



Notice of meeting of

Executive

To:	Councillors Steve Galloway (Chair), Aspden, Sue Galloway, Jamieson-Ball, Reid, Runciman, Sunderland, Vassie and Waller
Date:	Tuesday, 24 July 2007
Time:	2.00 pm
Venue:	The Guildhall, York

AGENDA

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10:00 am on Monday 23 July 2007, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 26 July 2007, if an item is called in *after* a decision has been taken.

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

1. **Declarations of Interest**

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

2. Exclusion of Press and Public

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

Annexes 1, 2, 4 & 5 to Agenda Item 6 (Improved Direct Communications with Residents) on the grounds that they contain information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

Annex 3 to Agenda Item 8 (Accommodation Project Update) on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

3. Minutes (Pages 3 - 6)

To approve and sign the minutes of the meeting of the Executive held on 10 July 2007.

4. Public Participation

At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 23 July 2007**.

5. Executive Forward Plan (Pages 7 - 12)

To receive an update on those items that are currently listed on the Executive Forward Plan.

6. Improved Direct Communications with Residents (Pages 13 - 40)

This report proposes to improve direct communications with the people of York by establishing a monthly Council publication which is delivered to every household, investigates three different

approaches to producing this publication and seeks approval in principle for one of these. It also seeks approval to repeat the successful publication of an A-Z of Council services, to be delivered to every home.

7. Review Report - York's Closed Circuit Television System
(Pages 41 - 62)

This report informs Members of the current status of the Closed Circuit Television (CCTV) system in the city, outlines the development work that is ongoing and provides information about potential future enhancements.

8. Accommodation Project Update (Pages 63 - 90)

This report provides a progress update of the Council's corporate accommodation project, which includes the targets and achievements for the period October 2006 to June 2007. The main focus of the report is the outcomes from the Hungate feasibility study, a key area of activity during this reporting period. The study demonstrates how a level of further investment will improve the overall business case for the project and provide further benefits particularly in relation to sustainability and the future use of the building. It sets out the top ten project risks and how these continue to be managed and seeks Member approval for a revised business case for the project.

9. Affordable Housing Update - Former Play Area, Chapelfields Road (Pages 91 - 96)

This report presents the outcome of officer investigations into the feasibility of providing rear access to existing properties at 75-87 Chapelfields Road, and requests that this condition is removed from the terms of disposal of the former play area site.

10. York's Local Public Service Agreements (LPSA2) (Pages 97 - 124)

This report seeks views from the Executive on the use of Performance Reward Grant (PRG) earned at the conclusion of York's second Local Public Service Agreement (LPSA2). It is asked specifically to consider whether this should be made available to help further work which supports both the Council's priorities and the outcomes of the Local Strategic Partnership.

11. Research Findings on the Evening Economy in York (Pages 125 - 170)

This report seeks to brief members on research on the evening economy and the experience of York city centre in the evening, undertaken in association with the First Stop York Product Development Group. It seeks views on the principles of the draft vision and action plan prior to a costed action plan being presented later in the year.

12. City of York Local Development Framework - Core Strategy Issues & Options 2 (Pages 171 - 296)

This report requests that the Local Development Framework (LDF) Working Group's recommendations to the Executive are endorsed and that the LDF Core Strategy Issues & Options 2 and supporting documentation be approved for consultation in the summer.

13. Urgent Business

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

Democracy Officer:

Name: Simon Copley

Contact details:

- Telephone – (01904) 551078
- E-mail – simon.copley@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

About City of York Council Meetings

Would you like to speak at this meeting?

If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088

Further information about what's being discussed at this meeting

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

Access Arrangements

We will make every effort to make the meeting accessible to you. The meeting will usually be held in a wheelchair accessible venue with an induction hearing loop. We can provide the agenda or reports in large print, electronically (computer disk or by email), in Braille or on audio tape. Some formats will take longer than others so please give as much notice as possible (at least 48 hours for Braille or audio tape).

If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

যদি যথেষ্ট আগে থেকে জানানো হয় তাহলে অন্য কোন ভাষাতে তথ্য জানানোর জন্য সব ধরনের চেষ্টা করা হবে, এর জন্য দরকার হলে তথ্য অনুবাদ করে দেয়া হবে অথবা একজন দোভাষী সরবরাহ করা হবে। টেলিফোন নম্বর (01904) 613161.

Yeteri kadar önceden haber verilmesi koşuluyla, bilgilerin tercümesini hazırlamak ya da bir tercüman bulmak için mümkün olan herşey yapılacaktır. Tel. (01904) 613161.

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کسی بھی دوسری زبان میں معلومات کی دستیابی ترجمہ شدہ معلومات، ترجمان کی شکل میں یقینی بنانے کے لئے ہر ممکن کوشش کی جائے گی، بشرطیکہ اس کے لئے پہلے سے سنا سب اطلاع کی جائے۔ ٹیلی فون (01904) 613161

Holding the Executive to Account

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

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

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

Who Gets Agenda and Reports for our Meetings?

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
- Public libraries get copies of **all** public agenda/reports.

City of York Council

Committee Minutes

MEETING	EXECUTIVE
DATE	10 JULY 2007
PRESENT	COUNCILLORS STEVE GALLOWAY (CHAIR), ASPDEN, SUE GALLOWAY, JAMIESON-BALL, REID, RUNCIMAN, VASSIE AND WALLER
APOLOGIES	COUNCILLOR SUNDERLAND

24. Declarations of Interest

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

No interests were declared.

25. Minutes

RESOLVED: That the minutes of the Executive meeting held on 26 June 2007 be approved and signed by the Chair as a correct record.

26. Public Participation

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

27. Executive Forward Plan

Members received and noted an updated list of items included on the Executive Forward Plan at the time the agenda for this meeting was published.

Members expressed concern that too many reports were being delayed causing a backlog and potentially overlarge agendas for future meetings. They highlighted that, in the future, any slippage in the Forward Plan within 4 weeks of a report being due would not be agreed, except in the most exceptional circumstances. Directors were therefore asked to ensure that the Forward Plan, at least for the final 4 lead in weeks, was robust and that report authors understood the importance of meeting agreed deadlines.

The Head of Civic, Democratic & Legal Services also highlighted the need for further work with officers on the different roles of the Group Leaders' Meeting, giving an early steer on draft reports and giving clearance for publication of finalised reports.

RESOLVED: That Directors be asked to ensure that scheduled reports are produced for the meetings indicated in the Forward Plan and to note that, at least for the final 4

lead in weeks, rescheduling will only be agreed at the request of the Leader.

REASON: To ensure the Forward Plan is accurate and robust.

28. Report of Future York Group - Initial Response

Members received a report which sought to brief them on the final report of the Future York Group and to consider an initial response from the City of York Council to its main findings.

The Future York Group was commissioned by the City of York Council to undertake an independent strategic review of the local economy, following a series of announcements regarding job losses in the City. The Group, chaired by Christopher Garnett, had received a variety of presentations and background information to enable them to make their conclusions and recommendations. Their final report, which was launched on 12 June 2007, provided the framework for future actions to be undertaken by the City of York Council and partners with regard to promoting the economic well-being of the City.

Paragraphs 6-13 of the report summarised the recommendations of the Group and proposed initial responses to them.

Supplementary information had been circulated relating to the Local Development Framework timetable, lobbying central government and regional and sub-regional working, and setting out the motion approved at the Council meeting on 28 June 2007:

“Council:

- a) Notes the publication of the important *Future York* report on the economic well being of the City
- b) Places on record its thanks to Christopher Garnett and the other members of the Future York Group for the time that they have invested and the quality and depth of the report that they have produced.
- c) Welcomes the underlying conclusion of the report in particular the comments expressed in support of the dual carriageway of the A1237 (Northern Ring Road) and the assessment of York’s economy by Yorkshire Forward.
- d) Urges residents and local businesses to consider and make their views known on the recommendations made in the report so that when the Council comes to consider its reaction, it can do so confident that, any refinements which may be necessary to the City’s economic strategy, will have the support of the local community.
- e) Instructs the Chief Executive to provide an urgent report to Council which examines how best this Council can
 - i) respond to the challenges set by the Report;
 - ii) implement its recommendations; andprovide a timetable for actions by the Council.
- f) Resolves to assess the recommendations of the report over the next six months using the carbon footprinting tool to enable the city to balance these against the planned climate change strategy.”

Members discussed and commented on the key recommendations. They queried when specific actions would be identified and a framework drawn up indicating who would be responsible for taking these forward. Officers advised that citywide consultation and consultation with partners would be taking place over the summer and that the results of this consultation would be reported back in the autumn. They confirmed that an action framework would be available for consideration in September and also a report on delivering the Local Development Framework to a faster timescale. It was clarified that the Sustainable Community Strategy, the Local Area Agreement and the Local Development Framework would collectively constitute the masterplan for delivering the Future York recommendations.

Having considered the advice of the Shadow Executive, it was

RESOLVED: That officers be asked to progress the Future York report in line with the actions included in the motion passed at the last Council meeting.

REASON: To help shape the effectiveness of future action.

S F Galloway, Chair

[The meeting started at 2.00 pm and finished at 2.30 pm].

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Executive Meeting 24 July 2007

EXECUTIVE FORWARD PLAN

Please note that the format of this Forward Plan update is currently under review by Democratic Services to ensure that the information included is as detailed and up to date as possible.

Table 1: Items scheduled on the Forward Plan which were due to be submitted to this week's meeting			
Report	Author	Current Position	Likely Revised Date
<p>Energy & Water Management – Policy & Practice</p> <p>To approve the draft policy, inform on current best practice and prioritise energy and water management issues for the Council.</p>	Neil Hindhaugh	Deferred for further work	9 October 2007
<p>Sustainability in Design – Policy & Practice</p> <p>To approve the draft policy, inform on current best practice and projects and prioritise future sustainability in design issues.</p>	Neil Hindhaugh	Deferred for further work	9 October 2007
<p>Update on Job Evaluation and Equal Pay Issues</p> <p>A report setting out proposals on how to deal with Equal Pay and Job Evaluation issues.</p>	Heather Page	Deleted from the Forward Plan – issues to be incorporated into existing planned reports (previously deferred from 24/4/07)	N/a
<p>Tang Hall Children's Centre: Capital Programme</p> <p>Approval for transfer of proceeds from sale of Heworth Family Centre.</p>	Maggie Tansley	Deferred for further work	Urgency Committee on 3 August 2007
<p>Finance Strategy 2008/09 to 2010/11 (incorporating a review report on future grant funding)</p>	Peter Steed	Deferred to allow further analysis of potential outcomes from CSR2007	11 September 2007

<p>To receive details of the Council's projected financial position for 2008/09 to 2010/11. This report provides the context in which the 2008/09 budget will be set and the medium term financial position until 2011. As part of this process the report will provide recommendations relating to the review report on future grant funding and clarify a number of key financial policy areas.</p>			
<p>Organisational Effectiveness Programme</p>	<p>Kevin Banfield</p>	<p>Title changed to "Setting Out the Long Term Direction for the Council: Corporate Strategy 2007-2011" and deferred for further work</p>	<p>25 September 2007</p>
<p>Efficiency Programme – incorporating Strategic Procurement (formerly entitled Strategic Procurement Programme)</p> <p>To consider and advise on a range of potential reviews which will enable the Council to improve its cost effectiveness and/or service quality. One key aspect of this will be the consideration of a future strategic procurement programme. This report aims to contribute to the acceleration of our search for efficiencies in the running costs of the Council.</p>	<p>Simon Wiles</p>	<p>Deferred for further work, with the agreement of the Group Leaders (previously deferred from 13/2/07)</p>	<p>11 September 2007</p>
<p>Review Report – Education and Leisure</p> <p>To consider the city's sports and swimming strategy, including different management options, and in particular to address the needs and opportunities for improved provision in the city centre. The Council will not commit expenditure at the proposed university pool, and will place a moratorium on further city leisure land sales until this report has been considered.</p>	<p>Patrick Scott/ Charlie Croft</p>	<p>Deferred for further work at the request of the Group Leaders (previously deferred from 10/7/07)</p>	<p>11 September 2007</p>

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 11 September 2007

Report	Author	Current Position	Likely Revised Date
Parking Review	Peter Evely	Deferred from 5/12/06	N/a
Minutes of Social Inclusion Working Group and Young People’s Working Group	Dawn Steel	On schedule	N/a
<p>Review Report – Climate Change</p> <p>To recommend how the Council can draw up a climate change strategy for the city including a refined council purchasing policy (eg: helping local businesses), encouraging innovation (eg: new types of road surface), implementing the SPG on sustainable development, reduced energy consumption (eg: street lighting refinements), energy conservation improvements in buildings (eg: including high standards at all new Council buildings), stimulating the use of environmentally friendly transport as well as embedding the Council’s Environmental Management System and Green Travel Plan arrangements in all departments</p>	Bill Woolley	On schedule	N/a
<p>Review Report – Jobs</p> <p>To highlight how the Council can allocate sufficient resources to ensure that job creating, planning opportunities are dealt with quickly</p>	Bill Woolley	On schedule	N/a
<p>Review Report – Safe City of York Council</p> <p>To update and recommend a policy strategy on the development of appropriate and responsive CCTV coverage</p>	Bill Woolley	Deleted from the Forward Plan as duplicates item entitled “CCTV Review”, which is scheduled for 24/7/07	N/a
Review Report – Waste Management	Terry Collins	On schedule	N/a

<p>To indicate how the Council can increase recycling rates to at least 45% during the next 12 months with particular reference to improving facilities for terraced properties including flats. It is recognised that funding such a programme will involve difficult financial choices.</p>			
<p>Review Report – Adult Social Services and Health</p> <p>To recommend how the Council can recognise and address the increasing financial pressures on social care services</p>	<p>Bill Hodson</p>	<p>On schedule</p>	<p>N/a</p>
<p>Sustainable Street Lighting</p>	<p>Paul Thackray</p>	<p>On schedule</p>	<p>N/a</p>
<p>Reducing the Maintenance Backlog</p> <p>To consider the requirements under the Comprehensive Performance Assessment (CPA), acknowledge the current predicament arising from limited resources and consider options for inclusion in a strategy.</p>	<p>Neil Hindhaugh</p>	<p>Deferred from 24/7/07</p>	<p>N/a</p>
<p>Production of Foie Gras: Notice of Motion from Cllr Blanchard referred from Full Council on 25 January 2007</p>	<p>Terry Collins</p>	<p>Deferred from 27/3/07</p>	<p>N/a</p>
<p>Thin Client Management Arrangements</p> <p>A review of the Client and Contractor roles within the Council – this report seeks to rationalise and streamline them.</p>	<p>Simon Wiles</p>	<p>Deferred from 27/3/07</p>	<p>N/a</p>
<p>Competition Policy</p> <p>To set out and consider the Council’s approach to competition.</p>	<p>Simon Wiles / Liz Ackroyd</p>	<p>Deferred from 24/7/07</p>	<p>N/a</p>

Draft Sustainable Development Strategy for CYC	Kristina Peat	Deferred from 26/6/07	N/a
<p>Finance Strategy 2008/09 to 2010/11 (incorporating a review report on future grant funding)</p> <p>To receive details of the Council's projected financial position for 2008/09 to 2010/11. This report provides the context in which the 2008/09 budget will be set and the medium term financial position until 2011. As part of this process the report will provide recommendations relating to the review report on future grant funding and clarify a number of key financial policy areas.</p>	Peter Steed	Deferred from 24/7/07	N/a
<p>Efficiency Programme – incorporating Strategic Procurement (formerly entitled Strategic Procurement Programme)</p> <p>To consider and advise on a range of potential reviews which will enable the Council to improve its cost effectiveness and/or service quality. One key aspect of this will be the consideration of a future strategic procurement programme. This report aims to contribute to the acceleration of our search for efficiencies in the running costs of the Council.</p>	Simon Wiles	Deferred from 13/2/07	N/a
<p>Review Report – Education and Leisure</p> <p>To consider the city's sports and swimming strategy, including different management options, and in particular to address the needs and opportunities for improved provision in the city centre. The Council will not commit expenditure at the proposed university pool, and will place a moratorium on further city leisure land sales until this report has been considered.</p>	Patrick Scott/ Charlie Croft	Deferred from 10/7/07	N/a

<p>Constitutional Changes by Monitoring Officer</p> <p>In line with the previous Council decision, the Monitoring Officer to present a report on the changes agreed to the Constitution under her delegated authority.</p>	Suzan Hemingway	On schedule	N/a
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Table 3: Items scheduled on the Forward Plan for the Executive Meeting on 25 September 2007			
Report	Author	Current Position	Likely Revised Date
<p>Strategic Risk Register, Annual Risk Management Report and Update on Risk Management Strategy</p> <p>To inform Members of the identified strategic risks and actions taken to mitigate them. It is a regulatory requirement to report these to Members.</p>	David Walker	On schedule	N/a
<p>Discus Bungalows – Preferred Partner</p>	Steve Waddington & Dilys Jones	On schedule	N/a
<p>Monk Bar Garage – Future Use of Site</p> <p>Options for disposal and development</p>	John Urwin	Deferred from 30/1/07	N/a
<p>Minutes of Local Development Framework Working Group and Economic Development Partnership Board</p>	Dawn Steel	On schedule	N/a
<p>Setting Out the Long Term Direction for the Council: Corporate Strategy 2007-2011</p> <p>This report sets out the vision and long term direction for the Council as part of the revised Corporate Strategy. It also provides a progress update on the Organisational Effectiveness Programme and outlines key actions in future years of the programme.</p>	Kevin Banfield	Deferred from 24/7/07	N/a



Executive

24 July 2007

Report of the Director of People and Improvement

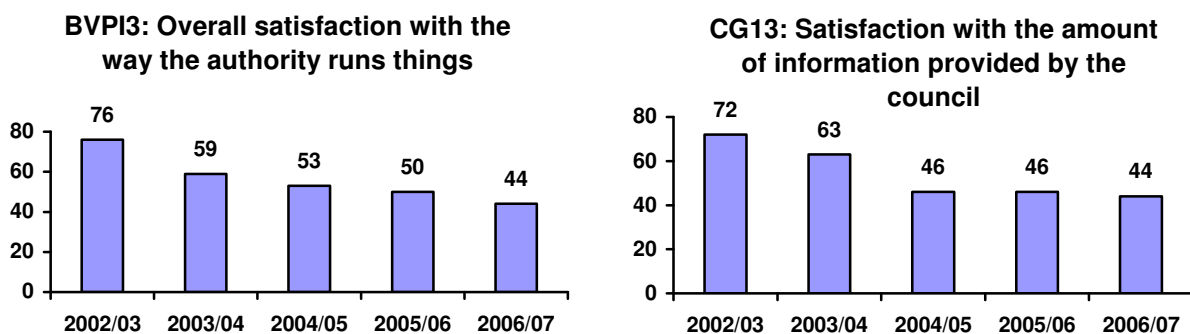
Improved direct communications with residents

Purpose of Report

1. Members have asked in the policy prospectus to look at a new approach to city management, involving extended public consultation arrangements, improved communications with residents (including the introduction of a monthly news-sheet), development of devolved decision making arrangements for local communities and capacity building for the voluntary sector.
2. This report concentrates on improving direct communications with the people of York by establishing a monthly council publication delivered to every household. It investigates three different approaches to producing a new monthly publication and recommends members' approval in principle for one of these.
3. The report also seeks members' approval to repeat the successful publication of an A-Z of council services delivered to every home.
4. A separate report will look at extending public consultation arrangements and the other elements mentioned in paragraph 1 above.

Background

Communications Performance Indicators (percentages)



5. The Performance Indicators above, showing overall satisfaction with the council and satisfaction with the amount of information, have a strong correlation that is unlikely to be a coincidence. The market research firm MORI in research conducted for the Local Government Association (*'What drives public satisfaction with local government - 2004'*) concluded: "how residents feel about service delivery (most of

which they will not use directly) and value for money is likely to be shaped by direct council communications”.

6. In addition a report published by the ODPM, *The Business Case for Communications – why investing in communications makes sense (2005)*, examined 14 councils and looked in detail at communications and the effect that good communications had on staff, stakeholders and the public. The research found that how well informed residents felt directly affected how generally satisfied they were with the council:

“...in those councils rated as relatively poor communicators, residents’ satisfaction with the council was consistently lower than might be expected, given their overall satisfaction with the area as a place to live. And in many cases, good performance on service delivery wasn’t matched by satisfaction ratings. In other words, many councils have a better story than the one they are telling”.

7. The council’s existing publication, *Your City*, is a quarterly, A4 two-colour news sheet, with four pages available for news (please see annexe 4). This equates to approximately 1,500 words per news sheet when photographs are included. In comparison a daily tabloid newspaper carries roughly that amount of words over two to three pages: over the same period when the council has 1,500 words to explain itself directly to residents, a newspaper publishes over a million words.
8. At present marketing and communications (m&c) put out on average 65 press releases a month, from every part of the council - news and information that the council would like the public to be aware of. Very few of those releases make the pages of *Your City* which, because of the long gaps between publications, inevitably misses out on interesting and useful pieces of news and information. These can then only be communicated through the media or the council’s website. Inevitably those people who do not regularly utilize the city’s written or broadcast media remain unaware of the information and news communicated in the press releases.

Potential benefits of a new publication

9. The new publication will allow the most newsworthy and important stories to be reported. Areas where there is a particular need to explain the council’s thinking on an issue can be highlighted in feature articles. The provisions of the Code of Recommended Practice on Local Authority Publicity would apply, as they do to all of marketing and communications’ work already through the media protocol (see paragraph 23).
10. Each directorate would be featured and the editorial team would attempt to make sure all aspects of the council’s work are reflected equally. There would be space for consultations, letters from the public, ‘What’s On’ details and promotional features on specific council services.
11. Other benefits a more frequent and bigger publication will provide to the council include:
 - the ability to carry stories from the council’s partners where appropriate, strengthening ties
 - the opportunity to increase participation through questionnaires and promotions

- a medium for annual budget consultation
- a regular calendar of events helping the council's own marketing
- special features on initiatives (such as fostering – see below)
- a greater potential reach within York.

Other advertising and awareness raising opportunities - added value

12. As mentioned above a monthly publication, distributed to all York residents, would give the council the opportunity to promote and increase take-up of numerous council services and instances where the council needs residents' help. It is much better to have a message constantly in front of people rather than have a two week burst of information, and a number of examples where a monthly publication would help are given below.
13. The recruitment of foster carers is an issue for the council. At present there is funding to produce an annual three-week recruitment campaign that results in a significant increase in enquiries during and for a couple of months after the campaign. But without a continuing visible presence, and with an alternative in NYCC who advertise all year round, the number of potential foster carers enquiring then dramatically reduces. The case for a year round presence, with the associated budget needed, is given in annexe 4 (currently under consideration by Children's Services).
14. There are many other campaigns in the council with a year round need, including: benefits take-up; benefits fraud tip-offs; activities and services for young people; the York Contact Centre; the website www.york.gov.uk; parking; Park & Ride; Recruitment of adopters; anti-litter; York Neighbourhood Pride initiatives; road safety; Active Leisure activities; recycling; home carer recruitment; arts & leisure services; libraries; register Office services. In addition to year round information the publication could also be used to promote one-offs such as voter turnout.
15. All of these could be promoted through the new publication, creating possibilities where none existed and diverting funds that would otherwise be spent on awareness raising in external media. This is a real, though unquantifiable benefit to the organisation – the value is in the more successful marketing of services rather than a direct saving, although there may be direct savings in some instances. As a result of the decentralisation of the council's marketing budgets it is hard to put a direct figure on those savings, which have therefore not been added into the costings.

Disadvantages of a new monthly publication

16. The disadvantages of a new publication are as follows:
 - any problems with distribution could lay the council open to criticism
 - only people within the council's boundaries would see the new paper. Current advertising in the local media takes in a larger part of North Yorkshire – this is relevant if costs for the new publications are offset by carrying the council's local recruitment advertising (although the new paper would potentially be seen by every household as opposed to only those who bought the existing media).

- in the short term potential job applicants might find it confusing when looking for a job to switch from one media (the local press) to another (the new publication) for the council's vacancies, potentially reducing the effectiveness of the council's advertising until the new arrangements are known and accepted
- the amount spent on recruitment advertising is often not a direct spend but recouped through the post being vacant while the advert runs. In addition the recruitment advertising spending across the council used in this paper is an historical spend that may not necessarily be repeated this coming financial year (although clearly there will be some recruitment advertising).

Funding the publication

17. As mentioned above, one way of financing the new publication is to publish the council's own local recruitment advertising, saving the costs of advertising elsewhere and allowing the publication to be published at an overall saving to the council. North Yorkshire County Council and East Riding of Yorkshire Council follow this approach in their newspapers, although neither carries all recruitment advertising.
18. For some managers this will slow down their recruitment process and will require them to work differently, planning recruitment to longer timescales and managing vacancies more proactively. Although this will be inconvenient to some managers it needs to be weighed against the benefits afforded by the new publication for improved communication with residents.
19. A recruitment protocol will be written which outlines deadlines and managerial procedures for advertising council jobs in the new publication. This protocol will need to be followed by all managers for the new publication to be financially viable.
20. For a breakdown of recruitment advertising and spending on public notices in 2005/06 please see annexe 1.

Public notices

21. A possible extra saving could be made by publishing at least some of the council's public notices in the new publication. The relevant legislation stipulates that public notices should be published in a 'newspaper circulating in the area', but there is no definition of what constitutes a newspaper. The advice obtained by legal services is that a council publication would not constitute a newspaper and the council would be at risk of legal challenge if it published public notices. However, there are several types of public notice that the council produce and m&c will continue to investigate whether at least some could be placed in the new publication.

Distribution

22. Distribution is a key issue for any council publication that needs to be delivered to every household. It is essential that every household receives the publication in a timely and reliable way. Distribution issues are discussed in the options contained in annexe 2.

Applying the media protocol to the new publication

Code of Recommended Practice on Local Authority Publicity

23. The council's media protocol is governed by provisions in the Local Government Act 1972, the Local Government Act 1986 and the Code of Recommended Practice on Local Authority Publicity 1988 ("the Code of Conduct") and revisions to the Code that came into force on 2 April 2001 (which take account of the implications of the Local Government Act 2000). The Code recognises that councils are accountable to their electorate and that local accountability requires local understanding. This understanding is promoted by councils through publicity. The Code notes that *"increasingly, local authorities see the task of making the public aware of the services available as an essential part of providing all kinds of services. Good, effective publicity, aimed at improved public awareness of a council's activities, is to be welcomed."*
24. The Code recognises that *"publicity is, however, a sensitive matter in any political environment"*. Paragraph 12 of the Code states *"Any publicity describing the council's policies and aims should be as objective as possible, concentrating on facts or explanation or both"*. This will be the guiding principle of the new publication.

Editorial responsibility

25. Paragraph 18 of the protocol says *"the [m&c] team will promote agreed corporate initiatives in liaison with the Leader of the council, Executive Members, Chief Officers or other senior managers"*. The marketing and communications team will draw up a news list for every issue, with a rough outline of the contents of that month's publication. That will be agreed with the Chief Executive or Director of People and Improvement and sent to the party leaders (or their deputies) for their comments and agreement. Given the deadlines these comments will be sought within a tight timescale.
26. In line with the media protocol the new publication will not quote councillors: paragraph 19 *"No publicity or press releases issued by the council will quote the comments of councillors, although publicity or media releases concerning any decision of the council will make it clear who was responsible for that decision."*
27. Ultimate editorial control for the contents, tone and style of the publication will rest with the Chief Executive – paragraph 11: *"The final arbiter in deciding whether and how to issue publicity about a specific issue or a subject will be the [deputy] Chief Executive. If for any reason the [deputy] Chief Executive is unavailable the Head of Marketing and Communications will make the decision."*
28. The structure of the Chief Executive's directorate has changed since the media protocol was written, and the post of Deputy Chief Executive does not exist in the same way. Many of the functions of the old post, including deputising for the Chief Executive on communications issues, are now part of the job of the Director of People and Improvement. For that reason the editorial responsibility should rest with the Chief Executive, then the Director of People and Improvement and then the Head of Marketing and Communications.

29. The party leaders (or their deputies) will be shown the final draft for their comments, although given the deadlines involved there will be a very tight timescale on this checking process.

Photographs

30. The protocol allows for media photographs (photocalls) to be set up to promote council policies or initiatives. Executive Members or politically balanced groups of Scrutiny Members can be asked to take part. However, on the subject of the council's own publications the protocol says *"Members will not be featured in photographs for use in publications. Simple 'head and shoulders' photographs of councillors that allow the public to identify them are acceptable, providing they are not linked to any text that in any way promotes the councillor in question. Factual information, such as contact details, is acceptable"* (Paragraphs 51 and 52).
31. The restrictions do not apply to the Lord Mayor. The protocol says *"Only the Lord Mayor will be actively featured in council publications (with an overlap of two months when Lord Mayors change to allow for the lead in times in publications)* (Paragraph 51).

Options

32. Three options have been investigated in order to produce a new monthly publication:
- for it to be managed in-house
 - in partnership with Your Local Link Magazine
 - in partnership with the York Press.

These options, which are commercial in confidence, are dealt with in annexe 2.

Analysis

33. Please see annexe 2 for full analysis.

A-Z of council's services

34. As well as their primary purpose of helping people to access council services, A-Zs are known to have a positive effect on people's understanding of the breadth of the council's work. Research from MORI shows that A-Zs where they exist are used by 55 per cent of respondents, 15 per cent above any other council publication.
35. Having already researched the contents of the successfully published 2007 issue, a 2008 version would require less work from the council, as the job would be updating existing material rather than starting with a blank sheet, as was the case in 2007. That work could be done by the publications assistant taken on to deal with the new publication. Please see annexe 5 for full analysis.

Corporate priorities

36. Improved direct communication with residents is also an appropriate action for all the corporate priorities as they all have communication actions. However, the one priority most relevant to this paper is “Improve our focus on the needs of customers and residents in designing and providing services” as improved communication with customers is essential to improvement.

Implications

- **Financial**

The recommended option will provide a saving for the council as the cost of the new publication can be met by advertising and diverting some of the council’s recruitment advertising. However, should managers continue to advertise in other media the viability of the publication will be threatened.

The council’s corporate management team were supportive of the cost of the publication being removed from directorate budgets using a suitable formula based on advertising spending and other relevant factors. The formula would need to be agreed with Directors to ensure the publication is financially viable and not a financial risk.

- **Human Resources (HR)**

The publication would be overseen by one of marketing and communications three Media and Publications Officers. It will be supported by the other two Media and Publications Officers, with the publication’s overall management the responsibility off the Media and Publicity Manager and the Head of Marketing and Communications. This will require these officers to adapt the way they currently work.

The new publication would require a Publication Assistant to liaise with printers, designers and advertisers as necessary. He or she would also assist on the editorial side, writing some of the publication, sourcing photographs, chasing contributors and checking copy. This is a specialist role and therefore would need to be a proposed grade of Scale 4.

If distribution remains the council’s responsibility, as it is in two options, a part time administrative post (proposed grade scale 2) would be required to ensure efficient distribution, given the risk to the council involved in under-resourced or incomplete distribution. This post would not be required if the recommended option is agreed.

- **Equalities**

Advertising to every household will increase the opportunity for council adverts to be seen by wider groups, including (as the new publication will be delivered to all households in the city) all BME households.

The publication will be printed with the existing ‘language box’ which goes on all council publications. This has recently been expanded to include Polish.

As with the existing Your City taped versions of the publication will be available for anyone with a visual impairment. This will cost in the region of £2,000 pa.

- **Sustainability issues**

The publication will be printed on environmentally friendly paper and will include a request that residents recycle it when they have finished with it. Provision can be made for the publication to be emailed to those residents who would prefer that (although it would be designed to be read as a printed publication).

The opportunities provided for improved communication on environmental issues could potentially outweigh any concerns with paper usage. For instance, if the council is able to increase its recycling rate as a result of being able to put the arguments for recycling to more people more frequently, than that changed behaviour might outweigh the environmental impact of the extra print.

- **Legal**

As with all council publicity, the new publication and the A-Z would be governed by the council's media protocol and by the Code of Recommended Practice on Local Authority Publicity. Specific legal advice about public notices is contained in paragraph 13.

- **Crime and Disorder**

Improved communications with the people of York through a new publication could play their part in reducing the fear of crime and other perception issues related to crime and disorder.

- **Information Technology (IT)**

There are no IT implications in this report.

- **Property**

There are no property implications in this report.

- **Other**

All other implications have been covered in the report.

Risk Management

37. The options contained in this paper include partnership arrangements with private firms. There is a risk with any commercial arrangement with the private sector that their financial health is secure.
38. The costs involved in the new publication require the council to advertise its jobs locally in a different way. The risks involved in this are dealt with elsewhere in this paper (the financial implication above and in paragraph 16). The benefits of a new publication (paragraphs 9-15) outweigh these risks.

Consultation

39. The council's Corporate Management Team has been consulted on the options outlined in this paper.

Recommendations

40. With regards to the monthly publication, Members are asked to agree in principle to option 2b, as set out in Annex 2.

Reason: On the grounds that it is the most economic option, with the most innovative approach and the best distribution guarantees.

41. With regards to the A-Z of Council services, Members are asked to agree in principle to option 1, as set out in Annex 5.

Reason: On the grounds that it is the most economic option.

Contact Details

Author:

Matt Beer
Head of Marketing and
Communications
Tel: x1071

Chief Officer Responsible for the report:

Heather Rice, Director of People & Improvement

Report Approved Date 13/7/07

Steve Hutchinson
Corporate Marketing Manager
Tel x2025

Specialist Implications Officer(s)

Finance: Patrick Looker/Diane Bridge

Human Resources: Janet Neeve

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

All

For further information please contact the author of the report

Annexes:

- 1 Spend on recruitment advertising
- 2 Three options for producing a new publication
- 3 Your City – July 2007
- 4 Case for a year round marketing presence for fostering
- 5 Two options for publishing a new A-Z

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Your City



Issue Seventeen July 2007



BLOOMING LOVELY: Flowers on the city walls, in Coppergate Square and in the Memorial Gardens help York shine for its entry in Yorkshire in Bloom. For more details on the Blooming City and other campaigns to improve York, see page 2.

Plans show city pools progress

COUNCILLORS have been asked to approve extensive improvements to Yearsley Pool this summer, subject to planning permission.

Plans include replacing the old roof, wall cladding and ventilation system as well as carrying out essential improvements in the plant room.

The pool will be cleaned and re-grouted, with new floor tiles and drainage channels laid around it. New lighting will be installed in the changing areas which will be operated by sensors and wider fire exits will be fitted.

External work planned will improve access and include three disabled parking bays and a dedicated footpath and cycle path to the front.

The work has been designed not only to improve the energy efficiency of the building and meet building regulations, but customers will also notice a cleaner, brighter feel to their visit.

The poolside temperature will feel warmer in winter, slip hazards will be reduced and the quality of the water will be maintained and enhanced. Yearsley Swimming Pool will be shut for 16 weeks from 9 July for

the work to take place.

Meanwhile, plans are progressing for a new six lane swimming pool at Oaklands which aims to open in early 2009 subject to planning permission.

The plans include a learner pool, an extension to the gym, a hydrotherapy pool with changing rooms and a new viewing area.

Funding has been made available from the sale of the Barbican and all facilities will be available to the community.

● For more details on the new York High School at Oaklands see page 2.

Summer in the city's looking fine and pretty!

IN THIS summer's issue of *School's Out!* you will find information on lots of great days out.

The council is working on bringing new activities in such as photography, archery, and fencing, new music events and lots of great play provision for younger ages.

There are a lot of special days this year too, from sports showcases to arts festivals. See the publication to find out what's on.

This year the council is launching the new *It's-Up-2-U!* project, sponsored principally by Norwich Union. Groups of between two to five young people aged between 10-19 years old are invited to submit a community project into a competition to win huge prizes.

Fancy a trip to Disneyland Paris? Then come up with a plan on how you can improve your community.

You will find lots more details in your *School's Out!* magazine.

● The summer issue is now available in schools, libraries, community centres and City of York Council receptions.

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Executive

24 July 2007

Report of the Director of City Strategy

Review Report - York's Closed Circuit Television System

Summary

1. This report informs Members of the current status of the Closed Circuit television (CCTV) system in the city, the development work that is ongoing and provides information about potential future enhancements. This report is a position statement only and Members are not asked to make decisions.

Current Status

2. The City Council is currently operating a CCTV System of 60 cameras throughout the City. This system, parts of which are now over 15 years old has been developed using traditional analogue technology and comprises the following elements;
 - 60 cameras with fibre-optic connections to;
 - A central communications and switching facility at St Leonard's Place;
 - Digital recording
 - A control room at Fulford Rd Police Station (staffed 24 hours per day)
3. The cameras generally fall into three groups; those which are primarily used for monitoring the City Centre, those which are primarily used for monitoring traffic conditions and those which are used to monitor the operation of car parks. The system is monitored from Fulford Road Police Station in a control room that is operated and staffed by City Council personnel but who work in close co-operation with Police colleagues. The control room is fitted with two control keyboards capable of controlling the cameras, 27 display screens and various video recording systems. A further control keyboard is available within the Police Station for use during emergencies and major incidents, and further two keyboards and display screens are located at St Leonard's Place and used mainly for traffic monitoring. CyC pay no rent for the use of the accommodation at the Police Station.
4. At the heart of the CCTV system is the communications and switching equipment located at St Leonard's Place. This equipment collects the images from the cameras and distributes it to the users and recording facilities and allows the users to operate the pan, tilt and zoom controls of each camera. At the core of this control equipment is a Matrix – basically a large video

switch that allows signals from any camera to be sent to any control keyboard or display screen. This Matrix has recently been replaced and now provides for the capability of accommodating 128 cameras.

Digital Video Recording

5. The upgrade of the matrix also included a move to fully digital recording. This change brought with it the following benefits:
 - Reduction in revenue of £6000.00 per annum
 - The storage of images at much higher quality, and hence be more suitable for use as evidence
 - Automated retrieval of images
 - The ability to allow images to be shared (under strict security conditions)
 - Removal of the reliance on magnetic tape storage, which is highly fallible. Storage of data on back-up hard drives is far more resilient
6. One unexpected side effect of the change to digital recording has been a significant increase in workload for Network Management staff based in St Leonard's Place (where the digital recording equipment is based). Police requests for copies of the recordings have multiplied due to the high quality and searchable functionality of the system. Each request requires a search to be undertaken and then the appropriate images downloaded onto a CD.
7. Initially the demand from the police occupied up to 2 hours a day of the Technicians time and the consumption of large volumes of CD's. Demands were also being made for access to recordings at week ends and in the evenings. Representations to the Chief Superintendent resulted in all requests for recordings being channelled through a single police employee who vets the request for need and urgency. The police also agreed to supply all the CD's required and to seek approval for the installation of a dedicated 'slave' recording facility within the police station so as to eliminate the involvement of CyC staff.. The vetting process has reduced the time commitment for ourselves but it is still of concern as it amounts in a typical week to some 16% of an fte . The police have still to obtain approval for the provision of the 'slave' recording arrangement some 7 months after first suggested. (The cost of this facility would be in the region of £15,000).

Reliability

8. The age of the original equipment was a major source of breakdowns in 2004/2005. Repairing these was a challenge due to the limited funding then available and officers had in effect to cannibalise broken equipment to find spares to keep installed equipment functioning due to budget constraints. An injection of funding in 2006 allowed the worst of the original equipment to be replaced along with the replacement of the Matrix. Since that time reliability has been excellent at in excess of 99%. Failures are in general repaired the next day so individual camera downtime is also now limited.
9. Attacks on cameras at Burton Green and within Ashton Park have been a regular feature since they were installed and both have as a result been out of action a number of times. A sustained assault in April resulted in the whole of both systems being destroyed. They have now been repaired at a

cost of just under £10,000. Other cameras around the city have not experienced any vandalism issues at all.

10. For a period of close to 9 months the service was unable to operate a 24/7 monitoring regime due to the inability to recruit to fill a vacancy in the night operator establishment despite three attempts. The working of overtime within the team helped to minimise the impact but the small size of the overall establishment meant that inevitably reduced hours had to be operated. In general weekends were covered up to 1am but weekdays monitoring ceased at around 9pm. Full time 24/7 monitoring resumed on May 24 when a new appointment completed the mandatory 6 weeks Security Industry Board (SIB) training and received his licence to operate. (All CCTV operators monitoring public system are required by law to hold an SIB licence before they can be employed).

Budget

11. The total 2007/8 budget for the CCTV service is just under £356,000 (comprising: Employees - £158,000; Operational - £198,000).

Current Development of the CCTV System

Background

12. In some locations **permanent/fixed** CCTV installations are the appropriate solution but in others the need is perhaps only seasonal or indeed might just be for so long as is necessary to encourage people to move on/discourage an particular activity. Whilst the former is a well understood system with a significant amount of choice of equipment and suppliers options for the latter are virtually non existent. Although there are cameras that can be relocated from place to place they are not ones that can be viewed in real time from a central control room. The vast majority of such cameras simply record what they see for future viewing.
13. Officers have been developing a truly **relocatable** camera that can be viewed in real time from the CCTV Control Room. The *concept* is to have a unit that can be connected to a power supply and attached to a lamp column, with images viewable immediately in the Control Room. When the camera is not needed at that location it is moved to somewhere else. This approach will enable several of these movable units to be dotted around the city and located where police statistics or a local community show there to be a problem. It is envisaged that these units will be funded by Ward Committees or local organisations.
14. Whilst it appears that these relocatable units have the potential to fulfil a much needed role in the CCTV coverage of problem areas, other sites will not justify the expense of this type of camera. Sites where fly tipping is taking place or graffiti is being sprayed have a significant impact on the local environment enjoyed by residents but in themselves they could not expect to tie down a CCTV unit for the length of time necessary to permanently discourage the practice. All that is really necessary in this type of situation is the ability to alert some human agency to an activity that is ongoing so that direct intervention can be immediately mounted.

15. Officers are working on a third camera system - **Community**. A sum of £40,000 has been obtained (together with an ongoing £5,000 fund to cover running costs) which will enable 9 cameras to be placed in areas where low level but continuing difficulties need to be monitored.
16. The completed CCTV system will therefore have three 'layers'. These are:

Layer	Layer title	Brief Description
1	Main	Fixed cameras monitored, controlled and viewed through the existing CCTV control matrix
2	Relocatable	Cameras which can be readily located and removed within the main city area, monitored, controlled and viewed through the existing CCTV control matrix. Via Wi-Max – subject to trials
3	Community	Fixed cameras working at lower frame rates monitored, controlled and viewed through a new internet based system

Detail of Layers

Main

17. This is described in the first section to this report.

Relocatable system

18. A commercial organisation is currently establishing a pilot communication within the city on behalf of a major employer and Officers are working with them on a no cost basis to test out the ability of their network to deliver the CCTV solution we require. This pilot will be based around the Hull Road/Tang Hall area and a test camera will be located so as to monitor the Tang Hall shops area. This camera is being funded by the Ward Committee.
19. Officers are also working with ITT colleagues to specify a communications network for the council as a whole that will meet the council's own needs as well as providing the connectivity required for the CCTV system.
20. A further test camera, funded by the Safer York Partnership, will be located either to observe the cycle racks by Lendal Bridge or those in Daveygate.

Community system

21. This system is based upon the use of standard internet technology. A Pan Tilt and Zoom (PTZ) camera will be located at a suitable point, connected to a power supply and a BT circuit.
22. As the PTZ control arrangement will use too great a communications capacity when activated the camera will have a range of 'presets' programmed in, which can be called up by an operator and which the camera will respond to. These presets can be altered by the operator.

23. It is proposed that of the £40,000 capital obtained , £3,500 will be allocated to the necessary image management systems within the CCTV Control Room.
24. It is further proposed that:
- 2 cameras be located so as to cover the Front Street, Acomb shopping area
 - cameras be located at 7 of the following 8 sites identified by the Safer York Partnership as being Anti social 'hotspots'. The exact sites will be selected after site surveys.

Bell farm Avenue
Bramham Road
The Village, Haxby
Junction Bishopthorpe Road/Scarcroft Road
Junction Melrosegate/Burlington Avenue
New Earswick centre
Salsbury Terrace
Burtonstone Lane shops

Between them these 8 latter sites have been the location of a total of 1622 criminal and antisocial behaviour offences in 2006

Future Development of the CCTV System

Background

25. The Council has embarked on a programme to build a wireless "Mesh" network around the City centre (a pilot for this was approved at the 6 January 2006 Meeting of the Executive Member for Planning and Transport and Advisory Panel). In theory this network will have the capability of carrying CCTV data through a private, revenue free network wirelessly from any point within the covered area to any other point, and will offer the opportunity to migrate a number of systems where communications leasing costs are now being incurred. Experience with the pilot has shown that the arrangement works for low volumes of data but the density of the network necessary to carry CCTV data within the geography that is York will need to be far greater than originally thought. That conclusion called into question the financial viability of the project and thus a similar concept, a WiMAX system has been identified as a possible cost effective solution.
26. The WiMAX system is similar to the Mesh arrangement and has the potential for revenue cost savings when compared to current arrangements. It is, however based upon technology that has a number of central nodes which wirelessly interact with connected equipment, with the nodes being connected by a hard wired circuit. It is this revised communications system that is to be the subject of the trial mentioned in paragraph 17.
27. The future roll out of the Relocatable CCTV layer and the conversion of the main layer depends upon the success of these trials. At the time of writing it is anticipated that the trial will progress towards the end of the Summer/early Autumn. If the company decides not to proceed in York then officers will need to identify other options, such as seeking an alternative organisation.

28. There are significant benefits to be had by migrating the existing cameras to WiMAX network and using the network to deploy new and connect existing cameras. In brief, the benefits are;
- ❑ Reduced revenue costs – the network is owned and operated by the City Council, whereas the existing fibre-optic link are owned by BT and leased to the Council.
 - ❑ Quick deployment of new cameras – anywhere in the area covered by the network, new cameras can be erected and connected to the CCTV system, (subject to securing any necessary approvals & power supply). This is particularly useful where camera enforcement is being considered under the new Traffic Management Act 2005, as it means cameras can be quickly placed where they are needed.
 - ❑ Cheaper cameras can be used where appropriate – at locations where cameras are needed solely for traffic monitoring (rather than enforcement or evidence gathering), less costly web-cam type cameras can be installed with minimal effort (such cameras can even be made fully mobile and fitted to vehicles).
 - ❑ As the cameras using the network will essentially be using Internet based technology, images from the CCTV system can be published to the web. This would offer the public, instant access to live images of traffic conditions around the City. The principal of this has been tested over the last 18 months using a webcam located on Tadcaster Road.
 - ❑ The move to a digital system will allow progress to be made in integrating the CCTV system into the wider TCMS system. This will allow access to CCTV images to be available to officers engaged in managing the highway network using the TCMS, and hence deliver a higher level of integration (and usability) of both systems. Again, this offers real benefits in delivering the Council's obligations under the Traffic Management Act 2005.
28. The deployment of the new network also means that expansion of the main CCTV system becomes more affordable and hence greater coverage can be provided for any given allocation of money. For example a digital camera linked to a WiMAX system should reduce costs by in the region of £20k, in comparison with an analogue camera.

CCTV network coverage expansion

29. Working with the Crime Analyst of Safer York Partnership, gaps in the coverage of the main CCTV network have been identified. It is estimated that 16 new units would be required to close these gaps. The identified sites are show diagrammatically in Appendix A. These are only generalised since no detailed investigation has been undertaken to determine the exact field of view of any camera, etc. The precise camera location is also notional since there may be Planning or other considerations that preclude the use of the site identified.

30. Given that funding to deliver all 16 cameras may prove problematic, crime statistics have been analysed concerning all 16 sites and the potential new units ranked in order of priority relative to the amount of CCTV detectable crime within their area of coverage. This analysis is given in **Appendix B**. The camera priority order is:

Rank	Location	Rank	Location
1	Coppergate	9	Goodramgate/College Street
2	Low Ousegate	9	Lendal/Museum Street
3	Jubbergate/Newgate Market	11	Blake Street/Museum Street
4	Clifford Street/Lower Friargate	12	Monkgate/Lord Mayors Walk
5	Tanner Row/Rougier Street	13	Castlegate/Coppergate
6	Coney Street/New Street	14	St Andrewgate
7	Toft Green	15	Minstergates/Stonegate
8	High Petergate/Duncombe Place	16	Tanners Moat

Monitoring

31. The current CCTV staffing levels comprise a total of four daytime operators and three night time. Whilst there is provision for a CCTV relief operator on the establishment this post is not directly funded, it is supported through the overtime budget. Attempts to recruit have proved unsuccessful, as applicants have been deterred by the commitment (the training requirement for a relief operator is identical to that for a permanent operator) with no guarantee of regular employment.
32. This level of establishment has been shown to present challenges in providing the expected level of service. For example, during recent attempts to fill a vacancy, the monitoring service has been very dependant upon voluntary overtime working to cover the gap. In due course Members will need to consider how this lack of resilience can best be addressed. Potential options may include:
- Increase the establishment
 - Decrease the hours that the system is monitored.
32. The first has budget and recruitment implications (recruitment into CCTV operators posts has always been very difficult). The second has relationship issues with the Police and local community.
33. The small size of the establishment is also an issue at weekends. Generally during the day having four operators means that for known busy periods the system can be monitored by two people. That ability does not exist at night and all night operators have to work alone. Whilst generally speaking this is not a problem during the week at weekends it can become very difficult. There are regularly occasions on a Friday, Saturday and Sunday night when

a shift starting at 11.30 pm is responding to calls and directing police responses right through until 5 or 6am with hardly any time for a break.

34. Again in due course members will need to consider how best to address this problem. Potential options may include:
- ❑ Increase the weekend establishment
 - ❑ Hand over the management of the system at weekends to the police and stand down CyC staff
 - ❑ Obtain 'in control room' assistance from the police at weekends as part of normal police duties
35. Again recruitment of someone just to work weekend nights is likely to be an issue as is obtaining a binding commitment from the police to provide staff week in and week out. Members will also need to consider any implications concerning the Data Protection Act, Civil Liberties, the Security Industry Board and the council's own Code of Practice. Budget is similarly likely to be an issue to be considered.

Replacement budget

36. CCTV equipment will, like all electrical equipment, break down. The instances of breakdown will increase with use and with age. With the CCTV system in constant use and relied upon by so many it is crucial that it remains available and that its downtime is minimised. At present due to a large injection of funds in 2006 most of the system is in a good state of repair. However, elements are still over 15 years old and what is in good condition now will deteriorate within the next few years. The budget structure does not recognise the need for continual renewal of existing equipment and thus at some point in the not too distant future there will again be a crisis like that faced by the council at Christmas 2005.
37. Ideally the council should establish a suitable budget to enable the equipment to be renewed on a rolling basis and thus prevent sudden equipment failure or failure which cannot be repaired due to lack of available budget.

Corporate Priorities

38. The CCTV system presently serves a dual function, both in the monitoring of the use highway network, and thus providing a means of managing traffic conditions, and also in the monitoring of potential criminal and anti-social behaviour. The former function being in accordance with the Council's service objectives:
- SO19 – Manage the highway network so as to minimise congestion and delays.
- SO20 – Ensure the effective enforcement of regulations/standards relating to parking and work on the highway.
- The second ties in with SO21 – Contributes to the objectives of the Safer York Partnership.

Implications

Financial

39. As the report is a position statement there are no direct financial implications. Future reports making recommendations on further development of the CCTV system will include such implications. Members are asked to note Table 2, which outlines the approximate range of future costs which could be linked to future decisions on the development concepts.

Table 2 – financial dimensions

WiMAX/Mesh network	£350,000	Currently covered area only*
16 Mesh enabled CCTV cameras to complete the main system	£144,000	
5 relocatable cameras	£75,000	
Increase in CCTV establishment by One daytime operator	£20,500	
Increase in CCTV establishment by One nighttime operator	£23,500	
increase in CCTV establishment by a weekend only night time operator	£19,000	3 shifts of 10 hours each
Rolling replacement budget	£50,000	see note **

- sites monitoring the A64 , Burton Green and Ashton Park would remain in the fibre optic system.

** This sum will allow all 60 cameras to be replaced over a 10 year period

Other Implications

40. There are no HR, equalities, legal, crime & disorder, IT or property implications at this time.

Risk Management

41. There are no risks associated with the recommendations of this report.

Recommendations

42. It is recommended that:

Members note the present status of the CCTV system, the ongoing development work, and the potential future development options.

Reason: As requested in the policy prospectus.

Contact Details

Author:

Peter Evely/Richard Bogg
Network Management
Phone No 551414/1426

Chief Officer Responsible for the report:

Bill Woolley
Director, City Strategy

Report Approved

Date 13/7/07

Specialist Implications Officer(s)

Financial – David Gladders, City Strategy Finance

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

All

For further information please contact the author of the report

Background Papers

York's Traffic Congestion Management System (TCMS) – Achievements and Development – report to the 6 January 2006 Meeting of the Executive Member for Planning and Transport and Advisory Panel

Upgrade of York's Closed Circuit Television System - report to the 1 February 2006 Meeting of the Executive Member for Planning and Transport and Advisory Panel

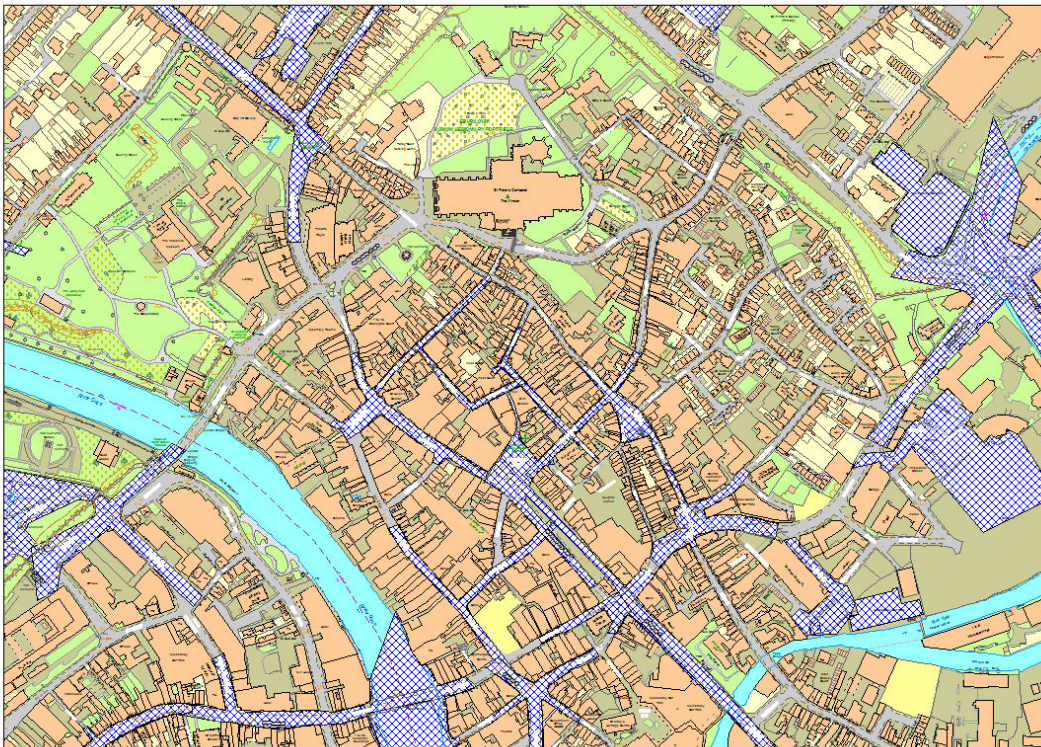
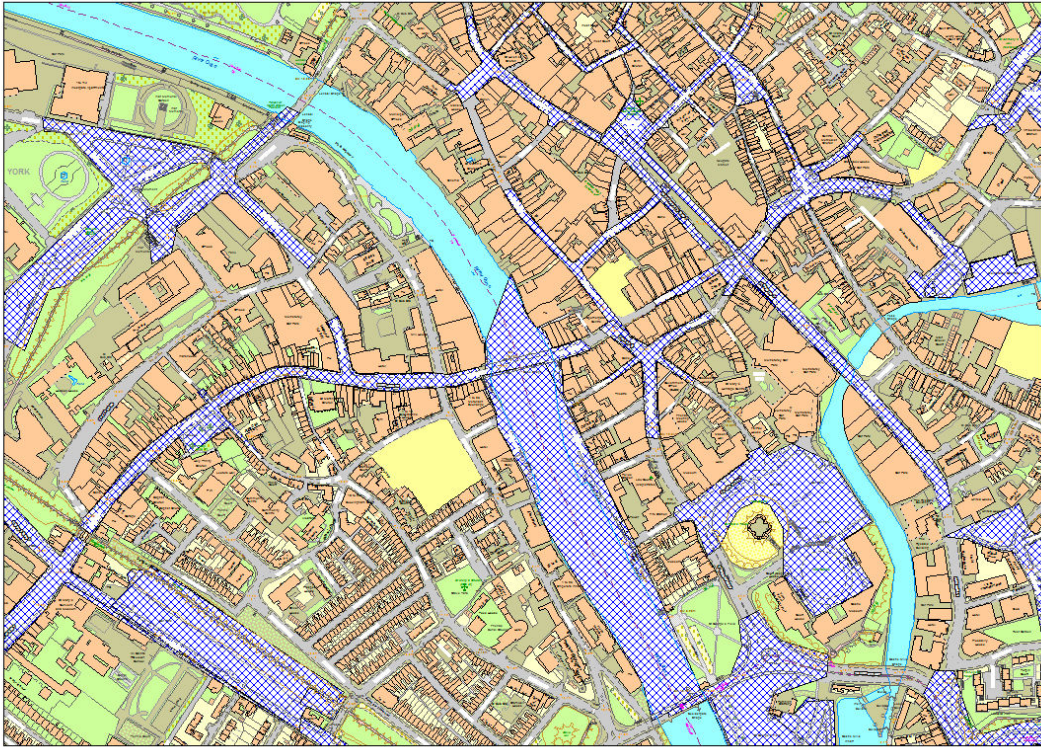
Annexes

Appendix A – Geographical Location of Proposed New Cameras

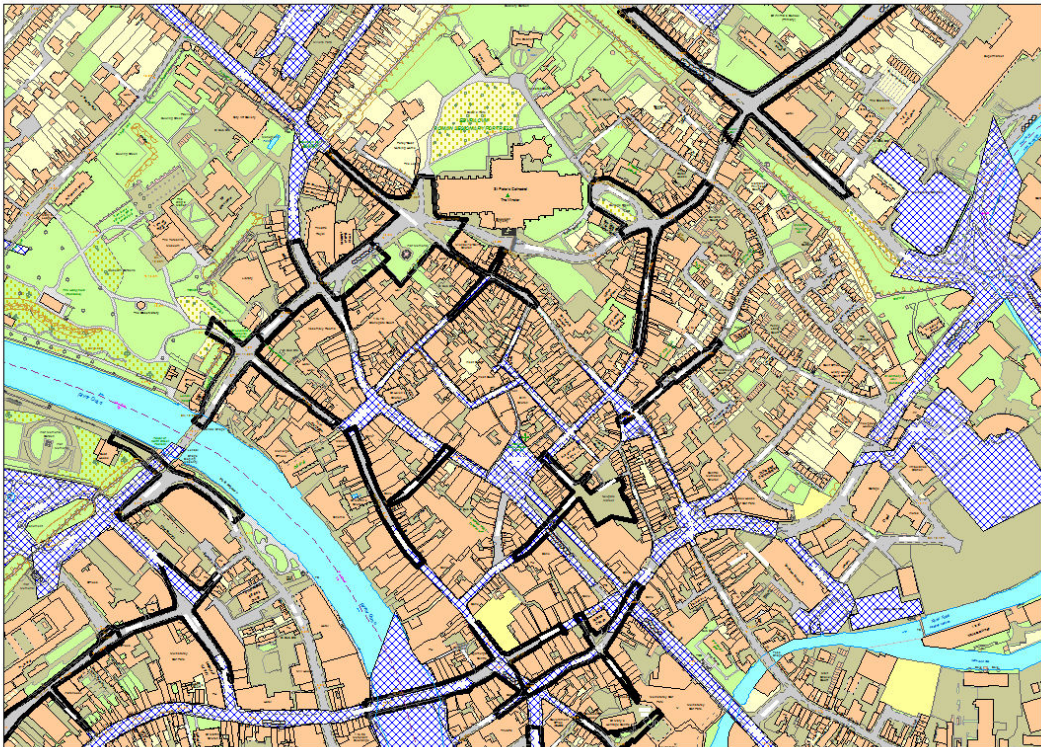
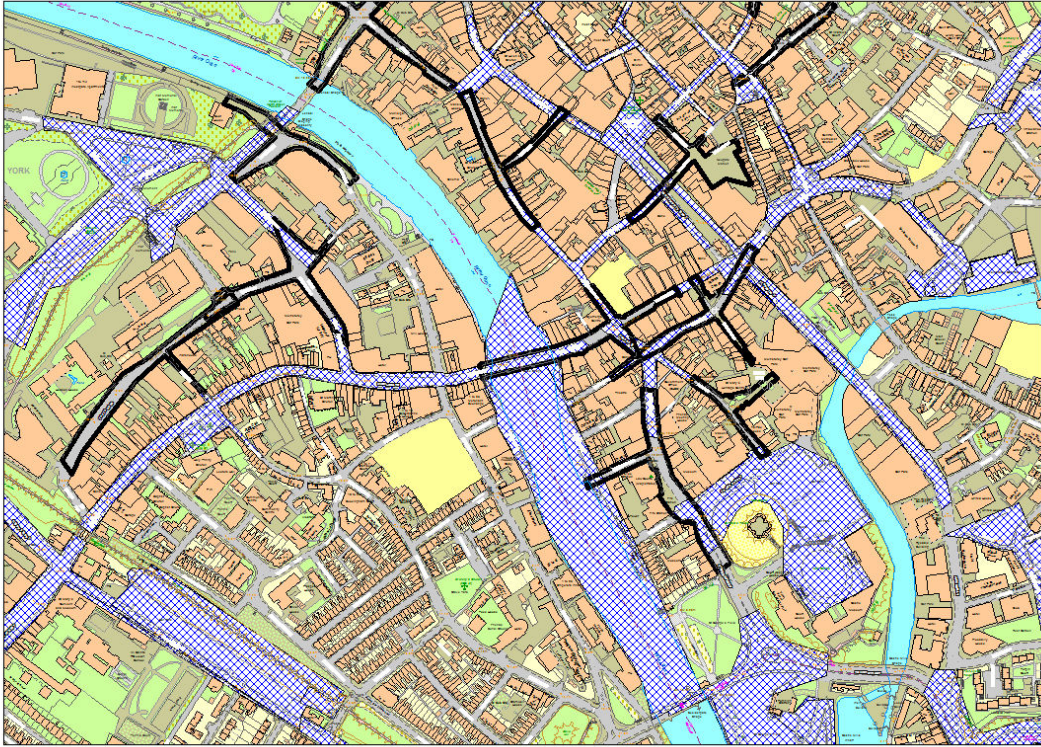
Appendix B – Installation Prioritisation for Proposed New Cameras

CCTV Possible New Locations June 2007

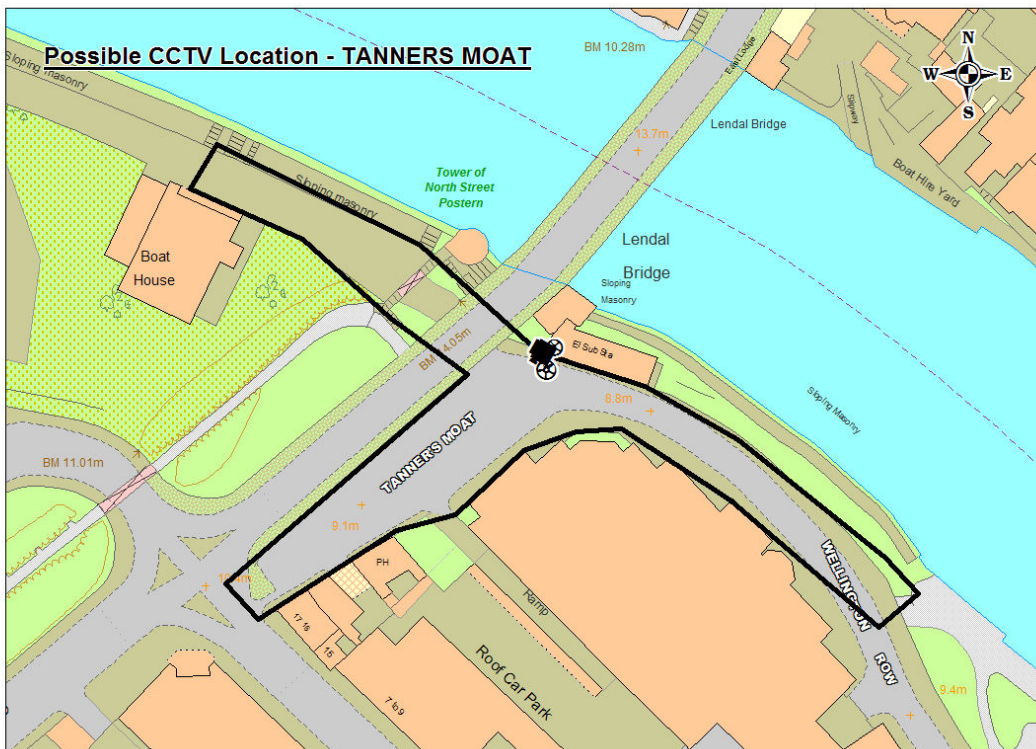
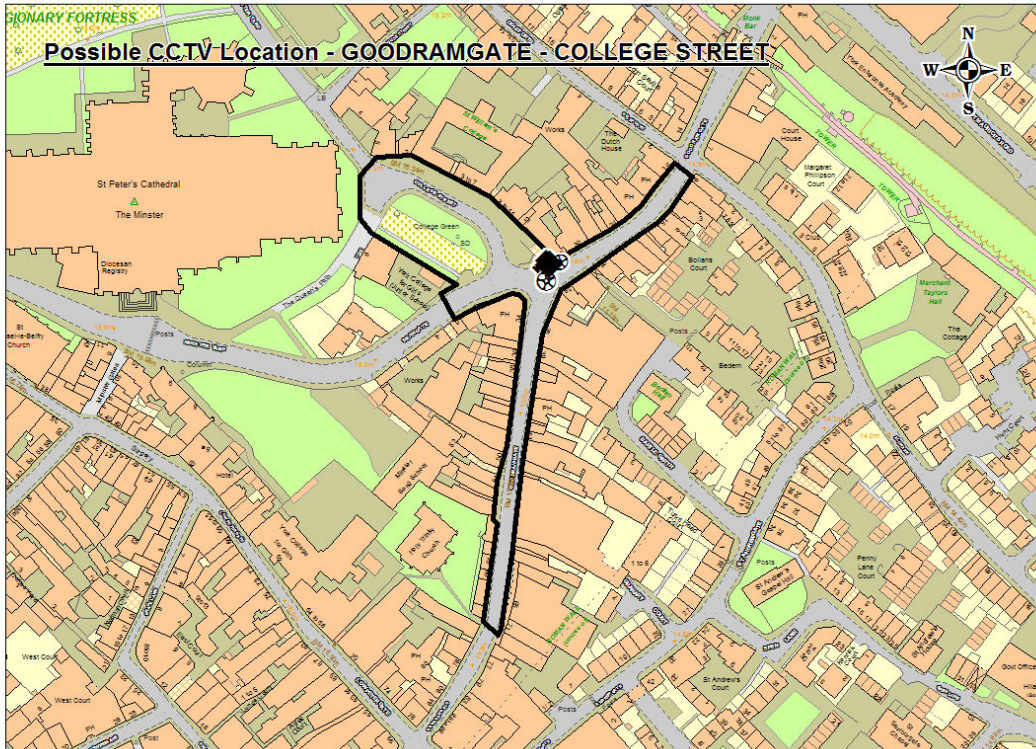
Maps which show existing coverage

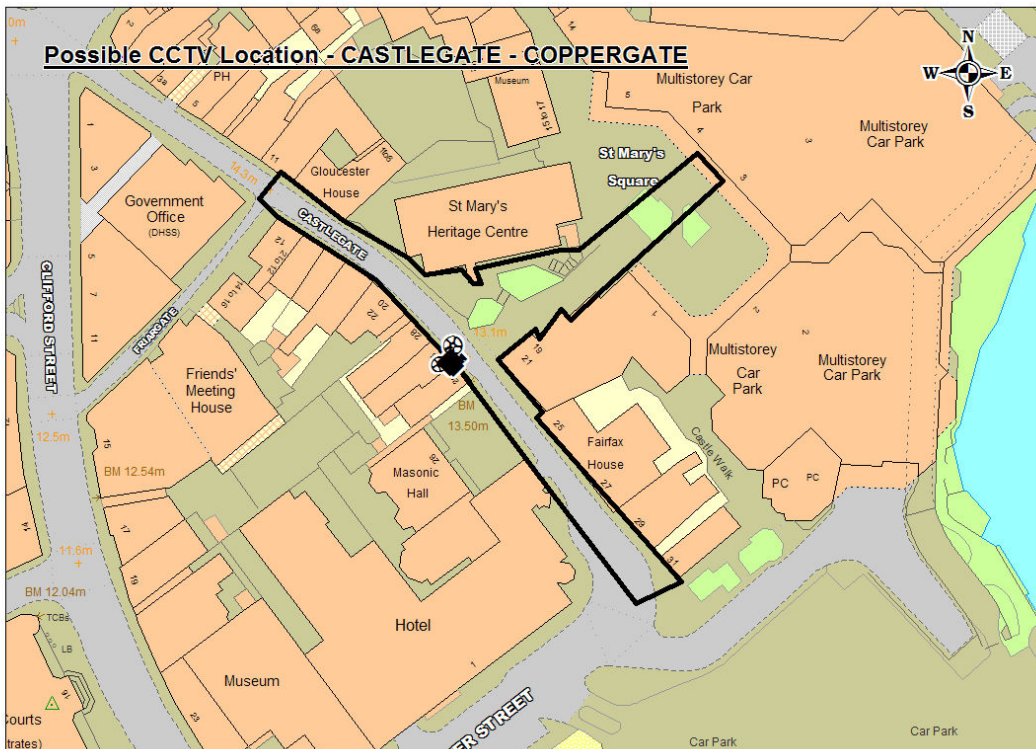


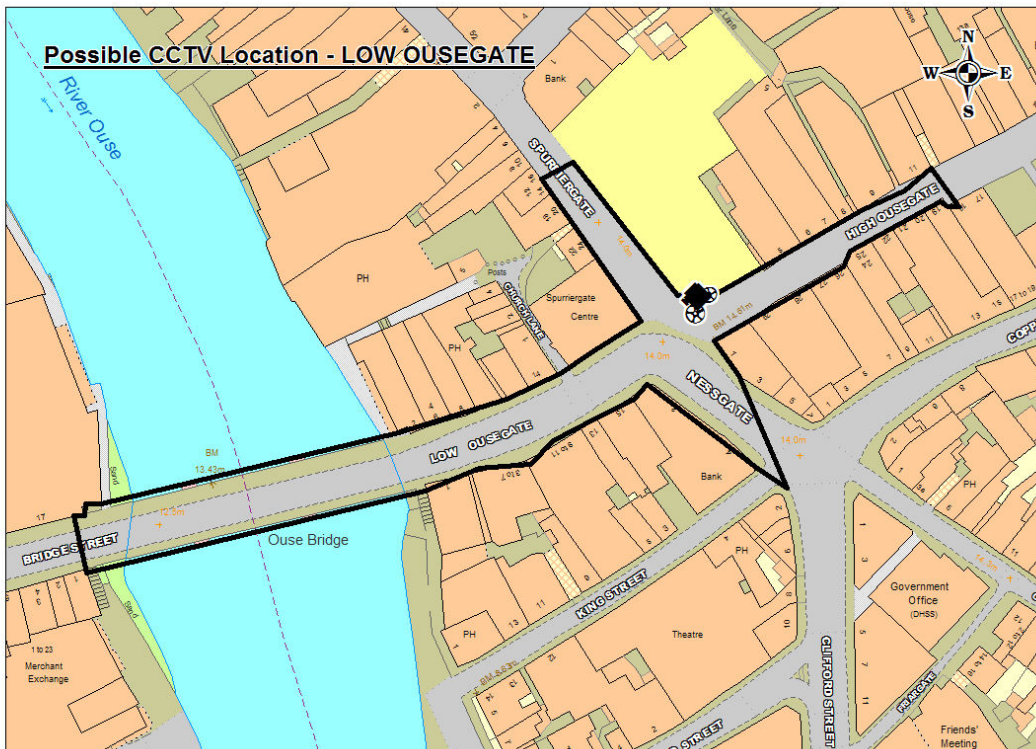
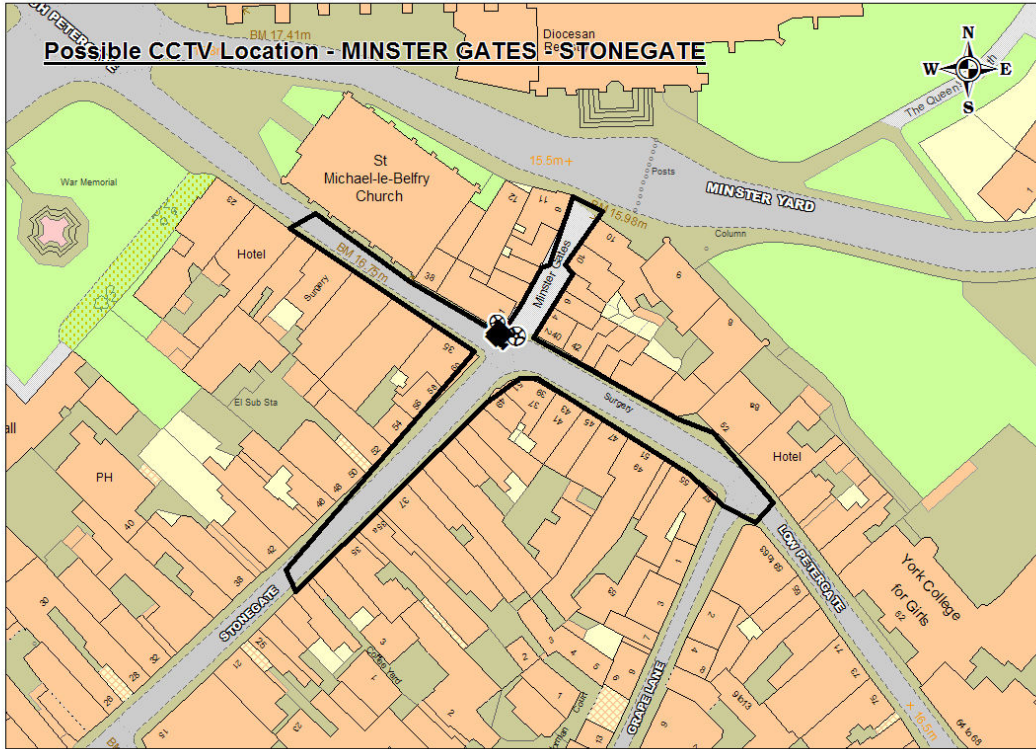
Maps which show possible new coverage

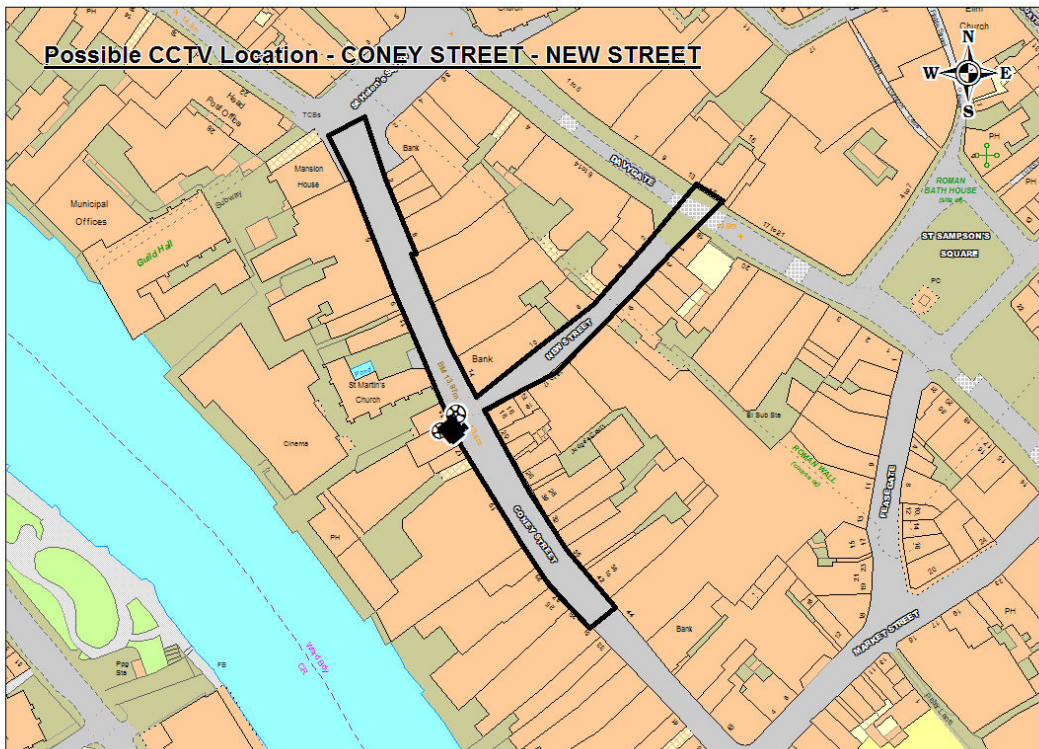
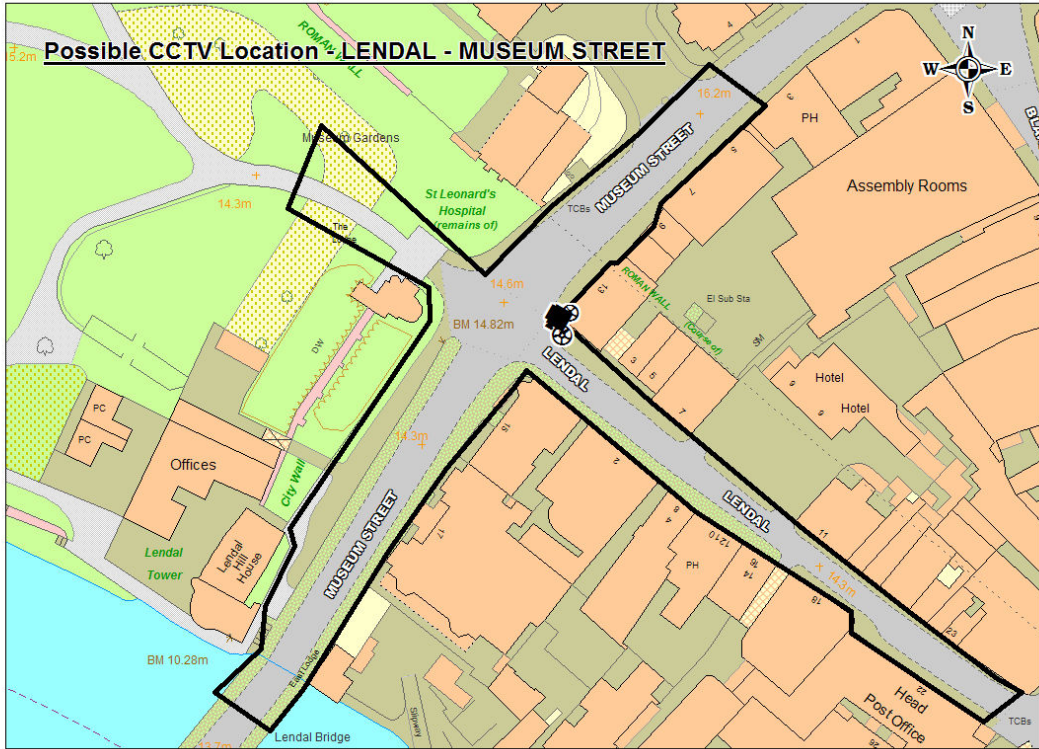


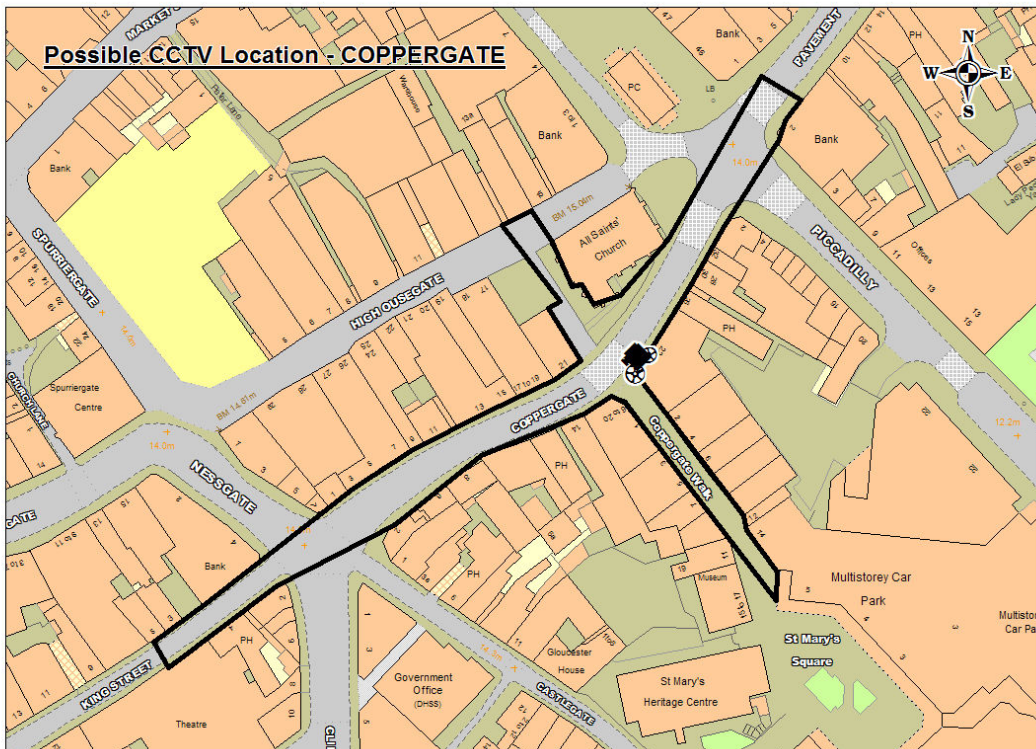
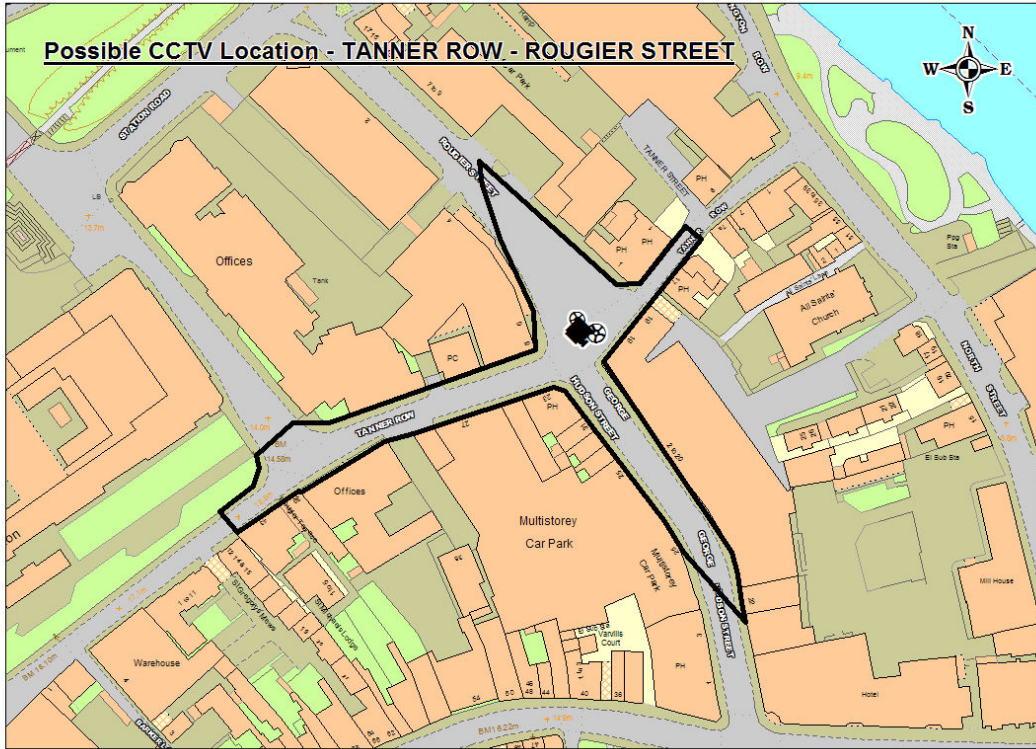
Maps of the proposed sites showing their possible coverage

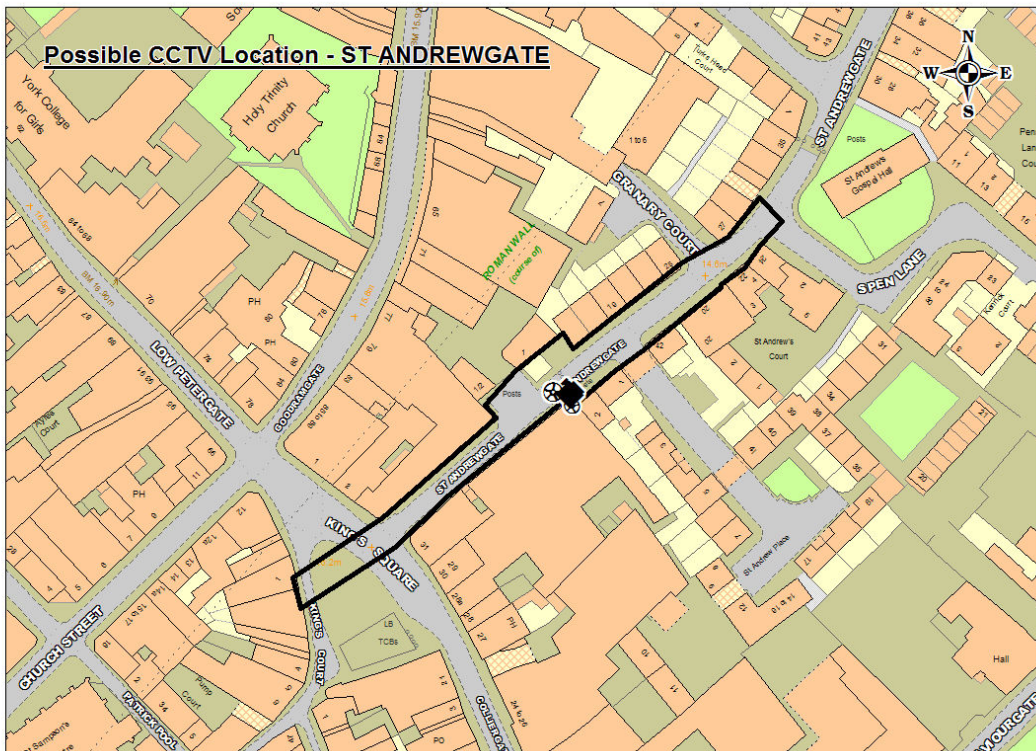
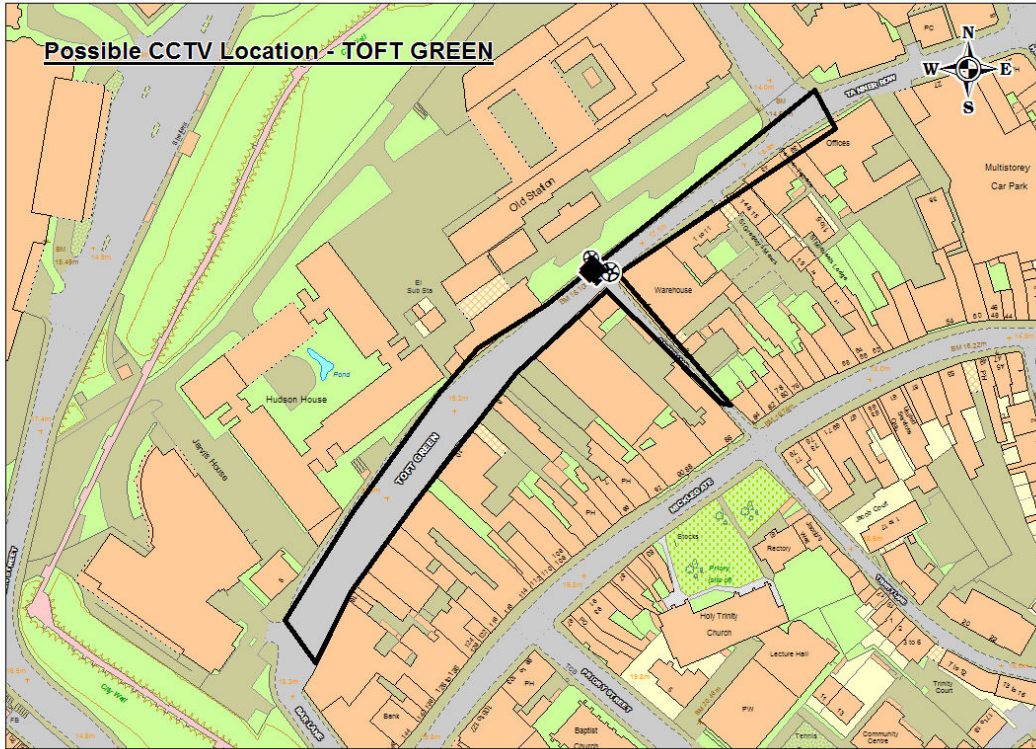


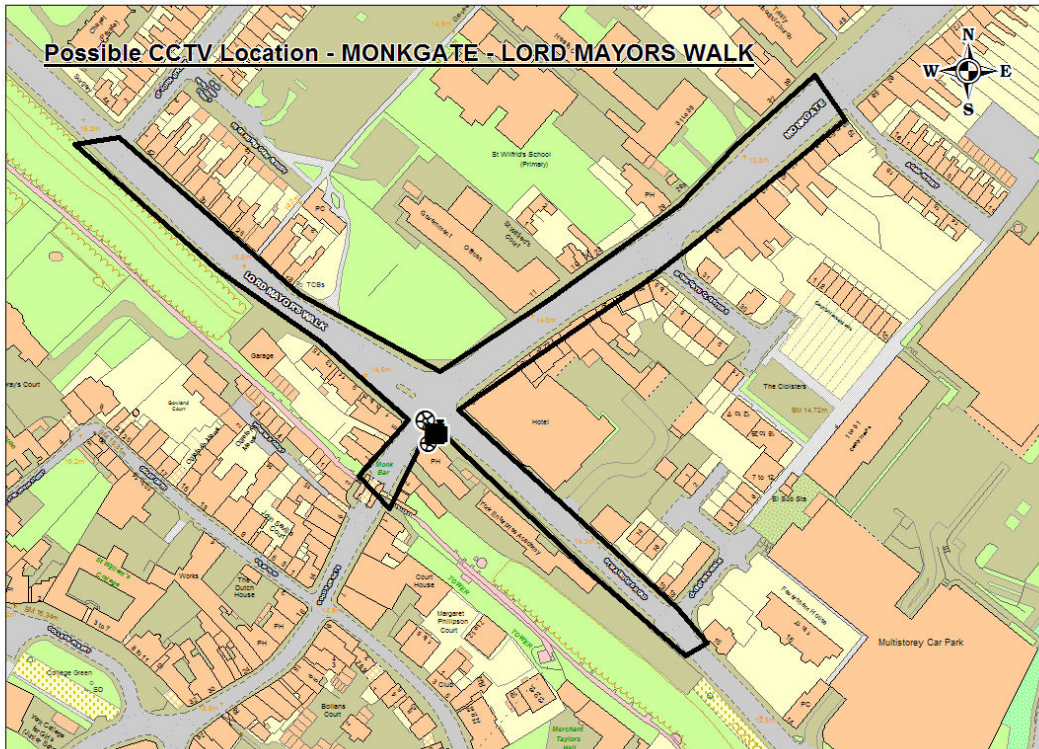
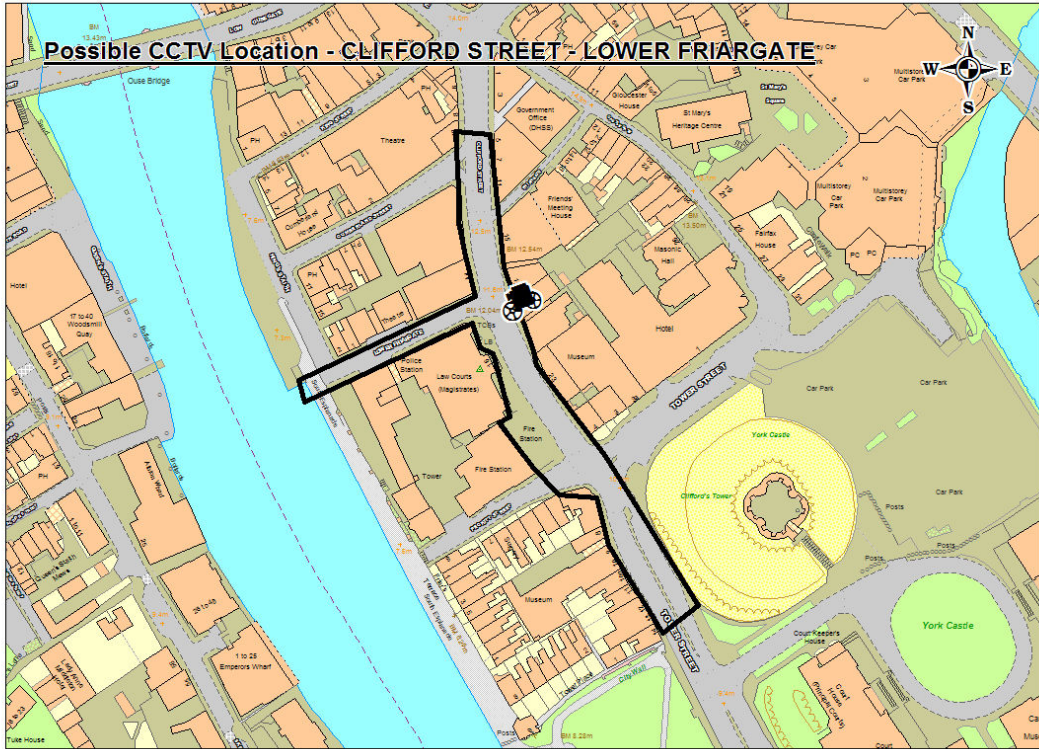












Comparison between the 16 possible locations proposed for CCTV in York City Centre June 2007

ID	2006-07										2006-07										2006-07			
	Totals										Rank										Total of Ranks	Rank of Ranks		
	ASSAULT	AUTO_CRIME	BURGLARY	CRIMINAL_DAMAGE	FRAUD	OTHER_SERIOUS_OFFENCES	SEXUAL_OFFENCES	THEFTS	Grand Total of Crime 06-07	THEFT OF PEDAL CYCLE	Cartesian Area Sq M	ASSAULT	AUTO_CRIME	BURGLARY	CRIMINAL_DAMAGE	FRAUD	OTHER_SERIOUS_OFFENCES	SEXUAL_OFFENCES	THEFTS	Grand Total of Crime 06-07			THEFT OF PEDAL CYCLE	Cartesian Area Sq M
Blake Street - Museum Street	36	3	6	11	4	6		105	171	42	36552	10	8	10	10	9	11	12	8	9	1	10	98	11
Castlegate - Coppergate	33	2	3	11	8	7	1	74	139	13	25994	12	10	15	10	4	10	5	12	12	13	15	118	13
Clifford Street - Lower Friargate	150	11	5	30	5	49	2	133	385	21	41150	2	2	12	2	7	2	3	6	5	7	6	54	4
Coney Street - New Street	65		5	17	9	16	1	403	516	18	35076	6	15	12	6	3	6	5	1	1	8	11	74	6
Coppergate	78	6	8	31	18	37	3	247	428	23	39656	5	3	7	1	1	3	2	3	2	6	8	41	1
Goodramgate - College Street	16	1	13	9	4	2	1	138	184	18	40914	13	13	2	12	9	13	5	5	8	8	7	95	9
High Petergate - Duncombe Place	35	3	9	1	3	8	1	83	143	31	47001	11	8	3	16	12	9	5	11	11	2	2	90	8
Jubbergate - Newgate Market	46	4	16	24	14	13	1	300	418	27	33382	7	6	1	3	2	8	5	2	3	4	12	53	3
Lendal - Museum Street	46	2	5	12	5	4		91	165	30	42154	7	10	12	8	7	12	12	10	10	3	4	95	9
Low Ousegate	101	4	7	23	8	36	5	181	365	27	41366	3	6	9	4	4	4	1	4	6	4	5	50	2
Minster Gates - Stonegate	14		8	7	3		2	54	88	9	26664	14	15	7	13	12	15	3	14	16	14	14	137	15
Monkgate - Lord Mayors Walk	14	21	9	12	1	1	1	47	106	17	67308	14	1	3	8	15	14	5	15	14	10	1	100	12
St Andrewgate	12	1	9	5	4			96	127	14	23528	16	13	3	14	9	15	12	9	13	12	16	132	14
Tanner Row - Rougier Street	154	5	9	19	6	96		108	397	9	39247	1	4	3	5	6	1	12	7	4	14	9	66	5
Tanners Moat	42	2	2	4		15		37	102	15	33038	9	10	16	15	16	7	12	16	15	11	13	140	16
Toft Green	101	5	6	16	2	36	1	72	239	5	42840	3	4	10	7	14	4	5	13	7	16	3	86	7

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Meeting of the Executive

24th July 2007

Report of the Director of Resources

Accommodation Project - Update

Summary

1. This report provides a progress update of the council's corporate accommodation project, which includes the targets and achievements for the period October 2006 to June 2007.
2. The main focus of the report is the outcomes from the Hungate feasibility study, a key area of activity during this reporting period. The study demonstrates how a level of further investment will improve the overall business case for the project and provide further benefits particularly in relation to sustainability and the future use of the building. It sets out the top ten project risks and how these continue to be managed and seeks Member approval to a revised business case for the project.

Background

3. At the Executive meeting on 22nd November 2005, Members approved the overall business case to rationalise the council's administrative accommodation portfolio and to provide a new city centre administrative headquarters, incorporating a one-stop customer centre on the Hungate development site.
4. The key components of the project are:
 - The land assembly at the Hungate site, including the relocation of the Peasholme Centre and the ambulance station, the closure of the Haymarket car park, and archaeological investigations,
 - the property exit strategy including the sale of existing freehold premises and land, and the extension and/or termination of existing lease arrangements,
 - the design and construction of both the new administrative headquarters at Hungate and the Peasholme Relocation Centre,
 - ICT connectivity to the new premises, the reorganisation of the ICT network to two principal data sites, and the decommissioning of all of the vacated sites.

- a review of the current facilities management (FM) arrangements, and the formulation and implementation of a central FM service for the new accommodation,
- a future business needs study to inform the user brief for the new accommodation and the associated development and implementation of future accommodation occupancy arrangements.

Progress To Date

5. The project has been divided into stages with progress being reported at key stages/milestones. The following covers the period since the last Executive report in October 2006 to June 2007.
6. The targets and achievements for this period were as follows.

Relocation Of The Ambulance Station

7. The Ambulance Service has indicated that a contingency plan has been formulated enabling them to commit to vacate Hungate in time to meet the councils overall project timetable. Their preferred relocation site is at Clifton with Yearsley Bridge as a fall back option. Following unfavourable feedback from Planning to their Clifton proposal, a further meeting has been arranged in July to clarify their current position.

New Hostel – Planning Consent

8. Planning consent has been granted for the new hostel at Fishergate and Allerton Construction Ltd, the lowest tender has been appointed as the constructor. The construction phase will start in July 2007 for a period of 40 weeks.
9. The Fishergate business unit has been successfully relocated to a temporary home at Hospital Fields Road, prior to its permanent relocation to Amy Johnson Way.

Archaeological Investigations

10. Archaeological investigations have now commenced on the council's Hungate site and the outcomes to inform the strategy for the construction of the new building are due to be reported in July. Early indications suggest that there is nothing of significance on the site that will warrant anything other than a watching brief during the construction phase of the project.

Extension Of Existing Leases

11. All leases, with the exception of Mill House, have now been extended following negotiations with the landlords. Leases have been granted which meet both the timescales and cost profiles in the project plan. Legal Services are currently working to secure an extended lease for Mill House.

Early Sale Of Blake Street

12. The sale of Blake Street was scheduled to take place towards the end of the accommodation project in 2010. An opportunity to relocate the

occupants of Blake Street to Kings Court and De Grey House and accommodate the Safer York Partnership in one location has been implemented making an early sale and subsequent capital receipt for Blake Street possible. Work is now underway to sell the premises.

Review Of Facilities Management Services (FM)

13. Following a tender evaluation process, Larch Consulting has been commissioned to undertake a review of the council's current FM arrangements. The review outcomes will present options and recommendations, for the future delivery of the FM services, in July 2007. A presentation of a full business case for both the preferred and reserve options will be completed by the end of August.

User Development

14. The architects and space planners attended the user development group meeting on 20th March 2007 to explain the design process and outline the involvement of stakeholders and establish links to each directorate and other key stakeholders (ICT HR, Public Services). Detailed meetings to validate the needs based study information with each directorate took place in April 2007.
15. Work is currently underway to gather detailed information to inform the facilities management review, including data relating to photocopying, stationery purchases, filing, printing and postal services.
16. A workshop is being arranged to formulate the future work plan for the user development group which will include development of the needs based study work, future occupancy agreements, the implications of the facilities management review for services, and the logistics of moving to Hungate.
17. An early pilot study is currently being undertaken within Property Services to establish a toolkit to assist service areas to identify future business trends, supporting work styles and space planning options for the new accommodation.

Hungate Feasibility Study

18. The appointment of the design and construction partnership team for the new Hungate building was completed in February this year following a rigorous tender evaluation process.
19. The partners are: -
 - Shepherds Construction - Constructors,
 - Turner and Townsend - Project Managers,
 - RMJM - Architects,
 - WT Partnership - Quantity Surveyors,
 - Gifford - Mechanical and Electrical.

20. The work of the team will follow the Royal Institute of British Architects Plan Of Work protocol, which describes the design and construction team activities in the form of stages from stage A – Feasibility Scheme Appraisal through to stage L - Completion. A brief definition of each stage is attached at annexe 1.
21. The team have now completed the feasibility study (Stage A and B), which includes the identification and analysis of the client's requirements, the possible physical and planning constraints of the site, the development and establishment of the project brief, the output specification, confirmation of the construction budget and the programme of work. It also includes advice on any physical site restrictions that may effect the construction/engineering options for the project, preparation of the building brief in liaison with the client and the confirmation of key requirements. The end of the feasibility study (stage B) is a key project milestone. The commencement of stage C (sketch proposals) is dependant upon the agreement and confirmation on the overall size and massing of the new building and the target construction cost per square meter. The following is a summary of the feasibility work that has been undertaken.

The Design Brief

22. The accommodation business case approved by the Executive in November 2005 incorporates the Guildhall, St Antony's House at Clarence Street and 50 York Road, Acomb into the new accommodation portfolio.
23. A detailed needs assessment study across all service areas has identified that we will need to accommodate 1,496 staff in the new portfolio. The number of staff to be accommodated at St Antony's House and 50 York Road is 92. The Guildhall space has been identified for full council meetings (council chamber), ancillary meeting/conference room space and medium to long-term storage. The design brief for Hungate has therefore identified the need to accommodate 1,404 staff.
24. The key areas of the design brief for Hungate can be summarised as follows:
 - the building must be modern and sustainable in its design, construction and subsequent operation,
 - the design must be customer focussed and include a face to face customer centre (York Customer Centre),
 - the building must be effective and efficient to enable the delivery of excellent customer services and unlock efficiency gains identified as part of the Gershon agenda,
 - it should be expressive to reflect the image and values of the council,

- it must provide a modern office environment, which supports an open interactive culture and facilitates flexible working styles.
25. In addition to this the council has set a number of principles to ensure an effective design and future use of the building. These are as follows:
- a fully integrated York Customer Centre,
 - an open working environment with no individual offices but with a variety of spaces that reflect the needs of each service area, supports new working styles and ensures the effective and efficient use of space,
 - a minimum staff to desk ratio of 5:4,
 - a minimum business storage allowance of 2-3 liner metres per workspace.
26. A central facilities management service that incorporates corporate functions such as; postal services, printing, photocopying, stationery, refreshment facilities, room bookings and corporate hospitality.

The Brief Analysis

27. The designers have examined the detailed information from the needs based study and categorised the space needs as follows.
- The general office area to include a variety of spaces such as general desk space, formal and informal meeting space, quiet space, breakout space incorporating a refreshment area, project space and storage space for both personal and business storage. Also included within this space will be central hub space sometimes referred to as core space for printing photocopying, stationery storage and the distribution of post.
 - Ancillary space linked to individual service needs that fall outside the normal office provision and includes areas such as training facilities, ICT server room, equipment and secure storage.
 - General corporate space to include the York Customer Centre, cyclist changing/shower facilities, conference suite, a corporate café style area (likely to be let on a franchised basis) and medical and faith rooms.
28. The design team have highlighted the ancillary space and general corporate space and allocated what is considered to be an appropriate amount of space for the functions identified. In terms of the general office space, which is the largest area of the building, a number of space planning examples have been tested out in diagrammatic form based upon traditional and new ways of working. The analysis and

review of these examples has resulted in a total gross area requirement of 13,122m² for the new building at Hungate.

Sustainability

29. The delivery of a sustainable development is identified as a key requirement for the council and the aim is to achieve three main targets as follows:
 - a British Research Establishment Environmental Assessment Model (BREEAM) score of 'Excellent',
 - to better the Building Regulations CO² requirement by 30%,
 - to include 20% on site renewable energy generation.
30. The building will incorporate various low or zero carbon technologies.
31. A sustainability group has been set up to include Members, the councils sustainability officer, the councils lead design engineer and the design team to identify and develop the sustainability opportunities.
32. Between now and October (when the planning application will be submitted) the design team will research and evaluate the implications of the various technologies within the site, the building characteristics, various constraints and, with the support of City Strategy, the opportunities to obtain external grant funding. The purpose of which is to develop a very sustainable building, a building that the council can be proud off. A document will be prepared by the mechanical and electrical designers on the technologies that will be considered through stage C and those which will not be considered further.
33. To date, the design team has identified the need to consider energy demands and building efficiency systems as a priority, before looking at renewable energy production. With good integrated design our energy consumption and subsequent fuel cost will be reduced. In terms of energy production, early analysis shows that there are two high impact solutions that will reduce our carbon emissions. They are biomass heating and biomass combined heat and power (CHP). Other stand-alone possibilities include ground source heat pumps, wind and photovoltaics, which provide energy and CO² savings of various levels. Consideration is currently being given to a sustainability bio tower, which concentrates the major servicing elements into a single tower form to allow the sustainable features to become part of the architecture of the site and a visible and transparent expression of the council's sustainability aspirations.

Site Analysis

34. The analysis of the Hungate site has included;
 - archaeology on the site,

- flooding datum and associated risks,
- the consideration of listed buildings within the vicinity including the adjacent Black Swan pub,
- planning and conservation issues relevant to the setting of this development
- the overall master plan for the Hungate area and the massing of the adjacent mixed use blocks,
- access to the site and the recognition that York is one of the county's premier cycling cities,
- the orientation of the building and the sun's path,
- site constraints such as noise and traffic,
- boundary restrictions,
- site opportunities such as the high level views of the Minister.

Options Analysis And Appraisal

35. Throughout the options analysis, various massing options for the accommodation have been explored which test generic office massing forms, together with forms which respond to specific site conditions.
36. Four options have been evaluated against the following criteria (see annex 2):
 - urban considerations (context, massing, planning etc),
 - operational considerations (plan form construction strategy service strategy etc) and
 - aspirational considerations (creation of a civic building for the City of York).
37. As a result of the options appraisal, the strongest option is option B which groups the office accommodation together on 5 floors in a regular form, driven by a grid and efficient office planning. The York Customer Centre and the conference suite are more public and therefore driven by function rather than grid on the ground floor and the front elevation on the first floor.
38. The strongest option has been reviewed to assess its implications on the council's brief and the outcomes confirm that the proposed massing of the strongest option would in the main accommodate the earlier estimate of approximately 13,122 gross m².

Benchmarking

39. There are currently a number of inflationary pressures relating to construction due to a booming industry, both nationally and regionally, and a record level of material price inflation. Particularly, mechanical electrical engineering, steel, copper and glass. The rapid evolution of the sustainability agenda is being driven by a number of factors that have gained greater prominence and relevance in recent years including the 2005 Part L Building Regulations. These regulations and the setting of an excellent BEEAM rating can add between 5% and 15% to the capital cost of an office building.
40. Taking this into account, a benchmarking study has been undertaken on a range of office accommodation projects of varying types and quality. This information has been developed by the cost consultant to ascertain a benchmarked cost per square meter for construction updated to 2009 quarter 2. The costs identified range from £2,629 per m² for a prestigious City of London office block to £1,352 per m² for an out of town general office which only achieved a good BREEAM rating. The accommodation project team has visited Edinburgh City Council's recently built offices as it incorporates similar features to the aspirations of the CYC brief. The cost of Edinburgh building was £2,103 per m². The study targets £2,000 per m² as an average cost for an office building.
41. Taking account of the inflationary pressures on the construction industry, the overall needs of the council, particularly in relation to its sustainability aspirations, and the location of the building and planning requirements on a new development site in the city centre, the council is advised to make a provision of around £2,000 per m² for its new accommodation at Hungate. In order to set a challenge for the design and construction partnership team a target of £1,880 per m² is proposed.

Feasibility Summary

42. The feasibility study confirms that the Hungate site can provide a building of adequate size (**13,122 m²** gross) that will meet the overall needs of the council and include the York Customer Centre, other civic space such as a corporate conference suite and general office accommodation to support **1,404** staff. The study recommends the massing **option B** as the preferred solution. In line with other national benchmark schemes a target of **£1,880** per m² for construction is proposed which equates to the need for a construction budget of **£24.67m**.

Benefits

43. The recommended solution will deliver a building that is modern and sustainable, responsive to new environmental legislation, in tune with the climate change agenda that meets the sustainability aspirations of the Council. It will be customer focused through the provision of a customer centre.

44. It will be effective and efficient in its design, construction, subsequent operation and cost in use, incorporating appropriate systems and robust materials and finishes that are easy to manage and maintain. The building will be of a sufficient quality to be flexible and adaptable to respond to the changing needs of the council and stand the test of time. It will be capable of supporting the efficient utilization of space, new ways of working and the implementation of the Council's Organisational Effectiveness Programme (OEP).
45. The recommended solution will also incorporate current inflation pressures and reference to benchmark schemes, recent changes to the Part L of the building regulations, revised planning and sustainability requirements and a BREEAM rating of very good/excellent.

Financial Update and Implications

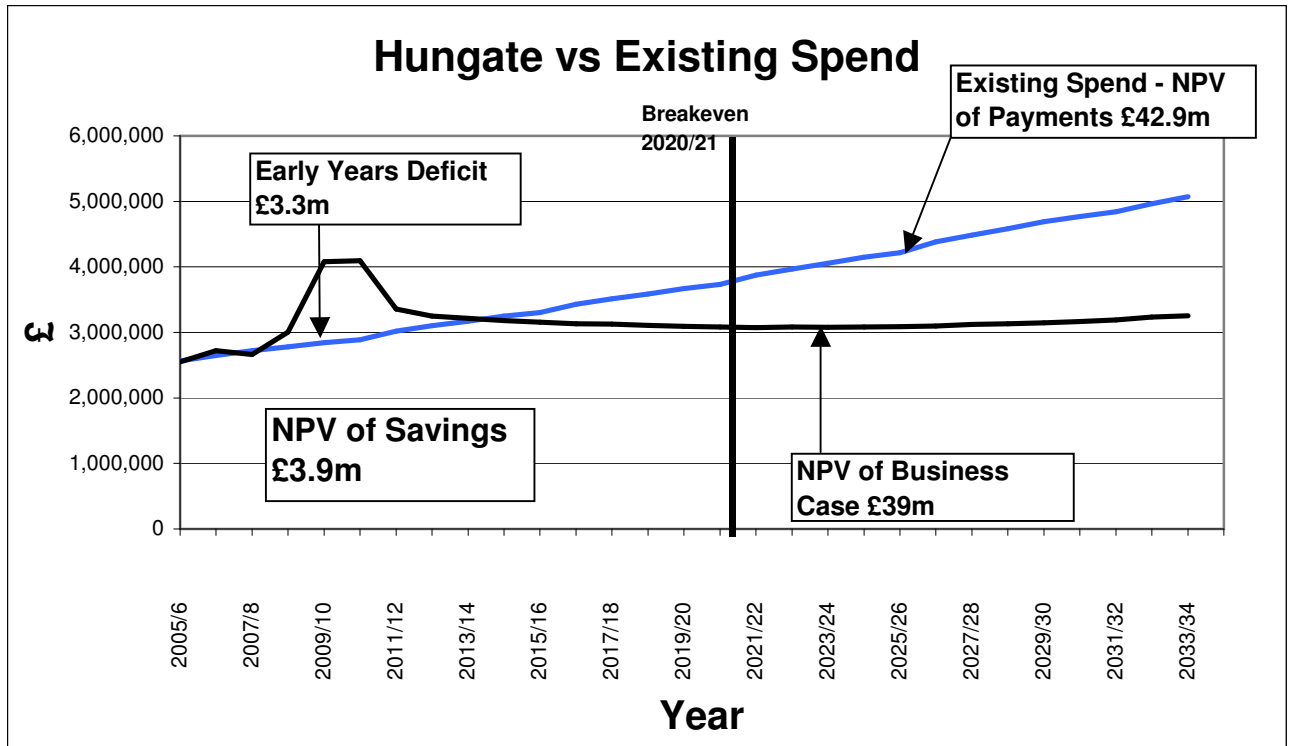
Background

46. The Executive approved the initial outline business case (OBC) for the administrative accommodation project in November 2005. At that time it was recognised that the rationalisation and integration of the Council's administrative accommodation from 17 buildings to 4 was vital for the continued efficient operation of the Council. The OBC highlighted that the existing accommodation was costing £2.6m per annum, but would require significant capital investment to eliminate the repairs backlog on these buildings, bring them up to modern standards and meet legislative requirements.
47. The OBC compared the existing accommodation costs with the projected costs of a new building over a 30-year period. It was based on the best available information at the time and was predicated on the following interlinking factors:
 - Capital cost of the new build;
 - Capital receipts from the disposal of existing freeholds;
 - Borrowing to make up the difference;
 - Cost of Borrowing;
 - Existing running costs;
 - New Build running costs;
 - Efficiency savings from consolidation of sites.
48. The business case highlights the interrelationships between capital spend and the revenue budget. For example, the higher the capital spend, the higher the level of borrowing would be, resulting in higher debt repayment costs which impacts on the overall affordability of the business case.
49. The OBC was based on whole life costing and represents a move away from the traditional fixed capital budget approach. As part of the business case a financial model was developed, which highlighted that, the Council would generate long term savings by moving to purpose

built offices. It was also realised that there would be some short term costs (such as interest payments on the borrowing) that would have to be incurred before the full savings could be realised. To address the short-term impact the Executive agreed that the venture fund would be used to smooth the impact on the revenue budget.

50. The OBC therefore introduced two indicators of affordability:
 - Net Present Value (NPV) of Savings¹ over 30 years;
 - Early Years Revenue Shortfall.
51. The existing administrative accommodation revenue budget is £2.6m per annum, which equates to a NPV of £42.9m. The NPV of the OBC was £40.2m, resulting in a saving in today's prices of £2.7m. The early years deficit amounted to £3.1m.
52. Since November 2005 the business case has been further developed as costs have become clearer and refinements have been made. A revised affordability position was reported to the Executive in October 2006 when the NPV of savings was £3.7m and the early years deficit was £3.1m.
53. The affordability position as at June 2007 stands at £3.9m NPV of savings with a £3.3m Early Years Deficit. The graph below illustrates the cash flows associated with the existing accommodation compared to the June 2007 business case.

¹ The Net Present Value (NPV) is the cost of a future payments expressed in today's prices. A simple example of this is that £1m received today is worth more than £1m received in 10 years time, due to the fact that the £1m can be invested today at a rate of interest and will inevitably be more than £1m after 10 years. The NPV calculation discounts future payments down to a single price base.



Feasibility July 2007

54. The original business case allowed for the largest building possible on the Hungate site, this was for 15,300 m². The preferred option from the feasibility study is for a more efficient, 13,122 m² building. Although the benchmarking exercise has highlighted the construction cost pressures, the reduced space requirement results in running cost savings from operating in a smaller building. These running costs have also been benchmarked and are considered to be realistic.
55. The gross capital budget for the business case is currently approved at £37.2m. The increase in the costs of construction are illustrated in table 1 and represents the additional budget required to bring it in line with the revised business case highlighted in this report. The increase in the cost of construction is £3.117m and it is envisaged that this will all be incurred during 2009/10. Confidential Annex 3 provides a detailed breakdown of all the capital and revenue budgets.

	Spend to date	2007/8	2008/9	2009/10	2010/11	Total
	£000	£000	£000	£000	£000	£000
Current Budget	2,070	5,010	12,895	14,199	3,013	37,187
Revised Budget	2,070	5,010	12,895	17,316	3,013	40,304
Change to programme	0	0	0	+3,117	0	+3,117

Table 1 – Revised Capital Programme Budget

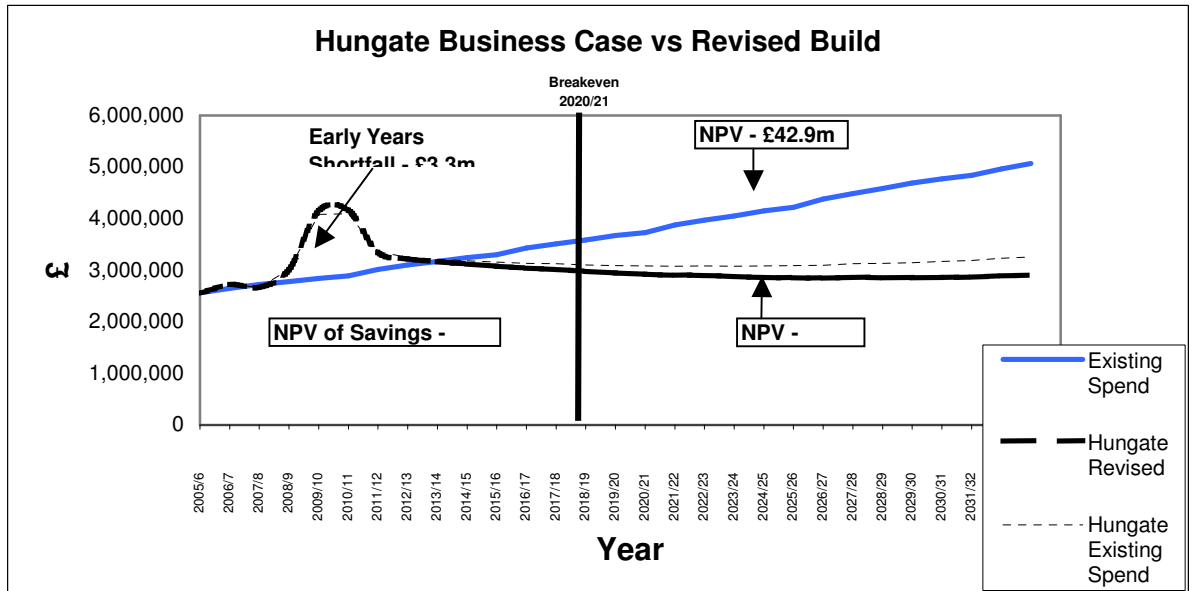
56. The running costs of moving from a 15,300m² building to a 13,122m² building are summarised in table 2. The difference between the

existing running costs and those of the new building are initially used to finance the borrowing.

	Change*				
	Existing	Hungate OBC 15,300m ²	Hungate Revised 13,122m ²	From Existing	From OBC
	£000	£000	£000	£000	£000
Rental Costs	873	56	56	-817	0
Business Rates	509	650	523	14	-127
Running Costs	1183	1167	773	-410	-394
Total	2565	1873	1352	-1213	-521

Table 2 – Running cost comparison

57. The revised affordability parameters of the project at this stage now show a NPV of savings of £5.15m and an early years deficit of £3.3m. The chart below illustrates the revised cash flows when compared to the existing accommodation and the OBC.



58. It is important to note that as the project develops any changes to the inputs will have an impact on the affordability of the project; for example, the affordability could improve if capital receipts are greater than budgeted for, or decrease if there is project slippage. The exact capital budget will not be finalised until the building design is complete, and is expected to move within the overall NPV and early years affordability parameters. The project affordability is constantly being reviewed and updated for changes, which are reported to the officer working groups, the project board, Member Steering Group and to the Executive through the capital monitoring process.

Project Plan

59. The stage 3 plan to the end of October 2007 is predominantly made up of the design process for Hungate in terms of the sketch design followed by the detailed design and a planning application, together with the outcomes of the facilities management review. The overall timetable for occupation of the new building at Hungate remains on target for June 2010 with key dates as follows:

• Agreed user brief - Hungate	Jan 2007	✓
• Appointment of the design and construction partners	Mar 2007	✓
• Feasibility study -Hungate	June 2007	✓
• Sketch design - Hungate	Aug 2007	
• Detailed design - Hungate	Oct 2007	
• Planning approval - Hungate	Jan 2008	
• Agreement of final design and price - Hungate	Feb 2008	
• Vacant possession of the Hungate site	Feb 2008	
• Commencement of construction at Hungate	April 2008	
• Hungate building completion	April 2010	
• Phased occupation	June 2010	

Risk Management

60. All risks that are likely to impact on the successful delivery of the project have been identified and recorded on the project's risk register. Where possible a mitigation strategy has been developed to prevent, reduce or transfer the risk. Regular reports to the project board include a status report of the risk register. A copy of the top ten current risks is attached at annexe 4.
61. The commitment of the Ambulance Service to vacate the Hungate site to meet the council's timetable and the relocation of the Peasholme Centre has significantly reduced the project's overall risk position.
62. Whilst the land assembly at Hungate remains on the critical path for the delivery of the project by 2010, the risk has been reduced further following planning consent for the new Peasholme Centre and the award of the construction contract scheduled start on site in early July. Early indications from the archaeological investigations suggest that there is nothing of any significance on the site that will require any more than a watching brief during the construction period.
63. The outcomes from the feasibility study work for Hungate has reduced the risk of achieving a building of adequate size to meet the overall needs of the council

64. The revised financial model reflects current trends and inflationary pressures for construction although higher inflation costs over and above this level will still remain a risk.

Communications

65. The project continues to work with Marketing and Communications to ensure that project progress is reported to the wider audience. As well as regular updates in News and Jobs/News in Depth publications, an interactive intranet site and email address has been established. The project's newsletter 'On the Move' was launched in late June and has received a significant amount of positive feedback in terms of its content and presentation. A further edition is scheduled in October/November.
66. Project space has been identified on the ground floor of George Hudson Street where exhibitions, presentations, corporate workshops, and open days will be held throughout the life of the project. The space includes a shop front, which faces onto George Hudson Street, which will be used to raise the profile and interest in the project.
67. Following the July Executive report a series of presentations will be held across the council to include the corporate leadership group, service managers, staff and Members to promote the project and present the opportunities for a significant cultural change in support of the council's Organisational Effectiveness Programme (OEP). Subsequently there will be a full range of workshops with the design team and service areas across all directorates to develop the space planning options for the new building based upon the outcomes of the Property Service pilot study.
68. The end-of-stage update reports are programmed for both Corporate Management Team and Executive meetings. There is also a Member Steering Group (1 Lib Dem; 1 Lab; 1 Con) specific to the project, which meets on a regular basis.
69. Customers of the council will be engaged through the easy@york project, the normal planning consultation process, and publications such as 'Yourcity' and 'Streets Ahead'.
70. The Design Team have worked closely with the Planners, Conservation Team and the Community Planning Group members to ensure that the building reflects both professional and wider community views.
71. Regular update meetings have been held with the trade union representatives and a corporate sub Joint Consultative Committee has been set up. A limited amount of union facility time is being funded through the project to secure their wider engagement and input to the project.

Corporate Priorities

72. The accommodation project is seen as one of the council's imperatives and will support all of the council's aims and objectives and assist in the transformation to a customer focussed 'can do' authority.
73. The project will also contribute to the improvement of City of York Council's organisational effectiveness, particularly:
- IS.10 Improve our focus on the needs of customers and residents in designing and providing services,
 - IS. 11 Improve leadership at all levels to provide clear, consistent direction to the organisation,
 - IS.12 Improve the way the council and its partners work together to deliver better services for the people who live in York, and
 - IS.13 Improve efficiency and reduce waste to free up more resources.

Implications

74. **Financial** – the financial implications of this report are discussed in the financial section above.
75. **Human Resources** – there are no implications from this report.
76. **Equalities** – there are no implications from this report.
77. **Crime and Disorder** – there are no implications from this report.
78. **Information Technology** – there are no implications from this report.
79. **Property** – the property implications are contained within the body of this report.

Options

80. This is an update report and therefore contains no options for consideration.

Recommendations

81. Members are asked to:
- Note the contents of this report and the progress of the accommodation project to date.

- Give approval to the revised business case for the project that supports the outcomes of the feasibility study detailed in paragraph 42.

Reason: To update the Executive on progress achieved and to monitor the project effectively.

Contact Details

Author:
Maria Wood
Project Manager
Tel No.553354

Chief Officer Responsible for the report:
Neil Hindhaugh
Asst. Director Property Services

Report Approved Date 04/07/2007

Simon Wiles
Director of Resources

Report Approved Date 11/07/2007

Specialist Implications Officer(s)

Financial
Name Tom Wilkinson
Title Corporate Finance Manager
Tel No. 1187

Wards Affected: Acomb, Clifton, Fishergate, Guildhall, Heworth, Heworth **All**
Without, Micklegate

For further information please contact the author of the report

Background Papers:

Consultants Report February 2004 - A Strategic Review of the Council's Administrative Accommodation

Consultants' Report November 2004 - Site Option Appraisal

Donaldsons- Administrative Office Accommodation Strategy Business Case (v3.0) October 2005

Atkins – City of York – Administrative Accommodation review, Strategic Site Study, Hungate and 17-21 Piccadilly

Donaldsons – Office Accommodation Strategy, Existing Freehold Portfolio – Feasibility Study and Disposal Strategy

Office of Government Commerce – Working Without Walls publication

Design Consultants RMJM Feasibility Report June 2007

Annexes

Annexe 1 – The RIBA plan of work stages

Annexe 2 – Massing options

Confidential Annexe 3 – Summary of Changes – May 2007.

Annexe 4 – Top ten risks

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**City of York Admin Accommodation
Design & Construction Stream
RIBA Plan of Work Stages**

The RIBA Plan of Work is a protocol which describes design & construction team activities from appraising the clients requirements through to post construction.

Stages A & B: Scheme Appraisal & Strategic Briefing(Feasibility)

Identification of client's requirements and possible constraints on development. Develop, establish and review with other members of the Partnering Team the Project Brief, Output Specification, Project Budget, Project Programme. Advise on any physical site restrictions that may affect the construction/engineering options for the Project. Preparation of strategic building brief in liaison with the client, confirming key requirements and constraints.

C: Outline proposals.

Commence development of strategic brief into full project brief. Development of strategic building brief including preparation of outline design proposals and estimate of cost. Review of procurement route.

D: Detailed proposals.

Complete development of the project brief. Preparation of detailed proposals. Application for full development control approval.

E: Final proposals.

Preparation of final proposals for the Project sufficient for co-ordination of all components and elements of the Project.

F: Production information

F1: Preparation of production information in sufficient detail to enable a tender or tenders to be obtained. Application for statutory approvals. F2: Preparation of further production information required under the building contract. [Now in two parts, F1 - the production information sufficient to obtain tenders and F2 - the balance required under the building contract to complete the information for construction]

G: Tender documentation.

Preparation and collation of tender documentation in sufficient detail to enable a tender or tenders to be obtained for the construction of the Project. [Solely concerned with the documentation required for tenders. Particularly useful with D+B or management contracts]

H: Tender action.

Identification and evaluation of potential contractors and/or specialists for the construction of the project. Obtaining and appraising tenders and submission of recommendations to the client.

J: Mobilisation.

Letting the building contract, appointing the contractor. Issuing of production information to the contractor. Arranging site handover to the contractor.

K: Construction to Practical Completion.

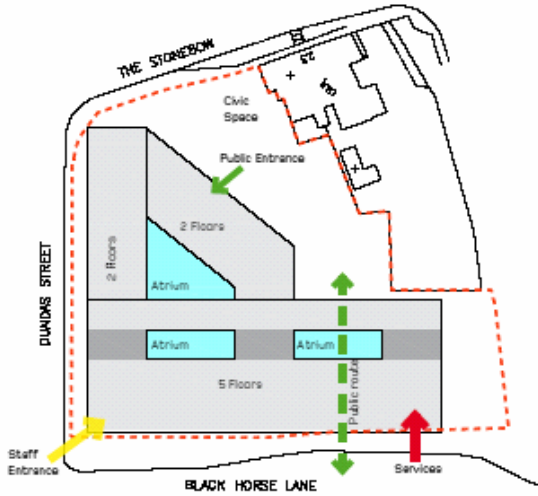
Administration of the building contract up to and including practical completion. Provision to the contractor of further information as and when reasonably required.

L: After Practical completion.

Administration of the building contract after practical completion. Making final inspections and settling the final account. [Clearly separated from the construction phase]

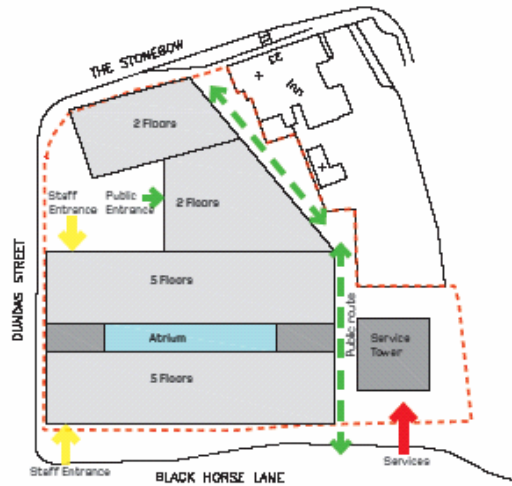
Massing Options

Option A



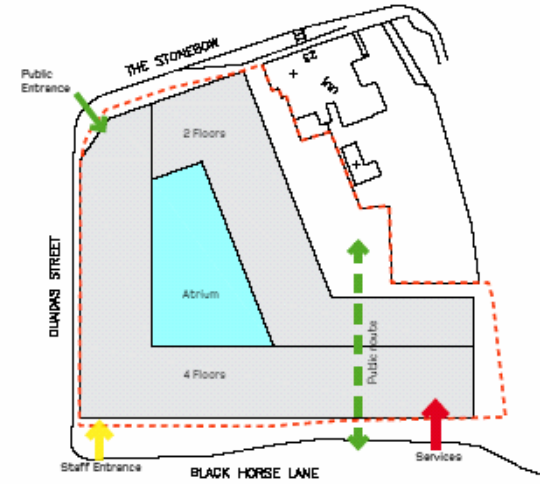
88 RMJM City of York Accommodation project

Option B



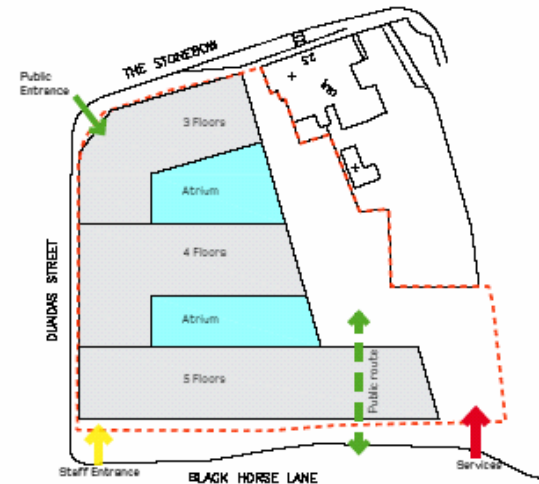
82 RMJM City of York Accommodation project

Option C



92 RMJM City of York Accommodation project

Option D



94 RMJM City of York Accommodation project

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Annexe 4

Risk No.	Project Element	Risk	Definition	Gross Risk Total Score	Recommended Action	Net Risk Total Score	Mitigation Action Date	Time and Cost implications
LA002	Land Assembly	Peasholme Hostel relocation from Hungate	The availability of Hungate site is dependent on the relocation of the Peasholme Hostel by May 2008.	24	<ul style="list-style-type: none"> Building risk Monitor construction programme 	23	Monitor throughout construction period	Any delay could affect the start of the main build programme at Hungate.
DP001	Design & Planning	Archaeology on the Hungate site	Risk of unforeseen archaeological requirements.	24	<ul style="list-style-type: none"> York Archaeological Trust to investigate site to inform overall strategy. Review situation on receipt of report - June 2007. 	24	Jun-07	Up to six months' delay to construction and costs of up to £120k. Plus costs of delay to final project date.
PD003	Property Disposals	Existing premises - planning release from employment uses	Refusal of permission to allow development for alternative uses (Blake Street, Hollycroft, Ashbank and Yearsley Bridge).	23	<ul style="list-style-type: none"> To market the properties and submit planning applications. 	19	Ongoing	Up to £2m shortfall in receipts from disposals. Affects current programmed sale of Ashbank, Hollycroft and Blake street only.
F002	Finance	Failure to achieve efficiency savings	Failure to achieve the efficiency savings identified within the financial model (FM, printing, post room, photocopying).	23	<ul style="list-style-type: none"> Identify budgets and set savings targets. 	18		£324k identified savings. See Above
FM001	Facilities Management	Increased operational costs	Unexpected costs due to Increased specification for the delivery of FM in the new building.	23	<ul style="list-style-type: none"> Collate existing data from directorates. Review underway; aim to report back with findings and recommendations August 2007 	18	By August 2007	Operational cost savings not achieved.
PD011	Disposals - Yearsley Bridge	Planning and affordable housing issues may affect value of site.	Delay in receiving net capital receipt of £3m	23	<ul style="list-style-type: none"> Resolve to allow receipt from Yearsley Bridge to offset re-provision of service costs. HASS have made public their intention to close the site by March 2008. Planning risk, needs change of use to residential. 50% affordable homes requirement 	19	ongoing	Delay in receiving and achieving £3m capital receipt

Annexe 4

Risk No.	Project Element	Risk	Definition	Gross Risk Total Score	Recommended Action	Net Risk Total Score	Mitigation Action Date	Time and Cost implications
					may reduce attractiveness of site to developers.			
CM001	Change Management	Change management	Lack of corporate direction/vision in terms of corporate change to enable service provider to influence the design process and achieve the wider benefits.	20	<ul style="list-style-type: none"> Cultural change agenda to be discussed and developed at a corporate level following the outcomes of the CMT workshop 8th Jan 2007. Corporate champion to take a high profile role in promoting change agenda 	19	Ongoing	Non-achievement of wider benefits of relocation.
F001	Financial	Project affordability	Risk of costs exceeding budget forecasts. Risk of inflation cost in the construction industry exceeding budget	19	<ul style="list-style-type: none"> Rigorous investigation of outstanding matters. Clear definition of affordability parameters for procurement. Contingency strategy if costs look to overrun. Robust financial monitoring. Ongoing consultation over user and design briefs. 	19	Ongoing	Cost increase, loss of reputation, possible reduction in building specification.
PD002	Property Disposals	Lease renewal Mill House	Landlord response, cost and terms, timing. Inability to source alternative accommodation (if lease not renewed), which is both suitable and serviceable in terms of service requirements and cost effective especially sourcing IT & T.	19	<ul style="list-style-type: none"> Legal service instructed Shulmans to advise on best course of action to secure lease to 2010 and not beyond. 	13	Ongoing - Review position on not less than 3 monthly basis	May involve interim decant with relocation and disruption costs. Some could be covered by vacant space in existing premises. Risk relates to primarily cost/legal /IT & T implications (transfer of IT & T data to new premises).There is no provision within the project's financial model for duplicate costs associated with the joint running of properties should lease expiry dates exceed project completion dates.
DC001	Design & Construction	Change in requirements for the Hungate building	Change in the project scope/brief by CYC prior to or post completion of new build.	19	<ul style="list-style-type: none"> The implementation of a robust Change Control Mechanism (PRINCE2). Use results of user needs study to firm up building requirements. Clear processes to be agreed following the appointment of the 	13	Completion of the Project	Time and cost implications to be considered prior to change is implemented.

Annexe 4

Risk No.	Project Element	Risk	Definition	Gross Risk Total Score	Recommended Action	Net Risk Total Score	Mitigation Action Date	Time and Cost implications
					partnering team, change management controls to be coordinated by the workstream project manager.			

Risk Heat Mapping Matrix for Magique

IMPACT	Catastrophic	17	22	23	24	25
	Major	12	18	19	20	21
	Moderate	6	13	14	15	16
	Minor	2	8	9	10	11
	Insignificant	1	3	4	5	7
		Remote	Unlikely	Possible	Probable	Highly Probable
	CHANCE					

Chance 1-Remote 2-Unlikely 3-Possible 4-Probable 5-Highly probable
 Impact 1 Insignificant 2-Minor 3-Moderate 4-Major 5-Catastrophic

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Executive

24 July 2007

Report of the Director of Housing and Adult Social Services

Affordable Housing Update – Former Play Area, Chapelfields Road

Summary

1. At the 24th April meeting of the Executive, Members confirmed approval for the development of three sites for affordable housing at Dane Avenue, Morritt Close and Chapelfields Road on the terms and conditions agreed at the Executive meeting on 13th March. A site plan is attached at Annex 1 of this report. The 13th March and 24th April Executive reports are listed as background papers at the end of this report together with website links to where they can be downloaded.
2. The minute of the 24th April meeting records the wish of the Executive:

‘That officers be requested to ensure that the road layout design for the Chapelfields development accommodates local residents wishes to have a rear access to their properties’
3. This report presents the outcome of officer investigations into the feasibility of providing rear access to existing properties, and requests that this condition is removed from the terms of disposal of the site.

Background

4. Following the 24th April meeting of the Executive, officers asked Tees Valley Housing Group to test the feasibility and financial viability of incorporating rear access for existing residents of 75-87 Chapelfields Road into the proposed development of 9 homes on the site.
5. Tees Valley Housing Group have confirmed that providing this access would mean they could only build 8 instead of 9 houses on the development. This is because the length of the access road needed and re-designed car parking bays would reduce the developable area of what is already an awkward shaped site.
6. Earlier discussions with Tees Valley when this scheme was first being considered showed that in terms of financial viability it has always been marginal. There are high abnormal costs associated with developing the site including provision of a pumping station, a long access road, long service runs and works to the existing electricity sub station on the site. It is not permissible to allow any development to include planting or changes to the ground surface level within one metre of an electricity cable from the sub-station that runs parallel to the rear boundaries of the

existing homes. The cost of all these works plus construction costs has to be absorbed by the grant and rental income generated by only nine dwellings.

7. Tees Valley Housing Group has said in relation to providing rear access and being able to build one less home:

‘We are unable to make the infrastructure and construction costs stack up against social housing rents that we are able to charge’.

8. They have concluded that should the caveat to provide rear access remain that they would have no option other than to decline to develop the site. This would mean the loss of nine much needed affordable family homes for rent and the Housing Corporation funding allocated to this scheme.

Consultation

9. Letters were sent to the residents of 75-87 Chapelfields Road on 26th June inviting them to discuss the issues with officers and offering home visits to facilitate this. In particular, we were keen to see how other measures, including security to the rear boundaries of their homes, might compensate for the lack of rear access.
10. One resident rang and discussed the details of the proposed scheme. He accepted the difficulties in providing rear access but did raise a concern that for the two homes in the middle of a block of four (no's 75,77 and 83,85) access to the back garden is only possible through the house. We will ensure that Tees Valley Housing Group fully consider whether any rear pedestrian access can be accommodated for these homes without compromising the Secure by Design standards that the development will be expected to meet.

Options

10. Two options are presented for consideration.
11. Option One: To confirm approval for development of the site for affordable housing on the terms and conditions agreed at the 13th March and 24th April meetings of the Executive. To remove the requirement to provide rear access to the homes at 75-87 Chapelfields Road.
12. Option Two: To withdraw the approval to dispose of this site for affordable housing.
13. Option One is the recommendation of this report.

Analysis

14. This development is not financially viable if rear vehicular access has to be provided to any or all of the existing homes at 75-87 Chapelfields Road. The development will, however, provide a good level of security to the rear boundaries of these homes and the new housing will be built to Secure by Design standards.
17. The development will provide nine family homes at affordable rents and it is considered that the benefits of the development override the inability to provide rear access to the existing homes. All of the seven homes at 75-87 Chapelfields

Road have front gardens that are capable of accommodating a vehicle hard-standing and six already have one.

Corporate Priorities

18. Enabling the building of 200 affordable homes in York each year is an agreed action in the Council Plan 2006 - 2007 and is highlighted as a priority in the council's 2006-2009 Housing Strategy. The proposed development at Chapelfields will also contribute to the council's 2006 – 2009 Corporate Priorities including:
- Improve the actual and perceived condition and appearance of the city's streets, housing estates and publicly accessible spaces.
 - Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city
 - Improve the quality and availability of decent affordable homes in the city.

Implications

19. There are no further implications to those already identified in the Executive report of 13th March.

Risk Management

20. The risks associated with the sale and development of this site remain as described in the 13th March Executive report. It is worthwhile highlighting that any further delay to approving the disposal of this site for affordable housing may put at risk the Housing Corporation funding that has been earmarked for it.

Recommendations

21. The Executive is recommended to approve Option One of this report.

Reason:

To confirm approval for the disposal of the former Chapelfields Play Area for the development of affordable housing on the terms and conditions agreed at the 13th March and 24th April meetings of the Executive but with no request for rear access to be provided to the existing properties at 75-87 Chapelfields Road.

Contact Details

Author:

Paul Stamp
Housing Strategy Manager
Housing and Adult Social
Services

Chief Officer Responsible for the report:

Steve Waddington
Head of Housing Services

Report Approved



Date 9 July 2007

Tel No. 554098

Specialist Implications Officer(s)

None

Wards Affected: Westfield

All

For further information please contact the author of the report

Background Papers:

Proposed sale of Housing Revenue Account land for the development of affordable housing at Dane Avenue, Morritt Close and Chapelfields Road. Meeting of the Executive the Executive, 13 March 2007.

[http://democracy.york.gov.uk/Published/C00000102/M00001351/AI00004567/\\$ProposedSaleofHRAland.docA.ps.pdf](http://democracy.york.gov.uk/Published/C00000102/M00001351/AI00004567/$ProposedSaleofHRAland.docA.ps.pdf)

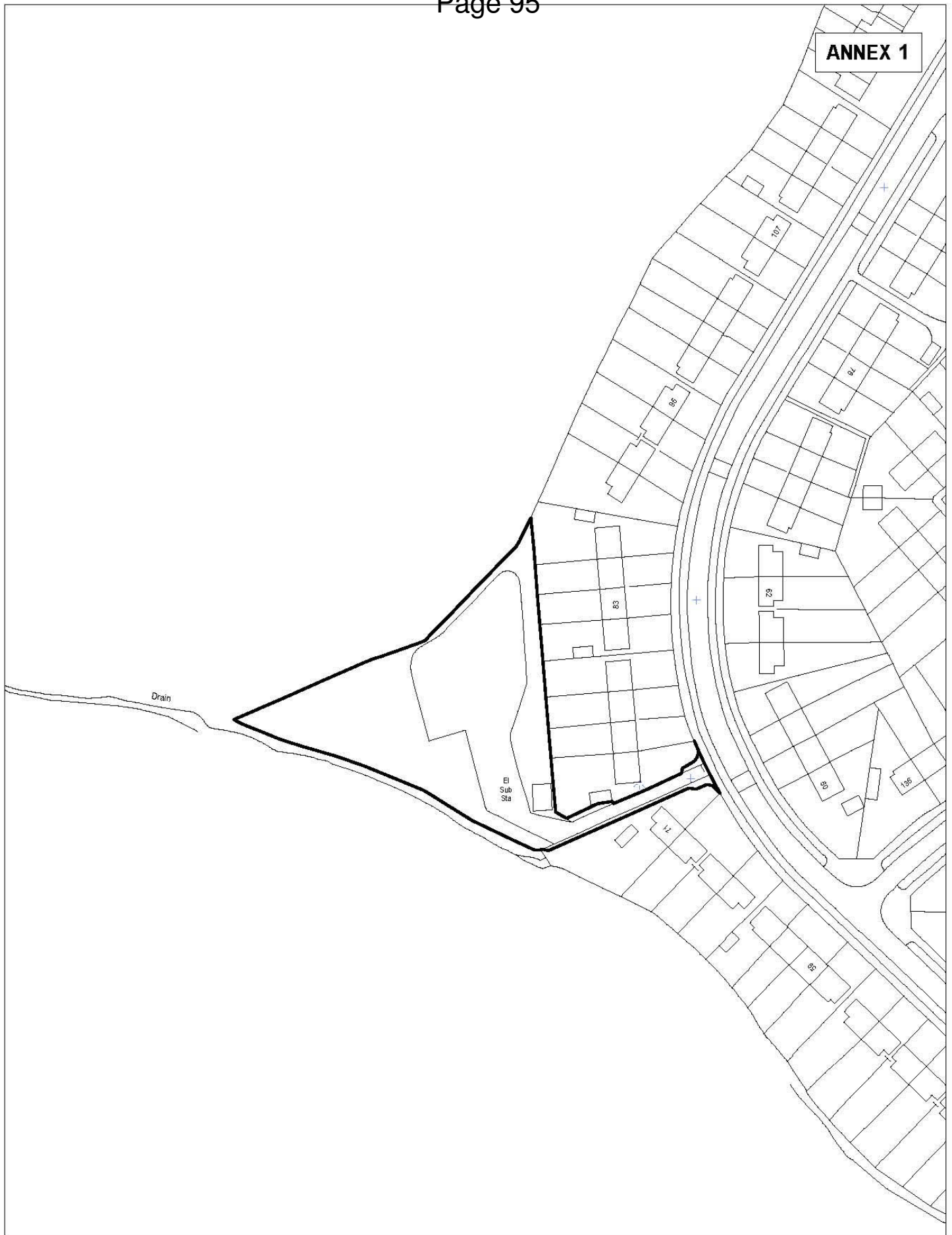
Responses to statutory notices placed proposing the development of land for affordable housing at Dane Avenue, Morritt Close and Chapelfields Road. Meeting of the Executive, 24 April 2007.

[http://democracy.york.gov.uk/Published/C00000102/M00001357/AI00004885/\\$DaneMorrittChapelfieldsReport.docA.ps.pdf](http://democracy.york.gov.uk/Published/C00000102/M00001357/AI00004885/$DaneMorrittChapelfieldsReport.docA.ps.pdf)

Annexes

Annex 1: Plan of Chapelfields Road development site

ANNEX 1



Former Chapelfields Adventure Playground



SCALE 1:1250	DRAWN BY CC	DATE 26/5/2005	
Originating Group Property Services		Drawing No. PS/A4/106424	

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Executive**24th July 2007**

Report of the Director of City Strategy

York's Local Public Service Agreement (LPSA2)**Purpose**

1. This report seeks views from the Executive on the use of Performance Reward Grant (PRG) earned at the conclusion of York's second Local Public Service Agreement (LPSA2). It is asked specifically to consider whether this should be made available to help further work which supports both the council's priorities and the outcomes of the LSP.

Background

2. Local Public Service Agreements were developed by government as a means of raising performance and providing better public services in key areas. For each, indicators are identified to quantify stretched performance over and above what we would normally expect to achieve. For meeting these targets or making significant progress towards them, a reward grant is payable by government.
3. Upfront investment is available to those services (council departments and Safer York Partnership) who are leading on the achievement of LPSA2 targets. This is comprised of two funding sources; Pump-Priming Grant which does not have to be repaid and the Venture Fund which will be repaid after the conclusion of the agreement. A financial summary on page 3 and at annex B shows these arrangements in further detail.
4. The majority of targets in the initial LPSA1 agreements were prescribed by government and so also reflected national priorities. The amount of overall stretch achieved under York's LPSA1 agreement was 56%, slightly above the average suggested in a subsequent review of case study authorities by the Office of the Deputy Prime Minister. York's first LPSA concluded on 31st December 2005 and attracted £2,041,859, which has now been claimed in full.
5. Based on a government evaluation of its success, LPSA2 was developed. York's second LPSA runs from April 2005 to December 2008 and has a potential Performance Reward Grant (PRG) of £3,935,028. There are 12 areas for improvement under this second agreement, shown at annex A.
6. Whilst LPSA remains as a means of improving public services, its future focus increasingly will be on supporting LSP priority areas rather than those negotiated exclusively on behalf of the council. To reflect this shift, the targets set out in York's LPSA2 agreement now feature in the city's first Local Area Agreement (LAA).

7. The LPSA fits well with both the LAA and the council's 13 priorities. Each one of these frameworks focuses on priorities for performance improvement and share a broad commonality of themes which include climate change, sustainability, social inclusion, crime reduction & public safety, economic development and healthier lifestyles. Progress towards the stretch targets set under LPSA2 then, can be seen as making a contribution in these wider contexts also.

Consultation

8. The content of this report has been consulted on with corporate stakeholders including Corporate Management Team and City Strategy DMT.
9. Depending on the decisions made by the Executive there may need to be further consultation and communication with partners, the LSP and LPSA2 target holders.

LPSA2 latest position

10. Performance projections for each of the LPSA2 targets is attached as annex A. These have been made based on the latest available data (mainly 2006/7 out-turns) and following discussions with the responsible target holders. A breakdown of the financial implications of these performance projections are shown on the following page and at annex B.
11. The latest projections and estimates, suggests that LPSA2 is likely to yield approximately 54% (£2,129,287) of the overall PRG available. This estimate errs on the pessimistic side in those cases where making a performance projection was problematic, and 0% of stretch has been assumed for these. These are shown bearing a question mark in annex A.
12. The table on the following page provides a summary of the financial implications of these performance projections. It shows the amount of PRG that York is projected to receive and the payments to be made from it. Again, this summary is only an estimate; all projected figures below, with the exception of the repayment of Venture Fund are subject to variation before the conclusion of LPSA2 in 2008. Annex B to this report shows these financial projections broken down by LPSA2 theme area.
13. The Service Reward shown in the tables on the following page is an allocated payment to target holders who achieve or substantially achieve their LPSA targets. This is calculated according to how much grant each area achieves against the Pump-Priming and Venture Fund investment required to achieve it. The reward is payable to eligible service areas up to a value of £50,000 per service.
14. CMT and the LSP have approved this approach and the Executive are asked to support this decision also. In addition, the Executive is asked to support the idea that partner organisations should be entitled to a share of these service rewards if they can demonstrate that they have made a substantial contribution to the achievement of performance stretch.
15. This approach was set out by the LSP at its meeting on 28th September, the following extract is taken from the minutes of that meeting. 'The chair made it clear that any partner organisation wishing to benefit financially from an LPSA grant, must agree with the council the nature, extent, objectives, methodology, targets

and appropriate outcome measurement techniques for their proposed contribution before the start of the project.’

	AVAILABLE	PROJECTED
Performance Reward Grant (PRG)	£3,935,028	£2,129,287
Venture Fund to be repaid	£1,094,515	£1,094,515
Balance (PRG less VF)	£2,840,513	£1,034,772
Service Reward	£442,919	£192,919
Final balance (PRG less VF less Service Reward)	£2,379,594	£841,853

16. It is use of the final balance shown above which the Executive are asked to consider in the remainder of this report.

The LAA and role of the LSP

17. York’s LPSA2 targets now feature in the Local Area Agreement with performance targets aligned according to the stretch negotiated previously between CYC and government. For those LAA round three authorities that did not previously negotiate an LPSA2, performance stretch has been negotiated as an integral part of the LAA and feature improvement targets which reflect LSP priorities.
18. This is now known as the reward element of the LAA and indicates the increasing alignment between the setting of Local Authority wide outcomes and the identification of key areas for improvement. It is anticipated that this will be the context for any future LPSA like agreement for York and will be negotiated on behalf of the LSP rather than the council. This shift in emphasis is aligned with the changes which the white paper ‘Strong and Prosperous Communities’ has heralded, including the increased emphasis on partnership strategic leadership and the introduction of a city-wide performance framework.
19. It is in acknowledgement of this link between LPSA, the LAA and the increased devolvement of strategic partnership functions that the issue of using reward grant to assist the work of the LSP has arisen. It’s status as a significant income stream free of commitment means that there are a range of options available for using reward grant which encourage a degree of flexibility and innovation which other funding arrangements do not permit.
20. One such example would be Suffolk’s development of a ‘single gateway’ approach to commissioning and procurement of services from the third sector. This acts as a one-stop-shop for publicising and allocating grants to voluntary and community groups, with the aim of improving ease of access to the funds available and building the capacity of the voluntary and community sector. Suffolk Single Gateway is currently inviting voluntary and community sector organisations to pitch projects which tackle anti-social behaviour to a panel of experts who will consider these on their merits and commission according to the strength of the business cases and the outcomes they plan to achieve.

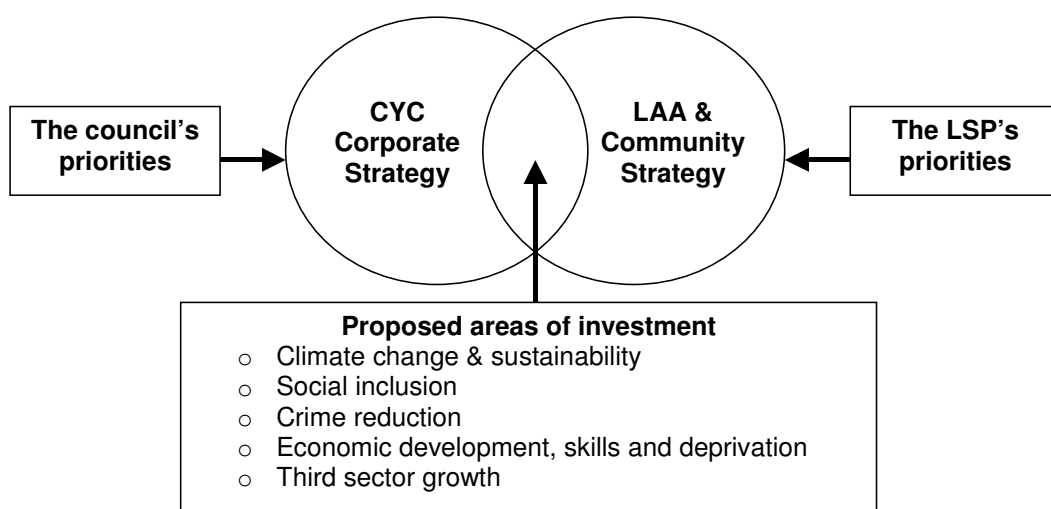
21. Supporting the development of partnership working in the city is a stated priority of the council and fundamental to improving the way in which it works with its partners. The granting of funds for use in this way would prove a significant development issue and assist the achievement of LAA outcomes.
22. The LSP's ability to effectively fulfil its purpose is presently constrained by its lack of funding, for example in regard of its commitment to tackle climate change and more responsibly manage the city's environmental footprint. This has been identified as one of the LSP's priority areas, but unlike other features of the LAA is not already supported by delivery plans for which sustainable funding has been identified.

The use of LPSA reward money

23. This paper seeks to make recommendations on the use of PRG which both maximise the potential benefit of investment and remain in keeping with the spirit of LPSA, that of enhancing public services which support priority areas. A range of specific options are also set out and suggest that investment in services provided by the council and its partners should be considered to fulfil the above. This will significantly assist partnership working and the pursuit of shared priorities as well as help meet the policy changes outlined in the white paper.
24. The diagram below gives an indication of the priorities which might be supported by the commissioning of projects from PRG and shows how they have been identified based on those priorities common to both the council and the wider partnership arena. The areas which suggest themselves are-

- Climate change & sustainability
- Social inclusion
- Crime reduction
- Economic development, skills and deprivation
- Third sector growth

However, there may be other areas which could be added to the above.



25. For each, details at annex C show the kind of projects which could be commissioned in order to further these improvement priorities, a summary has also been provided below. These outlines have been developed by members of the LSP and council officers and give an indication of projects which could be undertaken were PRG to be ear-marked for partnership commissioning purposes. Due to the one off nature of PRG funding, these projects are likely to be either time limited or will include arrangements to ensure that they can be sustained beyond the potential availability of this funding.
26. Annex C has been provided in order to give the Executive a flavour of the type of projects which could be commissioned were PRG to be used for this purpose. Taking this forward would require an agreed selection process for formerly considering detailed business cases, including full costings and a clear indication of outcomes to be achieved. Further details of how this process might be managed are provided under the options section of this report.

Crime reduction

27. Details of projects to tackle community safety priorities have been identified by Iain Spittal, Central Area Commander in consultation with Safer York Partnership. These either take the form of time limited projects or one-off investments in technology or equipment. They include investment in portable high-quality mobile CCTV technology and a radio network to link all front line council staff and partners with the police's control room. Also proposed are projects which support the continued effort to reduce cycle theft in the city and provide protection and support to victims of domestic violence.

Third sector growth

28. Projects to support growth of the third sector have been prepared by Colin Stroud, Chief Executive of York CVS. The activities to support this theme set out in annex C represent current gaps or under-funded areas of work which contribute to the achievement of LAA outcomes. Specifically, these proposed projects include extending access to Citizen Advice Bureau services and its outreach work to the city's 8 Children's Centres, supporting the work of York Racial Equality Network (YREN) required to address York's growing BME population and proposals for greater infrastructural support to increase the capacity of the third sector overall.

Economic development, skills and deprivation

29. Annex C also provides details of how PRG could be used to support the work of Learning City York, these have been developed by the Partnership Manager, Julia Massey. This content sets out the context to the work which the city's Lifelong Learning Partnership undertakes and its underpinning strategies to address education and training for 14 to 19 year olds as well as adult learning and skills. This section sets out the impact that the use of PRG may achieve if aligned with existing partnership activity to tackle low skills, deprivation and worklessness.

Climate change and sustainability

30. In support of this area, the council's sustainability officers suggest that some PRG money could be used to appoint a climate change officer. The post-holder would

have responsibility for managing the production and implementation of a city wide climate change strategy on behalf of the LSP and a proposed climate change working group. Unlike other proposals within this section, the funding of a post is not a time limited or one off investment, but would require financial support over a longer fixed period. The proposal is that this appointment would ideally be made over 3 years in the first instance, after which alternative sources of funding may be identified to ensure its sustainability.

Options

31. **Option 1** The Executive approve the use of 100% of PRG for commissioning of projects which support the above priorities. The arrangements used to facilitate this process could include any of the following
 - a) The council's Executive act as commissioning body to consider projects tendered
 - b) The LSP's Executive Delivery Board act as commissioning body to consider projects tendered
 - c) A bespoke one-off group formed of key stakeholders which may include members of the above groups and others act as commissioning body to consider projects tendered
32. All the above arrangements would be based on an agreed selection process for considering detailed business cases including full financial projections and a clear indication of outcomes to be achieved. Business cases could be considered from LSP partners, including the council, thematic partnerships and third sector organisations. Projects may also be submitted which have been developed jointly by a combination of the above.
33. The advantages of taking this option are
 - To ensure funding of projects to support the achievement of shared priorities which might otherwise not be commissioned
 - Improve partnership working and the ability of the LSP to deliver on outcomes established in the LAA and Community Strategy
 - Make progress in response to recent policy changes set out in the local government white paper 'Strong and Prosperous Communities'
 - Improve the inspection judgements made on the council about the way it works with its partners
34. **Option 2** The council retains the PRG for its use on CYC priorities or imperatives. Two further sub options are presented on this issue
 - 2a** The pump priming and venture fund supported a number of initiatives by the council and partners. With the cessation of funding some of these initiatives may either be scaled back or ended. While in some instances such actions may be

appropriate, the Executive may wish to consider whether some or all of the extant PRG should be utilised to maintain service levels. If so then the role of service reward grant within such service areas will also need to be taken into account.

2b Due to delays by central government in the announcement of the outcomes of the comprehensive spending review 2008 (CSR08) there is a high degree of uncertainty about the levels of future funding that the council will receive from April 2008 onwards. With such uncertainty the Executive may consider it appropriate that some or all of the extant PRG be allocated to the general reserve to offset one off expenditure pressures in future years. Alternately such funding could be earmarked to support key council drivers for improvement such as the Easy2 programme.

35. **Option 3** A combination of options 1 and 2, which would split the reward grant (for example on a 50/50 basis) to fund both commissioning of projects to support priorities shared with partners and for funding specific CYC schemes at the discretion of the council.

Corporate Priorities

The LPSA targets are well aligned with the council's corporate priorities and broadly represent their scope. Many of the same indicators have been selected to monitor progress against priorities ensuring that the achievement of stretch performance can in turn demonstrate improvement in the context of the corporate strategy.

One of the options in this paper to provide reward grant for the commissioning of projects to support shared priorities has clear implications for the progression of the council's corporate priorities. Many of the advantages to be derived from using funds in this way would have clear benefits for the priority to improve the way the council works with its partners.

Implications

Financial The table on page 3 of this report sets out the financial implications of LPSA2. The potential outcomes of the individual targets are identified at Annex A and Annex B. These show an estimated balance of PRG, after repayment of the venture fund, of £842k. Based on current interest rates retention of this sum within the council's reserves would yield approximately £50k per annum through the treasury management function.

In reaching their ultimate conclusion the Executive needs to consider a number of financial factors including:

- The degree of financial uncertainty facing the council as a result of delays in the announcement of future levels of local government funding under CSR08. A poor settlement in the autumn could once again place pressures on the council as it looks to maintain and develop its core and essential services. It is important to note that such uncertainty exists against the backdrop of Annex 5 to the 2006/07 Revenue Outturn Report, considered by the Executive on the 26th June 2007, which indicated that by March 2010 the council's general reserves would be only £225k higher than the minimum reserves threshold deemed advisable by the Director of Resources (£5.746m compared to the minimum threshold of £5.521m)

- In the form proposed, there is a risk that options to use PRG for commissioning purposes would not be fully integrated into the budget process but would represent an opportunity for services (internal or external to the council) to request resources through an alternate route. If adopted it is imperative that, as the officer responsible for developing the council's budgets, the Head of Finance is fully involved in developing the appraisal models that are finally deployed. Ideally for council services any decisions would be fully integrated into the 2008/09 budget process.
- The one off nature of PRG. Members are reminded that balances are not normally used to fund recurring expenditure. Using balances to fund recurring expenditure creates funding problems in future years, as the resources will no longer exist, but the expenditure will. On this basis any investment will need to be in clearly time limited initiatives. This is particularly important in relation to the potential investments identified at Annex C. Whilst these are only reported to provide a flavour of the type of initiatives that could be supported, many of them indicate that partners are looking for on-going rather than one-off investment and the use of PRG in this manner would be unsustainable. If members choose to proceed with an option providing opportunities for investment then the time limited nature of projects will need to be a defining criteria that is rigidly applied in all cases.
- The continuation of LPSA initiatives. As noted at option 2a there are a number of existing initiatives that may no longer be supported at the same level once pump priming and venture fund support is withdrawn. Ultimately a decision will be required on whether or not these initiatives will continue to be supported at their current levels by the council's base budgets, alongside the use of service reward grant PRG would be an alternate mechanism for meeting such needs (albeit on a time limited basis).

Human Resources (HR) There are no specific human resource implications arising from this report.

Equalities All the LPSA target business cases were developed with a section on equalities implications with advice where appropriate in their development from the Equalities Officer.

Legal There are no significant legal implications.

Crime and Disorder The LPSA targets 3, 4 and 5 are 'stretches' of ones already set out in the Community Safety Plan 2005 – 2008.

Information Technology (IT) There are no significant IT implications.

Property There are no significant implications for property.

Risk Management

The key risk associated with LPSA2 is that of being unable to repay the Venture Fund. To repay it we will need to achieve 28% of the full PRG potential and hitting four targets in full will more than do this. Our experience with LPSA1 and performance projections for the current agreement suggests that this risk is very low.

Recommendations

36. The Executive is asked to approve the decision to make funds available to partners from the £50k service reward if they are able to demonstrate a substantial contribution to the achievement of stretch, as outlined in paragraph 13.
37. It is recommended that the Executive select one of the 3 options (paragraph 26 onwards) on use LPSA2 Performance Reward Grant

Reason for recommendations

38. The recommendations in this paper have been provided in order that the Executive can decide upon the use of performance reward grant prior to the conclusion of the LPSA2 agreement.

Contact Details

Author:

Simon Hornsby

Policy, Improvements & Equalities

Nigel Burchell

Strategic Partnerships Team

Chief Officer Responsible for the report:

Bill Woolley

Director of City Strategy

Report Approved

Date

13th June 2007

Specialist Implications Officers: Peter Steed, Head of Finance

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

All

✓

For further information please contact the author of the report

Background papers:

York's LPSA2 agreement

York's Local Area Agreement

The council's Corporate Strategy

Local Government white paper 'Strong and Prosperous Communities'

Annexes

Annex A - Performance projections and commentary based on the latest available data for LPSA2 targets

Annex B - Financial implications of performance projections by LPSA theme

Annex C - Details of projects which could be commissioned from LPSA reward grant in order to support the achievement of shared priorities

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Theme	Measure	Baseline	2006/7 target	2006/7 actual	Performance at the Conclusion of LPSA2 (2007/8 unless otherwise stated)		Comments	Reward grant available	Reward grant prediction (minimum of 60%)
					Without Stretch	With Stretch			
Improve levels of street cleanliness	The proportion of relevant land and highways (expressed as a percentage) that is assessed as having combined deposits of litter and detritus that fall below an acceptable level.	27% (median of 2003/4 and 2004/5)	20%	19%	19%	17%	The Street Scene review has targeted those specific areas that are measured within the BV199 standards and the common complaints received from residents, namely the build-up of detritus and the levels of street cleaning in terraced areas. Significantly improved performance in this areas suggests that performance is on track to achieve the stretch in full.	£262,335	100% £262,335 projected service reward - £50,000
	The % of people satisfied with local cleanliness	60% (2003/4)	63%	71%	66%	70%	The result from the Residents' Opinion Survey is very encouraging and suggests that performance will be sufficient to attract payment of reward grant in full. This indicator represents 20% of the grant available for the street cleanliness target.	£65,584	100% £65,584 projected service reward – as above
Increase the rate of recycling	Total tonnage of household waste arisings which have been sent by the Authority for recycling.	10,500 tonnes (2003/4)	22,140 tonnes	23,440 tonnes	22,150 tonnes	23,988 tonnes	It is forecast that this encouraging performance will continue to the end of the LPSA agreement and that the performance stretch will be achieved in full.	£327,919	100% £327,919 projected service reward - £0
Reduce burglary	Number of burglaries	2,346 (2003/4)	1,699	1,081	1,642 (212 2007/8 year to date)	1,501	It is forecast that this encouraging performance will continue to the end of the LPSA agreement and that the performance stretch will be achieved in full.	£327,919	100% £327,919 projected service reward - £50,000
Reduce violent crime	Number of Incidents of violent crime	2,506 (2003/4)	2,344	2,548	2,255 (570 2007/8 year to date)	2,181	It is forecast that it will be difficult to make further and significant reductions in this area and that there is a significant risk of failing to achieve performance sufficient to attract payment of reward grant.	£327,919	0% projected service reward – as above

Theme	Measure	Baseline	2006/7 target	2006/7 actual	Performance at the Conclusion of LPSA2 (2007/8 unless otherwise stated)		Comments	Reward grant available	Reward grant prediction (minimum of 60%)
					Without Stretch	With Stretch			
Reduce vehicle crime	Theft or unauthorised taking of vehicle (inc.. attempts)	1,066 (2003/4)	806	660 (132 2007/8 year to date)	746	682	Projections for this indicator suggest that it is on track to qualify for payment of reward grant in full.	£155,762	100% £155,762 projected service reward – as above
	Theft from a vehicle (inc. attempts)	3,258 (2003/4)	2,381	2,363 (455 2007/8 year to date)	2,281	2,085	Despite only a small improvement this year, projections for this indicator suggest that it is on track to achieve at least 60% of the performance stretch.	£155,762	60% £93,457 projected service reward – as above
	Vehicle interference	544 (2003/4)	403	492 (83 2007/8 year to date)	381	348	Influencing the incidence of this crime type is particularly difficult and projections suggest it is unlikely to achieve any performance stretch. This indicator accounts for 5% of the reward grant available for the vehicle crime target.	£16,396	0% projected service reward – as above
Reduce antisocial behaviour and improve community safety	The percentage of illegal sales detected through Test Purchase Programme	17% (2004/5)	10%	12.1 (2006/7) 13.6% (average of 2005/6 and 2006/7)	20%	10% (average of 2006/7 and 2007/8)	Performance in this area is encouraging and it is anticipated will meet the stretch in full. This indicator is calculated by taking an average of the performance over the last 2 years of the agreement. Over the life of the LPSA a minimum of 160 test purchases will be conducted.	£109,306	100% £109,306 projected service reward - £0

Theme	Measure	Baseline	2006/7 target	2006/7 actual	Performance at the Conclusion of LPSA2 (2007/8 unless otherwise stated)		Comments	Reward grant available	Reward grant prediction (minimum of 60%)
					Without Stretch	With Stretch			
	The percentage of residents reporting that 'noisy neighbours or loud parties' in their area represent either a 'very big problem' or a 'fairly big problem'	13% (2005/6)	11%	14%	13%	9%	A deterioration in performance this year means that the performance stretch is unlikely to be achieved. One possible reason for this growth in concern about noise is the increased visibility and accessibility of the council's service.	£109,306	0% projected service reward – as above
	The percentage of residents that 'agree strongly' or 'tend to agree' when asked "Do you agree or disagree that York is a safe city to live in, relatively free from crime and violence?"	47% (2004/5)	58%	53%	63%	68%	Despite a net improvement in the performance of this indicator over the last two years, it seems unlikely that any stretch in performance can be achieved.	£109,306	0% projected service reward – as above
Reduce offending by young people	A complete count of the number of young offenders who receive; a) a Final Warning or b) are sentenced to a (YOT supervised) disposal by the courts or c) are released from Custody (into YOT or ISSP Supervision) between 1 October and 31 December in the year	37.60% (year ending Dec 2003)	N/A	N/A	35.7%	34.60%	Measurement of this indicator is a rolling count of re-offending rates until the completion of the cohort to which it relates. Final results will be available after December 07. Performance to date shows that 14 from a cohort of 66 have re-offended so far, to meet the stretch this number must not exceed 23 by the conclusion of the agreement. The small stretch here (approximately one offender in a cohort of 66) suggests this is an 'all or nothing' target.	£163,960	??

Theme	Measure	Baseline	2006/7 target	2006/7 actual	Performance at the Conclusion of LPSA2 (2007/8 unless otherwise stated)		Comments	Reward grant available	Reward grant prediction (minimum of 60%)
					Without Stretch	With Stretch			
	Average number of offences committed per young offender, whilst subject to a bail or remand episode during the specified year.	3 (2004/5)	N/A	N/A	2.9	2.8	Measurement of this indicators will not be possible until the completion of the cohort to which it relates. Final results will be available after April 08. Since April 07 there have been only 4 young people offending on bail, committing a total of 7 offences. This equates to 1.75 offences per offender.	£163,960	??
Improve road safety	Number of people killed or seriously injured (KSI) in road traffic incidents on York's roads.	122 (2004)	102 (2005)	160 (2006)	95	85	Performance for this indicator (measured per calendar year) has been poorer than expected. As the performance stretch is measured as an average over the life of the agreement, there would need to be fewer than 100 road deaths and serious injuries in the next two years to meet the LPSA target. It seems very unlikely therefore that this target will qualify for payment of reward grant.	£327,919	0%
					Mean yearly average Jan 2006 - Dec 2008				projected service reward - £0
Increase benefit take up by older people	The number of new successful claims or increases in existing awards of the benefits listed below achieved with the help of the City of York Council: Housing Benefit (HB), Council Tax Benefit (CTB), Attendance Allowance (AA) or Disability Living Allowance (DLA) or Pension Credit.	1,070 (year ending Dec 2005)	1,395	530 (1,600 cumulative 2005/6 and 2006/7)	2,140	2,840	Performance this year has been lower than expected. Vacancies in the team and delays in recruitment have been contributing factors. Despite this, projections suggest at least 60% of the stretch may still be achieved.	£327,919	60%
					Cumulative total for the two years ending 2007/8				£196,751 projected service reward - £50,000

Theme	Measure	Baseline	2006/7 target	2006/7 actual	Performance at the Conclusion of LPSA2 (2007/8 unless otherwise stated)		Comments	Reward grant available	Reward grant prediction (minimum of 60%)
					Without Stretch	With Stretch			
Improve literacy, numeracy and employment skills	The number of adults achieving an Entry Level 3 qualification as part of the Skills for Life Strategy through Adult and Community Learning York.	27 (academic year ending July 2005)	23 (academic year ending July 2006)	17 (academic year ending July 2006)	93	113	Performance this year has been close to target and suggests that it is likely to be sufficient to attract 60% of the reward grant available. It is however difficult to predict with certainty how an increased number of adult learners gaining qualifications may be distributed according to the targets for the 3 levels of qualifications shown.	£32,792	60% £19,675 projected service reward - £0
	The number of adults achieving a Level 1 qualification as part of the Skills for Life Strategy through Adult and Community Learning York.	64 (academic year ending July 2005)	70 (academic year ending July 2006)	67 (academic year ending July 2006)	220	360		£114,772	60% £68,863 projected service reward – as above
	The number of adults achieving a Level 2 qualification as part of the Skills for Life Strategy through Adult and Community Learning York.	124 (academic year ending July 2005)	150 (academic year ending July 2006)	151 (academic year ending July 2006)	497	559		£114,772	60% £68,863 projected service reward – as above
	The number of adults registering for and completing learning programmes offered by or in York's public libraries.	763 (2004/5)	838	897 (1660 cumulative to date)	2,349	2,519		£65,584	100% £65,584 projected service reward – as above
Improve life chances for young people	Percentage of young people age 16-18 who are NEET (not in education, employment or training).	4.50% (Nov 2004)	4.4%	3.73%	4%	3.70%	This year's out-turn is extremely encouraging and suggests performance is well on track to meet the 2008 stretch target in full.	£327,919	100% £327,919 projected service reward – £42,919
					November 2008				

Theme	Measure	Baseline	2006/7 target	2006/7 actual	Performance at the Conclusion of LPSA2 (2007/8 unless otherwise stated)		Comments	Reward grant available	Reward grant prediction (minimum of 60%)
					Without Stretch	With Stretch			
Improve the health and wellbeing of residents	% of adult residents participating in at least 30 minutes moderate intensity sport and active recreation (including recreational walking) on 3 or more days a week	24.78% (2006/7 and baseline)	N/A	24.78% (2006/7 and baseline)	0% increase	baseline +3%	Predicting the eventual performance of this indicator is extremely difficult given the longitudinal nature of the study. The Sport England survey to establish its baseline won't be repeated until 2008/9 making estimates of interim progress problematic. Data on healthy lifestyles from the Talkabout surveys show encouraging improvement, though the methodology used here is significantly different.	£262,335	??
	% of 5-16 year olds participating in an average of 2hrs high quality PE and school sport per week within and beyond the curriculum during one complete school year.	62% (2005)	N/A	71% (2006)	85%	88%	The performance of the survey result shown is encouraging and higher than the national average. This suggests that further enhancement towards the stretch target can be achieved.	£65,584	60% £39,350 projected service reward – £0

Showing the financial breakdown of latest LPSA2 performance projections

Annex B

LPSA theme	Forecast achievement	Forecast reward grant	Forecast service reward	Forecast balance
Improve levels of street cleanliness	100%	327,919	50,000	277,919
Increase the rate of recycling	100%	327,919	0	327,919
Reduce burglary	100%	327,919	50,000	277,919
Reduce violent crime	0%	0		0
Reduce vehicle crime	76%	249,219		249,219
Reduce anti-social behaviour and improve community safety	33%	109,306	0	109,305
Reduce offending by young people	?	?	?	?
Improve road safety	0%	0	0	0
Increase benefit take up by older people	60%	196,751	50,000	146,751
Improve literacy, numeracy and employment skills	68%	222,985	0	222,985
Improve life chances for young people	100%	327,919	42,919	285,000
Improve the health and wellbeing of residents	60%	39,350	0	39,350
Projected totals	54%	2,129,287	192,919	1,936,368
Repayment to venture fund				-1,094,515
Projected reward grant balance				841,853

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Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

Crime reduction

Proposal	Description	What impact will this have	Who will be involved	Capital Cost	Revenue Cost
York safety Net Radio	A partnership radio network which enables all council front line staff and partners such as RACY to have a radio. The radio links them to a controller in the CCTV room who has direct access to the police and other services	It will enable council staff and partners to operate safely and with the support of other staff and services It will help the flow of information in relation to crime incidents at critical times It will allow for a co-ordinated approach to civic emergencies including terrorism. It will impact on violent crime It will impact on cycle crime It will impact on vehicle crime	All front line council staff in what ever department and partners Approx 600	£80,000	£10,000
CCTV Facial Recognition	A portable CCTV camera set that has a wide field of vision and recording at such quality that it enables digital zoom that will allow facial recognition over greater distances	It is impactful in crime hotspots as it will provide quality evidence where normal CCTV can not due to camera and image quality. It would impact on cycle crime It would impact on violent crime	Council CCTV Neighbourhood Services	£20,000	0
Cycle tags and scanners (1,000 tags and 2 scanners)	To be able to continue cycle tagging and scanning suspect cycles	It would impact on cycle crime It would improve police capacity to scan suspect cycles	Police	£5,100	0
Shed Alarms (600)	To be able to target harden identified hotspot mini zones for shed burglary where cycles are stolen	It would impact on cycle crime It would impact on burglary	Police	£4,200	0
Cycle Passports and Lock it or Lose it leaflets	To raise awareness of cycle crime and how to prevent it	It would impact on cycle crime	Police and Community Watch	0	£1,000

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

Proposal	Description	What impact will this have	Who will be involved	Capital Cost	Revenue Cost
Sanctuary Scheme York	A scheme Specifically for Victims of Domestic Violence. The project involves target hardening the victims home to make the victim safe.	It reduces repeat victimisation. It will impact on violent crime incidents. It protects children from witnessing further domestic violence. It provides a coordinated multi agency response to domestic violence.	NYP CYC Safer York Partnership Community Watch Home improvement agency. North Yorks Fire Service York Women's Aid.	10,000	25,000
Making Safe	To Work alongside Sanctuary. The project objectives are to Remove the Perpetrator of Domestic Violence out of the home and re-house for a maximum of 28 days and to assist in securing the perps own property . Victims and Children remain in their own home and Sanctuary implemented.	It covers Catch and Convict Prevent and Deter And rehabilitate and resettle. It challenges the perpetrators behaviour and provides help via probation on the IDAP Multi agency working. Reduces re-offending significantly Reduces repeat victimisation. Will enhance our chance for specialist courts and works perfectly with specialist courts. Reduces violent crime incidents.	NYP Foundation housing York Women's Aid North Yorks Probation CYC Home housing Ryedale Housing		£40k

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

Third Sector Growth

The activities described below represent currently gaps or under-funded areas of work that York CVS believes need to be developed in order to make a direct contribution to achieving outcomes and targets in the Local Area Agreement. **It should be noted that in order for this work to be effective, except for one-off items, reliable funding for at least 3 years is required.**

LAA outcomes	LAA performance Indicators	York CVS strategic outcomes	Proposed activity	Estimated costs
Enhance the capacity of the voluntary and community sector to make high quality provision through support and development of volunteers	% of voluntary and community sector organisations affirming growth in activity over the past year in terms of 1) financial turnover and 2) volunteering (growth of VCS)	Enable citizens to become active in the community through the work of its robust and pro-active volunteer centre, and through providing development support to new VCS initiatives	Increase the capacity of the Volunteer Centre to promote volunteering in the city, to broker individuals into suitable volunteering opportunities, and to work with local voluntary and statutory organisations to create new, high quality volunteering opportunities.	Annual running costs for Volunteer centre = approx £30,000 Current income: CYC £4141 PCT £3655 Shortfall up to £26K
Empower local people to have a greater choice and influence over local decision-making and a greater role in public service delivery	Number of volunteers reported by local voluntary organisations on shared database. Increase in the number of people recorded as or reporting that they have engaged in formal volunteering on an average of at least two hours per week over the past year.		Build on existing partnership working in the volunteering sector to enable a strategic view of volunteering activity in the city to be taken; work with partner organisations to extend the range and coverage of volunteering opportunities throughout the city. The Volunteer Centre is currently (and historically) severely under-funded. In the last two years a level of strategic development has been possible through securing short-term funding related to youth volunteering. This cannot be sustained, let alone developed, without a commitment to on-going funding.	

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

LAA outcomes	LAA performance Indicators	York CVS strategic outcomes	Proposed activity	Estimated costs
<p>Enhance the capacity of the voluntary and community sector to make high quality provision through support and development of volunteers.</p> <p>The York LAA states:</p> <p>“Without Walls is committed to increasing delivery of services by the voluntary and community sector.....resources will need to be found to enable the VCS to participate in public service delivery.”</p>	<p>Proportion of services in selected public service areas delivered by the voluntary and community sector.</p> <p>% of voluntary and community sector organisations affirming growth in activity over the past year in terms of 1) financial turnover and 2) volunteering (growth of VCS)</p>	<p>CVS will provide a menu of specialist support services for voluntary and community organisations, aimed at improving their effectiveness and sustainability.</p> <p>‘Health checks’ will provide a first step diagnostic tool for organisations seeking support.</p> <p>Specific support will be available for those organisations wishing to tender for public sector service delivery</p>	<p>York CVS proposes to increase and extend its capacity for:</p> <p>a) Community Accountancy services across the sector (currently available only to children’s organisations because of the funding arrangement)</p> <p>b) Funding advice and support – currently funded only to March 08</p> <p>c) Development and management support to voluntary and community organisations – to be extended to offer a ‘health check’ to identify those areas of policy and practice where the organisation needs support and development, and help them to define a development plan. This may include identification of training needs, and needs to access other CVS support services.</p> <p>d) ‘Tender-ready’ support would build on the health check, to ensure the organisation is ‘fit to tender’.</p>	<p>Staff time and associated costs – £35-40K</p> <p>Shortfall £25K</p> <p>Staff time and associated costs – £35-40K</p>
<p>Empower local people to have a greater choice and influence over local decision-making and a greater role in public service delivery.</p>	<p>% of residents who feel they can influence decisions affecting their local area.</p> <p>% of people who feel that their local area is a place where people from different backgrounds can get on well together.</p>	<p>Ensure experiences of the users of services are reflected in planning and decision-making.</p>	<p>York CVS provides a voice for Third Sector service providers - and provides support for self advocacy groups.</p> <p>CVS has established an effective system of forums and networks relating to health and social care services. But it does not have the human resources required to make</p>	<p>Staff time and associated costs – £35-40K</p>

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

LAA outcomes	LAA performance Indicators	York CVS strategic outcomes	Proposed activity	Estimated costs
<p>Enhance the capacity of the voluntary and community sector to make high quality provision through support and development of volunteers.</p>	<p>% of voluntary and community sector groups and organisations affirming growth in activity over the past year in terms of (i) financial turnover and (ii) volunteering (growth of voluntary and community sector).</p>		<p>best use of the information and ideas which they produce.</p> <p>The Forums also provide people who contribute to various partnerships in York to voice particular communities of interest. They too require more support than is currently available.</p> <p>Given additional resources York CVS would work with the significant number of user-led, self-advocacy groups in existence, including for people with mental health problems, people with learning difficulties, older people, family carers, disabled people, and other communities of interest.</p>	
<p>Widen participation and raise attainment and skills levels throughout the working age population</p> <p>Achieve economic well-being</p>	<p>% of people in need of civil legal advice seeking help from advice agencies.</p> <p>The number of new successful claims or increases in existing awards of the benefits listed...</p>	<p>York and District CAB</p>	<p>Clients seeking advice from York and District CAB, (especially those who are often most in need of the service) are sometimes put off by long waiting times at the bureau. The CAB wishes to introduce a new gateway assessment service (triage) to make the process more efficient, reduce waiting times and make the CAB more accessible.</p>	<p>New Post @ £30,000</p>

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

LAA outcomes	LAA performance Indicators	York CVS strategic outcomes	Proposed activity	Estimated costs
<p>Empower local people to have a greater choice and influence over local decision-making and a greater role in public service delivery.</p> <p>Enhance the capacity of the voluntary and community sector to make high quality provision through support and development of volunteers.</p>	<p>% of residents who feel they can influence decisions affecting their local area.</p> <p>Increase in the number of people recorded as or reporting that they have engaged in formal volunteering on an average of at least two hours per week over the past year.</p> <p>Number of volunteers reported by local voluntary organisations.</p>		<p>CAB wishes to extend its highly successful outreach work to locations in the 8 Children's Centres in the city</p> <p>CAB uses the analysis of its business to influence local and national policy</p> <p>As well as enabling the CAB to deal with significantly more clients the position would be able to support a greater number of volunteers and develop systems to increase the diversity of volunteers and clients using the Bureau services</p> <p>A/A</p>	<p>8 @ £2.5K =£28K</p>
<p>Empower local people to have a greater choice and influence over local decision-making and a greater role in public service delivery</p>	<p>% of people who feel that their local area is a place where people from different backgrounds can get on well together</p>	<p>York Racial Equality Network (YREN)</p>	<p>YREN does not have the resources to undertake the work which is required to address the expanding BME communities in York. It needs to revise and improve its communication systems. This would:</p> <ul style="list-style-type: none"> A) Improve its communications with other bodies B) enable public bodies and other VCOs to communicate more effectively with BME organisations. 	<p>£10,000</p>

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

LAA outcomes	LAA performance Indicators	York CVS strategic outcomes	Proposed activity	Estimated costs
Tackle prejudice, harassment and discrimination where it exists in our communities and neighbourhoods	Number of reported hate incidents (broken down by race, religion homophobic, and disability motivated).		<p>YREN wishes to work others to re-vitalise Building Bridges, a very successful initiative which brought together organisations with an interest in BME issues. It would also organise an annual event to celebrate multicultural activity in York.</p> <p>YREN wishes to engage more with residents and other community groups in York to improve community relations through better information and understanding of BME issues.</p>	<p>Community Engagement Officer @ £30K</p> <p>Other associated costs up to £10K</p>

Economic development, skills and deprivation

Background & Context to Learning City York

Learning City York, York's Lifelong Learning Partnership has, since its formation in **1998**, worked with its partners to create and develop a culture of lifelong learning. The Partnership sees lifelong learning at the heart of personal fulfillment, social cohesion and economic growth and has always strived to break down barriers to meet the learning and skills needs of individuals, families, organisations, communities and businesses in the city.

Learning Partnerships were rolled out nationally in **1999**, supported by funding from Government Office, to bring coherence and better co-ordination by local providers in the development and delivery of local lifelong learning strategies. Learning Partnerships, like Learning City York, are voluntary groupings, with representation from private, public, community and voluntary sectors and the independent role of the Partnerships is a key feature.

Adding value to the work of individual organisations has been central to the development of the Partnership. In particular joint working to address learning issues and sharing information across organisations and sectors has enabled more coherent planning.

There are exceptional levels of trust, openness and honesty between partners but it is recognised that further value could be created for York learners by taking on even more challenging agendas.

Following a ministerial review, in **April 2002**, new core roles were set out for Learning Partnerships:

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

- Promoting **provider collaboration** in support of lifelong learning, and
- Maximising the **contribution of learning to local regeneration**

Since its inception, York's Lifelong Learning Partnership has based its planning on national, regional, sub-regional and local frameworks and viewed these two core roles as central to its work and development. As a result, the Partnership has had a significant influence in the development of priorities and their funding in sub regional and local planning and has been leading on the **Learning City theme of York's Local Strategic Partnership (LSP) Community Plan 'Without Walls' (2004-2024)**, since its formation.

Support to Deliver York's Community Strategy and Local Area Agreement (Learning & Skills Theme)

Most recently, the Partnership has developed, agreed, published and is co-ordinating the implementation of the following two key city-wide strategies:

- **York's 14-19 Strategy for Education and Training, 2005-07** and will be assuming a lead role in this area, on behalf of the Children's Trust YorOK Board, within the framework of the LSP and the new Local Area Agreement (LAA), 2007-2010.
- **York's Adult Learning & Skills Strategy, 2007-2010** in conjunction with the Economic Development Office at the City of York Council. The Adult Skills Strategy will help to support the Partnership's contribution within the LSP to the Economic Development and Enterprise block of the new LAA, for which the CYC Economic Development Office is the lead as well as providing a framework for action to support the skills element of the recently published Future York Group Report.

These strategies aim to align the activities and funding streams from the Local Authority (for education and adult and community learning), Learning and Skills Council, Higher York, Science City, Job Centre Plus, schools, colleges universities, and support agencies working on skills agendas.

In terms of **Adult skills**, there are five key issues that the strategy and interventions aim to make a difference to:

1. Stimulating a new enthusiasm and value for learning, that widens participation and attainment amongst individuals (both in work and not in work), as well as employers.
2. Tackling worklessness and focusing on disadvantaged communities and people with low levels of skills or qualifications, whether in employment or not.
3. Developing & renewing skills to facilitate economic growth appropriate to the changing key employment sectors.
4. Increasing employer engagement in the skills agenda, in terms of:
 - investment in training
 - articulating skills gaps
 - developing new products & services with providers
 - breaking down barriers to engagement (particularly for small businesses)
5. Maintaining a balanced offer of Adult Learning across the city that provides opportunities for personal, social and community development.

Use of LPSA Grant rewards

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

If LPSA Grant rewards were awarded to support the adult skills work of Learning City York and its partners, eg: £100k, this would help to achieve a multiplier effect on the impact of those monies and activities that are already being aligned to implement the Adult Skills Strategy and the key performance indicators identified within the Local Area Agreement.

More specifically, if this were to support existing skills activity to address deprivation issues within York, we would be able to achieve greater impact by aligning with the existing multi-agency programme proposal for tackling 'worklessness', which aims to draw down ESF funding from both the LSC and JobCentre Plus, as well as Yorkshire Forward social inclusion monies, as part of the Sub-regional Investment Plan. A contribution from the LPSA Grant Awards would demonstrate to other funding agencies and delivery partners that the Local Authority were committed to acknowledging and supporting the impact of partners to help deliver against LAA targets with the City of York Council.

Climate change & sustainability

Proposals to support this priority would include appointment of a Climate Change Officer. This officer will be a knowledge base for the LSP partners to help them understand their responsibilities and challenges in terms of climate change. The post will be a project officer with specialist climate change knowledge but will need to coordinate and draw on the knowledge of other partners i.e. communication/marketing. They will assist and advise partners on how to respond to the CC agenda, national and local. They will coordinate & facilitate action in the city and assist and advise partners on the approaches they take in their own organisations.

In light of the politicians request and our view that this strategy should be produced and implemented in partnership i.e. through the LSP, this post would be responsible for managing the production and implementation of the city wide Climate Change Strategy. Currently I am in discussions with lecturers responsible for coordinating work and activities of PhD students at the University which should start work on the research at least from October 07 onwards. Briefly I would expect this post to take the following form assuming Executive agree to this approach in September.

Year 1. Establish partnership Climate Change working group with membership, terms of reference and chair. Provide training and awareness events to ensure all members of the group are at similar and appropriate level of understanding of the issues and challenges. Establish procedures and process for the collection of baseline data for the LAA indicators relating to climate change and the reporting of progress on these and the climate change strategy to the wider partnership and LSP. Produce first draft of strategy based on PhD student research and formulated around mitigation and adaptation issues and proposals. Produce an implementation plan and communications plan for all partners. Establish process and procedures for the approval and implementation by all partners to help them embed this work into their organisation and compliment work they may already be carrying out. Input into the review of the community strategy.

Year 2 & 3. Prioritise implementation plan and start the phased programme of implementation. Coordinate communication plan, public events and activities. Seek partnership funding for the continuation of the post beyond the third year. Coordinate the collection of indicator data for the LAA. Year 2 & 3 review implementation plan and progress report to LSP. Year 3 review strategy.

Year 3 onwards. Establish as a permanent partnership post to respond to this rapidly changing policy and business area to ensure the city is prepared.

Examples of projects which could be commissioned from LPSA Performance Reward Grant to help achieve shared priorities

LSP climate change working group membership - this needs the key players CYC (not just the CC officer but also others, emergency planning, CEO?; big business emitters i.e. University, Nestle; those who will be effected by climate change the most i.e. health service, other emergency services, insurance industry, developers; communications/marketing specialist; scientists; Science City.

As far as costs I would think the post needs to be appointed (initially by CYC) at PO6/PO7 level, SCP 38 or 39 (approx. £29,500 per annum for three years) with on costs



Executive24th July 2007

Report of the Assistant Director Economic Development and Partnerships

RESEARCH FINDINGS ON THE EVENING ECONOMY IN YORK**Summary**

1. The report seeks to brief members on research on the evening economy and the experience of York city centre in the evening, undertaken in association with the First Stop York Product Development Group. Views are sought on the principles of the draft vision and action plan prior to a costed action plan being presented later in the year.

Background

2. The managed development of a healthy evening economy will bring social, economic and environmental benefits to the residents of York and has the potential to greatly increase the value that the city receives from tourism. Improving the visitor experience of York after dark will improve the city's ability to attract valuable overnight visitors. While only 16% of visitors to York stay overnight, they account for 58% of the impact of tourism on the local economy (£180 million pa). This implies that a focus on improving the evening experience of York will be very effective in boosting the evening economy and increasing tourism revenues overall. Conversely, this also means that this major revenue stream from overnight tourism would be significantly threatened by the incorrect development of the evening economy. In order to better inform future policy and action, an extensive study of the city centre evening economy with a particular focus on the relationship between tourism and the experience of the city centre after dark.
3. The research suggests that the correct "steer" for the York evening economy is towards a more inclusive evening experience with a more exciting and diverse range of evening activities, a higher amenity value and a higher perception of safety in the city centre. The research also highlights the need for co-ordination of activity in the evening economy to allow for greater communication and cooperation between the stakeholders involved including retail, hospitality, entertainment, accommodation and the local authority.
4. Key findings of the research, together with a draft vision and action plan to stimulate the evening economy in York are set out below. Consideration of this research and endorsement of the overall principles are requested prior to a more detailed, costed action plan .
5. Further research into the current behaviour and spending patterns of residents in the evening economy has been commissioned via the Council's Talk About Panel, the results will be available at the end of July.

Key Findings of Research

6. The main findings of the research undertaken in association with the First Stop York Product Development Group are set out below:

Trends in the development of the evening economy of UK cities?

- 6.1 According to "Night Vision" published in January 2007 by the Civic Trust (National) city centres have become dominated at night by alcohol related activity. *Appendix 1.1*
- 6.2 Many people - particularly older people and women - can feel excluded from town centres at night, particularly at the weekend. They fear anti-social behaviour and believe that there are few activities in town centres to attract them. Whilst about 45% of 16-34 year olds go out on the town one evening a week, only 15% of over 55s do and 71% of over 55s would not go to a town centre in the evening. *Appendix 1.1.*
- 6.3 Night Vision proposes encouraging diversity of activity as a means of developing the evening economy and improving the evening experience of town centres for everyone: families, residents, businesses, older people, teenagers etc. *Appendix 1.1*

What is the contribution of Tourism to the evening economy of York?

- 6.4 16% of visitors stay overnight in York (i.e. 600,000). *Appendix 1.4.*
- 6.5 The average length of stay in York is 3.28 nights and this has increased over recent years. *Appendix 1.4.*
- 6.6 In total there are 2 million visitor nights spent in York's evening economy per year. *Appendix 1.4.*
- 6.7 Spend among visitors on (evening) food and drink and evening entertainment has risen significantly over the past 10 years (corrected for inflation) (per visitor per night on food and drink from £8 to £12/13, per visitor per night on evening entertainment from £1.72 to £4.67). *Appendix 1.4.*
- 6.8 Average spend per day by overnight visitors is approximately £77.97 including accommodation. *Appendix 1.4*
- 6.9 We can estimate that the total spend in York by overnight visitors is approximately £153 million¹ (and a total economic impact, including the multiplier effect, of £180 million). The total spend by overnight visitor in York's evening economy is approximately £98 million² (total economic impact including the multiplier effect is approximately £115 million). *Appendix 1.4.*
- 6.10 Therefore, while only 16% of visitors stay overnight. Those overnight visitors account for 58% of the impact of tourism on the local economy. This implies that a focus on

¹ 600000 visitors x 3.28 average nights x £77.97 average spend by overnight visitors

² 600000 visitors x 3.28 average nights x £49.74 difference between average spend by overnight visitors and average spend by day visitors

improving the evening tourism product will be very effective in increasing tourism revenues overall.

- 6.11 Conversely, this major revenue stream from overnight tourism would be significantly threatened by the development of a less inclusive, less safe evening economy with a low amenity value.

How important is the evening experience of the city to the success of York as a destination?

- 6.12 In choosing a destination 52% of York's visitors state that a range of things to do in the evening is an important factor influencing their decision and this figure is rising steadily. *Appendix 1.4.*
- 6.13 Changing population trends will lead to an older age profile and may create a diversity of demand in the current evening economy market. *Appendix 1.1.*

What is the current visitor experience of York in the evening?

- 6.14 In comparison to other cities visitors feel that York is relaxed and safe in the evening. *Appendix 1.7.*
- 6.15 There has been a decrease in the percentage of visitors who think York is a dull place in the evening in recent years. *Appendix 1.4.*
- 6.16 Eating out, ghost walks, going to a pub or bar and walking are the most popular activities for visitors to York in an evening. *Appendix 1.4.*
- 6.17 The evening activities of visitors from social class A/B are more likely to involve going to a restaurant while the activities of visitors in social class D/E are more likely to involve going to a pub or bar. *Appendix 1.4.*
- 6.18 While changes to licensing has lead to longer drinking hours over the past few years. The same period has seen a decline in alternative (i.e.; alcohol independent) evening entertainment provision e.g. closure of the Barbican by CYC, closure of Odeon. *Appendices 1.1 & 1.2.*

How do resident's experience/ make use of the city centre in the evening?

- 6.19 There are high levels of regular usage of cafes, pubs, bars and restaurants by residents and such activities are perceived as one of the most important leisure activities. *Appendix 1.5.*

How could the visitor experience of York after dark be improved?

- 6.20 There was strong support from residents, visitors and evening economy stakeholders towards the development of a continental outdoor café culture in York in the evening *Appendix 1.7 & 1.8.*
- 6.21 Several research projects have revealed a strong demand among visitors for concerts/musical performances, outdoor theatres and cinema, street entertainment, street markets and evening festivals as possible evening activities. *Appendices 1.3, 1.4, 1.6, 1.7 & 1.8.*

- 6.22 A survey of Film Alfresco attendees (visitors and residents) revealed that 60% felt there was not enough to do in York in the evening. *Appendix 1.6.*
- 6.23 50% of Film Alfresco attendees said they would attend an Open Air Cinema every month, 25% stated that they would attend twice a month and a further 9% would come weekly. *Appendix 1.6.*

Visitor Attractions

- 6.24 Visitor attractions all close at between 5-6. *Appendices 1.2 & 1.7.*
- 6.25 Focus group research (among both residents and visitors) indicated a strong demand for later (i.e. early evening) opening of historic attractions *Appendix 1.7.*
- 6.26 Research based on trial late night openings of historic attractions suggests that 56% of visitors would be interested in visiting museums and attractions in the evening. *Appendix 1.3 .*

Evening Shopping

- 6.27 Currently there is no co-ordinated (or marketable) late night shopping in the city centre. *Appendix 1.2.*
- 6.28 40% of respondents to the Film Alfresco Questionnaire (residents and visitors) stated that evening shopping would encourage them into the city centre on an evening. *Appendix 1.6.*
- 6.29 35% of visitor spend is spent on shopping. This is the most valuable aspect, in terms of spend, of the visitor experience. It is therefore reasonable to deduce that the city is losing out on potential revenue from tourists as well as residents by not developing a regular co-ordinated evening shopping experience that can be marketed to prospective visitors. *Appendix 1.4.*

Lighting

- 6.30 Focus group research indicated strong demand for outdoor active recreation in the evening. Walking was highlighted as an important aspect of an evening's activities and entertainment. Visitors suggested that improved lighting could be used to make more of the city walls and waterfront as opportunities for evening walks. *Appendix 1.7.*
- 6.31 Surveys throughout the UK have shown that investment in lighting leads to a reduction in crime levels and a greater perception of safety in the city centre after dark. *Appendix 1.9 .*
- 6.32 York has recently seen significant investment in both permanent architectural lighting and temporary creative lighting aimed at improving the experience of the city centre after dark. This investment has been recognised as an example of how to improve the after dark experience of a city centre in a sustainable and inclusive manner. *Appendix 1.1.*
- 6.33 There has been a very positive reaction to improved city centre lighting schemes among visitors (82% of people who've seen the lighting see this as

attractive/beautiful, or as adding to the city's atmosphere). *Appendix 1.4*. 60% of residents surveyed had attended the illumination and light shows. *Appendix 1.5*.

Which time periods are most in need of improvement

5-7pm

- 6.34 Visitors and residents feel that York has plenty on offer during the day however there is a severe lull in the 5-7pm early evening period when the city seems to close down very early. *Appendix 1.7*.
- 6.35 The end of pedestrianisation at 4 pm coincides with the arrival of many vans in the city centre and gives the perception that the city is closing down very early. *Appendices 1.7 & 1.8*.
- 6.36 Evening economy stakeholders felt that extending retail opening by an hour would be a significant boost to York's evening economy by making the city centre useful to people who have just finished work in the city and thereby retaining them in the city centre. *Appendix 1.8*.
- 6.37 Extended opening hours of cafes was suggested by visitors, residents and stakeholders as a way to fill the early evening slot. *Appendices 1.7 & 1.8*.

7-9pm

- 6.38 In a survey of Film Alfresco attendees 90% of respondents, when asked what time they would prefer city centre evening entertainment to take place, picked the 7-9pm period. *Appendix 1.6*.

Barriers to development of the evening economy

Transport and Parking

- 6.39 Discussions with evening economy stakeholders revealed a lot of anger about the introduction of evening parking charges in the city centre. Traders believe that the introduction of evening car parking charges has hurt evening businesses. *Appendix 1.8*.
- 6.40 According to focus group research with visitors and residents and discussions with stakeholders the early closing times of the Park and Ride sites make it more difficult to come into town in the evening (and therefore restrict the development of the evening economy). In general the last bus from the city centre is around 8.00pm with the gates of the car park locked after the last bus. *Appendices 1.2, 1.7 & 1.8*.
- 6.41 Buses services are far less frequent in the evenings (after 7.00 especially)

Deterrents to using York in the evening

- 6.42 York in the evening is perceived by visitors as not very accommodating to children. *Appendix 1.7*.
- 6.43 Most evening economy stakeholders who attended discussion groups expressed the belief that rowdy and anti-social behaviour (and specifically stag and hen parties) are

a serious threat to the visitor experience of the city after dark and to the development of the evening economy. *Appendix 1.8.*

- 6.44 According to the Safer York Partnership “the community in York has a much greater fear of crime at night time than during the day. A street survey carried out by Safer York Partnership last summer [2004] showed that the reason for this increase in fear is a perception that York is too quiet at night and does little to encourage families to come into the city during the evening”. *Appendix 1.9.*
- 6.45 Some visitors feel the policy, among hotels in York, of not accepting one night bookings is a deterrent to staying overnight in York. *Appendix 1.7.*

Provision of Information about the Evening Economy

- 6.46 According to visitors the current provision of information regarding evening events (i.e. performances etc) and restaurants is poor. *Appendix 1.7.*
- 6.47 Some hoteliers felt that the current provision of information about the evening economy was difficult to find, not always up-to-date and inaccurate which means they are often not in a position to inform their visitors of the current offer. *Appendix 1.8.*

Draft Proposed Vision and Action Plan

- 7.1 Following discussions with the First Stop York Product Development Group, a draft proposed vision and action plan has been prepared. View of the Board are welcomed on this, prior to any formal consideration of this by City of York Council and other partners.

Inspiration for the development of York’s evening economy is available from the many historic cities on the continent where the streets at night are thriving and occupied by people young and old working, socialising, exercising and engaging in entertainment, cultural and community activities. The Civic Trust for Britain has recently proposed the following vision for the Evening Economy in UK cities.

“The Civic Trust has a very clear vision for what town centres should be at night, in short we would like to create “town centres for all” - welcoming spaces that work at night for everyone: families, residents, businesses, older people, teenagers etc.

We want to see a reduction in:

- *Crime*
- *Noise and disturbance*
- *Street fouling*
- *Drink and drug related A+E admissions*

We want to see:

- *Shops open in the evening*
- *Venues that cater for families and older customers*
- *More special events and festivals that add life to the town centre*
- *Innovative use of public buildings in the evening*
- *An increase in non alcohol related activities at night*
- *An improvement in public spaces and lighting*

- *Better night time public transport*
- *An increase in a responsible, adult presence such as street wardens.”*

Proposed Action Plan

The following action plan, based on the key research findings, recommends a series of measures to improve the experience of York in the evening and by doing so improve the evening economy and increase the number of visitors.

Coordination and communication

- 7.2 Establish an Evening Economy Forum which will facilitate communication and co-ordination between the evening economy stakeholder groups e.g. venues, retail, visitor attractions, markets, restaurants, highway authority, the destination marketing organisation and the tourism partnership. This forum could facilitate the integration of retail opening hours, entertainment and opening hours of museums and attractions. The forum would be facilitated by the CYC Economic Development Unit initially then passed onto the York Tourism Partnership or BID company (if established), with a private sector chair.
- 7.3 A CYC officer needs to be given specific responsibility to ensure that the coordination above takes place.

Improve the provision of non-alcohol dependant evening activities and entertainment.

To get a more diverse set of evening economy users, improve the perception of safety and make the evening economy more inclusive and family friendly by:

- 7.4 Improve the amenity value of the city centre and provide for active recreation e.g. walking, strolling, jogging in the evening in the city centre. Recommend development of a high quality riverside walking, jogging, cycling route along both banks from Clifton Bridge to Millennium Bridge through greatly improved lighting, surfacing, signage. Other possibilities include specific improvements to allow the walls to be opened at night e.g. Chester
- 7.5 Develop a permanent high quality, specifically designed outdoor events space in the city centre, which would be well-lit, have seating and would be used:
- as the fixed site for street entertainment which would take place every early evening at a fixed time.
 - as the place to find information about what's going on in the city centre that night via information boards and/or display screens.
 - potentially the events space would located alongside the VIC (see information section below).

Facilitate the development of a continental ambience

- 7.6 Simplify the licencing arrangements for bars, cafes and restaurants wishing to provide outdoor seating i.e. there should be a single licence rather than 2 or 3.

- 7.7 Remove the “Café Curfew”, Cafés, bars and Restaurants should be allowed, where possible, to serve breakfast before 10 and evening meals and drinks after 8pm.
- 7.8 There will soon be a need for defined outdoor smoking areas – developing continental style outdoor seating is an opportunity to make sure this happens in a co-ordinated and attractive way.
- 7.9 Benefits in terms of responsible drinking and improved levels of informal surveillance and perceptions of safety on the street.

Develop better Evening Events and Festivals

- 7.10 Focus public support for events and festivals on those which improve the evening experience of the city.
- 7.11 Develop one major, large scale event which will showcase York as an overnight destination.
- 7.12 To facilitate the marketing of evening events and festivals, all public support should focus on events which will run for a minimum of 3 years i.e.; no one off events.
- 7.13 Improved listings website (as below)

Encourage Evening Shopping

- 7.14 CYC to allow free evening parking on a specific night (weekly) to facilitate co-ordinated, regular and marketable late opening/ evening shopping.
- 7.15 CYC should only give this concession on the basis of an commitment from sufficient retailers in advance to open on that agreed night for an agreed number of months in order to trial the initiative correctly.

Improving the 5-7pm period (tumbleweed time)

Keep people in town by

- 7.16 extending pedestrianisation hours and retail opening hours,
- 7.17 facilitating early evening street entertainment (as above)
- 7.18 extended opening times of attractions
- 7.19 allowing outdoor seating to facilitate the early evening café culture.
- 7.20 The reduced evening car parking charge (i.e.; currently £2 for the night) should start at 5pm rather than 6pm every weekday in order to encourage more activity in the city centre between 5 and 7pm.

Improving the 7-9pm period

- 7.21 Attract more people into the evening economy by facilitating more events and cultural activities e.g. more music concerts etc. There is a need for more performance venues in the city centre.

- 7.22 Extend opening times at all park and ride sites until 10pm at least or potentially later for theatre, cinema and concert goers and also work with First Bus on ensuring the best possible mid-evening service bus timetables.
- 7.23 Improve information provision about evening events and activities. (see below).

Improved information provision re evening entertainment

- 7.24 Central city centre events & information point (as described above)
- 7.25 Having within the daytime VIC a dedicated evening desk and information point which could also function as a booking service for evening events.
- 7.26 Sustained minor investment in a proper listings website (to replace www.whatsonyork.com) which would be more searchable and could be used to distribute weekly e-mail bulletins to accommodation providers. It may be that this website would be operated by a private sector company with some support from the Tourism Partnership and/or CYC.
- 7.27 The use of the Evening Economy Forum (proposed above) to encourage an “Evening economy ambassador” in each hotel (as in the Queens Hotel Appendix 8)

Policy

- 7.28 Both the City of York Council and the York Area Tourism Partnership should adopt the policy of developing and promoting a vibrant, diverse and inclusive evening economy, as described in Appendix 1, which would bring benefits both to residents and visitors.
- 7.29 There is a need for consideration of the evening economy in all relevant CYC strategies and plans.
- 7.30 Development and adoption, across CYC including planning, licensing and network management and the York Area Tourism Partnership, of an evening economy strategy which will outline co-ordinated actions on a number of issues including, for example, development of evening shopping, management of stag and hen parties, licencing etc

Consultation

8. The report is being provided for information and there are no recommendations with financial consequences at this stage. There has been consultation with a range of industry stakeholders and with the Economic Development Partnership Board on 19 June. The Board resolved to support in principle the development of a vibrant, diverse and inclusive evening economy in York, and asked that a further report be presented on a costed action plan to support the development of the evening economy.

Options

9. Members can choose to endorse the recommendations in this report to develop a strategy for the development of a more inclusive evening economy with a more exciting and diverse range of evening activities, a high amenity value and a high perception of safety. We feel that this will bring social, economic and environmental

benefits to the residents of York and has the potential to greatly increase the value that the city receives from tourism.

10. Alternatively Members could choose not to endorse the recommendations. We feel that a major revenue stream from overnight tourism would be significantly threatened by the unplanned and incorrect development of the evening economy.

Analysis

10. As stated in the paragraph above, options have not been presented therefore there is no need for appraisals.

Corporate Priorities

11. The research on the evening economy relates to the following objectives for the Council, including the Community Plan, Corporate Strategy 2006-09 and the Economic Development Service Plan

Community Plan

- * The “Thriving City” theme of the WOW Community Plan has the following strategic objective:

“To support the progress and success of York’s existing businesses and to encourage new enterprises in order to maintain a prosperous and flourishing economy that will sustain high employment rates.”

Reason: An extended evening economy will allow existing businesses to flourish (with the potential for much higher custom and income generation) and could allow new enterprise to grow to take account of new market opportunities.

Corporate Strategy

- * The Corporate Strategy 2006-09 sets identifies two corporate priorities relevant to this report:

- The Safer City - Reduce the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York

Reason: A changed evening environment in the city, offering more non-alcohol based alternatives, will change the ambience of the city centre and make for a safer atmosphere

- Improving our organisational effectiveness - Improve the way the Council and its partners work together to deliver better services for the people who live in York.

Reason: The Council and partners will seek, in the costed action plan, to identify activities where with better co-ordination it will be possible to encourage a more inclusive evening experience with a more exciting and diverse range of evening activities for residents as well as visitors to enjoy, thereby creating a more successful evening economy for the city, more job opportunities for local residents etc

Economic Development Service Plan

- * The Economic Development Service Plan sets identifies a number of corporate priorities:
 - DIP 5 Increase people's skills and knowledge to improve future employment prospects.
 - DIP12 Improve the way the Council and its partners work together to deliver better services for the people who live in York.

Implications

12. As this is a general report seeking views on the evening economy prior to any formal consideration of a costed action plan, there are no implications. Proposals set out in the vision and draft action plan are presented with no firm commitment or financial support from the City of York Council. If the Executive agrees to endorse this report, a fully costed action plan will be developed and any implications will be outlined.

Risk Management

13. In compliance with the council's risk management strategy, there are no risks associated with the recommendations of this report as at this stage it is purely asking for Members' views

Recommendation

Executive are requested to:

14. Provide their input and views on the key finding of research, and the principles outlined in the draft proposed vision and action plan for the evening economy in York are requested.
15. Agree to support in principle the development of a vibrant, diverse and inclusive evening economy in York
16. A further report is presented on a costed action plan to support the development of the evening economy in York city centre.

Reason: To help shape the effectiveness of future action.

Contact Details

Author:

Roger Ranson
Assistant Director Economic
Development & Partnerships
Phone No: 01904 551614

Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy

**Report
Approved**

Date

6 July
2007

Co-authors:

Sophie Packman and Rory
McCarthy
Tourism Development
Economic Development &
Partnerships
554550/554425
Specialist Implications Officers - none

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

All background papers for the Evening Economy report report, including comments from the workshop session etc are held at 20 George Hudson Street

York After Dark

Appendices to research and proposed action plan on the evening economy and the visitor experience of York in the evening

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Methodology

The research methodology for this report involved a number of different stages and the consideration of a range of sources of information.

The first stage of the research reviews a number of key pieces of existing research, which includes both national and local focused work. The Civic Trust Opportunities Review Research which has been discussed, is part of a major national three year research programme and highlights possible future trends, market responses and examples of good practice. The York Archaeological Trust research considers the current market and product of York in the evening, including an audit of the evening offer, due to developments over the past few years a 2006 update of this information is outlined. Other aspects of the research included a review of other historic cities and their evening economies and research related to a number of trial evening openings of visitor attractions.

The report also includes analysis of existing primary data from the First Stop York Visitor Survey, The Economic Impact of Tourism Study and the Council's Talkabout Panel, which provided information about the current behaviour and attitudes of both visitors and residents of York in the evening.

The research outlined above is supported by a number of new research projects commissioned for this report. This included a self-completion questionnaire which attendees at the two Film Alfresco screenings, which took place in York during September 2006, were asked to complete. The questionnaire asked a number of questions specifically in reference to the cinema but also gauged attendees views on aspects of York's evening economy. To involve and record the opinion of stakeholders in the evening economy two discussion groups took place, this provided individuals from different business sectors which impact upon the evening economy to discuss the current strengths, weaknesses and possible improvements which could be made to the evening economy. The final piece of new research were focus groups which took place with both visitors and residents of York, where the attitudes towards York as an evening destination were investigated and new product development ideas for York's evening offer were tested.

This combination of research methods and qualitative and quantitative data has produced a detailed understanding of York's evening economy and as a result the information has been used to highlight a number of key findings which in turn have lead to the development of a proposed action plan in response to the current evening economy of York.

1.1 – The National Picture

**NightVision: Town Centres for All
Civic Trust, January 2007**

**Year Three Evening Economy Work Programme – Opportunities Review:
“Consumers and Products of Tomorrow”**

Erskine Corporation LLP (commissioned by the Civic Trust), October 2005

In 2003 the Civic Trust were awarded a funding grant from the Department for Communities and Local Government for a three year programme of events, research and case studies to look at good practice in managing and developing the evening and night time economy. The research involved a number of sources ranging from interviews with key stakeholders in the evening economy, local authorities, national government, developers, the drinks industry, licensees, retailers and also consumers.

The NightVision report published in January 2007 combines this wealth of research to outline a vision for better town centres at night and the practical steps that can be taken towards achieving this vision. The overall vision and aims of the report are outlined below:

The Civic Trust has a very clear vision for what town centres should be at night, in short we would like to create “town centres for all” - welcoming spaces that work at night for everyone: families, residents, businesses, older people, teenagers etc.

The Civic Trust want to see:

- *Shops open in the evening*
- *Venues that cater for families and older customers*
- *More special events and festivals that add life to the town centre*
- *Innovative use of public buildings in the evening*
- *An increase in non alcohol related activities at night*
- *An improvement in public spaces and lighting*
- *Better night time public transport*
- *An increase in a responsible, adult presence such as street wardens.*

The report further outlines a number of core principles and methodology which are seen as fundamental in changing town and city centres to be more inclusive and sustainable night time destinations that work for all stakeholders.

The NightVision programme also incorporated an Inclusive Town Centres Survey, the survey of local authorities highlighted that many people - particularly older people and women - can feel excluded from town centres at night, particularly at the weekend. They fear anti-social behaviour and believe that there are few activities in town centres to attract them. Whilst about 45% of 16-34 year olds go out on the town one evening a week, only 15% of over 55s do and 71% of over 55s would not go to a town centre in the evening.

A further aspect of the NightVision programme is the Opportunities Review: “Consumers and Products of Tomorrow” report which focuses on future evening consumer trends, market responses and the potential for more inclusive town centres.

Evidence suggests that a lack of diversity in the evening offer is a bad thing and there is also a limited argument that a more diverse town centre is likely to be of benefit to wider

society. Specific research related to creative classes¹ suggests that nightlife is a key component to a city's appeal for this particular group of individuals, however this does not reflect the opinions of society as a whole, further work is required to gauge general opinion.

Furthermore an emerging problem appears to be who owns the evening economy, in most towns this is a difficult question. However it is clear that the government wants local authorities to be responsible for the direction and development of the evening economy, with ownership sitting with the LSP. There is a range of legislation and policies which impact upon and shape the evening economy such as BIDs (business improvement districts), the Licensing Act 2003 and the How to... Manage Town Centre guides.

The report suggests that in terms of licensed premises, which have dominated the evening economy in recent years, market forces have not encouraged diversity but instead created a uniformity of provision. However population trends which will lead to an older age profile with high disposable income may force a change in the available evening leisure activities and licensed premises. Furthermore it is highlighted that teenagers are not provided for in the current evening experience, entertainment is focused upon the cinema and under-age nightclubs, which reinforce existing attitudes and behaviour in the town centres in the evening. Although pubs, bars and clubs will remain central to the evening economy, future changes include the growth of eating out, increasing importance of live entertainment and city centre cinemas which lead to the provision of an experience rather than just an event.

A range of interventions are highlighted which are seen as expanding the current evening economy offer. It is recognised that although evening shopping does well in certain locations, in a number of major centres there is a lack of integration between later opening hours, marketing campaigns, entertainment and other events to keep people in the centre in the evening. Museums and galleries are also developing as evening entertainment as an attempt to increase participation and extend opening hours.

The report also looks at a number of case studies including York, which they highlight as interesting town centre formats. The Idea Stores in Tower Hamlets, London is a new method of combining libraries and adult education centres providing focal centre points in both the day and evening for the local community. The Stores appeal to a wide variety of age groups and provide the spaces for a range of activities even spaces for doing nothing. A further case study is Komedia which has venues in Brighton and Edinburgh, they provide a range of entertainment in a café culture style, providing an informal space for a meal or drinks with entertainment as well. The focus on York outlines the Renaissance: Illuminating York project using various methods all involving light to improve the evening experience.

In conclusion the report focuses on two recommendations,

- a joined up approach by government departments to deliver a programme of training, best practice and action planning which would support the development of safe and successful evening economies.

¹ Richard Florida's description of the "creative classes" is similar to the "Cosmopolitan" lifestyle types identified as 1 of 2 key market segments for York Tourism. According to the Arkenford lifestyle market segmentation "Cosmopolitans view themselves as stylish, but individuality rather than fashion is most important.... They are risk takers; this is reflected in their purchases, but also in their desire for things that are new and different and provide them with new challenges, both physical and intellectual. This includes an appreciation of art and culture".

- a long term vision for the evening economy in towns and cities which would be used to develop an evening economy strategy. There is a further need for all strategies which impact on the evening economy to be evening economy proofed.

The information from the NightVision report which encumbuses the Oppportunities Review will be used by the Civic Trust year together with consultants Erskine, to produce four pilot projects with local partners to put the key principles into action through innovative projects that will lead to real local improvements, the development of good practice and policy formulation. The pilot projects will be then used to develop a 'core agenda of techniques and standards to be disseminated to practitioners and policymakers.

1.2 - Audit of Current Evening Economy Provision in York

York Archaeological Trust

'Unlocking our Heritage – The Market and Product' 2004

updated by Economic Development Unit, City of York Council November 2006

The following section provides an update of information which was outlined in the 2004 York Archaeological Trust 'Unlocking our Heritage – The Market and Product' report, which is discussed in a further section of this report. The report provides an outline of important aspects of the evening economy, such as transport, retail and entertainment: these aspects have been updated below, with particular emphasis upon any significant changes that have taken place since the report was published. A number of other factors which have further been recognised as important to the evening economy are also outlined in this section.

Transport

The transport infrastructure of York is an important contributing factor towards the evening economy as without adequate transport links both residents and visitors will be unable to access the current evening offer.

Park and Ride

- There are now five Park and Ride sites which operate in York, the system works by allowing users to park in secure car parks located on the edge of York and travel into the centre of the city by bus.
- The Rawcliffe Bar, Designer Outlet, Grimston Bar and Monks Cross services operate until around 8.00pm on an evening. This may limit the length of stay of users of the city centre on an evening, whereas the Askham Bar service which runs until 12.00pm provides a more flexible transport option and may encourage users to stay in the city centre for longer periods of time.

Bus Services

- The Local Transport Plan 2006-11 highlights that bus patronage in York has increased by 49% since the start of the 2001/02 plan, this is whilst other traffic levels have dropped. Bus usage is a key aspect of the plan and a priority of the City of York Council.
- There are a number of bus operators across York, however the First Group provides the core services across the city to the main settlements around the perimeter of York, the last services to and from York tend to leave at around 11, however the frequency of service does decrease in the evening.

Car Parks

- All council owned surface car parks remain open throughout the night, underground car parks such as Piccadilly and the Shambles are open until 6.30pm.
- Coach parking tends to be located at Council run car parks and overnight facilities are available, with related charges.
- At the time that the YAT report was produced (in 2002) there were no evening parking charges however since then charges have been introduced. There is a flat rate of £2.00 to park from 6.00pm to 8.00am (or £1.00 for those with a resident parking discount badge) The introduction of such charges, which were controversial when first launched, may be a deterrent to potential visitors and users of York in the evening.

Rail

- There are a number of train services to nearby towns and settlements such as Leeds, Harrogate, Selby and Scarborough. The last trains of the various services run until 10.00pm – 2.00am.

Retail

- Although only 7% of visitors to York, stated that shopping was their main reason for visiting, 50% of visitors do go shopping whilst in York, furthermore it is an alternative leisure activity which could be used to lengthen the stay of users of the city centre.
- The main closing time period for retail is between 17.30-18.00, however there are isolated stores in the city centre which operate later opening hours such as Borders.
- A current initiative by retailers in the city is the Petergate Party Nights, this involves a particular area of the city opening until 8pm on the last Thursday of every month.
- The out-of-town shopping centres tend to have regular later opening hours, Monks Cross is open until 8.00pm every week night, the Designer Outlet is open until 8pm every Thursday and stores at Clifton Moor also operate similar opening times.

Entertainment

Food and Drink

- There are around 200 cafes and restaurants and 200 pubs and bars in York, recent changes to licensing restrictions have extended opening hours with some premises now opening until 2am.
- There are 3 city centre night clubs, which close at around 3-4am.

Visitor Attractions

- Since the YAT report was published in 2004 there has been little change in the opening hours of historic attractions across York, with most attractions closing between 5.00pm – 6.00pm, at some venues e.g. York Dungeon and Clifford's Tower this does vary according to the season.
- YorkBoat operates a series of evening cruises from April to October, which depart at different times across the evening.
- The opening hours of the City Walls is until dusk, this can be until 8.00pm in May and August and as late as 9pm in July however in the winter the walls close as early as 3.30pm.
- The Yorkshire Wheel was opening until 9.00pm over the summer months, however this stopped at the end of September. There may be plans for similar opening hours in 2007.
- The wide range of festivals which take place in York, involve evening events and activities such as Wine Tasting which is part of the Food and Drink Festival and musical performances which are part of the Early Music Festival. These activities provide interesting additions to the evening offer however the events tend to take place annually.
- Most venues offer some form of hospitality and corporate entertainment in the evenings on a private hire basis.

Cinema and Arts Venues

- Since the recent closure of the Odeon cinema in the city, there is now only the City Screen which is based in town, located out of town is the Vue Cinema at Clifton Moor.
- The theatres and arts venues in the city include the Grand Opera House, York Theatre Royal, Joseph Rowntree Theatre, National Centre for Early Music and the Friargate Theatre.

DRAFT FOR DISCUSSION: York after dark:

Research into the evening economy and the visitor experience of York in the evening

- The art galleries in the city include the York Art Gallery, Adze Gallery, Coppergate Gallery, Blake Gallery and Minster Fine Art, however they are not open in the evening.

Other Evening Venues and Activities

- Fibbers Live Music.
- A range of ghost walks.
- York Brewery Tours, arranged by appointment.

Changes from 2004 to 2006

- Closure of the Odeon cinema in the city centre, there is now only the City Screen which is based in town, located out of town is the Vue Cinema at Clifton Moor.
- Closure of Barbican centre.
- Decline in evening shopping, there is no longer a dedicated website and marketing campaign.
- Introduction of evening parking charges, a flat rate of £2.00 to park from 6.00pm to 8.00am.
- Improved lighting across the city, in exhibition square and along the waters edge at The Guildhall and Lendal Bridge.
- There are a number of new bars and restaurants such as The Living Room and The Biltmore.

1.3 - York's Historic Attractions and the Evening Economy

York Archaeological Trust

"Unlocking our Heritage"

Prepared by the Partners Group and David Leon Consulting 2003 and 2004

The York Archaeological Trust was commissioned by the City of York Council in 2003 to look at the current evening offer in York and to test the feasibility of the evening opening of attractions.

The first aspect of this project looked at York's current evening offer, concluding that it is mainly focused around eating and drinking establishments, the two theatres and cinemas in the city centre. Whilst these main conclusions have not changed significantly, since the report was published, the evening offer has changed slightly with a number of establishments closing. An update of the current evening offer and analysis from the annual visitor survey is outlined in the previous section entitled The Current Evening Economy Provision in York.

Historic Cities and the Evening Economy

The second aspect of the project involved a review of other historic cities work involving interpretation of their historical heritage and their contribution to the evening economy. This involved a review of existing literature, contact with TICs and conversations with museum staff and tourism professionals across a number of key historic towns.

The project specifically focuses upon Chester as a case study and highlights the similarities between York and Chester in terms of the limited evening offer and the current prominence of drinking as an evening activity.

Chester's tourism strategy outlines the need to improve interpretation across the city and also emphasises the role of attractions as part of the evening offer, which in turn can improve the safety and desirability of Chester at night. Chester's vision for its night time experience is further outlined in the 'Towards a Chester at Night Strategy' (Draft 2004), an integrated approach to manage and promote the evening economy. The use of zoning within the city is key to this strategy, establishing a number of alternative areas which will inform planning, licensing and even the provision of facilities such as public toilets, evening buses and taxi ranks. It allows the drinking culture to continue but also make the city centre available to other users in the evening and extends the scope of cultural venues in the evening.

Due to the timescale of the YAT project there is little evaluation of the Chester at Night Strategy, and since the report was released a final Chester at Night Strategy has been produced. However the multi-agency approach and wide ranging consultation involved with producing the strategy does suggest there is a much wider and joined up backing to this vision.

York's Historic Attractions Trial Evenings

The final aspect of the project focused on York's historic attractions and their role in the evening economy, this was trialled through three late night openings of Jorvik and Arc and three food and entertainment events, each were linked to the Jorvik Viking Festival. To explore the reaction of both residents and visitors to such events both face-to-face surveys and self-completion questionnaires were carried out.

York Tourism Partnership, April 2007

To comment please contact: Sophie Packman, sophie.packman@york.gov.uk or Rory McCarthy rory.mccarthy@york.gov.uk

The face-to-face surveys targeted a broad range of people in the city centre, including residents, day visitors and tourists. The results outlined that 56% of respondents were interested in visiting museums and attractions in the evening, overnight visitors were most likely to be interested. In terms of the activities which would influence people to visit a historic attraction in the evening, a concert or musical performance, an event involving food and drink and a play were highlighted as being most attractive to visitors. The research specifically focused on walking tours as an evening activity and highlighted that the most popular form of tour was with a guide as a part of a group. Opinion around the attendance of children at evening events was divided with 36% of respondents stating they would be more likely to attend, 35% stating it would have no influence and 27% stating it would make them less likely to attend.

A total of 190 people took part in the trial evenings, the most popular events appeared to be the late night opening of Jorvik with 134 people in total attending. A self-completion questionnaire was used to gather feedback from the trial events. The research outlined that the late night openings of Arc and Jorvik were most likely to be attended by overnight visitors, whereas the food and drink related events were more likely to be attended by residents. There were high levels of enjoyment across all the events with respondents rating their enjoyment as either excellent or good.

The research concludes that there is a market for evening events in York, and proposes that the core target market is the overnight visitor. This is due to the low take up of residents at some of the events, despite claiming to be interested in such activities. However it may be the case that as a resident the late night opening of attractions, which they may have visited before may not be appealing as a more unique activity or event. The research further indicates that the most popular format of event involved food and drink or a concert or play.

Proposed actions included working with hoteliers to target the overnight visitor, operating a further series of trial events during the high season to develop the product and organising such events on a regular evening over an agreed period of time to increase awareness and to make promotion more easier. The overall aim is to develop products which will become integrated into the possible options which the public will consider when looking for evening entertainment.

1.4 – Visitors and the Evening Economy

First Stop York Visitor Survey – 1996 – 2006 and The Economic Impact of Tourism in York: Estimates for 2005

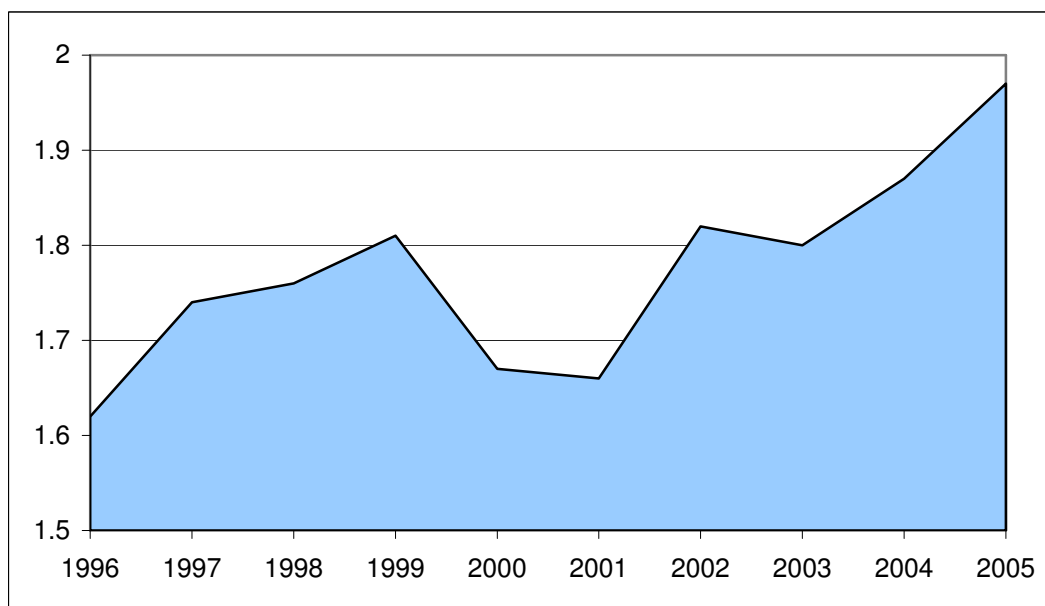
Bernard Stafford and Stephen Martin

The First Stop York Visitor Survey takes place every year and looks at the characteristics, attitudes and spending patterns of visitors to the city, it includes a number of questions which are relevant to the evening experience and economy in York and provides useful information about visitor behaviour. Further information from the Visitor Survey is combined with data from the Yorkshire Tourist Board and a number of other sources to calculate the Economic Impact of Tourism in York in terms of estimations of visitors and their spend, information from both sources is outlined in the following section.

Number of nights spent in York

The Economic Impact of Tourism study calculates that there are nearly 4 million visitors to York a year, 16% of whom stayed overnight in 2005/06 which is a large number of potential users of York in the evening. The graph below outlines the total number of visitor nights, spent in York from the period 1996 – 2005, showing a significant increase in the number of nights since 2001.

Total Visitor Nights (mn)

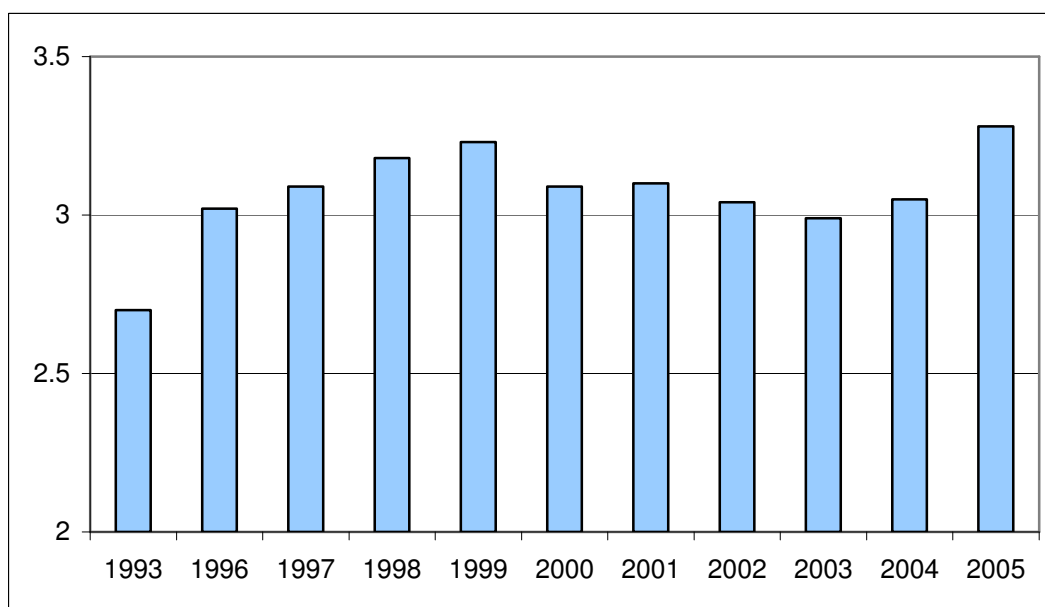


Source: The Economic Impact of Tourism in York: Estimates for 2005, Bernard Stafford and Stephen Martin

Information from the Visitor Survey shows that overseas visitors, perhaps not surprisingly, are more likely to be staying overnight in York and that those respondents aged between 16-24, 25-34 and 45-54 were more likely than other age groups to be staying in York for 2 nights, this may suggest that these age groups are most likely to come to York for a weekend break and would be therefore looking for evening activities and entertainment.

The graph below outlines the average length of stay in nights over the period 1995 – 2005, this has increased from 2.7 days to 3.28 days in 2005. This again reflects the increasing number of visitor nights spent in York and the growing numbers of potential users of the York evening economy.

Average Length of Stay (Nights)



Source: The Economic Impact of Tourism in York: Estimates for 2005, Bernard Stafford and Stephen Martin

Importance of evening activities and events

The survey asks visitors to York to rate a list of factors which are important when thinking about places to visit, In particular relevance to the evening economy, a new factor was added to the 2005/06 questionnaire which asked whether a range of things to do in the evening was important, this question is about any destination and is not just specific to York.

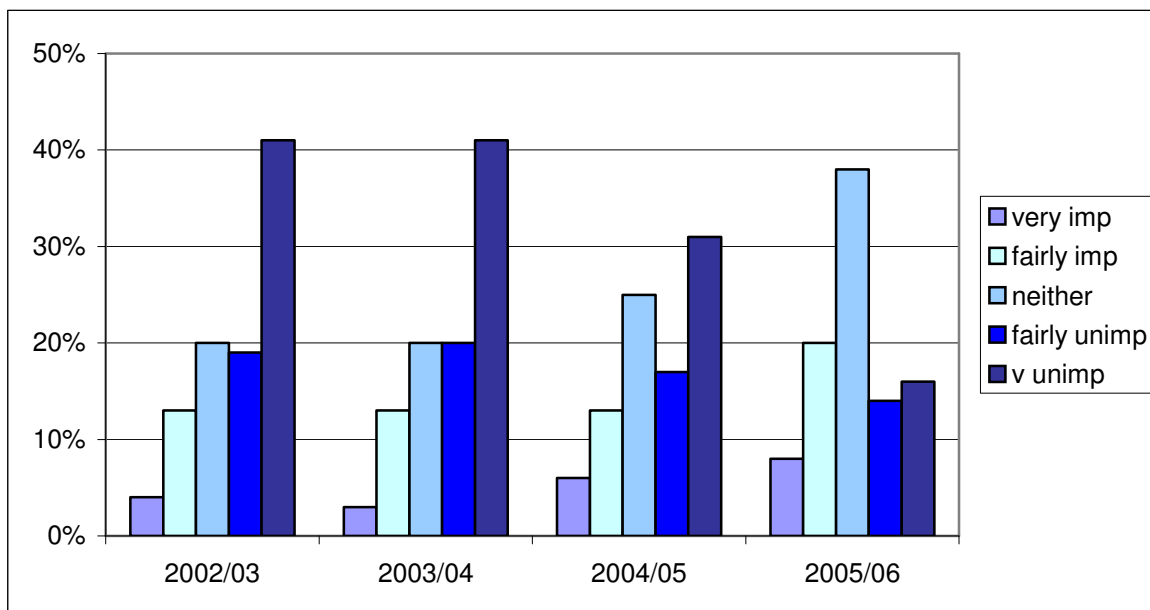
52% of respondents stated that a range of things to do in the evening was either very important or fairly important, 30% stated that it was neither important nor unimportant and 14% stated that it was either fairly unimportant or very unimportant. Closer analysis highlights a relationship with age as respondents within the younger age groups of 16-24 and 25-34 were much more likely to state that a range of things to do in the evening was important, in comparison to the older age groups. Although based on a small sample size the results do suggest that those respondents who stated that they enjoyed York less than other destinations were more likely to state that a range of evening activities was very important.

Interestingly when the same question was asked but in specific reference to York, only 28% of respondents stated that a range of things to do in the evening was either very important or fairly important, this is a much lower percentage than compared to the overall importance of things to do in an evening outlined in the previous question. This may suggest that

visitors do not currently feel that the evening experience in York is particularly important in comparison to other destinations.

The following graph outlines the importance of evening entertainment as a factor influencing visitors to York. Over the period 2002/03 to 2005/06, there has been a shift in the perceived importance of evening entertainment as in 2002/03 16.6% of respondents stated that evening entertainment was either very or fairly important whereas in 2005/06 this had increased to 28%.

Importance of a good range of evening entertainment as a factor in influencing visitors to come to York



Source: CYC Visitor Survey

York is a dull place in an evening

A further question in the visitor survey asks respondents to state whether they agreed or disagreed with the statement that York is a dull place in an evening. In 2005/06 2% of visitors stated that they agreed with this statement, 41% disagreed and 57% stated 'don't know'. Although there is a low percentage of respondents stating that they agree that York is a dull place in the evening, the high percentage of don't knows may suggest that these people have yet to experience York on an evening, or may reflect the day visitors. This may also be reflected through the fact that those respondents who had stayed more than one night in York were more likely to state that they disagreed with the statement rather than stated don't know. Since 2002/03 there has been a slight decrease in the percentage of respondents agreeing with the statement that York is a dull place in the evening. It should be noted that these percentages are small.

Evening Economy Questions

In 2005/06 a number of new questions were added to the visitor survey, these questions specifically focused on evening activities and opinions towards the new lighting schemes in the city centre. However as this is the first year the questions have been asked it is not possible to look at any historical trends but this information will prove particularly useful to gauge opinion of future improvements to the York evening products.

The research outlines that in 2005/06, 50% of visitors indicated that they had spent time in York in the evening, 44% stated that they had not spent any time in York in the evening. Closer analysis of age highlighted that the younger age groups were much more likely to state that they had spent time in York on an evening with 60% of the 16-24 age groups doing so.

In terms of the activities which respondents took part in during the evening, the majority of people (50%) spent their evening dining out, but the second largest visitor activity in the evening is the ghost walks at 17%. Other popular activities included going to a pub or bar (16%) and walking (13%). Again there was a significant relationship between the type of activity which took place and the age of the respondent, individuals aged 16-24 were more likely to go to a pub or bar or visit a night club, whereas those aged 25-34, 35-44 were more likely to go out for a meal, finally those aged 65+ were more likely to go walking. Furthermore in terms of social class, those in class AB were more likely to go for a meal whereas those respondents in social class DE were less likely to go for a meal and more likely to go to a pub or bar.

Respondents were asked whether they were aware that York had recently invested in new lighting across the city. 14% of respondents stated that they were aware of the lighting, 71% stated that they were unaware and 15% stated don't know. Of those respondents who were staying 1+ nights and those who had already stayed a night were more likely to state that they were aware of the lighting. Furthermore those respondents aged 25-34 and 35-44 were more likely to be aware of the lighting.

There was a positive reaction to the question gauging opinion of what respondents thought about the lighting with 82% of people who'd seen the lighting stating that they thought it was attractive/beautiful, or that it added to the city's atmosphere. Respondents from overseas were more likely to state that the lighting was good, as were respondents aged 16-24 and those from social class C1.

Visitor Spend

Visitor Spend Breakdown

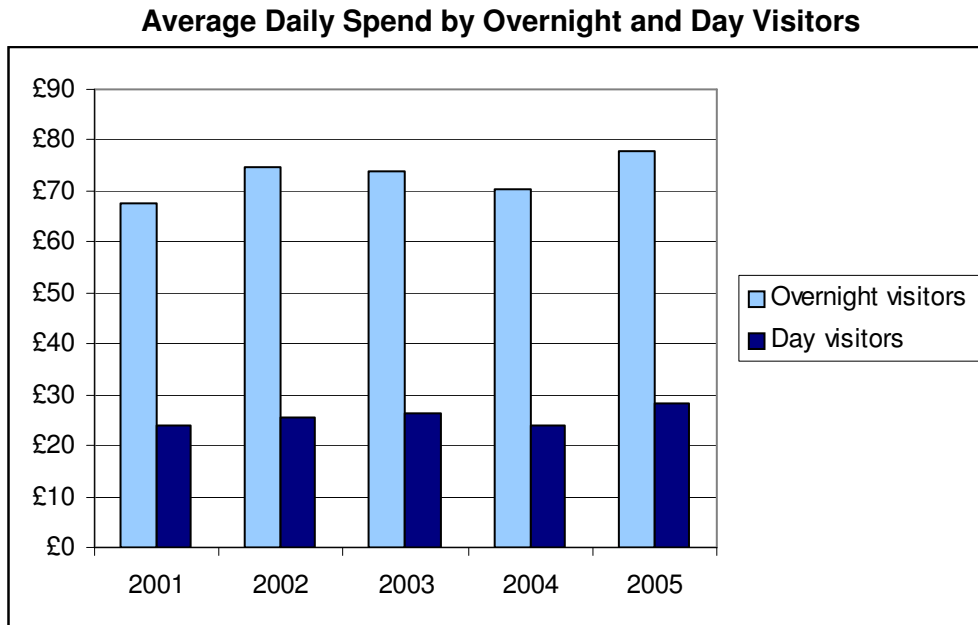
The Economic Impact study shows that there was £265 million of direct revenue from tourism in 2005. The following table illustrates how this revenue is broken down across the various aspects of the visitor experience, it shows that the main percentage of revenue is spent through retail, however hotel accommodation also makes up a significant percentage. The retail figure is particularly interesting as only 7% of visitors to York, stated that shopping was their main reason for visiting, however it appears that once in the city the majority of the visitor spend takes place in shops.

Aspect of stay	Percentage of revenue
Shops	35%
Hotels	32%
Food and Drink	17%
Attractions	11%
Evening Entertainment	3%
Local Transport	2%

Source: The Economic Impact of Tourism in York: Estimates for 2005, Bernard Stafford and Stephen Martin

Overnight and Day Visitor Spend

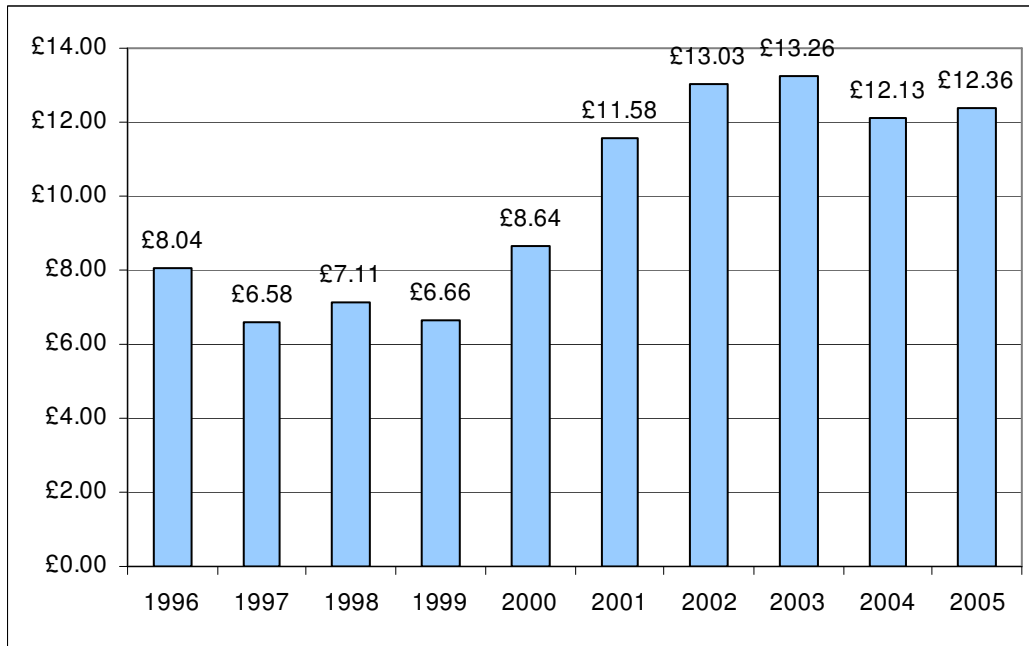
The following graph outlines the average daily spend per person for both overnight and day visitors to York. There is a significant difference between the amount spent by the two types of visitor, with the overnight visitor spending more, the majority of this difference is likely to be due to the cost of accommodation.



Source: The Economic Impact of Tourism in York: Estimates for 2005, Bernard Stafford and Stephen Martin

Visitor Spend on Food and Drink

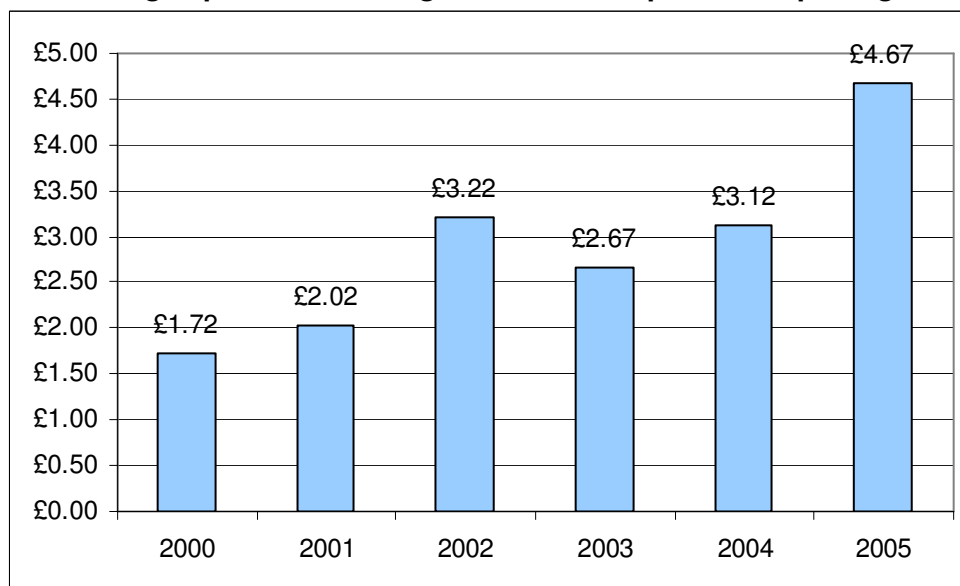
The report calculates the average daily spend per person across a number of categories of expenditure. The graph below outlines the average spend on food and drink per visitor per night from 1996 to 2005, This highlights that between 1997 and 2001 there was a continuous increase in the average spend on food and drink, totalling around £5.00 however since 2001 there has been some fluctuation of the average spend amount but tends to be around £12-13.

Average spend on food and drink per visitor per night

Source: The Economic Impact of Tourism in York: Estimates for 2005, Bernard Stafford and Stephen Martin

Visitor Spend on Evening Entertainment

A further aspect of spend which is calculated is the average amount spent on evening entertainment per visitor per night. The graph below outlines the amount spent over the period 2000 to 2005. There has been a significant increase in this amount from £1.72 in 2000 to £4.67 in 2005 again suggesting an expanding market for evening events and activities.

Average spend on evening entertainment per visitor per night

Source: The Economic Impact of Tourism in York: Estimates for 2005, Bernard Stafford and Stephen Martin

1.5 – Residents and the Evening Economy

City of York Council’s Talk About Panel 2000 – 2006

Talk About – City of York Council’s Residents Panel – is one of the ways that the council consults with and involves local people in the governance of York. It is a statistically balanced panel of 2,000 local people, which is broadly representative of York in terms of age, gender and area and includes residents from different geographic, social, economic and cultural groups. The panel receives postal questionnaires at regular intervals throughout the year that ask for their views on a variety of local issues facing the council and York as a whole. Due to its wide ranging remit, over recent years the panel has answered a range of questions which are of relevance to the evening economy and provide useful research into the opinions and attitudes of residents.

Importance of Evening Leisure Activities to Residents

Panel members were asked how important they felt a range of leisure and recreational activities were during their free time. Although not the most important activity, 67% of respondents stated that going to pubs, night clubs, restaurants and cafes was either very important or fairly important to them, performances at the theatre and going to the cinema also had high levels of importance.

The importance of different leisure and recreational activities and facilities in respondents’ free time

	Very imp	Fairly imp	Neither / nor	Fairly unimp	Very unimp	Net imp
	%	%	%	%	%	%
Going to pubs, night clubs, restaurants and cafes	30	37	16	10	6	+51
Attending performances at the theatre (plays, musicals, pantomimes, opera, ballet, dance)	19	45	22	10	4	+50
Going to the cinema	23	38	23	11	6	+44
Attending live music performances (concerts, live local bands, festivals)	15	32	31	15	6	+26

Source: TalkAbout Panel, September 2000

Further research into the importance of the theatre in particular shows that 66% of panellists state that the theatre is important to them and members of their family, only 11% of respondents state that the theatre is unimportant. An even greater proportion of panellists think that the theatre is important to the evening economy of the city, with 83% of respondents stating that they think it is important. Only 5% of panellists think that the theatre is unimportant to the city’s evening economy.

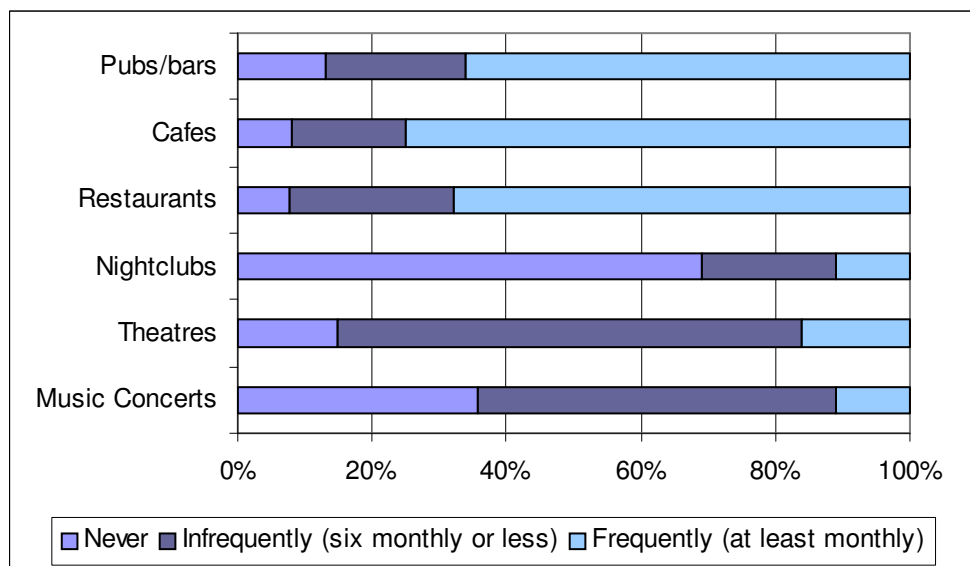
Resident Usage of Evening Establishments and Entertainment

Due to proposed changes in licensing regulations, the panel were asked a number of questions about licensed premises which are of relevance to the evening economy. Analysis shows that there are high levels of frequent usage of cafes, pubs, bars and restaurants by residents, with panel members stating that they visit cafes (75%), pubs and bars (66%), and restaurants (61%) on a frequent (at least monthly) basis.

Of those respondents who stated that they visit bar and pubs, not surprisingly the most popular times to visit them were weekday evenings (50%) and weekend evenings (59%). However, there was a significant minority visit who visit such establishments late into the night. One in eight do so during the week (12%) and slightly more (16%) at the weekend.

Similarly, restaurants are also most likely to be visited on weekday evenings (50%) and weekend evenings (64%). However, and perhaps not surprisingly, very few people visit them late into the night (3-4%). Cafes, in contrast, are most often visited on weekday afternoons (60%) and weekend afternoons (42%).

How often residents visit different establishments



Source: TalkAbout Panel, August 2002

Research which took place in May 2006 updates regular analysis of participation in cultural activities, although the questions and the activities did not specifically indicate that they take place in the evening, they are particularly relevant to the evening economy.

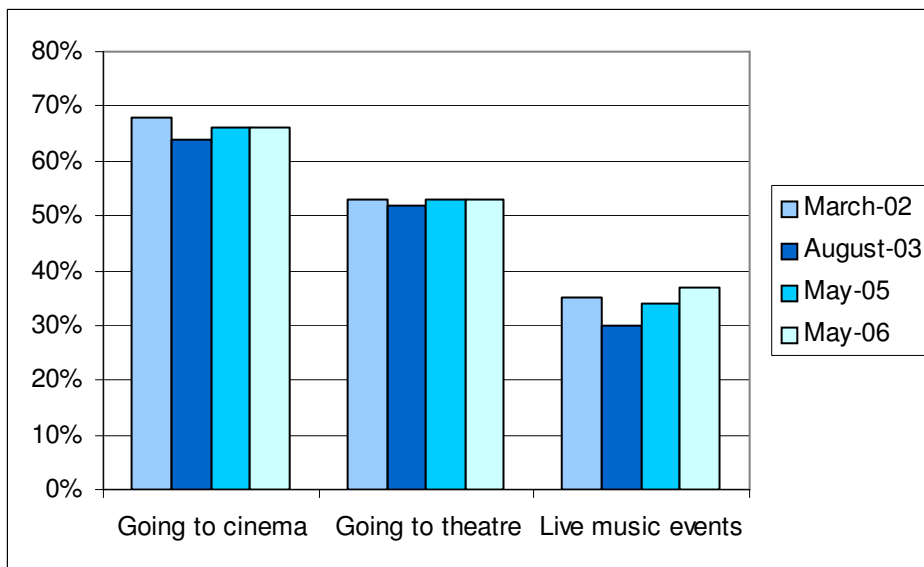
The most popular cultural activity overall was going to the cinema with 66% of respondents (in May 2006) stating that they had participated in this activity in the last 12 months, levels of participation have remained stable over recent years. In terms of other activities 53% of panellists stated that they had been to the theatre in the past 12 months and 37% of panellists stated that they had been to a live music event, since 2003 there has been a slight increase in participation across the activities in recent years.

In terms of future participation and those respondents who were interested in taking part in cultural activities over the next 12 months, cinema, theatre and live music events remained

popular. there was an equal proportion of panellists who have visited and are interested in going to the cinema. Comparatively there was a slightly higher percentage of respondents

who stated that they were interested in going to the theatre or to live music events in the next 12 months in comparison to existing participation.

Participation in cultural activities relevant to the evening economy

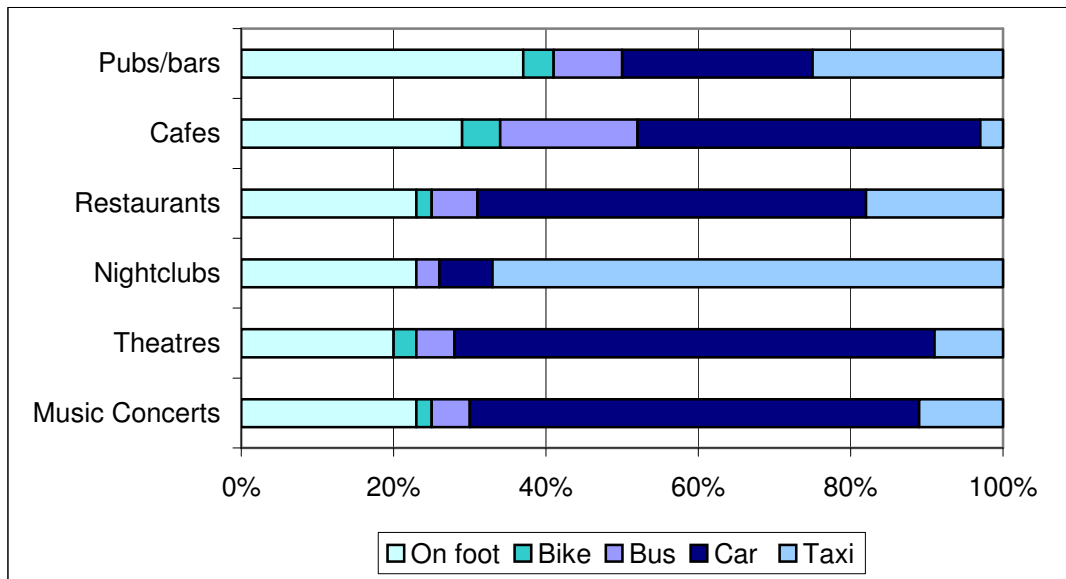


Source: TalkAbout Panel, May 2006

Transport

Transport is key area which impacts upon the evening economy. The graph below shows the different methods of transport people use to travel home from different establishments. It appears that those activities most associated with late night drinking, namely pubs and bars and nightclubs, are linked with either walking or the use of taxis. However it is important to note that this survey took place before the evening parking charges were introduced and this may have affected methods of transport.

Method of travelling home from different establishments



Source: TalkAbout Panel, August 2002

Further questions involving participation in city centre events shows that 60% of respondents had visited Illumination and light shows, which are particularly relevant to the evening experience of York, 50% of those who had attended rated the shows as either good or very good. Furthermore 44% of respondents stated that they would like to see more illumination and light shows, this was the third most popular events especially with respondents aged 17-34.

1.6 - Film Alfresco Questionnaire

Economic Development Unit, City of York Council September 2006

On the 7th and 21st of September, two Open Air Cinema screenings of the films Singin' in the Rain and Chocolat took place at St Williams College Green, approximately 800 people attended the events and on both evenings questionnaires were circulated to gather opinions about Open Air Cinemas and the evening economy in general, around 300 questionnaires were returned.

The results from the questionnaire show that there is strong support for an Open Air Cinema, with respondents indicating that they would attend regularly. The most popular form of seating at such an event would be picnic style, with the opportunity for attendees to bring their own seats or blankets. The expected price for a ticket was between £2-4 and the most popular types of films to be shown would be comedies, musicals and classics. The attendance of children would be unlikely to affect attendance.

In terms of the evening economy in general the majority of respondents stated that there is not enough to do in York in the evening, however the most popular activities to encourage people into the city centre in the evening were Concerts or Musical Performances and to a lesser extent Evening Shopping. Respondents were looking for this activity to take place between 7-9pm.

How often would you attend an Open Air Cinema in York?

Code	Response	Number	Percent
1	Weekly	27	9.0%
2	Twice a month	74	24.7%
3	Monthly	145	48.3%
4	Twice a year	54	18.0%
5	Never	0	0.0%
	Total	300	

There is strong support for an Open Air Cinema with nearly half of respondents stating that they would attend monthly and a further 25% stating that they would attend twice a month.

Would you prefer an Open Air Cinema to have:

Code	Response	Number	Percent
1	Seating provided	109	36.8%
2	Picnic style	164	55.4%
	Both	23	7.8%
	Total	296	

Over half of respondents stated that they would prefer picnic style seating at an Open Air Cinema, with attendees providing their own seats and blankets, 36.8% stated that they would prefer seating to be provided and nearly 8% would like a choice of both.

How much would you expect to pay for an Open Air Cinema?

Code	Response	Number	Percent
1	£2.00 - £4.00	173	57.9%
2	£4.01 - £6.00	119	39.8%
3	£6.01 - £8.00	6	2.0%
4	£8.01+	1	0.3%
	Total	299	

In terms of the cost of attending an Open Air Cinema, the majority of respondents would expect to pay between £2-4, however a further 40% would also expect to pay between £4-6.

What kind of films would you interested in watching?

	Comedy		Action		Horror		Musical		Sci-Fi		Classics	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	219	72.3	92	30.5	64	21.1	219	72.3	73	24.1	250	82.5
No	84	27.7	210	69.5	239	78.9	84	27.7	230	75.9	53	17.5
Total	303		302		303		303		303		303	

The most popular kinds of films were Comedy, Musical and Classics, with more than 70% of respondents indicating they would be interested in watching these types of films. Horror and Sci-Fi were the least popular types of films with around 20% of respondents stating that they would be interested in watching them.

Would the attendance of children at an Open Air Cinema make you:

Code	Response	Frequency	Percent
1	Less likely to attend	100	33.4%
2	More likely to attend	31	10.4%
3	Neither	168	56.2%
	Total	299	

Over half of respondents stated that the attendance of children would not effect whether or not they would attend an Open Air Cinema, a third of respondents stated that it would make them less likely to attend.

Do you think there is enough to do in York on an evening?

Code	Response	Frequency	Percent
1	Yes	117	40.2%
2	No	174	59.8%
	Total	291	

Nearly 60% of respondents stated that there is not enough to do in York on an evening, the remaining 40% stated that there is enough to do.

This is further supported by research carried out by Norwich Union, as part of their employee survey which looked at the successes and possible improvements and changes which could take place in York, in relation to the evening economy the need for more evening events, particularly cultural events and a music venue with greater advertisement of events was highlighted.

What types of evening events and activities would bring you into the city centre?

	Concert or Music		Children Activities		Better Lighting		Evening Shopping		Other	
	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	259	87.2	27	9.1	30	10.1	118	39.7	71	23.9
No	38	12.8	270	90.9	266	89.9	179	60.3	226	76.1
Total	297		297		296		297		297	

The most popular types of events and activities to encourage people into the city centre on an evening were Concerts or Music, with nearly 90% of respondents supporting such activities a further 40% of respondents stated that Evening Shopping would also bring them into the city centre.

When asked to suggest any other evening events and activities which would bring respondents into the city centre, the most popular suggestions were Theatre (particularly outdoor) and other outdoor activities.

At what time of the evening would you prefer this activity or event to take place?

	5.00-7.00pm		7.01-9.00pm		9.01-11.00pm		11.01+pm	
	No.	%	No.	%	No.	%	No.	%
Yes	26	8.6	270	89.1	74	24.4	14	4.6
No	277	91.4	33	10.9	229	75.6	289	95.4
Total	303		303		303		303	

90% of respondents stated that they would prefer for an evening activity or event to take place from 7-9pm, a further 25% would be looking for the activity to take place at 25%.

1.7 - Focus Groups with Visitors and Residents of York

Yorkshire Tourist Board, September 2006

The Yorkshire Tourist Board was commissioned to conduct a series of focus groups with both visitors and residents of York to explore the current perceptions and attitudes toward York as an evening destination, to gauge people's experiences of York and to test a number of possible evening scenarios.

The visitor focus groups took place in Nottingham, as the city contains a high concentration of people who match the visitor profile of York and obviously York was location for the resident groups.

Although the discussions within each focus group did differ, particularly between residents and visitors, there were a number of similar themes which emerged, a summary of the discussions from the groups is outlined below. A copy of the full report, including the full transcription of the groups is available.

Current Perceptions of York in the Evening

- Can be difficult to find way around.
- Plenty of interesting pubs and restaurants.
- Friendly, relaxed, with a feeling of safety.
- Some really good attractions including; museums, galleries and historical buildings
- Through the day there is plenty on offer, but has a severe lull in the early evening.
- 5 – 7 pm period a problem, city shuts at 5.30pm.
- Parking is a deterrent to using the city centre in the evening.
- Need for café culture and shops opening later.
- It lacks in things for young children to do on an evening.
- Pubs and bars only source of evening entertainment.
- Good theatres and city screen, has the right type of atmosphere.
- Need to utilise open spaces, public seating.
- Hen and Stags parties – threatening environment not for families.
- Problem with hotels not accepting one night bookings.

Popular Evening Activities in Other Locations

- Going out for something to eat and drink is a popular activity, particularly local, original restaurants.
- Going for a walk around the place and along the waterfront
- Continental style eating and drinking popular, alfresco dining with family on an evening.
- Looking for some type of entertainment, such as music.
- Many enjoyed the animated city squares, with street entertainers as found in continental cities and Edinburgh
- Outdoor seating.
- Evening markets.

York's Current Evening Product

- The majority of respondents feel that York is pleasant and relaxing place.

- They feel there is plenty in the way of pubs and restaurants, but other than that not a great deal to do in the evening.
- City closes at 6.30pm, when the shops shut it feels like the city is shutting down, need to fill this early evening slot.
- Cafes and markets need to open later.
- Visitor attractions are generally considered not to be open late enough.
- Need for more variety and diversity in the current evening offer.
- Need to use public spaces for entertainment, seating etc.
- Many respondents would be deterred from coming into York because of the perceived poor transport and parking in the centre.
- All groups felt that York at night is not very accommodating for children.
- Many thought that more could be made of the waterfronts and the wall as attractions in the evening. Illumination of both and other attractions would be attractive.
- All groups believe the city has a great deal of potential for the evening, and if what is delivered well through the day can be delivered in the evening or at least early evening, then it could be more of a success.
- Those who had experienced the specialist markets and festivals, really enjoyed them and thought these and the shops open later would increase activity in the centre on the evening.

Possible Evening Scenarios:

- An outdoor cinema was very well accepted with 3 out of 4 of the groups thinking it was a great idea.
- The children's playground idea was generally not very appealing because of concerns with safety and supervision. Although one group suggested it would work in the day based on the one in Nottingham.
- A very positive response from all groups for the play in the park idea, everyone said they liked the idea and the only concern was the VIP area.
- Following on from this Street entertainment was suggested as a popular theme that was experienced in other cities and helped create a good atmosphere and fill the streets on an evening.
- Although considered a great way to see the city, access to the city walls on an evening was also considered, mainly with regards to safety.
- Shops and Markets open later was considered a great idea by all groups. It would fill the lull period and in the early evening and allow residents to make use of these facilities after work.
- Again very positive reactions from the respondents for the attractions to be open later to fill the early evening lull for visitors and allow residents to enjoy them after work.
- After dinner and late night ghost walks were well accepted, with the suggestion of a midnight one, like in Edinburgh.
- Better lit walkways, illumination of the main buildings and the river were commonly suggested throughout the groups.
- Better linkage between attractions would also be appreciated – in terms of a clear routes, signage and mapping in the city.
- More effort into making the river sides more of a feature.

1.8 - Discussion Groups with Evening Economy Stakeholders

Economic Development Unit, City of York Council, October 2006

On the 11th and 12th October, two discussion groups took place with key stakeholders involved in the evening economy and evening experience in York, this included hoteliers, pubs and bars, restaurants, police, theatres, providers of evening entertainment and retailers. The groups involved a discussion of a number of central questions to the evening economy, which can be used to establish the strengths, weaknesses and possible improvements which could be made to current evening economy experience.

The following section outlines each of the key questions which were asked along with the issues raised by the participants in the discussion groups, when an issue is repeated this signifies that it was mentioned by both groups on both days.

What is good about York in the evening?

- Dependant on market segment.
- Pedestrian friendly city.
- Safe in evening.
- Dependant on time of year/museum gardens.
- Good areas.
- Some shops are open late on a Thursday.
- Restaurants.
- Restaurants.
- City centre cinema.
- Park and Ride – but late night at one location should be all sites.
- Park and Ride.
- City centre is well lit.
- Ghost walks.
- Theatres.
- Atmospheric city.

The main strengths of York in the evening were felt to be that York is a pedestrian friendly city, which is safe in the evening, with good restaurants, good ghost walks, theatres and a city centre cinema. A further strength which was recognised by both groups was the Park and Ride service however this was also felt to be a weakness, due to the fact that only one service operates into the evening.

What is bad about York in the evening?

- Parking – there should be no charges.
- Car Parking – expensive, lack of availability, tend to be large car parks which feel unsafe, street parking feels more safe.
- Only 1 late night Park and Ride service which means it is difficult to link with late night shopping in terms of those who are working or those who are shopping.
- Night life out of centre.
- Weak ethnic provision of restaurants.
- Safety.
- Confusion around pedestrianisation of city centre – it ends too soon.
- Vans around the market at 4-5pm, is off-putting, signals closure of the city centre.

- Poor late night shopping – people not aware of which shops are open.
- Retailers have tried late night shopping but no success.
- People aren't staying in the city after work.
- Don't want to take children in the city at night
- Hen and Stag parties – too many, need to change customers/market
- Hen and Stag parties – debate around whether they should be contained in one area or spread across the city, should they be banned completely through a co-ordinated effort as some hotels already do?
- Lack of public toilets open in the evening.

The bad points about York which were raised by the groups were the existing parking charges, this was emphasised and discussed at length by both groups, further issues discussed were the end of pedestrianisation of the city centre with vans congesting the roads and signalling the closure of the city centre, the poor provision of late night shopping people and the fact that people are not staying in the city after work and not bringing children into the city centre. The prominence of stag and hen parties was considered as having a negative impact on York in the evening.

What time period is most in need of improvement?

- 5 – 7pm.
- 5 - 7pm – this could be improved by extending retail opening hours by one hour (at least), coffee shops to open later.
- Early closure of markets.
- No after work drinks culture in York in comparison to Leeds.
- Coffee bars close at 5pm – need to develop café culture.
- Need for joined-up approach across a number of business sectors to develop this.
- What works currently in the 5 – 7pm period – riverside bars.
- Need to use public space.
- Support for Open Air Cinema
- Need for activities other than drinking.
- More family friendly environment.
- Later period needs attention too.
- Late night period (after 11) and after restaurants close.

Both groups felt that the main time period in need of improvement was the 5-7pm period, ways of improvement involved extending retail opening hours, extended opening of coffee bars and a consideration of what currently works in this period such as the bars along the river. It was also highlighted that the later period after 11 needs attention too.

What would make people come into York in the evening?

- Good theatres.
- Car Parking – on street parking 6pm charges starting at 5pm.
- Cheap car parking fees.
- Co-ordinated activity towards late night shopping not isolated businesses but a wide spread take up.
- Need for promotion of late night shopping.
- Investment into city centre, music etc.
- Lighting of alleyways.
- Increased frequency of bus routes/services.
- Café culture needs to be adopted.

- Outdoor seating for cafes and bars.
- Demand for an activity to take place between 5-7pm.
- St Nicolas Fayre – good example of evening markets and getting people into the city centre.
- Ice rink.
- Chester - street entertainment until 8pm.
- Street entertainment and music would signal that the city is still open.
- Night time festivals e.g. at Halloween.
- Need for arts events for people to discover.
- Need for a widespread effort not just focusing on one area.

A number of ways of encouraging people into the city on an evening were discussed, ideas such as introducing evening parking charges starting at 5pm, the co-ordination and promotion of late night shopping, increased frequency of buses in the evening, promotion of café culture and outdoor seating, street entertainment in the evening and night time festivals.

What stops people from coming into York in the evening?

- Parking.
- Lack of Park and Ride in the evening.
- Size of York – allows ease of returning home.
- Anti-social behaviour.
- Security – traffic along pedestrianised roads feels unsafe.
- Visitors – lack of information.
- Residents – information.
- People need to know what's out there.
- Lack of entertainment.
- Promotional information is costly and difficult.
- Need for regular provision of information to hotels.
- Consistency of events – need to take place at a regular date and regular time.
- Need for activities for residents.

When asked what stops people coming into York on an evening, a number of similar themes emerged which have been outlined in previous questions. Parking and the lack of Park and Ride services in the evening were highlighted. Other issues raised were security and anti-social behaviour, the lack of information about what's happening in the city centre in the evening and a consistency of events to increase awareness.

What source of information would people use to find out about evening activities?

- Weekly e-mail updates, whats on listings – possibly in different languages.
- E-mail updates to be sent to hotels, accommodation providers with info about daily events and activities.
- Could be sent to retailers too – also involved in promoting events and attractions.
- Co-ordination of information.
- Need for display units in the city centre to promote events.
- Central shelter with advertising space.
- Central information point – screens and banners.
- Need for an evening information point – currently City Screen.
- Notice boards, plasma screens.
- Use of Banners?

- Non-permanent displays of information e.g. projected info.
- Use of digital screens – fixed point where people go to find about what's on in the evening.
- Daily listings provided by PLAY
- Car Parks – use blank space available.
- Use of the electronic signs at bus stops, could be introduced at car parks too.
- Digital signs as entering the city.
- Need for restaurant guide.
- Hotels – need a complete listing of restaurants and attractions.
- Restaurant guide – however businesses unable to fund this publication themselves.
- Unhappy with mini-guide – promotion of Russells.
- Need for an independent guide.
- Changes in restaurants v quick difficult to keep up to date.
- Residents how to target them.

The groups discussed what sources of information could be used for people to find out about evening activities and events in York. A popular idea was a daily or weekly e-mail update of events and activities taking place, which could be sent to hoteliers, pubs and retailers, other ideas involved an evening information point which could use a screen, banners or a non-permanent display of information e.g. a projection to display the evening's events, electronic signs at bus stops could also be utilised. It was felt that the information in whichever format would need to be at a fixed point in the city. The need for a restaurant guide was also suggested.

What improvements could your business sector make to enhance the evening economy experience in York?

- Live music in pubs/restaurants.
- More child friendly restaurants – this is difficult.
- Difficult to exclude Stag and Hen parties.
- No Stag and Hen parties.
- Hotels – promote entertainment but need more information.
- Hotels detailed provision of information
- Ambassador at each hotel with an in-depth knowledge of the city and what is taking place – difficulty with high staff turnover.
- Weekly bulletin – including listings, interviews for staff to read.
- Daily information sheet – could include entertainment in pubs.
- TVs in pubs/hotels to display info.
- Need for investment.
- Later opening of attractions.
- Later opening of shops in the evening.
- Staggered opening hours of shops – an extra hour longer.
- Free parking in exchange for later opening hours.
- Build on success of Petergate Party Nights.
- Changes in performance times, family performances to start at 6pm to fill the 5-7pm period.
- Need for specific focus on one night e.g. Thursday.
- Need for co-ordinated action and effort, all shops not just one.
- PLAY – organising a series of activities and events to take place on a Thursday night in the early evening.

- Extend Residents 1st weekend to include evening activities and to last longer than the weekend to further involve hotels.

A number of improvements were suggested by the groups as to how their business sectors could enhance the evening economy experience such as live music in pubs and restaurants, increased provision of information by hotels, extended opening hours for both attractions and shops and changes in performance times to fill the 5-7pm gap. Overall it was recognised that there is a need for co-ordinated effort and action not isolated events and activities.

What improvements/changes to York in the evening would benefit your business?

- Opening of walls on an evening.
- Survey of visitors and residents via hotels, pubs and restaurants.
- Late night opening of toilets.
- Free parking every Thursday to coincide with late night shopping.
- Need for resources.
- Free overnight coach parking.
- Outdoor seating – makes the city more inviting, provides continental culture – currently not permitted by council.
- Smoking ban – will there be smoking bins provided by the council outside establishments?
- Increased footfall at the end of the day.
- Public place to be made available for resident activities e.g. music performances.
- Located across the city similar to the one in Rowntree's Park – fixed venue with seating.
- Utilise existing areas in York e.g. The Minster.
- Street entertainment at a regular location not Parliament St.
- Late opening of attractions – Yorkshire Wheel open until 9pm during the summer but no promotion.
- Hotels suffering because of redundancies.
- Culture of residents – no after work drinks, late night shopping would help.
- Need for buy-in from everyone.
- Need for quality of product.

Finally the groups were asked to outline what improvements and changes to York in the evening would improve business. The main suggestions were that the city walls should be opened in the evening as should all public toilets, that there should be free parking on a Thursday to coincide with late night shopping and outdoor seating and public areas where entertainment can take place.

9 - Lighting, Crime and Security

**Compiled by the Economic Development Unit, City of York Council, January 2007
Including excerpts from York:Light – the Lighting Masterplan for the City of York
prepared by the Urban Lighting Group, April 2004.**

The following section looks at lighting and the important role which it can play in the evening economy, summarising research about the effects of lighting upon usage of city centres and crime. Also included are comments from the Safer York Partnership in reference to specific light installations which have taken place in York.

Jane Mowat Director, Safer York Partnership, writing about the light installation *Ghost Ships on the Ouse* commented,

'I was at a meeting on Wednesday at the Guildhall and afterwards walked back along the other side of the river just so I could have a look at the projections. I was amazed by the number of people on the river path looking across at them (including families) - and at nearly 8pm this is not a path even I would normally venture down at night!

I am in the process of drawing up our Crime and Disorder 3 year strategy and this is the very sort of initiative that I think will impact on fear of crime. Safer York Partnership would certainly endorse any future plans along this line. Well done.'

Commenting on Renaissance: Illuminating York and the *Breadcrumb Trail*, she said, 'The City of York Council Talkabout surveys demonstrate that the community in York has a much greater fear of crime at night time than during the day. A street survey carried out by Safer York Partnership last summer [2004] showed that the reason for this increase in fear is a perception that York is too quiet at night and does little to encourage families to come into the city during the evening.'

It is essential that we look more closely at the opportunities that exist to reduce fear of crime through innovative projects. Breadcrumbs provides us with such an opportunity. By encouraging families into the city centre, it may help to change the night-time economy from one which at present is associated with a culture of late night drinking and stag/hen parties to a more family oriented environment in where it is safe to walk about the city in the evening time.'

The following information is taken from York:Light – Lighting Masterplan for the City of York, one of the strategy's key aims is to enhance the after-dark appearance of the city's extensive architectural and heritage assets and therefore make the city more visually comfortable after dark. This improvement in the night time appearance of the city is intended to increase the number of evening & overnight visitors and thereby boost the development of the evening economy.

Various studies over the last 15 years have shown that improved lighting increases the number of people actually going about on foot at night – this growth in foot traffic in turn increases the degree of 'informal surveillance' by the general population (i.e. the chance of criminals and wrong-doers being overseen) which acts as a strong deterrent. Research studies from Hull, Cardiff, Leeds, Manchester, Strathclyde and Birmingham which took place in the early '90s highlighted a number of key findings:

Studies in Hull, Cardiff and Manchester showed that improved lighting:

- Increases pedestrian numbers at night.
- Increases 'informal surveillance' of potential criminals and wrong-doers

- Acts as a strong anti-crime deterrent.

After the installation of improved public lighting:

- The proportion of over-'65s who feared going out after dark fell from **49% to 15%** (Cardiff)
- The number of people walking in the streets on their own rose by **26%** (Cardiff)
- The number of women who avoided going out after dark fell from **38% to 7%** (Hull)
- The number of elderly residents on the streets at night **doubled** (Hull)
- **44%** of people felt safer in the streets around their homes (Leeds)
- Night-time pedestrian flows increased by **9%**, between 20.00 and 22.00 by **23%** (Manchester)
- Female pedestrians increased by **70%** between 22.00 and midnight (Strathclyde)
- Female pedestrians in groups increased by **71%** (Manchester)
- Car crime declined from 23 incidents in three months before re-lighting to just one in the following three months (Strathclyde)

Other studies have demonstrated the high cost-effectiveness of lighting investment.

In Dudley, Stoke-on-Trent and Tameside it was highlighted that:

- In Tameside a 19:1 return on lighting investment was predicted, through reductions in the broader costs of crime, across the 25-year life of a lighting scheme.
- In Dudley investment in lighting was projected to save up to 47 times that sum in reduced crime costs over 20 years.
- In Stoke every £1 spent on lighting was estimated to save £27 in reduced crime costs, over 20 years.

The international journal 'Lighting Research & Technology, Volume 33 Number 1 (2001)' published research by Dr. Painter and David Farrington, 'The cost benefits of improved street lighting, based on crime reduction.' This paper was written to "...investigate the effects of improved street lighting on crime in Dudley and Stoke-on-Trent" and showed that "...crimes decreased by 41% in the experimental area [Dudley]...with a 15% decrease in a control area" and "In Stoke, crimes decreased by 43% in the experimental area and by 45% in two adjacent areas, compared with a decrease of only 2% in the control areas." As a result, it was concluded that the "...financial savings (from reduced crimes) exceeded the financial costs by between 2.2 and 9.4 times after one year."

In August 2002, the Home Office produced a summary of 13 validated research studies on lighting and crime. It concluded that:

- Improved lighting could decrease crime in selected areas by up to 30%.
- Lighting was more effective in reducing crime than CCTV systems -- CCTV had only a small effect on crime reduction (4%) and in some cases actually seemed to increase crime.

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Executive24th July 2007

Report of the Director of City Strategy

City of York Local Development Framework – Core Strategy Issues & Options 2**Summary**

1. The purpose of this report is to request that LDF Working Group's recommendations to the Council's Executive are endorsed and that they approve the LDF Core Strategy Issues & Options 2 and supporting documentation for consultation in the Summer. The emerging LDF Core Strategy document is attached as Annex A to this report. A report on this matter was taken to the Local Development Framework (LDF) Working Group meetings on the 18th July 2007 and the Minutes from this meeting have been circulated to Members of the Executive.
2. The Core Strategy of the LDF will be the first development plan document produced by the Council under the new planning system. It will be a compact written statement of the planning strategy and vision for the City of York, together with strategic policies. All other planning documents produced will have to reflect the Core Strategy and it will have an important role in terms of development control. Thus it will be influential in shaping the development of the City of York over the next two decades.

Background

3. The Planning and Compulsory Purchase Act (2004) (P&CP) commenced on 28th September 2004 and represented a fundamental change to the system of development planning in this country.
4. The new system introduced a range of new planning documents collectively known as the Local Development Framework (LDF). The LDF comprises a core strategy, a development control document, site specific allocations of land, and a proposals map. It may also contain area action plans where these are needed, and supplementary planning documents. By keeping different elements separate, the LDF should be more flexible and adaptable to changing circumstances.

Options

5. Members have three options relating to the Core Strategy Issues & options 2 document:

Option 1: To approve the document, attached as Annex A, along with supporting information for public consultation;

Option 2: To seek amendments to document through recommendations of the Executive; or

Option 3: Request further work from officers.

Analysis of Options

Local Development Scheme

6. It is important that the Issues & Options papers are approved for consultation at this point to ensure the Council's Local Development Scheme (LDS) is not unduly compromised. The Council's approach to the Local Development Framework is set out in its LDS a three year project plan. The LDS for the City of York was approved by Members in early 2007 and Government Office in June 2007. With regard to the Core Strategy the LDS currently shows that it is the Council's intention to adopt the Core Strategy early 2010 although Officers are currently assessing whether it will be practical to speed up this process and this will be included in a report to the Executive in Autumn.

LDF - Core Strategy

7. As indicated the Core Strategy will set out the overall strategy of the LDF and the key strategic policies against which all development will be assessed. All other development plan documents prepared by the Council will have to be in conformity with the Core Strategy and contain policies and proposals which support its strategic vision, objectives and spatial strategy. In summary the Core Strategy will contain:
 - a spatial portrait or description of the authority area;
 - a vision;
 - strategic objectives;
 - a spatial strategy; and
 - strategic policies.
8. The final version of the Core Strategy will have to conform to the Regional Spatial Strategy (RSS) which will include a broad development strategy for the region, setting out regional priorities in terms of location and scale of development. The emerging RSS for Yorkshire and the Humber was subject to Public Consultation and an Examination in 2006. Following the examination a report was produced by the independent panel, that recommends changes to be made to the emerging RSS. The Government Office for Yorkshire and the Humber (GOYH) is presently considering this report and will publish a proposed changes document for consultation, in September 2007. It is anticipated that the final document will be published in early 2008.
9. The LDF will also have full regard to other key Council Strategies including the Community Strategy. Government Guidance in PPS12 indicates that the *Local Development Framework* should be a key component in the delivery of

the spatial aspects of an authority's community strategy. York's community strategy is currently under review and the new emergent strategy, including surrounding consultation, will be reflected in the development of the LDF - Core Strategy.

Consultation

10. The Core Strategy will effectively involve public participation at the three stages highlighted below.
 - **'Issues & Options' Stage** – at this point the Council highlights key issues and options for consultation to inform the content, scope and direction of the Core Strategy. (The consultation is planned to start in late August running until the end of September).
 - **'Preferred Options' Stage** – consultation on the Council's intended approach. (Planned April – May 2008).
 - **Submission Stage** - consultation on the final document submitted by the Council to the Secretary of State. Any comments received at this stage will be forwarded to the Planning Inspectorate for consideration in relation to the Public Inquiry that will be held into the document. (Consultation planned January – February 2009).
11. As previously indicated the City of York's LDF Core Strategy is currently at its 'Issues and Options' stage of development. An initial 'Issues & Options' consultation exercise was held in Summer 2006 and the views raised during this exercise are summarised in a document called 'LDF Issues and Options Consultation Summer 2006'. This document, subject to the agreement of Members, will be made available along side the Issues and Options 2 document to support decision making during the consultation process. Copies of this document are available in the Members Library, from the author of the report, from the Council receptions at 9 St Leonard's Place or the Guildhall or from the Democracy Support Group (Telephone 552030). The responses received from the initial consultation have been taken into account in developing the further Issues & Options document attached to this report. It should be noted however all comments received, both during the consultation last summer and on this document, will be used to inform the development of the Core Strategy and will be summarized and reported to Members in full.
12. The production of a further Issues & Options document in addition to allowing the consideration of comments from the first stage consultation have also allowed the factors highlighted below to be taken into account.
13. Officers have given careful consideration to the lessons learned from the experience of other authorities with the new planning process. Members will recall the report to the LDF Working Group detailing the experiences of Stafford Borough Council and Lichfield District Council. Both were at the 'forefront' of the new system but unfortunately following public examination both Core Strategies have been found to be unsound. The Inspectors considered that the defects were so severe that re-wording would not address the problems and that both documents should be withdrawn, effectively forcing the authorities to go back to the first stage of document production the 'Issues and Options' stage. In the Yorkshire and Humber Region Ryedale's

Cores Strategy had also being judged unsound. Hambleton's LDF Core Strategy however has successfully passed through the adoption process. Officers are giving full consideration to both those local authorities that have been successful and unsuccessful.

14. Following on from the last consultation a considerable amount of work has been done to develop a robust evidence base for the LDF. The evidence base is of key importance under the new planning system and this further work is reflected in the document attached. This work includes:
 - A Strategic Flood Risk Assessment For York
 - Housing Market Assessment
 - Employment Land Review (Phase 1)
 - Open Space, Sport & Recreation Study (Phase 1).
15. The current position of the emerging Regional Spatial Strategy is highlighted in paragraph 7 above. Officers have been able to reflect the ongoing development of the RSS in the proposed consultation document.

Sustainability Appraisal

16. When producing LDFs local authorities are required to consider, at each stage of production, the impacts their proposals are likely to have on sustainable development. This is done through undertaking a Sustainability Appraisal of the document concerned and the publication of the Appraisal so that those responding to any consultation are aware of the economic, social and environmental implications of certain approaches. The Sustainability Appraisal involves assessing the emerging LDF against a range of sustainability objectives informed by the national and regional policy, the Local Agenda 21 process and the City's Ecological Footprint. Members have already agreed the scoping report for the Sustainability Appraisal of the Core Strategy and this will be used to consider the sustainability of the Issues and Options 2 document.

Next Steps

17. Following Members approval of the Issues and Options document a Sustainability Appraisal will be undertaken by independent consultants. The final version of the Issues and Options document accompanied by the Sustainability Appraisal, a summary leaflet and the 'LDF Issues and Options Consultation Summer 2006' document will be used as the basis of a City wide consultation due to start in late August. The results of this consultation process will be reported back to Members along with recommendations on the form and scope of the Core Strategy at its 'Preferred Options Stage'.

Corporate Priorities

18. The publication of the Issues & Options 2 document accords with the following Corporate Strategy Priorities:

- Decrease the tonnage of biodegradable waste and recyclable products going to landfill
- Increase the use of public and other environmentally friendly modes of transport
- Improve the actual and perceived condition and appearance of city's streets, housing estates and publicly accessible spaces
- Increase people's skills and knowledge to improve future employment prospects
- Improve contribution that Science City York makes to economic prosperity
- Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest
- Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city
- Improve the quality and availability of decent affordable homes in the city.

Implications

19. There are no implications relating to the following: Financial; Human Resources (HR); Equalities; Legal; Crime and Disorder; Information Technology (IT); Property; or Other.

Risk Management

20. It is important that the LDF is progressed in a way that does not compromise the Council's project plan. In addition in the context of an unadopted Local Plan it is important that this is done as quickly and efficient as possible. In addition there is no set format for this type of document. Therefore every effort has been made to ensure that the approach taken will lead to a 'sound plan'.
21. It is recognised that the elements of the evidence base are currently emerging, however, the majority of background studies are available and have been included in the preparation of the Issues and Options 2 document. Further elements of the evidence base documents will be prepared to inform the next stage of document development - Preferred Options.

Recommendations

21. That Members:
- i. approve the Draft Issues & Options document for public consultation subject to any changes recommended at the LDF Working Group and at the meeting of the Executive;

- ii. approve the publication of the '*LDF Issues and Options Consultation Summer 2006*' document to support the consultation on Draft Issues & Options document;
- iii. delegate to the Director of City Strategy in consultation with the Executive Member and Shadow Executive Member for City Strategy the approval of the final layout of the document, the Sustainability Appraisal and the summary leaflet to accompany the Issues & Options document consultation; and
- iv. delegate to the Director of City Strategy in consultation with the Executive Member and Shadow Executive Member for City Strategy the making of any incidental changes to the draft document that are necessary as a result of the recommendation of the LDF Working Group or the Executive.

Reason: To ensure that the LDF Core Strategy can be progressed to its next stage of development as highlighted in the Council's Local Development Scheme.

Contact Details

Author:

Martin Grainger
Principal Development Officer
City Development Team
Tel: 551317

Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy
Tel: 551330

Report Approved

Date 12/07/2007

Specialist Implications Officer(s) *None*

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

All

For further information please contact the author of the report

Background Papers

- (i) - 'LDF Issues and Options Consultation Summer 2006' document.

Annexes:

- Annex A - 'LDF –Core Strategy Issues & Options 2' consultation document.



City of York

LDF

Local
Development
Framework

**Core Strategy
Issues and Options 2**

July 2007

City of York Council

Local Development Framework
Core Strategy
Issues and Options 2

July 2007

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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)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 **(01904) 613161**

City Development
9 St Leonard's Place
York
YO1 7ET

Phone: (01904) 551482, or
E-mail: citydevelopment@york.gov.uk



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Introduction

Introduction

This document invites your views on how the City of York Council could develop its future planning policies. The Council has begun work on a plan called the Local Development Framework (LDF) a 'folder' of documents designed to guide and manage development in York over the next two decades. One of the first documents the Council is producing as part of our LDF folder is called the Core Strategy, this will set out an overall planning vision and strategy for York.

The first step in preparing the Core Strategy is to consider the key planning issues and options facing York. An initial consultation considering this was held in June – July 2006. The views raised during this exercise are summarised in a document called '**LDF Issues and Options Consultation Summer 2006**' (Please see the further information section below which indicates where you can obtain a copy). The responses from the initial consultation in combination with new technical work, has been used to develop further options on which the Council would like your views. All comments received, both during the consultation last summer and on this document, will be used to inform the future development of the Core Strategy. The next stage in its production is called the 'preferred options' stage which we intend to publish for consultation around Easter next year. This will be followed by a final document which will again be subject to consultation and also an independent public inquiry. The final adopted Core Strategy is anticipated to be completed by late 2009 early 2010.

The Core Strategy process includes a Sustainability Appraisal at all its stages of development. It is examined against a range of different criteria and assesses its contribution to the achievement of sustainable development. This exercise has been undertaken by independent consultants and a report has been published which can be considered along side this document. (Please see the further information section below which indicates where you can obtain your copy).

Please comment on as many of the issues and options raised in this document as you choose. If there are further issues and options that the Council haven't considered please feel free to raise them.

Please submit comments by (date) to ensure that your views are taken into account.



Further Information

Copies of the documents highlighted above or further copies of this document are available at Council Libraries, on line at www.york.gov.uk and from the Council Offices at City Strategy 9 St Leonard's Place or The Guildhall. Alternatively, please contact the City Development Team directly who will be happy to provide copies of documents or answer any questions or queries:

City Development Team,
9 St Leonard's Place,
York,
YO1 7ET
Phone: (01904) 551482, or
E-mail: citydevelopment@york.gov.uk



Section 1: Vision

Introduction

- 1.1 This section sets out the wider national, regional and local context to the preparation of the LDF Core Strategy and considers the issues and options associated with developing a spatial vision and related objectives.

The Local Development Framework Context

- 1.2 The Local Development Framework (LDF) Core Strategy is not produced in isolation but is shaped and influenced by a number of factors. At a national level the UK sustainable development strategy – **‘Securing the Future’** is of particular importance. At a regional level, the context of the LDF is directly shaped by the emerging Regional Spatial Strategy (RSS) for Yorkshire and the Humber. This document was subject to an independent examination in Autumn 2006 and is expected to be finalised by the end of 2007. The emerging RSS itself is influenced by initiatives such as **‘The Northern Way’** which aims to bridge the output gap between the North and the rest of the UK. It is also influenced by other regional strategies relating to the economy, housing and culture and seeks to implement the agreed regional vision for Yorkshire and Humber included within **‘Advancing Together’**.
- 1.3 In considering a spatial vision and objectives, account has to be given to the strategies mentioned above. Additionally, full consideration has to be given to existing and emerging local strategies particularly the Community Strategy - **‘Without Walls’**. This document is currently under review and the new emergent strategy, including surrounding consultation, will be reflected in the development of the LDF Core Strategy.

A Snapshot of York

- 1.4 In addition to recognising the national, regional and local strategies, it is important that the Core Strategy acknowledges the current planning or spatial context that exists on the ground. This is reflected in Figures 1 & 2.
- 1.5 The City of York is a Unitary Authority covering approximately 105 square miles (272 square km) with a population of around 185,000. The majority of the population, around 140,000 people, resides within the urban area, the remaining being located in the surrounding villages and rural areas. Situated midway between Edinburgh and London, just 20 minutes from the M1/M62 motorway network, York offers excellent rail and road traveling options to most regions in the UK. The nearest towns are Selby (14 miles), Malton (19 miles) and Harrogate (21 miles) and the cities of Leeds (24 miles) and Hull (37 miles) (see Figure 2). The landscape of the York area is broadly characterised as relatively flat and low

Part 1: The Spatial Vision

Figure 1: A snapshot of York

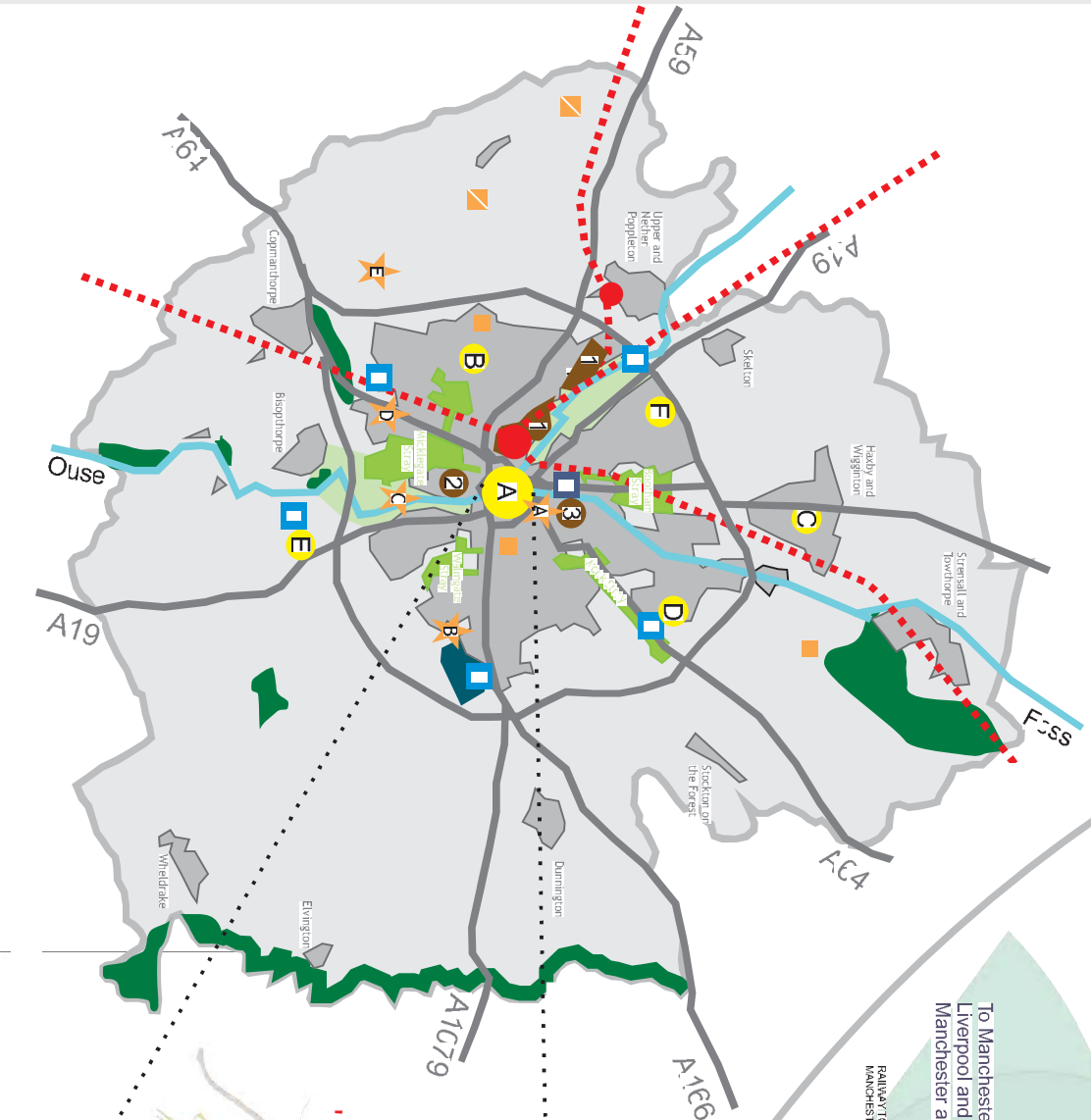


Figure 2: York in the regional context



lying agricultural land dominated by the wide flood plain of the River Ouse, rising slightly to the east and surrounded by a relatively even spaced pattern of villages. Flooding is a key issue for the City, a concern that was brought sharply into focus with the events of August 2000.

- 1.6 York has a unique built and natural form. The City is one of only five historic Centres in England that has been designated as an Area of Archaeological Importance. York Minster is the most important landmark in the City, being the largest gothic cathedral in Northern Europe. The City also notably has around 1800 listed structures (of which 241 are Grade I and II*). In recognition of this historic value the Council are proposing to produce a detailed Area Action Plan for the City Centre. Outside the City's core the green wedges are a key feature of York, contributing to a unique urban character, offering large tracts of undeveloped land that extend from the countryside into the heart of the City. The green wedges comprise the land around the historic 'strays' and the Ouse 'ings'. The 'strays' are the residue of areas of common land on which the Freemen of York had the right from time immemorial to graze their cattle. The City of York has eight Sites of Special Scientific Interest (SSSI) (as highlighted in Figure 1). Two of these (Strensall Common and Derwent Ings) are also of international importance.
- 1.7 Not surprisingly given its historical assets York has an international tourism profile, with over 4 million visitors each year and rising. This is recognized in the emerging RSS which highlights York's central role in the development of tourism in the region, based on its strengths as Yorkshire's premier visitor destination and gateway. Tourists and visitors are not just drawn by York's historic heritage however but also the City's retail and leisure attractions.
- 1.8 The RSS for Yorkshire and the Humber identifies York as part of the Leeds City Region and at the centre of a wider 'York sub area' that covers the City of York and its wider hinterland or 'area of influence'. York is also identified as a regional economic driver and has a specific role as a national Science City (the only one in the region) focusing on bioscience and healthcare, IT and digital and creative technology. It is clear that the vision and spatial strategy for York should be closely aligned with the strategies of the Leeds City Region and surrounding authorities within the 'York sub area'.
- 1.9 York has two universities, the University of York and York St. John University, which accommodate some 20,000 students, both full and part time. There are also two recognised dedicated further education institutions; York College and Askham Bryan College of Agriculture and Horticulture, totaling a further 13,000 additional students. In addition, York is host to a College of Law and a number of English Language Colleges.
- 1.10 York's unique and attractive environment and the success of its economy has given rise to planning issues that need to be addressed. House prices are consistently high compared with the region and there is a recognised need for



affordable housing. The **Future York Group** identify housing issues in York as a potential barrier to economic growth. In addition, although York is one of the country's premier cycling cities, traffic congestion, and its associated air quality and safety problems, are important issues. Commuting into the city is a natural outcome of York's powerful economic role across a wide hinterland. How to properly manage this will be a key issue for the LDF.

1.11 The City of York currently has several major sites and major development projects that are of key strategic importance which will influence the way the City is shaped in the future. These include:

- York Northwest;
- Castle Piccadilly;
- Heslington East Campus;
- Hungate;
- Nestlé South; and
- Terry's.

(Each of these sites or areas are considered further in Section 2 – Spatial Strategy.)

A Spatial Vision for York

1.12 Within the 'LDF Issues and Options Consultation Summer 2006' the Council highlighted that the LDF should help to deliver the Community Strategy (Without Walls). The Community Plan's Vision is to:

- ***Build confident, creative and inclusive communities***
- ***Be a leading environmentally-friendly city***
- ***Be at the forefront of innovation and change with a prosperous and thriving economy***
- ***Be a world class centre for education and learning for all***
- ***Celebrate our historic past whilst creating a successful and thriving future***

1.13 The consultation responses suggested that it might be difficult to translate the existing Community Strategy vision to a spatial planning strategy because many of the outcomes were not spatial. Further concern was also raised that primarily basing the LDF vision on the Community Strategy was insufficient and more regard must also be taken of the emerging Regional Spatial Strategy and the York planning context. Whilst acknowledging the aforementioned concerns, government guidance identifies the LDF as a key component in the delivery of the Community Strategy.

- 1.14 The Council undertook further work to look at this issue including the development of Spatial Planning Objectives highlighted in Figure 3. These were arrived at following the consideration of the wider context described above including higher level strategies such as the RSS.

Future York Group

- 1.15 Since the last issues and option consultation in Summer 2007 an independent strategic review of York's economy was carried out by the Future York Group. An independent group of business leaders and other key stakeholders chaired by Sir Christopher Garnett recommended that the City of York Council, together with key partners and stakeholders, should develop a comprehensive Future York Vision for the city, which is readily understood and which sets clear priorities.

Future York Group's Vision
York is:

a special city to live in
an ambitious city to work in
a spectacular city to visit

York:

incredible history
phenomenal future

- 1.16 The report talks about the need to develop, along with key stakeholders, a comprehensive vision and strategy for the future of York which embraces economic opportunity and integrates it with social and economic needs. It notes that the comprehensive vision required will need economic and business considerations to be balanced against a range of other interests and needs to be developed and agreed by a wide range of economic, social and environmental stakeholders. They suggest that if current opportunities are grasped by 2020 and beyond York will be:

- A growing and vibrant City, proud of its heritage, ambitious for all of its people and businesses, and confident of its economic future.
- A city in which all can benefit from the City's success as a result of active programmes to connect people and communities with new opportunities.
- On target so that by mid-century the step change in the city's economic growth will propel York into the upper tier of the European City Region growth league; with annual growth of at least 2.7% over the next ten years.
Therefore, we are seeking an economic growth rate of 3.7% over the next 10 years, which will be fuelled by the fruition of several proposed brownfield



developments. We heard from Yorkshire Forward that if this is achieved, York's economy will double by 2026.

- Benefiting from the quality of the City's workforce and the significance of its research infrastructure as a national asset, which are driving development opportunities, re-shaping the city's image and delivering jobs to the local community.
- A world leader in fostering successful, adaptable, competitive, and knowledge-led businesses.
- A gateway to the region; in the top league of European visitor destinations; a city with an expanded and enhanced tourism, cultural and retailing offer, where there is always something new and exciting to make the City attractive for investors, visitors and shoppers.
- A City with a shared vision about seizing the opportunities of growth, embracing innovation, and achieving a synthesis with the historic heritage and townscape.
- A major catalyst in the development of the region's economy, with a significant part to play in the economic development of the region. This is particularly evident in the contribution of York's knowledge sector.

1.17 One of the key recommendations of the '**Future York Group**' is that the LDF and its Core Strategy fully reflects the '**Future York Vision**' (highlighted above). The Council is consulting with the public and stakeholders before responding to the report in Autumn. The report recommends that the '**Future York Vision**' be developed as part of the review of the Community Strategy which will be completed by April 2008, and that this be aligned with the 'Issues & Option' stage of the LDF Core Strategy.



Figure 3: The Spatial Planning Objectives

To ensure that York fulfils its role as a key driver in the regional economy and the Leeds city-region, through supporting sustainable economic development, particularly the Science City York and the business, financial and creative technology sectors.

To support York's role as a regional and sub-regional retail centre and to ensure that major retail and leisure development is located where it will contribute to the vitality and viability of York's retail centres.

To strengthen York's international and regional role as a visitor destination and gateway to the rest of the region, and support the sustainable growth of the tourism sector.

To ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced; in particular its historic centre, skyline, street patterns, views of the Minster, Medieval and Roman walls and valued open spaces, including the Strays and its 34 conservation areas.

To ensure the highest quality urban design and architecture in York.

To sustain an appropriate mix of uses and contribute to a safe, accessible and coherent environment.

To create a permanent Green Belt for York that preserves its special character and setting, whilst ensuring sustainable development.

To protect and enhance the biodiversity, landscape character and environmental quality of the York area, including international, national, and locally recognised areas of nature conservation value. This includes the current eight SSSI's and two Ramsar sites.

To ensure that new development is not subject to, or contributes to, inappropriate levels of flood risk from the Rivers Ouse, Foss and Derwent and other sources, taking into account the full likely future impacts of climate change.

To contribute to a reduction in York's Eco-footprint, which will include reducing energy use and exceeding the renewable energy targets as set by the Regional Spatial Strategy.

To reduce waste through supporting the innovation and improvement of current waste practices, promotion of recycling, and provision of suitable and accessible sites. This includes meeting or exceeding the requirements of the European Landfill Directive, National Waste Strategy and the Regional Spatial Strategy.

To safeguard mineral deposits and reduce the use of non-renewable resources, whilst contributing to meet the Regional Spatial Strategy requirements.

To support development in locations accessible to public transport and appropriate key services by means other than the private car, including maximising the potential of existing and potential rail stations and Park & Ride sites.

To deliver the appropriate type and mix of housing to meet York's needs, addressing the issues of affordability, 'lifetime homes', social inclusion and homelessness, housing for older people and assisted living, student housing and to meet the Regional Spatial Strategy requirements.

To improve the provision of accessible open spaces and sports facilities to meet the needs of York, including maximising the recreational and nature conservation potential of the strays, ings and green infrastructure.

To meet the educational and training needs of York, including helping to facilitate the continued success of the University of York and York St John University, and other higher and further education establishments.

To ensure that development is located to help facilitate easy access to York District Hospital and other responsive health and social care.

To develop and improve public transport interchanges to maximise service efficiency within the urban area, between the urban area and surrounding villages, and between York and the wider region.



- 1.18 To invite further discussion on this important issue, the options below have been developed to consider the development of the LDF Spatial Vision. The Council would welcome your views on these approaches.

Key Issues

Key Issue 1a - How should York's LDF Spatial Vision be developed?

- Option 1: Use the Community Strategy Vision, highlighted above, as the basis for York's Spatial Vision; or
- Option 2: Combine both the Community Strategy Vision, highlighted above, and the Spatial Planning Objectives to develop a Spatial Vision; or
- Option 3: Combine the Community Strategy vision with the views and ideas of the **Future York Group**; or
- Option 4: Use the Community Strategy Vision, highlighted above, together with other factors to create a Spatial Vision. Please explain which additional factors should be considered.

Key Issue 1b - With specific regard to the Spatial Planning Objectives that the Council propose to use to help deliver the Spatial Vision, which of the following options is most appropriate?

- Option 1: Use all of the Spatial Planning Objectives, highlighted in Figure 3, to deliver the Spatial Vision; or
- Option 2: Use only some of the Spatial Planning Objectives, highlighted in Figure 3, to deliver the Spatial Vision. Please indicate which objectives should be considered; or
- Option 3: Follow the approach in Option 1 or 2 above, but prioritise or weight objectives differently. Please indicate how this should be done; or
- Option 4: Create new Spatial Planning Objectives to those highlighted in Figure 3. These could for example reflect the views and ideas of the **Future York Group**. Please provide your suggestions on what be should included or how you think they could be developed.

Please indicate which of the following options should underpin the policy approach. If you believe that more than one option should be progressed for each key issue, please prioritise the importance of the options selected and provide any further comments where appropriate.



Section 2: Spatial Strategy

Introduction

- 2.1 A key role of the LDF Core Strategy is to create a spatial strategy that directs the location of new development in a sustainable way and helps deliver the spatial elements of the Community Strategy and other key strategies for the economy, housing and transport. This section of the document considers issues and factors that could influence the spatial strategy for York and then asks for views on a number of potential options.
- 2.2 The issues identified in this section are split into two categories. The first includes those factors which will influence the broad location of development and the second, to factors which will influence the location of development in a more detailed way. The issues are summarised under the headings below, supported by **Table 1 ‘The relationship between York and its villages’** and **Figure 4 ‘Spatial Planning Issues’**.

Broad Influences

- Regional context;
- Housing inequalities
- The relationship between York & its villages – accessibility & past market trends;

Detailed Influences

- Environmental constraints;
 - Historic character & setting of York
 - Nature conservation
 - Flood risk
- Commuting
- Congestion
- City & districts centres
- The location of major development sites and opportunities



Broad Influences

Regional context

- 2.3 The emerging Regional Spatial Strategy (RSS) provides guidance on those factors that should be used to direct the location of new development. Principally, it requires the majority of new growth and redevelopment be directed to the Region's cities and larger towns with only limited development in smaller towns and larger villages. What this means for York is that the majority of new development should be concentrated on York's main urban area with limited development in the larger villages identified in Figure 4. Those larger villages specifically identified through the emerging RSS process are termed Local Service Centres.
- 2.4 The emerging RSS also recommends a sequential approach for identifying development sites that promote the re-use of previously developed land, ahead of other infill sites and urban extensions. It also indicates that sustainable transport should be a key factor influencing the location of development.
- 2.5 In addition to considering the role of existing settlements the emerging RSS indicates that a policy of restraint should be adopted to the North and East of the Authority area. This has the effect of restricting development to addressing local needs for affordable housing and allowing some small scale commercial development to diversify local economies.

The relationship between York and its villages – accessibility and past market trends

- 2.6 In order to begin to think about how York could grow in the future, we have looked at some of the key characteristics of the City and its villages - this is summarised in Table 1 . The settlements within Table 1 include York's main urban area, the six villages identified as Local Service Centres in the emerging RSS and four other settlements, which have populations of 1,000 or above. In addition a profile of each of the villages along with the main urban area is provided in Annex B.
- 2.7 Table 1 comprises a range of criteria pertinent to considering future development including: population statistics, past development trends in relation to housing and the key sustainability characteristics. These characteristics cover the range of facilities which you would expect to find within a sustainable neighbourhood or village, and include: good public transport to and within York, and the availability of local employment and services. A sustainability ranking score has been developed based on these factors.



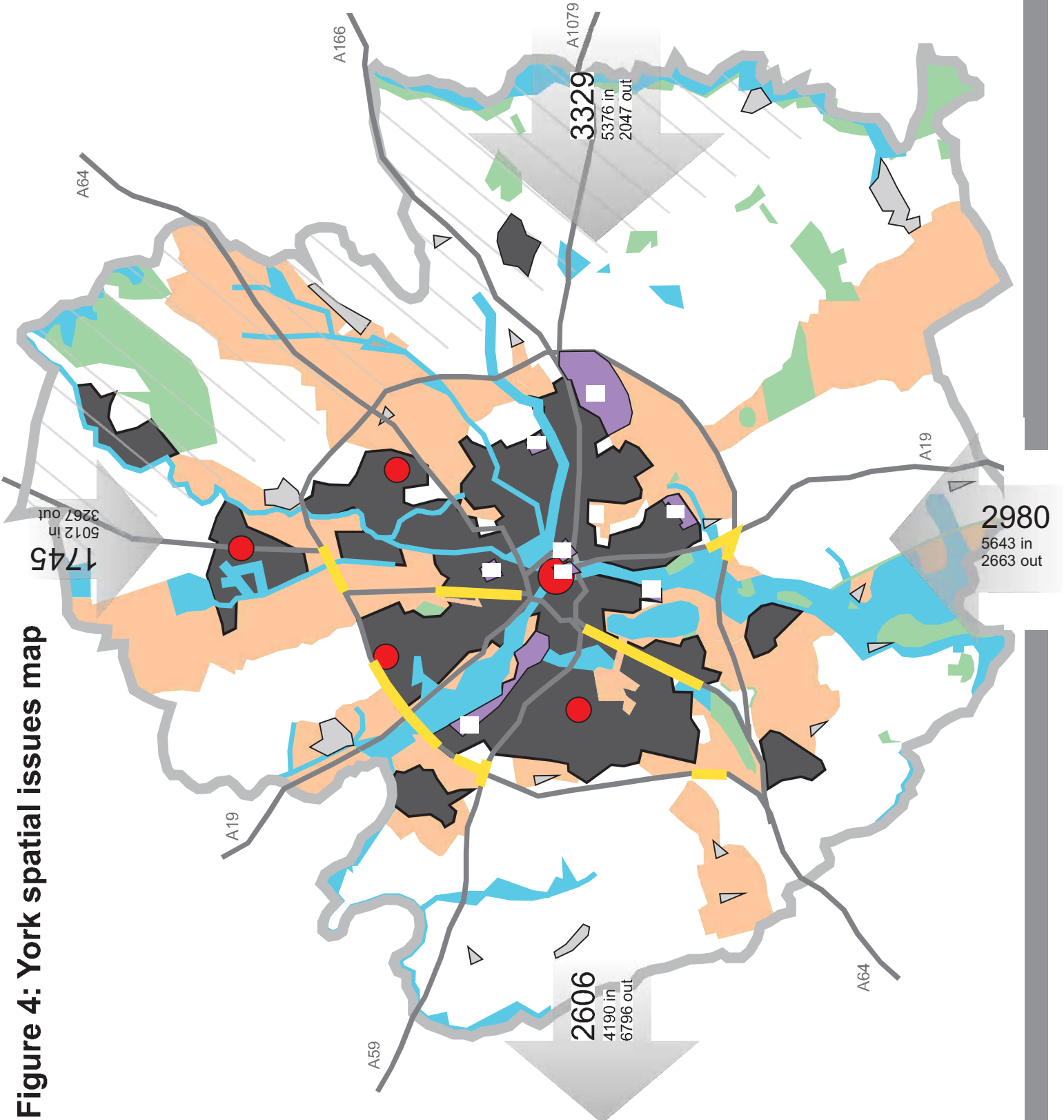
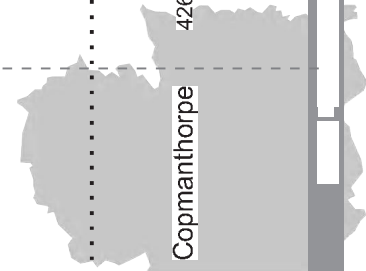


Figure 4: York spatial issues map

Table: 1: The relationship between York and its villages - accessibility and past market trends

	Population 2001 census	Change in population 1991-2001 (% change)	Proportion of York's population (%)	Past windfall: housing growth (1996-2006)	Windfall: housing growth as a proportion of all growth (%)	retail provision	Level of employment floorspace within 800m less than 1 ha 1ha-10ha greater than 10 ha	Access to public outdoor leisure space	Access to built leisure facilities	Public transport accessibility (access to frequent - every 15 minutes - bus route)	Post office and primary school	Relative Sustainability
York's main urban area	139,237	9.5	76.9	2701	88.5							14
Dunnington	3194	10.9	1.8	13	0.4							12
Haxby and Wigginton	12,468	-3.5	6.9	135	4.4							12
Upper and Nether Poppleton	4038	24.7	2.2	21	0.7							12
Bishopthorpe	3224	4.5	1.8	7	0.2							9
Copmanthorpe	4262	6.3	2.4	51	1.7							10



	Population 2001 census	Change in population 1991-2001 (% change)	Proportion of York's population (%)	Past windfall housing growth (1996-2006)	Windfall housing growth as a proportion of all growth (%)	retail provision	Level of employment floorspace within 800m less than 1 ha 1ha-10ha greater than 10 ha	Access to public outdoor leisure space	Access to built leisure facilities	Public transport accessibility (access to frequent - every 15 minutes - bus route)	Post office Doctors surgery and primary school	Relative Sustainability Full access to service 2pts Some access 1 pt No access 0pts NB: Access to transport is double weighted
Elvington	1212	49.6	0.7	2	0.1	Green	Green	Green	Green	Red	Green	10
Strensall and Towthorpe	5782	36	3.2	48	1.6	Green	Green	Orange	Orange	Green	Orange	10
Wheldrake	1780	23.4	1	9	0.3	Green	Green	Orange	Red	Red	Green	9
Skelton	1642	8.5	0.9	0	0	Green	Orange	Orange	Red	Orange	Green	8
Stockton on the Forest	1259	5.9	0.7	12	0.4	Green	Red	Red	Red	Orange	Green	6

- 2.8 In addition to the factors highlighted in Table 1 it is also clearly important to consider the existing distribution of employment land if we are to reduce journeys to work by car and tackle congestion. There are presently approximately 400 hectares of land used for employment (B1, B2 or B8) in the York area. Over 80% of this is within or adjacent to the main urban area, with the majority of the remainder generally being located close to existing villages of Elvington, Dunnington or Wheldrake. A notable exception to this is Northminster Business Park, a 6.6ha site, which sits in open countryside near to Upper Poppleton. With regard to employment land within the urban area, approximately 33% of York's overall total can be found in three relatively large business parks on the periphery of the main built up area i.e. Monks Cross, Clifton Moor and York Business Park.

Housing inequalities

- 2.9 In order to understand the nature of housing needed in York now and in the future, we have undertaken a Housing Market Assessment (HMA), which will influence the mix, tenure and affordability of housing provided in the district over the next 20 years. The HMA provides an understanding of York's role within wider housing market areas and the Yorkshire and Humber Region. It looks at the City's different markets, distinguishing between urban, suburban and rural parts of York, and the needs of particular groups, including families, young people and first time buyers, older people, households with support needs and students. In particular, the assessment considers the options available to the Council in addressing the gap between household income and increasing house prices, with recommendations on appropriate targets, site thresholds and tenure splits for affordable housing. A detailed interpretation of the outcomes of this work and what it means for different areas can be found in Section 4 Housing Mix and Type.

Detailed Influences

Environmental Constraints

- 2.10 Through previous consultation work, three key environmental criteria have been identified and supported as having a key role when considering the location of future development. Each of these are highlighted below and shown spatially in Figure 4.



Preserving the Historic Character and Setting of York

2.11 Given the historical importance of York as a part of work on the City of York Local Plan, an exercise was undertaken which sought to identify those areas of open land outside York's built up areas that are most valuable in terms of the historic character and setting of the City (*The Approach to the Green Belt Appraisal(2003)*). The land that was identified falls within the following categories:

- *areas which retain, reinforce and extend the pattern of historic green wedges, for example, the Strays, the 'Ings', Green Wedges and extensions to the Green Wedges;*
- *areas other than the Green Wedges which provide an impression of a historic city situated within a rural setting. This relates to significant tracts of undeveloped land, which provide an open foreground to the City. For example, good views of the Minster from recognised vantage points; and*
- *areas which contribute to the setting of villages whose traditional form, character and relationship with the City and surrounding agricultural landscape is of historic value, for example Askham Richard and Askham Bryan.*

Nature Conservation

2.12 Government guidance states that plans should seek to promote sustainable development by ensuring that biological and geological diversity are conserved as an integral part of sustainable development. It is therefore considered important that such sites, along with appropriate buffers, are excluded when considering future potential development locations. This included both statutory and locally recognised sites. More information on the location of these sites can be found in the Natural Environment section of this document.

Flood Risk

2.13 As a part of the ongoing background work to the LDF, the Council working closely with the Environment Agency, has produced a Strategic Flood Risk Assessment. This work includes the latest information held by the Council and the Environment Agency on flood risk. Those areas of York that are susceptible to the highest level of flood risk (higher than 1:100 year probability) are highlighted on Figure 4 (York Spatial Issues Map). This clearly may influence views on the potential locations of development, particularly when the likely impacts of global warming are considered.



Commuting

- 2.14 The relationship between where people live and work may be a key factor when considering the location of future development. The 2001 Census provides information that can be used to assess commuting patterns. It indicates that 17,199 people commute out of York for work and 22,445 people commute into the authority area. The issue of commuting clearly could be a factor affecting the way development is distributed and this information is summarised on Figure 4, which indicates the net commute (inward commute minus the outward commute) from the North, South, East and West of the region.

Congestion

- 2.15 Spatial and transport planning are inextricably linked, with the pattern of land uses within an area having a significant impact on the number and type of journeys being made. The planning of development to reduce the demand for travel, and locate it where alternatives to car transport are readily available, is vital for the development of a sustainable city. Due to its compact nature, York has increasing problems of congestion at certain times of the day. Current areas of the road network at risk of congestion (am peak) are highlighted in Figure 4.

City & District Centres

- 2.16 National guidance requires local authorities to identify the centres within their areas where retail, leisure and office development should be focused. York's City Centre is both a regional and local retail destination and a focus for leisure and office employment. York also currently has two identified district centres: Acomb, which is located to the west of the City; and Haxby, located to the north. These centres both provide a range of shops and services including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries. In addition the City also has two key out-of-centre retail, leisure and office destinations. Firstly, Monks Cross located to the north-east of the main urban area on the Outer Ring Road, consisting of a number of high street retailers, along with two large supermarkets. Secondly, Clifton Moor, located to the north of the Outer Ring Road consisting of a large supermarket, a number of retail warehouses, a multiplex cinema, leisure club and industrial and office units. The location of these existing focal points or centres for retail, leisure and employment are shown on Figure 4.



Major development sites and opportunities

- 2.17 The City of York currently has several major sites and major development projects that are of key strategic importance. These sites are highlighted in Figure 4 and described below. The exact uses of these sites, if not already set through the planning process, will be considered at later stages of the LDF but are introduced in this section as it is acknowledged that they could have a wider influence on the future location of development.
- A. 'York Northwest is a major regeneration area which will come forward for redevelopment in the next few years. The area includes two large brownfield development sites, York Central and British Sugar, with the potential to be linked by a major public transport corridor which could radically improve sustainable access into York from the West and the wider Leeds City Region. The area is likely to be the largest development site that we will see in York in our lifetime and is likely to make a significant contribution to York's housing need, the regional economy and York's role within the Leeds City Region. An Area Action Plan is being prepared to ensure the environmental impact and infrastructure requirements are assessed comprehensively and the opportunities from the development of the sites are maximised.
 - B. Castle Piccadilly is a strategic site in the City Centre adjacent to the historic Clifford's Tower. It's redevelopment provides the opportunity to create a high quality mixed-use development, adding to the City's retail and leisure attractions. The Council has adopted a Planning Brief to guide future development.
 - C. Heslington East is a new campus for the University of York between Heslington Village and Grimston Bar Park and Ride. It is a 65ha site surrounded by substantial landscaping, reflecting the design of the original University campus. It has received outline planning consent following a 'call-in' inquiry. Development will be implemented over the next 10-15 years through a number of reserved matters applications.
 - D. Hungate is located in the City Centre next to the River Foss. The Council adopted a Planning Brief for this site and outline planning permission has been granted for a mixed-use scheme including offices, housing, shops and a focal community building.
 - E. In September 2006 Nestlé Rowntree announced that capital investment is needed to upgrade and improve facilities on the more modern northern part of the Haxby Road factory site in order to retain Nestle Rowntree's presence in the City. This will create redevelopment opportunities on the older, southern part of the site (referred to as Nestlé South). The Council has adopted a Planning Brief to achieve the mixed-use development of this site.



- F. Germany Beck & Metcalfe Lane are two sites with the potential to provide over 1,200 homes including affordable housing, located to the east and the south of the main urban area. These have both recently received outline planning consent following a joint 'call-in' inquiry.
- G. Terry's is a former factory complex which lies to the south of the main built up area adjacent to York Racecourse. Redevelopment of this site will provide a prestige mixed-use development of housing, employment, local retail and leisure. A Planning Brief has been adopted by the Council to achieve this.

Key Issues

- 2.18 The '**broad influences**' identified above have been used to develop three options as highlighted on the following option diagrams. Each of these options includes a hierarchy of growth for York's settlements and describes what this could mean in terms of the way development would be distributed. These options look at all of York villages, including those which currently have a population less than 1,000 people, although it is recognised they offer very little potential to take additional growth.
- 2.19 Issue 2.a below requests views on which of these options is most appropriate.
- 2.20 Having requested views on the broad locational strategy, Issue 2b identified below requests views on the '**detailed influences**' which will affect the location of development in a more specific way. These were supported during previous consultation as the key detailed influences on York's future growth.
- 2.21 Comments on 2a and 2b will inform the next stage in developing the Core Strategy development hierarchy, which will consider the location of growth at a more localised level, with the aim of creating sustainable neighbourhoods.

Key Issue 2.a – Which of the following options should form the basis of the Spatial Strategy for the LDF in relation to directing the future location of development?

- Option 1: **Prioritising settlement accessibility** - Distribute development to the most accessible location, using the sustainability ranking from Table 1
- Option 2: **Prioritising existing market trends** - Continue to distribute housing development broadly in line with past trends, reflecting market demand. Following a similar pattern for employment because of the connection with housing growth in creating



sustainable communities.

Option 3: **Prioritising housing equality** - Distribute housing development in terms of the needs of the groups and priorities identified by the HMA;

Option 4: **A combination of the above broad factors** - Please indicate which options should be combined and whether more weighting should be given to any particular option.

Please indicate which of the above options should underpin the policy approach.

Key Issue 2b – Following on from the above, which of the following Detailed Influences should be used to further refine the approach to the location of development.

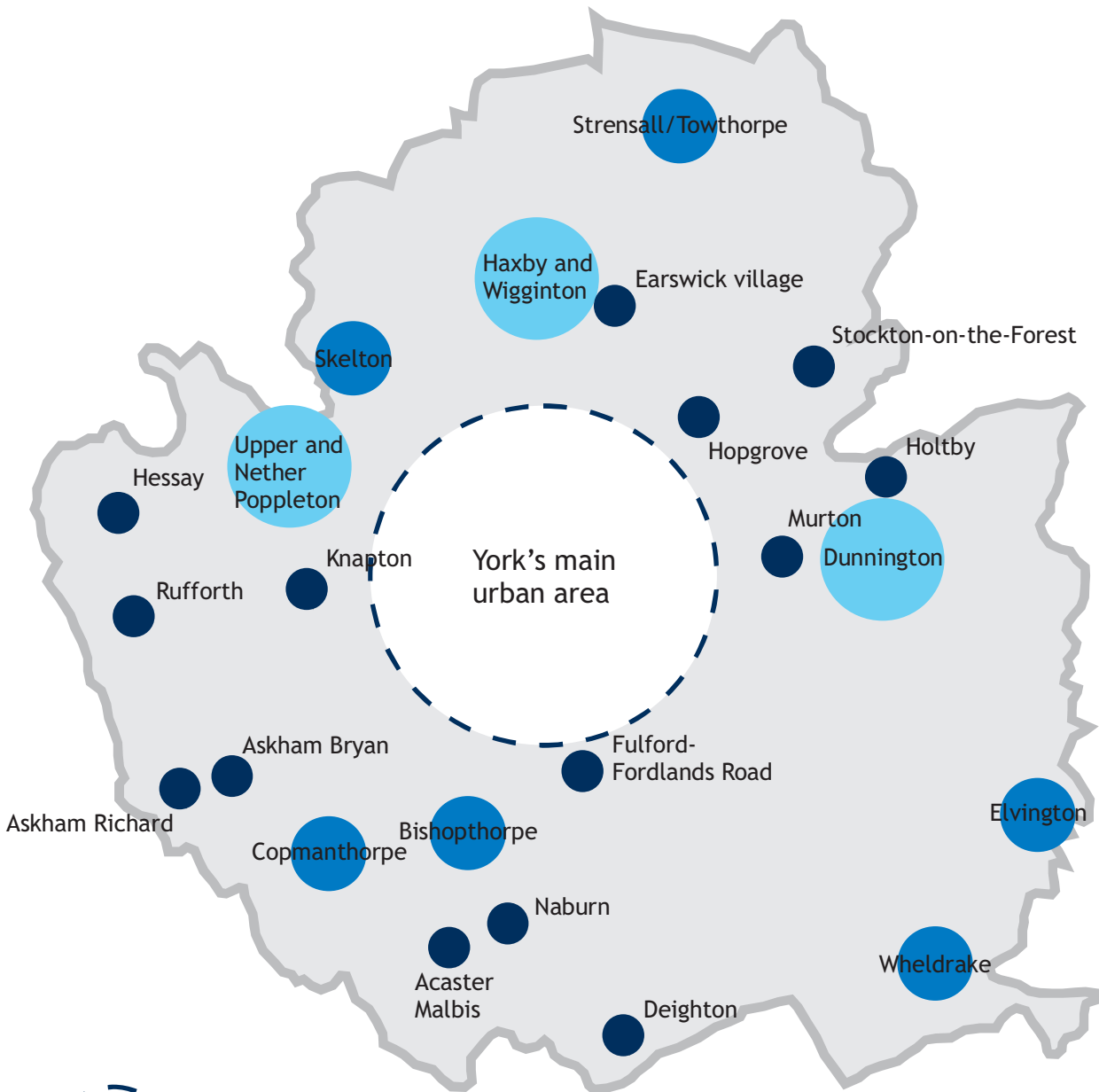
- Preserving the historic character & setting of York
- Nature conservation
- Flood risk
- Commuting
- Congestion
- City & district centres
- Major development sites and opportunities

If you feel one or more of these constraints should be used please prioritise if appropriate

Key Issue 2c – Are there other key factors that you feel should be considered, when looking at the broad location of development? (Please specify)



Option 1: RSS and settlement accessibility



This settlement would accommodate the majority of York's future growth through infill/redevelopment and if necessary urban expansion. It would also be the prime focus for employment growth.



These settlements are capable of accommodating some infill/redevelopment, and expansion of a scale appropriate to their size. Some development for economic diversification would also be appropriate.



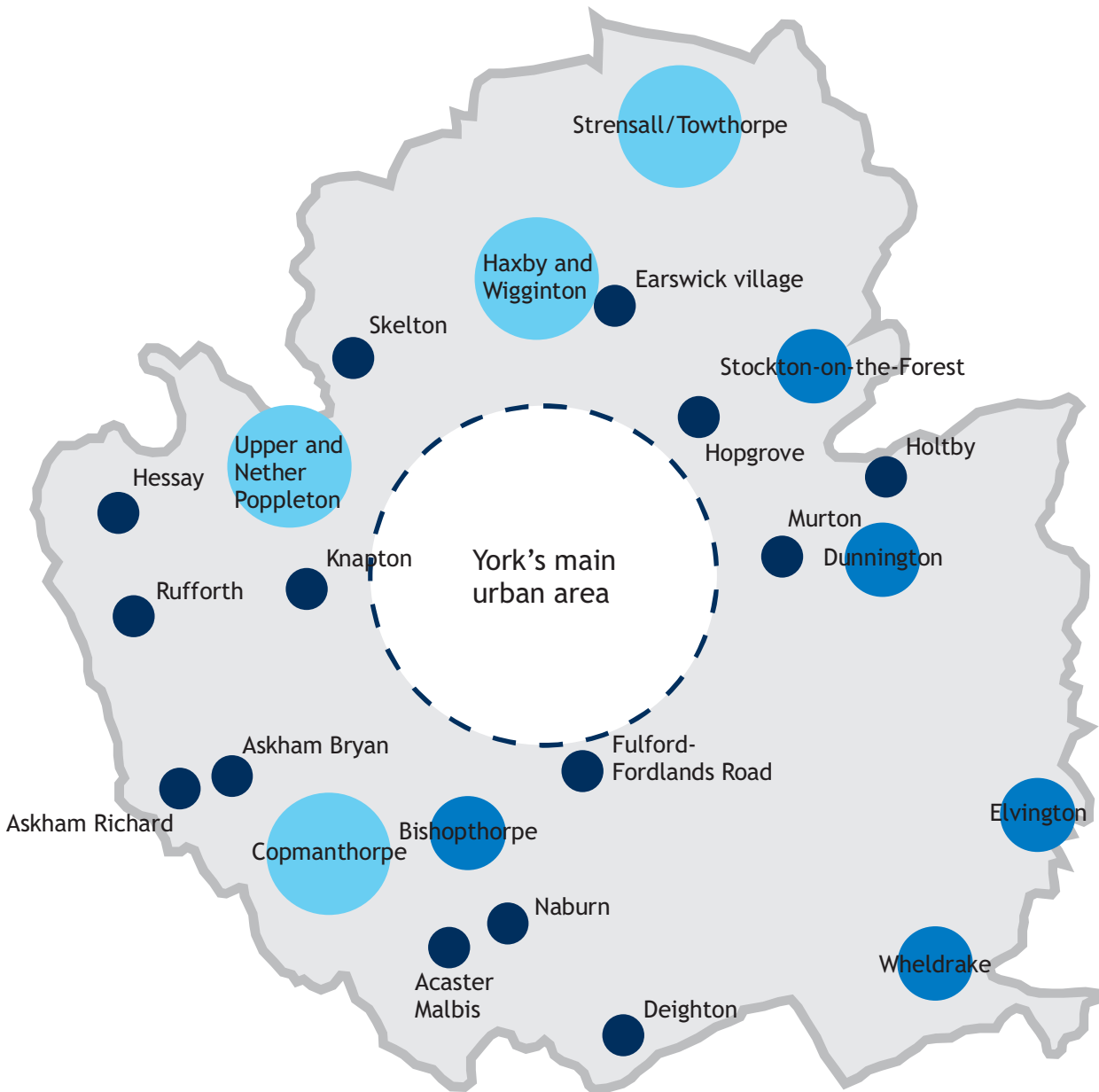
Within these settlements, development should be primarily in the form of small scale infill/redevelopment, or where justified, minor small scale expansion, which addresses specific local economic, community or social objectives, which could include affordable housing to meet local needs



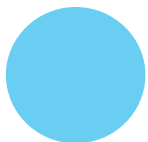
Limited infill development/redevelopment would only be permitted within these settlements where it would be appropriate to the form and character of the settlement and falls within the settlement boundary.

NB: Fulford - Fordlands Road is identified in the Local Plan as a separate settlement to the main urban area.

Option 2: Existing market trends



This settlement would accommodate the majority of York's future growth through infill/redevelopment and if necessary urban expansion. It would also be the prime focus for employment growth.



These settlements are capable of accommodating some infill/redevelopment, and expansion of a scale appropriate to their size. Some development for economic diversification would also be appropriate.

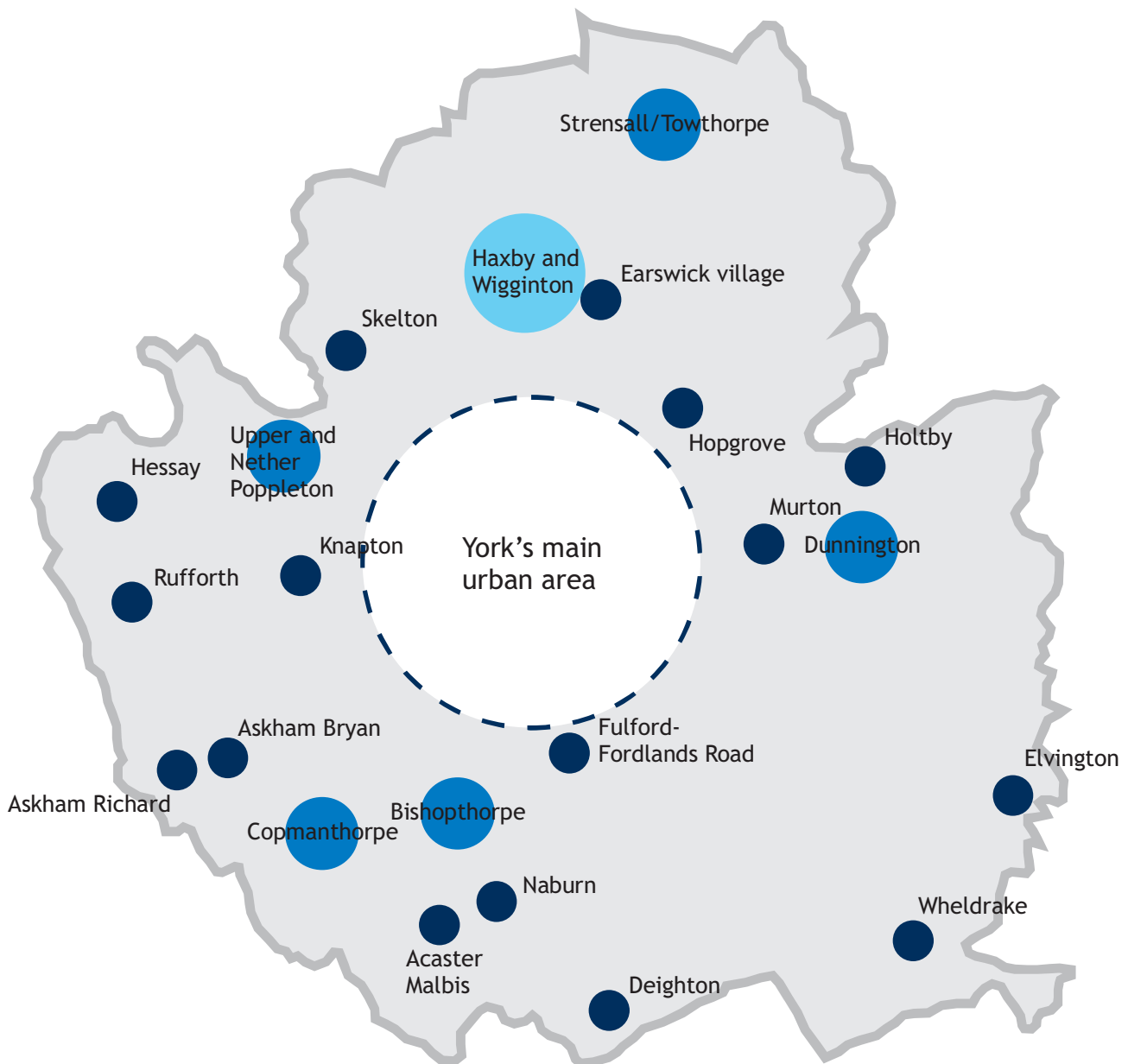


Within these settlements, development should be primarily in the form of small scale infill/redevelopment, or where justified, minor small scale expansion which addresses specific local economic, community or social objectives, which could include affordable housing to meet local needs

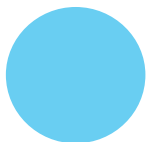


Limited infill development/redevelopment would only be permitted within these settlements where it would be appropriate to the form and character of the settlement and falls within the settlement boundary.

Option 3: Housing inequality



This settlement would accommodate the majority of York's future growth through infill/redevelopment and if necessary urban expansion. It would also be the prime focus for employment growth.



These settlements are capable of accommodating some infill/redevelopment, and expansion of a scale appropriate to their size. Some development for economic diversification would also be appropriate.



Within these settlements, development should be primarily in the form of small scale infill/redevelopment, or where justified, minor small scale expansion which addresses specific local economic, community or social objectives, which could include affordable housing to meet local needs



Limited infill development/redevelopment would only be permitted within these settlements where it would be appropriate to the form and character of the settlement and falls within the settlement boundary.

Section 3: Housing and Employment Growth

Introduction

- 3.1 The way York grows will be strongly influenced by the nature and level of housing and employment we accommodate. The section below considers the influences surrounding the issues of employment and housing growth with options presented at the end of the section reflecting the interrelationship that exists between the two.

The Lifespan of York's Green Belt

- 3.2 When considering the future development of housing and employment it is important to give careful consideration to the timescale over which the plan will function. In light of this, the key factor for York is the creation of permanent Green Belt boundaries. This is important in terms of housing and employment, as sufficient land must be available outside the Green Belt to meet the needs of York for whatever timescale is chosen.
- 3.3 The options regarding the timescale of York's Green Belt are found at the end of this section. Within the section, however, the year 2029 (20 years from the predicted adoption date of the Core Strategy) is used to give a broad indication of the amount of overall land that might be needed to support York's housing and employment growth.

Levels of Future Housing Growth in York

- 3.4 York's population is expected to increase by 8.2 % between 2003 and 2021 nearly double that in the region as a whole. Data produced by the Office of National Statistics indicates that the number of households in York is likely to increase by around 11,000 over the next 15 years. This equates to just over 730 annually. This increase reflects factors such as York's economic success but also changes in the character of households including more single person households resulting from people leaving the family home earlier, living alone following family breakdown and people living longer.



- 3.5 When considering future housing growth it is important that the authority accommodates the requirement set out for it at a regional level in the Regional Spatial Strategy(RSS). The emerging RSS for Yorkshire and the Humber was subject to Public Consultation and an Examination in 2006. Following the examination a report was produced by the independent panel (*Report of the Panel (Mar 07)*) that recommends changes to be made to the emerging RSS. The Government Office for Yorkshire and the Humber (GOYH) is presently considering this report and will publish a proposed changes document for consultation, in Summer 2007. To-date however the proposed changes in the *Report of the Panel (Mar 07)* are not confirmed thus the following information provides a comparison of the emerging RSS figures.

The emerging Regional Spatial Strategy (December 2005)

- 3.6 The proposed housing figure within the emerging RSS (Submission Draft, Dec 05) for York is 640 (net) new units per annum in the period from 2004 – 2016 and 620 (net) new units per annum in the period 2016 – 2021. This would give an annual average over the whole period of 630 houses.
- 3.7 The emerging RSS (Submission Draft, Dec 05) housing figure has been set to respond to environmental constraints and to promote a more compact and transport orientated pattern of development. Broadly, this constraint on housing supply would be likely to minimize need for less greenfield land, but could effect the amount of affordable or specialist housing and would be less than market demand.
- 3.8 The Report of the Panel (March 2007) into emerging RSS proposes new housing figures for York of 640 (net) new units per annum in the period from 2004 – 2011 and 850 (net) new units per annum in the period 2011 – 2021. This figure may allow for the provision of a greater amount of affordable or specialist housing and could provide for a larger pool of working age people, enabling more jobs to be filled by those living within York. It could however create pressure on the Council to bring forward more greenfield sites. This would give an annual average over the whole period of 791 houses.
- 3.9 The RSS housing figures run up to 2021. In the two scenarios outlined above we have simply projected forward the annual average to the end of the Plan Period. However, we have also generated a further option that takes the RSS Panel Report figure up to 2021 and then uses the lower RSS projection up to 2029 reflecting potential capacity constraints.



The Housing Market Assessment (HMA)

- 3.10 By way of comparison with the emerging RSS housing growth figures, the Council's recent HMA (June 2007) identifies an overall forecast market demand for housing (all tenures) in York of 982 dwellings per year.
- 3.11 This level of housing would allow us to provide for a greater proportion of affordable units, closer to the levels of need which have also been identified by the HMA. Such levels of growth however, would notably require a higher proportion of greenfield development and have a greater impact on York's environment. Table 2 below compares the various figures highlighted along with an average of the actual number of homes built in York Local Authority Area over the last 5 years.

Table 2: Summary of Housing Projections for York

Timescale (from 2004 base date)	Average Completions over past 5 years	Emerging RSS Submission Draft (Dec 05)	Emerging RSS Report of the Panel (Mar 07)	Housing Market Assessment (HMA)	Emerging RSS Report of the Panel (Mar 07) plus low RSS figure
Annual average	885	630	791	982	718
Dwellings To 2021	15,045	10,780	12,980	16,694	12,980
Dwellings To 2029	22,125	15,740	19,780	24,550	17,940

The Density of Housing Growth in York

- 3.12 Density is a key factor in translating an overall housing figure into an actual land requirement. To help understand its impact we have projected forward the brownfield (previously used sites) land supply to 2029 and applied different density scenarios. This is then compared to the regional housing targets previously discussed and the level of further sites that may have to be identified is calculated. To demonstrate this analysis Figure 5 illustrates how different densities can look in practice and Figure 6 the potential effect of different density options.



Figure 5: Examples of Housing Densities

Developments of 60 dwellings or more per hectare:



Britton's Dairy, Fulford Road



Tadcaster Road

Developments around 40 dwellings per hectare:



Osbaldwick Link Road



Bishopthorpe Road

Developments of 30 dwellings or less per hectare:

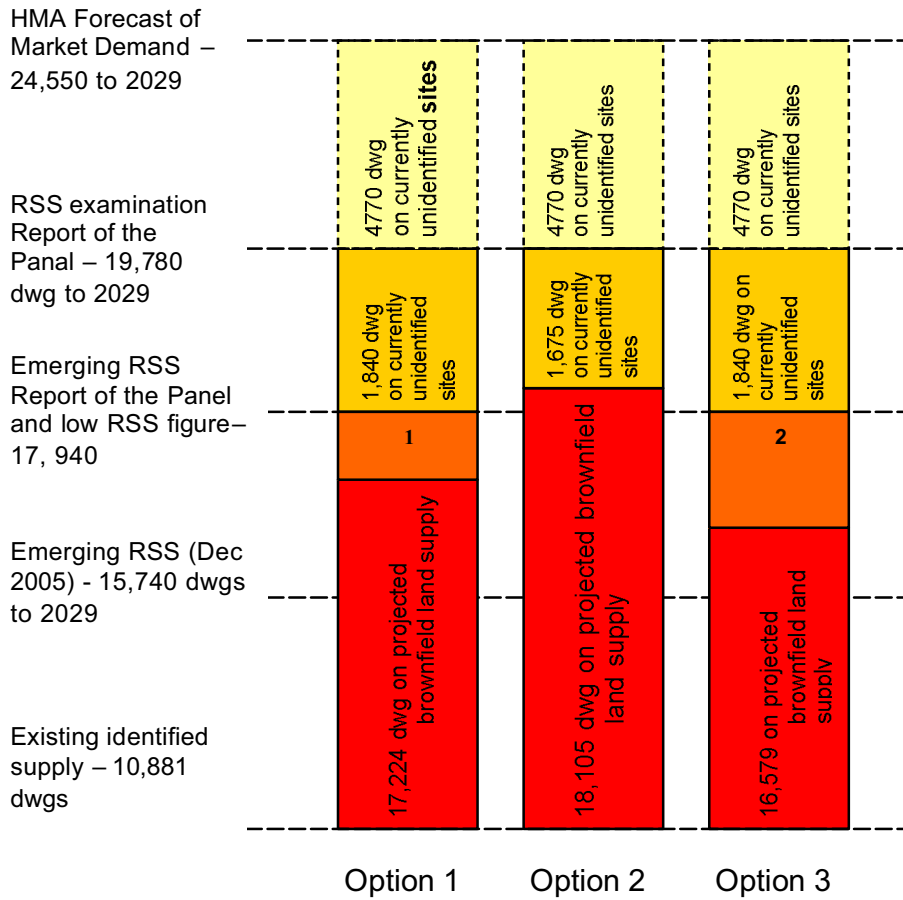


Wigginton Garage, Wigginton



Clifton Park

Figure 6: Approaches to housing density



1: 716 dwgs on currently unidentified sites
 2: 1361 dwgs on currently unidentified sites

- Option 1: Aim to achieve similar densities to those we have achieved over the last ten years.
- Option 2: Adopt a policy position which would seek to achieve densities greater than 60 dwellings per hectare (dph) in the city centre, 40 dph in the urban areas (the remainder of the urban area of York including Haxby and Wigginton) and 30 dph elsewhere in the City of York;
- Option 3: As option 2, but place a restraint on housing density in the City Centre. In recent years the development of flats within the City Centre has resulted in the high-density levels. However, a policy could be pursued to encourage a different type of housing such as a greater focus on lower density, family homes. An example of this type of development is the residential area of Bedern, which has a density of 75 dph. A future density cap of 75 dph is, therefore, applied to the City Centre. This would accommodate approximately 16,579 homes in brownfield land to 2029.

NB.

- The Council is currently undertaking a Housing Land Availability Assessment and an Employment Land Review and it is possible that these will identify further sites.
- The housing need number used in Figure 6 above are derive from projecting the two emerging RSS scenarios and the information from the HMA forward to 2029.

Levels of Future Employment Growth in York

- 3.13 The importance of York's economy is recognised in both the emerging Regional Spatial Strategy (Dec 05) and the Regional Economic Strategy. It has also been considered recently in some detail through the work of **The Future York Group** who have undertaken an independent strategic review.

The Future York Group

- 3.14 The group recommend that York's economy should be doubled in value by 2026 and that the Council and its partners create an economy which supports knowledge-led businesses and promotes financial and professional service activities. Under these broad recommendation they indicate that Science City York should continue to be supported as a key programme for the future and they endorse the proposals of Science City York, of City of York Council, and of the University of York for the expansion of innovation activity including the provision of high quality sites and premises for science-based businesses. In relation to high quality sites the role of York Northwest is recognised. In addition they recommend that the Council engage full with the Leeds City Region and play an active leadership role in its development helping to ensure that York achieves the investment priorities that will help shape its long-term economic future.
- 3.15 The group made a number of key conclusions on employment land and premises. Their key recommendation is that 'the City of York Council ensure a sufficient amount and quality of employment land is allocated in the LDF to provide choice, and to support the City's economic development aspirations. This should be informed by an up to date review of supply and demand; should support the 'transformational' economic agenda for York'.
- 3.16 It is important in developing the LDF Core Strategy that full recognition is given to the regional context and consideration is given to the messages coming out of the work of **The Future York Group** who covered the issue of employment land and premises in some depth. To further aid the consideration of this important issue the Council have commissioned consultants SQW to undertake an Employment Land Review the first part of which is available to support the consultation on this document.

The emerging RSS (Submission Draft, Dec 05)

- 3.17 Emerging RSS indicates that all strategies, plans and programmes in the region should support the availability of sufficient land in sustainable locations to meet the needs of a modern economy. It includes employment land forecasts which it advises local authorities to take into account unless more detailed sub regional or local forecasts are available. The forecasts included for York indicate that within the period 2006-2016 the number of jobs in the local economy will change by between 953 less and 5,447 more full time equivalent jobs. This figure is used to predict how much additional land York will need for employment (B1, B2 & B8) and a figure of between 6ha less to 21ha more is given.
- 3.18 The Report of the Panel (March 2007) into emerging RSS has made several recommendations regarding the overall issue of employment growth including that forecasts should be revised to reflect more up to date figures. Government Office for Yorkshire & the Humber are currently considering these recommendations and will publish further changes for consultation in September. The emerging RSS (Submission Draft, Dec 05) is therefore used for this comparison in this document.

Employment Land Review

- 3.19 The Council considered that the figures coming out of the emerging Regional Spatial Strategy would undermine the York's economic role as a Science City, a sub regional economic centre and as a key economic area of the Leeds City Region. The emerging RSS itself acknowledges that York will require a significant supply of land over forecast trends. To consider these issues further the Council commissioned consultants Segal SQW to undertake an Employment Land Review (ELR). The aim of this review was both to provide an input into the Regional Spatial Strategy and to provide an evidence base for the Local Development Framework.
- 3.20 The review involved the preparation of forecasts for the York economy from 2006 to 2021 which were essentially trend based and reflected national econometric projections adjusted to the specific profile of York's economy. These initial figures were then adjusted to reflect further potential growth in the Science City York knowledge based activities. The outcomes of this analysis suggests that between 2006 and 2021 an additional 16,006 full time equivalent jobs could be created in York. This figure was used to predict the amount of additional land that would be needed for employment (B1, B2 & B8). The review forecasts that between 2006 and 2021, an additional 23 ha of land will be needed. This relatively small overall change disguises an expectation of significant shifts in various employment land categories as highlighted in Table 3 and 4 below.

Table 3: Employment Change by Economic Sector

(Thousands)

	1986	1991	1996	2001	2006	2011	2016	2021
Manufacturing	18.810	18.814	15.522	12.763	9.368	9.096	8.715	8.405
Distribution, hotels and catering	17.530	18.697	19.089	19.387	20.808	22.168	23.296	24.373
Other services	18.223	20.942	23.302	24.357	29.222	31.454	33.399	35.433
Finance and Business Services	7.766	10.812	14.608	15.323	13.310	14.625	16.236	18.071
Construction, Transport and Other Sectors	14.655	13.876	14.301	19.142	17.710	18.378	19.189	20.141
Total	76.984	83.142	86.821	90.973	90.418	95.721	100.835	106.424

Table 4: Employment Land Need (2006 – 2021)

	Estimated Additional Need (hectares)
A. Offices and high technology (B1(a)/(b)) high quality, city centre	10
B. Offices and high technology (B1(a)/(b)) high quality, out of centre	27
C. Offices and high technology (B1(a)/(b)) standard quality, city centre	-8
D. Offices and high technology (B1(a)/(b)) standard quality, out of centre	3
E. Industry and warehousing (B1(c)/B2/B8) standard quality, in/out of centre	-9
Total	23

NB. Table 4 identifies a negative demand against two employment categories, it should be noted that is not intended to reflect the current position, but change over the timescale identified. Full consideration would need to be given to the reallocation of this land to meet other employment needs.

3.21 The table 3 illustrate an overall job growth for the period 2006-21 from 90,418 Full Time Equivalent jobs in 2006 to 106,424 jobs in 2021, an increase of 16,006 jobs. They also demonstrate changes in the York's economy. More specifically they show:

- A decline in Manufacturing
- A growth in Distribution, Hotels and Catering (reflecting the importance of tourism industry to York)



- A growth in Financial and Business Services reflecting York’s growing importance as a centre for these services and the spin off benefits of SCY growth
- Growth in Other Services and in the Construction Transport and Other Sectors

A Comparison of Emerging RSS and the ELR

3.22 The figures produced both regionally and locally are based on different timeframes, so for ease of comparison, Table 5 below breaks them down into annual figures. The table compares annual job growth under the two scenarios rather than the employment land need. This is because the figures on employment land need used in the emerging RSS were based on broad regional averages rather than reflecting the characteristics of York as in the case of the ELR. This is reflected within the RSS document which recognises the importance of updating their figures using local forecasts and more up to date data. The consequence of this is that the RSS figure in converting employee numbers to a land need is likely to over estimate the latter in the York context. It should also be noted that in relation to the need figures highlighted, when considering sites it is usual to identify considerably more land reflecting the need for developer choice and implementation problems.

Table 5. Annual employment land and job growth projection

	Employment Land Review (Draft Report, SQW, Feb 2007) (2006-2021)	Emerging Regional Spatial Strategy (Submission Draft, Dec 05) (2006-2016)
Annual job growth (FTEs)	1060	Up to 545

3.23 The emerging Regional Spatial Strategy acknowledges the role of the York Sub Area as a key driver for the regional economy and notes its significant growth and diversification during the last twenty years including the role of Science City York. It also includes York as a part of the Leeds City Region which is identified for high levels of economic growth. Within this context however, it identifies a significantly lower level of growth for York than that advocated in the draft Employment Land Review. The figures included within the emerging Regional Spatial Strategy are largely trend based forecasts. The figure produced in the ELR reflect the continued potential for the Science City sector of the economy to grow based on the rates achieved between 1999 and 2006.



The Relationship Between Housing and Employment Growth in York

- 3.24 When considering sustainable growth it is important to look at the relationship between housing and employment growth. Where people live and work is an important factor in achieving development that minimises the use of the private car thus impacting on wider issues such as reducing impacts on global warming and congestion.
- 3.25 The 2001 Census indicated that there are 91,269 adult in the York area who are of working age and are economically active. It also tell us that 22,445 people currently travelling into York for work and 17,199 travel out each day. This means that in 2001 there was a *net inward commute* of 5,246 i.e. York needed over five thousand people to commute into the authority area to fill existing jobs. This reflects York's wider economic role as a key employment centre for a much wider sub area around York. All major economies draw in element of their workforce from a wider area. It should be noted however that It is clearly important to consider the implications for commuting when making decisions on options relating to future employment and housing growth. To aid this Table 6 below predicts the likely increase in York's workforce under both housing growth scenarios alongside the predicted increase in the number of jobs under the two employment growth scenarios discussed.

Table 6: The Relationship Between Housing and Employment Growth (2029)

Key Facts	
Current Net Commute Into York	5,246
Impact of Housing Growth Options on York's Workforce	
	Predicted Increase In Working Population calculated from the two RSS housing projections.
Predictions calculated from RSS Submission Draft (Dec 05)	14,404
Predictions calculated from RSS Report of the Panel (Mar 07)	18,100
Impact of Employment Growth Options on the Number of Full Time Jobs	
ELR	24,380
RSS Submission Draft (Dec 05)	12,535

- 3.26 Table 6 shows for example that if the Emerging RSS housing figures are retained it is predicted that the working population of York will increase by 14,404. At the same time if the levels of employment growth in the ELR are projected forward to the end of the plan period there will a further 24,380 full time jobs. This clearly may have implications for commuting although it should be remembered that the impact of this will be substantially reduced if those who currently commute out of the authority are provided with job opportunities in York.
- 3.27 The concept of a positive net commute into York, or to put it more simply, having more jobs than employees living within the local authority area, is a natural outcome of York's sub regional role and is also reflected in other major economic centres. The development of York's nationally recognised Park and Ride service has been one way the Council has sought to manage commuting in a more sustainable way. If this option is followed however, it is clearly important that it is accompanied by sustainable transport measures.

Key Issues

Key Issue 3.a – What should the lifetime of York's Green Belt be?

- Option 1: Longer than the existing Regional Spatial Strategy period, to 2029;
or
- Option 2: Other. Please indicate giving reasons why this is the best option.

Key Issue 3.b – What annual provision should be made in York's LDF for future housing growth?

- Option 1: Support the figures included within the emerging Regional Spatial Strategy (Submission Draft, Dec 05), which would mean an annual average of 630 new dwellings (15,740 new dwellings to 2029); or
- Option 2: Support the figures included within the emerging Regional Spatial Strategy (Report of the Panel, Mar 07), which would mean an annual average of 791 new dwellings (19,780 new dwellings to 2029); or
- Option 3: Support the figures included within the emerging Regional Spatial Strategy (Report of the Panel, Mar 07) up to 2021 (12,980 new dwellings) and then the lower RSS figure of 620 dwellings up to 2029 (17,940 dwellings in total).

Key Issue 3.c – What housing densities should the LDF achieve?

- Option 1: Aim to achieve similar densities to those we have achieved over the last ten years. This would accommodate approximately 17,224 homes on brownfield land to 2029; or
- Option 2: Adopt a policy position which would seek to achieve densities greater than 60 dwellings per hectare (dph) in the city centre, 40 dph in the urban areas (the remainder of the urban area of York including Haxby and Wigginton) and 30 dph elsewhere in the City of York (This reflects the draft *Local Plan Changes 4* position). This would accommodate approximately 18,105 homes on brownfield land to 2029; or
- Option 3: As option 2, but place a restraint on housing density in the City Centre. In recent years the development of flats within the City Centre has resulted in the high-density levels achieved. An example of this type of development is the residential area of Bedern, which has a density limit of 75 dph. However, a policy could be pursued to encourage a different type of housing such as a greater focus on lower density, family homes.. This option therefore applies this lower density to the city centre. This would accommodate approximately 16,579 homes in brownfield land to 2029.

Key Issue 3.d – What levels of employment growth should the LDF Core Strategy strive to achieve?

- Option 1: Support figures similar to the employment growth projections expressed by the Employment Land Review (SQW, June 2007); or
- Option 2: Support figures similar to the employment growth projections expressed by the Regional Spatial Strategy (Submission Draft, Dec 05).

Key Issue 3.e – How should the LDF respond to the changing character of York's economy? (please indicate which of the following options should underpin the approach taken)

- Option 1: Support the continued development of Science City York and other knowledge-led businesses; and/or
- Option 2: Promote financial and professional service activities; and/or

Option 3: Attempt through the provision of sites to readdress the decline in the manufacturing sector; and/or

Option 4: Creative industries; and/or

Option 5: Support and promote other sectors of the economy (please name)

Key Issue 3.f – In responding to the changing character of York’s economy please indicate whether you consider the following options to be appropriate in guiding the identification of sites?

Option 1: Apply the following site criteria:

- (i) use of previously developed land (brownfield land);
- (ii) promote city and district centre locations, followed by sites within the main urban area before considering other options
- (iii) Market demand
- (iv) Site accessibility by: public transport; the rail network; and walking and cycling.
- (v) proximity to University and other institutions
- (vi) Other factors please indicate.

Option 2: Apply the criteria shown in Option 1, but prioritise market demands;

Option 3: Apply the criteria as shown in Option 1, but prioritise other factors identified (Please indicate which).

Section 4: Housing mix and type

Introduction

- 4.1 This section deals with issues such as what future mix and type of housing will be needed to meet York's long-term needs, and how the Council should develop a policy approach to help people get better access to the housing market.

Background

- 4.2 In the previous '**LDF Issues and Options Consultation Summer 2006**' the Council suggested that new housing development should provide for housing types and tenures that address local need. Firstly, the Council asked whether any other specific group could be identified further to the following:
- families;
 - those who require housing at affordable rates, with the emphasis on affordable rent;
 - student accommodation;
 - housing for older persons, including care homes and sheltered accommodation;
 - housing built to 'lifetime homes' standards;
 - gypsies and Travellers.
- 4.3 The Council also asked whether it should promote a mix of housing types on all sites, in particular affordable housing to meet York's needs.
- 4.4 Respondents told the Council to increase the supply of new affordable housing, and highlighted that it is important that the Council provides for a range of tenures. Respondents suggested that new housing development should in particular support the needs of specific groups (albeit through differing means).

New evidence base

Housing Market Assessment (HMA) (June 2007)

- 4.5 The City of York HMA is a tool that affords the Council and its partners a more rounded understanding of how the housing market operates in York. It draws out some of the big housing issues in York and suggests ways in which the Council could provide for future needs.



Context - York's housing markets

4.6 The HMA identifies three distinct housing sub-markets in York - the urban, sub urban and rural areas. The extent of these markets is shown on Figure 7. While some housing market patterns are apparent across all three sub-markets, some are specific to each. Set out below are some of the key differences between the three housing markets.

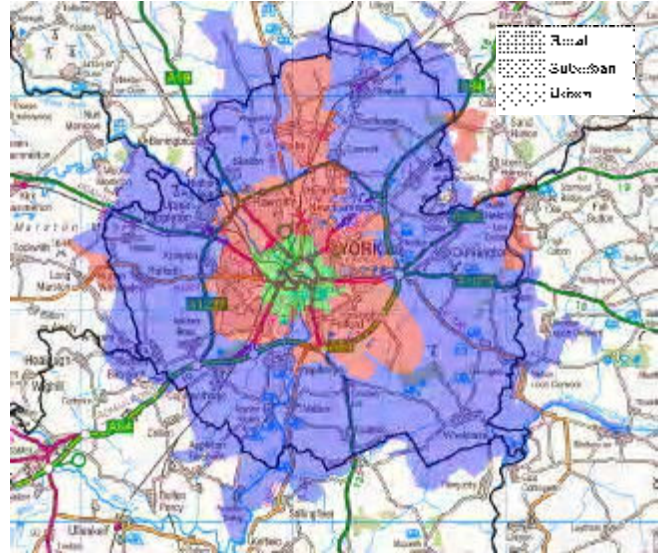


Figure 7: York's distinct housing markets

- The suburban area provides housing for almost $\frac{3}{4}$ of first time buyers.
- As might be expected, flats and terraced properties dominate in the City Centre, with semi-detached and detached homes the main stock in suburban and rural areas.
- There are fewer small (1 person) households in the rural areas.
- First time buyers tend to buy disproportionately in the suburban rather than rural or central urban areas.
- Those entering the housing market who move to the City Centre generally do so through the rental market.
- While the split of single pensioner households, or 2 adults without children, is fairly constant across all 3 market areas, families with children tend to gravitate to the suburbs or rural areas.
- Those living in the suburbs tend to be more likely to work in York than those in the urban area.
- Property prices are generally higher in York's rural areas and there is a limited supply of rural affordable housing.

4.7 In the context of the housing markets set out above, the remainder of this section outlines some of the key housing issues in York with regard to mix and type drawing on the outcomes of the HMA.

Housing affordability

The income / house price gap

- 4.8 There is a significant gulf between average earnings and average house prices. The lowest house prices in York vary from around £114,500 to £242,000 depending on the size of the dwelling, and equivalent weekly rents in the private sector vary from £109 to £213. These are more than double weekly rents in the social rented sector, at £59 to £79. This wide gap means that intermediate housing (at a cost halfway between social rent and private rent) is prohibitively expensive for those in affordable housing need. Many households are already spending more around 50% of their incomes on housing.
- 4.9 House prices are 27.9% higher than the regional average. Given that the mean average income of newly forming households is £9337, and they are unlikely to have any significant savings, this generally means that those forced into private rental properties because of high purchase prices are unlikely to be able to save money towards buying a home in the future.

Affordable housing need

- 4.10 The HMA suggests that housing need is much higher than was previously thought, identifying need for some 1162 affordable units each year, which is well in excess of York's overall housing provision. As need is so high there is a desire to maximize the delivery of affordable housing, but not at the expense of stifling the housing market, and it is clear that York's affordable housing shortage cannot be addressed through planning policy alone. The HMA supports the continuation of a policy approach including a 50% affordable housing target. In addition the HMA highlighted a severe shortage of affordable housing in York's rural villages, where house prices are significantly beyond the reach of average first time buyer incomes in particular. This suggests that it could be appropriate to allow rural exception sites, where planning permission may be granted on small sites to provide for local affordable housing need.
- 4.11 When considering meeting affordable housing need, in addition to social rented housing, methods such as discount for sale can be considered. However, the HMA indicates that with regard to discount for sale housing, at the 2-bed level, it would require a discount of about 60% to be usefully affordable. Therefore discount for sale, and shared ownership, where used, are more likely to be useful as 'low cost market' housing for those unable to buy outright in the open market. The overall conclusion drawn from the study must be that it is hard to see that anything but social rented housing can meet the stated housing need.

Housing type and mix

- 4.12 The HMA considers the mix and type of housing that is likely to be needed in York. Whilst the main requirement in both the market and affordable housing sectors is for two bedroom properties, over 40% of the market demand and 25% of the affordable housing demand is for 3/4+ bedroom properties. Broadly demand is for houses rather than flats, which falls in line with wider Government objectives to create mixed and balanced communities (see 'The needs of families' section below).

The needs of particular groups

Older person households

- 4.13 More than a quarter of households in York contain only older people, with the majority concentrated in the outer suburbs. Of these households, nearly two thirds contain at least one person with support needs. Older person households tend to be smaller; the number with more than two people is less than one percent. Despite this they do not on average live in much smaller houses, with 47.3% living in houses with more than 2 bedrooms. This group makes up the largest number of under-occupied households: almost 60% of 3-bed houses are under-occupied, containing a household currently requiring only 1 bedroom. Looking at 4+ bedroom houses, more than 75% in this groups occupancy are under-occupied.
- 4.14 When one considers that the number of people over 60 living in York is to increase by 10,700 (some 26%) over the next 15 years, this will have a significant impact on local housing requirements as these households are more likely to require some form of specialist housing (particularly the 85+ age group). There is likely to be a impact on the outer suburbs, and the village of Bishopthorpe in particular, where one third of all households are currently entirely or partly made up of older households.

The needs of families

- 4.15 As shown in Figures 8a and 8b below, between 2003 and 2006 almost two thirds of the housing development in York was flatted, whereas nearly two thirds of demand is for houses. The need for houses rather than flats was a key factor in the grant of two recent major call-in planning applications in York, for Germany Beck and Derwenthorpe housing developments.



Figure 8a: Housing completions 2003-2006

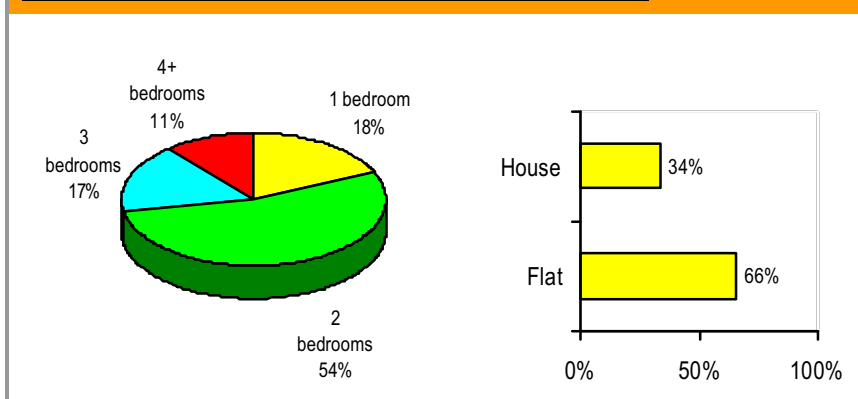
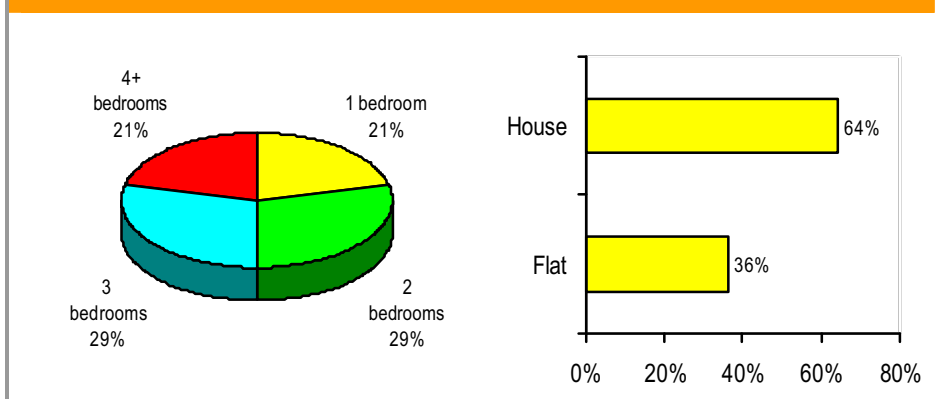


Figure 8b: Size and type of housing required (all tenures)

Source: HMA



Households with support needs

4.16 In York one in six households contains at least one person with a support need, whether a physical, mental or sensory disability, and these households are much more likely to currently live in unsuitable accommodation. Many of this group spend more than 50% of their income on housing, as their financial capacity is generally lower.

Gypsy and traveller housing needs

4.17 Considering its size, York has a proportionally high number of Gypsy and Traveller caravans compared with the regional and national average, with 85 authorised caravans on 55 council provided social rented pitches. This level of occupation indicates that these sites are well used. Unlike many other parts of

the country there are no privately owned sites in York. Given the nature of Gypsy and Traveller housing needs, a separate housing needs survey is currently being conducted at a sub-regional level to assess the likely demand for permanent sites, types of accommodation and alternative housing options for this group to 2021. It is clearly important that the LDF responds to needs identified by this study.

Student households

- 4.18 York contains a number of universities and colleges, the largest by far in terms of housing being the University of York and York St. John University. The HMA estimates that around 40% of the University of York's full-time students live off campus. If a similar proportion of York St. John students lived in York's housing stock this would total about 5,970 students between the 2 institutions. The majority live in large, shared privately rented households. The University of York's planned expansion will increase the number of students in York, but will have extensive on-site accommodation to provide for the demand created by the increase in student numbers.

Key Worker households

- 4.19 For the purpose of the HMA key workers are defined as teachers, social workers, clinical healthcare staff, emergency services and prison/probation officers. Compared to the York average this group tends to have higher financial capabilities, spending a smaller proportion of their incomes on housing, and have a lower level of housing need. However, the study does indicate that around 1,000 key worker households in York cannot afford open market housing, although their current accommodation is generally regarded as suitable.

Black and Minority Ethnic (BME) households

- 4.20 York has a rapidly growing BME population, although at the present time it remains comparatively low as a proportion of the overall population compared to many British cities. A large proportion of the ethnic minority population are students, and so the rapid increase in ethnic minority population may be related to the rapid expansion of the city's universities, and in particular the increasing proportion of international students in British universities. The BME population is not evenly distributed across the city; the proportion of the population in Heslington stands out in particular, as 27.2% BME, or 13.3% non-white, which is likely to be linked to the University of York. The BME households are disproportionately young; only 10.1% are pensioner households, while nearly two thirds (63.6%) are all-adult households without children. Tenure statistics reveal that BME households are considerably more likely to live in private rented



housing. However, the difference in distribution of tenures is not radical, reflecting the broad group of people that fall under the BME definition.

Key Issues

- 4.21 Following consideration of the HMA we would appreciate your views on the following issues and options relating to the affordability and type and mix of housing. With regards to affordability it should be noted that the emerging **Regional Spatial Strategy** sets a target for high demand areas such as York, that at least 40% of new homes on sites over 15 dwellings (or over 0.5 hectares) should be built as affordable, to enable the Region to increase its provision of affordable housing and address need. The LDF will have to support this approach, however it may be suitable to set alternative higher targets given the identified need in York. National planning guidance supports this where viable, including in rural areas.
- 4.22 When considering this issue it can be observed that the actual need for affordable housing in the city outstrips the total supply coming forward each year. However, whilst in effect there is technical justification for 100% affordable housing, policy options for setting an affordable housing target must be recognised as a balance between maximising opportunities for providing affordable housing, in line with Government objectives, an understanding of site viability, and the need to achieve mixed and balanced communities.

Key Issue 4.a – What approach should the LDF take to delivering affordable housing in York’s main settlements, as determined by the spatial strategy?

Level of affordable housing sought:

Option 1: Continue the Local Plan approach, which seeks 50% affordable housing; or

Option 2: Introduce an affordable housing target closer to the Regional Spatial Strategy target of 40%.

Threshold at which affordable housing will be sought:

Option 1: Continue to seek affordable housing on sites of 15 dwellings/0.3ha or over, in line with the current Local Plan approach; or

Option 2: Lower the site threshold to less than 15 dwellings/0.3ha if this would make a considerable difference to the amount of affordable housing produced. There is clear evidence of a large proportion of

sites coming forward below the current threshold of 15 in York, with opportunities for providing affordable housing on these sites being lost.

Key Issue 4.b - What should be York's future approach to delivering affordable housing in York's rural areas?

Option 1: To continue with the Local Plan requirement seeking 50% affordable housing on sites of 2 dwellings/0.03ha in rural areas; or

Option 2: Reconsider the threshold/proportion of affordable housing being sought onsite (please state whether you support a higher or lower threshold); or

Option 3: Specifically identify rural sites, where 100% of housing on site would be affordable.

Key Issues 4.c – What approach should the LDF take to providing affordable housing?

Option 1: Provide a mix of social rented and discount for sale e.g. as per the Local Plan approach, which seeks 90% for social rented and 10% for discounted sale; or

Option 2: Provide all affordable housing as social rented and introduce a separate target for discounted sale or intermediate market housing (housing above affordable rates but below market rates).

Key Issue 4.d – HMA findings demonstrate a demand for more family housing as opposed to flatted developments. Do you consider that family housing should be a priority in providing new housing as part of the LDF? If not, what other types of housing do you consider to be a priority?

Key Issue 4.e – As set out previously, in the 'LDF Issues and Options Consultation Summer 2006' the Council suggested that housing should be provided to meet the needs of the following groups:

- Families;**
- Students;**
- Older persons;**
- Gypsies and Travellers;**
- Those requiring housing at affordable rents;**
- and those requiring housing built to 'lifetimes homes' standards.**

These groups have also been identified through the HMA. Are there any further groups which you think have particular housing needs which need to be addressed?

Section 5: The Role of Retail and Leisure

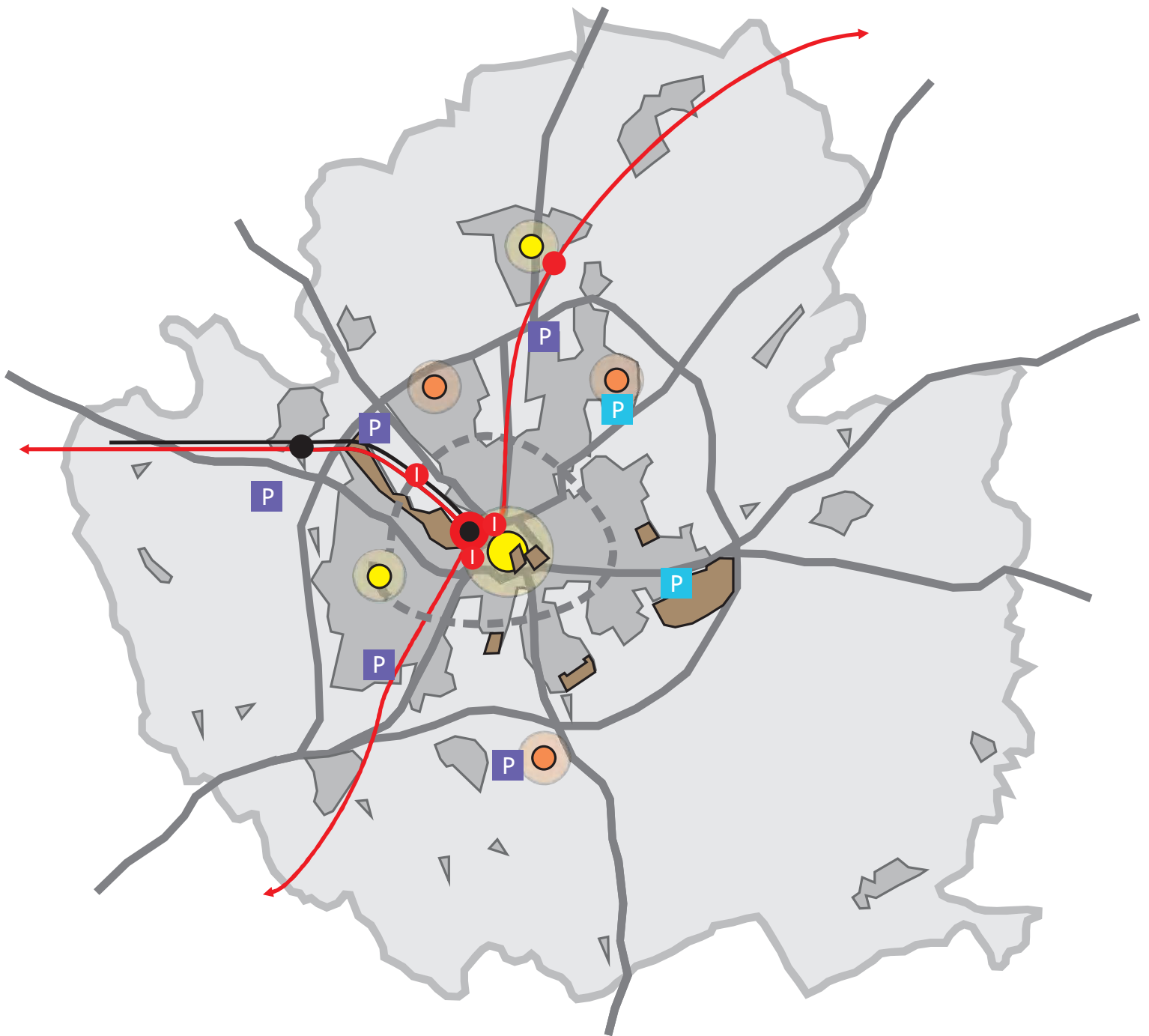
Introduction

- 5.1 York City Centre plays an important role as a regional and local retail destination. The character of the City Centre is enhanced through the smaller independent shops which, in many cases, sell specialised goods that cannot be found in the larger shops across York.
- 5.2 In response to the previous '**LDF Issues and Options Consultation Summer 2006**' York's unique character and the qualitative aspects of shopping in York were raised as the focus for retail rather than growth per se. York was not considered to compete directly with Leeds or Hull in terms of its retail offer.












Background

- 5.3 York City Centre is a vibrant and healthy centre with a wide range of shops and services. These range from national retailers to independent department stores and smaller independent shops. There is also a range of leisure facilities in York City Centre including: two theatres, a cinema, approximately 100 public houses, 4 nightclubs and approximately 100 restaurants. The City of York currently has two district centres: Acomb, which is located within the urban area to the west of the centre; and Haxby out side the urban area, located to the north (see Figure 9). These centres both provide a range of shops and services including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries. York also has a number of out-of-centre retail destinations. Monks Cross shopping park is located to the north of the City Centre on the outer ring road, and consists of a number of high street retailers such as Next, Boots and Marks and Spencer along with two large supermarkets. Clifton Moor Retail Park is located to the north of York, and consists of a large supermarket, a number of retail warehouses, a multiplex cinema, leisure club and industrial and office units. The Designer Outlet located on the A64/A19 interchange offers a range of discounted designer and high street stores.

Figure 9: Retail and Leisure Issues Map



Key

- | | | | |
|---|--|---|---|
|  | Major development opportunities |  | Existing Park and Ride sites |
|  | Existing centres (City Centre, Acomb and Haxby District Centres) |  | Main rail network |
|  | Existing out-of-centre retail destinations |  | Proposed tram-train |
|  | Indicative orbital bus route |  | Existing rail halt |
|  | New/relocated or enhanced Park and Ride |  | York Station |
| | |  | Proposed rail halt/
Public Transport Interchange |

Where should retail and leisure be focused

- 5.4 The current **Local Plan** identifies those centres in York where investment in new retail development will be promoted and existing retail supported, in accordance with national guidance. This hierarchy gives clear priority to York City Centre as the main focus of retailing activity in order to protect its role as a sub-regional shopping centre, and secondly to Haxby and Acomb District Centres.
- 5.5 Government guidance asks local authorities to identify, through consultation, the centres within their areas where retail and leisure development should be focused to provide for the different needs of their catchment area. For York this catchment area extends out to include Malton, Driffield, Goole, Wetherby, Thirsk and Pickering, and the settlements in between. York's retail role is also enhanced by the 4 million tourists each year, which means it fulfills a wider retail role than many typical sub-regional retail centres.
- 5.6 In line with Government guidance, retail consultants undertook a study for York in October 2004 which examined the health of the City Centre and the future need for additional retail floor space (Roger Tym and Partners, October 2004).
- 5.7 The retail study concluded that in terms of convenience (food) shopping there is a significant amount of floor space in out-of-centre locations, and that the Council should take a cautious approach to new food store proposals unless they help to meet the need for improved customer choice and access in York City Centre and other district and local centres. In terms of non-food shopping, the retail study demonstrates that there is a clear need for additional floor space in York City Centre with priority for a new development store and modern larger sized unit which cannot be accommodated in the Historic Core, so that it can remain a healthy and vibrant city centre and can compete with other out-of-centre locations within the York area and regional centres such as Leeds and Hull.



Key Issues

Key issue 5.a – Level of future retail provision

For York to remain competitive with other regional centres such as Leeds and Hull, the LDF will need to consider retail growth. Which of the following approaches do you consider to be most appropriate?

Option 1: York continues to hold onto its share of the regional market; or

Option 2: York increases its share of the regional retail market;

Key Issue 5.b – Key areas of retail growth

The **Local Plan** identifies York City Centre and Acomb and Haxby District Centres (as shown on the Retail Issues Map figure 9) as the focus for new retail growth. Which of the following options would best support York's retail role:

Option 1: Direct growth first to York City Centre, then to Acomb and Haxby district centres; or

Option 2: As Option 1 above, and also provide for a new centre/s, where there is an identified need. This could include consideration of existing retail destinations, such as Monks Cross or Clifton Moor, or provide for new need likely to be generated by the City's major development opportunities, such as York Northwest.



Section 6: Design and Construction

Introduction

- 6.1 This section aims to ensure high quality development in York, through a policy approach that delivers good and inclusive design and ensures the efficient use of resources. It also considers York's future approach to energy generation and use.

Background

- 6.2 Issues surrounding design and construction relate to two broad themes: firstly, how policy can influence the technical aspects of a building's construction and use to ensure sustainability, and secondly, how to ensure that the aesthetics and design of new developments reflect the quality of their surroundings.
- 6.3 The previous '**LDF Issues and Options Consultation, Summer 2006**' debated the latter issue by considering the means by which the Council should develop policy to ensure the highest quality of design in York. This considered the role of place specific design guidance, such as Village Design Statements and the role of city wide design principles, such as those set out in CABE's '**By Design**' document. Whilst respondents were generally supportive of the CABE principles, they considered that it was not sufficient to rely solely on city-wide principles and felt that there were some aspects of design which were not adequately covered by CABE.
- 6.4 In terms of the technical aspects of sustainable design the previous '**LDF Issues and Options Consultation Summer 2006**' discussed the ways in which the Council can significantly improve the energy efficiency of buildings by promoting sustainable construction methods and materials. In terms of the energy used during construction and during the lifetime of a building, the Council asked whether it should seek to provide this from sources which are renewable and which release fewer harmful emissions into the environment. The importance of the issues of energy consumption, renewable energy generation, and efficiency measures in waste, water and energy were also highlighted.
- 6.5 During the previous consultation the Council suggested using the energy hierarchy to guide any future energy policy approach. The hierarchy encourages reducing energy use, improving energy efficiency and developing renewable energy technologies (such as wind, biomass and photovoltaics) in preference to further draining non-renewable resources such as gas and coal. The Council also highlighted the draft **Regional Spatial Strategy** target to generate 11.22MW of energy from renewable sources in York by 2010.

- 6.6 Respondents supported improving efficiency in all aspects of the design, build and use of buildings.

New Guidance

- 6.7 New government guidance advises that assessments such as **BREEAM** / '**Code for Sustainable Homes**' are used to rate the environmental qualities of new and renovated buildings. These have been designed to help tackle climate change, resource use and impact on wildlife, and balance these issues against the need to provide safe and healthy homes and a high quality of life. Neither assessment is currently mandatory, although the Government is considering making assessment under Code standards mandatory in the future.

BREEAM

- 6.8 **BREEAM** assesses design in the following areas: energy; water; pollution; materials; transport; ecology and land use; health and well-being. Credits are then awarded in each of these areas according to performance, and are combined to provide an overall rating for the development on a scale of PASS, GOOD, VERY GOOD or EXCELLENT. The Council believe that all development which is tested by **BREEAM** in York should as a minimum meet the 'VERY GOOD' rating. This would require development proposals to demonstrate that they have contributed to a reduction in carbon emissions and other pollutants. Information on these measures could be submitted with a planning application.

Code for Sustainable Homes

- 6.9 The '**Code for Sustainable Homes**' is intended as a single national standard to guide industry in the design and construction of sustainable homes. New build residential development rated highly by the Code's assessment would benefit from lower greenhouse gas emissions and would better adapt to climate change (having proven water efficiency and measures to deal with surface water run-off). In addition to these higher sustainability credentials, resource efficiency would bring lower running costs, so helping to reduce fuel poverty.

Renewable Energy

- 6.10 The draft **Regional Spatial Strategy** requires at least 10% of the energy to be used in sizeable new development to come from on-site renewable energy sources. However, it provides no definition of what constitutes 'sizeable' development, although National Government defines 'major' development as



proposals for 10 or more homes, or for residential development on sites of 0.5 hectares and above, and for industrial or commercial development of more than 1,000 sqm of floorspace or occupying more than 1 hectare.

- 6.11 The draft **Regional Spatial Strategy** also highlights the need to consider large-scale renewable energy generation. The **'Delivering Sustainable Energy in North Yorkshire'** (2005) guidance, which was produced to inform the potential for renewable energy in the sub-region, suggests a number of criterion for local authorities to use to assess proposals for stand-alone renewable energy facilities, including wind, biomass, hydro and photovoltaics. The criteria are based around considering the appropriateness of scale and location; the need to avoid any unacceptable environmental or amenity impacts; and the need to ensure that the proposed development does not compromise green belt and nature conservation designations.

Key Issues

Key Issue 6.a – The previous 'LDF Issues and Options Consultation, Summer 2006' discussed the potential of introducing city-wide design principles, such as those set out in CABE's 'By Design'. Which of the following do you think should underpin the design policies for the LDF?

Option 1: establish a set of city-wide principles based on those set out in CABE's 'By Design'; or

Option 2: use the CABE principles but supplement these with other standards, for example by including principles which are specific to York. Please include details of what additional principles you think should be included.

Key Issue 6.b – The future LDF policy approach will require all applications for new development to consider sustainable design and construction, however, what scale of new development should require a Code for Sustainable Homes (residential) or BREEAM (non-residential) assessment?

Option 1: As per the government guidance definition of a 'major' development, i.e. proposals for 10 or more homes, or industrial or commercial developments of more than 1,000 sqm of floorspace; or



Option 2: A lower, York-specific threshold (e.g. sites of 5 or more dwellings, and commercial development where floorspace is more than 500sqm). While there have been some notable large scale developments in York over the past few years, the majority of planning applications determined by the Council are of a smaller scale. For example, in the year ending March 2006, there were 371 unimplemented or part implemented planning consents for residential development, providing some 2774 residential units in total. Of these, more than ? were for sites of less than 4 dwellings.

Key Issue 6.c – Should the Council require new development to meet at least 10% of its energy needs through on site renewable energy generation on:

Option 1: sites of 1000sqm commercial or 10 or more residential units, (i.e. on ‘major’ development sites only, as defined by Government); or

Option 2: sites of 500sqm commercial or 5 or more residential units, recognising the smaller scale of the majority of development sites coming forward in York; or

Option 3: all sites, with the aim of achieving York’s maximum potential regarding contribution from new development; or

Option 4: one of the three options outlined above but incorporating an alternative approach for buildings in conservation areas and listed buildings, in recognition of their special character.

Key issue 6.d – The Core Strategy needs to consider how the Council will assess the impact of stand-alone renewable energy generators. Do you think that the criteria set out in ‘Delivering Sustainable Energy in North Yorkshire’ (below) would provide for a comprehensive assessment of the impact of proposed renewable energy schemes in York, including wind, biomass, hydro and photovoltaics?

- the appropriateness of the location and scale in relation to:
 - its impact on visual amenity and on the character and sensitivity of the landscape (size, location and design should be informed by landscape character assessment);
 - the potential for cumulative impacts of more than one scheme; and
 - its accessibility by road or public transport.



- the need to avoid any unacceptable environmental or amenity impacts (such as noise, dust, odour etc);
- the need to ensure that the proposed development does not compromise:
 - the 'openness' of the green belt;
 - the objectives of nationally designated areas; and
 - the integrity of internationally designated areas and features and/or species of nature conservation importance.

Section 7: Open Space & Sports Facilities

Introduction

- 7.1 It is important that the LDF considers the quality, quantity and accessibility of Open Space facilities across York together with the amount and type of built sporting facilities. This is in order to assess the existing and future needs of York.

Open Space

- 7.2 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that an open space survey needed to be undertaken in order to analyse the current gaps in provision. Since the consultation last summer the '**City of York Council Open Space, Sport and Recreation Study**' (2007) has been undertaken and is now a fundamental part of the LDF evidence base.
- 7.3 The study aims to develop a strategy for York which sets out the goals, objectives and key priorities for the delivery of open spaces to meet present and future needs. The first phase of the study has identified the local need, local provision and suggested local provision standards for York. These local provision standards identify the quantity, quality and accessibility of each type of open space. The key findings of the 'City of York Council Open Space, Sport and Recreation Study' are set out below in Table 7.

Table 7 Key Findings of the Open Space, Sport and Recreation Study

Parks and Gardens	Natural & Semi Natural Open Space	Amenity Green Space
<ul style="list-style-type: none"> •Parks currently highly valued by residents, children and visitors. •54% of residents perceive quality of existing parks to be good. •Majority of residents perceive the quantity of parks as adequate. •We currently have enough parks and gardens within the City. •Emphasis on maintaining and improving quality. •Achieving a quality vision would be challenging. •Important to have a range of facilities with good design. •Parks and gardens should be located close to local facilities. •A 15 - 20 minute walk time to parks and gardens is preferred. 	<ul style="list-style-type: none"> •Frequent usage despite lack of awareness of all sites available. •Residents are generally happy with existing sites. •Divided opinions regarding quantity of provision. •Recognised value of improving quality. •We need a balance between biodiversity and human use. •Recognise the importance of community involvement and promotion of its benefits. •Local facilities are essential – a 15 minute walk time to natural and semi natural open space is preferred. 	<ul style="list-style-type: none"> •Amenity Green Space is particularly important for young children. •There are wider benefits of amenity areas in urban landscapes. •Divided opinions about the quantity of existing provision. •We need slightly more facilities than we currently have in York. •Concerns surrounding quality of existing sites. •Importance should be placed on having a minimum acceptable size. •Focus should be on cleanliness and maintenance of facilities. •Local provision is important – a 5 minute walk time to amenity green space is preferred.
Provision for children and young people	Outdoor Sports Facilities	Allotments
<ul style="list-style-type: none"> •Overall dissatisfaction with current provision. •Concern that provision for children and young people could potentially have a detrimental impact on other adjacent types of open space (for example due to noise and disturbance of playing children and young people). •Current quantity does not meet local need. • Provision for children and young people needs to be original, innovative and varied. •Children's views need to be directly considered in design of the facility. •Provision needs to be close to home - a 10 - 15 minute walk time is preferred. 	<ul style="list-style-type: none"> •Types of outdoor sports facilities are wide ranging. •Perception of quantity is varying, depending on type of facility – insufficient synthetic pitches and tennis courts, overall shortage of pitches but a small increase in provision especially in urban areas. •It is important to enhancing the quality of facilities, where appropriate. •Recognise the Importance of ancillary accommodation. •It is important to take a realistic view of access to sports facilities – a 15 minute walk time / 20 minute drive time is preferred. 	<ul style="list-style-type: none"> •Provision is demand led •There is Increasing demand and awareness of allotments. •There is currently an uneven distribution of provision. •There are currently waiting lists for allotments. •Changing trends in housing affect demands for allotments. •Provision of ancillary facilities needed. •Access to allotments needs improving. •Having an allotment helps you to have a healthy lifestyle.

Key Issue – Open Space

Key Issue 7.a – When addressing the deficiencies in open space in York, which provision standards should be considered most important?

- Option 1: The **Quantity** of the open space type; or
- Option 2: The **Quality** of the open space type; or
- Option 3: The **Accessibility** of the open space type; or
- Option 4: The Quantity, Quality and Accessibility should all be considered as equally important; or
- Option 5: Other provision standards should be considered (please explain).

Key Issue 7.b – In considering the approach set out in Key Issue 7.a which covers quantity, quality and accessibility of open space provision, we would like your views on the following:

- i) Do you think the ‘City of York Council - Open Space, Sport and Recreation Study’ has covered the correct types of open space?
- ii) Are there any other types of open space which you think should be taken into account?
- iii) Should the types of open space be given greater value than others? If so, how should this be done?

Built Sporting Facilities

7.4 Responses from the previous ‘**LDF Issues and Options Consultation Summer 2006**’ agreed that there is a general need for sporting facilities across the City, with an emphasis on the provision of facilities for young people. Mixed views were received regarding the potential of a single large community sports stadium. Further information regarding built sporting facilities can be found in the ‘**Sports & Active Leisure Strategy**’ for York, which has been produced by the Active York Partnership. Chapter 4 of the Strategy, entitled ‘**Excellent Facilities**’, identifies the current gaps in provision which include a shortage of:

- indoor flexible multi sports space (equating to 24 badminton courts);

- public swimming space (equating to 12 x 25m lanes of pool space);
- an artificial turf competition hockey facility; and
- a professional sports stadium catering for community sports development.

7.5 To meet the demand and fill the gaps identified within the Strategy, 'Active York' proposes that existing facilities should be protected and enhanced and new facilities be developed, only if they fill identified gaps in provision and if suitable supporting infrastructure exists, or can be established to manage and maintain them.

Key Issues - Built Sporting Facilities

Key issue 7.c - To assist in addressing built sporting deficiencies in York, which of the following options do you consider should influence the LDF Core Strategy?

Option 1 : Seek to deliver provision relating to the deficiencies set out in Chapter 4 of the Sports and Active Leisure Strategy for York? or

Option 2: Prioritise particular deficiencies set out in the Sports and Active Leisure Strategy for York? or

Option 3: Prioritise other built sport facilities (please specify).

Please indicate which of the following options should underpin the policy approach. If you believe that more than one of the following options should be progressed, please prioritise the importance of the option selected and provide any further comments where appropriate.

Section 8: Education Facilities

Introduction

- 8.1 The City of York Council is responsible for 11 secondary schools, 46 primary schools, 4 junior schools, 4 infants schools and 2 special schools. This section considers provision in relation to demand and accessibility.
- 8.2 York also has five, further and higher educational establishments and consideration is given to the factors which could be applied to determine York's future policy approach. This includes the consideration of issues such as student housing and accessibility.

Schools

- 8.3 The '**School Organisation Plan**' (2003-2008) indicates that current demographic projections show declining pupil numbers in both primary and secondary schools for the foreseeable future, and although there are no projections beyond 2010, this trend looks likely to continue. The Council therefore considers that it is important to reduce surplus capacity where appropriate, and ensure that additional places are made available if there are areas of deficit. It should also be noted that the demand for school places is determined by a number of key factors including birth rates, migration patterns, housing development and parental preferences.
- 8.4 The Central Government Initiative, '**Building Schools for the Future**' (BSF), aims to rebuild or renew every secondary school in England over a 10-15 year period. The LDF will therefore have a role in both delivering this initiative and for guiding all school facility development, taking into account York's aforementioned local circumstance / needs.
- 8.5 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' indicated that existing school buildings and sports facilities should be made available to the residents of York, at evenings, weekends and school holidays. However, it was also highlighted that current access to educational facilities is an issue.

Key Issues – Schools

Key Issue 8.a - What factors should underpin the LDF Policy Approach to primary and secondary education to address future need and to ensure high quality provision (including addressing the requirements of Building School for the Future initiative)?

Option 1: Identify sites for future 'New Build' educational facilities where need can be demonstrated; or

Option 2: Promote the redevelopment of existing education sites including allowing for co-location where appropriate.

Further and Higher Education

- 8.6 National and regional guidance both indicate that the expansion and continued improvement of higher education establishments is important to economic growth, social inclusion and regeneration.
- 8.7 The York Community Strategy also recognises the continued growth of York's further and higher education facilities and retention of skilled graduates as important assets to both York's and the wider region's respective economies.
- 8.8 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' indicated that further and higher educational establishments should be integrated further within the city, to prevent segregation. The LDF must therefore play a key role in delivering this.
- 8.9 York currently has the following further and higher education facilities (as highlighted in Figure 1).

Askham Bryan College

With approximately 3,712 students, the main campus of Askham Bryan College is based near Askham Bryan, 4 miles south west of the centre of York. It also has agricultural centres at Pickering, Bedale, Harrogate and Guisborough and provides courses in agriculture, horticulture and other countryside activities.

York College

With approximately 9,462 students, York College was formed in 1999 by a merger of York Sixth Form College and York College of Further and Higher Education. The college initially operated from two sites; one on Tadcaster Road



and the other on Sim Balk Lane. However, a planning application was approved in March 2005, allowing the colleges to consolidate on to the Sim Balk Lane site. This new campus is due to open in Autumn 2007 and increases the floorspace of the site by approximately 10,000 sqm.

The College of Law

With approximately 579 students, the College of Law, located on Bishopthorpe Road, is a registered charity in the United Kingdom which provides legal training for students and professionals.

York St John University

With approximately 6,460 students, the York St John University occupies a 3.2 ha (32,000 sqm) City Centre campus on Lord Mayor's Walk. A new state of the art facility has been proposed to accommodate new learning facilities and is forecast for completion for the 2008/2009 academic year.

The University of York

With approximately 13,750 students, the University of York is located in Heslington which is 2 miles East of the City Centre. In May 2007 the University was granted approval for an additional campus called 'Heslington East' which is scheduled to be developed over the next 20 years between Heslington Village and Grimston Bar Park and Ride (as illustrated in Figure 1 (Section 1:Vision)). The campus will include: University and ancillary uses; Science City York uses and its supporting services; Housing for University of York staff and students; and Arts, cultural, sports and social facilities. The development is projected to increase the number of students by 5,400, create 2,000 jobs at the University and 2,500 related research jobs.

Key Issues - Further and Higher Education

Key Issue 8.b – In relation to all York's further and higher educational establishments, which of the following options should underpin the policy approach in the LDF Core Strategy? If you believe that more than one of the following options should be progressed, please prioritise the importance of the option selected and provide any further comments where appropriate.

- Option 1: Consolidate new development within current or identified further and higher educational sites; or
- Option 2: Provide student housing in relation to the expansion of student numbers; or
- Option 3: The need to ensure a sustainable transport system; or



Option 4: Promote public access to sporting facilities, cultural and social facilities connected to the education institution.

In addition to the above options, which of the following should underpin the LDF policy approach in relation to the University of York?

Option 5: Provide for Science City York and Research and Development uses; and /or

Option 6: Maintain or enhance the parkland setting, views and ecology of the campuses.

Please indicate whether policy option 1 or 2 should be undertaken.

Section 9: Health Facilities

Introduction

- 9.1 Government guidance recognises that health provision in sustainable locations assists in helping to create a strong, stable and productive economy by providing improved access to health facilities. In line with this guidance this section recognises that health facilities are vital within a community and consequently aims to ensure they are developed at the correct locations across York.

Background

- 9.2 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**', raised concerns with regard to access to York Hospital. Respondents also suggested that local doctor surgeries should be accessible to new developments, particularly for elderly people who cannot rely on private car travel.
- 9.3 In York, healthcare is covered by North Yorkshire and York Primary Care Trust. Access to health facilities is regarded as a high level issue within the **York City Vision and Community Strategy (2004-2024)** and the **Close to Home Care Strategy (2005)**. The **York City Vision and Community Strategy** also looks to strategically provide understandable and integrated access to health services using the 'one stop shop' approach.

Key Issues

Key Issue 9.a –Where should health care facilities be provided?

Option 1: Grouped together in single locations, providing larger facilities, which have good public transport linkages; or

Option 2: Dispersed throughout York at a local level, being of smaller size, but within easy walking distance from large residential areas.

Please indicate which policy approach should be taken, option 1 or 2?

Section: 10 Historic Environment

Introduction

- 10.1 This section considers how the Council can better understand York's unique character in order to manage the change brought about through development, and to both preserve and enhance York's historic environment.

Background

- 10.2 The majority of responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that CABE's (Commission for Architecture and the Built Environment) best practice should be used to ensure that conservation is balanced with the need for development. It was acknowledged however that the Local Plan offered a more York specific approach based on local character and distinctiveness. Taking a lead from this it is suggested that the two approaches could be combined with a strategic policy developed around the CABE principles linked to an approach that would provide a means of reflecting York's distinctive character.

Key Issues

Key Issue 10.a – To recognise York's historic character, a policy could be developed for the LDF Core Strategy reflecting advice from CABE linked to one of the approaches highlighted below.

- Option 1: Produce a comprehensive Appraisal and Management Plan for the Central Historic Core Conservation Area; or
- Option 2: Produce Appraisals and Management plans for all formally recognised Conservation Areas in York, providing a comprehensive study of their history, importance, management and, if applicable, scope for improvement; or
- Option 3: Produce Local Lists, Village Design Statements and Parish Plans which recognise the special character of villages, neighbourhoods, sites and buildings regardless of whether they have formal Conservation Area or Listed Buildings status; or

Option 4: Protect identified areas that contribute to the historic character and setting of York, such as areas that provide good views of the Minster; or

Option 5: Produce appraisals of areas of archaeological significance.

Please indicate which of the following options should underpin the policy approach. If you believe that more than one of the following options should be progressed, please prioritise the importance of the option selected and provide any further comments where appropriate.

Section 11: Natural Environment

Introduction

- 11.1 This section addresses the balance required to protect and enhance the natural environment and countryside in York.

Background

- 11.2 The '**LDF Issues and Options Consultation Summer 2006**' raised a range of issues relating to York's green infrastructure. These concluded that:

- greater recognition be given to the role of York's rivers, and more minor watercourses, but that we must get the balance right between the desire to exploit the rivers for tourism, sports and recreational use and protection of natural habitats;
- the City should produce a Biodiversity Action Plan, and Environmental Impact Assessment to assess the potential risk to habitats from future development;
- we need to be proactive in creating new areas of biodiversity, woodland etc, and not just consider it where linked to development. However, there was a view that until a biodiversity audit had been completed, new non-statutory sites should not be designated;
- locally designated nature conservation sites and species habitats should be considered of substantive nature conservation importance; and
- access is not a good criterion to determine priority. Sites should be prioritised according to their ecological merit, and access should only be provided where appropriate.

Emerging Evidence Base

- 11.3 The '**City of York Council - Open Space, Sport and Recreation Study**', has considered the role of natural and semi-natural green space in providing wildlife conservation and biodiversity, and also supporting recreational opportunities.
- 11.4 From consultation it is evident that the majority of users of natural areas value these sites for their recreational value, for example walking and as a picnic area etc. As a consequence, the need to balance recreation and wildlife needs should be reflected in our policy approach.



- 11.5 Heslington Common was highlighted as a particularly high quality site with well defined paths and appropriate maintenance for a natural site. Askham Bog was also perceived to be well valued by local residents. Residents expressed a desire to have better access to river corridors, which are considered to be currently under used and under developed.
- 11.6 The '**City of York Council - Open Space, Sport and Recreation Study**' concludes that there is a significant variation in the provision of natural and semi-natural open space, and some potential for further sites to be identified. However, the underlying theme of discussion at workshops to inform the study related to a desire for increased emphasis on the quality and value of existing sites, rather than on the development of new provision.
- 11.7 The '**Biodiversity Action Plan and SINC Assessment**' work to appraise the quality of York's existing sites, and the potential for other habitats within the City to be given statutory protection is ongoing. These studies will be used to inform the future stages of the LDF process.

Key Issue

Key Issue 11.a – Please indicate which of the following options should be used to underpin the policy approach in the LDF.

- Option 1: Protect existing sites of nature conservation value, and identify, protect and enhance additional sites that currently have no formal designation but are valued locally and are of nature conservation and biodiversity interest; and / or
- Option 2: Identify and protect species of local importance as well as those given statutory protection; and / or
- Option 3: Support the recovery of species and restore and enhance priority habitats and functional networks of biodiversity, including within the floodplains; and / or
- Option 4: Identify, retain and enhance landscape and biodiversity interests within all development sites; and / or
- Option 5: Identify and protect valuable landscape and historic landscape areas such as the Strays and viewing corridors of the Minster; and / or



Option 6: Protect and enhance the water course corridors, and improve public access where appropriate; and / or

Option 7: Maintain and increase tree cover across the City of York; and / or

Option 8: Protect, manage and enhance York's landscape character areas.

Please prioritise or provide comments where appropriate.



Section 12: Transport & Accessibility

Introduction

- 12.1 UK Government sustainability strategy 'Securing the Future' highlights the need for sustainable transport measures. This is also reflected in both national and regional planning guidance. Through the LDF process the Council could promote a number of options to help achieve this aim, including promotion of alternatives to the private car, measures to reduce the impact of traffic and air pollution, improving access to services and public transport links and improving safety for pedestrians and cyclists. These are depicted on the Transport Issues Map, Figure 10.

Reducing the Impacts of Traffic

- 12.2 The '**City of York Council Local Transport Plan 2006-2011**' (LTP2) sets out the current transport issues and solutions for York. The Plan highlights congestion as the single most important transport issue facing the City, and it is likely to increase due to increasing car ownership and increased traffic generation from new developments. According to the LTP2, traffic levels through the morning peak are forecast to increase by 14% between 2005 and 2011, and by 27% up to 2021, unless measures are implemented to address this. Local residents and stakeholders have identified congestion as their main area of concern in the LTP2 public consultation exercise, with 34% of local people concerned over the implications of congestion.
- 12.3 The Transport Issues Map (Figure 10) shows the main areas of traffic congestion in the York area. Some of the key issues and opportunities regarding reducing traffic congestion in York are set out below:

York Outer Ring Road (A1237)

- 12.4 An **Independent Strategic Review of the York Economy** by **The Future York Group** highlights heavy congestion on the northern outer ring road (A1237) as the biggest single issue for York in transport terms. The A1237 provides key access both into and out of large parts of York and the report states that the volume of traffic using it is beyond its design capacity. The Future York Group have consequently suggested that one method of dealing with this congestion is to dual sections of the A1237. The Leeds City Region Transport Vision also identifies the need to dual the York Outer Ring Road.



Figure 10: Transport Issues Map



Key

- | | | | |
|--|---|--|---|
| | Inner and outer ring road | | Existing Park and Ride sites |
| | Congestion (am peak, 2005) | | Main rail network |
| | Indicative orbital bus route | | Proposed tram-train |
| | Proposed Park and Ride bus services (Access York) | | Existing rail halt |
| | New/relocated or enhanced Park and Ride | | York Station |
| | | | Proposed/ potential rail halt/ Public Transport Interchange |

Access York Concept

- 12.5 Another option for dealing with congestion is through the 'Access York' concept, also covered in the LTP2. The concept of Access York is shown on the Transport Issues Map (Figure 10), and will be the subject of a funding bid to the Department for Transport (DfT).
- 12.6 There are two major elements of the Access York scheme. Firstly, to make improvements to some of York's Park & Ride sites and associated bus routes, as demand for the existing Park & Ride facilities frequently exceeds their capacity. Secondly, it is envisaged that the Access York concept will open up the access routes to York City Centre and through parts of Northwest, which is a large brownfield site highlighted on Figure 1 with Section 1 of this document. It is anticipated that a funding bid to the Department for Transport will finance:
- a new Park & Ride facility on the A59;
 - the expansion of the Rawcliffe Park & Ride facility; and
 - the relocation and expansion of the Askham Bar Park & Ride on Tadcaster Road.

Park & Ride

- 12.7 Five Park & Ride facilities currently operate in York. These include: Monks Cross, Grimston Bar, Designer Outlet, Askham Bar and Rawcliffe Bar. These are depicted on the Transport Issues Map (Figure 10).
- 12.8 In addition to the proposals raised regarding the York Park & Ride facilities in the Access York concept, the LTP2 also gives the following recommendations:
- relocate the Designer Outlet Park & Ride (This has now been relocated); and
 - develop a new Park & Ride facility on the Wigginton Road corridor.

Overground Network

- 12.9 The Council's LTP2 also promotes the concept of providing improved integration of travel options across York for both radial and orbital (i.e. through or around York) travel demands, by way of a new 'Overground Network' as shown on the Transport Issues Map (Figure 10).

- 12.10 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that there should be a greater emphasis on improving interchanges between different transport services and modes, including rail, bus, cycle, pedestrian modes and Park & Ride services.
- 12.11 The Overground System is intended to utilise high quality bus stops at key intersections across the network. These stops are envisaged to have user-friendly shelters, with secure cycle parking facilities together with improved walking and cycling routes in order to provide opportunities to switch from walking or cycling to public transport. These interchanges will provide high quality bus services between residential and employment areas, which in turn will minimise the need to travel through the City Centre and on the Outer Ring Road.
- 12.12 Improvements to bus interchange facilities in the City Centre are also important issues and are related to the Overground network. This was highlighted in the responses '**LDF Issues and Options Consultation Summer 2006**' where respondents told the Council that provision should be made for a bus station in York, located in close proximity to the railway station.

Tram-Train Scheme

- 12.13 Proposals are currently being investigated for a light rail solution, utilising the existing Leeds to Harrogate to York rail line. This is shown on the Transport Issues Map (Figure 10). The tram-train proposal would be part of a £4.5 billion, 25-year vision for easing congestion across the Leeds and York area.
- 12.14 Network Rail are working with the train company Northern to explore the opportunities for piloting the tram-train system in the North of England.
- 12.15 Depending upon the viability of the tram-train system, it could potentially provide a sustainable connection between York, Harrogate and Leeds. It could provide an alternative to the private car and be complementary to buses which would have the potential to reduce traffic congestion in the City Centre, using existing infrastructure. It would be a key part of implementing sustainable transport solutions for development within the York Northwest Action Plan area.

Haxby Rail Station

- 12.16 The Council submitted a funding bid to the Department for Transport to fund Haxby rail station. A decision is still being awaited subject to the approval from Network Rail. The proposed station would be located on the Trans Pennine network, with trains running to Scarborough, York, Leeds and Manchester and is shown on the Transport Issues Map (Figure 10). This scheme has been the subject of extensive feasibility and investigation work over a number of years.



- 12.17 The proposal will have significant local benefits of providing a fast alternative route into York for the residents of the area. In addition it will also have sub regional benefits, providing access through York to Scarborough, Leeds and Manchester. The transfer of these longer commuting trips, many of which are undertaken by the car, would reduce congestion levels particularly on the A1237 (York's Outer Ring Road) and the A64.

Key Issues – Reducing the Impacts of Traffic

Key Issue 12.a How should the LDF deal with the existing and predicted traffic levels in York? Please indicate which of the following options should underpin the policy approach. If you believe that more than one of the following options should be progressed, please prioritise if appropriate.

Option 1: Work with regional partners, to attempt to secure the necessary funding to allow for dualling all or part of, or for implementing junction improvements on York's Northern Outer Ring Road to allow increased traffic flows; and /or

Option 2: Encourage further use of York's Park & Ride sites through implementing the 'Access York' concept. This would include a new Park & Ride on the A59, expansion of the Rawcliffe Park & Ride and the relocation and expansion of the Askham Bar Park & Ride; and /or

Option 3: Identify broad locations for interchanges on the Overground network on the following road networks (please prioritise if appropriate):

- A19 (Shipton Road)

- A1036 (Malton Road)

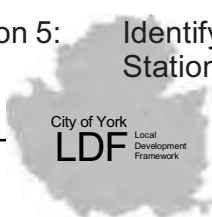
- A1079 (Hull Road)

- A19 (Fulford Road)

- A1036 (Tadcaster Road); and/ or

Option 4: In addition to the Access York concept, identify a new Park & Ride site on the Wigginton Road corridor; and/ or

Option 5: Identify locations for a new bus / rail interchange at York Rail Station for a sub regional interchange system; and/ or



- Option 6: Investigate the Tram – Train solution; and/ or
- Option 7: Promote new rail stations at locations such as Haxby.

Access to Public Transport and Services

- 12.18 National planning guidance highlights the fact that providing access to jobs and essential services is a key part of delivering sustainable and inclusive communities. Development at locations where access can be provided by means other than the private car, reduces the need to travel, improves the local environment, quality of life and promotes social inclusion.
- 12.19 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that it is vital for new development to be located around good public transport links. It was also suggested that it was vital for the Transport chapter to reference accessibility to services. It was highlighted that an approach needed to be put forward which favoured concentrating new developments in areas where necessary services presently exist. To gain a further understanding of these issues, we would welcome your views on the options highlighted below.

Key Issues – Access to Public Transport and Services

- 12.20 In order to further develop a future policy approach for the LDF Core Strategy we would appreciate your views on the following issues and options.

Key Issue 12.b – What should the maximum walking distances to public transport services be from new development?

Option 1: Greater than 400m (Please specify); or

Option 2: less than 400m (Please specify)

Key Issue 12.c – Which new developments should be within walking distance of a frequent public transport service?

Option 1: Residential development; and /or

Option 2: Commercial development; and/ or

Option 3: Retail and Leisure development; and/ or

Option 4: Community Facilities & Open Space development.

Key Issue 12.d – What is the most appropriate frequency of public transport to new development?

Option 1: More frequent than 15 minutes (Please specify); or

Option 2: Less frequent than 15 minutes (Please specify).

Key Issue 12.e – What should be the maximum walking distances between new development and services?

Option 1: Greater than 400m (Please specify); or

Option 2: Less than 400m (Please specify).

Key Issue 12.f – What services should be within walking distance of a new housing development?

Option 1: primary schools;

health centres;

food stores;

post offices; and

pharmacies.

Option 2: Some of the services indicated above. (Please specify and /or prioritise).

Section 13: Waste and Minerals

Introduction

- 13.1 This section deals with waste management and minerals within York. It considers the issues such as where new waste facilities should be located within the City of York, including environmental, operational and transportation factors. It also considers the role of minerals in York and how the Core Strategy should direct future minerals provision and extraction in York.

Waste Management in York

- 13.2 Responses from the previous '**LDF Issues and Options Consultation Summer 2006**' suggested that a key aim of the Core Strategy should be to help meet the national target requirements identified for Landfill Biodegradable Municipal Waste, Recycled or Composted Household Waste, and Recovered Municipal Waste. Respondents suggested that York should aim to exceed national targets for recycling. Respondents also expressed the view that the Council should reconsider incineration of waste, or its transformation into incinerator fuel, and that new technologies should be explored.
- 13.3 The '**Let's Talk Less Rubbish**', **A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006-2026** (May 2006) indicates the importance of identifying the overall need of waste management capacity, whilst setting out land use planning and development control policies for the location of waste management facilities. The existing '**City of York Council – Waste Management Strategy: 2002 – 2020**' (Nov 2002 / Amended Nov 2004) effectively sits beneath the '*Let's Talk Less Rubbish*' document and will be delivered through an Action Plan. Both strategies highlight the importance of developing waste management schemes and services which will enable York to meet the local, regional and national recovery / recycling targets in a cost effective manner. This must also be in line with the principles of Best Value, Best Practicable Environmental Option (BPEO), Waste Hierarchy, Proximity Principle and Self Sufficiency.
- 13.4 Part of delivering the '**Let's Talk Less Rubbish**' is to treat residual waste. The Council is currently working in partnership with North Yorkshire County Council to obtain a **Private Finance Initiative (PFI)** solution for the treatment of residual waste, however the overall number of sites, proposed technology or locations has yet to be confirmed.



- 13.5 What is known now, is that the pressures of more waste will require York and North Yorkshire to accommodate new facilities that allow for new and developing technologies and management practices. The size of these facilities will vary across York and the North Yorkshire sub region and could possibly include: facilities such as Mechanical Biological Treatment (MBT) and Energy From Waste (EFW); Material Recovery Facility (MRF); or Household Waste Recycling Centre (HWRC) sites.
- 13.6 With regard to existing facilities, the City of York has three HWRCs (Household Waste Recycling Centres) (as highlighted in **Figure 1**). These sites are located at Beckfield Lane, Hazel Court and Towthorpe. In addition there are existing waste management sites at Harewood Whin and Hessay.

Key Issues - Waste Management in York

Key Issue 13.a – Where to locate new waste facilities in York?

When considering new sites to meet all future waste needs of York, which of the following factors should underpin York's approach through the LDF:

Environmental factors:

- Option 1: Environmentally sensitive areas (i.e. SSSI's, residential, flood risk, historic and built heritage, nature conservation, archaeology); or
- Option 2: Environmental impacts (i.e. air emissions including dust, litter, noise, odour, land instability, protection of ground and surface water, visual intrusion and compatibility with adjacent development); or
- Option 3: Location in regard to Green Belt (inside or outside existing draft Green Belt?); or
- Option 4: Brownfield land (i.e. previously developed land); or

Operational factors:

- Option 5: The waste stream (type of waste i.e. industrial, commercial, recycled, green, hazardous, household) being dealt with; or
- Option 6: Technology and design of waste facility; or
- Option 7: Co-location with existing facilities (including industrial sites); or

Transportation factors:

- Option 8: The total distance from waste generator to new waste facility; or
- Option 9: Waste transportation modes (i.e. motor vehicular, rail, river); or

Option10: Access networks (i.e. Major road systems, other traffic issues).

Please prioritise or provide any further comments where appropriate.

The Role of Minerals in York

13.7 Minerals resource mapping undertaken by the **'British Geological Survey for North Yorkshire'** identifies broad areas of potential reserves in York for the following mineral resources: Sand & Gravel (Glaciolacustrine deposits, Glaciofluvial deposits, Blown Sand, Sub-alluvial: Inferred resources); Brick Clay (Laminated glacial clays). It was also identified that there is planning permission within York in several locations for the commodities of clay and shale, sand and gravel. In recent history however, York has not had a key role in providing for regional and sub-regional mineral apportionments.

13.8 Some responses received from the previous **'LDF Issues and Options Consultation Summer 2006'** indicated that the control of any mineral operation is vital, and that the Core Strategy approach should relate to the second phase of the **'Yorkshire and Humber Sand and Gravel Study'**. The **'Regional Sand and Gravel Study for Yorkshire and the Humber Region'** is split into two phases.

Phase 1 examined the broad areas of potential reserves of sand and gravel suitable for use as concrete aggregate, together with the mapping of higher-tier planning considerations. The results of this study confirmed areas within York possessed potential reserves of sand and gravel.

Phase 2 is currently being undertaken by 'Land Use Consultants' and will assess, via a weighted evaluation, the likely social, economic and environmental impacts of additional sand and gravel extraction and the ability of the aggregate producing areas concerned to absorb such impacts. This study will also include spatial options for consideration. Phase 2 is due for completion in late 2007, whilst further review on regional direction for other minerals (i.e. brick clay, local stone, etc) is due next year.

13.9 Although these evidence bases are still emerging, it is important now to consider how the Core Strategy should direct future minerals provision in relation to York.

13.10 The emerging **'Regional Spatial Strategy'** stresses the importance of safeguarding mineral deposits by maximising secondary aggregates, and where this is not possible, providing for primary extraction. It also includes a need to demonstrate provision for extraction of sand and gravel based on the outcome of

the 2nd Phase of the Yorkshire and Humber Sand & Gravel Study. Further to the above, the LDF must consider York's growing economy and high building rates and where materials for construction are sourced for development.

Key Issues – The Role of Minerals in York

Key Issue 13.b – What is the role of minerals in York?

The exploration, appraisal, winning and working of sand and gravel in York will only be permitted where:

- Option 1: It can be shown that there is a regional requirement as identified in the Regional Sand and Gravel Study (2nd Phase); or
- Option 2: It can be shown that there is both a regional requirement as identified in the Regional Sand and Gravel Study (2nd Phase), and a demonstrable need and market demand for the resource arising in the York area based on proximity and other local factors (i.e. building rates).

Please indicate which policy approach should be taken, option 1 or 2?

Section 14: Flood Risk and Development

Introduction

- 14.1 Flood risk is a particularly important issue for York following several major flooding events in recent years. This section sets out an approach to direct development to lower areas of flood risk, which balances current flooding with wider sustainability issues.

Background

- 14.2 From the previous **'LDF Issues and Options Consultation Summer 2006'** respondents indicated that further emphasis should be placed on protecting and preventing areas from flooding and that greater analysis of flood risk areas should be undertaken.
- 14.3 Government Guidance (PPS25) recommends that Local Planning Authorities undertake an assessment of flood risk for their area. In response to this, the City of York Council has produced a 'Strategic Flood Risk Assessment' (SFRA). This is a fundamental part of the LDF evidence base, which has been undertaken since the consultation last summer.
- 14.4 The SFRA assesses the different levels of flood risk in the York area and maps this information. It also recognises the increasing threat of global warming and, explains how climate change could increase flood risk in York, due to more intense rainfall which increases peak river flows. Current estimates on the Environment Agency website suggests that peak river flows in Britain could be 20% higher by 2080. This indicates how climate change is a factor of paramount importance when considering where to locate new development in the future.
- 14.5 An important part of the SFRA is the Sequential Test. This approach directs development to the lowest areas of flood risk. This is related to the flood zones that the SFRA sets out, which comprise:

- Zone 1: little or no risk
 Zone 2 : low to medium risk
 Zone 3a: high risk
 Zone 3b: functional floodplain



- 14.6 Through liaising with the Environment Agency the SFRA document redefines Zone 3a (High Risk) for York, taking into account local variations and flood defences and subdivides it into the following
- 3a (i) – areas at high risk of flooding which are currently defended to 1 in 100-year protection.
 - 3a (ii) – areas at high risk of flooding which are currently defended to 50 year-protection for existing development, but are not defended to the appropriate 1 in 100-year protection for new development.
 - 3a (iii) – areas at high risk of flooding which are not currently defended to 50-year protection.
- 14.7 Figure 4 (section 2: Spatial Strategy) identifies the extent of flood risk Zone 3a and 3b.
- 14.8 The SFRA provides advice on what development is appropriate in each flood risk zone highlighted, for example, residential uses would be precluded for flood zone 3b.

Exceptions Test

- 14.9 An important role of the SFRA is to balance wider sustainability issues with flood risk. This is achieved through the application of what is termed the 'Exception Test'. The way this works can be seen through the consideration of the following example.
- 14.10 Residential uses are considered appropriate in Zones 1 (little or no risk) and 2 (low to medium risk) and completely unacceptable in Zone 3b (functional floodplain), however in relation to Zones 3a (i) to (iii) (high risk) an Exceptions Test would apply. The test involves the consideration of whether the proposed development contributes to sustainable development in its wider sense, is located on brownfield land, and whether a detailed site specific flood risk assessment indicates that the development will be safe and will not increase flood risk elsewhere.
- 14.11 The exceptions test allows a balance to be struck in some instances between flood risk and wider sustainability objectives. Clearly it is important to consider where this balance should lie particularly in the context of global warming. This is explored in the options below.

Key Issues

Key Issue 14.a - When locating development in high flood risk areas how should the LDF seek to balance flood risk and sustainability issues?

Option 1: Prioritise sustainable location and seek to mitigate potential flood risk through technical solutions; or

Option 2: Given that flood risk is likely to intensify through Global Warming seek to identify sites in non high flood risk areas regardless of site sustainability.

Please indicate which of the policy options should underpin the policy approach, option 1 or 2?

Section 15: York's Green Belt

Introduction

- 15.1 York has had a draft Green Belt for over forty years with its existence and importance recognised in the emerging RSS. The exact inner boundaries of York's Green Belt are however yet to be confirmed and this is an important role for the LDF as a whole. In terms of the LDF Core Strategy, it is important that this document considers the primary purposes of York's Green Belt and its lifespan. The latter issue is considered in Section 3 'Housing and Employment Growth' as the timescale for the Green Belt effectively dictates the overall development timescale. This section therefore focuses on the first issue.

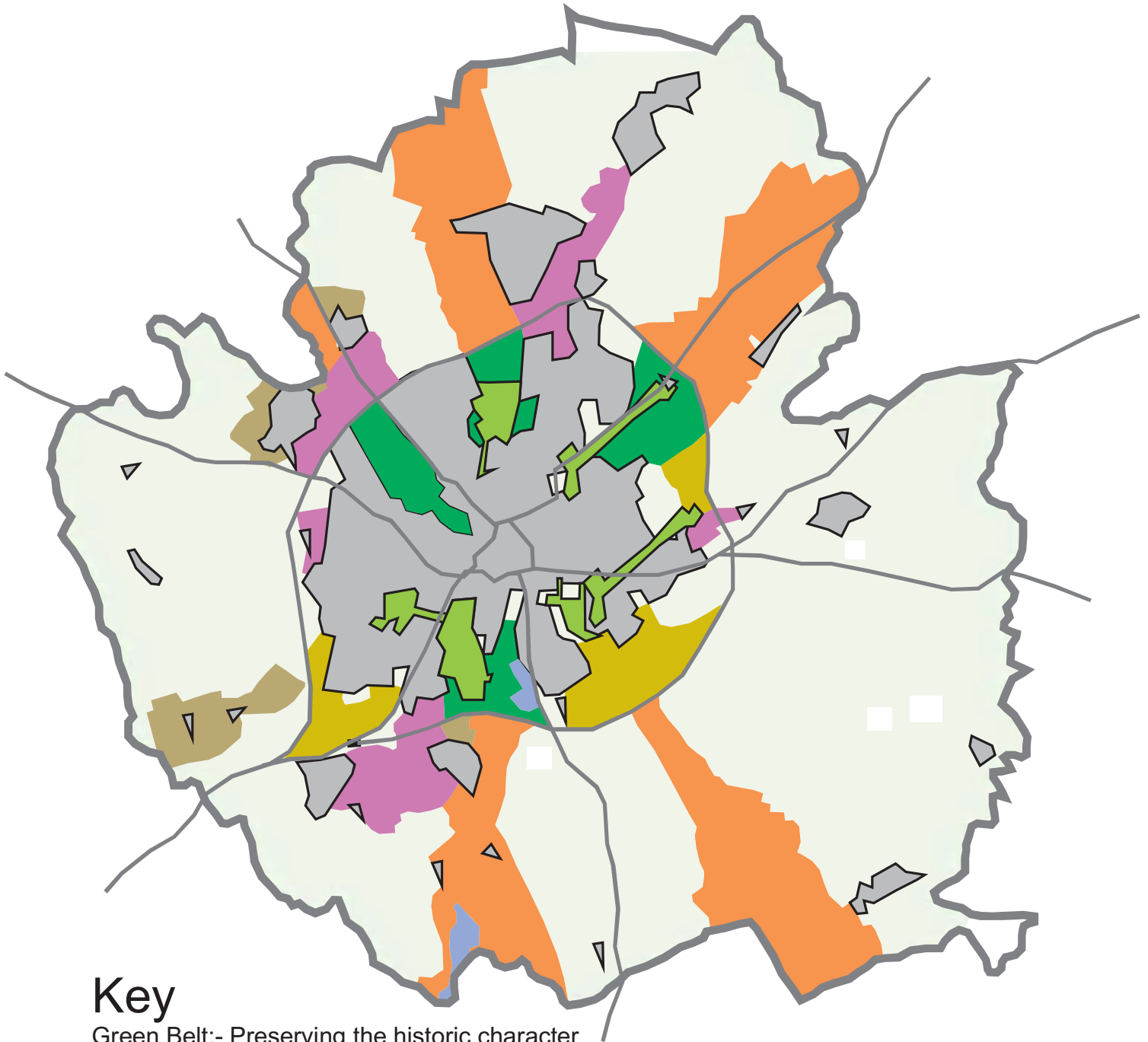
Background

- 15.2 Government guidance on Green Belts (PPG 2) states that there are five purposes for which land can be identified as Green Belt:
- (i) to check the unrestricted sprawl of large built up areas;
 - (ii) to prevent neighbouring towns from merging into one another;
 - (iii) to assist in safeguarding the countryside from encroachment;
 - (iv) to preserve the setting and special character of historic towns; and
 - (v) to assist in urban regeneration by encouraging the recycling of derelict and other urban land.
- 15.3 The issue of York's Green Belt was considered in the previous LDF consultation held in Summer 2006. Responses to this consultation reconfirmed the importance of the Green Belt and its role in preserving York's special character and setting. It was also noted that a greater emphasis should be placed on improving and understanding its role for York.
- 15.4 Given the historical importance of York, as part of work on the draft Local Plan, an exercise was undertaken which sought to identify those areas of open land outside York's built up areas that are most valuable in terms of the historic character and setting of the City (*The Approach to the Green Belt Appraisal(2003)*). The land that was identified falls within the categories below. These categories are also shown along with the general extent of York's Green Belt on Figure 11.

Category 1: Areas, which retain, reinforce and extend the pattern of historic green wedges. This category includes the Strays, the 'ings', Green Wedges and extensions to the Green Wedges.




Figure 11: York's Green Belt and Historic Character Areas




Key

Green Belt:- Preserving the historic character and setting of York

 Green Belt serving other green belt purposes

Category 1


 River Corridor

 Strays

 Green Wedge

 Extension of the Green Wedge

Category 2

 Areas retaining rural setting

Category 3

 Areas preventing coalescence

 Village Setting

Category 2: Areas other than the green wedges that provide an impression of a historic city situated within a rural setting. This relates to significant tracts of undeveloped land, which provide an open foreground to the City. For example, good views of the Minster from recognised vantage points.

Category 3: The setting of villages whose traditional form, character and relationship with the City and surrounding agricultural landscape is of historical value. This refers to the setting of those villages whose historic character has been substantially retained. For example, Askham Bryan and Askham Richard.

Key Issues

Key Issue 15.a – What should the LDF recognise as the *primary* purpose of York’s Green Belt?

Option 1: To preserve the setting and special character of York; or

Option 2: One or more of the following (Please indicate which)

- i. to check the unrestricted sprawl of large built up areas;
- ii. to prevent neighbouring towns from merging into one another;
- iii. to assist in safeguarding the countryside from encroachment;
- iv. to preserve the setting and special character of historic towns;
- v. to assist in urban regeneration by encouraging the recycling of derelict and other urban land.

Key Issue 15.b – When considering the Green Belt purpose of preserving the setting and special character of York which of the following factors do you consider to be significant (please prioritise if appropriate):

- i. areas, which retain, reinforce and extend the pattern of historic green wedges;
- ii. areas other than the green wedges that provide an impression of a historic city situated within a rural setting;
- iii. the setting of villages whose traditional form, character and relationship with the City and surrounding agricultural landscape is of historical value.

Do you think other factors should be considered? (Please specify)

Section 16: Tourism

Introduction

- 16.1 York makes an important contribution to the region, acting as an economic generator of real significance in terms of tourism, and providing the tourism gateway into the wider region. The services it sustains play a growing part in the City's job supply. The tourism sector is forecast to provide around 24,500 jobs in York by 2021, equating to almost a quarter of all jobs available in the City at that point.

Background

- 16.2 In the previous '**LDF Issues and Options Consultation Summer 2006**' the Council asked how the LDF should deliver modern, sustainable tourist and cultural provision in York by either: focusing on making improvements to York's current offer; or facilitating growth in York's tourist offer, such as by supporting the development of a new 5-star hotel. This is supported by **York@Large** as a key component in improving York's tourist offer.
- 16.3 In the previous consultation respondents gave strong support to the recommendation to improve the design and layout of public spaces and to encourage events and festivals. A way of improving the layout of key spaces is through the development of a '**Cultural Quarter**' (as highlighted in Figure 1 which can be found in Section 1: Vision), again an initiative supported by **York@Large** and a key component in developing York as a world-class visitor destination. Respondents also thought that the Council should plan for how to accommodate the increasing number of visitors to the City, through both retaining existing hotels / B&B's and potentially developing a new 5-star hotel.

Tourism in York

- 16.4 Several new attractions have opened in York over the past couple of years, including the Yorkshire Wheel, and some existing facilities have been enhanced; such as DIG (an archaeological resource) and the Castle Museum.
- 16.5 The majority of visitors to York are repeat visitors (76%), and over two thirds of all visitors go to other parts of Yorkshire during their stay. The proportion of visitors accessing York via Manchester Airport has increased considerably over recent years.



- 16.6 Research undertaken by the Council has revealed that the facilities which people rate 'very highly' include the nightlife (69%), shops (68%), places to eat and drink (61%) and the usefulness of the Tourist Information Centres (63%). The most popular attractions included the York Festival of Food and Drink (which attracted over 120,000 people in September 2006 and generated an estimated £7.3 million, notably because almost half of all visitors stayed in the York / Yorkshire area).
- 16.7 An '**Independent Strategic Review of the York Economy**' by **The Future York Group** recommends that York should adopt an approach which aims to deliver transformational enhancements to York's visitor attractions; improvements to accommodation and hospitality provision within the City; and to the quality of the public realm; in order to attract high added value in the tourism sector, and strengthen the City's function as a tourism gateway for the wider region.

Key Issues

Key Issue 16.a – In recognition of the important contribution tourism makes to York's economy, which of the following priorities should the Council address in the LDF?

- improving the setting of the Minster;
- developing a cultural quarter;
- creating better linkages between key attractions and sites;
- establishing a new visitor centre;
- develop new attractions and facilities to accommodate additional growth in tourism; and/or
- the development of a new high quality hotel.

Are there any other priorities which we have missed? For example, what elements do you feel are missing from York's current tourism offer?

Annex A : Glossary of Terms

Annual Monitoring Report (AMR): Part of the *Local Development Framework*, the Annual Monitoring Report will assess the implementation of the *Local Development Scheme* and the extent to which policies in *Local Development Documents* are being successfully implemented.

AONB: Areas of Outstanding Natural Beauty

Area Action Plan: Used to provide a planning framework for areas of change and areas of conservation. Area Action Plans will have the status of *Development Plan Documents*.

Biodiversity: The different plants, animals and micro-organisms, their genes and the ecosystems of which they are a part.

Biomass: The shared description for the controlled release and use of the energy potential locked up in trees and plants – straw, reeds or willow - or created as a part of regularly recurring natural processes – the bi-products of the process of decomposition or the bacterial digestion of natural things i.e. sewerage, various farm wastes or decaying material such as garden clippings and/or other largely natural materials such as paper.

Carbon Emissions: Emissions to the atmosphere principally from the burning of fossil fuels and deforestation.

Cofiring: Cofiring is a near term, low-cost option for efficiently and cleanly converting biomass to electricity by adding biomass as a partial substitute fuel in high-efficiency coal boilers.

Core Strategy: Set out the long-term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. The Core Strategy will have the status of a *Development Plan Document*.

Development Plan: As set out in Section 38(6) of the Act, an authority's development Plan consists of the relevant *Regional Spatial Strategy* (or the *Spatial Development Strategy* in London) and the *Development Plan Documents* contained within its *Local Development Framework*.



Development Plan Documents (DPDs): Spatial planning documents that are subject to independent examination, and together with the relevant Regional Spatial Strategy, will form the *Development Plan* for a local authority area for the purpose of the Act. They can include a *Core Strategy*, Site Specific Allocations of land, and *Area Action Plans* (where needed). Other Development Plan Documents, including generic *Development Control Policies*, can be produced. Individual Development Plan Documents or part of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its *Development Plan Documents* in the *Local Development Scheme*.

Development Control Policies: These will be a suite of criteria-based policies which are required to ensure that all development within the area meets the spatial vision and spatial objectives set out in the *Core Strategy*. They may be included in any *Development Plan Document* or may form a standalone document, such as a Development Control DPD.

Greenhouse Gases (GHG): A group of gases that absorb solar radiation, storing some of the heat in the atmosphere. The major natural greenhouse gases are water vapour, carbon dioxide, and ozone. Other greenhouse gases include, but are not limited to: methane, nitrous oxide, sulphur hexafluoride, and chlorofluorocarbons.

Ground Source Heat Pumps (GSHP): Transfers heat from the ground into a building to provide space heating and, in some cases, to pre-heat domestic hot water. They rely on the absorption of the heat produced by the sun being drawn into a compression unit with an evaporator coil heat exchanger which works like a fridge in reverse; making it possible to produce heat from external air temperatures of as little as -15°C , or constant UK ground (12°C), or water temperatures.

Historic Environment: Refers to the historic buildings, streetscapes, landscapes and parks which together form an important aspect of the character and appearance of York.

Hydroelectric Power: Hydroelectric power is electricity produced from the energy of falling water. The basic theory of hydroelectricity is to harness the potential energy within falling water. The potential energy is harnessed with the same principles used by a water wheel, the force of gravity makes the water fall making the wheel turn.

Issues and Options: Produced during the early production stage of the preparation of *Development Plan Documents* and may be issued for consultation.



Local Development Document (LDDs): The collective term in the Act for *Development Plan Documents, Supplementary Planning Documents* and the *Statement of Community Involvement*.

Local Development Framework (LDFs): The name for the portfolio of *Local Development Documents*. It consists of *Development Plan Documents, Supplementary Planning documents, a Statement of Community Involvement, the Local Development Scheme* and *Annual Monitoring Reports*. Together these documents will provide the framework for delivering the spatial planning strategy for a local authority area and may also include local development orders and simplified planning zones.

Local Development Scheme (LDS): Sets out the programme for preparing *Local Development Documents*. All authorities must submit a Local Development Scheme to the Secretary of State for approval within six months of the commencement of the Act.

Local Plan: A document which, together with the *Structure Plan*, forms part of the *Development Plan* for a specified area. The Local Plan consists of a Written Statement and a Proposals Map. It sets out detailed policies and proposals for the development and use of the land within the District. Local Plans are prepared by local planning authorities at District level, following statutory procedures, including public consultation exercises and if necessary, a Local Plan Inquiry. The Planning and Compensation Act 1991, requires that new Local Plans provide district wide coverage.

Local Transport Plan (LTP): A 5-year Strategy prepared by each local authority for the development of local, integrated transport, supported by a programme of transport improvements. It is used as a bid to Government for funding transport improvements.

Offshore wind: Wind turbines situated a distance from the shore.

Onshore: Wind turbines situated near or in the sea.

Photovoltaic: Solar cells which directly convert sunlight into electricity, are made of semi conducting materials.

Planning Policy Guidance Notes and Planning Policy Statements: These are prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy



and the operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on issues of development and land use. Planning Policy Statements replace Planning Policy Guidance Notes.

Proposals Map: The adopted proposals map illustrates on a base map, (reproduced from, or based upon a map to a registered scale) all the policies contained in the *Development Plan Documents*, together with any saved policies. It must be revised each time a new *Development Plan Document* is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted proposals map accompany submitted *Development Plan Documents* in the form of a submission proposals map.

RAMSAR: The Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an Intergovernmental Treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. There are presently 151 Contracting Parties to the Convention, with 1593 wetland sites, totaling 134.7 million hectares, designated for inclusion in the Ramsar List of Wetlands of International Importance.

Regional Spatial Strategy (RSS): Sets out the region's policies in relation to the development and use of land and forms part of the development plan for local planning authorities. Planning Policy Statement 11 'Regional Spatial Strategies' provides detailed guidance on the function and preparation of Regional Spatial Strategies.

Solar Water Heating (SWH): A system for heating water using energy from the sun. Solar energy is collected by a panel, which is connected by pipes to a hot water storage device such as a hot water cylinder.

SSSI: Sites of Special Scientific Interest.

Statement of Community Involvement (SCI): Sets out the standards which authorities will achieve with regard to involving local communities in the preparation of local development documents and development control decisions. The Statement of Community Involvement is not a *Development Plan Document* but is subject to an independent examination.

Strategic Environmental Assessment (SEA): A generic term used to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use'.



Sustainability Appraisal (SA): Tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all local development documents.

Sustainable energy: Energy which is replenishable within a human lifetime and causes no long-term damage to the environment or future generations.

Supplementary Planning Documents (SPDs): Provide supplementary information in respect of the policies in the *Development Plan Documents*. They do not form part of the *Development Plan* and are not subject to independent examination.

Windfalls: Windfall sites, as defined by PPG3, are those, which have not been specifically identified as available in the local plan process through land use allocations. They comprise previously developed sites that have become unexpectedly available. These could include for example, large sites such as might result from a factory closure or very small changes to the built environment, such as a residential conversion or a new flat over a shop.

Wind turbines: Convert power in the wind into electrical energy using rotating wing-like blades which drive a generator.



Annex B: Profile of York's Villages & Main Urban Area

York's Main Urban Area

Location and Population

York's main urban area is situated at the heart of the York Unitary Authority and the majority of York's population reside here. In 2001 the population was 139,237 equating to 76.9% of the authority's population. Between 1991 and 2001 there has been an increase in population of 9.5%.

Housing Growth

Between 1996-2006 2701 houses (windfalls*) have been built in the main urban area equating to 88.5% of all windfall housing built in the City of York over this 10 year period.

Character

The City of York is one of only five historic centres in England which has been designated as an Area of Archaeological Importance. The City has around 1800 Listed structures (of which 241 are Grade I and II*). There are 22 Scheduled Monuments in the City including the City Walls, York Castle, Clifford's Tower and St Mary's Abbey. The City also has 4 registered Historic Parks and Gardens, which include the Museum Gardens and Rowntree Park. Design and conservation issues are a very important consideration for the City of York. Much of the unique attractiveness of the City as a place to live and work, and for leisure and tourism arises from it's historical assets and special relationships between its buildings, streets, squares and open spaces. This special character is equally important both in the City Centre and in many of the outer urban areas and villages in the City of York.

*Footnote: Housing growth in Annex B refers to 'Windfalls'. These are useful estimates of the capacity of an area to absorb future growth. A definition of 'windfalls' is given in Annex A – the Glossary.



York Minster is the most important landmark in the City, it is the largest Gothic Cathedral in Northern Europe. Built between the 13th and 15th Century it is a fine example of Medieval Gothic architecture. The Minster can be viewed clearly from numerous positions within the surrounding landscape of York including the York Outer Ring Road, many approach roads into the City and from the green wedges. Views of the Minster are widely held to be very important in defining the special character of York and its setting. Additionally, the Bar Walls form an important City landmark, the original parts being built by the Romans, although most were built during the 12th to 14th Century.

The properties in the Central Historic Core have gone through a continuous series of changes since the 10th Century, often gradual, but also marked with some accelerated periods of growth at certain periods of the City's history. There is a series of surviving examples of the different periods in this process of layers of change, with the following examples as representative of their time:

- 12th Century – Norman House (Shambles) & Holy Trinity (Micklegate);
- 13th Century – St Mary's Abbey & Clifford's Tower;
- 14th Century - The Shambles & Merchant Adventurers Hall;
- 15th Century - The Guildhall & St William's College;
- 16th Century – Black Swan Public House (Peaseholme Green) & Herbert House and Lady Peckitt's Yard (Pavement);
- 17th Century – Treasurer's House (College St) & Ingram House (Bootham);
- 18th Century – Assembly Rooms & Castle Museum Complex;
- 19th Century – Railway Station & Yorkshire Museum;
- 20th Century – Odeon Cinema, Theatre Royal extension & City Screen.

Architectural styles have altered alongside technological changes, and in the future architectural design will need to respond to the changing advances in environmental standards.

Economy & Retail

York's economy has seen significant structural change with the decline of its traditional industrial base through the late 1980's and early 1990's. In its place an economy based on science and technology, financial services and higher value added tourism has emerged, helping to make York a vibrant City. The City's role as a major tourist destination, as a regional shopping centre, and its proximity to the rapidly growing Leeds conurbation, together with the availability of a skilled workforce, have combined to bring strong development pressures for a wide range of uses.



As a modern commercial City internationally renowned for its unique heritage, a key challenge is to achieve this economic success in a sustainable manner that protects the environment, whilst allowing social progress that recognises the needs of all people. There is also a need to invest in the City's heritage and tourist industries, its cultural sector and the City Centre economy and a need to make opportunities and increased income levels accessible to local people.

In 1998 the UK Minister of Science launched Science City York, an initiative designed to stimulate the further growth of clusters of knowledge-based businesses that have grown in the City. The attraction of investment into the City, particularly through Science City York, is key to the success of York's economy, to ensure that it has continued prosperity and long-term sustainability.

The York and North Yorkshire Strategic Economic Assessment, which utilised the best available data to assess the strengths and weaknesses of the local economy, established that York is significantly outperforming the rest of the North Yorkshire Sub-Region on virtually all measures of productivity and business support. The City has most of the cluster businesses, accounts for half of the Sub-Region's exports, most of the links to universities and higher qualified residents.

The importance of York's economy has also been considered recently through the work of the Future York Group, who have undertaken an independent strategic review. The Group recommended that York's economy should be doubled in value by 2026 and that the Council and its partners create an economy which supports knowledge-led businesses and promotes financial and professional service activities.

The City provides good job opportunities for residents in the area. Overall, employment growth in York has been greater than the Region as a whole, with an increase in employment of 16% between 1991 and 2002, which is set to continue in the future. The City of York as a whole has a high employment rate. Of York's working age population, the employment rate was 79.5% during 2004/5 compared with a Great Britain average of 74%. The City also has a low unemployment rate – 1.2% below the national average in 2004/5.

In retail terms, York City Centre benefits from a diversity of provision, from large national retailers to small specialist shops. A recent retail study for York carried out on behalf of the Council by retail consultants Roger Tym and Partners (York Retail Study, October 2004) demonstrated that York City Centre is essentially healthy. The City Centre has a good diversity of retail and service uses, a low overall vacancy level and a continued high level of interest from national retailers.



However, the City Centre did appear to lag behind other competitor centres in some key areas. The key omissions from York City Centre's current retail offer are a large, modern high-profile department store, a City Centre format high-profile supermarket and high profile fashion outlets. The Retail Study concluded that without substantial improvements to York's offer it is likely that York's role as a Regional and Sub-Regional shopping centre could be further marginalised with more retail spend being attracted to other competing centres such as Leeds and Hull. Given York's key tourist role it also has to compete with other key tourist destinations in the UK such as Oxford, Cambridge, Bath and Chester.

The City has number of out-of-town retail developments which include:

- Monks Cross Shopping Park which is located to the north east of York City Centre on the outer ring road (A1237)
- Clifton Moor Retail Park which is located to the north of the City on the York Outer Ring Road (A1237); and
- The McArthurGlen Designer Outlet Centre which is located to the south of York on the interchange of the A64 and the A19.

The wealth of local shops that significantly add to the amenity of local areas should also be recognised as contributing to the success of York's economy. It is therefore important that local shops in these areas are retained. The City of York Council is keen to ensure that smaller, independent shops are also retained and encouraged in the City Centre, as these shops offer a valuable element of retail provision in the City adding to wealth retention in the local economy. In a number of cases, the type of goods sold at such shops is more specialised and cannot be found in the larger shops in the City.

Dunnington

Location

The village of Dunnington lies approximately 2 miles to the east of the urban edge of York and 4.1 miles from the City Centre. It is surrounded by open countryside and the City of York Draft Green Belt. In terms of road links Dunnington is situated to the east of the A64, between the A166 to the north and the A1079 to the south.

Character and Population

Dunnington has become one of the larger villages in the City of York area, due to extensive suburban style development. This has wrapped around the historic village centre, so that much of it's original setting has been lost. However the



traditional village character within the historic centre itself remains strong and distinctive. The extensive development within this village has impacted upon the population of Dunnington, which has expanded considerably since the 1960's. The 2001 census shows that there were 3194 residents living in 1374 households. As a proportion of York's population this equates to 1.8%. Between 1991 and 2001 Dunnington's population has increased by 10.9%. The rise in village population is reflected in the increase in pupil numbers attending the village school. In 1993 there were 164 students this rose to 223 in 2004 and it is expected to increase to 240 in 2007.

Housing Growth

Between 1996-2006, 13 houses (windfalls) have been built in Dunnington, equating to 0.4% of all windfall housing built in York over this 10 year period.

Important Buildings and Designations

The Dunnington Conservation Area was designated on 13 May 2004, and includes the historic core and main approaches to the village in a 'T'-shape formed from Church Street, York Street and Common Road.

The Church of St Nicholas is Listed Grade II and has late Eleventh Century origins, with a Twelfth Century nave and lower stage to the tower, with subsequent additions and alterations and rebuilding in 1839-41 and 1877.

Facilities & Services

Dunnington has a wide range of community facilities, including a primary school, Anglican and Methodist Churches, a Sports and Social Club, 3 pubs, a wide range of sports pitches, a Scout and Guide building, a library, a village hall, doctors' surgeries and a dental practice. There is also a range of local shops and a bus service which runs every 20 minutes into the City Centre. The village falls within the secondary school catchment for Fulford School.

The Derwent Valley Industrial Estate, situated towards the south of the village is a thriving development with a range of industrial and commercial companies, this provides 11.7ha of employment land for Dunnington. Other nearby employment areas outside the village are at Murton and Monks Cross.



Haxby and Wigginton

Location and Population

The villages of Haxby and Wigginton have coalesced together and are located to the north of the historic City of York, and York's Outer Ring Road. Haxby and Wigginton lie approximately 1 mile from the urban edge of York and approximately 4 miles from the City Centre. To the east is the River Foss and to the west is the B1363 with open countryside to the north. In 2001 they had a combined population of 12,468, which is the second largest in the City of York area. As a proportion of York's 2001 population it equates to 6.9% and between 1991 and 2001 there has been a proportional decrease change in population of 3.5% with the main urban area of York.

Housing Growth

Between 1996-2006, 135 houses (windfalls) have been built in Haxby and Wigginton, equating to 4.4% of all windfall housing built in York over this 10 year period.

Important Buildings & Designations

Haxby has a Conservation Area which was designated in 1977. It follows the boundaries of the historic village core, a compact and distinctive area. There are

various important buildings in Haxby including 48 The Village, a mid 18th Century Listed Building, together with the remains of a 15th Century cross in St Mary's Churchyard, (1878, on the site of a 16th Century Church), the Memorial Hall (built as the village school, in 1876) and the substantial house called "Grey Firs".

Facilities

Together Haxby and Wigginton have all the facilities that you would expect of a small market town and together they are a designated District Centre with a thriving Shopping Centre made up of a number of independent and high street retailers for the surrounding population, including a health centre and chemist, a post office, a primary school and 4 tennis courts, playing fields, a squash club and gym. Haxby and Wigginton lie within the secondary school catchment for Joseph Rowntree School.



Haxby and Wigginton have very good public transport links to the City Centre with a bus service running every 10 minutes. There is potential for a rail halt to be located at Haxby, to provide a direct connection through to York and the wider rail network. Haxby also has a small industrial estate (of approximately 0.7ha) to the north-west of the settlement. The nearest employment areas outside the village are located at Monks Cross and Clifton Moor.

Upper / Nether Poppleton

Location

Poppleton (Upper and Nether Poppleton) lies approximately 1 mile north west of York's main urban edge and approximately 3 miles from the City Centre. The village is bounded by the River Ouse to the north and east and by the A59 York to Harrogate road to the south and west.

Character and Population

Poppleton consists of two old village cores (Upper and Nether Poppleton) which have effectively coalesced to form one community, as a result of modern housing developments located between the two. In 2001, the combined population of the two villages was 4038, equating to 2.2% of the City of York local authority area total. Between 1991 and 2001 there has been a increase change in population of 24.7%.

Housing Growth

Between 1996-2006, 21 new houses (windfalls) have been built in Poppleton, equating to 0.7% of all windfall housing built in York over this 10 year period.

Important Buildings and Designations

The Conservation Areas of Nether Poppleton and Upper Poppleton were designated in 1993. The original core areas of both historic settlements, on which the Conservation Areas are centred contain 23 listed buildings.

Facilities

Poppleton has a range of local facilities including a mid scale grocery store and several other local independent retailers. There is also a primary school, a doctors surgery and chemist, a dental practice, Poppleton Community Centre, 3 churches, 4 public houses, a Post Office, a garage and sport and recreation facilities. Poppleton lies within the secondary school catchment for Lowfield School (York High).



Northminster Business Park is within 800m and had 4.9ha of existing and 54.8ha of land allocated for employment purposes and reserved land. York Business Park is also located to the south west of the village.

Poppleton has the benefit of a bus service which runs every 20 minutes into the City Centre and a rail connection on the York/Harrogate line.

Bishopthorpe

Location and Population

Bishopthorpe village lies approximately 1 mile from edge of the main urban edge of York, and approximately 3 miles from the City Centre. To the east of the village is the River Ouse, to the north is the A64, the west and south of the village is surrounded by open countryside and the City of York Draft Green Belt.

For many Centuries Bishopthorpe was a hamlet, centered around Bishopthorpe Palace. By 1800 it's population was 218, and still only 439 at the beginning of the 20th Century. Major expansion to Bishopthorpe occurred in the 1930's, accelerating to treble the population in the last 30-40 years to 3224 in 2001. As a proportion of York's 2001 population it equates to 1.8%, and between 1991 and 2001 there has been an increase in population of 4.5%.

Housing Growth

Between 1996-2006, 7 houses (windfalls) have been built in Bishopthorpe, equating to 0.2% of all windfall housing built in York over this 10 year period.

Important Buildings and Designations

Bishopthorpe Conservation Area was designated in 1989. It is quite extensive, encompassing the Main Street, the Archbishop's Palace and grounds, the open areas that are important to the village setting.

The most important building within the village of Bishopthorpe is the Archbishop's Palace, which was built in 1250 by Walter De Grey. This is the official residence of the Archbishop of York.

Facilities

Bishopthorpe has a range of local services including a mid-scale grocery store and several other local retailers. There is also a primary school, a doctors surgery and chemist, a post office, 3 pubs, football pitches and sports clubs. It



also benefits from a 30 minute bus service into the City Centre. Bishopthorpe lies within the secondary school catchment for Fulford School. Whilst Bishopthorpe has no employment sites, the village is located close to the A64, with easy access for commuting. The nearest employment areas are located at York Business Park and the University Science Park.

Copmanthorpe

Location and Population

The village of Copmanthorpe lies approximately 1 mile south-west from the main urban edge of York, and approximately 4 miles from the City Centre. The core of the settlement is contained within a triangle formed by the A64 dual carriageway to the north, the main railway line to the east and highly fertile arable farmland and open countryside to the south and west. A relatively small number of houses, surrounded by Green Belt, lie east of the railway line which effectively divides the village into two parts.

The latest Census Survey (2001) highlights that the population of Copmanthorpe stands at 4262, having nearly quadrupled since 1961, there are currently more than 1,600 houses within the village. As a proportion of York's 2001 population it equates to 2.4%, and between 1991 and 2001 there has been an increase change in population of 6.3%.

Housing Growth

Between 1996-2006, 51 houses (windfalls) have been built in Copmanthorpe, equating to 1.7% of all windfall housing built in York over this 10 year period.

Important Buildings and Designations

Copmanthorpe Conservation Area was designated in its present form in 1978. It is a compact area encompassing Main Street, St Giles' Church and Low Green which form the historic core of the Village.

The Church of St Giles occupies a pivotal position in the village. It is a Grade II Listed Building and dates from the Twelfth Century. The Main Street contains four Listed houses including Manor Farm from the Seventeenth Century. Other notable individual buildings are Croft Farm overlooking the Green, and the former school (1869).



Facilities

Copmanthorpe has a variety of local services, including a mid scale grocery store and several local independent retailers. The village also benefits from a primary school, a doctors surgery and chemist, a post office, and a pub and a sports club. There is a bus route through the village which runs every 30 minutes. Copmanthorpe lies within the secondary school catchment for Millthorpe School. Whilst Copmanthorpe has no employment sites, the village is located close to the A64 , with easy access for commuting. The nearest employment areas are located at York Business Park and the University Science Park.

Elvington

Location and Population

Elvington is a village approximately 4 miles south-east of main urban edge of York and approximately 6 miles from the City Centre, on the B1228 York-Howden road. The River Derwent forms part of the Parish boundary to the east of the village and to the north, west and south is open countryside and the York Draft Green Belt.

In 2001 the population was 1212, equating to 0.7% of York's population. Between 1991 and 2001 the population of Elvington increased by 49.6%. This is the largest change in population in the whole of York.

Housing Growth

Between 1996-2006, 2 houses (windfall) have been built in Elvington, equating to 0.1% of all windfall housing built in York over this 10 year period.

Designation and Important Buildings

Elvington Conservation Area was designated in 1990. It includes the village Main Street and Green, Church Lane and the meadows between the River Derwent and the village, which are an integral part of it's character. Elvington Village Hall is the village's most imposing individual building and is a Listed Building (Grade 2*). It is thought to have Elizabethan origins with later alterations and additions, including those of the mid to late 18th Century.

Facilities

In terms of local facilities, Elvington has a mid-scale grocery store and several independent retailers. Other facilities include a primary school, a doctors surgery,



a post office, multi-use floodlit pitches and the Lower Derwent Sports Club. Elvington lies within the secondary school catchment for Fulford School.

Elvington Industrial Estate and Elvington Airfield Industrial Estate provide 25.7ha of employment land.

However in terms of public transport accessibility Elvington scores poorly as the village does not have a regular bus service.

Strensall and Towthorpe

Location and Population

Strensall and Towthorpe are located approximately 2.5 miles north east of York's main urban edge and approximately 6 miles from the City Centre, surrounded by open countryside and York's Draft Green Belt, with the River Foss running to the west. In 2001 the combined population of Strensall and Towthorpe was 5782, equating to 3.2% of York's population. Between 1991 and 2001 the population of Strensall and Towthorpe increased by 36.0%.

Housing Growth

Between 1996-2006, 48 houses (windfalls) have been built in Strensall and Towthorpe, equating to 1.6% of all windfall housing built in York over this 10 year period.

Designations and Important Buildings

Strensall Conservation Area was originally designated in 1979 and included The Village (Main Street) and Church Lane, which make up the linear street character of the historic village. In November 2001 the Conservation Area was extended to the north and north-west.

Towthorpe Conservation Area was designated in November 2001, following a request from Strensall and Towthorpe Parish Council. The Conservation Area includes Towthorpe Moat and also Low Farmhouse, a Grade 2 Listed Building.

Facilities

Strensall has various facilities including two mid-scale grocery stores, a post office, a doctors surgery and chemist, a primary school, Strensall Bowls and Golf Club and two football pitches. Strensall and Towthorpe lies within the secondary school catchment for Huntington School.



Queen Elizabeth II Army Barracks are located on the eastern side of the settlement.

The village also has a regular bus service which runs every 10 minutes into the City Centre. The nearest employment areas are located at Monks Cross.

Wheldrake

Location and Population

Wheldrake is a village which lies approximately 4.5 miles south-east of York's main urban edge and approximately 6.3 miles from the City Centre. The River Derwent runs down the eastern side of the village and it is surrounded by open countryside and York's Draft Green Belt.

In 2001 Wheldrake had a population of 1780, equating to 1% of York's population. Between 1991 and 2001 the population of Wheldrake increased by 23.4%.

Housing Growth

Between 1996-2006, 9 houses (windfalls) have been built in Wheldrake, equating to 0.3% of all windfall housing built in York over this 10 year period.

Designations and Important Buildings

Wheldrake Conservation Area was designated in 1979. It concentrates upon the historic Main Street, and its continuation as Church Lane, and the "Back Lanes" established as part of the medieval field pattern.

Within the Wheldrake Conservation Area, the Parish Church and 21 buildings are listed. This is a notable proportion for a village of this size, reflecting its historic importance and qualities. The Church of St Helen has a 14th Century West Tower and a five sided apse of 1779. Numbers 53/55 Main Street are late 16th Century or early 17th Century in origin, with exposed timber framing to the front wall. Other buildings date mainly from the 18th Century.

Facilities

Wheldrake has an assortment of amenities including a mid-scale grocery store and several local independent retailers. In addition there is a primary school, a doctors surgery and a post office. In terms of leisure facilities there is a sports and social club, 3 all weather tennis courts, Wheldrake Recreation Ground and bowls, cricket and football facilities. A golf course is also located near Wheldrake. The village lies within the secondary school catchment for Fulford School.



Wheldrake also has employment provision at Millfield Lane Industrial Estate with 5.3ha of employment land. However in terms of public transport accessibility Wheldrake scores poorly as the village does not have a regular bus service.

Skelton

Location and Population

The village of Skelton is situated approximately 1 mile north west of York's main urban edge and approximately 3.5 miles from the City Centre. To the west of the village runs the A19. The village is surrounded by open countryside and York's Draft Green Belt.

In 2001 Skelton had a population of 1642, equating to 0.9% of York's total population. Between 1991 and 2001 the population of Skelton increased by 8.5%.

Housing Growth

Between 1996-2006 Skelton has had no new houses built.

Designation and Important Buildings

Skelton Conservation Area was designated in 1973. It includes The Green, Skelton Hall and Skelton Manor which form the historic core of the village.

The Church of St Giles (formerly known as All Saints) is a Grade I Listed Building, dating from 1240, with restorations from 1814 –18. Although it is small it is a foremost example of early 13th century work in this region. Grade 2 listed buildings in Skelton include Skelton Hall, Church View, The Green (formerly the Old School House) and the Grange Farm House.

Facilities

A mixture of facilities are available in Skelton these include: a grocery store, a primary school, a doctors surgery, a post office, a golf club and football pitches although there are limited built changing facilities. Skelton lies within the secondary school catchment for Cannon Lee School.

The Del Monte Factory site provides 2.9ha of employment land. Other employment areas nearby include York Business Park and Clifton Moor. There is a regular bus service which runs every 20 minutes into the City Centre.



Stockton-on-the-Forest

Location and Population

Stockton-on-the-Forest is located approximately 2.5 miles to the east of the main urban edge of York, and approximately 4.5 miles from the City Centre. It is a very good example of a linear village. The village is surrounded by open countryside and York's Draft Green Belt, to the north is the A64.

In 2001 the village had a population of 1259, equating to 0.7% of York's population. Between 1991 and 2001 the population increased by 5.9%.

Housing Growth

Between 1996-2006, 12 houses (windfalls) have been built in Stockton-on-the-Forest, equating to 0.4% of all windfall housing built in York over this 10 year period.

Designations and Important Buildings

The Conservation Area was designated in August 1998. It includes the historic core of the village along The Village (the main street) together with Stockton Hall and its grounds and a frontage of early 20th Century housing opposite the Hall.

Stockton Hall is the village's most imposing individual house, which is now used as a hospital. It dates from the 18th Century and is a Grade 2 Listed Building as are the adjoining stables. Along The Village are several houses and farmhouses which are also Listed, dating from the early 18th Century onwards. Other interesting buildings include Holy Trinity Church, built in the Gothic Style of 1843, with its distinctive spire.

Facilities

Stockton-on-the-Forest has the following local amenities: a mid-scale grocery store and some independent retailing, a primary school, a doctors surgery, a post office, and a golf club. Apart from a playground at Stone Riggs, the village does not have any outdoor public open space. Stockton-On-The-Forest lies within the secondary school catchment for Huntington School.

In terms of employment space there is 0.9ha at the Bull Commercial Centre and Industrial Estate. Other employment areas outside the settlement include Monks Cross. In relation to public transport the Coastliner Bus Service runs through the village every 30 minutes, to the City Centre and Leeds, and Scarborough.



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City Development
City of York Council
9 St Leonards Place
York
YO1 7ET
Tel (01904) 551466
Email: citydevelopment@york.gov.uk



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