

**Notice of a public meeting of
Executive**

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

Date: Thursday, 14 October 2021

Time: 5.30 pm

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

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Monday, 18 October 2021**.

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

1. Declarations of Interest

At this point, Members are asked to declare:

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

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

2. **Public Participation**

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

Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is 5:00pm on Tuesday, 12 October 2021.

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

Webcasting of Remote Public Meetings

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

During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

3. **Forward Plan** (Pages 3 - 6)

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

4. **Housing Delivery Programme Update** (Pages 7 - 56)

The Director of Housing, Economy & Regeneration to present a report which outlines progress on the Housing Delivery Programme since the last Executive report in October 2020 and seeks approval for submission of a planning application to deliver new homes, community and flexible commercial spaces at the Ordnance Lane and Hospital Fields Road site and associated funding allocations.

**5. School Capital Works at Millthorpe School (Pages 57 - 80)
to Accommodate the Expected Demand for
Pupils Places from within the Millthorpe
Catchment Area by September 2022**

The Corporate Director of People to present a report which provides details of capital work needed to create additional accommodation to meet an expected temporary 3-year demand for pupils living in the catchment area of Millthorpe School and seeks approval for funding to undertake the work at the school.

**6. Highways Infrastructure Asset (Pages 81 - 156)
Management Plan**

The Director of Transport, Environment and Planning to present a report which seeks approval to introduce a strategic approach to the asset management of York's highway network, including implementation of a Highways Infrastructure Asset Management Plan and a Highways Safety Inspection Manual.

7. Urgent Business

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

Democratic Services Officer:

Name: Fiona Young

Contact details:

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

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

- Registering to speak
 - Business of the meeting
 - Any special arrangements
 - Copies of reports and
 - For receiving reports in other formats
- Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

Coronavirus protocols for attending Committee Meetings at West Offices

If you are attending a meeting in West Offices, you must observe the following protocols.

Good ventilation is a key control point, therefore, all windows must remain open within the meeting room.

If you're displaying possible coronavirus symptoms (or anyone in your household is displaying symptoms), you should follow government guidance. You are advised not to attend your meeting at West Offices.

Testing

The Council encourages regular testing of all Officers and Members and also any members of the public in attendance at a Committee Meeting. Any members of the public attending a meeting are advised to take a test within 24 hours of attending a meeting, the result of the test should be negative, in order to attend. Test kits can be obtained by clicking on either link: [Find where to get rapid lateral flow tests - NHS \(test-and-trace.nhs.uk\)](https://www.nhs.uk/conditions/coronavirus/coronavirus-test-and-trace), or, [Order coronavirus \(COVID-19\) rapid lateral flow tests - GOV.UK \(www.gov.uk\)](https://www.gov.uk/order-coronavirus-rapid-lateral-flow-tests). Alternatively, if you call 119 between the hours of 7am and 11pm, you can order a testing kit over the telephone.

Guidelines for attending Meetings at West Offices

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- You may wish to wear a face covering to help protect those also attending.
- You should wear a face covering when entering West Offices.
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- Ensure your ID / visitors pass is clearly visible at all time.
- Regular handwashing is recommended.
- Use the touchless hand sanitiser units on entry and exit to the building and hand sanitiser within the Meeting room.
- Bring your own drink if required.
- Only use the designated toilets next to the Meeting room.

Developing symptoms whilst in West Offices

If you develop coronavirus symptoms during a Meeting, you should:

- Make your way home immediately
- Avoid the use of public transport where possible
- Follow government guidance in relation to self-isolation.

You should also:

- Advise the Meeting organiser so they can arrange to assess and carry out additional cleaning
- Do not remain in the building any longer than necessary
- Do not visit any other areas of the building before you leave

If you receive a positive test result, or if you develop any symptoms before the meeting is due to take place, **you should not attend the meeting.**

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Forward Plan: Executive Meeting: 14 October 2021

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 18 November 2021

Title and Description	Author	Portfolio Holder
<p>Refresh of York’s Parish Charter</p> <p>Purpose of Report To set out an updated version of York’s Parish Charter following consultation with Local Councils.</p> <p>Executive will be asked to: note the report.</p>	<p>Charlie Croft</p>	<p>Executive Member for Culture, Leisure and Communities</p>
<p>Re-commissioning of Carers Services</p> <p>Purpose of Report To seek the agreement of Executive to re-commission the Carers Support Services for adults and young people. The service will be re-commissioned through an open tender exercise. The tender will seek to deliver a sustainable, integrated support model for unpaid carers, delivered by a competent and professional external provider who fully understands the needs of carers of all ages and from all backgrounds.</p> <p>Executive will be asked to:</p> <ul style="list-style-type: none"> a) Approve the option to undertake a tender exercise to re-commission Carers Support Services for adults and young people in line with the Key Decision criteria as set out in section 7.8 of the council’s Contract Procedure Rules. b) Delegate the decision to award the contract to the Chief Officer, with no requirement for a report back to the Executive for final agreement to award. 	<p>Craig Waugh</p>	<p>Executive Member for Health & Adult Social Care</p>

Title and Description	Author	Portfolio Holder
<p>Finance & Performance 2021/22 Monitor 2</p> <p>Purpose of Report To present details of the overall finance and performance position. Executive will be asked to: note the report.</p>	Ian Cunningham & Debbie Mitchell	Executive Member for Finance & Performance
<p>Capital Programme 2021/22 Monitor 2</p> <p>Purpose of Report To provide Members with an update on the capital programme Executive will be asked to: note the issues and recommend to full Council any changes, as appropriate.</p>	Emma Audrain	Executive Member for Finance & Performance
<p>Treasury Management and Prudential Indicators 2021/22 Mid-Year Review</p> <p>Purpose of Report To provide Members with an update on the treasury management position. Executive will be asked to: note the issues and approve any adjustments as required to the prudential indicators or strategy.</p>	Debbie Mitchell	Executive Member for Finance & Performance

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 9 December 2021

<p>Provision of Affordable Homes on New Developments Scrutiny Review Final Report</p> <p>Purpose of Report To present the findings of a scrutiny review into affordable homes on new developments. Executive will be asked to: note the findings of the scrutiny review and approve the recommendations within the final report of the Housing & Community Safety Policy & Scrutiny Committee.</p>	Rachel Antonelli	Executive Member for Housing & Safer Neighbourhoods
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Table 3: Items Slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason
<p>Haxby Station – Site Selection</p> <p>Purpose of Report To consider the potential sites for a new Haxby Station and recommend a single preferred site to be taken forward for further development.</p> <p>Executive will be asked to: approve a preferred single site to take forward for further development as the potential location of the new Haxby Station.</p>	Richard Holland	Executive Member for Transport	14/10/21	tbc	Following the September Executive meeting the Council has been busy finalising the purchasing of the land. However, in the short timeframe between the Executive approving the purchase and the need for reports for the next meeting being published, the Council has not been able to finish all the necessary legal processes in time for a report to go to October’s meeting. The potential for this postponement was discussed at the September meeting. Work continues on the project and is not expected to impact the timelines for the wider Haxby station project.

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Executive**14 October 2021**

Report of the Director of Housing, Economy & Regeneration

Portfolio of the Executive Member for Housing and Safer Neighbourhoods

Update on the Housing Delivery Programme**Summary**

1. This report outlines progress on the Housing Delivery Programme since the last Executive report in October 2020. In summary, this includes:
 - The progress of construction and sales at Lowfield Green;
 - Obtaining planning permission at Burnholme and Duncombe Barracks and the tendering of the projects to the construction market;
 - Significant progress on providing affordable homes through the second hand shared ownership programme;
 - Obtaining grant funding to provide more affordable homes through the Rough Sleeping Accommodation Programme;
 - Obtaining grant funding to support the Ordnance Lane project and our community and self-build housing ambitions;
 - Preparing a planning application and financial business case for the site at the Ordnance Lane and Hospital Fields Road site;
 - Commencing design and viability work at York Central; and
 - Commencing public engagement, design and business case development work at Willow House and the South Walmgate Estate.

2. The Housing Delivery Programme aims to deliver over 600 new homes in York. These will be within healthy and sustainable neighbourhoods and will set a new high standard for housing in the 21st Century. The programme will deliver high levels of affordable housing as well as inspiring others to deliver better homes in the city and elsewhere. A progressive mandate for the programme has been set through the adoption of the Building Better Places design manual which is informing design and public engagement work. Eight sites were originally identified to deliver this ambition, however over time new opportunities are being explored for sites both within and outside of the programme.

The Housing Delivery Programme also aims to provide new and flexible opportunities for housing delivery including self and community builds, the strategic disposal of land, and through the second hand shared ownership programme.

3. It is anticipated that by the end of 2021 the programme will have delivered over 100 new affordable homes with a further 91 affordable homes due to commence construction in 2022. In addition the programme will have facilitated the commencement of construction of 25 self and community build homes and 8 new affordable homes to be delivered by a housing association partner. To date, the Housing Delivery Programme has been successful in attracting grant funding of over £7.5m.

Recommendations

4. Executive are asked to:
 - i. Agree to the submission of a planning application to deliver new homes, community and flexible commercial spaces at the Ordnance Lane and Hospital Fields Road site. Note that an outline business case has been developed and that this will be refined and brought before Executive post planning permission to allocate a construction development budget to the project, transfer the general fund part of the site into the HRA through appropriation, and to agree to procure a construction partner.
 - ii. Agree to accept the grant offer of £2.64m under the Brownfield Land Release Fund to support projects at Ordnance Lane, former Tang Hall Library site, and at Chaloners Road Garage Court. Agree to utilise up to £700k of this allocation for the Ordnance Lane project to undertake utility works on site and prepare a tender pack to procure a contractor to undertake enabling works. Agree to put the enabling works contract out to the market with the contract signed after the business case for the whole site redevelopment has been approved by Executive.
 - iii. Agree to allocate an additional £500k from the Housing Delivery Programme capital programme budget in order to undertake detailed design work at the Ordnance Lane and Hospital Fields Road site in conjunction with the submission of the planning application and completing the financial business case for this site.
 - iv. Agree to submit a grant application to Homes England to support the delivery of additional Shared Ownership affordable homes on the Ordnance Lane and Hospital Fields Road site.

- v. Note the lessons learnt on Phase 2 projects within the programme and the progress and approach to projects which may form part of Phase 3 of the programme, including continuing to use the high standards defined in the 'Building Better Places' design manual as the set of objectives for the Housing Delivery Programme.
- vi. Note the progress on bringing forward proposals for community led redevelopment of the former Tang Hall Library site and Morrell House site for housing and approve the disposal of the former Tang Hall Library and Morrell House sites on long leases for the purpose of enabling construction/delivery of community housing on condition that any such disposal is made at or above its open market valuation and is subject to a deliverable business case provided from community housing organisations.
- vii. Delegate to the Director of Housing, Economy and Regeneration (in consultation with the Chief Finance Officer, Executive Member for Housing, Executive Member for Finance and Performance and the Director of Governance (or her delegated officers)) the authority to take such steps as are necessary to negotiate and complete the disposal of the sites.

Reason: To progress with the construction, rental and sale of much needed new homes in York set within healthy and sustainable neighbourhoods.

Background

- 5. The Housing Delivery Programme will provide over 600 new homes in York, with at least 40% of these being affordable housing tenures such as social rent and shared ownership. Phase 1 of this programme, 165 new homes at Lowfield Green, is progressing with over 30 new homes now occupied with a further 18 expected by the end of the year. This development provides homes for first time buyers, growing families and those wishing to downsize. The completed homes are achieving high levels of energy performance due to the increased insulation, airtightness and the installation of solar photovoltaic panels. The site provides a large area of new public open space and children's' play area which will be open and ready for community use later this year. Images showing the progress on site are included within Annex 1.
- 6. Phase 2 of this programme will see over 200 new homes built at Duncombe Barracks, Burnhome, and Ordnance Lane/Hospital Fields Road. Construction of homes within this phase will commence in 2022. This phase of the programme is a significant increase in ambition,

seeking to support a number of key objectives for the city, including moving towards carbon neutral city status by 2030 by delivering zero carbon homes. The developments will further reduce carbon emissions by creating highly walkable and cycle friendly neighbourhoods. The sites will support improved health and wellbeing through good space standards and community focused neighbourhoods, facilitating regular interaction between residents. The homes will be suitable for all, with high accessible and adaptability standards. Each development project will enhance biodiversity by protecting key landscape features and planting more trees than houses built. These ambitions are set out in the design manual 'Building Better Places' which was approved by Executive in September 2019.

7. The Design Manual is a highly progressive approach to building new housing estates. It has provided inspiration for many other local authorities and the projects it has supported are often recognised nationally as representing best practice in place making and creating healthy and sustainable new communities. This report reflects on Phase 2 of the Housing Delivery Programme, presenting lessons for Phase 3. The report will update Executive on work to date on potential Phase 3 sites, including Willow House and York Central.

Update on Progress

8. The most recent Housing Delivery Programme update paper was considered by Executive in October 2020. At this meeting Executive approved the recommendations of the report 'Phase 2 of the Housing Delivery Programme'. This included approving a development budget for the Burnholme and Duncombe Barracks sites, agreeing to procure a contractor to deliver these projects, and the disposal of eight small sites for self-build. In November 2020, Executive approved the recommendations of the report 'Update on the Asset Management Strategy 2017-2022'. This included three recommendations related to the Housing Delivery Programme. Firstly, to undertake a viability appraisal on the potential disposal of the Morrell House site as part of the Self Build programme and to bring back a further report to Executive to agree the disposal route. The second recommendation was to review the options for redeveloping the Willow House site and the adjacent estate through the Housing Delivery Programme. The third recommendation was to develop an outline business case for the development of a section of the York Central site within the Housing Delivery Programme.

9. Since this report the following progress and milestones have been achieved:

Phase 1

10. Lowfield Green

- 31 homes have been fully constructed and are occupied;
- Construction is progressing on the remainder of the site with a further 53 homes due to be completed this autumn/winter;
- The central public open space including children's play area will be open and ready to use by Lowfield residents and those in the local area this autumn. The play equipment will be maintained by our internal Parks and Open Spaces team and the planting areas by a local organisation who provide opportunities and training for residents with learning difficulties, further adding to the social value of this project;
- An exclusive sales period was introduced to support key workers, many of whom were part of the pandemic emergency response, into home ownership;
- All market sale homes have been sold prior to completion with the next stage of sales progressing very well;
- Proposals for the care home and public services building plots are being developed and a further report and business case will be brought before Executive in the coming months to support the redevelopment of this land; and
- The creation of replacement football pitches at Ashfield as a planning condition have been completed and are in use. This provides 8 new high quality football pitches and a clubhouse for children's football. This facility will be leased to Bishopthorpe White Rose Football Club for a term of 99 years.

Phase 2

11. Burnholme and Duncombe Barracks.

- Both projects have been designed to be the city's first zero carbon neighbourhoods;
- Duncombe Barracks received planning permission for 34 homes and 1 commercial unit in April 2021;
- Burnholme received planning permission for 83 new homes, including 5 self-build plots in September 2021; and
- The tender exercise to procure a construction partner formally commenced in August 2021 with an appointment expected to be made this winter.

12. Ordnance Lane and Hospital Fields Road

- Pre-planning public engagement work has been concluded and a planning application has been prepared for 85 homes, 10 non-residential spaces including 2 communal spaces, 2 retail spaces, and 6 flexible spaces to be used as office, co-working, studio or maker spaces;
- A grant funding application of £2.4m under the Brownfield Land Release Fund was successful to cover the abnormal costs of redeveloping this site; and
- The tender for Burnholme and Duncombe Barracks includes the opportunity, entirely at the Council's discretion, to add this project into the contract once planning permission has been approved and subject to the allocation of the development budget. In the event this discretion were not to be utilised by the council a further tender process would be undertaken for these works.

Phase 3

13. York Central

- Discussions have progressed well with the York Central Partnership regarding the potential to develop CYC land as part of the first phase of residential development on the site;
- Design team have reviewed the site opportunities and the masterplan and have concluded that a re-orientated scheme which takes advantage of solar gain to achieve low/zero carbon housing can be achieved; and
- Discussions have taken place with wider city stakeholders regarding opportunities to deliver additional social value through a council led redevelopment of part of the site.
- A viability appraisal is being developed for the area around the Foundry Yard and the adjacent council land to inform further discussions with the majority landowners (Homes England and Network Rail) about taking forward a Housing Delivery Programme scheme on York Central. A further report will be brought back to Executive.

14. Willow House and the South Walmgate Estate

- A series of engagement activities have been undertaken, including detailed conversations with local stakeholders including shopkeepers, ward councillors, and the resident association;
- A successful 'Meet the Design Team' engagement event took place on the green outside Willow House with all members of the local community invited;

- An initial analysis of opportunities has been undertaken to inform a series of potential physical interventions to deliver both more housing, protect green spaces, and improve the quality of the physical environment within the South Walmgate Estate; and
- A scheme and business case is being developed to be brought back to Executive this winter.

Additional affordable housing provision through the Housing Delivery Programme

15. Rough Sleeping Accommodation Programme

- The council have been successful in a grant application to secure approximately £469k of capital and £109k of revenue funding to deliver 6 affordable homes, with support, for rough sleepers. The team are working to identify six appropriate homes, available for purchase, which can be used for this programme. All six homes will be acquired before the end of the year. This programme supports rough sleepers to develop the skills needed in order to sustain their own tenancy.

16. Second Hand Shared Ownership Programme

- This programme, allows eligible shared ownership buyers to choose their own home on the open market. This home is then purchased by the council and converted into shared ownership for the prospective purchaser. This programme is part funded by Homes England and has now supported 64 families into home ownership;
- Funding is available for 1 more home through this programme which is expected to be completed before the end of the year; and
- One shared ownership buyer has now been able to purchase the full equity in their home, highlighting the flexibility of shared ownership in supporting people as their financial circumstances change. The buyers' purchase of the additional shared ownership equity provides funds for additional investment.

17. Castle Mills

- Executive previously supported a recommendation for the HRA to acquire the 20 affordable homes proposed to be delivered at Castle Mills/84 Piccadilly. The Housing Delivery Team and Castle Gateway team are currently working closely on specifications and tenure options for these homes. A business case for the HRA acquisition of these proposed apartments will be brought before Executive once these details are further developed. The Castle Gateway team have procured a contractor and works are due to commence on site in 2022 subject to further Executive and Council approvals.

18. Sturdee Grove

- The programme has also facilitated the prospective development of 8 new affordable homes by JRHT. The disposal of an underused and landlocked parcel of land between Fossway and Sturdee Grove will enable this development, subject to planning permission.

19. Self-build

- All 6 self-build plots at Lowfield have been sold and the owners have achieved planning permission. 4 of these self-builders have commenced construction on site with the remaining 2 due to commence before the end of the year;
- Legal title reviews have been concluded on the 8 city wide self-build sites supported by Executive in October 2020;
- Grant funding of £95k has been secured to support the preparation of the site at Challoners Road Garage Court for self-build development; and
- The procurement of a specialist self-build agent is underway in order to develop proposals for all 8 identified sites.

20. Community Housing

- Yorspace have confirmed their intention to commence construction of their 19 home community housing project at Lowfield this winter, with the homes due to be complete in 2022;
- Discussions have taken place with Ophouse community housing group who wish to purchase the Morrell House site. They plan to retrofit the building to high environmental standards and rent these apartments at below market rent. Rent would be matched to Local Housing Allowance or one third of income to ensure affordability for the residents. The development will have a strong focus on creating communal space to support community activities; and
- The team have been working with Cosy Home community housing group and Broadacres Housing Association who are interested in purchasing the former Tang Hall Library site. The group would create a shared home for young adults with complex physical and mental health needs. The supported homes would provide accommodation and care for 6 people, allowing them to live with appropriate levels of care and support whilst living close to their families.

Programme level update on delivering affordable housing in the city

21. As described above, the Housing Delivery Programme is directly developing new homes, providing new additional affordable homes

through acquisitions and also facilitating new affordable homes through land disposal. The programme is also supporting a wide range of self and community housing ambitions, enabling residents to provide their own housing solution. This approach provides a range of options for residents to find the right housing solution for them.

22. At the time of writing this report, the Housing Delivery Programme has directly delivered 81 new affordable homes. By the end of the financial year this is expected to rise to 103 with construction underway or commencing on a further 91 affordable homes in 2022, including the affordable homes which are proposed to be developed at Castle Mills.
23. The programme has facilitated additional affordable homes to be delivered by JRHT. It is hoped that planning permission will be submitted later this year with construction commencing in 2022. By the end of 2022, it is anticipated that the programme will have also facilitated the completion of a 19 home community housing project and 6 self-builds at Lowfield. It is also anticipated that a number of additional self-builds will be underway on small sites formerly owned by the council.

Current Financial position of the programme

24. The approved gross development budget for the Housing Delivery Programme is £157m. This is funded from HRA investment of £44.5m and from £112.5m of market and shared ownership equity sales. This budget was developed based on very high level estimates before design work had taken place and assumed more traditional housing developments prior to the council commitment to carbon neutrality by 2030 and the subsequent adoption of the Design Manual which was agreed in September 2019. The objectives agreed in the Design Manual aligned the programme with a higher set of social value objectives. It was outlined that whilst this would bring additional costs to the programme, the wider social benefits were of paramount importance and justified this approach. This investment will deliver 600 new homes, with at least 240 being affordable, alongside new, high quality public open spaces for the local community. The table below summarises the Housing Delivery Programme Budget.

Table 1 Approved Overall Housing Delivery Programme Budget

Costs	£'000	£'000
Land Costs		33,100
Development Costs		118,200

Project Management		5,700
Total Costs		157,000
Funding		
Market Sale		102,700
Shared Ownership Equity Sale		9,800
HRA Investment		44,500
Total Funding		157,000

25. The table above forms the high level business plan for the Housing Delivery Programme. However, these assumptions will inevitably need to be updated as design and associated financial business cases for each site are brought forward. Cost and sale assumptions are updated regularly throughout the development process and land appropriation costs are based on independent valuations at the time of appropriation and are again subject to alteration over time. Both costs and sales are likely to vary against previous financial assumptions, but it is the HRA investment of £44.5m which is the key figure to ensure the programme remains financially sustainable.
26. Executive have previously approved the financial business case for the development of Lowfield Green, Duncombe Barracks and Burnholme. Design budgets were also released for works at Ordnance Lane/Hospital Fields Road and the Willow House site. The table below summarises these approvals and highlights the current unallocated budget for the Housing Delivery Programme.

Table 2 Previous Budget Allocations and remaining budget

	£'000	£'000
Overall Programme Value		157,000
Less Land Appropriation debt adjustment		-30,700
Approvals		
Lowfield Green (July 2018)	-22,500	
Burnholme / Hospital Fields Road (July 2018)	-700	
Duncombe Barracks (Oct 2018)	-2,550	
Project Management (Feb 2019)	-5,700	
Lowfield Green (July 2019)	-4,100	
Hospital Fields Road / Ordnance Lane (Feb 2020)	-1,300	
Burnholme/Duncombe (Oct 2020)	-32,062	
Willow House (Nov 2020)	-120	
Lowfield Green (June 2021)	-2,100	

		-71,132
Adjustment to reflect budget allocations funded from increased sales income and reduced land purchases		14,904
Unallocated New House Building budget		70,072

Reflections on Phase 2 and preparing for Phase 3 of the Housing Delivery Programme

27. The design manual 'Building Better Places' has set the objectives for Phase 2 of the programme and been used to inform public engagement and design work at Duncombe Barracks, Burnholme and the Ordnance Lane sites. The objectives set out in the manual aim to ensure that the new housing developments delivered through the programme support the council in achieving a wide range of objectives for the city by providing much needed new housing, supporting health and wellbeing and meeting the challenges of the climate emergency.
28. Before commencing significant design work on any sites within Phase 3 of the programme, it is important to reflect on the lessons learnt so far so as to better inform the next stages of the programme.
29. The design manual has been widely used in public engagement work. This has helped members of the public and other stakeholders to more fully and more quickly understand the objectives of the programme. This has supported more meaningful engagement work, with an increase in the number of people taking part, providing greater opportunities to reflect the local context. It is considered that this approach has created better quality proposals for each site. This approach has also increased the level of public support for the projects within Phase 2 with the planning application at Duncombe Barracks receiving no objections.
30. The design manual was produced and approved pre-Covid. However, it is considered that its ambitions around creating more spacious and flexible living spaces, access to private and communal outdoor space, and community focused designs are of increased importance. As many of us spend more time at home, we need it to support both family and work life effectively. The resilience of our communities in the city has been of paramount importance to supporting our more vulnerable residents through the pandemic. The inclusive and multi-generational neighbourhood designs in the Phase 2 projects can help to develop and sustain stronger community connections in the future.

31. Ambitions around tackling the climate emergency continue to grow and the delivery of zero carbon houses through the design manual approach plays a key role in supporting that. The homes in Phase 2 will have very low energy demand and will generate all required energy on an annual basis through renewable technology on site. This approach has the dual benefit of reducing incidents of fuel poverty alongside tackling the climate emergency.
32. Delivering zero carbon houses to higher space standards does bring some design constraints, such as achieving the ideal orientation of homes for passive solar gain. Through the procurement of an external design team who are able to match our ambitions, we have been able to achieve good numbers of homes on each of our sites to date. Each home at Duncombe Barracks, Burnholme, and Ordnance Lane will include private outdoor space as well as access to high quality communal open spaces.
33. However, such ambition comes at a higher upfront capital cost than a standard housing development. The approach the Housing Delivery Programme has taken on sites within Phase 2 of the programme is more progressive and ambitious than mainstream practice. This means that there are costs in design and construction which are greater than more standard developments.
34. The initial additional costs at the Phase 2 sites are associated with increased design and public engagement work, larger space standards within the houses and higher environmental standards. The additional resource for architectural, engineering and public engagement work is considered to add around 3% to the total cost of each scheme. It is considered that this investment creates much higher quality, inclusive and sustainable housing developments than the mainstream and represents good value for money. This investment enables greater input from local residents and other stakeholders in order to reflect the character and quality of York.
35. The design manual uses 'Nationally Described Space Standards' (NDSS) as the minimum for all new homes in Phase 2 projects. Whilst NDSS are not statutory or a planning requirement in York, they are often referenced nationally as good practice to ensure homes are suitable for the number of residents who will occupy them. This approach has particular benefit to residents who work at home or those with mobility issues. The result of adopting this standard has meant, as an example, the three bedroom house type at Duncombe Barracks is 18% larger than the smallest three bedroom house type at Lowfield which themselves

are larger than many new build homes delivered in the city. With this extra floor space comes additional build costs.

36. The third main uplift in cost relates to the aspiration for the houses to be zero carbon in use. It is estimated by our cost consultants that this standard brings with it an uplift of about 20% in the current construction market. It is anticipated that this uplift will reduce over time as zero carbon construction and renewable technologies such as air-source heat pumps become more mainstream. The alternative to this approach would be to build homes below zero carbon standards but then face a potential future cost of retrofitting these homes. The cost of retrofitting zero carbon standards onto a typical new build house will significantly exceed the cost of achieving this standard at the time of the house being constructed. A further benefit of achieving the high standards now is that the component parts of the houses within Phase 2 of the programme will come with longer warranties and life expectancy than a standard product, therefore providing long term savings. Given the climate emergency and the city's 2030 carbon neutral commitment, it is considered responsible and sensible to continue to aim to deliver homes to this level of environmental sustainability.
37. The financial model for the Housing Delivery Programme seeks to utilise market sales and shared ownership equity sales to contribute to the total development costs of each project. There isn't a large evidence base available about the additional sales value associated with zero carbon homes and there are multiple location factors which affect this. However, for the purposes of Phase 2 sales it has been assumed that a 5-10% uplift in sales values will be achieved to reflect the long term savings in utility costs for their residents. The higher design standards and space standards will also increase the value of the homes for sale which goes some way to offsetting the additional costs. The programme has been successful in obtaining grant funding and this has been crucial in supporting our ambitions. Further grant funding opportunities will be pursued in order to maximise the delivery of affordable homes within the programme. Overall, the business cases for the projects at Duncombe Barracks, Burnholme, and Ordnance Lane are broadly within the high level financial projections which were developed to support the programme in 2018, highlighting that the approach taken alongside the grant funding we have brought into the projects, ensures that Phase 2 of the programme is financially viable.
38. Moving forwards into Phase 3 of the Housing Delivery Programme, it is considered that the high standards outlined in the 'Building Better Places' design manual should remain. They provide high levels of social

value and can broadly be delivered within the financial envelope of the programme. However, financial viability varies on a site by site basis with abnormal costs and sales values varying significantly across the city and each site will still require sign off of a detailed viability assessment with the possibility that some schemes may require a flexible approach.

39. The Housing Delivery Programme aims to deliver at least 40% affordable homes, including social rent council house tenures and shared ownership. Of the houses directly being built by the council at Lowfield, Burnholme, and Duncombe Barracks – approximately 40% of these will be affordable. This is supplemented by 65 new shared ownership homes through the second hand shared ownership programme and 6 new social rent homes through the rough sleeping accommodation programme. It is hoped that with grant funding support that it may be possible to deliver significantly more affordable housing at Ordnance Lane. The need for affordable housing in York remains high and the local plan will see thousands of new affordable homes delivered over the coming years.

Incorporating the ambitions of the Older Person's Accommodation Programme into the Housing Delivery Programme

40. The Older Person's Accommodation Programme has completed the projects which were within its scope. This includes providing new, age-appropriate accommodation at Lincoln Court and Marjorie Waite Court. In April this year, Haxby Hall care home was transferred to Yorkcare homes. They have invested in equipment and technology to support staff and residents and the redevelopment of the site will begin in 2022. The programme has also worked with providers in the private sector to influence the type of accommodation being built in the city to ensure it reflects our demographic profile. The programme has been hugely successful and has delivered a net increase of 179 care home beds and 379 extra care apartments, with many more with planning approval. Moving forwards, work which analyses supply and demand and develops strong partnership working with the private sector will sit in our new Housing Strategy and Performance team.
41. Due to the completion of projects within this programme, the staff resources have now been merged into the Housing Delivery team thus providing the skill set and capacity to meet a wide variety of housing need through future projects. The objective of ensuring that we provide the right sort of homes for the residents of the city, including more accessible and age-appropriate housing, will sit with the Housing

Delivery Programme. This approach has been followed within the development of plans for the site at Ordnance Lane and Hospital Fields Road which are presented below.

Plans for the redevelopment of the Ordnance Lane site

42. The final site within Phase 2 of the programme is at Ordnance Lane/Hospital Fields Road (referred to as Ordnance Lane hereafter). Public engagement, design and financial business case development has been undertaken and a planning application is ready to be submitted.
43. The existing site is currently a mix of largely unused and dilapidated former temporary homeless accommodation buildings along Ordnance Lane and a large area of hard standing and poor quality industrial sheds off Hospital Fields Road, partly occupied in the short term by a bus company for storage and repairs. The Property Services team are actively working with the bus company to find an alternative site which is in a more appropriate location for this type of use.
44. The surrounding area is a mix of residential (to the north and south) and a variety of business uses to the east and west, including retail, leisure, office and light industrial uses. The site sits in the Fishergate Ward and has good connections to the city centre via Fulford Road or along New Walk by the river Ouse. There are a number of local services and amenities within walking distance of the site.
45. Significant public engagement has taken place with local residents, businesses and other stakeholders over the last 2 years. Some key principles which were agreed as part of the engagement work were:
 - The 'Married Quarters' buildings should be retained if possible, as they are the most significant and attractive buildings, thereby respecting the history of the site;
 - The site is in a very sustainable location and therefore the focus should be on non-car forms of travel; there are opportunities to improve connectivity through the site between Fulford Road and the business uses and riverside open space areas to the west;
 - Housing and communal spaces should be suitable for different generations, including 'intergenerational' house types where a home is occupied by more than one generation as well as apartments which will be occupied by both over 55 year olds and younger people, creating a resident mix which can support community resilience and independence; and

- Commercial, community and work spaces should be incorporated into the project, reflecting the character and history of the site and to bring additional life and vitality to this area which sits between residential and business uses.

46. The objectives of the design manual, analysis of the site context, and the public engagement exercise has resulted in a proposed development including the mix of uses summarised below:

Type	Numbers
1 bedroom apartments	24
2 bedroom apartments	22
2 bedroom maisonettes	2
2 bedroom houses	8
3 bedroom houses	14
4 bedroom houses	10
5 bedroom intergenerational houses	5
Total residential	85
Retail/Commercial	2
Flexible Work Spaces	6
Communal Spaces	2
Total Non-Residential Spaces	10

47. The one bedroom homes are designed with first time buyers in mind and will benefit those who want to have a well-connected and relatively central location in the city, A wide range of family homes are available for new and growing families, benefiting from play streets, shared communal and private gardens, and areas for community growing. 13% of the homes will be fully wheelchair accessible. All homes have been designed to achieve zero carbon standards.
48. The site includes 2 green spaces, one orchard area in the heart of the development with natural play and a second for relaxation, eating and socialising. Much of the landscaping is proposed to be productive reflecting the sites history as an area used for food production prior to its military accommodation use and the desire from local residents and groups to have more spaces for edible growing. Both the edible plants and wider landscaping will encourage biodiversity and provide a focal point for intergenerational activity throughout the scheme.
49. Two retail / commercial spaces will be provided at the entrance to the site along Fulford Road, contributing to the existing vibrant small parade of businesses in this area. These spaces will frame the entrance to the site and provide an active and attractive interface onto Fulford Road,

inviting pedestrians into the wider development via a new pedestrianised street punctuated with attractive green open space.

50. Further spaces along the new street offer a wide and flexible range of potential uses including co-working, studios, making spaces and office space. This will fulfil an existing established demand for these smaller units as demonstrated in other buildings around Hospital Fields Road. It is also considered that the pandemic has accelerated a modal change to flexible working spaces located close to where people live. Residents of the new site will be given priority for all non-residential leases through a short term cascade mechanism, before leases are offered more widely. Through the planning use categorisation type E, residents will be able to lease the spaces for a wide range of uses that are complimentary to the residential context. This offers residents freedom to achieve a better work and home life balance, living sustainably whilst offering new amenities and a focal point for community activities.
51. A financial business case has been developed and with grant support, there are opportunities to deliver significantly more than 40% affordable housing on this site through an increase in the number of shared ownership homes. This responds to the significant demand we have seen for shared ownership on both Lowfield and the second hand shared ownership programme. Shared ownership provides the opportunity for families to be able to step onto the property ladder, who would not have otherwise been able to afford to do so. The planning application will be submitted with 40% affordable housing provision with the potential to amend this once the Homes England grant funding application decision is made.
52. This project will deliver many more affordable housing than planning policy requires, highlighting the significant additional value that comes from a housing delivery programme with social value at its core. We have been successful in attracting grant funding of £2.4m under the Brownfield Lane Release Fund to support the abnormal costs associated with this site. The business case for delivering more than 40% affordable housing assumes that additional grant funding will be secured from Homes England. Discussions with Homes England are on-going and subject to approval of this approach and the recommendations of this report, a formal application will be submitted.
53. Once both the planning application and Homes England Grant Funding applications have been determined, a detailed business case will be brought back to Executive for allocation of the capital budget to deliver this project.

54. The Brownfield Land Release Fund helps to support abnormal site costs to help bring brownfield sites forward for development. It is proposed within recommendation ii) that this £2.4m grant funding (allocation for Ordnance Lane) is accepted and we utilise up to £700k to undertake utility works and design work to prepare an enabling works contract. It is further recommended that we undertake the procurement work for a contractor and that a full business case for this project be brought back before Executive prior to the contract being signed. This provides Executive with the assurance that the project doesn't proceed until the detailed financial business case has been considered but maintains the momentum of the project and reduces the overall delivery timescale. The planned activities include demolition, external works, site preparation and external drainage. The terms of the grant funding specify that the land must be released for full construction by March 2024. The current programme shows this date should be achieved over a year earlier. It should be noted that if we use some or all of the grant for the design and enabling works and the site is not subsequently developed then the grant will no doubt need to be repaid to central government.
55. The predicted timescales for the development of this site alongside the other approved projects within Phase 1 and 2 of the programme are presented in the table below:

Phase	Site	Stage	Key Milestones
1	Lowfield	Construction	Housing development complete Autumn 2022
2	Burnholme	Construction Tender	Enter contract with construction partner - early 2022
			Start on site - summer 2022
			Development complete - spring 2024
	Duncombe Barracks	Construction Tender	Enter contract with construction partner - early 2022
			Start on site - summer 2022
			Development complete - autumn 2023
	Ordnance Lane	Planning Application Prepared	Planning Permission - spring 2022
			Executive consideration of financial business case – spring 2022
			Sign contract with enabling works contractor and commence works – spring 2022
			Enter contract with main construction partner – summer/autumn 2022 – if

			utilise same contractor as Burnholme and Duncombe Barracks
			Main construction works start on site – winter/spring 2023
			Development complete – autumn/winter 2024

Phase 3 of the Programme and potential community housing projects

Willow House

56. The design and project team met with 12 community and stakeholder groups in June, identifying opportunities and constraints, before arranging a 'Meet the Design Team' event on the Willow House green later in the summer, which over 100 people attended. An online survey was set up for those who were unable to attend on the day.
57. Key findings from the engagement so far are:
- There is significant local resident and stakeholder support for a council led redevelopment of the Willow House site;
 - The garage courts are considered a negative feature in the area and the redevelopment of these sites is supported;
 - Areas to the front and rear of the shops were identified as needing improvement, potentially including new development;
 - The green space next to Willow House was of real importance to the local community;
 - Residents felt that there is a general lack of amenity space for the local community; and
 - There was support for a strategic cycle link along Hope Street connecting into the new bridge at Castle Mills.
58. Since these events, the feedback has been collated and is being used to explore different options alongside associated business case development. A further report will be brought before Executive once this work is concluded to seek approval to bring the Willow House site into the Housing Delivery Programme.
59. In the meantime, York Archaeological Trust (YAT) will be using Willow House and the garden area for their 'Archaeology on Prescription' project. Social prescribers and GPs are able to directly refer people who may benefit from the project. The project will include a real trench and dig in the gardens to give participants hands on experience with archaeology. Their aims also include having a positive and meaningful

impact on the wellbeing of participants by providing new pathways to learn, take part in training, gain accredited qualifications, and find opportunities for employment with YAT or others, as well as to work in partnership with organisations across York to act as a bridge between arts, culture, heritage and health in the city.

York Central

60. Further to the November 2020 Executive decision, the team have worked with the landowner partners (Homes England and Network Rail) to develop a brief and Mikhail Riches, the Housing Delivery framework architects, have undertaken a feasibility study looking at the opportunity to deliver housing alongside other community uses in line with the Housing Delivery Programme standards on the Foundry Yard area of the York Central site.
61. The initial outcomes are very positive indicating that there is a genuine opportunity to develop the site with high environmental credentials as part of the Housing Delivery Programme. We are undertaking further design work on the area adjacent to the council's land holding for discussions with landowning partners and a further report will be brought before Executive.

Morrell House

62. In November 2020, Executive supported a recommendation to consider the redevelopment of this former care home site for self-build housing. In the last few months conversations have progressed with OpHouse, a community housing organisation who have an aspiration to purchase the site for its market value, and redevelop the existing building to create 1 and 2 bedroom affordable apartments to rent. The rents would be set at local housing allowance levels or one third of the resident's income, whichever is higher. The building would be retrofitted to high environmental standards and major renovations would be undertaken by the community housing group. The retention of the building saves the embodied carbon already within the fabric of the building and is considered the most environmentally focused way of repurposing this site.
63. The building will contain a number of shared communal areas including a community kitchen and a space available for use by the wider local community. The community housing group have held positive conversations with the planning team about their plans and are currently

developing their business case with a view to making an offer for the site in line with its open market valuation. This site sits within the general fund. Delegated authority is sought to dispose of this site on a long lease subject to receipt of an offer at market value, the completion of due diligence and on receipt of a deliverable business case. The long lease would contain control mechanisms over the use of the land and delivery timescale dates to provide assurances to the authority.

Former Tang Hall Library site

64. This site has been used for storage for a number of years with the previous library use having moved to the Burnholme hub. The site is modest in scale and is constrained by the proximity of the nearby health centre.
65. The Housing Delivery team have been working with a local community group formed by parents of profoundly disabled young adults who formerly attended Applefields School, which is close to this site. The families have come together with the aim of providing long term housing and support solutions for the young family members with complex needs.
66. This group are working in partnership with Broadacres Housing Association, to explore options for creating 6 self-contained homes with communal areas. This project would enable these vulnerable people to have long term accommodation alongside bespoke support funded through individual care packages.
67. The Housing Delivery team have been working alongside colleagues in Adult Social Care and Commissioning teams who are supportive of the proposal. This approach could reduce the overall costs to the social care budget by sharing care costs across the 6 individuals. The accommodation would be purpose built with the specification designed to meet the families' needs.
68. The group have been developing plans for this site for a number of months and hope to be in a position to be able to offer to purchase the site, at its open market valuation, in the coming months. It is expected that the land will be purchased by Cosy Home (CLG), they would then lease the site to the housing association to develop and manage the scheme as the landlord. The care provision would be bought in and provided by a separate registered care provider. The council has secured grant funding for the demolition of the library and site

preparation works for the purpose of community housing. This site sits within the general fund. Delegated authority is sought to dispose of this site on a long lease, once the demolition works are complete, subject to receipt of an offer at market value, the completion of due diligence and on receipt of a deliverable business case. The long lease would contain control mechanisms over the use of the land and delivery timescale dates to provide assurances to the authority.

Consultation & Scrutiny

69. Each project brought forward through the Housing Delivery Programme is subject to significant consultation internally and with a wide variety of external stakeholders and local residents. A programme level engagement strategy has been developed which is used to ensure best practice is followed in providing opportunities for interested parties to have their voices heard and responded to.
70. In recent months, Housing and Community Safety Scrutiny have undertaken work looking at the delivery of affordable housing across the city, including the Housing Delivery Programme, housing association partners and within the private sector. Scrutiny have developed five recommendations from this work which will be presented more formally over the coming months. Two recommendations are specifically related to the Housing Delivery Programme. The first of these is to consider how the programme can be financed and delivered in such a way as to further increase the amount of affordable housing, including opportunities for joint working with housing associations. The second relevant recommendation to this report is that consideration be given to how new open spaces delivered through this programme can be designed such that they are more likely to be managed by the council's in house team or by community involvement.
71. These recommendations are welcomed and it is considered that this report positively responds to these ambitions. As outlined, the programme has delivered over 100 affordable homes so far. The emerging business case for Ordnance Lane seeks to deliver more than 40% affordable housing. This is subject to the receipt of grant funding from Homes England. The team continue to work closely with housing association partners to identify opportunities for collaboration to support further affordable housing delivery. This was demonstrated by the disposal of a parcel of land at Sturdee Grove to JRHT to deliver 8 new affordable homes. At Lowfield, it has been agreed that the formal play equipment will be maintained by our internal Parks and Open Spaces team. Planted areas will be maintained by a York based organisation

who provide training and development opportunities for residents with learning difficulties. This is paid for through a modest service charge by the residents of Lowfield. Housing Benefit will fund this service charge for those residents who are in receipt of this.

Council Plan

72. The 2019-23 Council Plan focuses on eight key outcomes. The recommendations in this report are considered to meet these outcomes in the following ways:
- Good health and wellbeing – The Ordnance Lane project has been designed to promote neighbourliness and community. The homes will be healthy to live in, retaining a comfortable temperature all year round, providing clean filtered air, and provide a flexible home to meet a range of family needs. Each home will have access to private outdoor space as well as high quality public open space. All homes meet good space standards and will have good levels of natural light.
 - Well paid jobs and an inclusive economy – The programme is utilising grant and design expertise to deliver training on low carbon design and construction. The procurement strategy for employing building contractors will have requirements associated with employing local labour and sourcing materials from the area. Each site will provide homes for social rent, shared ownership and market sale with the tenures ‘pepper-potted’ throughout the site. The project at Ordnance Lane will also provide commercial and flexible work spaces to support business start-up and growth opportunities.
 - Getting around sustainably – Each home will have access to secure and enclosed cycle parking significantly in excess of planning standards. The developments will contribute towards the provision of car charging facilities in the area. Low numbers of car parking spaces are to be provided on site. The developments are designed to create new pedestrian and cycle friendly connections, encouraging sustainable transport choice.
 - A better start for children and young people – The developments include significant areas of car free environments and a range of play spaces. The open spaces are designed with children in mind who will continue to be part of the design process as the homes are constructed and beyond.

- A greener and cleaner city – The homes will not have any gas connections. All homes will be zero carbon. The homes will have solar PV as well as either a ground or air source heat pump. The developments will generate as much energy as required to heat and power the homes meaning they will be zero carbon in use. Embodied carbon has been considered in the design stage.
- Creating homes and world-class infrastructure – The Housing Delivery Programme will create over 600 exceptional new homes.
- Safe communities and culture for all – The developments have been designed to encourage the creation of resilient and sustainable communities. North Yorkshire Police have been actively involved in the pre-application engagement work and are very supportive of the proposals from a safer neighbourhoods' perspective. The designs reflect local character and each site has an allocated culture and arts budget of 1% of the construction value.
- An open and effective council – As described within this report the public engagement strategy utilised within this programme has been extensive and has fostered positive and inclusive conversations with a wide range of stakeholders.

Implications

Financial

73. A Full Business Case (FBC) for the project at Ordnance Lane is being developed. This will be presented to Executive as part of a further report once the planning application has been approved and the grant funding application outcome is known. It is projected that the project will sit within the provisional budget allocated for this site when the high level programme level budget was developed.
74. The report recommends a further release of £500k from the unallocated Housing Delivery budget project budget of £70,072k. This allocation reduced that value to £69,572k. The award of additional Brownfield Land Release Fund grant will address the viability gap for the project by funding the abnormal site costs associated with the project. The recommendations are to spend up to £700k of this grant undertaking utility works and developing the design for remedial works. These additional spends do however remain at risk as being abortive prior to final business case approval.

75. The HRA transferred all its commercial units to the general fund in 2017/18. The building of new non-dwelling units is the start of a HRA commercial portfolio. The use/development of any parts of the relevant sites for commercial/non-residential (rather than solely housing) will require express prior consent from the Secretary of State for Housing, Communities and Local Government. Proposals for the operation of this aspect of the scheme will need further consideration as part of the FBC.
76. **Human Resources (HR)** – None
77. **Equalities** – See One Planet Council assessment at Annex 7.

Legal

General

78. Legal advice has been taken throughout the Programme on property, procurement and contractual matters to identify risk, ensure compliance and to avoid challenge and mitigate risk as much as possible. This will continue as the projects proceed into the next phases. The Council has statutory powers to dispose of (including to grant lease(s) of) land owned by the Council on such terms as the Council considers appropriate (albeit that consent may be needed from the Secretary of State for Housing, Communities and Local Government for the disposal of any Housing Revenue Account/HRA land for a price less than open market value).
79. Regarding the proposal to develop some commercial/non-housing space on parts of the Duncombe Barracks and Ordnance Lane sites, pursuant to Section 12(1) the Council may “with the consent of the Secretary of State (for Housing, Communities and Local Government) provide and maintain in connection with housing accommodation provided by them—
- (a) buildings adapted for use as shops,
 - (b) recreation grounds, and
 - (c) other buildings or land which, in the opinion of the Secretary of State, will serve a beneficial purpose in connection with the requirements of the persons for whom the housing accommodation is provided. Accordingly prior written consent from the Secretary of State will be required before the Council can develop commercial/non-housing spaces on these proposed housing development sites.

Procurement

80. Any procurement activity will need to be carried out in accordance with the council’s Contract Procedure Rules and the Public Contracts Regulations 2015 (PCRs), as appropriate.

81. Consideration should be given in respect of imposing any conditions in relation to any disposal of the Tang Hall Library and Morrell House sites to ensure any such conditions do not amount to a specification for works which could then mean the transaction could be viewed as a contract for works and, therefore, would be subject to the Contract Procedure Rules and PCRs. If any leases of those sites are to impose contractual obligations on the respective tenants to construct a minimum number of units of 'community housing' on the relevant respective site within a specified time period then depending upon the value of the Works, this may amount to a Public Works Contract that needs to be formally procured in accordance with procurement laws and the Council's own Contract Procedure Rules. (In the absence of such a contractual obligation on the tenant they will not be under any obligation to the Council to actually construct housing on the demised property).
82. **Crime and Disorder** – The Police Architectural Liaison Officer has been involved in the design development of all Housing Delivery Programme projects.
83. **Information Technology (IT)** – None
84. **Property** – included in the report.

Risk Management

85. It is recognised that there are risks associated with housing development. Risks are identified below in respect of sales values and costs, construction contractor risks, and planning. These risks will be managed through regular monitoring of programme and project level risk registers.
86. Fall in sales values and an increase in development costs
The high level financial models for the projects include an estimation of the likely sale values. Market conditions will be continually monitored to ensure site proposals and financial models are well informed and the houses are attractive to future buyers and renters. A strong evidence base will be developed and continually reviewed. However, sale prices are dependent on the market conditions at the time of sale. Should the market fall, lower sales values will be achieved. This could impact on the HRA's financial capability to deliver all of the affordable homes proposed within this programme. There is also the potential that costs may rise. Whilst detailed due diligence will be undertaken on each site, there is always the risk of unknown costs once development commences. The programme reduces the overall development risk by proposing a mixed

tenure housing solution. If sales values drop considerably there is the potential to rent these privately until the market picks up though this would require the council to create a trading arm to undertake this.

87. Construction contractor risk - The proposed delivery approach includes procuring a building contractor to develop the houses and associated infrastructure and public open space. Whilst all appropriate checks will be undertaken as part of the procurement process to ensure that the potential development partners are financially sound and can deliver a high quality product, such an approach brings risk, both financial and reputational. Any development partner will be subject to external market conditions which could create financial difficulties during the development process. Contract controls and the employment of a clerk of works and site project manager will help to ensure that the council closely monitors quality over the course of the development. Zero carbon homes are not yet commonplace and as such there will need to be particularly close support and controls for the construction partner to ensure the standards are met.
88. Planning - Whilst each project is designed in collaboration with local residents and stakeholders including the planning department and related teams, there remains a risk that any of these sites may not obtain planning permission or not obtain permission for the scale of development envisaged. This would negatively impact the number of affordable homes delivered through the programme.
89. Abortive Costs – Spend prior to planning and business case approval remains potentially abortive. However the receipt of Brownfield Land Grant at Ordnance Lane should increase the value of the land meaning costs should be recovered even in the unlikely event of the scheme not being able to proceed.

Contact Details

Author

Michael Jones
Head of Housing Delivery
and Asset Management
01904 552 598

Chief Officer Responsible for the report

Tracey Carter
Director of Housing, Economy and
Regeneration
01904 553 419

Report **Date** 1 October
Approved 2021

Specialist Implications Officer(s)

Patrick Looker
Finance Manager

Cathryn Moore
Legal Manager (Projects)

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

For further information please contact the author of the report

Background Papers:

Executive reports

July 2018 – Housing Delivery Programme
January 2019 – Building More Homes for York
September 2019 – Housing Delivery Programme Update
October 2020 – Phase 2 of the Housing Delivery Programme
November 2020 - Update on the Asset Management Strategy 2017-2022

Annexes

Annex 1 – Images of progress at Lowfield Green

Annex 2 – Site Map of Ordnance Lane and sketches showing the planning designs for the site

Annex 3 – Site map of Willow House

Annex 4 – Site map of York Central

Annex 5 – Site map of Morrell House

Annex 6 – Site map of former Tang Hall Library

Annex 7 – One Planet Council assessment

Annex 1 - Progress at Lowfield Completed and occupied bungalows



New family houses at Lowfield with play park in the foreground



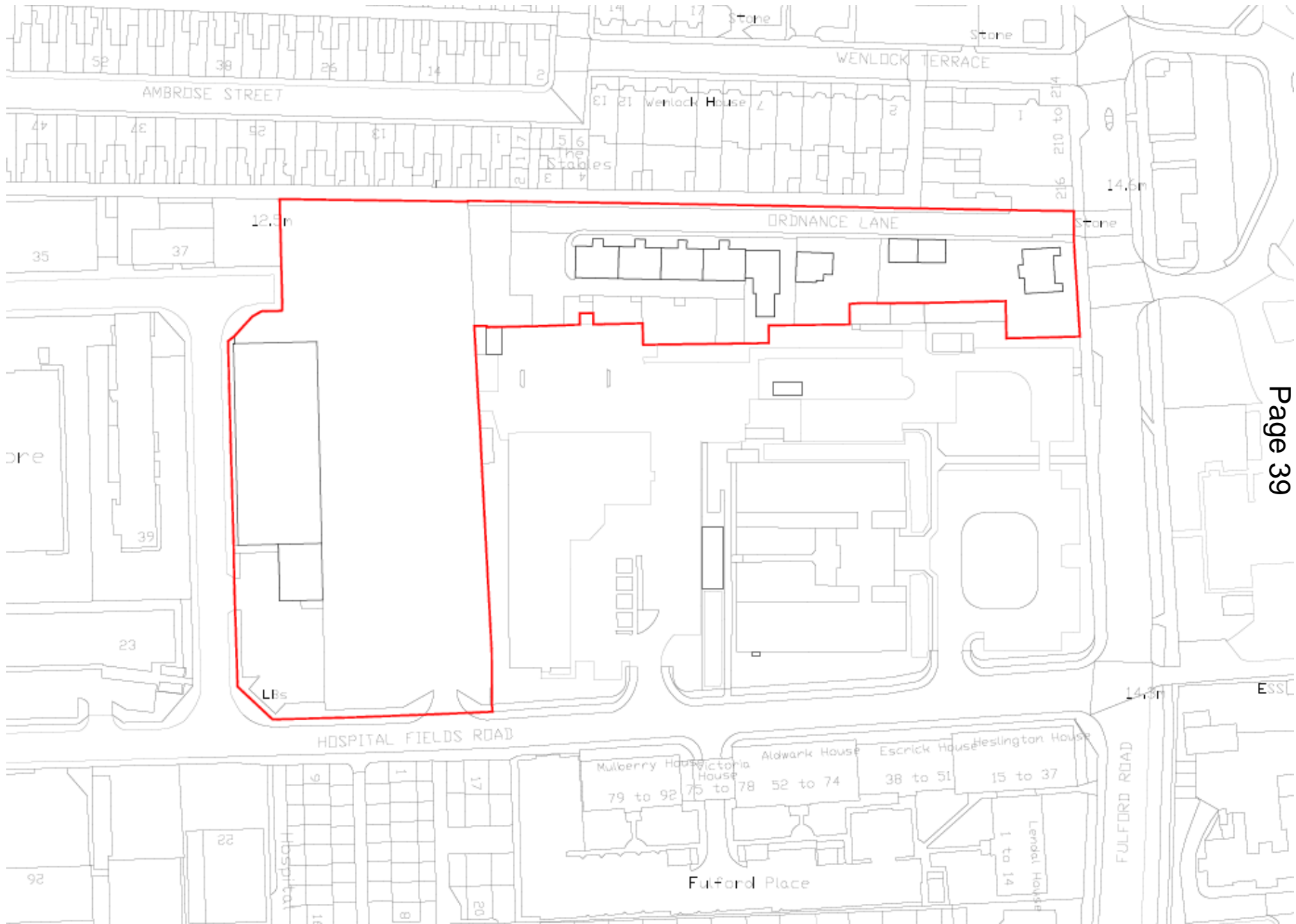
New apartments for the over 55 at Lowfield – family houses and bungalows to the right



New public open space at Lowfield – to open this Autumn



Annex 2 - Ordnance Lane and Hospital Fields Road site plan



Ordnance Lane Sketches of Planning Application proposals
Intergenerational and family housing



Shared 'Ginnel' Gardens



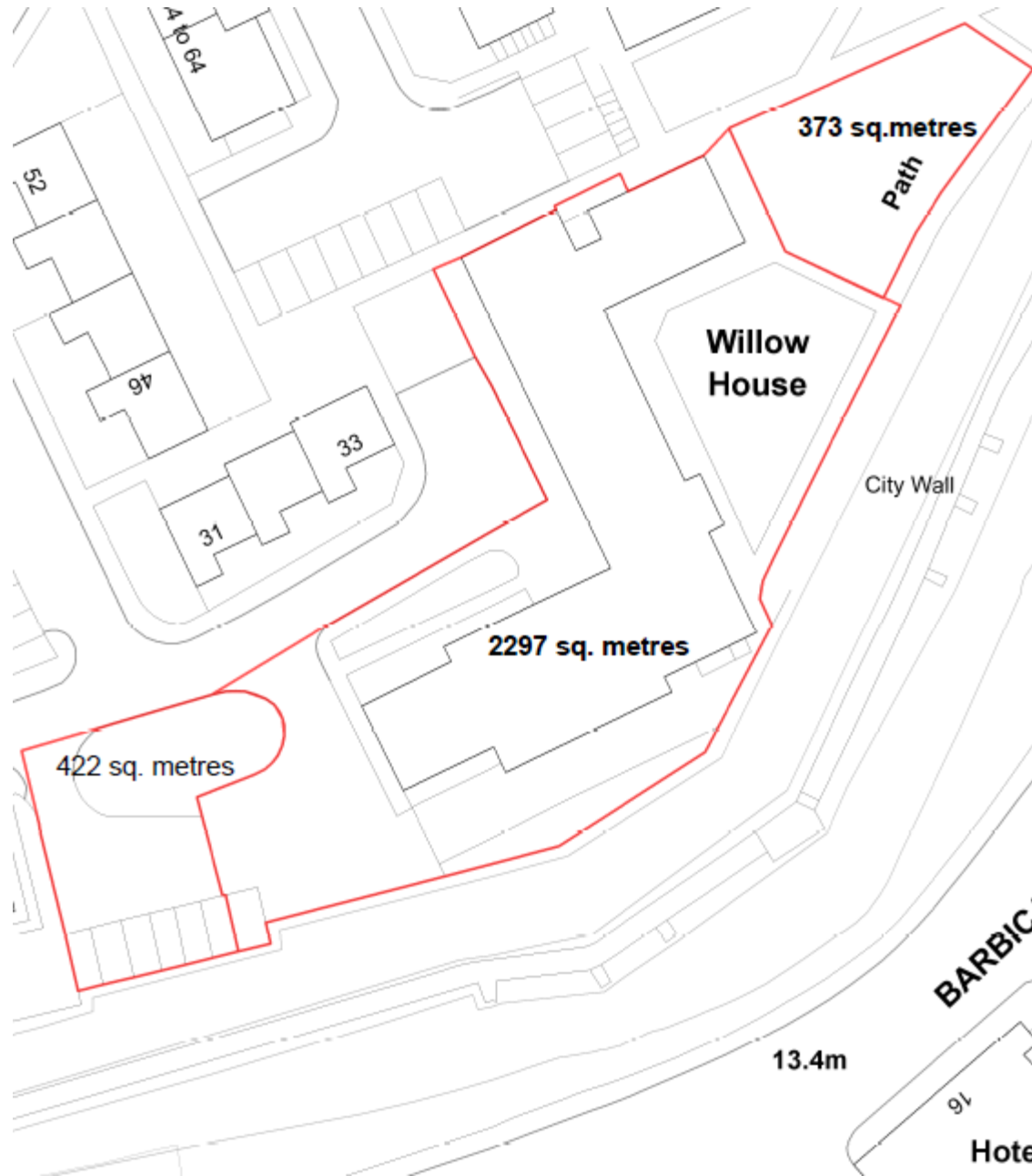
View from Fulford Road and down 'New Ordnance Lane'



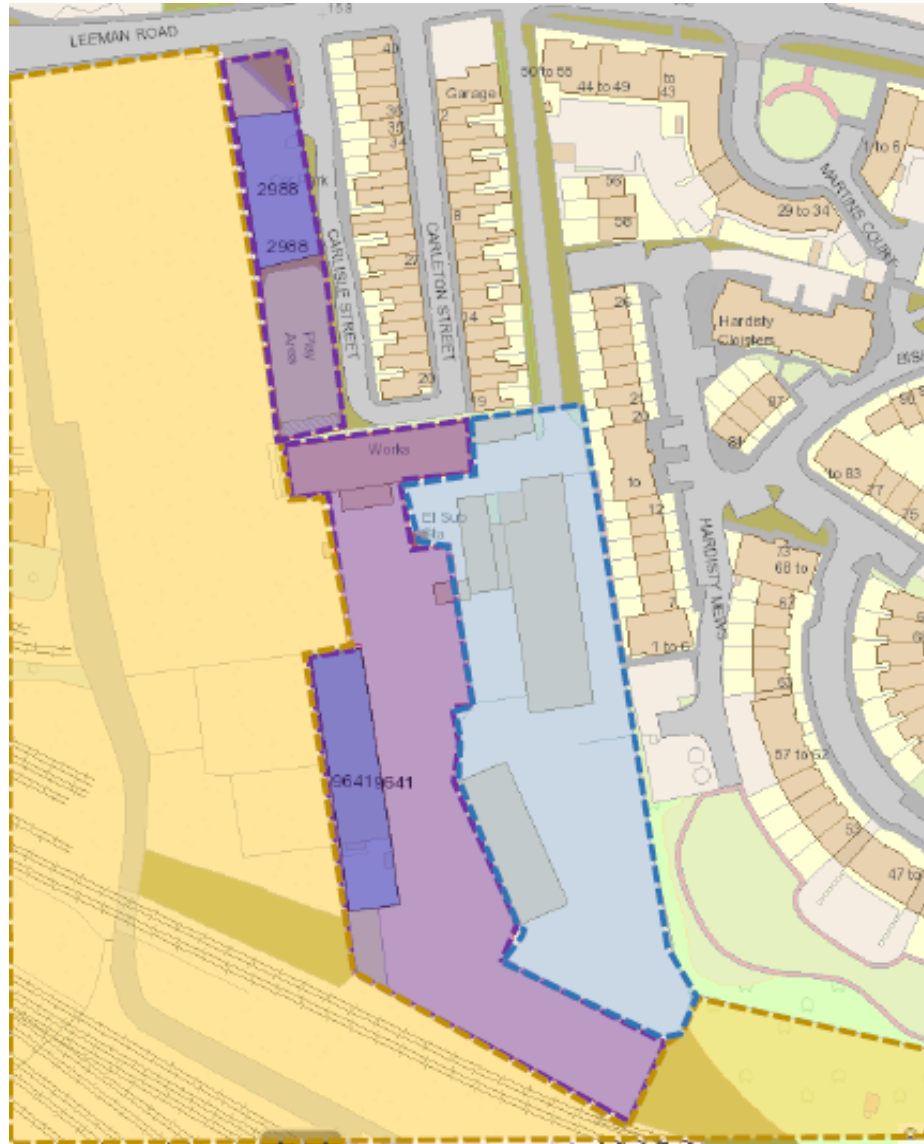
Retained and upgraded Married Quarters building behind new urban orchard and public space at the heart of the development



Annex 3 - Site plan of Willow House



Annex 4 - York Central site plan showing CYC land ownership



Network Rail

York Council

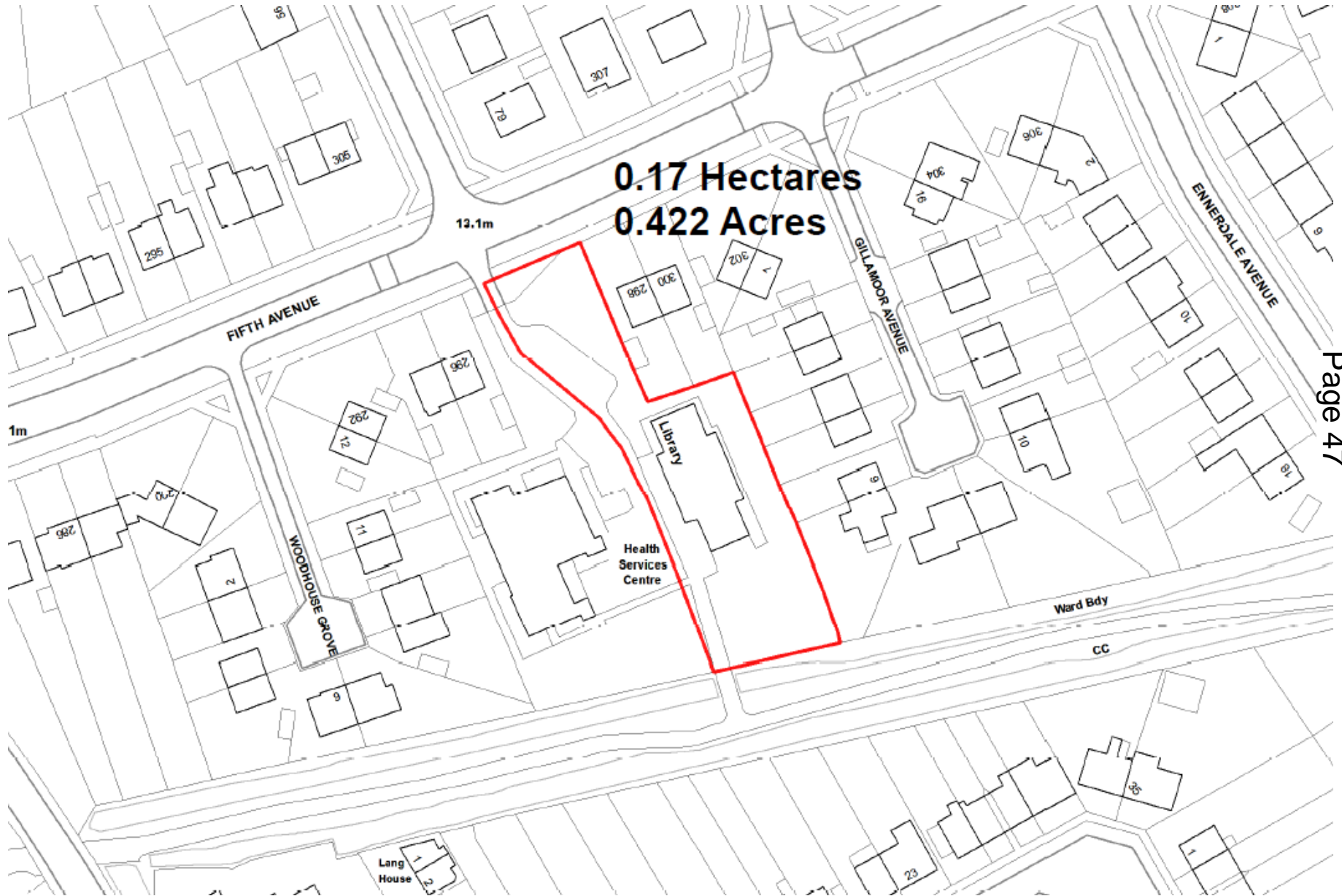
Homes England

Annex 5 - Site Plan of Morrell House



Playing Field

Annex 6 - Site Plan of former Tang Hall Library



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

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

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

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

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

Introduction

Service submitting the proposal:	Housing Delivery
Name of person completing the assessment:	Michael Jones
Job title:	Head of Housing Delivery and Asset Management
Directorate:	Place
Date Completed:	1st October 2021
Date Approved (form to be checked by head of service):	N/A

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? Update on the Housing Delivery Programme - milestones reached and next stages of the programme - including the submission of a planning application at Ordnance Lane.
1.2	What are the main aims of the proposal? To progress with the construction, rental and sale of much needed new homes in York set within healthy and sustainable neighbourhoods.
1.3	What are the key outcomes? The delivery of additional social rent, shared ownership, market sale, self build and community build housing in York.

Section 2: Evidence

2.1	What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) Significant housing need in the city identified as part of the local plan process and the housing waiting list.
2.2	What public / stakeholder consultation has been undertaken and what were the findings? The programme engagement process has identified significant support for the aspirations of the programme and the objectives set out in the Executive approved Design Manual. Public engagement has been fundamental to shaping the design proposals at Ordnance Lane where a planning application has been prepared.

	Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)
2.3	The programme takes a holistic approach to delivering housing with input from colleagues in adult social care, planning, public health, and transport to ensure the projects create joined up solutions which meet a number of council objectives.

Section 3: Impact on One Planet principles

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

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

Equity and Local Economy

Does your proposal?		Impact	What are the impacts and how do you know?
3.1	Impact positively on the business community in York?	Positive	Creation of construction jobs including apprenticeships and training, purchase of building materials locally, new residents to increase spend in local shops, creation of one new commercial space at Duncombe Barracks. The Programme includes the utilisation of LGA grant to provide a training session on sustainable design and construction. Ordnance Lane will be the first zero carbon PassivHaus and will upskill a number of our
3.2	Provide additional employment or training opportunities in the city?	Positive	Ordnance Lane will deliver new affordable homes. New high quality green spaces created within the development for all to use. New homes will be more accessible than a typical house with a number being fully wheelchair accessible.
3.3	Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Positive	

Health & Happiness

Does your proposal?		Impact	What are the impacts and how do you know?
3.4	Improve the physical health or emotional wellbeing of residents or staff?	Positive	Health and wellbeing is at the heart of the design through good space standards, good natural light, each home having access to a private outdoor space as well as communal, homes which can adapt and allow
3.5	Help reduce health inequalities?	Positive	See above - mixed tenure homes within health new neighbourhoods
3.6	Encourage residents to be more responsible for their own health?	Positive	The developments will foster relationships between residents, creating strong community links which will allow residents to support each other
3.7	Reduce crime or fear of crime?	Neutral	Designs have been developed alongside officer from NYP to ensure they meet Secure by Design principles which could reduce the likelihood and fear of crime within the new developments
3.8	Help to give children and young people a good start in life?	Positive	Developments encourage play. Houses have private gardens for children. When a little older they can play in the shared but private garden gardens, allowing children to mix and be active and creative. After that they can

Culture & Community

Does your proposal?		Impact	What are the impacts and how do you know?
3.9	Help bring communities together?	Positive	Communal spaces are integral into the design. Residents from surrounding areas are encouraged to use the spaces.
3.10	Improve access to services for residents, especially those most in need?	Positive	The housing site at Ordnance Lane will provide a new key route between Fulford Road and the services and facilities on offer within Hospital Fields Road.
3.11	Improve the cultural offerings of York?	Positive	The development budget includes 1% towards art/culture allowing the site to provide a cultural offering to the local area
3.12	Encourage residents to be more socially responsible?	Positive	Shared spaces are provided and residents will be encouraged to take a degree of ownership of these spaces and to influence how they are used and managed

Zero Carbon and Sustainable Water

Does your proposal?	Impact	What are the impacts and how do you know?
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3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Positive	Each new home will achieve certified PassivHaus standard with the developments being net zero carbon in use. This means that the developments will generate as much energy as needed to live in the homes
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Positive	Homes will have a waterbutt for capturing rainwater which can then be used for watering private and communal gardens and growing areas

Zero Waste

Does your proposal?		Impact	What are the impacts and how do you know?
3.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Neutral	There will be a requirement for our construction partners to minimise waste as part of their works. Recycling facilities will be provided for the homes once occupied

Sustainable Transport

Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Positive	Car parking levels are below 1 car per home. Cycle parking is above 4 spaces per home. Cycle parking includes access to an electric plug to better enable the use of electric bikes. Additional storage is to be provided for cargo bikes. Electric cargo bike hire
3.17	Help improve the quality of the air we breathe?	Positive	Developments will not be connected to fossil fuels and will therefore not emit pollutants. Many trees are to be planted on the site. Developments encourage walking and cycling over car use and will invest in electric car

Sustainable Materials

Does your proposal?		Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Positive	Developments are zero carbon in use. Embodied carbon will be measured and reduced where possible.

Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Positive	The Ordnance Lane proposals includes facilities for communal food growing including raised beds

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Positive	The project is landscape led in its design with an emphasis on creating biodiverse natural landscapes. Specific habitat features are included in the design to help support birds, bats and pollinators
3.21	Improve the quality of the built environment?	Positive	Developments are designed by Stirling Prize winning architects in collaboration with local residents as part of the public engagement work. The important Married Quarters building is being retained as part of the
3.22	Preserve the character and setting of the historic city of York?	Positive	The designs are generally two storey in height with no buildings more than three storey. The designs have been influenced by local design details and materials seen around the sites and in the city generally
3.23	Enable residents to enjoy public spaces?	Positive	Proposals provide significant areas of high quality new public open space for all local residents to enjoy

3.40	Additional space to comment on the impacts		

Section 4: Impact on Equalities and Human Rights

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

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

Equalities

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

		Impact	What are the impacts and how do you know?
4.1	Age	Positive	Design of houses enables people to live in their homes for longer. Intergenerational house types and apartment building will provide opportunities for people of different ages to meet and interact. Benches are provided to support people to interact
4.2	Disability	Positive	Houses are M4(2) accessibility as a minimum with many being M4(3) fully wheelchair accessible. Developments will be level access to enable all residents to access the different parts of the site.
4.3	Gender	Neutral	
4.4	Gender Reassignment	Neutral	
4.5	Marriage and civil partnership	Neutral	
4.6	Pregnancy and maternity	Neutral	
4.7	Race	Neutral	
4.8	Religion or belief	Neutral	
4.9	Sexual orientation	Neutral	
4.10	Carer	Positive	Homes will be accessible and adaptable to support people caring for family members within the setting of their family home.
4.11	Lowest income groups	Positive	Social rent homes are part of the proposed tenure mix.
4.12	Veterans, Armed forces community	Neutral	

Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?
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4.13	Right to education	Neutral	
4.14	Right not to be subjected to torture, degrading treatment or punishment	Neutral	
4.15	Right to a fair and public hearing	Neutral	
4.16	Right to respect for private and family life, home and correspondence	Neutral	
4.17	Freedom of expression	Neutral	
4.18	Right not to be subject to discrimination	Neutral	
4.19	Other Rights	Neutral	

4.20	Additional space to comment on the impacts		



Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The objectives of the Housing Delivery Programme were reviewed and confirmed by Executive in September 2019. The design of the new developments reflects these ambitions of creating net zero carbon in use housing including Passivhaus Certification.

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)
	Subject to approval of planning, detailed discussions will take place with a range of groups to ensure that our developments are fully accessible for all. A system of post occupancy testing will be introduced to ensure we can measure the outcomes and learn lessons for future projects.

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

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

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Executive**14 October 2021**

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

School Capital Works at Millthorpe School to Accommodate the Expected Demand for Pupils Places from within the Millthorpe Catchment Area by September 2022**Summary**

1. The report provides details about the capital work needed to create additional accommodation to fulfil an expected temporary 3-year demand for pupils living in Millthorpe's catchment area in Secondary Planning Area West (SPA West).

Recommendations

2. The Executive is asked to consider:

Approval of Option 3, that is funding of £1.9m from the Basic Needs Fund for capital works to create additional teaching and circulation space at Millthorpe School by grant agreement to South Bank Academy Trust and to delegate authority to the Assistant Director, Education and Skills in consultation with the Director of Governance (or her delegated officers) to take such steps as are necessary to enter into the resulting grant agreement.

Reason: to create the space needed to fulfil the expected demand for a temporary 3-year bulge of pupil places from within the catchment area of Millthorpe School by September 2022.

Background

3. As shown in the tables below, the demand for pupil places at Millthorpe School is expected to increase in September 2022.

4. September 2020 forecast number of additional places required by area:

	2022/23	2023/24	2024/25
Millthorpe Catchment	16	-	26
SPA West (Excluding Millthorpe Catchment)	32	33	10

5. January 2021 forecast number of additional places required by area:

	2022/23	2023/24	2024/25
Millthorpe Catchment	13	-	10
SPA West (Excluding Millthorpe Catchment)	26	18	-

6. Due to the unprecedented events of both the global pandemic and Brexit, changes have been seen in admissions allocation data and trends this year. The projected additional places required from both 2020 and 2021 forecasts have therefore been included as it is impossible to say if or when trends will revert back to what had previously been expected and subsequently how many places will be required 2 to 3 years from now.
7. The advice set out in the Department for Education guidance, 'Making Significant Changes to an Open Academy and Closure by Mutual Agreement' states, "We expect academy trusts to only propose to create additional places in academies that have an overall Ofsted rating of 'good' or 'outstanding.'"
8. Millthorpe School has a current Ofsted grading of 'good' and for the following reasons is expected to require additional places:
9. an increase in the number of children expected to be living in Millthorpe's catchment area;

	2022/23	2023/24	2024/25
Number of children forecast to be living in Millthorpe's catchment	335	313	355

10. increasing popularity from within catchment;

	2018/19	2019/20	2020/21	2021/22

Percentage of catchment children choosing Millthorpe as a 1st preference	51.7%	52.1%	56.2%	56.4%
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11. a decrease in the popularity of Manor from children living within Millthorpe's catchment.

% Children living in Millthorpe catchment and choosing Manor	
2021/22	7.05%
2020/21	7.90%
2019/20	8.11%
2018/19	12.98%

12. It is forecast that the growth in the expected demand for places within the area will produce a temporary 3-year bulge. Current data suggests this may need to be phase 1 of a potential 2-phase scheme to increase places at this school.

Consultation

13. The Local Authority has been working closely with Millthorpe School and the South Bank Trust to discuss the school's existing difficulties in accommodating pupil numbers in a main building originally constructed as a mansion house and its subsequently built annexes. Discussions have included how additional places can be provided to allow the safe circulation and movement of pupils and staff throughout all areas of the school.

Options

14. Option 1

15. Do nothing

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

17. Option 2

18. Creation of additional teaching accommodation only

19. Millthorpe School was originally built as a mansion house in 1856, and has had a number of extensions since the house became a school in 1920. An increase in pupil demand has put pressure on pupil movement around the site's buildings, and the school are already experiencing crush points in narrow and awkwardly-shaped corridors. Issues also exist around a lack of hard standing areas, inadequate toilet blocks and a lack of dining provision.
20. At present, the school has 1,048 pupils. Additional pupils will exacerbate the existing issues and will impact upon the safe circulation of pupils moving throughout the school.
21. No new classrooms are proposed to be built, instead an under-used toilet block on an upper floor will be removed and two existing ICT suites and a landing area will be utilised to create two classrooms. Rooms that flank the current dining room will be opened out to both the ground and upper floor to allow for additional seating and dual purpose flexible teaching and intervention areas. Re-organising existing areas will ensure Millthorpe is able to take the additional pupils for the temporary 3-year bulge starting September 2022.

22. Option 3

23. Creation of additional teaching and circulation space

This option creates the same teaching facilities as option 2, however it will also address the severe pressures on circulation spaces that impact upon safety and behaviour within school due to the number of pupils moving around the building.

24. Over-crowding due to increases in pupil numbers now means some corridors due to their narrow structure, steel posts divisions, or awkwardly shaped and have become crush-point areas and therefore a health and safety concern. Inadequate toilet block designs cannot be supervised for behavioural and safety issues; lunchtime periods either means pupils have to stand in very long queues or not to eat lunch.

Analysis

25. Option 1

26. Do Nothing

27. It is not possible to accommodate any more pupils at Millthorpe School without addressing issues of health and safety caused by the movement of large numbers of people around buildings where existing space is being compromised.

28. Option 2

29. Additional teaching accommodation only

30. As described above, additional teaching accommodation would fulfil the need for the temporary 3-year bulge curriculum requirement, but would not resolve the existing issue of circulation space, which would be compounded by additional pupils.

31. Any increase in pupils numbers has a direct impact upon learning, such as more pupils leaving lessons to go to the toilet; a deterioration in the attitudes toward learning; crowding in toilet areas; current toilet set ups do not allow for visibility and supervision; a greater risk of damage, self-harming and bullying.

32. Option 3

33. Provide additional teaching and circulation space

34. In order to ensure the safe movement of pupils and staff during lunchtime periods, it is proposed to extend the dining room area to open out adjacent teaching areas for flexible intervention, teaching and dining use; adapt the servery area to enable a better queueing system and pupils' movements through to paying points; install an additional servery in the upstairs seating area and create a seating area outside the dining room. This will enable pupils to congregate safely, allow the queue for the servery to keep moving and will create essential additional seating that will allow staff to better supervise pupils.

35. Many pupils, such as those with anxiety and vulnerable pupils eligible for free school meals are opting not to eat lunch due to the time taken to queue and buy food which leaves very little time to eat and digest their purchases. Additional pupils will compound this

issue, increasing stress and leading to lower concentration levels in lessons during the afternoon.

36. Current analysis from the Royal College of Paediatric and Child Health has determined that one in three children are overweight or obese by the time they start secondary school. This increase is leading to more cases of type 2 diabetes, asthma and high blood pressure in children. For pupils to have easy, unobstructed access to good quality, nutritionally balanced meals and where they are given enough time to eat at school is one way of tackling failures in the social or home environment.
37. It is proposed to also make adaptations to other areas affected, such as creating 2 classrooms out of an existing ICT suite and a landing by removing an under-used toilet block on an upper floor. As above, creating better movement of pupils in corridor areas by adapting spaces that impact upon safety and behaviour due to the number of people moving around at class change-over periods, crush-points and toilet areas will resolve existing issues caused by over-crowding.
38. A high level BB103 calculation has taken place to determine the space usage of the school based on the current layout. The result of the calculation shows that non nett areas which include corridors, cloakrooms, changing rooms, kitchen areas and toilet provision within Millthorpe fall approximately 2,738m² below the DfE's recommended BB103 guidelines.
39. Resolving the dining and circulation issues by September 2022 will offset the existing situation that will be exacerbated due to the expected temporary 3-year demand for pupil places and will also negate the need to make changes to these areas in the future to accommodate for a potential phase 2.
40. Pressures currently being experienced throughout the construction industry means it is far better to resolve these circulation issues now rather than delaying as it will risk further increases in prices for critical materials, such as steel.

41. Implications

Financial

42. A budget of £700,000 would be required for the work as described in option 2. However, the recommended option is option 3 for which a budget of £1,900,000 would be required. This will be funded by a further allocation from the remaining uncommitted Basic Need grant. There is approximately £6,500,000 remaining which has not been allocated, so option 3 would reduce the remaining unallocated Basic Need grant to £4,600,000.

Risk Management

43. Millthorpe School is best placed to meet the requirement for additional pupils. Failure to secure these places could result in the Local Authority not meeting its statutory duty to secure sufficient secondary school places for the children in York.
44. The classroom creation and circulation work will be carried out during the summer holidays 2022. Work may need to be carried out whilst pupils are on site as well as during the summer holiday in order to ensure it is completed on time. An early decision on funding is therefore needed to ensure the timescales can be met.
45. Due to a lack of supply and an increase in demand, the cost of some materials has risen. Once the supply of materials recovers, the increased costs for materials are unlikely to reduce.
46. As a result of the market conditions and the increasing pressures on building and construction, a substantial contingency has been included within the budget estimate for this scheme.

Council Plan

Well paid jobs and an inclusive economy

47. The spaces being created at Millthorpe School will provide additional pupils with a place at a good and increasingly popular school.

A greener and cleaner city

48. The adaptations at Millthorpe School will be created using the existing footprint.

Getting around sustainably

49. A travel plan will be devised to scrutinise the movement of people and vehicles and to develop ideas to resolve this. This will be provided alongside the planning application.

A better start for children and young people

50. The spaces being created at Millthorpe School will provide the pupil places needed to fulfil the expected, forecasted demand.

Legal

51. Section 13 of the Education Act 1996 imposes a duty on the council as local education authority to “contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient primary, secondary and further education are available to meet the needs of the population in their area.” Section 14 of the Act expands on this duty by requiring the council to secure sufficient schools in “number, character and equipment” to provide all pupils with appropriate education.
52. The school site is currently leased to South Bank Academy Trust for 125 years from 31 March 2016. Officers will work closely with Legal Services to identify whether there are any implications for the lease associated with the building works and ensure any risks arising from such implications are mitigated as much as possible.
53. Any proposed works will need to be commissioned via a compliant procurement route under the Council’s Contract Procedure Rules and the Public Contract Regulations 2015. The value of the works outlined above falls significantly below the relevant threshold for the procurement of works under the Regulations (i.e. £4,733,252), therefore a full procurement exercise under the Regulations will not be required in this instance. However, a competitive process for quotations will still need to be advertised and run under the Contract Procedure Rules.
54. It is understood the funding for the construction will be provided to South Bank Academy Trust through a grant agreement, with the works to be procured and managed by the Trust. The grant

agreement will contain obligations governing the use of the funding to ensure all relevant legal requirements and compliance is achieved, along with claw back provisions for breach of those obligations.

Other

55. None.

Good health and wellbeing

56. A travel plan will be developed where students, staff and visitors will be encouraged to use public transport, local cycle routes and walk to the site wherever possible.

Human Resources (HR)

57. There are no HR implications.

Equalities

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

Crime and Disorder

59. There are no crime and disorder implications.

Information Technology (IT)

60. There are no IT implications.

Property

61. Millthorpe School is leased to the South Bank Academy Trust for 125 years.

Contact Details

Author:

**Maxine Squire
Assistant Director
Education and Skills**

Claire McCormick
Planning and Policy Officer
Education Support
Services
01904 554334

**Chief Officer Responsible for the
report:**

**Amanda Hatton
Director of People**

**Report
Approved**



Date 29/9/21

Specialist Implications Officers

Financial
Mike Barugh
Principal Accountant
01904 554573.

Legal
Cathryn Moore
Legal Manager
01904 552487

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Annexes:

Annex 1 – Equalities Impact Assessment

City of York Council Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	People Directorate		
Service Area:	Education Support Services		
Name of the proposal :	Manor CE Academy - <i>School Capital Works at Manor CE Academy to Accommodate the Expected Demand for Pupil Places in the West of York by September 2022</i>		
Lead officer:	Claire McCormick		
Date assessment completed:	21-09-21		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Claire McCormick	Planning & Policy Officer	CYC	Project Executive for CYC for the development of the project working in tandem

			with Manor CE Academy and HOPE Sentamu Trust
Simon Barber	Head teacher	Manor CE Academy	Head teacher at Manor Ce Academy for the development of the project working in tandem with CYC.

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	1. The report provides details about the capital work needed to create additional accommodation to fulfil an expected temporary 3-year demand for pupil places in the west of York's Secondary Planning Area (SPA).

1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	N/A

1.3	Who are the stakeholders and what are their interests?

	<p>The stakeholders are: CYC to fulfil the forecasted demand for additional places within the area. Manor CE Academy who are unable to accommodate additional pupils without adaptations. HOPE Sentamu Trust of which Manor CE Academy is a part.</p>
1.4	<p>What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p>
	<p>As above, the outcomes are for the pupils attending the school and the staff that teach and supervise those pupils.</p> <p>Links to the Council Plan: Well paid jobs and an inclusive economy Additional pupils would receive a place at an outstanding school.</p> <p>A greener and cleaner city The adaptations at Manor CE Academy will be created using the existing footprint.</p> <p>Getting around sustainably</p>

	<p>A travel plan will be devised to scrutinise the movement of people and vehicles and to develop ideas to resolve this. This will be provided alongside the planning application.</p> <p>A better start for children and young people The spaces being created at Manor CE Academy will provide the pupil places needed to fulfil the expected, forecasted demand within the SPA West area (excluding Millthorpe catchment).</p>

Step 2 – Gathering the information and feedback

2.1	<p>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.</p>	
	<p>Source of data/supporting evidence</p>	<p>Reason for using</p>
Feedback from stakeholders – school and trust.		Helps to demonstrate the full and wider impact of the proposed works.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
	Gaps in data or knowledge	Action to deal with this
	N/A	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts More pupils means increased diversity. Increased diversity means adapting spaces to meet requirements.	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age			
Disability	CYC is asking Manor CE Academy to take more pupils from its catchment due to the increased popularity of the school and the forecasted requests for places. The UK/York is seeing a significant increase in pupils with SEMH. Adding more pupils into a school building creates		

	<p>increased levels of anxiety for some pupils due to pupils the dining being impacted by long queues, over-crowding and noise. There is currently no space to support pupils with varying levels of SEMH. However, the pastoral team, student support and welfare staff will have their base in the newly created space and will therefore become much more accessible for pupils.</p> <p>Mobility/physical disability: Manor CE Academy is host to a number of Applefields pupils. Applefields pupils have been unable to integrate into some areas of school, however the changes proposed will allow pupils to use the created space for teaching.</p> <p>The opened out and newly created space will also impact upon some staff with disabilities, making it safer for them to move around this over-crowded central area.</p> <p>All spaces in school have been adapted for teaching and intervention. There is a lack of multi-functional space which the new area will provide.</p> <p>Sensory disabilities: An increase of pupils to the school may include pupil/s with sensory disabilities where currently crowded corridors, noise levels, long dining queues, not enough areas to sit and time to eat erodes choices and independence.</p>		
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	Resolving some of the issues of over-crowding before additional pupils arrive from September 2022 through this project will reduce risks, triggers of stress and anxiety and increase independence.		
Gender			
Gender Reassignment			
Marriage and civil partnership			
Pregnancy and maternity			
Race			
Religion and belief	Pastoral care is extremely important at Manor CE Academy. The created space will allow pastoral staff to be visible and accessible to those requiring support as pupils numbers increase.		
Sexual orientation			
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer			
Low income groups	The dining operation will be adapted to allow pupils to purchase lunch from either the ground floor or the first floor. Adapting the dining operation and seating set up will allow		

	shorter queuing times and so promote affordable, healthy eating for pupils from lower income families who may increase as a result of additional pupils accessing the school.		
Veterans, Armed Forces Community			
Other			
Impact on human rights:			
List any human rights impacted.			

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a **POSITIVE** impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a **NEGATIVE** impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a **NEUTRAL** effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
As step 4.	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
<ul style="list-style-type: none"> - No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review. 	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
No major change to the proposal.	The project will enhance equality, choice and independence.

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
Additional pupils causing overcrowding.	Make adaptations to resolve issues of overcrowding.	Claire McCormick/HOPE Sentamu Trust.	To be complete by September 2022.

Step 8 - Monitor, review and improve

8.1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Over-crowding causes anxiety, and additional pupils in school from September 2022 will enhance this issue for everyone. Long lunchtime queues mean some pupils often decide to skip lunch leading to tiredness and poor performance in the afternoons. All pupils, but in particular those with anxiety/SEMH/disabilities and those receiving free school meals will benefit from being able to spend a longer amount of time eating and digesting food, leading to more nutritious choices and ultimately better levels of concentration in lessons during afternoons.

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Executive**14 October 2021**

Report of the Director of Transport, Environment and Planning
Portfolio of the Executive Member for Transport

**Highways Infrastructure Asset Management Plan
(HIAMP)****Summary**

1. This report requests approval to introduce a strategic approach for the asset management of York's highway network. The introduction of a highways management framework that includes a Highways Asset Management Plan (HIAMP) is required to optimise the allocation of resources for the management, operation, preservation and enhancement of the highway infrastructure to meet the needs of current and future users of the transport network. Asset management is about how we monitor, inspect, test maintain and measure performance of our highway assets – i.e., bridges, roads, drainage, street lighting - to deliver a service to our customers.
2. In line with national good industry practice York has developed a HIAMP which provides an integrated framework for the delivery of highways maintenance services across the City's road and footway network. This report provides the rationale for the HIAMP, an updated highways Safety Inspection Manual, the introduction of a new Asset Management System, and area management through neighbourhood working.

Recommendations

3. The Corporate Director of Place is requested to
 - a) approve the introduction of a highways management framework, including implementation of the following:
 - Highways infrastructure Asset Management Plan;
 - Highways Safety Inspection Manual;

Reason: To ensure delivery of all highway maintenance services in an efficient and cost effective manner.

Background

4. Introduction and delivery of highways management framework is the most efficient and effective approach to management of highway infrastructure assets. Benefits will be achieved through longer term planning and ensuring that standards are defined and achievable for available budgets. The approach adopted within the HIAMP supports making a clear case for funding on strategic basis, with a focus on improving communication with stakeholders, facilitating a greater understanding of the contribution highway infrastructure assets make to economic growth and the needs of local communities.

Highways Asset Management Plan (HIAMP)

5. The Council has developed a HIAMP for York that closely follows UK good industry practice as promoted by UK Road Liaison Group (UKRLG) within published guidance.
6. The guidance published by the UK Road Liaison Group (UKRLG) is endorsed by Department for Transport to the extent that following the guidance is considered essential for successful completion of the self-assessment questionnaire embedded within the 'DfT Local highways maintenance incentive fund'.
7. As part of the highways asset management framework the HIAMP follows the Council's core approach of introducing policy, strategy & plans, and is aligned with York's local policies and the national strategies that will shape the future direction of the City and the management of York's highway network.
8. The approach to asset management described within in the HIAMP will support the service in gaining a clearer understanding the impact investment strategies are having on the network. The HIAMP will become a live and working document, encouraging the asset management approach to be embedded as normal practice.
9. A copy of the HIAMP document has been included in (Annex A).
10. The direct financial implications of implementing a new HIAMP are detailed in section 36 below.

Inspection Manual

11. Highway safety inspections support the Councils 'duty to maintain highways maintainable highway at public expense', as prescribed by Section 41 of the Highways Act 1980.

12. The Council has updated its approach to highway safety inspection by developing a new Highways Safety Inspection Manual (HSIM). The Council has developed a HSIM for York that closely follows UK good industry practice as promoted by UK Road Liaison Group (UKRLG) within published guidance.
13. The highway safety inspection process detailed within the manual is designed to identify all defects likely to create danger or serious inconvenience to users of the network or the wider community. Applied in a structured manner as part of an ongoing regime, the highway safety inspections manual also provides the Council with a defence against action pertaining to alleged failure to maintain on grounds that the authority has taken such care as in all the circumstances was reasonably required to secure that the part of the highway in question was not dangerous for traffic, as prescribed by Section 58 of the Highways Act 1980.
14. A copy of the Highways Safety Inspection Manual has been included in (Annex B).
15. The direct financial implications of implementing a new Highways Safety Inspection Manual are detailed in section 36 below.

DfT Funding Allocations

16. There are a number of annual DfT funding streams available to the Council including potholes, challenge funds and the 'local highways maintenance incentive fund'.
17. The 'local highways maintenance incentive fund' funding element is awarded by DfT annually based on the submission of a self-assessed questionnaire signed by the Council's Section 151 Officer. The Council receives its maximum funding allocation by attaining a score at the highest level (i.e., level 3) for a minimum of 18 of the 22 questions, scoring below 18 reduces the funding received by 70% (in 2021/22 70% would have equated to £240k).
18. When awarding the incentive funds DfT do not necessarily want to see the supporting evidence from every local highway authority, but it does reserve the right to undertake sample audits. It is the responsibility of the Section 151 Officer to ensure that our authority is satisfied, and the evidence is sufficient for the overall submission and total score consideration.

Consultation

19. Development of the CYC HIAMP has included presentations to Council Members at briefing sessions. The HIAMP has been the subject of to an

independent peer review carried out by the Local Council Roads Innovation Group (LCRIG).

20. Consultation will continue throughout the life of the HIAMP.

21. Consultation with customers will be managed by publication on the Councils website of the HIAMP and other relevant supporting documents (including maintenance programmes).

Corporate Priorities

22. Through the proposed measures the Directorate of Place supports delivery of the Council Plan around, most notably, the outcomes around world class infrastructure, getting around sustainably and the essence of this report is about being an open and effective council.

Financial Implications

23. There are not any financial implications associated with adoption of the recommendations made in this report. The highway maintenance service will be provided in accordance with the prescribed budgets.

Human Resources (HR) and other implications

24. There are not any HR implications associated with adoption of the recommendations made in this report.

Equalities

25. There are not any adverse equality implications associated with adoption of the recommendations made in this report.

Legal

26. Section 41 of the Highway Act 1980 imposes a duty on the Highway Authority to maintain highways and highway structures which are maintainable at the public expense. The duty requires the highway authority to maintain the highway in a fit state to accommodate the ordinary traffic which passes or maybe expected to pass along it. The duty is owed to all users, whether using vehicles or on foot, of the highway and whether pedestrians or vehicle users. Section 130 of the Highways Act 1980 imposes a further duty on the highway authority to assert and protect the rights of the public to the use and enjoyment of the highway.

27. In preparing and determining the proposals set out in this report the Council has had regard to the requirements of guidance published by UKRLG, the Council's local policies and national strategies, an independent peer review carried out by LCRIG and ongoing consultations with customers.

28. It is considered that the proposals set out in this report are proportionate and set appropriate levels of maintenance having regard to the wider needs of the area.
29. The procurement of the replacement Asset Management System will need to be undertaken in accordance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015 (as applicable).
30. Any terms and conditions governing the use of the funding described in paragraphs 16 to 18 will be reviewed by Legal Services.

Crime and Disorder

31. There are not any crime and disorder implications associated with adoption of the recommendations made in this report.

Information Technology (IT)

32. There are not any Information Technology implications associated with adoption of the recommendations made in this report.

Property

33. There are not any property related implications associated with adoption of the recommendations made in this report.

Other

34. There are not any other implications associated with adoption of the recommendations made in this report.

Risk Management

35. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are:
 - Strategic Risks, arising from the Council being unable to meet its statutory duties;
 - Physical Risks, arising from the inability to deliver an efficient service by not having an Highways Infrastructure Asset Management Plan;
 - Financial Risks, a **70%** (approx., £240k annually) reduction in funding if the Council does not receive its full allocation from the DfT 'local highways maintenance incentive fund';
 - People Risks, staff reductions would be required if Council lost its DfT local highways maintenance incentive funding allocation.

36. Measured in terms of impact and likelihood the risk score for all of the above has been assessed at less than 16. This means that at this point the risks need only to be monitored, as they do not provide a real threat to the achievement of the objectives of this report.

Contact Details

Author:	Chief Officer Responsible for the report:		
Bill Manby Head of Highways & Fleet Economy & Place Tel: (01904 553233)	James Gilchrist Director of Transport, Environment and Planning		
	Report Approved	√	Date
Wards Affected: All Wards	All	✓	
For further information please contact the author of the report			

Annex A - Highways Asset Management Plan (HIAMP)

Annex B - Highways Safety Inspection Manual (HISIM)



HIGHWAY INFRASTRUCTURE ASSET MANAGEMENT PLAN

Prepared by:
Job Title:
Date:

Bill Manby
Head of Highways and Fleet
August 2021

VERSION CONTROL

Version	Date	Details	Prepared by:	Reviewed by:	Approved by:
1	01/2020	Draft	S.M		
2	05/2020	2 nd draft	S.M		
3	02/2021	3 rd draft	S.M		
4	08/2021	Minor comment	S.M		
5	08/2021	Minor comment	S.M		
6	08/2021	Minor revision	S.M		
7	08/2021	Minor revision	S.M		

EXECUTIVE SUMMARY

Asset management has been widely accepted by central and local government as a means to deliver a more efficient and effective approach to management of highway infrastructure assets through longer term planning, ensuring that standards are defined and achievable for available budgets. It also supports making the case for funding and better communication with stakeholders, facilitating a greater understanding of the contribution highway infrastructure assets make to economic growth and the needs of local communities.

This plan should be read in conjunction with, or at least

with reference to, several other important publications such as:

- Current legislation;
- York's Highways Policy and Strategy Documents;
- National code of practice published by the UK Road Liaison Group.

This Highways Infrastructure Asset Management Plan (HIAMP) provides an integrated framework for the delivery of highway maintenance services and asset management across the City's road network and should allow the Council to optimise resource for the management of the highway infrastructure.

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1 INTRODUCTION

1.1.1 Background Information and Document Structure

This Highways Infrastructure Asset Management Plan (HIAMP) has been developed by the City of York Council, it replaces all previous versions of the Councils Highways Asset Management Plans. The Council is committed to the promotion of the latest standards and best practice through the latest industry guidance.

The HIAMP promotes the latest best practice guidance published by the UK Road Liaison Group (UKRLG). The guidance given by UKRLG in the '[Highways Infrastructure Asset Management Guidance Document](#)' presents fourteen (14) recommendations as the minimum requirement for highways asset management. The Council has used these recommendations made to form the content of this HIAMP. The subjects covered by the recommendations and therefore included within this document include:

- Asset Management Framework (R1)
- Communication (R2)
- Asset Management Policy and Strategy (R3)
- Performance Management Framework (R4)
- Asset Data Management (R5)
- Lifecycle Plans (R6)
- Works Programming (R7)
- Leadership and Commitment (R8)
- Making the case for asset management (R9)
- Competencies and Training (R10)
- Risk Management (R11)
- Asset Management Systems (R12)
- Performance Monitoring (R13)
- Benchmarking (R14)

The Council has taken each UKRLG recommendation and prepared a section within the HIAMP dedicated to the subject and associated guidance given.

1.2 **Continuous improvement**

The HIAMP is a live document and will be subject to continuous improvement and ongoing development supplied by input from Council Officers and input derived from stakeholder feedback received by Council Officers. With this in mind the Council has formed an asset management team led by the Councils Highway Asset Manager. The asset management team meet on a regular basis to discuss the living HIAMP Action Plan, the main agenda items being:

- HIAMP improvement suggestions;
- Individual action progression;
- Action identification and prioritisation;
- Risk mitigation and issue reduction;
- Asset Management Framework Performance.



The meeting notes & revised Action plan generated from all HIAMP Action Plan meetings will be recorded and distributed to the highways team by the Council.

2 ASSET MANAGEMENT FRAMEWORK (UKRLG R1)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 1

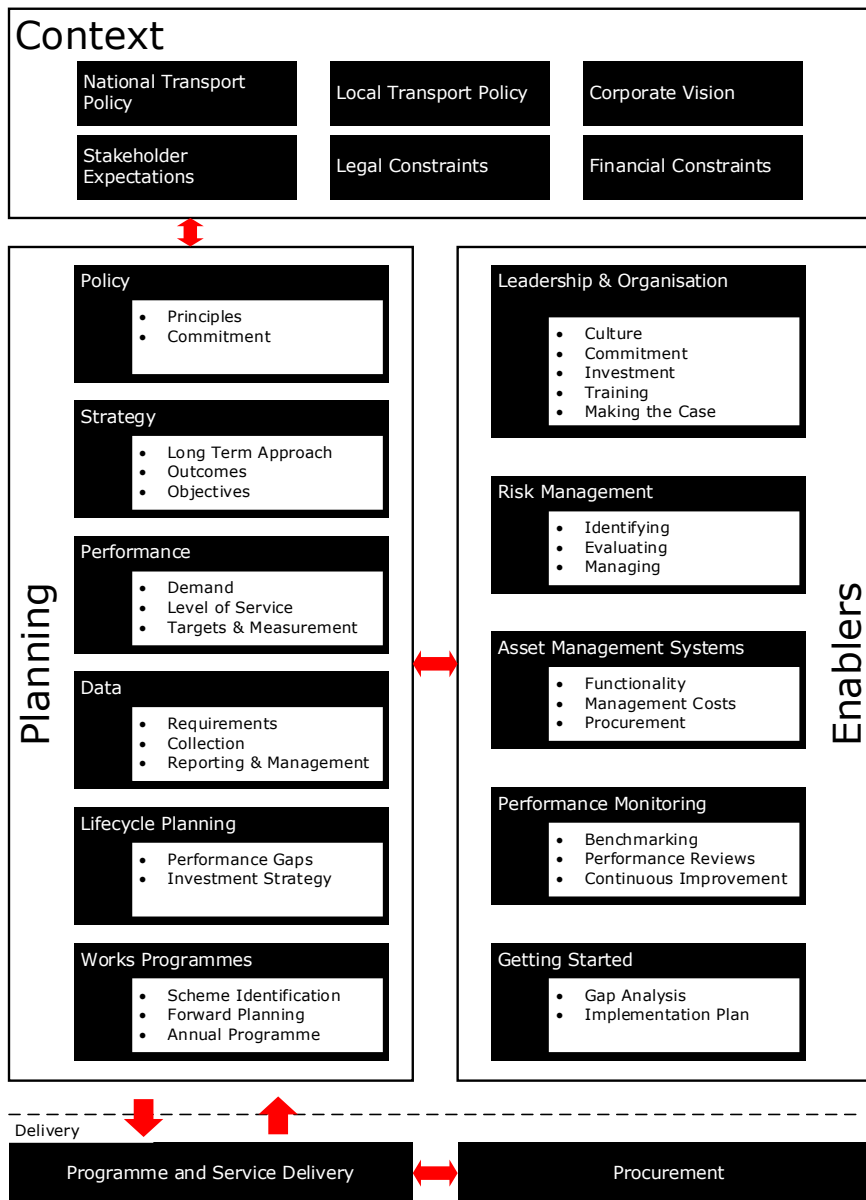
An Asset Management Framework should be developed and endorsed by senior decision makers. All activities outlined in the Framework should be documented.

2.1 Our Approach

2.1.1 Context

The table below shows the communication links required between the policy makers, planners, enablers and deliverers of the highway asset management function within the Council.

Figure 1 – Asset Management Framework



2.2 Relevant Documentation

Figure 2 – Relevant Documents

York - Leadership & Organisation

- Deliver York Central Enterprise Zone
- Deliver High Speed Hub
- Deliver a Local Plan that Supports a High Value Economy
- Investment

West Yorkshire Local Transport Plan

- Economy – to improve connectivity and growth in the West Yorkshire Region.
- Low Carbon – to make progress towards low carbon sustainable transport system Yorkshire region.
- Quality of Life – to enhance the quality of life in West Yorkshire.

York – City of York Council Plan (2019 – 2023)

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

West Yorkshire Asset Management Framework

- Meet our statutory duty of maintaining the network.
- Maintain the highway network in an efficient manner as possible.
- Meet the requirements of local businesses and the public.

York – Highway Infrastructure Asset Management Policy

- Adoption of relevant UK Codes & good industry practice guidance.
- Development of annual highway repair and renewal programmes
- Partnership working with other Councils through the Yorkshire Alliance
- Support ward highway repair and renewal programmes

West Yorkshire Transport Asset Management Plan (TAMP)

- Meet our statutory duty of maintaining the network.
- Maintain the highway network in an efficient manner as possible.
- Meet the requirements of local businesses and the public.

York – Highway Infrastructure Asset Management Strategy

- Maintaining network condition
- Benchmarking service levels
- Ensuring network safety
- Improving KPIs
- Reductions in potholes
- Reduction in liability claims (red)

York – Highway Asset Management Framework

- **Highway Infrastructure Asset Management Plan (HIAMP)**
- Highway Safety Inspection Manual
- Street Lighting documents
- Drainage documents
- Structures documents

National Codes of Practice

Highways	
Lighting	Structures

Highway Maintenance Efficiency Programme

3 COMMUNICATION (UKRLG R2)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 2

Relevant information associated with asset management should be actively communicated through engagement with relevant stakeholders in setting requirements, making decisions and reporting performance.

3.1 Our Approach

People, groups of people, or organisations that can affect or be affected by the policies and actions of the Council are all stakeholders of the highway infrastructure. The Council recognise that engaging with stakeholders to understand their needs and expectations provides the information needed to determine and review the service provided by highway infrastructure assets and hence the asset management activities.

The Council has a published Highways Communication Strategy that provides clarity and transparency on how the Council make decisions in the identification, assessment, programming and delivery of asset management activities, including maintenance works, and how the public are involved in making decisions for the service provided by the network.

3.2 Supporting Documents

CYC Highways Communication Strategy, 2017

4 ASSET MANAGEMENT POLICY AND STRATEGY (UKRLG R3)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 3

An asset management policy and a strategy should be developed and published. these should align with the corporate vision and demonstrate the contribution asset management makes towards achieving this vision.

4.1 Our Approach

4.1.1 Asset Management Policy

The Council has a published Highways Asset Management Policy the document establishes the Councils commitment to highway infrastructure asset management. The Asset Management Policy is a broad statement of intent that provides direction to other Council policies and practices related to asset management.

4.1.2 Asset Management Strategy

The Council has a published Highways Asset Management Strategy the document sets out how highway infrastructure asset management is delivered for the authority to meet its long-term corporate goals and objectives. The Asset Management Strategy sets a clear direction for implementation of asset management and provides a link with other relevant documents, such as corporate objectives, business planning, risk management and transport objectives.

4.2 Supporting Documents

CYC Highways Asset Management Policy, 2015

CYC Highways Asset Management Strategy, 2020

5 PERFORMANCE MANAGEMENT FRAMEWORK (UKRLG R4)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 4

A performance management framework should be developed that is clear and accessible to stakeholders as appropriate and supports the asset management strategy.

5.1 Our Approach

5.1.1 Levels of Service (Development, Determination & Measurement)

The development of a Highways Asset Management Strategy has allowed the Council to introduce an approach to the establishment of a levels of service for each asset type by discipline – See Section 5.6 (Levels of Service (Summary)).

The levels of service established by the Council are broad statements that describe the performance of highway infrastructure assets in terms that stakeholders can understand. They relate to outcomes and cover key aspects of asset performance such as safety, serviceability, and sustainability. They consider the performance of the whole network rather than that of individual assets.

The levels of service established by the Council will always be subject to change when funding is limited, the Council reviews its established levels of service on an annual basis to confirm that they continue to be affordable.

5.2 Development

The levels of service developed by the Council align with the broad objectives, policy, strategy and values of:

5.2.1 Our Council Plan, -

The Councils Plan has been developed to cover the next four (4) years. It is intended to shape the activity within the Council, acting as a guide for us to prioritise resources and the monitor progress made.

See weblink - [The Council Plan](#)

5.2.2 Key Values, -

The Councils key values are at the core of our organisation guiding what we do, how we engage with our communities, our residents and each other, and underpinning the type of council we wish to be are:

We work together,

We improve; and

We make a difference.

See weblink - [Our Key Values](#)

5.2.3 Customer feedback, -

A survey carried by the National Highways & Transport Public survey (NHT) annually to determine the public's views on highways maintenance and satisfaction with maintenance activities.

The Council uses the information garnered from the customer satisfaction survey to identify the potential for opportunities for improvement in delivery of the highway's maintenance service.

5.3 Determination

The key business drivers used by the Council to determine the level of service for the highway network are:

Safety - maintain roads in a safe and serviceable condition.

Serviceability - Deliver a road and transport infrastructure that seeks to meet the needs of all stakeholders.

Sustainability - progressively reduce the environmental impact of the highway asset for the benefit of all stakeholders.

The result being that the level of service provided on the highway network will instil user confidence by providing our road users with a reasonable level of confidence that their journeys on the highway will be predictable and timely, and ensure that the highway network is available and accessible, as far as practicable.

5.4 Measurement

The Council has applied the above key business drivers outlined above to determine a measurement benchmark for the level of service delivered for each highway asset type - See Section 5.6 (Levels of Service (Summary)).

The benchmarking exercise applied by the Council is captured in a separate document, See document - Highways Asset Management, Levels of Service (Development, Determination & Measurement) - Continuous Improvement Assessment Document, 2020.

5.5 Supporting Documents




CYC The Council Plan - See weblink - [The Council Plan](#)




CYC Our Key Values - See weblink - [Our Key Values](#)




CYC NHT survey data & information (available on request from highways maintenance team).




Highways Asset Management, Levels of Service (Development, Determination & Measurement) - Continuous Improvement Assessment Document, 2020.



5.6 Levels of Service (Summary)

Asset	Maintenance	Inspections	Repairs	Programme
<p>Carriageways, Footways and Cycleways</p> 	<p>Standard routine maintenance and planned works reducing dependence on reactive maintenance.</p>	<p>Condition currently adequate, at a serviceable level, but likely to fall without further investment.</p>	<p>Safety inspection and maintenance regime sufficient to deal with all potentially hazardous defects within 24 hours.</p>	<p>Annual programme of capital works.</p>
<p>Trees and Hedges</p> 	<p>Planned maintenance delivered subject to budget. All reactive maintenance completed.</p>	<p>Planned and reactive safety inspection strategy.</p>	<p>All repairs identified by safety inspections carried out.</p>	<p>Priority maintenance deemed appropriate for network.</p>
<p>Fences, Walls and Barriers</p> 	<p>Reactive, ad-hoc and some aesthetical maintenance is carried out.</p>	<p>Condition currently adequate, at a serviceable level, but likely to fall without further investment.</p> <p>Basic inventory data held.</p>	<p>All hazardous defects are being repaired identified by safety inspections and third party reports.</p>	<p>Annual programme of capital works.</p>

Asset	Maintenance	Inspections	Repairs	Programme
<p data-bbox="192 263 515 303">Traffic Signs and Bollards</p> 	<p data-bbox="515 263 918 303">Reactive, cleaning carried out annually.</p>	<p data-bbox="918 263 1276 399">Condition currently adequate, at a serviceable level.</p> <p data-bbox="918 414 1276 478">Basic inventory data held.</p>	<p data-bbox="1276 263 1657 367">All hazardous defects are being repaired.</p>	<p data-bbox="1657 263 1986 367">Annual programme of capital works.</p>
<p data-bbox="192 598 515 638">Road Markings and Studs</p> 	<p data-bbox="515 598 918 766">Reactive, ad-hoc and some aesthetical maintenance is carried out.</p>	<p data-bbox="918 598 1276 798">Condition currently adequate, at a serviceable level, but likely to fall without further investment.</p>	<p data-bbox="1276 598 1657 702">All hazardous defects are being repaired.</p>	<p data-bbox="1657 598 1986 702">Annual programme of capital works.</p>
<p data-bbox="192 933 515 973">Public Rights of Way</p> 	<p data-bbox="515 933 918 1133">Standard routine maintenance and planned works reducing dependence on reactive maintenance.</p>	<p data-bbox="918 933 1276 1133">Condition currently adequate, at a serviceable level, but likely to fall without further investment.</p> <p data-bbox="918 1149 1276 1212">Good inventory data held.</p>	<p data-bbox="1276 933 1657 1133">Safety inspection and maintenance regime sufficient to deal with all potentially hazardous defects within 24 hours.</p>	<p data-bbox="1657 933 1986 1037">Annual programme of capital works.</p>

Asset	Maintenance	Inspections	Repairs	Programme
<p data-bbox="192 263 515 303">Embankments and Cuttings</p> 	<p data-bbox="515 263 918 367">Reactive maintenance only.</p>	<p data-bbox="918 263 1276 462">Condition currently adequate, at a serviceable level, but likely to fall without further investment.</p> <p data-bbox="918 478 1276 550">Basic inventory data held.</p>	<p data-bbox="1276 263 1657 462">Safety inspection and maintenance regime sufficient to deal with all potentially hazardous defects within 24 hours.</p>	<p data-bbox="1657 263 1989 399">Annual programme of capital works when issues identified.</p>
<p data-bbox="192 606 515 646">Grass Cutting</p> 	<p data-bbox="515 606 918 758">Urban areas: grass cut minimum 6 times per annum.</p> <p data-bbox="515 774 918 845">Rural areas: Grass cut 1 time per annum.</p>	<p data-bbox="918 606 1276 742">Planned inspection as part of highway safety inspections.</p>	<p data-bbox="1276 606 1657 845">Grass cut on a reactive basis to maintain visibility for road users and ensure footway widths are not obstructed.</p>	<p data-bbox="1657 606 1989 678">Annual programme.</p>
<p data-bbox="192 941 515 981">Weed Control</p> 	<p data-bbox="515 941 918 1109">Highway network sprayed 2 times per annum to prevent unsightly vegetation.</p>	<p data-bbox="918 941 1276 1077">Planned inspection as part of highway safety inspections.</p>	<p data-bbox="1276 941 1657 1141">Weeds that could cause structural damage to the Highway or disrupt Drainage removed.</p>	<p data-bbox="1657 941 1989 1013">Annual programme.</p>

Asset	Maintenance	Inspections	Repairs	Programme
<p data-bbox="190 263 347 303">Drainage</p> 	<p data-bbox="515 263 918 430">Planned maintenance delivered subject to budget. All reactive maintenance completed.</p>	<p data-bbox="918 263 1288 399">Planned and reactive safety inspection strategy.</p> <p data-bbox="918 414 1288 478">Good inventory data held.</p>	<p data-bbox="1288 263 1668 399">All repairs identified by safety inspections carried out.</p>	<p data-bbox="1668 263 2016 399">Priority maintenance deemed appropriate for network.</p>
<p data-bbox="190 598 436 638">Street Lighting</p> 	<p data-bbox="515 598 918 734">Reactive and Routine cyclic maintenance programme.</p>	<p data-bbox="918 598 1288 670">Safety inspection regime.</p> <p data-bbox="918 686 1288 750">Reactive inspections within 48 hours.</p> <p data-bbox="918 766 1288 829">Basic inventory data held.</p>	<p data-bbox="1288 598 1668 766">Resources insufficient to repair all required non-hazardous defects within SLA (20 days)</p>	<p data-bbox="1668 598 2016 702">3 to 5-year forward programme</p>
<p data-bbox="190 933 425 973">Traffic Signals</p> 	<p data-bbox="515 933 918 1069">Reactive and Routine cyclic maintenance programme.</p>	<p data-bbox="918 933 1288 1005">Safety inspection regime.</p> <p data-bbox="918 1021 1288 1085">Reactive inspections within 48 hours.</p> <p data-bbox="918 1101 1288 1165">Good inventory data held.</p>	<p data-bbox="1288 933 1668 1069">All hazardous defects repaired within pre-determined SLA's.</p>	<p data-bbox="1668 933 2016 1069">Priority maintenance deemed appropriate for network.</p>

Asset	Maintenance	Inspections	Repairs	Programme
<p data-bbox="190 271 369 311">Structures</p> 	<p data-bbox="571 311 862 406">Reactive and Routine cyclic maintenance programme.</p>	<p data-bbox="940 311 1232 454">Structural safety inspection regime. Basic inventory data held.</p>	<p data-bbox="1310 311 1646 406">Resources insufficient to repair all non-hazardous defects.</p>	<p data-bbox="1691 311 2004 406">Priority maintenance deemed appropriate for network.</p>
<p data-bbox="190 606 369 646">Historical</p> 	<p data-bbox="571 646 862 742">Reactive and Routine cyclic maintenance programme.</p>	<p data-bbox="940 646 1232 790">Structural safety inspection regime. Good inventory data held.</p>	<p data-bbox="1310 646 1646 742">Resources insufficient to repair all non-hazardous defects.</p>	<p data-bbox="1691 646 2004 742">Priority maintenance deemed appropriate for network.</p>

6 ASSET DATA MANAGEMENT (UKRLG R5)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 5

The quality, currency, appropriateness, and completeness of all data supporting asset management should be regularly reviewed. an asset register should be maintained that stores, manages and reports all relevant asset data.

6.1 Our Approach

The asset data held by the Council comprises of information on what physical highway infrastructure assets the Council has responsibility for, it includes but is not limited to quantities, identification numbers, location, inspection & performance information, and financial value. Effective asset management planning and decision-making relies on this data being available, appropriate, reliable, and accurate.

6.1.1 Asset Management Systems

The Council has highway asset data held in electronic data format for each highway disciplines (ie, pavement, carriageway, structures, street lighting and traffic signs). The Council recognise that some asset data is currently held on multiple systems, the Council is in the process of transferring all data on to a single highway asset management system provided by a specialist proprietary software developer.

The Council uses the asset management system to maintain a local street gazetteer which holds a complete record of the highway network, from the Unique Street Reference Number (USRN) and naming convention, through to links with highway hierarchy.

6.1.2 Data & Data Collection

The highways management team are responsible for ensuring that the quality of the information stored on the asset registry is comprehensive and up to date. The highway infrastructure is surveyed and maintained routinely using a variety of different methods. Asset data is collected and verified through during these surveys and new or updated details are identified as part of an on-going process. If new assets sets are identified for inclusion in the asset register a data collection programme is developed and a programme of comprehensive data collection is implemented using persons with the knowledge and capability to undertake the data collection process.

6.1.3 Asset Inspections

The Council uses its asset management system to record, manage and report asset information gathered by application of its highway inspection regime. Highway inspection details are described in the Councils Highways Safety Inspection Manual, they include:

Planned inspections - carried out on a bi-monthly, monthly, quarterly, bi-annual and annual basis; and

Additional inspections – in response to stakeholder reports or complaints, or unforeseen network conditions (eg, adverse weather or network incidents).

The Council also apply more discipline focused planned inspection regimes for street lighting, structures and drainage. The inspection regimes applicable to these disciplines is defined within the Councils Highways Safety Inspection Manual.

6.1.4 Highway Works

All jobs identified by planned inspection or in response the stakeholder reports are managed through the asset management system. This provides full visibility of job status from inception to completion on site.

6.2 Third Party Works

All data and information specific to works on the Councils highway network delivered by third party works promoters is accessed and recorded in the Councils asset management system.

6.3 Supporting Documents

The National Street Gazetteer, NSG, 2005.

CYC Highways Safety Inspection Manual, 2020.

7 LIFECYCLE PLANS (UKRLG R6)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 6

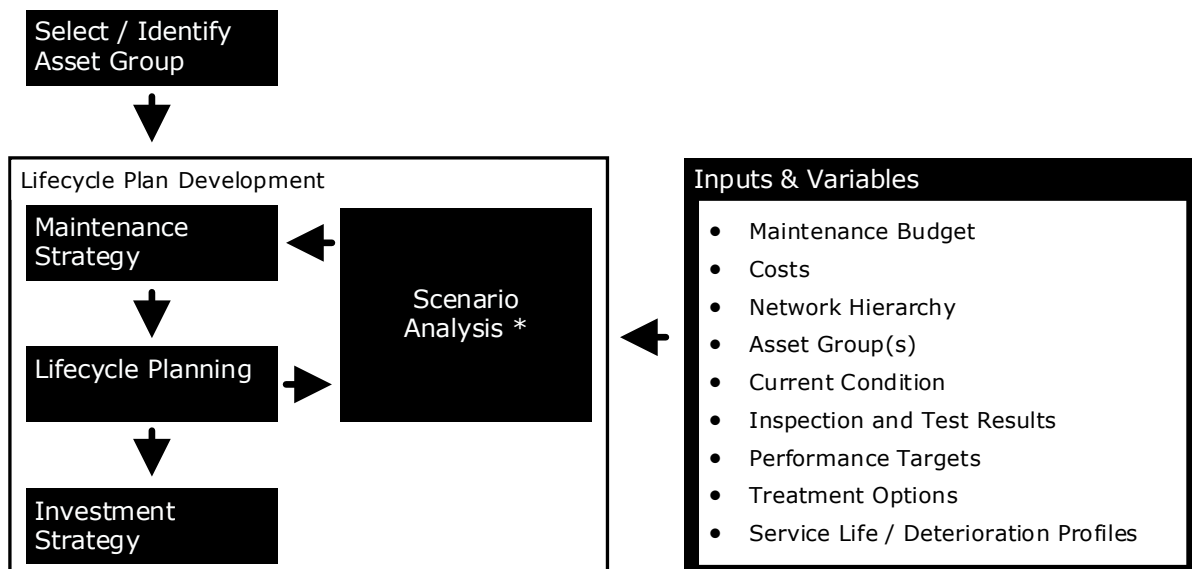
Lifecycle planning principles should be used to review the level of funding, support investment decisions and substantiate the need for appropriate and sustainable long-term investment.

7.1 Our Approach

Lifecycle planning comprises the approach to the maintenance of an asset from construction to disposal. It is the prediction of future performance of an asset, or a group of assets, based on investment scenarios and maintenance strategies.

The Councils approach to life cycle planning is applied by application of the process described below.

Figure 3 – Highway Asset Lifecycle Plan Process



* by application Lifecycle Planning Toolkit (UKRLG))

Development of a lifecycle plan for each asset group will demonstrate how our funding is allocated in the most advantageous manner and also manage how our performance requirements are being set and achieved.

7.2 Asset Lifecycle Planning

The asset lifecycle applied by the Council comprises of six (6) stages:

Stage 1 (Asset Creation / Accrual) - A new asset installed.

Stage 2 (Maintenance) - Planned and reactive maintenance designed to maintain asset condition.

Stage 3 (Condition Monitoring) – inspection, testing and network condition over time to predict condition of the assets over the coming years.

Stage 4 (Upgrade / Improvements) - Asset improvement to condition above original to meet increased capacity / need.

Stage 5 (Investment) - Renewal or replacement when routine maintenance cannot no longer maintain asset condition.

Stage 6 (Disposal) - Decommissioning of an asset.

An effective lifecycle plan initiates an intervention in the form of renewal, replacement or upgrade / improvement at a time that maximises asset life with minimum cost implications.

7.2.1 Asset Creation / Accrual (Stage 1)

When a new asset is installed all information relating to the asset is captured on the highways asset management system (see section 4).

7.2.2 Maintenance (Stage 2)

Each highway discipline has its own approach to maintenance strategy based on asset type and good industry practice aligned with funding availability. The maintenance levels of service currently applied by the Council to each asset type is detailed within section 5 (Performance Management Framework).

7.2.3 Condition Monitoring (Stage 3)

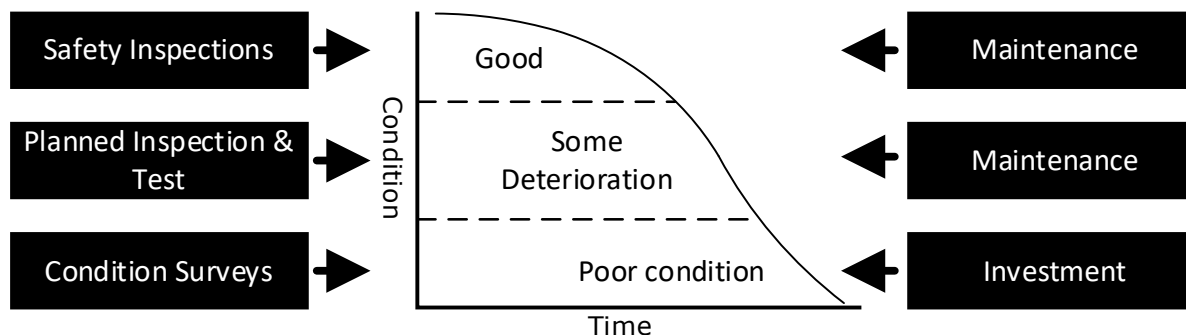
The Council gather asset condition data in a number of ways, the data gathered is used to monitor network condition and predict future deterioration. The condition data gathering methods applied are:

Safety inspections, - The Council has a published Highways Safety Inspection Manual the document details the Councils risk-based approach to its inspections designed to investigate and maintain asset condition. Works ordered as a result of these inspections are determined based upon the category of the defect and its associated response time plus other information such as indicative forward works programmes and major utility works. We will aim to carry out effective reactive repairs in order to potentially prolong asset life where possible.

Planned inspection and test, - Planned inspection and testing is carried out on based on specific asset types based on good industry practice and aligned with funding availability. The inspection and test levels of service currently applied by the Council to each asset type is detailed within section 5 (Performance Management Framework).

Condition surveys, - For highways the Council employ a third party condition survey to provide annual image based road condition surveys (currently provided by Gaist, 2020). The data provided by the surveys each year is used to provide an insight into pavement condition and assists us in developing a knowledge based deterioration model. For other disciplines (such as street lighting) condition surveys are carried out by maintenance operatives by application of asset specific inspection and test techniques.

Figure 4 – Condition Surveys



7.2.4 Upgrade / Improvements (Stage 4)

When network upgrade and improvement are made that lead to increased network use we do, if required, carry out asset improvement to conditions above the original design criteria to meet increased capacity / need.

7.2.5 Investment (Stage 5)

With effective forward works planning and deterioration profiling, we aim to carry out both proactive treatments (such as surface dressing or micro-asphalting) and major renewal or replacement (resurfacing) at the right time for the right cost, ensuring we get the maximum benefit for the cost outlay. This will be determined by design life and calculated deterioration.

7.2.6 Disposal (Stage 6)

The Council is one of many organisations in the city which has pledged to make York a more sustainable, resilient and collaborative 'One Planet' city (see link below).

Web link: <https://oneplanetyork.com/>

Through this initiative the Council has, specific to materials disposal, pledged to:

- Using materials from sustainable sources and promoting products which help people reduce consumption;
- Reduce waste by reducing consumption, re-using and recycling to achieve zero waste and zero pollution.

When assets are de-commissioned we ensure that the asset management system is updated to reflect the changes made.

7.3 Scenario Modelling

The Council use the lifecycle planning toolkit (published by UKRLG) to scenario model each asset group on the highway network. The model allows the Council to make planning level decisions in the maintenance management of highway assets including: bridges, drainage, road signs, bollards, vehicle restraint systems, street lighting, traffic signals and linear assets such as road markings and kerbs.

7.4 Supporting Documents

CYC Highway Safety Inspection Manual, 2020.

Lifecycle Planning Toolkit & User Guide (UKRLG).

CYC - Web link: <https://oneplanetyork.com/>

8 WORKS PROGRAMMING (UKRLG R7)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 7

A prioritised forward works programme for a rolling period of three to five years should be developed and updated regularly.

8.1 Our Approach

The definitive output requirement is for the Council to have a comprehensive, fully integrated forward works programme in place for all highway assets.

The Council create a rolling three (3) year maintenance programme based upon projected asset condition (deterioration modelling) against costs and agreed levels of asset performance.

The works programmes will be made available either via the public website or regular bulletins or both.

8.2 Programme Development

The forward works programme development process applied for by Council is outlined in figure 1 below.

Figure 5 – Forward Programme Development



8.2.1 Candidate Scheme Identification

The Council use a data produced by surveys (Gaist / SCRIM) to identify candidate carriageway and footway schemes. The information provided by these surveys allows the Council to hold and maintain rolling three (3) year candidate scheme list. This list is reviewed and modified by the Council using local knowledge and engineering judgement.

8.2.2 Works Prioritisation

The Council have a decision-making process when prioritising candidate schemes. The process applied by the Council considers all of the following:

Highway safety inspection data;

Condition monitoring, inspection and test data;

Joint prioritisation across other asset types and groups;

Alignment of works with other schemes planned on the network;

Co-ordination of works planned by other local authorities, private developers, statutory authorities and utility companies.

The Council also consider the prioritisation of works single asset works prior to other third party works (eg, drainage replacement when a third party is carrying out resurfacing works on a new development).

8.2.3 Forward Programme Scheme Selection

All Schemes identified and prioritised by the Council are placed on the Councils rolling three (3) year forward maintenance programme.

8.2.4 Optimised Works Programme

The Council use all available data to optimise the annual works programmes across the network.

8.2.5 Annual Programme

The Council develops its annual programme based on all available information, gathered during development and optimisation of the forward programme, The annual programme will be made available either via the public website.

8.3 Supporting Documents

CYC Gaist & SCRIM survey data.

[CYC Annual highways programme (published on CYC website).]

[CYC Three (3) to five (5) year forward highways maintenance Programme (published on CYC website).]

9 LEADERSHIP AND COMMITMENT (UKRLG R8)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 8

Senior decision makers should demonstrate leadership and commitment to enable the implementation of asset management.

9.1 Our Approach

9.1.1 Awareness

The Councils recognise that strong leadership and commitment from councillors and chief officers is required now in order to implement the principles of asset management. The UKRLG Highway Infrastructure Asset Management Guidance Document, is supported by an abbreviated version aimed at a corporate level (see link below), such as councillors and chief officers.

Web link [UKRLG Maintaining a Vital Asset](#)

You need to empower and support officers to implement a maintenance strategy that is based on the right principles. Those on the front line can then monitor highway maintenance in the context of asset management to ensure that value for money is achieved.

9.1.2 Engagement

The need for ongoing engagement and knowledge sharing is recognised as important for successful delivery of the highway's maintenance service, for this purpose the Council has several protocols in place, this includes:

Communication, - An established system of communication between Council officers and councillors.

Reports, - An established method of reporting programme, performance and budgets is in

The Council ensure, through these regular communication and reports (committees, regular update bulletins and website publishing) that the investment case for Asset Management is clearly stated and based upon predicted funding and asset condition.

9.2 Supporting Documents

UKRLG Maintaining a Vital Asset - Web link: [UKRLG Maintaining a Vital Asset](#)

10 MAKING THE CASE FOR ASSET MANAGEMENT (UKRLG R9)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 9

The case for implementing the asset management framework should be made by clearly explaining the funding required and the wider benefits to be achieved.

10.1 Our Approach

The Council recognises the importance of funding an asset management framework that supports the maintenance of its highways infrastructure assets. Applied properly the Councils approach to asset management supports making the case for funding (internal & external), affords better communication with stakeholders, and facilitates a greater understanding of the contribution highway infrastructure assets make to economic growth and social well-being of local communities.

In recognising the importance of having an asset management framework, and more importantly implementing it in an effective and efficient manner, the Council has developed an implementation plan for highways asset management. The plan which has been approved by the senior management team was developed in line with the Highway Infrastructure Asset Management Guidance document, the future aim being that the Council can gain ISO55000 (Asset Management).

10.2 Wider Benefits

10.2.1 Funding

The asset knowledge gained by the development and implementation of an asset management framework allows the Council to present a case for additional funding and financing for maintenance of the Council's [highway asset infrastructure], funding initiatives include:

Department for Transport Incentive Fund which places the need for a robust HIAMP and framework at the heart of its self-assessment methodology.

Additional funding and financing that cannot be provided by the Councils existing funding.

10.2.2 Decision Maker Communication

The asset knowledge gained by the development and implementation of an asset management framework allows the highways asset management team to present and communicate business case's for investment more effectively to its audience at all levels – operational, strategic & operational.

10.2.3 Corporate Priorities & Objectives

Transforming frontline services is a primary focus for the Council and one that is identified in the list of top corporate priorities. It is also a key objective of the Council's Digital Services Programme which provides a framework for technology-

enabled transformational change, the implementation of a highways asset management framework supports these priorities and objectives.

10.3 Supporting Documents

Highways Infrastructure Asset Management Guidance Document, 2013 - ['Highways Infrastructure Asset Management Guidance Document'](#).

CYC Highways Implementation Plan, 2020

11 COMPETENCIES AND TRAINING (UKRLG R10)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 10

The appropriate competency required for asset management should be identified, and training should be provided where necessary.

11.1 Our Approach

11.1.1 Responsibility

The Councils approach to ensuring that the appropriate competency required for highway asset management is applied at all levels, corporate (high level), strategic & tactical (highways management level) and operational (inspection and maintenance level).

In developing an approach to competency and training the Council has established a responsibility requirement at each level for highway asset management, this requirement is outlined in figure 2 below.

Figure 6 – Highway Asset Management Responsibility

Corporate Level

- Establish policy and strategy
- Asset Management Framework endorsement (See UKRLG R1 section)
- Levels of service alignment with corporate objectives (See UKRLG4 section)
- Agree performance targets
- Promote Council approach to risk management policy and strategy

Strategic and Tactical Level

- Support corporate decision making process
- Asset Management Framework implementation (See UKRLG R1 section)
- Levels of service promotion and delivery (See UKRLG4 section)
- Deliver Council approach to risk management policy and strategy

Operational Level

- Deliver planned and reactive maintenance
- Implement works programmes
- Data collection
- Co-ordination of works on the highway network
- Implement risk bases approach to safety inspections

The Council has established responsibility and competency requirement is reviewed and updated annually by the Council.

11.1.2 Competencies and Training

The Council ensure that all staff engaged in highway asset management are suitably competent, experienced and trained. The Councils approach to competency assessment and training is detailed within the highways competency training records.

11.2 Supporting Documents

CYC Highways Safety Inspection Manual, 2020.

CYC Highways Competency and Training Records.

12 RISK MANAGEMENT (UKRLG R11)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 11

The management of current and future risks associated with assets should be embedded within the approach to asset management. strategic, tactical and operational risks should be included as should appropriate mitigation measures.

12.1 Our Approach

The Council has a Risk Management Policy and Strategy & supporting Risk Management Guide. The risk management process applied by the Councils policy and strategy, and guidance is as outlined in figure 3 below.



Figure 7 – Risk Management Cycle

The Councils approach to risk management is applied at corporate (high level), strategic & tactical (highways management level) and operational (inspection and maintenance level).

12.2 Corporate Risk

The Council has a published Risk Management Policy and Strategy the document sets out how key corporate risks are managed by the Councils Directorate Management Team.

12.3 Strategic and Tactical Risk

The Council has a published Risk Management Guide the document is designed as a guide for all employees, with risk management responsibilities, to explain what to do and what to document at each stage of the risk management cycle.

The Councils highway management team has applied the Councils own policy, strategy and supporting guidance to develop a Strategic and Tactical Risk Register, the register records implemented mitigation actions and where applicable the

lessons learnt. The strategic and tactical Risk Register is reviewed and updated every quarter by the Councils highway management team.

The strategic and tactical level risk types are grouped into the risk categories and elements considered by the strategic and tactical Risk Register are outlined below.

12.4 Operational Risk

The Council has a published Highways Safety Inspection Manual this document details how the Council applies a risk-based approach and process to the maintenance of individual highway assets.

12.5 Supporting Documents

CYC Risk Management Policy and Strategy, 2019.

CYC Risk Management Guide, 2020.

CYC Strategic and Tactical Risk Register, 2020.

13 ASSET MANAGEMENT SYSTEMS (UKRLG R12)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 12

Asset management systems should be sustainable and able to support the information required to enable asset management. Systems should be accessible to relevant staff and, where appropriate, support the provision of information for stakeholders.

13.1 Our Approach

The Council use electronic Asset Management Systems (AMS) to manage processes and data associated with the highway asset. In 2020 the Council is in the process of procuring a new AMS. The new AMS will provide an integrated highways AMS will realise the following benefits for the Council:

- > Industry compliance;
- > Improve business process;
- > A more customer focused service; and
- > Cost effective service delivery.

13.1.1 Industry Compliance

The Council use UKRLG Toolkit for the provision of data to the Department for Transport (DfT) for the whole of government accounts including Depreciated Replacements Costs (DRC) and Gross Replacement Costs (GRC).

13.1.2 Improved Business Process

The Council will use the AMS to manage all highway safety inspections – see the Councils Highways Safety Inspection Manual.

The Council will continue to use a data produced by surveys (Gaist / SCRIM) to survey carriageway and footway condition. The survey data captured by these surveys will be stored on the AMS to support analysis of network condition.

13.1.3 Customer Focused Service

The Council has a Customer Relationship Management (CRM) which will take customer and stakeholder enquiries / complaints and processes information relating to the highway asset into the AMS.

13.1.4 Cost Effective Service Delivery

The Council has a financial management system which will take financial information (purchase order, invoicing and payment) relating to the highway asset into the AMS and process it.

13.2 Supporting Documents

CYC Highway Safety Inspection Manual, 2020.

14 PERFORMANCE MONITORING (UKRLG R13)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 13

The performance of the asset management framework should be monitored and reported. It should be reviewed regularly by senior decision makers and when appropriate, improvement actions should be taken.

14.1 Our Approach

The HIAMP is a live document and will be subject to continuous improvement and ongoing development supplied by input from Council Officers. The Council has formed a HIAMP team led by the Councils Highway Asset Manager. When the asset management team meet they will discuss the asset management framework and discuss its performance. The primary performance indicators that will be discussed and monitored include:

- > Condition;
- > Operational performance;
- > Customer / stakeholder satisfactions; and
- > Safety inspections.

14.2 Performance Indicators

14.2.1 Condition

There are several performance indicators that measure the condition of the Councils highway asset. Condition surveys are carried out following government requirements. Each year the Council commission a repeatable machine survey and the data recorded is used to report condition in accord with its own local and national indicators.

14.2.2 Operational Performance

The Council applies its own performance indicators to measure operational performance of its own in-house highway maintenance teams and external contractors employed to carry out highway improvements.

14.2.3 Customer / stakeholder Satisfaction

The Council applies its own performance indicators to measure customer / stakeholder satisfaction. The Council also uses the information generated by the NHT survey to understand customer service levels.

14.2.4 Safety Inspections

The Council carry out highway safety inspections the information gathered from the inspections and instructions given by the inspectors is used to monitor network and operational performance. This includes defect quantum and operational response.

14.3 Supporting Documents

CYC HIAMP Action Plan.

15 BENCHMARKING (UKRLG R14)

UKRLG – Highway Infrastructure Asset Management Guidance Document

Recommendation 14

Local and national benchmarking should be used to compare performance of the asset management framework and to share information that supports continuous improvement.

15.1 Our Approach

Benchmarking is a systematic process of collecting information and data to enable comparisons with the aim of improving performance, both absolutely and relatively to others. It provides a structure to search for better practice in similar authorities that can then be integrated into an asset management approach.

15.1.1 Engagement & Collaboration

The Council voluntarily meet, collaborate, and engage with other local government organisations via the 'West Yorkshire Consortium' & 'North Yorkshire Framework'. These forums are used to share ideas, good practice, and the latest innovations.

15.1.2 Customer Satisfaction

The Council supply data to the NHT & APSE which serves to provide details on levels of customer satisfaction with local authority services and practices. The information received from the surveys help the Council to target and publish information clearly and effectively to ensure members of the public and other highways stakeholders are as fully informed as possible about the current performance of our services.

15.1.3 Central Government Data

The Council submit condition data to the Department for Transport (DfT) on an annual basis, in return the data published by DfT provides an indication of how the network is performing relative to other authorities and identify key areas for improvement.

15.1.4 Industry Guidance and Standards

The Council use the guidance and codes published by the Highways Maintenance Efficiency Programme (HMEP) to benchmark its approach to highway inspection and maintenance.

15.2 Supporting Documents

CYC NHT survey data & information (available on request from highways maintenance team).

CYC Gaist & SCRIM survey data.

Annex A - Supporting Documents Summary*City of York Council Documents*

Relevant Section	Document (web-link)
2.2	CYC Street Lighting Policy, 2020
3.2	CYC Highways Communication Strategy, 2017
2.2, 4.2	CYC Highways Asset Management Policy, 2015
2.2, 4.2	CYC Highways Asset Management Strategy, 2020
5.2	CYC Highways Asset Management, Levels of Service (Development, Determination & Measurement) - Continuous Improvement Assessment Document, 2020.
5.2	CYC Our Key Values - Our Key Values
5.2	CYC The Council Plan - The Council Plan
7.2 & 7.4	CYC 'One Planet' city - https://oneplanetyork.com/
8.3	CYC Annual highways programme (published on CYC website)
8.3	CYC Three (3) to five (5) year forward highways maintenance Programme (published on CYC website)
10.3	CYC Implementation Plan
11.2	CYC Highways Competency and Training Records
12.5	CYC Risk Management Policy and Strategy, 2019
12.5	CYC Risk Management Guide, 2020
12.5	CYC Strategic and Tactical Risk Register, 2020
6.7, 7.4, 11.2, 13.2	CYC Highway Safety Inspection Manual, 2020
14.3	CYC HIAMP Action Plan
5.5, 15.2	CYC NHT survey data & information (available on request from highways maintenance team)
8.3, 15.2	CYC Gaist & SCRIM survey data

Third Party Reference Documents

Relevant Section	Document (web-link)
2.1	Highways Infrastructure Asset Management Guidance Document, 2013 - ' Highways Infrastructure Asset Management Guidance Document '
6.7	The National Street Gazetteer, NSG, 2005
7.4	Lifecycle Planning Toolkit & User Guide (UKRLG)
9.1 & 9.2	UKRLG Maintaining a Vital Asset - UKRLG Maintaining a Vital Asset

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HIGHWAYS SAFETY INSPECTION MANUAL

Annex B

Prepared by:
Job Title:
Date:

Bill Manby
Head of Highways and Fleet
July 2020

VERSION CONTROL

Version	Date	Details	Prepared by:	Reviewed by:	Approved by:
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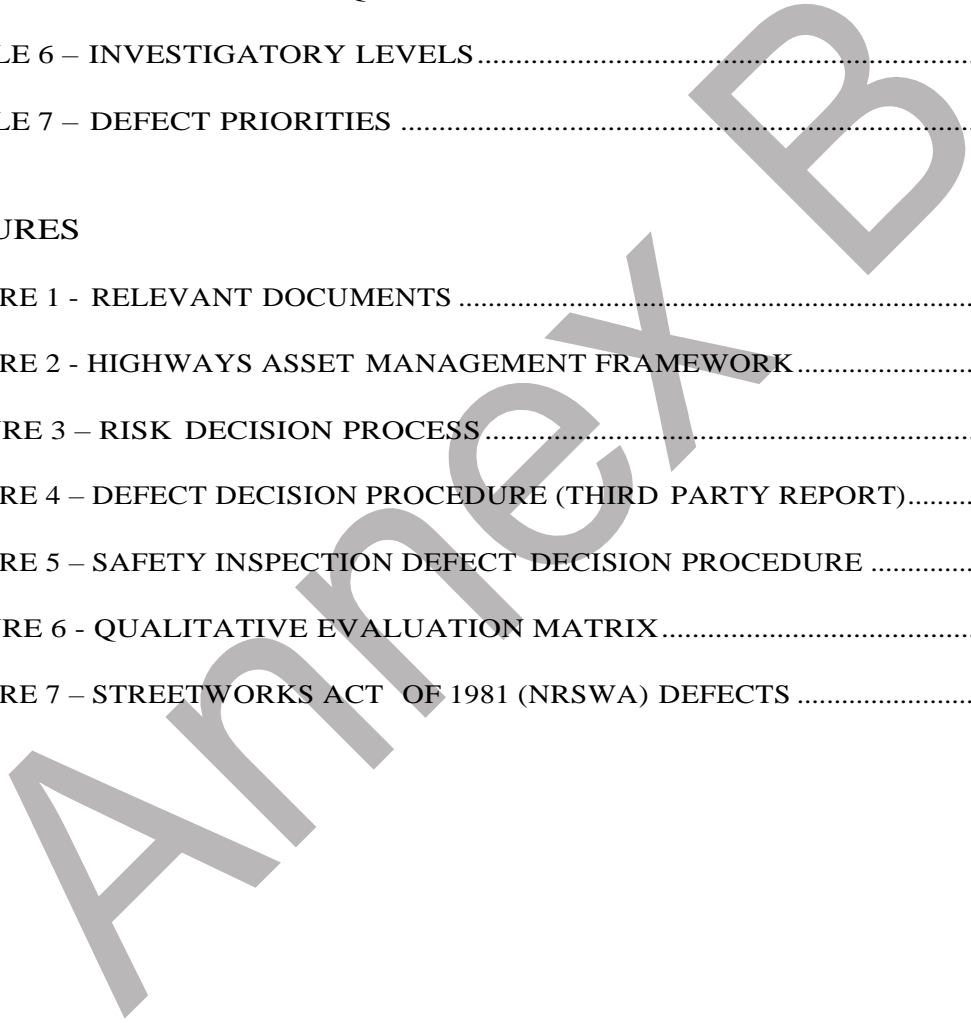
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1 INTRODUCTION

1.1 Highway Safety Inspections

This Highway Safety Inspection Manual supersedes all previous versions issued by the City of York Council (the Council), for details see version control information above. The manual sets out the standards and provides guidance on the Council's approach to highway safety inspection on the City of York's highways network.

Highway safety inspections are designed to identify all defects likely to create danger or serious inconvenience to users of the network or the wider community. In order to keep the highways in a safe condition we regularly inspect the City of York highway network. The highway inspections support the Council's 'duty to maintain highways maintainable highway at public expense', as prescribed by Section 41 of the Highways Act 1980. Applied in a structured manner as part of an ongoing regime, the inspections also provides the Council with a defence against action pertaining to alleged failure to maintain on grounds that the authority has taken such care as in all the circumstances was reasonably required to secure that the part of the highway in question was not dangerous for traffic, as prescribed by Section 58 of the Highways Act 1980.

1.2 Reference Documents

See Figure 1 (Relevant Documents) overleaf.

The manual has been prepared by direct reference to the following documents:

- (1) Highways Act 1980.
- (2) Well Managed Highway Infrastructure: A Code of Practice (UKRLG 2016) (The Code), and all documents referred to therein (the Code).
- (3) Well Managed Highway Liability and Risk Guidance (IHE 2017), and all documents referred to therein.

The code recommends that:

This Code, in conjunction with the UKRLG Highway Infrastructure Asset Management Guidance, should be used as the starting point against which to develop, review and formally approve highway infrastructure maintenance policy and to identify and formally approve the nature and extent of any variations. [HIAMG recommendation 1]

1.3 Inspection Manual Audits and Ongoing Maintenance

1.3.1 Audits

To ensure consistency in highway safety inspections and customer enquiries, an annual audit by the senior officer will be carried out. This will cross-check uniformity in the type of defects that are being raised and the way they are reported between the highway inspectors. Upon completion of the audit an output report will be provided.

The Council will also carry out a periodic “Inspections Workshop” where the highway inspectors will go through a set of images collected over the previous years and work together through their assessment with the aim of achieving a common approach to risk rating.

1.3.2 Change Management

The Highways Asset Manager will periodically liaise with Councils planning team to assess any future changes to the network especially with regards to third party developments. This will in turn inform the need to change network hierarchies and inspection regimes once the highway becomes adopted.

Any changes to the network affecting its hierarchy and inspection regimes set in this document will be carried out when private highway is adopted. This document will be checked (and amended as appropriate) on an annual basis.

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Figure 1 - Relevant Documents

York - Leadership & Organisation



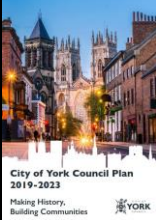
- Deliver York Central Enterprise Zone
- Deliver High Speed Hub
- Deliver a Local Plan that Supports a High Value Economy
- Investment

West Yorkshire Local Transport Plan




- Economy – to improve connectivity and grown in the West Yorkshire Region.
- Low Carbon – to make progress towards low carbon sustainable transport system Yorkshire region.
- Quality of Life – to enhance the quality of life in West Yorkshire.

York – City of York Council Plan (2019 – 2023)



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

West Yorkshire Asset Management Framework



- Meet our statutory duty of maintaining the network.
- Maintain the highway network in an efficient manner as possible.
- Meet the requirements of local businesses and the public.

York – Highway Infrastructure Asset Management Policy




- Adoption of relevant UK Codes & good industry practice guidance.
- Development of annual highway repair and renewal programmes
- Partnership working with other Councils through the Yorkshire Alliance
- Support ward highway repair and renewal programmes

West Yorkshire Transport Asset Management Plan (TAMP)



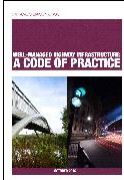
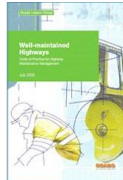
- Meet our statutory duty of maintaining the network.
- Maintain the highway network in an efficient manner as possible.
- Meet the requirements of local businesses and the public.

York – Highway Infrastructure Asset Management Strategy




- Maintaining network condition
- Benchmarking service levels
- Ensuring network safety
- Improving KPIs
- Reductions in potholes
- Reduction in liability claims (red)

National Codes of Practice

Highways	
	
Lighting	Structures
	

York – Highway Asset Management Framework



- Highway Infrastructure Asset Management Plan (HIAMP)
- **Highway Safety Inspection Manual**
- Street Lighting documents
- Drainage documents
- Structures documents

Highway Maintenance Efficiency Programme

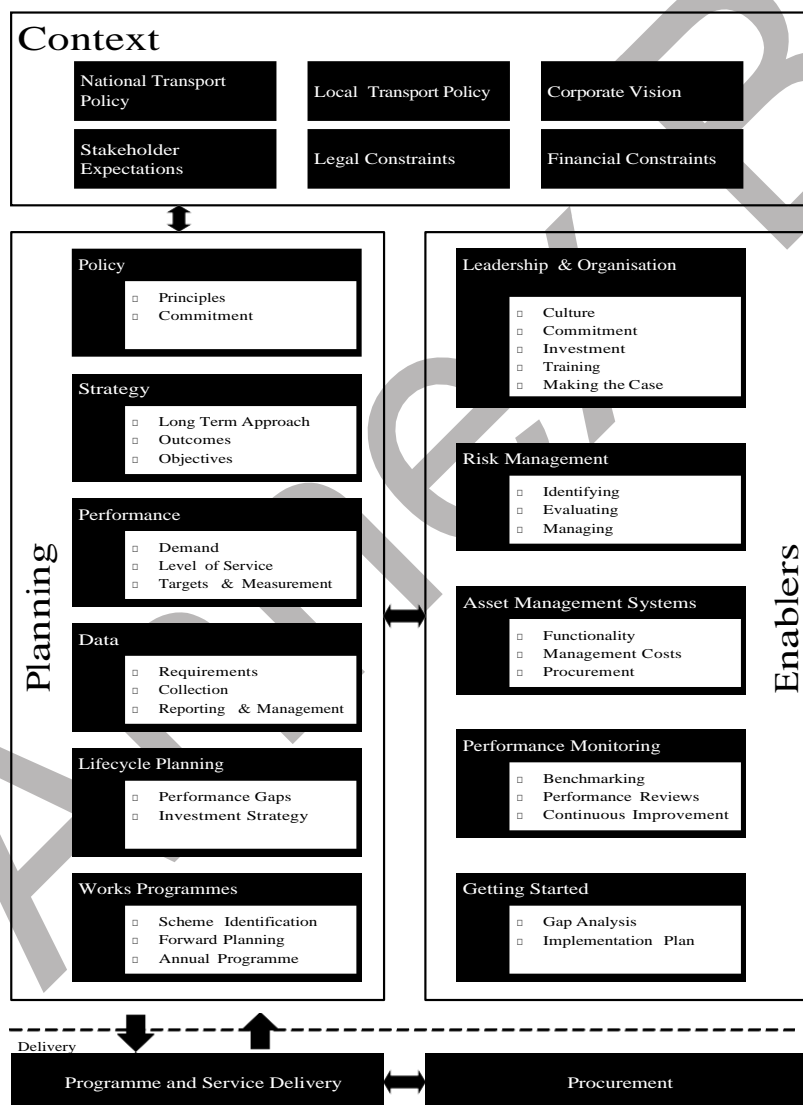
2 HIGHWAY SAFETY INSPECTIONS - REGIME

2.1 Highways Asset Management Framework

An Asset Management Framework should be developed and endorsed by senior decision makers. All activities outlined in the Framework should be documented. [HIAMG recommendation 2]

The Councils highways asset management framework is outlined in the table below.

Figure 2 - Highways Asset Management Framework



2.2 Network Hierarchy

2.2.1 Recommendation

The Code makes the following recommendation, -

A network hierarchy, or a series of related hierarchies, should be defined which include all elements of the highway network, including carriageways, footways, cycle routes, structures, lighting and rights of way. The hierarchy should take into account current and expected use, resilience, and local economic and social factors such as industry, schools, hospitals and similar, as well as the desirability of continuity and of a consistent approach for walking and cycling.

Ref: Recommendation 12 Network Hierarchy - Well Managed Highway Infrastructure: A Code of Practice (UKRLG 2016) (The Code), and all documents referred to therein.

2.2.2 Hierarchy Determination

A full network hierarchy has been determined by assigning a network category to each road section length. The assessment has been carried out by application of a desk-top review using available data. There are five (5) network categories as described in table 1 (Network Categories) below.

Table 1 – Network Categories

Network Category	Description
A	Prestige
B	Very high
C	High
D	Medium
E	Low

Network category 'A' (Prestige) is reserved for high-impact or high-profile elements of the highway network.

Network categories 'B' to 'E' are (were) allotted by assessment and review of each road section against the following features. The network features are as described in table 2 (Network Features) below.

Table 2 - Network Features

Network Feature	Descriptions
Traffic Volume	Road category and traffic flow data
Traffic generators	City Centre, Schools, railway stations, industrial estates
Cyclists	Cycle route traffic flow and type (eg, on road, not on road)
Buses	Bus route information and buses on road per hour
Risk	Historical insurance claim risk
Other uses	Events, GP surgeries, hospitals, etc.,

The network categories and features combined with the descriptions as applied to the full network hierarchy assessment has been formalised in table 4 (Network Hierarchy) on page 7 below.

2.2.3 Sample assessment

The network category assigned to ‘Lord Mayors Walk, Guildhall’ was determined by desktop identification and assessment of each network feature as described in table 3 (Sample Assessment) below.

Table 3 – Sample Assessment

Network Feature	Descriptions	Network Category (Determined)
Road Section Length = Lord Mayors Walk, Guildhall		
Traffic Volume	A road = very high traffic use	B
Traffic generators	Town Centre	B
Cyclists	Cycle route on road	C
Buses	No buses (or very low bus use)	E
Risk	No insurance risks identified	E
Other uses	GP surgery	D

Assessment (‘Lord Mayors Walk, Guildhall’)

Network Feature = Traffic Generator = Busy City Centre

Network Category = Guildhall = Very High = B

The highest network category determined by the assessment is ‘B’ this road section length is therefore defined as a ‘B’.

2.2.4 Continuous Improvement

The network categories assigned by the first assessment is not definitive, this is a living assessment that should be updated continuously based on stakeholder recommendation and network functional change of use & new developments.

If any member of the highway asset management team identifies a road that requires an enhanced level of inspection on a temporary or permanent basis then the road will be re-categorised accordingly.

In addition to ongoing updates the Council will use available data and reports to review the network categories applicable to each road section length on an annual basis.

Table 4 – Network Hierarchy

Criteria		Description	Network Category
Prestige Network	Prestige	DfT / Highways England, Primary road, local high impact or high-profile locations	A
Traffic volume	Very high	'A' road or need based on local knowledge, pedestrian movement	B
Traffic generators		School ≥ 1500 pupils, City / town centre, Railway stations $>9m$ passengers p.a.	
Cyclists		If 'high traffic' and a dedicated cycle lane exists	
Buses		Buses ≥ 50 per hour	
Risk		Based on local knowledge (eg, City Walls)	
Other uses		Essential service - based on local knowledge	
Traffic volume		High	
Traffic generators	School $\geq 500 \leq 1499$ pupils, railway stations $\geq 4 \leq 9m$ passengers p.a., district centres		
Cyclists	Based on local knowledge		
Buses	Buses $\geq 15 \leq 50$ per hour		
Risk	Settled / open compensation claims ≥ 5 p.a.		
Other uses	Event venues		
Traffic volume	Medium		Based on local knowledge
Traffic generators		School ≤ 500 , Railway stations $<4m$ passengers p.a., Strategic industrial areas (HGV use), Place of worship	
Cyclists		National cycle network	
Buses		Buses <15 per hour	
Historic risk		Settled / open compensation claims <5 p.a.	
Other uses		Vulnerable users - Care home, GP surgery, etc.,	
Traffic volume		Low	Based on local knowledge
Traffic generators	None identified		
Cyclists	Not a defined cycle network		
Buses	Not on a bus route		
Historic risk	No evidence of compensation claims		
Other uses	None identified		

2.3 Safety Inspection Frequency

2.3.1 Recommendation

The Code makes the following recommendation, -

A risk-based inspection regime, including regular safety inspections, should be developed and implemented for all highway assets.

Ref: Recommendation 16 Inspections - Well Managed Highway Infrastructure: A Code of Practice (UKRLG 2016) (The Code), and all documents referred to therein.

2.3.2 Inspection Frequency

The Council has defined a safety inspection frequency applicable to each network category as described in table 5 (Inspection Frequency) below.

Table 5 – Inspection Frequency

Network Category	Description*	Inspection Frequency	Inspections per annum**		
A	Primary / Prestige	Bi-monthly	24	12	(driven)
				12	(walked)
B	Very high use	Monthly	12	4	(driven)
				8	(walked)
C	High use	Quarterly	4	4	(walked)
D	Medium use	Bi-yearly	2	2	(walked)
E	Low use	Yearly	1	1	(walked)

* For a detailed description see table 4 (Network Hierarchy) above.

** Routes that cannot be accessed on foot (walked) should be driven at the same inspection frequencies.

2.3.3 Enhanced Inspection Frequencies

The Council may programme enhanced safety inspection frequencies in response to any one of the following:

- (a) Reports or complaints from network stakeholders (eg, the emergency services and other organisations);
- (b) Community concern, namely reports or complaints from members of the public;
- (c) Post-adverse weather conditions;
- (d) Pre- winter service inspection on already defined gritting routes;
- (e) Temporary diversion routes (especially bus routes);
- (f) Minor network incidents.

Enhanced inspections will be recorded by temporarily changing the network category defined by application of the assessment described in section 2.2 (Network Hierarchy).

2.3.4 Continuous Improvement

The inspection frequency assigned to each network category has been established by the Council asset management team. Adjustments made to the inspection frequency of individual road section lengths will be by changing its applicable network feature level and category – section 2.2 (Network Hierarchy).

Annex B

2.4 Defect Investigatory Levels

The Code makes the following recommendation, -

An asset condition survey regime based on asset management needs and any statutory reporting requirements should be developed and implemented.

Ref: Recommendation 17 Condition Surveys - Well Managed Highway Infrastructure: A Code of Practice (UKRLG 2016) (The Code), and all documents referred to therein.

2.4.1 Investigatory Levels

The Council has established and recorded investigatory levels for highway safety inspections. The investigatory levels are described in table 6 (Investigatory Levels) below.

The ‘investigatory level’ is not an intervention level. The term ‘investigatory level’ has been used deliberately to remove any expectation that a repair (intervention) will automatically take place when an investigatory level has been reached.





If an inspection reveals that investigatory levels have been reached or exceeded a risk assessment will be carried out to determine the likely risk (for details, see section 3.2 (Inspection Procedure). If the requirement for a repair (intervention) is determined the highway inspector will instruct the works by assigning the appropriate priority and response / repair time (for details, see section 3.3 (Defect Priority and Response).





2.4.2 Continuous Improvement





The investigatory levels assigned to each safety inspection asset type as described in table 6 (Investigatory Levels) have been established by the Council. The review and assessment carried out by the Council to establish the levels has been recorded in a separate document – see document reference: City of York, Highway Investigatory Levels.




Adjustments made to the investigatory levels will be reviewed updated on a biennial basis. A formal record of each review will be recorded by update of the City of York, Highway Investigatory Levels document.



Table 6 – Investigatory Levels

Item		Description	Defect	Investigatory Level
1		Carriageway	Potholes or loss of surface.	≥40mm vertical face depth; and ≥200mm across in any horizontal direction.
2			Misaligned ironworks > Manholes / Access Covers; > Catch-pit Covers; > Gullies; > Kerb outlet; > Utilities covers and frames.	≥40mm misalignment in the vertical face.
3		Carriageway > Cycle lanes; > Pedestrian crossing points.	Potholes or loss of surface.	≥20mm vertical face depth; and ≥200mm across in any horizontal direction.
4			Misaligned ironworks > Manholes / Access Covers; > Catch-pit Covers; > Gullies; > Kerb outlet; > Utilities covers and frames.	≥20mm misalignment in the vertical face.

Item		Description	Defect	Investigatory Level
5		Modular footway / footpath.	Misaligned or rocking flags, slabs or ironworks.	≥20mm misalignment in the vertical face.
6		Bituminous footway / footpath.	(a) Potholes or loss of surface. (b) Misalignment of surface or ironworks. (c) Cracks.	(a) & (b) ≥20mm misalignment in the vertical face. (c) ≥20mm vertical face depth and ≥50mm across in any horizontal direction.
7		Kerbs.	Dislodged or misaligned kerbs.	≥40mm vertical face depth and ≥40mm across in any horizontal direction.
8		Kerbs > Cycle lanes; > Pedestrian crossing points.	Dislodged or misaligned kerbs.	≥20mm vertical face depth and ≥20mm across in any horizontal direction.

Item		Description	Defect	Investigatory Level
9		Soft Verge	Sunken area adjacent to and running parallel with carriageway or footway edge. Illegal placement of parking preventions.	Defect present.
10		Flooding or standing water.	Standing or running water.	Highway obstructed by water.
11		Safety fencing and barriers includes: > Fences and barriers; > Pedestrian guardrails; > Safety fencing; > Boundary walls and fences.	Missing, damaged, unstable, or misaligned.	Defect present.
12		Road markings.	Missing, faded or worn markings.	Road safety issue determined by inspection.

Item		Description	Defect	Investigatory Level
13		Trees and vegetation.	Unstable tree causing danger of collapse onto highway. Overhanging tree leading to loss of height clearance over carriageway, footway or cycle way. Less than 2.1m over footways, 2.4m over cycle ways, >5.1m over carriageways. Tree roots causing damage to pavement (highway, footway or footpath).	Defect present.
14		Electrical / illuminated apparatus > illuminated signs, bollards & beacons; > Lighting columns and wall mountings > Traffic & pedestrian signals; > All other electrical.	Missing, damaged or misaligned. Lights or signal not operating as intended. Signal head pointing the wrong way. Exposed wiring or damage. Missing door to lamp column. Obscured/ dirty/faded.	Defect present
15		Signs & bollards (non-illuminated)	Missing, damaged or misaligned. Obscured, dirty or faded.	Defect present

Item		Description	Defect	Investigatory Level
16		<p>Bridge under, Bridge over, Subway, Embankment / Cutting, Retaining Wall.</p> <p>Note; this includes historic monuments and City walls.</p>	<p>Bridge strike, damaged parapet, abutment settlement, expansion joint failure, cracking, bulging, slip hazards.</p>	<p>Defect present.</p>
17		<p>Other issue that represent a danger on the highway.</p>	<p>Obstructions, hazards, sight-line obscuration, missing or damaged</p> <ul style="list-style-type: none"> > street furniture; > Scaffolding, skips, building materials causing a hazard; > abandoned vehicles. 	<p>Defect present.</p>

Annex B

3 HIGHWAY SAFETY INSPECTIONS – PROCESS & PROCEDURE

3.1 Inspection Process

The Code makes the following recommendation, -

A risk-based approach should be adopted for all aspects of highway infrastructure maintenance, including setting levels of service, inspections, responses, resilience, priorities and programmes.

Ref: Recommendation 7 Risk Based Approach - Well Managed Highway Infrastructure: A Code of Practice (UKRLG 2016) (The Code), and all documents referred to therein.

3.1.1 Decision Process

The Council has a Risk Management Policy and Strategy & supporting Risk Management Guide. The decision process applied by the Council's policy and strategy, and guidance is as outlined in figure 3 below.

Figure 3 – Risk Decision Process



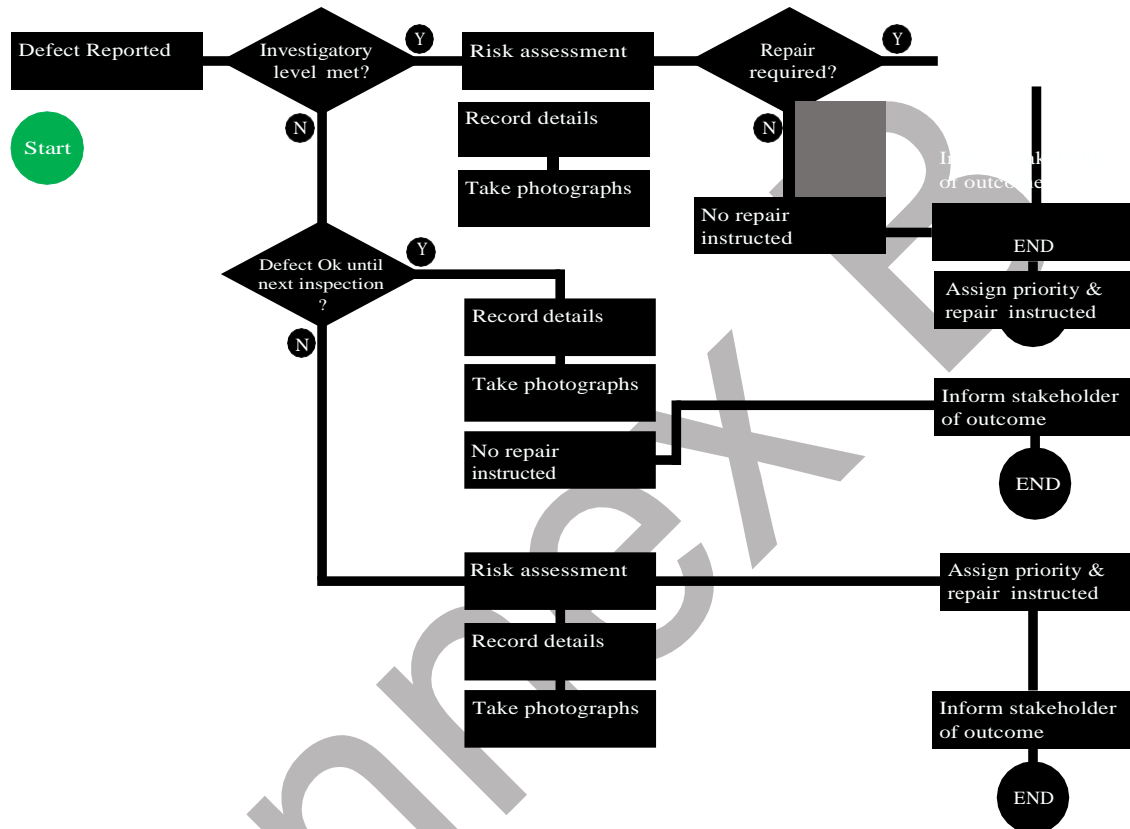
This process is applied to the highways safety inspection procedure described below.

3.2 Inspection Procedure

3.2.1 Third Party Defect Reports

When a defect is reported by a third party (example, a member of the public) the highway inspector will follow the process described in the flow chart below.

Figure 4 – Defect Decision Procedure (Third Party Report)

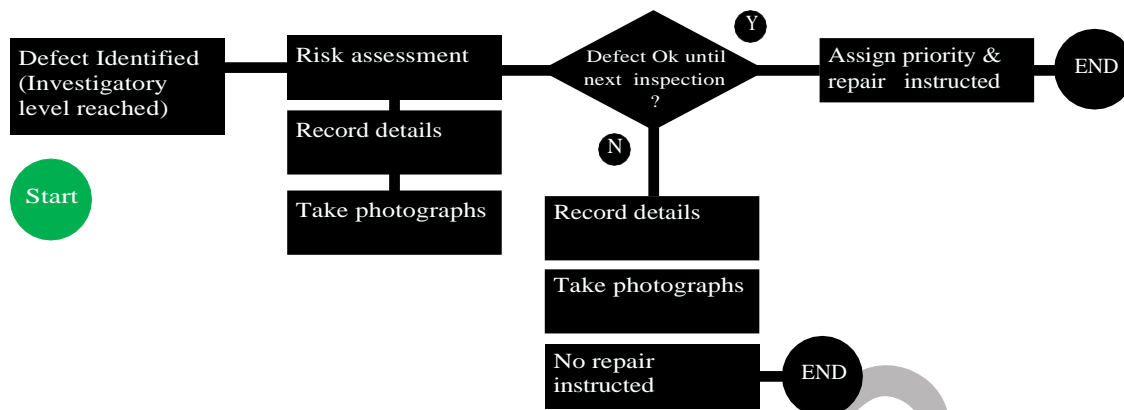


Note; For all reported defect events the highway inspector will record the inspection details and take photographs.

3.2.2 Safety Inspection Defect Reports

When a defect is identified by a highway inspector during a safety inspection the highway inspector will follow the process described in the flow chart below.

Figure 5 – Safety Inspection Defect Decision Procedure



Note; For all identified defect events the highway inspector will record the inspection details and take photographs.

3.2.3 Risk Assessment

The risk assessment will assess the likelihood and consequence of an event occurrence by application of the qualitative evaluation matrix detailed in figure 6 below. This approach will allow the defect identified to be analysed in a systematic manner to highlight which risks are the most severe and which are unacceptably high.

The overall risk is assessed and then quantified by calculation, the formula being Risk = Likelihood x Consequence. The score applied to each assessment criteria is determined by reference to the qualitative evaluation matrix detailed in figures 6 below.

3.2.4 Insurance Claims

When defects that may result in, or are in response to, an insurance claim the inspector shall report the details to the Council officer responsible for insurance claims.

3.2.5 Sample Risk Assessment

Please reference figure 6 below.

A sample risk assessment has been included below, -

Scenario = A collapsed gulley cover is reported by a third party. When located it is found that the collapsed gulley cover is in the carriageway verge area on an open road and it represents a risk to road users, especially cyclists.

Likelihood = The event has already happened so the event has already happened; likelihood of the issue having an impact on a network user is therefore very high (score = 5).

Consequence = The event could cause a road traffic accident if left unattended, consequence is there for very high (score = 5).

The calculation is shown below,-

Risk=	Likelihood	x	Consequence	
	Already happened	x	Road traffic accident	
	Very high (5)	x	Very high (5)	= (25)

The collapsed gulley cover scenario has scored twenty-five (25) which makes it a red event by reference to the qualitative evaluation matrix detailed in figure 6 below. In turn, by reference to the priority codes detailed in figure 6 below a red event has been defined as being a priority 'P1', Emergency Fault with a two (2) Hour response requirement.

Annex B

Figure 6 - Qualitative Evaluation Matrix

1	2	3	4	5
2	4	6	8	10
3	6	9	12	15
4	8	12	16	20
5	10	15	20	25

Annex B

Note; For priority P3 to P4 the highway inspectors will assess the situation on site and assign a priority code based on circumstances.

3.3 Defect Priority & Response

3.3.1 Recommendation

The Code makes the following recommendation, -

In developing priorities and programmes, consideration should be given to prioritising across asset groups as well as within them.

Ref: Recommendation 30 Cross Asset Priorities - Well Managed Highway Infrastructure: A Code of Practice (UKRLG 2016) (The Code), and all documents referred to therein.

3.3.2 Defect Priorities & Response Times

The Council has established and recorded defect priorities and response times for highway safety inspections. The recorded defect priorities and response times are detailed in table 7 (Defect Priorities) below.

Table 7 – Defect Priorities

Priority Code	Priority	Response /Repair Time*	Description	Prime Considerations
P1	Emergency (very high)	2 hours	Make safe	Dangerous and/or likely to cause major disruption. Normally a temporary repair. May need reassigned priority after temporary repair.
P2	Urgent (high)	24 hours	Make safe	Normally a temporary repair. May need reassigned priority after temporary repair. Street-works permit requirement.
P3	Non-urgent (high)	7 days	Permanent repair	Materials available or easy to procure. Street-works permit requirement.
P4	Non-urgent (high/medium)	14 days	Permanent repair	Additional time for allocation for materials procurement. Street-works permit requirement.
P5	Non-urgent (low)	28 days	Permanent repair	Additional time for allocation for materials procurement. Identified as a repair that may be co-ordinated with

				other works. Street-works permit requirement.
P6	Planned works (low)	n/a	n/a	Works normally programme for completion within 14 weeks. Street-works permit requirement.

* Note; days refers to all seven (7) days in the week not business days.

3.3.3 Defect Reporting

Defects may be reported by planned highway inspections or by customer enquiry.

Defects reported by Council Officers will be recorded directly onto the Council's Asset Management System.

Defects reported by the customers will be recorded on the Council's website or by telephone via the Council's Customer Relationship Management (CRM) system.

3.3.4 Continuous Improvement

The priority levels and response times applicable to the repair of defects has been established by the Council. The priority response times will be reviewed and adjusted if deemed necessary on an annual basis.

4 HIGHWAY SAFETY INSPECTIONS - IMPLEMENTATION

4.1 Undertaking Inspections

4.1.1 Inspection Programme

Safety inspections will be programmed for each road section by reference to the Safety inspection frequencies described in section 2.3.2 (Inspection Frequency) and the last inspection date.

During bad weather such as snow days and heavy rainfall, inspection in accordance with the programme may not be possible. When this happens inspectors shall miss inspections.

If inspections are missed the Council will re-programme quarterly, bi-annual and annual inspections for completion as soon as is possible after the originally scheduled date. For bi-monthly & monthly inspections, missed inspections will form part of the following month's inspection.

4.1.2 Inspection Equipment

Each highway inspector will carry the following equipment when carrying out highway safety inspections, -

Personal Protective Equipment (PPE)	- in accordance with Councils Health and Safety Policy
Traffic management equipment	-
Communication	- Mobile phone
Measurement	- Tape measure, spirit level
Site markings	- White spray paint, chalk or crayon
H&S	- Point of work risk assessment template

4.1.3 Marking and Measurement

All defects should, where possible and safe to do so, be marked in white spray paint or crayon. The defects should wherever possible be marked as outlined below, -

Void to be filled	- Mark inner perimeter
Excavation and reinstatement (small)	- Mark rectangle around it
Excavation and reinstatement (large)	- Mark corners
Modular paving	Repair = 'dot' Replace = 'cross'

Carriageway defects should only be marked and measured when safe to do so. On heavily trafficked roads or where there are poor sight lines or visibility highway inspectors should not attempt to mark and measure the defects. Instead a best estimate of size should be made without venturing into the carriageway. When

recording the defect, the description should clearly state that the measurements have been estimated.

Where possible and safe to do so the depth, height and area of a defect should be measured using a tape measure to allow an accurate measurement to be obtained.

4.1.4 Inspection Photographs

When a defect is identified photographs will be taken – each photograph will be referenced to the site, with its location and date of inspection. The photographs will be taken in a manner that provides enough information to highlight the scale of the defect and its location. Photographs of notable defects that are deemed to be low risk will also be taken.

4.1.5 Walked Inspections

Walked inspections will be undertaken as accurately as possible ensuring that the full length and all parts of the highway are inspected. If it is not possible to view the full area to be inspected by one walkthrough then the method of inspection should be to walk both sides of the highway.

If there are parked vehicles on the highway the highway inspector will take reasonable steps where appropriate to view the area around and under obstructed by the vehicle.

4.1.6 Driven Inspections

Driven inspections should be at a speed that allows any defects on the carriageway or, where appropriate, on the adjacent footway, to be seen. If it is not possible to view the full area to be inspected by one drive through, then the method of inspection should be to drive in both directions (where allowed) along the highway.

Driven inspections will be undertaken by two Council Officers, comprising of a driver responsible for driving the vehicle and a highway inspector responsible for the safety inspection. When a defect is observed then the vehicle will be stopped in a safe position to allow the highway inspector to measure and mark the defect.

4.1.7 Missed Inspections

If highway safety inspections are missed for reasons beyond the Councils control (for example, highway inspector absence or inclement weather) inspections will be re-programmed for completion within the first two weeks of the following month.

If highway safety inspections are missed the reason for missing the inspections will be recorded on the Councils system.

4.1.8 Defect Notification

Highway Defects (General), - When a defect is identified defect notes notifications will be raised on the Councils system using an electronic hand-held device. All the necessary fields on the defect notification sheet within the hand-held should be completed outlining the defect identified, its location, remedial work necessary. A

brief description of the defect identified should also be included in the respective field.

Roadwork Defects, - When a roadworks defect is identified and reported to the Council the procedure for raising roadworks defects will be applied. Section 2.2 (Inspection Procedure).

Section 72 (Materials, Workmanship, and Standard of Reinstatement) - When a statutory utility reinstatement defect is identified the defect will be raised on the Councils system using an electronic hand-held device. The Council will then further investigate the origin of the reinstatement so that any costs can be passed on to the utility undertaker.

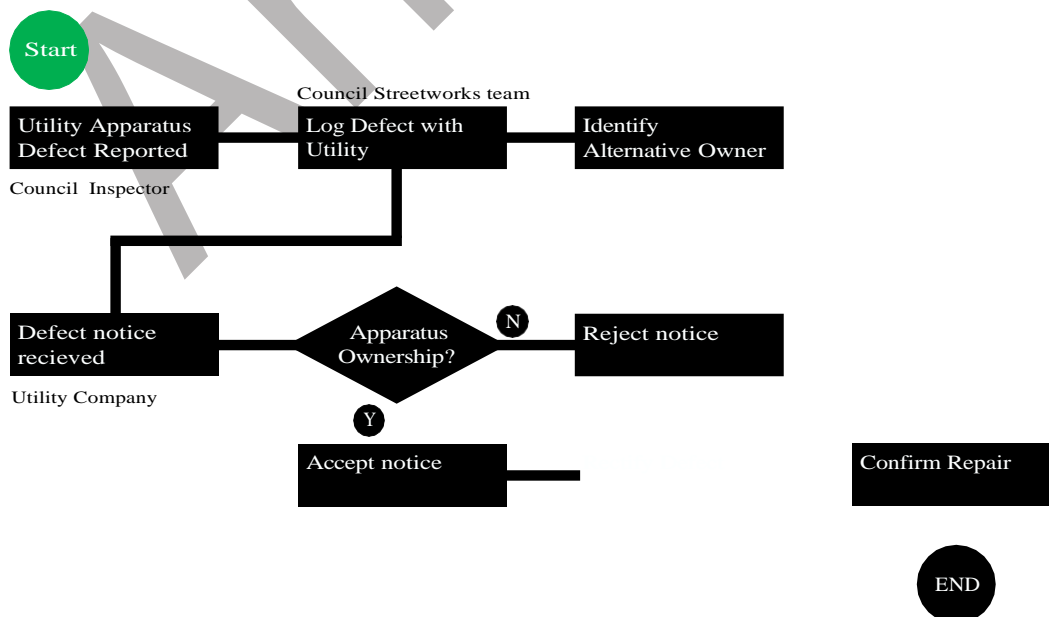
If the defect represents an immediate hazard, the highway inspector will also ensure that the site is made safe prior before leaving site. This may mean closing the highway or forms of traffic management. All costs incurred by the Council will be passed to the utility undertaker as set in NRSWA.

Third Party Identified Defects, - All external enquiries related to the highway network will be recorded on the Councils system and a highway safety inspection request will be issued to the relevant highway inspector. The highway inspector will treat the defect as a highways defect and apply the process described above.

If the third-party informant indicates that the defect may be a source of danger the Council will raise the issue as an emergency and ensure that a highway inspector attends site within two (2) hours of being informed. New Roads and

Streetworks Act of 1981 (NRSWA) Defects, - Section 81 (Duty to Maintain Apparatus) - When a statutory utility defect is identified by a highway inspector during a safety inspection the Council will follow the process described in the flow chart below.

Figure 7 – Streetworks Act of 1981 (NRSWA) Defects



If a utility rejects the notice on the grounds that the apparatus is not under their ownership then the Council will identify an alternative owner and repeat the process.

4.2 Apparatus Inspected

The highway assets included within highway safety inspections will include, but will not be limited to, the following:

Carriageways	Road Studs
Footways & footpaths	Non-illuminated traffic signs
Cycleways & cycle-paths	Bollards
Car Parks	Illuminated signs
Kerbs	Pedestrian crossing lights
Edgings	Lighting columns
Channels	Wall mounted street lighting
Verge	All other lighting units
Culverts	Fences and barriers
Highway Ditches	Pedestrian guardrails
Filter Drains	Safety fencing
Grips	Boundary walls and fences
Gullies	Hedges and Trees.
Piped grips and Kerb inlets	Potholes
Road markings	

The inspection will also cover other highway assets such as street furniture and third-party assets on the highway e.g. [scaffolding and skips].

4.3 Inspector Competency and Training

4.3.1 Recommendation

The Code makes the following recommendation, -

The appropriate competencies for all staff should be identified. Training should be provided where necessary for directly employed staff, and contractors should be required to provide evidence of the appropriate competencies of their staff.

Ref: Recommendation 15 Competencies and Training - Well Managed Highway Infrastructure: A Code of Practice (UKRLG 2016) (The Code), and all documents referred to therein.

4.3.2 Main Duties

The highway inspector is responsible for ensuring that the Council is meeting its statutory duties and complying with all relevant regulations for its highways network. Highway inspector duties include, but is not limited to, the following:

- Inspect and monitor the Council's highway network to ensure it is maintained in a safe and serviceable condition and take action for non-compliance under Highways Act;
- Inspect the integrity and structure of the Council's highway network, determine any appropriate remedial action that is required and raise task orders instructing the Council's contract to take action;
- Inspect and monitor our highway contractor's work on the public highway to ensure compliance with permit requirements and the Council's network management responsibilities;
- Inspect and monitor the Council's highway networks street trees for defects;
- Communicate effectively with Highways Traffic and Highways Improvement colleagues and stakeholders in the delivery of the service;
- Keep accurate records of inspections and update Highways records.

Provide advice on the Highways Maintenance Contractor and to service colleagues, elected members, internal departments and members of the public and ensure effective communication with all stakeholders.

4.3.3 Competencies & Training

The Council do ensure that all staff engaged in highway safety inspection works are suitably competent, experienced, and trained.

The Council employs a programme of Continuing Professional Development and training for all directly employed safety inspection staff. This will include:

- Formal and structured learning / classroom based with approved supplier;
- Learning from peers;
- Work experience;

- Periodic review and formal staff appraisals.

The Council maintain a record of all training and development for directly employed safety inspection staff.

Highway inspector competence is assessed in accordance with the ‘Highway Inspector Competence Framework- June 2019’ and placed on the Highways Inspector Register.

If the Council employ contractors to complete safety inspections the Council will ensure that they provide evidence of the appropriate competencies of their staff.

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