliver other innovation projects, responding to the needs of the city.

To work with Government advisors on other valuable scaling exercises e.g. Resolve Nation, SE indexing (measuring Social Impact).

- **Building a Strong, Globally Connected Network of Innovators in the City**

Broaden team to create and manage a think tank of 'experts' in the city working together to support city-wide innovation.

Manage an innovation forum to share learning with a broader group to gain advice and promote discussion and focus around specific challenges.

Actively promote York's innovation through networking and PR and at all appropriate external events.

Act as an ambassador for the city to communicate York's innovation aims and achievements and to encourage business back into the city.

- **Delivering a Programme of 'Radical Open Innovation' City-wide to Catalyse Development.**

Building on the success of GeniUS York pilot, develop a programme of 'radical' innovation within York and link it to other 'incremental' innovation activities happening within the city.

Support a number of initiatives such as 'York Nudge Unit' (looking at behavioural insights) feeding directly into CYC as well as other public sector organisations, businesses and the community.

Assist with idea generation and development for innovative projects and initiatives in the city, through workshops, discussions and online crowdsourcing.



- **Comprehensive Provision of Support Activities to Drive Innovation**

We propose to 'Horizon scan' for new innovation opportunities, new technologies or initiatives which could benefit York as a whole, and direct intelligence to the appropriate groups.

Identify awards and grants appropriate to organisations in the city– supporting them where necessary to apply

Provide strategic support to the CYC innovation team in developing their ideas. Actively source and facilitate links with external companies and individuals to achieve additional intelligence, expertise and solutions.

Develop training materials and a comprehensive tool kit for GeniUS York. To actively promote this project to the wider public sector to encourage scalability.

Draft Work Plan:

(to be further developed throughout the programme)

Aim	Activity	Resource/Expertise Required	Measurable Outcomes
<p>(1) Positioning York as a Major Global Innovation Player</p>	<p>Pursuing opportunities with 'Living Labs Global' to provide a city challenge for other innovative companies to propose solutions to in 2013</p>		<p>Part of LLG 2013 Host Award Ceremony and Summit 2014</p>
	<p>Aim to host an LLG awards ceremony and summit in 2014.</p>	<p>Project & Events Management Innovation management</p>	<p>Pilot York Initiative in South Africa</p>
	<p>Piloting GeniUS! Project in Cape Town</p>	<p>Workshop design & facilitation</p>	<p>Host International Conference 2013</p>
	<p>Delivering International Innovation Conference in Spring 2013</p>	<p>Marketing and PR Production of online platform</p>	<p>Support other Innovation Events.</p>
	<p>Supporting other innovation initiatives e.g. Technology Festival looking at Innovative ways to 'Bridge the Technological Divide.' 2013</p>	<p>Ambassadorial role</p>	<p>Number of Introductions made between innovative</p>
	<p>Brokering relationships between York organisations</p>		



	and innovation company contacts made in Rio, through LLGA summit.		companies through SCY.
(2) Embedding Innovation as a Key Driver in the City of York	<p>Mapping all of the existing innovative businesses, initiatives and activities in York.</p> <p>Assisting with the development and refinement of the city's innovation strategy</p> <p>Develop 'innovation ecosystem' through the 'GeniUS York' platform, linking CYC with Businesses, the Community and Residents in a more meaningful way. Manage the relationships between these groups and CYC with a focus around 'open innovation'.</p> <p>Building on the strength of the SCY sector networks, create an extended innovation network of knowledge-rich businesses and individuals to further feed into and enhance the 'innovation ecosystem'.</p> <p>Continuing to develop and build on GeniUS York initiative. Develop and scale UK wide and beyond</p> <p>Work with Government advisors on other valuable scaling exercises e.g. Resolve Nation, SE indexing (measuring Social Impact).</p>	<p>Research and information gathering.</p> <p>Strategic consultancy</p> <p>Relationship management</p> <p>Communications</p> <p>Project management</p>	<p>Production of Dynamic Innovation Info-graphic and resource base.</p> <p>Production of city wide innovation strategy</p> <p>Growth of Innovation community, numbers of members on GeniUS York Platform and other innovation outlets. Scale GeniUS to 2-3 other areas.</p> <p>Development of SE index pilot study.</p>
(3) Building a Strong, Globally Connected Network of	<p>Initiate and manage a think tank of 'experts' in the city working together to support city-wide innovation.</p> <p>Manage an innovation forum</p>	<p>Creation and facilitation of innovation groups.</p> <p>Marketing and PR</p> <p>Ambassadorial role</p>	<p>Creation and management of 'York Innovation Think Tank'</p>



Innovators in the City	<p>to share learning with a broader group to gain advice on specific challenges.</p> <p>Actively promote York's innovation through networking and PR and at all appropriate external events.</p> <p>Act as an ambassador for the city to communicate York's innovation aims and achievements and to encourage business back into the city.</p>		<p>Develop a broad network of innovation contacts from outwith York to engage with the city.</p>
<p>(4)</p> Delivering a Programme of Radical Open Innovation City-wide to Catalyse Development	<p>Building on the success of GeniUS York pilot, develop a programme of 'radical' innovation within York and link it to other 'incremental' innovation activities happening within the city.</p> <p>Support a number of initiatives such as 'York Nudge Unit' feeding directly into CYC as well as other public sector organisations, businesses and the community.</p> <p>Assist with idea generation, support and development for innovative projects and initiatives in the city.</p>	<p>Programme design</p> <p>Project management</p> <p>Workshop delivery</p>	<p>Production of events programme and delivery of agreed activities.</p>
<p>(5)</p> Comprehensive Provision of Support Activities to Drive Innovation	<p>'Horizon scan' for new innovation opportunities, new technologies or initiatives which could benefit York as a whole, and direct intelligence to the appropriate groups.</p> <p>Identify awards and grants appropriate to organisations in the city– supporting them where necessary to apply</p> <p>Provide strategic support to the CYC innovation team in</p>	<p>Research and Information gathering.</p> <p>York Innovation Award programme design and delivery.</p> <p>Strategic consultancy</p> <p>Workshop delivery</p> <p>Production of publication and training materials.</p>	<p>Number of new opportunities and awards created through interventions</p> <p>Up to 20 new innovation initiatives supported per year through York</p>



	<p>developing their ideas. Actively source and facilitate links with external companies and individuals to achieve additional intelligence, expertise and solutions.</p> <p>Development of training materials/tool kit for GeniUS York and active promotion of this project to the wider public sector, to encourage scalability of the project.</p>		<p>Innovation Awards programme.</p> <p>Production of Genius Project training and toolkit materials.</p>
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Summary of Approved DIF Bids

To date, a range of schemes have been granted funding from the DIF and these are listed below. Approved bids have been for:

- Ensuring high quality delivery of three key city events:
 - HM Queen's visit (£20k)
 - York Gold celebrations – including Olympic & Paralympics torch visits(31k)
 - York800 (73k)
- Supporting a RIBA competition for innovation on re-use of the Guildhall buildings. (Bid was approved for up to £35k if no additional sponsorship is found – competition could end up being fully funded without DIF if full sponsorship identified. Likely to be part/part)
- Work to assess the feasibility and potential scope for establishing a spin-out social enterprise to deliver Warden Call and associated services (£5k)
- A feasibility study to develop the business case and seek grant funding for the proposed Health & Social Care Hub in Oliver House (£15k)
- A feasibility study to enable the business case for the Digital Media Hub project (£25k)
- Setting-up and maintaining public Wi-Fi in the Museum Gardens area, as part of our ambitions to have full coverage in the city centre area (£39k)
- Securing a function from NYCC for developing Rail Policy for York, to ensure full engagement with relevant government and other bodies in the planning of the rail offer in York (£8k p.a. over 3 years)
- Determining the extent of and reasons for disused upper floors in the city centre, formulating an outline implementation strategy for conversion to residential or other uses and conducting a feasibility study to test these proposals on pilot properties to assess viability for rolling out a full scheme (£30k).

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Cabinet

9 October 2012

**Report of the Cabinet Member for Transport,
Planning and Sustainability**

CITY OF YORK LOCAL DEVELOPMENT FRAMEWORK

Summary

1. This report considers the way forward for the Council with regard to the City of York Development Plan following the decision of Council on 12th July to withdraw the LDF Core Strategy from the examination process. This matter was considered at the LDF Working Group on 3rd September 2012. The draft minutes from this meeting are attached at Annex 1.

Recommendations

2. It is recommended that Members:
 - i. instruct Officers to undertake the appropriate steps to produce a Local Plan for the City of York that is fully compliant with the National Planning Policy Framework (NPPF) and other relevant statutes.*
 - ii. note the costs identified within paragraphs 37 – 39 of this report, specifically the additional funding of £192k for years 2013/14 and £249k for 2014/15. These cost will be considered as a part of the budget strategy report in February 2013.*

Reason: To produce a Local Plan for York that is fully compliant with the National Planning Policy Framework (NPPF) and other relevant statutes in the timescale identified in the report.

Background

LDF Core Strategy Context

3. As Members are aware, the Core Strategy was submitted to the Secretary of State on 14th February 2012, just before the new National Planning Policy Framework was issued. The Government Inspector undertook a preliminary assessment of the Core Strategy and supporting documents and identified a number of significant concerns regarding potential soundness and legal compliance. This led to an Exploratory Meeting on 23rd April 2012 at which the Council outlined the additional work that could be undertaken to address the Inspectors issues and requested that the examination be suspended to allow this work to be undertaken.
4. On the 1st May 2012 the Inspector wrote to the Council informing us of his decision to suspend the Examination process for approximately six months until November 2012 to allow the Council to undertake further work. In his letter the Inspector highlighted the Council's willingness to respond positively to address his key concerns that the timetable for additional work shows that it can be completed within six months and that the additional evidence is intended to clarify and explain and not to dramatically change the Core Strategy's implementation intentions. The Inspector also indicated that he was satisfied that the Council had successfully demonstrated that it has complied with the duty to co-operate legal test.
5. At Planning Committee on 17th May 2012 Members approved the community stadium and retail scheme at Monks Cross. The Inspector wrote to the Council on the 18th May 2012 indicating that following the decision on the Community Stadium a radical review of the Core Strategy would be required. The Inspector was concerned that such likely changes would result in a substantially different set of strategic polices and direction for York from those submitted. Accordingly, the Director of City and Environmental Services wrote to the Inspector on 28th May 2012 to inform him of the decision to reluctantly recommend to Council the withdrawal of the document. This course of action was approved by Council on 12th July 2012.

Public Policy Context

6. During the latter stages of the development of the LDF Core Strategy there were considerable changes to the public policy context, these are briefly summarised below.

National Planning Policy Framework (March 2012)

7. The National Planning Policy Framework (NPPF) represents a fundamental reassessment of both the overall direction and the detail of the planning system in England. It is intended to support economic recovery and play a key role in delivering the government's localism agenda. The NPPF is the outcome of a review of planning policy, designed to consolidate policy statements, circulars and guidance documents into a single concise Framework (a reduction of over a thousand pages of guidance to around 50). The overriding message from the Framework is that planning authorities should plan positively for new development, and that 'planning should operate to encourage and not act as an impediment to sustainable growth'.
8. At the heart of the new system is a new 'presumption in favour of sustainable development'. This requires local plans to meet development needs and for development proposals that accord with the local plan to be approved without delay.
9. A significant change to the previous policy approach is that the NPPF refers to 'Local Plans' rather than 'Local Development Frameworks'. It appears from the document that it is the Government's intention that there is to be a movement away from a folder of development plan documents to a single plan.

Neighbourhood Planning

10. The Localism Act introduces new rights and powers for communities. A new 'neighbourhood' layer has been added to the planning system. These Neighbourhood Plans should be produced in conformity with an authority's Local Plan. It will be important to ensure that work on both Neighbourhood Plans and local or other high levels plans are appropriately interlinked.

Duty to Cooperate

11. The Localism Act requires that local planning authorities demonstrate co-operation in plan making with adjoining or nearby authorities and other organisations in relation to cross boundary issues. Section 110 of the Localism Act transposes the Duty to Co-operate into the Planning and Compulsory Purchase Act 2004 and introduces Section 33a, which sets out a Duty to Co-operate in relation to the planning of sustainable development ("the Duty"). The Duty applies to all local planning authorities, county councils and 'prescribed bodies' and requires that they must co-operate with each other in maximising the effectiveness

with which development plan documents are prepared. Further detail on how the provisions of the Act should be implemented is provided within the NPPF.

Deliverability

12. The NPPF emphasises the need for careful attention to viability to ensure development plans are deliverable. Paragraph 173 of the NPPF talks of 'careful attention to viability', and states that the sites and the scale of development identified in local plans should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. In his key concerns the Core Strategy Inspector reflected Government's acknowledgment of the importance of deliverability, indicating that plan allocations and policy requirements must be grounded in a genuine understanding of viability.

Next Steps

13. Following the decision at Council on 12th July Officers have undertaken the appropriate legal and regulatory steps to formally withdraw the plan. It is now necessary to consider the appropriate steps to produce a development plan for York as expediently as possible. In considering the way forward there are effectively two potential options:
 - the LDF Core Strategy could be revised, subject to consultation then resubmitted; or
 - a Local Plan could be produced for the City.
14. As highlighted in Paragraph 9 above the NPPF indicates that nationally LDFs will be replaced by Local Plans. This is interpreted to refer to a single document encompassing the function of all LDF documents. This is the clear intention of Government public policy and for this reason it is questionable whether the resubmission of the LDF Core Strategy would be sensible. Indeed the Core Strategy Inspector in his comments prior and during the LDF Core Strategy Exploratory Meeting appeared to already be pushing the Council toward a far more detailed document than that originally envisaged for LDF Core Strategies.
15. The case for moving to a Local Plan is strengthened when consideration is given to the potential timetable for revising the Core Strategy relative to the introduction of Local Plans through the NPPF. The Core Strategy Inspector indicated in his letter to the authority dated 18th May 2012 that a radical review of the Core Strategy would be required. If we were

mind to amend the Core Strategy this would effectively require the re-run of the preferred options stage consultation as well as repeating the submission element. It is considered that all of this additional work, along with the other work arising from the Exploratory Meeting, would not be able to be completed in less than around 18 months. Following the Core Strategy the Council would also need to progress the LDF Allocations and Designations Document. This would be longer than the Government's proposed transition period of 12 months for amending already adopted Local Plans and Core Strategies to meet the provisions of the NPPF. Although not completely relevant to the York position this is a useful indicator of anticipated timescales for the completion of the LDF generally.

16. The NPPF states that each local authority should produce a Local Plan for its area. Additional Development Plan Documents (DPD) should only be used where justified. This is clearly different from the current Local Development Framework system with its suite of documents with an overarching Core Strategy.
17. Local plans must be positively prepared, justified, effective and consistent with national policy in accordance with Section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) and the NPPF. The NPPF advises that Local Plans should be aspirational but realistic and should address the spatial implications of economic, social and environmental change. Local Plans should set out the opportunities for development and clear policies on what will or will not be permitted and where.
18. Given the Government's views of plan making and the movement away from a folder of development plan documents to a single plan a new local plan for York would include a vision for the future development of city and spatial strategy and would cover both strategic policies and allocations (previously the Core Strategy and Allocations DPD), alongside detailed development management policies. The exception to this would be planning for waste and minerals where a separate development plan document could potentially be justified. This is considered more fully in Paragraph 34 below.
19. The production of a Local Plan would allow the creation of a planning strategy that responds to relevant contemporary issues facing York including those arising from the current position of the national economy. It will be important that a new plan reflects the City's economic ambitions

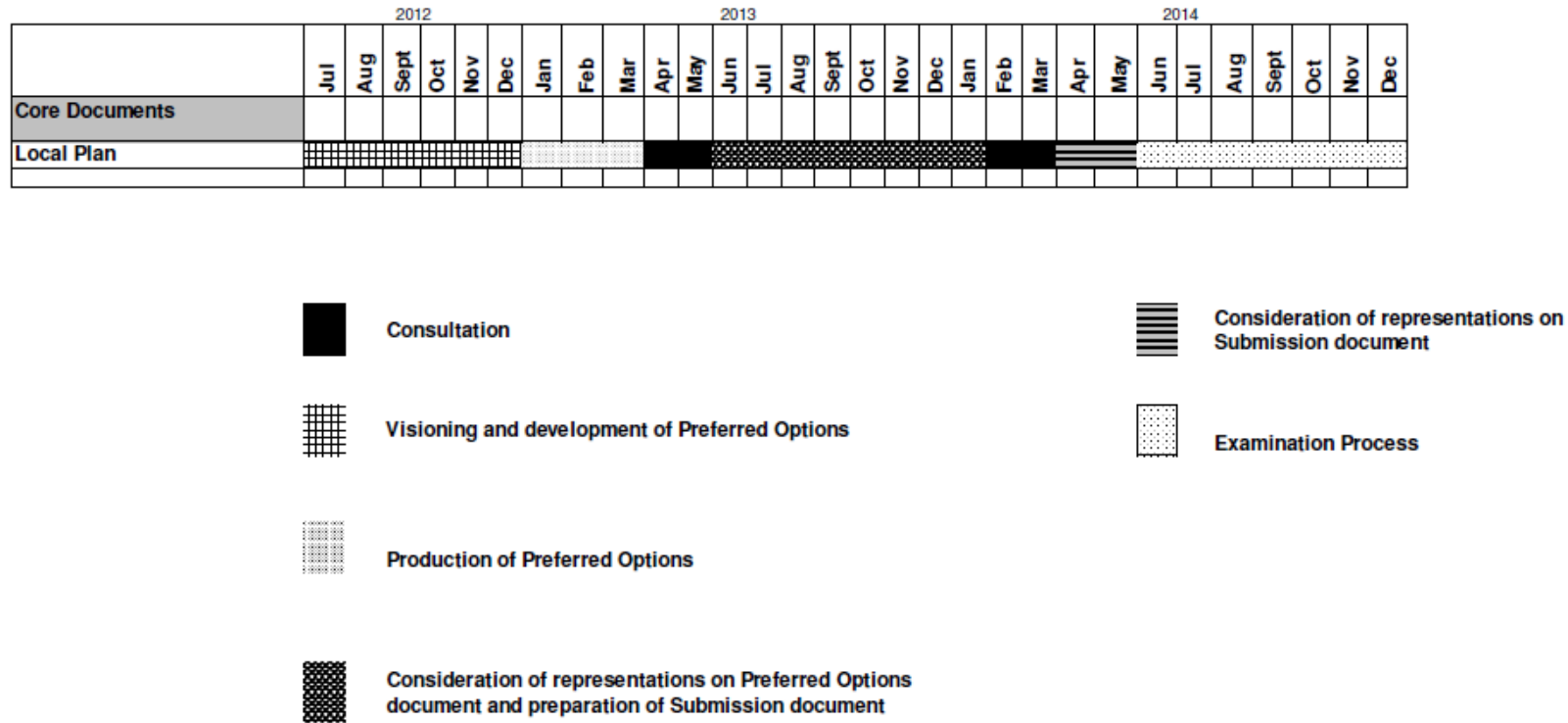
and helps deliver its continued economic success, whilst building strong communities and protecting and enhancing its unique environment.

Local Plan

20. Officers have considered the key stages involved in the preparation of a Local Plan and the likely timescales for its production. This is set out in Figure 1 overleaf and is followed by Table 1 which sets out the key tasks and new emerging evidence base work which would be involved for each stage in preparing a Local Plan. The new evidence base work has a particular focus on deliverability and viability, a key requirement of the NPPF, as well as allowing us to update some key areas. The existing evidence base will also be of key importance in progressing the new plan. This is detailed in Annex 2.

21. Annex 3 provides further information on the key project work that will be necessary in the production of a 'sound' Local Plan under the NPPF. The delivery of these projects will require cross team, group and directorate working. To ensure this work is undertaken effectively and that the work is given an appropriate level of priority a Spatial Planning Programme Board has been set up. This board comprises relevant Heads of Service relating to planning, housing, transport, design and conservation, major projects and economic development, along with the Director of City and Environmental Services, the Assistant Director for Strategic Planning and Transport and the Assistant Director for City Development and Sustainability. The group will meet on a regular basis during the full duration of the preparation of the plan.

Figure 1: Local Plan Work Programme



Notes:

Waste and Minerals DPD: Discussions are currently taking place with North Yorkshire County Council regarding the Waste and Minerals DPD and how this could be progressed.

Community Infrastructure Levy (CIL): This will be produced in parallel with the Local Plan.

Development Management Interim Statement: Officers are currently producing a project plan to deliver this work. Given the development plan context it is considered that this work should be completed and reported to Members before the end of 2012

Table 1: Key Tasks and Evidence Base

Stage	Key Tasks	Evidence Base
<p>Visioning and development of Preferred Options (July – December 2012)</p>	<ul style="list-style-type: none"> • Undertake workshops to inform production of a Spatial Planning Vision for York. • Review up to date policy/evidence base work, including NPPF. • Consider consultation responses to date. • Identify any gaps in the evidence base and undertake additional work as necessary. • Initial viability deliverability work. • Identify potential designations and allocations. • Undertake Sustainability Appraisal to support policy development. 	<ul style="list-style-type: none"> • Undertake Economic and Retail Growth Analysis and Visioning Work. • Additional Green Infrastructure related studies: <ul style="list-style-type: none"> ○ Review of the PPG 17 Open Space Study, including revisiting methodologies of achieving new provision in areas of deficiency ○ Production of a Biodiversity Action Plan ○ Production of Lower Derwent Valley Plan. • Housing Viability Work– Stage 1, including work on Strategic Allocations. • Neighbourhood Shopping Parade Study
<p>Production of Preferred Options (January – March 2013)</p>	<ul style="list-style-type: none"> • Develop policy options and associated proposals map. • Complete Sustainability Appraisal (including SEA). • Consult with key partners and ensure compliance with DTC. 	<ul style="list-style-type: none"> • Public Realm Study. • York Retail Study Update. • Update to SHLAA. • Refresh of the SFRA evidence base. • Preparation of site profiles to show top level viability, deliverability and

Stage	Key Tasks	Evidence Base
	<ul style="list-style-type: none"> • Undertake appropriate Traffic Impact Assessments. • Undertake appropriate Heritage Impact Assessments. 	phasing of employment sites.
Preferred Options Consultation (April – May 2013)	<ul style="list-style-type: none"> • Undertake city wide 6 week statutory consultation in accordance with the adopted Statement of Community Involvement 	
Consideration of representations and preparation of Submission document (June 2013 – January 2014)	<ul style="list-style-type: none"> • Collate the outcomes from the preferred options consultation. • Consider the outcomes from the Preferred Options Consultation and the Sustainability Appraisal to assist in the development of the Submission document. • Review evidence base documents published since preferred options stage and consider policy implications. • Consider changes to national and local policy. • Finalise designations and allocations 	<ul style="list-style-type: none"> • Housing Viability Work– Stage 2 • Production of Housing Implementation Strategy for 5 year housing land supply • Preparation of detailed site profiles to show viability, deliverability and phasing of employment sites

Stage	Key Tasks	Evidence Base
	<p>including completing deliverability and viability work.</p> <ul style="list-style-type: none"> • Produce an Infrastructure delivery plan • Develop submission draft policies and proposals map. • Complete Sustainability Appraisal (including SEA). • Consult with key partners and ensure compliance with DTC. • Undertake appropriate Traffic Impact Assessments. • Undertake appropriate Heritage Impact Assessments. 	
<p>Submission Consultation (February – March 2014)</p>	<ul style="list-style-type: none"> • Undertake city wide 6 week statutory consultation in accordance with the adopted Statement of Community Involvement. 	
<p>Consideration of representations on Submission document</p>	<ul style="list-style-type: none"> • Collate the outcomes from the Submission Consultation in preparation for formal submission. • Produce final Sustainability Appraisal and 	

Stage	Key Tasks	Evidence Base
(April – May 2014)	SEA ensuring legal compliance. <ul style="list-style-type: none"> • Produce statements relating to consultations to demonstrate compliance with the Planning Regulations. • Produce any supporting technical papers. 	
Examination process (June – December 2014)	<ul style="list-style-type: none"> • Provide evidence and information to demonstrate legal compliance and ‘soundness’ under the NPPF. 	

Risk Analysis

22. In developing a project plan an assessment has been undertaken to identify key risks, these include:
- resources;
 - Duty to Cooperate;
 - change in the local political agenda;
 - objections to the plan through consultation;
 - potential viability issues on strategic and key allocations;
 - lack of clarity about the full implications of the Localism Act;
 - lack of best practice in Local Plan preparation given its recent introduction;
 - legal challenge to the plan; and
 - implications of decisions on major planning applications.
23. The risk assessment is explained more fully in Annex 4, alongside potential mitigating actions. It will be a key role of the Spatial Planning Programme Board to monitor and evaluate the risks and ensure the mitigating actions are appropriately implemented where necessary.

Sustainability Appraisal, Strategic Environmental Assessment and Habitat Regulation Assessment

24. The preparation of a Local Plan would need to be undertaken in accordance with the requirements of the Sustainability Appraisal/Strategic Environmental Assessment process and meet the needs of the Habitat Regulation Assessment. Further information on this is set out in Annex 5. The importance of closely monitoring these areas of work is highlighted by the recent Joint Greater Norwich Core Strategy case which indicates the complexities of the Sustainability Appraisal process and how it can be influenced by case law and precedent. In the Greater Norwich case, following a legal challenge to the Joint Core Strategy the Court upheld one of the grounds of challenge in finding that the local planning authorities there had not complied with the requirements of the Strategic Environmental Assessment regime because they had not properly considered alternative options that did not rely on significant housing growth in one part of the plan area. The judge said that the need for outline reasons for the selection of the alternatives dealt with at the various stages of a Plan's preparation has to be addressed in the final Sustainability Appraisal of that Plan.

Additional Work

25. In addition to the work directly related to the production of a Local Plan the following related elements of the work programme are also of key importance.

Development Management Interim Planning Statement

26. Given that the NPPF is now in force and there is no adopted or emerging plan for York, in line with general advice from PAS a stand alone Development Management Interim Planning Statement for York will need to be commissioned. This will involve an exercise to determine which policies from the Development Control Local Plan (April 2005) and other local documents are consistent with the NPPF and can therefore continue to be used in decision making until the new Local Plan is adopted. An interim statement will introduce material considerations that are capable of carrying weight in the determination of planning applications. Its purpose will be to provide a clear position for development management in the short term prior to the adoption of the Local Plan. It will not allocate or identify new sites.

Community Infrastructure Levy

27. As Members are aware the Community Infrastructure Levy (CIL) is a new, discretionary charge, which local authorities will be empowered to charge on most types of new development in their area. It offers City of York Council, as a potential charging/collection authority, a flexible tool, helping it to secure the finances needed to deliver its infrastructure priorities. It will also make it easier for the council to coordinate contributions towards larger infrastructure items, including sub-regional infrastructure.
28. It should be noted that current planning obligations (e.g. S106) will continue to exist after the introduction of CIL (if introduced). However, from April 2014, this will be significantly scaled back. Planning obligations will no longer be used as the basis for a tariff to fund strategic infrastructure as the CIL will become the main mechanism for pooling contributions from a variety of developments. It will only be possible to seek pooled contributions from up to [only] five separate planning obligations.
29. 'Charging authorities' wishing to introduce a CIL will be required to demonstrate that their proposed charges will support the development of

their area. It is important that an appropriate balance is struck between the desirability of funding infrastructure from CIL and the potential effects of the imposition of CIL upon the economic viability of development.

30. Officers are currently exploring the most appropriate way of progressing the CIL for York alongside the production of a Local Plan. It is clearly important that this work is linked to site viability and deliverability work and infrastructure planning. It is also important that the CIL for York is progressed as a priority alongside the Local Plan as the absence of CIL may impact on the authority's ability to deliver strategic infrastructure.

Duty to Cooperate

31. Even before the introduction of the Duty, City of York Council took (and continues to take) a positive approach to working collaboratively with neighbouring authorities and other relevant organisations on spatial planning and transport issues. Examples of this include:
 - establishment of the York Sub-area Joint Infrastructure Working Forum;
 - York and North Yorkshire Strategic Housing Market Assessment;
 - Joint commissioning of the A64 Corridor Study; and
 - Harrogate Line Officers Rail Group.
32. At a more strategic level, City of York Council is a constituent member of the Leeds City Region (LCR) and Local Government North Yorkshire and York (LGNYY). The function and purpose of these sub regional bodies is now even more important with the imminent revocation of the Regional Spatial Strategy and is essential to address the requirements of the Duty to Cooperate arising from both the Planning Act and the NPPF.
33. With regard to the Leeds City Region (LCR), the City of York is represented at member level on the LCR Local Authority Joint Committee (Leader) and the Transport Panel (Cabinet Member). It is also represented, at officer level, on the Heads of Planning Group and the LCR Connectivity Partnership.
34. With regard to North Yorkshire the City of York is represented on the Local Government North Yorkshire and York (LGNYY) Leaders' Board and currently chairs (Cabinet Member) the LGNYY Spatial Planning and Transport Board (SPTB). At officer level City of York Council performs the secretariat function to the SPTB and the Technical Officer Group that

supports it. In recognition of the links between York, North Yorkshire and the East Riding, the East Riding of Yorkshire Council is a non voting Member of the SPTB and the associated officer group. At its meeting, on 2nd August 2012, the Board acknowledged the importance of effective collaboration, not only within the LGNYY area, but with authorities outside the LGNYY area and other bodies, such as East Riding of Yorkshire Council and the Highways Agency where there are strategic or cross-boundary issues to address. The Board also recommended the incorporation of the York Sub-area Joint Infrastructure Working Forum (a City of York Council initiative) as a 'task / finish group'. This group also includes the East Riding of Yorkshire Council in addition to North Yorkshire authorities.

Waste and Minerals DPD

35. The City of York Council as a unitary authority is also a waste and minerals planning authority in a similar way to a County Council. This responsibility effectively involves identifying all waste arising in the area from all sources, such as, household, commercial, hazardous and agricultural, and demonstrating how this is dealt with spatially. With regard to Minerals it is necessary to identify the requirement for minerals including aggregates and how these will be sourced. Both these tasks have to be addressed for the lifetime of any development plan.
36. As highlighted at Paragraph 16 above, under the NPPF additional Development Plan Documents (DPD) can be used where they can be clearly justified. Officers are currently evaluating the possibility of pursuing a joint Waste and Minerals DPD with North Yorkshire County Council (NYCC). The City of York already has a close working relationship with the County with regard to waste management, and such plans are generally produced to cover a larger geographical area than that covered by the City of York. This will be the subject a further report in due course.

Financial

37. The withdrawal of the LDF Core Strategy will necessitate the production of a revised plan and additional evidence base. The estimated costs are highlighted in table 2 below.

Table 2: Local Plan Cost Estimates

Year	Cost £k
2012/13	
Visioning & Evidence	164
Staff	61
Specialist Advice	5
Total	230
2013/14	
Evidence	25
Printing & Consultation	22
Staff	140
Specialist Advice	5
Total	192
2014/15	
Examination	128
Printing	3
Staff	111
Specialist Advice	7
Total	249

38. It should be noted that if the Council had continued with the LDF it is estimated that the costs of finalising the different components of the LDF would have been around £275k. In addition the more stringent tests relating to deliverability and viability for housing and employment arising from the NPPF account for approximately £80k of the additional costs identified for the Local Plan.
39. Based on current estimates the costs for 2012/13 of producing a Local Plan can be accommodated within the existing budgets of the Integrated Strategy Unit and predominantly the LDF Reserve. Additional funds will however be required for 2013/14 and 2014/15 equivalent to the levels identified in Table 2 above.

Corporate Strategy

40. The development plan for York has a relationship to all five specific priorities of the Council Plan.

Implications

41. The following implications have been assessed.
- **Financial** – This issue is covered in paragraphs 37 – 39 above.
 - **Human Resources (HR)** – The production of a revised plan and associated evidence base this will requires the development of a comprehensive work programme that will predominantly, although not exclusively, need to be resourced within CES.
 - **Equalities** – Through the stages of the Core Strategy’s development equalities issues have been considered. This will be built into any future programme.
 - **Legal** – The production of a new plan will need to be compliant with relevant statutory and regulatory framework. Legal advice will be necessary during the plan preparation stage.
 - **Crime and Disorder** - *None*
 - **Information Technology (IT)** - *None*
 - **Property** - *None*
 - **Other** – *None*

Risk Management

42. In compliance with the Council’s risk management strategy, the main risks in producing a Local Plan for the City of York are:

- The potential damage to the Council's image and reputation if a development plan is not adopted in an appropriate timeframe.
 - Risks arising from failure to comply with the laws and regulations relating to Planning and the SA and SEA processes.
 - Risk associated with hindering the delivery of key projects for the Council and key stakeholders.
 - Financial risk associated with the Council's ability to utilize planning gain and deliver strategic infrastructure.
43. Measured in terms of impact and likelihood, the risk associated with this report have been assessed as requiring frequent monitoring.

Contact Details

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Cllr Dave Merrett
Cabinet Member for Planning,
Transport and Sustainability

Chief Officer Responsible for the report:

Richard Wood
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**Report
Approved**



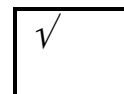
Date 1.10.012

Specialist Implications Officer(s)

Patrick Looker – Finance Manager

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

All



For further information please contact the author of the report

Annexes

Annex 1: Draft Minutes from LDF Working Group 3 September 2012

Annex 2: Existing Evidence Base

Annex 3: Key Projects

Annex 4: Risk Analysis

**Annex 5: Sustainability Appraisal, Strategic Environmental
Assessment and Habitat Regulation Assessment**

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City of York Council

Draft Committee Minutes

MEETING	LOCAL PLAN WORKING GROUP
DATE	3 SEPTEMBER 2012
PRESENT	COUNCILLORS MERRETT (CHAIR), BARTON, D'AGORNE, HORTON, REID, RICHES, SIMPSON-LAING, WATT (VICE- CHAIR) AND ALEXANDER (SUBSTITUTE)
APOLOGIES	COUNCILLORS BARNES

1. **DECLARATIONS OF INTEREST**

At this point in the meeting, Members were asked to declare any interests they may have in the business on the agenda. None were declared.

2. **MINUTES**

RESOLVED: That the minutes of the meeting held on 2 April 2012 be approved and signed by the Chair as a correct record.

3. **PUBLIC PARTICIPATION**

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

4. **CITY OF YORK LOCAL DEVELOPMENT FRAMEWORK**

Prior to consideration of this agenda item, Councillor Barton queried when the working group would be considering the motion on assisted housing which had been put forward by the Conservative Group and carried by full Council at the 12th July Council meeting.

The Chair advised that officers required some time to put together a detailed report on such an important and complex issue.

Councillor Barton expressed his dissatisfaction with this response as he felt that following Council on 12 July an urgent item should have been brought to the working group for consideration. He then left the meeting.

Members then considered a report which outlined the way forward for the Council with regard to the City of York Development Plan following the decision of Council on 12th July to withdraw the Local Development Framework Core Strategy from the examination process.

A written representation had been received from Mr Chas Jones, in which he requested that consideration be given to restoring Green Belt protection of the land along Germany Beck. It was confirmed that Mr. Jones's comments would be fed into the consultation process and his comments would also be passed to Officers in Development Management and Design and Conservation for information.

Officers outlined the report and drew Members' attention to the Local Plan Work Programme, highlighted on page 12 of the agenda. Officers advised that it was imperative that York produced a Local Plan which was viable and deliverable.

Members commented as follows:

- Concerns were raised regarding how changes to government policy could affect the progression of the Local Plan. Officers advised that this was difficult to predict but the priority was to ensure that the plan was viable, represented the city's wishes and could be delivered with local support.
- In response to Members' questions about the Neighbourhood Shopping Parade Study, mentioned as part of the evidence base, officers advised that the study was not as crucial as some of the other studies but it would be time consuming. Members also queried progress with the Public Realm study. Officers confirmed that the work may cross reference with some of the work undertaken for Reinvigorate York.

- There was a need to ensure that there were no delays in delivering the plan so as to remove any uncertainty.
- Referring to paragraph 32 of the report, it would be beneficial to receive more detailed information regarding the estimated financial costs.
- Further work needed to be carried out in terms of gathering comments from local residents on issues such as transport – information should be available for residents to view on-line at the very least.
- Further consideration should be given as to how best to work collaboratively with neighbouring authorities and other relevant organisations on spatial planning and transport issues (including accessing minutes of their meetings).
- There needed to be a new retail study carried out.
- Members queried whether there will still be the same amount of money for local schemes if contributions are pooled for strategic schemes. Officers confirmed that Section 106 will still be used for smaller, local schemes and that it will be about finding the right balance.

- RESOLVED:
- (i) That Cabinet be made aware of the views of the LDF Working Group, as detailed above, on the contents of the report and the move towards the preparation of a new Local Plan for York.
 - (ii) That more detailed information be provided on the financial implications, as outlined in paragraph 32 of the report.
 - (iii) That it be recommended that the working group be renamed the Local Plan Working Group.

- REASONS:
- (i) To inform the preparation of a new Local Plan for York.
 - (ii) To ensure that the working group is able to make informed recommendations.
 - (iii) To recognise the working group's remit in terms of the development of a Local Plan.

**5. CITY OF YORK COUNCIL SUBDIVISION OF DWELLINGS
SUPPLEMENTARY PLANNING DOCUMENT**

Members considered a report which sought approval for the draft Supplementary Planning Document (SPD) on the 'Subdivision of Dwellings', attached at Appendix A to the report. The SPD would be published as Council policy for determining planning applications.

Officers outlined the report and advised that this SPD, along with the SPD to be considered at item 6, would be used by planning officers and Planning Committee members when considering planning applications. The SPDs once finalised would be checked to ensure they stood up at Planning Appeals.

Members made the following comments:

- This SPD was particularly welcomed as Members had been trying to argue against sub-division of dwellings for a number of years at Planning Committees.
- Although Members recognised that the incentive for sub-division would continue, the SPD struck the right balance and would protect residents from poor quality conversions.
- Members queried issues on page 39 of the report and queried why the word 'homes' had been changed to 'flats'. Officers advised that they would look at the wording.
- In relation to the diagram on page 39, the height scale on the diagram should be moved from the right to the left in order to clarify that the 2.3m minimum standard applied to all units.
- Page 44 – reference to food waste recycling should be included as it may be available to York residents in the future. Officers advised that the list referred to 'as currently provided' facilities.
- In relation to page 45 and the conversion of attics and basements, some Members commented that reference to the balance between insulation and ventilation should be included.
- Page 47 – Members asked why there was no reference to sustainability or a breem standards. Officers advised that planning policy would still apply to any application but they would be happy to look at where policies could be cross referenced in the document.

The Chair advised that he was happy to recommend the document to Cabinet with the above comments. He asked the working group to delegate the finalising of the wording of any amendments to the Chair and officers.

RESOLVED: (i) That the comments of the LDF Working Group on the issues raised in the report be forwarded to Cabinet.

(ii) That it be recommended that the finalising of the wording of any amendments be delegated to the Chair and officers.

REASONS: (i) To help inform Cabinet when they consider the issues.

(ii) In order to finalise the document.

6. CITY OF YORK COUNCIL HOUSE EXTENSIONS AND ALTERATIONS SUPPLEMENTARY PLANNING DOCUMENT

Members considered a report which sought approval for the draft Supplementary Planning Document (SPD) on House Extensions and Alterations (attached at Appendix A of the report), to be published as Council policy for determining planning applications.

Officers outlined the report and Members had the following comments:

- Paragraph 6.3 – Members asked that the implications for neighbours is made clear in respect of side windows.
- There should be the consistent use of metres or millimetres when referring to distances in the document.
- In reference to section 7.4 paragraph H, add the words ‘to enable the tree to reach maturity’.
- Paragraph 12.5 that relates to side extensions should refer to an additional set back sometimes being required where there is not a straight building line.

- Paragraph 13.6 – add the words ‘in plan’ so that the sentence reads ‘ Extensions that project beyond a 45 degrees line in plan will normally be unacceptable...’

RESOLVED: That the comments of the LDF Working Group on the issues raised in the report be forwarded to Cabinet.

REASON: To help inform Cabinet when they consider the issues.

Cllr Merrett, Chair

[The meeting started at 5.00 pm and finished at 6.10 pm].

Annex 2: Existing Evidence Base

Study	Date of Production
City of York Biodiversity Audit (Produced by: Martin Hammond (Ecological Consultant) and the City of York Council)	November 1996
City of York Biodiversity Audit (Produced by: City of York Council)	January 2011
City of York Local Plan: The Approach to the Green Belt Appraisal (Produced by: City of York Council)	February 2003
City of York Retail Study (Produced by: GVA Grimley for the City of York Council)	June 2008
Retail Topic Paper (Produced by: GVA Grimley for City of York Council)	October 2010
Strategic Housing Market Assessment (Produced by: Fordham Research for the City of York Council)	June 2007
Open Space, Sport and Recreation Study (Produced by: PMP for City of York Council)	November 2008
Strategic Flood Risk Assessment (Produced by: York Consultancy, for the City of York Council)	September 2007
Strategic Flood Risk Assessment Revision 1 (Produced by: York Consultancy, for the City of York Council)	April 2011
Employment Land Review (Stage 1) (Produced by: SQW)	July 2007
Employment Land Review (Stage 2) (Produced by: Entec for City of York Council)	February 2009
Travel to Work Topic Report – District Level (Produced by: City of York Council, City Development)	March 2005
York Landscape Appraisal (Produced by: Environmental Consultancy University of Sheffield (ECUS) for the City of York Council)	December 1996
Strategic Housing Land Availability Assessment (Phase 1)	April 2008

Study	Date of Production
(Produced by: City of York Council)	
Strategic Housing Land Availability Assessment (Phase 2) (Produced by: City of York Council)	September 2011
Affordable Housing Viability Study (Produced by: Fordham Research for City of York Council)	April 2010
Houses in Multiple Occupation Technical Paper (Produced by: City of York Council)	January 2011
Local Transport Plan 2011 – 2031 (LTP3) (Produced by: City of York Council)	March 2011
Preliminary Flood Risk Assessment (Produced by: City of York Council)	July 2011
Renewable Energy Strategic Viability Study for York (Produced by: AEA Group for City of York Council)	December 2010
School Playing Fields Assessment (Produced by: City of York Council)	January 2010
Preferred Options Topic Paper 3 – Transport (Produced by: City of York Council)	June 2009
Green Corridors Technical Paper (Produced by: City of York Council)	January 2011
York City Beautiful (Produced by: Alan Simpson <i>et al</i> for City of York Council)	February 2011
Heritage Topic Paper and Heritage Impact Appraisal (Produced by: City of York Council)	September 2011
York Central Historic Core Conservation Area Appraisal (Produced by: Alan Baxter & Associates)	November 2011

Annex 3: Key Projects

A3.1 The following table provides a summary of the anticipated outcomes from the key projects outlined in preparing the Local Plan Preferred Options Document

Project Title	Outcomes
Consultation Audit Trail	To produce a comprehensive audit trail using past LDF Core Strategy and Allocations DPD consultations to help inform each section of the new Local Plan.
Vision	<p>The overall aim is to produce a Spatial Planning Vision for City of York. The Vision along with its associated objectives will guide the overall approach to the location of development and all strategic policies included within the plan.</p> <p>In terms of its content the Vision must aim to capture the broad aspirations and approached contained in other relevant Council strategies such as the Council Plan, Economic Prospectus, The City Action Plan, The Economic Strategy, Climate Change Strategy etc. It must also reflect the issues arising out of the existing evidence base and National Policy issues such as the National Planning Policy Framework and the UK Sustainable Development Strategy.</p>
Spatial Strategy	The overall aim is to produce a Spatial Strategy that will indicate the approach to the distribution of development through the Local Plan process. The Strategy will be directly linked to the overall Local Plan vision and will respond to the development needs of the City both economically and in terms of housing.
City Centre Policies	To review existing situation, explore new city centre vision and develop preferred options for consultation
Green Belt General Extent	The overall aim is to provide an approach that will allow the Council to set the general extent of the Green Belt. It is important that this piece of work recognizes the historical

Project Title	Outcomes
	rational and approach in York to this subject as well as recognizing the role of Green Belts as an urban planning tool.
Green Belt Detailed Boundaries	To carry out a detailed assessment of accuracy of existing greenbelt boundaries and evaluate suggested amendments to the greenbelt to give a more defensible long term boundary and to determine potential allocations.
Strategic Allocations	To re-consider strategic allocations in light of housing targets, housing supply, delivery and viability
Historic Environment	To review existing situation and develop preferred options for consultation
Natural Environment	To review the existing situation and refresh the Strategic Flood Risk Assessment and review the PPG17 Open Space Study alongside producing new evidence base documents for Green Infrastructure including the Biodiversity Audit Plan and the Lower Derwent Valley Plan. The Preferred Options strategy and policy can then be developed for the Preferred Options consultation.
Environmental Protection	To review existing situation, fully take into account all environmental protection issues and develop preferred options for consultation
Housing Growth and Supply	To be able to show an appropriate quantum and mix/type of deliverable and viable housing sites over the Local Plan period including the production of an updated housing trajectory, updated Strategic Housing Land Availability Assessment (SHLAA), housing implementation strategy and relevant policy changes to the Housing Growth and

Project Title	Outcomes
	Distribution, Aiding Choice in the Housing Market and Affordable Housing sections of the Core Strategy.
Community Facilities and Education	To review existing situation and develop preferred options for consultation
Retail	Undertake new evidence base work to assess the role and function of the City Centre and other centres in York; define a network/hierarchy of centres and develop an appropriate policy approach; assessment of the capacity of existing centres to accommodate new development; allocate a range of sites to meet the scale and type of retail development likely to be required over the Plan Period.
Economic Growth and Supply	Undertake rerun of econometric forecasts, revisit land supply and develop preferred options for consultation
Transport	To establish the city-wide transport impacts of the planned growth rates for and location of development and to use outcomes from impacts assessment to determine whether growth rates for and location of development is acceptable. If found not acceptable investigate suitable policies and measures to mitigate the impacts to make it (more) acceptable and if found that policies alone are insufficient to mitigate effects, reassess development growth rates and locations. A transport assessment of preferred allocations and designations will also be completed to inform preferred options for consultation.
Climate Change and	To refresh the evidence base for renewable energy including the AEA Study, undertake additional mapping of wind turbine locations and District Heating Schemes inline with

Project Title	Outcomes
Sustainability	new evidence and to review new Carbon Modeling data recently produced to develop Preferred Options for consultation.
Waste and Minerals	Include strategic policies for both waste and minerals in the Local Plan Preferred Options Document. This will require the Council to commission additional evidence base documents for both waste and minerals in order to robustly develop Preferred Options for consultation
Infrastructure and Planning Gain	<p>To establish a fully revised 'Outline' Infrastructure Delivery Plan to:</p> <ul style="list-style-type: none"> • Identify the infrastructure, facilities and services required to enable the planned growth to be realised; • Demonstrate that the infrastructure required to enable strategic allocations and other potential sites to be developed can be delivered; • Identify, with a reasonable degree of certainty, the infrastructure, facility and service costs; and • Identify, with a reasonable degree of certainty, the sources of funding for the required infrastructure, facilities and services (and/or funding gaps).
Sustainability Audit Trail	Written audit of the previous Sustainability Appraisal (SA) process for the Core Strategy to provide a summary of outcomes to inform the Local Plan and a consistent approach to evaluation is undertaken.
Sustainability	The Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) and

Project Title	Outcomes
Appraisal, Habitats Regulation Assessment and Heritage Impact Assessment	Habitat Regulation Assessment will continue to be an integral part of ensuring the soundness of the Local Plan and is required for the document to comply with the European SEA Directive (2001/42/EC). The SA/SEA will need to document the full audit trail of options considered for each policy choice or site allocation in order to be in compliance with statutory guidance - to be considered sound at examination the Plan has to be 'justified' meaning that the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence. The SA/SEA will need to be developed in tandem with the Local Plan throughout the process.
Duty to Cooperate	To provide a clear demonstration that the two key requirements of the Duty to Co-operate have been met.

A3.2 In working towards a Submission Draft Local Plan the key outcomes for all projects will be to consider the Preferred Options consultation responses, the Sustainability Appraisal and viability testing outcomes before developing Submission Draft policies for consultation.

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Annex 4: Risk Analysis

Risk	Impact L/M/H	Probability L/M/H	Mitigating Actions
Resources	H	M	<p>Capacity within the Integrated Strategy Unit, City And Environmental Services and across the Council as a whole to deliver the programme is limited. It will be important to ensure a constant dialogue across the Council as a whole to meet the resource implications of the plan preparation.</p> <p>For staff resources, contingencies are in place (such as the redeployment of internal resources or 'agency' staff to cover a shortfall) to enable continuity in the programme in the event of a staff member leaving the employment of the Council.</p>
Duty to Cooperate	H	M	<p>Early and continued engagement with relevant parties to address cross boundary issues will be essential. Dialogue with neighbouring authorities and prescribed bodies at all key stages in the process will seek to minimise the risk. This will be particularly challenging for waste and minerals matters.</p>
Change in the local political agenda.	M	M	<p>There will be a need for early comprehensive Cabinet and stakeholder discussion to minimise risk, this will need to include ensuring wide agreement and 'buy-in' to the Local Plan Vision. In addition a cross party Member working group will be established to disseminate information and provide feedback</p>

Risk	Impact L/M/H	Probability L/M/H	Mitigating Actions
			<p>into the process.</p> <p>This will ensure Officers will have an understanding of potential issues and will be able to respond accordingly.</p>
<p>Objections to the Local Plan through consultation</p>	<p>H</p>	<p>M</p>	<p>Whilst the adopted SCI sets out an overall engagement strategy with all interested parties, there will remain some interests whose case will need to be considered at Inquiry. However the number and level of objections will not be known until the Local Plan has been submitted to the SoS and formally consulted upon, but it is likely that significant objections will remain.</p> <p>The front-loading of engagement with interested parties will seek to overcome as many objections as possible prior to the examination stage.</p>
<p>Potential viability issues on strategic and key allocations</p>	<p>H</p>	<p>M</p>	<p>Information on the viability and deliverability of Strategic Allocation and sites key to the implementation of the Plans overall Spatial Strategy will be considered at the earliest possible stage and where appropriate these sites will need to be removed from the trajectory and alternatives sought.</p> <p>Viability of sites may be affected by detailed costings of all Local Plan targets and policy requirements such as open</p>


Risk	Impact L/M/H	Probability L/M/H	Mitigating Actions
			space, affordable housing, education, transport infrastructure, sustainability standards, low emission infrastructure etc. To mitigate the viability assessment will be iterative so that draft policies can be tested and if necessary revised if too much development is unviable.
Lack of clarity about the full implications of the Localism Act	M	M	Several provisions of the Localism Act are yet to be enacted or put into effect in the local context. Continued engagement with national organisations such as PAS will be essential understanding implication along with close communications with relevant teams across the Council to address resource implications.
Lack of best practice in Local Plan preparation given its recent introduction	M	M	<p>Local Plans are relatively new the content and scope is relatively untested. Delays could occur to respond to practice and precedent. In addition it is important that the scope and level of detail is controlled to ensure that the work load surrounding the plan doesn't unduly expand again leading to delays.</p> <p>To ensure the plan meets statutory and regulatory requirements and accords with best practice engagement will be undertaken with organisations such as the Planning Advisory Service, CABE, English Heritage etc. Close monitoring and dialogue with other Local</p>

Risk	Impact L/M/H	Probability L/M/H	Mitigating Actions
			Authorities will also be essential.
Legal challenge to the plan	H	L	During the preparation of the plan we will engage with the Council's in house legal team to ensure it is fully compliant with statute and regulations.
Implications of decisions on major planning applications	M	M	<p>Dialogue with Development Management colleagues will be ensured in making recommendations to Members.</p> <p>In addition it will be important to ensure that the interim approach for DM described in paragraph 21 and 22 below fits with the emerging Local Plan Policy as well as the national policy context, the Council evidence base and appropriate and relevant aspects of RSS we wish to save.</p>

Annex 5: Sustainability Appraisal, Strategic Environmental Assessment and Habitat Regulation Assessment

- A5.1 The Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) will be an integral part of ensuring the soundness of the Local Plan. Section 39 of The Planning and Compulsory Purchase Act 2004 requires planning documents to be prepared in accordance with the achievement of sustainable development. In addition to this, Local Planning Authorities must also comply with the European SEA Directive (2001/42/EC), which requires assessment of any plans or programmes which are likely to have a significant environmental effect. This Directive was incorporated into English Law by virtue of the SEA Regulations 2004. Given the linkages between the requirements for SA and SEA, the SA for the Local Plan will incorporate the requirements of the SEA Directive.
- A5.2 The SA/SEA is an iterative process of understanding the likely significant effects on economic, social and environmental sustainable development objectives through assessment of the emerging policies in the plan via a programme of:
- Scoping of the Sustainability Issues and relevant objective for York;
 - Assessment of policy options/alternatives;
 - Assessment of the Preferred Policy Options
 - Assessment of the Submission policy;
 - Consultation in tandem with all stages of the Local Plan.
- A5.3 The SA/SEA is able to make recommendations for a more sustainable approach where applicable and is responsible for documenting this audit trail of decision-making.
- A5.4 The Habitat Regulation Assessment (HRA) is a statutory requirement set out by the European Directive for the Conservation of Natural Habitats and Wild Flora and Fauna (92/43/EEC). It sets out a legal framework for the protection for habitats and species of European importance and requires the maintenance or restoration of species and habitats of interest in the EU in favourable conditions. It is implemented through the assessment of likely impacts on the integrity of a network of sites called 'Natura 2000 sites', which includes Special protection Areas, Special Sites of Conservations and Offshore Marine Sites.

A5.5 The emerging Local Plan for York will be subject to an HRA at key stages of the plan's development to assess and determine whether the policies in the Plan will have a significant effect on the integrity of the Natura 2000 network within 15km of the York Authority boundary. The assessment it will also determine whether the resulting impacts will need mitigating to ensure no significant impacts to the sites which contravene the regulations are incurred.

	
Cabinet Meeting	9 October 2012
Report of the Cabinet Member for Planning, Transport and Sustainability	

Adoption of the Low Emission Strategy

Summary

1. An overarching low emission strategy (LES) has been developed to achieve further reductions in emissions of local and global air pollutants, mainly by promoting and incentivising the use of low emission and alternatively fuelled vehicles. This is essential to help deliver Council Plan priorities on protection of vulnerable people and the environment and to meet legal obligations in relation to health based national air quality objectives and delivery of carbon reduction targets. The LES also supports other council priorities relating to getting York moving and growing the economy. This report presents the results of the recent LES public consultation; Cabinet is asked to note and accept the results and to formally adopt the revised low emission strategy circulated with this report.

Background

2. Due to a trend of deteriorating local air quality and challenging greenhouse gas reduction targets it was agreed in 2010 to develop an overarching 'low emission strategy' LES for the city (*Executive Report, 8 June 2010*). The LES aims to achieve a holistic approach to reducing emissions of greenhouse gases and local air pollutants across York, primarily by promoting and incentivising the use of low emission technologies and fuels, and encouraging eco-driving techniques. It also supports and builds upon existing sustainable travel and development policies.

3. In April 2012 Cabinet approved a draft LES for public consultation (*Report of the Cabinet Member for City Strategy and Air Quality, 3 April 2012*). The consultation took place between 23 April and 25 May 2012. The results of this consultation and amendments to the draft LES are summarised later in this report.

Links to Council Plan and other policies

4. Air quality is a direct contributor to quality of life for York's residents and visitors. Good air quality contributes towards a general sense of well being and helps promote healthy lifestyles by allowing exercise and leisure activities to take place in a clean, pleasant and safe environment. Poor air quality puts health at risk and in some cases may lead to premature death. It places additional financial burden on local health services and can make everyday life a struggle for some of the most vulnerable members of society. Local air quality improvement is important for delivering Council Plan priorities in relation to protection of vulnerable people and the environment. It also contributes significantly towards other priorities such as getting York moving and growing jobs and the economy.
5. Reducing carbon emissions is also essential to the protection of the environment in York. Uncontrolled climate change is predicted to have serious local implications for York's communities, its' economy and built and natural environment. Climate change can lead to increased local flooding, structural damage to buildings and loss of wildlife. This may place additional pressures on local emergency services and transport networks and could have serious economic consequences. Wider indirect impacts on population and availability of food supplies could be even more serious. Reducing carbon emissions will also play a key role in delivering a number of the Council Plan priorities.
6. The current approach to reducing emissions from transport in York is based mainly around sustainable travel (moving car trips to more sustainable modes such as walking and cycling). Whilst there have been many notable successes in this area there still remain a large number of vehicles on York's roads emitting both local and global pollutants. Many of these vehicles such as buses, taxis and service /fleet vehicles play an essential role in delivering council priorities on getting York moving and building the economy, but they also contribute significantly towards local pollutant and carbon emissions.

7. Emissions from buses, taxis and service /fleet vehicles are not fully addressed by the sustainable travel measures contained in the current local air quality action plan (AQAP2). Similarly the climate change framework and action plan (CCFAP) concentrates mainly on reducing carbon emissions from buildings through energy efficiency and the use of alternative fuels to provide heat and power. As with local air quality improvement, reducing carbon emissions from transport currently relies on the achievement of large scale modal shift with little consideration of the emissions from those vehicles that enable the modal shift i.e. buses, taxis and fleet vehicles.
8. The LES will bridge the existing policy gaps in the AQAP2 and CCFAP by ensuring that in the future residents, businesses and transport providers are provided with the necessary information, infrastructure and support to enable them to adopt alternatively fuelled vehicles and technologies. This will ensure emissions are reduced from all transport sectors, and in many cases offers the potential for considerable long term financial savings and opportunities for job creation. Due to the close links that exist between emissions and transport, the LES has been fully integrated into the Local Transport Plan (LTP3). Transport management and development control policies relating to sustainable travel remain very important priorities for the council as do measures to reduce carbon emissions from buildings and energy use as set out in the CCFAP. The LES supports but does not replace these policies.
9. The overarching LES is a high level strategy document giving an indication of the measures to be taken to further reduce emissions in the city. Once formally adopted the timescales for delivery of individual measures and emission reduction targets will be set out in a revised Air Quality Action Plan (AQAP3) to be published in 2013. Progress on the delivery and success of the LES measures will be regularly reported internally to the Environment Board and annually to DEFRA (Department for the Environment, Food and Rural Affairs).

Current air quality situation and impacts on health

10. The main air pollutants of concern in York are nitrogen dioxide (NO₂) and particulate (PM). These pollutants have been linked to lung diseases (asthma, bronchitis and emphysema), heart conditions and cancer. Based on national estimates, pro rata between 94 and 163¹

¹ Committee on medical effects of air pollution (COMEAP, 2009) estimate 29,000 premature deaths each year in UK. Environmental Audit committee estimate up to 50,000 premature deaths

people may die prematurely in York each year due to the impacts of poor air quality. This is more than the estimated combined impact of obesity and road accidents together.

11. The Environment Act 1995 requires all local authorities to 'review and assess air quality in their areas and to declare 'Air Quality Management Areas (AQMAs)' where health based UK air quality objectives are unlikely to be met. Where an AQMA has been declared the local authority must draw up an Air Quality Action Plan (AQAP) and demonstrate annually to DEFRA that it is actively pursuing compliance with the air quality objectives.
12. York declared its first AQMA in 2002 due to exceedances of the annual average objective for NO₂ at various locations around the inner ring road. Annual average air quality objectives are set at a level aimed at minimising the long term 'chronic' health impacts of poor air quality on the most vulnerable members of the population (those already suffering from conditions such as asthma, bronchitis and emphysema). Two further AQMAs have recently been declared due to exceedances of the annual average NO₂ objective in Fulford (2010) and Salisbury Terrace (2012). The ongoing increase in long term underlying concentrations of air pollutants is likely to be having a debilitating impact on the lives of York's most vulnerable residents.
13. Recently breaches of the short term hourly objective for NO₂ have also been recorded at a number of locations on the inner ring road. The short term objective is set at a level aimed at minimising the 'acute' impacts of existing respiratory conditions, for example the severity and frequency of asthma attacks in an existing sufferer. Breaches of the hourly objective for NO₂ puts the most vulnerable members of York's society at increased risk of severe health impacts.
14. Unless air quality is significantly improved it may become necessary to limit the types of development allowed in some parts of the city for health reasons, e.g. developments that regularly attract members of the public for periods of greater than an hour. This could include outdoor entertainment areas, pavement cafes and accommodation (including short term accommodation such as hotels and guest houses). Breaches of the hourly objectives for air pollutants have the potential to significantly impact on the council's aspirations in relation to improving

the public realm and reinvigorating the city centre. The boundaries of the city centre AQMA have recently been amended (September 2012) to reflect the increased number of properties affected by poor air quality and those areas where the hourly objective is now known to be exceeded.

15. Currently national air quality objectives for PM₁₀ (particulate matter less than 10 microns in diameter) are met in York, however health based objectives for ultra-fine particles PM_{2.5} (those less than 2.5 microns in size and able to enter the bloodstream) have not yet been set. At the moment there are no known safe exposure limits for these ultra fine particles. Particles arising from diesel engine exhausts have recently been confirmed to be carcinogenic by the International Agency for Research on Cancer (IARC)². On this basis it can be assumed that although the current national air quality objectives for PM₁₀ are met in the York there remains a likely, but currently unquantifiable impact on health from ultra fine particles (PM_{2.5}) and diesel particulates. Therefore particulate emissions from all sources, as well as NO₂ need to be reduced.

LES approach to reducing emissions

16. The LES vision is to '*transform York into a nationally acclaimed low emission city*'. It is an overarching strategy with the following objectives:
 - a. To raise public and business awareness and understanding of emissions to air in order to protect public health and meet the city's ambitious carbon reduction targets.
 - b. To minimise emissions to air from new developments by encouraging highly sustainable design (via sustainable design aspects of the emerging Development Plan) and the uptake of low emission vehicles and fuels on new developments (via LES)
 - c. To minimise emissions to air from existing vehicles by encouraging eco-driving, optimising vehicle maintenance and performance (including that of abatement equipment) and providing businesses, residents and visitors with incentives and opportunities to use low emission vehicles and fuels

² IARC Monographs List of Classifications by Cancer Site (March 2012) <http://monogrpahs.iarc.fr>

- d. To lead by example in minimising emissions from council buildings (via CCFAP), fleet and other activities and to showcase low emission technologies whenever possible
 - e. To encourage inward investment by providers of low emission technology, fuels and support services
 - f. To maximise sustainable transport and reduce localised air quality breaches through traffic demand management, smart travel planning, and potentially regulatory control (via LTP3, LES and revisions to the AQAP).
17. One of the key outcomes from the LES will be a greater proportion of low emission and alternatively fuelled vehicles within the general vehicle fleet. This will be achieved by:
- a. Increasing availability of electric vehicle recharging points across the city and introducing other alternative fuel infrastructure such as compressed natural gas (CNG);
 - b. Providing fiscal incentives for the use of low emission vehicles and alternative fuelled vehicles by the public, such as reduced parking charges and retail linked reward schemes;
 - c. Giving greater recognition and support to vehicle operators who are leading the way in adopting new low emission technologies and fuels (via the Eco-stars fleet recognition scheme);
 - d. Assisting bus operators, taxi drivers and other business fleet operators to trial and purchase lower emission and alternatively fuelled vehicles;
 - e. Considering a low emission zone (LEZ) to ensure only the cleanest buses, lorries and taxis can enter areas of the city which have poor air quality
 - f. Requiring new developments to incorporate low emission and alternatively fuelled vehicles into new vehicle fleets and providing on site opportunities for refuelling e.g. electric vehicle recharge points.
 - g. Investigating freight transshipment and low emission vehicle deliveries for the city centre

18. To support the roll out of the LES measures CYC must lead by example and embed LES principles into many aspects of its own work. This will require a greater emphasis on emission reduction in areas such as transport planning, strategic planning and licensing of taxis. The introduction of high profile low emission and alternatively fuelled vehicles into the council fleet and their use on CYC procured transport services (such as social and school transport) will send out the right message and help to reduce vehicle operating costs. A fleet review is currently being undertaken by the Energy Savings Trust (EST) to determine which alternatively fuelled vehicles are most suited for use by CYC and the cost savings they could provide.

Consultation process

19. A consultation on the first draft of the LES was undertaken between 23 April and 25 May 2012 via an online questionnaire available on the consultation page of the CYC website and CYC's dedicated air quality website 'JorAir' www.jorair.co.uk. The questionnaire was developed in conjunction with the business development team and was advertised locally via a general press release, the main council website, JorAir and articles in Your Voice (issue 4) and Buzz (staff magazine). Additional email notification of the consultation was sent out directly to:
 - York Environment Forum, York in Transition, Friends of the Earth (York branch) and St Nicholas Fields;
 - regional and national contacts who have previously attended LES and air quality events in York including public transport operators, representatives of the NHS and local fleet operators;
 - the wider air quality community including the Yorkshire and Humberside Pollution Advisory Council (YAHPAC), the Low Emission Strategies Partnership (LESP) and Air Quality Bulletin (main air quality professional journal)

A copy of the questionnaire can be found at annex 1.

Consultation responses

20. A summary of the comments from 47 online questionnaires and 8 written responses is included in this report. A detailed analysis of responses to the questionnaire can be found in annex 1. Annex 2 contains a summary of individual written responses.

21. Questionnaire responses were received from a wide range of people including individual members of the public, people with business and/or development interests in the city, transport operators, academics and other local authority representatives. Additional written communications were received from two suppliers of low emission technologies, NHS representatives, the freight transport association, another local authority, the Low Emission Strategies Partnership (LESP) and an internal communication from city and environmental services. The range of responses indicates that the consultation successfully reached a wide audience.
22. In general there was a good level of existing knowledge and understanding of the sources and impacts of climate change and local air pollutants amongst the respondents with most stating that they had a good or detailed knowledge of both local air quality issues and climate change. The area least understood by those completing the questionnaire was the impact of local air pollutants. The high level of existing knowledge amongst the respondents indicates that the consultation was responded to mainly by those already with an active interest in air quality and climate change issues and an understanding of the implications. A further assessment of existing knowledge amongst the general public will be undertaken prior to the commencement of LES marketing campaign to ensure it is targeted at the right level and that its effectiveness can be monitored.
23. The LES has strong links to four main issues in the city (poor air quality, climate change, traffic congestion and the local economy). Of these four issues the highest levels of concern amongst the questionnaire respondents related to the impact of poor local air quality: 79% of respondents tended to agree with the draft vision '*to transform York into a nationally acclaimed low emission city*'. There was also generally strong support for the full scope of measures in the LES with most respondents indicating that the proposed timescales and priorities were acceptable. Some concerns were raised about the proposed timescale for introduction of new taxi licensing emission standards which have now been addressed (see paragraph 26). When asked about their own personal priorities the respondents indicated the following measures were of most importance:
 - maximising sustainable transport and reducing local air quality breaches (includes consideration of a low emission zone)

- improving vehicle efficiency and providing incentives and opportunities for the use of low emission vehicles and fuels
- minimising emissions from development (via sustainable design and encouraging uptake of low emission vehicles and fuels)

These stated priorities will be considered further when revising the AQAP and reflected in the detailed delivery programme for the LES measures.

24. Respondents suggested additional measures to be included in the LES but the majority of these were directly related to existing measures in the draft LES or are already being progressed through other council plans such as LTP3. They included better use of traffic lights to manage traffic flow, concerns about hours of operation, cost and occupancy of bus services and more use of vegetation as a means of removing emissions from the atmosphere. Responses and suggested follow up to these suggestions can be found in annex 1.
25. In summary most respondents were generally satisfied with the content of the proposed LES and supportive of its aims. 18 out of the 47 respondents made additional comments which were broad in nature but generally fell into the following categories:
 - Those expressing strong support for the LES (3 respondents)
 - Those stating the LES did not go far enough (1 respondent)
 - Those that felt the LES measures and timescales were unrealistic / unlikely to be delivered (4 respondents)
 - Those making comment with respect to the consultation process (7 respondents)
 - Those raising concerns about other CYC policies and initiatives (2) respondents
 - Other general comments (2 respondents)

Changes made to the LES as a result of the consultation responses

26. As detailed above the majority of the LES consultation respondents were supportive of the draft LES and unable to identify any major omissions. As a result only a few minor amendments to the consultation draft version of the LES have been made prior to circulation of this report as a direct result of the consultation feedback. The main changes to note are:

- Under objective 1 - Inclusion of a commitment to work closer with the new Director of Public Health and specialist health promotion staff to ensure the health impacts of air pollutants are better understood and recognised.

- Under objective 3 – Timetable for setting new emissions based licensing criteria for taxis reconsidered to give more opportunity for consultation with the taxi industry. Introduction of new emission standards for all taxis originally scheduled for end of 2012, now scheduled for end of 2013 to allow more time for development of suitable standards and opportunities for consultation

Other changes to the draft LES

27. A number of other changes have been made to the draft LES since it was last considered by Cabinet. These changes reflect progress made locally on the delivery of low emission measures, the increasing availability and affordability of low emission solutions and recent increases in the level of funding available to support delivery of the LES. Increased funding levels are due to further success in the recent round of DEFRA air quality grant funding. A total of £94,490 has been secured from DEFRA to support further work on:

- Marketing and promotion of the LES concept and education relating to the impacts of emissions to air
- A feasibility study to consider opportunities for the introduction of a CNG refuelling station in York
- A feasibility study to consider the adoption of anti-idling emission legislation in York
- Promotion of low emission and alternative fuelled vehicles including provision of vehicle demonstration days and further incentives to taxi drivers to replace their existing vehicles with lower emission options

The main additional changes to the LES are:

- Commitment to a feasibility study for CNG refuelling
- Commitment to a feasibility study on potential adoption of anti-idling legislation
- Addition of electric buses to list of alternative fuels to be considered for buses in the city (previously only hybrid and gas vehicles)

considered worthy of consideration but recent technological developments and emerging markets now make electric buses a real possibility)

- Accelerated dates for trialling and adopting alternatively fuelled buses in York - particularly at Park and Ride sites
- A commitment to introduce electric vehicle recharging points into hotels and guesthouses in conjunction with the charity Zero Carbon World
- The timetable for delivery of revised planning documents to support LES
- Commitment to information events for taxi drivers and provision of financial incentives to encourage use of lower emission vehicles by taxi drivers
- Accelerated timescale for introduction of alternatively fuelled vehicles into car clubs
- Undertaking of a CYC fleet analysis by Energy Savings Trust to identify opportunities for alternative vehicle use in CYC fleet

Formal adoption of the LES

28. Following completion of the public consultation process and subsequent amendments to the consultation draft LES the cabinet is now requested to consider formal adoption of the current version of the LES circulated with this report (subject to minor changes requested at this meeting)

Options

29. (a) To accept the findings of the LES consultation (detailed in sections 19-25 of this report) and the resulting amendments to the consultation draft LES. To formally adopt the amended LES circulated with this report as York's first Low Emission Strategy (subject to any further minor amendments requested at this meeting)
30. (b) To reject the findings of the LES consultation (detailed in sections 19-25 of this report) and the resulting amendments to the consultation draft LES. To defer formal adoption of the amended LES circulated with this report until further consultation / further amendments as requested at this meeting have been completed.

Analysis

31. Option (a) will ensure York retains its reputation as a pioneer in the adoption of an overarching low emission strategy and stay in a good position to attract low emission vehicles, technologies and associated jobs ahead of other local authorities. It will allow work to commence on the development of a new low emission based Air Quality Action Plan (AQAP3) for the city and ensure low emission measures start to be delivered as soon as possible to improve air quality, protect public health and help deliver CO₂ reduction targets .
32. Option (b) will delay the timescale for formal adoption of an LES in York. This may harm York's reputation as a pioneer in the development of low emission strategy measures and may result in York missing out on government funding and opportunities to attract low emission vehicles, technologies and associated jobs. It will also delay the development of new low emission based Air Quality Action Plan (AQAP3) for the city and the delivery of new measures to improve air quality, protect public health and help deliver CO₂ reduction targets.

Council Plan

33. As discussed earlier in this report (paragraph 4) the LES will strongly support council priorities on protection of vulnerable people and the environment. It also has wider implication for the Council Plan as follows:
 - **Create jobs and grow the economy** – encouraging the accelerated uptake of alternatively fuelled vehicles in York will stimulate the market for supply and maintenance of new vehicle technology and refuelling infrastructure in the area. This has the potential to attract new manufacturing and service industries to the area creating new 'green' jobs and training opportunities. There is also potential for developing a 'green' tourism offer based around low emission travel opportunities. The provision of alternative vehicle fuel infrastructure is essential to ensure York retains transport links with other cities as alternative technology begins to penetrate the mass vehicle market. The use of alternatively fuelled vehicles can also offer considerable financial savings to local businesses and

residents resulting in more opportunity to re-invest in the local economy

- **Get York moving** - the LES will help reduce emissions from buses and taxis resulting in improved air quality and public perception of public transport. This will be achieved by improving eco-driving standards and rewarding low emission fleet operators (via eco-stars scheme), setting emission standards for taxis and providing financial incentives to purchase cleaner vehicles, giving priority access to the cleanest vehicles (LEZ study) and introducing zero emission buses on Park & Ride services. Cleaner and more reliable public transport reliance should reduce car use.
- **Build strong communities** – further development of the LES measures and the revised AQAP 3 will include further engagement with the public on issues such as air quality, climate change, public health and travel options.
- **Protect vulnerable people** – ensuring the health of people, especially the most vulnerable, by reducing air pollution.
- **Protect the environment** – cutting carbon emissions and improving air quality protects the environment

Implications

34. The various implications of this report are summarised below:

(a) Financial

Implementation of the measures in the LES will require both capital and revenue funding. Within the LES measures are identified as being low cost, medium cost or high cost. It is envisaged that all the low cost measures (<£40k) will be deliverable from within existing budgets, mainly the LTP3 capital programme and air quality grant funding. Medium cost measures (£40K to £100k) will require additional funding above and beyond current resources. It is anticipated that the majority of this funding will be obtainable from additional government grant opportunities and private investment. An additional £94,490 in air quality grant funding has already been obtained since the last report to members. The high cost measures > £100k are those which currently remain aspirations. They are indicative of what could be achieved with significant additional investment in the delivery of

LES measures but are unlikely to proceed under current funding arrangements.

(b) Human Resources (HR)

A low emission officer has been employed by EPU to support delivery of the LES measures using LSTF funding. Delivery of many of the LES measures will require a cross-directorate approach. Departmental responsibility for the delivery of specific LES measures is clearly identified within the draft consultation LES.

(c) Equalities

Vulnerable people with respiratory and other illnesses are more likely to be affected by poor air quality. The LES measures seek to mitigate this.

(d) Legal

The draft low emissions strategy is a non-statutory document. CYC does though have a statutory duty to periodically review the air quality within its area both at the present time and as regards future air quality. There is a duty to designate an air quality management area where air quality objectives are not being achieved or are not likely to be achieved. Once an area has been designated there is a duty to carry out an assessment and prepare an action plan for the area. DEFRA have issued statutory guidance to which the Council must have regard in exercising these functions.

The implementation of measures proposed in the Strategy will involve the use of other legal powers such as traffic regulation and planning powers, and their use will need to be considered on a case by case basis.

Having consulted the public on the contents of the Strategy, in making its decision. the Cabinet is under an obligation to pay proper regard to the comments received.

(e) Crime and Disorder

There are no crime and disorder implications

(f) Information Technology (IT)

There are no IT implications

(g) Property

Energy efficiency measures within council owned properties are currently delivered under the CCFAP and the PSHS. There will be no change to this arrangement as part of the LES implementation. There will be a requirement to accommodate electric vehicle recharging infrastructure in some council owned car parks, offices, housing and leisure facilities. There will also be a need to consider in more detail the suitability of biomass technology for use in council owned buildings, particularly schools.

(h) Other

There may be highways implications associated with implementing a LEZ within the city centre. This will be explored, consulted upon and fully reported to members, should the results of the feasibility study suggest that such a scheme is cost-effective for the city.

There will be a requirement to produce revised supplementary planning guidance to ensure LES measures are incorporated into new developments.

Risk Management

35. In compliance with the Council's risk management strategy, failing to meet the health based air quality targets, considering the likelihood and impact, the current net risk rating is 21 or High. The development and implementation of a LES and revised AQAP, together with the continued delivery of the CCFAP and PSHS should reduce the risk to Medium.

Recommendations

36. The Cabinet is advised to:

Approve option (a) Accept the findings of the LES consultation (detailed in sections 19-25 of this report) and the resulting

amendments to the consultation draft LES. To formally adopt the amended LES circulated with this report as York's first Low Emission Strategy (subject to any further minor amendments requested at this meeting)

Reason: This option will ensure York retains its reputation as a pioneer in the adoption of an overarching low emission strategy and stays in a good position to attract low emission vehicles, technologies and associated jobs ahead of other local authorities. It will allow work to commence on the development of a new low emission based Air Quality Action Plan (AQAP3) for the city and ensure low emission measures start to be delivered as soon as possible to improve air quality, protect public health and help meet CO₂ reduction targets.

Contact Details

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Specialist Implications Officer(s)			
None			
Wards Affected: <i>List wards or tick box to indicate all</i>			All X
For further information please contact the author of the report			

Background Papers:

Air Quality Update - Meeting of Cabinet Member for City Strategy and Air Quality (June 2012)

Low Emission Strategy Consultation — Cabinet (3 April 2012)

Air Quality Update – Meeting of Cabinet Member for City Strategy and Air Quality (5 January 2012)

Draft Framework for York Low Emission Strategy - Executive (15 March 2011)

Climate Change Framework and Climate Change Action Plan for York – Consultation results and proposed changes – Executive (19th October 2010)

Air Quality Update – Executive Member for Neighbourhoods (16 Nov 2010)

City of York's Local Transport Plan 3 – Draft 'Framework' LTP3 – Decision Session Executive Member City Strategy (5 Oct 2010)

A Low Emission Strategy for York - Executive Member for Communities and Neighbourhoods (8 June 2010)

Low Emission Strategies – Using the Planning System to reduce transport emissions – DEFRA Good Practice Guidance (January 2010)

National Air Quality Strategy

Air Quality Strategy for England, Scotland, Wales and Northern Ireland – DEFRA (July 2007)

Annexes

- Executive Summary (extract from the Low Emission Strategy)
- Summary of Actions (extract from the Low Emission Strategy)
- Low Emission Strategy (full document) available on-line only
- Annex 1 (Consultation questionnaire and responses) available on-line only
- Annex 2 (Summary of additional consultation responses) available on-line only

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Introduction

- E1. Low emission strategies aim to reduce emissions of both 'global' and 'local' air pollutants; those that give rise to climate change and those that have an adverse impact on public health. We are all responsible for these emissions, mainly through the generation of power, industry, heating of our homes and use of transport.
- E2. This LES outlines the latest steps the council intends to take to reduce the impact of emissions to air on public health and the wider environment. It will help deliver Council Plan priorities on protection of vulnerable people and the environment, as well as helping to 'Get York Moving' and providing opportunities for new 'green' job creation. It will also help deliver the wider sustainability vision and objectives for the city set out in the 'Strategy for York', York's first Sustainable Community Strategy (SCS) developed by the 'Without Walls' partnership.

Air pollution issues and challenges

- E3. Two of the greatest challenges currently faced by York are:
- the need to reduce emissions of greenhouse gases, primarily carbon dioxide (CO₂)
 - the need to protect residents from the harmful effects of local air pollutants, especially nitrogen dioxide (NO₂) and particulate matter (PM).

Both these problems have common sources.

- E4. Uncontrolled, climate change is predicted to have serious local implications for York's communities, economy and its built and natural environments. Such changes may lead to increased local flooding, structural damage to buildings and loss of wildlife. It may also place additional pressure on local emergency services, transport networks and the economy¹. Wider indirect implications on population, food supplies etc may be even more serious.
- E5. Like other local authorities York has an obligation to meet the Climate Change Act (2008) targets, but has also gone beyond this requirement, setting a number of other challenging climate change reduction targets. These include:
- Reducing CO₂ emissions across CYC operations by 25% by 2013
 - Participation in the national 10:10 campaign to reduce CO₂ emissions by 10% in 2010

¹ A Climate Change Framework and Action Plan for York (2010-2015)

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- Signatory to the Friends of the Earth campaign to reduce CO₂ emissions by 40% by 2020
- Signatory to the European Covenant of Mayors to meet and exceed the European Union (EU) 20% CO₂ reduction objective by 2020

York has produced and adopted a Climate Change Framework and Action Plan (CCFAP), setting out how it intends to move towards meeting these challenging targets.

- E.6 Local air quality also remains a high priority. The main air pollutants of concern in York are NO₂ and PM. These have been linked to lung diseases (asthma, bronchitis and emphysema), heart conditions and cancer. Based on national estimates, pro rata between 94 and 163 people die prematurely in York each year due to the impacts of poor air quality. This is more than the estimated combined impact of obesity and road accidents together. Poor air quality puts the health of York's residents at risk, creates an unpleasant environment for visitors, may damage historic buildings and places an additional financial burden on local health service providers.
- E.7 Concentrations of NO₂ within the city centre Air Quality Management Area (AQMA) have continued to increase year on year since 2006, despite the introduction of two Air Quality Action Plans (AQAPs) and award winning Local Transport Plans (LTPs). The health based annual average NO₂ objective continues to be exceeded at many locations around the inner ring road and more recently further air quality issues have been identified in suburban locations. A second AQMA was declared in Fulford in April 2010 and another on Salisbury Terrace in May 2012. The original city centre AQMA has recently been extended (September 2012) to include exceedances of the annual average objective on Queen Street and the short term hourly objective on Rougier Street. It is only in recent years that evidence of breaches of the short term hourly objective for NO₂ has been found in the city despite long term monitoring. This is a clear indication that air quality is continuing to decline.
- E.8 Improving local air quality and reducing CO₂ emissions are essential to the future well being of the city and its residents, but this has to be balanced against opportunities for economic growth, new development and the ability of residents and visitors to travel freely around the city. York's population is predicted to expand by 25% by 2029², resulting in greater heating and energy demands and a doubling in traffic levels by 2021 (based on 2011 baseline). Additional emissions to air will arise from the increased number of vehicles but also as a result of the additional congestion and delay created on the road network. There is predicted to be a disproportionately high impact on congestion compared with traffic growth. Carbon modelling studies undertaken in York have indicated that without positive intervention to reduce emissions CO₂ emissions will have risen by around 31% by 2050³. Some of these additional emissions will be offset by energy efficiency and

² City of York Council LDF Core Strategy Submission Draft – April 2011

³ Carbon descent 2010: Carbon modelling study for York.

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renewable energy use, but without intervention transport, business, commercial and domestic emissions to air are all likely to increase in the future.

- E.9 Not all CO₂ reduction measures deliver a corresponding improvement in local air quality. For example, biomass burners offer an attractive opportunity to produce low carbon heat and power, particularly from new developments, but biomass burners can emit greater quantities of NO₂ and PM at a local level than natural gas equivalents. There are also additional local, and often global, emissions associated with transportation of the fuel. Biomass burners can therefore pose an additional threat to local air quality within an already polluted urban environment.⁴
- E.10 Reducing vehicle emissions in York is arguably the most difficult emission reduction challenge. York is one of five local authorities in the Yorkshire and Humber Region that experience a net inward flow of trips to work (22,500 commute trips in, 17,200 commute trips out). The ten-year period 1991 – 2001 saw a rise in commuting trips of approximately 65%. Inward commuting is set to increase into the future.

The exact reasons for the continued decline in local air quality in York are not certain, but are thought to include:

- i. An increased proportion of primary NO₂ emissions from modern diesel fuelled vehicles. This is due to the emission controls added to these vehicles to reduce other pollutants such as PM and carbon monoxide (CO).
- ii. An overall increase in the number of diesel cars in the fleet, combined with a corresponding increase in vehicle size, weight and engine size
- iii. Inefficient driving techniques and inefficient operation of vehicle emission controls within the urban environment
- iv. Increasing congestion and delay on the road network which increases fuel consumption and limits the effectiveness of emission control technology
- v. An increase in the use of bio-fuels in vehicles and boiler plant
- vi. The cumulative impact of small scale development
- vii. An increase in the availability of relatively cheap city centre car parking which makes the use of service buses and Park & Ride financially less attractive

Current approach to emission reduction**Local air pollution**

- E.11 In York measures to reduce concentrations of local air pollutants are focused primarily on traffic as this is the main source. Historically the approach has been to

⁴ Biomass and Air Quality Guidance for Local Authorities, LACORS, June 2009

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'shift' trips to more sustainable transport modes, such as walking, cycling and public transport and to ensure the network moves as smoothly as possible through wider traffic management measures. This has been achieved through Local Transport Plans (LTP1 and LTP2) and two Air Quality Action Plans (AQAP1 and AQAP2). There have been some notable successes including:

- an increase in bus patronage by over 5 million passengers (+54%) between 2001 and 2006 (and has been broadly stable since despite falling patronage elsewhere in the country, although the introduction of free bus travel for the elderly and disabled disguises a fall in fare paying passengers in the city)
- peak period traffic levels have remained stable since 2006
- cycling numbers have increased more than 15% since the introduction of the Cycling City York programme in 2008.

- E.12 As well as transport planning based measures, emissions of local air pollutants are also controlled through the planning (development management) system. Larger developments are subject to air quality impact assessments and in some cases developers are required to implement air quality mitigation measures. At present mitigation measures usually relate to changes to the design or layout of a building (to prevent further human exposure to existing poor air quality) and/or the provision of cycling and public transport infrastructure / incentives. Recently some success has been achieved in requiring developers to provide incentives for the uptake of low emission vehicles on their developments. For example, the provision of electric vehicle recharging points has been negotiated at the new Waitrose store, Nestle South (mixed use development) and the new stadium development. More general planning principles relating to the need to provide mixed use developments and sustainable building design also assist in minimising emissions of local air pollutants.
- E.13 Whilst the LTP, AQAP and planning measures are currently the main delivery mechanisms for controlling and reducing emissions of local air pollutants, other policies and programmes also have a role to play. Emissions from some industrial processes are controlled locally in line with the requirements of the Integrated Pollution Prevention and Control Directive 96/61/EC (as amended). Enforcement of the PPC regulations is a shared responsibility between the Environment Agency and the local authority depending on the size of the installation. As this is a national based system there is little scope to achieve any further reduction in industrial process emissions in York without placing local industries at a disadvantage to those in other areas. Further measures to reduce industrial emissions therefore fall outside the scope of this LES but enforcement of the existing regulations should be considered an essential part of the overall emission reduction strategy in York.
- E.14 Another important function undertaken by CYC to protect local air quality is the enforcement of Smoke Control Areas (SCAs). SCAs were introduced mainly in the 1950s /1960s under the provisions of the Clean Air Acts to control emissions from the burning of solid fuels in homes and industry. They were introduced in direct response to the fatal 'peasouper' smogs of the 1950s and continue to be in operation today. With increasing costs of gas and electricity solid fuel appliances are once

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again becoming increasingly popular. Whilst there are currently no plans to increase the size of the areas covered by SCAs in York it is essential that the requirements of existing SCAs continue to be enforced to ensure that the new generation of solid fuel appliances are fitted and operated in a way that will not give rise to widespread smoke emissions.

Climate Change

E.15 Measures to reduce emissions of CO₂ and prevent climate change are set out in the Climate Change Framework and Action Plan (CCFAP) for York, produced by CYC and the local strategic partnership - Without Walls (WoW). The framework identifies ten key areas for focus:

- Sustainable homes
- Sustainable buildings
- Sustainable energy
- Sustainable waste management
- Sustainable transport
- Sustainable low carbon economy
- Low carbon lifestyle
- Sustainable planning and land use
- Sustainable strategic partnership (WoW) – illustrating the climate change work they are doing as a partnership
- Prepared York – how we start to prepare and adapt our infrastructure, services, homes and businesses for a changing climate.

E.16 The CCFAP is broken down into:

- **mitigation** – actions that will reduce greenhouse gas emissions from across York
- **adaptation** – actions that will help York to better prepare and adapt to the predicted effects of a future changing climate.

The framework and action plan aim to help everyone in York to live and work in a more sustainable, low-carbon city where people:

- live and work in energy-efficient buildings with smaller fuel bills
- can drive less and walk and cycle more
- use renewable sources of energy to heat buildings or power cars and buses
- create less waste, recycle and compost more.

E.17 Delivery of the CCFAP is already well advanced with a comprehensive programme of energy efficiency and renewable energy schemes already being delivered across

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the city. Significant reductions in CO₂ emissions from council owned housing, offices, schools and street lighting have already been achieved and many more measures are planned. Further reductions in CO₂ emissions from the housing sector are being sort through the Private Sector Housing Strategy (PSHS) which aims to maintain and where possible improve the energy efficiency of York's private housing stock (including private rented homes)⁵. In most cases the CO₂ reduction measures being implemented through the CCFAP and the PSHS also deliver reductions in emissions of local air pollutants. The notable exception to this is the use of biomass boilers where the impact on local air quality may occasionally out weight the CO₂ benefit, or vice versa.

A Low Emission Strategy – a new approach

E.18 In recent years LESs have been championed as a new approach to reducing both local and global air pollutants from development.

In their simplest form LESs,

*'provide a package of measures to help mitigate the transport impacts of development. Their primary aim is to accelerate the uptake of low emission fuels and technologies in and around development sites.'*⁶

This overarching LES for York takes the LES concept a step further. It moves outside the boundaries of new development demonstrating how LES principles can be applied to a wider range of activities such as marketing, land use planning, fleet management, procurement, transport planning and economic development. Applying the concepts of a LES to a wider range of activities presents further opportunities for emission reduction (particularly in relation to traffic emissions) and provides a more strategic overview of all emission reduction measures currently taking place in the city.

What do we want the LES for York to achieve?

E.19 The long term vision for York's overarching LES is

'To transform York into a nationally acclaimed low emission city'

- where the population, and the business and development community particularly, are aware of their impact on the environment and health and play an active role in reducing all emissions in the city
- where new development is designed to minimise emissions and maximise sustainable transport access

⁵ York Private Sector Housing Strategy, 2008-2013

⁶ Low Emissions Strategies using the planning system to reduce transport emissions, DEFRA / LESP, January 2010

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- where there are noticeably higher rates of walking and cycling than in other UK cities and rates are comparable to those in exemplar European cities
- where there are noticeably greater numbers of alternatively fuelled vehicles (electric, gas and hybrid) than in other UK cities and widespread eco-driving behaviour
- where there is a well developed infrastructure to support low emission (alternatively fuelled) vehicles
- where the number of vehicles accessing air quality hotspots and risk areas are minimised and where lorries, buses and taxis meet minimum emission standards and embrace new emission reduction technologies
- where the council leads by example, operating the lowest emission fleet affordable and seeking to minimise emissions from procured services
- where local air quality and global warming issues are considered and tackled together
- where inward investment by low emission technology providers is actively sought, encouraged and supported
- where innovation and investment in infrastructure and services that reduce emissions are actively sought, encouraged and promoted.
- where as a result of the above there are no exceedances of air quality limits

How will this be done?

- E.20 The LES vision will be delivered through a series of measures aimed at achieving the following objectives:
- i. To raise public and business awareness and understanding of emissions to air in order to protect public health and meet the city's ambitious carbon reduction targets.
 - ii. To minimise emissions to air from new developments by encouraging highly sustainable design (via the sustainable design aspects of the emerging Development Plan) and the uptake of low emission vehicles and fuels on new developments (via LES and LTP3)
 - iii. To minimise emissions to air from existing vehicles by encouraging eco-driving, optimising vehicle maintenance and performance (including that of abatement equipment) and providing businesses, residents and visitors with incentives and opportunities to use low emission vehicles and fuels
 - iv. To lead by example by minimising emissions from council buildings (via CCFAP), fleet and other activities and to showcase low emission technologies whenever possible
 - v. To encourage inward investment by providers of low emission technology, fuels and support services

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- vi. To maximise sustainable transport and reduce localised air quality breaches through traffic demand management, smart travel planning, and potentially regulatory control (via LTP3, the emerging Development Plan, LES and revisions to the AQAP).

Each of the measures to deliver the LES objectives are based on one or more of the following LES principles:

Inform people as to how and why they should reduce their emissions to air

Reduce as far as possible the energy demand that gives rise to emissions to air

Improve the emission characteristics of the technology used to deliver the remaining energy demand

E.21 Some of the headline measures include:

- Promoting and incentivising the use of low emission vehicles, particularly those which run on electric, compressed natural gas (CNG), bio-methane and /or make use of hybrid technologies
- Increasing access to low emission vehicle re-fuelling infrastructure, such as electric vehicle re-charging points and gas re-fuelling systems
- Considering the feasibility of only allowing low emission lorries, buses and taxis to access areas of the city with the poorest air quality
- Providing recognition and support for those vehicle operators who are leading the way in adopting low emission technologies and adopting industry best practices (e.g. eco-driving)
- Ensuring emissions from new development are adequately mitigated against, whilst continuing to encourage economic growth and prosperity
- Promoting York as a centre of excellence for low emission technologies, attracting new businesses and industries and increasing opportunities for specialist 'green sector' training

Links to other strategies and plans

E. 22 The LES will build upon the success of the existing emission reduction measures for CO₂ and local air pollutants already being delivered in the city but will not replace them. The CCFAP and PSHS will continue to be the main delivery mechanisms for measures to reduce CO₂ emissions from existing housing stock and other buildings in York. In most cases this will also deliver some associated improvements in local air quality. Where this might not be the case, for example in the case of using

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biomass fuels, steps will be taken to ensure that in the future full consideration is given to both CO₂ and local air quality issues before decisions are taken. Any additional measures to reduce emissions from buildings will be brought forward via the CCFAP and have been deliberately excluded from inclusion in this LES.

- E.23 For new buildings coming forward as part of the development process, emissions from the heating and power requirements will continue to be controlled mainly through the CCFAP and associated sustainable development planning policies (principally the emerging Development Plan policies), whilst emissions arising from development based traffic will be addressed mainly through the LES and revised AQAP3. Again where there is potential for conflict between CO₂ and local air quality, steps will be taken to ensure both are given adequate consideration prior to decisions being taken.
- E.24 The LES will enhance the existing provision for reducing emissions from the general vehicle fleet currently provided by the LTP and AQAP2. The LES will place a greater emphasis on the need to reduce the total number of vehicle trips and ensure that the remaining trips are undertaken by the lowest emission vehicles possible. During 2013 the additional traffic emission reduction measures presented in this LES will be incorporated into a fully revised and updated AQAP3. This will bring together all the current and planned measures to reduce emissions from traffic in the city and set emission reduction targets where possible. As the LTP (LTP3) is the main delivery document for the AQAP it remains an important aspect of the overall approach to emission reduction in the city.
- E.25 The relationship between the LES and other existing plans and strategies is examined further at section 3.16.

Document Layout

- E.26 This document comprises six parts:

1. Drivers for emission reduction

This section provides a brief overview of the policies, legislation and emerging scientific evidence that has driven the development of the overarching LES in York.

2. Air quality and carbon emissions in York

This section presents a background to air quality monitoring in York highlighting the initial improvement, but then subsequent deterioration in local air quality in the city over the past 6 years. It also considers sources and trends of CO₂ emissions in York. The data presented forms the main evidence base for the development of the York LES.

3. Current approach to emission reduction in York

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This section examines the main measures currently in place to control and reduce emissions of local air pollutants and greenhouse gases in York and introduces the concept of a LES.

4. A LES for York

This is the main body of the report. It sets out the vision and objectives for the York LES and presents the main measures to be taken to further reduce emissions to air in York.

5. Baseline data requirements

This section outlines the baseline data that will be required to monitor the performance of the LES, and to set emission reduction targets in AQAP3.

Annex 1: Low emission vehicles and fuel technologies

This annex provided an overview of the current availability and use of various low emission vehicles and fuel technologies. It is provided as an informative to the main strategy.

How can you get involved?

- E.27 The production of this document is just the first step in delivering an overarching LES for York. It will be followed by a more detailed air quality action plan (AQAP3), stating exactly how, when, where and by whom the low emission measures outlined in this document will be delivered. You can help influence the content and delivery of AQAP3 by sending an email registering your interest to environmental.protection@york.gov.uk or by telephoning (01904) 551555. Further consultation activities relating to the development of AQAP3 will be advertised on the CYC website and in the local press.
- E.28 The success of the LES will depend highly on raising the profile of low emission fuels and technologies in the city and increasing access to them. To assist with this in the coming months we will be actively seeking a number of *'trailblazers'* for the York LES. These will be organisations and / or individuals who are already using low emission fuels and technologies in their everyday lives, or who would be willing to consider investing in them.

Examples of the types of organisations and individuals we are looking for include:

- Transport operators willing to trial new types of buses and HGVs eg. hybrid technologies, bio-methane
- Taxi drivers using low emission vehicles eg. plug in hybrid, petrol/diesel hybrid, LPG/CNG
- Businesses who provide low emission vehicles for use by staff / customers or provide access to low emission re-charging / re-fuelling infrastructure

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- Developers looking to provide exemplar low emission developments
- Individuals who have invested in low emission technology and would be willing to share their experiences
- Transport operators and business fleets interested in becoming early adopters of the Eco-stars fleet recognition scheme

Getting involved as a 'trailblazer' will give you the opportunity to showcase your achievements across the city and to help lead the way in delivering cleaner air for York.

E.29 This overarching LES relates specifically to York, but the LESP and DEFRA who have supported the development of this document are keen to see a similar approach adopted across the country. We welcome the use of this document as a framework for the development of other overarching LESs.

Contact us

E.30 Any comments on the content of this document, offers of assistance to deliver LES measures in York, or advice on producing your own overarching LES should in the first instance be sent to:

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Communities and Neighbourhoods
York
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t: 01904 551555 | e: environmental.protection@york.gov.uk
www.york.gov.uk | facebook.com/cityofyork | [@CityofYork](https://twitter.com/CityofYork)

Please contact us if you would like this information in an accessible format (for example, large print or by email) or another language

<p>This information can be provided in your own language.</p> <p>我們也用您們的語言提供這個信息 (Cantonese)</p> <p>এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)</p> <p>Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)</p> <p>یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)</p> <p>☎ (01904) 613161</p>

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Summary of LES measures by end of 2012

Low cost measures by end of 2012	LES references	Objective
Promotion of LES via local media	1A	1
JorAir school visits	1B	1
LES promotion at a small number of business events	1C,8A	1,5
Develop framework for high profile LES marketing campaign	1D,8B	1,5
Continue to negotiate LES measures on developments	2A	2
Adopt eco-stars for HGVs, buses, council fleet, other fleets	3A, 4A,6A,	3,4
Re-launch quality freight partnership	3B	3
Erect anti-idling bus emission signs	4B	3
Continue CYC fleet efficiency and emissions review for bus services, taxis and council fleet	4C,5C,7A	3,4
Investigate sources of funding for alternatively fuelled buses, taxis, lease and hire vehicles . Try to attract demonstration projects to the city	4D,5B,6E	3
Review current taxi emissions and set targets for emission reduction	5A	3
Commence tendering for installation of public EV recharging points in CYC car parks	6B	3
Roll out EV charging points in hotels, B&Bs and other leisure sites with ZCW	6C	3
Network with potential partners for the provision of alternatively fuelled vehicles and associated infrastructure. Set targets for numbers of alternatively fuelled vehicles and associated infrastructure.	6D	3
Open dialogue with car club providers and car hire companies regarding provision of alternatively fuelled vehicles in car club and car hire fleets	6F	3
Facilitate completion of EST fleet review and consider recommendations	7B	4
Commence implementation of low cost measures from CYC fleet efficiency and emissions review	7C	4
Undertake a freight improvement study (to include freight consolidation / trans-shipment aspects)	9A	6
Medium cost measures by end of 2012	LES references	Objective
Implement medium cost measures from CYC and EST fleet reviews	7D	4
Actively promote York as a centre for investment by low emission technology businesses	8C	5
Commission a study into the economic growth potential associated with the LES	8D	5
Undertake a low emission bus corridor feasibility study	9G	6
Commission a city centre LEZ feasibility study linked to city centre access and movement study (including HGV, bus, taxi, LGV and car aspects)	9B,9H,9M,9P	6

Summary of LES measures by end of 2013

Low cost measures by end of 2013	LES reference	Objective
Continued promotion of LES via local media	1E,8E	1,5
Continued JorAir school visits	1F	1
Inclusion of LES measures in travel planning activities	1G	1
Engage with public health to develop an air quality based health promotion campaign	1H	1
Investigate possibility of a social media linked air quality alert system	1I	1

Develop and consult on revised planning documents to minimise emissions from development (including associated traffic)	2B	2
Develop a database of LES based planning measures achieved	2C	2
Include LES mitigation requirements in LAAPs / development briefs	2D	2
Launch eco-stars for HGVs, buses, council fleet, other fleets	3C,4E,6G,7F	3,4
Undertake a CNG refuelling feasibility study	3D	3,4,5
Implement new emission standards for taxi licensing	5D	3
Provide localised financial incentives to encourage uptake of new lower emission and alternatively fuelled taxis	5E	3
Undertake feasibility study into adoption of anti-idling legislation	4F	3
Implement further low cost measures from CYC and EST fleet reviews	4G,5F,7E	3,4
Commence delivery of privately funded EV infrastructure	6H	3
Develop and implement incentives for the use of alternatively fuelled vehicles by residents, visitors and local business community	6I	3
Progress outcomes of freight improvement study	9C	6
Implement recommendations of low emission bus corridor feasibility study (if considered necessary and appropriate)	9I	6
Undertake further in-use vehicle emission testing. Contact drivers of highly polluting vehicles and recommend vehicle servicing / check up.	6J	3
Develop guidance on use of biomass technology within CYC buildings	7G	4
Medium cost measures by end of 2013	LES references	Objective
Undertake a study of known development sites to identify opportunities for future LES measures	2E	2
Commence roll out of alternatively fuelled vehicles in car clubs and car hire fleets	6K	3,4
Develop incentives / opportunities for inward investment by suppliers of low emission vehicles, technologies and support services	8F	5
Work with local educational establishments and the Green Jobs Task Force to develop suitable low emission technology training courses, qualifications and research programmes	8G	5
Instigate high profile LES marketing campaign	1J	1,5
Implement further medium cost measures from CYC fleet efficiency and emissions review	7H	4
Identify potential partners and funding for CYC owned gas refuelling infrastructure at CYC depot	7I	3,4
Complete city centre LEZ study linked to city centre access and movement study (HGV, bus, taxi, LGV and car aspects) and consider outcomes	9D,9J,9N,9Q	6
High cost measures by end of 2013	LES references	Objective
Aim to introduce some alternatively fuelled vehicles into CYC fleet	7J	4
Undertake international promotion of York as a centre of excellence for low emission technology	8H	5

Summary of LES measures - 2014 and beyond

Low cost measures - 2014 and beyond	LES reference	Objective
Continued promotion of LES via local media	1K,8I	1,5
Continued JorAir school visits	1L	1
Continued promotion of LES via travel planning activities	1M	1
Adopt and implement revised planning guidance to minimise emissions from development (including traffic)	2F	2
Promote revised planning guidance amongst developers	2G	2
Ensure delivery of LES measures on major development sites	2H	2
Continue with roll out of eco-stars for HGVs, buses, CYC fleet, other fleets, taxis	3E,4H,5G,6L	3,4
Continue to review and tighten taxi emission licensing criteria	5H	3
Continue delivery of privately funded EV infrastructure	6M	3
Continue to review and deliver incentives for use of alternatively fuelled vehicles	6N	3
Continue to implement low cost measures from CYC transport and fleet review	7K	4
Review effectiveness of low emission bus corridor (if implemented)	9K	6
Medium cost measures - 2014 and beyond	LES reference	Objective
Implement social media based air alert system	1O	1
Continue to implement medium cost measures from CYC transport and fleet review	7L	4
Continue to actively market York to suppliers of low emission vehicles, technologies and support services	8J	5
Continue to develop training and research opportunities to support the roll out of low emission technology	8K	5
Continued high profile LES marketing campaign	1N	1,5
Adopt BREEAM style accreditation for low emission development (including transport measures)	2I	2
Continue to review efficiency and emission standards for CYC procured buses, taxis and fleet vehicles, move towards alternative fuels as they become more affordable	4I,5I,7I	3,4
Implement social media AQ alert system if feasible	1O	1
High cost measures - 2014 and beyond	LES reference	Objective
Continue to promote York internationally as a centre of excellence for low emission technology	8L	5
Aim to achieve highest Eco-stars award for CYC fleet	7N	4
Deliver privately funded freight trans-shipment / consolidation centre (if considered necessary and appropriate)	9E	6
Deliver privately funded gas refuelling infrastructure (if necessary)	3F,6O	3,4
Deliver CYC owned gas refuelling infrastructure (if necessary)	7M	4
Implement LEZ aspects of city centre access and movement study for all vehicle types if considered necessary and appropriate	9F,9L,9O,9R	6
Zero emission buses on Park & Ride	4J	4

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Cabinet**9th October 2012**

Cabinet Member for Transport, Planning & Sustainability

Devolution of Major Transport Scheme Funding**Executive Summary**

1. This report explains the Government's approach to the devolution of post 2014 funding for major transport schemes, including the creation of Local Transport Bodies (LTBs). It sets out the principles of the Government's approach and the different options arising from this for York. A preferred approach is identified.

Background

2. Major transport schemes can vary significantly in their nature and cost. As a rule of thumb major transport schemes tend to cost in excess of £5m. Such schemes are largely beyond the scope of local transport funding (the Integrated Transport Block) and traditionally have been approved and funded by central Government through a centralised bidding process.
3. For the current spending review period the major transport schemes programme has been the result of a national competitive bidding process, put in place in October 2010. Schemes were selected from those that formed part of the previous Government's Regional Funding Allocation (RFA) process. £15m funding was successfully secured for the City Of York through this process for the delivery of Access York Phase 1, the new park and ride sites at Askham and Poppleton Bars and their associated highway and bus priority works.
4. For the next spending review period the Government wants to create a devolved funding system based on voluntary partnerships and with decisions on funding being taken by local partners at a local level. A consultation exercise took place between January and April 2012. In July 2012 The Department for Transport (DfT)

published an analysis of the consultation responses. In September 2012 DfT published detailed proposals on next steps taking into account those views. Key messages from the exercise are support in principle for:

- The devolution of major transport scheme funding
 - The establishment of Local Transport Bodies (LTBs), and
 - The use of Local Enterprise Partnership (LEP) geography as a starting point for LTBs
5. DfT have requested that the Chief Executives of Local Transport Authorities and Chairs of Local Enterprise Partnerships should agree and confirm LTB geography by 28th September 2012. If there is no local agreement by 28th September 2012 then DfT will reserve the right to determine the LTB boundary itself or to reduce the funding allocation available to any area that takes longer than this to establish its geography. DfT have accepted that formal confirmation from Local Authorities may be delayed because of meeting cycles and requested that an informal indication be given by the end of September.
6. The devolvement of transport funding is happening concurrently with City Deals and the devolvement of a range of powers from Government to Local Enterprise Agencies (LEPs). The City Deal for Leeds City Region (LCR) spans 6 themes, transport is recognised as a very significant element of the LCR City Deal. A separate report is being prepared for a future Cabinet, which will look at the implications for the Council of the LCR City Deal.

Local Transport Bodies – Key Principles and Geography

7. In inviting local partners to confirm their LTB geography the Department for Transport has set out the following principles:
- LTBs will have defined and non-overlapping boundaries
 - In most cases LTB boundaries should be coterminous with Local Transport Authority (LTA) and LEP boundaries (it is recognised that this may not be possible in a minority of cases)
 - LEPs and LTAs should seek to resolve overlapping LEP boundaries by forming a single larger LTB by agreement that covers the area of more than one LEP, if not then

- Where an LTA is in more than one LEP area it should choose which LTB boundaries it will sit within.

Options

8. City of York Council is a Local Transport Authority (LTA). York sits fully in two overlapping LEP geographies: York, North Yorkshire and East Riding LEP and Leeds City Region LEP (covering West Yorkshire, Barnsley, York and the North Yorkshire districts of Harrogate, Selby and Craven). Different LTB options for York are considered below.

Option 1: York LTB

9. The option of York (as a Local Transport Authority) becoming a 'stand alone' Local Transport Body (LTB) has been explored with DfT officials. This would be on the basis of collaboration agreements being reached with other potential Local Transport Bodies, such as for West Yorkshire, North Yorkshire and East Riding/Hull. The steer from DfT is that this would run counter to the objective of LTB's being strategic transport bodies covering a meaningful/larger LEP based geography.

Option 2: Leeds City Region LTB

10. A Leeds City Region approach to transport funding has previously been explored. This would have involved West Yorkshire Authorities, York, North Yorkshire County Council and geographically the Districts of Selby, Harrogate and Craven. This approach did not materialise resulting in the development of the West Yorkshire 'Plus' Transport Fund approach for major transport scheme investment, which is open to the participation of York and others. An LTB based on LCR geography therefore appears to remain undeliverable.

Option 3: West Yorkshire and York LTB

11. The economic links between York and West Yorkshire are identified in the LCR Transport Strategy (2009). This interdependency is likely to increase as the housing stock and employment grows in York over time and will create an increasing need for improved connectivity between York and its neighbouring functional areas, including West Yorkshire.

12. The LCR 'City Deal' with Government aims to unlock and drive economic and productivity growth by investing in infrastructure, skills and business trade and investment through devolved power and resources covering: transport; an economic infrastructure investment fund; trade and inward investment; and skills and worklessness.
13. As a condition of the City Deal, the West Yorkshire local authorities are working collaboratively to develop and launch by spring 2013 the West Yorkshire 'Plus' Transport Fund and a combined authority by April 2014. The Fund will include devolved post 2014 major transport scheme funding and local sources of funding. These arrangements are being put in place to enable the delivery of a world class fully integrated transport system to drive economic growth and create jobs.
14. In return, the Government will grant local partners freedoms to build, manage and sustain the WY 'Plus' Transport Fund. These include a 10 year allocation of devolved post 2014 major transport scheme funding (subject to agreeing LTB geography); co-investment from DfT on a strategic investment programme in the next spending review; and provision for retaining of a larger proportion of the fiscal benefits arising from economic growth which is attributable to local investment. Also supported is the devolution of the northern/transpennine rail franchise to Leeds City Region and other City Regions in order to significantly improve connectivity across the North of England.

Option 4: North Yorkshire and York LTB

15. York fulfils the role of a key economic centre in North Yorkshire and acts, as a focus of employment and services for large areas of North Yorkshire and the East Riding of Yorkshire. York is working collaboratively with North Yorkshire (and East Riding) partners through the Local Enterprise Partnership and the North Yorkshire and York Spatial Planning and Transport Board. Cooperation and joint working will remain critical to planning and meeting the infrastructure needs of York and its hinterland. The York Sub Area Study (May 2011) commissioned by authorities within the York and North Yorkshire sub region concluded that for transport there is a "strong case for joint working to advance strategic transport priorities".

16. A York and North Yorkshire LTB would have a much smaller overall pot of major scheme funds and would involve just two Local Transport Authorities. It is envisaged that District Councils would also have a key role in any LTB arrangement. It is understood that the East Riding of Yorkshire wants to form part of an East Riding/Hull based LTB, thereby option 4 would not cover the whole LEP area.
17. The York Ring Road (A64/A1237) is a vitally important transport link for the York and North Yorkshire LEP area. It provides access to York itself (a retail, employment and tourism town), the A1 (M) and the wider strategic road network for the Ryedale and Scarborough districts and parts of the East Riding of Yorkshire, North Yorkshire has a large rural area, where access to employment and education is a major challenge. East – West connectivity is a key constraint on the economic performance of the coastal parts of the economy.
18. Supporting the delivery of strategic development sites, improvements associated with the Harrogate line, A64 corridor improvements and improved rail/bus interchange facilities in towns are examples of the other types of schemes that could come forward across North Yorkshire. An appraisal model would need to be developed and worked through to reflect the urban (eg York, Harrogate), coastal and rural needs of the area.

Options Analysis

19. Options 1 and 2 are not deliverable approaches. Options 3 and 4 are considered further below in terms of how they:
 - Maximise funding for the City Of York
 - Support the delivery of economic growth
 - Address key transport issues

Maximising funding for the City of York

20. DfT are devolving major transport scheme funding on a population basis. Thereby the 'York equivalent' funding would be the same in both options. In terms of the allocation of funding any LTB will require a collaborative approach and agreement of an appraisal model to prioritise funding packages and schemes. All partners in the Body will therefore run the risk of less funding being spent in

their geographic area that would have been the case on a per capita basis. The opposite is also the case. The basis of collaboration involves the situation whereby investment in one local transport authority area can realise benefits in other local authority areas.

21. An LTB based on a West Yorkshire and York geography offers the added value of the City Deal with Government which includes a 10 year programme and freedoms to build, manage and sustain a £1bn WY 'Plus' Transport Fund, with devolved post 2014 major scheme funding as a key component. York would benefit from the work already undertaken by West Yorkshire Authorities to develop a larger transport investment fund, along the lines of Greater Manchester model, which offers greater opportunities to build up funds that match the scale and cost of major infrastructure schemes.
22. At the moment there is not a City Deal on the table for North Yorkshire. A request to DfT has however been made for a 10 year funding allocation for North Yorkshire. A larger investment fund could be created by pooling other local resources but this will not be on the scale of the West Yorkshire Fund.

Supporting the delivery of economic growth

23. The Leeds City Region economy is the predominant sub-national economic driver for the city of York. At £52 billion in annual GVA and a major player on the policy agenda for Local Enterprise Partnerships, the LCR has the potential through both natural supply chain links and sub-national economic policymaking, to have significant influence on the future economic growth potential for York.
24. The economies of Leeds and York are the principal economic engines of the LCR economy - demonstrated by the fact that every year, Leeds and York are net contributors to business rates revenue collected nationally.
25. Whilst Leeds may have greater critical mass, the York economy contributes substantial R&D expertise in the form of our four higher and further education institutions, skills and sectoral strengths. The Leeds City Region is home to internationally significant clusters in industries including IT/digital/creative industries, low

carbon and life sciences. In these sectors, York as an economy and business base benefits from the support infrastructure and promotion of the industry driven through LCR LEP.

26. Beyond the transport fund and associated governance arrangements being developed to exert greater localised influence over infrastructure development in future, the City Deal for Leeds includes the potential for Government to match an LCR Investment Fund - similar to the York Economic Infrastructure Fund, but on a greater scale and with greater potential to match and leverage further investment from both public and private sectors. Additional asks in the form of skills funding and added support from UKTI in promoting trade and export in the city region will contribute directly to ambitions of CYC to create jobs and grow the economy locally.
27. Option 3 would support the coordination of transport, green and economic investment funds to maximise their collective benefit and ensure that the best outcomes are achieved for the York and Leeds City Region economy. This would also support and influence wider collaboration with and between the Leeds and Manchester City Regions to drive economic growth across the North of England.
28. The Leeds City Region Local Enterprise Partnership has recognised the economic significance of York to the partnership, and that the corollary is that transport planning should take place on the same spatial dimension as economic planning. The Chair of the LEP Board has expressed the view that “the LEP appreciates that York is a key driver of the wider Leeds City Region economy, which is a very strongly defined functioning economic area – 95% of people who work in the City Region also live in it. Improving connectivity between York and the towns and cities of West Yorkshire is crucial if the City Region is to make the most of its collective potential, not just because of general labour market flows but also because of particular common strengths in LEP priority sectors including financial and business services, low carbon, medical technology and creative and digital industries”.

Addressing key transport issues

29. Both options 3 and 4 highlight that York has key transport linkages with both West Yorkshire and North Yorkshire in terms of the role that York plays and its transport connections. All LTB's will need to

work together to address their strategic transport infrastructure needs. Joint packages or schemes could be taken forward where there is mutual benefit to West Yorkshire, York and North Yorkshire (and/or other LTB's). This may be applicable to schemes such as improving surface access to Leeds Bradford International Airport, the York Northern Outer Ring Road and the Harrogate rail line.

30. Both options could achieve economies of scale on delivery through a shared programme and delivery resource, although there is likely to be a wider range of scheme types being taken forward through Option 3.

Preferred Option

31. The recommended way forward is for York to indicate to the DfT that in terms of LTB geography York is looking to form a LTB with West Yorkshire (Option 3). This locally determined partnership based approach offers the greatest potential to maximise the level of transport funding for York, particularly by realising the benefits of the Leeds City Region Deal. It supports the alignment and delivery of transport and economic interventions and funding in order to achieve the best economic outcomes for the city of York. Whilst a West Yorkshire and York LTB would not cover a contiguous area, there is a strong local funding and economic rationale for this approach.
32. In developing the detailed Governance arrangement for a West Yorkshire and York LTB it is proposed that this is done on the basis that York's per capita allocation of major scheme funding is spent either on schemes with a mutual benefit to West Yorkshire and York (and potentially other LTB's) or on schemes of benefit to York and its hinterland. The lead objective across the funds will be the delivery of the maximum net increases in GVA and jobs for York.
33. It is vitally important that a West Yorkshire and York based LTB works collaboratively with a North Yorkshire based LTB, an East Riding/ Hull based LTB and any other LTB.

Implications

34. The following implications have been identified:

- Financial – Major scheme transport funding would be additional Government funding. For the next four year period this is estimated to be £4m. Failure to indicate to DfT which Local Transport Body York would join could put this funding at risk. Once York is in a Local Transport Body there will then be a competitive situation to allocate the total pot of funding devolved by Government. This risk needs to be managed. In terms of developing a larger transport investment fund there is no further local funding identified at this point and this would need to be considered through the budget process. The earn-back proposition has yet to be agreed between LCR and Government.
- Equalities – There are no Equalities implications.
- Human Resources – There are no HR implications.
- Legal – The Government is still consulting on options for the membership of local transport bodies. It is envisaged that the DfT would enter legally binding grant agreements with each LTB. However, the detailed arrangements are yet to be determined. CYC is actively seeking to become part of a Combined Authority. Whilst there are current legal barriers to establishing a single Combined Authority where the geography is not fully contiguous, legal advice has identified the scope to disapply this legislation.
- Crime and Disorder – There are no Crime & Disorder implications.
- Information Technology (IT) – There are no IT implications.
- Property – There are no Property implications.
- Other – There are no other implications.

Risk Management

35. The future agreement of the detailed arrangements for a West Yorkshire and York LTB will need to be done on the basis that York's per capita major scheme funding is spent either on

schemes with a mutual benefit to West Yorkshire and York (and potentially other LTB's) or on schemes of benefit to York and its hinterland.

36. The transport propositions in the City Deal, including earn back, are being taken forward through the implementation plan for the Leeds City Region Deal.
37. The formation of a West Yorkshire and York LTB will require collective confirmation to DfT from all partners and LEP support. Final agreement will be needed from DfT. CYC has worked closely with the Association of West Yorkshire Authorities to progress joint transport working and held discussions with DfT officials throughout.

Recommendation

38. Members are requested to agree that the DfT be notified that York wishes to be included in the arrangements for a Local Transport Body for West Yorkshire and York, subject to detailed Governance arrangements being agreed.

Reason – This approach offers the greatest potential to maximise the level of transport funding for York, particularly by realising the benefits of the Leeds City Region City Deal, and to align with economic investment to support growth.

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Report Approved

Date 09.10.12

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background papers

- Unlocking our Economic Potential, A Leeds City Region Deal, July 2012
- Devolving local major transport schemes: consultation responses, DfT, July 2012
- Devolving local major transport schemes: Next steps, DfT, September 2012

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