

**Notice of a public meeting of
Executive**

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

Date: Tuesday, 14 February 2023

Time: 2.30 pm

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

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democratic Services by **4:00 pm on Thursday, 16 February 2023**.

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

1. Declarations of Interest

At this point in the meeting, Members are asked to declare any disclosable pecuniary interest or other registerable interest they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests.

2. Minutes

(Pages 1 - 8)

To approve and sign the minutes of the Executive meeting held on 26 January 2023.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the Executive.

Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is **5:00pm on Friday, 10 February 2023.**

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

Webcasting of Public Meetings

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

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

4. York Local Transport Consultation (Pages 9 - 138)

The Director of Environment, Transport & Planning to present a report which seeks approval to carry out consultation with stakeholders and residents on a draft Local Transport Policy that reflects the priorities set out in the 10-Year Strategies and the Local Plan.

5. York and North Yorkshire Devolution - Outcome of Consultation (Pages 139 - 312)

The Chief Operating Officer to present a report which summarises the outcome of consultation on a Scheme for governance arrangements to implement the proposed Devolution Deal for York and North Yorkshire, identifies possible amendments to the Deal arising from the consultation, and asks Executive to recommend that Council approve the submission of a consultation summary to Government.

6. Urgent Business

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

Democratic Services officer:

Name: Fiona Young

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

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City of York Council

Committee Minutes

| | |
|------------------------|--|
| Meeting | Executive |
| Date | 26 January 2023 |
| Present | Councillors Aspden (Chair), Ayre, Craghill, D'Agorne, Mason, Runciman, Smalley, Waller and Widdowson |
| In Attendance | Councillor Kilbane (in place of Cllr Douglas, Opposition Leader) |
| Officers in Attendance | Ian Floyd – Chief Operating Officer Bryn Roberts – Director of Governance and Monitoring Officer Debbie Mitchell – Chief Finance Officer Neil Ferris – Corporate Director of Place Sharon Stoltz – Director of Public Health Jamaila Hussain – Corporate Director of Adult Social Care & Integration Alison Cooke – Head of Strategic Planning Policy Alison Stockdale – Principal Strategic Planning Policy Officer Anita Dobson – Nurse Consultant in Public Health Matthew Orme – Public Health Specialist Practitioner Advanced |

71. **Declarations of Interest (17:33)**

Members were asked to declare at this point in the meeting any disclosable pecuniary interest or other registerable interest they might have in respect of business on the agenda, if they had not already done so in advance on the Register of Interests

Cllr Mason declared an interest in Agenda Item 5 (City of York Local Plan) as an employee of St Peter's School. Cllr Waller declared an interest in the same item as a governor of Westfield Primary School and of York High School. In both cases, the interests declared were already on the Register.

72. Minutes (17:34)

Resolved: That the minutes of the Executive meeting held on 15 December 2022 be approved, and signed by the Chair as a correct record.

73. Public Participation (17:35)

It was reported that there had been six registrations to speak at the meeting under the Council's Public Participation Scheme, all in relation to Agenda Item 5 (City of York Local Plan).

Abbie North spoke in objection to the proposed changes to provision for Gypsies and Travellers, stating that this should be delivered via the affordable housing policy and that her conversations with developers and Housing officers had confirmed the proposals would not work.

Ruth Buckley spoke in objection to the proposed amendment of the boundary at St Peter's School, expressing concerns that the land to be removed from the green belt was in Flood Zone 3 and included a site that was subject to a planning application.

Peter Hanson also spoke in objection to the boundary amendment at St Peter's, stating this it could lead to the destruction of open views of York that had existed for 2,000 years and that the officer recommendation was not in line with the Inspector's report.

Andrew Dickinson also spoke in objection to the boundary amendment at St Peter's, highlighting the timing of the proposal in relation to the planning application and stating that the same rules should apply to St Peter's as to everyone else.

Andrew Mortimer spoke regarding the petition from residents of Badger Hill on HMOs, as referred to in paragraphs 44-46 of the report, seeking clarification on the action to be taken in response to the petition and asking officers to engage with residents.

Cllr Myers spoke as a Ward Member for Clifton. He asked that the proposal to amend the boundary at St Peter's School be removed, in line with the arguments made by Counsel during the examination process, and highlighted the inclusion of

publicly owned land and a public footpath within the 'education' allocation shown on the map.

74. Forward Plan (17:56)

Members received and noted details of the items that were on the Forward Plan for the Executive meetings in February and March 2023 at the time the agenda was published.

75. City of York Local Plan (17:57)

The Corporate Director of Place and the Head of Strategic Planning Policy presented a report which set out the proposed Local Plan modifications and associated evidence base, and sought approval to commence consultation on the proposals in order to move forward with the Local Plan adoption process.

During the examination process, the Planning Inspectors had identified a number of modifications required to make the Draft Plan 'sound.' A 6-week consultation on the Main Modifications and evidence base (as set out in the schedules annexed to the report and summarised in paragraphs 10-26) was proposed from early February 2023. In addition, a revised set of Supplementary Planning Documents (SPDs) was proposed to replace those agreed by Executive in September 2018, as set out in paragraphs 28-50. These included the SPD on Houses in Multiple Occupation (HMOs). The report also outlined proposals to undertake further research regarding an Article 4 Direction and short term holiday lets (paragraphs 51-56). The Local Plan Working Group had raised a number of issues when considering the report at their meeting on 16 January 2023 but had not sought any changes to the recommendations.

In relation to matters raised under Public Participation and questions from Members, officers confirmed that:

- The Local Plan would establish a Green Belt for York for the first time.
- The proposed Green Belt boundary at St Peter's (p. 284-285) had been moved to the flood bund on the advice of the Inspectors as it provided a clear boundary in accordance with policy.
- Officers would clarify with St Peter's school the accuracy of the map in terms of the footpath being protected.

- Open spaces must be taken into account in proposals to develop sites that they abutted, as at Imphal Barracks / Walmgate Stray.
- Developers recognised they must comply with the provision for Gypsies and Travellers (Annex 9, p.271) in order to obtain planning permission.
- The Housing team were clear that the Osbaldwick Traveller site could accommodate provision with the necessary investment.

The Chair welcomed the report and the progress made on the Local Plan and thanked officers, the Planning Inspectors and the many residents who had engaged with the process.

Resolved: (i) That the schedules of modifications and evidence provided in Annexes 1 to 8 to the report and in Table 1 be approved, and that approval be given to commence consultation on the Proposed Main Modifications and the associated evidence base.

(ii) That authority be delegated to the Corporate Director of Place, in consultation with the Executive Member for Finance and Major Projects, to agree any minor (non-material) amendments and to sign off the publication version of the Local Plan Proposed Modifications prior to public consultation.

Reason: For the Local Plan found to be 'sound' the proposed modifications must be formally consulted on as set out in the Town and Country Planning (Local Planning (England) Regulations 2012 (Regulations 23,24,25 relating to Examination period).

(iii) That authority be delegated to the Corporate Director of Place, in consultation with the Executive Member for Finance & Major projects, to collate the results of the consultation on the Proposed Main Modifications and the associated evidence base, and submit them to the Inspectors for them to draft their report; and

(iv) in the event that there are no material changes following the conclusion of the consultation exercise on the Proposed Main Modifications and the

associated evidence base and following receipt of the Inspectors' report, the Local Plan (as modified in accordance with the Proposed Main Modifications and the associated evidence base) and the Inspectors' report be submitted to Full Council by the Leader, in consultation with the Corporate Director of Place, to recommend adoption.

Reason: To support progress towards adoption of the Local Plan, which will ensure the Council meets its statutory and national planning policy requirements.

(v) That the proposed list of Supplementary Planning Documents (SPDs) to be produced to support the implementation of the Local Plan be approved.

Reason: To support the implementation of the Local Plan.

(vi) That approval be given to prepare an evidence base to support the possible introduction of an Article 4 direction to remove permitted development rights to allow changes of use from office to residential.

Reason: To support the implementation of the Local Plan.

(vii) That the evidence-gathering in relation to short term lets and HMOs be noted.

Reason: To establish how best to monitor and control these uses and support the implementation of the Local Plan.

(viii) That officers specifically address the issue of the Badger Hill petition on HMOs in respect of the appropriateness of an Article 4 direction to prevent the expansion of HMOs in the next Local Plan report to Executive.

Reason: To ensure that the issues raised in the petition are properly considered.

76. Introduction of Community Infrastructure Levy (19:00)

The Corporate Director of Place presented a report which outlined a draft Community Infrastructure Levy (CIL) Charging Schedule setting out proposed changes to support delivery and mitigate impacts of development arising from the emerging Local Plan, and sought approval to consult on the draft.

On 26 June 2022, Executive had agreed to move forward with the preparation of a CIL for York and to receive the draft Charging Schedule prior to consultation (Minute 9 of that meeting refers). Since then further viability testing had taken place, and a specialist consultancy had recently been appointed to assess the viability of development in York and identify an appropriate CIL. The results of this work were explained in the report, with the draft Charging Schedule set out in Table 4 at paragraph 19. Officers confirmed that the CIL could operate alongside Section 106 agreements.

Resolved: (i) That approval be given to formally consult on the draft CIL Charging Schedule and associated Instalment Plan.

Reason: Before the CIL can be published and charged, a Draft Charging Schedule must be formally consulted on in line with the CIL Regulations 2010 (as amended 2019).

(ii) That authority be delegated to the Corporate Director of Place, in consultation with the Executive Member for Finance and Major Projects, to agree any minor (non-material) amendments, and to sign off the publication version of the Draft CIL Charging Schedule prior to public consultation.

Reason: To agree the presentation of the publication version of the Draft CIL Charging Schedule.

(iii) That authority be delegated to the Corporate Director of Place, in consultation with the Executive Member for Finance and Major Projects, to consider the representations made to the consultation, to make any relevant modifications, and then submit the draft CIL Charging Schedule (and supporting

documents) for examination by an independent Examiner.

Reason: To agree the presentation of the publication version of the Draft CIL Charging Schedule.

77. Recommissioning of Domestic Abuse Services (19:15)

The Nurse Consultant in Public Health presented a report which sought approval to approach the market for the recommissioning of Domestic Abuse Services in York, with the procurement to be led by the North Yorkshire Police, Fire and Crime Commissioner on behalf of City of York Council (CYC) and North Yorkshire County Council.

Joint commissioning arrangements to deliver the requirements of the Domestic Abuse Act had been agreed by Executive on 9 December 2021 (Minute 72 of that meeting refers). Domestic abuse services and the associated budget had transferred to public health. CYC's overall annual contribution amounted to £261,993. Consultation had taken place with stakeholders, and a pre-procurement event would take place to ensure that future commissioning was informed by victims and survivors. New services would start on 1 April 2024 to align with the expiry date of existing contracts.

In supporting the proposals, the Executive Member for Adult Social Care & Public Health thanked officers for their work, highlighting the services' holistic approach to problems that were often hidden, and the focus on prevention and support.

Resolved: (i) That officers within City of York Council (CYC) be authorised to work in partnership with North Yorkshire County Council and NYPFCC to tender a new contract for the provision of domestic abuse services.

(ii) That it be noted that CYC will have representation on the tender panels and be involved in developing the service specification through membership of the joint York and North Yorkshire Joint Commissioning Group.

(ii) That the Director of Public Health, in consultation with the relevant CYC officers and the

Executive Member for Adult Social Care & Public Health, be authorised to accept the bid for this contract that scores highest on the evaluation criteria, and to award and sign a contract on behalf of CYC.

Reason: To enable domestic abuse services that are value for money and responsive to local need to be available to York residents.

Cllr K Aspden, Chair

[The meeting started at 5.33 pm and finished at 7.29 pm].



Executive**14 February 2023**

Report of the Corporate Director of Place
Portfolio of the Executive Member for Transport

York Local Transport Consultation**Summary**

1. The Council has new and emerging policies such as the 10 year plan and 10 year strategies for Climate Change, Health and Economy and The Local Plan which now has planning weight. The 10-Year plan and 10 year strategies set new policies for Transport and the Local Plan and sets the spatial distribution of new development and therefore demands on the network up to 2040.
2. A policy response titled Draft Local Transport Strategy is contained within Annex B and Executive are being asked to approve a consultation on this Draft Local Transport Strategy which sets out the high level principles and priorities for York that will underpin future Transport Strategies.
3. Whilst a Mayoral Combined Authority model for governance in York and North Yorkshire will change where any statutory Local Transport Plan is held, this draft strategy actually strengthens the case for York articulating its transport priorities because it will allow a clear statement of York's transport strategy informed by a robust and timely consultation process with local stakeholders.
4. Following consultation and pending expected guidance on formulation Local Transport Plans from Department for Transport further reports will be brought to Executive to adopt any transport policy which will then feed into a new Local Transport Plan that will require further public decisions before adoption.

Recommendations

5. The Executive are recommended to:

i. approve the Draft Transport Strategy as per Annex B as the basis for consultation on York's future local transport policies
Reason: to ensure transport policy reflects the priorities outlines in the 10 Year strategies and the Local Plan.

ii. delegate authority to the Director for Environment, Transport and Planning, in consultation with the Executive Member for Transport, to commence a period of stakeholder and resident consultation on the Transport Policy. To note a report will be brought forward to Executive following consultation on the proposed policy context in Annex B, along with a list of schemes and policies which the council will seek to deliver.

Reason: to gain residents and stakeholders views on the strategy and provide time to respond within the timescale of a new Local Transport Plan by 2024 as prescribed by Devolution and Department for Transport's current expectations.

iii. note that the guidance from Department for Transport on Local Transport Plans has not yet been issued.
Reason: to put in context the timelines and challenges for producing a full Local Transport Plan.

iv. delegate to the Director of Environment, Transport and Planning, in consultation with the Executive Member for Transport, providing a response to the expected consultation by the Department for Transport on future Local Transport Plans.

Reason: to ensure a response can be made in accordance with government timelines and the priorities and policies for York are made clear to Government.

Background

New Local Policy affecting Transport

6. The Councils current Local Transport Plan runs to 2031.

7. On the 15 December 2022 Council adopted the York 2032 10 year Strategy and Policy framework, which comprises the Climate Change, Economic and Health and Wellbeing 10 year strategies and the emerging 10 year City Plan.
8. York 2032 recognises Transport as one of five city-wide priorities and sets out the ambition and targets for the decade ahead:
 - Ambition: York's transport networks will be inclusive and sustainable, connecting neighbourhoods and communities.
 - Targets: York will have a transport plan which enables and promotes modal shift to sustainable transport. It supports the Climate Change, Public Health and Economic Development strategies, and mitigates the transport consequences of the growth of the city. It will support the equality, health and wellbeing of York's current and future residents, businesses and visitors and enables inclusive economic development whilst respecting the city's heritage. Through the Plan, York will seek to minimise any negative environmental impacts of transport. A key part of the strategy will be supporting measures which reduce the need to travel, as well as those promoting modal shift.
9. In addition, the Climate Change Strategy 2022-2032 identifies transport as one of the biggest carbon emitters in the city (2nd only to buildings) and has set a target of reducing carbon from transport systems by 71%. In the meantime, guidance is expected from the Department of Transport that we anticipate will set carbon reduction targets for transport as well.
10. The reason for adoption of York 2032 the 10 year plan and 10 year strategies was to engage partners, city leaders, businesses, stakeholders and residents to work together on these five key agreed priority areas that aim to actively improve the quality of life for all York's residents.
11. The Local Plan is also emerging, has planning weight and sets the spatial distribution of transport demands to 2040 – and beyond that depending on the delivery trajectory of the larger development site.
12. A report taken to Executive on Thursday 26 January provided an update on the Local Plan examination process, feedback and modifications requested by the inspectors and move forward to the final consultation stage and the Plan's adoption before being submitted to the Planning Inspectorate for final recommendations.

13. The Local Plan provides a framework to guide spatial distribution of development and protect the quality of the city's unique historic, natural and built environment, determining how York develops over the next 15 years and beyond including supporting new transport infrastructure investment.

Transport Response to New Policy

14. In Summer 202, consultation as part of Our Big Conversation allowed some of the key issues around transport to be explored in the context of this CYC's emerging new policies and strategies. Many of these themes were repeated in subsequent consultations about the detail contained in the 10-year strategies. The highlights of the Our Big Conversation were:
 - 81% of respondents agreed with the ambition for York to become carbon neutral by 2030
 - 74% said building an efficient and affordable transport system should be an important part of York's Climate Change strategy – more than any other measure
 - 34% said they thought their car use was likely to fall over the next 5 years – only 16% said they thought it would increase.

However, the consultation saw many challenges to delivering more sustainable transport in York. Specifically:

- 90% see congestion as a problem in York
- 82% see air pollution from traffic as a problem
- 80% say transport has a negative impact on climate change
- 76% want safer cycle routes
- 69% want a more frequent/ reliable/ more extensive/ lower cost bus network
- 64% want more secure cycle parking
- 54% want more charging points for electric vehicles.

Annex A gives more detailed results - for climate change, economic development and transport.

15. Recognising the new emerging policy context, Council established a cross party working group to work with officers on preparing a new Local Transport Plan. This group has helped shape the Draft Transport Strategy attached at Annex B which is a response to the 10 Year Strategies and Local Plan, local transport evidence and the Our Big Conversation consultation.

16. The cross party transport group has been meeting since spring 2021 and has discussed a number of topics including how local transport plans fit into local authority responsibilities, the transport impacts of the development foreseen in the local plan, what the data on transport use in York indicates, process made since the council's 2011 Local Transport Plan, the information on transport gathered during our Big Conversation, the objectives for the Local Transport Plan, the Vision for the Plan and the elements of the emerging strategy.
17. A draft policy context was presented to the cross party group on 25th January 2023. This is attached at Annex B. Some of the headline proposals are:
 - Development of the park and ride network and other key bus routes into a "Bus Rapid Transit" system with high quality vehicles, stop and shelters and better bus priorities – to better effect medium length trips in York
 - A large programme of active travel measures to increase walk and cycle rates in York above their already high levels
 - Measures in the city centre to respond to the decline in the number of private vehicles entering the city centre seen over the last 50 years, and transfer these to walking, cycling and bus.
 - Measures to develop the orbital A1237 and A64 routes so that through traffic is diverted away from York city centre and village centres
 - Extensive improvements to streets in the district centres and York city centre to improve the amenity of these areas and promote local trips on foot and by bike in place of longer distance trips by car (e.g. to our of town shopping)
 - Work with developers to ensure that the strategic sites being progressed through the Local Plan are delivered in ways consistent with high use of sustainable transport.
18. The draft strategy also identifies a number of locations which generate very large numbers of trips (for example, business and retail parks, York city centre, the city's universities and colleges and hospital) and proposes interventions in these areas to promote public and active transport use.
19. The cross party groups initial comments related to including more international examples, this has been added into the document, although legislative frameworks and powers for local authorities are obviously different. Also raised was the importance of cross-referencing the policies as action plans came forward in the future, so that transport

interventions could be considered against other policies such as Climate, Economy and Wellbeing.

20. Building on the Our Big Conversation engagement programme that has taken place since 2021, the next step is to now engage stakeholders and the public on the high level principles and policy context in the draft Local Transport Strategy. This report seeks Executive approval to commence this process.
21. The Local Transport Strategy Consultation and Engagement Plan (Annex D) sets out the approach, different stages and activities the council will undertake to encourage participation and increase representation from across the city.
22. Learning from previous consultations and in line with the stated ambition of the transport strategy, and to be inclusive and accessible, the first stage of the plan is to stress test the engagement plan itself with different community groups whilst starting high level conversations about the evidence base and options. This will be via a series of webinars/information sharing sessions, before moving onto consulting on the content of the draft Local Transport Strategy itself.
23. The consultation and engagement plan proposes “laddering” participants from broad high level principles and policy themes to more detailed proposals. Affirming these high level principles and the policy context will support the development of more detailed proposals and inform the development of York’s Local Transport Delivery Plan, to inform the Mayoral Combined Authority’s Strategic Transport Plan – with engagement activities themed and sequenced to lead to deeper and more nuanced conversations about the proposals the council will include in its transport vision.

Next Steps

24. York’s current Local Transport Plan runs until 2030. As has been explained it is widely accepted that the changing policy context means that as the policy context becomes clearer a new Local Transport Plan is required to reflect new policy.
25. Following consultation on Annex B officers will take the consultation and progress to the next stage of developing a Local Transport Plan. Subject to the guidance from Department for Transport it will include a list of future major transport schemes that the Council sees as key to delivering its strategic ambitions in the 10 year strategies and Local Plan. This will

become York's Local Transport Delivery Plan and help guide the development of the Mayors Strategic Transport Plan for York and North Yorkshire

26. It should be noted that the Department for Transport have committed to new guidance for Local Transport Plans, particularly in relation to carbon reduction.
27. The Department for Transport's indication has been that new Local Transport Plans responding to the guidance should be ready for spring 2024. However, their new guidance is delayed, the bulletins from the Department for Transport about updating Local Transport Plans are included within Annex C and indicate the timelines may be reviewed.

Devolution

28. Under devolution City of York Council still has a key role to play in Transport, it will be a standing member of any new Mayoral Combined Authority's Transport Committee.
29. This Transport Committee will make the key Policy Decisions for Transport affecting York as the Mayoral Combined Authority becomes the Transport Authority for the whole of York and North Yorkshire.
30. The Unitary Councils of North Yorkshire and City of York will remain the Local Highway Authority for their respective areas.
31. As such the Mayoral Combined Authority will approve a Local Transport Plan (LTP) for York and North Yorkshire that responds to the needs of communities. This will be developed in conjunction with North Yorkshire Council and the City Council.
32. By adopting and starting consultation on the Draft Local Transport Strategy will strengthen the policy context leading to the development of a list of major schemes. It will articulate York Transport priorities and enable their incorporation in the Local Transport Plan for York and North Yorkshire.
33. Further the future development of York's Transport Delivery Plan (which is the list of major transport schemes and policies which support the delivery of York's new adopted strategic priorities) can be used as a bidding route for funding either from or through the new Mayoral Combined Authority or direct to government by City of York Council.

34. As well as setting out policy and a list of major transport schemes in a delivery plan, the Local Transport Plan will be supported by a range of other Transport policies and plans. These will include the Bus Service Improvement Plan and the Local Cycling Walking Infrastructure Plan which is currently also being developed with stakeholders and will be brought to a public decision session in the future for adoption.
35. North Yorkshire County Council are also commencing the process of defining their local transport strategies and policies. Officers from both authorities are working together to ensure efficiencies from joint development of the Plans where there is scope to do so. Like City of York Council North Yorkshire Council are proposing consultation throughout 2023 to inform delivery of the Local Transport Plan in spring 2024.

Options:

36. The options available to Executive are as follows:
 - a) To adopt the draft policy context for Transport and commence consultation with stakeholders and residents. (this is the recommended option)
 - b) Not to adopt the draft policy and consult at a later stage in the development of Transport Policy and Strategy.

Analysis

37. Engaging and consulting on the draft policy context for transport now will ensure read across to approved high level strategies and help in the next steps of developing York's Local Transport Plan in timely fashion.
38. By adopting and starting consultation on the draft policy context now, the Council will strengthen and articulation of York's transport priorities and enable their incorporation in a future Local Transport Plan for York and North Yorkshire if devolution goes ahead
39. By understanding stakeholders such as the Civic Trust, transport operators, businesses' and residents' thoughts and priorities in regards to transport policy the list of future major projects will be developed in a way that is conscious of local views and opinions. It is a much better way to be iterative in the development of such important policy. It obviously does not preclude further consultation as the list of projects is developed.

Council Plan

40. This report is about the development of Transport Policy and therefore has the potential to improve the quality of life for residents and support the delivery of all the outcomes in the Council Plan which are:

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

Implications

Financial Implications

41. The Council has set aside one off funding totalling £400k in over the 2020/21 budget to 2022/23 budgets to support the determination of a New Local Transport Plan. This funding has been utilised for studies, evidence gathering and consultation. This budget will fund the cost of consultation outlined in the report. There is also potential additional funding as part of the devolution deal that if confirmed could be used to develop the plan in conjunction with North Yorkshire Council.

Equalities

42. An equalities impact assessment has not yet been undertaken for the policy and will be developed post consultation. The Council has taken account of the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected

characteristic and persons who do not share it in the exercise of a public authority's functions).

Legal Implications

- 43. The Transport Act 2000 placed a duty on Transport Authorities to produce and keep under review a Local Transport Plan, which sets out their transport policies and plans. This duty has since been amended in terms of timescales.
- 44. New government guidance on local transport plans is currently being drafted by Department for Transport (DfT) and was initially expected for release in the Spring of 2022 but was then revised to Autumn 2022. The latest update from DfT is that the guidance will be released soon.
- 45. The Government had proposed that a Transport Bill would be published to be passed in the current session of parliament but this has now been delayed to the next session, due to start in May 2023.

Risk Management

- 46. By establishing York Transport Policy context in a single place this proposal enables further engagement with stakeholders and residents and to influence any new and emerging policy that may develop under devolution for transport.

Contact Details

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Director Environment, Transport and
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Report Approved **Date** 6/2/2023

**Specialist Implications
Officer(s)**

|

Financial Implications

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Legal Implications

Cathryn Moore
Corporate Business Partner (Legal)
Tel No. 552487

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Annexes

Annex A - Big Consultation Report
Annex B – Draft Local Transport Strategy
Annex C – DfT Local Transport Plan Bulletins
Annex D - The Local Transport Strategy Consultation and Engagement Plan

Background Papers

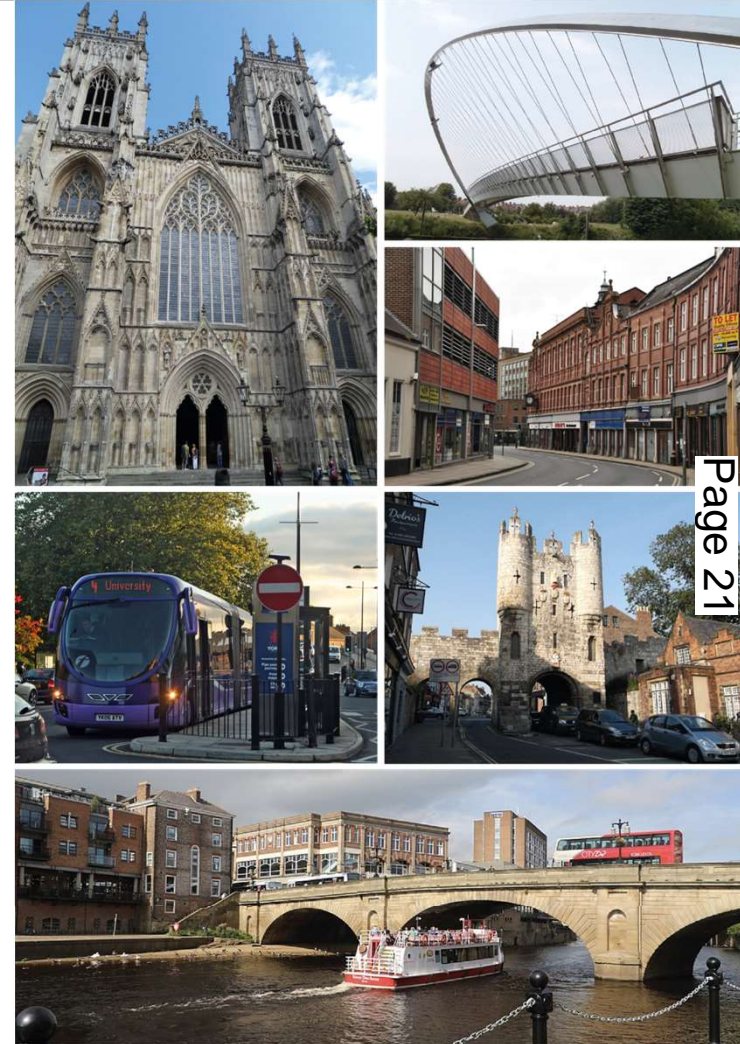
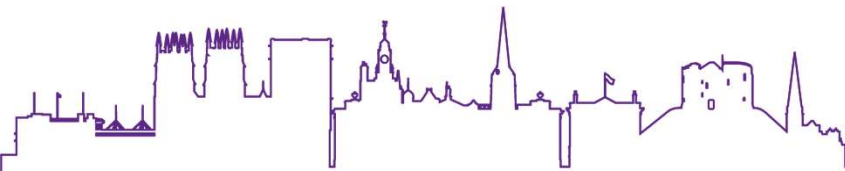
Council – December 2022 - [Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\) item 37/M57](#)

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Our Big Conversation Resident Survey Results

Date of Main Report:
18th August 2021



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| Appendix 2: Key Differences by Demographic | 40 |



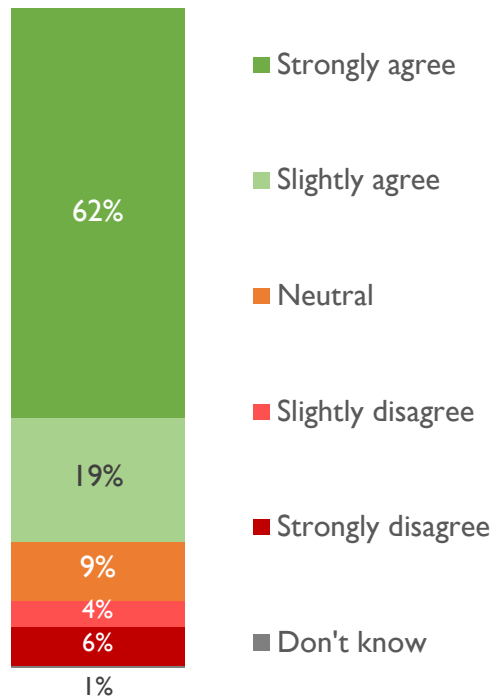
Carbon Reduction and Climate Change



Our Big Conversation – York’s Carbon Reduction and Climate Change Strategy

- Overall, 80% agree with the ambition for York to become a zero carbon city by 2030, while 62% strongly agree
- Although the majority agreed with the ambition, many wondered whether it was achievable, or felt it should not be achieved at any cost, particularly at the expense of more vulnerable people or other city priorities
- Investment in public and active transport in order to encourage reduced car use was the most frequently mentioned way carbon reduction might be achieved

How strongly do you agree with the ambition for York to become a zero carbon city by 2030?
(1,765 responses)



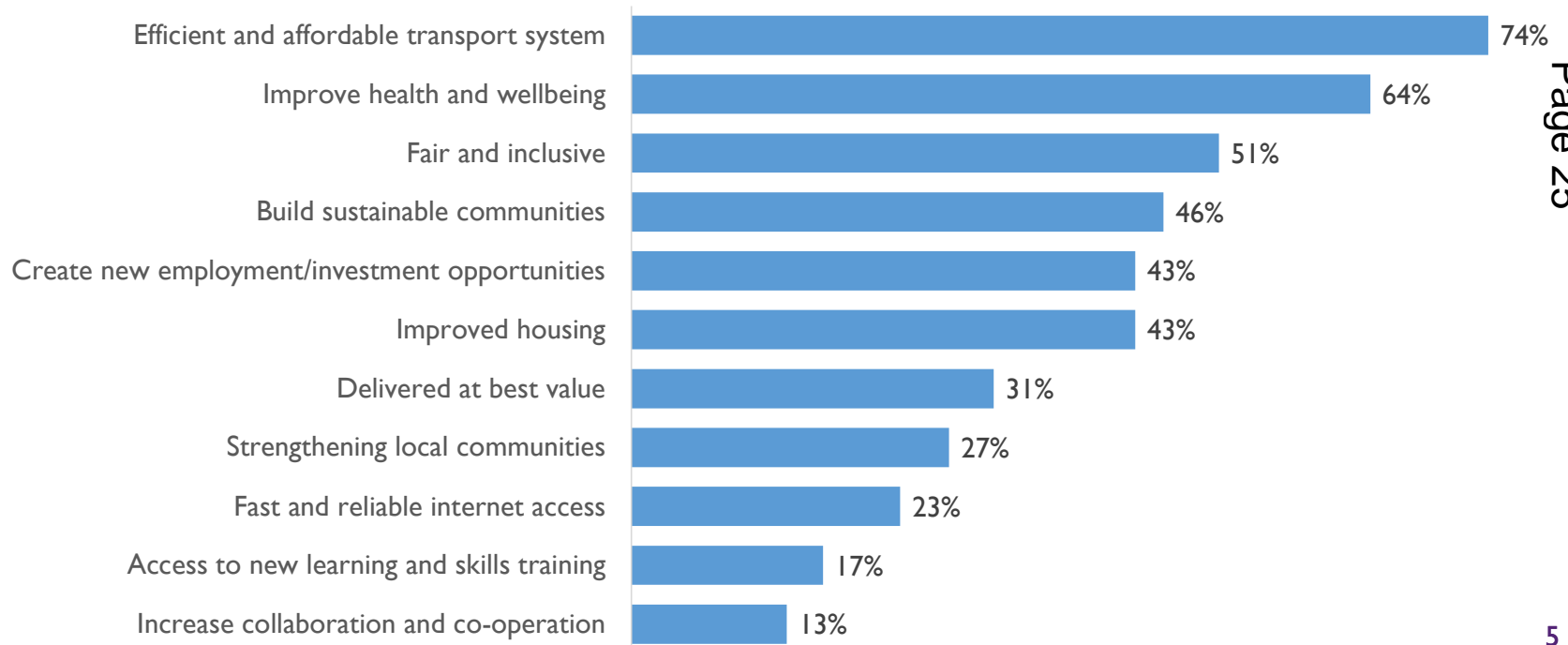
Do you have any comments about York’s zero carbon ambition? (724 comments)

| | |
|--|--|
| Agree with it – it’s great/ vital/ essential | “It is simply essential. Difficult, painful, but absolutely necessary.” |
| Too ambitious/ unlikely to be achieved | “Too ambitious – can’t see how its achievable in such a short time scale.” |
| Should not come at a cost to residents | “You need to think about the expense of this for citizens.” |
| Discourage/ ban cars in city centre | “reduce use of cars and other diesel vehicles” |
| It needs investment in public/ active transport | “We need a radical transport revolution like other UK cities like Manchester if we are to achieve this.” |
| Needs to be sooner than 2030 | “Needs to be happening before 2030” |
| I don’t see a plan/ it needs a clear plan | “There should be clear policy and direction of what it entails to become zero carbon and not just have an ambition. Also the sooner small changes are made the easier the overall transition will be.” |
| Needs investment in electric vehicles and infrastructure | “More EV chargers are needed. All public transport should move towards being electric powered where possible (i.e. probably not as feasible for trains as buses & Taxis).” |
| There needs to be real action, not just words | “Pledges must be matched by action - with a clear timeline for achieving net zero goals - otherwise it's just another target.” |
| Disagree with ambition – it’s pointless/ a waste of time | “It’s a waste of time built on false science. Until China, India & USA do something it’s pointless.” |

Our Big Conversation – York’s Carbon Reduction and Climate Change Strategy

- 74% of York residents feel that developing an efficient and affordable transport system should form the most important part of the city’s Climate Change Strategy
- Other key objectives identified by residents were improving health and well being (64%), being fair and inclusive (51%), building sustainable communities (46%), creating new employment/investment opportunities (43%) and improving housing (43%)

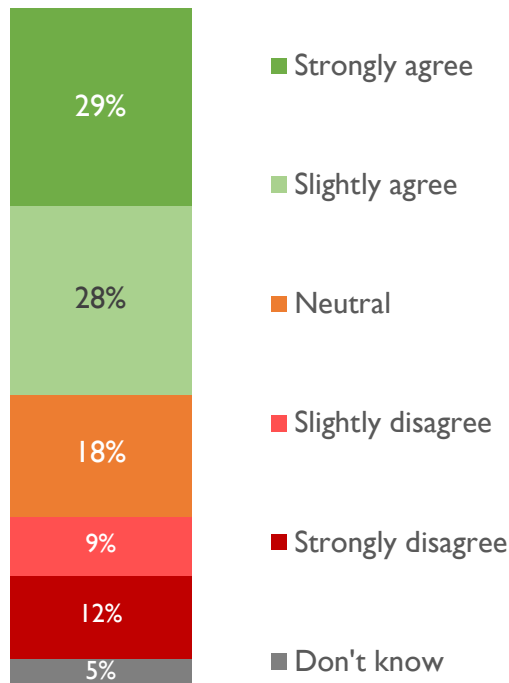
Which of the following objectives do you think should be the most important parts of the city’s Climate Change Strategy?
(1,761 responses)



Our Big Conversation – York’s Carbon Reduction and Climate Change Strategy

- Overall, 56% of York residents agree that CYC should employ carbon offsetting in order to achieve zero carbon by 2030. However, 1 in 5 disagree
- Many residents felt that carbon offsetting is a “cop out” to avoid real action, while others felt it should only be one of a series of measures, used as a last resort to achieve the ambition, while the long-term strategy is on carbon reduction

Do you agree CYC should employ carbon offsetting in order to achieve zero carbon by 2030? (1,700 responses)



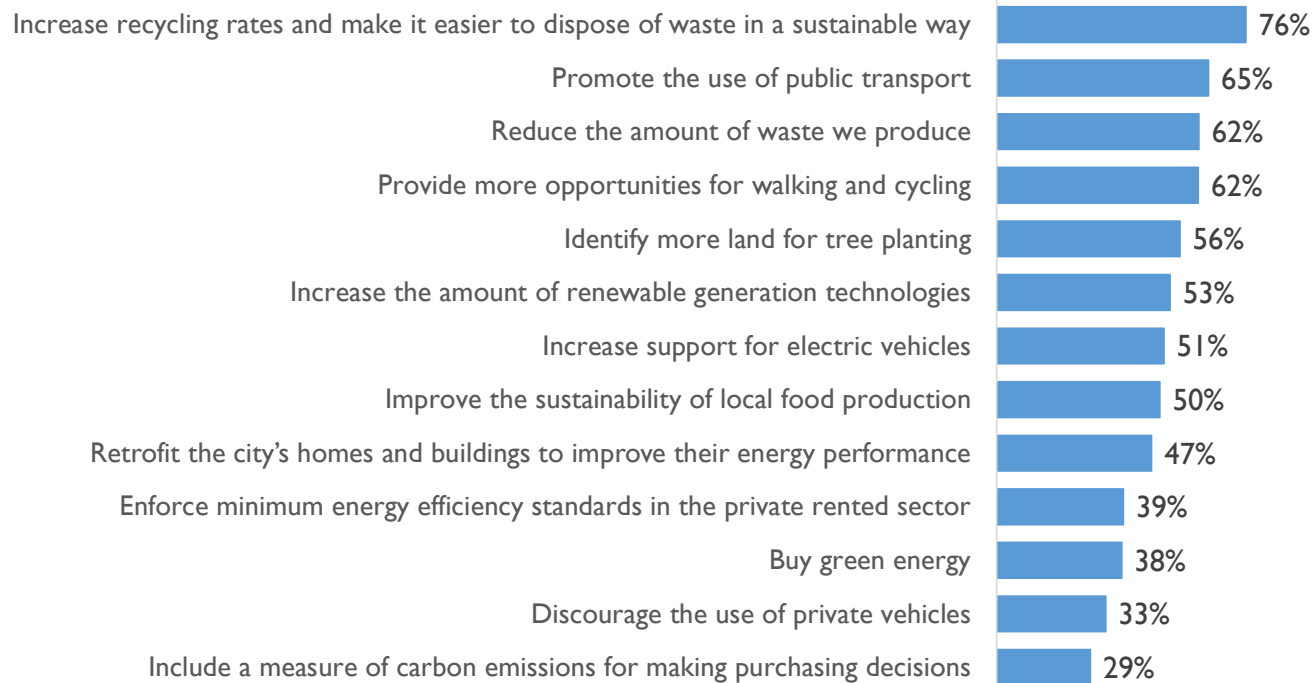
Please give further information to support your choice if you wish. (444 comments)

| | |
|---|---|
| Feels like a cop out/ get out clause | “It feels like a cop out. Aim for zero emissions first.” |
| Reducing carbon should be the focus, rather than offsetting | “Although carbon off setting is better than nothing - it is preferable to reduce carbon output rather than mitigate it. Carbon offsetting is not a long term solution.” |
| Don't have enough information on carbon offsetting | “Need to know exactly how this is to be done.” |
| Should only be used as a last resort | “Carbon offset should not be used to duck difficult decisions, but used as last resort.” |
| Just shifts the problem/ responsibility elsewhere | “Carbon offsetting shifts the responsibility elsewhere and puts off making the real changes that are needed in the long run.” |
| Doesn't solve the problem | “Carbon offsetting does not solve the problem. Eventually if everyone tries to carbon offset this will run out of effectiveness.” |
| Plant trees/ create green spaces | “More trees in green spaces. Create more shaded areas to reduce heat.” |
| Not a long-term, solution | “May be necessary short term but there should be a clear plan to achieve true zero carbon. Carbon offsetting should be through meaningful, preferably local projects.” |
| Only local carbon offsetting schemes | “If carbon offsetting is used, it should be via local schemes, otherwise it is hard to account for the claims made. This will also present opportunities for local people.” |

Our Big Conversation – York’s Carbon Reduction and Climate Change Strategy

- 76% of York residents would like the city to prioritise increasing recycling rates to support the ambition, while 65% feel the promotion of public transport is a priority
- Just over 3 in 5 feel the city should prioritise reducing waste and providing more walking and cycling opportunities

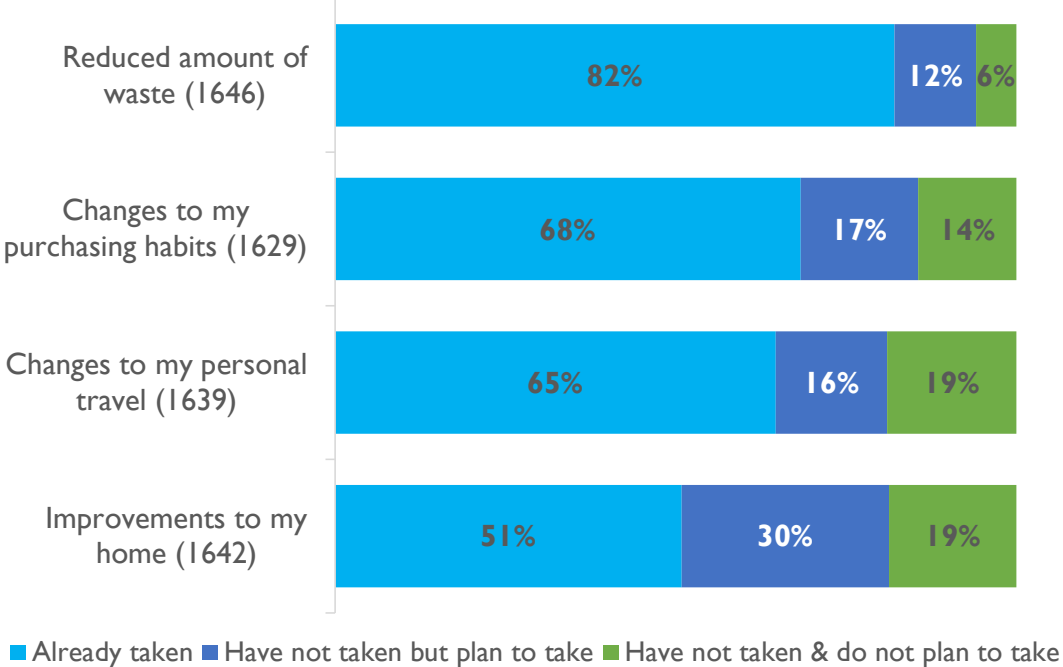
What actions should we, as a city, prioritise for supporting our ambition? (1,718 responses)



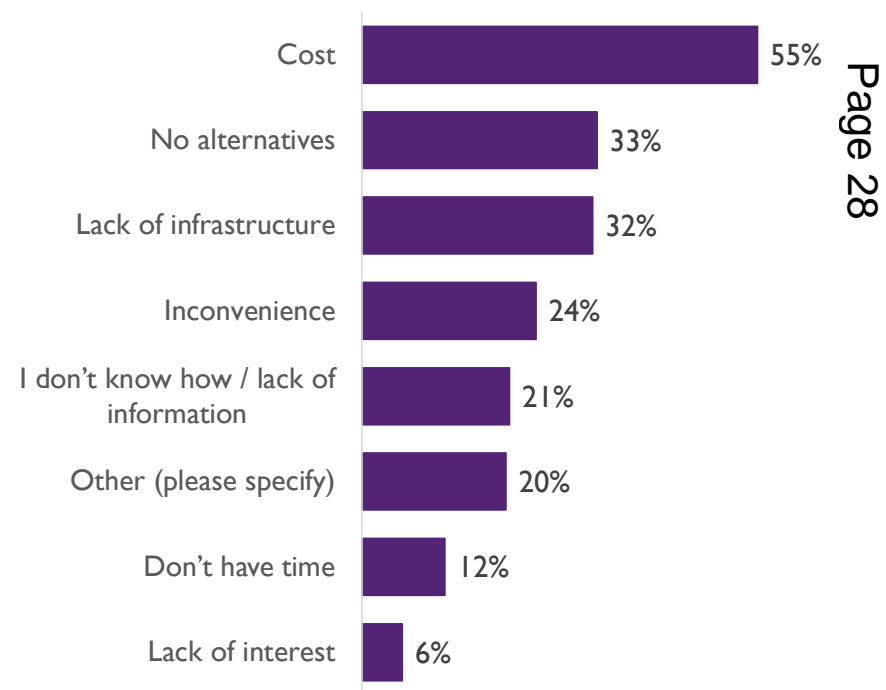
Our Big Conversation – Carbon Reduction

- 82% of York residents have already reduced the amount of waste they produce, making this the main step towards reducing their carbon footprint
- 68% have made changes to their purchasing habits and a similar proportion, 65%, have made changes to their personal travel
- Cost is the main reason why some residents have not yet taken action in some areas to reduce their carbon footprint

Have you already taken or plan to take any of the following steps to reduce your carbon footprint?
(1,685 responses)



Which, if any, of the following are preventing you from taking action to reduce your carbon footprint?
(1,399 responses)



Our Big Conversation – What can individuals do?

- Finding alternative means of transport other than driving was the most frequently mentioned action that individuals could take, particularly walking or cycling wherever possible
- Recycling as much as possible was another popular suggestion, though many would like CYC to provide more places to recycle and to accept more types of recycling (e.g. more plastics, food waste)
- Reducing waste, buying local and eating less meat and dairy were other actions suggested

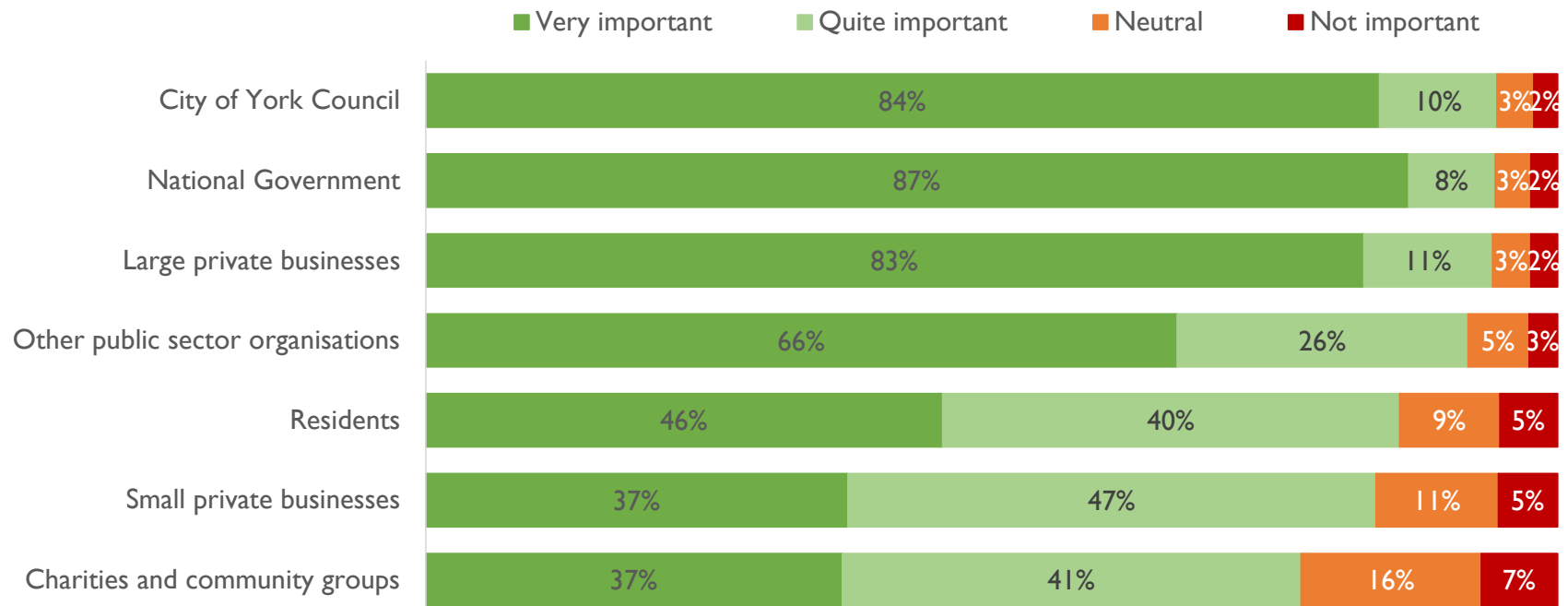
What other actions could individuals take to support the city's zero carbon ambition? (529 comments)

| | |
|---|--|
| Drive/ use the car less | "Don't drive for a short journey. Parents should encourage their children to walk to school and not drive them if a short distance from home." |
| Walk/ cycle more | "Cycling instead of driving, educate themselves on the importance of the issue." |
| Recycle as much as possible | "Recycle more; I have observed cardboard in people's general waste which can be addressed through education. There is no facility to collect tetra paks kerb side and I have observed those in people's boxes; residents care enough to recycle them, there just isn't sufficient infrastructure to support that." |
| Reduce waste, including food waste | "Cut food waste" |
| Buy local | "buy local where possible" |
| Go vegetarian/ vegan/ eat less meat/ dairy | "Change of food consumption, from animal and dairy to plant foods" |
| Buy less/ reuse and repair | "Stop being so wasteful. Don't buy things that have a short life. Pay more, buy better quality and keep it for longer. Ignore fashion." |
| Use public transport more | "Live on a bus route? Use public transport." |
| Make changes to homes e.g. insulation, solar energy | "Installing their own renewables, increasing their energy efficiency." |
| Tree planting/ greening spaces/ rewilding | "Use own gardens, grow fruit and veg, dig up concrete and use for gardening." |

Our Big Conversation – Achieving Zero Carbon in York

- 84% of York residents feel it is very important for City of York Council to take responsibility for delivering zero carbon in York. A very high proportion also feel that National Government and large private businesses should take responsibility
- Residents feel it is least important for small private businesses and charity/community groups to take responsibility for delivering zero carbon, though it is still important

How important is it for each of the following to take responsibility for delivering zero carbon in York?
(1,238 responses)



Our Big Conversation – What can councils and other organisations do?

- Increasing the types of plastic that can be recycled through kerbside collections was the main action cited by residents
- Improvements to cycling infrastructure and/or public transport were also frequently mentioned
- Many residents would like more advice and support on the changes that they can make, while others felt that financial incentives/ support would encourage residents to make the changes needed to support the zero carbon ambition

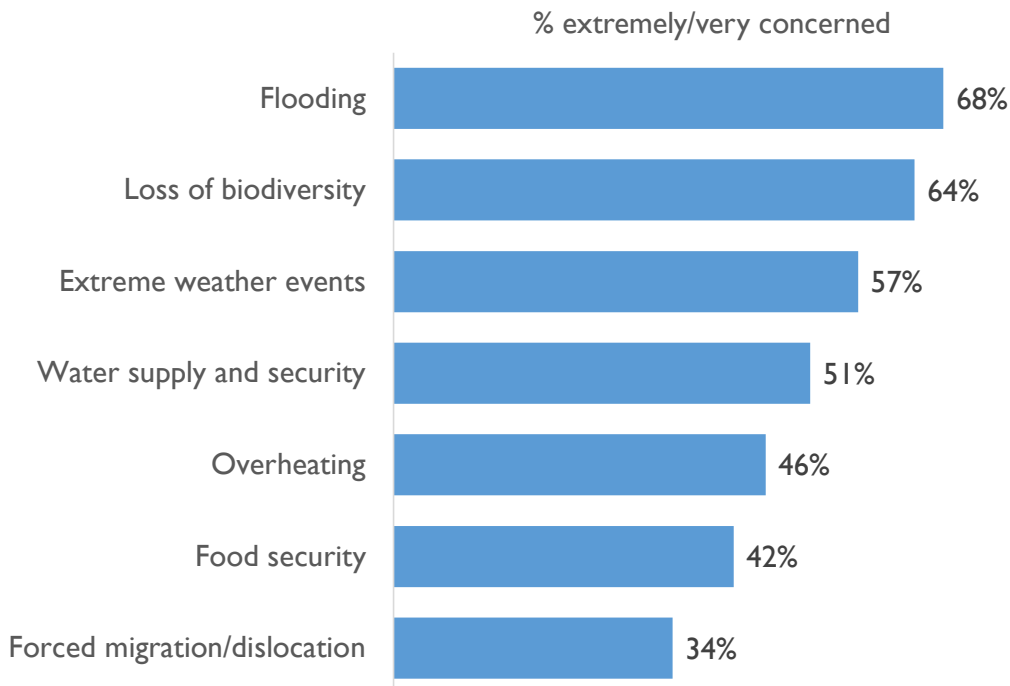
What actions could the council or other organisations in the city take to make it easier for you to make the changes as an individual? (696 comments)

| | |
|--|---|
| Recycling improvements e.g. types of materials that can be recycled | “Easier recycling - e.g. some cities have a single recycling bin and a centre which sorts paper plastic and metal. This also allows for bigger bins for e.g. large cardboard boxes.” |
| Cycling infrastructure improvements | “Better cycle infrastructure, separated from motor traffic so cyclists are safer. Ban through traffic from the city & direct it to the ring road.” |
| Public transport improvements | “Better public transport - later and more reliable bus services, more affordable, 'spider web' transport links (like Berlin) instead of "all roads lead to Rome" forcing people into the city centre to go back out.” |
| Provide information and support on how to make changes | “Clear guidance on what actions taken could help, and make it easy for information to be found. Promote in positive messages so not onerous but also better to act than do nothing.” |
| Provide funding/grants/subsidies | “Building improvement subsidies should be made more available.” |
| Provide more EV charging facilities/ parking | “Better access to EV charging, more convenient recycling for more things, requiring housing developers to include green initiatives beyond central government minimums.” |
| Provide more/better access to public recycling and waste disposal bins/ facilities | “Have recycling bins throughout the city centre just as there are waste bins, e.g. for food market purchases.” |
| Discourage single use plastics/ encourage recyclable plastics | “Ban on single use plastics - recycling is great but cutting out use is better.” |
| Provide food waste collection/ composting schemes | “More community compost schemes or food waste collection. This is the most significant form of waste in my household.” |
| Ban/ discourage use of cars non-electric vehicles | “Discourage private cars in city centre. Be at tech forefront to allow electric charging at roadside for central properties which only have off street parking.” |

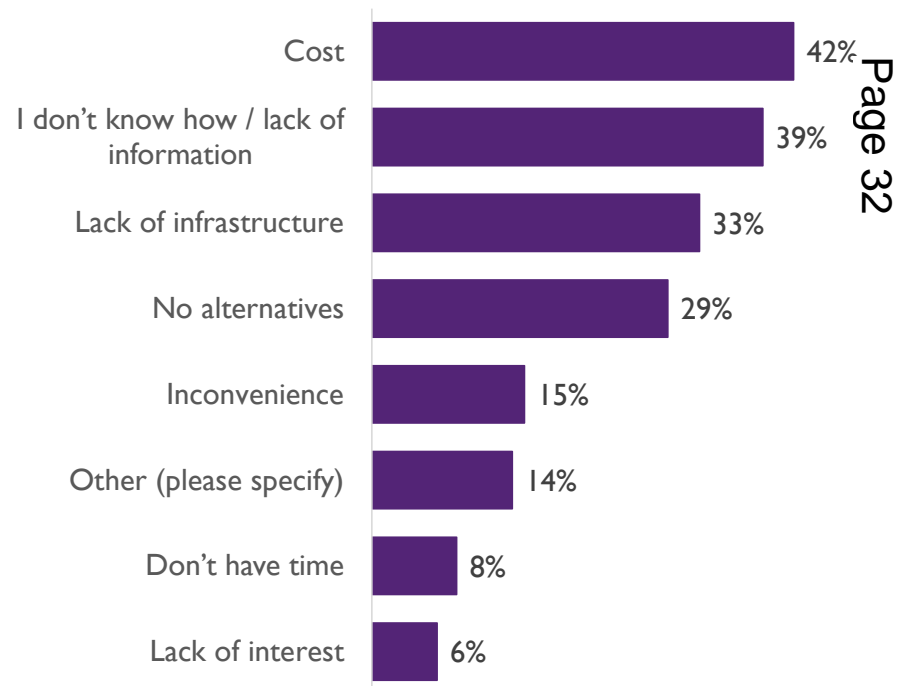
Our Big Conversation – Climate Change

- Flooding and loss of biodiversity are the impacts of climate change in York that residents are most concerned about, with around 2 in 3 describing themselves as extremely or very concerned about these impacts
- Cost and lack of information are the main barriers preventing residents from taking any action to reduce the impacts of climate change

To what extent are you concerned about the following impacts of climate change in York?
(1,636 responses)



Which, if any, of the following are preventing you from taking action to reduce the impacts of climate change?
(1,081 responses)



York's Economy

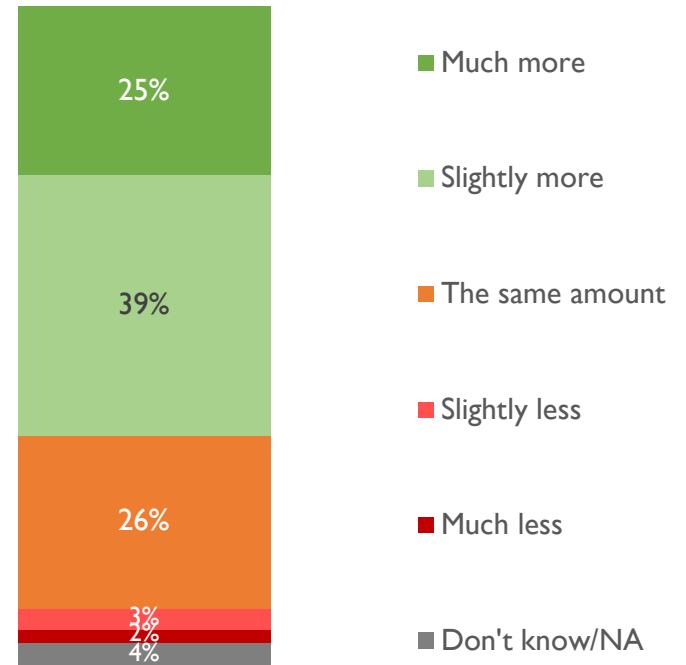
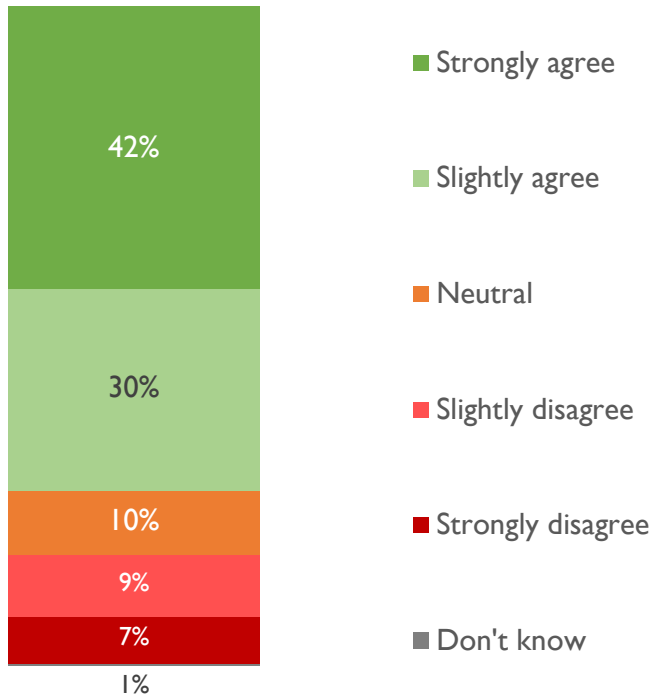


Our Big Conversation – York’s Economy

- Out of 1,627 residents, only 2% (35 people) did not have access to the internet at home, but they were able to access it elsewhere (though this was largely an online survey)
- 72% agree that their current broadband service/speeds meets their needs and the needs of their household, with 42% strongly agreeing
- 64% are shopping online more compared to before the pandemic, with 1 in 4 shopping online much more than before

To what extent do you agree that your current broadband service/speed meets your needs and that of your household?
(1,598 responses)

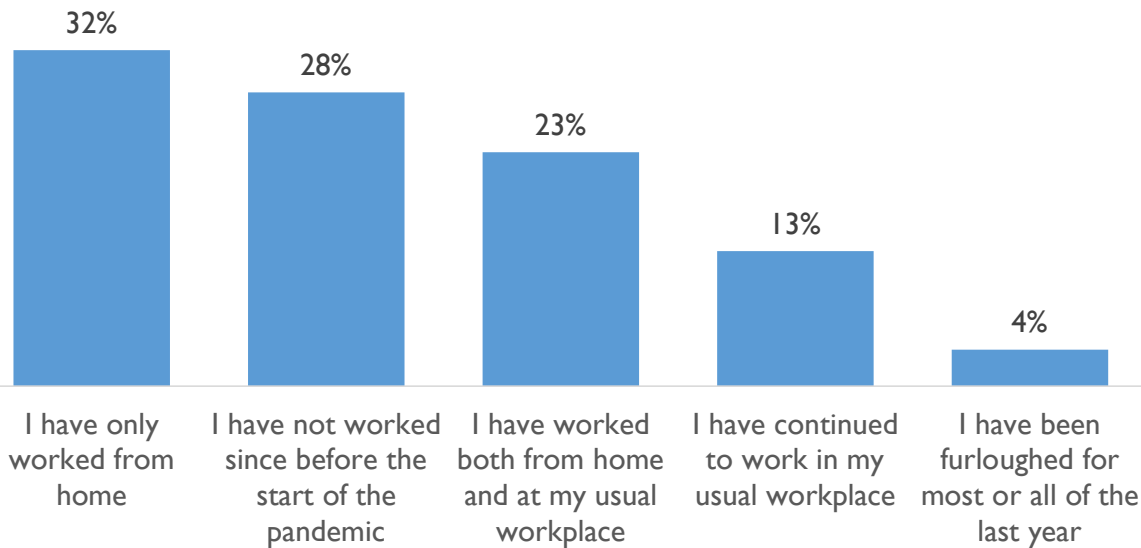
How have your online shopping habits changed compared to before the pandemic? I am shopping online....
(1,612 responses)



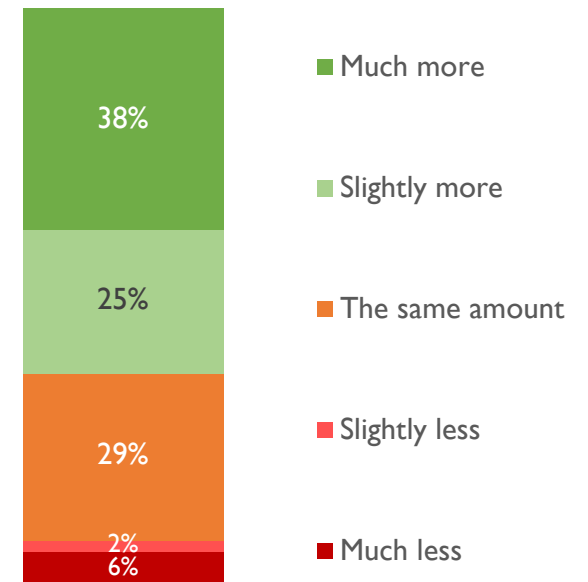
Our Big Conversation – York’s Economy: Impact of Covid-19 on Work

- Almost 1 in 3 York residents have worked from home since the start of the pandemic, while 28% have not worked since before it started (mainly retired residents). Only 13% have continued to work at their usual workplace throughout the pandemic
- 63% are expecting to work from home more in future compared to before the pandemic (when “Don’t know/NA” responses are removed)

Which of the following statements best describes your employment circumstances since the start of the pandemic?
(1,470 responses)



To what extent are you expecting to work from home in future compared to before the pandemic?
(1,532 responses)



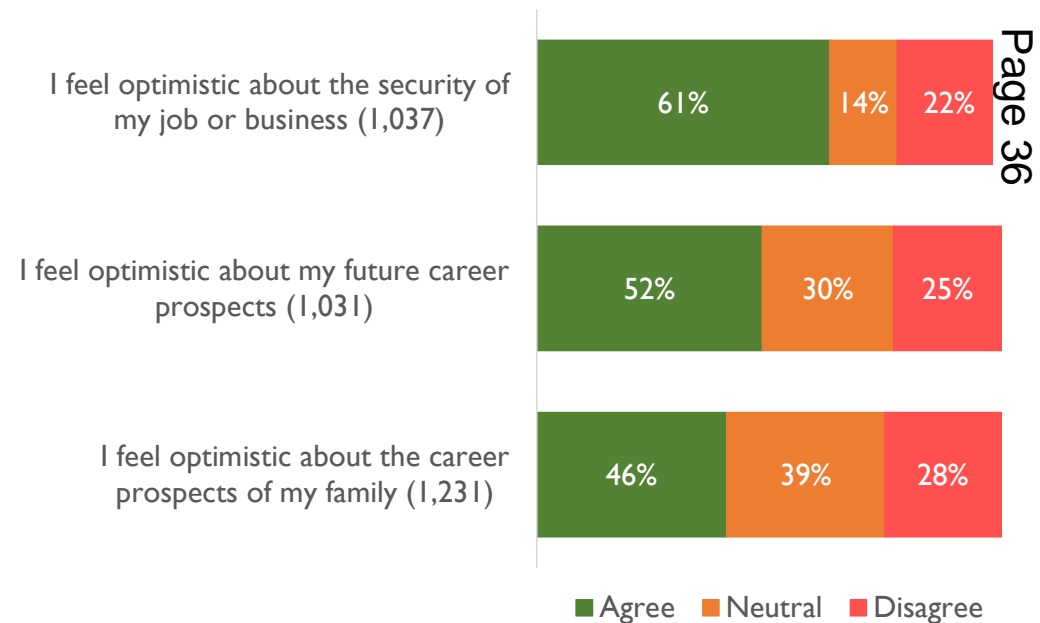
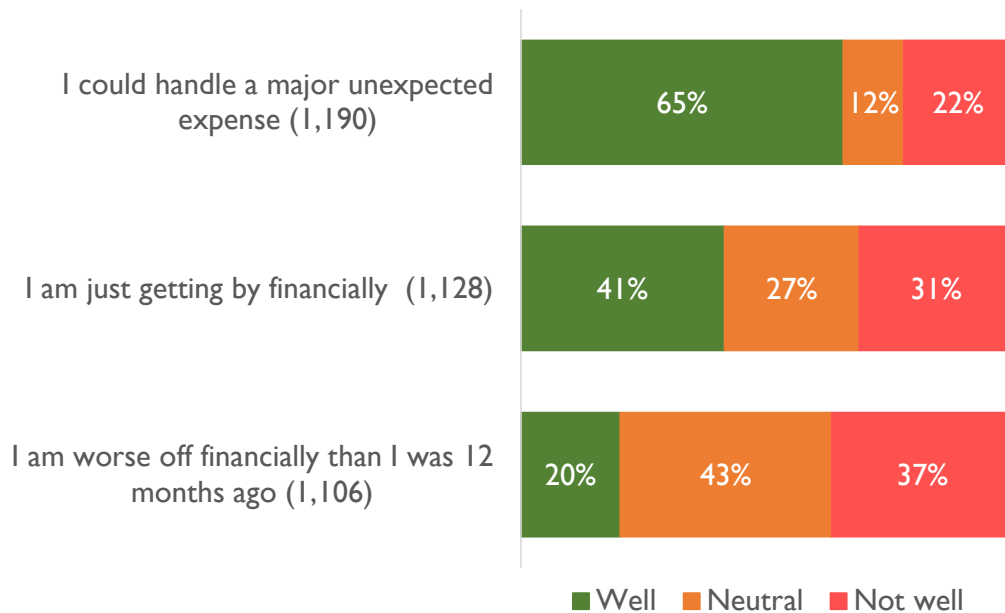
37% Don't know/ NA

Our Big Conversation – York’s Economy: Economic Wellbeing and Confidence

- Financial confidence is relatively high with almost 2 in 3 residents saying they could handle a major unexpected expense. However, 1 in 5 feel they are worse off financially than they were 12 months ago
- Residents are more likely to agree that they feel optimistic about the security of their own job or business (61%), than about the career prospects of their family (46%)

How well do the following statements describe your current situation?
Base sizes in brackets – excludes “Don’t know” responses

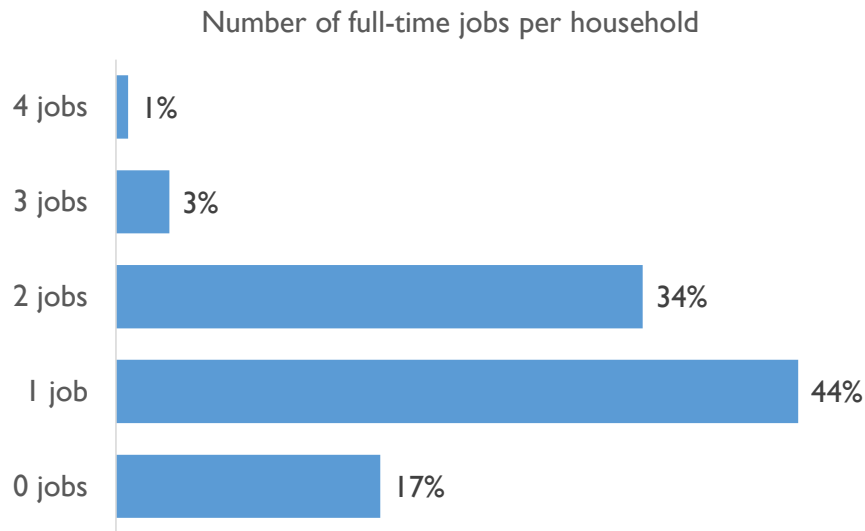
To what extent do you agree with the following statements about future career prospects for you and your family?
Base sizes in brackets – excludes “Don’t know” responses



Our Big Conversation – York’s Economy: Number of jobs

- 44% of households include one person working full-time, while 34% contain two people working full-time
- 17% of households did not record anyone working full-time (most likely retired)
- A much higher number of households reported at least one person working full-time (715) than part-time (366)
- 16% of working households recorded at least one person in the household holding more than one part-time job

Number of jobs in household (863 responses*)



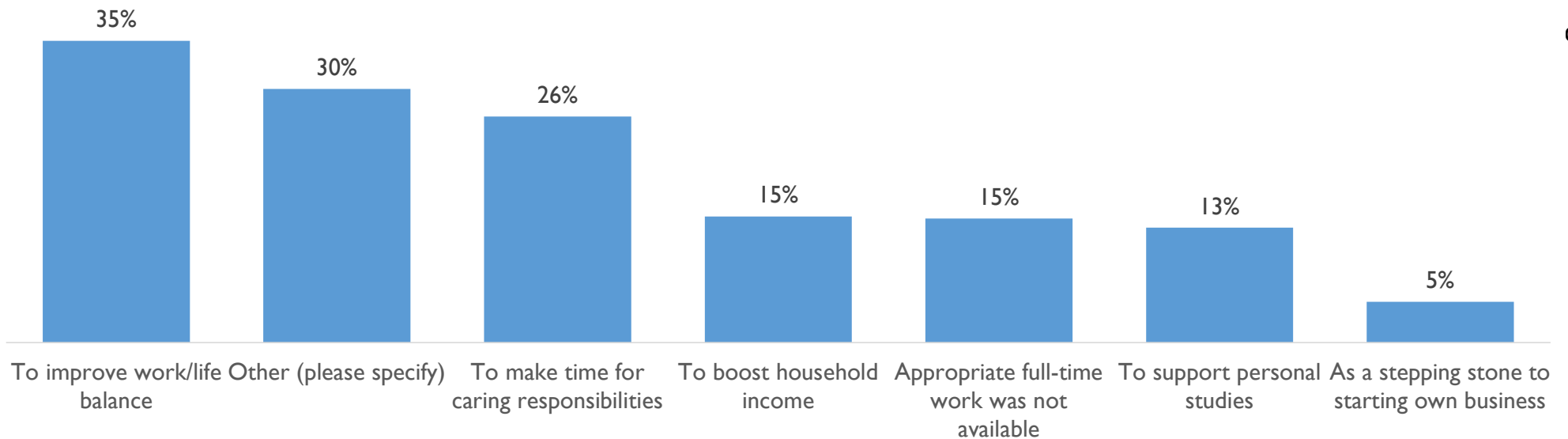
| Job type: | Full-time | Part-time |
|---|-----------|-----------|
| No. of households recording at least one person has job type | 715 | 366 |
| Total number of jobs across these working households | 1,095 | 519 |
| Average no. of jobs per working household | 1.5 | 1.4 |
| Average number of jobs held per person | 0.7 | 0.8 |
| % of working households with at least one person with more than 1 job | 2% | 16% |

*N.B. Outliers have been removed, i.e. anyone who claimed to have 4 or more full or part time jobs.

Our Big Conversation – York’s Economy: Working Status

- The main reason given by York residents for working part-time is to improve work/life balance (35%), while just over 1 in 4 are making time for caring responsibilities
- 15% say they work part-time to boost their household income, while the same proportion work part-time because full-time work was not available
- Retirement and disability/health were key “other” reasons for working part-time

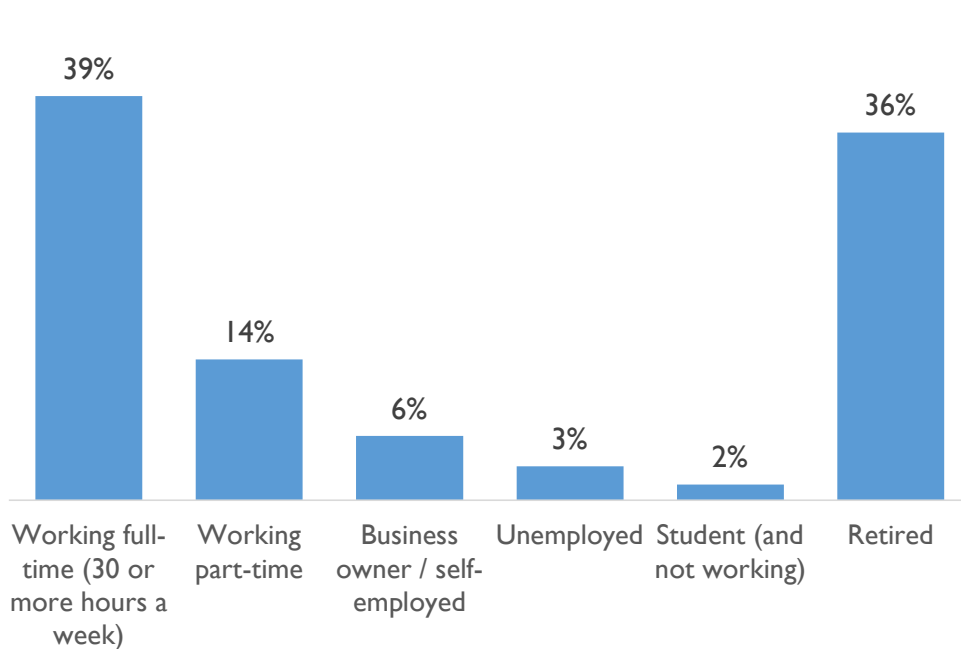
Which of the following statements best describes why you and/or a member of your household works part-time?
(462 responses)



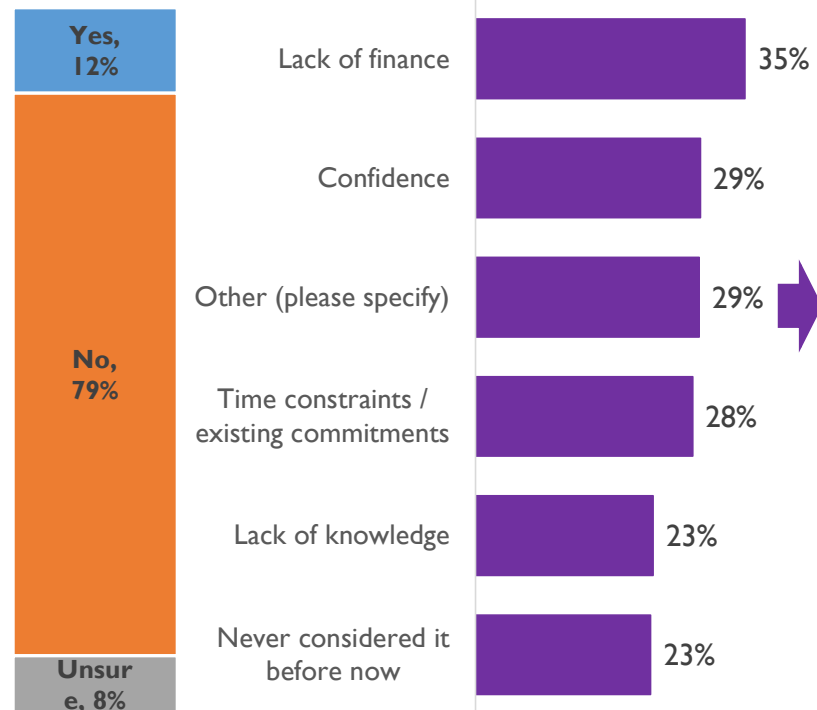
Our Big Conversation – York’s Economy: Current Employment Status

- The highest proportion, 39%, of York residents are working full-time, with a further 14% working part-time
- More than one third of York residents responding to the survey are retired
- Just over 1 in 10 residents, 12%, are interested in starting their own business
- Lack of finance and confidence have been the main barriers to starting a business in the past

What is the current nature of your employment? (1,580 responses)



Are you interested in starting your own business? (1,395 responses) If yes, has anything prevented you from starting your own business in the past? (598 responses)



Includes: age (retired), previously had own business, health, lack of interest

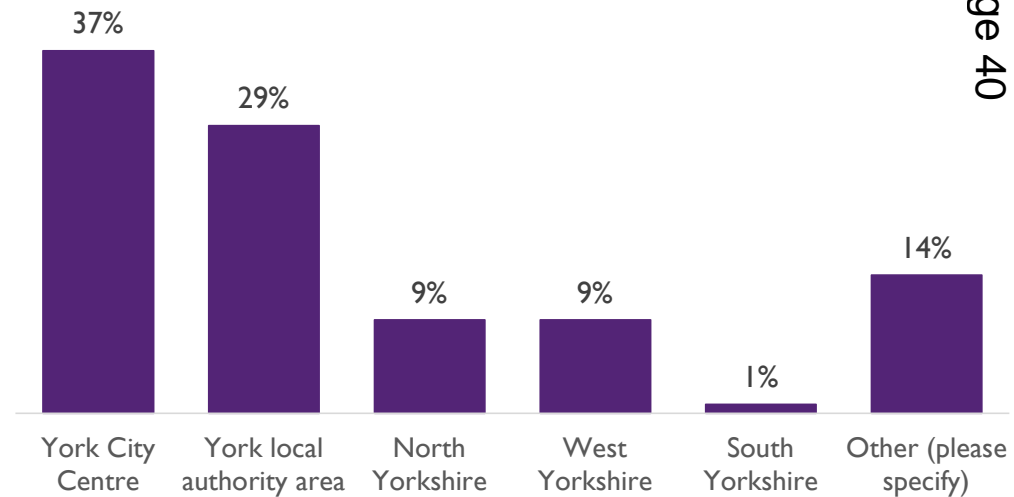
Our Big Conversation – York’s Economy: Industry and Workplace Location

- York residents responding to the survey are most likely to be employed in education, local authority/government, financial services/ insurance and NHS/health
- Location wise, they are mostly likely to be working in York city centre

What is the main industry/ business activity of your employer/ company?
(750 responses)

- Education/ Higher education/ University
- Local government/ Local authority
 - Financial Services/ insurance
 - NHS/ Health/ Healthcare
 - University
 - Charity
 - Retail
 - Software development
 - Engineering
 - Consultancy
 - Construction
 - Food (e.g. Manufacturing, Distribution)

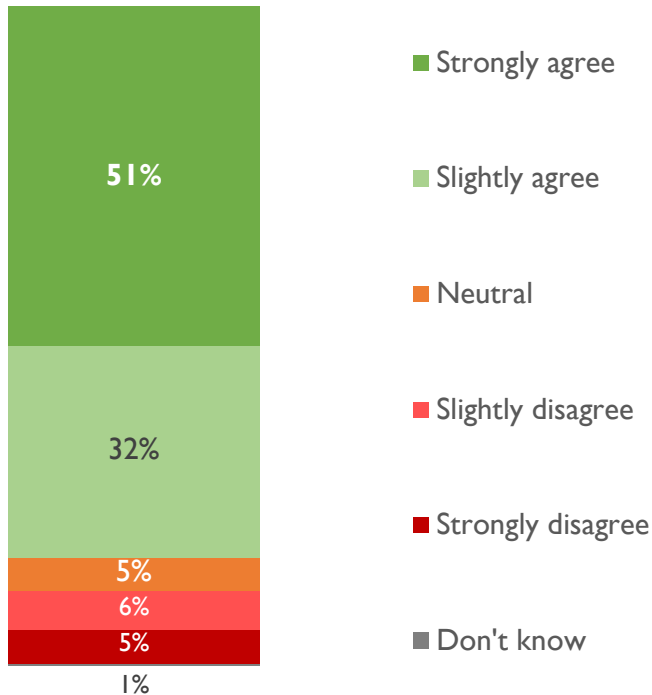
Where is your usual place of work? (if you are currently working from home, please select your usual place of work prior to the pandemic)
(790 responses)



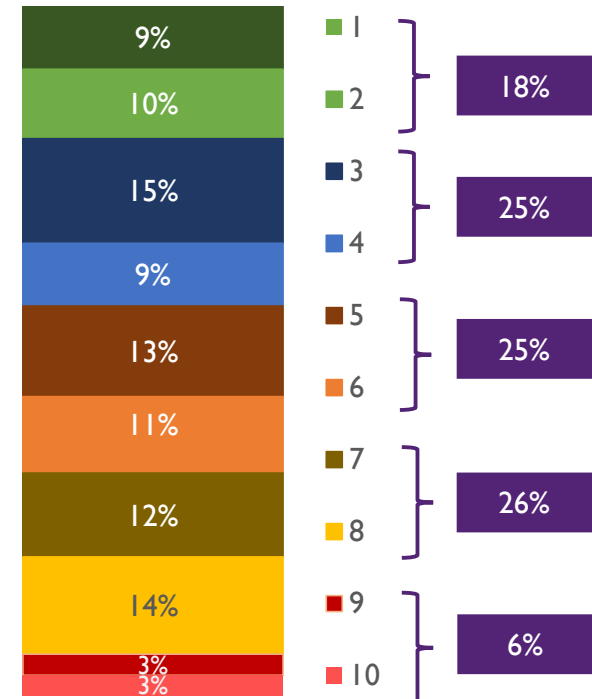
Our Big Conversation – York’s Economy: Workplace Skills

- The vast majority of workers agree that they have enough opportunity to use their skills and knowledge in their workplace. Around 1 in 10 disagree
- Opinion over whether the skills needed in current jobs will change in the future is divided. Only 6% gave a score of 9 or 10, indicating they expect the required skills to change a lot, while 18% only gave a score of 1 or 2. The average response is 5 out of 10

To what degree do you feel that you have enough opportunity to use the knowledge and skills that you have? (791 responses)



On a scale of 1-10, how much do you think the skills needed in your current job will change over the next 2-5 years (1=not at all, 10 = completely) (789 responses)

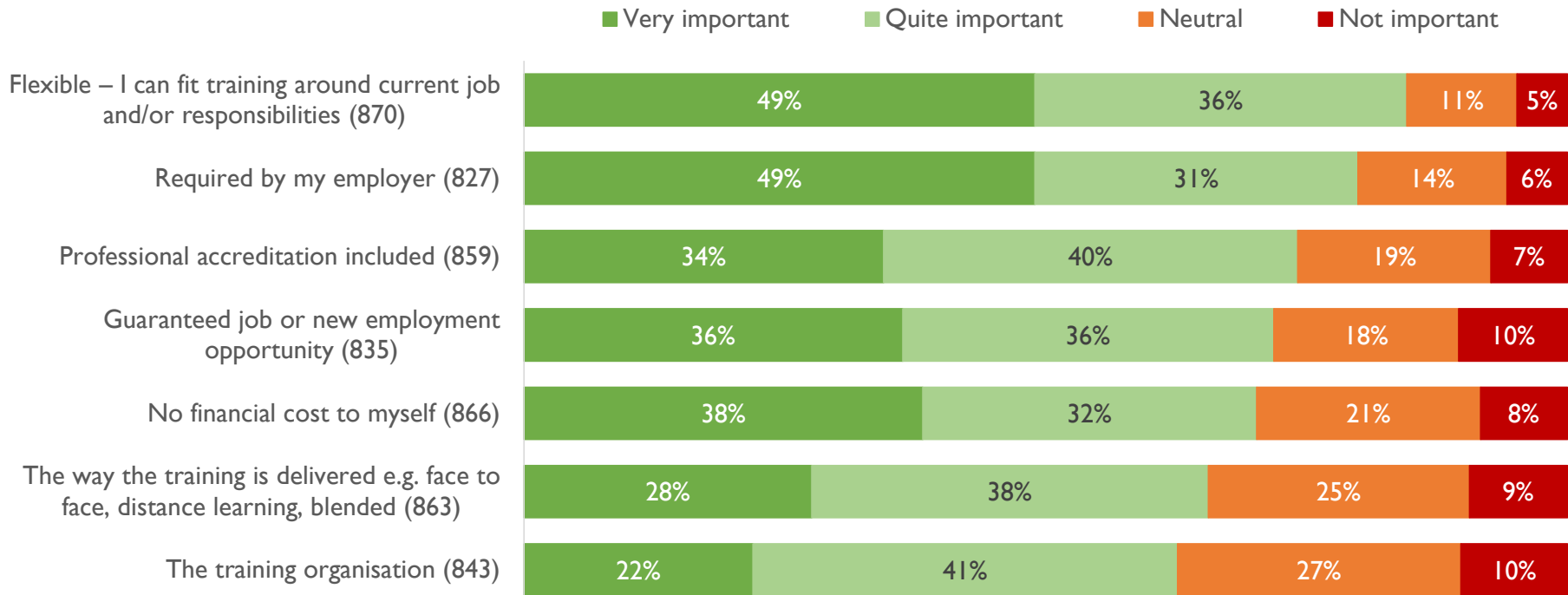


Our Big Conversation – York’s Economy: Skills Training

- Flexibility and employer requirement are the most important factors when undertaking a work-based training course
- Training organisation and delivery are the least important factors, though they are still important to over three fifths

How important are the following factors when undertaking a work-based skills training course?

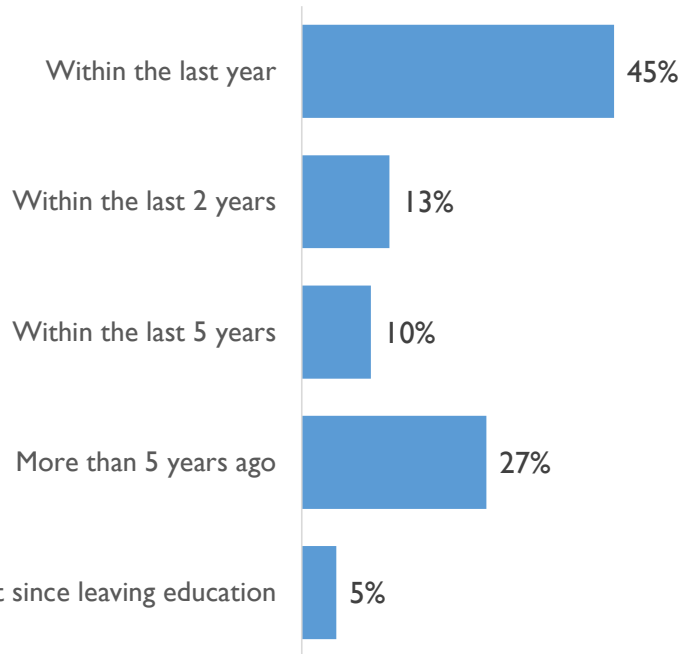
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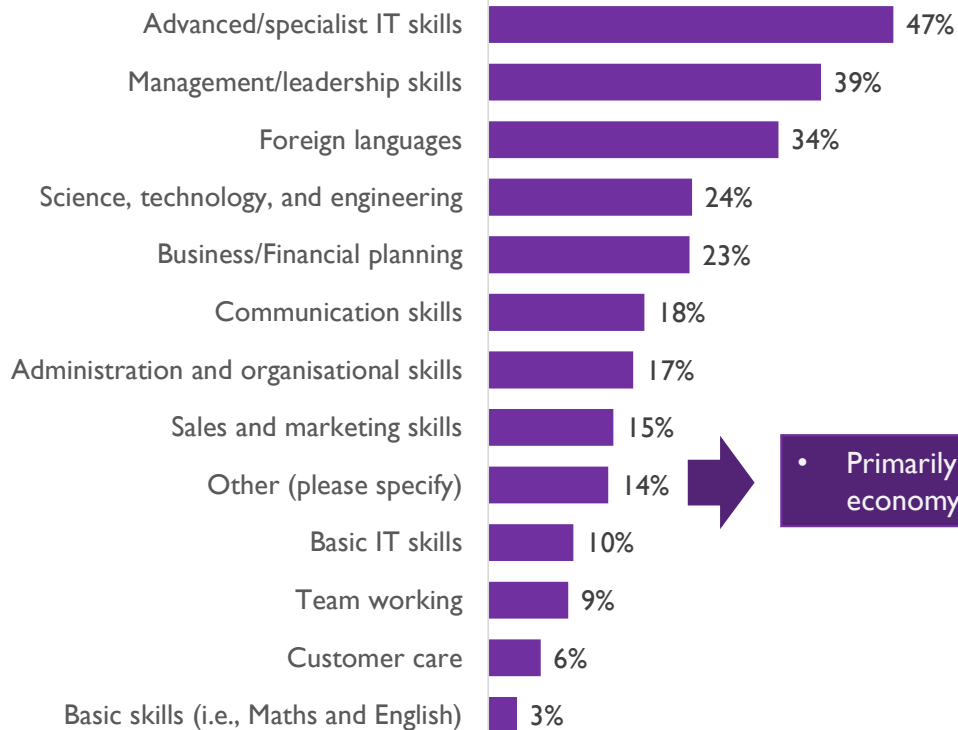
Our Big Conversation – York’s Economy: Training

- More than two fifths of residents say they have undertaken some form of work-related training within the last year
- 54% of residents were not interested in learning any skills in future
- Of those interested in further skills training, advanced/specialist IT skills and management/leadership skills are of most interest, closely followed by foreign languages
- The most frequently occurring “other” response was an interest in learning skills for the green economy

When was the last time you undertook some form of work-related training?
(1,375 responses)



Which of the following would you be interested in learning to help you adapt within the labour market?
(686 responses – All interested in learning work related skills)



• Primarily skills for the green economy

Our Big Conversation

Transport

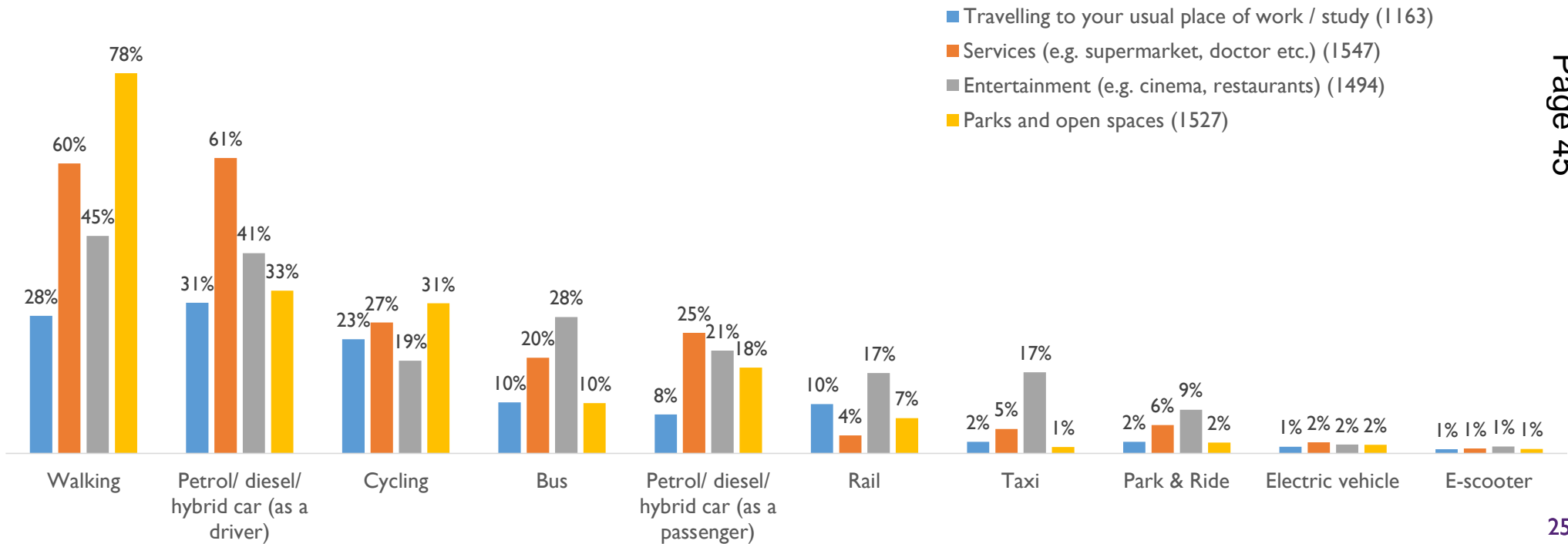


Our Big Conversation – Transport Strategy: Transport Used

- Walking and driving are the most used forms of transport
- Driving is used most often to access services, while walking the most used mode of transport for accessing parks and open spaces
- A bus is most often used when travelling for entertainment purposes

Which modes of transport do you currently use for each of the following activities? If you are currently working/studying from home, please select “Not applicable” for the first column.

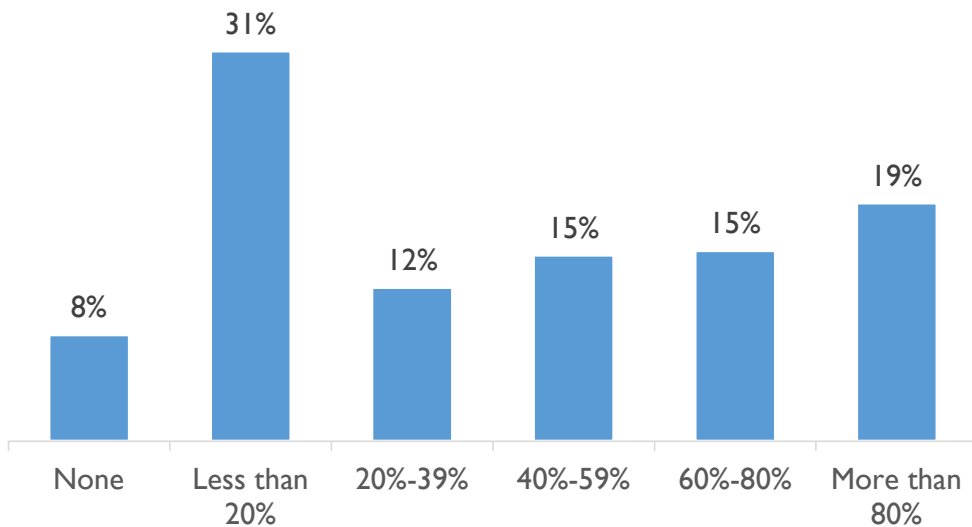
Base sizes in brackets – excludes “Not applicable” responses



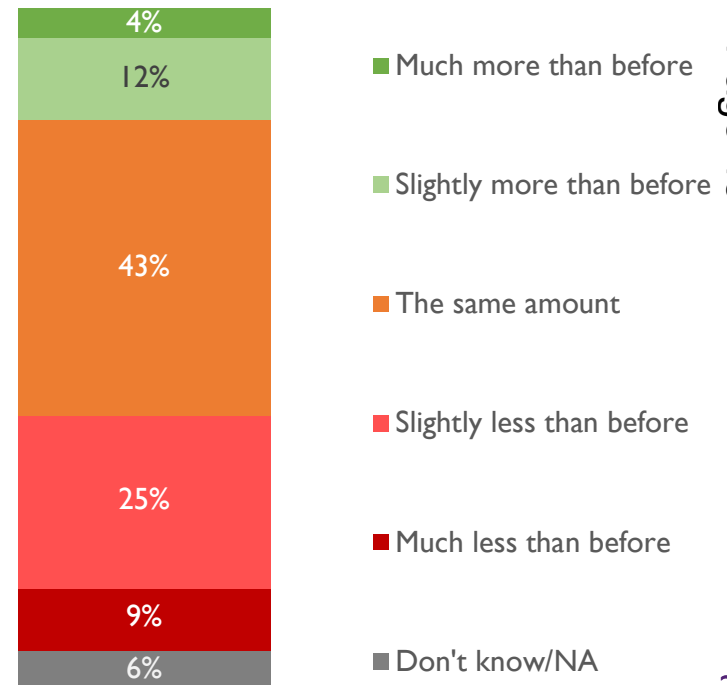
Our Big Conversation – Transport Strategy: Car Use

- 31% of York residents make less than a fifth of their journeys by car, while 8% do not drive at all
- The highest proportion, 43%, are not expecting their car use to change, while one third are expecting to use their car less over the next five years

Approximately what percentage of your journeys are made by car?
(1,142 responses)



To what extent are you expecting your car use to change over the next five years? I am expecting to drive...
(1,043 responses)

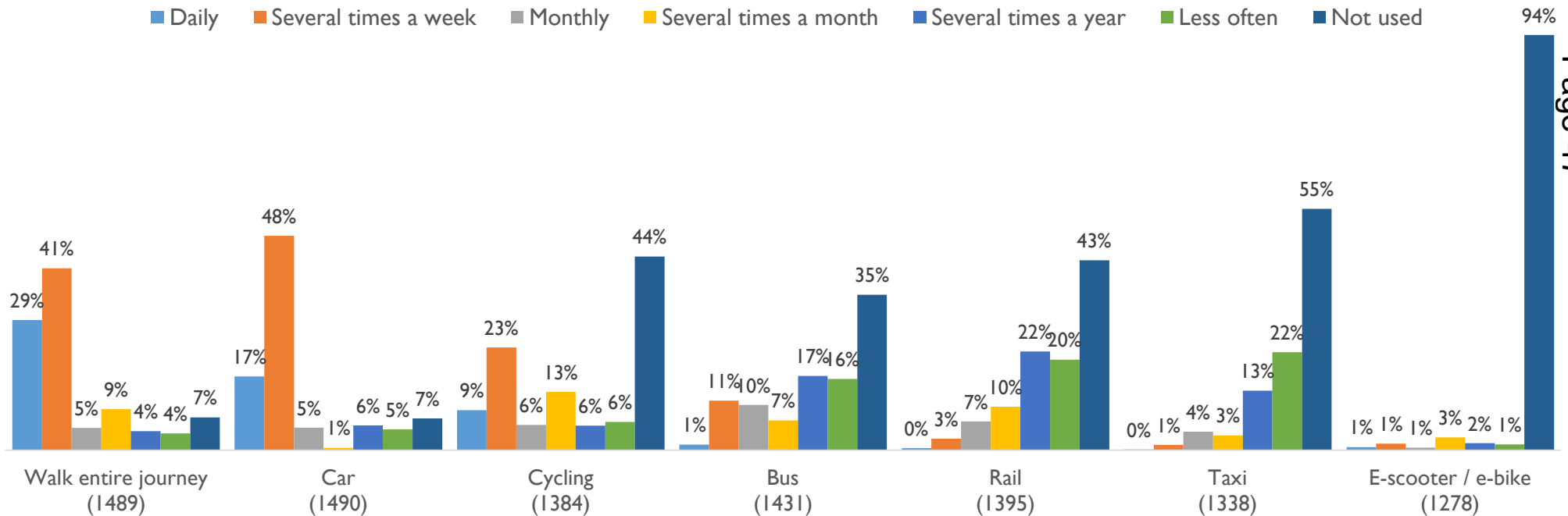


Our Big Conversation – Transport Strategy: Transport Used

- Walking and driving are the most used modes of transport, with the majority using these methods daily or several times a week, while taxis and rail services tend to be used less often
- Cycling tends to be done regularly or not at all, while bus and rail services tend to be used infrequently
- More than half of residents have not used taxis in the past year, while 94% have not used e-scooters/e-bikes

How often have you used these modes of transport in the last year?

Base sizes in brackets



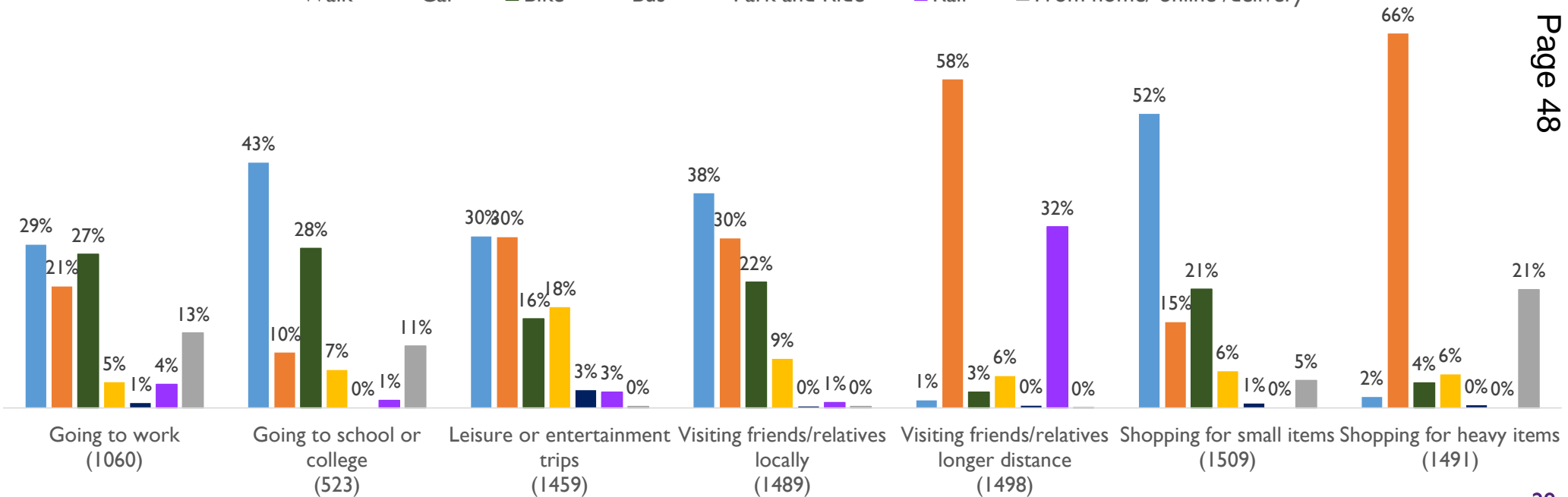
Our Big Conversation – Transport Strategy: Travel Preferences

- Residents would generally prefer to walk wherever possible, unless visiting friends/relatives longer distance or shopping for heavy items, in which case they would far rather travel by car
- Walking and cycling were the most popular options for going to work, school or college
- Buses are most likely to be used for leisure/ entertainment trips

How would you prefer to travel for the following journeys?

Base sizes in brackets

■ Walk
 ■ Car
 ■ Bike
 ■ Bus
 ■ Park and Ride
 ■ Rail
 ■ From home/ online /delivery



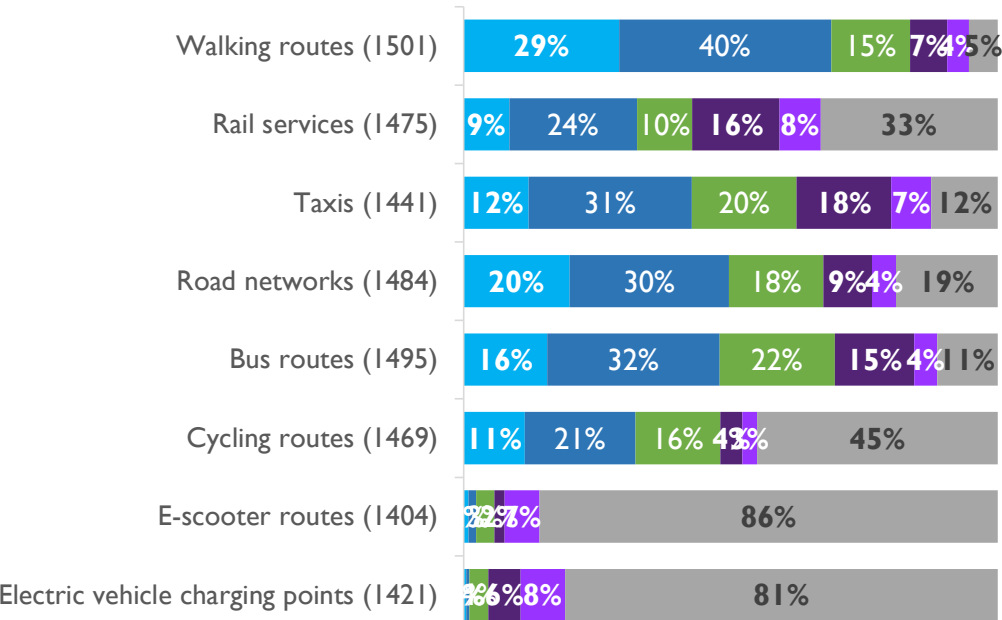
Our Big Conversation – Transport Strategy: Opinions of York Transport

- Residents are most likely to feel that walking routes meet their needs, followed by rail services
- Of those expressing an opinion, more than 1 in 3 felt that cycling routes did not meet their needs
- Residents are least likely to feel electric charging points meet their needs, though only 1 in 5 had an opinion

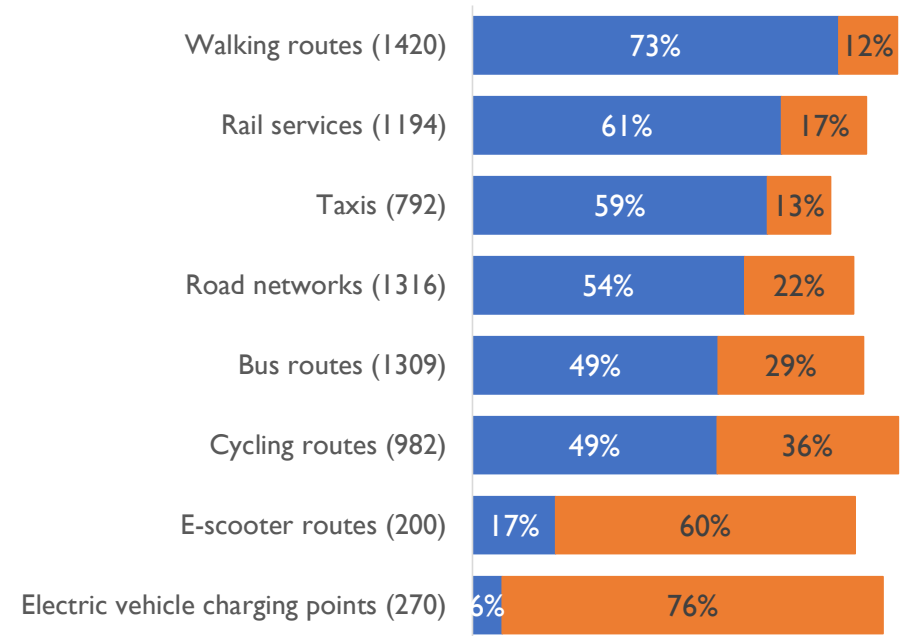
In general, how well do you feel the following transport systems in York meet your needs?

Base sizes in brackets

Very Quite Neutral Not very Not at all Don't know / N/A



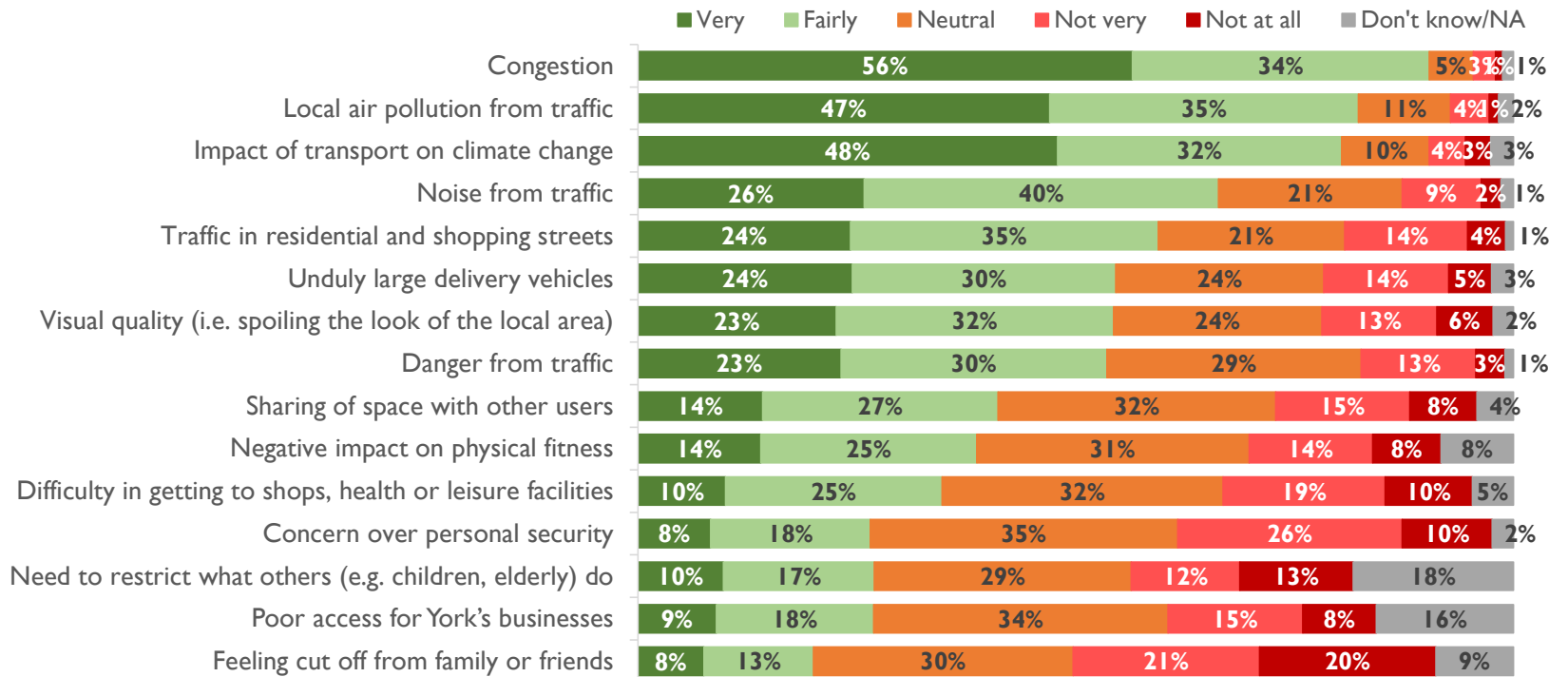
very/quite not very/not at all
N.B. Excludes "Don't know/NA" answers



Our Big Conversation – Transport Strategy: Perceptions of Transport Issues in York

- More than half of York residents consider congestion to be a very serious problem in York, while almost half consider local air pollution from traffic and the impact of transport on climate change to be very serious
- More than a third of residents did not consider feeling cut off from family and friends or concerns over personal security to be serious problems

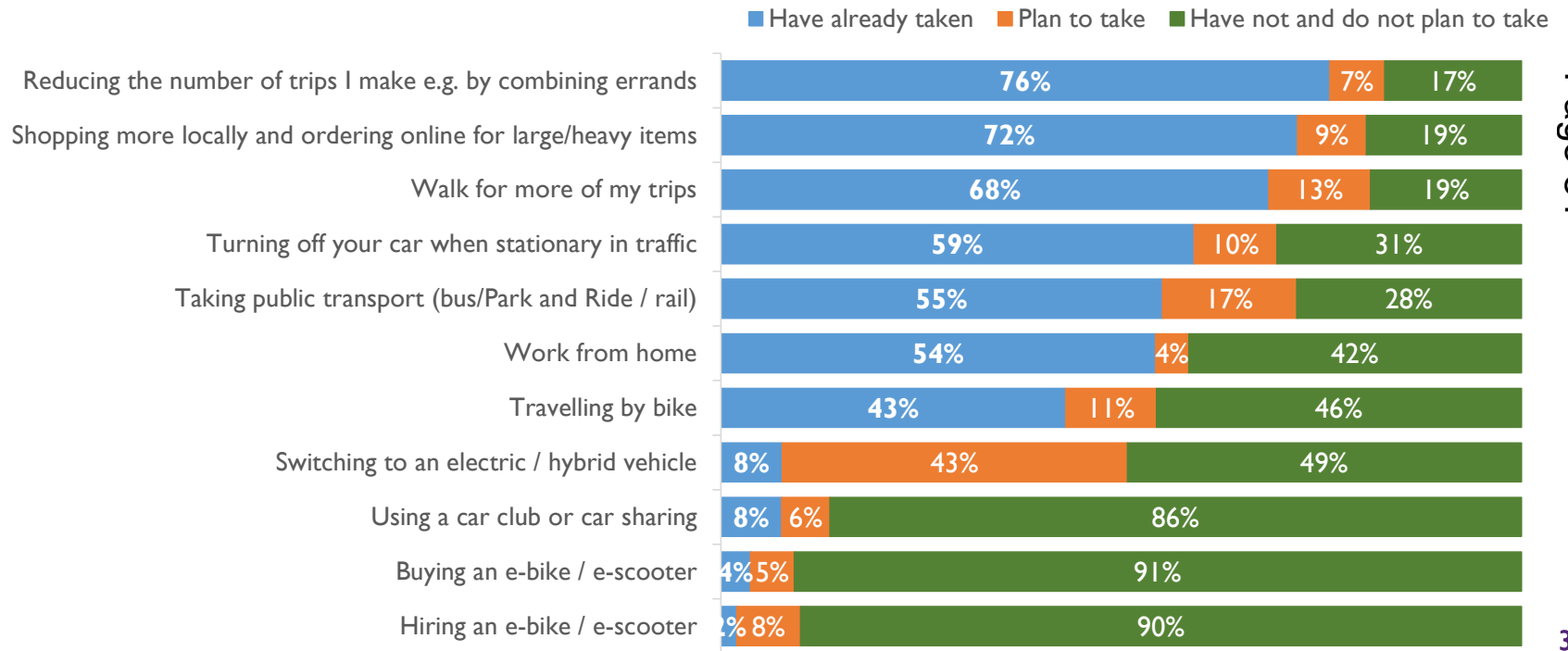
Please indicate how serious you think each of the problems listed below is in York
(1,114 responses)



Our Big Conversation – Transport Strategy: Reducing Congestion and Air Pollution

- More than 2 in 3 residents have already taken steps that will help ease congestion, i.e. reducing the number of trips they make, doing more of their shopping locally or online, and walking for more of their trips
- 43% plan to switch to an electric/hybrid vehicle but both current and potential take up of e-bikes/e-scooters is poor

Which, if any, of the following steps have you taken or plan to take that will help ease congestion and reduce air pollution in York?
(1,514 responses)



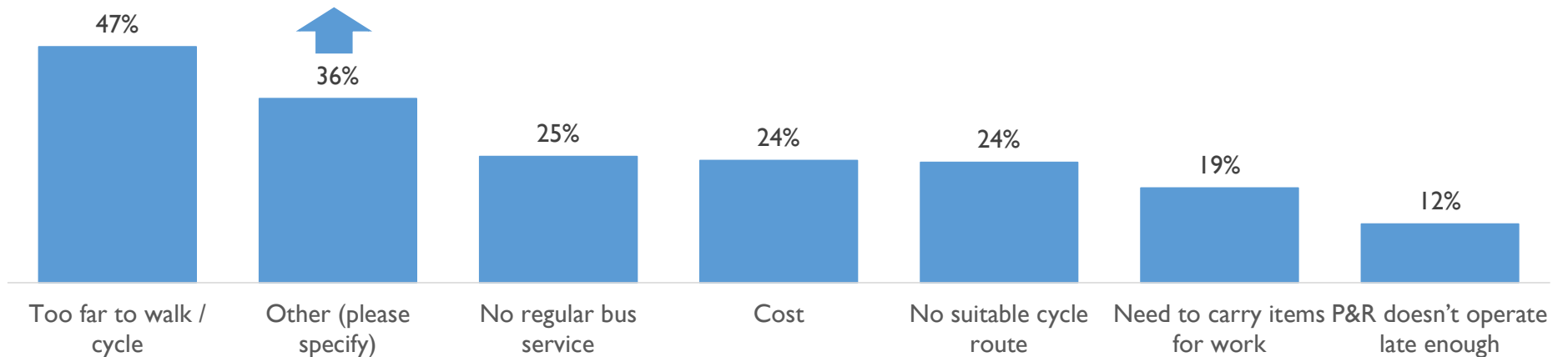
Our Big Conversation – Transport Strategy: Barriers to Sustainable Transport Use

- Needing to travel too far to walk or cycle is the main reason for not using sustainable transport more often
- Around 1 in 4 gave no regular bus service, cost and a lack of suitable cycle routes as barriers to using sustainable transport

What prevents you from using sustainable transport more often?
(1,292 responses)

Key “other” responses:

- Buses are not regular/ reliable/ direct enough
- Nothing prevents me/ I already only use sustainable transport
- Mobility issues
- Car is more convenient
- Fear of Covid infection on the bus
- Need to carry shopping/ heavy items

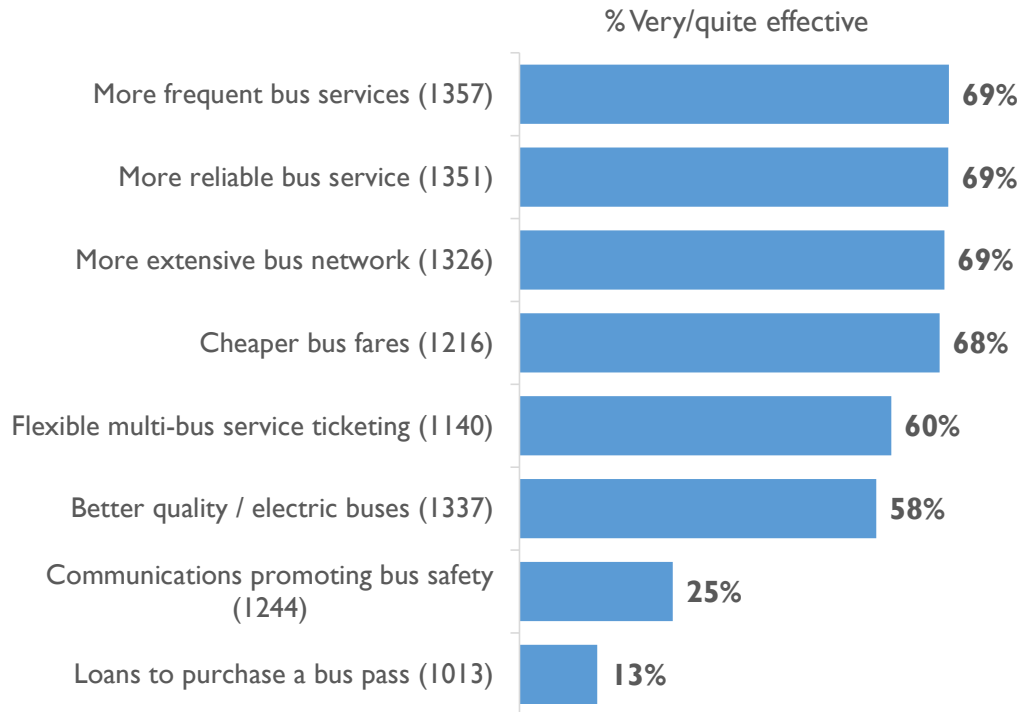


Our Big Conversation – Transport Strategy: Encouraging more Sustainable Travel

- More than 2 in 3 felt that a more frequent and reliable bus services, a more extensive bus network and cheaper bus fares would be effective in encouraging greater use of public transport
- The highest proportion of residents, just over half, considered more electric vehicle charging points to be the most effective measure in encouraging more sustainable driving behaviour

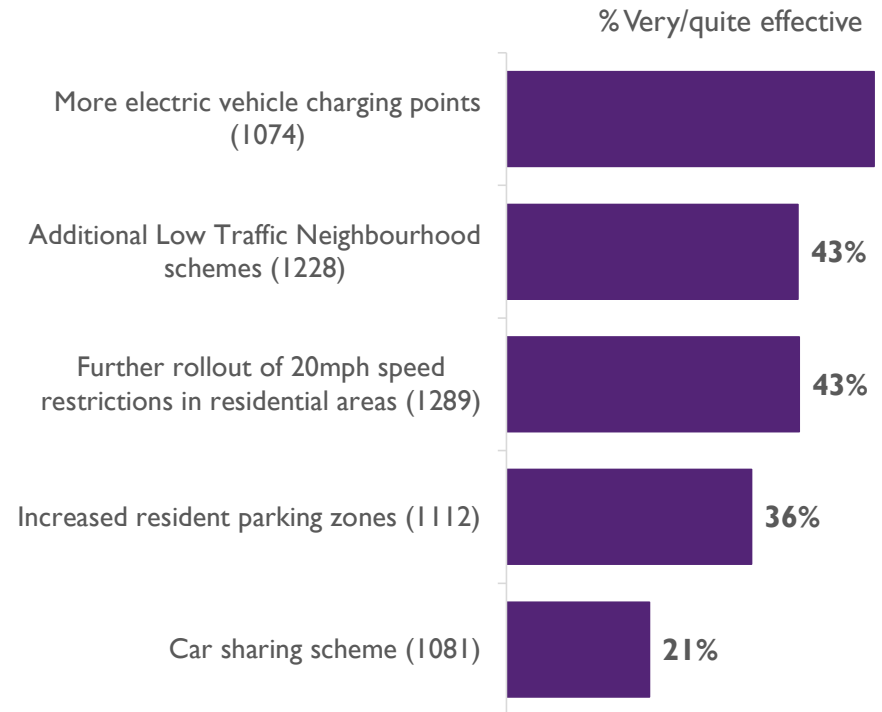
How effective would these measures be? Public Transport

Base sizes in brackets – excludes “Don’t know/NA” responses



How effective would these measures be? Traffic

Base sizes in brackets – excludes “Don’t know/NA” responses

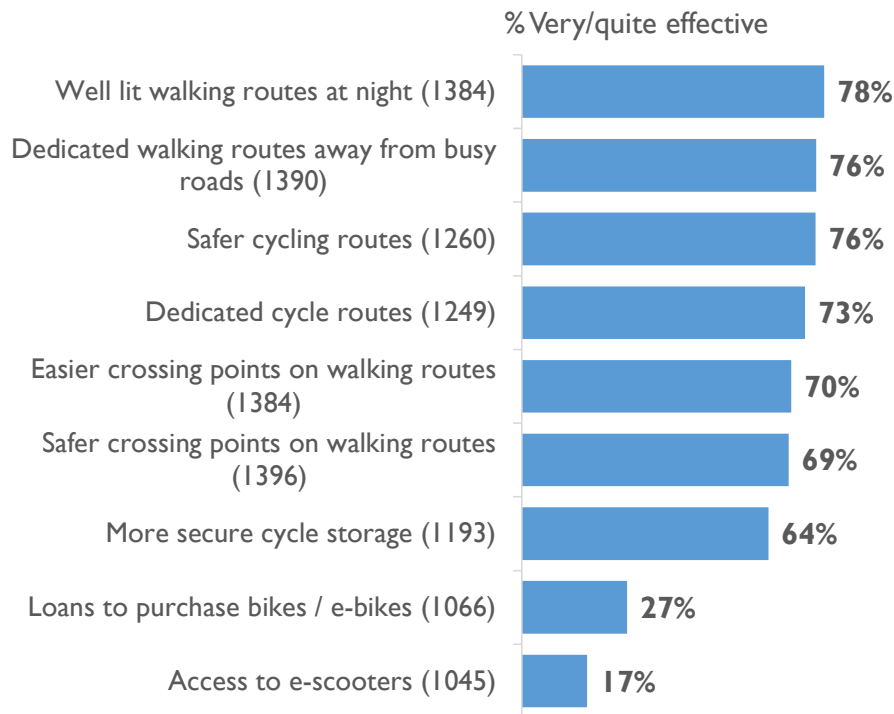


Our Big Conversation – Transport Strategy: Encouraging more Sustainable Travel

- Well lit, dedicated walking routes are considered the most effective means of encouraging more walking, chosen by more than 3 in 4 residents. A similar proportion consider safer and dedicated cycle routes would be an effective means of encouraging more cycling
- More flexibility from employers to work at home would be most likely to encourage residents to travel less, followed by a better range of shops and services near where they live

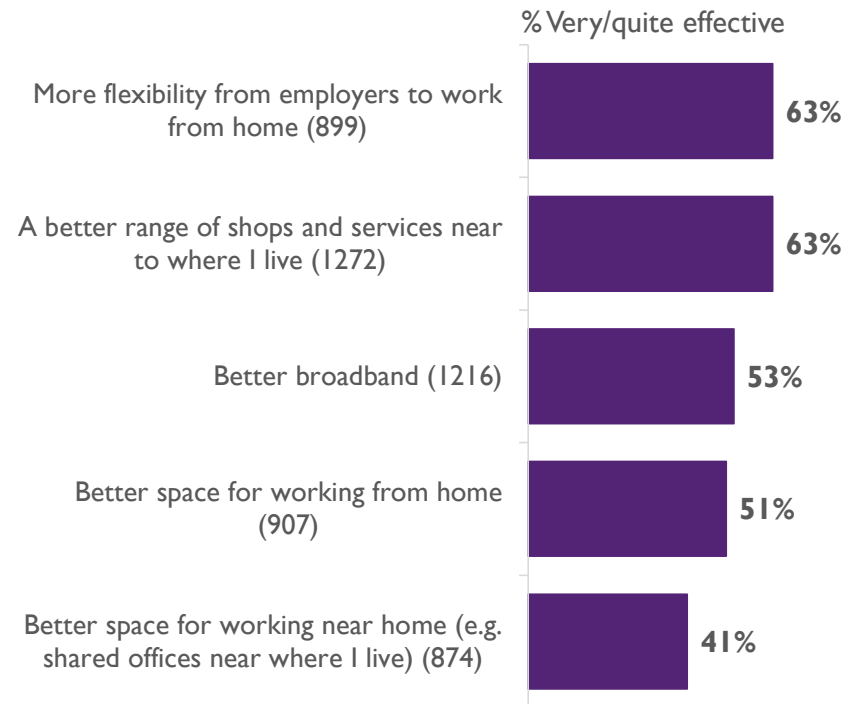
How effective would these measures be? Active Travel/Walking

Base sizes in brackets – excludes “Don’t know/NA” responses



How effective would these measures be? Travel Reduction

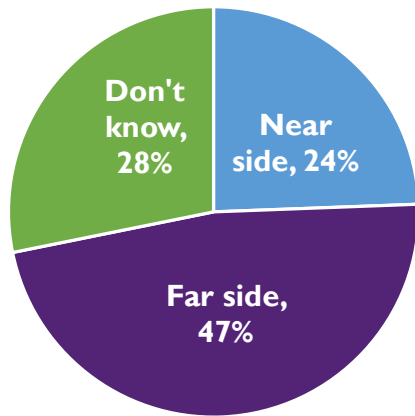
Base sizes in brackets – excludes “Don’t know/NA” responses



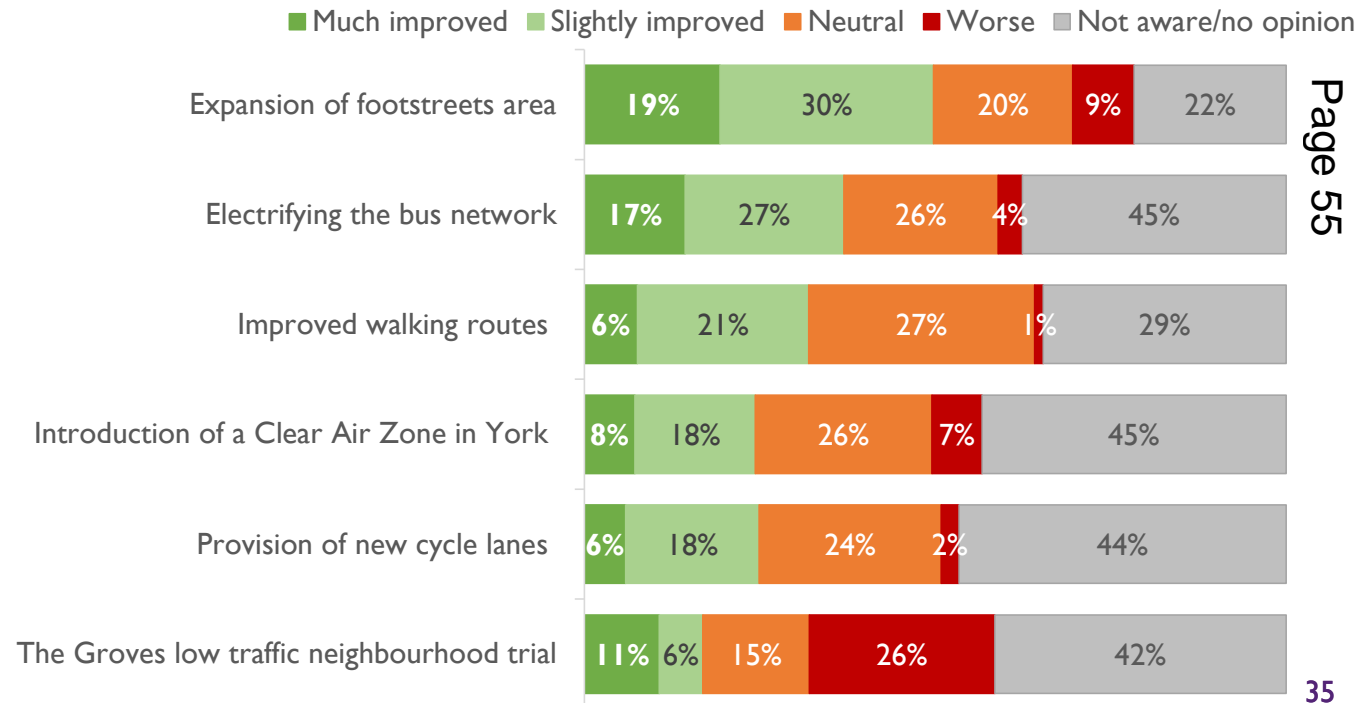
Our Big Conversation – Transport Strategy: Opinions of Transport Initiatives

- Almost half feel the crossing signs should be on the far side at pedestrian crossings
- Expansion of the footstreets area and electrifying the bus network were most likely to have improved residents' experience of the city centre in the past year
- The Groves low traffic neighbourhood trial was most likely to have made it worse, 26%. Overall, 42% did not have an opinion or were unaware of the scheme.

For pedestrian crossings, where do you think the crossing signs (green/red person) should be? (1,473 responses)



If you have been to the city centre in the past year, to what extent have the following initiatives improved your experience? (1058 responses)



Appendix I: Demographic Profile of Respondents

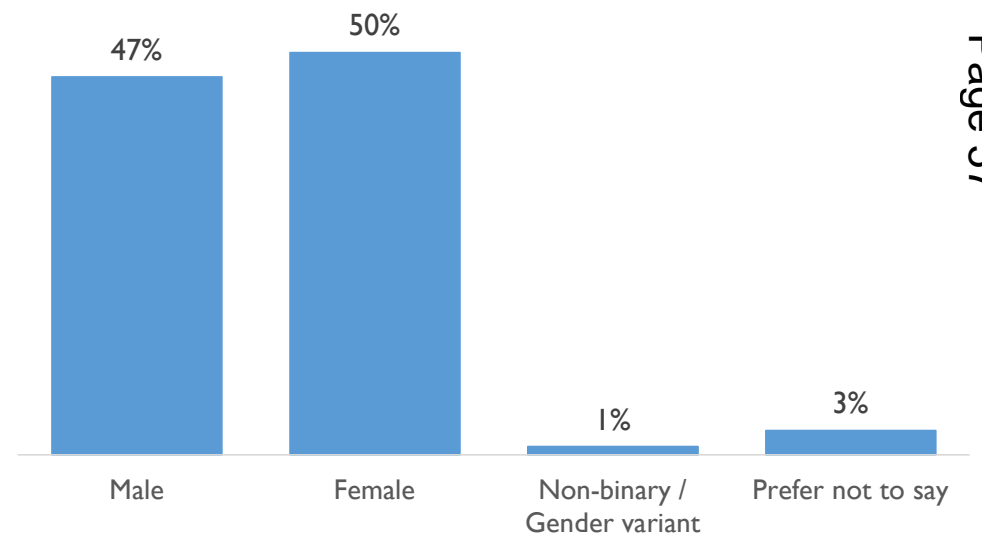
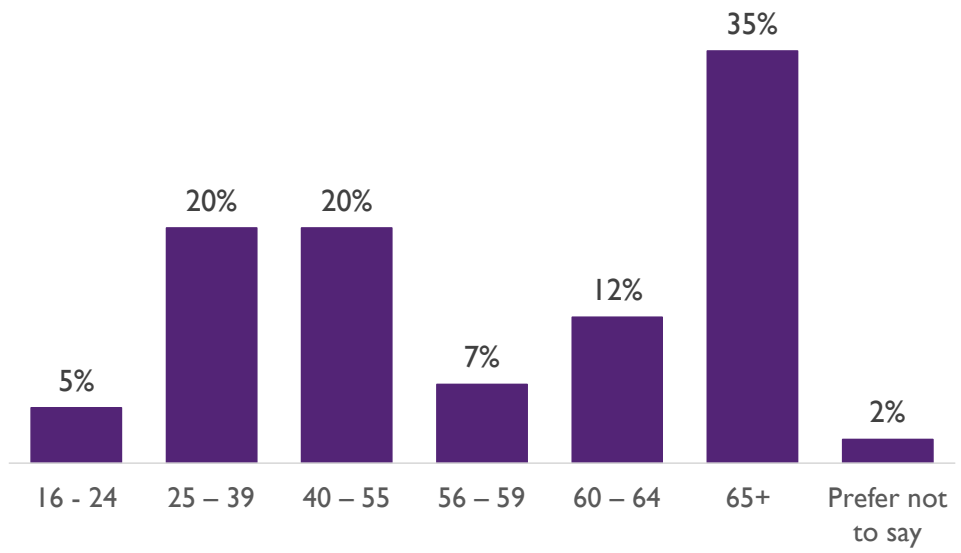


Our Big Conversation: Demographics Dashboard

Total survey participants: 1,934

Age (1,221 responses)

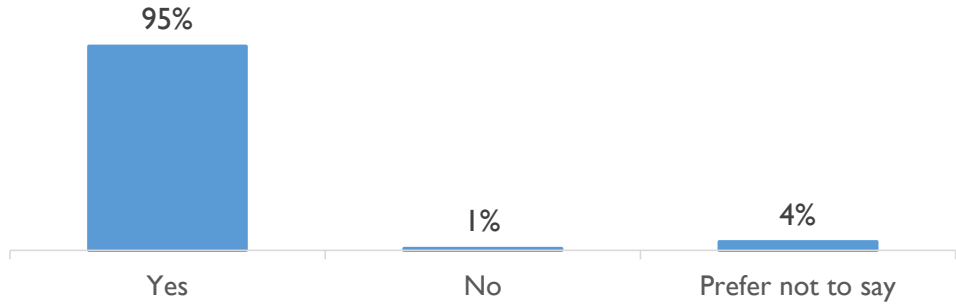
Gender (1,191)



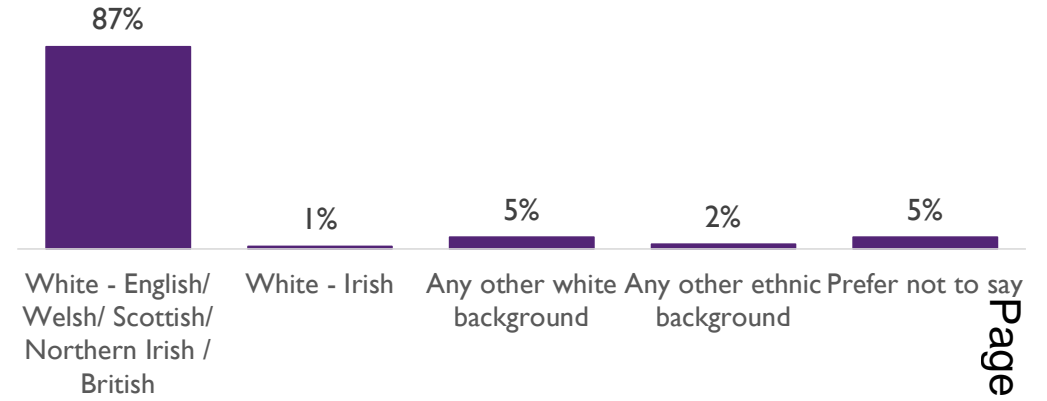
N.B. Totals may not add up to 100% due to rounding

Our Big Conversation: Demographics Dashboard

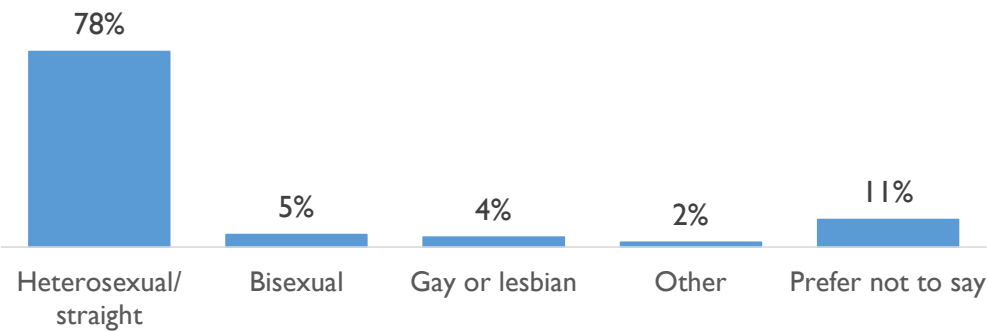
Gender same as sex registered at birth (1,164 responses)



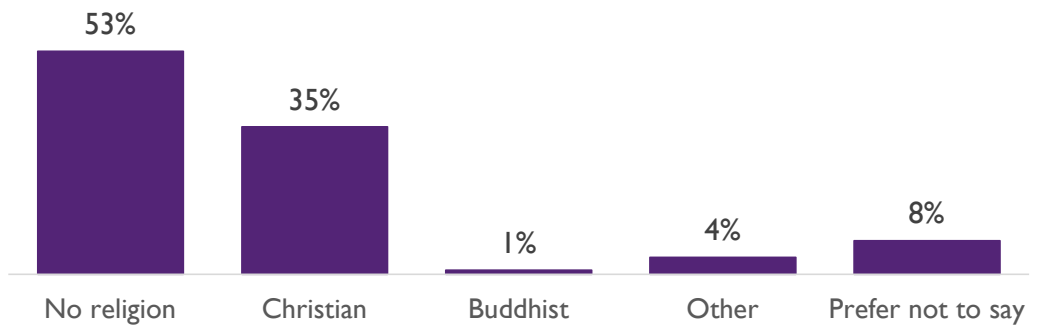
Ethnic group (838 responses)



Sexual orientation (830 responses)



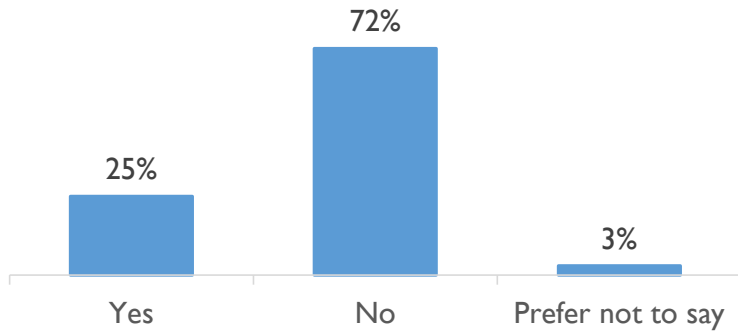
Religion or belief (824 responses)



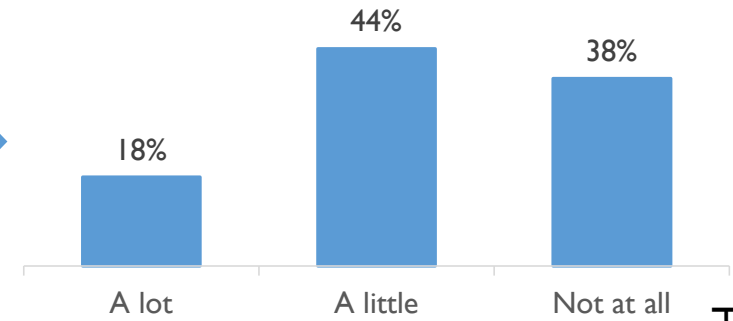
N.B. Totals may not add up to 100% due to rounding

Our Big Conversation: Demographics Dashboard

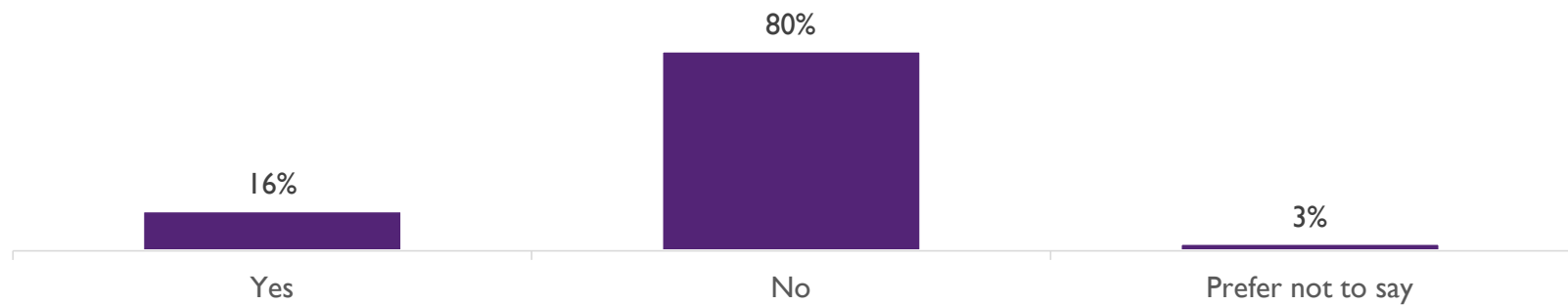
Physical or mental health condition or illness lasting or expected to last 12 months or more
(1,217 responses)



If yes, impact of condition
on day-to-day activities
(298 responses)



Do you look after, or give any help or support to, anyone (excluding paid employment)?
(83 responses)



N.B. Totals may not add up to 100% due to rounding

Appendix 2: Key Differences by Demographic



Our Big Conversation – Key differences by gender

| Females are significantly more likely than males to: | Males are significantly more likely than females to: |
|--|--|
| Climate Change | Climate Change |
| <ul style="list-style-type: none"> • Agree with the ambition for York to become a zero carbon city by 2030, 86% • Agree City of York Council should employ carbon offsetting, 60% • Have already made changes to their purchasing habits to reduce their carbon footprint, 74% | <ul style="list-style-type: none"> • Disagree City of York Council should employ carbon offsetting, 26% • Feel that “delivered at best value” is an important objective for the Climate Change Strategy, 37% • Have no plans to change their purchasing habits to reduce their carbon footprint, 18% |
| Economic situation and skills | Economic situation and skills |
| <ul style="list-style-type: none"> • Say “I could handle a major unexpected expense” does not describe them well, 22% • Say a guaranteed job or employment opportunity is very/quite important when choosing a training course, 68%, while flexibility - being able to fit the course around other commitments - is very important, 53% | <ul style="list-style-type: none"> • Say “I could handle a major unexpected expense” describes them well, 77% • Expect to work from home the same amount as before the pandemic, 21% • Have not undertaken any form of work related training for more than 5 years, 33% |
| Transport | Transport |
| <ul style="list-style-type: none"> • Say they have not cycled in the last year, 50% • Prefer to walk when shopping for small items, 58%, or going to work, 34% • Say the road networks meet their needs very/quite well, 53% • Have helped ease congestion by reducing the number of trips they take, 82%, but have not and do not plan to hire an e-bike/e-scooter, 92%, or cycle, 50% • Say well lit walking routes at night, 80%, more frequent bus services, 70%, a more extensive bus network, 69%, cheaper bus fares, 60%, and flexible multi-bus service ticketing, 53% would effectively encourage sustainable travel | <ul style="list-style-type: none"> • Expect to use their car less over the next five years, 41% • Have cycled daily/several times a week in the last year, 41% • Prefer to use a bike, 24%, or car, 16% when shopping for small items • Say that electric vehicle charging points do not meet their needs, 18% • Have helped ease congestion by turning off their car when stationary in traffic, 64%, travelling by bike, 52%, or switching to an electric/ hybrid vehicle, 11%. However, 21% have no plans to reduce the number of trips they take • Feel the Groves low traffic neighbourhood trial has improved their experience of the city centre, 22% |
| Demographics | Demographics |
| <ul style="list-style-type: none"> • Be working part-time, 17%, and have a physical or mental health condition or illness lasting or expected to last 12 months or more, 28% | <ul style="list-style-type: none"> • Be aged 65+(40%) and retired (43%) |

N.B. All percentages include “don’t know” responses

Our Big Conversation – Key differences by age

Under 40s are more likely than older age ranges to:

Climate Change

- Agree strongly that City of York Council should employ carbon offsetting, 35%
- Have not yet but plan in future to make improvements to their home, 44%, and reduce their amount of waste, 18%, to reduce their carbon footprint
- Say cost (68%), lack of infrastructure (39%) and lack of time (18%) are barriers to taking action to reduce their carbon footprint
- Be extremely/very concerned about flooding (76%) and loss of biodiversity, 73%

Economic situation and skills

- Say “I am worse off financially than I was 12 months ago” (46%) and “I could handle a major unexpected expense” (29%) describe them not very/not at all well
- Feel optimistic about the career prospects of their family, 49%
- Work part-time because appropriate full-time work was not available, 25%
- Be interested in starting their own business, 26%
- Say flexibility - being able to fit the course around other commitments (87%), professional accreditation (78%), a guaranteed job or employment opportunity (76%) and no financial cost to self (73%) are very/quite important when choosing a training course

Transport

- Cycle, 58%, walk, 41%, or take the bus, 38%, to their usual place of work/study
- Travel in a petrol/diesel/hybrid car (as a passenger), 76% or walk, 66%, to entertainment
- Walk to parks and open spaces, 95%, compared to over 60s
- Make less than a fifth of their journeys by car, 39%. However, they are also more likely to expect to drive more in the next five years, 25%
- Prefer to walk when shopping for small items, 62%, or visiting friends/relatives locally, 49%
- Say walking routes meet their needs, 77%
- Plan to help ease congestion by hiring an e-bike/e-scooter, 14%
- Say cost (37%) and no regular bus service (34%) are barriers to taking sustainable transport

Demographics

- Be working full-time, 71%, unemployed, 6%, or a student (and not working), 6%

Our Big Conversation – Key differences by age

| Respondents aged 40-59 are more likely to: | Respondents aged 60+ are more likely to: |
|--|--|
| Climate Change | Climate Change |
| <ul style="list-style-type: none"> No significant differences compared to older or younger age groups | <ul style="list-style-type: none"> Feel that “delivered at best value” is an important objective for the Climate Change Strategy, 36% Have already made improvements to their home, 65%, to reduce their carbon footprint Cite not knowing how / lack of information, 25%, as a barrier to taking action to reduce their carbon footprint |
| Economic situation and skills | Economic situation and skills |
| <ul style="list-style-type: none"> Be shopping online more than before the pandemic, 72% Disagree they feel optimistic about the career prospects of their family, 25% Work part-time to improve work/life balance, 51%, or to make time for caring responsibilities, 38% | <ul style="list-style-type: none"> Not have access to the internet at home, but can access it elsewhere, 4% Say “I could handle a major unexpected expense” describes them well, 82% but have a neutral response to the statement “I am worse off financially than I was 12 months ago”, 47% |
| Transport | Transport |
| <ul style="list-style-type: none"> Cycle to parks and open spaces, 81% Not used a bus in the last year, 46% Say they would prefer to travel by bike to work, 35%, to visit friends/family locally, 31%, when shopping for small items, 26%, or for leisure or entertainment trips, 22% Say cycling routes meet their needs, 42% Help ease congestion by turning off their car when stationary in traffic, 66%, or travelling by bike, 54% | <ul style="list-style-type: none"> Cycle, 75%, take the bus, 58%, a taxi, 37%, or the train, 22%, to services Say they would prefer to travel by car to visit friends/relatives locally, 34%, and by bus for leisure or entertainment trips, 24% Say bus routes meet their needs, 55% Have helped ease congestion by taking public transport, 65%, or switching to an electric/ hybrid vehicle, 11%, but 24% have no plans to walk for more of their trips |
| Demographics | Demographics |
| <ul style="list-style-type: none"> Be working part-time, 17%, or be a business owner / self-employed, 13% | <ul style="list-style-type: none"> Be retired, 79% |

N.B. All percentages include “don’t know” responses

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Draft Local Transport Strategy

York: A Smart Travel City

February 2023

Foreword

In polling of York's residents in 2021^[1], 81% of people said they agreed with the ambition for York to become carbon neutral by 2030. 74% of people said that building an efficient and affordable transport system should be the most important part of York's Climate Change Strategy.

This document begins the major piece of work to respond to those challenges. It seeks to build on a legacy of sustainable transport initiatives in York to tackle the challenges of today. In the decade since York's current transport plan (LTP3) was adopted, the impact of climate change has become ever clearer, with an accelerating urgency to make unprecedented cuts to daily carbon emissions.

York's 2022 Climate Change Strategy requires a 71% reduction in emissions from transport. Government transport policy and the duties it places on local authorities are also rapidly moving to require significant progress on carbon reduction, with much future funding likely to be dependent on evidence of effectiveness of measures in achieving major carbon reductions from transport. A step change in the way we live and get about is needed to respond to the long term challenge, but this relies on the active participation of residents, who already seem keen to play their part, as shown in surveys and consultations undertaken recently.

We need to decide how best to make those changes in York, in a way that is achievable, takes residents and communities with us, provides the greatest social, economic and health benefits through the process and passes a transport system on to future generations which is fit for purpose in the long term.

Electrifying road transport is part of the solution – and the council has already made progress on this via electric buses and EV charging hubs. However, total car use also needs to fall by making alternatives more attractive. Further detailed modelling for York is underway – however, many authorities in the UK have concluded that car use will need to fall by around 20% - and in some cases more – to achieve carbon net zero, even alongside widespread electrification of the vehicle fleet. While travel patterns have changed since the covid lockdowns, current trends show a return to car travel which will have to be reversed through a major shift towards increasing active travel and use of public transport. This needs to be delivered through the agreed Strategy. To reduce car use by 20% it is likely that walking and cycling rates will have to double and bus use will have to increase by 50%.

This draft strategy sets out a range of potential interventions, which we think could be the first steps to be taken to achieve the changes required to deliver York's carbon reduction plan, whilst also supporting economic prosperity, improving health and wellbeing and enabling access for all. It seeks to build a transport system in

^[1] Our Big Conversation, Summer 2021, Annex B of this document

which improved public transport, walking and cycling provision will make alternatives to the car the obvious choice for most people, most of the time. In turn, this will reduce car use and reduce congestion in York, so that those who need to use a motor vehicle can do so in conditions which are uncongested.

Politicians of all parties agree that action has to be taken to improve York's transport system. There is generally agreement on the objectives and policy strands in the draft strategy– with some differences of opinion on the specific policy interventions, for example on the longer term impact of increasing roadspace as a means of tackling congestion and carbon emissions. Whilst there is generally agreement on the positive improvements to York's transport systems that we need, more debate as to exactly how we make those happen will clearly take place throughout the consultation on this draft Strategy.

This document is not a finished Strategy – it presents a range of policy options and begins a major consultation that will enable us to produce a strategy to reach the targets set in York's draft Local Plan and approved Climate Change, Economic Development and Health and Wellbeing strategies. It is crucial that the strategy and interventions are able to deliver multiple benefits in the longer term, reducing congestion, supporting the economy and improving health.

These ideas and the wider context of York's transport are laid out in this document to enable residents, businesses, organisations and partners to contribute to the delivery of the strategy and eventual decisions. Please read the document and get involved in the conversation by giving us your feedback through the engagement and consultation which will take place throughout the year.

Council Leader Councillor Keith Aspden

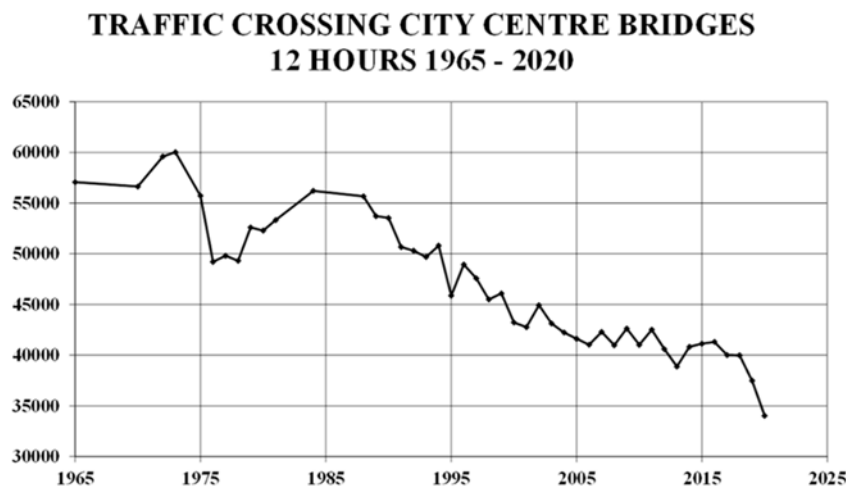
Executive Member for Transport Councillor Andy D'Agorne

Executive Summary

York may have a long history but it is currently experiencing a period of great change. At a time of extra-ordinary technological and social change the city must decide how it will address the challenge of climate change and accommodate the growth set out in its Local Plan.

This document proposes a transport strategy for York. It is rooted in the city's new climate change, economic development and health and wellbeing strategies, and its Local Plan. The strategy also looks to address the many challenges with York's existing transport system, as identified by residents in the city's 2021 consultation – "Our Big Conversation".

Traffic patterns in York are complex. In some locations, traffic levels have been falling for many years, but in others they rise. Over the last 20 years the number of bus passengers, and pedestrians and cyclists, has been rising steadily, despite some reductions during the covid pandemic. In some locations, however, traffic congestion worsens year on year. Indications from the data collected in Our Big Conversation suggests that York residents see themselves as driving less in future, and that many would like to walk, cycle and use public transport more than they do now.



City of York Council is already progressing a series of projects to provide new transport infrastructure in the city. These projects include schemes to deliver the York Central development, rebuild the area around the rail station and dual the York A1237 outer ring road between Shipton Road and the A64 at Hopgrove. The city has also won £40m to improve its bus service and electrify many of York's bus fleet. It is delivering a new rail station for Haxby and a £6m programme of improvements for pedestrians and cyclists.

The proposed transport strategy, however, looks to achieve a reduction of 71% in York's transport CO₂ which York's adopted Climate Change Strategy requires. A change of this magnitude cannot simply be achieved by replacing conventionally powered cars and vans with their electrical equivalents. There must also be widespread change in how we travel, with an increasing proportion of trips in York being undertaken on foot or bike, or by public transport. Only 19% of residents say they do not plan to change their travel habits to reduce their carbon footprint.

In doing this, the proposed strategy is clear that it will take place over a 10 year period and much will change in that time. In a period of rapid growth, we have the opportunity to establish sustainable and active travel habits from the outset as new families and individuals arrive in the area. Much of the environmental and quality of life benefits, such as reduced travel during covid lockdown and work from home, can be made available within new settlements from the outset. Where such travel habit changes can be established the negative consequences of commuting patterns can be significantly reduced.

Future Policies

The proposed strategy has eight objectives and seven policy strands, as per the table below. The table represents a high-level initial assessment made by officers as to how each theme supports each objective. More detail is provided in Section 5 of this document. Further work on establishing the direct impact on, for example, accessibility, will take place during the consultation by involving appropriate organisations and groups.

| Objective: Policy strand | Inclusive, accessible city | Climate Change | Economic Develop- ment | Health and Wellbeing | Our Big Convers- ation | Local Plan growth | Looking after our assets | Central Gov'mnt policy |
|-------------------------------|----------------------------------|-------------------|------------------------------|----------------------------|------------------------------|-------------------------|--------------------------------|------------------------------|
| Reduce car use | 0 | ++ | + | ++ | ++ | ++ | ++ | ++ |
| Improving alternatives to car | ++ | ++ | ++ | ++ | ++ | ++ | ++ | ++ |
| Provide Strategic links | 0 | ++ | ++ | 0 | + | ++ | - | ++ |
| Behaviour change | ++ | ++ | ++ | ++ | ++ | ++ | ++ | ++ |
| Tackle emissions | + | + | + | ++ | + | ++ | 0 | + |
| Improve streets | ++ | ++ | ++ | ++ | + | ++ | ++ | ++ |
| New technology | + | ++ | + | 0 | 0 | ++ | + | ++ |

(++=strong support; +=supports; 0=neutral effect; -=tension; --=strong tension)

What happens next?

This document presents a draft strategy. Further work will follow to refine the individual elements of the strategy following feedback from York residents, employers, service providers and other consultees. Following the consultation, further work will take place during 2023 to finalise York's Transport Strategy based on the feedback received. This will underpin the York Delivery Plan which will become part of the new statutory draft LTP4 for the new Combined Authority for York and North Yorkshire (if approved) to be submitted to the Government by April 2024

Contents

1. Introduction
2. Transport in York
3. Progress since York's last Local Transport Plan
4. Change in York
5. York's new Transport Strategy

Appendix A: Detailed policy tables

Appendix B: Our Big Consultation Summer 2021 results

York's Transport Challenges

People responding to Our Big Conversation in Summer 2021 saw the following principal problems with transport in York:

- 90% see congestion as a problem
- 82% say air pollution from traffic is problem
- 80% say transport in York has a negative impact on climate change
- 76% want safer cycling routes
- 69% want a more frequent/ reliable/ more extensive/ cheaper bus service
- 64% want more secure cycle parking
- 54% want more charging points for electric vehicles

1. Introduction

York has prepared a draft Local Plan and adopted new Climate Change, Economic Development and Health and Wellbeing strategies. These are parts of a wider “Ten Year Plan” for York, the vision for which is that “York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success.”

How transport in York is organised and delivered will help the city achieve its strategic objectives. In particular, the Climate Change Strategy’s target to reduce carbon emissions from local transport in York by 71%, at a time when the city’s population is anticipated to increase by 15%, requires York’s transport strategy to be re-assessed. This is timely as local transport authorities need to prepare a new Local Transport Plan, for submission to central government, by Spring 2024. Accordingly, this document sets out a proposed “Local Transport Strategy” for York for consultation.

As well as being a delivery mechanism for York’s Economic Development, Climate Change and Health and Wellbeing strategies, it is vitally important that York’s new transport strategy addresses the shortcomings with transport in the city. To do this the strategy presented here for consultation builds upon the views expressed in the “Our Big Conversation” consultation in Summer 2021. It also takes the extensive data collected about transport in York – the trends over time and forecasts for the future – and looks to combine them and plot a way forward for transport in the city.

Taking this information into account, a new Vision for transport in York has been agreed by a cross party group of councillors, with assistance of CYC’s transport officers. This sits behind the new Local Transport Strategy.

York’s transport vision:

York will have a transport plan which enables and promotes modal shift to sustainable transport. It supports the Climate Change, Public Health and Economic Development strategies, and mitigates the transport consequences of the growth of the city. It will support the equality, health and wellbeing of York’s current and future residents, businesses and visitors and enables inclusive economic development whilst respecting the city’s heritage. Through the plan, York will seek to minimise any negative environmental impacts of transport. A key part of the strategy will be supporting measures which reduce the need to travel, as well as those promoting modal shift.

The Vision seeks to encapsulate the clear aspiration to reduce congestion, pollution and traffic levels and make active travel and new modes of travel more attractive. This document begins the discussion towards identifying a way to achieve this.

Over 2023 there will be further consultation and engagement on York’s new transport strategy. This will include general citywide consultation, events in specific parts of the city and with users of the transport network, including those who have special requirements of the network – such as businesses or people with impaired mobility.

Transport and Devolution

If agreed in February by City of York Council and North Yorkshire County Council, in the Autumn of 2023, York will become part of the newly established Combined Authority for York and North Yorkshire. Under this arrangement, a Combined Authority will be created, with a Mayor for the region elected in May 2024. The Mayor will become responsible for the control of a Key Route Network (of the principal roads in York and North Yorkshire), and setting a new Strategic Transport Plan to cover the existing areas of York and North Yorkshire Councils. The individual local authorities will outline their own transport priorities, which will be expressed in Local Delivery Plans, covering each unitary authority area.

York's current Local Transport Plan, written in 2011, covers the period to 2031. North Yorkshire County Council's most recent LTP was adopted in 2016 and covers the period to 2045. The Strategic Transport Plan, set by the Mayoral Combined Authority, will replace both documents, with each authority Local Delivery Plan linking to the new Strategic Transport Plan. The Delivery Plans are likely to have a 5 year duration.

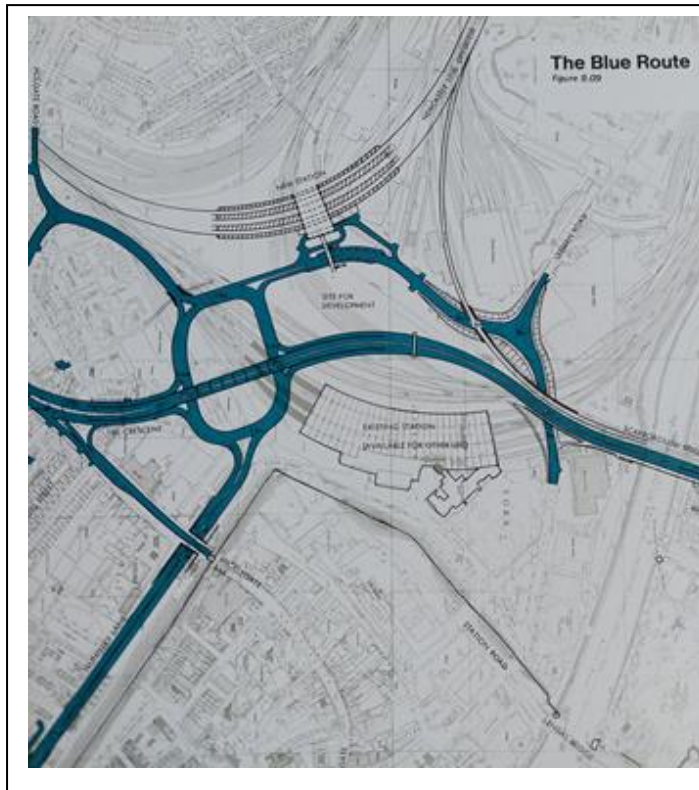
2. Transport in York

Founded by the Romans in AD71, York has a transport network which in places still shows signs of its Roman origins. In the city centre a medieval street layout dominates, with many building plot boundaries still in the places set by the Vikings.

York's Climate Change Strategy requires a 71% reduction in carbon emissions from the transport sector by 2030.

However, outside of the footstreets area, York's transport network is principally a creation of the Victorians. They decided to retain the City's walls, put the railways and railway station where they currently are, build the three road bridges in the city centre and clear dense Medieval alleyways to create Duncombe Place, Deangate, Parliament Street and Piccadilly. The Victorians also gave the character to the major roads in and out of York, with tree planting, areas of cobbles and varying widths and constrained narrow sections as their chief characteristics. Not all the changes made by the Victorian's survived. York's narrow gauge tram network started operation as a horse drawn system in 1880, upgrading to electric trams in 1910, but was removed in 1935.

Unlike, however, many towns and cities, York did not embark upon large scale urban road construction in the mid-20th century – although it was considered and ultimately rejected.



In 1972 a Public Enquiry was held over York City Council's proposals to build an Inner Ring Road. The plan was ultimately rejected, after intervention by the Secretary of State. However, at the time of its rejection, funding had been made available for its construction and its rejection was seen as a major political upset.

Had it been implemented the new road would have fundamentally changed the character of York – the route diagram to the left advocated moving the rail station to a new position and a dual carriageway in front of Micklegate Bar. The plan's rejection is a crucial inflexion point for transport in York. Had the new road been built there would undoubtedly have been more car traffic in the city centre, fewer bus users, pedestrians and cyclists, higher noise pollution and significantly poorer air quality.

The abandonment¹ of the Inner Ring Road scheme in the mid-1970s led to a new approach to transport in York². An emphasis on encouraging walking, cycling and public transport use led to the building, over the last 45 years, of one of the most substantial sets of sustainable transport assets in the UK, and some of the highest levels of walking, cycling and bus use for cities of comparable size to York. York now has 6 park and ride sites, extensive walk and cycle networks and lies at the centre of the UK's rail network, with York Station the third busiest rail station in the Yorkshire region, after Leeds and only just behind Sheffield.

The abandoned Inner Ring Road scheme also left the city centre with vestigial parts of incomplete 20th century schemes which are hostile to cyclists and pedestrians. Perhaps the most obvious of these are the short stretch of dual carriageway on Tower Street/ Fishergate and the gyratories at Fishergate, Foss Bank and Lendal Arch.

On the edges of York can be found late 20th century office/ retail developments, particularly at Clifton Moor, Monks Cross and Fulford Designer Outlet. These developments, designed in the late-20th Century around an assumption of car use, present difficult places to travel around on foot and by bike, and in some cases, especially Clifton Moor, they are difficult and time consuming to reach by bus. The city centre attracts and generates many trips in York, but there are a number of other significant attractors outside the city centre – for example, the Hospital, universities, suburban centres like Acomb and large villages like Copmanthorpe, Poppleton, Haxby and Dunnington.

¹ See Conservation and Traffic, Lichfield and Proudlove, Sessions Book Trust 1976.

² See Greater York Travel Study, Jamieson Mackay and Partners for York City Council, 1978, York Transport Study, MVA for York City Council 1990.

Further out, York is ringed by smaller villages in rural settings. They are attractive places to live and work – however, bus services to the villages are of variable quality. Many villages are bisected by main roads which can carry traffic travelling at excessive speeds. Cycle and walk links to built-up York are often absent and the high-speed, unlit rural roads which link the villages to York are intimidating for cyclists and pedestrians to use.

Our Big Conversation asked York residents how they travelled to work:

- 31% drive
- 28% walk
- 23% cycle
- 10% use the bus
- 10% go by rail
- 8% are car passengers
- 2% use park and ride
- 1% use taxi
- 1% use e-scooters or “other” means

(nb – percentages sum to more than 100% because some people use more than one mode to commute)

37% work in York city centre; 29% in York but not the city centre; 33% work outside of York

63% see themselves as working at home more often following the covid pandemic

Respondents under 40 are more likely to walk/ cycle/ use the bus. Respondents over 40 are more likely to use cars.

York has two outer orbital roads – the A64 southern bypass and A1237 northern outer ring road. The A64 features grade separated junctions around York and carries substantial volumes of through traffic. It was constructed in the mid-1970s and is managed by National Highways. The A1237 was constructed in the 1980s and is managed by City of York Council. It has a more local role than the A64 and is largely single carriageway with at-grade roundabout junctions. York's outer orbital roads have a key function of keeping traffic out of the built-up city centre (without them, vehicles travelling from, say, Leeds to Scarborough, would have to travel through York city centre, as they did before the orbital roads were constructed). Without the orbital roads, the centre of York would be more congested and bus services would be less reliable and walking and cycling less pleasant and more dangerous.

The pattern of development in the Local Plan places some development adjacent to the outer ring roads. The projected increase in traffic congestion from these new developments has strengthened the Council's case used to secure Government funding to dual the A19 - A64 section of the Northern ring road and get agreement from National Highways for a new junction on the A64 to serve Langwith. Whilst this will increase capacity with the aim of easing congestion, in order to avoid a commensurate increase in traffic levels over time (including induced traffic), alongside dualling, work will be needed (as indicated elsewhere in this draft strategy) to ensure that sustainable modes of travel are improved within the ring road and wherever possible short local trips to schools, shops/village centres etc are facilitated by active travel modes (bike, walk, e-scooter) in the vicinity of the ring road.

Transport Planning in York now

York's current transport plan is "LTP3", which was written in 2011 and is valid until 2031. The box below gives more detail of LTP3,

The Local Transport Plan has many functions. Although it sets out transport policies it is also the chief management document for the many transport assets within a local transport authority. In York this comprises (amongst other things):

- 1,200 km of public highway
- 104 bridges and subways, plus many other highways structures like retaining walls, street lights, traffic signals, signage and road drains
- A highway maintenance budget of £7.5m per year
- 125 km of off-road cycle and walk routes
- Access to 2 rail stations and development of a third
- 6 park and ride sites (including one shared with the Mc Arthur Glen Designer Outlet in Fulford)
- 1,200 bus stops and an annual local bus support budget of approximately £750,000 pa.

The Local Transport Plan also has a crucial role in bidding for funds. Whilst it is not itself a "bid" to central government, it is crucial in establishing the strategic case for making interventions in York, and it is very difficult to make a successful funding bid for an intervention if it is not part of the Local Transport Plan. This is as true for innovative bids (for example, for providing vehicle charging infrastructure) as it is for conventional transport spend – for example to reconstruct a major road whose condition has deteriorated. In York the Council has been relatively successful in attracting funding for interventions because LTP3 has provided a supportive policy environment to do this, but also because the LTP has been successful in relating the need to intervene in transport in York with

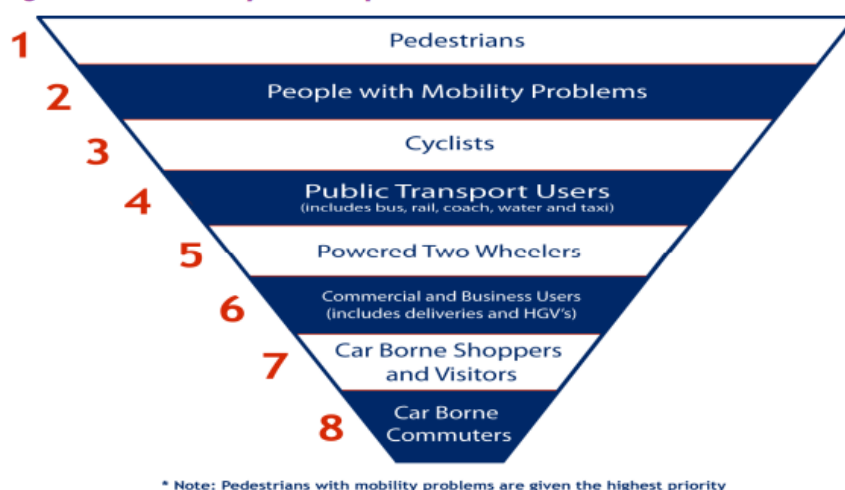
other government priorities – for example, funds unlocked by devolution have helped fund the large projects at the Rail Station, York Central and Outer Ring Road.

As the Local Transport Plan is developed, we should remember that, although it is a statement of policy, those policies need to be articulated as a response to central government priorities and local needs if they are to attract funding from central government to allow many of them to be enacted.

Local Transport Plan 3

York's third Local Transport Plan was adopted in April 2011 and covers the 20 year period to 2031. As of 2022 it remains valid.

LTP3 has governed transport provision in York through a crucial period in the city's development. The policies within it have informed the specific policies set out for transport in the Local Plan. LTP3 also set out the framework for delivering the big transport schemes undertaken since 2011, particularly the expansion of the park and ride network through the "new" Askham Bar site and the Poppleton Bar park and ride in 2014; development of York Central and the reconstruction of the front of York Rail Station; York Castle Gateway; a range of walk and cycle interventions, but particular the improvement to Scarborough Bridge and new cycle path between Haxby and Clifton Moor and Knapton and Rufforth; and the improvements to the A1237 Outer Ring Road. At the heart of LTP3 is a hierarchy of transport users, which places pedestrians at the top and car commuters at the bottom.



The vision in LTP3 is underpinned by 5 strategic themes, to:

- Provide quality alternatives (to car travel)
- Provide strategic links
- Implement and support behavioural change
- Tackle transport emissions
- Improve public streets and spaces

A review of LTP3 in 2021 by York Civic Trust found that large numbers of the schemes within LTP3 had either been delivered or were in the delivery phase with funding secured. Critically, the central tenets of LTP3, to develop alternatives to car travel, are expected to be aligned with the forthcoming DfT guidance for development of the new LTPs. The implications of this for the Local Transport Strategy are that LTP3 continues to be valid as a broad basis for further transport planning in York. However, given the delivery of many of the key schemes in LTP3 and the ever greater emphasis on carbon reduction imply the need for a heavy refresh of LTP3. A new programme of schemes will need to be delivered aligning local transport in York with the emerging Economic and Climate Change Strategies.

3. Progress since York's last Local Transport Plan

Transport in a city constantly changes. This has never been perhaps more than now as the vehicle fleet electrifies over the next 20 years, new modes such as e-scooters and e-bikes become available and people adopt new patterns of movement associated with online working, business, shopping, education and leisure. These trends have often been accelerated, and in some cases induced, by the covid pandemic.

At a national level people now make fewer trips and are reducing the amount they drive. Although this is partly a reflection of the population of the UK ageing, there are also increased propensities for people to work from home, shop and do personal business online and to learn to drive later in life. A recent (but pre-pandemic) study³ concluded that:

- Since the mid-1990s there had been a 20% reduction in commute trips per week;
- 18-30 year-old males travel 50% fewer miles than they did in 1995;
- In the 1990s 80% of people were driving by the age of 30, this is now by the age of 45;
- In the 1980s traffic grew by 50% whereas in the decade to 2016 it grew by 2%; and
- Overall, there are 16% fewer trips per person than in 1996.

Local trend data for York (see below) is similar to the national picture. During the Examination in Public of York's Local Plan it became clear that a substantial growth in York's population over the 20 years to 2019 had not been accompanied by a proportionate increase in traffic levels in the city, which had been largely static.⁴

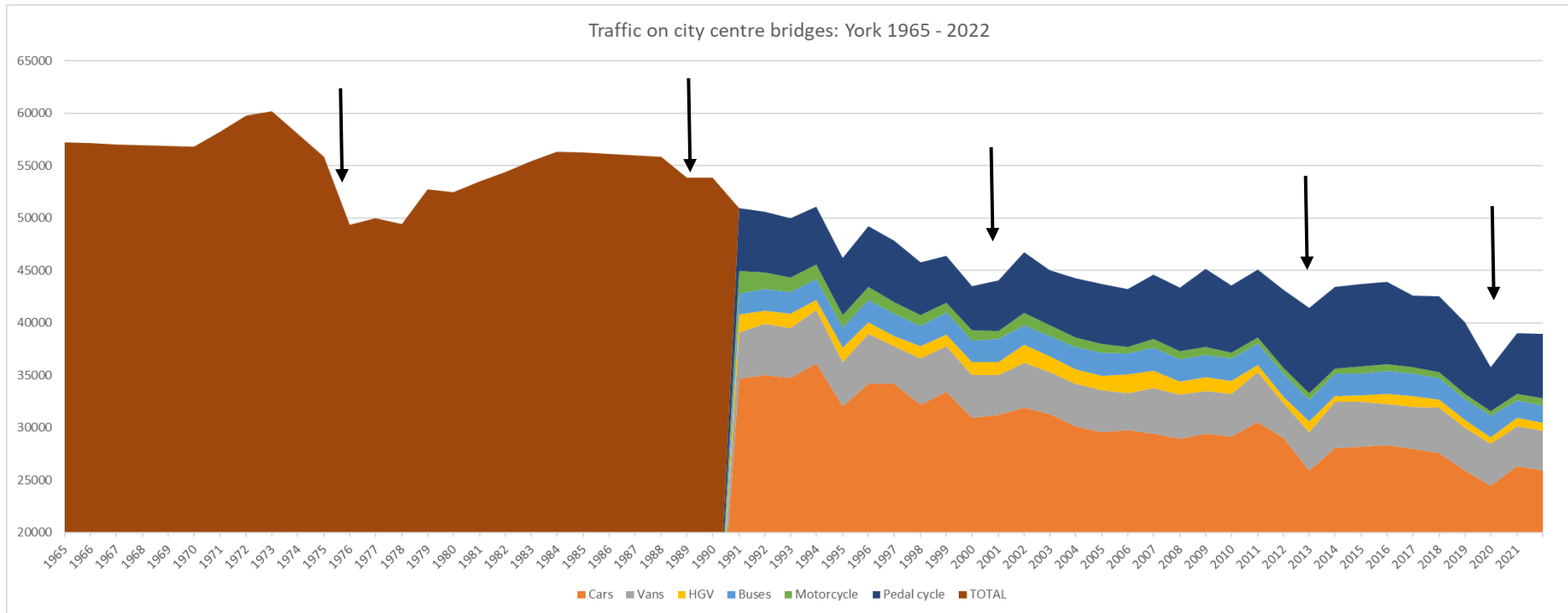
Local trends in York: falling car use in the city centre

Through analysis we can see that trends in traffic levels in York vary by location. Figure 3.1 shows small ongoing year on year increases in overall traffic volumes across York (albeit with some small declines from 2016 onwards). However, it can also be seen that there has been a one-third decline in the number of vehicles crossing the city centre bridges between 1965 and 2019, and figure 3.2 shows how the proportion of people crossing the river in central York in a car has fallen too, from 54% in 1991-3 to 48% in 2017-9. Over the same period the proportion in buses has increased from 32% to 37% and on bikes from 6% to 8%.

Figure 3.3 shows relatively little change on the main radial routes (e.g. Fulford Road, Malton Road and Tadcaster Road) whilst Figure 3.4 shows a growth in traffic on the A1237 and A64 outer orbital routes.

³ All Change, Commission for Travel Demand, 2018

⁴ See Local Plan Examination Library document EX/CYC/87



The figure above shows vehicles counted on York's city centre bridges between 1965 and 2022 in a 12-hour (7AM to 7PM) weekday period. Up to 1991 CYC only hold data on the total number of vehicles counted (and then only for some years); since 1991 an annual classified count has taken place. The bridges monitored are Scarborough (pedestrian/ cycle) bridge, Lendal, Ouse, Skeldergate and, from 2001, Millennium (pedestrian/ cycle) bridge. The total number of vehicles counted falls by 35% between the peak value (1973) and 2022. Between 1991 and 2022 the absolute number of cars/ vans/ HGVs and motorcycles combined falls by 27%, whilst the number of buses and pedal cycles falls by 13%. Pedestrians are not counted but volumes would probably be similar to all the other modes combined. Only one mode (pedal cycles) shows an increase in absolute numbers between 1991 and 2022. See figure 3.2 for an analysis of mode shares between 1991 and 2019.

Arrows show important dates: 1976 - A64 opens; 1987/8/9 – A1237 opens, Deangate closes as a through route, pedestrianisation of central York, first park and ride opens (Askham Bar); 2001 Millennium Bridge opens; 2013 Lendal Bridge bus gate trial; 2019 Scarborough Bridge improvement; 2020 Covid.

Figure 3.1: Overall change in traffic volumes in York

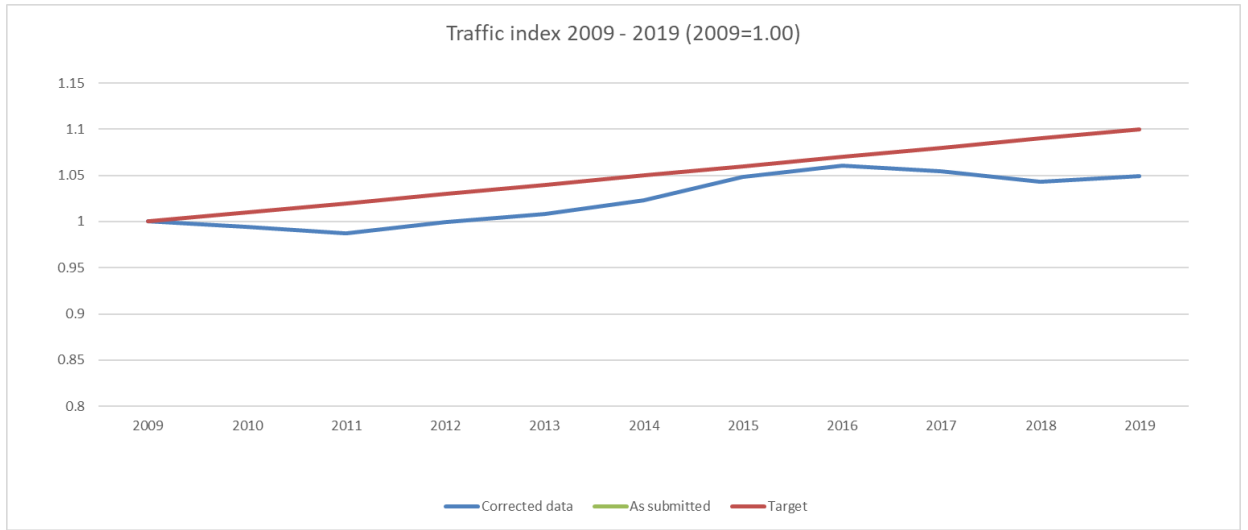
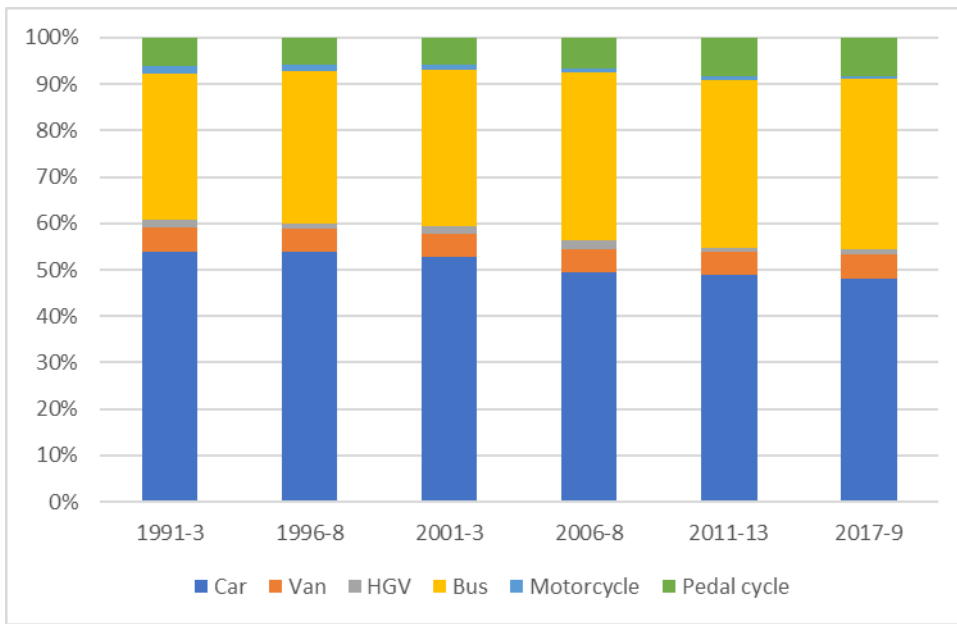


Figure 3.2: Person mode shares on York’s city centre bridges 1991 – 2019



| Modal share over the bridges | | | | | | |
|------------------------------|-----|-----|-----|-----|---------|-------------|
| | Car | Van | HGV | Bus | M/cycle | Pedal cycle |
| Factor pax/veh | 1.5 | 1.1 | 1 | 15 | 1 | 1 |
| 1991-3 | 54% | 5% | 1% | 32% | 2% | 6% |
| 1996-8 | 54% | 5% | 1% | 33% | 1% | 6% |
| 2001-3 | 53% | 5% | 2% | 34% | 1% | 6% |
| 2006-8 | 50% | 5% | 2% | 36% | 1% | 7% |
| 2011-13 | 49% | 5% | 1% | 36% | 1% | 8% |
| 2017-9 | 48% | 5% | 1% | 37% | 1% | 8% |

Figure 3.3: traffic on radial routes 2000-2019

12 hour flows changed by -3% from 2010 to 2019

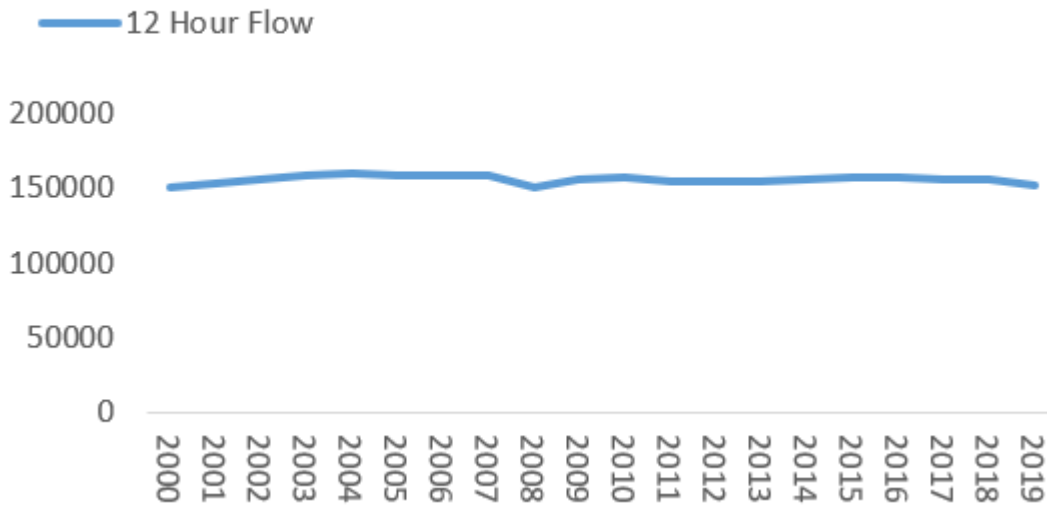
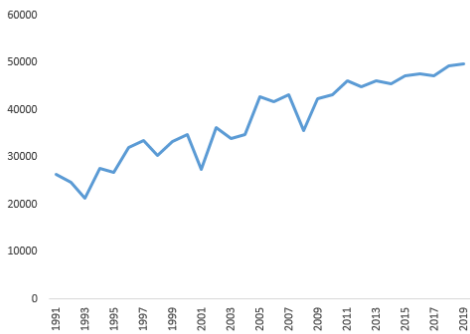
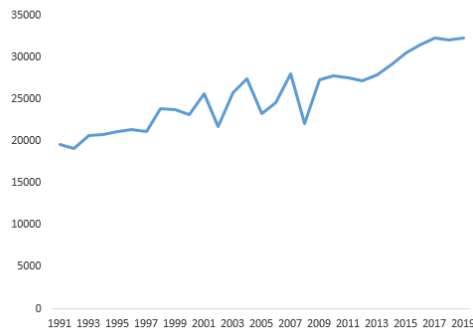


Figure 3.4/ 3.5: traffic volumes on the A64/ A1237

A64 Bishopthorpe Bridge 12 hr flows up 88% from 1991 to 2019
12 hour flows 8% increase between 2011 and 2019



A1237 Rawcliffe Bridge 12 hour flows up 64% from 1991 to 2019
12 hour flows 17% increase between 2011 and 2019. Growth after 2011 post A59 junction upgrade



Changing car use as seen in Our Big Conversation:

88% of respondents to Our Big Conversation say they make **fewer than 50%** of their journeys by car. Only 17% say they use a car every day.

18% say they use a car **less than** once a month.

70% of people say they walk at least several times a week; 32% cycle at least several times a week; 16% use bus/ rail or taxi at least several times a week.

Only 19% say they **are not** planning to make changes to their personal travel to reduce their carbon footprint.

34% of respondents say they are looking to **reduce their car use** over the next 5 years. Only 16% thought their car use would increase.

These trends are corroborated by the information collected in “Our Big Conversation” in 2021. Respondents to a question about whether they saw themselves driving more or less in future saw 34% of respondents saying they foresaw a reduction in the amount they drove over the next 5 years with only 16% saying they foresaw an increase, and many said they were already changing the way they travelled to reduce their carbon footprint. As such, it would appear that York residents often foresee a reduction in their car use in the city. This will help to deliver the carbon reduction targets the city seeks in its Climate Change Strategy.

Local Trends: increasing rail, bus and cycle use

In terms of non-car traffic, there have been substantial increases in the number of trips on rail, bus, cycle and walk in the 20 years before the covid pandemic. Rail trips from York Station increased by 15% from 8.8m in 2015 to 10.1m in 2019. Bus trips increased by around 65% between 2000 and 2019. Cycle trips increased by 40% between 2009 and 2019 (albeit with the same reduction during the covid pandemic as seen in many other towns and cities) and walk trips in the city centre by about 10% over the same period. Sustainable mode access to the Railway Station has also increased. Use of public transport has fallen back since the covid pandemic – nonetheless, we expect recovery to pre-covid levels of use in the medium to long term – in particular as the measures in the council’s Bus Service Improvement Plan, and the committed improvements to rail services and access at York Station, are delivered. York’s Bus Service Improvement Plan contains a target to increase bus use by 2025 to 125% of 2019 levels.

Figure 3.5: Bus Trips 2000-2019

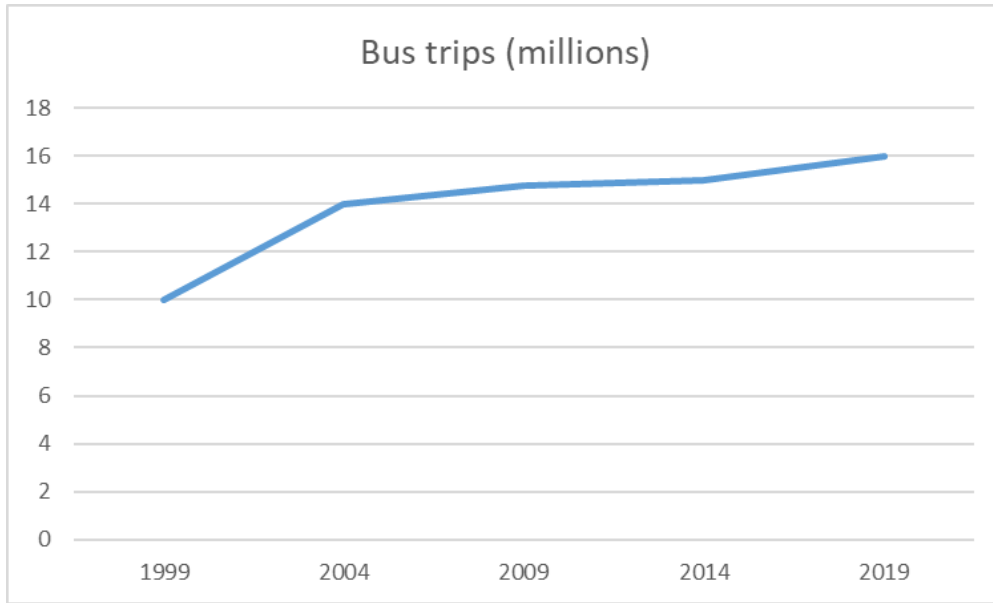


Figure 3.6: Cycle Trips 2009 – 2021

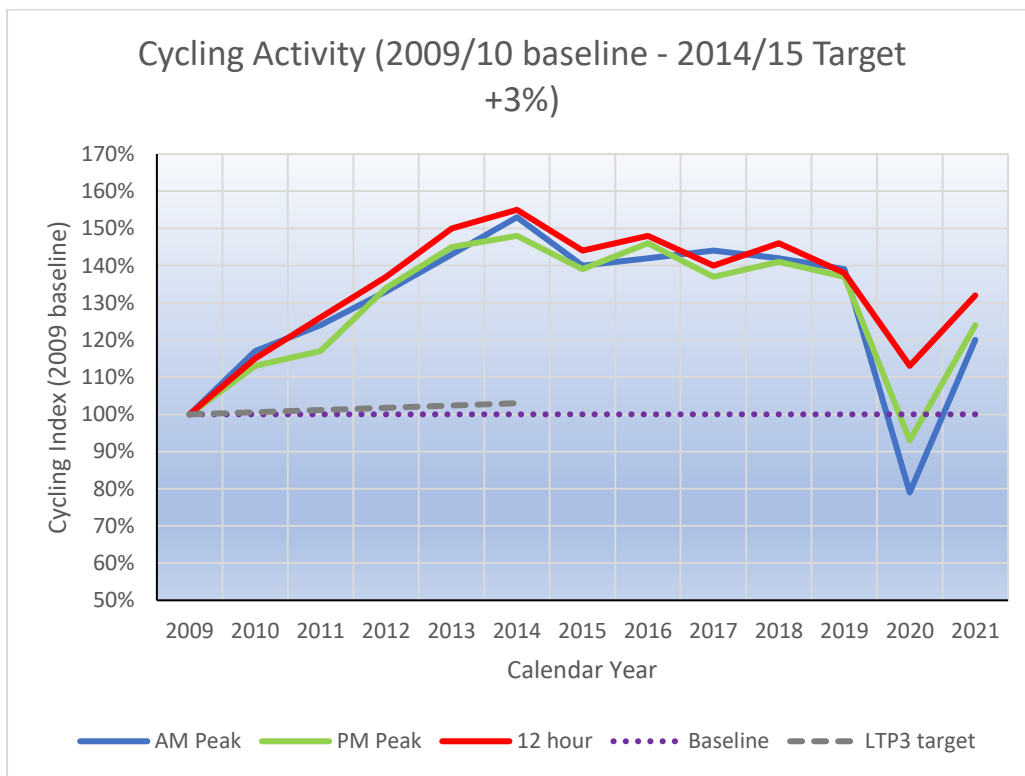


Figure 3.7: Walk Trips to City Centre 2009 -2021

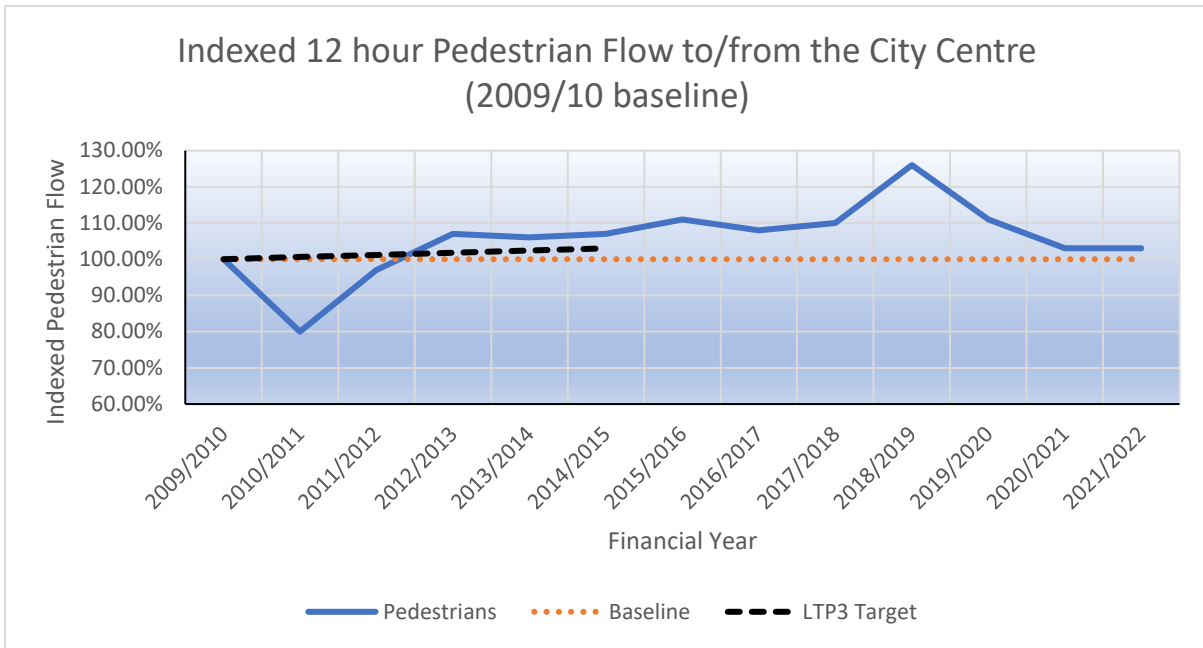
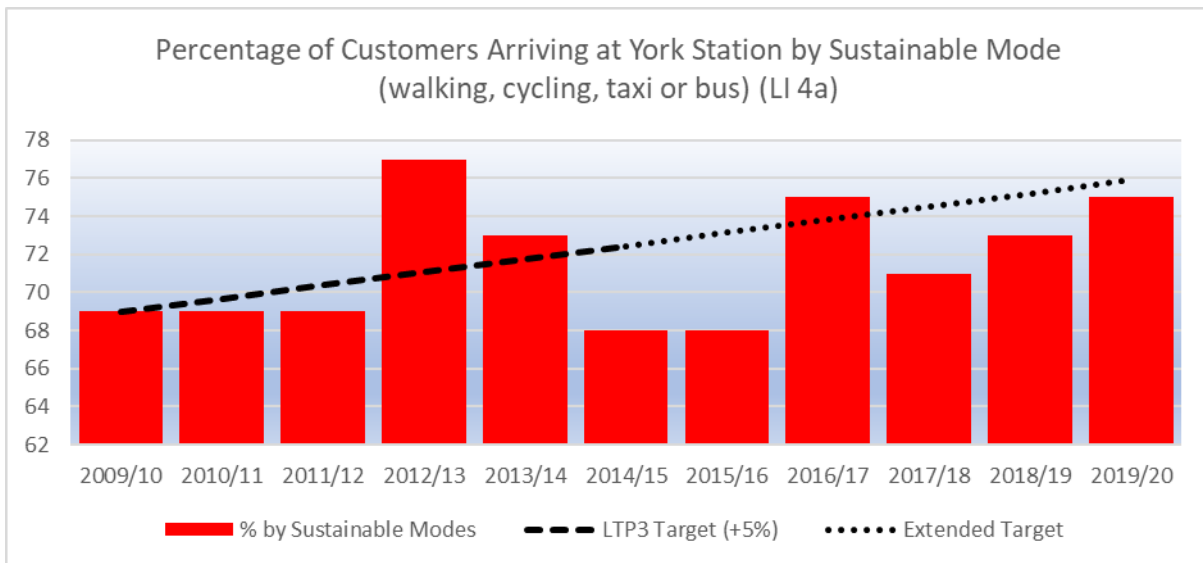


Figure 3.8: Sustainable Mode Use to York Station



Why has this change taken place?

The increase in use of bus, rail and cycle in York, and the accompanying fall in city centre car use, is likely to reflect in part the cumulative effects of substantial investment in those modes over many years – locally in the case of bus and cycle; national investment in the case of rail. Consequently, we must assume that the change since 1990 reflects people shifting the way that they travel to non-car modes of transport as well as wider changes to employment, land use and attitudes to car use in the last 30 years.

Implications of these changes to demand

The changes outlined above have clear implications for the transport network in York, principally:

- Perhaps we should begin to plan for a future where there is falling car use and increasing use of bus, cycle, walk and rail? There is plentiful evidence for falling car use in York, especially in the city centre, and we should look to develop the knowledge we have accumulated to reduce car use elsewhere in York – particularly the other large trip attractors, such as the University and Hospital, which large numbers of people need to travel to.
- As the size of travel “peaks” declines, should we consider moving away from designing the transport system around accommodating peak motor vehicle use – and better balancing provision across the different modes of transport? This may mean space required to accommodate peak hour traffic queues can be reallocated to other modes of transport such as buses or cycles.

As such, we can see a picture emerging where, in future, there’s likely to be less reliance on cars in York and more use of non-car means of transport, especially in the built-up area of our city. Achieving this change may mean congestion for private vehicles initially increases in some areas as more highway space is given over to non-car modes – but in the longer term this could deliver multiple benefits for health and the economy as well as carbon reduction, as traffic levels reduce.

What do York resident’s think?

The “Our Big Conversation” public consultation exercise began in Spring 2021 to examine public attitudes in York and inform the development of the city’s Climate Change, Economic Development and Local Transport strategies. This work has continued with focus groups to look into some of the more complex areas of consultation taking place in Summer 2022. The results from this exercise are quoted throughout this document, but this section of the strategy provides a fuller summary (and the results of the full survey are given as Annex B of this document).

The charts below are a selection from the large data collection exercise undertaken through Our Big Conversation. They show that York residents see an important role for City of York Council in acting to reduce climate change and viewed an effective transport system which improved buses and active modes as key to delivering this. This corroborates the view set out earlier in this document that there should be public support for reconfiguring York’s transport network to favour sustainable modes, because use of these modes is increasing.

Figure 3.9 “What should be most important in the city’s Climate Change Strategy”

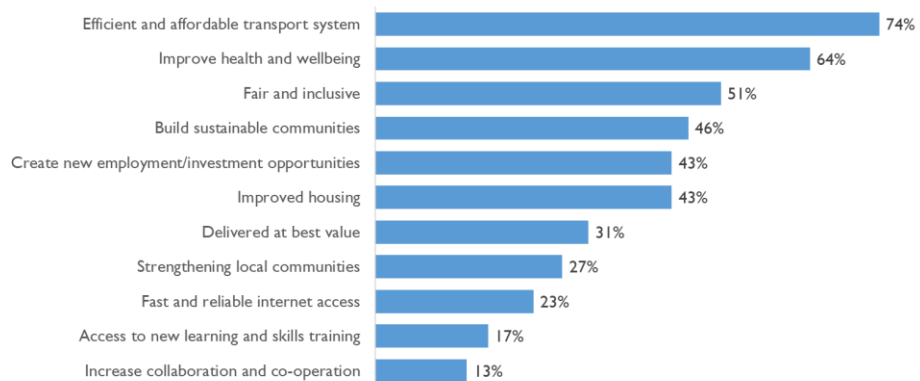


Figure 3.10: “how serious do you think each of the problems listed below is in York?”

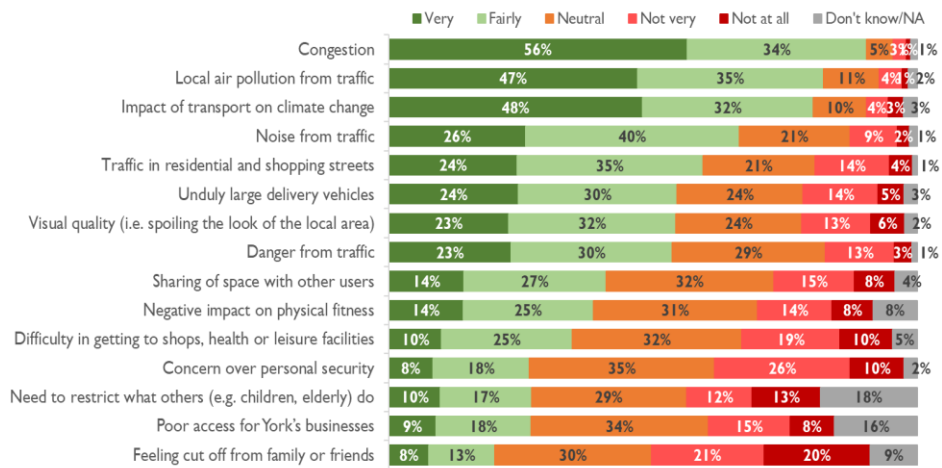


Figure 3.11 – what change would make you more likely to use bus services?

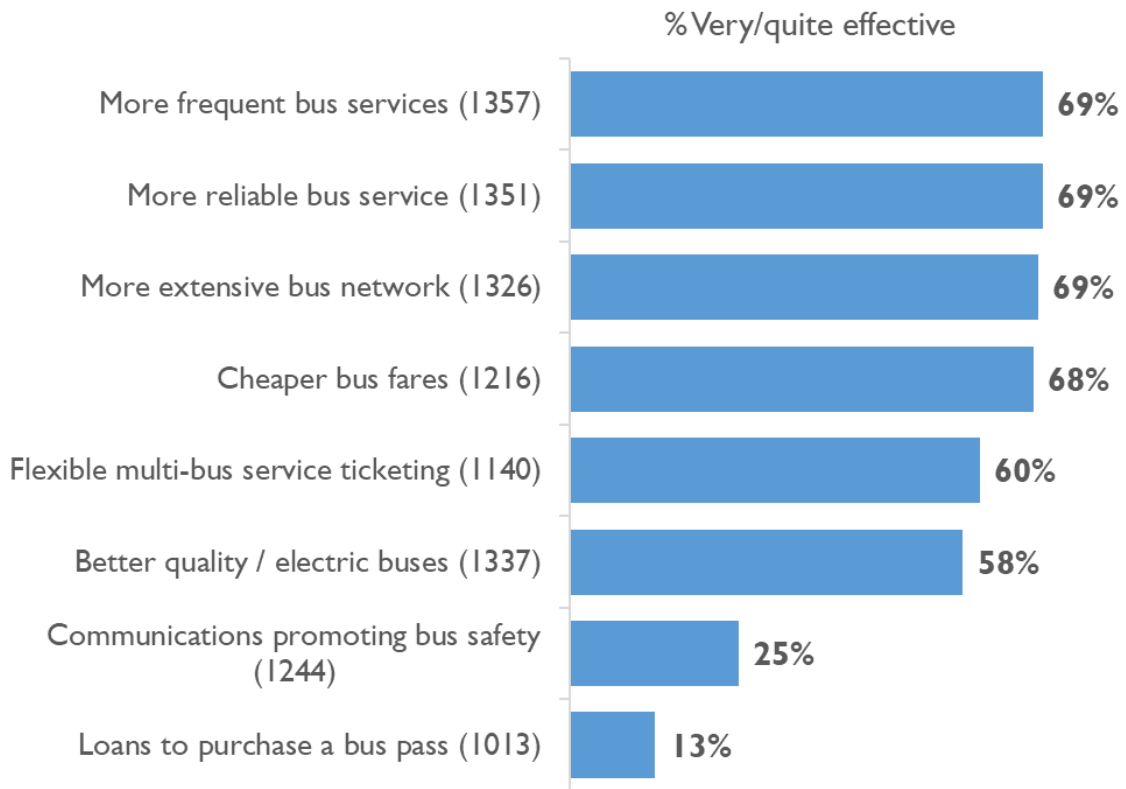
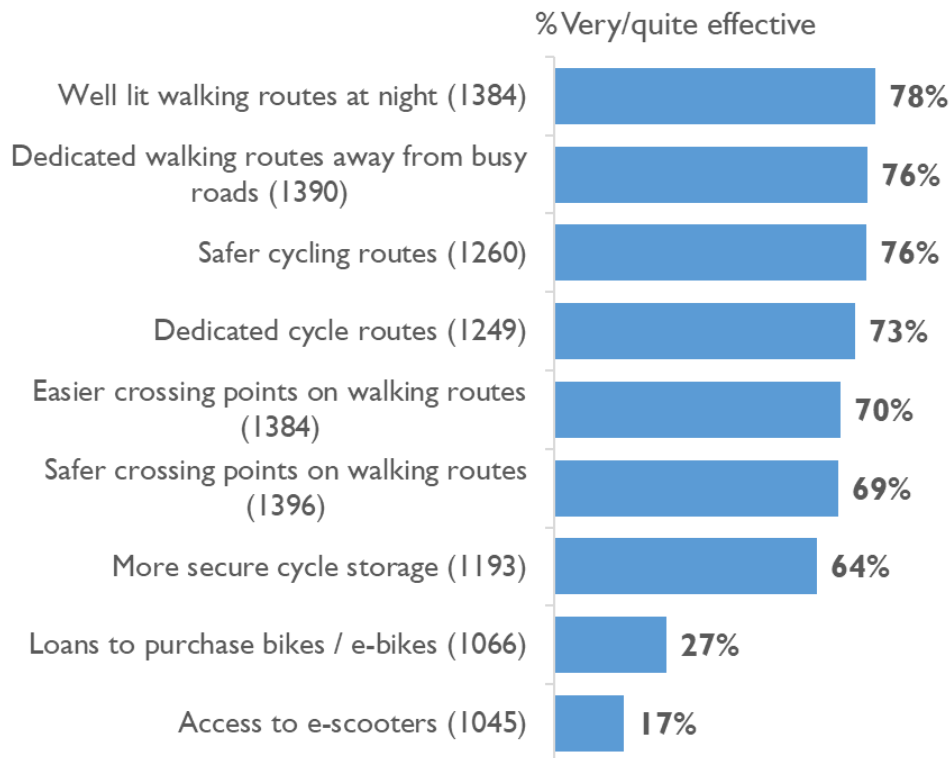


Figure 3.12 – what change would make you more likely to use active modes?



How do the results of the consultation fit with York's ten-year strategies for Climate Change, Economic Development and Health and Wellbeing?

The consultation results supporting more sustainable transport fit with the Climate Change Strategy because this sets a target of reducing carbon emissions from local transport in York by 71%. The Economic Development Strategy highlights shortfalls in non-car transport provision to some key employment sites, such as Clifton Moor. The Health and Wellbeing Strategy sets out an aspiration to increase physical activity levels in York – and the barriers to cycling identified in figure 3.12 are clearly constraints to increasing cycling levels – something which is also crucial to delivering the Climate Change Strategy and, because cycling offers cheap and flexible transport to those able to cycle, the Economic Development Strategy too. Irrespective, such measures also improve safety and security, which should be at the heart of any transport policy. As such, many of the measures which reduce carbon emissions in York are also key to achieving good economic development and health and wellbeing outcomes. In this way the three strategies are mutually reinforcing. This is corroborated by more recent research⁵ which refutes the view that economic growth and carbon reduction are opposed to one another – in fact they are supportive if taken forward in combination.

⁵ [Net Zero Review: UK could do more to reap economic benefits of green growth - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/net-zero-review-uk-could-do-more-to-reap-economic-benefits-of-green-growth)

York Civic Trust's transport activity: In 2019, York Civic Trust established a Transport Advisory Group, drawing together members with expertise in a wide range of aspects of transport and land use planning, led by Professor Tony May, who has many years' experience of advising cities on urban transport policy. In September 2019, the Trust conducted a survey of transport needs and aspirations, obtaining responses from over 1800 residents, commuters and visitors. Those responses largely matched those from the Council's Our Big Conversation in 2021. Respondents saw congestion, pollution and impacts on climate change as the three most serious problems caused by transport, with over 80% considering each a serious problem. While residents and commuters expected to be using their cars more in the next five years, most wanted to be able to use their cars less. They saw improvements to public transport and additional costs for car use as the most effective ways of achieving this, but also wanted enhancements to active travel, a vehicle-free zone, and more effective parking enforcement and traffic management.

The Trust invited respondents to join a Citizens' Transport Forum to discuss these concerns in more detail. From the 440 who offered to do so, the Trust drew a representative sample of 100 members from across the city. The Forum's first meetings reviewed the survey results, discussed a vision and possible transport policy objectives, and formulated an outline strategy. In early 2021 the Trust offered advice to the council as it started developing its own new Local Transport Plan. The Forum contributed to the Trust's advice.

During 2021 the Trust carried out a review of the Council's 2011 Local Transport Plan and submitted seven strategy documents for different modes of transport. At the Council's invitation, it also produced nine case studies of cities in the UK and elsewhere in Europe to draw out potential courses of action that York might follow in future. In February 2022 it published *A Transport Strategy for York*, drawing together its findings over the previous three years, which can be found at <https://yorkcivictrust.co.uk/home/planning/a-transport-strategy-for-york-2022>. The *Strategy* proposes a vision for York and nine transport policy objectives to help achieve that vision. It reviews the problems which York faces, and trends in the scale of those problems and in travel. It offers a set of targets for 2027 and 2037, both for the objectives, such as congestion, pollution and carbon reduction, and for patterns of travel. It proposes a six -part strategy involving:

- Reducing the need to travel
- Improving active travel
- Improving public transport
- Managing the road network
- Managing freight operation
- Modifying car use.

On that basis it offers suggestions for actions which the Council might take by 2023, 2027 and 2037. Finally, it considers the challenges of financing the strategy, gaining political and public support, and ensuring that it can be delivered in ways which allow everyone to benefit from improved access and reduced environmental impact. The Trust is publishing an abridged version of its *Strategy* as its contribution to the consultation on the Council's proposals.

York city centre: Given that there were around one-third fewer trips across the city centre bridges in 2019 than in the late 1960s is it really necessary for the same road capacity to be provided to accommodate that traffic. Reallocation of roadspace can be contentious, but in York we have seen this before, when Deangate was closed in the late 1980s and much of the city centre was pedestrianised. These changes took place at the same time the A1237 opened and traffic could rerouted away from York city centre.



St Sampson's Square
– image from "York:
A study in
Conservation",
Viscount Esher/
HMSO, 1968

Removing traffic from Deangate and much of the city centre improved the environment of these areas. There was more space for people to walk and browse. In Deangate a safe and rapid route for cyclists was created. At the time the measures were extremely contentious, but now few people would wish to see the changes reversed. More recently the closure of parts of Micklegate Bar, Fossgate, the Groves and Navigation Road have reduced traffic in these areas.

In December 2019 City of York Council passed a motion to reduce traffic in York city centre by 2023, and there is potential to reduce traffic on the remaining through routes within the city. Reducing traffic on these routes could be achieved through a mix of measures – which could range from making changes to signage and street layouts - such as widening footways - to discourage through vehicle traffic, but leaving compliance voluntary; to actively enforcing measures which sever routes, like bus gates. Removing a substantial amount of traffic from the routes within the city centre would allow a re-engineering of their environments – providing more space for pedestrians and cyclists because there are many locations where roads are wider than they would need to be if traffic levels were reduced. Reducing traffic on routes in the heart of the city centre would make bus services, most of which travel through the city centre more reliable by reducing delays imposed on buses by other vehicles.

For private vehicle users some journeys would become longer and less convenient, whilst enabling more active travel options to be explored This balance is something that needs to be considered as part of long-term transport planning for York.

4. Change in York

We hope this document has made it clear that York is changing. Effective transport is a way of delivering these changes and the wider policies they support. In December 2022, City of York Council adopted new Climate Change, Economic Development and Public Health Strategies and the city's Ten Year Plan. Furthermore, the city has completed the final phase of the Examination in Public of its Local Plan, which prepares for a 15% growth in York's population by 2033.

The Climate Change Strategy looks to reduce CO₂ emissions from transport in York by 71% by 2030. This is an ambitious target which will require significant change to how we travel in York, probably over and above the general declining trend in car use set out in section 2 and attitudinal change set out in Section 3. Electrifying transport will not be enough to achieve this level of reduction – as well this strategy must set out:

- How we can enable patterns of development, working and shopping which enable people to live their lives whilst reducing their reliance on car use
- How we can improve the alternatives to cars so that they are more effective and enjoyable ways to get around York than they are currently – and attract a higher proportion of trips than they currently do. To give an example of the change implied, many of the cities looking to achieve similar carbon reduction outcomes to York are looking to increase public transport use by 50% and double levels of walking and cycling; measures which combine to reduce car use by around 20%. It is likely that similar levels of change would be needed in York.

Work to specify infrastructure to accommodate the Local Plan growth has been going on for some time, so the Local Transport Strategy needs to address these factors and take account of the impact of the number of already committed and funded large transport schemes (with a collective value in the hundreds of millions of pounds). The schemes will make a significant impact to the transport system of the city. Specifically, projects which are committed, and in many cases funded and being delivered now include:

- Dual the A1237 Outer Ring Road between the A19 Shipton Road and A64 Hopgrove junction
- Provide a new junction on the A64 to serve development by Elvington, together with improvements to the interchanges between the A64 and Fulford Road and Hull Road
- Build a new access road through the York Central development, replacing Leeman Road
- Rebuild the area in front of York Railway Station to provide new public squares and a better interchange for buses and taxis, as well as improving the area for cyclists and pedestrians
- Regenerate the south-eastern quadrant of the city centre around Clifford's Tower and Piccadilly
- Providing a new railway station at Haxby
- Improve bus routes along Wigginton Road, Fulford Road, Boroughbridge Road and through the city centre
- Rebuild the park and ride terminals to offer more services, overnight parking and better interchange with cycling, car share schemes and longer distance bus and coach services

Large schemes being led by other bodies which will influence transport in York are:

- National Highway's scheme in development to dual the A64 between Hopgrove and Barton Hill (east of York)
- Various rail industry projects to increase train speeds and frequencies on the lines radiating from York. Some of these projects, such as the new LNER and Trans-Pennine rolling stock and higher frequency trains on the Harrogate line, have already been delivered.

Although not yet funded, the Council is also developing business cases for other large projects which align with LTP3 priorities.

Collectively, these schemes represent significant investment in York's transport infrastructure, including for non-car modes of transport. The Local Plan incorporates a "Community Infrastructure Levy" (CIL) whereby developers in York will make payments to the Council to fund infrastructure required due to the growth of the city. Potentially this could fund some of the interventions required to improve sustainable transport in the city.

What are other towns and cities doing?

The challenges York faces are not unique. In the 1990s and 2000s many smaller, historic cities responded to the challenge of managing traffic on constrained road networks by doing what York did – improving provision for cyclists and pedestrians and constructing park and ride networks to provide new, high quality, bus services. Now the same towns and cities are now responding to the need to change their local transport systems to reduce carbon emissions whilst promoting economic growth in line with their emerging climate change and economic development strategies/ local plans.

This has led to a number of different initiatives and approaches. Several towns and cities have, or are considering, the introduction of road pricing or workplace parking levies (charges made on parking provided at workplaces). Others are re-engineering city centres to reduce car use. The changes being seen are part of a global movement – our namesake city New York⁶ has re-engineered many of its streets to incorporate cycle lanes; Paris has embraced the principle of 15 minute neighbourhoods whereby people can access most of the shops and services they need within a short walk; London has its congestion charge; Birmingham and Manchester are boosting public transport and active travel to carry greater proportions of the trips in those cities. The box overleaf sets out what towns and cities in the UK which are comparable to York, are doing, and some information about cities in Europe of a similar size to York is given in Section 5.

⁶ See Streetfight, Janette Sadik-Kahn, Penguin 2016

How are other cities developing their transport strategies?

From across the UK, measures which have been introduced to date (December 2022) include:

- **Oxford** has pedestrianised/ detrafficked large parts of its city centre and increased city centre parking prices. A pilot “Zero Emission Zone” has been introduced whereby virtually all internal combustion engine powered vehicles must pay a charge to enter the zone. At the moment this only covers a small amount of the city centre (roughly equivalent to the area around the Minster in York) although it is a pilot for a proposal to introduce the charge over a large area of central Oxford.
- **Nottingham** introduced a workplace parking levy in 2012, charging workplaces with more than 10 parking spaces an annual fee of £522 per parking space. The funding collected this way has been used to support public transport, including delivering the city’s new tram network and better bus services.
- **Edinburgh** has pedestrianised large parts of the new town to the north of Princes Street and introduced many new cycleways across the city. A tram system opened in 2014.
- In **Durham** a road pricing system was introduced in 2002 to control access to the narrow roads in the heart of Durham city centre, an area similar to York’s footstreets. The revenue collected from the road pricing scheme helps to support the city’s park and ride and city centre shuttle bus service
- In **Bristol** an overhaul of the bus network saw the number of bus passengers in the city nearly double between 2014 and 2019
- In **Cambridge** a ban on cyclists in the footstreets in the centre of Cambridge has been revoked, making it possible to use the city centre for through cycle journeys and promoting access to the shops and services there.
- In **Leeds** the city centre has been extensively reconfigured over the last 4 years. Through traffic has been removed from the area inside the city’s Inner Ring Road with much highway space reallocated to sustainable transport modes. A network of LTN1/20 compliant cycle routes has been constructed through the city centre with some vehicle streets pedestrianised. Many footways have been widened and/ or remodelled.
- **Coventry** is developing a very light rapid transit system which could be a future model for other towns and cities. It is entirely electrifying its bus network as the UK’s first “All Electric Bus Town”

Measures which are being developed and/ or consulted on include:

- In **Oxford** the council is consulting on introducing a series of traffic filters which will restrict through movements of traffic in the city and extending the small Zero Emissions Zone to cover much of Oxford city centre. These changes would substantially reduce the number of car movements in the centre of Oxford.
- **Cambridge** is consulting on a “Sustainable Travel Zone” covering the city centre. Initially, bus services and walk/ cycle routes will be improved, then road user charges for cars introduced after two years.

Other proposals being considered across the UK are:

- **Cambridge** is also considering various forms of rapid transit for linking suburbs and new developments to the city centre as upgrades to the existing bus network.
- The **Oxfordshire** Transport Strategy has set a target to reduce car travel by 25% by 2030 and 50% by 2040.
- **Norwich**’s Local Transport Strategy aspires for 50% of journeys in urban Norwich to be by walk, cycle or bus. The city council has a stated objective to reduce the amount of parking in central Norwich.
- **Bristol** is developing bus rapid transit corridors across the city, as well as improving conventional bus services and walking and cycling networks. The city’s new transport strategy, adopted in 2019, sets a target of 50% of trips in Bristol to be made on foot, by bike or on public transport by 2041.
- The Welsh Assembly has a target to reduce car traffic in **Wales** by 20%, the Scottish Executive has a target to reduce it by 10% in **Scotland**.

Change in York: an example – the bus network

The last three years have been extremely difficult for bus services. To combat this, City of York Council is working with bus operators and central government to develop York's buses to increase their resilience. This will also be essential in the medium to long term to accommodate Local Plan growth, improve air quality in York and bring about the modal shift to non-car modes required by the Climate Change strategy.

Starting in mid-2020, 23 new electric double deck buses were introduced on York's park and ride network, allowing 5 of the 6 sites in the city to be fully electrified. In March 2022 the Council learned that its application to the Department for Transport for £8m funding to purchase a further 42 electric buses had been successful, and funding for a further 9 electric buses was won in January 2023 – sufficient to electrify the whole First York network. That will allow conversion of almost all of the frequent bus services in the city to electric power, reducing CO₂ emissions in York by 6,000 tonnes per year, compared to when all the routes were diesel. Noise and air pollution in the city centre will also fall as routes are electrified, adding to the substantial improvements in air quality already seen in the city centre from introduction of a clean air zone, which required all frequent buses in York city centre to meet the highest emissions standards, in 2020.

In April 2022 the Council won a further £17.5m under the National Bus Strategy to further improve bus services in York. This funding will support new bus priorities, passenger information, improvements to the park and ride network and a range of network improvements and targeted fare reductions and network improvements.

The projects above should be added to a series of other committed projects in York to improve bus services, principally:

- New bus services funded by new developments at Germany Beck and Monks Cross
- New bus services and stretches of new bus priorities associated with York Central and developments on Boroughbridge Road
- Improvements to traffic management through York's new urban traffic control systems
- Complete replacement of all the bus stops and shelters around York Station as part of the Station frontage development. This will also include a loop to turn buses at York Station – something which is not currently possible and will improve flexibility of operation for the network.
- Improvements to bus stops on Clifford Street and Tower Street as part of the Castle Gateway project
- More general bus fleet replacement which has seen many bus operators in York – including Reliance, East Yorkshire, York Pullman, Transdev and First York introduce brand new buses serving York.
- Also, through the National Bus Strategy, the partnership behind bus services in York has been upgraded into an "Enhanced Partnership" with greater powers to improve services. This has happened in all local authority areas, so bus services in York will also benefit from improvements bought in to bus services in North, East and West Yorkshire.

As stated above, all of these projects are funded and some have already been delivered. The developers of many of the sites in York's draft Local Plan – and all of the large sites – are also expected to make contributions towards improving the bus network. These will be in the form of travel plans encouraging new residents to use the bus, and in the case of sites without bus services now, contributions towards providing new or extended bus services to serve the new developments. For the large development sites these contributions are multi-million pound. York's Community Infrastructure levy is also likely to contribute to improvements to the bus network. Cumulatively all of this is an investment of over £50m in the bus network over the next 10 years. It will result in a step change improvement to services.

The proposed new station at Haxby will also enhance the public transport network, with connecting bus services from north and east York. In the next two years City of York Council will retender its park and ride service and the University will retender its bus service. Both are further opportunities to improve service quality if the case can be made to do so. Initiatives may also come forward through central government's Nation Bus Strategy, such as the £2 fare cap for January to March 2023. Local employers may also look to encourage bus use by their employees as parts of their own climate change plans.

Given all of this investment and change it can be seen that the question for the Local Transport Strategy with regards to bus is not so much "what can be done to improve bus services in York?" as "what additional needs to be done, above the enhancements for which funding has already been obtained?". This is true of many of the areas of transport in York – because in many areas the Council is already starting to deliver large projects which, when delivered, will make a huge difference to transport in York – and the Local Transport Plan will be about how to make the most of them.

Central Government Policy

UK government policies are changing. The policies with most relevance to Local Transport Plans are the Transport Decarbonisation Strategy and Levelling Up Strategy.

The [Transport decarbonisation plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/transport-decarbonisation-strategy) was published in the lead up to COP 26 in Glasgow. It sets out a roadmap for reducing carbon emissions from transport, alongside several linked policy documents, such as the National Bus Strategy [Bus back better - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/bus-back-better) and the “Gear Change” strategy for walking and cycling [Cycling and walking plan for England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/cycling-and-walking-plan-for-england). The Transport Decarbonisation Strategy sets out how LTAs will be required to submit new LTPs which include quantified carbon reductions from transport. This has informed the approach taken in York’s proposed local transport strategy (LTS).

The Levelling Up Strategy [Levelling Up the United Kingdom - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/levelling-up-the-united-kingdom) sets out to reduce inequality in Britain by improving areas of the country which are currently economically disadvantaged. Two parts of the strategy are particularly relevant to the LTS. First of all, it looks to develop “London style public transport” throughout the UK. This implies a clear need to improve bus services in York to offer similar levels of public transport accessibility and quality to those found in London. The measures set out in the National Bus Strategy and the £17m awarded to York’s Bus Service Improvement Plan are the key to achieving this outcome in York, although in the medium to long term there is scope to do much more. Secondly, the document sets out the need for public authorities to use advanced techniques to monitor and evaluate their plans, and be unafraid to change tactics if a plan is not achieving the targets set for it. This poses a challenge for local authorities in how they collect data, analyse it and manage the political process for changing a course they have set out upon if it is not achieving its objectives.

The Levelling Up agenda is also challenging for York more generally. The city is highly productive, exhibiting many of the qualities of a successful local economy. Although that is not to say the city does not have deprived areas and communities, it is less deprived, in aggregate, than many northern communities, some of which are located near to York, such as the former mining areas to York’s south and west and coastal areas to the east. In this way there is clearly a role for York in being an engine for wider regional growth, something which implies inter-urban trips to and from York as much as trips within the city.

In climate change terms, these trips should be by public transport rather than private car, and the opportunities presented by York’s economy should not, in any case, only be available to those with access to a car if the Levelling Up objectives are to be achieved. It is also important to minimise trip growth on inter-urban roads to control congestion. Consequently, discharging a successful Levelling Up policy for York will require effective and affordable inter-urban public transport into York. This will be by a mix of bus and rail. Because bus and rail routes are concentrated on the city centre there will be a need for imaginative options – such as hired scooters or bikes – to allow commuters to fan out from bus and rail hubs to dispersed employers.

Changing transport, as seen in Our Big Conversation:

65% of respondents think the council should promote use of public transport

62% think they should provide more opportunities to walk and cycle

51% think there should be more support for EVs and charging

33% of respondents say the council should discourage use of private vehicles

65% of respondents say they have already made changes to their personal travel to reduce their carbon footprint. 16% of people say they are planning to.

Only 19% say they have not made changes and are not planning to make changes.

The most common barrier people perceived to reducing their carbon footprint was the perceived cost of doing so (55%), lack of alternatives to the way they currently use transport (33%) and lack of infrastructure (32%). Only 6% of respondents said they had no interest in reducing their carbon footprint.

94% of respondents say they see CYC as being important in delivering zero carbon in York. This was more than any other organisation, except for central government which was seen as important by 95% of respondents – only 1% more.

5. New Policy for a different future

Introduction

In this section of the document, we set out the Vision, Objectives and general themes for the transport strategy. We also set out in broad terms the sorts of schemes that would be required to help meet the objectives we set out.

The purpose of this is to inform consultation and engagement through 2023. At this stage we are not setting out either schemes or policies in detail – that will come later. The intention now is to consult on the general approach to take.

There will be engagement and consultation throughout 2023 to define greater detail of schemes and views on the speed and degree that the schemes and policies are implemented.

Vision for transport

The proposed vision for transport followed from discussion in a cross-party group of councillors and was adopted in York's Ten Year Plan:

The Vision

York will have a transport plan which enables and promotes modal shift to sustainable transport. It supports the Climate Change, Public Health and Economic Development strategies, and mitigates the transport consequences of the growth of the city. It will support the equality, health and wellbeing of York's current and future residents, businesses and visitors and enables inclusive economic development whilst respecting the city's heritage. Through the plan, York will seek to minimise any negative environmental impacts of transport. A key part of the strategy will be supporting measures which reduce the need to travel, as well as those promoting modal shift.

York's transport vision, longer term trends in transport use in York, the new policies expressed in the city's Local Plan, Climate Change, Economic Development and Health and Wellbeing strategies, information collected through our Big Conversation and emerging central government policy all point in one direction – that there is a need to achieve significant improvements to non-car modes of transport to achieve reductions in car use across York – not just in the city centre. In this section we set out a proposed strategy to achieve that outcome.

Comparable European cities

Mainland Europe has many smaller, historic cities which have similarities to York. Although we should remember that, outside the UK, local governments have different responsibilities, powers to raise funds and pass bylaws, and national legal frameworks. Of course - climate, culture and legacy infrastructures can also be very different. However, it is instructive to look abroad to see what has been done and whether aspects of it can be applied to York. Research by York Civic Trust has been helpful in identifying many of the examples and collecting information about them.

In **Ghent** (Belgium) a Sustainable Urban Mobility Plan (SUMP) was adopted which recognised effective transport as not just a function of economic activity in the city, but an important aspect of its culture and quality of life. In 2017 Ghent introduced measures to reduce traffic in the city's centre – by dividing it into a series of “traffic cells” and making it impossible for private vehicles to travel through the city centre – whilst retaining car access to all areas of the centre. Complementary measures improved cycle infrastructure and public transport in Ghent, and traffic management for the traffic which was displaced from the city centre. Traffic entering the city centre fell by between 15 and 20% (data collected before covid pandemic).

Dijon (France) is twinned with York. In 2012 the local municipality delivered a 20km tram network, alongside improvements to bus services and cycle infrastructure and a ban on through traffic in the city centre. The tram network cost approximately 500million Euros to construct and was carrying 47million passengers three years after opening. By 2015, 53% of journeys in Dijon were by car, 13% by bus or tram, 33% by walk or cycle.

Freiburg (Germany) has a legacy of green transport planning, including a long-established tram network. The city has a very clear hierarchy of roads, including extensive play streets where vehicle speeds are limited to 10kmph and parking is controlled. These measures contribute to 63% of trips being by walk or cycle, 16% by bus or tram, 21% by car.

Delft (Netherlands) has also produced a SUMP – which focusses on improving cycling facilities and developing green power sources for the city's tram and bus network. Research in 2005 indicated that cycles and walking made up about 70% of journeys, 20% took place by car and 10% by bus and tram.

Munster (Germany) is twinned with York, being a city of similar size and character. Investment in cycling infrastructure – not just lanes and tracks, but also cycle parking - over many years has resulted in a situation where 55% of journeys in the city take place by bike or on foot, and less than 35% by car. Munster has not shrunk from making decisions that would not be acceptable in York. In the 1950s the city demolished Munster's city walls, replacing them with an orbital cycle way.

Lucca (Italy) is a historic city, of a similar size to York, located in northern Tuscany. The area inside the city's walls, which is a similar size to the area inside York's walls, is largely pedestrianised, with many narrow streets which are not suitable for motor vehicles. The city's municipality provides a network of small, electric buses for travel within the walls, although in practice most people walk or cycle. The walls, which are several metres wide at the top, provide a dedicated orbital walking and cycle route.

Turning the vision into policies

The vision has led to the identification of eight proposed **objectives** which will underlie York's transport policies. These objectives are that local transport in York will:

- Support an inclusive, accessible and safe city
- Support delivery of the Climate Change Strategy
- Support delivery of the Economic Development Strategy
- Support delivery of the Health and Wellbeing Strategy
- Support and mitigate the growth of York foreseen in the Local Plan
- Address the concerns about transport raised in Our Big Conversation
- Maintain the city's current transport assets, including future proofing them in the face of population growth in York and the impacts of climate change
- Align sufficiently with anticipated central government policy, such that York's Local Transport Plan can attract funding and be implemented

The objectives then lead to the definition of seven proposed **policy strands**, which are to:

- **Reduce car use** – by making it easier for people to travel around York without needing to use a car and designing new developments so that they are easy to get around on foot or by bike, with good bus services into the city centre. This will also need to make alternatives to the car the obvious choice for the majority of road users, whilst enabling those who most need to use private cars or motorised vehicles to get about more easily.
- **Improve the alternatives to the car** – so that cycling, walking and using buses and trains is more attractive. Key to this will be creating new, high quality cycle routes and upgrading high frequency bus services – in some cases into bus rapid transit services or possibly light transit systems. Effectively integrating new modes like e-scooters into York's transport network will also be important here.
- **Provide strategic links** – these will make it easier to access the networks for longer distance travel by improving sustainable transport links to York Rail Station, and through the delivery major transport schemes in progress.
- **Promote behaviour change** – this is an essential complement to our strategies to improve alternatives to the car. We will support people as they change modes, for example, through travel planning.
- **Tackle transport emissions** – we will encourage the take-up of electric vehicles because they have no tailpipe emissions. However, we know that simply converting existing internal combustion-engined trips to electric vehicle trips will not be enough to meet Climate Change targets, reduce congestion, or improve air quality and health. We must achieve reductions in the absolute number of car trips too.
- **Improve streets and spaces** – we will improve streets and spaces in York for the benefits of all users, including people who have impaired mobility or sight loss. We will improve district centres so that people can meet more of their shopping and leisure needs locally, without having to travel by car. We will focus on lighting, surfaces and the quality and feel of streets and spaces in York.

- **We will make full use of new technology** to deliver our new transport strategy. This might be using York's new traffic models to minimise congestion, or new ways to manage and construct highways to minimise their environmental impacts.

Table 5.1 shows how we believe the eight proposed objectives correspond to the seven proposed policy themes. The consultation and engagement through 2023 will be used to test this assessment with stakeholders in York including special interest groups in York, residents, employees, transport operators and others in the city.

Table 5.1: Provisional assessment of transport strategy objectives and key themes

| | Inclusive, accessible city | Climate Change | Economic Development | Health and Wellbeing | Our Big Conversation | Local Plan growth | Looking after our assets | Central Gov'mnt policy |
|-------------------------------|----------------------------|----------------|----------------------|----------------------|----------------------|-------------------|--------------------------|------------------------|
| Reduce car use | 0 | ++ | + | ++ | ++ | ++ | ++ | ++ |
| Improving alternatives to car | ++ | ++ | ++ | ++ | ++ | ++ | ++ | ++ |
| Provide Strategic links | 0 | ++ | ++ | 0 | + | ++ | - | ++ |
| Behaviour change | ++ | ++ | ++ | ++ | ++ | ++ | ++ | ++ |
| Tackle emissions | + | + | + | ++ | + | ++ | 0 | + |
| Improve streets | ++ | ++ | ++ | + | + | ++ | ++ | ++ |
| New technology | + | ++ | + | 0 | 0 | ++ | + | ++ |

(++=strong support; +=supports; 0=neutral effect; -=tension; --=strong tension)

As can be seen, our high-level assessment, albeit prior to engagement/ consultation is that the seven policy themes are generally supportive of the objectives for the Local Transport Strategy. Policy themes also appear mutually supporting, as shown in Table 5.2.

Table 5.2: Policy Themes assessed against one-another

| | Reduce car use | Alternatives to car | Strategic links | Behaviour change | Reduce emissions | Improve streets | New technology |
|-------------------------|----------------|---------------------|-----------------|------------------|------------------|-----------------|----------------|
| Reduce car use | | | | | | | |
| Alternatives to car | ++ | | | | | | |
| Provide Strategic links | + | ++ | | | | | |
| Behaviour change | ++ | ++ | ++ | | | | |
| Reduce emissions | + | + | ++ | + | | | |
| Improve streets | ++ | ++ | 0 | ++ | ++ | | |
| New technology | + | ++ | ++ | ++ | ++ | 0 | |

As the policy themes appear mutually supportive, enacting all of the policies together should provide a cumulative effect which is greater than the sum of the individual policy areas. For example, providing strategic links (by improving rail, bus and cycle longer distance links) should also help to deliver:

- Reductions in the need to travel by private motor vehicle
- Quality alternatives to the car
- Behaviour change
- Reduced transport emissions; and
- Improved public streets and spaces

Developing York's Walking and Cycling Networks

York has been developing and improving its walk and cycle networks for many years, with large projects being the network of paths across the city's strays, Millennium Bridge and, more recently, the improvements made to Scarborough Bridge, which have tripled the bridge's use by cyclists. The large new development sites and A1237 proposals include commitments to provide new cycle paths or improve existing ones, and the York Central, Station Frontage and Castle Gateway projects also include significant improvements for cyclists and pedestrians.

The Council is developing a Local Cycling and Walking Infrastructure Plan, which will be consulted on in Summer 2023.

Schemes have recently been delivered to improve conditions for cyclists on Navigation Road, and the Groves low traffic neighbourhood has provided routes to York Hospital which are better for cyclists and pedestrians. The closure of Micklegate Bar in one direction has improved conditions on this historic street for active modes. On Tadcaster Road a £1.7m scheme is upgrading pedestrian crossings and improving cycle lanes along the length of the road from Askham Bar to Blossom Street.

Increased levels of physical activity will contribute to achieving the objectives in York's newly adopted Health and Wellbeing Strategy, as well as contributing to the Economic Development strategy by allowing people to travel easily around the city and access jobs and training without the expense of running a car. Mode shift from car to cycle will help in achieving York's Climate Change Strategy objectives.

Cycling levels in York are high compared to other UK towns and cities. The bridge counts (section 2) suggest perhaps 10% of journeys in York take place by bike. However, the European towns and cities (earlier in this section) suggest it is possible to achieve 40-50% of journeys going by cycle if the right conditions are created. As such, there would appear to be significant scope to increase cycling levels in York if the right infrastructure is provided – even though levels of cycling are high now compared to other places in the UK.

Transport Interventions

Table 5.3 sets out potential policy interventions under each Policy Theme. The interventions have been informed by the information collected through Our Big Conversation. Through proposed engagement and consultation, we will refine the list into those measures and any possible additional measures which will be included in the Local Transport Plan. A fuller table of potential policy interventions, where they are scored against the eight "principles" for the transport plan, forms Annex A of this document.

Table 5.3: Potential Interventions

| Theme | You said in “Our Big Conversation” | Potential Interventions | What would it address/ achieve? |
|-------------------------|---|--|--|
| Reduce car use | 58% were/ wished to work from home more, 81% were/ wished to shop more locally to reduce congestion/ carbon. 33% believe CYC should discourage use of private vehicles and 34% believe they will reduce their car use over the next 5 years 16% believe their current broadband does not meet their needs | Improved broadband Better local centres Lift sharing schemes Development Masterplanning York city centre strategy | Reduce the need to travel for work or personal business by providing online alternatives Make it possible for people to meet more of their shopping/ personal business need by local walk/ cycle trips instead of longer car trips Reduce car trips through people sharing vehicles for trips more often Developments will be planned to encourage residents and businesses to use walk/ cycle / public transport Respond to falling traffic levels in York city centre and further increase the proportion of trips to York city centre by walk/ cycle/ bus/ rail/ electric vehicle |
| Alternatives to car | 74% believe developing an efficient/ affordable transport system is key to achieving York’s climate change plan Respondents identified numerous shortcomings with York’s transport system | Improved bus priorities Reduced bus fares Bus rapid transit/ park and ride improvements Improved cycle routes, lanes and parking Improved walking routes Road freight strategy | Provide faster and more reliable bus journeys Make bus journeys more affordable Improve/ provide more high-quality bus services to attract trips from car Ensure a larger proportion of trips in York are by cycle Ensure a larger proportion of trips in York are on foot Reduce trips by large vehicles into central York |
| Provide Strategic links | 90% saw congestion in York as a serious problem 72% were already/ wished to use bus and/ or rail more to reduce congestion/ carbon. 54% were already/ wished to cycle more to reduce congestion/ carbon footprints | A1237 improvements Improvements to A64 (through National Highways) Deliver Haxby rail station Improved rail services (through rail industry) Local Cycling and Walking Infrastructure Plan | Reduce A1237 congestion between Askham Bryan and Shipton Road Improve safety and journey times south and east of York on A64 Provide a rail station for north-east York and villages. Divert car trips to rail Ensure a larger proportion of trips to/ from York are by rail instead of car Develop a prioritised list of future schemes to improve walking and cycling infrastructure in York |

| Theme | You said in “Our Big Conversation” | Potential Interventions | What would it address/ achieve? |
|------------------|---|---|---|
| Behaviour change | OBC revealed large numbers of people wish to change the way that they travel to reduce their carbon footprints. See pages 26, 28 and 31 of Annex B. | Travel plans (workplaces, schools, other organisations) Park and ride/ stride, car sharing schemes, bike to work incentives etc Personal travel planning Car scrappage schemes Green Tourism Strategy | Help new developments/ employers to encourage use of non-car modes Encourage use of new forms of transport or more innovative ways to use existing transport system assets (e.g park and ride sites) Help residents understand how they might travel in different ways to reduce their carbon footprints Provide opportunities for willing residents to swap cars for green transport discounts Increase proportion of tourists coming to York by rail/ bus/ coach/ cycle/ electric vehicle |
| Reduce emissions | 8% of respondents already use an electrical vehicle. 43% are planning to use one in future. | Encourage adoption of electric vehicles Electric vehicle charging strategy | Increase proportion of vehicles in York that are electric, including cars, buses, freight vehicles Support adoption of electric vehicles by residents of/ visitors to York |
| Improve streets | 81% wished to/ were shopping more locally, 81% were/ wished to walk for more of their trips. 78% of people wanted improved walking routes and 76% improved cycle routes. 64% of people wanted improved cycle storage. | Improve footstreets area and district and village centres Low traffic neighbourhoods Improve highway margins and footways Improve lighting on footways, at bus stops and shelters | Improve street surfaces in footstreets area to deliver better access for mobility impaired people and improve amenity Improve local areas which are adversely effected by high through traffic volumes in residential streets Improve conditions for cyclists where dedicated routes and lanes are not available. Reduce trip/ slip/ fall pedestrian accidents. Improve security for pedestrians, cyclists and bus users. Reduce the number of people discouraged from using sustainable transport by fears about personal security. |
| New technology | 90% saw congestion as a problem in York. 60% wanted flexible bus ticketing | Improved urban traffic control E-bike and e-scooter schemes New bus tickets | More reliable journey times for buses, cars and freight in York Promote a new mode of transport with the potential to reduce the number of trips by car Use new technology to provide a range of simple multi-operator bus tickets to increase use of bus. |

Applying the interventions

We propose to focus interventions on the places which generate or attract large numbers of trips and/ or which suffer most severely from congestion, delay, pollution, poor amenity caused by traffic or other adverse impacts from transport. As set out in Section 2 of this strategy, the location where these problems is experienced most severely is York city centre, but other important locations are:

- York Hospital and the surrounding area and the city's universities
- The business and retail parks at Monks Cross, Clifton Moor and Fulford Designer Outlet
- In the future the large new developments around York, especially the large developments at York Central, on the edge of the current built up area, and north west of Elvington/ north of Clifton Moor
- The suburbs and villages where people live, shop and go out.

The text box opposite sets out the sorts of interventions that would be used at each of these locations if the proposed strategy was applied.

What the proposed Transport Strategy would look like at:

York city centre: under the new strategy, the city centre will have improved access by bike through upgraded cycle routes, and by bus through upgraded bus routes and services, including Bus Rapid Transit (BRT) style routes from the park and ride sites and other big trip generators like the University. Pavements in the footstreets area will be improved with much of the existing surfaces replaced with new surfaces which are more level/ flatter to assist wheelchair users and others who suffer impaired mobility. Lighting and surface quality will also be improved. The closure of Castle car park will reduce the number of vehicles inside the inner ring road and changes will be made to improve the reliability of bus services. Air quality will be improved by widespread conversion of the bus fleet to electric vehicles. These measures will complement the development of York Central, the improvements to the area around York Station and the Castle Gateway project. We will work to secure funding to construct the new footbridge across the Ouse, between North Street and Coney Street; and across the Foss between Tower Street and Piccadilly, and to provide a city centre shuttle bus. Management of congestion in the city centre will be improved by using the council's new traffic model to set traffic signals. A green tourism strategy will increase the proportion of visitor trips to York by rail, bike, coach and bus and a freight strategy will reduce the number of large freight vehicles in the city centre by replacing them with a trans-shipment centre which transfers freight to smaller vehicles.

York Hospital and the two universities: will also be accessed by upgraded cycle and bus/ BRT routes. There will be complementary improvements to cycle parking at the sites, such as measures to improve security for electric bikes and accommodate non-standard bikes through redesigned racks. The council will work with the organisations to enact travel behaviour change programmes to reduce car use to the sites, which may include reduced bus fares. However, development of effective alternatives to car travel to these sites will be the key to delivering the behaviour change sought. It is likely that we will look to improve the bus service to the Hospital so that it can divert car journeys away from the Hospital's congested site on Wigginton Road. Potentially, park and ride could play a role in serving the University's campuses at Heslington, reducing the number of car trips on Hull Road and Fulford Road.

The business and retail parks: present a particular challenge. Built in the last 15 years of the twentieth century their layouts are designed around the car – and non-car use for accessing the sites is correspondingly low. Two of the three sites (Designer Outlet and Monks Cross) are on the park and ride network – so enjoy a good level of bus service. However, bus services to Clifton Moor are less frequent and follow a circuitous route from the city centre meaning that using the bus to get to Clifton Moor is not as attractive as it should be. The new transport strategy will improve the bus service to Clifton Moor by combining it with the new service to new development to the north. The services to Designer Outlet and Monks Cross will be upgraded to BRT. Cycle routes to the business parks will be improved and space will be provided on the – generally generously laid out – roads within the business parks to accommodate high quality cycle lanes and cycle parking will be improved.

The new developments: will have high quality bus services into York city centre and to nearby trip attractors (e.g. the University for the development near Elvington). The masterplans for the developments will prioritise internal movements by bike and on foot and developments will be, where possible, self-contained, with their own shops, schools and community facilities such as GP surgeries.

The suburbs and villages: will benefit from improvements made to pavements and roads so that it is more pleasant to walk and cycle locally. High quality cycle routes will be provided to the city centre and adjacent suburbs and villages and the bus services will also be better. Local centres will be improved and people would be more likely to shop and go out locally. Schools will have good facilities and access for pupils who wish to walk or cycle to them. In some areas traffic levels will fall because low traffic neighbourhoods will have been provided in response to requests from residents. There will be local facilities for charging electric vehicles for people who do not have off-street parking and there will be more car club vehicles for people who need to use a car but would prefer not to own one. There will be more cycle tracks in rural areas to support people who wish to cycle to exercise.

What happens next?

This document contains a proposed transport strategy, which is presented here for comment.

What do you think? Does this document:

- Present an analysis of York's transport problems that you recognise?
- Address what you think are the shortcomings with York's transport system?
- Respond to the changes that you think will happen in York in the next 10 years?
- Address climate change, economic development requirements and health and wellbeing in York?
- Propose a plausible set of policies and interventions to tackle York's transport problems?

Consultation and Engagement

The consultation and engagement plan for the draft Local Transport Strategy is published alongside this document.

Annex A: Detailed Policy Tables

Table A1: Assessment of potential policies and interventions

| Strategic Theme 1: New theme: Reducing the need to travel by private motor vehicle | | | | | | | | | | | |
|---|---|--|--|----------------|----------------------|----------------------|------------------|-------------------|----------------------|---------------------|---|
| Potential policy and/ or intervention | Where | When | Level of fit with transport policy principles: | | | | | | | | Notes |
| | | | Inclusive, accessible city | Climate change | Economic development | Health and Wellbeing | Our Big Convers. | Local Plan growth | Looking after assets | Central Gov. policy | |
| Support the role out of high-speed broadband across York | Entire city | Existing policy: Intervention begun and ongoing. | ++ | ++ | ++ | - | ++ | ++ | 0 | ++ | To support home working and reduce commuter travel |
| Improve streets and spaces in district/ village centres and central York | Central York, district centres (e.g. Acomb, Haxby, Heworth etc), village centres | Existing policy: Ongoing. | ++ | ++ | ++ | ++ | ++ | + | ++ | ++ | To support more local shopping and leisure use. To reduce the need to travel to shop or access leisure. Part of a “20 minute city” initiative. |
| Encourage lift sharing schemes | Entire city | New policy: from 2023 | ++ | ++ | ++ | + | 0 | + | 0 | + | To reduce individual trips by encouraging lift-sharing by people undertaking similar journeys |
| Development masterplans | New developments | Existing policy: as they are designed. | ++ | ++ | ++ | ++ | 0 | ++ | 0 | ++ | To ensure as many trips as possible in and to/ from new developments can be easily completed on foot/ bike/ bus. Supplementary Planning Document to Local Plan in development |
| Strategic Theme 2: Provide Quality Alternatives to the car | | | | | | | | | | | |
| Improve bus services through better bus priorities | York city centre; congested radial routes in York including Fulford Road and Wigginton Road | Measures in place from 2025 | ++ | ++ | ++ | + | ++ | ++ | 0 | ++ | Funded by the Bus Service Improvement Plan (BSIP) |
| Better value bus fares, especially for younger people, job seekers and other vulnerable groups | Across York | Measures in place during 2023 | ++ | ++ | ++ | ++ | ++ | ++ | 0 | ++ | Funded by the Bus Service Improvement Plan. Includes new flat fare system. |
| Maintain high quality bus information/passenger facilities and infrastructure | Across York | Existing policy: Ongoing | ++ | ++ | ++ | ++ | + | ++ | - | ++ | Continuation of existing policies. Renewed focus on ensuring bus stops are lit. |
| New bus routes | New developments. City centre bus shuttle. | From 2023 | ++ | ++ | ++ | + | ++ | ++ | - | ++ | Funded by the Bus Service Improvement Plan and developer contributions. As per Local Plan Strategic Site and Transport policies. |
| Upgrade park and ride terminals to provide more functions | Six terminals across city | From 2022 | ++ | ++ | ++ | + | + | ++ | + | ++ | Provide overnight parking for rail stations/ overnight stays, improved bus priorities, access to cycles/ shared car schemes, allow parking to access other bus services (e.g. inter-urban). Funded by BSIP. |
| Bus Rapid Transit | Upgrade existing high frequency routes and to new large developments | New policy: As the sites are developed | + | ++ | ++ | + | + | ++ | - | ++ | To achieve the 15% bus mode share target for these sites. Fund using developer contributions and BSIP |
| Improve cycle routes | Across York – to be informed by LCWIP | New policy: From 2022 | ++ | ++ | ++ | ++ | ++ | ++ | - | ++ | Ongoing programme – e.g. Tadcaster Road. New programme of LTN1/20 standard upgrades and new routes |

KEY:

| | | |
|--|--------------------|--|
| Existing policy continued | New policy for LTS | Key policy for delivery 2023-33 |
| ++ = strongly supports principle; + = supports; 0 = neutral effect; - = adverse effect on principle; -- = very adverse | | |

| Potential intervention | Where | When | Inclusion | Climate | Ec dev'ment | Health | OBC | Loc Plan | Assets | C. Gov. | Notes |
|---|--|--|-----------|---------|-------------|--------|-----|----------|--------|---------|--|
| Improve cycle parking | Across York – to be informed by LCWIP | New policy: From 2022 | ++ | ++ | ++ | ++ | ++ | ++ | - | ++ | To include parking for a greater range of cycles |
| Improve walking routes | Across York – to be informed by LCWIP and Public Rights of Way Improvement Plan | New policy: From 2022 | ++ | ++ | + | ++ | ++ | ++ | - | ++ | Including new footbridge across Ouse to Coney Street and Foss to Piccadilly |
| e-scooter/ e-bike hire | Across York | Existing policy: Ongoing TIER scheme | + | + | + | 0 | + | + | 0 | ++ | |
| Car sharing/ car club scheme | Across York | Existing policy: Ongoing Enterprise scheme | ++ | + | + | + | + | + | 0 | + | To provide access to cars to those who do not wish to own a car |
| Support taxi and private hire providers | Across York | Existing policy: Ongoing – several providers | ++ | + | + | ++ | 0 | 0 | 0 | + | To provide access to cars to those who do not wish to own a car |
| Dial a ride scheme | Across York | Existing policy: Ongoing York Wheels scheme | ++ | + | + | ++ | 0 | 0 | 0 | + | To provide transport to people whose mobility is impaired |
| Road freight strategy | York city centre | New Freight strategy 2023 | 0 | + | ++ | + | + | 0 | - | + | Network of zero emission vehicle (e-cargo bike, cargo bike, portering, small EV) |
| Strategic Theme 3: Provide strategic links | | | | | | | | | | | |
| York Station Gateway | York Station | Existing policy: Delivery from 2022 | ++ | ++ | ++ | + | ++ | ++ | 0 | ++ | To support rail use to/ from York |
| Joined up accessible walking and cycling network | Across York | New Local Cycling and Walking Infrastructure Plan (LCWIP) | ++ | ++ | + | ++ | ++ | ++ | - | ++ | To support put in place a strategic approach to active travel routes and prioritise interventions. |
| Haxby Station | Haxby | Existing policy: Delivery from 2026 | ++ | ++ | ++ | + | ++ | ++ | 0 | ++ | To increase rail use from Haxby and surroundings. To improve access to central York and onward destinations from Haxby and surroundings. |
| Inter-urban bus services | Across York | New policy: as sites are developed, as park and ride terminals are converted. | + | ++ | + | + | + | ++ | 0 | ++ | To increase bus use for inter-urban journeys. To provide interurban connections (e.g. to Leeds and Hull) from new developments. |
| A1237 improvements (1) | A1237 between A19 Shipton Road and Little Hopgrove and associated active travel improvements | Existing policy: project which is funded and in delivery | + | + | ++ | ++ | ++ | ++ | - | ++ | To reduce queuing on A1237. To reduce number of car trips in central York by increasing orbital route capacity. |
| A1237 improvements (2) | A1237 between B1224 and A19 Shipton Road | Existing policy: Subject to funding | + | + | ++ | ++ | ++ | ++ | - | ++ | As above. |
| A64 improvements – in partnership with National Highways | Fulford Interchange, Grimston Interchange, new interchange to serve Langwith Garden Village | Existing policy: Subject to funding | + | + | ++ | ++ | ++ | ++ | 0 | ++ | To mitigate queuing and delay on the A64; to accommodate trips from new developments. |
| Rail connectivity general | Outside of York | Existing policy: Ongoing activity | + | ++ | ++ | + | + | ++ | 0 | ++ | Continue to work with other local authorities to lobby for improving rail connections to York – ECML/ TPL upgrades, HS2, Northern Powerhouse Rail etc. |
| Intelligent Transport Systems | Across York | Existing policy: ongoing activity | + | + | + | + | 0 | + | + | + | Optimise the traffic networks |

| Potential intervention | Where | When | Inclusion | Climate | Ec dev'ment | Health | OBC | Loc Plan | Assets | C. Gov. | Notes |
|---|---|--|-----------|---------|-------------|--------|-----|----------|--------|---------|--|
| Strategic Theme 4: Implement and support behaviour change | | | | | | | | | | | |
| <u>Travel Plans</u> | Large trip generators and new developments | Existing policy: Ongoing | ++ | ++ | ++ | ++ | + | ++ | + | ++ | Work with universities, hospitals, large employers, schools/ colleges and new developments to minimise motor vehicle trips to/ from sites |
| <u>Promote cycling and walking</u> | Across York | Existing policy: Ongoing | ++ | ++ | ++ | ++ | ++ | ++ | ++ | ++ | Through road safety training to schoolchildren. Through programmes to encourage walking and cycling (maps, events, festivals, car free days etc) |
| Localised travel planning | Across York | New policy: Subject to funds | ++ | ++ | + | ++ | ++ | ++ | ++ | ++ | District by district travel planning using travel diaries etc |
| Car swap schemes | Across York | New policy: Subject to funds | 0 | + | + | + | 0 | + | + | ++ | Allows residents to swap their cars for bikes, public transport tickets etc |
| <u>Green tourism policy</u> | Across York | New policy: 2023 | 0 | ++ | ++ | + | + | + | + | ++ | To work with partners to increase "green tourism" to York – access to and travel around city without car. |
| City centre parking review | York city centre | New policy: 2023 | 0 | + | + | + | 0 | + | ++ | + | To review the provision, pricing and management of parking in York city centre to ensure it best supports the city's Climate Change and Economic Development policies. |
| <u>Moving traffic enforcement powers</u> | Across York | New policy: once powers available | 0 | + | + | + | + | + | + | ++ | Response to DfT proposal to make powers available to non-London authorities. |
| <u>Improved data collection, monitoring and evaluation policy</u> | Across York | New policy: 2023 | 0 | ++ | ++ | ++ | ++ | ++ | ++ | ++ | Enhanced data collection, monitoring, evaluation and performance management of York's transport policy to ensure tactics are achieving objectives and introduce any policy changes required. |
| Strategic Theme 5: Tackle transport emissions | | | | | | | | | | | |
| <u>Encourage private uptake of electric vehicles.</u> | Across York | New policy: from 2022 | 0 | + | 0 | + | ++ | + | 0 | ++ | Promotional activity only. Council funded scrappage schemes (could be an option) |
| <u>Encourage uptake of electric buses</u> | Across York | Existing policy: ongoing | ++ | ++ | + | + | ++ | ++ | 0 | ++ | Approx. 70% of mileage to be electric by 2024 through schemes already funded. |
| <u>Encourage uptake of electric taxis/ private hire vehicles</u> | Across York | Existing policy: ongoing | 0 | + | 0 | + | 0 | 0 | 0 | + | |
| <u>Conversion of CYC vehicle fleet/ CYC vehicle use to electric</u> | Across York | Existing policy: ongoing | 0 | + | 0 | 0 | 0 | 0 | - | 0 | |
| <u>Vehicle charging strategy</u> | Across York | Existing policy: ongoing | + | ++ | + | + | + | 0 | -- | + | Hyperhubs, working with grid providers to ensure adequate sub-station capacity. Network of EV chargers in public car parks and complimentary private sector offer |
| Reduce idling of ICE powered vehicles | Across York, but particularly in city centre Clean Air Zone | Existing policy: ongoing | 0 | + | + | ++ | 0 | 0 | 0 | + | |

| Potential intervention | Where | When | Inclusion | Climate | Ec dev'ment | Health | OBC | Loc Plan | Assets | C. Gov. | Notes |
|---|--|--|-----------|---------|-------------|--------|-----|----------|--------|---------|--|
| Strategic Theme 6: Improve public streets and spaces | | | | | | | | | | | |
| <u>Address problems experienced by people with impaired mobility in York</u> | Across York | Existing policy | ++ | + | ++ | ++ | ++ | 0 | 0 | ++ | To include programme of works to be developed and taken forward by Access Officer |
| <u>Gender mainstream transport design</u> | Across York | New policy: Principles to be built into new policy | ++ | ++ | ++ | ++ | ++ | 0 | 0 | ++ | Initiated by Council to build partnerships to mitigate traditional bias when designing transport schemes |
| <u>Improve footstreets in city centre</u> | York city centre pedestrianised area | Existing policy: subject to funding | ++ | + | ++ | ++ | ++ | + | + | + | To include measures to improve streets for people suffering impaired mobility. More seating. |
| <u>Deliver York Station Frontage, York Castle Gateway and York Central projects</u> | Specific projects in/ near city centre. Also develop future projects (e.g. new Coney St-North St bridge) | Existing projects which are funded and in delivery | + | ++ | ++ | + | + | ++ | ++ | ++ | Include large scale improvements to public realm |
| <u>Improve district centre pedestrian areas/ village centres</u> | District and village centres across York | Existing policy: subject to funding | ++ | ++ | ++ | ++ | + | ++ | + | ++ | Link with intervention in Theme 1 |
| <u>Improve areas around schools for cyclists and pedestrians through schools/ people streets</u> | Across York | Existing policy: subject to funding | ++ | ++ | ++ | ++ | + | 0 | 0 | ++ | Link with interventions in Theme 1 |
| <u>Low traffic neighbourhoods</u> | As and where needed | Existing policy: ongoing programme | + | ++ | + | ++ | + | 0 | 0 | ++ | In response to resident requests and after consultation |
| <u>Reduce traffic levels within York Inner Ring Road</u> | York city centre | Existing policy. Potential new policy to create bus gate on the route Rougier St to Tower St, subject to study. | ++ | ++ | + | + | ++ | ++ | ++ | ++ | Link with Castle Gateway programme and closure of Castle Car Park. |
| <u>Improve perceived and real personal security on York's transport network</u> | Across York | New policy | ++ | ++ | ++ | + | ++ | + | 0 | ++ | Focus on lighting levels on off road network and at bus stops and shelters |
| <u>Improve pedestrian crossings</u> | Across York | Existing policy | ++ | ++ | + | ++ | + | 0 | - | ++ | To reduce severance effect of main roads |
| <u>Improve highway margin condition and footway condition</u> | Across York | New policy | ++ | + | + | ++ | + | + | -- | ++ | To improve area at side of roads used by cyclists, to improve footway condition to encourage walking and reduce slip/ trip accidents |
| Strategic Theme 7: Use new technology to reduce climate change | | | | | | | | | | | |
| <u>Urban Traffic Control</u> | Across York | Existing policy: ongoing | 0 | + | + | + | + | ++ | - | ++ | Use new real time model to provide virtual bus priorities. In line with BSIP commitment. Consider role of traffic gating to place queues in places where they will cause fewest adverse impacts. Implement interventions at poor air quality hot spots |
| <u>New bus tickets</u> | Across York | New policy | ++ | ++ | ++ | ++ | ++ | + | 0 | ++ | Use changes in bus service legislation to provide new, easier/ cheaper bus tickets in York – link with Theme 2 and BSIP. |
| Micromobility (e-bike and e-scooter share schemes) | Across York | Existing policy: ongoing | + | + | + | 0 | + | + | 0 | ++ | In line with Theme 2 |
| Construction material technology | Across York | New policy within Highways Asset Management Plan | | + | + | 0 | | | | | Ensure forward thinking approach to the design of highway and infrastructure construction |

Annex B: Our Big Conversation, Summer 2021

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Welcome to the first edition of the Local Transport Plan guidance bulletin. If you have a specific query email us at: lt.plans@dft.gov.uk

Local Transport Plans

We will be renewing the focus on Local Transport Plans (LTPs) by publishing updated guidance. There will not be new policy in the guidance, but it will provide a much-needed holistic view of what the government is expecting local transport authorities (LTAs) to deliver.

This will set the ball rolling on refreshed local transport plans this parliament that are in line with government priorities and deliver on local ambitions. These updated plans should put places in a position to make a stronger strategic case for transport investment and form a compelling basis for responding to future funding opportunities.

Our team will undertake targeted engagement with stakeholders in advance of a formal public consultation later this year. Gathering stakeholder views will be essential to ensure that the guidance leads to improved LTPs that help local authorities deliver for local people.

Decarbonisation commitments

In the department's Transport Decarbonisation Plan (2021) we committed to driving decarbonisation at a local level by requiring LTAs to make quantifiable carbon reductions (QCRs) a fundamental part of local transport planning. LTPs will need to set out how local areas will deliver ambitious QCRs in transport. We will publish technical guidance on QCRs alongside the new LTP guidance.

We have worked hard to understand the current capability across LTAs in

this area and have scoped out existing methodologies, toolkits and datasets available to LTAs. We will continue to work with sub-national transport bodies in the development of this guidance, building on encouraging work they have been doing with local authorities and the private sector.

Progress so far

Early drafting of the new LTP and QCR guidance has commenced. Since the stakeholder workshop at the end of last year, the focus has been scoping out the relevant transport and cross government policies that will be covered by the new guidance.

New EV charging strategy

The guidance will set out the government's key priorities for LTAs, including EV charging.

By 2030 the UK government has committed to end the sale of new petrol and diesel cars. DfT has identified a need for there to be adequate public charge point provision ahead of demand, as the lack of public charge points is a critical barrier to switching to electric vehicles.

EV charging strategy was published in March 2022 and highlights the importance of local authorities in planning and delivering EV charging infrastructure. New LTP guidance will therefore place emphasis on future LTPs assessing the need for chargepoints in their area and producing local strategies for EV charging infrastructure.

LTP development grant

In April, 71 LTAs across England received a share of £12.5m for

preparation work to create/update LTPs in line with the upcoming guidance. This expands support for longer-term local transport planning and delivery beyond the LTAs in receipt of the City Region Sustainable Transport Settlement.

FAQs

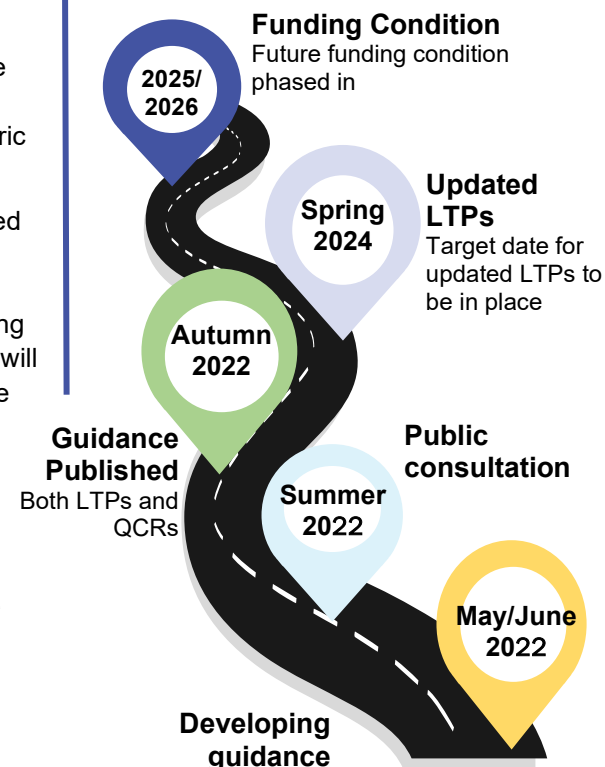
What will be in the new guidance?

The new guidance will provide a high-level overview of what should be included in a LTP, including legal requirements of an LTP and other key requirements such as quantifying carbon reductions.

We have recently updated our LTP, do we have to update it again?

We appreciate that some LTAs will have updated their LTPs recently. It is ultimately the responsibility of the LTA to consider whether their LTP aligns with the new guidance and whether their plans would benefit from partial or wholesale updates.

Timeline



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Welcome to our second Local Transport Plan guidance bulletin. If you would like to get in touch email us at: lt.plans@dft.gov.uk

Vision led planning

The draft Local Transport Plan (LTP) guidance will embrace new best practice for transport planning, moving away from predicting future traffic growth and providing for it, in favour of a vision-led and multi-criteria approach.

Vision led approaches are about supporting transport systems to better achieve intended outcomes for people, goods, and places. By defining visions, local transport plans can accelerate local ambitions to ensure they are actively contributing to broader strategic priorities for local transport.

The guidance will set the expectation LTPs will have a well-articulated, ambitious, but realistic vision. This part of the broader advice on developing an LTP will significantly expand on what the 2009 guidance provided.

Consultation Delayed

We now aim to go to consultation over the autumn with the final guidance being published in early 2023. We have taken the decision to extend our timeline to ensure that the new guidance is as robust as possible. This will also allow us to engage even more extensively with other government departments, local government and other transport stakeholders in advance of the formal consultation.

The revised timeline should still enable LTAs to update their LTPs by the end of this parliament, with Authorities being able to use the guidance in consultation form to continue renewing their LTPs.

LTP development grant survey

In March, 71 LTAs across England received a share of £12.5m for preparation work to create/update LTPs in line with the upcoming guidance.

In July we sent out a short survey to gather information on how the funding has/will be used. Thank you for the returns. This information will help us to understand how the funding is supporting places to plan their local transport more effectively; it is also going to provide insight on remaining capacity gaps.

LTP event

On 24 June Landor Links held an event 'A new Era of Local transport Plans' with the department presenting on plans for new LTP guidance.

The event was a chance for professionals in the sector to air their thoughts on how to help the next wave of LTPs play a key role in shaping local transport. A key topic of discussion was the relationship transport has to the wider context e.g. economic, social and environmental issues.

Recordings of the session can be found at: [Landor links event](#)

Quantifiable Carbon Reduction - at a glance

A separate technical guidance document will provide methodological advice to enable places to understand the baseline local transport emissions and estimate the carbon impacts of proposed interventions as part of the development of an LTP.

This is in line with the government's [Transport Decarbonisation Plan \(TDP\)](#) commitment to making Quantifiable Carbon Reductions (QCR) a fundamental part of local transport planning.

The QCR process outlined below sets out the evolving proposal for the key steps and outputs which authorities will be encouraged to follow (see diagram next page).

Step 1 - involves producing an estimate of current and future **user emissions** in the absence of the interventions outlined in the updated LTP - providing a 'baseline' against which the impact of an LTP can be measured. A tiered methodology will

be provided to match the different analytical capability of different authorities.

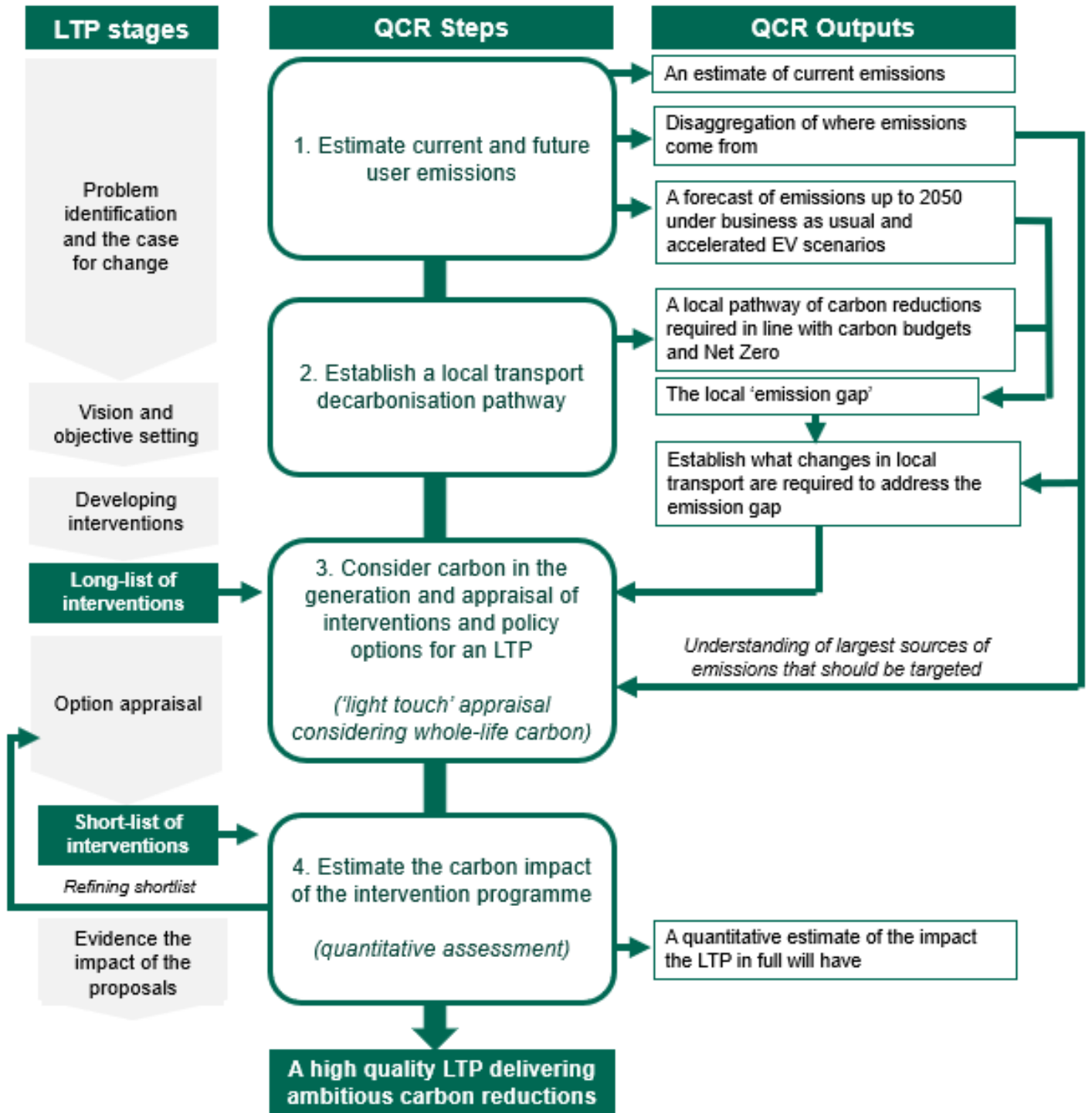
Step 2 - involves identifying the local scale and pace of transport decarbonisation needed in line with carbon budgets and Net Zero in the form of a decarbonisation pathway.

Step 3 - involves meaningful and proportionate consideration of carbon as part of the process of establishing a longlist of potential transport interventions and policies and appraising these to produce a shortlist in line with what is being proposed in the main LTP guidance document.

Step 4 - involves estimating the carbon impact of the LTP intervention pipeline. A tiered methodology will be provided to allow the assessment to be proportionate to the authority's capability and to reflect the data likely to be available at various stages of the intervention.

In addition to user emissions, we also want to encourage the consideration of **infrastructure carbon emissions** associated with both interventions set out in the LTP and the maintenance of existing infrastructure.

Quantifiable Carbon Reductions Process Outline





Welcome to our Local Transport Plan guidance bulletin.

We hope you have had an enjoyable and restorative holiday season and wish you all the best for 2023.

If you would like to get in touch, please email us at:

lt.plans@dft.gov.uk

Public consultation

We had previously hoped to consult on revised draft Local Transport Plan (LTP) and Quantifiable Carbon Reductions (QCR) guidance before the end of 2022. However, in light of changes to the Ministerial team and in order to reflect the outcome of the autumn statement, we now expect to consult in early 2023. We are considering what this revised timeline means for implementation of LTPs, and how they will inform policy development ahead of the next spending review.

Early feedback

As a result of this extended timetable, we have been able to seek further feedback from stakeholders to improve the consultation drafts. We have also explored options for piloting the proposed QCR guidance which we hope will make for a better, more user-friendly product overall. We shared a working draft of the LTP guidance with a representative sample of LTAs, receiving largely positive feedback and using this to address some omissions.

A common theme of the feedback was the need for long-term funding certainty, fewer funding competitions, and clear expectations on the level of local ambition for LTPs. While it is not possible to provide certainty on future funding, we have strengthened the draft guidance with a view to supporting LTAs to navigate the current and future funding landscapes. In addition, we are considering tools

such as funding scenarios to help LTAs develop future proofed LTPs with prioritised scheme options which can adapt to different funding landscapes.

A new generation of LTPs present an opportunity for LTAs to influence the government's vision for Local Transport, including by improving the Department's evidence base for decision making. We would like to thank those LTAs who set time aside to provide detailed feedback.

Local Case Studies

We are keen that as part of sharing and promoting best practice, the LTP guidance captures a range of case studies from local transport planning, particularly where innovative approaches have been used. If there is an approach you would like to share with other LTAs, please get in touch. We are particularly interested in case studies of:

- Wide-ranging, inclusive and innovative stakeholder engagement being used effectively to shape an LTP.
- Non-transport and/or digital solutions being used to positively impact travel patterns/behaviours and lead to positive outcomes.
- How the Local Plan and other spatial/modal plans have been successfully aligned with delivery of an LTP leading to positive outcomes.

Quantifiable Carbon Reduction

In August, the Department shared the proposed blueprint for the QCR process to be carried out as part of developing an LTP. We recognise that carbon quantification is a relatively new area which many LTAs may find challenging, and we expect the approach to evolve over time as datasets and methods continue to develop. Ultimately, however, our approach is designed to bring about a step-change in terms of the role of

data in decision-making.

To support this new approach, we are considering what further support the Department can provide to complement the QCR guidance and how we could pilot the guidance. We are also funding several transport decarbonisation workstreams led and delivered by the Sub National Transport Bodies (STBs). These include support for baselining local transport user emissions at local authority level and further guidance on the selection of local interventions according to their carbon impacts. If LTAs want any support, or have any queries, you should contact your STB in the first instance.

Integrated Transport Planning

The last bulletin described the importance of a 'vision-led' approach to transport planning. We know that LTAs recognise that integration of transport planning and delivery across modes, networks and land-use is key to improving local outcomes and delivering on long-term strategic objectives. Our aim is for the LTP guidance to provide clarity on the Government's expectations in this area, and helpful pointers on partnership working to develop a shared vision for a place and translate this into transport objectives.

For example, integrating (as a minimum) Bus Service Improvement Plans, Local Cycling and Walking Investment Plans and Local EV Charging strategies under the umbrella of the LTP will help identify options for combining interventions where this offers delivery and/or cost benefits. Road space allocation is one area where integration at an early planning stage is likely to be particularly beneficial. We expect the draft guidance to re-iterate the importance of aligning Local Plans and LTPs, both in terms of strategic approach and the evidence base used, to provide a mutually supportive framework for change.

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Annex D

Local Transport Strategy: Consultation and Engagement Plan Our Big Transport Conversation

Background

1. On the 15 December 2022 Council adopted the York 2032 10 year Strategy and Policy framework, which comprises the Climate Change, Economic and Health and Wellbeing 10 year strategies and the emerging 10 year City Plan.
2. York 2032 recognises Transport as one of five city-wide priorities and sets out the ambition and targets for the decade ahead:
 - Ambition: York's transport networks will be inclusive and sustainable, connecting neighbourhoods and communities.
 - Targets: York will have a transport plan which enables and promotes modal shift to sustainable transport. It supports the Climate Change, Public Health and Economic Development strategies, and mitigates the transport consequences of the growth of the city. It will support the equality, health and wellbeing of York's current and future residents, businesses and visitors and enables inclusive economic development whilst respecting the city's heritage. Through the Plan, York will seek to minimise any negative environmental impacts of transport. A key part of the strategy will be supporting measures which reduce the need to travel, as well as those promoting modal shift.
3. In addition, the Climate Change Strategy 2022-2032 identifies transport as one of the biggest carbon emitters in the city (2nd only to buildings) and has set a target of reducing carbon from transport systems by 71%. In the meantime, guidance is expected from the Department of Transport that we anticipate will set carbon reduction targets for transport as well.
4. The reason for adoption of York 2032 the 10 year plan and 10 year strategies was to engage partners, city leaders, businesses,

stakeholders and residents to work together on these five key agreed priority areas that aim to actively improve the quality of life for all York's residents. This, the Local Transport Strategy Consultation and Engagement Plan sets out how it will engage different communities in the emerging draft Local Transport Strategy.

5. The Local Transport Strategy Consultation and Engagement Plan follows the principles of the council's resident engagement strategy approved at Executive in April 2021 and builds on the Local Transport Plan Engagement Plan approved at the Executive Member (Transport) Decision Session in May 2021.
6. Since 2021, different aspects of how people travel and experience transport have been explored through iterative engagement activities, under the banner of Our Big Conversation, such as the attitudinal survey in Summer 2021 which also informed the Climate Change, Health and Wellbeing and Economic strategy development process, the 10-year strategies consultation in Summer 2022, and focus groups commissioned to hear from groups that typically did not engage.
7. This, the Local Transport Strategy Consultation and Engagement Plan, learns from feedback the council has already collated and takes the Our Big Conversation consultation to a deeper level of engagement.
8. It will be called Our Big Transport Conversation.
9. It draws on lessons learned through Our Big Conversation when residents challenged the inclusivity of previous consultation exercises and sets out to ensure the consultation is representative and engages under-represented or seldom heard voices from the outset.
10. Feedback gathered through previous Our Big Conversation consultations has informed the draft Local Transport Strategy, as indicated throughout.

Our Big Conversation

11. The Our Big Conversation consultation and engagement programme has iteratively explored different aspects of transport issues and opportunities in York since 2021, specifically in the

context of the economy, climate change and health and wellbeing, but also exploring how people access and engage in the city centre:

| Our Big Conversation consultations | 2021 | 2022 | 2023 | Publication |
|--|---------------|---------------|-------------|---|
| Resident engagement strategy and transport consultation approved | April / May | | | Agenda for Executive on Thursday, 22 April 2021, 5.30 pm (york.gov.uk) item 123 Agenda for Decision Session - Executive Member for Transport on Tuesday, 11 May 2021, 10.00 am (york.gov.uk) – item 84 |
| My City Centre | March - June | | | My City Centre Summer Consultation 2021 - My City Centre Results Final Report - York Open Data |
| Attitudinal survey | June - August | | | Our Big Conversation Summer 2021 - OBC Final Report - Residents Survey - York Open Data |
| Targeted focus groups | | July | | Our Big Conversation 2022 - Datasets - York Open Data |
| 10 Year strategies consultation | | June - August | | |
| Budget 2023 | | November - | January | Agenda for Decision Session - Executive Member for Finance and Major Projects on Thursday, 12 January 2023, 10.00 am (york.gov.uk) item 24 |
| Transport – stage 1 | | | February+ | |
| Transport – stage 2 | | | June + | |
| Transport – stage 3 - 5 | | | May + | |

Scope

- This, the Local Transport Strategy Consultation and Engagement Plan describes the actions that will take place to collate resident, business, stakeholder, visitor, commuter, and community group

feedback to contribute to the completion of the Local Transport Strategy.

13. This plan sets out the approach the council will follow to collate as diverse and nuanced feedback as possible, consulting on the broad principles, whilst encouraging participation in feeding back on specific schemes and opportunities.
14. It will deepen insight into the needs of key audiences, identify audience barriers and opportunities to implement improvements to transport and informing recommendations to further develop the Local Transport Plan (LTP) 4.
15. When appropriate, it will integrate with North Yorkshire Council's LTP development process to support the development of a regional perspective. Pre-empting this, demographics will collate postcode information to understand the split between York and North Yorkshire residents feeding back in the consultation.
16. This Local Transport Strategy will not revisit questions already asked and instead, will publish feedback already collated together with a We Asked/You Said/We did/didn't to show how feedback has already informed the development of the draft Local Transport Plan. Strategy.

Engagement Strategy

17. The aim of the engagement and consultation plan is to:
 - Encourage broad participation from the many different people, groups and organisations who use York's transport infrastructure
 - Increase representation that encourages as many diverse voices as possible to share their experiences.
 - By the end of the engagement plan, everyone who wants to have had a say, should have had the opportunity and means to do so.
 - This feedback will then inform development of the Local Transport Strategy and be presented at appropriate decision sessions
18. To encourage this, engagement will take place over five stages throughout 2023, with information becoming more detailed and complex as the plan progresses:

Stage 1 – build audience understanding (Feb 2023)

Stage 2 – targeted engagement

Stage 3 - strategy, policy themes and traffic issues (May 2023)

Stage 4 – detailed proposals (when ready 2023)

Stage 5 – other strategies and plans, including development of the Mayoral Combined Authority (MCA) Strategic Transport Plan if appropriate – as and when ready 2023

19. Participants will be able to join at any point and any depth of the consultation and easily be able to access different aspects of the consultation.
20. At its heart will be a online engagement platform that provides polling, surveying and geospatial consultations to allow participants to take part in different ways to provide their feedback.
21. Anyone who has already participated will be prompted to return when new engagement activities or questions are available.
22. Regular analysis of feedback will inform each stage to create a continuous improvement loop until October 2023.
23. Regular analysis of who the participants are will inform the targeted activities to ensure voices are representative. At present, planned targeted activities will reach the seldom heard voices identified in previous Our Big Conversation consultations.

Engagement Objectives

- (i) With the Access Officer in post, **ensure the consultation is inclusive and accessible** building understanding and interest
- (ii) **Develop and deliver an engagement programme of on and offline activities** designed to prompt participants to prompt participants to learn about complex ideas and challenges to make for a more informed conversation, including building audience understanding of key transport issues
- (iii) **Raise awareness of the different stages and opportunities** to engage through corporate and partner channels, signposting the engagement activities and drawing participants to a shared online conversation via an engagement platform and encouraging greater participation in Talkabout panel

- (iv) **Facilitate targeted opportunities** to ensure that under-represented groups are reflected by analysing participation, putting in place activities that collate feedback from the seldom heard
- (v) **Create universal opportunities** to provide feedback with on and offline engagement activities collating demographical information to ensure inclusive
- (vi) **Publish the decision-making schedule** relating to the LTS development allowing participants to influence through open democracy, sharing feedback at key moments
- (vii) **Deliver all engagement through the Our Big (Transport) Conversation programme (brand)** – publishing feedback throughout the process, including reports from previous Our Big Conversation consultations

Audiences

- (1) Universal: residents, businesses, visitors, commuters
City wide to all households, in public spaces, the mobile/online engagement platform, and via social media and digital communications

Demographic data will be collected where possible

- (2) Targeted: resident, community, partners, business representatives for example:
 - Resident - seldom heard voices (identified through OBC focus groups)
 - Disability Independent Advisory Group (and members)
 - Citizens Transport Forum (Civic Trust)
 - Age Friendly York
 - City partners, York Economic Partnership etc.

Engagement Activities

| Stage | Process | Engagement objective | Activities |
|--|---|---|---|
| Stage 1 <i>February 2023</i> | Build audience understanding | Ensure the consultation is inclusive and accessible | engage the Disability Independent Advisory Group (DIAG), York Civic Trust forum and Age Friendly forum to test the consultation approach described here build understanding and interest in joining the Talkabout Panel to improve representation |
| | | Develop and deliver accessible engagement programme of on and offline activities designed to prompt participants to think logistically rather than just ideologically | share expertise in thematic webinars – develop additional webinars based on the audience response - <i>evaluate responses to introduce new themes</i> use maps and polling to generate intelligence and prompt participation – drawing into more complex consultation develop accessible and inclusive content and activities |
| Stage 2 <i>Spring / Autumn 2023</i> | Inform and involve <i>Identifying audiences following</i> | Facilitate targeted opportunities to ensure that under-represented groups are heard and can contribute | Analyse participation and themes putting in place activities that collate feedback from the seldom heard Commission and provide opportunities for a deeper thematic conversation |

| | | | |
|-------------------------------|---|--|--|
| | <i>insight from Stage 3/4/5 and preparation stage.</i> | | <ul style="list-style-type: none"> • Transport Summit with key partners, operators and NYC • Targeted community workshops • Targeted partner workshops • Commission targeted focus groups x12 • Invite partner feedback <p>Ensure all content is accessible, available on and offline and in places people trust and are familiar with</p> |
| Stage 3 <i>Spring 2023</i> | Consult Explore the strategy and policy themes: <i>Opportunities, barriers</i> | Create universal opportunities to provide feedback | <p>Develop on and offline engagement activities collating demographical information to ensure inclusive and providing different ways to encourage participation:</p> <ul style="list-style-type: none"> • Publish draft accessible LTS for consultation including an easy read version • Update a traffic issues map • Postcard and online polls (leading to the online engagement) • Social media conversations (leading to the online engagement) • pop-up discussions (Transport corner?) in public places <p>take a staged approach to consultation information that ladders participants into deeper conversations</p> <ul style="list-style-type: none"> • Stage 3 – consult on the strategy, policy themes and traffic issues (May 2023) • Stage 4 – explore detailed proposals (informed by |
| Stage 4 <i>Spring 2023</i> | Consult Specific schemes Test detailed proposals | | |
| Stage 5 <i>when ready</i> | Consult on other strategies and plans | | |

| | | | |
|--|--|--|--|
| | | | <p>stage 3 responses)</p> <ul style="list-style-type: none"> • Stage 5 – consult on other strategies and plans, including development of the Mayoral Combined Authority (MCA) Strategic Transport Plan if appropriate – as and when ready 2023 <p>facilitate one conversation that builds over time (as stage 3, 4 and 5 information is released) to compare and contrast feedback</p> <p>put an (W3A compliant) online engagement platform at the heart of all consultation with opportunity to provide geospatial feedback as well as survey and polls</p> <p><i>Evaluate participation to inform stage 2</i></p> |
|--|--|--|--|

Consultation

The cross-party group has been engaged and feedback incorporated. Following Executive approval, the first stage is to consult with different community groups, including the Disability Independent Advisory Group to stress test this consultation plan.

Risk Management

Under-representation: There is a risk that seldom heard voices are not given the opportunity to contribute. To mitigate this risk, DIAG will be consulted to ensure activities proposed are accessible and inclusive, with DIAG invited to consider additional options. Their comments will inform the Equalities Impact Assessment.

Complexity: The draft Local Transport Strategy introduces complex themes and discussion points. To help build audience understanding, webinars will be held to share expertise and invite challenge.

Conflicting feedback: a measure of success will be increased participation and increased diversity of contribution – this will invariably lead to conflicting feedback which will be highlighted for members to help decision making.

Consultation fatigue: the city has been consulted on at length over the last few years. To avoid consultation fatigue and make it easy for participation, different ways to provide feedback will be developed so participants can either provide detailed responses or tick boxes to make it as easy or detailed as the participant wishes. In addition, information about how feedback has already informed the draft Local Transport Strategy will be regularly shared to show a clear line between what you said and what we did

Contact Details

Author:

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**Chief Officer Responsible for the
report:**

James Gilchrist
Director for Environment, Transport and
Planning

**Report
Approved**

 tick

Date 26/1/23

Specialist Implications Officer(s)

Julian Ridge, Sustainable Transport Manager

Dave Atkinson, Head of Transport

Ian Cunningham, Head of BI

Eddie Coates-Madden, Head of Communications

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

All

all

For further information please contact the author of the report

Background Papers

Resident engagement strategy

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MIId=12510&Ver=4>
item 123

Local Transport Plan engagement plan

[Agenda for Decision Session - Executive Member for Transport on Tuesday, 11 May 2021, 10.00 am \(york.gov.uk\)](#) – item 84

10 Year strategies

[Agenda for Executive on Tuesday, 22 November 2022, 5.30 pm \(york.gov.uk\)](#) item 5

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Executive**14 February 2023**

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

York and North Yorkshire Devolution – Outcome of Consultation**Summary**

1. Following approval from Executive and Full Council in October 2022, City of York Council and North Yorkshire County Council undertook statutory consultation on a Scheme related to the governance arrangements required to implement the proposed Devolution Deal, which was published on 1 August 2022.
2. The overall response to the consultation on the proposed areas of change was positive, with the majority of respondents (54%) supporting or strongly supporting the proposed governance arrangements in the scheme, including an elected Mayor and a Mayoral Combined Authority, to unlock the benefits of the devolution deal. Around a third (32%) of respondents opposed or strongly opposed the proposals.
3. This report summarises the outcome of the consultation, the comments and suggestions received, identifying possible amendments to the Scheme based on those suggestions. It recommends the submission of the consultation summary to Government, which, if approved, would allow Government to undertake the next stages of the statutory process.
4. North Yorkshire County Council is also considering the same issues. The approval of both Councils to submit the consultation summary and Scheme is required for the statutory process to progress.
5. Amendments to the York and North Yorkshire Joint Devolution Committee arrangements are also proposed and a recommendation for authority to be delegated to the Chief Operating Officer, in consultation with the Leader of the Council, to give consent to the draft Order resulting from the submission of the Scheme.

Recommendations

6. The Executive is asked to:

1) Approve :

- a. The submission of a Consultation Summary Report to Government.

Reason: to inform the Secretary of State of the consultation outcome, allowing him to consider the next stages of the statutory process facilitating the creation of a York and North Yorkshire Combined Authority.

- b. Amendments to the Scheme and proposals for the operating model of the Combined Authority outlined in paragraph 92, for submission to Government.

Reason: to utilise the information received during the consultation to improve the proposed governance arrangements.

- c. The delegation of authority to the Chief Operating Officer, in consultation with the Leader of the Council, to undertake any action necessary to submit the Consultation Summary Report and Scheme to Government, in line with recommendations 1a and 1b.

Reason: to facilitate the submission of the required documents to Government within the required timescales.

- d. Amendments to the Terms of Reference for the York and North Yorkshire Joint Devolution Committee outlined in paragraphs 103-107 and attached at Annex 2

Reason: to ensure appropriate, robust and transparent decision-making.

- e. The delegation of authority to the Chief Operating Officer, in consultation with the Leader of the Council, to undertake any action necessary to provide consent to the Order facilitating the creation of the Combined Authority in line with the scheme submitted to Government, as outlined in paragraph 115

Reason: to allow the progress of the statutory process facilitating the creation of the Combined Authority.

- 2) Refer the decisions required in recommendations 1a to 1e above to Full Council.

Reason: To ensure the views of all Members of the Council are taken into account on this matter.

Background

7. On 1 August 2022 the Secretary of State for Levelling Up, Housing and Communities announced that the Government was minded to enter into a Devolution Deal with York and North Yorkshire under which the region would benefit from £540 million of new Government investment to spend on local priorities to produce growth, together with a range of devolved powers. This Devolution Deal is dependent upon the York and North Yorkshire Authorities establishing a Combined Authority for the area with an elected Mayor. The full detail of the Deal can be found here: <https://www.gov.uk/government/publications/york-and-north-yorkshire-devolution-deal/york-and-north-yorkshire-devolution-deal#summary-of-the-devolution-deal-between-the-government-and-the-local-authorities-of-york-and-north-yorkshire-comprising-city-of-york-council-and-north-yorkshire-council>
8. In September and October 2022, the two Councils agreed to publish a Scheme to describe the governance of a new Combined Authority and to consult upon the Scheme. The consultation was held for 8 weeks from October to December.
9. The next step is to consider the consultation responses and determine if there needs to be any amendment of the Scheme. Agreement is then needed on whether to submit the Scheme and a consultation summary to Government to allow the Secretary of State to consider putting in place the legislation to facilitate the creation of the Combined Authority.

Consultation Methodology

10. The consultation was launched at the LEP Annual Conference event (York & North Yorkshire Business Summit) on 21st October 2022, attended by 235 people representing businesses, residents and

organisations across the region. The consultation ended on 16th December 2022.

11. The consultation process was designed to be as broad and accessible as possible, using multiple channels to gather information from different stakeholder groups. More information on the methodology is included in Annex 1.
12. The views of all interested parties were welcomed and, in addition, specific stakeholder groups were identified to ensure communications and events were arranged to provide all groups the opportunity to contribute. Alongside residents' views, the process sought responses from organisations working in areas related to the functions of the combined authority, including some who would be directly affected by the proposed changes. 300 information and advocacy sessions were hosted across a range of public meetings, partner meetings, networking, business and public engagement events. A list of 430 stakeholders received letters to highlight the consultation and to request their views.
13. An online survey was identified as the most efficient way of collecting views across the area. However, it was recognised that this would not be appropriate for all potential respondents. A demographic breakdown of the population across York & North Yorkshire was developed as part of an analysis of digitally excluded residents in the region. This information informed the communications methods employed to reach all groups in the population. The commissioned work also includes a summary presentation of data related to age, ethnicity, and long-term health problems/disability. Work with partners was undertaken to reach residents with protected characteristics. This information was also used to inform a series of focus groups targeted at "seldom heard" populations including those with protected characteristics.
14. A devolution branded website (www.ynydevolution.com) was launched as the proposed deal was announced in August 2022. The website invited visitors to take part in the consultation, providing an animation and an explainer video that detailed the contents of the consultation document. All FAQs and consultation events were also listed on the devolution website.
15. The primary route for feedback was via the Commonplace online platform, which provided a questionnaire and held background information including the Governance Review, Scheme and Frequently Asked Questions. For the questionnaire, each of the questions had a

summary introduction and an opportunity for the participant to indicate the strength of their feeling from strongly support to strongly oppose. A comment box was available after each question to add the reasons for responses.

16. All consultation documents were hosted on the Commonplace platform with links from the devolution website. The documents were available to download. As well as the opportunity to complete the survey online, paper copies of the survey and documents were available in libraries and at public events. A prepaid envelope for consultees who wished to submit their responses by post was available. Respondents were able to hand in their response at local libraries, where it was scanned and forwarded to the consultation email address.
17. The consultation materials were produced in different accessible formats e.g., Braille to encourage participation. Available on request were translations in the following languages and a large print version:
 - a. Arabic
 - b. Kurdish
 - c. Pashto
 - d. Romanian
 - e. Polish
 - f. Dari
 - g. Ukrainian
 - h. Bengali
 - i. Farsi
18. Both the website and Commonplace platform and sign-posting on social media encouraged people to ask questions regarding the consultation (in addition to the questionnaire responses.) Questions and comments were invited via an email address and through social media. All questions and comments received were logged, and where appropriate responses were provided. Additional FAQs were developed against recurring themes and hosted on both the devolution website and the Commonplace platform.
19. A series of 10 focus groups were held to reach stakeholders identified as “seldom heard” and those with protected characteristics. These focus groups were facilitated by Westco Communications.
20. Across York and North Yorkshire a series of public events were held. In North Yorkshire, these public events and the wider devolution consultation were promoted to residents through the wider Let’s Talk consultation campaign. The events were shared on devolution channels

and partners were also encouraged to promote them. Conversations in these meetings were noted to inform the consultation, along with insights recorded from targeted engagement events with partners and their audiences.

21. Considerations were made for how to engage the 'silent majority'. A regionwide local media and radio broadcast campaign signposted towards the consultation. Devolution branded social media channels were launched to promote the consultation. These platforms shared content from the announcement of the proposed deal in August 2022. The consultation campaign prioritised Facebook, with additional content on Twitter and Linked In. The social media campaign that generated 1.6 million impressions and 10,000 link clicks throughout the consultation period, taking users directly to the survey and a devolution website. The campaign on the Devolution branded platforms was supported and supplemented by aligned campaigns on the CYC and NYCC social platforms
22. Information about the devolution consultation was shared via partner newsletters to a range of audiences reaching residents, businesses, and partner organisations. A devolution branded communications pack was developed and shared with partners to encourage their promotion of the consultation across their own social media platforms.

Consultation Results and Analysis

23. The full analysis of the responses, carried out by the Consultation Institute, across the different consultation channels, is included at Annex 1. The summary below of the responses is intended only to highlight some of the key themes, and full consideration should be given to the full analysis to provide the context of the comments received.
24. The consultation provided the following engagement:
 - a. 564 people through offline activities, including engagement sessions.
 - b. 20 emails via the dedicated enquiries mailbox
 - c. 1971 online survey responses
 - d. 83 residents and landowners across 10 focus groups
 - e. 23 letters received.
25. This response rate appears high in comparison to devolution consultation held elsewhere in the country.

26. Across all questions asked and all key themes within the consultation, there is overall support for the proposals set out in the Scheme, with the positive responses outweighing the negative.

Overall Governance

27. The question asked:

“Do you support or oppose our proposals for the governance arrangements in the scheme, including an elected Mayor and a Mayoral Combined Authority, to unlock the benefits of the devolution deal?”

28. The online survey produced the following results:

| Response | No. | % |
|----------------------------|--------------|-------------|
| Oppose/Strongly Oppose | 621 | 32% |
| Neither support nor oppose | 238 | 12% |
| Support/Strongly Support | 1,073 | 54% |
| Don't Know | 39 | 2% |
| Grand Total | 1,971 | 100% |

29. For those who Supported or Strongly Supported (**54%**), reasons included:
- Increased democratic accountability
 - The ability to magnify the voice of York and North Yorkshire
 - The power of the Mayoral role, although some concerned by the role
 - Increased accountability through local knowledge
 - The additional funding available through the Deal
 - Previous experience of the benefits of this model.
30. Some supporters had concerns about unintended additional bureaucracy.
31. For those who Opposed or Strongly Opposed (**32%**), reasons included:
- Concerns about increased bureaucracy
 - A lack of democratic accountability
 - Concern over the power concentrated in the Mayoral role.

- d. Potential for decrease in local accountability.
- e. That York and North Yorkshire is too large and diverse an area
- f. That the proposals don't go far enough
- g. Concern around additional private sector influence
- h. Concern that political tensions or alignment will influence priorities.

32. For those unsure (Neither support nor oppose or Don't Know) (14%), reasons included:
- a. Lack of information provided or not well enough defined
 - b. Increased levels of bureaucracy
 - c. Concerns over the Mayoral role
 - d. Democratic accountability
 - e. Decrease in local accountability
 - f. Proposals don't go far enough.
33. From stakeholders, the comments largely mirrored those of the online response, with letters giving broad support for strong local leadership through this model. There was a desire to retain the strengths of the PFCC model in its reach into operational services. There was some concern as to the scale of the MCA and a desire for representation to be proportionate to population. However, others welcomed the equal representation and the need for consensus. The challenges of dealing with such diversity across the sub-region were also raised.
34. From offline engagement (which includes focus groups, stakeholder letters, events, comments and enquires), there was a desire for an inclusive and equitable MCA, with economic development and investment opportunities spread evenly across the area. There was optimism that the role of the Mayor could speak up for the region, although concerns were expressed that there was too much power vested in one person.
35. In conclusion, there is overall support for the MCA model proposed within the scheme. Concerns about increased bureaucracy are mitigated by the LGR process in North Yorkshire, and the fact that the functions are already largely being delivered by other government agencies. The MCA therefore provides administrative functions at a more local level, rather than increasing the scope of those functions.
36. Whilst power is clearly concentrated in the Mayoral role, the Scheme sets parameters for the discharge of powers which, ultimately, requires a level of consensus for most decisions to be made.

Funding and Finance Functions

37. The question asked:

“Do you support or oppose the proposal for a York and North Yorkshire Mayor and Mayoral Combined Authority to have these finance functions?”

38. The online survey produced the following results:

| Response | No. | % |
|----------------------------|--------------|-------------|
| Oppose/Strongly Oppose | 576 | 36% |
| Neither support nor oppose | 219 | 14% |
| Support/Strongly Support | 770 | 49% |
| Don't Know | 22 | 1% |
| Grand Total | 1,587 | 100% |

39. For those who Supported or Strongly Supported (**49%**), reasons included:

- a. Enhanced local accountability
- b. Access to additional funding
- c. Reduced political tensions
- d. Potential for equitable distribution of funds
- e. Provide a local voice on the national stage
- f. Potential for more strategic investment
- g. Essential strategic enabler for the Mayor.

40. Some supporters had concerns over the lack of detail and potential for increased bureaucracy.

41. For those who Opposed or Strongly Opposed (**36%**), reasons included:

- a. Concern over value for money
- b. Concern over Mayoral role
- c. Potential for a decrease in local accountability
- d. Potential for increased bureaucracy
- e. Potential for inequitable distribution of funds
- f. Concern that the area is too diverse for consistent approaches to precepts/levies
- g. Funding is not enough

- h. Not convinced devolution is needed.
42. For those unsure (Neither support nor oppose or Don't Know) (15%), reasons included:
- a. Concerned about tax increases
 - b. Funding is not enough
 - c. Lack of information to make a decision
 - d. Potential for increased bureaucracy
 - e. Concerns over democratic accountability
 - f. Concerns over the Mayoral role
43. From stakeholders, there was a view that the organisations should be kept slim and overheads kept to minimum. The additional investment potential was welcomed, although some considered that it was not enough.
44. From offline engagement, there was support for increased investment, but concern about additional overheads and bureaucracy. The opportunity for longer term planning was noted, but with a desire that local issues are addressed and that the funding should be as flexible as possible.
45. In conclusion, there is a widespread desire for the MCA to keep overheads to a minimum and reduce any additional bureaucratic burden. In terms of the powers for additional precepts on Council Tax, it is worth noting that most MCAs have this power but do not currently do this. Only Greater Manchester Combined Authority and the Mayor of London raised a precept in 2022/23, whilst Liverpool City Region Combined Authority froze the precept. Whilst the funding on offer may be considered to be too small, the Deal represented a negotiation within the latter stages of a Spending Review period, and other Mayoral areas have benefitted from additional Government funding in subsequent years. In this sense, the Deal is only the day one offer, with the Mayoral model appearing to be the most effective set of arrangements for maximising the potential for future investment.

Net Zero, Climate Change and Natural Capital

46. The question asked:
“Do you support or oppose the proposal for a York and North Yorkshire Mayoral Combined Authority to work with Government on Net Zero, Climate Change and Natural Capital?”

47. The online survey produced the following results:

| Response | No. | % |
|----------------------------|--------------|-------------|
| Oppose/Strongly Oppose | 354 | 23% |
| Neither support nor oppose | 205 | 13% |
| Support/Strongly Support | 980 | 63% |
| Don't Know | 14 | 1% |
| Grand Total | 1,553 | 100% |

48. For those who Supported or Strongly Supported (**63%**), reasons included:

- a. Climate action is a high priority
- b. Mayor has crucial role
- c. Investment in renewable energy and green engineering in YNY
- d. Improved quality of life.

49. For those who Opposed or Strongly Opposed (**23%**), reasons included:

- a. Concerns over the Mayoral role
- b. Proposed funding being too small
- c. Proposals don't go far enough
- d. Social inequity of net zero actions
- e. Disagree with principles of net zero

50. For those unsure (Neither support nor oppose or Don't Know) (**14%**), reasons included:

- a. Lack of information to make a decision
- b. Lack of faith in national commitment to this agenda
- c. Should be a national, not regional issue
- d. Diversity of need across the area

51. From stakeholders, there was significant support for the proposals. The opportunity to work with government was welcomed, although some organisations felt the proposals didn't go far enough or the funding was too little.

52. From offline engagement, there was broad agreement to include this area, but concerns about whether it could be achieved with the resources on offer.

53. In conclusion, there was a very positive response to this proposal, with concerns around the scale, funding and potential for equitable distribution of activities. The Deal itself outlines a commitment for Government to work with the MCA on these areas, giving the potential for greater impact (through funding or policy) in the future. Conversely, without progressing the deal, there would be no new funding and no commitment for more collaborative working from Government.

Transport

54. The question asked:

“Do you support or oppose the proposal that a York and North Yorkshire Mayoral Combined Authority and Mayor takes on these Transport functions?”

55. The online survey produced the following results:

| Response | No. | % |
|----------------------------|--------------|-------------|
| Oppose/Strongly Oppose | 364 | 24% |
| Neither support nor oppose | 219 | 14% |
| Support/Strongly Support | 942 | 61% |
| Don't Know | 13 | 1% |
| Grand Total | 1,538 | 100% |

56. For those who Supported or Strongly Supported (**61%**), reasons included:

- a. Need for change in the current transport system
- b. Essential in achieving net zero goals
- c. A local focus is required
- d. Specific road improvements are required
- e. Potential for partnership working
- f. Potential for reorganisation of bus network
- g. Potential for bus and rail integration
- h. Experience from elsewhere
- i. Geography makes strategic planning essential
- j. Potential for active travel to be prioritised
- k. Support effective economic links.

57. For those who Opposed or Strongly Opposed (**24%**), reasons included:
 - a. Bus franchising doesn't work
 - b. Too big an area to reflect diversity
 - c. Don't agree with Mayoral model
 - d. Funding not enough to address challenges
 - e. Potential decrease in local accountability

58. For those unsure (Neither support nor oppose or Don't Know) (**15%**), reasons included:
 - a. Too big an area to reflect diversity
 - b. Lack of information to inform decision
 - c. Concerns over Mayoral role
 - d. Insufficient funding to deliver the proposal

59. From stakeholders, the potential for strategic transport planning at a YNY level was broadly welcomed. The need to reflect climate action in planning was referenced, alongside the need to better connect rural communities. The introduction of a Key Route Network was welcomed by one respondent, whilst also suggesting that Enhanced Bus Partnership working was preferable to the use of the bus franchising powers.

60. From offline engagement, there was a clear recognition that transport improvements are needed to advance education and employment opportunity. Public transport in rural areas was seen as key to this.

61. In conclusion, there was strong support for Transport being included as proposed. It is recognised that the MCA needs to operate in a way which balances local and strategic need. This needs to reflect the diversity of transport needs across the sub-region. Similar to previous questions, the perceived lack of funding is mitigated by the opportunity presented to make the case for additional funding in future spending rounds.

Housing and Regeneration

62. The question asked:
"Do you support or oppose the proposal that a York and North Yorkshire Mayoral Combined Authority and Mayor takes on these housing and regeneration functions?"

63. The online survey produced the following results:

| Response | No. | % |
|----------------------------|--------------|-------------|
| Oppose/Strongly Oppose | 406 | 27% |
| Neither support nor oppose | 248 | 16% |
| Support/Strongly Support | 850 | 56% |
| Don't Know | 20 | 1% |
| Grand Total | 1,524 | 100% |

64. For those who Supported or Strongly Supported (**56%**), reasons included:
- Welcomed brownfield development as opposed to greenbelt sites
 - Hoped for improved social housing conditions
 - Need for energy efficient homes
 - Need for affordable and adequate housing in rural areas
 - Potential to regulate the second/holiday home market
 - Ensure housing built with adequate local facilities
 - Use local experience
 - Refresh the approach to housing and regeneration
65. For those who Opposed or Strongly Opposed (**27%**), reasons included:
- Don't see need for Mayor in these functions
 - Concern over democratic accountability
 - Concerns over environmental and infrastructure damage
 - Loss of greenbelt land
 - Failure to prioritise climate change mitigation
 - Need to increase local involvement in planning
 - Concerns over Mayoral role
 - Not enough funding
 - Concerns over increased bureaucracy
 - Decrease in local accountability
 - Lack of information to inform decision
66. For those unsure (Neither support nor oppose or Don't Know) (**17%**), reasons included:
- Lack of information to enable decision making
 - Potential for decrease in local accountability
 - Doubts over ability to address second home ownership
 - Concerns over ability to address affordable housing challenges

- e. Need to concentrate on environmentally friendly homes
- f. Need to increase local involvement in planning

67. From stakeholders, the priority of low carbon affordable homes was noted by all respondents. There was a strong desire to work in partnership to deliver affordable, efficient homes across all areas of York and North Yorkshire. North Yorkshire Moors National Park Authority appreciated the requirement for their statutory planning and place making powers, in particular the need for consent to Mayoral Development Areas within their boundaries. They asked that the clear wording within one part of the Scheme be duplicated in another section for clarity on this point.
68. From offline engagement, affordable housing was highlighted as a priority, recognising that this enabled local people to stay in the area. There was consensus that development must be accompanied by additional infrastructure and facilities.
69. In conclusion, there is support for these powers to be transferred to the MCA and Mayor. Many of the concerns raised relate to the way in which the powers might be used or the impacts that might have. As Local Plans will be retained at a local authority level, land use concerns are largely not related to the specific powers discussed. Local consent would be required for Mayoral Development Areas within each council or National Park Authority area.
70. The suggestion of North Yorkshire Moors National Park Authority to align wording in different parts of the Scheme to ensure clarity on the need for local consent is recommended.
71. Local authorities will retain existing planning functions, so it is expected that there will be the same approach to local input and accountability for most planning decisions.

Skills and Employment

72. The question asked:
“Do you support or oppose the proposal to move these skills and employment functions to a York and North Yorkshire Mayoral Combined Authority?”
73. The online survey produced the following results:

| Response | No. | % |
|----------------------------|--------------|-------------|
| Oppose/Strongly Oppose | 336 | 22% |
| Neither support nor oppose | 253 | 17% |
| Support/Strongly Support | 919 | 60% |
| Don't Know | 23 | 2% |
| Grand Total | 1,531 | 100% |

74. For those who Supported or Strongly Supported (60%), reasons included:

- a. Education is viewed as central to the region's economic performance and individual employability
- b. A focus on the green economy
- c. Adult education tailored to local need
- d. Opportunity to foster skills of young people
- e. Potential for vocational route to employment
- f. Importance of local knowledge
- g. Benefit seen elsewhere
- h. Provides a structured and strategic response to skills and employment needs.
- i. Needs to be equitably applied across the area.

75. For those who Opposed or Strongly Opposed (22%), reasons included:

- a. Opposition to the Mayoral model
- b. Potential for increased bureaucracy
- c. The scale of the problem needs a national solution
- d. Lack of information to make a decision
- e. Best handled at a local authority level
- f. Too big to address the diversity of the area
- g. Concerns over the Mayoral role.

76. For those unsure (Neither support nor oppose or Don't Know) (19%), reasons included:

- a. Lack of information to make a decision
- b. Too big to address the diversity of the area
- c. Potential for increased bureaucracy
- d. Need for local input to planning.

77. From stakeholders, there was broad support for the proposals, highlighting the benefits of skills provision aligned to local need. There was a consistent view that green skills should be prioritised and that there should be opportunities spread evenly across the region.
78. From offline engagement, similar comments were made.
79. In conclusion, there was broad support for the proposals, particularly to support the alignment of the skills agenda within local need. Specific concerns related to the ability of the MCA to reflect and response to the diverse needs across the large geography. However, in this case, the Adult Education Budget is currently administered by the Education and Skills Funding Agency, which is a national body. The MCA is, therefore, closer to whole of York and North Yorkshire. Consideration should be given to how the discharge of these functions can take into account more local variation in need.

Police, Fire and Crime Commissioner Functions

80. The question asked:
“Do you support or oppose the proposal to move Police, Fire and Crime Commissioner functions to a York and North Yorkshire Mayor?”

81. From the online survey produced the following results:

| Response | No. | % |
|----------------------------|--------------|-------------|
| Oppose/Strongly Oppose | 447 | 29% |
| Neither support nor oppose | 243 | 16% |
| Support/Strongly Support | 826 | 54% |
| Don't Know | 18 | 1% |
| Grand Total | 1,534 | 100% |

82. For those who Supported or Strongly Supported (**54%**), reasons included:
- Provides a holistic overview of services
 - Will ensure a broad alignment with other strategic action
 - It improves on the existing model
 - Allows rationalisation and reduced costs
 - Enhances local accountability

83. For those who Opposed or Strongly Opposed (**29%**), reasons included:
- a. Opposition to the Mayoral Model
 - b. Potential for increased bureaucracy
 - c. Current arrangements are working
 - d. Loss of democratic accountability
 - e. Concern over Mayoral role
 - f. Too big to address the diversity of the area
 - g. Doesn't go far enough in delivering devolution
 - h. Lack of information to make a decision
 - i. Concerns over politicising the role.
84. For those unsure (Neither support nor oppose or Don't Know) (**17%**), reasons included:
- a. Concerns over funding
 - b. Not seeing significant difference from existing model
 - c. Lack of information to make a decision.
85. From stakeholders, there were relatively few responses to this question, but support from those that did. The North Yorkshire Police, Fire and Crime Commissioner fully supported the proposals, on the basis of continuity of existing arrangements, retaining existing governance, structures and collaborations.
86. From offline engagement, there was a desire for greater visibility of the work on Police, Fire and Crime. Some comments questioned who the Mayor would be accountable to and how they would have the expertise in such a specialist area.
87. In conclusion, there was support for the proposals. The Mayor would replace another elected position in terms of the Police, Fire and Crime Commissioner, and would be supported by an appointed Deputy Mayor. This appears to strike a balance between democratic accountability and specialisms. It is clear that there is a need for continuity of the governance and structural arrangements in place, which is allowed for in the scheme.

General Comments

88. A wide range of views were expressed across all areas of the consultation. There were, however, some recurring concerns which were expressed in each section above. The most frequent were:

- a. Lack of information to make a decision – the consultation specifically related to the Scheme, as is required by the statutory process. Inevitably, it is not possible to provide all the detail of the workings an MCA which requires nine further months of development to become operational. Similarly, it is not possible to predict the decisions taken by the future MCA to give an indication of distribution of resources. For that reason, the consultation asked about the governance principles rather than the specific future outcomes of the Deal.
- b. Loss of democratic accountability – There was a concern about concentrating power within the Mayoral role and whether this reduced democratic accountability. The functions of the MCA are currently administered across a range of accountable bodies, which are not necessarily locally democratically accountable. The Mayor will be locally elected, as will the other voting members of the MCA. For this reason, in relation to the functions to be transferred, there is no significant loss of local accountability.
- c. Too big to address the diversity of the area – there was some concern about the scale of the MCA and its ability to represent all areas. The emphasis of the scheme, including voting arrangements seeks to prioritise collaborative working for the whole of York and North Yorkshire, rather than focussing on separate areas. This means all members will work on behalf of the whole area. The principles of the levelling up agenda, under which the Deal was agreed, support the notion of equality of access and opportunity.
- d. Potential for increased/additional layer of bureaucracy – Whilst the MCA would constitute a new organisation, its functions are limited to very specific areas, which include a number of powers that are currently generally administered from Whitehall. The concern to ensure there is no additional financial burden on the area is understood and the structural design of the MCA will have to take into account the ongoing funding available. The Local Government Reorganisation process has already removed a tier of government in North Yorkshire. Whilst some decisions would be considered at the MCA level, a number of decisions that currently are made at Whitehall would be made more locally at a regional basis through the MCA. For this reason, it is considered that the risk of additional bureaucracy is minimal and is worth the reward of additional funding/powers.

Overall Consultation Conclusions

89. The consultation represents a broad and thorough gathering of views in respect of the proposed governance arrangements. The quality assurance given to date by the Consultation Institute provides confidence that the results are reflective of public opinion.
90. Overall, in each aspect of the deal, the sentiment was more positive than negative. This suggests that, in broad terms, the proposed Scheme reflects a set of arrangements which are acceptable to the majority of interested residents and stakeholders.
91. However, to optimise the governance arrangements, proposals might be adjusted in some specific ways to take on board the comments received, and address concerns expressed. It is recommended that the following amendment is made to the scheme, as a result of the consideration of consultation responses:
 - a. That the Scheme be updated to harmonise the wording of the multiple references to the need for consent of the National Parks Authorities for a Mayoral Development Area within their boundaries.
92. Additionally, the following more general points were picked up which should be considered in the design of the Combined Authority, or recommended to the Combined Authority once established:
 - a. Ensuring that meetings are accessible, digitally and physically to allow engagement from across the whole sub-region.
 - b. Consideration of how local knowledge can be utilised by the MCA to ensure that proposals reflect and address local need in an equitable way.
 - c. Similarly, consideration should be given to the ways in which the MCA can balance local and broader strategic need, in areas such as transport and regeneration.
 - d. Given the view that funding is not sufficient to address all challenges, the design of the MCA should seek to support the development of strong cases for additional investment in the sub-region.

Options

93. There are three options in terms of the response to the consultation, as follows:

- a. Option 1 – Submit the consultation summary and Scheme to Government without amendment.
- b. Option 2 – Decide not to submit the consultation summary and scheme to Government.
- c. Option 3 - Amend the Scheme based on the information received and submit it to Government alongside the consultation summary.

Analysis

94. **Option 1** – This option would be appropriate if it is considered that the consultation has not shown any amendments to be necessary to the Scheme and there is confidence that the governance arrangements described by the Scheme are appropriate to support the effective discharge of public functions.
95. Whilst no issues raised by the consultation suggest that the process should not proceed, the suggestions raised in paragraphs 92 and 93 above are helpful in improving the model of Governance proposed. It is, therefore, **not recommended** that they be excluded from the Scheme to be submitted.
96. **Option 2** – It would be appropriate to decide not to submit the Scheme and Consultation Summary if it was felt that the consultation process has not been robust or that issues raised cannot be addressed satisfactorily at this point. The implications of that would be that the process would halt. The Deal would not be completed, the Combined Authority could not be created and no powers of funding would be conferred.
97. The quality assurance provided by the Consultation Institute to date suggests that the consultation process has been robust.
98. There are no issues raised which appear to be of a severity to suggest that they cannot be addressed or that the process should not proceed. The option not to submit is, therefore, **not recommended**.
99. **Option 3** – It would be appropriate to amend the Scheme if information received has identified changes that are likely to improve the Governance arrangements. The Scheme could only be amended within parameters of the proposed Devolution Deal.

100. The possible amendment outlined in paragraph 92a above is a simple change for clarity, within the existing scope of the Devolution Deal. It does not impact on the agreed parameters and ambition within the Deal so, whilst it must be acceptable to Government, it is unlikely to require renegotiation of any element previously agreed.

101. To capitalise on the information gained from the consultation, and the ambitions of both City of York Council and North Yorkshire County Council, this option is **recommended**.

Joint Committee

102. City of York Council and North Yorkshire County Council's Executive approved the creation of a Joint Devolution Committee in order to allow decisions to be taken jointly and transparently in respect of the creation of a new Combined Authority.

103. Membership of the committee includes two members from each council, with the Police, Fire and Crime Commissioner and Chair of the LEP attending as non-voting members. Both City of York Council's and North Yorkshire County Council's Executives agreed their members as follows:

- a. City of York Council – Cllr. Keith Aspden and Cllr. Paula Widdowson
- b. North Yorkshire County Council – Cllr. Carl Les and Cllr. Gareth Dadd

104. This was notified to each Monitoring Officer and this information uploaded to the website for the meeting, hosted by North Yorkshire County Council.

105. The first meeting of the Joint Committee was held on 30 November 2022. At the meeting, it was agreed to amend the Terms of Reference in relation to two aspects as follows:

- a. It was agreed that instead of electing a Chair and Vice Chair, Cllr Aspden and Cllr Les would be joint chairs, alternating between meetings.
- b. It was agreed that the Committee's remit should be widened to include non-Executive members to act as substitutes and therefore to amend the Committee from being a purely joint executive committee to a committee that can exercise council and executive functions.

106. The Terms of Reference have been updated to reflect these changes, attached as Annex 2. Executive is recommended to approve the revised Terms of Reference.

Broader Devolution Workstreams

107. As part of the Devolution Deal, funding was identified across several areas which required proposals to be developed prior to the establishment of the proposed Mayoral Combined Authority.

108. £2.65m for Affordable Low Carbon Housing in 2022/23 was included in the Deal. Businesses cases from York, Scarborough and Craven were submitted before Christmas. York's business case has been approved with Scarborough and Craven's expected shortly.

109. Funding programmes for Brownfield and Net Zero were open for expressions of interest between New Year and 6 February. These will be shortlisted for agreement at the Joint Committee on 13 March, after which Full Business Cases will be required. It is anticipated that successful projects will be identified in August 2023, with funding awarded at the point the MCA is established.

110. The business case for additional support for York Central was also submitted before Christmas. All information requests from Government have been satisfied and officers are awaiting confirmation of the approval timeline.

111. Within the devolution deal it stated York and North Yorkshire is seeking to become a trailblazer in natural capital investment, which will be core to delivering economically whilst also realising its ambition to become England's first carbon negative region. Government, which is committed to increasing private investment in nature's recovery across England, will support York and North Yorkshire in the development of a Natural Capital Investment Plan. In late December 2022, York and North Yorkshire were invited to submit a proposal to DEFRA to progress this investment plan and explore investment models. This was submitted in early February 2023.

Next Steps

112. If Executive and Full Council of both North Yorkshire County Council and City of York Council approve the submission of the Scheme and

Consultation Summary, the Chief Operating Officer will oversee any necessary amendments to the documents requested by Executive. Both reports will then be submitted to Government as soon as is practicable. This will be communicated to residents and stakeholders, including a “You said, We did” summary to explain how the feedback has been used.

113. Following this, the Secretary of State will need to decide whether to make the Order and as part of this process must consider whether the Order is likely to improve the exercise of the statutory functions in York and North Yorkshire. The Secretary of State must also have regard to the need to reflect the identities and interests of local communities, and secure effective and convenient local government. Subject to the Secretary of State being so satisfied, details of the Scheme will then be embodied in the draft statutory Order to establish a Mayoral Combined Authority.

114. At this point the formal consent to the making of the Order will be required from each of the Constituent Councils. It is likely that these consents will be sought in July 2023 to allow the Order to be laid prior to the summer recess. This is necessary to enable a mayoral election to take place in May 2024 and further to enable the first gainshare payment to be received during this financial year.

115. Given the required timescales, delegated authority is requested to allow the Chief Operating Officer to take necessary actions to provide consent to the Order on the basis that it is in line with the agreed Scheme.

116. A part of the parliamentary process, and potentially in parallel with the request for consent set out in paragraph 115 above, the draft Order will also be considered by Parliament’s Joint Committee on Statutory Instruments (JCSI). Their role is to focus on the technical quality of the draft Order as opposed to the policy content and amendments at this point would be those required to ensure that the Order is well drafted.

Council Plan

117. The proposals within this report relate to significant changes which would have major impacts on governance and levels of investment across York and North Yorkshire. There is significant potential for additional investment and more local decision making in areas which support all strands of the Council Plan.

Implications

118. **Financial** – Subject to the approval of the Secretary of State, the implications of the recommendations are that the funding agreed within the Devolution Deal would be received by the Combined Authority.
119. The previous Executive Report (linked in Background Papers) outlined the financial elements of the deal, in addition to the arrangements for the cash flow of transitional costs prior to Mayoral and the risk share if the Devolution Deal did not proceed.
120. **Human Resources (HR)** - Subject to the approval of the Secretary of State, the implications of the recommendations are that a new organisation, the MCA, would be created. This would involve the transfer of staff from YNYLEP, OFPCC and potential both councils. The development of a possible staffing structure is currently being considered as part of the considerations of the potential to create a combined authority should the Councils agree to submit the consultation responses and the Scheme and government agree to create a MCA.
121. For roles which would not be filled through staff transfer, recruitment would be undertaken to provide the required skills and capacity within the MCA, including within the statutory roles.
122. It is intended that the transfer of staff would take place at the inception of the MCA, apart from OFPCC staff who would transfer after the election of a Mayor in May 2024, when the MCA would receive PFCC powers.
123. **One Planet Council / Equalities** – As outlined above in paragraphs 10-22, the consultation was designed to be as inclusive as possible, to capture the views of people representing all protected characteristics. The results of the consultation have been analysed and any possible impacts related to a particular group have been sought. It had been hoped that comments received from the online questionnaire could be filtered to allow the identification of feedback from people with specific Protected Characteristics. However, due to constraints of GDPR and concerns about the identifiability of individuals, it was not possible to isolate these responses. All responses received are therefore contained within the overall analysis. A full EIA is attached at Annex 3. At this stage, no specific detrimental impacts have been identified. There is a strong possibility that greater local decision making, and investment could have positive impacts for people with protected characteristics, although this will be determined by the decisions taken by the Combined

Authority in the future. It has been recognised that York and North Yorkshire is a large spatial area, and it will be important to ensure that meetings are accessible, both physically and digitally, to ensure people are able to participate. Whilst not reflecting a specific detrimental impact, this is seen as supporting best practice to ensure inclusion.

124. **Legal** - Section 110 of the Local Democracy, Economic Development and Construction Act 2009 (the 2009 Act) provides that the Secretary of State may make an order establishing a combined authority only if: (a) He considers that to do so is likely to improve the exercise of statutory functions in the area or areas to which the order relates; (b) The constituent councils' (which at the time of making the order will be North Yorkshire Council and the City of York Council) consent; and (c) Consultation has been carried out, either by the Secretary of State or the constituent councils.

125. Section 110 also provides that the Secretary of State, in making the order, must have regard to the need:

(a) To reflect the identities and interests of local communities

(b) To secure effective and convenient local government.

126. This report seeks approval to submit a summary of the consultation responses to the Secretary of State, to demonstrate the consultation required by section 110 of the 2009 Act, has been undertaken. It will then be a matter for the Secretary of State to consider whether further consultation is necessary or whether to proceed with making of the order subject to the consent of the constituent Councils. In light of the timescales required to ensure that the creation of the Combined Authority proceeds in a timely manner to allow the region to obtain maximum benefit from the proposed Deal, it is intended that the Chief Executive/Chief Operating Officer (in consultation with the Leader of the Council) is provided with the requisite delegation to allow decision making in relation to the Order in line with the proposed Scheme.

127. Section 107A to 107K of the 2009 Act provides that the Secretary of State may make an order to provide that there will be a directly elected Mayor for the area of the combined authority where the constituent councils submit a request for the creation of a Mayor under the Scheme. Further it provides that the Mayor will be a member of, and chair, the combined authority.

128. Those provisions, together with Schedule 5C, also provide that the Secretary of State must, by order, make provision authorising any future Mayor to appoint a Deputy Mayor in respect of policing, fire and crime.

129. It is also worth noting that Government is currently considering the Levelling Up and Regeneration Bill which, if enacted, would make some changes to the creation of combined authorities. Those changes will be kept under review as the Bill passes through the House of Commons and the House of Lords, and a further report to Council will be submitted if necessary. The Bill looks at making it easier for areas to invoke the relevant governance arrangements necessary for devolution deals. At the time of drafting the report, the bill suggests a new statutory test to create a combined authority, which is that “the Secretary of State considers that to do so is likely to improve the economic, social and environmental well-being of some or all of the people who live or work in the area”. At the time of writing, the Bill is at the Lords committee stage and has not passed into statute. For this reason, the current legislation sets the requirements for the submission of the consultation summary and scheme.

130. **Crime and Disorder** – no identified impacts

131. **Information Technology (IT)** – no identified impacts

132. **Property**– no identified impacts

Risk Management

133. As a significant governance change, there are a range of risks associated with the proposal. In general, this relates to operational risks of setting up a new organisation, and ensuring the detailed governance arrangements facilitate effective working. This risk is being mitigated by close joint working between NYCC, CYC, OPFCC and the LEP and the definition of the Scheme setting out the principles of strong governance.

134. There is a risk that if the Deal does not proceed, the funding and powers identified within it would not be received by the sub-region.

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Report **Date** 06/02/23
Approved

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

For further information please contact the author of the report

Background Papers:

Executive Report – 6 October – Agree the Devolution Deal and commence consultation

<https://democracy.york.gov.uk/mgAi.aspx?ID=63594#mgDocuments>

Annexes

Annex 1 – Consultation Summary Report

Annex 2 – York and North Yorkshire Joint Devolution Committee Terms of Reference

Annex 3 – Equalities Impact Assessment

List of Abbreviations Used in this Report

CYC – City of York Council

DEFRA – Department of the Environment, Farming and Rural Affairs

EIA – Equalities Impact Assessment

FAQs – Frequently Asked Questions

GDPR – General Data Protection Regulation

MCA – Mayoral Combined Authority

NYCC – North Yorkshire County Council

OPFCC – Office of the Police, Fire and Crime Commissioner

PFCC – Police, Fire and Crime Commissioner

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A proposed devolution deal for York and North Yorkshire

Consultation Outputs Report

30 January 2023



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1 Introduction

This document sets out the outputs from a consultation on a proposed devolution deal for York and North Yorkshire.

1.1 Background

On 1 August 2022 the Secretary of State for Levelling Up, Housing and Communities announced that the Government was “minded to” enter into a Devolution Deal with York and North Yorkshire. Under the proposed deal, the region will gain local control of at least £750M of funding to spend on the things that matter to the people of York and North Yorkshire. This will include £540 million of new Government investment to spend on local priorities to produce growth, together with a range of devolved powers.

The proposed deal means that people who know and understand our area will take decisions across key areas, such as, the economy, housing and regeneration, skills and transport in York and North Yorkshire. This will bring greater benefits for our city, rural and coastal communities, improvements to people’s quality of life and help to drive green economic growth for a carbon negative future.

This devolution deal is dependent upon the York and North Yorkshire Authorities (by which is meant City of York Council and the new council for North Yorkshire) establishing a Combined Authority for the area with an elected Mayor.

The proposed deal states that in order for devolution to occur several things must take place. Firstly, all of the Authorities must agree to the deal (in this case the Authorities are City of York and the new North Yorkshire Council). These councils must then carry out a public consultation which will inform their councils’ decision whether or not to submit a scheme for devolution and the consultation outcome to the Secretary of State. This in turn will inform a decision by the Secretary of State to progress devolution and set out a parliamentary order to approve the deal. When referring to the (devolution) deal, this refers to the formal process and statutory requirements, the wording in the deal document states this as

“Subject to ratification of the deal by all partners and the statutory requirements including, public consultation, the consents of councils affected, and parliamentary approval of the secondary legislation implementing the provisions of this deal” .

In summer 2022 York and North Yorkshire councils carefully considered the ‘minded to’ devolution deal. In addition, a governance review was undertaken to look at the options, which concluded that establishing a Mayoral Combined Authority (MCA) model of governance for York and North Yorkshire would have a positive impact on the interests and identities of local communities.

The review also proposed that the Authorities publish a document that sets out proposed role and functions of a Combined Authority. This is called a scheme. The scheme forms the

basis for an order establishing the Combined Authority as an MCA and is a key part of the process required by law to make changes to current local governance arrangements.

The scheme forms the basis of this consultation which was the subject of an eight-week public consultation across York and North Yorkshire between 21st October and 16th December 2022.

1.2 Reporting Process (Collated Activity)

This report is presented as the collation of several separate strands of analysis activity related to consultee submissions to the consultation process. These were:

- The receipt, recording and reporting of written submissions by stakeholders by partners in York City Council and North Yorkshire Council.
- The receipt, analysis and summary reporting of feedback from offline activities, comments, and enquiries supported by a consultation and engagement specialist managed by the York & North Yorkshire Local Enterprise Partnership (LEP).
- Independent analysis of the online survey conducted by The Consultation Institute (tCI).
- Independent facilitation and reporting of a number of focus groups by Westco, which were broadly representative of the county structure.

Each of these analyses has been conducted independently and while care has been taken to integrate these into a single report, individual analysis, reporting and presentation is apparent throughout.

1.3 Report Structure

Following this brief introductory section the remainder of this report is set out as follows:

- **Section Two:** Provides a narrative description of the methodology employed in this consultation, the approach to analysis and the outline characteristics of respondents .
- **Section Three:** Sets out the responses received related to the proposals for new governance arrangements
- **Section Four:** Sets out the responses received related to the proposals for finance and finance functions
- **Section Five:** Sets out the responses received related to the proposals for net zero. Climate change and natural capital
- **Section Six:** Sets out the responses received related to the proposals new transport powers
- **Section Seven:** Sets out the responses received related to the proposals for housing and regeneration

- **Section Eight:** Sets out the responses received related to the proposals for skills and employment
- **Section Nine:** Sets out the responses received related to the proposals for new police, fire and crime commissioner arrangement
- **Section Ten:** Sets out the responses received related to other issues important to respondents
- **Section Eleven:** Provides a detailed report of the outcomes of the independently facilitated focus groups.
- **Appendix One:** Provides a detailed demographic and equalities breakdown
- **Appendix Two:** Contains the full report of the focus groups independently facilitated by Westco

2 Analysis Methodology and Response Sample

This brief section sets out the approach adopted to analysis for each method of responding to the consultation and some information about the respondents .

2.1 Analysis and Coding

2.1.1 Online Survey

The online survey allowed respondents to provide closed question response to a range of questions against a rating scale Strongly Oppose to Strongly Support (including don't know) for each of the proposed elements of the devolution deal. They were also asked a follow up open question 'Why do you think this?' to allow a discussion of the reasons for providing that rating.

Closed questions were analysed using standard software and data tables produced, allowing us to provide tabular and graphical presentation of the result.

Open questions were thematically coded and are presented to represent the broad views of respondents. Where we report thematically we provide an indication of the number of people who contributed comments to the theme as numbers in brackets (n).

Our approach to coding identifies common areas of comment from respondents across statements supporting and opposing the proposals set out in the deal. For instance many see the Mayoral Role in both a positive and a negative light, therefore in the report it can be seen that there are incidences where this code appears in support, oppose and unsure. This applies to a number of the themes throughout.

2.1.2 Stakeholder Submissions

Written submissions from organisations were received by partners in York City Council and North Yorkshire Council. These submissions have been summarised and attributed to specific respondents.

2.1.3 Feedback from offline activities, comments, and enquiries

Feedback in this report was obtained through various methods including:

- Face-to-face and virtual consultation events, stalls at public events; and
- Engagement sessions with selected audiences e.g., secondary schools and youth fora and at local venues.
- Emails and additional comments regarding the consultation received via the dedicated consultation inbox, the Common Place platform and social media accounts.

The reporting of this method adopted a thematic approach to the analysis of the feedback for each question. Themes were mentioned more than twice within same group or same theme mentioned in feedback from two or more different engagement activities. .

2.1.4 Focus Groups

Focus group sessions were recorded and thematically analysed, summarising the key points representing the views of participants.

2.1.5 Attribution of Responses

The report does not attribute quotes to individuals, to avoid personal identification of respondents.

The exception to this is where stakeholders provide a written organisational response. Responses from organisations were received by letter and also through the online survey. Those received by letter have been analysed separately, whilst those received through the online survey have been included as part of the overall analysis.

2.1.6 'Out of Scope' Submissions

Some responses to the consultation relayed misunderstanding of specific elements of the scheme, such as bus franchising, and other responses pertained to the re-organisation of local government rather than the Devolution Consultation. The latter responses were not included in this analysis.

All these types of responses will be considered as part of a 'You said, we did' report that will follow the key decisions relating to the consultation. They will also be considered within associated communications plans to help improve public understanding of the devolution process.

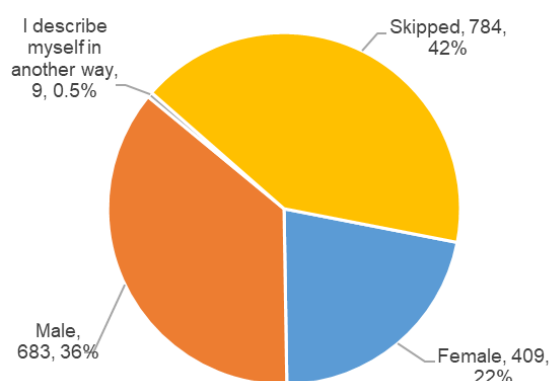
2.2 Response Rates

2.2.1 Online Survey Response

A total of 1,971 responses were downloaded from the Common Place consultation platform, these are the complete records available and is different to the summary figures reported from the platform which are not validated.

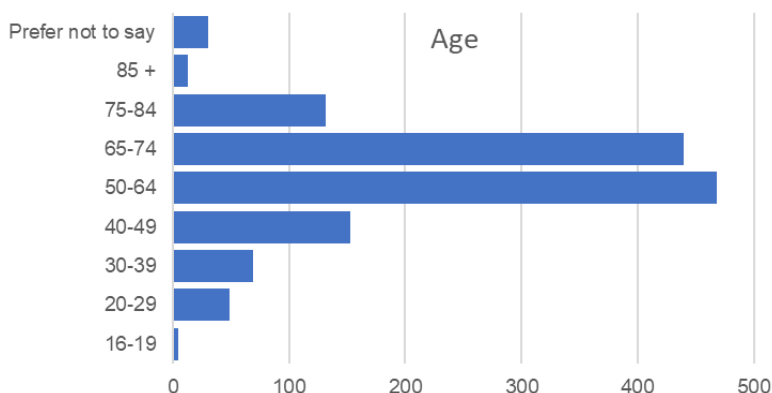
Of those who answered the question 36% were male, 22% female, 0.5% describing themselves in another way.

| Sex | No | % |
|----------------------------------|--------------|-------------|
| Female | 409 | 21% |
| Male | 683 | 35% |
| I describe myself in another way | 9 | 0.5% |
| Skipped | 784 | 40% |
| Grand Total | 1,943 | 100% |



The majority of respondents (47%) who provided information were aged between 50 and 74.

| Age Group | No | % |
|--------------------|--------------|-------------|
| 16-19 | 5 | 0.3% |
| 20-29 | 49 | 3% |
| 30-39 | 69 | 4% |
| 40-49 | 153 | 8% |
| 50-64 | 468 | 24% |
| 65-74 | 439 | 23% |
| 75-84 | 132 | 7% |
| 85 + | 13 | 1% |
| Prefer not to say | 31 | 2% |
| Skipped | 584 | 30% |
| Grand Total | 1,943 | 100% |



The majority of respondents providing information (92%) responded as an individual or on behalf of an organisation, the remainder (8%) replied as a business.

A detailed breakdown of the declared demographics is included at Appendix One of this Survey.

2.2.2 Feedback from offline activities, comments, and enquiries

Partners engaged 564 people across the region through:

- Face-to-face and virtual consultation events, stalls at public events; and
- Engagement sessions with selected audiences e.g., secondary schools and youth fora and at local venues.
- Emails and additional comments regarding the consultation received via the dedicated consultation inbox, the Common Place platform and social media accounts.

Comments and emails

All emails, comments and questions were logged, and responses (where appropriate) drawn up in coordination with local authority colleagues. FAQs were hosted on both the devolution website and the Common Place platform.

The team received 20 emails via the dedicated consultation email inbox and the Common Place platform plus 9 comments via social media/ Twitter which have been included in analysis in this report.

2.2.3 Focus Group Sample

York and North Yorkshire recruited an independent agency, Westco, to facilitate nine resident focus groups.

These groups were recruited to an agreed profile, which was broadly representative of the geography and population breakdown of York and North Yorkshire. The total number of participants taking part in these qualitative discussion groups was 70. Summary details for each group is below.

| Group No. | Date and time | Location | Resident details | No. residents |
|-----------|---|---------------------------------------|---|---------------|
| 1 | Tuesday 22 nd November 6-7:30pm | Online via Zoom | York residents, aged 18-30 | 10 |
| 2 | Tuesday 22 nd November 6-7:30pm | Broughton Hall, Skipton | Skipton and surrounding area – residents, aged 25-35 | 4 |
| 3 | Tuesday 22 nd November 6-7:30pm | Ascot House Hotel, Harrogate | Harrogate and surrounding area - residents aged 65+ | 10 |
| 4 | Wednesday 23 rd November 6-7:30pm | Online via Zoom | York and North Yorkshire residents, aged 18-30 | 9 |
| 5 | Wednesday 23 rd November 6-7:30pm | Horse and Vale Hotel, Pickering | Pickering and surrounding, area - residents aged 50+ | 10 |
| 6 | Wednesday 23 rd November 6:30-8pm | York, Tadcaster Holiday Inn | York residents, aged 18+ | 7 |
| 7 | Monday 5 th December 6-7:30pm | Online via Zoom | North Yorkshire residents, aged 18-30 | 8 |
| 8 | Tuesday 6 th December 6-7:30pm | Online via Zoom | North Yorkshire residents, aged 18+ | 4 |
| 9 | Wednesday 7 th December 6-7:30pm | Online via Zoom | North Yorkshire residents, aged 18+ | 8 |

Alongside the resident groups, one group was also conducted with landowners on the 8th of December from 12:30 to 2pm, with 13 participants. These participants were recruited via the Country Land and Business Association (CLA).

3 Governance

3.1 Background

The proposed Deal requires the York and North Yorkshire Authorities to establish a new Mayoral Combined Authority (MCA) that would be led by an elected Mayor which in summary are:

- A Mayoral Combined Authority (MCA) would be created, with the first Mayor for York and North Yorkshire elected in May 2024, by registered voters in the City of York and North Yorkshire Council areas.
- Each mayoral term will last for four years.
- The mayoral combined authority will have a total of 5 voting members, comprising:
 - The elected mayor (who must be in the majority for a decision to pass.)
 - Four elected members, consisting of a Lead Member for each constituent council and one further member appointed by each of the two constituent councils.
- In addition, there will be:
 - One member appointed by the York & North Yorkshire Local Enterprise Partnership (LEP). The LEP Board will become the Business Committee of the combined authority. This member will be non-voting unless the combined authority resolves to give them a vote on any issues.
- Police, Fire and Crime Commissioner functions will be passed to the mayor who will be able to appoint a Deputy Mayor for Policing and Crime and delegate some functions to that person.
- The Mayor will also have functions relating to transport, housing and regeneration, and finance.
- The Mayoral Combined Authority will have responsibility for transport-related functions, adult education and skills functions, housing and regeneration functions, economic development, and finance functions in addition to those exercised by the Mayor.
- The Mayoral Combined Authority will be required to make arrangements for the overview and scrutiny of mayoral and non- mayoral functions, as well as retaining statutory arrangements in relation to audit. The Mayor's Police and Crime Commissioner functions will be scrutinised by a Police and Crime Panel.

The existing role of Lord Mayor of York is completely different from a new elected Mayor and will continue as it does currently.

The vast majority of existing services delivered by the councils, including children’s and adults’ services, corporate services, communities, planning, highways and street-based services will continue to be delivered in the same way as currently.

Set out below are the responses related to the Governance proposals detailed in summary above received by:

- Submission to the online survey.
- Stakeholder submissions (by letter.)
- Feedback from offline activities, comments, and enquiries.

Please note that discussions of proposed Governance under the devolution deal that took place in the independently facilitated focus groups are detailed in Section 11 of this report.

3.2 Online Survey Responses

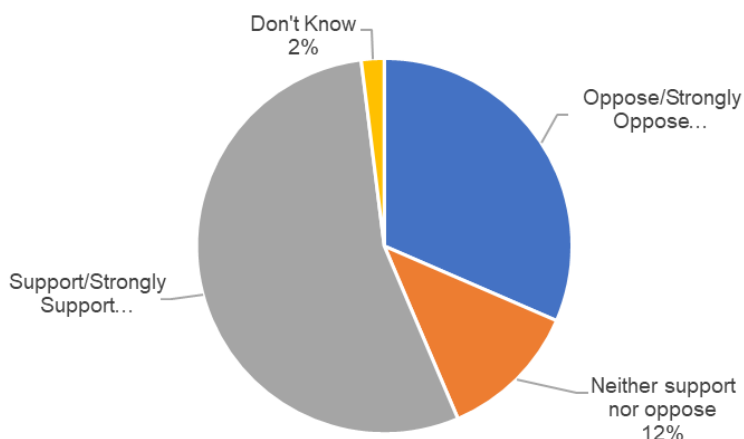
3.2.1 Support or Oppose

When asked:

Do you support or oppose our proposals for the governance arrangements in the scheme, including an elected Mayor and a Mayoral Combined Authority, to unlock the benefits of the devolution deal?

- The majority (54%) supported or strongly supported the proposal.
- Around one third (32%) opposed or strongly opposed the proposal.
- Just over a tenth (12%) were neither in support nor opposition.
- The remainder didn’t know.

| Response | No. | % |
|----------------------------|--------------|-------------|
| Support/Strongly Support | 1,073 | 54% |
| Oppose/Strongly Oppose | 621 | 32% |
| Neither support nor oppose | 238 | 12% |
| Don't Know | 39 | 2% |
| Grand Total* | 1,971 | 100% |



*Please note this total reflects the number of respondents providing a rating response, additional respondents provided comments without providing a rating.

Respondents were asked to provide a reason for their ranking, and when grouped thematically there can be seen to be commonality between the reasons for support, opposition or otherwise as shown below.

3.2.2 Reasons for support

Of the 583 people who provided comments that supported the proposed governance arrangements, which was approximately half of the total in this category, the reasons provided were as follows.

There was a strong expression of support, with respondents in favour but concerned over **increased bureaucracy (58)**.

- *I'm cautious because I fear an increase in unintended bureaucracy, but the general proposals appear to be sound.*

However, balanced against this was a view that the proposal would result in an increase in **democratic accountability (70)**, in terms of decentralising decision making in York and North Yorkshire

- *The UK is probably the most centralised in Europe, which I think this would improve accountability/democracy and mean that decisions reflect local needs.*

It was also felt that these proposals would bring the City and County councils closer together.

- *The local authorities will be working together as one instead of piecemeal.*

The Governance proposals were also felt to provide a strong opportunity to **magnify the voice of York and North Yorkshire on the national stage (77)**.

- *York and North Yorkshire cannot compete with the big cities in isolation and the MCA offers both a stronger voice and routes to new and enhanced funding.*

There is strong support expressed **for the Mayoral role (65)**.

- *I think the mayor can join up things and hopefully have executive power. Yes, there must be checks and balances but sounds more effective than everything being voted on by a full council.*

However, these were balanced against some pragmatic **concerns over the mayoral role (37)** offset by an overall assessment of the need to adopt the model to leverage funds into the area.

- *More finance from central government. Not keen on mayors at this level though.*
- *The government is forcing NY down this route; objecting would be pointless. The proposals seem reasonable, I assume they are based on successful CAs elsewhere.*

Aligned with this those expressing support for the mayoral role there was an identified potential for **increased local accountability through local knowledge (55)** through the proposed MCA.

- *Local Control, to improve representation of the people.*
- *Local governance, so long as it is held accountable, always has the potential to be of more benefit to regions for local issues compared to broad sweep central government policies.*

Respondents also expressed the view that the proposals could result in **political tensions (40)** between the political make up of York City and North Yorkshire councils, which resulted in a tempering of support.

- *'Support' rather than 'strongly' because of the political differences between York and North Yorkshire*

There was strong support for the proposals around **finance issues (62)**, essentially with the view that the creation of the MCA and the associated additional funding could only be viewed as positive for York and North Yorkshire.

- *The opportunity to gain significant funding to generate growth in York is too good an opportunity to pass up.*
- *It's about time we had an integrated transport system and planning for housing is in total chaos. £18Million per year won't go very far, but at least it's a start.*

There was a recognition that York and North Yorkshire may be **too big to address the diversity of North Yorkshire (32)**, however, there was optimism that the proposed MCA would be able to address this concern.

- *Our region is very diverse - geographically with urban, rural and coastal areas. 98% of our businesses are small or micro. Only with focused decision making by people who live and work in the region, will the opportunities for every person be realised.*

Other respondents expressed positive support based on their **previous experience (28)** or examples from elsewhere, reflecting on the benefits seen in other combined approaches to delivering public service.

- *You can see with the integrated care partnerships across social and healthcare that having autonomy for your local region in the hands of the people that know your region can be really beneficial.*

Examples of success from other combined authority areas was also cited as a reason for support.

- *Tees Valley elected mayor has made a big difference to the region, our elected mayor could do the same.*

There was also a recognition that the size and scale of the county was directly comparable with other devolution models.

- *Yorkshire has a greater population than Scotland and is greater in area than Wales. As both of these areas have been devolved for some considerable time, i think that it is time the Yorkshire should be in greater control of her own finances and how she is governed!*

3.2.3 Reasons for opposition

Of the 501 people who provided comments that they opposed the proposed governance arrangements the reasons provided were as follows.

Many respondents expressing an opinion in opposition to the proposals were concerned about **increased bureaucracy (110)** this concern appeared to have a decisive impact on their view of the proposed governance arrangements. This was expressed as concern over the introduction of additional politicians into York and North Yorkshire.

- *Too many politicians as it is without having the expense of a mayor and associated staff.*

It was also felt that these proposals for change were being discussed too soon after the local government reorganisation which saw the creation of North Yorkshire council.

- *This move introduces an additional layer of local government having just succeeded in reducing local governance complexity by combining district and borough councils into the singular North Yorkshire Council this move reverses that improvement.*

There were also concerns that this would introduce significant additional management and administrative overhead.

- *Yet another pointless layer of managers we don't need.*

There was felt to be a **lack of democratic accountability (80)**, due either to concerns over the existing election processes or an increase in perceived distance between residents and decision makers.

- *Largely because the current electoral system (FPTP) would skew the proposed arrangements; a form of AV would go some way to correcting this.*
- *It all takes power away into the large centres of population,*

There were also concerns over the proportionality of representation between York and North Yorkshire with many arguing that it would be fairer on the basis of population, which would see York with less representatives on the proposed MCA.

- *Under this proposal the City of York is being overrepresented.*

Respondents who did not support the proposals also expressed **concerns over the Mayoral Role(95)**, either on the grounds that it was seen as 'Americanisation' of the UK political system.

- *Too much power for one person/ office.*
- *It is getting very Americanised.*

There were also concerns that the proposals would result in a reduction in a **potential for a decrease in local accountability (78)** with the focus being on York and other large towns/urban areas at the expense of rural communities who it was felt were not represented effectively on the MCA.

- *Money always goes to large towns/ cities and rural communities get left out...these needs are very different and start from a low base in most areas.*

The proposals for an MCA were opposed on the grounds that they were **too big to address the diversity of North Yorkshire (93)**. Those expressing opposition were of the view that the proposals would further compound the lack of interest in rural communities.

- *It appears to be a dilution of democracy for small villages - how can a large governing body filter down to somewhere like Kirkby Malzeard.*

Respondents were also opposed to the proposals on the grounds that **they didn't go far enough (18)** in introducing devolution to York and North Yorkshire.

- *This proposal is not devolution' in any accepted sense of the term.*
- *Devolution is about dispersing power into communities. Centralising power into a Mayor is not devolution. Real devolution is what Wales and Scotland have got.*

Others felt there was too much focus on benefits with little corresponding discussion of the drawbacks which were felt to mitigate against support of the proposals.

- *Without a clear definition of the problems that exist with the current system or a reasoned argument for how these problems would be resolve through the devolution plan, I'm left to assume that this is just change for the sake of change and is therefore likely to be a waste of time and money. For that reason, I oppose the plan.*

There were also reservations over the extent to which the **finance issues(103)** explored in the proposals were reflective of the realism of the challenges in setting up an MCA.

- *I don't think this is anywhere near enough investment for the purposes stated for such a large area.*
- *I don't believe that the money we will be given will be enough to cope with the services that you need to look after each council. Whilst some cost saving could be made some sadly is at the detriment of services to the residents.*

When considering the extent to which the proposals were felt to be **looking for increased private sector influence (11)** respondents were concerned over the role of the York & North Yorkshire Local Enterprise Partnership (LEP). The key concern centred on their role in the MCA as an unelected position.

- *I strongly oppose the LEP with an unelected board making serious decisions about spending money on local businesses.*

Some of the respondents opposing the proposal based this on their views of **political tensions** at both the local and national level.

- *As a Central York resident I will have a Conservative MP imposed on me as the mayor. The funding will mainly go to North Yorkshire as it is a larger area.*
- *As York is a labour area we will likely end up with a Labour Mayor imposing left wing policies and priorities over the whole of largely conservative North Yorkshire.*
- *I don't trust any proposal from the government.*
- *I fundamentally disagree with central governments requirements to have an elected Mayor.*

3.2.4 Reasons unsure

Of the 150 people who provided comments (out of the 238 who neither supported nor opposed and the 39 don't know) indicating that they were unsure about the Governance proposal the reasons provided were as follows.

Respondents indicated that they were unable to provide an opinion on the governance proposals due to a **lack of information to enable decision making (15)** stating concerns that there was insufficient information on the benefits of the Combined Authority:

- *Apart from the increased funding from government, it is unclear what the benefit will be beyond forming an existing partnership between CYC and NYCC.*

There were concerns that the savings identified in the proposals were not clearly enough explained:

- *at this moment in time you cannot see where the supposed savings are coming from*

Many felt they did not understand the current situation well enough to make an assessment of the benefits of the proposal.

- *I do not yet understand what these roles will do. I need more education.*
- *I don't feel I know enough about the existing arrangements to be able to form a strong view about how they compare with the new Unitary Authority which seems to have been imposed on us. Unlocking more money sounds good but what is the downside?*

The presentation of the proposals was also of concern to some respondents.

- *Your documents are too confusing. Ok if you are used to reading this type of work. You need to provide an easy to read and understand breakdown.*

Within this concern over the lack of information a sub-group identified that **structures were not sufficiently well defined to make a decision (12)**, with particular concern over the mechanisms in place to resolve issues between city and county interests.

- *"I have not seen a clear description of the split of responsibilities between such a mayor and the North Yorkshire Council & York Councils. In the event of a dispute who would have greater authority. Who would arbitrate?"*

A number of respondents expressed concerns over the **increased levels of bureaucracy (10)**, citing views that the proposals would add to the cost and administrative burden in York and North Yorkshire, and therefore were unable to make their mind up.

- *Another layer of bureaucracy not necessary in North Yorkshire!*
- *Another quango*

There were concerns that this would divert funds to support the perceived additional layer of administration in the MCA.

- *How much money is diverted to the team instead of front line services.*
- *I worry that it's just another, expensive layer of bureaucracy.*

- *Worried by too many layers of bureaucracy, inefficiency, cost of headcount and pace of decision making. Open to being persuaded of merit.*

A number of respondents expressed **concerns over the Mayoral role (11)** itself. Much of this concern centred on the extent to which local power was concentrated in the role.

- *Too much power invested in one mayor, who it appears will be connected to the government of the day. An impossible range of responsibilities for one person as mayor*

Others were concerned that they did not like the concept of a mayor.

- *I don't like the Mayoral set up but if it is the only way to get the funding do it.*

While others were concerned that it would be difficult to find someone to undertake the role.

- *don't feel I know enough related to exactly what Mayoral roles are. For North Yorkshire I cannot think of anyone who has the skills*

Others felt they could not make their minds up due to issue related to the **democratic accountability of the proposed MCA (11)**. The main concerns lay around the representativeness of the arrangements.

- *The principle sounds fine but having only 5 individuals with a vote doesn't sound particularly democratic. How are these elected? Might they all represent one political party?*

Linked to this were issues associated with the potential for a **decrease in local accountability (13)**, with concerns that the balance of representation on the MCA favoured York City which may see a decline in services in North Yorkshire.

- *I am concerned the focus will stay on York and possibly Scarborough, with market towns and villages being forgotten about.*

Respondents felt that the proposal for an MCA was **too big to address the diversity of North Yorkshire(15)**.

- *We are rural, we are forgotten. This will be too big! & again rural will be forgotten after all there are more voters in urban*
- *It's a large fairly diverse area and I hope a mayor + 5 are enough to provide suitable governance.*

Many respondents expressed a view that they **agreed in principle but were waiting to see what actions are delivered (13)**.

- *I would like to see how things develop before I make up my mind.*

Others were unsure because of the introduction of what they saw as **personality politics (5)** and the perceived need for a strong individual to drive the proposals.

- *It all sounds a good idea, but we don't seem to have the right people to move this forward.*

Respondents were unsure on the details associated with the **finance issues (11)** in the proposal which prevented them making a firm decision.

- *In principle it sounds a good idea, I would want to know more about what can go wrong with the financial responsibility aspect,*

The main issue preventing a decision either way expressed in relation to **environmental issues (5)** was the potential for the MCA to become diverted from addressing the climate crisis.

- *The whole of the UK needs to transition to Net Zero, so we are concerned that the Mayoral authority is creating another division which could delay our transition to Net Zero.*

Respondents indicated they were reserving judgement until the MCA and Mayor provided clear evidence that they were effectively **measuring success (5)**.

- *How will the success or failure of a Mayor and Mayoral Combined Authority as opposed to the current set up be measured and over what timeframe?*

Others indicated difficulty associated with expressing opinion due to a **focus on benefits only(4)** in the presentation of the proposals.

- *You have listed the potential benefits of the devolution deal. What are the potential detrimental effects?*

Others felt the proposals **don't go far enough (4)** in the discussions of devolution.

- *Because I think that the of Yorkshire should be more devolved from Westminster. But this is better than nothing.*

Some respondents were unsure on their opinion due to **concerns over council tax (3)** and the potential implications at a local level.

- *I'm worried the costs for Council Tax etc. will increase.*

There was a strand of opinion which was **looking for increased private sector influence (3)** to enable them to make a decision on their support for the proposals.

- *Prefer a governance system which is not bureaucratic and is led by people working in SMEs, rather than public servants.*
- *Need greater clarity about the selection of people and views of the LEP if they are to be a core element of the decision making process.*

There was an expressed issue associated with **planning Issues (4)** that the MCA would focus on brownfield development. Linked to this issue; related to housing was a desire to see a focus on affordable housing.

3.2.5 Unassigned opinion

A number of comments were made on the governance proposals by respondents who did not provide an indication of whether they supported, opposed, were neutral or did not know. We have classified these unassigned opinion and have grouped them around loose themes below.

Decision making at a local level is positive.

- *Power at local level is a good thing as people know what the priorities are but I am concerned that in such a huge area as North Yorkshire, it will be hard to ensure the big towns and cities don't swallow all the funding.*
- *North Yorkshire as a combined authority will benefit from greater collaboration across the new authority and be a stronger more strategic body in the region.*
- *It will give a profile to the area and attract investment.*
- *Otherwise there will be no devolution, which I strongly support - the more decisions taken at local level the better*

Not good value

- *waste of our money totally unnecessary*
- *A waste of money. £18m a year is a fiction.*
- *This adds another layer of government which is not required.*
- *because it's clear that any savings will not be passed back to the council tax payer but instead contribute to the addiction of the public services to spend, spend, spend, in c**p like eco this and bio that - all meaningless*
- *It's not easily obvious what the benefits are. Haven't got the time or inclination to read about it.*

Proposals don't seem representative.

- *Structure as proposed does not ensure enough representation of different viewpoints.*
- *Imbalance in representation. Only 2 from NY and 2 from York City. As NY covers 600,000 people and York covers 200,000 the NY representation should be increased in proportion.*
- *It's all about the mayor.*
- *Some mayors are proving more effective than others, so progress much depends on the person, teams involved and level of commitment.*
- *good idea to have a figure head/leader for the combined authority to provide vision and leadership - and create unity.*

3.3 Stakeholder Responses

Most respondents were generally in favour of the proposed governance. Organisations including Tees Valley Combined Authority, BioYorkshire, York and Scarborough Teaching Hospital NHS Foundation Trust, York and North Yorkshire LEP, and Yorkshire Food, Farming and Rural Network recognised that it was a tried and tested model of enabling strong local leadership with new powers.

Community First Yorkshire supported the structure to enable effective working across the region but recognised there would be some concern within the Voluntary, Community and

Social Enterprise sector about the transition to the new arrangements. York and North Yorkshire LEP highlighted the need for strong private sector representation in the model.

The Police and Crime Commissioner recognised that current governance structures provide extensive assurance ‘reach’ into the operational services on behalf of the public, whilst respecting the operational primacy of those services. They wished to see that the new model preserves and enhances that capacity.

York Conservation Trust considered that it was of paramount importance the new arrangements are structured as efficiently as possible. North Yorkshire Moors National Park Authority wanted to see the work in close partnership with National Park Authorities and special purpose local authorities.

York Museums Trust welcomed the collaboration at a broader regional level with the potential to make best use of limited resources. However, York and District Trades Union Council had a view that the sub-region is too large and sparse, and the interests of York were unlikely to be served by a mayor representing the majority of their interests and political views. Whitby Community Network raised concerns as to whether the large rural area would be able to attract funding in the same way as city regions. They wished to see membership of the MCA based on population proportionality, with National Parks included.

York Environment Forum voiced concerns that power would be vested in a few individuals, with challenges in representing diversity and the ability to represent the needs of distinctly differing place characteristics across York and North Yorkshire. Yorkshire Food, Farming and Rural Network considered it vital that the rural nature of the North Yorkshire economy, the livelihoods and provision of services for many people across the entire geography are a key focus and support for the new combined authority and mayor.

York Bus Forum expressed support for the equal representation of York and North Yorkshire on the MCA and the intention for consensus decisions as far as possible. However, they had concerns about the potential for differences of opinion and the inability of a minority to influence changes to the Local Transport Plan. They suggested having representation of opposition members on the MCA.

3.4 Feedback from offline activities, comments, and enquiries

Participants giving their views of the proposed governance arrangements for a Mayoral Combined Authority (MCA) for York and North Yorkshire raised the following issues:

3.4.1 An inclusive and equitable MCA

The need for an Inclusive and equitable MCA to ensure all voices are heard:

- *How would all local areas and different sectors (within the region) e.g., education and social care make their “voices heard”?*
- *Membership of MCA (must) be representative of and connected to the community they serve.*

- *Governance arrangements (should) ensure communities outside large areas benefit from investment.*
- *How will MCA ensure that communities outside large areas “stay empowered” and benefit from investment? Rural areas very different from urban areas.*
- *How will MCA respond to areas of specific community interest e.g., community housing?*

3.4.2 Economic development / Investment

- *Needs more clarity around responsibility for economic investments; Will there be a business representative in the MCA?*
- *Under MCA model, decisions should be made by consensus.*
- *MCA could create “forums for collaboration” (to promote / deliver economic investment)*
- *North Yorkshire could be “underrepresented” (in the allocation of investment)*
- *Health provision: how will MCA impact on the development of sites for “multi service” NHS provision?*
- *Resources should be evenly spread “rather than everything go to York “Yorkshire should be considered one unit with Sheffield, Leeds, Bradford and York the focal points. There should be an agricultural policy for the whole County. Do not split Yorkshire! We need strength to stand up to London centric government”.*
- *“As a region that has benefited from our own Devolution Deal, we recognise the benefits that this can bring. As you know Leeds has close historic, cultural and economic ties with North Yorkshire and the City of York and we’re strongly committed to continuing to work together with yourselves”.*
- *Region too large and diverse: “what does Scarborough have in in common with Hawes, Leyburn or Pickering? Very little This strikes me as trying to squeeze a problem into a solution, not trying to find solutions to problems”.*

3.4.3 Mayor could be a Regional Champion -

- *Someone to “speak up for region like other areas of England (i.e., West Yorkshire and Manchester Mayors)”*
- *Mayor could “connect urban and rural” areas – would be the bridge between these parts of the region.*
- *“I’m also keen to ensure that down the line the Mayor & MCA have visibility of the role that National Parks can play in meeting the Region’s ambitions and reciprocally what the MCA can do in delivering the National Park Management Plan where its responsibilities align”.*

3.4.4 “MCA may have a democratic deficit”

- *There was concern around the idea of having a mayor with responsibility for significant funds “vested in one person” - “It sounds like a lot of power for one person.”*
- *How does MCA make sure that the Mayor (is) held accountable?*
- *“Voting not necessarily democratic” - Only a percentage of the population usually votes.*

- *MCA could become “an extra layer of bureaucracy so it needs to be made to work efficiently with the councils.”*
- *“Will the MCA staff structure create duplicate positions?”*

4 Funding and Finance Functions

4.1 Background

The proposed deal includes £18m per year for 30 years from central Government to spend on local priorities. The Mayor would be required to prepare a draft annual budget for their areas of responsibility based on the powers devolved to them as part of this deal. The Mayor's budget is subject to the approval of the Combined Authority.

in summary this also includes:

- The government will provide £500,000 Mayoral Capacity Funding in 2023/24 and £1 million in 2024/25.
- The mayor will have the power to issue a precept on local council tax bills to help pay for the mayor's work. This precept can only be raised for mayoral functions.
- The York and North Yorkshire Combined Authority will be the lead local authority for the planning and delivery of the UK Shared Prosperity Fund (UKSPF) from 2025/26.
- The Combined Authority will be given powers to borrow for its new functions, which will allow it to invest in economically productive infrastructure, subject to an agreed cap with HM Treasury
- The mayor will have the power to introduce a supplement on business rates for expenditure on a project or projects that will promote economic development in the area, subject to a ballot of affected businesses.

Set out below are the responses related to the new funding and finance proposals - detailed in summary above - received by :

- Submission to the online survey.
- Stakeholder submissions (by letter.)
- Feedback from offline activities, comments, and enquiries.

Please note that discussions of proposed Governance under the devolution deal that took place in the independently facilitated focus groups are detailed in Section 11 of this report.

4.2 Online Survey Responses

4.2.1 Support or Oppose

When asked:

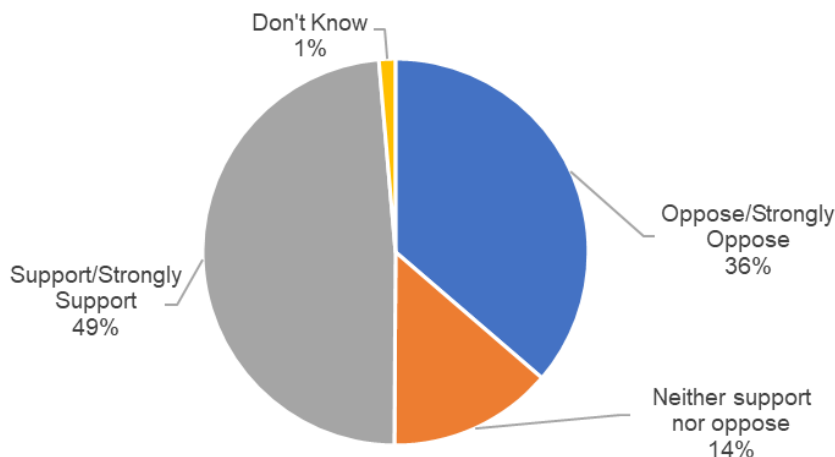
Do you support or oppose the proposal for a York and North Yorkshire Mayor and Mayoral Combined Authority to have these finance functions?

Of the 1,587 people who provided a response:

- Just under half (49%) supported or strongly supported the proposal.
- Just over one third (36%) opposed or strongly opposed the proposal.
- 14% of respondents were neither in support nor opposition.

- The remainder (1%) didn't know.

| Response | No. | % |
|----------------------------|--------------|-------------|
| Support/Strongly Support | 770 | 49% |
| Oppose/Strongly Oppose | 576 | 36% |
| Neither support nor oppose | 219 | 14% |
| Don't Know | 22 | 1% |
| Grand Total* | 1,587 | 100% |



*Please note this total reflects the number of respondents providing a rating response, additional respondents provided comments without providing a rating.

4.2.2 Reasons for support

Of the 353 of 770 people who provided comments indicating why they supported the finance and funding proposals the reasons provided were as follows.

Respondents felt that the proposed funding and finance functions enhanced **local accountability (60)**.

- *Precept set locally should be better than from London.*
- *more locally accountable financial powers will be more effective at driving local priorities.*
- *It gives local government more control over the things they know best.*
- *There would need to be a means to verify that the elected mayoral administration does not squander public monies.*

A key positive factor was felt to be the proposals offered **access to additional funding (30)**.

- *It unlocks access to more central government funding.*
- *Need to have financial power to effect change.*
- *It is essential that the Mayoral system works. This means it must have the powers to raise money. Otherwise it will be little more than a PR exercise.*

However, some supporters had questions or concerns due the view that **not enough detailed information was available to enable decision making (52)**.

- *I don't feel I can click strongly support without some knowledge of what the proposed likely precept on council tax for mayoral functions would be and how that would be decided.*

There was a hopeful view that the funding and finance proposals would reduce **political tensions (25)**.

- *Hopefully will get rid of some of current trivial party politics.*

Many respondents were of the view that the proposal offered the potential for an **equitable distribution of funds (30)**.

- *Economically deprived areas of N Yorks should benefit.*
- *I will back this 100% if every district is treated equally, however with a major emphasis on those areas that need the help the most are prioritised over the richer area like York, Harrogate and such like.*

The funding and finance proposals were felt to provide **a local voice that can be magnified on the national stage(44)**.

- *Fair enough, the money provided by Central Government is not over huge but having Local Representation and Ideas to talk about is very important.*

Supportive responses also highlighted the **potential for more strategic investment (32)**.

- *Combining such services as long as they remain flexible to the different needs of individual diverse communities and the services provided to them and neither council is preferred over another in service provision underpinned by strong service level agreements.*
- *The Fire Service in North Yorks is severely underfunded for a large sparsely populated area. The precept needs raising.*

Respondents in many cases provided a support which included questions and concerns on the basis of the need to avoid **increased bureaucracy (25)**.

- *The supporting office for the new Y&NY Mayor must not be bloated however equally it must be sufficiently resourced to accommodate the strategic functions it will lead on.*

Support was also provided based on respondent **experience from elsewhere (17)**.

- *These powers are in line with other MCAs and are necessary to enable them to follow through on decisions been made about developing the region.*

The funding and finance proposal were seen as an **essential strategic enabler for the role of Mayor (11)**.

- *without a budget of time and or £s it is merely wishful thinking*
- *Yes, it's an additional levy, but we need to get things done and stop stagnating.*

4.2.3 Reasons for opposition

Of the 429 of 576 people who provided comments indicating they opposed the finance and funding proposals the reasons provided were as follows.

Many respondents were unconvinced that the proposed finance and funding proposals provide **value for money (137)**.

- *Waste of taxpayers' money!*
- *We already pay too much for very little.*

This was compounded by **concerns over the Mayoral role (115)**.

- *Too much power in one person's hands. The financial sweetener is peanuts.*

Which in turn led to concerns over the **potential for a decrease in local accountability (85)**.

- *This is undemocratic.... The public should have a say in how its rates are spent. I strongly disagree that public money should be spent supporting private companies. The companies should raise the funds they need themselves.*
- *This allows an unelected body to create debts that will have to be financed by council tax payers.*

Many felt the proposed precept along with the **power to raise council tax and set a business tax (45)** was a significant factor in their opposition.

- *This is further tax on the residents, when the new North Yorkshire Council is trying to push non-parished localities into establishing Town Councils which will levy a tax on its residents.*
- *The Mayoral precept diverts money away from local communities and increases Council Tax.*
- *Precept on Council Tax is not acceptable to the council taxpayers. This can be 100% funded from the Govt's Mayoral Capacity Fund.*

Respondents felt the proposal was negative due an **increased bureaucracy (30)** and administrative overhead.

- *This is additional expense for an unnecessary additional function.*
- *Not required, more staff more salaries*

There were also concerns over the potential of the proposals to embed **inequality of distribution of funds (38)** across York and North Yorkshire.

- *this is an extremely worrying suggestion for those of us living in a rural area in Richmondshire. How are we going to be represented and supported not by a Mayor in York.*

The concern that the proposed MCA financial proposals were **too big to address the diversity of North Yorkshire (57)** was also a cause for opposition to the proposal.

- *Our county area/boundary is too large for a one size fits all...a 3% increase in one area, maybe completely inappropriate in another part of the county with more deprivation.*
- *There is no certainty that the funding would be equally spread across the County.*

Many felt the **funding on offer is not enough (35)** to enable anything but opposition to the proposals.

- *It's peanuts, fix the trains, proper public transport. Billions not £18 million a year.*

There were also concerns that the proposed finance and funding arrangements presented a lack of **democratic accountability (40)**.

- *It should be a decision for a more democratically accountable and representative body.*

Others opposed the proposal on the grounds of a **failure to convince on the need for devolution (27)**.

- *I don't want devolution.*
- *I have researched independent evidence that confirms no benefit from council unification.*

4.2.4 Reasons unsure

Of the 125 of 247 people who provided comments indicating that they were unsure about the finance and funding proposals the reasons provided were as follows.

Power to **raise council tax and set a business tax (29)**.

- *I am concerned about adding to Council tax generally.*
- *Power to introduce a supplement on business rates for expenditure on projects? is this a supplement from the local authority or additional from businesses?*
- *setting of some business rates may support some business types disproportionately.*

Sums aren't large enough (21).

- *Is £500,000 enough to make an impact?*
- *Given the size of the area and the many problems, the amounts of money are pretty small. I am not sure how much difference the authority will be able to make.*
- *Insufficient allowance to address climate emergency.*

Not enough detail in the proposal resulting in a **lack of information to enable decision making (24)**.

- *It's not possible to provide a view on this as it is not made explicit what a matrix precept would be used for. If further information can be supplied that would inform my decision making.*
- *Mayoral functions? What does this mean?*
- *Power to set a precept on council tax to fund mayoral functions is a vague statement.*

Concerns over **increased bureaucracy (21)**.

- *Most will go in wages & benefits for the lucky ones.*
- *Is it efficient and effective to have a layer of government in addition to the county council and York city council?*

Concerns over democratic accountability (12).

- *I am concerned that the proposed accountability structures for Mayoral budgeting are too weak.*
- *Would be happy for the proposed authority to have those finance functions IF it was properly democratically representative of the people.*

Concerns over the mayoral role (10).

- *York needs the Lord Mayor role to continue, due to its status as a CITY!*

4.2.5 Unassigned opinion

A number of comments were made on the governance proposals by respondents who did not provide an indication of whether they supported, opposed, were neutral or did not know. We have classified these unassigned opinions and present them below (the volume prevents any meaningful theming of these responses.)

- *...plus layers of government waste money*
- *Because I cannot see any evidence that the council will be run any more efficiently and from what I see where I live the services provided by the District Council are better than the current County Council, in particular the Highways Dept is not fit for purpose and needs drastic overall.*
- *Council tax is high enough.*
- *If more funding available that is a good thing but fair representation is needed. Support any additional funding but is that enough and comparable with funding in the south.*
- *Slightly cynical that all the money will be spent in York, while rural areas are once more forgotten (particularly hospital & emergency medical provision*
- *Waste of money*
- *"York & North Yorkshire!*
- *Why not ""North Yorkshire"" as a whole entity?*
- *This will stop any scrapping about 'them n us!!'*

4.3 Stakeholder Responses

The question posed in respect of the financial powers included in the deal was not addressed by most respondents. York and North Yorkshire LEP supported the flexibilities and borrowing powers to deliver the ambitions of the region.

Other, more general points were made, however. There was a view from York Conservation Trust that overheads for the new arrangements should be kept to a minimum.

Whitby Community Network was concerned about the prospect of potential council tax rises but supported other tourism taxes.

Network Rail welcomed the potential for further support, financial and otherwise, that the devolution deal should offer to facilitate the delivery of York Central.

Several respondents, including York Bus Forum, York & District Trades Union Council and York Environment Forum gave the view that the £540m Mayoral Investment Fund was not enough.

4.4 Feedback from offline activities, comments, and enquiries

4.4.1 Positive comments

- *Additional funding welcome*
- *“Good to know region is getting significant amounts of funding”.*
- *“Good to know MCA will have greater local control over how funding is spent”.*
- *“Good to have such levels of funding for our region”.*

4.4.2 Negative comments

- *MCA will be an “extra layer of bureaucracy and expense although the region needs extra funds”.*
- *Local control over finances is “a good thing” but “do not agree Mayor should set Council Tax amounts”.*
- *Inflation: MCA needs assurance from government regarding the impact of inflation: Will devolved funding keep up with rise/s in inflation?*
- *Need more clarity around the process of Gainshare: whether money not spent by the MCA in year would be “rolled over” to subsequent year/s*
- *“Could region have funding without devolution”?*

4.4.3 Opportunities for long term planning?

- *The 30-year fund gives more certainty and should enable MCA to undertake long term planning.*
- *“Significant funds spread over 30 years - not sure of the impact it will make”.*

4.4.4 Issues and benefits to the local population for the MCA to consider

- *MCA should also fund short term projects to address local needs “not just general economic development.*
- *How will devolution impact funding for businesses? “hope (MCA) funding would be easier to access”.*
- *More clarity required about “how (businesses can) access the funding and how to register to deliver programmes of support.”*
- *Will funding be available to help local businesses in hospitality expand?*
- *MCA should have a “flexible pot of funding to respond to needs”.*
- *New investment is needed to attract farm diversification.*
- *Sector plan for farming: Investigate and support new opportunities for farmers.*

5 Net Zero, Climate Change and Natural Capital

5.1 Background

The proposed deal contains Government commitment to support York and North Yorkshire's ambition to be Carbon negative.

This includes:

- Direct engagement with Government and potential funding to enable York and North Yorkshire's ambition to be carbon negative,
- £7 million investment that will enable the area of York and North Yorkshire to drive green economic growth towards their ambitions to be a carbon negative region.
- Development of a York and North Yorkshire Natural Capital Investment Plan.

Set out below are the responses related to the Net Zero, Climate Change and Natural Capital proposals - detailed in summary above - received by :

- Submission to the online survey.
- Stakeholder submissions (by letter.)
- Feedback from offline activities, comments, and enquiries.

Please note that discussions of proposed Governance under the devolution deal that took place in the independently facilitated focus groups are detailed in Section 11 of this report.

5.2 Online Survey Responses

When asked:

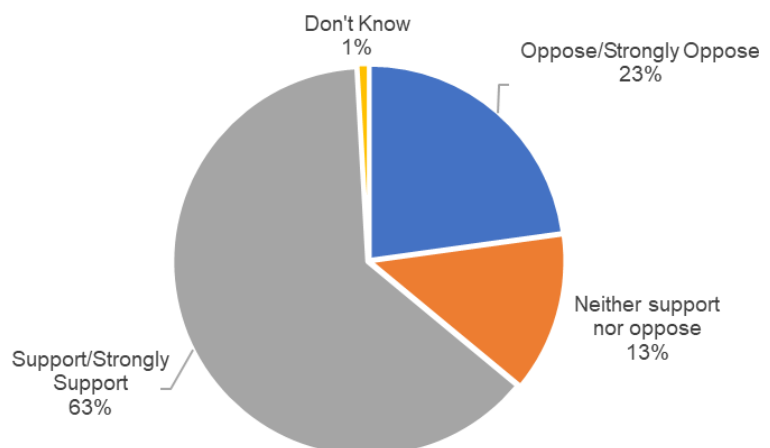
Do you support or oppose the proposal for a York and North Yorkshire Mayoral Combined Authority to work with Government on Net Zero, Climate Change and Natural Capital?

Of the 1,553 people who provided a response:

- The majority (63%) supported or strongly supported the proposal.
- Just under a quarter (23%) opposed or strongly opposed the proposal.
- 12% of respondents were neither in support nor opposition.

- The remainder (1%) didn't know.

| Response | No. | % |
|----------------------------|--------------|-------------|
| Support/Strongly Support | 980 | 63% |
| Oppose/Strongly Oppose | 354 | 23% |
| Neither support nor oppose | 205 | 13% |
| Don't Know | 14 | 1% |
| Grand Total | 1,553 | 100% |



*Please note this total reflects the number of respondents providing a rating response, additional respondents provided comments without providing a rating.

5.2.1 Reasons for support

Of the 549 people who provided comments indicating that they supported the net zero proposals the reasons provided were as follows.

Action to mitigate climate change was seen as an essential priority (193) for the proposed MCA:

- *Carbon negative is absolutely crucial.*
- *Absolutely this is the most important issue we face and something that nation government have been far too slow to respond to we need to have local plans to address this the most pressing of issues.*
- *it's really, really, important and impacts every decision at every level.*
- *Climate change is the single most important problem we face, so any increased focus on this area is welcome.*

The **Mayor and MCA have a crucial part to play (110)** in delivering this essential priority through the finance available and coordinating a regional and national approach.

- *Climate Crisis & Ecological collapse can be reduced and mitigated by the powers and investment a Mayor and Combined Authority can leverage locally.*
- *A collaborative approach, as a combined authority, regionally and nationally will have greatest impact. Many areas in the authority have assessed an impact and declared climate emergency and this should therefore be a priority.*
- *Any financial support to work towards becoming net zero has to be welcomed.*

A call for the MCA to **invest in renewable energy and develop York and North Yorkshire as a centre of excellence for green engineering (125).**

- *...massive investment in renewable energy from the new devolved administration for the North of Yorkshire, to make sure we can generate free energy in our beautiful dales and land, while securing energy independence from Russia.*

- *I support much greater investment in renewable energy industries and skilled green technical engineering colleges to train up the next generation to make Yorkshire become a Green Engineering powerhouse.*

Addressing the climate crisis will lead to **improved quality of life for residents (53)**.

- *Air quality is important to peoples heath and reducing use of fossil fuel will ultimately help everyone.*
- *...greener environment will be better providing living standards are maintained or improved.*
- *...green is the future for jobs and health.*

However, this support was qualified by a desire for **more information to support decision making (29)**.

- *While funding for net zero is laudable, it is not clear if this is in addition to the £18 million, a one off payment or over 30 years, nor is it sufficient in itself for such a huge and diverse area.*

The **linkage between net zero and transport powers and priorities (11)** was also highlighted.

- *we need to be greener in our approach to transport.*
- *Nett Zero on public transport should be progressed but only viable in such as York, Scarborough etc. but such as electric busses. Within rural areas then investment in charging points to encourage EVs.*

5.2.2 Reasons for opposition

Of the 260 people who provided comments indicating they opposed the net zero proposals the reasons provided were as follows.

Concerns over the Mayoral role (62), specifically the requirement for expert knowledge in developing net zero and other climate crisis mitigation.

- *...job for the informed and experts. Not for a well-meaning amateur.*

Respondents also presented negative opinion based on the **proposed funding being too small (47)** to effectively deliver net zero actions.

- *...the proposed level of funding of £7m that will not be sufficient funding to make a difference.*
- *At this level of funding the mayoral body could lobby central government but little more than that.*

Concerns with **social inequity in the impact of net zero actions (36)**

- *Current net zero targets if achieved will be an economic and social disaster disproportionately affecting poorer members of the population.*
- *The challenges of living in a rural community without good links and access support make this challenge disproportionately unfair for our local community.*

Respondents also reported a concern that the proposals as presented **did not go far enough (11)** and shouldn't be linked to the devolution discussion.

- *It's nothing more than window dressing to attract people interested in environmental issues whilst obscuring the feebleness of what is proposed.*
- *... misguided and un-informed approach pandering to an ignorant, Woke agenda. It ignores the wider geo-political aspects of significant carbon producers such as Saudi, China, India and the consequential economic and national security issues that it would leave the UK open to.*
- *The net zero target is admirable; however it shouldn't be linked to devolution. Climate change is a global issue and should not be trivialised by localism.*

Many respondents opposed the proposals for net zero on the basis of concern **over the Mayoral role (25)** and a blanket rejection of all elements.

- *I don't support the proposals for a Mayoral combined authority and so I can't support this proposal.*

Others fundamentally **disagreed with the principles of net zero (15)**.

- *It is a waste of money and amounts to a means to restrict individual freedoms to move around. There are counter arguments to so called climate change that have been dismissed out hand.*
- *Net zero is false, not achievable unless you go back to the dark ages.*
- *Climate change is debatable, there is no hard evidence to back it, meanwhile people will go either cold or hungry this winter because of something that need not be happening.*

5.2.3 Reasons unsure

Of the 122 people who provided comments indicating that they were unsure over the net zero proposals the reasons provided were as follows.

People were unable to provide a response to either support or oppose the proposal due to **a lack of information to inform their decision making (35)**.

- *Not enough clear information on what is involved.*
- *you haven't explained what this means in simple terms and few people might understand enough to make a comment.*

A lack of faith that the commitment in York and North Yorkshire is matched by national action (27).

- *Yet according to this Government Fracking is back on the table and until that is removed these objectives cannot be realised.*
- *The government has given the go ahead for a coal mine!*

The perceived **failure to make an argument in favour of devolution to achieve net zero (25)**.

- *Why do we have to have a mayoral authority to access this money?? the whole country is supposed to be going carbon neutral and the government should oversee the best ways to do this nationwide and allocate funding accordingly.*
- *This should not be part of the mayoral responsibility; it needs to be a national and governmental responsibility.*
- *This is not a new subject and all work should have been done by now, so what new will a Mayor add?*

The proposals are **too big to address the diversity of North Yorkshire (33)** and do not recognise rural issues.

- *Our village properties all require oil/electricity (for heating etc) and carbon net zero funding is difficult to ascertain helping us.*

5.2.4 Unassigned opinion

A number of comments were made on the net zero proposals by respondents who did not provide an indication of whether they supported, opposed, were neutral or did not know. We have classified these unassigned opinions and have grouped them around loose themes below.

Scepticism that net zero is the correct approach to address climate change.

- *Net zero is spurious science.*
- *it is only paying lip-service.*
- *Too many attributed initiatives are not environmentally friendly or carbon neutral as they have a relatively short life span or parts, etc are imported from all over the world, usually from volatile/unstable regimes. Focus on making ourselves more self-sufficient and secure.*

A desire to get on with addressing the challenges.

- *Don't talk for majority. Do what they want.*

The only way to address climate change is through national and international action.

- *Probably follow government to initiatives anyway*
- *This needs to be coordinated in a national context.*
- *On past evidence in this sphere it is probable that money spent on these aspirations would be ineffective and overtaken by global events.*
- *What the point until you stop China, Russia and India pumping out all the crap*

A tendency to deny climate change as an issue.

- *Climate change is nonsense and just another way of taxing the working man.*
- *Waste of money*

Concerns that action to address climate change is neither timely nor in line with democratic accountability.

- *The country us experiencing multiple crisis: this is not the time to be prioritising Net Zero.*

the decision was not democratically taken. The votes counted were not available to the constituency.

5.3 Stakeholder Responses

Almost all responses agreed that this was an important area for the deal and that the Combined Authority should work closely with Government on this agenda.

Zero Carbon Harrogate suggested that a strategic coordinated regional approach to decarbonisation is essential, and that the Combined Authority has an important role in encouraging inward investment and acting as a brokerage in finding solutions. East Riding of Yorkshire Council similarly hoped the proposals would support cross-boundary working on Net Zero. North York Moors National Park Authority supported working with Defra on the Natural Capital Investment Plan.

Community First Yorkshire felt that the potential of improved transport links would have a beneficial impact on reducing the local carbon footprint. York Bus Forum welcomed the principles of working with the Government, whilst York and North Yorkshire LEP considered a regional approach to the most appropriate strategic level. First York was supportive of further investment in this area.

Northern Power Grid welcomed the approach and suggested it was important that the joint working with Government identified the funding to implement the decarbonization activities identified within the Local Area Energy Plans.

Both the University of York and BioYorkshire saw themselves as a useful allies and drivers for the MCA, for both economic growth and achieving Net Zero Targets and strongly supported the net zero, climate change and natural capital delivery commitments set out in the devolution agreement.

Yorkshire Food, Farming and Rural Network supported the aspiration and recognised that the agricultural and food and farming sectors have a major contribution to make towards this ambition.

Some respondents felt the climate change ambitions and arrangements didn't go far enough. York & District Trades Union Council considered the proposals inadequate and unacceptable but stated that if the MCA is to come into being, Climate Change should be its central focus. York Environment Forum felt that there was insufficient attention paid to the climate emergency within the proposals, but the devolution deal could be a great opportunity to make a coordinated and concerted effort to have ambitious policies and speedy reductions in carbon emissions. Whitby Community Network strongly supported the work but considered the investment within the deal to be too little.

5.4 Feedback from offline activities, comments, and enquiries

5.4.1 Positive comments

- *“Additional funding to support investment in energy reduction and renewable energy solutions very welcome”.*
- *“Excited to see there is work going on around net zero”.*
- *“Delighted about green areas, biggest assets we have in York and North Yorkshire”.*
- *“This should support many activities gain momentum”.*
- *“This is high priority for young people. BioYorkshire”*
- *Would be good to see jointed up action on this.*

5.4.2 Negative comments

- *Agree with the drive for carbon negative but If we are trying to reach net zero, we need to educate population about where we are now, so people can see where we're aiming for*
- *“There isn't enough money to do all things net zero, the initial focus should be on decarbonising housing, so it also supports the affordability agenda”.*
- *Carbon negative may be a bit unrealistic and do not like carbon capture as much as reducing emissions in the first place... there needs to be a workable alternative first.*
- *“We have problems in this area in food production. We have huge food production in our farming. It has been proposed to cover acres with solar panelling to the loss of food crops. Why can't solar panelling go on brown belt. We need all the food that we can get produced in our own area”.*

5.4.3 Funding for net zero / oversight of environmental agenda

- *Where does money for net zero come from?*
- *Who will look after general environment e.g., littering?*
- *What does the time period the allocated Over how many years is the £7m allocated?*

6 Transport

6.1 Background

The proposed devolution deal will give the Mayor and mayoral combined authority responsibilities for investment in transport infrastructure and services, including public transport. This will help York and North Yorkshire develop an effective and efficient transport system for the long term and provide greater certainty over future funding for transport improvements. The proposals are summarised as follows:

- Development and production of a York and North Yorkshire Local Transport Plan and related transport strategies
- Set up and co-ordinate a Key Route Network (KRN) on behalf of the Mayor, enabling a consistent approach to the management of that network.
- Receive transport funding in a single consolidated budget set for a number of years to give greater certainty for the development of future projects.
- Approve a 5 year Strategic Transport Investment Programme for York and North Yorkshire
- Powers to introduce bus franchising. This is where the authority specifies the bus services to be provided, determines the routes, timetables and fares.
- Enter into partnership agreements with Great British Rail, make agreements with Government, other local authorities and National Highways and work with Active Travel England.

Set out below are the responses related to the proposals for new transport powers - detailed in summary above - received by :

- Submission to the online survey.
- Stakeholder submissions (by letter.)
- Feedback from offline activities, comments, and enquiries.

Please note that discussions of proposed Governance under the devolution deal that took place in the independently facilitated focus groups are detailed in Section 11 of this report.

6.2 Online Survey Responses

When asked:

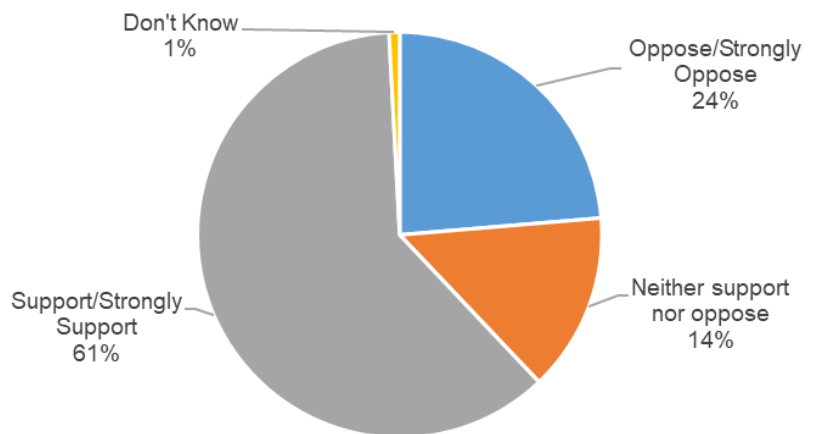
Do you support or oppose the proposal that a York and North Yorkshire Mayoral Combined Authority and Mayor takes on these Transport functions?

Of the 1,538 people who provided a response:

- The majority (61%) supported or strongly supported the proposal.
- Just under a quarter (24%) opposed or strongly opposed the proposal.
- 14% of respondents were neither in support nor opposition.

- The remainder (1%) didn't know.

| Response | No. | % |
|----------------------------|--------------|-------------|
| Support/Strongly Support | 942 | 61% |
| Oppose/Strongly Oppose | 364 | 24% |
| Neither support nor oppose | 219 | 14% |
| Don't Know | 13 | 1% |
| Grand Total | 1,538 | 100% |



*Please note this total reflects the number of respondents providing a rating response, additional respondents provided comments without providing a rating.

6.2.1 Reasons for support

Of the 513 people who provided comments indicating that they supported the new transport powers proposals the reasons provided were as follows.

Respondents held the view that **the current transport system is not working (105)** and the proposals will provide an opportunity to rethink and refresh the approach for York and North Yorkshire.

- *Our current transport is a shambles and needs careful planning to ensure that it suits everyone- and not just towns/ city, rural areas are difficult but not impossible to manage sensibly.*
- *A full area plan is better than local deals.*
- *We must get away from outdated 'predict and provide' models around road building and we need a central overall focus which a mayor can provide.*

The proposed new powers were also seen as **essential in achieving net zero goals (80)**.

- *A complete refresh is needed on transport thinking especially in the context of net zero.*
- *The pace of carbon reduction from the transport sector is pretty small now so this must be a key priority working alongside neighbouring combined authorities and Transport for the North.*
- *Public transport is key to a future, sustainable form of transport, carbon reduction will only happen with fewer cars on the road (including EVs).*

A **local focus on transport solutions (97)** is seen as being more effective at meeting local need.

- *A Westminster based transport strategy has proven time and time again to fail local communities and businesses. What's the point of a high speed rail link from the capital when people are then unable to move around efficiently in the regions.*

- *...local people who understand the issues making decisions on the local transport infrastructure.*

There are **specific road improvements required (30)** the mayoral powers are hoped will support.

- *A64 and A19 north of York need dualling desperately.*
- *East-West routes north of York a) are mostly back road (i.e. slow, costly on fuel/not green) and b) have NO public services. Harrogate/Ripon - Easingwold - Malton is only passable in private vehicles.*
- *Perhaps we will finally get the A1237 made into a dual carriageway and same for the A64 all the way to Scarborough.*

The ability to **work in partnership with regional organisations to represent the needs of the area (20)**.

- *...an independent less biased view - this office then works with the Northern Powerhouse to implement investment in the right way and ensure the transport providers work in partnership with the office.*
- *...having a stronger voice via Transport for the North would help prevent central government building only southern railways like HS2 (which will in practical terms never reach the north, only Birmingham).*

The **potential for reorganisation in the bus network (52)**.

- *The bus system needs reform and franchising may be a good experiment.*
- *It is essential that the Combined Authority uses its powers to franchise our buses, like they are in London!*

Has the potential to **address** the need for **integrated bus and train services (45)**.

- *...I suffer every few weeks the problems of un-coordinated bus and train timetables...this impacts on economic efficiency, the appeal of the area to residents and tourists, and social well-being.*
- *We are desperately in need of integrated transport solutions... A more joined up approach will hopefully bring fares down too. Currently I pay over £4 for a journey of 3 miles.*

Examples of **experience from elsewhere show these powers can work (11)** and have impact on local transport networks.

- *Devolution works in similar regions.*
- *The West Yorkshire Mayor is doing a good job with the problems with Transport within West Yorkshire and a similar set up within North Yorkshire is essential.*

Can provide the opportunity to **address public transport issues in rural locations (45)**.

- *Our village is very short of transport. To reach nearby towns it is often necessary to travel on more than one bus.*

- *Outlying villages with people who either don't drive or have health issues need a local bus service.*
- *It has to be affordable and available - the Mayor and Combined Authority must be able to ensure ticket prices can be afforded and the rural areas in North Yorkshire have reliable, regular services.*

The **geography and size of North Yorkshire make effective and strategic transport planning essential (30).**

- *Transport is such a strategic issue and so we need the functions at this level to address these.*
- *Transport is more important in YNY than any other area because of size and rurality.*
- *A strategic view is vital for sustainable public transport provision.*
- *Long term planning and consistent regional policy would provide a better environment to attract inward investment for rail, bus, car club, cycle and other transport low carbon travel operators.*

This proposal provides the potential to **make active travel a priority (10):**

- *Priority could assertively be given to active travel, shared transport and public transport as set out in the Local Enterprise Partnership Routemap to net zero.*

Effective transport links are a key economic enabler (32) for York and North Yorkshire

- *Transport links are fundamental to the viability of many sectors and also in attracting new business therefore a responsibility and powers to influence in this area are crucial.*
- *Sherburn Enterprise Park estate is one of the largest Manufacturing and Services & transport hubs in North Yorkshire but the Transport Links, Public Transport... are stopping nearly a1,000 jobs being filled in the area as people cannot get there unless they have their own transport.*

6.2.2 Reasons for opposition

Of the 269 people who provided comments indicating they opposed the new transport powers proposals the reasons provided were as follows.

Respondents were of the opinion that **bus franchising doesn't work (12)** and should be applied in York and North Yorkshire.

- *I don't support the franchising of bus services. They should be brought under the full control of the local authority.*
- *A franchised public transport system has been proven to not work - supplying only in places where there is revenue and consequently leaving those in remote areas deprived of public transport, forcing reliance on the motor car.*

The view that the MCA is an organisation **too big to reflect the diversity of North Yorkshire (45)** in delivering new transport powers.

- *... in a larger Local authority there is more likelihood of "one size fits all approach" and I cannot see how local communities will see direct benefits. What might apply for somewhere like York will not apply for Thirsk or Northallerton.*
- *...this sounds city centric. N Yorks has always had a problem with ensuring good bus services to the remote areas - concerned that these less lucrative routes would be withdrawn*
- *As a resident of Craven I can see that investment in the Key Route Network is likely to completely ignore all the minor roads in our area which are deteriorating. We need local people to decide on the priorities for local transport.*
- *Most of this money will inevitably be spent in urban areas. Much of North Yorkshire is B roads where providing buses etc would likely be unviable.*

A number of respondents objected to the proposals on the principles that they **do not believe in devolution, (26)** the establishment of a mayoral role and combined authority.

- *the transport proposals are valid but not the proposed devolution deal is not the best way to achieve them.*
- *Don't agree with Mayors.*
- *Does the mayor know anything about transport?*
- *I don't support a combined authority.*
- *I don't support an elected Mayor.*

There was a feeling the **available funding in the proposals was not enough to address the required changes (94)** to make the new transport powers effective.

- *As no funding is indicated, this will be an unfulfillable plan.*
- *I cannot see anywhere in the MCA proposal that there is sufficient funding to improve the transport function over and above the performance of the two existing councils.*

There was also a feeling of concern over the potential for **decrease in local accountability(53)**.

- *I can see no need for an MCA to undertake these functions. They can be performed by NYC and York.*
- *All the mechanisms to enable this to happen already exist.*

6.2.3 Reasons unsure

Of the 130 people who provided comments indicating that they were unsure about the new transport powers proposals the reasons provided were as follows.

The proposals were felt to be on a scale that was **too big to address the diversity of North Yorkshire (27)**, essentially viewed as a 'one size fits all' approach.

- *North Yorkshire is a very Rural county (as a whole), how do we guarantee that the Mayoral system won't prioritise one part of the county over another?*
- *Essential that this does not become a further "anti-car" policy as the private car will always have a place and is often essential in the deeply rural parts of the county where it is doubtful that public transport will ever be able to fulfil the local needs.*
- *Care needs to be taken not to pull funding from key city/town services to maintain inadequately funded rural services.*

Many felt there was a **lack of information to enable decision making (32)**.

- *it's unclear who does this now, and what the changes ACTUALLY mean... these all seem like good things to have 'power' over, but how is that different to what happens now?*
- *Can't really understand the proposals.*
- *Don't have enough information on what this means for current long term planned schemes, for which Government financial help and planning would be required.*
- *I cannot make a judgement on this without knowing what the budget from central government will be.*

Concerns over the Mayoral role (25).

- *I am worried that the mayor is going to have too much power.*
- *I don't support the absolute power of the...Mayor deciding to build roads everywhere and controlling York's policies.*
- *Support the proposals but not with a Mayor.*

There appears to be **insufficient funding available to deliver the proposal (35)**.

- *the funding that will be available to the new authority will never create public transport facilities in a county by its nature and geography must be vehicle dependent.*
- *The Mayor has no money to make significant improvements to the transport infrastructure.*

6.2.4 Unassigned opinion

A number of comments were made on the new transport powers proposals by respondents who did not provide an indication of whether they supported, opposed, were neutral or did not know. We present these comments without thematic analysis as their volume is so low. They are also presented as verbatim quotes for the same reason.

- *Better if the county was joined up to fully implement a Yorkshire integrated transport policy.*
- *Desperate lack of good public transport in North Yorkshire. Mayor of London over the years has improved public transport immeasurably.*
- *I've done all this once.*
- *Local knowledge is better placed to make important decisions vis-a-vis local transport needs.*
- *Put the mayor's salary towards repairing the roads.*
- *Roads in NYCC are appalling, how can a mayor change it unless stops all the ridiculous salaries and pensions for management.*
- *"The transport role needs to be handled at a broader level than just North Yorkshire.*
- *Traffic flows, services and routes in North Yorkshire often need to be integrated with the more populated regions surrounding it."*
- *Too big to properly control.*
- *Transport decisions are best taken locally. The size of the region will make this difficult though.*
- *"We are already involved with West Yorkshire in parts.*
- *More overheads and little chance of any improvements.*

6.3 Stakeholder Responses

Most responses were positive about the transfer of powers and potential to look at transport in a broader strategic way. Organisations including Community First Yorkshire, East Riding of Yorkshire Council and York and North Yorkshire LEP highlighted how taking a strategic approach reflecting both the relationship between York and North Yorkshire but also how the region connects to its neighbouring geographies could benefit growth opportunities across the region.

For respondents with a direct organisational transport focus, York Bus Forum was supportive of the role of the Mayor in developing a Local Transport Plan for York and North Yorkshire. They also welcomed the commitment to establishing a devolved and consolidated local transport budget but were concerned about the lack of detail of this budget. The bus powers were welcomed, but highlighted that the nature of bus service needs, operation and financial viability is very different in urban York from that in much of rural North Yorkshire. They were not clear on the implications of the Transport and Highways Authority powers being split across the MCA and the local authorities.

Action for Yorkshire Transport was concerned that the road expansion schemes, namely the A64 East of York, Kex Gill and the A1237 York Outer Ring Road, will provide additional road capacity which in turn will generate more traffic and increase emissions during their construction. They welcomed the mention of a modal shift away from cars.

First York welcomed the opportunity to access new investment streams and further improve public transport in the region. They voiced support for a Key Route Network (KRN) to enable a consistent approach to the management of that network. They understood the inclusion of bus franchising but were firmly of the opinion that the Enhanced Partnership working is the best way to deliver transport objectives.

Several organisations reflected that the transport focus needed to support the climate change agenda. North York Moors National Park Authority considered it vital that the Mayor and MCA seek to reflect a key premise of the devolution deal to make the region carbon negative. Zero Carbon Harrogate identified for the need for more use of shared transport solutions alongside conventional public transport.

Both Whitby Community Network and Yorkshire Food, Farming and Rural Network similarly supported the use of transport powers to improve public transport connectivity, and highlighted that funding was needed to support public transport for rural communities.

York & District Trades Union Council were directly opposed to the proposals. They considered that the splitting of transport and planning functions would be a backward step and would lead to poorer decision making and local delivery. However, if an MCA is introduced, they would support the commitment to establishing a devolved transport budget and accepted that a Mayor could play a strong role in strategic level co-ordination and representation to Government.

6.4 Feedback from offline activities, comments, and enquiries

6.4.1 General

- *Good to have a Mayor responsible for transport and able to take a strategic view across the patch.*
- *(Strategic approach) needed because York's transport system is undermined by poor planning decisions.*
- *MCA could lead to an integrated transport strategy.*
- *How will devolution impact transport connections? Will there be better connections from small villages?*
- *Any money towards improving regions transport is good: It could force bus companies to run more rural services seven days a week; give priority to "dual A64 and improve A170".*
- *"Transport is key to connecting people to jobs and education."*
- *Doncaster Airport with its exceptional runway should have electric rail/rapid transport connections from the focal points.*

- *“York’s buses need sorting out. This should be a priority as people need to get out of cars. The powers should be used to make sure people can make the change.”*

6.4.2 Transport important to advance education and employment opportunity

- *“Positive to hear about the potential for more public transport across rural areas.” This will enable access to higher paid jobs elsewhere.*
- *Recruitment difficulties linked to transport issues.*
- *Due to lack of public transport and the cost, “there are problems with accessing apprenticeships, graduate placements, and other work placements especially in Richmondshire.”*
- *Poor public transport, connections and cost in rural areas pushing people towards cars, which is often unaffordable for young people. Restricts access to apprenticeships, graduate placements and general employment opportunities in these areas.*
- *Greater frequency of trains and buses to Leeds, York and Hull will enable people to work in higher paid jobs.*
- *Buses a concern – students rely on them to get around, especially those not in the immediate area. How will an MCA help with this?*
- *Buses are critical to allow young people to get to schools and colleges.*

6.4.3 Public transport in rural areas

- *Several comments referred to the urgent need to improve public transport in rural areas.*
- *“There is not enough infrastructure – buses are few and far between and trains are always unreliable. Public transport is expensive and not a good service.”*
- *“There are fewer village schools and parents can’t afford school transport in many cases.”*

6.4.4 Issues and benefits to the local population for the MCA to consider

- *Free travel passes for 16–19-year-olds?*
- *Make Dual A64 is a priority.*
- *MCA has opportunity to listen to local people, particularly in rural areas, requirements and deliver local transport infrastructure to allow more use of public transport.*
- *MCA Should use opportunity to link up trains and buses across district.*
- *Increase number of buses out to villages*
- *Use power to force train companies to deliver a service. Improve congestion around York, especially outer ring road and A64.*
- *“I would like to see dual carriageway developed between Scarborough and York”.*

7 Housing and Regeneration

7.1 Background

The proposed devolution deal will give the Mayor and MCA responsibilities for housing and regeneration. This will include:

- Land assembly and compulsory purchase powers
- The power to designate a Mayoral Development Area and to create Mayoral development Corporations, which support delivery on strategic sites in York and North Yorkshire
- Invest £12.7m of devolved capital funding across 2023/24 and 2024/25 to support the building of new homes on brown field land.
- Identify and bring forward a pipeline of strategic housing projects.
- To support investment in affordable, low carbon and quality homes across the area

Set out below are the responses related to the new housing and regeneration proposals - detailed in summary above - received by :

- Submission to the online survey.
- Stakeholder submissions (by letter.)
- Feedback from offline activities, comments, and enquiries.

Please note that discussions of proposed Governance under the devolution deal that took place in the independently facilitated focus groups are detailed in Section 11 of this report.

7.2 Online Survey Responses

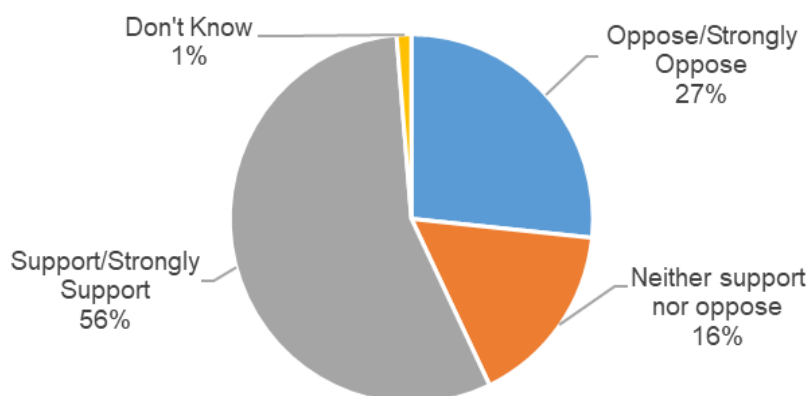
When asked:

Do you support or oppose the proposal that a York and North Yorkshire Mayoral Combined Authority and Mayor takes on these housing and regeneration functions?

Of the 1,524 people who provided a response:

- The majority (56%) supported or strongly supported the proposal.
- Just over a quarter (27%) opposed or strongly opposed the proposal.
- 16% of respondents were neither in support nor opposition.
- The remainder (1%) didn't know.

| Response | No. | % |
|----------------------------|--------------|-------------|
| Support/Strongly Support | 850 | 56% |
| Oppose/Strongly Oppose | 406 | 27% |
| Neither support nor oppose | 248 | 16% |
| Don't Know | 20 | 1% |
| Grand Total* | 1,524 | 100% |



*Please note this total reflects the number of respondents providing a rating response, additional respondents provided comments without providing a rating.

7.2.1 Reasons for support

Of the 411 people who provided comments indicating that they supported the housing and regeneration proposals the reasons provided were as follows.

Support for the **proposals for brownfield development (60.)**

- *I approve the plan to develop brown field land. I DO NOT APPROVE of mass development on green field sites around small villages where there is no adequate infrastructure in place.*
- *I support this ONLY if there is no building on greenfield sites and why not regenerate areas with many houses left empty because they need updating and repairing.*

A hope that the new mayoral powers will result in **improved social housing conditions (35).**

- *I am a ... Council Housing tenant and hope money will still be available for repairs and upgrades of council properties.*

Support based on the need for **energy efficient homes (64).**

- *we need to be building housing that is already net zero (for embedded as well as operational carbon), so need to progress much faster than national standards.*

- *ALL new houses must be Zero Carbon BREEAM style.*
- *Housing is in short supply and as a major contributor to carbon emissions, the Mayor and Combined Authority must have powers to address this problem and drive forward projects properly financed to address it.*

Support based on the need for **affordable housing and adequate housing in rural areas (51)**

- *Affordable housing for locals is paramount.*
- *we need more affordable housing, especially difficult in rural areas.*

Linked to the issue of affordable homes support based on an expectation of Mayoral powers being used to **regulate the second/holiday home market (30)**.

- *Far too many are bought as holiday lets.*

An assurance that new housing will only be built with **adequate local facilities (53)**.

- *It's no good building houses if there is no development in facilities: Roads; Public transport; Schools; Health services; Shops; Job opportunities.*

Maximise local experience (35).

- *...local knowledge is best. Looking at empty units in Town Centres to turn into flats which will in turn bring needed revenue into town centres.*
- *We need to include communities in the decision making around future housing.*

The new Mayoral powers provide an opportunity to **refresh the approach to housing and regeneration (64)**.

- *...the focus on building sustainable and affordable housing is a priority, any additional freedoms to rethink the challenges and refresh our approaches gives more hope.*
- *As with Transport it is critical Y&NY take a more strategic approach to land use planning and economic development. And the reality of the two LA's is that their local economies are very closely intertwined anyway.*
- *A strategic approach to housing across the region makes more sense than piecemeal development and would help prevent local authorities depositing new housing estates at their boundaries, which passes responsibility for infrastructure services onto the neighbouring authority.*

7.2.2 Reasons for opposition

Of the 295 people who provided comments indicating they opposed the housing and regeneration proposals the reasons provided were as follows.

Respondents who opposed the proposal include those who **remain unconvinced of the need for a Mayor or MCA (18.)**

- *...these functions are handled perfectly well by the Council. Please direct the funding to them, rather than create this extra layer of bureaucracy just to get the funds.*
- *Again, why do we need a Mayor?*

Concerns over the potential erosion of **democratic accountability (16)**.

- *Where would be the democratic scrutiny of the mayor's property deals?*

Concerns over the potential for **further environmental and infrastructure damage (47.)**

- *...too many new homes being built without adequate drainage and infrastructure needs careful thinking and planning.*

Concerns over the potential for **loss of green belt (73)**.

- *Because they will just build on green belt land instead of brownfield sites.*

Concerns over failure to **prioritise climate change mitigation (36)**.

- *...climate and ecological emergencies are not prioritised. New housing must be to the highest environmental standards, and this includes building in better public transport so that people do not use cars. I cannot support proposals where this is clearly not understood.*

Increasing **local involvement in the planning approval process (13)**.

- *Developments such... only occur when they have been approved by the majority of persons living in that area...developments are fully and only focused on local needs and requirements...*
- *I don't think a Mayor will have any knowledge of local areas like a councillor would. This could lead to bad decisions being made, both for the community and for the environment*

A blanket **rejection of the principles of an elected mayor (25.)**

- *I don't support the proposals for a Mayoral combined authority and so I can't support this proposal.*

Concerns over the Mayoral role (10)

- *Should not be left to one person.*
- *Undemocratic for one person to hold all the power.*

Concerns over the appropriateness of funding allocation (13)

- *Seems a weird thing to spend money on. You're not actually going to build houses, that's what housebuilders do.*
- *It's not enough money, we need 1000s of affordable homes built.*

Concerns over **increased bureaucracy (12)**

- *Just another bureaucracy tier*
- *Local authorities control this and another layer of bureaucracy won't help.*

Concerns over the potential **decrease in local accountability (15)**

- *prefer councils to make decisions on planning and housing.*

Concerns over a **lack of information to enable decision making (12)**.

- *The proposals are weak and lack substance. For example what does "support in other ways" mean?*

7.2.3 Reasons unsure

Of the 149 people who provided comments indicating that they were unsure about the housing and regeneration proposals the reasons provided were as follows.

Lack of information to enable decision making (23).

- *Unclear whether housing means affordable or social housing not just houses to buy. I assume it does, but can't support until its clearer*
- *Doubtful what the respective roles of the councils and MCA would be.*

Housing is best placed at the local authority level. Concerns over the **potential for a decrease in local accountability (19).**

- *This may be something better done at a more local level.*
- *Here I am more hesitant. Housing should remain as local a function as possible. Moving any housing powers away from York or North Yorkshire... is probably not a good idea...once housing is considered across such a large area there will be more of an incentive to find housing solutions that require...car use and longer commuting journeys.*
- *How do these powers interact with local authority-led spatial planning obligations e.g. local plans, air quality plans etc? Does this empower the CA to impose (or block) development within a local area against the will of the LA?*

Doubts over the ability of the MCA to **address issues of second home ownership (20).**

- *housing in general is overpriced if you can get rid of second homes in the area the youth just may be able to get on the housing ladder.*

Concerns over the ability of the MCA to **address the challenge of providing affordable housing (27).**

- *York needs more affordable housing for the people that live here and less student and shared housing used to generate massive rent profits from greedy landlords.*
- *This could be a massive opportunity if local people are fully consulted and housing to meet local peoples need is addressed in the first instance - primary homes, for local people/key workers, accessible, climate friendly and affordable.*

A requirement for further assurance that the MCA will **concentrate on environmentally friendly homes (31).**

- *All new housing and commercial developments and extensions should be being built to net zero standards with good design to ensure minimal ongoing energy use and using carbon negative materials e.g. wood.*

Confused over the **budget allocation and purpose of the new Mayoral powers** related to housing and regeneration **(12).**

- *Confused by roles here. Thats not a lot of money, so probably expected to see focus on help for existing homes on energy reduction or new energy small scale schemes.*

Looking for more detail of **local involvement in housing (10)** and planning issues.

- *Development should be considered by each local area and in the best interests of that.*

7.3 Unassigned opinion

A number of comments were made on the housing and regeneration proposals by respondents who did not provide an indication of whether they supported, opposed, were neutral or did not know.

- *Cooperation across boundaries including West Yorkshire authorities in addressing location and service needs of housing is poor at the moment and needs early action.*
- *Direct controls are important.*
- *Far too much power over the future of Yorkshire vested in a minority.*
- *Hopeful of limits on sprawling new developments and an END to homes in rural areas being sold off as holiday homes which then remain empty for most of the year.*
- *Housing is a local issue.*
- *How will this impact on the surrounding area? The Mayor will not be that interested in towns and villages outside of York. Every town needs its own governance.*
- *It's no good just building houses everywhere! What an out making it compulsory for builders to invest in community infrastructure schools, GP surgeries,, hospitals all if which are desperately struggle. This impacts everyone in communities. Not just about housing*
- *Local knowledge may be valuable here, but the contributions offered by central government aren't enough to make much difference.*
- *Need to ensure provision of more social and affordable housing. Not everyone can afford to buy.*
- *North Yorkshire is not a coherent mayoral area ...*
- *Overrides local opinion.*
- *so long as there is challenge so that it is clear that what is proposed is correct.*
- *The abolition of the district of RYEDALE was not allowed to be voted upon by public demand. Much better close management can be achieved by councillors representing various parished.*
- *Think infrastructure and do not build any more houses without financing the increased infrastructure requirements! It's a travesty that currently there are so many new housing developments in Harrogate without any consideration or financing of the additional infrastructure requirements!!!!!!*
- *This mayor's going to be busy looking after all these things, NYCC has not be able to do it with all the staff it's got, so how will they???*
- *Will Planning still carry the same weight.*

7.4 Stakeholder Responses

All responses to this section highlighted the priority of affordable, low carbon housing for the sub-region.

Several organisations, including Zero Carbon Harrogate and Northern Power Grid, suggested that zero carbon or low energy housing should be mandated as part of plans.

Homes England were keen to work with the MCA to increase local housing supply. York and North Yorkshire LEP identified the opportunity for York and North Yorkshire to work in a more integrated way with Homes England, taking a collaborative, place-based approach to delivering homes across the region. Network Rail described the importance of the MCA in supporting the York Central programme, which is important for housing in York.

North York Moors National Park Authority supported the powers on the basis that their statutory planning and place making powers were protected. In particular the requirement for National Park Authorities to give consent to Mayoral Development Areas within their boundaries was seen as important.

Whitby Community Network suggested that there was a huge opportunity to focus on the needs of local communities and address the affordability issues of housing markets skewed by holiday home ownership. They also suggested that redevelopment must be considered equally across towns and rural areas, where primary homes are not being built. Yorkshire Food, Farming and Rural Network similarly supported increased provision of rural affordable housing, essential to the future of a vibrant rural economy.

Yorkshire Museums Trust wished to see developers investing in infrastructure for stronger communities, particular in terms of culture.

7.5 Feedback from offline activities, comments, and enquiries

7.5.1 General comments

- *Several comments noted the urgent need for more affordable housing, especially in the rural areas to prevent younger people from moving out of the region.*
- *“At what point does it become strategic? Will Mayor will take responsibility for the housing plan and external funding”.*
- *Will be good to see more housing and development of employment land happening to stop movement of young people and jobs out of the region.*
- *“If we don’t find a way of making housing and jobs available for our local young people and discourage the present trend of manic house buying (at ridiculous prices) by people from outside the area – there will not be a Yorkshire left to govern”.*

7.5.2 Issues and benefits to the local population for the MCA to consider

- *Requirement for added facilities to complement large housing developments - Lots of housing but no extra facilities such as GP's sporting facilities etc.*
- *Challenges for Mayor's housing portfolio – “The cost of housing, second homes and lack of affordable housing”*
- *When building new estates, “enforce (inclusion of) more affordable houses”?*
- *Affordable housing to enable more local people to stay in the area.*

8 Skills and Employment

8.1 Background

The proposed devolution deal will give the mayoral combined authority (MCA) powers to help people and businesses in York and North Yorkshire get the skills and support necessary to reach their ambitions, as well as support the region's economy. This will be achieved through control of the government's Adult Education Budget and powers which are outlined in section 3.4 of the scheme. It is proposed that this will work by conferring functions on the mayoral combined authority. This will include:

- Locally provide adult education and training and control the Adult Education Budget (AEB) from the academic year 2025/26, subject to meeting readiness conditions.
- promote the effective participation in education and training of young people aged 16 and 17.
- make available to young people and relevant young adults appropriate support services to encourage, enable and help them participate in education and training.
- ensure that adult education and training in York and North Yorkshire promotes high standards, fair access to opportunity for education and training, and fulfils individuals' learning potential.
- require relevant institutions in the further education sector to provide appropriate education to specified individuals aged between 16 and 18 years.

Set out below are the responses related to the new funding and finance proposals - detailed in summary above - received by :

- Submission to the online survey.
- Stakeholder submissions (by letter.)
- Feedback from offline activities, comments, and enquiries.

Please note that discussions of proposed Governance under the devolution deal that took place in the independently facilitated focus groups are detailed in Section 11 of this report.

8.2 Online Survey Responses

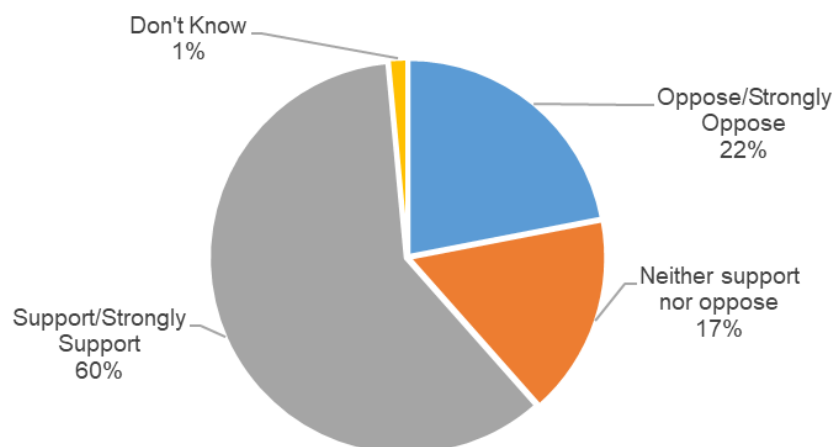
When asked:

Do you support or oppose the proposal to move these skills and employment functions to a York and North Yorkshire Mayoral Combined Authority?

Of the 1,531 people who provided a response:

- The majority (60%) supported or strongly supported the proposal.
- Just under a quarter (22%) opposed or strongly opposed the proposal.
- 17% of respondents were neither in support nor opposition.
- The remainder (2%) didn't know.

| Response | No. | % |
|----------------------------|--------------|-------------|
| Support/Strongly Support | 919 | 60% |
| Oppose/Strongly Oppose | 336 | 22% |
| Neither support nor oppose | 253 | 17% |
| Don't Know | 23 | 2% |
| Grand Total | 1,531 | 100% |



*Please note this total reflects the number of respondents providing a rating response, additional respondents provided comments without providing a rating.

8.2.1 Reasons for support

Of the 451 people who provided comments indicating that they supported the skills and employment functions proposals the reasons provided were as follows.

Education is viewed as central to any region's economic performance and individual employability (68). Respondents support the proposal in recognition of the importance of interventions in this area for York and North Yorkshire.

- *Education both technical and academic are precursors to the future development of the region.*
- *Education is vital is a vital ingredient in a successful modern economy. Local provision must meet local needs.*

Skills development **focussed on the green economy (45)** supporting future sustainability and a zero carbon economy.

- *A strategic economic plan centred on renewables, carbon capture and net zero and even circular will mean a whole new skill set and lifelong learning to unskilled and refill.*
- *The proposed approach enables a greater focus on generating green jobs which will assist in house building but also the ambitions expressed for a York and North Yorkshire*

Mayoral Combined Authority to work with Government on Net Zero, Climate Change and Natural Capital.

Adult education (39) and retraining are a key motivator to support the proposals.

- *Adult education can be tailored to suit the demands of the locality.*

The proposals provide **an opportunity to foster the skills of young people (67)** to ensure they and the region are competitive.

- *The skills gap in this area is massive. We must restore the aspirations of young people.*
- *The training of young people is crucial to the survival of York and North Yorkshire. Too many leave the area because they cannot find suitable work or housing.*
- *More needs to be done for young people in NEETs (not in education, employment or employment), and alternative education.*

Develop **vocational routes to skills and employment (63)**.

- *Education is a good thing. Training and apprenticeships for the age groups in question is a far better thing. We waste far too much money on young people going to university - we need far more training for employment.*
- *Young people need access to education and skills, not just academic but life skills and vocational.*
- *As a primarily rural county I would like to see skill apprenticeships and vocational training especially in rural skills such as woodwork, stone carving (dry stone walling). For youth not academic there should be better local apprenticeships.*
- *As presently organised education is obsessively academic - much more emphasis needs to be placed on technical education.*

Recognises the **importance of local knowledge (17)** in skills provision planning.

- *As with housing the local context is crucial.*
- *Control on a local level can be more specific and better decisions made.*
- *Local control of education, particularly adult education nature and funding is crucial.*

Recognises the **benefit of experience from elsewhere (12)** to the benefit of York and North Yorkshire.

- *Other Mayoral authorities can do this successfully so why not here?*

Provides a **structured and strategic response** from the combined authority to York and North Yorkshire's immediate and long-term **skills needs (41)**.

- *Provides leadership & co-ordinated approach.*
- *Allows a Combined Authority to tailor local people's skills to the needs of local business and industry, ensuring young people can access local employment opportunities.*

Provides a **structured and strategic response** from the combined authority to York and North Yorkshire's immediate and long-term **employment needs (53)**.

- *We need a strong mayoral area to work on bring the right employers to the area. This would mean quality and skilled employment with well paid jobs.*
- *We need this to achieve our goals and ambitions and support our economy.*
- *We need to ensure the training and skills provided are for actual jobs and employers in the region. We need to get a better fit between what the needs and shortages are, with a supply of skills and people locally. Everyone must talk to each other to ensure it's all relevant.*

Support was offered on the clear proviso that the offer was **equitably applied (15)** across the whole of North Yorkshire.

- *As long as the opportunities are available in all areas of North Yorkshire.*

8.2.2 Reasons for opposition

Of the 213 people who provided comments indicating they opposed the skills and employment functions proposals the reasons provided were as follows.

A blanket **rejection of the principles of an elected mayor and MCA (26.)**

- *I don't think a York and North Yorkshire mayoral authority is a good idea...*
- *I don't want a mayor.*
- *I don't want and we don't need an expensive mayor trying to tackle problems beyond their ability.*
- *I oppose the whole principle of a mayor.*

Concerns over **increased bureaucracy (35).**

- *I do not believe there is any benefit in having an additional layer of political opinion. Councillors are elected by local residents to govern local service delivery. An elected mayor, by definition, will be an obstacle to this.*

The **scale of the problem** requires a national solution **(17).**

- *This is a national problem of huge proportions and as such needs a national solution with associated funding. Any attempt to address the problem on a local level will, at very best, do no more than scratch the surface and will result in a patchwork of provision across the country.*

Concerns over the **lack of information to enable decision making (36).**

- *The statement in support of this question is wholly politically loaded in favour of the positive answer but no where can I find evidence to support this.*

This is an issue **best handled at local authority level (25)** and the Mayoral function will interfere.

- *the Unitary Authority should be doing these things.*

The scale of operation of the proposal is **too big to address the diversity of North Yorkshire (31).**

- *As before, outlying areas will lose out.*

- *I believe local providers know the areas and challenges best North Yorks and York are very different providers with different client groups how could a combined authority possibly understand those diverse needs properly. I feel this will be a detriment to York and that York will lose out.*
- *I believe the area is to large and diverse to be singularly controlled.*

Concerns over the Mayoral role (11).

- *This can be achieved without the role of Mayor.*
- *Do not think a mayor is needed to promote skills.*
- *The North Yorkshire Council already undertake these responsibilities and there is no evidence that a Mayor will carry out the duties any better than the Council.*

Concerns over increased bureaucracy (12).

- *We really do not need another level of bureaucracy and administration. This reduces the amount actually reaching those who need it.*
- *Don't we already have support systems like this in place?*

The **funding to support the proposals is not explained (13)** giving rise to concern.

- *No mention of specific funding for these devolved responsibilities*
- *There is no case given for why the change will be beneficial over current arrangements.*
- *Insufficient funding provided: apprenticeships and traineeships are excluded.*

8.2.3 Reasons unsure

Of the 133 people who provided comments indicating that they were unsure about the skills and employment functions proposals the reasons provided were as follows.

Unsure how to respond as a result of a **lack of information to enable decision making (14).**

- *Sounds woolly.*
- *Not clear how this will work in practice. Again, decisions made remotely will potentially have a big impact on local skills and employment.*
- *This is a fifty/fifty, it could go horrible wrong. I could understand the case if the seven districts were separate to the old county council.*
- *What exactly will they be trained for? Not everyone is an academic high flyer and even if they are, what are the employment prospects?*

The proposals lack detail on the extent to which it will address criticism related to it being **too big to address the diversity of North Yorkshire (23).**

- *...proposals are fine if the Mayor actually looks at how to help the entire region and not just focus on the cities.*

- *Too large and diverse area to be able to pull this together again it is about local people dealing with this.*
- *May be loading too much on the combined authority. The County and City Councils still need a role.*

The **cost/benefit** of the proposal **needs to be more clearly defined (19)**.

- *The benefit situation needs to be addressed first, as I do not like paying taxes for a lot of the people who cannot be bothered to work and are just happy to 'milk' the system.*

Concerns over **increased bureaucracy** and **lack of clarity on funding /resources (35)**

- *This just sounds like an indictment of the current provision/management and I'm not clear how more bureaucracy will improve that without more funding which does not appear to be part of the deal.*
- *Yet more 'sweeteners! Again, all of these new functions could/should have been introduced under existing local government structures. It is neither necessary, desirable or democratically justifiable to impose an unwanted MCA.*

The way in which **those in most need of support** are to be **attracted to the system (33)** needs further definition/clarification.

- *This is really important; the Council need to find ways to attract and entice those most in need of this support. Finding ways to communicate with communities to understand what they really need, rather than what the professional think they need, is vital.*

8.2.4 Unassigned opinion

A number of comments were made on the skills and employment functions proposals by respondents who did not provide an indication of whether they supported, opposed, were neutral or did not know.

- *I think this will benefit the urban areas over the rural*
- *All important issues but North Yorkshire does not lend itself to a mayoral approach ... what do Skipton and Scarborough have in common...*
- *Already done this.*
- *Central government would retain power over any budget, so could cripple or negate any initiatives locally favoured with which it disagreed. So it's an illusory benefit.*
- *It would be the height of hypocrisy to let any Authority anywhere near Skills or employment as they lack an understanding of both, however "consultants" and ex. Council Officers now in Skills training would be overjoyed.*
- *"The Mayoral Authority must ensure that the whole of North Yorkshire has a greened skilled workforce:*
 - *1/. Training for new green skills such as retrofitting may require to be tailored to specialist rural needs.*
 - *2/. Such a structure would be able to target both the numerous urban settlements and large rural areas over the geographical region.*

- *3/. Needs to act to ensure coordination with national policies."*

- *This area has been neglected for years.*

8.3 Stakeholder Responses

There was broad support across responses for the proposed powers. The Tees Valley Mayor, Ben Houchen, highlighted successes in Teesside using devolved Adult Education Budget to support residents with skills that businesses need and creating employment opportunities.

Noting that the region has the potential to build an economy based on knowledge, innovation and skills, University of York and BioYorkshire wanted to be part of creating the green skills future required, building on their previous work on the regional skills strategy.

York and North Yorkshire LEP supported the devolution of the Adult Education Budget, but also felt there is an opportunity to go further linking Local Skills Improvement Plans, with Adult Education, Bootcamps and National Skill Funding to deliver skills provision focused on economic opportunities.

North York Moors National Park Authority also supported the proposals, with a desire to ensure that training provision within the region equips the workforce to make the most of the opportunities in the green and landscape economy. Yorkshire Food, Farming and Rural Network supported the provision of a wider range of educational choices, particularly those which will improve job opportunities and higher paid jobs within the rural economy.

Whitby Community Network supported the proposals and wished to see training available in all market towns, or sufficient transport available to access other facilities, to support Net Zero targets.

8.4 Feedback from offline activities, comments, and enquiries

8.4.1 General comment

- *Positive support for the MCA to invest in the delivery of skills training and employment opportunity across the region.*
- *"The devolution of powers for adult education and skills to the region... allows us to tailor this provision to our needs".*

8.4.2 Issues and benefits to the local population for the MCA to consider

- *"One door for business support"*
- *Address Issues with recruitment in remote locations*
- *Help for businesses interested in registering to access funding for delivery of skills/employment training.*
- *Priority should be given to support sustainability of rural businesses and help them recruit and retain staff.*
- *Support young people into employment: Get them involved in community projects.*

- *Get educational institutions to teach what is needed locally: Opportunity to deliver what is really needed especially in retail and hospitality.*
- *Ensure education and training is more flexible to allow on job and off job training.*
- *Address the shortage of skills in abattoirs and green skills, and general labour.*
- *MCA should allocate funding to resource towards schools and education, particularly primary school.*

9 Police, Fire and Crime Commissioner Functions

9.1 Background

The proposed deal includes the transfer of Police, Fire and Crime Commissioner functions and powers to the Mayor. This will deliver better outcomes for the public by improving working across public services, for example between social inclusion and community safety and cohesion. Joining police and crime functions with oversight of other public services in the mayoral combined authority would also promote further collaboration within the region.

A mayor exercising police and crime functions will continue to provide a single, directly accountable individual who is responsible for securing an efficient and effective police, fire and rescue services in North Yorkshire, in the same way the Police, Fire and Crime Commissioner does currently. A summary of the functions to transfer is shown below:

The Mayor's Police, Fire and Crime Commissioner functions would include:

- issuing a police and crime plan and Fire and Rescue Plan
- setting the police budget including council tax requirements
- undertaking Chief Constable, Chief Fire Officer and Deputy Chief Fire Officer dismissals, suspensions, and appointments
- being the employer of all Fire and Rescue staff

The Mayor will appoint a Deputy Mayor for Policing and Crime (who is not directly elected), to whom they may delegate functions like:

- determining police and crime objectives
- attending meetings of a Police and Crime Panel
- preparing an annual report

These functions will be transferred from the existing North Yorkshire Police, Fire and Crime Commissioner to the Mayor. A Police, Fire and Crime Panel will scrutinise the actions and decisions of the Mayor / Deputy Mayor for Policing and Crime and enable the public to hold them to account.

Set out below are the responses related to the new funding and finance proposals - detailed in summary above - received by :

- Submission to the online survey.
- Stakeholder submissions (by letter.)
- Feedback from offline activities, comments, and enquiries.

Please note that discussions of proposed Governance under the devolution deal that took place in the independently facilitated focus groups are detailed in Section 11 of this report.

9.2 Online Survey Responses

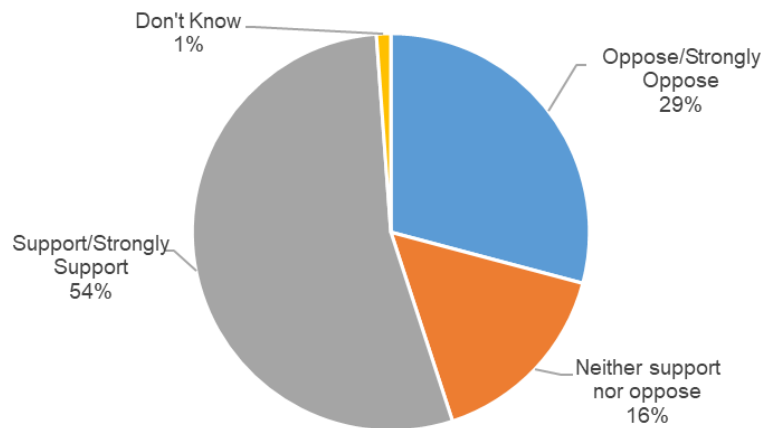
When asked:

Do you support or oppose the proposal to move Police, Fire and Crime Commissioner functions to a York and North Yorkshire Mayor?

Of the 1,534 people who provided a response:

- The majority (54%) supported or strongly supported the proposal.
- Nearly a third (29%) opposed or strongly opposed the proposal.
- 16% of respondents were neither in support nor opposition.
- The remainder (1%) didn't know.

| Response | No. | % |
|----------------------------|--------------|-------------|
| Support/Strongly Support | 826 | 54% |
| Oppose/Strongly Oppose | 447 | 29% |
| Neither support nor oppose | 243 | 16% |
| Don't Know | 18 | 1% |
| Grand Total | 1,534 | 100% |



*Please note this total reflects the number of respondents providing a rating response, additional respondents provided comments without providing a rating.

9.2.1 Reasons for support

Of the 354 people who provided comments indicating that they supported the Police, Fire and Crime Commissioner proposals the reasons provided were as follows.

The proposal is viewed as positive in that it would bring Fire and Rescue and Police services under the remit of one individual, **providing a holistic overview (67)**.

- *Keeping all services joined up.*
- *Makes sense to be coterminous.*
- *Makes sense to have this function under the elected mayorship to ensure consistency and accountability.*
- *No point doubling up on these particular jobs.*

The overall remit of the MCA and the Mayor's role will **ensure a broad alignment with other strategic action** in the County **(73)**.

- *The alignment of police, fire and crime priorities with housing priorities is a big opportunity to improve outcomes and experiences of customers and communities.*
- *A joined-up approach across all previous council areas will always be a positive, ensuring value for money and a consistent approach across the area.*

- *More cohesive working between these services and council services can only benefit the wider population.*

The feeling that the **current arrangements** are not working and **would benefit from refresh (80)**.

- *The current commissioner has let the roads & pavement deteriorate to a dangerous level with no attempt to enforce road traffic law beyond a few arbitrary speed cameras.*
- *Police commissioners have not been that effective. If this works like Manchester then it would be an improvement*
- *More direct control and information. Things need shaking up. Desperate need of more staff and people to handle complaints, help and support.*

The proposal will allow for **rationalisation of roles and reduced costs (93)**.

- *Having to pay for the election of a commissioner is a waste of money so the mayor taking up this role will save this money and allow it to be spent where needed.*
- *...never saw why this appointment is a standalone position.*
- *Will do away with extra costs for the current post in addition to the new Mayor.*

The proposal will **enhance local accountability (35)** of the role.

- *It must be better to have local accountability.*
- *North Yorkshire Police are wholly non-responsive. It takes an MP letter to get any traction. It is a ridiculous situation. The MCA should improve this situation and introduce more accountability.*
- *Democratic accountability to community safety and combining in the mayoral role ensures efficiency of resources.*
- *Crime is an integrated society problem and needs tackling in an efficient manner with public accountability.*

9.2.2 Reasons for opposition

Of the 307 people who provided comments indicating they opposed the Police, Fire and Crime Commissioner proposals the reasons provided were as follows.

A blanket **rejection of the principles of a Mayor and an MCA (25)**.

- *I don't support a combined authority.*
- *I support the principle not this undemocratic structure. The proposed composition of the combined authority is profoundly undemocratic.*
- *I don't want a mayor.*

Increased Bureaucracy (35).

- *This will build an additional layer of bureaucracy which we do not support in the current economic climate.*
- *This really does sound like you're creating even more paid positions of power to do a job that is already being done badly.*

- *The staff needed to run the proposed Mayors office will run into millions leaving very little funding for the rural areas.*

The current arrangements are working (44).

- *The Police, Fire and Crime Commissioner already has adequate oversight. I fail to see how aligning police, fire, and crime priorities with transport, housing and skills employment will improve outcomes for anyone.*

The proposals will result in a **loss of democratic accountability (13).**

- *The PFCC is a democratically elected position, under this proposal it will be appointed. that's taking away democracy and I oppose it.*
- *The PCC won't be elected directly after the new Mayor is in place and that is a negative.*
- *A large amount of money and time has been spent on elected someone to this role, it is inappropriate to change now particularly to some unelected person. This role must be directly responsible to the electorate.*

Concerns over the Mayoral role (25).

- *Too much for one person.*
- *One person vested with so much power it is a retrograde step.*
- *too much on plate and political appointment*

Too big to address the diversity of North Yorkshire (32).

- *This will lead to resources being diverted away from rural communities.*

Doesn't go far enough in delivering devolution (14) .

- *Devolution is about dispersing power into communities. Centralising power into a Mayor is not devolution. Real devolution is what Wales and Scotland have got. Abolish the Police, Fire and Crime Commissioner and give the money back to Local Governments and fund them properly.*

Lack of information to enable decision making (35).

- *I've seen nothing yet suggesting that the proposed method of management would be more efficient, effective and lower cost than the current system.*

Concerns over politicising the role (53).

- *The delivery or emergency services should be kept as non-political as is possible. Combining this function with the Mayoral structure is in principle wrong.*

9.2.3 Reasons unsure

Of the 134 people who provided comments indicating that they were unsure about the Police, Fire and Crime Commissioner proposals the reasons provided were as follows.

Concerns over the proposal's funding (53).

- (I'd support) *Only if funded properly.*

A need to be convinced that the **role could be managed by one person (37)**.

- *Not sure about the combination of two such large roles being performed by one person.*

Unconvinced by the arguments (17) put forward for the role.

- *No great benefit over existing arrangements*
- *I'm not at all clear whether this is materially different to the current position.*
- *I don't see this changing anything other than the person who is in charge.*

Lack of information to enable decision making (13).

- *Not clear how the members of the Police Fire and Crime Panel will be chosen. How will democratic oversight be exercised?*
- *Not enough information as to what this means on the ground, for the day to day running of the local services.*
- *Insufficient information for a decision*

The **potential increase in regional reach**

- *A bigger regional reach for a single Police Authority might be of benefit - depends upon its organisation.*

9.2.4 Unassigned opinion

A number of comments were made on the Police, Fire and Crime Commissioner proposals by respondents who did not provide an indication of whether they supported, opposed, were neutral or did not know.

- *...broadly support this unless it translates into the amalgamation of services resulting in a 'cost saving' which ends up leaving all but urban areas underserved.*
- *Already done.*
- *Better to have centralised structure*
- *National services are required.*
- *Police and crime commissioners if felt important should be separate.*
- *The job is already a created position that has little value so you are just expanding its worthlessness.*
- *What do we even need a crime commissioner for?? More money being spent on wasted job creations.*

9.3 Stakeholder Responses

Relative few responses directly referenced police, fire and crime powers, but there was support for the proposals within all those that did. York and North Yorkshire LEP and North York Moors National Park Authority both supported the transfer of powers.

North Yorkshire Police, Fire and Crime Commissioner fully supported the proposals set out in the Scheme for a transfer of all components of the existing governance landscape on an 'as is' basis. This is on the basis that the Office of the Commissioner would "remain a ringfenced entity sitting within the MCA, retaining its existing governance, structures and collaborations."

Whitby Community Network supported the powers and wanted to see further consolidation of all emergency services under one umbrella to support efficiency in remote areas.

9.4 Feedback from offline activities, comments, and enquiries

9.4.1 Accountability and limited specialist knowledge

- *While some comments supported the proposal for the Mayor to take on police, fire and crime functions, there were comments about the governance implications of this – (in the exercise of these powers), some asked "To whom would the mayor be accountable"?*
- *North Yorkshire Police need a massive input to regain people's trust and faith. How can a mayor have experience in Fire + police also ambulance stations should all be together with Fire stations etc. You should have local people involved who have experience in person.*

9.4.2 Issues for the MCA to consider

- *"The office (must be) more visible in what they are doing and delivering" regarding Police, Fire and Crime*
- *"The roles of Mayor and Police, Fire and Crime Commissioner (should be) aligned".*

10 Other Responses

10.1 Background

As well as the structured responses prompted by the discussions around:

- Governance;
- Finance and funding;
- Net zero carbon;
- Transport;
- Housing and regeneration;
- Skills and employment; and
- the transfer of Police, Fire and Crime Commissioner functions

the consultation was geared to encourage and enable consultees to provide their views on issues outside these topics. Set out below are the responses related to these 'other' responses received by:

- Submission to the online survey.
- Stakeholder submissions (by letter.)
- Feedback from offline activities, comments, and enquiries.

Please note that discussions of proposed Governance under the devolution deal that took place in the independently facilitated focus groups are detailed in Section 11 of this report.

10.2 Online Survey Responses

The responses (650) received to the online survey to the question.

Are there any other comments you would like to make that you do not feel you have addressed in your response?

have been grouped thematically and are explored below.

10.2.1 Accessibility and equality (65)

- *To think about people with all disabilities when making decisions that affect them. Also making sure things are all accessible to all disabilities is important.*
- *To make all information accessible to all people with all disabilities, and also to understand people with a disability needs more support with things.*
- *Also to produce all correspondence, inaccessible formats, i.e. electronically, or Braille*

10.2.2 Lack of information to support decision making (67)

- *A complete lack of transparency and putting the information in simple to understand layman's terms. I always feel as though people don't want me to know the truth when that happens. Not real engagement of consultation of your intended audience. A shame a lot of the links on commonplace aren't working.*
- *Difficult to respond when the underlying structures are so misconceived. So much so that it is hard to support any proposals. However, I have tried to be constructive.*

10.2.3 North Yorkshire's different (53)

- *A directly elected mayor seems to work well in a metropolitan area like Greater Manchester or West Yorkshire, but North Yorkshire is very different. It is difficult to see how a mayor for a largely rural and geographically diverse area like North Yorkshire would have a similar profile. In most parts of the county, he or she is likely to be seen as an outsider, or even as a representative of central government which would fund him or her.*
- *A large area made up of a few urban centres and a spread out rural population, with many differing and local issues is fundamentally unsuited to being 'run' by one person, with concentrated central power.*

10.2.4 Concerns over the Mayoral role (45)

- *A mayor would be a total waste of money, too much responsibility over too much of the county.*
- *A mayoral role is totally unnecessary.*
- *This is just a boundary of convenience, not of common sense, and if these finances were offered to the region without this dodgy mayorship aspect attached then it would be overwhelmingly taken without the mayor.*
- *I have objections to the Mayor/MCA being an additional cost borne by local residents and businesses.*
- *...do not think that York needs a Mayor. We do not need to copy America - in fact that would be a very retrograde step!*

10.2.5 Concerns over the consultation process (52)

- *From figures I have seen 4 days before this consultation is due to close there has been less than 0.25% of residents responding. This extremely low response rate raises questions about the validity of any findings from the consultation. If the proposals are to be implemented on the basis of the results of the consultation this is not democratic. Surely for this change to be democratic there should be a referendum with more than 50% of those voting being in favour.*
- *From start to finish this questionnaire was loaded in favour of positive answers. Was it ever approved by any independent assessment such as the Electoral Commission?*
- *Absolute waste of taxpayers' money, but the civil service and government NEVER listen to joe public, who don't want it ever.*
- *Never confuse consultation with involvement so although I feel consulted I am not involved because you and your ilk already know the answers and that is what will happen unless the Treasury decides otherwise.*
- *As an individual resident I have taken the time to reply even though I feel cynical about the value of the consultation and that there is a political imperative driving this that has little to do with benefit for local residents.*

- *This consultation is biased and unreasonable. Some of these issues should be tackled at York vs North Yorkshire level, or lower than that, and some should be at the Yorkshire level.*

10.2.6 Enhanced focus on environmental issues (47)

- *"A scaling up of renewable electricity and heat is essential to rapidly reach net zero. There are currently significant barriers from Northern Power Grid that are preventing investment in clean power. Lack of regional oversight and planning could be addressed by an MCA".*
- *Increased insulation/efficiency of homes to save energy is very important, to reduce carbon emission and save money.*
- *"Given that the region has a strong agricultural base, a regionally coordinated land use policy that enables the region to meet its carbon negative ambition is essential e.g. through peat restoration, woodland creation, marine forests and regenerative agriculture."*
- *"All policies proposed by the mayor should be climate change and net zero tested with close adherence to the advice offered by the LEP and the Yorkshire and Humberside Climate Commission".*
- *"What is really needed is the creation and coordination of a regional net zero delivery programme for sustained change over many years, e.g. retrofit. We can't go on relying on handouts from central government to local councils on their own to meet net zero so the new powers will help to ensure the devo settlement is used to best progress an ambitious programme of change."*
- *"Affordability should not be the primary driving force of our transition to Net Zero but needs to be considered".*
- *The Mayoral must ensure interconnectivity with other areas and nationally, which is key.*
- *"Sharing of best practise both nationally and internationally should be accelerated and not be hindered by any new structures."*

10.2.7 Challenges of reduced funding in public service (61)

- *A change of funding and management of the funding does not address the issue of cut backs that have been in place for over a decade.*
- *Need to have income generating powers or else it is one endless round of doing what the Treasury says.*

10.2.8 Too big to reflect the diversity of North Yorkshire with too small a budget (15)

- *Although on the whole I have supported the York and North Yorkshire conglomerate, I feel nervous that this is too big and minority needs will slip through the net.*
- *A Mayor and Combined Authority for York and North Yorkshire should recognise how diverse the region is and that there is a risk the interests of the wider county, which is largely rural, is prioritised and the central, much smaller, and in some ways quite different, city of York is overlooked.*

- *Although the financial figures quoted sound enticing, I fear that is insufficient in a large geographical area.*

10.2.9 Focus on communications infrastructure for all (15)

- *we have intermittent broadband, large area with NO mobile phone, I will be very surprised if a mayor will sort out these village problems.*
- *Get the fibre to the home broadband sorted in every town, not just the villages.*

10.2.10 High hopes for the police and crime elements of the proposal (55)

- *...someone who would be accountable for policing criminal services I hope they understand that the largest % of victims fall into the vulnerable / special needs category - they then would be accountable for any mis failings in future cases.*

10.2.11 Working in partnership with other public services (43)

- *... collaboration and building between existing resources and organisations including the business groups, the LEP, third sector and private sector being well facilitated by combined authorities and the mayor (and not lots of new structures/ restarts).*
- *Areas of urban deprivation must be prioritised for NHS and Social Services.*
- *"Basic life issues"*
- *Friarage hospital staff. apart from the doctors and senior managers, the majority of staff in the hospital don't earn a great deal of money. so why do they have to pay for parking.*
- *I notice nothing about environmental health in these proposals. Public Health budgets are far too small to respond effectively. NHS budgets do not provide for these services. As a tourist area, environmental health services should be excellent - and they are under resourced +++*
- *Council Housing repairs - how long would it take for these to be sorted...*

10.2.12 Opposed in principle to the Mayoral model (18)

- *Basically I 'm opposed to the Mayoral role. It has achieved little in places where it has been set up .*
- *...a political post entirely arranged to paste over the poor decision to exclude York from the new unitary power which could have exercised these same powers .*

10.2.13 Devolution doesn't work (23)

- *Devolution being proposed takes power and decision making from local Residents, it would be far better to have Yorkshire Assembly, where the people elected have a voice and bring local knowledge to the table and have a vote. None of the proposed is Democratic it is taking away local Democracy and it should be halted. The Power in one person's hands can never be right and I will never support it.*
- *Devolution does not work; it just leads to disagreement. Next we will be asking for a Yorkshire independence!!!!*

- *Devolution has not been a massive success in Wales, although the First Minister would think it has, and has proved to be a 'jobs for the boys' exercise. The Police Commissioners are scorned, and the public have not noticed any benefits since they were all appointed on enviable salaries.*
- *Devolution is a con. The monies offered by the Government are far too low. This proposal is not needed.*
- *Devolution is not on the best interests of North Yorkshire residents neither is a Unitary Authority but that seems unimportant.*
- *Devolution in other areas has generated conflict with central government based on the persuasion of the mayor. An unnecessary cost which will undoubtedly be borne by the council tax payer. We get little support now so to remove contact another step is saying to communities that we don't matter and you do not care.*

10.2.14 Devolution will work (46)

- *Devolution of powers is generally a good idea for local matters. We should also look at broader co-operation across the North East region as part of regaining control over regional development (which goes beyond York/North Yorkshire), rather than relying on a corrupt government in Westminster to do anything about it.*
- *"We also need to take a close look at the electoral process for mayor (and other roles), to avoid binary party political elections along with the corruption and divisiveness associated with that."*
- *"Devolution should embrace and enhance democracy; N Yorkshire".*
- *"Devolution should embrace and enhance local democracy but all decisions need to fit in with wider, national and global priorities. N Yorkshire is already too parochial and smug."*
- *Devolved powers will bring understanding of our region's unique and specific needs, combining this with relevant decisions.*
- *The knowledge to make this region a great place to work and live FOR ALL, exists. With the funds and devolved powers, this should be realised - economically, socially and environmentally. This should be the goal by which devolution is measured.*

10.2.15 Reorganisation on top of reorganisation (15)

- *Getting rid of a layer of costly government to then replace it with another seems folly to me. Why? Why can the unitary council not do these jobs just as well?*
- *Get Unitary working first.*

10.2.16 Good luck and best wishes (11)

- *Good luck! We need a strong and supported North Yorkshire that we can be proud of.*
- *Good luck let's make NY the best county to live and work. Continue to promote the area to visitors.*
- *Thank you for being given chance to speak + be listened to!"*

10.3 Stakeholder Responses

There were a broad range of other comments received. Several respondents, including the National Railway Museum, Tees Valley Combined Authority, Homes England, BioYorkshire, University of York, North Yorkshire Moors National Park were keen to work with the MCA in the future to deliver the ambitions of devolution.

Zero Carbon Harrogate wanted to see a strong and resilient energy generation and distribution system throughout the Combined Authority area, whilst York Museums Trust thought the arrangements could create better conditions to work more collaboratively and reach more people.

Community First Yorkshire expressed support for the proposals with the potential to enhance a focus on rural issues. York Conservation Trust supported the evolving powers, capacity and creating new structures away from Whitehall, closer to the region. York and Scarborough Teaching Hospitals NHS Foundation Trust welcomed new investment in unlocking growth and tackling local challenges.

York and North Yorkshire LEP supported the opportunity to strengthen public private partnership working to deliver better outcomes.

The North Yorkshire Police, Fire and Crime Commissioner highlighted the extent of the work required to make a successful transition of all of the powers, duties, people, assets, services and partnerships of the Elected Local Policing Body and Police, Fire and Crime Commissioner Fire and Rescue Authority (PFCCFRA), to the Mayor or the MCA. Effective communication with the public and with those who work within Fire, Police, Enable and OPFCC will be key throughout.

However, York & District Trades Union Council felt that the proposed geography does not make economic sense. They suggested it would make more sense for the southern and northern parts of the area to join the existing combined authorities neighbouring the area.

10.4 Feedback from offline activities, comments, and enquiries

No general or 'other' comments were reported from these activities.

11 Focus Group Responses

11.1 Introduction

Focus group discussions were independently facilitated by Westco, against a discussion guide agreed with YNY LEP and partners.

The groups were made up of respondents from the following groups, the relevant group number is referenced in brackets against any quote used.

| Group No. | Resident details |
|-----------|--|
| 1 | York residents, aged 18-30 |
| 2 | Skipton and surrounding area – residents, aged 25-35 |
| 3 | Harrogate and surrounding area - residents aged 65+ |
| 4 | York and North Yorkshire residents, aged 18-30 |
| 5 | Pickering and surrounding, area - residents aged 50+ |
| 6 | York residents, aged 18+ |
| 7 | North Yorkshire residents, aged 18-30 |
| 8 | North Yorkshire residents, aged 18+ |
| 9 | North Yorkshire residents, aged 18+ |

The objectives of the events were to engage and consult with the public on their views of the following;

- To explore what influences quality of life in the local area – York and North Yorkshire
- Explore understanding and views towards devolution as a concept – in favour/opposed/concerns and why.
- To explore understanding of governance and Mayoralty - in favour/opposed/concerns and why.
- To explore residents' relative priorities in devolution delivery in York and North Yorkshire, and perception and expectations of what devolution can/should deliver.

During each session, a slide deck was handed out to participants to allow them all to have the same level of knowledge about devolution and the proposals for this.

Due to this variation in format of questioning the results of these discussions are presented as a standalone chapter in this feedback report.

This section presents an extract of the report produced by Westco against their agreed brief, and where reference is made to 'we' this reflects the actions of the agency. The full report produced by Westco is included as an embedded file in Appendix Two of this report.

11.2 Quality of life

As part of the focus group discussions, residents were asked to define what quality of life means to them and what factors or issues they felt had the biggest impact on it. By doing this, we sought to understand what was important to residents in public service delivery and how this interacts with their quality of life in York and North Yorkshire.

Participants were asked what was important to their quality of life as a York & North Yorkshire resident. This line of questioning served two purposes:

1. To act as a warm up exercise, building participation and confidence to engage in the discussion.
2. To explore residents' relative priorities and provide context from which they could consider their responses to the specifics of the consultation.

This section of the report details findings across the nine resident focus groups on how residents defined quality of life, and their relative priorities in terms of what was most important to their quality of life.

11.2.1 Factors that impact quality of life

Some of the key factors mentioned by residents were: proximity to family and friends, access to scenic countryside, access to culture, ease of travel across the region and accessibility of public services, with services that fall under the jurisdiction of other public services operating in the area – such as the NHS and Police often mentioned.

Often the key factors related to much wider and more complex overarching themes, which were often interlinked. This section of the report provides commentary on the following themes and the factors within them:



Accessibility

The theme of accessibility was discussed by many residents across all of the groups and tended to focus on lack of accessibility to services or negative aspects of factors such as:

- **Highways/roads**

The quality and accessibility of highways and roads were discussed by many and linked to other themes such as growth and opportunities.

Many residents discussed their experiences of using the roads with factors such as the poor quality of the roads and the high volumes of traffic and congestion in local areas affecting quality of life.

Speaking of development at Castle Howard:

- *The roads are not highways, they are simply byways. Already congested, the A64, is frequently blocked which sends all the traffic through the village, it is of great concern.*

Group 5

- *Volume of traffic can't plan to go anywhere in the summer. It's gridlock pretty much every day. It's pretty much all year round now.*

Group 5

- *Where I live in York there are a lot of HMOs¹ and they bring a lot of traffic to the streets*

Group 6

For residents in or around York, discussions around congestion focused particularly on the City's ring roads. In more rural and suburban communities residents argued that there is a need to develop the road networks to support new housing developments and estates that have emerged in these areas. (discussed further in development and growth section.)

Many residents perceived that the volume of traffic and congestion was caused by a lack of planning of the road infrastructure.

- *They made promises about creating a A64 dual carriageway all the way through, but that never seems to finish so it would be interesting to know if that's going to happen as part of this devolution.*

Group 5

- *I'm hoping the transport can be sorted out, it's pretty much one lane all round and there's a lot on levelling up especially around the north and it takes a lot of time to get to certain places.*

Group 1

- *For people who have to commute to work by car, York is a horrendous place to negotiate, you just need York races to be on and the whole city is at a standstill.*

Group 9

¹ Houses in Multiple Occupation

- *I know from when I lived in an estate when they build new houses everything else just becomes busier and touches upon everything else, traffic, they don't facilitate.*

Group 7

A related issue was the perceived high cost of car parking in York. Some residents acknowledged that parking costs had risen probably because the council was trying to cut congestion in the city, but these residents felt that the cost of travelling to the city by public transport was not cost effective either.

• Public Transport

Discussions about highways and roads were usually accompanied by discussions about public transport in the region. Generally, residents across the region felt that public transport is lacking and that it is difficult to travel around the region and also out of the region to other major destinations via public transport. Residents also noted the cost and infrequency of different forms of public transport, particularly important for people who cannot drive and who rely on public transport. In more rural and suburban communities difficulties accessing public transport compounded the accessibility of public services such as GP surgeries and dentists.

- *Because I don't drive, [I need] good transport routes that run on time.*

Group 1

- *The trains up north are so much worse than those down in south, and trying to get to places for instance, York, Manchester takes a lot longer than driving.*

Group 4

Buses: Some felt that bus services are not frequent enough in more rural areas, and some mentioned issues of reliability, impacting accessibility, particularly when a route only runs once an hour. Other residents also mentioned the bus fares, particularly that the cost of fares could discourage people from using the service and that this was hindering residents' ability to reach jobs or use towns and high streets.

- *I am lucky I can walk into York but it's £20 for 4 people just to go into town on a bus, that's an expensive trip so that's why the high street is dying and if you haven't got a car some of the shopping centres are out of your reach as well.*

Group 7

- *My granddaughter is doing an apprenticeship and she gets nothing, I pay her bus fare, £90 a month, she can't afford that.*

Group 5

- *A bus drove right past my 13 year old son because there wasn't enough room on the bus and that caused me some distress, he now has to get two buses, and get up an hour earlier to get a local bus into town and then one from town to his school.*

Group 8

Rail: Issues with buses were perceived to be compounded by poor rail infrastructure, particularly for residents in Pickering and Skipton where residents discussed how they often cannot take a more direct route to their desired destinations and need to travel to nearby cities and take a connecting train, making trains more expensive and a more time-consuming method of transport.

- *I drive but If I managed to get the train, I feel like you always have to go to Leeds to get to anywhere.*

Group 2

- *I went down to London a couple of weeks ago and it's just great what the underground like there is and train services here are very poor, they take 20-30mins or they don't even come, whereas in London they come every 2mins.*

Group 4

Health Services: The majority of residents discussed the accessibility of health services in the region, noting a lack of NHS places at local dentists, difficulties getting GP appointments and long waiting times for ambulances and at A&Es across the region.

Some attributed this to a lack of funding for local health services. Outside of York, residents also argued that population growth from new housing developments had put a lot of pressure on the existing health care infrastructure such that it currently cannot meet the needs of the local population.

- *No point building all these new houses, but what about the dentist? I know we have a hospital in Whitby which is brilliant, but there's not any dentists and there's other things you need to prioritise over houses.*

Group 7

- *There are so many new homes being built around Harrogate and they're not really affordable for the average person who works ... it's affecting the doctors; they are over-subscribed.*

Group 9

- *We keep talking about housing, but do we have the infrastructure like doctors for instance and dentists, I know that's generally a UK issue, but it won't help at all.*

Group 4

- *You could have multiple deaths between trying to reach Scarborough hospital, so it's important to have a regional hospital for those who work in manual jobs.*

Group 5

- *There's a complete lack of ambulance services...they said I won't get any ambulance for a while, so when you need an ambulance to come to Whitby you are going to have to wait because it has to come from Scarborough and in a medical emergency that's appalling.*

Group 8

Local amenities: Residents discussed the importance of local amenities as contributors to a good quality of life and physical and mental wellbeing. Here, there were differences by life stage, with families and older residents feeling more positive about the availability of local amenities. Those living in York appreciated the city's history and relaxed atmosphere and felt that living in and around the city provided many things for families to do and that other attractions such as the coast were not far away. Pickering residents were proud that they have everything they needed nearby. However, some younger residents felt their needs were not as well met, especially local cultural amenities.

- *York's got a great city centre, that certainly helps, weekends out, walking round, got history too.*

Group 6

- *Pickering has everything you want in a local area, everything is nearby.*

Group 5

- *For me it's access to good quality amenities locally and culture, so for me I'm a big live music fan and one of the things that is frustrating is having to travel further afield to see good quality acts and not having local culture on your doorstep.*

Group 1

11.2.2 Opportunities

The theme of opportunities was discussed by many residents, with some factors affecting quality of life because of a lack of opportunities. Factors impacting opportunities included:

Housing: Many cited housing as a key factor impacting their quality of life and differences in views by life stage and location emerged. Those living in or around York were concerned about the cost of housing, either being able to purchase a property or the cost of rent. They felt that the cost of housing has increased and is too high and that they are likely to get less value for money than elsewhere in the county. Generally older residents in Harrogate had moved there to take advantage of the perceived better quality of life the town afforded them and recognised it was more expensive than other towns in the region but some younger residents who had moved there for work had found it difficult to find affordable housing.

Linked to this, residents in other areas lacked confidence that promised affordable housing would actually be affordable for them.

- *Regarding the housing, it's very much needed in York, particularly the affordable housing... if it's not actually affordable for York prices, who would then be buying them up, is it then just for people to create more Airbnb's, will it actually be for people to live in?*

Group 1

- *We came from Leeds, and we found it was cheaper here [in York]... personally for me if someone's going to come in and enforce all this affordable housing, is that going to devalue my house?*

Group 1

- *I'm a primary schoolteacher and I'm only able to afford to live in Harrogate because we have taken over my Grandad's house, and one of my colleagues is renting here and it's just taking out so much of her salary every month.*

Group 9

- *We live in a bubble in Harrogate don't we.*

Group 3

Residents also discussed the need for new housing in terms of population growth and the impact on local infrastructure. As discussed in the accessibility theme, those outside of York often expressed concerns that further new developments would lead to more population growth in their local areas and add further pressure on local services.

- *Building houses in small areas, whilst we need them because the population is growing at the same time the more you do that there is more pressure on these services and people and it's not always feasible for them to meet them.*

Group 7

- *I don't see the point of giving permission for lots of houses when there's no jobs. There's no incentive for the council to say no, as they get £2000 council tax a year for taking the bins.*

Group 5

- *I know that there are 4000 new homes that have been built in Harrogate but nothing done about new GPs or new schools.*

Group 3

Young people: Some discussed the need for opportunities and amenities for children and young people. Several residents, often parents, noted that their children's mental health had declined during the pandemic and that there needs to be more amenities aimed at young people to facilitate improvements. There was also discussion about the need to support younger adults with post-16 education – some noting that there are few opportunities for young people in local areas.

- *I don't think the Hydro in Harrogate is scheduled to open until mid-next year and it's been closed for over 18 months, they are renovating it to make it safer but it has an impact on my kids leisure and social lives*

Group 8

- *I feel as a York resident that we don't get anything, if we were in Leeds or Harrogate we would get discounts, like at the ice skating, there's nothing particularly for young families in York, we don't have any ice skating, the leisure pool went.*

Group 9

- *More activities for kids, even with mental health. There used to be a lot of children/parent groups but due to Covid and the lack of funding there isn't a lot out there anymore.*

Group 7

- *Children who go onto further education get something, those who go into apprenticeships get nothing. My daughter I pay for her bus fares she can't afford it, where's the services these young families need?*

Group 5

- *My son couldn't get a job here and he's moved to Manchester now.*

Group 6

Employment: Some discussed the importance of job opportunities in York and North Yorkshire as a key component of quality of life. Discussions around jobs often focused on young people and the need to provide good jobs in local areas to ensure that those leaving school/college could stay in the local area. Residents also highlighted how jobs need to be accessible as well.

- *Half of the independent shops in York have closed because the rents are too high.*

Group 1

- *I am concerned about those in really rural areas, no access to transport and broadband and they can't get it, school transport costs, transporting, jobs for young people, jobs being retained by young people, hospital- need to try and keep it open.*

Group 5

- *Education for 16+ and making it fairer, and access courses that essentially lead to good paying jobs.*

Group 4

11.2.3 Wellbeing

Factors related to wellbeing often came up first in discussions about quality of life, covering themes such as the importance of having good health, both physical and mental, having a good work/life balance and having good relationships with friends and family. The region was often described as having natural beauty with scenic countryside close by, and this was also a contributor to wellbeing, and a key reason why residents liked living in the region.

Mental and physical health: Many residents discussed a general decline in their own mental health or of their friends and family. Much of this was attributed to the impact of the COVID-19 pandemic and the isolation during lockdown. However, other factors were currently felt to be impacting the mental health of residents, such as the cost of living and pressures from work.

Physical health was also discussed as an important factor impacting quality of life, often exacerbated by difficulty accessing health services, as covered earlier in this section of the report.

- *'Mental and physical and balance of work and home life and happiness'*

Group 2

- *'It's not just financial, but wellbeing too, emotions and how you feel. If you don't think properly, you're not going to work properly. Combination of financial and mental wellbeing'*

Group 2

Work/life balance & family/friends: Some discussed the need for a good work life balance. Those who felt that this was important described wanting to have enough time to socialise with friends or family outside of work hours and having the freedom to choose how to prioritise work and family life. This topic also links with access to amenities in terms of having time to participate in culture such as music concerts, theatre performances etc.

- *'Good work life balance, making sure you have time for friends and family, working enough to sustain a household'.*

Group 2

- *'A good work life balance... well since having kids, I had been a teacher, but I decided to quit teaching so I could stay at home and look after the kids... I just like looking after the kids'.*

Group 1

- *"For me it's about being able to spend lots of time with my friends and make memories, so having things around locally that I can do and not do the same thing again and again is quite nice.'*

Group 1

- *It also relates to relationships, friends are important to your life,*

Group 3

Countryside: Residents emphasised the beauty of the York and North Yorks region as a positive impact on wellbeing. Those who had lived in other parts of the country appreciated the fresh air and relaxed feel of living in the region, and that it was easy to travel to the countryside or the coast. Some residents who had lived outside the region had decided to return when they retired, especially those living in Harrogate.

- *Returned to Yorkshire as it's better to live in the countryside than the city.*

Group 5

- *Loved everything about it [Yorkshire Countryside]*

Group 5

- *My brother was visiting from Glasgow and he remarked how nice it was here. I feel safe here, and I like the access to the countryside, and I couldn't think of another place where I'd rather be.*

Group 3

Cost of living: Many residents discussed the impact of the cost of living on heating and food having a negative impact on people's lives.

- *It's what you can afford, can you afford to pay bills and put food on the table, and that influences your health.*

Group 3

Culture: Linked with work life balance, several residents and especially those aged 18-35 discussed the need to have access to culture/entertainment in their local area and that this was lacking in the region. They discussed wanting to spend time with friends on 'nights out,' at music concerts and on the high street.

- *York's got a great city centre, that certainly helps, weekends out, walking round, got history too.*

Group 6

- *For me it's access to good quality amenities locally and culture, so for me I'm a big live music fan and one of the things that is frustrating is having to travel further afield to see good quality acts and not having local culture on your doorstep'.*

Group 1

Personal safety: Most residents said they felt safe living in the region. One exception to this was Harrogate where a local drugs problem was noted. In York, bicycle theft in the city centre was cited as a problem.

- *For a city York is quite safe, you can walk from one side of the city to the other, you'd let the kids go there on their own for a walk around, it's more relaxed than other cities like Leeds, if you go for a night out there, everything is so far apart, and it feels too crowded.*

Group 6

- *I've got a 17 year old son and I don't like him cycling into town because of the thefts, it doesn't matter what lock you've got, they will cut through it.*

Group 6

- *People tend to gloss over the underbelly of living in Harrogate, we have a huge drugs problem, I was personally assaulted on The Stray by someone who was off his head on drugs. It went to court but he didn't go to prison because of his mental health condition.*

Group 3

11.3 Devolution Proposals

The second section of the group discussions concentrated on devolution and the proposals around this. At the start of this section, a set of slides detailing what devolution is and the proposals for York and North Yorkshire were handed out to participants and the facilitator read through the slides with participants. A copy of these slides can be found in appendix C of the full Westco report included at Appendix 2 of this report .

11.3.1 Views on Devolution

Understanding

Across most groups there was confusion over what devolution means and how it will be different to the current make up of local government and local services. The terminology was not familiar to many which added to their confusion (e.g. mayoral funding stream, combined authority). Some residents understand the current structure of local government in York and North Yorkshire and found it difficult to compare the current model with the devolution deal.

- *I feel like you know more about what they don't do [in reference to local councils] and I think that's because on a day to day basis oh they haven't done this.*

Group 1

- *It's hard to decipher the benefits at the moment and add to that you don't know who will be running the thing.*

Group 3

There was also confusion and sometimes scepticism over if and how the new governance arrangements will change things for them day to day.

- *I don't understand why North Yorkshire County Council can't have all these things. What will be different?*

Group 5

Many wanted to know more about how the changes will impact them and how things will work in the new structure of local government. While the devolution deal is about the transfer of powers and funding, residents often wanted information about how this would be used. Some found it challenging to assess whether a Combined Mayoral Authority and a Mayor would be a benefit without knowing the steps that a newly elected Mayor would take.

- *I think we're all in agreement, that between all of us, we want to know a little bit more about it.*

Group 5

- *In general, moving decisions closer to people has got to be better but it's all in the detail isn't it, and this isn't detailed enough.*

Group 3

Local decision making

Overall, many residents were positive about the transfer of more decision-making powers to the region. Those in favour of devolution argued that decision making will improve because the decision makers will be based in York and North Yorkshire and will see the opportunities and challenges the region presents.

- *Decisions about local area by people who are local. That is the positive of this.*

Group 1

- *It sounds amazing, they are giving the region money to improve the region in the way they want.*

Group 9

- *“Andy Burnham in Greater Manchester has been doing a lot of work on the transport network... Mayor elected by the people who would be much more involved with the community”.*

Group 1

However, this position was qualified with some arguing that the area covered by the region is so large and diverse that there is a risk that the needs of different and smaller towns/villages may be missed in favour of cities and larger conurbations.

- *If you have one mayor for both, the focus will be on York, they're going to overlook the smaller areas that's always how it happened in the past.*

Group 7

- *In general, moving decisions closer to people has got to be better but it's all in the detail isn't it, and this isn't detailed enough.*

Group 3

Trust in delivery

While many residents were supportive of the principles that underline the devolution deal, such as local decision making, some lacked confidence in the delivery. Reservations were often based on their experiences and perception of existing local government, and some residents did not think that changes to the local government structure will lead to real change.

- *I lived in Reading for 20 years and they did this. They went from unitary to this, back to unitary again. And they spent money on doing it.*

Group 5

- *If you take it at face value if local decisions are taken by local people, then that can only be a good thing, but it is about the execution because you do see how things are at the moment and so it's always gonna leave a sour taste in your mouth.*

Group 1

Some were concerned that despite new funding streams as part of the deal, the amount of funding offered will not be sufficient. In part this was because of a perception that local government and services were already stretched and additional funding is needed to simply stabilise these services.

- *How will the councils meet demand, as they can't meet current demand in housing – i.e. maintenance of housing, they already can't do the work needed. Isn't giving them more responsibility going to make that worse?*

Group 1

Residents also suspected that the setup/running costs and the costs of specific projects may also cost more than the funding streams on offer.

- *How are you going to do that? Is this money getting invested so you can hire more people to run these different areas? I feel that's a missing kind of piece.*

Group 1

- *I work in construction and £13m to build new homes would only get you 80-100 new homes.*

Group 6

- *It all sounds a bit vague, and 'jam tomorrow'.*

Group 6

Some residents had heard stories about wasteful spending by local authorities in the region.

- *If it ain't broke, you don't try and fix it. You should stay with the existing system.*

Group 5

Funding and Finance

Many residents questioned where the money for the new funding streams would come from. Several expressed concerns that key funding figures in the devolution deal, such as the £540 million in Mayoral Investment Fund would come from increased council tax.

Some expressed concerns that funding for new local authorities could come at the cost of money earmarked for lower tier local authorities such as town councils, (which have been replaced by North Yorkshire County Council). Residents also wanted more information about how the funding would be apportioned to projects vs. administrative costs.

- *How much of the £18m goes on running this new combined authority rather than on the proposals?*

Group 5

Others thought that some of the funding streams offered were not sufficient and are unlikely to have a positive impact.

- *It's peanuts really so in terms of additional investment, it's potentially quite confusing, and £18m in 30 years' time will be worth nothing, this document is just a sales pitch.*

Group 3

- *80 million across that many years, is that realistic to accommodate young people like us in terms of affordable housing, and how is it going to be designated?*

Group 2

- *I don't think that's enough money for all of these subjects they want to resolve, I understand that that's a lot of money over 30 years, but I just think that that money would be better off used to solve one of those problems.*

Group 1

Despite this, many held the perspective that any new funds are welcome and necessary.

- *Gaining more money for the area sounds positive, without knowing too much obviously about it, not my area of expertise but more money sounds good as it will help areas in need of that.*

Group 2

Housing and Regeneration

Proposals for more funding and powers to support house building prompted much discussion in most groups, and several major themes emerged.

Firstly, many discussed the need for more housing and genuinely 'affordable housing' particularly in York. Residents in York noted that house prices are high and perceived that they were often out of the price range for people already living there and that people can get more for their money elsewhere. In this respect more money and powers to build new housing is seen as a positive.

- *Affordable housing and York, they're just two things that don't really go together any more no matter how many times people try to resolve it. What's affordable in one location would still unlikely be affordable in York".*

Group 1

However, positivity about new housing was tempered by concerns about the pressure new housing developments could have on existing infrastructure. Many gave examples of new homes putting pressure on the existing road network, health services, schools and other local amenities. These concerns were particularly pronounced in rural areas but were also expressed in urban areas like York and Harrogate.

- *Now due to the growth of Pickering, it's becoming more and more difficult. The infrastructure isn't keeping pace with the population and the building that's occurring.*

Group 5

- *We're struggling at the moment with healthcare, dentist, I know some people have concerns with schools, so if more people are coming in how they are going to deal with*

it, we're going to need more dentists and surgeries with more houses, then you're going to have to keep expanding as a result you will harm the farmland and things like that and there's only so far you can go.

Group 7

Finally, some were concerned about whether houses are genuinely affordable. Some were concerned that new housing being built will not be genuinely affordable or focused on specific groups such as students.

- *"When we say affordable [in terms of house prices], we need to define who can afford this.*

Group 1

- *It's great that they are building new homes but people have to be able to afford to live in them, I feel like the council are letting local people down, in favour of the student population and tourists.*

Group 7

Transport

Transport was another major topic of discussion in terms of the devolution deal. Few were aware of what the Key Routes Network was and so had few opinions on the devolution deals impact.

There was a general perception that roads in York, especially the ring roads around towns and cities have become more congested. This links with housing development and population growth as discussed earlier. Residents were positive about the inclusion of transport and travel in the devolution deal and some were hopeful that the deal could lead to improvements, primarily because decision makers will live in the region and experience issues related to devolution.

- *For people who have to commute to work by car, York is a horrendous place to negotiate, you just need York races to be on and the whole city is at a standstill.*

Group 7

- *Infrastructure being in place ready for development, to include roads.*

Group 5

Residents also discussed buses. Many who rely on buses to get around the region felt that the services offered are infrequent, often unreliable and many important destinations like dentists are not accessible via the bus network. Older residents linked this with deregulation of bus services more generally.

Issues with buses were more impactful on young people, who rely on buses to get to school/college/apprenticeships etc., and people who do not drive. In general residents thought that bus networks should be considered alongside devolution proposals to build more houses – as the two are closely aligned.

- *I know others who use buses regularly who say the buses aren't on time or there are no drivers available. I live just off Hull Road and there are two bus services, supposed to be every 10 minutes, and if one bus isn't full the other one is.*

Group 8

- *These bus companies are just trying to make a profit out of routes.*

Group 3

- *If they extended the bus routes to areas they don't go now and it was free people would use it to go into town.*

Group 3

- *I rely on buses and trains to go to school, three or four times out of the five day school week the buses don't turn up.*

Group 1

As discussed earlier, there was a general perception that the rail network in York and North Yorkshire is underdeveloped and that it is hard to travel across and out of the region via trains, as well as being expensive. Some were unsure whether the devolution deal will be able to address this issue as the rail network extends beyond the York and North Yorkshire area.

- *Rail network is shocking.*

Group 5

- *Some of the rail, there's constant delays, they're private companies as well... you go from London to York and you pay £180 to sit on a floor, a lot of these issues I still struggle to see how devolution will solve these issues.*

Group 1

Skills and Employment

The skills offer did not prompt much discussion amongst the groups. While younger residents and those with teenage children felt that education and adult education is important many felt this element of the proposal lacked detail, and some felt there needed to be more emphasis on vocational training and apprenticeships.

- *All young people in Harrogate are persuaded to stay on at school and go to university and the college has struggled forever to provide Apprenticeships in direct competition to the universities.*

Group 3

- *I know a lot of it so far has been negative, but I think Adult Education and the point on that is excellent, I've recently come back into education and I think if they help people do that, that's a really good thing, at the moment it's all virtual and I'm really struggling but if I could meet them face to face that would be great, and it's all online and I think its brilliant that they're thinking about doing it.*

Group 7

There was also a lack of detail about employment in the proposals. Whilst residents generally felt that the region had low unemployment, especially in areas such as Harrogate, some were concerned about the effect of independent shops closing on small businesses in York city centre.

Carbon Negative Region

Some residents were unsure whether it is possible to achieve the goal of becoming a carbon negative region. As the discussions took place around COP 27 some had a heightened awareness of the challenges of decarbonisation. As a consequence, some were concerned that the proposals represented an attempt at 'greenwashing,' rather than proposals that will make a difference. In particular, there was a concern that it will be difficult to achieve carbon emission targets alongside housebuilding and resultant population growth.

- *Generally, so, the environmental stuff – because I study that. I find it hard to understand how you can build houses and stuff, and ensure its carbon neutral, like sometimes I think it's easy to put a stamp on it, but the practicality isn't there and a lot can be hidden in that term, a lot of greenwashing can take there, I'd like to see a lot more detailed plans.*

Group 7

- *£7m is a drop in the ocean isn't it.*

Group 3

Residents discussed the challenges of getting people to make changes that are beneficial in terms of carbon emissions but also inconvenient or difficult to achieve. There was an emphasis on making it easier and more accessible to switch to public transport for instance.

- *I know we are quite a small city but to get traffic off the road there has to be a benefit to us.*

Group 6

- *Living on a main road the pollution levels are ridiculous so it's great to put money into things like that, but we'll have to put money into that as well to allow [green economic growth] to happen, I live in a 1930s house how am I going to make that work, I can't afford to buy an electric car. From my side of York I see the electric park and ride buses coming back and forth every 15 minutes with hardly anybody on them, and they are there in preference to a service for local people.*

Group 6

To improve the offer, some suggested more funding and also more community driven projects. One resident advocated locally driven ground up approaches adopted in areas like Cornwall as examples to follow.

- *I think if you're looking at investment in communities, the best place to go in rewilding projects and things like that, if you look at places like Cornwall, they have heavy involvement in their environment stuff and it encourages more people to come to their area, it's something we can really use to bring in more jobs and people in, but we just don't. Investment in that will improve other aspects too, as evidence shows green spaces impact mental health too, especially in North Yorkshire as it's known for its beauty.*

Group 7

Police, Fire and Crime Commissioner functions

Discussion about the Mayor's role as a Police, Fire and Crime Commissioner was less detailed, partly because many were unaware that Police and Fire Commissioners are currently elected locally. Some residents expressed concern over whether a Mayor should have these additional responsibilities considering the other functions they will also fulfil.

- *If they have the sole power to decide whether the finances toward the fire commissioner goes and other funding goes, that doesn't sound like the best idea to me personally.*

Group 4

- *It's a lot of responsibility for one person to have.*

Group 3

Views on the level of crime in the region differed. As discussed earlier, some in central York referred to thefts, a minority in Harrogate discussed the problem of drugs in the town, and some living more rurally felt the levels of policing in their area were insufficient, leading to the introduction of a Neighbourhood Watch programme by residents.

- *If efficiencies can come from this then that's fine but I don't think police and fire are a huge problem here*

Group 3

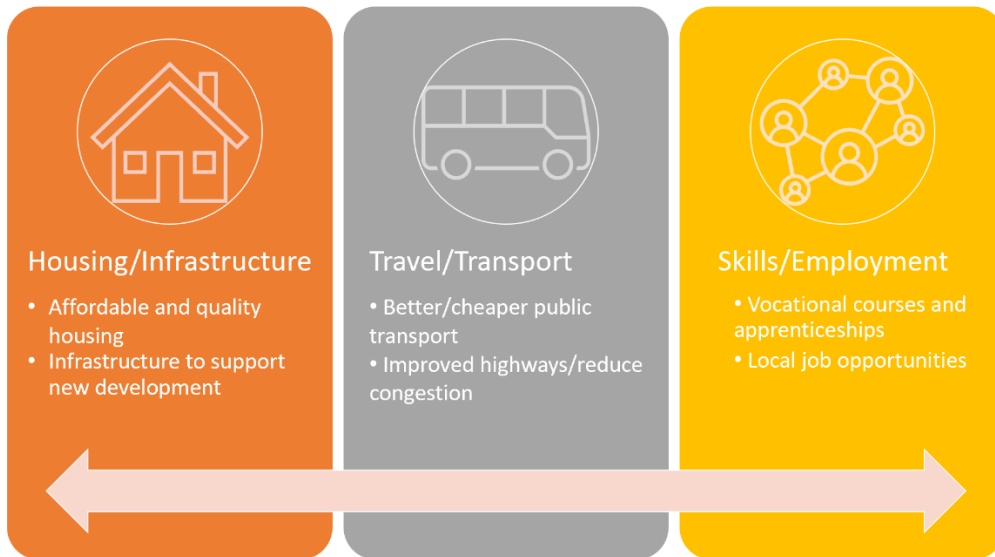
- *Are we going to get more police? There are rural watch people that help as there aren't enough police to man the area.*

Group 2

11.4 Prioritisation of proposals

Residents were asked to complete a prioritisation exercise, to understand the relative importance of the different aspects of the proposals for them. They were asked to list their top three priorities in relation to devolution.

Across the groups the top three priorities were:



Housing and Infrastructure

Much of the discussion around housing either focussed on availability of “truly” affordable housing, which was often the concern of younger residents, or it was linked to new housing developments being built without the infrastructure in place to service people moving into these homes and local areas.

- *There are so many new homes being built around Harrogate and they’re not really affordable for the average person who works, and I am a primary school teacher in a village and the people moving in are not sending their kids to the village school, it’s affecting the doctors, they are over-subscribed, and if I have to go for a doctors appt it’s a 30 minute drive so that’s a knock on effect on fuel costs as well.*

Group 9

- *Infrastructure being in place ready for development, to include roads, schools, workplaces we really do need workplaces.*

Group 5

- *I’m happy to have more housing, as long as it’s not anywhere I live because I’m worried it will have a negative impact on my local services and my access to them.*

Group 4

- *The first priority is quality of low-cost homes, as we are currently renting but are looking in the market as we are both working.*

Group 2

Travel and Transport

The themes discussed mainly focused on access to good value, frequent and reliable public transport and having better highway infrastructure and maintenance. There was also

discussion on congestion both within York and the surrounding areas and in more rural locations like Pickering and Skipton.

- *When you hit 16 you have to pay an adult bus fare but you're still studying at school, and you don't have an adult wage. When I was 16, I had a part time job one day a week but only paying £20 or £30.*

Group 6

- *Improving buses so I can get into town without using a car, but not cycling lanes though because local changes didn't benefit the locals.*

Group 3

- *Highways and transport investment, what about the rail network, and if we're trying to reduce traffic on the roads, the rail network around here is shocking.*

Group 5

- *It impacts me every day when I drive over potholes, the roads are in dire states*

Group 8

- *I am an asthma sufferer and the traffic is at a standstill between 2 and 5pm most days and this time of year it gets worse*

Group 8

Skills and Employment

The discussion on skills and employment often focussed on having access to vocational opportunities and apprenticeships for young people who don't wish to go to university and having good local job opportunities to keep skills and young people in the area to enable growth.

- *My son couldn't get a job here and he's moved to Manchester now.*

Group 6

- *I think that T courses and apprenticeships will be very helpful, and after lockdown, people don't want a pure work focus any more, they want a way of staying in education.*

Group 9

- *I don't feel like it supports a wide variety of people, it only supports people who are academically smart*

Group 6

- *Jobs and jobs opportunities, I had to move out when I was 17 and join the military through apprenticeship because there wasn't a lot, but you want to keep talent in the area,*

Group 7

11.4.1 Landowners' views on Devolution

In general, landowners expressed similar views as residents about the devolution proposals. Landowners were also asked for their specific views on the Natural Capital Investment Plan aspect of the deal.

Initial opinions

Landowners were cautiously optimistic about the devolution deal. There was a sense that the structure of the combined authority will ensure it is not 'urban dominated' and will also take on board the needs and concerns of more rural issues, which landowners were apprehensive about.

- *'But the devil is in the detail so how things play out may not be what we are all hoping for'*

However, there were some concerns about the amount of funding available to the new authority. Several argued that £18m was a comparatively small amount of money and were unsure whether the new funding streams would match the amount of money given to lower tier authorities before being consolidated into North Yorkshire Council.

- *The old North Yorkshire itself spent over a billion a year so what's £18m, it's a fraction of one percent.*

Housing

Landowners believed there were plenty of available sites rurally to help provide new housing as described in the proposals and felt this should be a focus, especially in terms of developing more rural villages. They echoed residents' concerns about the impact of lack of infrastructure on existing services.

They were unsure whether the £50m allocated to York brownfield regeneration was a good use of available funding given the perceived ease of funding such regeneration with private funding.

They were particularly interested in how a new combined authority will impact planning in the region. They generally felt that in the past, approaches to planning varied across the region and that planning policy seemed to not have a good understanding of rural issues. For instance, some discussed how planning would not classify rural villages as viable settlements, preventing developers from building in these areas despite the need for development.

Instead, they believed planning focused on market towns where planning requirements were more straightforward to fulfil, but where the infrastructure already struggles to keep pace with developments.

They also questioned the impact of an MCA on the National Planning Policy Framework but believed it should lead to greater consistency and balance of planning approach from combining different planning departments in authorities.

- *Rather than putting more pressure on market towns which are already overloaded, put a bit of development on to each of the villages over the next 10 years, which would not only go a long way to finding the new houses we need but they would also be in the right places.*
- *It's very easy for a good planner to get a thousand houses approved in an urban setting than in a village because they know the system, it's harder rurally but people just need to come and talk to us.*

Transport

Landowners were critical of the current system of transport managed by the local councils and were concerned about whether a new Mayor would be able to solve these problems when the devolution deal outlines that maintenance will remain within the control of county councils. They highlighted the A64 and the A59 and the northern part of the ring road around York as highways that need particular attention.

- *The A170 isn't too bad but as soon as you go off the A170 it's a minefield of potholes.*

Landowners emphasised that the problem in rural areas is not about individual services (i.e., buses or trains) but a bigger problem of ensuring that people, especially young people, can get to the places where they need to go, such as work, school, college etc.

- *What is key here is that transport understands rural; people don't get it, we're not just talking about the A roads or buses or West Coast main line, we are talking about how these 16–18year olds get to their places of training and work without access to a car. East Yorkshire has had a very good Wheels to Work scheme because young people can't afford cars.*

Skills and employment

Some landowners were also employers in the hospitality sector and identified that young people aged 16-18 need education to help them to better identify what they are good at, and that this could be facilitated by more vocational options such as apprenticeships and T level courses to help them better train for the types of business and employment available in the region.

- *The hotel and catering world is pretty strong in York and North Yorkshire.*

Police/ Fire/Crime Commissioner

Landowners were generally positive about plans in this area as they felt that it was difficult to gauge whether progress was being made by the current Commissioner so having a Mayor take on this responsibility would help with transparency, and free up the council on providing services.

Carbon negative region

Landowners were particularly interested in proposals towards becoming a carbon negative region. They welcomed the possibility of becoming more involved in informing the delivery of these ambitions, especially in areas such as flood management, bio-diversity net gain and electric grid infrastructure.

Ultimately, landowners believed this aspect of the proposals was broadly the right direction for the combined authority but questioned whether the new Mayor should have overarching responsibility for this aspect.

Landowners emphasised the complexity of Natural Capital Investment (NCI) and felt the development of a NCI Plan was unrealistic with only a budget of £7m – they believed this money would be best spent by the Mayor to help them lobby for additional funding in this area.

Landowners emphasised that NCI is an area still in its infancy and requires specialist expertise to develop strategies. As such, they were unsure whether a Natural Capital Investment Plan should sit with a Mayor. They needed to feel confident that any Mayor will put in place a good procurement process and that the plan would include rural areas.

- *Damage on flooding is in the hundreds of millions so a figure of £7m is not going to dent that, so it would be much better spent on lobbying for national funding or something that stops all these houses flooding for good.*
- *Unless they are going to incorporate a significant private sector funding element into their proposals, I am not convinced it is worth starting on and a lot of these eco system services have no defined agreed output mechanism, so that is challenging.*

- *North Yorks council have already said they will be going net zero by 2030 as a council, but that aim is based on zero understanding of how to measure it and how to do it, and bio diversity net gain coming in on planning. They think it is just planting some trees and they get to net zero rather than analysing all the different areas you can save carbon.*
- *It's just political spiel and probably isn't going to happen, we can all do our little bit which adds up, and in practice will be very hard to deliver, so encouraging people as individuals to do more, as well as councils would be by far the best thing, and it's probably too much for someone like a Mayor to deliver.*
- *North Yorks as a county has a great deal of natural capital, we are the largest county in England so somewhere we need to sort out the conflict between conservation and climate. If we plant lots of trees everywhere that will change the landscape dramatically so I think we need to ask do we want that.*
- *If you are going to write a good NCI plan and the Mayor is really good at campaigning at winning elections what we probably need is confidence in how the plan will be procured.*
- *If the fund is there to help put NCI plans together and give them credence I think that would be a good thing.*
- *We provide a huge amount of eco system services and it seems the thing that everyone identifies with that is planting trees but there are a lot of other services we can provide including clean water and flood prevention but at the end of the day trying to quantify that has beaten some of the best brains in the country and the whole carbon accounting issue is fraught with difficulties as no two people seem to agree on it.*

Mitigating the withdrawal of CAP investment

Landowners believed that delivery of biodiversity net gain could be made more effective and simpler by paying hill farmers to use their land to deliver biodiversity net gain. Enabling landowners to contribute to biodiversity net gain would also help, for example in the case of private developers who are unable to offer biodiversity net gains on-site.

A Mayor could enable greater efficiency in this area by helping to introduce a system for 'scoring' the different categories of biodiversity net gains such as water courses, hedgerows, grassland habitats etc. and alleviating current sensitivities around taking productive agricultural land out of production and allowing them to be used if they also supported biodiversity net gain.

- *Perhaps the Mayor could help contribute a 'habitat bank' into which developers pay, and strategically seek sites across their local planning authority.*
- *We could do things to allow landowners and developers to all benefit and that is something that the Mayor could deliver.*

11.5 Creating a Mayoral Combined Authority

In this part of the discussion residents were asked to read the proposals for governance arrangements:

- The proposed Deal requires the York and North Yorkshire Authorities establish a new Mayoral Combined Authority (MCA) that would be led by an elected Mayor.

- The Mayor will not make decisions on their own but will work in partnership with the Unitary Councils.
- There will be a board with the Mayor and two representatives from the two unitary councils to make decisions together. So the Mayoral Combined Authority will have a total of 5 voting members.
- A Mayoral Combined Authority (MCA) would be created, with the first Mayor for York and North Yorkshire elected in May 2024, by registered voters in the City of York and North Yorkshire Council areas.
- Each mayoral term will last for four years.

11.5.1 Understanding of a Mayoral Combined Authority and Governance Structure

The terminology and structure of a Mayoral Combined Authority (MCA) was unfamiliar to many, so expectations of how a new MCA would work and the role and functions of a Mayor were either based on comparisons with existing county council two tier structures, or other regions with MCAs if residents were aware of these.

Awareness and detailed understanding of local politics and the way existing Councils worked was based on either experience of communicating with local councils, or from reports in the media which were often negative. Responses to change therefore generated positive hopes of growth but also fear of being worse off.

- *I'm very disappointed in local government, one example being the departure of the Chief Executive of York Council who was kept on full pay for 18 months and given a £400,000 payoff.*

Group 6

Few residents used the term Unitary Council and only a very small minority spontaneously referred to the upcoming reorganisation to a single North Yorkshire Unitary Council.

The proposals for the MCA in York and North Yorkshire generated several questions about how the two unitary councils would be combined and what potential benefits and disadvantages this might bring to residents. A theme running through discussions about the MCA was that York and North Yorkshire were very different in terms of their size, populations and needs and that there was a rural/urban divide which made it difficult to see how the new MCA would be able to manage differences and prioritise urban and rural residents needs fairly or standardise services without potentially damaging the unique character and profile of both urban and rural parts of the region.

- *People from rural areas may miss out, as places like York and Harrogate attract lots of tourists so the focus might be solely on trying to make them areas look good, and little areas/villages then miss out.*

Group 4

- *Scarborough is quite a run-down area, my initial thoughts were that places like Harrogate would get more money but places like Scarborough need more money, then are they going to get it? Will it be split fairly?*

Group 4

- *They're going to look at where the profit is, not these little areas, they've always done this in the past.*

Group 3

11.5.2 Questions about the MCA structure and functions

There was a general lack of clarity about the structure of a new MCA and how this would bring benefits over the existing Council structures.

- *I really don't understand how this is going to be different. Everything will be exactly the same.*

Group 5

Residents felt they might be reassured if they understood how an MCA structure had benefited other MCA regions. For example, some were aware that in West Yorkshire MCA transport had been subsidised and this was of interest, but residents assumed that it would be more difficult to introduce in their region because North Yorkshire's rurality could make this less feasible, or that York may need to subsidise rural fares to make this work.

Residents expected each council to have a voice in the new MCA so were pleased to see this reflected in the proposals.

However, there were some reservations about how the new board would be structured. It was assumed that each of the two representatives from each of the Unitary Councils would probably have a team of people working for them helping to brief them about issues but the primary roles/ functions of each of the two representatives from each Unitary Council were unclear. Residents wanted to know whether the new Mayor would be involved in selecting each of the representatives, or whether the Councils would decide, or whether residents would be voting these representatives in.

These discussions led to questions about the potential political structure of the Board and if / how this would impact the fairness of decisions made about allocating funds across the region.

Residents with more experience of their local councils believed it would be important to choose voting members who focus on change and growth in order to deliver on the proposals.

- *The budget might be biased, I was wondering if some independent people could be part of the board so they could have more input on it*

Group 4

- *In principle it sounds good but the public sector has a tendency to give people jobs not to offend them so my only concern is they don't give someone a job just because they've been ages in a particular council, because that won't drive change or growth. I would want people with very strong backgrounds, either commercial or professional experience in the areas they are going to have to make decisions on, not just someone who has worked in the council for decades*

Group 8

- *The structure seems right with everyone being accountable, but it's about how people would be put in place, it all depends on having the right people with the right frame of mind, not just people who bicker and argue.*

Group 8

Some residents wondered where the new combined authority would be located and what impact this would have on accessibility. A few thought that the new MCA offices might be based in Northallerton where North Yorkshire Council currently resides and this was felt to be relatively remote for those nearer York. Some also wondered if the mayor would be based in the same location.

Overall, the perceived benefits and disadvantages of having a MCA were as shown in this table, which will be discussed more fully.

| POTENTIAL ADVANTAGES OF MCA | POTENTIAL DISADVANTAGES OF MCA |
|--|---|
| Greater accountability from having an elected Mayor | Fairness of how funds and resources are allocated |
| Greater transparency of decision making and control over resource allocation | Feasibility of standardising services |
| Greater efficiencies and economies of scale | Exacerbated rural / urban divide |

Perceived benefits of a Mayoral Combined Authority

A key perceived benefit of an MCA was that it would enable better local decision making and give more control over what happens in their region.

- *It's important to be in charge of your own region rather than it all is coming from Westminster. It's great to have money and that it will be managed locally, a local voice will be listened to which is important, it will be challenging to prioritise the need over the area it has to cover though.*

Group 9

- *I think a key thing that would be positive would be that people locally would be helping to make the decisions, rather than someone in London, I think the word local is a positive bit.*

Group 2

Residents assumed that having representatives from each Council on the Board would mean collaborative decision making and that the mayor would be held to account.

Another key benefit of an MCA was that standardising services across the region would make things fairer for all residents.

- *If you have one approach you haven't got small individual local authorities and councils who create their own restrictions or use outdated criteria for funding guidelines*

Group 8

- *The one thing that does sound good, I kind of agree on principle that decisions in your local area should be made by people who are local... if the positive of this is that it cuts off a chain of going somewhere else when asking permission to do something then that's great.*

Group 1

Residents believed that changing to two unitary councils offered a major potential benefit in terms of economies of scale, by reducing the total number of staff employed across York Council and North Yorkshire Council, with this cost saving being passed on to residents, and a reduction in bureaucracy from combining the two-tier structure into one. However, a small minority believed that because the unions were in favour of the devolution deal this could mean that staff would just be reshuffled with no saving on HR / no efficiencies.

Perceived disadvantages of a Mayoral Combined Authority

Because of the lack of detail in the proposals, residents identified more disadvantages than advantages for the new MCA.

Primarily, many felt that because York and North Yorkshire were very different in terms of their size, population types and needs, although a reduction in bureaucracy and staffing levels could offer huge benefits the detail was not included to indicate how this would be achieved and where cost savings would be made, and there were concerns that the nuances of local needs would be more difficult to identify and address with a one-tier structure.

- *York is a massive area, and there's not potentially going to be enough funding for everyone to get their priorities so how do you work together, it's just such a big area.*

Group 4

- *It all looks lovely on paper and it sounds great but in reality will it take away a lot from our city being able to make its own decisions and not just being part of North Yorkshire?*

Group 6

- *What hasn't been explained here is why they are doing it; they have said what the benefits [of an MCA] will be but not how they will accrue those benefits. I haven't seen the word 'saving' mentioned in the document. The one thing that isn't stated in here is how the removal of duplication is going to reduce costs. We just have to trust that the 'powers that be' that they use the money wisely.*

Group 6

If the new MCA resulted in a reduction in council offices and relocation to North Yorkshire this could also lead to a lack of accessibility to the new MCA for residents.

In addition, the lack of detail in the proposals generated mixed views on whether an MCA structure would exacerbate the rural/urban divide or offer cost savings for residents throughout the region.

Concerns were raised about how fairness in decision making would be achieved in terms of allocating Mayoral and other funds across the region and of addressing the different priorities identified in the proposals.

- *If you have one mayor for both, the focus will be on York, they're going to overlook the smaller areas that's always how it happened in the past.*

Group 7

- *Would it standardise each area? Rather than each area competing for more resource.*

Group 7

- *They talk about investing in local priorities but if they're taking out a layer, Ryedale district council will no longer exist, how will they assess what is really needed at a local level when they're even more distant. How will that happen?*

Group 5

- *I just think the needs from Yorkshire and North Yorkshire will be very different, like York is a very busy tourist city. When I think of York I think of hustle and busy its somewhere you go it's totally different, so I think it's weird to combine the two.*

Group 2

- *Someone from York wouldn't understand the concerns of here. They should have a spokesperson from here... because we all know urban issues are different to rural issues.*

Group 2

- *I can say I am completely opposed to it, I really don't think places like North Yorkshire and York will work – they're completely different with different needs, with different members of society, York is a university town whereas Whitby is a place where people go to retire, so I don't think having a joint mayor is going to work unless you have a middle man, it's just never going to work unless they have a mayor in each area.*

Group 7

Although not overtly specified in the proposals, residents were concerned about whether they would ultimately have to contribute individually in order to achieve the plans for the region.

- *In terms of the extra funding it sounds positive but as long as it does not end up coming out of our council tax, and the reality isn't that we're actually paying for it.*

Group 2

In particular, residents from more rural areas wanted reassurance that the uniqueness and difference of rural locations would not be eroded by standardisation.

Many believed that York would be prioritised in decision making because of its size and the importance of tourism to the city and surrounding areas. Rural residents from North Yorkshire felt their needs were more likely to be ignored because of the likely greater amount of funding required to address rural issues.

Particularly in smaller rural towns, there was a concern that dissolving district councils would mean a reduction in access to local government generally, and connection to customer services, and an erosion of local knowledge and revenue allocation.

- *People move into areas like this for a reason, and my only fear would be that merging them together would mean it becomes less rural, like they might want to increase the amount of tourism, which would bring in more jobs and money, but I'm afraid it would become more like a city and you need a balance.*

Group 4

- *York is a massive area, and there's not potentially going to be enough funding for everyone to get their priorities so how do you work together, it's just such a big area.*

Group 1

- *The local councils are already massively overwhelmed with what they're trying to do on a day-to-day basis, so if you're adding to that it is going to overwhelm them more.*

Group 1

Governance structure

Views of the governance structure tended to indicate a lack of understanding about the intricacies of how this might work in practice and a general feeling that this did not sound democratic.

It was difficult to believe that five voting members on the new MCA would be able to base their decisions fairly and without conflict and this related to residents' concerns that the new devolved council would be covering too large an area, so residents wanted to know more about how this structure would work in practice and the type of support each representative and the Mayor would receive. Some questioned how conflicts in voting would be resolved and how fairness in decision making would be ensured. Some wanted community involvement in decision making to ensure fairness.

- *That is a lot of power in very few hands.*

Group 5

- *To get a fair representation there should be more than five, even if they aren't official members.*

Group 4

- *[So it's a] Mayor who runs the area, who has other board members who help him make the decisions. They should have a sample of the community, rather than five people who might not even live in the area.*

Group 7

- *Not quite democratic and needs to be more democratic and have more voting, based on population size and age wise, everyone should have a vote rather than just councillors who vote, a mini election, we should vote for all members on the board.*

Group 7

- *I think it's like having a debate with two sides, and the mayor is like a judge who comes to the final decision and that mayor may favour an area more than another one.*

Group 7

- *It sounds like only five people will make all the decisions whereas now we have a much broader spectrum of people with different experience and representing people, that sounds very worrying if it doesn't go well.*

Group 3

Understanding of the role and functions of a Mayor

There was a general level of confusion about the role of a mayor in an MCA. Some believed that a Mayoral role would be similar to that of a Chief Executive of the council. A few confused a Mayor of an MCA with the ceremonial role of Lord Mayor of York. Some thought there would be two Mayors, one for each of the Unitary Councils.

- *Would it be the Mayor of North Yorkshire or the Mayor of York? North Yorkshire is one of the biggest counties and spans over a big area. My impression is that it's the Mayor of York and then they consult with the different various councils across North Yorkshire.*

Group 1

- *You could call him a Chief Executive, couldn't you?*

Group 5

- *I think the title of Mayor is wrong, he/ she is ultimately the CEO of a large corporation.*

Group 3

There were also questions around the election of the Mayor. These included questions around how a candidate shortlist would be drawn up, which was important because local people would be voting on these individuals.

There was a level of scepticism about who would want to perform the role of Mayor, based on negative media reports about Mayors in other regions and recent negative media about individuals in the current government.

Residents questioned whether the election would be party political or if candidates would be voted for as individuals. There was a preference for the new Mayor to be elected as an

individual as residents were concerned that politically based appointments may perpetuate a lack of transparency about decision making, allocation of funds, and resources.

In addition, there were concerns that elections could become a competition between different geographical areas, with the largest by population size dominating elections and eventual allocation of resources and funding.

- *Would there be political party affiliations, would you have a labour candidate, a conservative candidate?... Is this going to be people voting on party affiliations rather than what they [the candidate for mayor] will do?... It would kind of be nice if it wasn't. Sometimes when you get local candidates and stuff, they kind of hide their party affiliations, and it just becomes noise and nothing local.*

Group 1

- *You constantly see politicians using personal gain.*

Group 1

- *With it being just one person, I'm worried is it going to be like a dictatorship and are they going to have the views of the constituents at heart or are they doing it for gain for themselves.*

Group 4

- *I think the worrying thing is, if there is a mayor are there certain people from certain areas going to be putting money under the table for her/him and are they going to do certain things to certain areas, and then the £18million is spent only in a couple of areas.*

Group 4

In terms of the type of profile of an individual who would become Mayor of a MCA, residents wanted someone who would communicate with the community, someone with knowledge of the region-either through living or working there, and preferably someone who was not a longstanding Council employee because this could potentially taint perceptions of their potential to deliver change and growth.

- *Do we have a clever enough person in Yorkshire to take on this job?!*

Group 3

- *We need someone who is going to be proactive and get things done.*

Group 9

- *Once we vote this mayor in, what do we then have a say in? Can we still vote for things, or do they make a manifesto and promise things but then change everything anyways?*

Group 1

Whilst residents were given information about how the new Mayor would be elected and their length of term, they were unclear about who the Mayor would report to in their role and who they would be accountable to in the event of not delivering on their plans.

- *How local is local? Could a Leeds person become the Mayor of York? And I know that the title means that they will have decisions on what's going on in North Yorkshire, but how is that person managed so that it's fair. Because then the things that's going to happen is that it becomes a population vote... I'm going to vote for a York person because I'm from York, where they're going to vote for a Leeds person.*

Group 1

- *Who can sack the mayor?*

Group 5

Questions were also raised about why a mayor isn't going to be elected until 2024 and how the new MCA will operate until then.

- *As far as I am aware, they're starting the council restructures. The new council is going to be live from 2023, but the new Mayor is going to be 2024. How will they run in-between...without a mayor?*

Group 5

Those who were aware of Mayors in other regions felt it would be useful to know more about how they have delivered against proposals in those regions to feel reassured that this role could make a difference to local people.

Perceived benefits of a Mayor

The potential benefits of having a Mayor focused on having one person responsible for the region who would help to provide greater transparency of MCAs plans and someone to hold accountable if those plans are not delivered.

Having someone to represent the whole region was felt to be particularly important for those in North Yorkshire who felt the more rural areas of the region were currently side-lined in favour of York.

An assumption, based on Mayors in other regions, was that a Mayor would be much more involved with the local community which would benefit decision making for the region.

In addition, having an individual who could generate lots of media attention and raise the profile of the region could help with inward investment.

- *It's better having someone locally telling you how they are spending the money but you need more detail on how they will deliver it.*

Group 6

- *Andy Burnham in Greater Manchester has been doing a lot of work on the transport network... a mayor elected by the people would be much more involved with the community.*

Group 1

- *Andy Burnham always seems like he cares about the people, he's on TV a lot, and Tracy Brabin, she seems really enthusiastic and honest, she might not be but she seems as if she cares about the region and the people.*

Group 9

- *I could probably go into my bin and pull out different leaflets with loads of information about the different initiatives that local councils take... but a lot of the times it does just become a lot of noise around it... if this was going to be implemented it would be interesting to see how this changes how the messaging comes across.*

Group 1

- *I like the idea, knowing that it will go through someone closer to home than someone from government the way it currently does, we have an MP in the area, but it has to go through parliament, whereas now it won't be the case. It would be nicer to have someone representing us, our own mayor, representing each little area.*

Group 7

Perceived disadvantages of a Mayor

There was a certain level of mistrust aimed at politicians generally and it was felt this could potentially influence the role of a Mayor such that anyone who wanted to take on the role may only be doing so to further their own political ambitions.

- *Based on what I've seen of Brabin and Burnham they just seem to be clashing with central government and saying 'oh I'd have done this' and vocally banging the drum for local people but really, they are only looking after their own political ambitions.*

Group 3

Residents were concerned that a Mayor would struggle to address the needs of the very different areas of the region unless they were 'a local' who would have a greater understanding of the regional differences and potential solutions. Someone who wasn't local may be swayed to prioritise more urban priorities.

- *It depends where the mayor comes from. If someone from Pickering they'd look after Pickering.*

Group 5

- *I'm a little bit more worried about these proposals than I thought because of the vagueness, and if the mayor comes from York he will get more pressure from locals to make changes there.*

Group 3

Residents were concerned generally about whether a mayor would be able to deliver on their mandate, based on other Mayors from MCAs who had struggled.

- *I think it's a good and a bad idea. There's a mayor now in West Yorkshire named Tracy and she's appalling. I moved from there to North Yorkshire because it's a nicer area. The city centre wasn't very safe, and the transport was poor, and she came saying she's*

going to do this, but she didn't deliver, and it can be quite negative, that's why I agree there needs to be a lot more people in the conversation and not just that one person.

Group 4

Young residents felt the Mayor might struggle to identify or relate to the needs of people in their age group.

- *Stereotypically the mayor is going to be a lot older than everyone that's here, so it's going to be a different point of view to what we are saying.*

Group 4

There were also some concerns about whether the Mayor was the right person to adopt the responsibility of the Police and Fire Commissioner roles. The role of Mayor seemed to be a wide ranging and substantial role to deliver and taking on the responsibilities of the Police/Fire/Crime Commissioner did not seem a logical addition given the specialist expertise required and could be perceived as a step too far in terms of the amount of power allocated to a Mayor.

- *I think it would be more what people are looking for if they had someone just concentrated on the city and then someone to focus on the surrounding areas.*

Group 1

- *If they have the sole power to decide whether the finances toward the fire commissioner goes and other funding goes, that doesn't sound like the best idea to me personally.*

Group 4

- *Will the Mayor have a clue, he is so far removed from what is happening on the ground, I think it's a step too far asking for the Mayor to handle this as well, and I know that the three most recent appointments in the major roles in the fire service were people from South Yorkshire who won't know anything about where are the vulnerable areas in this region or where you need the most amount of staff. Until last year I was in the fire service and Zoe Metcalfe has just decided to close one of the big fire stations in York but I dare say you won't get a reduction in your council tax.*

Group 9

11.5.3 Landowner's views of creating a Mayoral Combined Authority

Landowners' views of creating a Mayoral Combined Authority generally echoed those of residents in terms of how the voting members would be chosen and conflict managed and if a Mayor would be involved in choosing the cabinet. They believed that an MCA could deliver cost savings from reducing the number of borough councils and could be successful providing it was not urban dominated. They questioned how an MCA would impact the National Planning Policy Framework.

Landowners were broadly positive about introducing a Mayor to the region, based on their knowledge of other Mayors in MCAs who had been successful in delivering devolution

deals in other regions and attracting inward investment. For York and North Yorks, landowners a Mayor needed to help deliver rural growth.

They believed that a Mayor would offer transparency and accountability and should focus their time on delivering a small number of 'special projects' which should include ambitions for becoming carbon negative. Other than this they questioned how priorities for the region would be decided on, and how the Mayor would be accountable for these.

Landowners believed the success of the MCA would be heavily dependent on choosing the right person as Mayor. They identified several important qualities and attributes for a Mayor:

- someone who is very familiar with the region and appreciates the needs of rural communities – 'a rural champion'.
 - a natural leader,
 - a good communicator,
 - has entrepreneurial flair,
 - good negotiator,
 - can find solutions to existing problems and challenges barriers to progress,
 - appeals to a wide range of people,
 - natural charisma,
 - ability to source additional funds when required e.g. from government.
- *I think it will be easier for people to relate to an individual that they vote for rather than parties and cohorts of anonymous commissioners, so maybe a Mayor is a good thing rather than the bit of money which could prove to be illusory if the government decide to cut the block grant to local government.*
 - *It would help if they have an understanding of rural issues and the rural economy, and someone who is prepared to listen, and adapt if necessary.*
 - *It needs to be someone who has some sort of power and influence and this person has got to have the courage to stand up and embarrass departments and authorities who are standing in the way of progressing things as well as having the negotiating skills to get them on board, you don't want someone who is lily livered and will run and hide if barked at by a Chief Planning Officer, that won't work, they need to have some backbone.*
 - *Ben Houchen of Tees MCA very much hung his hat on delivering specific projects and making them happen and I can see that approach being quite successful. In other authorities there is an overlap but it's not one person's priority, and if you give it to one person and call that person the Mayor and tell them to get things delivered and bang heads together and find solutions to the problems, go out and get extra funding from government, I can see that being a successful role.*

12 APPENDIX ONE: DEMOGRAPHICS

12.1 Online Survey

The survey was designed to collect limited demographic data, asking respondents to provide the following information.

12.1.1 Business sector

In response to the question

If you selected 'business' - please select the sector that best describes your business.

Respondents provided the following:

| Providing Response as a Business | No. | % |
|----------------------------------|--------------|-------------|
| No | 1,794 | 92% |
| Yes | 149 | 8% |
| Grand Total | 1,943 | 100% |

Of those that responded as a business their reported sector of operation was a follows

| Sector | No. | %* |
|-------------------------------------|------------|-------------|
| Arts | 1 | 1% |
| construction | 1 | 1% |
| Creative and digital | 37 | 25% |
| Farming | 1 | 1% |
| Financial and professional services | 29 | 19% |
| Food and drink manufacturing | 8 | 5% |
| Gardening | 1 | 1% |
| Health and life sciences | 17 | 11% |
| Heritage | 1 | 1% |
| Hospitality | 2 | 1% |
| Low carbon and environmental | 11 | 7% |
| Manufacturing | 16 | 11% |
| Prefer not to say | 19 | 13% |
| Property | 1 | 1% |
| Retail | 1 | 1% |
| Tourism | 3 | 2% |
| Grand Total | 149 | 100% |

* Percentages have been rounded to the nearest whole number.

12.1.2 Age

In responses the question

What is your age group?

Respondents provided the following responses.

| Age Group | No | % |
|--------------------|--------------|-------------|
| 16-19 | 5 | 0.3% |
| 20-29 | 49 | 3% |
| 30-39 | 69 | 4% |
| 40-49 | 153 | 8% |
| 50-64 | 468 | 24% |
| 65-74 | 439 | 23% |
| 75-84 | 132 | 7% |
| 85 + | 13 | 1% |
| Prefer not to say | 31 | 2% |
| Skipped | 584 | 30% |
| Grand Total | 1,943 | 100% |

12.1.3 Sex

In responding to a request for respondents sex the following was provided.

| Sex | No. | % |
|----------------------------------|--------------|-------------|
| Female | 409 | 21% |
| Male | 683 | 35% |
| I describe myself in another way | 9 | 0.5% |
| Skipped | 784 | 40% |
| Grand Total | 1,943 | 100% |

12.1.4 Disability

In response to the question

Do you consider yourself to be a disabled person or to have a long-term, limiting condition?

Respondents provided the following.

| Disabled | No. |
|----------------------------------|------------|
| Yes | 103 |
| No | 601 |
| Prefer not to say | 18 |
| Total providing responses | 722 |

12.1.5 Ethnicity

In response to the question

What is your ethnic group?

Respondents provided the following.

| Ethnicity | Number of respondents |
|---|------------------------------|
| Arab | 1 |
| Asian/Asian British Indian | 4 |
| Black/African/Caribbean/Black British Caribbean | 1 |
| European | 1 |
| Other ethnic group | 6 |
| Other White | 23 |
| White English/Welsh/Scottish/ Northern Irish/ British | 663 |
| White European | 1 |
| White Irish | 9 |
| White Yorkshireman | 1 |
| Total providing responses | 710 |

12.1.6 Employment Status

In response to the question;

What is your employment status?

Respondents provided the following. Please note that despite direction to select one box only respondents chose multiple occupations as seen in the table below.

| Employment Status | No | % |
|---|-----------|----------|
| Retired | 586 | 30% |
| Working full-time | 423 | 22% |
| Working part-time | 124 | 6.4% |
| Self-employed | 73 | 3.8% |
| Other | 39 | 2.0% |
| Retired Working part-time | 19 | 1.0% |
| Self-employed Working full-time | 17 | 0.9% |
| Self-employed Working part-time | 12 | 0.6% |
| Student | 9 | 0.5% |
| Other Retired | 7 | 0.4% |
| Retired Self-employed | 6 | 0.3% |
| Part-time carer Retired | 5 | 0.3% |
| Full-time carer | 4 | 0.2% |
| Part-time carer Working full-time | 4 | 0.2% |
| Unemployed | 4 | 0.2% |
| Student Working full-time | 3 | 0.2% |
| Apprenticeship/training Working full-time | 2 | 0.1% |
| Full-time carer Self-employed | 2 | 0.1% |

| Employment Status | No | % |
|---|--------------|-------------|
| Full-time carer Working full-time | 2 | 0.1% |
| Other Working part-time | 2 | 0.1% |
| Prefer not to say | 2 | 0.1% |
| Retired Self-employed Working part-time | 2 | 0.1% |
| Retired Student | 2 | 0.1% |
| Self-employed Zero-hour contract Working part-time | 2 | 0.1% |
| Student Working part-time | 2 | 0.1% |
| Volunteer Retired | 2 | 0.1% |
| Working part-time Working full-time | 2 | 0.1% |
| Zero-hour contract | 2 | 0.1% |
| Zero-hour contract Working part-time | 2 | 0.1% |
| Also Town Cllr - 44 years + County Cllr 1981-2009Self-employed | 1 | 0.1% |
| Apprenticeship/training | 1 | 0.1% |
| Business owner Working full-time | 1 | 0.1% |
| Charity shop worker/retired | 1 | 0.1% |
| Full-time carer Self-employed Working part-time | 1 | 0.1% |
| Full-time carer Working part-time | 1 | 0.1% |
| Home Educator | 1 | 0.1% |
| Homemaker | 1 | 0.1% |
| I have a portfolio of activities. Self-employed Working part-time | 1 | 0.1% |
| MD of A Hill & Sons Horticulture | 1 | 0.1% |
| Mother Self-employed Working part-time | 1 | 0.1% |
| None of your business | 1 | 0.1% |
| Other Part-time carer Retired | 1 | 0.1% |
| Other Part-time carer Working full-time | 1 | 0.1% |
| Other Student Self-employed | 1 | 0.1% |
| Other Zero-hour contract | 1 | 0.1% |
| Part-time carer Full-time carer Zero-hour contract | 1 | 0.1% |
| PhD Student | 1 | 0.1% |
| Retired business owner Retired | 1 | 0.1% |
| Retired Zero-hour contract | 1 | 0.1% |
| Self-employed Working part-time Working full-time | 1 | 0.1% |
| Self-employed Zero-hour contract | 1 | 0.1% |
| Student Apprenticeship/training | 1 | 0.1% |
| Unemployed Retired | 1 | 0.1% |
| Unemployed Working full-time | 1 | 0.1% |
| Voluntary work Retired | 1 | 0.1% |
| Working two jobs one for NYCC but as underpaid compared to other schools in the area I have to work a second job as a barista and work 6-7 days a week. Working part-time Working full-time | 1 | 0.1% |
| Zero-hour contract Working part-time Working full-time | 1 | 0.1% |
| Skipped | 554 | 29% |
| Grand Total | 1,943 | 100% |

12.2 Focus Group Participant Profiles

A total of 70 residents took part in the focus groups, their demographic profile was as shown in the tables below.

| Age | No. |
|--------------------|-----------|
| 18 – 30 | 27 |
| 31 – 44 | 14 |
| 45 – 64 | 12 |
| 65 – 75 | 12 |
| 75+ | 5 |
| Grand Total | 70 |

| Sex | No. |
|--------------------|-----------|
| Male | 32 |
| Female | 38 |
| Grand Total | 70 |

| Working status | No. |
|-----------------------------|-----------|
| Working full time/part time | 47 |
| Retired | 14 |
| Unemployed | 4 |
| Homemaker | 3 |
| Student | 2 |
| Grand Total | 70 |

| Ethnicity | No. |
|--------------------|-----------|
| White | 64 |
| BME | 6 |
| Grand Total | 70 |

| | |
|-------------------|----------|
| Disability | 5 |
|-------------------|----------|

| Area | No. |
|-------------------------|-----------|
| Harrogate | 16 |
| Knaresborough | 2 |
| Malton | 3 |
| Pickering | 7 |
| Scarborough | 3 |
| Skipton | 4 |
| Whitby | 6 |
| York (city and suburbs) | 29 |
| Grand Total | 70 |

13 APPENDIX TWO: WESTCO FOCUS GROUP REPORT

Attached as an embedded object is the full report produced by Westco detailed the focus group methodology and findings.



1179E Y&NY
Devolution Focus Gro

JOINT DEVOLUTION COMMITTEE – TERMS OF REFERENCE

Summary of the York and North Yorkshire Joint Devolution Committee Functions

The York and North Yorkshire Joint Committee is established under Section 101(5) of the Local Government Act 1972, as applied by Section 9EB of the Local Government Act 2000 and Regulation 11 of the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012 by the Executives of City of York Council and North Yorkshire County Council.

The Joint Committee will oversee and make decisions as required to ensure that stages of considering a Devolution deal prior to a potential creation of a mayoral combined authority is considered jointly by members of North Yorkshire Council and the City of York. The Joint Committee will provide a venue to review collaboratively the provisions of implementing the Deal and collaborating on projects that benefit the region through Devolution.

Membership

The Joint Committee will comprise of:

- Two Executive Members appointed from City of York Council; and
- Two Executive Members appointed from North Yorkshire County Council

The Executives of the two Constituent Councils have resolved to establish joint arrangements to carry out the functions of the Joint Committee. Membership of the joint committee does not need to reflect the political composition of the Council

The following shall be invited to attend and participate in formal meetings of the Joint Committee however they will not have voting rights and they will not have the right to receive any confidential information pursuant to Schedule 12A of the Local Government Act 1972 which may from time to time be part of a formal agenda:

- The Police, Fire and Crime Commissioner
- A nominated representative of the LEP

Substitutes

Each Constituent Council may appoint substitute members to attend formal meetings of the joint committee.

Appointment of Co-Chairs

The Joint Committee, at its first meeting, resolved to appoint Co-Chairs from amongst its constituent members. The Co-Chairs are to be the Leaders of the two constituent councils. The Chairing is to be determined by where the meeting is held, with the City of York Council Leader chairing meetings in York and the North Yorkshire County Council Leader chairing meetings in North Yorkshire. In the absence of the scheduled Co-Chair, the remaining Co-Chair will chair the meeting.

Quoracy

The four Members appointed to the Joint Committee will constitute a quorum

Voting

Decisions will be made by majority vote. In the event of a vote being required, each Member (or substitute Member) will have the ability to cast one vote.

Decisions made will be binding on both Constituent Councils

Rules of Procedure

The Standing Orders for North Yorkshire County Council will be the relevant Standing Orders for Rules of Procedure for formal meetings.

Frequency of Meetings

The Joint Committee shall meet as and when required to do so either at the request of the respective Leaders of the Constituent Councils and or at the request of the Chief Operating Officer of City of York Council and or the Chief Executive of North Yorkshire County Council. Each meeting shall be classed as a formal meeting supported by agenda, reports and minutes.

Administration of the York and North Yorkshire Joint Committee

North Yorkshire Council will take responsibility for the administration and support for the delivery of meetings for the Joint Committee. This includes production and publication of agendas, hosting of meetings and as such the Standing Orders as they relate to North Yorkshire County Council will be adopted for the purposes of supporting the Joint Committee.

Access to Information

Its access to information regime is the same as that applied to the Executive of the relevant Constituent Council.

Review of the terms of reference for the Joint Committee

In the event that the terms of reference for the Joint Committee require review and or amendment, this will be delegated to the Monitoring Officer in consultation with the Leader of the respective Council and the Chief Executive/Chief Operating Officer of the respective Council.

FUNCTIONS

The Joint Committee will have oversight of the development of the York and North Yorkshire Combined Authority and ensure that it is able to be launched in accordance with the Statutory Orders issued by Government.

The Joint Committee will ensure that sufficient resources are made available to support the creation and implementation of the York and North Yorkshire Combined Authority which includes financial management and oversight, securing of appropriate resources (officers, technical and otherwise) to enable delivery and the development of governance and a policy framework.

The Joint Committee will exercise the ability to approve or adopt any policy or policy framework which is solely and directly relevant to the development and implementation of the York and North Yorkshire Combined Authority.

It is noted that any reference to North Yorkshire County Council above will be a reference to North Yorkshire Council from the 1st April 2023.

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City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

| | | | |
|---|---|-----------------------------|---------------------------|
| Directorate: | Corporate Services | | |
| Service Area: | Policy and Partnerships | | |
| Name of the proposal : | Consultation on the devolution agreement for York and North Yorkshire | | |
| Lead officer: | Samuel Blyth | | |
| Date assessment completed: | January 2023 | | |
| Names of those who contributed to the assessment : | | | |
| Name | Job title | Organisation | Area of expertise |
| Will Boardman | Head of Corporate Policy and City Partnerships | City of York Council | Policy |
| Jan Kilmartin | Strategic Officer | City of York Council | Policy, Equalities |
| | | | |

Step 1 – Aims and intended outcomes

| | |
|-----|--|
| 1.1 | <p>What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.</p> |
| | <p>On 1 August 2022 the Secretary of State for Levelling Up, Housing and Communities announced that the Government was minded to enter into a Devolution Deal with York and North Yorkshire with a view to establishing a Mayoral Combined Authority.</p> <p>The devolution agreement (available at: https://www.gov.uk/government/publications/york-and-north-yorkshire-devolution-deal) includes:</p> <ul style="list-style-type: none"> • York and North Yorkshire establishing a combined authority and electing a directly elected mayor to provide overall vision and leadership, seek the best value for taxpayer’s money, be directly accountable to the city region’s electorate and to receive new powers on transport, housing and skills. • Control of a £18 million per year allocation of investment funding over 30 years 35% capital, 65% revenue, to be invested by York and North Yorkshire to drive growth and take forward its priorities over the longer term. • New powers to improve and better integrate local transport, including the ability to introduce bus franchising, control of appropriate local transport functions e.g., local transport plans, and control of a Key Route Network. • An integrated transport settlement starting in 2024/25 and an additional £1 million to support the development of local transport plans. • New powers to better shape local skills provision to meet the needs of the local economy, including devolution of the core Adult Education Budget, as well as input into the new Local Skills Improvement Plans. • New powers to drive the regeneration of the area and to build more affordable homes including compulsory purchase powers and the ability to establish Mayoral Development Corporations. • Over £13 million for the building of new homes on brownfield land across 2023/24 and 2024/25, subject to sufficient eligible projects for funding being identified. • Investment of up to £2.65 million on projects that support York and North Yorkshire’s priority to deliver affordable, low carbon homes across the area, subject to final business cases. • Subject to a full business case, demonstrating the value of the scheme in delivering housing, jobs and GVA to the area, the government is minded to provide additional support to the York Central brownfield regeneration scheme. • £7 million investment to enable York and North Yorkshire to drive green economic growth towards their ambitions to be a carbon negative region. This investment is subject to agreement of submitted business case. • York and North Yorkshire Combined Authority will plan and deliver the UK Shared Prosperity Fund (UKSPF) from 2025/26 if there is a continuation of the Fund and the delivery geographies remain the same. • Integration of the York and North Yorkshire Local Enterprise Partnership (YNY LEP) into York and North Yorkshire Combined Authority. This will ensure there continues to be a strong and independent local business voice which informs local decision making. • A commitment to explore a local partnership with Great British Railways so that the mayor can help shape and improve local rail. • Support to develop a Natural Capital Investment plan for York and North Yorkshire. • Commitments to work in partnership with the area on the development and delivery of strategies to realise the region’s cultural potential. |

- Engagement on broadband and mobile infrastructure rollout and on the development of the Scarborough Cyber Cluster.
- A commitment to establish a programme working group in support of the BioYorkshire programme.
- A key leadership role for the mayor in public safety, taking on the role and functions of the Police Fire & Crime Commissioner and having a clear role in local resilience and civil contingency planning, preparation, and delivery.

The agreement states that the deal it is, “Subject to ratification of the deal by all partners and the statutory requirements including, public consultation, the consents of councils affected, and parliamentary approval of the secondary legislation implementing the provisions of this deal”. This consultation considered the devolution scheme. The scheme sets out the proposed role and functions of the Combined Authority.

On 6 October 2022, Councillors in York agreed to proceed with a public consultation on the scheme. Councillors in North Yorkshire agreed likewise on 6 September 2022. The consultation asked respondents for their views on:

- Governance arrangements for the proposed Mayoral Combined Authority
- Finance functions
- Role of a Mayor and Mayoral Combined Authority in delivery of net zero, climate change and natural capital ambitions
- Transport functions
- Housing and regeneration functions
- Skills and employment functions
- Transfer of Police, Fire and Crime Commissioner functions

The eight-week consultation took place across York and North Yorkshire commencing on 21 October 2022 and ending on 16 December 2022. Results have been analysed and are presented in the report to City of York and North Yorkshire County Councils.

| | |
|------------|---|
| 1.2 | Are there any external considerations? (Legislation/government directive/codes of practice etc.) |
| | <p>Devolution is connected to the wider national policy on ‘levelling up’ – a government approach to rebalancing the national economy. The Levelling Up White Paper (https://www.gov.uk/government/publications/levelling-up-the-united-kingdom) sets out Government policy across a range of areas infrastructure, skills, health, welfare and industrial development. Its purpose is to transform places and boost local growth, and it aims to foster innovation and private sector investment alongside local pride and resilience.</p> <p>As part of the levelling up proposals, the Government described a ‘Devolution framework’ in which it presented an indication of the types of powers and functions that would be considered as part of devolution agreements. Three levels of devolution were presented, identified in figure 1 below:</p> <p>Figure 1: Devolution framework (source: HM Government, <i>Levelling Up the United Kingdom</i>, p.140)</p> |

Table 2.3 Devolution Framework

Level 3 – A single institution or County Council with a directly elected mayor (DEM), across a FEA or whole county area

Level 2 – A single institution or County Council without a DEM, across a FEA or whole county area

Level 1 – Local authorities working together across a FEA or whole county area e.g. through a joint committee

| Function | Detail | L1 | L2 | L3 |
|---|---|----|----|----|
| Strategic role in delivering services | Host for Government functions best delivered at a strategic level involving more than one local authority e.g. Local Nature Recovery Strategies | ✓ | ✓ | ✓ |
| | Opportunity to pool services at a strategic level | ✓ | ✓ | ✓ |
| | Opportunity to adopt innovative local proposals to deliver action on climate change and the UK's Net Zero targets | ✓ | ✓ | ✓ |
| Supporting local businesses | LEP functions including hosting strategic business voice | | ✓ | ✓ |
| | Control of appropriate local transport functions e.g. local transport plans* | | ✓ | ✓ |
| Local control of sustainable transport | Defined key route network* | | | ✓ |
| | Priority for new rail partnerships with Great British Railways – influencing local rail offer, e.g. services and stations | | | ✓ |
| | Ability to introduce bus franchising | | ✓ | ✓ |
| | Consolidation of existing core local transport funding for local road maintenance and smaller upgrades into a multi-year integrated settlement | | | ✓ |
| Investment spending | UKSPF planning and delivery at a strategic level | | ✓ | ✓ |
| | Long-term investment fund, with an agreed annual allocation | | ✓ | ✓ |
| Giving adults the skills for the labour market | Devolution of Adult Education functions and the core Adult Education Budget | | ✓ | ✓ |
| | Providing input into Local Skills Improvement Plans | | ✓ | ✓ |
| | Role in designing and delivering future contracted employment programmes | | | ✓ |
| Local control of infrastructure decisions | Ability to establish Mayoral Development Corporations (with consent of host local planning authority) | | | ✓ |
| | Devolution of locally-led brownfield funding | | | ✓ |
| | Strategic partnerships with Homes England across the Affordable Housing Programme and brownfield funding | | | ✓ |
| | Homes England compulsory purchase powers (held concurrently) | | ✓ | ✓ |
| Keeping the public safe and healthy | Mayoral control of Police and Crime Commissioner (PCC) functions where boundaries align [^] | | | ✓ |
| | Clear defined role in local resilience* | | ✓ | ✓ |
| | Where desired offer MCAs a duty for improving the public's health (concurrently with local authorities) | | | ✓ |
| Financing local initiatives for residents and business | Ability to introduce mayoral precepting on council tax* | | | ✓ |
| | Ability to introduce supplement on business rates (increases subject to ballot) | | | ✓ |

* refers to functions which are only applicable to combined authorities

[^] refers to functions which are currently only applicable to mayoral combined authorities

To receive the maximum benefit to the region, York and North Yorkshire pursued a 'level 3' agreement with the government which included provision for the creation of a Mayoral Combined Authority. York and North Yorkshire is one of several devolution agreements currently being considered across England. Other areas progressing toward devolution include the North East

(<https://www.gov.uk/government/news/historic-14-billion-devolution-deal-for-north-east>) <https://www.gov.uk/government/news/historic-14-billion-devolution-deal-for-north-east>, Suffolk and Norfolk (<https://www.gov.uk/government/news/historic-devolution-deals-transfer-building-regeneration-and-skills-powers-to-level-up-suffolk-and-norfolk--2>), and the East Midlands (<https://www.gov.uk/government/news/east-midlands-local-economy-to-be-levelled-up-with-historic-billion-pound-devolution-deal>).

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| | <p>Turning specifically to the consultation, there is a statutory requirement to conduct a public consultation to gather the views of interested parties, to assist the Secretary of State in deciding whether to draft legislation to create the Combined Authority. The Consultation Institute (https://www.consultationinstitute.org/), a UK based not-for-profit specialist consultation organisation, was engaged to ensure that best practice was followed throughout the consultation process. It provided quality assurance advice throughout the process to date and has also carried out an independent analysis of the results, which has been reviewed by both Councils. It will complete a full Quality Assurance at the end of the process, once feedback has been provided to stakeholders.</p> |
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| 1.3 | Who are the stakeholders and what are their interests? |
| | <p>All residents and organisations in York and North Yorkshire are stakeholders in the discussions on devolution for the region. However, it is difficult to project the decisions that a Mayor and a Mayoral Combined Authority may take in the future. As such, this EIA considers the impact of the devolution scheme – that is the proposed role and functions of the MCA – on stakeholders.</p> <p>For all residents, the devolution of powers and funding to York and North Yorkshire could be transformative.</p> <p>Support for the region’s net zero, climate change and natural capital ambitions will have long reaching benefits for all residents.</p> <p>Drilling down in more detail, bus users may benefit from powers to introduce bus franchising for the region while all road users may benefit from the coordination of the Key Route Network in the region. An integrated transport settlement will support strategic management of the network which could benefit those who use the transport in the region more broadly.</p> <p>Powers over housing development could support ambitions to develop homes for those looking to get on the housing ladder whilst regeneration powers will help to create infrastructural, community development and wellbeing opportunities to support physically and emotionally healthy, connected lives throughout the region.</p> <p>The proposal to devolve the Adult Education Budget (AEB) has the potential to help those looking to find new employment opportunities or upskill to align with the needs of the local economy.</p> <p>Whether that is having further control of regional transport decisions that supports business growth, community infrastructural development that helps the voluntary, community and social enterprise sectors reach more people, or control of the AEB for skills providers, the benefits of devolution are equally as applicable to institutional stakeholders in the city.</p> |

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| 1.4 | What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans. |
| | <p>A Mayoral Combined Authority will have a potentially transformative impact on York and North Yorkshire, representing a significant change in local governance and the unlocking of significant investment.</p> <p>The consultation sought to understand the views of residents and organisations about the proposed scheme. In doing so, it has looked to identify thematic support and challenge for the proposals outlined in the Scheme. This will help to instruct how the deal progresses and inform the development of the Combined Authority.</p> <p>Consultation is a key statutory requirement in the progression towards devolution for the wider region. This will help support City of York Council's Council Plan (and other corporate strategies) through investment in York and the opportunity to have decisions previously taken by Government to be made closer to the people affected.</p> |

Step 2 – Gathering the information and feedback

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| 2.1 | What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc. | |
| | Source of data/supporting evidence | Reason for using |
| Public consultation events | | <p>Public consultation events gave members of the public the opportunity to ask questions about the devolution proposals in an open and accessible format.</p> <p>In York, City of York Council held four public consultation events in libraries across the city (plus an ongoing display in West Offices). The decision to host the events in the libraries was taken to ensure accessibility for all interested parties. In North Yorkshire, events were hosted by the LEP and North Yorkshire County Council and were part of a wider 'Let's talk' consultation. In total, 564 people attended face to face consultation events, or made comments regarding the consultation received via the dedicated consultation inbox, the Common Place platform and social media accounts.</p> |

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| Focus Groups | <p>Focus groups provided an opportunity for residents to delve into the detail of the devolution process in more detail in a more discursive environment. Nine resident focus groups took place across York and North Yorkshire both in-person and online. A total of 70 residents took part in the discussions.</p> <p>The objectives of the events were to engage and consult with the public on their views of the following;</p> <ul style="list-style-type: none"> • To explore what influences quality of life in the local area – York and North Yorkshire • Explore understanding and views towards devolution as a concept – in favour/opposed/concerns and why • To explore understanding of governance and Mayoralty - in favour/opposed/concerns and why • To explore residents' relative priorities in devolution delivery in York and North Yorkshire, and perception and expectations of what devolution can/should deliver <p>A specialist agency (Westco Communications) was commissioned to run a programme of focus groups run across the geography targeting audiences identified as 'seldom heard' and cross referenced against a demographic analysis conducted before the consultation began. This series of focus groups took place after the Mid-term of the Consultation enabling the team to identify selected groups that had not engaged with the Consultation through other methods.</p> |
| Young people | To ensure that the voices of younger residents were heard during the consultation, staff gave presentations and held question and answer sessions with students at York College and with York Youth Council and North Yorkshire Youth Forum. |
| Disabled People | Better Connect, The Opportunity Centre in Scarborough and North Yorkshire Disability and Carers forum were directly engaged to share information with audiences. |
| Institutional stakeholders | Various meetings were held with institutional stakeholders to discuss the devolution proposals. As employers they have a significant interest in how devolution may improve skills and infrastructure in the region in addition to being able to articulate the opportunities and challenges that the proposals may present their workforces. |

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| Engagement with elected representatives | There has been continual engagement with elected representatives (MPs, Councillors) throughout the development of the MCA deal to ensure that their views are taken into account as the deal progresses. |
| Communications campaign | A communications plan included broadcast and advertorial, targeted social media across a range of platforms and offline activity. Communications signposted either direct to the survey or to the 'home' website where an animation video delivered headline key messages to inspire response. Public events were also publicised on the website and through social media and localised media activity. |
| Consultation survey | <p>The consultation survey was available online and in hard copy from public libraries and community spaces. Hard copy surveys included a return freepost envelope.</p> <p>The survey was produced in different accessible formats, e.g. Braille, to encourage participation. Available on request were translations in the following languages and a large print version:</p> <ul style="list-style-type: none"> • Arabic • Kurdish (there are several types) • Pashto • Romanian • Polish • Dari • Ukrainian • Bengali • Farsi <p>A video explainer (with subtitles) of the consultation document was also available. Varying audio formats of the video were also available (without background music for example).</p> |

Step 3 – Gaps in data and knowledge

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| 3.1 | What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with. | | |
| Gaps in data or knowledge | | Action to deal with this | |
| Information relating to views of children on the creation of a Mayoral Combined Authority. | | Continued engagement with schools to ensure awareness of MCA. | |
| The consultation couldn't cross-tabulate demographic information with responses, so we don't know if the opposition or support levels differed across the different protected characteristics. | | As the MCA is developed, EIAs will continue to inform its work, with engagement across different protected characteristics. | |

Step 4 – Analysing the impacts or effects.

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| 4.1 | Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations. | | |
| Equality Groups and Human Rights. | Key Findings/Impacts | Positive (+) Negative (-) Neutral (0) | High (H) Medium (M) Low (L) |
| Age | The consultation engaged individuals across all adult age groups. A common theme emerging was related to transport provision in the region, an issue particularly pertinent to younger and older demographics. The transfer of some transport functions, including bus franchising, has the | + | H |

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| | <p>potential to support better public transport connectivity in the region supporting those reliant on services.</p> <p>An additional theme emerging particularly for young people was access to affordable housing. Funding being made available through the devolution agreement provides an opportunity to support the development of affordable housing in the region.</p> <p>Young people – deal is an opportunity to increase higher paid jobs and retain talent in our area, to create a place where young people can see a positive future, where they want to stay, live and work.</p> <p>Devolution will bring draw powers down from Whitehall to York and North Yorkshire. However, there will be a need to ensure that decision-making is made accessible to all via physical and digital options.</p> <p>Working age population – deal is an opportunity for businesses, skills providers and communities to work in a more joined up way to deliver economic benefits for the region. Bringing a closer relationship and alignment between the business needs, skills providers and residents so people have the relevant skills and knowledge for jobs that are needed in the region, now and into the future.</p> | <p></p> <p>+</p> <p>+</p> <p>-</p> <p>+</p> | <p></p> <p>M</p> <p>H</p> <p>M</p> <p>H</p> |
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| Disability | <p>At the end of the consultation period, 15% of respondents considered themselves disabled or having a long-term limiting condition.</p> <p>The transfer of Police, Fire and Crime powers to a Mayor will support the connectivity between community safety and wider strategic ambitions of region. This may support work to prevent discrimination and hate crime.</p> <p>Powers related to transport and regeneration can also support work to improve infrastructure requirements for those with disabilities. For example, developments such as York Central are designed to be enjoyed and accessible to all.</p> | <p>0</p> <p>+</p> | <p>M</p> <p>M</p> |
| Gender | <p>The transfer of Police, Fire and Crime powers to a Mayor will support the connectivity between community safety and wider strategic ambitions of region. This may support work to prevent discrimination and hate crime.</p> | <p>+</p> | <p>M</p> |
| Gender Reassignment | <p>The transfer of Police, Fire and Crime powers to a Mayor will support the connectivity between community safety and wider strategic ambitions of region. This may support work to prevent discrimination and hate crime.</p> | <p>+</p> | <p>M</p> |
| Marriage and civil partnership | <p>No evidence identified.</p> | <p>0</p> | |
| Pregnancy and maternity | <p>No evidence identified.</p> | <p>0</p> | |

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| Race | The transfer of Police, Fire and Crime powers to a Mayor will support the connectivity between community safety and wider strategic ambitions of region. This may support work to prevent discrimination and hate crime. | + | M |
| Religion and belief | The transfer of Police, Fire and Crime powers to a Mayor will support the connectivity between community safety and wider strategic ambitions of region. This may support work to prevent discrimination and hate crime. | + | M |
| Sexual orientation | The transfer of Police, Fire and Crime powers to a Mayor will support the connectivity between community safety and wider strategic ambitions of region. This may support work to prevent discrimination and hate crime. | + | M |
| Other Socio-economic groups including : | Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes? | | |
| Carer | There are around 19,000 adult carers in York, 11,000 of whom are female and about 8,000 are male. These figures do not include young carers so could be much higher. The transfer of some transport functions, including bus franchising, has the potential to create better public transport connectivity in the region supporting those reliant on services. Powers related to transport and regeneration can also support work to improve infrastructural requirements for those who have a caring role . | + | H |

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| Low income groups | The scheme contains a range of functions that may support those in low income groups, including the devolution of the Adult Education Budget and the powers to drive the development of affordable housing. | + | M |
| Veterans, Armed Forces Community | Across York and North Yorkshire, there are over 13,000 Armed Forces personnel - with thousands more veterans and family members. The Armed Forces Covenant is a promise to ensure the fair treatment of those who serve or have served in the Armed Forces, and their family members. It focuses on helping members of the Armed Forces community have the same access to government and commercial services and products as any other citizen. The transfer of power locally and commitment to the covenant has the potential to have a positive impact on this group. | + | L |
| Other | Rural poverty - people who live in remote areas hindered by poor infrastructure. The deal opens up new opportunities to better connect people and places through the MCAs increased influence or investment over transport, the economy and digital connectivity, if the focus is upon all areas of YNY (rather than prioritising urban areas). All have the potential to improve work and family life for this group. | + | L |
| Impact on human rights: | | | |
| List any human rights impacted. | N/A | 0 | |

Use the following guidance to inform your responses:

Indicate:

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

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

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| <p>5.1</p> | <p>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</p> |
| <p>One area of concern that has been identified is the potential exclusion of individuals wishing to attend meetings due to difficulties travelling to and from the physical location of these events. To counteract this, it would be appropriate to consider digitally accessible meetings (eg online webcasts) as a mechanism of ensuring all those who wish to participate are able to do so.</p> | |

Step 6 – Recommendations and conclusions of the assessment

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| 6.1 | <p>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</p> |
| <p>- No major change to the proposal – the EIA does not identify any potential for unlawful discrimination or adverse impact and the consultation has taken opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p> | |
| <p>- Adjust the proposal – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.</p> | |
| <p>- Continue with the proposal (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty</p> | |
| <p>- Stop and remove the proposal – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.</p> | |
| <p>Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.</p> | |
| Option selected | Conclusions/justification |

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| No major change to the proposal | As the consultation considered the scheme setting out the proposed role and functions of the Combined Authority, there is an opportunity to enact the findings of this EIA into how the authority may operate in the future. The assessment has identified areas that may support residents from all backgrounds to lead better lives. However, it will be for the future authority to determine a course of action to make this a reality. |
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Step 7 – Summary of agreed actions resulting from the assessment

| 7.1 What action, by whom, will be undertaken as a result of the impact assessment. | | | |
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| Impact/issue | Action to be taken | Person responsible | Timescale |
| Accessibility of council meetings | Ensure online accessibility of meetings | Directors of Governance | As MCA is established |
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Step 8 - Monitor, review and improve

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| 8. 1 | How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded? |
| | The Mayoral Combined Authority will consider EIA's as part of its ongoing programme of work. |