

**Notice of a public meeting of  
Executive**

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

**Date:** Thursday, 21 April 2022

**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, 25 April 2022.**

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

**1. Declarations of Interest**

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

**2. Minutes**

(Pages 1 - 12)

To approve and sign the minutes of the Executive meeting held on 17 March 2022.

### 3. **Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the 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, 19 April 2022.**

To register to speak please visit [www.york.gov.uk/AttendCouncilMeetings](http://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 remote public meeting will be webcast including any registered public speakers who have given their permission. The remote public meeting can be viewed live and on demand at [www.york.gov.uk/webcasts](http://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](http://www.york.gov.uk/COVIDDemocracy)) for more information on meetings and decisions.

### 4. **Forward Plan** (Pages 13 - 14)

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

### 5. **York as a World Heritage Site** (Pages 15 - 66)

The Director of Customer and Communities to present a report which asks Executive to consider the report of the York World Heritage Steering Group (YWHSG) and accept YWHSG's recommendation that York should make a bid for World Heritage status.

- 6. Review of the “Controlling the Concentration of Houses in Multiple Occupation” Supplementary Planning Document 2012 (revised 2014) in response to the Council Motion of December 2021** (Pages 67 - 88)

The Corporate Director of Place to present a report which responds to a motion approved by Full Council on 16 December 2021, requesting Executive to consider a review of the above Supplementary Planning Document.
- 7. Physical Activity Strategy** (Pages 89 - 128)

The Director of Public Health to present a report which asks Executive to adopt the final draft of the York Physical Activity and Sport Strategy for 2022-2032.
- 8. York Central Enterprise Zone Funding Agreement** (Pages 129 - 160)

The Corporate Director of Place to present a report which sets out proposals to enter into a funding agreement with land-owning partners to draw down Enterprise Zone funding to deliver the enabling infrastructure for York Central.
- 9. Future of Acomb Front Street - Enhancing Economic Growth for Secondary Shopping Areas** (Pages 161 - 274)

The Director of Prevention and Commissioning to present a report which summarises the outcomes of the project to implement short term improvements to Front Street, Acomb and identify longer term improvements that could be made to the area based on public and stakeholder engagement.
- 10. The Future of Primary School Places in Naburn** (Pages 275 - 284)

The Director of Prevention and Commissioning to present a report which sets out options for the future of primary school provision in Naburn, in the context of the complex challenges affecting this provision and the outcome of a recent Ofsted inspection of Naburn school.
- 11. Actions in Response to DfT's Bus Funding Announcement** (Pages 285 - 294)

The Director of Transport, Environment and Planning to present a report which seeks approval to facilitate the submission of the necessary documentation to the Department for Transport (DfT) to secure Bus Service Improvement Plan funding.

**12. Adoption of Enforcement Powers under part 6 of the Traffic Management Act (TMA) 2004** (Pages 295 - 308)

The Director of Transport, Environment and Planning to present a report which provides an update on the new enforcement powers for Local Authorities under Part 6 of the Traffic Management Act 2004 and asks Executive to agree that the council seek these powers and to support an application for extended powers under the TMA, with a pilot.

**13. 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

City of York Council

Committee Minutes

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Meeting	Executive
Date	17 March 2022
Present	Councillors Aspden (Chair), Ayre, Cuthbertson, Runciman and Smalley
Apologies	Councillors Craghill, D'Agorne, Waller and Widdowson

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## **PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**

### **98. Declarations of Interest**

Members were asked to declare at this point in the meeting any personal interests not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests, that they might have in the business on the agenda. Councillors Cuthbertson and Runciman each declared a personal interest in Agenda Item 7 (Minute 104 refers), as members of the Minster Community.

### **99. Exclusion of Press and Public**

Resolved: That the press and public be excluded from the meeting during consideration of Annex 2 to agenda item 6 (Housing Delivery Programme Update – Delivering Affordable Housing on Council Land) on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by the Local Government (Access to Information) (Variation) Order 2006).

### **100. Minutes**

Resolved: That the minutes of the Executive meeting held on 7 February 2022 be approved and then signed by the Chair as a correct record.

## **101. Public Participation**

It was reported that 5 people had registered to speak at the meeting under the Council's Public Participation Scheme.

Flick Williams had registered to ask a question. She asked the Executive Member for Culture, Leisure & Communities what he proposed to do about recent comments in the Press from a Member that demonstrated ignorance of the Equalities Act. She suggested providing equalities training for Members and officers.

Cllr Fenton spoke on Agenda Item 6 (Minute 103 refers). As Chair of the Housing & Community Safety Policy & Scrutiny Committee he relayed the committee's request to maximise opportunities for occupation of affordable homes by people living / working in York, and provision of electric vehicle charging close to homes. In a personal capacity, he welcomed the commitment to affordable housing and the proposals for the Askham Bar site.

Cllr Pavlovic also spoke on Item 6, as Labour Spokesperson for Housing. He welcomed the report but expressed concern about the proposed cost of the new homes, which seemed to cater mostly for those coming from outside York, and stressed that it was vital to maximise investment in social housing stock.

Alexander McCallion and Mark Calvert spoke on Agenda Item 7 (Minute 104 refers), as Director of Works and Precinct at York Minster and Chair of York Minster Neighbourhood Forum respectively. They outlined the development of the Plan and urged Members to allow it to proceed to referendum.

## **102. Forward Plan / Chair's Remarks**

Members received and noted details of the items that were on the Forward Plan for the next two Executive meetings at the time the agenda was published.

The Chair highlighted at this point York's desire to show solidarity with the people of Ukraine, in the light of its history as a city of sanctuary. In order to co-ordinate support, the council had launched a new web page which could be found at <https://www.york.gov.uk/UkrainianRefugeeSupport>

Information could also be found on the York Mix blog, and York Press had launched an appeal. The Chair asked that a report on the city's response to the refugee crisis be added to the Forward Plan, to be brought to the Decision Session of the Executive Member for Culture, Leisure & Communities.

**103. Housing Delivery Programme Update – Delivering Affordable Housing on Council Land**

*[See also under Part B]*

The Director of Housing, Economy & Regeneration presented a report which provided an update on the progress of the Housing Delivery Programme, sought approval to proceed to construction on the Duncombe Barracks and Burnholme sites and deliver further affordable homes, and presented proposals for the disposal of 17-21 Piccadilly (currently the site of Spark:York) for affordable housing.

The Programme was set to deliver 600 sustainable homes, mostly Passivhaus zero-carbon housing, with a minimum of 40% affordable homes. High levels of inflation had resulted in an increase of £4.762m to the design and construction budget for the Duncombe and Burnholme sites. However, opportunities had been identified to increase affordable housing on both these sites to 60%, via a grant bid to Homes England to change the tenure of 23 homes to shared ownership.

In respect of 17-21 Piccadilly, the following options were considered, as detailed in paragraphs 24-35 of the report:  
Option 1 – dispose of the site without restricting the permitted use, in order to achieve the maximum market value.  
Option 2 – dispose of the site for mixed use but specify high levels of mixed tenure affordable housing. This was the recommended option, as it would deliver affordable  
Option 3 – council to deliver a mixed scheme as part of the Castle Gateway project.

In response to questions and matters raised under Public Participation, it was confirmed that:

- The increased cost of building to Passivhaus standards was offset by future energy savings and removal of the need for retrofitting;
- Profit from open market sales would be re-invested in the programme;

- Shared ownership affordability had been modelled on an average household income of £35k, which was lower than the York average;
- Relationships between Spark:York and neighbouring residents had improved, with ongoing engagement from the council.

The Executive Member for Finance & Performance welcomed the proposals and congratulated the Housing team on being shortlisted for Local Government Excellence Award.

- Resolved:
- (i) That approval be given to enter into a construction contract with Caddicks as preferred supplier for development of the Duncombe Barracks and Burnholme sites.
  - (ii) That an application be made for further Homes England Shared Ownership grant funding for development of the Duncombe Barracks and Burnholme sites.
  - (iii) That the level of affordable housing on the Duncombe Barracks and Burnholme sites be increased to 60% in line with the revised business case in exempt Annex 2.
  - (iv) That approval be given to re-procure multidisciplinary design services for all future Housing Delivery Programme sites.
  - (v) That an application be made to Homes England to extend the second hand shared ownership programme by a further 15 homes to support families into shared ownership via this route and, if funding is forthcoming, that a net HRA capital budget of £720k be agreed for the delivery of these schemes, to be funded from the Local Authority Homes (Phase 2) budget.
  - (vi) That the future use of the former Askham Bar Park & Ride site for housing be re-affirmed and that officers be asked to undertake further work to explore different options for delivering a scheme on the site that would deliver a minimum 40% of affordable housing and deliver zero carbon



development, with potential for delivering other community facilities.

(vii) That the current lease of the former Askham Bar Park & Ride site be extended if this is needed for a continued use as a Vaccination Centre, until the site is ready for housing development.

(viii) That approval be given to dispose of land at 17-21 Piccadilly by way of a 999 year lease for an affordable housing scheme.

(ix) That authority be delegated to the Executive Member for Housing & Community Safety and the Executive Member for Finance & Performance to finalise the procurement evaluation model and select a buyer.

(x) That a further lease of the site at 17-21 Piccadilly be granted to Spark:York until the site is ready for development, and that authority be delegated to the Director of Housing, Economy & Regeneration to finalise the terms of this lease in line with the proposals set out in the report.

Reason: In order to enhance the delivery of affordable housing in the city.

#### **104. York Minster Precinct Neighbourhood Plan – Examiner’s Report and Decision Statement**

The Corporate Director of Place presented a report which asked Executive to agree the recommendations of the Examiner in respect of the York Precinct Neighbourhood Plan and enable the Plan to proceed to referendum. The report and Plan had been considered by the Local Plan Working Group at their meeting on 7 March 2022 and recommended to Executive for approval.

The Plan, at Annex C to the report, had been prepared by York Minster Neighbourhood Plan Forum with the support of York Minster and Alan Baxter and ongoing engagement with the local community and the council. The Examiner’s report, at Annex A, described the Plan as ‘impressive’ and recommended that it

proceed to referendum subject to Modifications, as outlined in Annex B along with the council's Consideration / Justification.

Members expressed their thanks to the Forum for their positive and community-led approach to a difficult process in a non-parished area. Having noted the comments made under Public Participation on this item, it was

Resolved: (i) That the Examiner's modifications set out in Annex B (Decision Statement) to the York Minster Precinct Neighbourhood Plan be agreed and that, subject to those modifications, the Neighbourhood Plan meets the Basic Conditions and other legislative requirements.

(ii) That the York Minster Precinct Neighbourhood Plan, as amended, proceed to a local referendum based on the neighbourhood area and residential properties within the immediate vicinity of the neighbourhood area, to include the postcodes outlined in Appendix A of the Examiner's report (at Annex A).

(iii) That the Decision Statement at Annex B to the report be published on the City of York Council's website.

Reason: To allow the Neighbourhood Plan to progress in line with neighbourhood planning legislation.

#### **105. Adoption of Minerals and Waste Joint Plan**

*[See also under Part B]*

The Corporate Director of Place presented a report which explained the outcome of the Examination in Public by the Government's Appointed Inspector into the Minerals & Waste Joint Plan (2015-2030) and accompanying Policies Map, and asked Executive to recommend that Council adopt the Joint Plan.

The Inspector's Final Report, at Annex 2 to the report, stated that the Joint Plan satisfied all requirements and was considered to be 'sound', subject to the Main Modifications at Annex 3. The Joint Plan had subsequently been adopted by

North Yorkshire County Council on 16 February 2022 and would be reported to the North York Moors National Park Authority in March. The Local Plan Working Group had considered the Joint Plan at their meeting on 7 March, and recommended it for approval to Executive.

Resolved: (i) That the Inspector's report and recommended changes be noted, and that the Main Modifications be accepted.

(ii) That the Corporate Director of Place be authorised to make any further minor typographical or presentational amendments or updates before final publication of any documents referred to in this item, and to take any necessary steps to conclude the adoption process.

Reason: To allow the Plan to progress to adoption.

(iii) That approval be given to publish an Adoption Statement and Sustainability Appraisal in accordance with Regulations 26 and 35 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

Reason: To ensure that the adoption of the Plan is in accordance with the required legislation.

## **106. York's 10-Year Skills Strategy**

The Director of Prevention & Commissioning and the Skills Team Manager, presented a report which provided an update on the development of York's 10-Year Skills Strategy through the York Skills and Employment Board and sought support for the council's continuing role as a key partner in delivering its shared priorities.

Details of the membership of the Board were set out in Annex 1 to the report. Lee Probert, as Chair of the Board, was in attendance to explain the structure of the Strategy document at Annex 2, and the work carried out to ensure that it aligned with other strategies. Having approved the Strategy last autumn, the Board no longer met every month but were harnessing the city-wide partnership approach to support its implementation, while retaining oversight of delivery. An annual review of progress

would be taken to the Decision Session of the Executive Member for Economy & Strategic Planning. Higher York partners had met this month and committed to an ongoing financial contribution over the 10 years.

Members thanked all those involved in bringing the Strategy to fruition and noted the benefits that the partnership approach would bring to the city.

Resolved: (i) That the council's role in the city's partnership approach to delivery of York's 10-Year Skills Strategy be supported.

(ii) That the approach to ongoing consultation on skills via the emerging Economic Growth Strategy and sector delivery plans be supported.

Reason: To continue to develop the local skills infrastructure that will help residents and businesses to experience fully the benefits of York's enterprising, resilient and inclusive economy.

#### **107. Request to Extend Home to School Contracts - Pullman**

The Director of Prevention & Commissioning and the Head of Education Support Services presented a report which sought approval to extend the home to school coach contracts with York Pullman Bus Company to 31 July 2024, to ensure continuity in delivery of a statutory service pending a review of elements of current delivery.

The current contracts for home to school transport were due to expire on 31 July 2022. Two options were available, as detailed in paragraphs 6-11 of the report and summarised below:

**Option 1** –procure new contracts for all required home to school transport work for delivery from 1 September 2022. This would require further work to include bus contracts within an already tight procurement deadline.

**Option 2** –procure a new taxi contract only for 1 September 2022 and extend the current contracts with York Pullman to 31 July 2024, as recommended. This would ensure the completion of relevant consultation and allow time to review the Tadcaster bus contract.

It was noted that York Pullman had recently been awarded DVSA recognition status, and the cost effectiveness of the current contracts had been demonstrated by an external review. The Executive Member for Children, Young People & Education welcomed the proposals and urged Members to support Option 2.

**Resolved:** That Option 2 be approved and the existing home to school transport contracts with York Pullman Bus Co. Ltd. be extended for a period of 2 years, from 1 August 2022 to 31 July 2024, and that authority be delegated to the Director of Prevention & Commissioning and Education, in consultation with the Director of Governance and the Chief Finance Officer, to sign a variation to the contract to extend it for 2 years.

**Reason:** To ensure that there is provision in place to meet the Local Authority's statutory duties in relation to home to school transport until a review of the Tadcaster bus contracts has taken place. This will require Member consideration and also a public consultation if it is proposed that the Tadcaster bus contract is ended.

## **PART B - MATTERS REFERRED TO COUNCIL**

### **108. Housing Delivery Programme Update - Delivering Affordable Housing on Council Land**

*[See also under Part A]*

The Director of Housing, Economy & Regeneration presented a report which provided an update on the progress of the Housing Delivery Programme, sought approval to proceed to construction on the Duncombe Barracks and Burnholme sites and deliver further affordable homes, and presented proposals for the disposal of 17-21 Piccadilly (currently the site of Spark:York) for affordable housing.

The Programme was set to deliver 600 sustainable homes, mostly Passivhaus zero-carbon housing, with a minimum of 40% affordable homes. High levels of inflation had resulted in an increase of £4.762m to the design and construction budget

for the Duncombe and Burnholme sites. However, opportunities had been identified to increase affordable housing on both these sites to 60%, via a grant bid to Homes England to change the tenure of 23 homes to shared ownership.

In respect of 17-21 Piccadilly, the following options were considered, as detailed in paragraphs 24-35 of the report:  
Option 1 – dispose of the site without restricting the permitted use, in order to achieve the maximum market value.  
Option 2 – dispose of the site for mixed use but specify high levels of mixed tenure affordable housing. This was the recommended option, as it would deliver affordable  
Option 3 – council to deliver a mixed scheme as part of the Castle Gateway project.

In response to questions and matters raised under Public Participation, it was confirmed that:

- The increased cost of building to Passivhaus standards was offset by future energy savings and removal of the need for retrofitting;
- Profit from open market sales would be re-invested in the programme;
- Shared ownership affordability had been modelled on an average household income of £35k, which was lower than the York average;
- Relationships between Spark:York and neighbouring residents had improved, with ongoing engagement from the council.

The Executive Member for Finance & Performance welcomed the proposals and congratulated the Housing team on being shortlisted for Local Government Excellence Award.

Recommended: (i) That Council approve a budget increase of £2,614k for the scheme at Burnholme and £2,148k for the scheme at Duncombe Barracks.

(ii) That Council approve increase HRA borrowing of £2,570k for the scheme at Burnholme and £832k for the scheme at Duncombe Barracks.

Reason: In order to enhance the delivery of affordable housing in the city.

**109. Adoption of Minerals and Waste Joint Plan**

*[See also under Part A]*

The Corporate Director of Place presented a report which explained the outcome of the Examination in Public by the Government's Appointed Inspector into the Minerals & Waste Joint Plan (2015-2030) and accompanying Policies Map, and asked Executive to recommend that Council adopt the Joint Plan.

The Inspector's Final Report, at Annex 2 to the report, stated that the Joint Plan satisfied all requirements and was considered to be 'sound', subject to the Main Modifications at Annex 3. The Joint Plan had subsequently been adopted by North Yorkshire County Council on 16 February 2022 and would be reported to the North York Moors National Park Authority in March. The Local Plan Working Group had considered the Joint Plan at their meeting on 7 March, and recommended it for approval to Executive.

- Recommended: (i) That Council adopt the Minerals & Waste Joint Plan at Annex 1 to the Executive report, incorporating the Inspector's Modifications at Annex 3.
- (ii) That Council adopt the accompanying Policies Map.

Reason: To allow the Plan to progress to adoption.

Cllr K Aspden, Chair

[The meeting started at 5.32 pm and finished at 6.50 pm].

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**Forward Plan: Executive Meeting: 21 April 2022**

**Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 19 May 2022**

Title and Description	Author	Portfolio Holder
<p><b>School Holiday Food Scrutiny Review</b></p> <p><b>Purpose of Report</b>                      To make recommendations to Executive regarding the effectiveness, impact and funding of the free school meal voucher scheme alongside other grassroots community based provision and other schemes to address food poverty impacts. Executive will be asked to: approve the recommendations.</p>	Pauline Stuchfield	Executive Members for: Finance & Performance, Health & Adult Social Care, and Housing & Safer Neighbourhoods

**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 16 June 2022**

Title and Description	Author	Portfolio Holder
<p><b>Results of the consultation on additional licensing for Houses in Multiple Occupation (HMO)</b></p> <p><b>Purpose of Report</b>                      To provide an update on the city-wide, statutory consultation undertaken in 2021 on the potential designation of targeted Additional Licensing Scheme for HMOs with 3 or 4 occupants within the wards of Hull Road, Guildhall, Clifton, Fishergate, Heworth, Micklegate, Osbaldwick &amp; Derwent, and Fulford &amp; Heslington and set forward options to determine whether to designate an additional licensing scheme. Executive will be asked to: determine whether to designate an additional HMO licensing scheme.</p>	Michael Jones & Ruth Abbott	Executive Member for Housing & Safer Neighbourhoods

Title and Description	Author	Portfolio Holder
<p><b>Capital Programme 2021/22 Outturn</b></p> <p><b>Purpose of Report</b> To provide Members with the outturn position on the capital programme. Executive will be asked to: note the outturn, recommend to full Council any changes as appropriate.</p>	Emma Audrain	Executive Member for Finance & Performance
<p><b>Treasury Management &amp; Prudential Indicators 2021/22 Outturn</b></p> <p><b>Purpose of Report</b> To provide the annual treasury management review of activities and the actual prudential and treasury indicators. 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
<p><b>Finance &amp; Performance 2021/22 Outturn</b></p> <p><b>Purpose of Report</b> To provide Members with the year-end position on both finance and performance. <b>Executive will be asked to: note the report.</b></p>	Debbie Mitchell & Ian Cunningham	Executive Member for Finance & Performance

**Table 3: Items Slipped on the Forward Plan**

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason
<p><b>Results of the consultation on additional licensing for Houses in Multiple Occupation (HMO)</b> See Table 2 for details</p>	Ruth Abbott / Michael Jones	Executive Member for Housing & Safer Neighbourhoods	19/5/22	16/6/22	Officers are still awaiting the report which analyses the data from the two consultation exercises.



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**Executive**

21 April 2022

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

**York as a World Heritage Site****Summary**

1. This paper presents a report produced by the York World Heritage Steering Group (YWHSG) entitled “Should York be a World Heritage site?” (See Annex).

**Recommendations**

2. At this stage, the Executive is asked to:
  - Accept the recommendation of the YWHSG report that York should make a bid for World Heritage status;
  - Commit City of York Council, together with YWHSG, to ask the Department for Digital, Culture, Media and Sport to consider an application from York for admittance to the UK Tentative List of World Heritage Sites;
  - Work with YWHSG to take the bid project forward to Stage 2, including forming a broad-based public and private partnership to raise the approx. £7.5k required in 2022/23 to fund the required work;
  - Note that, currently, there is no identified council funding stream to cover the cost of any Stage 3 bid and that, if a bid is successful and can proceed to Stage 3, the Council will seek support from partners to progress.

Reason: To seek the international recognition and prestige that World Heritage status confers.

**Background**

3. The Executive formally set out the ambition for the city to apply for UNESCO World Heritage status as part of approving the Culture Strategy for York, 2019-2025.

### **Consultation**

4. The YWHSO comprises a range of institutions in the city (see annex). Its report recognises that any bid for World Heritage status must deliver greater empowerment and involvement of residents in managing, understanding and enjoying the heritage of the city. It is proposed that further engagement with citizens would take place during Stages 2 and 3.

### **Options**

5. It is open to the Executive to accept the recommendation to progress a bid for World Heritage status or decline to do so.

### **Analysis**

6. YWHSO's report recognises that it will be a difficult task for York to obtain designation by UNESCO as a World Heritage site. At the same time, it sets out the significant benefits that designation brings in terms of:
  - Public awareness – leading an increase in the level of protection and conservation afforded to heritage assets,
  - International assistance - inscription on the World Heritage List may open the way for financial assistance from a variety of sources in heritage conservation projects,
  - International recognition – leading to increased civic pride and a positive impact on tourism and inward investment.

### **Council Plan**

7. Pursuit of world heritage status is consistent with the Council Plan priority of "Safe communities and culture for all".

### **Implications**

8. **Financial** – The Steering Group report states that the cost of a Stage 3 bid is likely to be in the region of £200k to £250k. It must be noted that the council has no budget to cover this and that the cost of the bid cannot form a burden on the city's finances. It would therefore be imperative that a broad-based coalition of partners and citizens come forward to resource the bid if it is to proceed to Stage 3.
9. **Legal** - designation of a World Heritage Site does not bring any additional statutory controls. Protection is provided through the planning system as well as through other designations, including listed buildings and scheduled monuments, that cover specific buildings and

areas, if not the whole, of the site. The boundary of the proposed World Heritage site will be the same as the Central Historic Core Conservation Area, which is already subject to statutory controls. The Local Plan would need to be consistent with the National Planning Policy Framework in respect of heritage assets to ensure that the significance of the World Heritage site and its setting are protected.

10. There are no additional Equalities, Human Resources, Information Technology, Property, Crime and Disorder or Other implications arising from the report.

### **Risk Management**

11. In compliance with the Council's risk management strategy the main risks that have been identified associated with the proposals contained in this report are those which concern partnership working and project working. There is a clearly identified risk that, however well-constructed York's bid is, it will not ultimately find favour with UNESCO. This could lead to damage to the Council's reputation and a failure to meet stakeholders' expectations. The level of risk is assessed as "Medium" which is acceptable but means that regular active monitoring is required of the project.

**Annex:** *"Should York be a World Heritage site?"* Report of the York World Heritage Steering Group.

### **Contact Details**

<b>Author:</b>	<b>Chief Officer responsible:</b>		
Charlie Croft Assistant Director (Customer and Communities)	Pauline Stuchfield Director (Customer and Communities)		
	<b>Report Approved</b>	✓	<b>Date</b> 6.4.22.
<b>Specialist Implications Officers:</b> Legal – Cathryn Moore (Legal Manager, Projects)			
<b>Wards Affected:</b> All			
<b>For further information please contact the author of the report</b>			

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**Should York be a World Heritage site?**

**The Report of the  
York World Heritage Steering Group**

**April 2022**

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## Executive Summary

This report has been prepared by the York World Heritage Steering Group for City of York Council. The report:

- summarises the UNESCO World Heritage and UK Tentative List of World Heritage Sites history and procedures;
- advises that seeking World Heritage Status is a three stage process:
  - stage 1, Report of the York World Heritage Steering Group
  - stage 2, Nomination to the UK revised Tentative List
  - stage 3, Application to UNESCO for World Heritage status
- advises that the UK government last reviewed the UK Tentative List in 2010 and a review of the existing Tentative List and creation of a new Tentative List is overdue;
- advises that on 26<sup>th</sup> March 2022 the UK Government announced the timetable and process for the review of the existing Tentative List;
- advises that in 2010 York applied unsuccessfully to be placed on the UK Tentative List but was advised by the Expert Panel that the city should apply with a revised, holistic Statement of Significance when the Tentative List reviewed;
- advises that York has a very strong case for designation as a UNESCO World Heritage site and that it will have a difficult, though not impossible, task of achieving a place on the revised UK Tentative List (Stage 2) and being designated a World Heritage site by UNESCO (Stage 3);
- recognises that York has already been successful in achieving designation as UNESCO City of Culture
- advises that an application for World Heritage Site status accords with the city's Cultural Strategy
- advises that York's bid for World Heritage status must deliver greater empowerment and involvement of residents in managing, understanding and enjoying the heritage of the city;
- advises that the process of applying for UK Tentative list status, even if it turns out to be unsuccessful, will be a valuable contribution to the implementation of the York Narrative, will inform and support strategic planning, tourism and economic development policies in the City;
- recommends that the boundary of the World Heritage site should be co-terminus with the Central Historic Core Conservation Area;
- considers that designation as a World Heritage site will be a vital contribution to the future economy of the city through promoting a quality tourist product in

a highly competitive market and attracting and retaining entrepreneurs, investors, risk-takers and students who, in the modern world, can choose to locate anywhere;

- advises that the financial cost of Stage 2 could be around £7.5k. The report identifies that Stage 2 funding will be required in 2022/23 and that this funding should come from a broad-based public and private partnership within the City and Region led by the City of York Council;
- recommends that the model of the York Millennium Bridge Trust could be used as a vehicle which could take a bid forward. It recommends that if York is successful at stage 2 a York World Heritage Trust should be created and that it should be responsible for raising the money to carry out and manage Stage 3;
- advises that the costs of a Stage 3 Bid could be in the region of £200k-£250k (at current prices). The very earliest this Stage 3 expenditure would occur would be in 2023/24, but will probably be no later than 2025/26;
- recommends that:
  - City of York Council accepts this report of the YWHSG and that City of York Council will make a bid for World Heritage status;
  - City of York Council and York World Heritage Steering Group continue to work together to take this project forward to Stage 2;
  - If successful in achieving UK Tentative List status, City of York Council, with advice from the York World Heritage Steering Group, initiates a formal review of Stage 3 and creates a York World Heritage Trust to lead the application process to UNESCO for World Heritage status.

## **YORK AS A WORLD HERITAGE SITE**

### **1 Background**

- 1.1 In 2006, the Lord Mayor, Janet Hopton, decided to examine the question “Should York be a World Heritage site?”. In order to carry this out, she invited representatives of Institutions and individuals from the city to form a small advisory group, the York World Heritage Steering Group (YWHSG) to address this question and to explore the benefits and disadvantages of World Heritage status. Members of the YWHSG are listed in Appendix One and have all contributed their time and expertise pro-bono.
- 1.2 This report has been produced by the York World Heritage Steering Group in late 2021 to provide City of York Council with information and recommendations on the question “Should York be a World Heritage Site?”.

### **2 UNESCO World Heritage Sites and the UK Tentative List**

- 2.1 UNESCO seeks to encourage the identification, protection and preservation of cultural and natural heritage around the world which is considered to be of outstanding universal value to humanity. This is embodied in the international treaty called the Convention concerning the Protection of the World Cultural and Natural Heritage, (World Heritage Convention) adopted by UNESCO in 1972. Since then, national governments which have ratified the World Heritage Convention (State Parties) have been encouraged to nominate sites within their national territory for inclusion on the World Heritage List.
- 2.2 The Convention provides for the identification, protection, conservation and presentation of cultural and natural sites of "outstanding universal value". It requires a World Heritage List to be established under the management of an inter-governmental World Heritage Committee.
- 2.3 State Parties are responsible for creating Tentative Lists of potential World Heritage sites under their jurisdiction. A State Party may nominate one site per year from their Tentative List to UNESCO for inscription on the list of World Heritage sites; the UK has agreed that it will nominate one site every two years. Nominations are subjected to a rigorous assessment by UNESCO's advisers (IUCN and ICOMOS) over an 18 month period. Decisions on whether to inscribe sites in the World Heritage List are taken by the World Heritage Committee at its annual meeting each July. The Committee comprises 21 of the member states of the Convention, each elected for a six year term.
- 2.4 The World Heritage List currently includes 1154 properties around the world which the World Heritage Committee considers as having outstanding universal value. A site can be nominated as a cultural site, a natural site or a mixed (both cultural and natural) site. The World Heritage List can be viewed at <https://whc.unesco.org/en/list/> . There are currently 33 UK World Heritage sites, of which 28 are cultural, 4 natural and 1 mixed (see Appendix Two).

- 2.5 The World Heritage Convention was ratified by the United Kingdom in 1984. The Department for Culture, Media and Sport is responsible for the UK's general compliance with the Convention, and for nominating sites to UNESCO.
- 2.6 In 2006, the Lord Mayor of York, Janet Hopton, posed the question "Should York be a World Heritage Site?". After consultation with City of York Council, an independent advisory group, York World Heritage Steering Group (YWHSG), was established to address this question. The YWHSG submitted a report to City of York Council in 2007 that recommended that City of York Council should apply for admission to the UK Tentative List of World Heritage Sites. In 2009, after considerable public consultation, City of York Council formally agreed that it would apply for admission to the next UK Tentative List of World Heritage Sites.
- 2.8 In 2010, the UK Government invited nominations for a new Tentative List to identify more exceptional cultural and natural heritage places of global importance in the UK and advertised for applications to the new Tentative List. Government also stated that these applications would be evaluated by an independent expert panel, drawn from across the UK.
- 2.9 City of York Council applied to be placed on this renewed Tentative List. In 2011 the independent expert panel submitted its report. York's application was not successful. The expert panel considered that York's sub-surface archaeological deposits, the focus of the application, did not on their own meet the criteria for OUV. However, the panel stated that "two sites (City of York: subsurface archaeological deposits and the Wye Valley & Forest of Dean) might consider a future application to the next UK Tentative List with substantially revised component parts."
- 2.10 City of York Council asked the YWHSG to continue its work so that it could advise the council on what actions should be taken when the next UK Tentative List review takes place. This report sets out the results of that work and makes a series of recommendations for City of York Council to consider.
- 2.11 The UK government last reviewed the UK Tentative List in 2010. It is normal to review the content of the Tentative List every 10 years. A review of the existing Tentative List and creation of a new Tentative List is therefore now due.
- 2.12 The YWHSG has identified three stages in the process of gaining World Heritage Status:
- Stage 1, Report of the York World Heritage Steering Group and consideration by City of York Council;
  - Stage 2, Nomination to the UK revised Tentative List;
  - Stage 3, Application to UNESCO for World Heritage status.

This report represents Stage 1.

- 2.13 On 26<sup>th</sup> March 2022, the UK Government announced that it will prepare a new Tentative List of natural, cultural and mixed sites for potential nomination for inscription on the UNESCO World Heritage List. It has set out a two stage application process. To apply to be considered for the UK's Tentative List, DDCMS are asking applicants to first submit an expression of interest form, followed by a full application form at a later date. Both parts must be completed and submitted on time in order to be eligible for consideration. The closing date for submitting the expression of interest form is Friday 6 May 2022. The closing date for submitting the application form is Friday 15 July 2022. The full application forms will then be assessed by a panel of independent experts appointed by the government. A list of the recommended sites for the Tentative List will be submitted to ministers for approval before being registered at UNESCO later this year. Full details are available online at <https://www.gov.uk/government/consultations/unesco-world-heritage-sites-uk-tentative-list-review>.

This means that Stage 2 must be completed 15<sup>th</sup> July 2022.

- 2.14 If York is placed on a new UK Tentative List, it is probable that the first nomination from the new List to UNESCO will be made in 2024. If York wanted to be this first nomination it would need to complete all the necessary documentation and application procedures in 2023/24.

This means that Stage 3 could be completed as early as 2024.

### **3 York: a World Heritage Site?**

- 3.1 York has come late to the World Heritage process. There were inconclusive discussions about York applying for World Heritage status in the 1980's and again in the early 1990's. An application at that time would have stood a considerably greater chance of success than an application today. Nonetheless, York World Heritage Steering Group believes that York should give serious consideration to pursue World Heritage status.
- 3.2 There is an issue for York in that the nomination process and attitudes to the types of site suitable for nomination have moved on. The World Heritage List is biased against Western European sites, and there are already a number of medieval walled cathedral cities on the List. UNESCO has taken the view that the World Heritage List should be more balanced and encourages applications from countries that are not well-represented on the List. However, the YWHSG considers that York should draw strength from the comments made by the independent expert panel in 2011: "*The Panel considered that a more holistic application for the second city of England would have been much stronger and recommended that a nomination of the whole city above and below ground could be considered for a future Tentative List.*"
- 3.3 YWHSG considers that York has a very strong case for designation as a UNESCO World Heritage site. York will, however, have a difficult, though not impossible, task of achieving a place on the revised UK Tentative List (Stage 2) and being designated a World Heritage site by UNESCO (Stage 3).

- 3.4 The wealth and significances of the historic environment in York are considerable. There are 22 Scheduled Monuments over 2000 individual listed buildings, 35 Conservation Areas, and it is one of only five Areas of Archaeological Importance in England. York Minster and York City Walls are two of the best examples of such monuments in Europe. These are representative of the well-preserved and well-managed historic buildings and structures that survive in the city.
- 3.5 York's importance is underlined by the evidence of occupation for almost 2000 years. It possesses a complete set of archaeological deposits from the Roman period onwards. Significant parts of these deposits are deep, waterlogged, and anoxic; arguably, they constitute a unique sequence of well-preserved Roman, Viking and medieval features and deposits.
- 3.6 York's street plan is a testimony to successive episodes of formal and informal planning by Romans, Anglo-Saxons, Vikings, medieval, Georgian, Victorian and modern administrations.
- 3.7 The primary documentary archives of the City of York, the Dean and Chapter, the Borthwick Institute, coupled with the archives of many private organisations such as the Merchant Adventurers Company represent an almost unparalleled body of archival material for academic and popular study.
- 3.8 The historic environment and the archival and archaeological resources have been studied extensively and are well documented through the numerous histories of the City (from Francis Drake's *Eboracum* published in 1736 to *York* edited by Prof P Nuttgens, 2001 and *Historic Atlas of Towns York*, PV Addyman 2018) and through volumes and journals such as those published by the Royal Commission on Historic Monuments (England), the York Archaeological Trust fascicule series and web publications, and the Esher Report of 1968.
- 3.9 However, if York is to be successful in gaining nomination to a revised UK Tentative List it must demonstrate that it meets the criteria for cultural sites adopted by UNESCO for Assessment of Outstanding Universal Value. These criteria are listed in Appendix Four.
- 3.10 The Steering Group has considered these criteria and believes that York meets criteria i) ii) iii) iv) and vi):
- i. to represent a masterpiece of human creative genius;
  - ii. to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;
  - iii. bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;
  - iv. to be an outstanding example of a type of building, architectural or technological ensemble or landscape;

- vi. be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria).

- 3.11 A draft Statement of Significance has been prepared that broadly meets UNESCO's word limits. The draft Statement of Significance sets out the Outstanding Universal Value of the city of York (Appendix 5):

*York is the pre-eminent historic urban centre in northern England. For many centuries, it was the second city of England, at times a centre of government. It developed around a strategic tidal river crossing and has been at the centre of a network of national and European communications and trading links since its establishment. The city is the outstanding example of urban development in western/north-western Europe originating with Roman occupation. York has exceptional evidence of its Roman origins and of all successive phases up to the modern day.*

*Roman York, Eboracum, was established c.71 CE. In the 7th – 9th centuries CE, the Anglo-Saxon city, Eoforwic, became a centre of power, belief, trade and learning. In the 9th and 10th centuries CE, Jorvik, was the centre of an extensive Viking kingdom. Urban occupation developed through the Norman conquest and the medieval period and development continued post-Reformation to the present day.*

*This sequence of historical urban development, although common in western/north-western Europe, is marked in York by exceptional survival of evidence for all these periods. The town plan, buildings, archaeological deposits and objects, and documents and archives that evidence this include: remains of the Roman fortress and colonia; early development of the Minster and merchant's wic from the 7th century CE onwards; Viking Age occupation and trade evidenced by new streets, house plots, new forms of urban housing and exceptional organic artefacts; the surviving Norman castles and near-complete circuit of medieval defensive walls and gates and St Mary's Abbey show the transformation of the city after the conquest in 1066. The wealth and development of the medieval town is evidenced for example by the Minster and historic urban churches and their ornamentation, particularly with exceptional stained glass, and the many exceptional timber-framed buildings including three surviving Guildhalls. Post-medieval, post-Reformation development is well evidenced for instance, by The King's Manor, seat of the King's Council in the North, and in 18th century Georgian domestic, civic, and administrative architecture, the 19th century scientific institutions, and the impact of the railways. Since the mid-20th century, historic buildings have been conserved and repurposed alongside often sympathetic contemporary architecture. The sequence of surviving evidence sheds an unparalleled light on urban development in western/north-western Europe.*

The YWHSG considers that York meets UNESCO's Outstanding Universal Value (OUV) Criteria (i) (ii) (iii) (iv) and (vi) and is a strong candidate for World Heritage status.

- 3.12 The Steering Group also considered potential boundaries for a York World Heritage site and possible associated Buffer Zone. In York there are already a

number of statutory conservation designations which cover the historic core of the City. The central historic core, Bootham, Clifton, The Mount and Blossom Street are contained within three contiguous Conservation Areas designated under the Planning (Listed Buildings and Conservation Areas) Act 1990 and its predecessors. A significantly larger area was designated in 1984 as an Area of Archaeological Importance under Part 2 of the 1979 Ancient Monuments and Archaeological Areas Act. The Steering Group considered the benefits of including other parts of the City in a World Heritage site. New Earswick and the Retreat were discussed but rejected on the grounds that although significant they did not add greatly to the case made in the Statement of Significance. The Steering Group considers that there is a very close match between the Statement of Significance and the area designated as the Central Historic Core Conservation Area.

- 3.13 Therefore, the Steering Group recommends that the boundary of the World Heritage site should be co-terminus with the Central Historic Core Conservation Area (Plan 01).
- 3.14 It is a requirement that a candidate World Heritage Site considers whether a buffer zone will be required to manage and protect the OUV of the Site.
- 3.15 The Department for Digital, Culture, Media & Sport (DDCMS) maintains the view that buffer zones are not necessary in every case, particularly where adequate layers of protection already exist.
- 3.16 The YWHSO has considered the issue of whether a buffer zone is necessary. In York, it is clear that existing statutory protections and supporting documentation will provide a suitable mechanism to protect Outstanding Universal Value of York:

the Historic Core Conservation Area Appraisal (2011) which includes Management Strategy and Views Analysis;

Historic Core Conservation Area designation and surrounding/adjoining Conservation Areas (the setting of Conservation Areas must be taken into consideration in planning process when assessing sites outside of the designated boundary);

Area of Archaeological Importance designation;

Designation of Scheduled Monuments and Listed Buildings;

Conservation Management Plans relating particularly to York Minster, the City Walls, Clifford's Tower and Mint Yard;

Examination Draft of the City of York Local Plan and emerging York Minster Precinct Neighbourhood Plan;

Greenbelt protection – currently given weight under Yorkshire and Humber Regional Spatial Strategy (policies YH9 and Y1) and NPPF. The green wedges and strays form part of the proposed Green Belt in the Examination Draft of the City of York Local Plan.

The YWHSO considers that designation of a Buffer Zone is not necessary.



- 3.17 The YWHSG recommends that as part of Stage 3 City of York Council should prepare a World Heritage Site and its Setting Supplementary Planning Document and Management Plan that will provide an authoritative, comprehensive framework to help manage any threat to both the site and the setting of the site.
- 3.18 The YWHSG recommends that as part of Stage 3 City of York Council should also prepare a detailed Comparative Study that establishes the qualities and attributes that the proposed York World Heritage Site will bring that are not already represented on the World Heritage List. However, a shorter scoping study will be required to support an application to a new UK Tentative List. Therefore, a short Comparative Study is being produced for this purpose by Dr Christopher Young, formerly World Heritage Officer for English Heritage.

#### **4 Assessment of Advantages and Disadvantages of World Heritage Status**

- 4.1 Inscription as a World Heritage Site and the international recognition that a Site is of outstanding universal value is perhaps the highest heritage accolade a place can receive and brings with it significant international prestige. The UNESCO World Heritage Convention considers that there are three main benefits to gaining World Heritage status:
- 4.1.1 *Public awareness.* Inscribing a site for heritage preservation on the World Heritage List can serve as a catalyst to raising awareness for heritage preservation on the part of governments and citizens alike. Heightened awareness, in turn, should lead to greater consideration and a general rise in the level of protection and conservation afforded to heritage properties. The UNESCO World Heritage Committee can provide financial assistance and expert advice as support for promotional activities for the preservation of sites as well as for developing educational materials. It is highly unlikely that UNESCO would contribute any financial support to York.
- 4.1.2 *International assistance.* It is the State Parties' responsibility to provide adequate protection and management for their sites. In this regard, a key benefit of ratification, particularly for developing countries, is access to the World Heritage Fund. Annually, about US\$3 million is made available, mainly to Least Developed Countries and Low Income Countries, to finance technical assistance and training projects. Emergency assistance may also be made available for urgent action to repair damage caused by human-made or natural disasters. Inscription of a site on the World Heritage List may also open the way for financial assistance from a variety of sources in heritage conservation projects.
- 4.1.3 *International recognition.* The overarching benefit of joining the World Heritage Convention is that of belonging to an international community of appreciation and concern for unique, universally significant properties that embody a world of outstanding examples of cultural diversity and natural wealth
- 4.2 The UK Government has published its guidance on Conserving and enhancing the historic environment in National Planning Policy Framework (NPPF 2021). Paragraph 189 of NPPF 2021 states: "*Heritage assets range from sites and*

*buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.”.*

- 4.3 The YWHSG recognises that York has clear development ambitions set out in the Local Plan and that York needs to build its economic future and capitalise on its historic assets. It recognises that the City Council has a responsibility to ensure the continued economic and social well-being of its citizens through a period of uncertainty and rapid change. Therefore, the YWHSG has carefully assessed the impacts that might arise as a consequence of designation as a World Heritage site. The YWHSG has produced a Matrix of advantages and disadvantages of World Heritage status Appendix Eight. It is clear from the Matrix that there are both pros and cons to World Heritage Status.
- 4.4 These were analysed under the headings of *Status and Recognition, External interference and involvement in City Decisions, Possible Attraction of Increased Funds, Costs, and General* which include tourism benefits. From the matrix it can be seen that the Group considered that the disadvantages came from the possibility of external influence and interest in planning decisions in the City and from the issues of leadership, costs and other resources required to make a Stage 2 and Stage 3 bid.
- 4.5 In February 2020, YWHSG contacted six relatively new UK World Heritage Sites asking what the impact had been for them. We received two helpful responses before Covid-19 struck: the Mining Areas of Cornwall and North Devon, and the Lake District, both very different areas from York so generally with different experiences. The many deprived areas within the Cornwall Mining World Heritage Site had greatly benefited from World Heritage status, making a substantial contribution to regeneration and economic wellbeing, attracting considerable funding, creating employment opportunities in construction, tourism and related retail and catering operations through the infrastructure and community assets created.
- 4.6 The Lake District was a tourist honeypot before securing World Heritage status. There had been more international interest and an increase in Japanese and Chinese visitors but it had not really made much difference to the number of UK tourists as they came anyway, it being a National Park, with the numbers affected by the weather. (With the increase in staycations resulting from the pandemic, 2021 had, however, seen a massive increase.) Business had been quick to see the potential and had engaged with WH status. The WHS branding had helped promote this and hopefully would add value to local produce. WH status had raised the profile of the English Lake District not just internationally but also with government departments such as DEFRA. Designation had raised people’s expectations that because it was a WHS there would not be development or change. However, as a living, continuing landscape there would always be change and this change has to be managed in order to address people’s expectations and the requirement to protect the OUV of the World Heritage Site. Planning, which had always been

high profile, was ever more so.

- 4.7 YWHSO has carried out other research on existing UK historic city World Heritage sites in an attempt to assess the impact of York gaining World Heritage status, considering the most likely challenges this could bring: increased number of tourists; management costs; future developments. Benefits are listed elsewhere, the most obvious being a raised international profile for the existing World Heritage UK sites.
- 4.8 Most of the UK historic cities became World Heritage Sites between the mid 1980s and mid 1990s, 25 to 30 years ago. Even these historic World Heritage Sites vary, reducing realistic comparisons to two: Edinburgh and Bath. Canterbury and Durham focus on specific buildings within their surrounding area – cathedrals and castle. Only Edinburgh and Bath cover wider city areas similar to York. In 2008, in a discussion with the Bath World Heritage officer, he said the impact of World Heritage Site status had been very good: extra status, civic pride, a positive impact upon tourism, brought prosperity, and that World Heritage status encouraged better design as there was greater scrutiny as it was a World Heritage Site. The perception of developers saw designation as an extra layer of bureaucracy to overcome.
- 4.9 Both Edinburgh and Bath were established successful tourist centres before becoming World Heritage Sites and were early on the list. In 2008, the World Heritage officer in Bath said it was difficult to assess whether increased visitor levels were directly related to World Heritage. However, it was a brand name which was used widely by hotels and tour operators when advertising which suggested it was a selling point. The challenge for York would seem to be managing quality tourism and a possible increase in international tourists attracted by the World Heritage label, in itself a bonus in raising York's profile and resulting in longer stays.
- 4.10 The issue of the impact of WH status and external scrutiny by UNESCO on development and planning decisions has been thrown into focus recently on account of Liverpool's development plans and its subsequent loss of WH status. Bath's Riverside Development was also challenged by UNESCO but survived and developments in Edinburgh have also been subject to external scrutiny. YWHSO considers that York's proposed WH site is already well protected, as there are so many heritage assets of the highest significance within the historic core (the Central Historic Core Conservation Area, listed buildings, Scheduled Monuments) that are protected by legislation, the emerging Local Plan and the NPPF 2021.
- 4.11 There are two major redevelopment areas where development may impact on the Outstanding Universal Value of the proposed World Heritage Site: the Castle Area within the proposed World Heritage Site; and York Central, outside the World Heritage Site but immediately adjacent. York Central may therefore impact on the setting of the World Heritage Site and its OUV. York Central has an approved outline planning application. Future Reserved Matters applications should be prepared in the context of York's aspiration to be a World Heritage Site. Development of the Castle Area already has to take into account NPPF guidance on heritage assets as the site is in the Central Historic Core Conservation Area, the central Area of Archaeological

Importance and contains a Scheduled Monument and Grade I listed buildings. However, these two sites present great opportunities where York can demonstrate how it can conserve and enhance the heritage and OUV effectively and to the highest standards. The Vision for York is a wider proposal including other aspects than the heritage. As ideas progress, regard should be given to protecting York's Outstanding Universal Value.

- 4.12 York Civic Trust has undertaken a superficial view of recent developments within the Central Historic Core Conservation Area (the proposed boundary of an application for World Heritage Site Status) to assess the impact that these developments could have had should they have come forward in the future and if York was a designated World Heritage Site. This initial survey has shown that existing management and planning controls are effective in protecting York's physical assets but a lack of sensitive architectural ambition and overall aspiration expected from development within the area has been missing. Their findings are attached at Appendix Seven.
- 4.13 The York Culture Strategy 2020 – 25, York's Creative Future, has the vision that by 2025, York is known as a city where outstanding, renowned heritage comes together with a cutting-edge contemporary approach to creativity. York is one of just twelve UK cities in the UNESCO Creative Cities Network and the UK's only UNESCO Creative City of Media Arts. This UNESCO designation has helped to galvanise citywide support to bid for a second UNESCO designation to demonstrate York's outstanding universal value as a World Heritage Site.
- 4.14 Make It York (MIY) fully supports the city's application for UNESCO World Heritage Site status, as it aligns with the key priorities of the York Culture Strategy 2020 – 25, York's Creative Future, which MIY leads on the implementation of, alongside City of York Council and the York Culture Forum. The York Culture Strategy focuses on inclusion, participation and wellbeing, alongside the importance of placemaking and of raising the city's profile both nationally and internationally.
- 4.15 The historic environment of York is one of its key assets. World Heritage status will promote the need for outstanding new developments and will continue the careful management of the historic environment which together will contribute to the quality of life which sets York aside from its competitors. The YWHSG consider that designation as a World Heritage site will be a vital contribution to the future economy of the City through promoting a quality tourist product in a highly competitive market and attracting and retaining entrepreneurs, investors, risk-takers and students who, in the modern world, can choose to locate anywhere. With heritage acknowledged as the basis of York's economy, we believe that the addition of WH status will benefit both tourism and attract new business. All three, MIY, the Council's International Relationships Group, and WH, share a common purpose: to raise York's international profile. World Heritage status will acknowledge the importance of heritage for York's economy and will ensure this heritage is celebrated and protected.

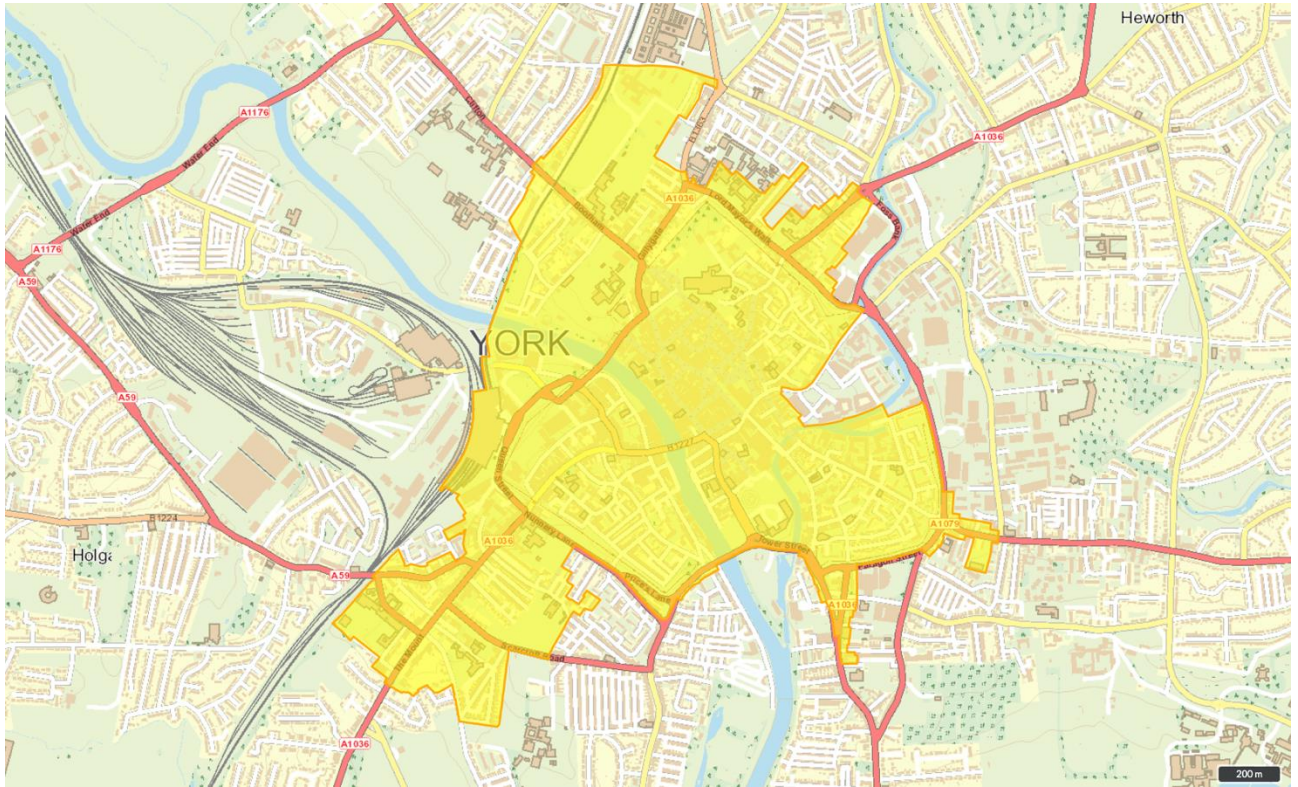
## 5 Financial Considerations

- 5.1 The timetable for the Stage 2 process has been announced and is summarised above (para 2.12). Given this relatively short timescale, the Steering Group believes that it is at this stage that the City of York Council can provide effective leadership supported by and working in partnership with the York World Heritage Steering Group.
- 5.2 The Steering Group believes that the financial cost of Stage 2 could be up to £7,500 and that this funding will be required in 2022/23. If possible, this funding must come from a broad-based public and private partnership within the city and region led by the City of York Council.
- 5.3 If York is successful at Stage 2, it is recommended that the Stage 3 process is subject to a formal review to clarify the timescales, processes, and costs. It will be necessary to decide if a new vehicle is required to manage the Stage 3 bid to UNESCO. If successful in gaining a place on the Tentative List, we would suggest a more formal Steering Group is formed to take the Bid forward to the next stage. However, it is important to retain both the experience, knowledge and understanding of WH gained by current members and the heritage representative format. Some members have been involved since 2006, others later but still for several years, and may wish to retire. A well-known person as Chair would be an asset for this stage. The current Steering Group should advise on the composition needed for the restructured Steering Committee. The City is fortunate in that a successful model exists in the city for managing and resourcing a major project. The York Millennium Bridge started as a community initiative. This was taken forward and given leadership by York City Council. The City Council then created the York Millennium Bridge Trust which managed the bid to The Millennium Commission and took the project forward to completion. The Steering Group recommends that the model of the York Millennium Bridge Trust should be used as a vehicle which can carry out the post-Stage 2 review, take a bid forward and that it should be responsible for raising the money to carry out and manage Stage 3.
- 5.4 The Steering Group advises that the costs of a Stage 3 Bid could be in the region of £200k-£250k (at current prices). The very earliest this Stage 3 expenditure would occur would be in 2023/24, but will probably be no later than 2025/26.
- 5.5 Should York be successful at Stage 2 and Stage 3, it will be faced with ongoing costs of managing the World Heritage Site. The management costs depend largely on the type and size of the WH Site. Bath, which has a designated World Heritage site of comparable size to that proposed for York, has a WH officer who is employed directly by the city council. Edinburgh World Heritage Trust has a sizeable office with sixteen officers (2019 January). The Trust includes members drawn from the City Council and Historic Scotland. The Edinburgh Trust is funded by public funds (Edinburgh City Council, Historic Scotland) and private sponsorship and donations. It is therefore difficult to estimate precisely what post-designation management costs in York will be as this will depend very much on the management structure.

- 5.6 The York World Heritage site will include properties that are under different ownerships. Various parts of the proposed World Heritage Site are already under council ownership and management such as the city walls, with areas voluntarily managed such as Fishergate Postern by the Friends of York Walls, Red Tower by a Community Interest Company, and Monk Bar and Micklegate Bars are leased to York Archaeological Trust as museums. York Archaeological Trust also manages Jorvik and Barley Hall. The Dean and Chapter of York Minster is responsible for its estate including its Stained Glass. The stained glass in the named parish churches is cared for by their congregations (for example All Saints, North Street, currently undertaking restoration work after winning an NHLF grant for this). The three Guild buildings are managed by their members. The University of York is responsible for King's Manor and, in future, the Guildhall, York Museums Trust for their buildings, and York Civic Trust for Fairfax House. The York Conservation Trust has played a major part with its acquisition of over 90 historic buildings in the city, repairing/restoring and finding new uses for them.
- 5.7 Monitoring of these assets is also undertaken informally by various heritage and amenity societies (e.g. the Georgian Society). Others, such as York Civic Trust and Yorkshire Architectural and York Archaeological Society (YAYAS) also take a general watching brief of the city as a whole regarding good management or any threats to its heritage generally. Many small historic local buildings are managed and supported by residents. There are many local history groups and the popularity of history courses through the Centre for Continuing Learning and the development of websites such as York Past and Present show the extent of local interest in the heritage of the city. Across the city many residents take a pride in looking after York's heritage, as Friends of a heritage building, or keeping a watchful eye on what is happening – letters to The Press evidence this. The WH accolade would acknowledge the contribution of so many residents in managing York's heritage.
- 5.8 One obvious cost to the Council would be maintaining high standards within the public realm – condition of pavements, cleanliness, absence of litter. The Snickleways, the medieval alleys, now grubby are a particular challenge. These matters should be sorted regardless of being a WHS, for the benefit of residents. Clear efforts are being made in all these problem areas and since the inception of the York Business Improvement District (BID) much has improved.

## 6 Recommendations

- 6.1 The York World Heritage Steering Group recommends that:
- City of York Council accepts this report of the YWHSG and that City of York Council will make a bid for World Heritage status;
  - City of York Council and York World Heritage Steering Group continue to work together to take this project forward to Stage 2;
  - If successful in achieving UK Tentative List status City of York Council initiates a formal review of Stage 3 and with advice from the YWHSG creates a York World Heritage Trust to lead the application process to UNESCO for World Heritage status.



Plan 01 Central Historic Core Conservation Area - Proposed World Heritage Site

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## Appendix One

### York World Heritage Steering Group Members.

**Members since 2011.** \* indicates also a member for the 2010/2011 Bid.

- \*Dr. Peter Addyman - York Archaeological Trust
- \*Darrell Buttery – York Civic Trust
- \*Professor Sir Ron Cooke – York Civic Trust
- Dr. David Fraser – York Civic Trust
- \*Dr. Richard Shephard – York Minster
- Tom Gibson – Gild of Freemen of the City of York
- \*John Oxley – former City of York Council Archaeologist
- \*David Warburton – City of York Council
- \*Cllr. David Taylor
- \*Alison Sinclair – Architectural Historian and Conservationist
- \*Ian Tempest - since 2018, Yorkshire Architectural and York Archaeological Society (YAYAS)
- \*Martin Watts – York Museums Trust (until 2013)
- \*Michael Woodward – York Museums Trust (until 2016)
- Bill Woolley – former Director, City of York Council
- \*Janet Hopton – former City of York Councillor. **Chairman of Steering Group.**

### Additional members since January 2019.

- Dr. Mary Garrison – University of York
- Dr. Ailsa Mainman – University of York
- Professor John Schofield – University of York
- Professor Tony Robards – York Archaeological Trust
- Dr. Andrew Woods – York Museums Trust
- Jo Killea – York Museums Trust
- Andrew Morrison – York Civic Trust
- Charlie Croft – City of York Council
- Claire MacRae – City of York Council
- Dr. Louisa Hood – City of York Council, then York Minster since September 2021
- Alex McCallion – York Minster
- Dr. Helen Rawson – York Minster (from 2020)
- Jonathan Bryant – York Conservation Trust
- Paul Whiting – Make It York (until May 2020)
- Helen Apsey – Make It York (from 2020)
- Matthew Constantine – Regional National Trust

**Expert Advice from:**

Dr.Sarah Brown, York Glaziers Trust

Dr. Kate Giles, University of York

Reyahn King, CEO, York Museums Trust

Dr. Patrick Ottaway, PJO Archaeology

Professor Sarah Rees Jones, University of York

Dr Christopher Young (formerly Head of World Heritage and International Policy at English Heritage)

## Appendix Two

### List of UK World Heritage Sites

#### Cultural

- Blaenavon Industrial Landscape (2000)
- Blenheim Palace (1987)
- Canterbury Cathedral, St Augustine's Abbey, and St Martin's Church (1988)
- Castles and Town Walls of King Edward in Gwynedd (1986)
- City of Bath (1987)
- Cornwall and West Devon Mining Landscape (2006)
- Derwent Valley Mills (2001)
- Durham Castle and Cathedral (1986)
- Frontiers of the Roman Empire (1987, 2005, 2008)
- Gorham's Cave Complex (2016)
- Heart of Neolithic Orkney (1999)
- Historic Town of St George and Related Fortifications, Bermuda (2000)
- Ironbridge Gorge (1986)
- Jodrell Bank Observatory (2019)
- Maritime Greenwich (1997)
- New Lanark (2001)
- Old and New Towns of Edinburgh (1995)
- Palace of Westminster and Westminster Abbey including Saint Margaret's Church (1987)
- Pontcysyllte Aqueduct and Canal (2009)
- Royal Botanic Gardens, Kew (2003)
- Saltaire (2001)
- Stonehenge, Avebury and Associated Sites (1986)
- Studley Royal Park including the Ruins of Fountains Abbey (1986)
- The English Lake District (2017)
- The Forth Bridge (2015)
- The Great Spa Towns of Europe (2021)
- The Slate Landscape of Northwest Wales (2021)
- Tower of London (1988)

#### Natural

- Dorset and East Devon Coast (2001)
- Giant's Causeway and Causeway Coast (1986)
- Gough and Inaccessible Islands (1995, 2004)
- Henderson Island (1988)

#### Mixed

- St Kilda (1986, 2004, 2005)

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## Appendix Three

### Sites on UK World Heritage Tentative List, 2022.

Chatham Dockyard and its Defences

Creswell Crags

Darwin's Landscape Laboratory

Island of St Helena

Mousa, Old Scatness and Jarlshof: the Zenith of Iron Age Shetland

Flow Country

The Twin Monastery of Wearmouth Jarrow

Turks and Caicos Islands

Moravian Church Settlements (part of a transnational nomination)

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## Appendix Four

### The Six Criteria for the assessment of Outstanding Universal Value for Cultural World Heritage Sites

- (i) to represent a masterpiece of human creative genius;
- (ii) to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;
- (iii) to bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;
- (iv) to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;
- (v) to be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;
- (vi) to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria);

source:<https://whc.unesco.org/en/criteria/>

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## York World Heritage Steering Group

### Statement of Outstanding Universal Value Draft 2022\_03

#### Brief Synthesis

York is the pre-eminent historic urban centre in northern England. For many centuries, it was the second city of England, at times a centre of government. It developed around a strategic tidal river crossing and has been at the centre of a network of national and European communications and trading links since its establishment. The city is the outstanding example of urban development in western/north-western Europe originating with Roman occupation. York has exceptional evidence of its Roman origins and of all successive phases up to the modern day.

Roman York, Eboracum, was established c.71 CE. In the 7th – 9th centuries CE, the Anglo-Saxon city, Eoforwic, became a centre of power, belief, trade and learning. In the 9th and 10th centuries CE, Jorvik, was the centre of an extensive Viking kingdom. Urban occupation developed through the Norman conquest and the medieval period and development continued post-Reformation to the present day.

This sequence of historical urban development, although common in western/north-western Europe, is marked in York by exceptional survival of evidence for all these periods. The town plan, buildings, archaeological deposits and objects, and documents and archives that evidence this include: remains of the Roman fortress and colonia; early development of the Minster and merchant's wic from the 7th century CE onwards; Viking Age occupation and trade evidenced by new streets, house plots, new forms of urban housing and exceptional organic artefacts; the surviving Norman castles and near-complete circuit of medieval defensive walls and gates and St Mary's Abbey show the transformation of the city after the conquest in 1066. The wealth and development of the medieval town is evidenced for example by the Minster and historic urban churches and their ornamentation, particularly with exceptional stained glass, and the many exceptional timber-framed buildings including three surviving Guildhalls. Post-medieval, post-Reformation development is well evidenced for instance, by The King's Manor, seat of the King's Council in the North, and in 18th century Georgian domestic, civic, and administrative architecture, the 19th century scientific institutions, and the impact of the railways. Since the mid-20th century, historic buildings have been conserved and repurposed alongside often sympathetic contemporary architecture. The sequence of surviving evidence sheds an unparalleled light on urban development in western/north-western Europe.

**Criterion (i)**

*Criterion i) represent a masterpiece of human creative genius;*

The Minster and historic urban churches of York (eg All Saints North Street, St Denys, St Michael le Belfry, All Saints Pavement), hold a rare and exceptionally rich and diverse collection of stained glass produced by master craftsmen and artists of the highest quality, ranging in date from the 12th to the 21st centuries. Glass derived from archaeological excavation at York Minster takes this corpus of extant material back to at least the 11th century. There is therefore an unbroken record of creativity, industry, benefaction and scholarship associated with this medium in historic urban York, stretching back over a least a millennium.

This collection reflects a wide diversity of social, historical, devotional, iconographical and patronage contexts of high creative genius. Individual windows can be associated with outstanding artists and significant donors. In the Great East Window of the Minster (1405-8), we can boast a work by one of the greatest artist/designer/makers of the Middle Ages, John Thornton. It is the largest expanse of medieval glass in the UK and one of the largest and most complex narrative windows ever made. This medieval inheritance has left an indelible mark on the cultural identity of the city. Through the work of Henry Gyles and William Peckitt, York was at the centre of stained glass production in the 17th century. York continues to be a major centre of glass-painting, and today the city is an international centre for stained glass art, conservation, and research.

## Criterion (ii)

*Criterion (ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

The City of York displays external influences and values assimilated in its urban form and development over many centuries. The colonisation by Rome is seen in the remains of the Roman legionary fortress and colonia, including defences (Multangular Tower) and some of the principal streets of the town. From the Anglo-Scandinavian period, there is evidence of streets and buildings which reflect morphologies seen in contemporary Scandinavian towns. The Normans introduced innovations in military (York's castles, city walls and gates), ecclesiastical (Minster, St Mary's Abbey St Leonard's Hospital) and domestic architecture. York has significant surviving guildhalls (Merchant Adventurers Hall, Merchant Taylors Hall) that preserve their medieval appearance and layout.

The impact of the protestant reformation and the dissolution of the monasteries brought adaptation of ecclesiastical buildings, such as the conversion of St Mary's Abbey into King's Manor, home of the Council in the North, and the redistribution and redevelopment of ecclesiastical property across the city. The development of polite society in the 18<sup>th</sup> century resulted in the introduction of new types of civic buildings (The Assembly Rooms) and dwellings (The Mansion House, Fairfax House) in new architectural styles based on classical principles. The contemporary interest in science is evidenced in specific building types relating to mental health (eg Bootham Hospital) and scientific inquiry (eg the Yorkshire Museum). The assimilation and exploitation of new modes of transport is evidenced by the introduction of railway infrastructure in the city and the associated workers housing both within and beyond the city walls. The human scale of York and its town plan are a result and expression of the assimilation of these values and developments over almost 2000 years.

**Criterion (iii)**

*Criterion (iii) bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;*

York is an outstanding example of urbanisation in north-western and northern Europe initiated by the Romans and developed through successive influences to the present day. It is a pre-eminent example of such a city because it possesses exceptional physical evidence of this urban development. The combination of survival above ground and exceptional archaeology below ground combined with exceptional civic, corporate and ecclesiastical archives gives an unparalleled physical record of this sequence.

York began as a Roman military site. It then developed into the most important Roman town (a *colonia*) in northern Britain, and capital of the Province of Britannia Inferior. This urban role persisted through the Anglo-Saxon period and the city became one of the great ecclesiastical and secular power centres, seat of the northern Archbishopric from 735CE, in England and medieval Europe. This urbanisation is closely related to regional, national and international trade and exchange networks maintained by the city (eg Anglo-Saxon trading wic, artefacts indicating the scale and extent of Viking trade, Merchant Adventurer participation in the Hanseatic League). The city continued to fulfill an important regional and national role in the 16<sup>th</sup> to 20<sup>th</sup> centuries. In the 21<sup>st</sup> century York has become the pre-eminent historic city in the United Kingdom exhibiting attributes from all these periods, making it an exceptional example of this form of urban development in Europe.

**Criterion (iv)**

*Criterion (iv) be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;*

As an outstanding example of urbanism in north-western Europe, York provides an unbroken sequence of secular and ecclesiastical buildings, illustrating the development of urban life from the Roman conquest, through kingdom formation in the 6<sup>th</sup> to 9<sup>th</sup> centuries, the arrival of Scandinavian settlers, the Norman conquest of England, in the medieval period, and the Reformation to the development of modern urbanism.

There is evidence of developments in social, economic, religious, and political history both in buildings and in the planning of the town, reflecting successive cultural change and evolving lifestyles.

This ensemble includes: remains of the Roman fortress and colonia; elements of the early medieval town; urban Viking structures (conserved and displayed in the Jorvik Viking Centre); elements of two Norman castles; very well-preserved city walls and gates; York Minster, an outstanding example of medieval ecclesiastical architecture, and other urban churches, including their rare and exceptionally rich stained glass; guildhalls; the earliest medieval timber-framed row-houses and an exceptional assemblage of unusually large, diverse and well-preserved pre-modern timber-framed buildings including three surviving guild halls. There are transitional houses demonstrating the evolution of medieval units into later brick-built terrace houses provided with staircases and fireplaces of the eighteenth and nineteenth centuries built for the emerging urban middle- and working-class population. Post-Reformation religious developments are visible in numerous non-conformist chapels and a very early Catholic convent. The Quaker-led influence on education, mental health, industry and housing and social policy (Seebohm Rowntree's nationally influential study in 1901 on Poverty in York) is evident in the structures of the city. Twentieth century developments are exemplified by Aldwark, an outstanding example of early conservation-led urban regeneration aimed at encouraging people to live in the city.

**Criterion (vi)**

*Criterion (vi) be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria);*

In 306CE, Constantine was acclaimed Emperor in York. This event probably took place in the basilica or the Principia at the centre of the legionary fortress. Remains of the basilica are displayed in-situ underneath York Minster. Constantine, proclaimed Emperor in York, would go on to adopt Christianity as the official religion of the Empire.

Alcuin, c735 – 804 CE was a student and teacher in York in a library and a school of European renown, then the best in the Latin world. When Charlemagne needed a learned advisor, he headhunted Alcuin. While in Charlemagne's service, Alcuin became known as the most learned, he influenced the emperor's policies to favour expanding education, conversion by persuasion rather than force, and respect for justice and truth. As a poet, he has left an eyewitness description of 8<sup>th</sup> century York.

In all of his writings we can detect his formation at York and his success in transmitting the knowledge and ideals formed in his native city to the Latin west.

Theatre and performance are of universal significance. The most spectacular of all medieval drama was the religious drama performed in towns known as the 'mystery plays'. York possesses a complete cycle of 48 Mystery Plays. The plays were performed on the Feast of Corpus Christi, the actors members of the York Guilds. The "stage" was formed by carts pulled along a well- recorded processional route through the city stopping at significant "stations" to perform the play. Performed in the 14<sup>th</sup> and 15<sup>th</sup> centuries the Mystery Plays, were banned in the 16<sup>th</sup> century but were revived in the 20<sup>th</sup> century and are once again a key, living attribute of the historic city.

## Statement of Integrity

York possesses a high degree of integrity with the layering and coherence of the planning, design, construction and assimilation of the individual components and attributes undiminished and well-preserved.

The individual components and attributes that form the World Heritage Site are exceptionally well-preserved. All the components and attributes that define the OUV of York are within the proposed boundary although some of attributes extend beyond the chosen boundary.

The essential and complex relationships between the components remain intact (eg the relationships between the multi-period defences, street plan and individual component structures). The intimate interrelationship, for instance, of the large-scale Minster and small-scale domestic and civic structures remains a striking feature of the present-day urban landscape.

The wider setting needs to be protected. No buffer zone has been defined, but the 'essential setting' of the World Heritage Site and 'significant views' are defined in the existing documentation that will form the basis of the World Heritage Site Management Plan.

Potential threats could come from unsympathetic development, from adverse impacts arising from climate change, and from issues relating to management of visitors to the city.

### **Statement of Authenticity**

The authenticity of the components and attributes that form the proposed World Heritage Site has been maintained despite poor interventions and neglect in the 19<sup>th</sup> and first half of the 20<sup>th</sup> century.

The landmark publication by Lord Esher in 1968, the pioneering conservation and stabilisation of York Minster led by Sir Bernard Feilden, and the establishment of the Institute of Advanced Architectural Studies at the University of York all established conservation at the heart of practice and management of the city. Conservation of the components and attributes within York has been undertaken following the philosophy of conserve as found, and in general minimal intervention or intrusive modification has occurred. The plans, form, materials, and component features of the many individual components are all largely unaltered. For instance, York City Walls still exhibit the full range of architectural forms associated with such features that have disappeared elsewhere: barbicans, portcullises, fortified gates, towers, and curtain walls. They also provide almost complete enclosure of the historic city. The physical authenticity of urban structures is complemented by the unrivalled preservation of organic sub-surface archaeological deposit. The authenticity of these structures is also supported by very well-preserved corpus of civic, ecclesiastical and corporate archives from the 12<sup>th</sup> century onwards.

The overall setting of the historic city is largely intact – the linear suburbs extending beyond the historic gates, the network of historic Strays that, with the rivers, provide the green setting of the city – and the city retains the components and attributes that underpin OUV of this exceptional example of European urbanism.



## Requirements for protection and management

The UK Government protects World Heritage properties by the statutory protection of individual sites and buildings and by spatial planning and guidance.

Many of the components of the proposed World Heritage Site are protected by statutory scheduling as monuments of national importance or by designation as Listed Buildings. The entire World Heritage Site lies within Conservation Areas that cover the immediate setting of the proposed WHS. The WHS also sits within the central Area of Archaeological Importance, one of only five such designations on the UK. The individual components are maintained by their owners according to current conservation principles. The site is protected by an emerging Local Plan and an emerging York Minster Precinct Neighbourhood Plan.

These measures combine to ensure York is subject to rigorous controls over development that could potentially impact upon the WHS or its setting. Flooding has been and will continue to be an issue for the city. Continued close liaison with the Environment Agency will help maintain and develop the flood defences of the city.

Tourism and visitor management is managed through VisitYork and the Council is actively engaged in work to implement policies for promotion, access, interpretation and visitor management.

The York World Heritage Steering Group will continue to advise the Council on World Heritage issues.

York World Heritage Steering Group

March 2022

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## Appendix Six

### Draft World Heritage Site Management Strategy

City of York Council will have to commission a World Heritage Site Management Plan (YWHSG) to accompany a Stage 3 application to UNESCO World Heritage Committee. At this stage in the application process (Stage 1), it is not necessary to commission a draft YWHSG. Instead, this report suggests that the existing frameworks and documentation be considered as forming the basis of a Management Strategy and a framework for a future YWHSG.

In York, it is clear that existing statutory protections and supporting documentation will provide a suitable framework to protect Outstanding Universal Value of York and inform the production of a World Heritage Site Management Plan:

- Emerging Local Plan and emerging York Minster Precinct Neighbourhood Plan
- the Historic Core Conservation Area Appraisal (2011) which includes Management Strategy and Views Analysis;
- Historic Core Conservation Area designation and surrounding/adjoining Conservation Areas (the setting of Conservation Areas must be taken into consideration in planning process when assessing sites outside of the designated boundary);
- Area of Archaeological Importance designation;
- Designation of Scheduled Monuments and Listed Buildings;
- Conservation Management Plans relating particularly to York Minster, the City Walls, Clifford's Tower and Mint Yard;
- Greenbelt protection – currently given weight under Yorkshire and Humber Regional Spatial Strategy (policies YH9 and Y1) and the National Planning Policy Framework. The green wedges and strays form part of the proposed Green Belt in the Examination Draft of the City of York Local Plan.

The YWHSG recommends that as part of Stage 3 City of York Council should prepare a World Heritage Site and its Setting Supplementary Planning Document that will provide an authoritative, comprehensive document to help manage any threat either to the site or its setting of the site.

The Central Historic Core Conservation Area Appraisal was adopted by City of York Council in 2011. The Appraisal was commissioned by City of York Council, in association with English Heritage, who appointed Alan Baxter & Associates to carry out the first in-depth study of the Conservation Area encompassing the medieval walled city and the early suburbs since its first designation in 1968.

The Appraisal states that it “will help the Council to fulfil a statutory duty to draw up and publish proposals to preserve and enhance conservation areas”; and that it “is conceived as one of the documents that will form the basis for a World Heritage Site Management Plan if a future nomination bid is successful.”

Part Two of the document distils this evaluation into a series of practical management recommendations, to enable the City of York Council and its partners to address the

threats and opportunities identified in Part One. The Conclusion draws out from these over-arching principles for future management and the priorities for action. The issues addressed range from the fundamental questions of the nature of the city and the delivery of the proposals, to designation and enforcement, the nature of new development, the future of streets and spaces and the specific problems and opportunities associated with the City Walls and rivers, and the skyline and views.

The Management Strategy proposed in the 2010 Bid was formulated in accordance with Guidance Notes issued by the UK Government for the completion of applications at that time. At present, no revised Guidance Notes for applications to a new Tentative List has been issued by Department for Digital, Culture, Media, and Sport.

The YWHSG recommends that no Buffer Zone is designated around the proposed York World Heritage Site. The YWHSG therefore recommends that as part of Stage 3 City of York Council should prepare a World Heritage Site and its Setting Supplementary Planning Document that will provide an authoritative, comprehensive document to help manage any potential “threat” to both the site and the setting of the site.

It is therefore proposed that the existing frameworks and documentation be considered as forming the basis of a Management Strategy and a framework for a future YWHSMMP.

York World Heritage Steering Group March 2022

## APPENDIX SEVEN

### Recent Developments and Outstanding Universal Value

**York World Heritage Steering Group - An initial view on the theoretical impact of recent developments that may have affected York as World Heritage Site in line with the Draft Statement of Outstanding Universal Value Draft (Appendix 05).**

**Background:** Following Liverpool's loss of World Heritage Status in June 2021 due to "the irreversible loss of attributes conveying the outstanding universal value of the property" through new development, the York World Heritage Steering Group agreed for York Civic Trust to undertake a superficial view of recent developments within the Central Historic Core Conservation Area (the proposed World Heritage Site) to assess the impact these developments could have had on York's OUV should they have come forward in the future and if York was a designated World Heritage Site.

#### **Outstanding Universal Value (Appendix 05 for further detail)**

The proposed OUV focuses on York as the pre-eminent historic urban centre in northern England and as the outstanding example of urban development in western/north-western Europe originating with Roman occupation. The sequence of historical urban development, although common in western/north-western Europe is marked in York by exceptional survival of all periods of the city's history from 71 C.E. This approach to the OUV of the city allows for sensitive and appropriate development within the Central Historic Core Conservation Area. This development can be diverse and varied working within the 24 character areas of one of the most complex and largest conservation areas within England. The York World Heritage Steering Group has agreed that the OUV for York falls within the following criteria:

- (i) **Represent a masterpiece of human creative genius** – focussing on the stained glass collection of York Minster and the historic urban churches of York
- (ii) **Exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design** – focussing on architectural assets that reflect the contemporaneous significant role of York at that time with particular reference to the human scale of York and its town plan.
- (iii) **Bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or had disappeared** – focussing on the comprehensive survival of exceptional physical evidence above and below ground. The combination of survival above ground and exceptional archaeology below ground combined with exceptional civic, corporate and ecclesiastical archives gives an unparalleled physical record of this sequence.

- (iv) **Be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history** – focussing on an unbroken sequence of secular and ecclesiastical buildings illustrating the development of urban life.
- (vi) **be directly or tangibly associated with events or living traditions, with ideas or with beliefs, with artistic and literary works of outstanding universal significance. (The World Heritage Committee considers that this criterion should preferably be used in conjunction with other criteria.)** - focussing on Constantine the Great, Alcuin and the York cycle of Mystery plays

### **Recent Developments and their theoretical impact on the OUV Criteria selected for York**

- (i) N/A
- (ii) The quality of design architects and developments commissioned to work in York recently do meet the aspirations of criterion (ii). There are examples e.g. Make Architects – Headquarters building for Hiscox representing York's leading role in the Insurance industry or CSP Architects for City of York Council's West Offices representing both the continuing civic leadership of City of York Council and retaining the significance of the railways to the city. Other positive developments have been recognised by initiatives such as York Design Awards. Weak developments exhibit neither an important interchange of human values nor developments in architecture, town-planning or landscape design. Recent emphasis on continuously increasing heights of buildings within the central historic core if continued unchecked could impact on the human-scale of York and its town plan. Securing World Heritage Site status would support higher standards of sensitive and ambitious design for the future.
- (iii) The recent upward trend of the financial benefits of property development within the central historic core has seen several large-scale developments that have replaced existing buildings rather than adapting them for reuse. Whilst adding to the sequence of urban development this surge has resulted in the preservation in-situ, recovery and recording of archaeological evidence and occasional physical loss of architectural assets. Publication, dissemination and addition to communal knowledge of 'the testimony of the cultural tradition or to a civilization' that these developments could have provided is still awaited for some important sites. The designation of York as a World Heritage Site could encourage developers to take a more proactive

role in adapting their policies to reflect this criterion and look to greater adaptive reuse rather than demolition and replacement.

- (iv) Recent development trends within the Central Historic Core Conservation area in recent years, when looked at as a series or an ensemble, whilst not significantly detracting from the examples cited within the submission for OUV Criterion (iv) for York, do not add anything exceptional. The expansion of the architectural responses to recent stages of human development – higher education open to all and mass cultural tourism in the form of city centre student accommodation blocks and hotels have been underwhelming in not consciously adding anything outstanding to reflect these key movements in York's history. World Heritage Site status if achieved could raise the ambition across the central historic core to create outstanding additional ensembles that illustrate contemporary development of urban life.
- (vi) N/A

**Conclusion:** As the Requirements for Protection and Management (Appendix 6) state the Central Historic Core is already protected by rigorous controls from over development that could potentially impact the World Heritage Site or its setting. This initial survey has shown that these controls are effective in protecting York's physical assets but a lack of sensitive architectural ambition and overall aspiration expected from development within the area has been missing. Designation as a World Heritage Site for York could significantly enhance the Central Historic Core of York. Such an aspiration would require a combined city-wide effort including developers, architects, civic leaders, advocacy groups and residents to raise architectural design and sensitivity standards to complement and add benefit to York as the outstanding example of urban development in western/north-western Europe originating with Roman occupation.

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## Appendix Eight

## Matrix: Advantages and Disadvantages

<b>advantages</b>	<b>disadvantages</b>
<p><i>Status and Recognition</i></p> <p>opportunity to raise external perception of the qualities of York</p> <p>opportunity to raise within the communities of York pride, local visibility and recognition of the city's exceptional heritage</p> <p>selling point for inward investment and economic development</p> <p>selling point for tourism</p> <p>Improves marketing potential</p> <ul style="list-style-type: none"> <li>Publicity</li> <li>Branding</li> <li>Advertising</li> <li>World Market</li> </ul> <p>Opportunity to promote a sense of place that can be used both to inform design of developments and quality of life for residents</p>	<p>Heritage could be perceived as a brake on development. We need the past but need to recognise York as a vibrant, social city of culture as well as history.</p> <p>Possible increase in tourist numbers, which if not managed sustainably could be an issue</p>
<p><i>External Interference and involvement in City Decisions</i></p> <p>Possible positive influence on planning decisions promoting sensitive and sympathetic development</p> <p>Possible beneficial restriction of inappropriate development</p> <p>Possible positive influence on conservation measures</p> <p>Possible strengthening of case for archaeological conservation</p> <p>Possible external help with improving urban architectural design and townscape appearance</p> <p>Major developments already approved or in pipeline (York Central, Hungate, Piccadilly/ Castle Gateway schemes)</p>	<p>Possible unwelcome negative influence on planning decisions</p> <p>Possible constraint on new development</p> <p>Possible external conservation scrutiny on development</p> <p>Possible ossification of a vibrant City by external constraints</p>
<p><i>Possible Attraction of Increased Funds</i></p> <p>Sharpens arguments for cash</p> <ul style="list-style-type: none"> <li>Heritage issues</li> <li>Improvement of infrastructure</li> </ul>	<p>If new developments are limited by WHS inward investment could be limited</p>

<p><i>Costs</i></p> <p>Partnership funding will deliver sense of shared ownership of WH status if achieved.</p> <p>Support funding could also be sought from within the city and beyond</p>	<p>Council needs to budget for contributions to both Stage 2 and particularly for Stage 3.</p> <p>Staffing arrangements unclear at present</p>
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*General*

<p>World Heritage status would be a positive contribution to encouraging cultural tourism</p> <p>It would allow York to work with Yorkshire's two other World Heritage Sites (Fountain's Abbey and Saltaire) to develop regional benefits from designation</p> <p>Greater potential for research and understanding of the components and attributes that underpin York's OUV</p> <p>Greater sense of place and pride and engagement in the heritage of the city for residents</p> <p>Benefits derived from World Heritage status depend to a large extent on the support and commitment that the community (private sector, public sector, owners, managers, residents) puts into the World Heritage Site recognising and taking the opportunities it offers.</p>	<p>Political requirements of other agencies (local regional national international) must be considered</p> <p>Competition and Risk of failure</p> <p>Need for a World Heritage Management Plan / Supplementary Planning Guidance</p> <p>Relationship to existing City Initiatives and Policies Need for Time/ Staff/ money Need for Leadership Local Authority/ Trust costs – application costs and subsequent running costs</p> <p>Possible increased visitor pressure would concern residents - residents support must not be taken for granted</p> <p>Possible negative local impact if tourist numbers rise in the city unsustainably</p> <p>York is already an expensive place to live – WHS may exacerbate this issue</p>
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## Appendix Nine

### **Make it York: UNESCO World Heritage Site Status in the York Culture Strategy**

The York Culture Strategy 2020 – 25, *York's Creative Future*, has the vision that by 2025, York is known as a city where outstanding, renowned heritage comes together with a cutting-edge contemporary approach to creativity. York is one of just twelve UK cities in the UNESCO Creative Cities Network and the UK's only UNESCO Creative City of Media Arts. This UNESCO designation has helped to galvanise citywide support to bid for a second UNESCO designation to demonstrate York's outstanding universal value as a World Heritage Site.

Make It York fully supports the city's application for UNESCO World Heritage Site status, as it aligns with the key priorities of the York Culture Strategy 2020 – 25, *York's Creative Future*, which MIY leads on the implementation of, alongside City of York Council and the York Culture Forum. The York Culture Strategy focuses on inclusion, participation, and wellbeing, alongside the importance of placemaking and of raising the city's profile both nationally and internationally.

Central to the strategy is York's National and International Profile Priority – the ambition of this Priority is that York's outstanding arts, culture and heritage are championed and celebrated, raising the city's profile nationally and internationally. A recommended action within this strategic priority is to secure citywide support in developing York's application for UNESCO World Heritage Status designation – with the key outcome that the city will secure UNESCO World Heritage Site status, further raising its international profile.

York has been the most important location for much of the North of England since the time of the Romans. York's history is founded on the creative genius of the city's people and their pioneering efforts in making, shaping and protecting its assets for the benefit of all. Today, York is a city renowned for the significance of its historic environment, with York Minster and City Walls two outstanding examples of this; celebrated for its rail and confectionery heritage; and admired for its scientific and cultural innovation, and social reform. Applying for and securing World UNESCO World Heritage Site status recognises this importance, puts heritage and the city's cultural offer at the forefront of recovery post-covid, and will further build the city's reputation worldwide.

UNESCO World Heritage Site status would provide economic benefits to our city and bring with it significant international prestige. It would integrate and maximise the profile of the arts and heritage as part of York's brand, raising its national profile as a cultural destination – supporting the city to attract high-value cultural tourists and supporting the city's forthcoming York Tourism Strategy. It would also work alongside and augment the York Narrative's core value of 'making history everyday': that history is what makes York the place it is today and that we have learnt from our past to build our future. In addition, the status would support the city to build strong international relationships and opportunities, already much strengthened by our UNESCO Creative City status, enabling these to grow and flourish.

Helen Apsey, Head of Culture and Wellbeing, Make It York 21.02.2022

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## Appendix Ten

### Possible Outline Timetable

Year/ month	2022												2023						2023-2024	2024 or 2026
	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06					
Task																				
Stage 1 Report																				
DDCMS Expression of Interest																				
Stage 2 Application																				
Expert Panel Assessment																				
New UK List with York on it																				
Stage 3																				
CoY/ YWHSG Review and Implementation																				
preparation of UNESCO bid																				
York Nomination to UNESCO																				

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**Executive****21 April 2022**

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

**Review of the “Controlling the Concentration of Houses in Multiple Occupation” Supplementary Planning Document 2012 (revised 2014) in response to the Council Motion of December 2021**

**Summary**

1. The report responds to the Motion from full Council in December 2021 which asked Executive to consider a review of the Controlling the Concentration of Houses in Multiple Occupation (HMO) Draft Supplementary Planning Document (SPD) 2012 (as amended 2014). It also requested that officers update concentrations of HMOs annually, at residential and street levels, and publish this information on both the Council website and the York Open Data website.
2. The report identifies implications and legal considerations associated with undertaking a review of the SPD and potential changes to the policy. It considers the findings of a recent Local Government and Social Care Ombudsman (LGSCO) decision and an Information Commissioner’s Office (ICO) decision notice.
3. Executive are asked to consider the implications of reviewing the SPD and any changes to policy in the context of the Council’s Local Plan, currently being at examination. Executive are also asked to note the outcomes of the recent decisions from the LGSCO and ICO in relation to HMOs.
4. The report relates to powers under planning legislation to manage the spatial distribution of HMOs and not powers under housing legislation to improve the management and condition of HMOs. Whilst the planning system and HMO licensing are two separate regimes, with distinct functions and objectives in relation to HMOs, how the two regimes work is considered as part of the report.

## Recommendations

5. The Executive is asked to:

- 1) Confirm that the current HMO policies are evidence based, robust and fit for purpose and defer the consideration of a review of the Local Plan Policy H8 and the HMO SPD until such a time as the Local Plan is adopted. At which time the appropriate resources and scope can be considered as part of the ongoing process of maintaining an evidence based Local Plan and the National Planning Policy Framework (NPPF) requirement for regular Local Plan reviews.

Reason: To ensure the Local Plan examination is not put at risk and to ensure resources are in place to facilitate a robust evidence base approach to the future review of the Local Plan and policies.

- 2) Note the contents of the report regarding the recent LGSCO decision and the proposed review of the Planning team's enforcement capacity in conjunction with the future HMO licencing report.

Reason: To ensure Members are kept up to date and the commitments made to the LGSCO and the customer are complete.

- 3) Note the contents of the report regarding the recent ICO decision notice and confirm nature of the future publication of HMO data.

Reason: To ensure Members are kept up to date with the Council's Statutory data management obligations regarding it approach to HMO regulation.

## Background

### HMO SPD

6. In broad terms a House in Multiple Occupation or HMO as they are commonly known, is a house or flat occupied as their main residence by three or more unrelated people who share a communal kitchen, bathroom and/or toilet. In planning terms, there are two different types of HMOs. Between three and six unrelated people, sharing amenities is class as 'C4' or a small HMO. Large HMOs can be defined in broad terms of consisting of more than six unrelated occupants who share



amenities and does not fall within any use class and are considered 'sui generis'<sup>1</sup>.

7. HMOs make an important contribution to York's housing offer, providing flexible and affordable accommodation, not just for students but for young professionals and low and middle-income households who may be economically inactive or working in low paid jobs.
8. All large HMO's require planning permission, while small Class C4 HMO's have permitted development rights via the General Permitted Development Order and could change use between a C3 dwelling house and a C4 small HMO without the need for express consent from the Council. Previously the Council considered an evidence base exploring the spatial distribution and impact of HMOs which indicated that in order to provide a more even distribution of HMOs in the City, it is necessary to control the number of Class C4 HMOs within neighbourhoods to ensure that communities do not become imbalanced. This control was achieved through an Article 4 Direction, which came into force on 20 April 2012. The direction covers the main York urban area (see map at Annex 1) and relates to the change of use of dwelling houses from a family house to a use class C4 HMO (being a property, which is occupied by between 3 and 6 unrelated individuals as their main or only residence, who share one or more basic amenities such as a kitchen or bathroom).
9. The Article 4 Direction removes permitted development rights for change of use from a dwelling house to a use class C4 HMO. Planning permission is therefore required for such a change of use. The withdrawal of permitted development rights does not imply that planning applications will be automatically refused if they are submitted. The submission of a planning application simply gives the local planning authority opportunity to consider a proposal against relevant planning policies, supplementary planning documents (where available) and any other material planning considerations.
10. Together, Policy H8 of the publication Local Plan (2018) and the Controlling the Concentration of HMOs SPD provide guidance on how HMO applications will be determined. The guidance applies to planning applications for:
  - development consisting of a change of use of a building from a use falling within the Use Class 'C3' (a family dwelling house or

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<sup>1</sup> In a planning sense Sui Generis relates to uses that do not fit within the main use class categories.

flat for example) to Use Class 'C4' (small HMO) within the main urban area under the Article 4 Direction;

- the change of use from Use Class C3 to 'sui generis' large HMOs across the whole Local Authority area;
- flexible permission that allow continuous occupation of a building as either a dwelling house for a family or an HMO for unrelated tenants for a period of 10 years without the need for subsequent planning applications, within Use Class C3 to C3/C4 or C3/Sui Generis large HMOs across the whole Local Authority area.

11. In recognition that HMOs are a vital source of accommodation within the City, used by a range of tenants, the aim of the policy framework is to continue to provide HMO accommodation to meet the City's housing needs, but to manage the supply of new HMOs to avoid high concentrations of this use in an area. Given York's compact nature and well connected public transport network it is considered that the spreading out of HMOs to avoid unsustainable concentrations will still mean that HMOs will remain highly accessible and a key component of our housing offer.
12. Policy H8 can be found at Annex 2. A threshold approach forms the basis of the policy approach, whereby an assessment of the proportion of households that are HMOs is undertaken within a given area. Whilst there is no formal definition of what constitutes a balanced community, there have been attempts to establish what constitutes a large HMO proportion and the threshold at which a community can be said to be/or become imbalanced. Useful precedents have been set in a number of Authorities. For York, through consultation, a threshold of 20% of all properties being HMOs across a neighbourhood and 10% at street level have been established as the point at which a community can tip from balanced to unbalanced.
13. There are three elements to the policy; a threshold assessment at the neighbourhood level (20%), a threshold assessment at the street level (10%) and an assessment of residential amenity<sup>2</sup>. An application can be refused on any of the criteria, it is not necessary for all three to be engaged for an application to be refused. The supporting text to Policy H8 states that the SPD provides guidance on how planning applications will be determined. The SPD references Policy H8 and the threshold approach and provides more detailed guidance on how applications will be determined.

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<sup>2</sup> A consideration of the ability of the area and the property to absorb an additional HMO.

14. The Council attaches moderate weight to Policy H8 (in accordance with the provisions of paragraph 48 of NPPF). The SPD remains a draft until such a time, as there is an adopted development plan in York. The SPD was subject to and shaped by a comprehensive 6-week detailed citywide public consultation. As such, although a 'draft' SPD, the document is a material consideration that is capable of carrying significant weight in determining planning applications. The Planning Inspectorate at appeal has recognised this.
15. In assessing change of use planning applications, to capture as many different types of shared accommodation as possible the Council currently use the following:
  - **Council tax records** - households made up entirely of students can seek exemption from Council Tax and the address of each exempt property is held by the Council. This applies to properties occupied only by one or more students as either full time or term time accommodation. Properties falling within 'Halls of residence' on campus will not be included, however some accommodation owned or managed by the universities off campus will be included;
  - **Licensed HMOs** - records from the Council's Housing team of those properties requiring an HMO licence will be utilised. These are those properties that are occupied by five or more persons;
  - **Properties benefiting from C4 or sui generis HMO planning consent** – in addition to those properties already identified as having HMO permission, where planning permission is given for a change of use to C4 HMO or a certificate of lawful development issued for existing HMOs this will be recorded in the future to build up a clearer picture of HMO properties; and
  - **Properties known to the Council to be HMOs** – this can be established through site visits undertaken by the Council's Housing team in response to reports from the public for example. Local knowledge of known HMOs is welcomed where there is demonstrable evidence that properties are operating as HMOs. If there is not sufficient evidence, it will be assumed that properties are not HMOs.
16. These data sets are collated to calculate an estimate of the proportion of shared households as a percentage of all households. It is considered

that these sources are robust and will provide a fit for purpose approach to identifying the numbers and location of HMOs in an area, although it is accepted that due to the definition of HMO being determined by occupancy rather than construction the data collection methodology can always be improved with more resources. The data is analysed to avoid double counting, for example, identifying where a property may be listed as a licensed HMO and have sui generis HMO planning consent.

#### LGSCO Decision

17. A complaint was made to the LGSCO (reference ID 20 006 711) about the way the Council granted planning permission for an HMO. The complaint arose due to a failure to maintain the Council's HMO database caused by the internal process of information sharing being infrequent and high vacancy rates in the Strategic Planning Policy team. This led to an incomplete understanding of the HMO densities within the planning process.
18. The LGSCO cannot question whether a Council's decision is right or wrong simply because the complainant disagrees with it. They must consider whether there was fault in the way the decision was reached. The LGSCO found the Council at fault for delays updating its HMO database. However, the LGSCO did not find the fault caused the complainant an injustice, noting the HMO policy is guidance and the policy itself recognises it is not definitive.
19. As part of the LGSCO process, the Council identified the need to review its approach to updating and monitoring the HMO database. The Council said it would review its approach and review the team's resources to enable timely updates of data onto the HMO database. The Council also said it would also review the HMO database and begin any proportionate and reasonable action needed to resolve cases where necessary planning permission is not in place. The LGSCO found this to be positive and the Council is progressing these agreed actions.
20. Following the review of the database, officers are content that the approach to updating and monitoring the HMO database, as set out in paragraph 5.5 of the HMO SPD, is fit for purpose. Updating the HMO database in this way will allow for the best approach to identifying the numbers and location of HMOs in an area when determining HMO planning applications in accordance with Policy H8. The review has identified that the Licensing team are now able to share data on licensed HMOs monthly, rather than quarterly which is what is set out in the Local

Plan supporting text and SPD. This more frequent update on licensed HMOs is now in place, with the Strategic Planning Policy team continuing to work closely with colleagues in Housing to ensure that HMO licences are now updated monthly. The relevant teams are clear of the process to be followed and what information is to be shared and when. Executive are asked to note the revised process with more frequent flow of information.

21. As part of the response to the LGSCO, the Council also recognised that it needed to consider proportionate and reasonable action to resolve cases where necessary planning permission is not in place. As part of this consideration the Executive are asked to consider the impending decision on HMO licensing detailed below.

#### HMO Licensing

22. As noted above whilst the Council resolution focused specifically on planning policy i.e. the spatial distribution element of the City's HMO. HMO licensing assists in ensuring that standards are met and that management arrangements are effective. It therefore has a different but complementary role to Planning with data from the Licensing regime providing evidence for the application of Planning Policy H8. The purpose of Policy H8 and the SPD being not to constrain supply, but to manage it to avoid high concentrations of this use type in an area.
23. In March 2021 Executive considered the following recommendations:-

Executive are recommended to:

- 1) *Agree to undertake a citywide, statutory, 10 week consultation on the potential designation of a targeted Additional Licensing scheme for HMO's with 3 or 4 occupants within the wards of Hull Road, Guildhall, Clifton, Fishergate, Heworth, Micklegate, Osbaldwick and Derwent; and Fulford and Heslington;*
- 2) *Support a further report being brought before the Executive following the conclusion of the consultation to determine whether to designate an additional licensing scheme.*

*Reason: To seek to improve HMOs and thereby benefiting:*

- *tenants by ensuring that homes which are safe and well managed,*
- *create a level playing field for all Landlords/agents*

- *support stakeholders such as the Fire and Rescue Service, Police and NHS by improving fire safety, security and reducing the number of unhealthy homes.*
- *support our universities and other educational institutions attract students*
- *support the wider city businesses and residents by providing well managed and sustainable housing.*

24. The report considering the outcomes of the consultation and consideration of the adoption of this enhanced licencing regime and the necessary resources for enforcement are due for consideration at the June Executive. Any additional information coming out of an enhanced licensing regime if adopted, would be in accordance with the Policy H8 and have the potential of an impact on the demand for Planning Enforcement and over time, officers and members will have to consider the scale of the issues arising.

#### ICO Decision Notice and data

25. Paragraph 16 above identifies the sources of information used for the purposes of compiling the HMO database and the elements of the ICO decision notice that relates to making the information publically available.
26. A complaint was made to the ICO (Case Reference Number: IC-81328-Z8D0) in relation to a request for a copy of the HMO database held by the Council that identifies student HMOs used for the purposes of planning. Whilst the Council provided some information to the complainant, it refused to provide details which would reveal the addresses of student occupied properties, citing sections 12(5)(a) - public safety, and regulation 12(5)(b) - the course of justice, of the EIR. It then later advised that it was also relying on section 13 - personal data, of the EIR. The Commissioner's decision is that the Council is entitled to rely on section 12(5) (a) of the EIR, when withholding the street addresses of student HMO's. The ICO does not require the Council to take any steps as a result of the decision notice. However, the Council did offer to provide the complainant with information, which will provide the number of student properties by ward area, without allowing for the identification of specific properties and their occupants.
27. Since the offer to provide the number of student HMO's, the Council Motion on the 21<sup>st</sup> December 2021 was made. As a result of this, the Council intends to begin making the addresses of HMO properties publicly available. Having analysed this further it has been concluded it

is therefore no longer possible to provide numbers of student HMO's by Ward, as this would allow the identification of specific student properties so will not now be provided. The Council will based on the decisions made in this report update the complainant according.

28. For the reasons noted in the ICO's decision notice, and in accordance with our HMO planning policies the addresses of those properties on the HMO database will be published but not the category of the occupants.
29. Due to the nature of the Policy H8, it is not possible to provide an indication of the number of HMOs within a street, or neighbourhood area as defined in the HMO SPD. This is because the calculation is undertaken on a case-by-case basis with the property location being the starting point of the calculation. It is possible if Members considered it to be appropriate, to publish an indicative map of HMO densities by ONS output area, this could however not be relied on for interpreting the application of the Council's planning policies. This exercise has previously been undertaken but Members are asked to consider if this should be an ongoing arrangement as this adds value to public understanding or alternatively Members could consider that this heat map approach be construed as misleading.

#### Enforcement and Resources

30. Having considered the LGSCO decision, the ICO decision, the sources of data and the HMO licencing regime. The Executive needs to consider the necessary resources, the approach to planning and licensing enforcement and the proportionality, recognising the Council's planning obligations are to facilitate development and HMO licensing regulations are focused on the quality of accommodation.
31. Currently there are no dedicated resources within the Planning Enforcement team looking at HMOs and this enforcement work forms part of the Planning Enforcement backlog that is reviewed, risk assessed and prioritised by the Planning Enforcement team and has been subject to multiple Scrutiny meetings over recent years and has received additional investment by the Council. In the vast majority of the Article 4 area, as HMO densities are low, these HMOs will be considered a low priority. It should be noted that the Planning Enforcement team is also constrained by the national shortage of Planning officers.
32. In respect of enforcement, both the Housing Licensing regime and planning regimes work on the principals of inform, educate and then

enforcement as a last resort. In the majority of circumstances, both regimes currently result in no enforcement action and actions by owners to achieve compliance with the regulatory regime which in itself has to be proportionate. In that regard, both regimes are successfully achieving regulatory compliance in most cases with no burden upon the Courts and minimising the impact on the public purse.

33. However, regulation has a clear role and the consideration of the reduced thresholds for HMO licencing is a good example of evidence driven policy review in part arising from the poor quality of HMO provision found when the 2018 Housing Act extended the definition of a large HMO. However if adopted this regime will need resourcing.

### Council Motion

34. Council motion was approved on 16 December 2021 resolving that Executive consider initiating, without delay, a review of the HMO SPD, with a view to halving the acceptable percentage thresholds to 10% at neighbourhood level and 5% at street level. The motion also commits Council officers to updating concentrations of HMOs across the Article 4 Direction area annually, at residential and street levels, by providing up to date data on both the Council website and the York Open Data website.

### Consultation

35. Policy H8 of the publication Local Plan and the draft HMO SPD have been subject to extensive and comprehensive consultation.

### Options

36. The following options are available for Members to consider.

#### Option 1

37. To instigate a review of the Policy H8 within the Local Plan and reconsider the role that HMO provision makes to deliver the City's Housing need.
  - a) Ask the Planning Inspectorate Inspectors to suspend the current Local Plan Examinations and consider if the Council's proposals to amend Policy H8 would be a main modification and subsequently would this be considered a withdrawal of the plan.



- b) Provide additional resource as necessary for the Housing and Strategic Planning Policy team to re start the Local Plan process and evidence gathering as we would fall under a new regulatory regime if the plan is considered withdrawn.

### Option 2

- 38. Confirm the Council's view that its Local Plan policies are robust and fit for purpose, noting the actions taken in response to the LGSCO decision, maintain the current approach to collecting information on known HMOs. Consider planning enforcement implications of the Licensing regime in June and consider additional resources to assist with Planning Enforcement capacity. Note the ICO decision that the Council is correctly protecting the personal information of students by not publishing HMO data on a detailed basis to avoid identification of individuals with common characteristics.

## **Analysis**

### **Option 1**

#### Consideration of a review into the HMO SPD

- 39. The issue of reviewing the HMO SPD, and any resultant change to policy such as the thresholds, cannot be discussed in isolation, it has to be set within the context of the emerging Local Plan. This is because an SPD must (amongst other things) not contain statements that amount to 'development management policies which are intended to guide the determination of applications for planning permission.' Such statements are required to be in a Local Plan and not within an SPD.<sup>3</sup> It is the Local Plan at Policy H8 that sets the principle policy approach to HMOs, not the SPD. An SPD does not have the power to change thresholds set in the Local Plan.
- 40. Government policy set out in the National Planning Policy Framework (NPPF) states that a Local Planning Authority (LPA) can use a Supplementary Planning Document to add further detail to policies that are in the development plan. It adds that the SPD can be used to provide further guidance for developers on particular issues and are capable of

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<sup>3</sup> The Town and Country Planning (Local Planning) (England) Regulations 2012 govern the contents and preparation of SPDs.

being a material consideration in planning decision. National Planning Practice Guidance explains that SPDs should build upon and provide advice that is more detailed or guidance on policies within adopted local plans; and are a material consideration in decision-making. However, as they do not form part of the core development plan, they cannot introduce new planning policies.

41. Given that the role of an SPD is to add details to policies at a higher level, the HMO SPD cannot override or change Policy H8. Rather the SPD should support the implementation of Policy H8. As Policy H8 references a threshold, a revised SPD that references a different threshold would be at risk of demonstrating new levels of control beyond that prescribed by policy and of breaching the 2012 Regulations. Given that, the Local Plan is now at examination stage, the only way the thresholds in Policy H8 (and the draft SPD) can be changed is through a proposed modification or if the Inspectors requests a change. Post adoption of the Local Plan, the policy could be changed through a review of the plan. There is therefore a significant risk that a review and consultation of the HMO SPD and policy approach whilst the Local Plan is under examination could undermine the Council's position potentially result in a request / instruction for withdrawal by the Inspector on the basis at the hearings that Policy H8 is un-sound.
42. Therefore, due to the potential for the Local Plan process to fail whilst a review of policy as proposed by full Council is a decision Executive could take, officers recommend that a review of the Policy H8 and HMO SPD is undertaken in the context of an adopted Local Plan and considered as part of a review of the plan. It should not be undertaken at the current time in isolation of the rest of the plan, as there is a significant risk that it will undermine the Local Plan integrity and therefore the examination.
43. A future review of the percentage thresholds (referenced in the SPD and Policy H8) would involve an evidence-based consideration as to whether the approach is having the desired effect in relation to concentrations of HMOs and whether the thresholds are robust. This might include a review of planning decisions, appeal decisions and enforcement cases and meetings with residents groups, Councillors, landlords, agents and universities. The evidence would inform any subsequent citywide consultation on options for potential adjustments to the HMO concentration thresholds and the area to which the Article 4 Direction applies. Members will need to consider the resource implications and the facts on the ground of this option at the time.

## Option 2

44. Confirm that the current HMO policies are evidence based, robust and fit for purpose and that the Council's existing Local Plan Policy H8 and HMO SPD manages the concentrations of HMOS and have restricted HMOs in the City where large concentrations of HMOs exist. The proposals due for consideration by Executive in June on additional licensing will provide further regulation of quality in those parts of the City with the highest densities of HMO. Good regulation of quality and guidance as to quantity has encouraged a significant investment by landowners and developers in the City to provide purpose built accommodation for students who are the largest driver of HMO demand in the City.
45. The current information gathering for the HMO planning regime is robust and provides sufficient indicative data as to the quantum of HMOs within a street and a neighbourhood for Members and officers to give a proportionate weight to planning applications when considered. To note that in light of the specific nature of the HMO density calculation and the changing nature of property occupation therefore classification as an HMO the density data published at a City level by output area does not reflect Council planning policy and cannot be used in considering planning applications. Members may wish to consider if this information should continue to be published.
46. The current enforcement regime in respect of planning enforcement demand as a whole is proportionate and reflects HMO enforcement priority within the overall planning enforcement function at any one time. HMO quality, through licencing will be considered in the June Executive report and potential short term impacts of any increased planning enforcement activity as a consequence within the wards with the highest HMO densities will also be considered. Members may wish to consider more generally, additional resources to bolster Planning Enforcement as part of the annual budget process, but will need to recognise as with many Council services currently budget is not the only factor and wage inflation in the economy and skills shortages are having a dramatic impact on resourcing teams with niche skills.
47. Ongoing support of purpose built student accommodation by the Council and the Universities is a positive proactive response to meeting students' needs and in line with NPPF and the Local Plan. Both Universities are exploring opportunities for more collaborative working on bringing

forward such developments and Council Planning and Regeneration officers are responding positively in accordance with Council policies.

48. In summary, **Option 2** as detailed below.

- a. To confirm that the Local Plan Policy H8 and SPD are sound and should be considered as part of a future Local Plan review alongside all other Local Plan Policies;
- b. Recognise the HMO database is fit for purpose to give context to guidance on one element of planning considerations;
- c. To consider potential additional Planning resources in light of the June HMO licensing considerations;
- d. To consider overall Planning Enforcement resources as part of the annual budget process.
- e. To endorse a proactive approach with both Universities to bring forward purpose built student accommodation in accordance with the policies of the submitted Local Plan.

## **Council Plan**

49. The proposals in this report contribute to the key outcomes in the 2019-23 Council Plan Making History, Building Communities particularly relating to creating homes and world-class infrastructure.

## **Implications**

50. The following implications have been considered within the report.

- **Financial** – There are no significant financial implications associated with the report. The recommendations can all be delivered within current budgetary allocations.
- **Human Resources (HR)** - there are no implications.
- **One Planet Council / Equalities** – no implication associated with the recommendations of this report. If however, a review of Policy is proposed in the future, it would require all the appropriate impact assessments to be undertaken associated with a new Local plan being developed.
- **Legal** – Legal comments are included in the body of the report.
- **Crime and Disorder** – there are no implications.

- **Information Technology (IT)** – there are no implications.
- **Property** – there are no implications.
- **Other** – there are no implications.

## Risk Management

51. There are significant financial and reputation risks with Options 1 and 2 as identified in the report.

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**Chief Officer Responsible for the report:**

**Report Approved**  **Date** 7 April 2022

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**Wards Affected:**

**All**

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**Background Papers:**

[Draft Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document \(approved 2012, as amended 2014\)](#)

[Minutes of the Meeting of the City of York Council held remotely on Thursday, 16 December 2021](#) (see item 48)

LGSCO decision

<https://www.lgo.org.uk/decisions/planning/planning-applications/20-006-711>

ICO decision

<https://icosearch.ico.org.uk/s/redirect?collection=ico-meta&url=https%3A%2F%2Fico.org.uk%2Fmedia%2Faction-weve-taken%2Fdecision-notice%2F2022%2F4019612%2Fic-81328-z8d0.pdf&auth=W%2BDpV%2Be7KXQfw7S%2FWrm5JQ&profile=decisions&rank=2&query=%21padrenull+%27CpublicAuthority%3A%22%24%2B%2B+City+of+York+Council+%24%2B%2B%22>

## **Annexes**

Annex 1: Article 4 Direction Map

Annex 2: Local Plan Extract Policy H8

## **List of Abbreviations Used in this Report**

HMO – House in Multiple Occupation

ICO – Information Commissioner’s Office

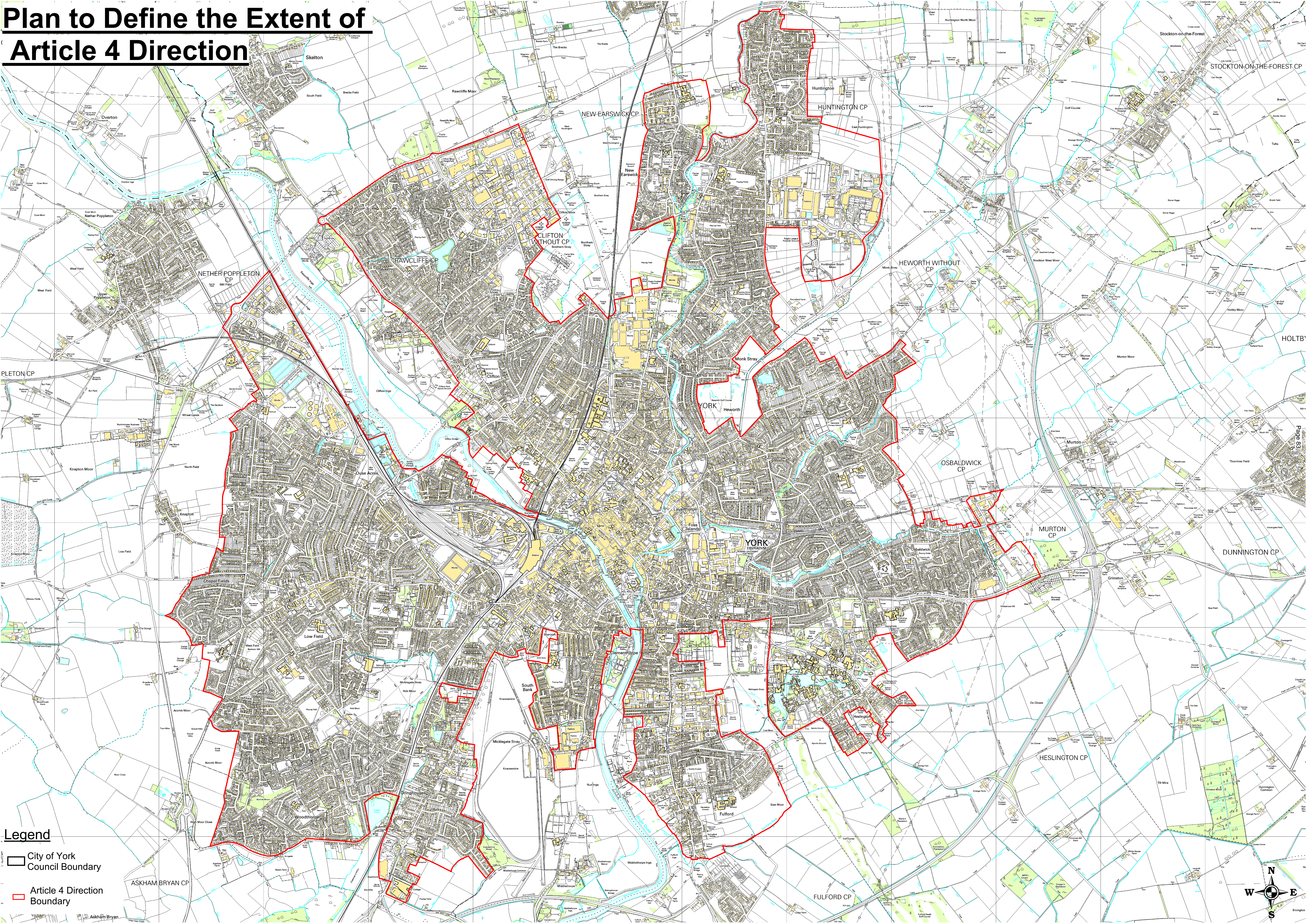
LGSCO – Local Government and Social Care Ombudsman

LPA - Local Planning Authority

NPPF – National Planning Policy Framework

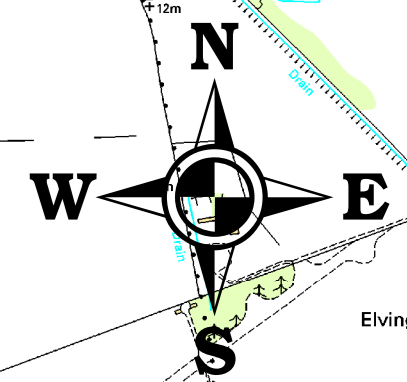
SPD – Supplementary Planning Document

# Plan to Define the Extent of Article 4 Direction



**Legend**

- City of York Council Boundary
- Article 4 Direction Boundary



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- 
- any necessary garden landscaping maintenance; and
  - refuse and recycling facilities.
- 5.46 A further condition will be attached to any permission to ensure that the accommodation remains occupied by students. Without such a condition it would be necessary to consider the scheme for affordable housing given that there may be the opportunity for non students to occupy the properties.
- 5.47 Whilst it is recognised that counting students can be difficult and student numbers can vary depending on what source or definition is used, applicants should present a proven need for student housing by providing an assessment of:
- existing and likely future student numbers and numbers requiring accommodation taking into account the proportion of students who study from home
  - a review of the current level of provision, including the level of vacancies and the quality of accommodation
  - the likely future supply of accommodation based on extant planning permissions
- 5.48 Only full time students should be included in the analysis. Part-time students should be excluded based on the assumption that they are already housed for the duration of their part-time studies.

### **Delivery**

- Key Delivery Partners: Developers; and Further and Higher Education Establishments.
- Implementation: Planning applications

### **Policy H8: Houses in Multiple Occupation**

Applications for the change of use from dwelling house (Use Class C3) to HMO (Use Class C4 and Sui Generis) will only be permitted where:

- i. it is in a neighbourhood area where less than 20% of properties are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent or are known to the Council to be HMOs; and
- ii. less than 10% of properties within 100 metres of street length either side of the application property are exempt from paying council tax because they are

- entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning permission or are known to the Council to be HMOs; and
- iii. the accommodation provided is of a high standard which does not detrimentally impact upon residential amenity.

**See also Policy ENV2**

**Explanation**

- 5.49 An evidence base exploring the spatial distribution and impact of Houses in Multiple Occupation (HMOs), typically occupied by student households, indicates that it is necessary to control the number of HMOs to ensure that communities do not become imbalanced. This control is achieved through an Article 4 Direction, which came into force on 20 April 2012. The Article 4 Direction removes permitted development rights and requires a planning application to be submitted to change a property into an HMO. Policy H8 and the Controlling the Concentration of HMOs Supplementary Planning Document (2012, amended July 2014) (SPD) provide guidance on how these planning applications will be determined. Under Policy H8, HMO accommodation will continue to be provided to meet the city's housing needs but the supply will be managed to avoid high concentrations of this use in an area. Given York's compact nature and well connected public transport network it is considered that the spreading out of HMOs to avoid unsustainable concentrations of HMOs will still mean that for students in particular, HMOs will remain highly accessible. A threshold based policy approach is considered most appropriate as this tackles concentrations of HMOs and identifies a 'tipping point' when issues arising from concentrations of HMOs become harder to manage and a community or locality can be said to tip from balanced to unbalanced.
- 5.50 Whilst there is no formal definition of what constitutes a balanced community, recently, there have been attempts to establish what constitutes a large HMO proportion and the threshold at which a community can be said to be/or becoming imbalanced. Useful precedents have been set in a number of Authorities. For York, through consultation, a threshold of 20% of all properties being HMOs across a neighbourhood and 10% at street level have been established, following consultation as the point at which a community can tip from balanced to unbalanced.
- 5.51 Under the threshold approach an assessment of the proportion of households that are HMOs is undertaken within a given area. In assessing change of use planning applications, to capture as many different types of shared accommodation as possible the Council will use the following:
- council tax records - households made up entirely of students can seek exemption from Council Tax and the address of each exempt property is held by the Council. This applies to properties occupied only by one or more students either as full time or term time accommodation. Properties falling within 'Halls of residence' on campus will not be included, however some accommodation owned or managed by the universities off campus will included;
  - licensed HMOs - records from the Council's Housing team of those properties requiring an HMO licence will be utilised. These are those properties that are three storeys or over and are occupied by five or more persons;

- properties benefiting from C4 or sui generis HMO planning consent – in addition to those properties already identified as having HMO permission, where planning permission is given for a change of use to C4 HMO or a certificate of lawful development issued for existing HMOs this will be recorded in the future to build up a clearer picture of HMO properties; and
- properties known to the Council to be HMOs – this can be established through site visits undertaken by the Council's Housing team in response to complaints for example.

5.52 These data sets will be collated to calculate the proportion of shared households as a percentage of all households. It is considered that these sources will provide the best approach to identifying the numbers and location of HMOs in an area. Although it is accepted that it may not be possible to identify all properties of this type. The data will be analysed to avoid double counting, for example, identifying where a property may be listed as a licensed HMO and have sui generis HMO planning consent. Given that there are multiple data sources the HMO database will be updated a number of times a year to reflect these data sources. Accordingly, data from the HMO licence register will be updated quarterly as and when the register is updated, planning permission and certificate of lawful use permissions will be updated monthly and Council Tax data will be updated annually, in May, to allow for a complete picture of Council Tax returns. Additional properties that become known to the Council will be added as and when they are confirmed to be HMOs. Updating the HMO database in this way will allow for best picture of existing HMOs to be known. City wide mapping will be made available online for information, however for data protection reasons street level information collated in assessing a planning application can not be made public.

5.53 In assessing planning applications for HMOs the Council will seek to ensure that the change of use will not be detrimental to the overall residential amenity of the area. In considering the impact on residential amenity attention will be given to whether the applicant has demonstrated the following:

- the dwelling is large enough to accommodate an increased number of residents<sup>4</sup>;
- there is sufficient space for potential additional cars to park;
- there is sufficient space for appropriate provision for secure cycle parking;
- the condition of the property is of a high standard that contributes positively to the character of the area and that the condition of the property will be maintained following the change of use to HMO;
- the increase in number of residents will not have an adverse impact on noise levels and the level of amenity neighbouring residents can reasonably expect to enjoy;
- there is sufficient space for storage provision for waste/recycling containers in a suitable enclosure area within the curtilage of the property; and

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<sup>4</sup> Whilst planning powers cannot be used to enforce internal space standards of existing dwellings and the level of facilities to be provided, planning can be used to secure adequate living conditions in dwellings in so far as they are affected by sunlight, daylight, outlook, privacy and noise. These factors can impinge on the internal layout of dwellings, especially HMOs and will be taken into consideration.

- the change of use and increase in number of residents will not result in the loss of front garden for hard standing for parking and refuse areas which would detract from the existing street scene.
- 5.54 If flexibility to let a property to both family groups and shared tenants is sought an application for a flexible C3/C4 use is recommended. This would allow continuous occupation of a building as either a dwellinghouse for a family or an HMO for unrelated tenants for a period of 10 years without the need for subsequent planning applications. If the property is currently occupied as an HMO, and greater flexibility is required, a planning permission would be required before the building can be used flexibly for C3/C4 uses. Applications seeking a flexible permission will be assessed against the provisions of Policy H8.
- 5.55 Further information can be found in the Controlling the Concentration of HMOs Supplementary Planning Document (2012, amended July 2014).

### **Delivery**

- Key Delivery Partners: City of York Council; and landlords.
- Implementation: Planning applications.

### **Policy H9: Older Persons Specialist Housing**

The City of York Council and its partners will work together to enable the delivery of specialist (supported) housing and registered care housing for vulnerable people including for the ageing population, such as extra-care accommodation. Developments specifically designed to meet the accommodation needs of older people will be supported where they:

- i. contribute to meeting an identified need;
- ii. are well designed to meet the particular requirements of residents with social, physical, mental and/or health care needs; and
- iii. are in an accessible location by public transport or within walking distance to a range of community facilities including shops, medical services and public open spaces or these are provided on-site.

Strategic sites (over 5ha) should incorporate the appropriate provision of accommodation types for older persons within their site masterplanning. For sheltered/extra care accommodations a mix of tenures will be supported.

Where development falls within Use Class C3, affordable housing provision will be required.

**See also Policy H10**

### **Explanation**

- 5.56 The council is committed to meeting the specific housing needs of the aging population and people with disabilities or additional mobility requirements. The City of York has a population that is older than the national average, with a high proportion of people aged 85 or over. As people live longer this trend is predicted to continue with significant growth in the city's population aged over 65. The health of



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**Executive****21 April 2022**

Report of the Director of Public Health  
Portfolio of the Executive Member for Health & Adult Social Care

**Physical Activity and Sport Strategy****Summary**

1. To present the final draft of the Physical Activity and Sport strategy.
2. Members are asked to note the content of strategy and confirm they are happy for it to be published in the public domain.

**Recommendations**

3. The Executive is asked to:
  - 1) Adopt the strategy

Reason: This strategy has been developed over a long period of time and well consulted on during the draft stages.

**Background**

“Improving the mental and physical wellbeing of citizens and reducing inequalities in York through a culture of being physically active”

This strategy has been designed to reflect the needs of City of York residents and has during its development engaged with residents in consultation and has had input from relevant partners. (Pre-Covid restrictions)

This strategy document will be accompanied by the formation of the “York Active Partnership (steering group)” to drive the strategic vision and have oversight of the governance. Draft TOR are included for reference however The final published version will be formatted and proof checked by the communications department to reflect the corporate imagery and style as well as meet the accessibility standards, once content is approved for publication.

The strategy has been to PH/CMT and agreed it can progress with two amendments both have been actioned:

- i. The working title of the “Board” to change to “steering group” rather than board.
- ii. Legal implications related to section 106 be explored with Janie Berry (governance) and Frances Harrison (legal) prior to adoption of TOR for the steering group.

## Consultation

4. The Strategy has been extensively consulted upon prior to Covid 19 restrictions and has been on hold for some time

## Options

5. Members have three options
  - a. Approve the strategy for publication
  - b. Approve the strategy and agree minor amendments
  - c. Delay the progress of the strategy publication for re draft

## Analysis

6. The strategy has been extensively consulted upon and follows key guidance from the CMO and Sports’ England.  
The strategy sets out the vision for physical activity and will be accompanied with a steering group and action plan

## Council Plan

7. **The Strategy Good health and wellbeing** – The whole strategy builds the opportunities for residents to maintain and improve good health and wellbeing

**Getting around sustainably** – The strategy considers active lifestyles and active travel

A better start for children and young people – Young people are a core element of this strategy. Including schools and children’s networks to consider activity and sport as a key element of the strategic work.

**A greener and cleaner city** – By working with active travel and planning partners the strategy looks at the opportunities to travel in a greener and

cleaner way and how we design our build environment to offer outdoor spaces for active leisure beyond sports pitches and playing fields in line with Sports England's national vision and guidance.

## Implications

8.

- **Financial** – There are no financial implications
- **Human Resources (HR)** – There are no HR implications
- **One Planet Council / Equalities**
- **Legal** – Legal department have reviewed the documents
- **Crime and Disorder** - There are no crime and disorder implications
- **Information Technology (IT)** There are no IT implications
- **Property** – There are no property implications
- **Other**

## Risk Management

9. There are no known risks, the strategy has been considered by legal and governance officers

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**Report  
Approved**



**Date** 5 April 2022

**Specialist Implications Officer(s)**

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**Wards Affected:**

**All**

**For further information please contact the author of the report**

**Background Papers:**

None

**Annexes**

Annex 1 – Draft Physical Activity Strategy  
Annex 2 – Equalities Impact Assessment



# York Physical Activity and Sport Strategy 2022-2032

*‘Improving the mental and physical wellbeing of citizens and reducing inequalities in York through a culture of being physically active’*



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## Introduction

It is our belief that it is a right of every citizen in York to be physically active and that there is a way for every citizen in York to realise greater health benefits from being physically active.

The more we move the greater we benefit. There is significant medical evidence that physical activity can play a vital role in preventing ill health, supporting mental wellbeing and contributes to people living healthier for longer. At the time of publication of this strategy, the country was facing a global Coronavirus pandemic requiring population wide lockdown measures and restrictions on social contact. Throughout the measures the government has advocated physical activity and elevated the importance of it alongside food shopping and seeking medical care.

This strategy is ambitious and broad in scope and recognises the positive benefits of physical activity and its potential role in the health and prosperity of the City. Being physically active can help realise these benefits and make a significant contribution as part of a wider approach. For this reason, the focus is on how we can collectively influence behaviour change in those who are not currently active, recognising that influencing behaviour change can be challenging, but is worth the collective efforts of the many partners and stakeholders in the City.

Whilst this strategy focuses on the domains of Active Recreation, Active Travel and Active Sport, there is recognition that this starts with reducing sedentary behaviour and encouraging active choices, for example taking the stairs instead of the lift, as well as how we can harness the power and potential of digital technology. Reducing sedentary behaviour can have a positive impact on a person's health and help build up to more physical activity.

It is right that we should celebrate the many assets in the City, the strong stock of public and private sports facilities, some wonderful open spaces and natural assets, a strong network of sports clubs and providers, an emerging culture of social action and localism, underpinned by Live Well York connecting opportunities to citizens. With the York Community Stadium open and the Rugby League World Cup coming in 2021, these are exciting times for the City.

York is starting from a strong base of physical activity and health. The City proudly boasts some of the highest levels of physical activity in the country and population health is generally good. But that is not the story for everyone, and these strong indicators often mask the whole picture, with some significant differences in health inequalities in areas of the City.

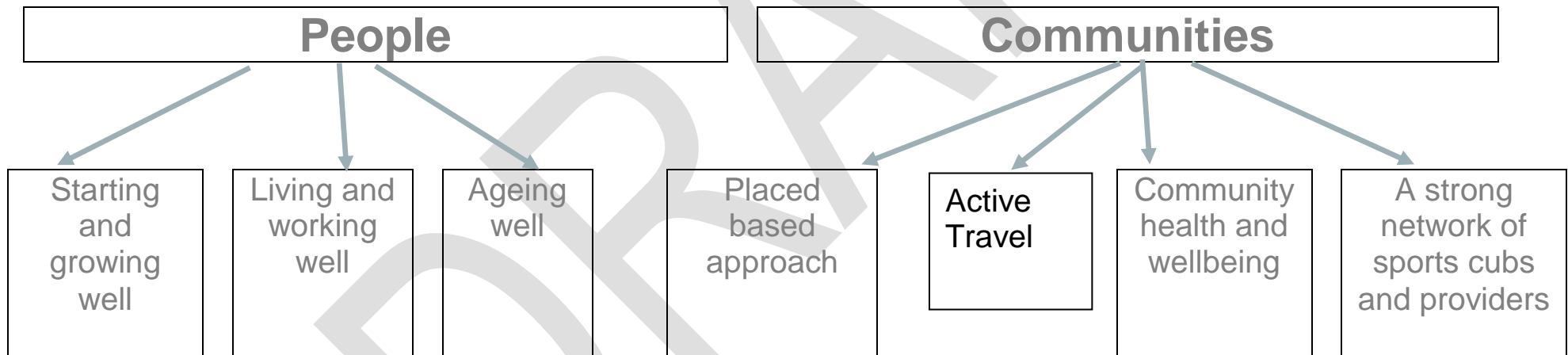
We would like to thank the many stakeholders who took part in the consultation to determine the priorities for York for the next 10 years and look forward to the continued energy and enthusiasm as we move into the delivery and action planning part of the strategy.

# The Strategy on a Page

## Strategy Ambition:

*“Improving the mental and physical wellbeing of citizens and reducing inequalities in York through a culture of being physically active.”*

## Strategy focus: People and Communities



## Resulting in:

- Reduced health inequalities
- Reduced inactivity

## Local Context

Covering 105 square miles, York is a city with a good quality of life for its 210,000<sup>(1)</sup> citizens, voted Sunday Times 'Best in the North' to live in 2019 . The City is renowned for its cultural history but is determined to ensure that today's actions reflect that history and have a positive impact on future generations. York has a great built and natural environment, a strong reputation for heritage, culture and tourism. Income is generally high, and crime rates are improving. The City boasts two high performing universities and a well-connected travel network with a strong performing and mixed economy and continues to attract investment in major development opportunities.

At the heart of the York is its citizens and a belief that every person can make their mark, underpinned by values of fairness and compassion and welcoming communities creating conditions for social action to take place.

York's Health & Wellbeing Strategy <sup>(2)</sup> shows that on almost every indicator, health, wellbeing and happiness in York is well above the national average, however there are communities within the City for whom health and wellbeing outcomes are significantly below those of the majority. To highlight this the difference in life expectancy between the most and least deprived wards in the City is 7.7 years for women and 5 years for men.

In setting out a 10 year strategy for physical activity it is important to note the forecasted changes in the population.

York's population is currently estimated to be around 210,000, however it is expected to rise by approximately 10,000 people in 10 years with a great number of the population being in the 0-19 and the 65+ age groups.

By 2025, it is estimated that:

- The 65+ population in York will have increased by 16%
- The 85+ population in York will have increased by 32%
- The 0-19 population will have risen by about 9%

(1) 2018 ONS mid year estimate

(2) [https://www.york.gov.uk/downloads/download/3683/joint\\_health\\_and\\_wellbeing\\_strategy\\_2017\\_to\\_2022](https://www.york.gov.uk/downloads/download/3683/joint_health_and_wellbeing_strategy_2017_to_2022)

## Levels of Physical Activity

York has consistently been one of the most active places within North Yorkshire and is amongst the most active cities in the country. Prior to the COVID 19 Pandemic there were 128,900 (72.8%) adults classed as 'active', which means meeting the Chief Medical Officer guidelines of 150 minutes physical activity per week. More recently in October 2021 the levels of active adults had decreased to 63% (112,400), largely as a result of the pandemic and restrictions and lockdowns.

Whilst these rates are higher than in other areas, there are still 46,200 adults (25.9%) who are classed as inactive.<sup>(1)</sup> You are more likely to be inactive if you have a disability or long term health condition, are from an ethnically diverse community, or if you are female. Activity levels also decline with age.

Also prior to the pandemic the Active Lives Children and Young People (2018/19) survey indicates that 41% of young people in York are meeting the required levels of activity which falls slightly below national average of 46.8% of young people. The results also show that 13,400 (almost 60%) of young people are not achieving the recommended levels of 60 minutes activity per day.<sup>(2)</sup>

Participation levels have been quite resilient with the Active Lives Children and Young People survey results for 2020/21 showing that 41.8% (9600) children and meeting the minimum activity levels of 1 hour per day every week. This still leaves 13,300 (58.2%) young people not active enough.

Other indicators in the City, such as employment levels and health, are good. Behind these headline statistics there is a story of broad inequality, citizens who do not experience good health, who experience poverty, whose housing is not adequate.

This strategy will focus its energy on contributing to reducing those inequalities through physical activity and sport, supporting those who are inactive or failing to meet recommended activity guidelines by building from an asset based approach.

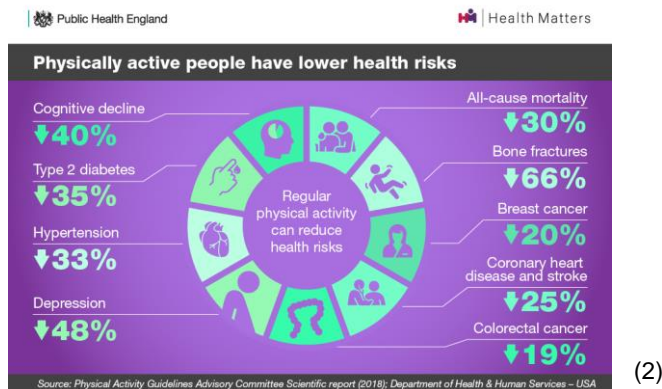
(1) <https://www.sportengland.org/know-your-audience/data/active-lives>

(2) [https://www.sportengland.org/know-your-audience/data/active-lives#report\\_archiveaccess\\_the\\_data](https://www.sportengland.org/know-your-audience/data/active-lives#report_archiveaccess_the_data)

# Health Benefits of Physical Activity

Encouraging inactive people to become more active could prevent one in ten cases of stroke and heart disease in the UK and one in six deaths from any cause.

Regular physical activity can help to prevent and manage over 20 chronic conditions and diseases, many of which are on the rise and affecting people at an earlier age; 1 in 3 of the working age population have at least 1 long term condition and 1 in 7 have more than one <sup>(1)</sup>.



Physical activity is considered as good as or better than treatment with drugs for many conditions, such as type 2 diabetes and lower back pain, and has a much lower risk of any harm.

Physical activity can also benefit those who have Musculoskeletal (MSK) conditions. However, many people with MSK conditions often mistakenly believe that physical activity will make their conditions worse. The more conditions you have, the more you need to improve the core aspects of fitness:

- strength
- stamina
- balance

There are many studies which have shown that doing physical activity can improve mental health.

For example, it can help with:

- better sleep
- happier moods
- managing stress, anxiety or intrusive and racing thoughts
- better self esteem
- reducing the risk of depression
- connecting with People <sup>(3)</sup>

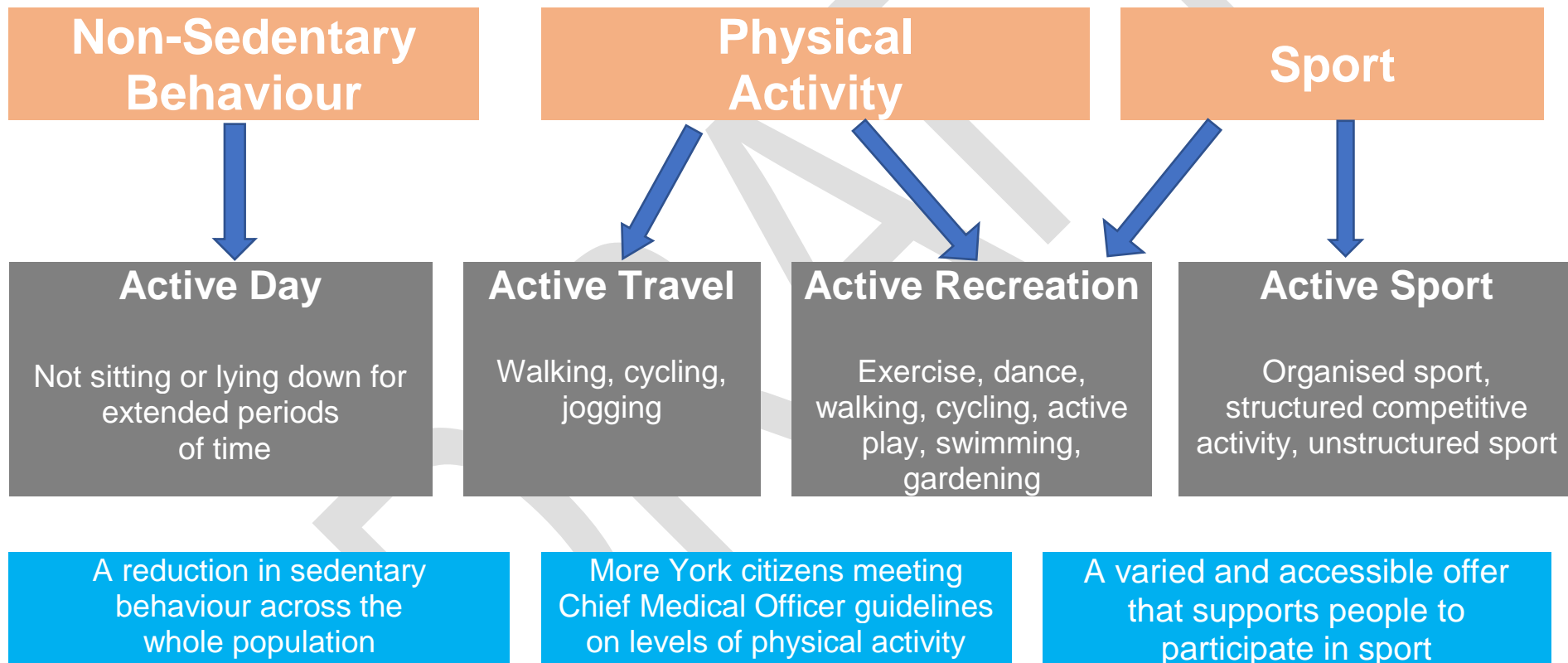
(1) <https://www.gov.uk/government/publications/health-matters-getting-every-adult-active-every-day/health-matters-getting-every-adult-active-every-day>

(2) <https://www.gov.uk/government/publications/health-matters-physical-activity/health-matters-physical-activity-prevention-and-management-of-long-term-conditions>

(3) <https://www.mind.org.uk/information-support/tips-for-everyday-living/physical-activity-and-your-mental-health/about-physical-activity/>

# Scope of the Strategy

In keeping with the Chief Medical Officer messaging <sup>(1)</sup>, 'Some is good, more is better' this strategy will make a difference across the spectrum ranging from a reduction in sedentary behaviour through to organised sport. It will not seek to move the whole population towards sport but will seek to find a way for all citizens to become more active in the most suitable way for them.



<sup>(1)</sup> <https://www.gov.uk/government/publications/physical-activity-guidelines-uk-chief-medical-officers-report>



## People – Starting and Growing Well

### *Physical Activity and Sport contributing to every child achieving, staying safe and developing resilience*

Many children and young people in the City will experience good outcomes in their early years and through their education and transition to adulthood, but this is not the case for all.

Experiences in childhood shape our adult lives, for example **50%** of mental health problems experienced by adults are established by the age 14 and **75%** by the age of 24<sup>(1)</sup>. Around one third of children will leave primary school overweight or obese and as a result are more likely to be obese adults with an increased risk of related medical conditions such as type 2 diabetes and coronary heart disease.

Schools have an important role to play in encouraging our children to be active, not only through physical education and sport, but through active travel, playtime and through cross-curricular physically active learning. The benefits of a child being more active are evidenced through Sport England's Active Lives Children's Survey <sup>(2)</sup> which shows that more active children are happier, more resilient and more trusting of others.

This should be complimented by a strong offer in the community that appeals to families, or groups of young people who want to use their activity as a social outlet, as well as those that want to pursue sport through competitive structures.

<b>Outcomes that Physical Activity and sport will contribute towards:</b>	<b>It will do this by:</b>
<p>A reduction in inequalities</p> <p>A reduction in the number of children who are overweight or obese</p> <p>Improving emotional wellbeing</p> <p>Building life skills and improving attainment</p>	<p>Using the #Creatingactiveschools <sup>(3)</sup> framework to provide a broad offer designed to engage all children and young people and embed physical activity within schools.</p> <p>Designing and targeting interventions with less active children and young people</p> <p>Harnessing the power of digital to engage children and young people 'on demand'</p> <p>Working towards all children and young people being capable swimmers and able to ride, and have access to, a bike.</p> <p>Harnessing the success of athletes to inspire children and young people</p> <p>Promoting all ages, family based social action</p>

(1) Kessler RC, Berglund P, Demler O, Jin R, Merikangas KR, Walters EE. (2005). Lifetime Prevalence and Age-of-Onset Distributions of DSM-IV Disorders In the National Comorbidity Survey Replication. Archives of General Psychiatry, 62 (6) pp. 593-602. doi:10.1001/archpsyc.62.6.593.

(2) [https://www.sportengland.org/know-your-audience/data/active-lives#report\\_archiveaccess\\_the\\_data](https://www.sportengland.org/know-your-audience/data/active-lives#report_archiveaccess_the_data)

(3) <https://ijbnpa.biomedcentral.com/articles/10.1186/s12966-020-0917-z>

## People – Living and Working Well

### ***Physical Activity and Sport contributing to active, healthy and productive citizens***

Lifestyle risk factors, such as smoking and poor diet are often precursors for ill-health. Living a healthy life can increase life expectancy and improve quality of life, reduce the likelihood of premature death and suffering certain long term conditions.

National statistics suggest that people living in the most deprived areas are significantly more likely to smoke, be obese, be physically inactive and have poor nutrition compared to those from more affluent areas. They are therefore more likely to develop conditions including cardiovascular disease, type II diabetes and cancer as a consequence.

Integrating Physical Activity and/or Sport into a healthy lifestyle is proven to reduce risk factors associated with poor physical and mental health.

The economic prosperity of the City relies on a productive workforce. With employment levels high, physical activity can play a strong role in reducing sickness and keeping the population in work for longer.

<b>Outcomes that Physical Activity and sport will contribute towards:</b>	<b>It will do this by:</b>
<p>A reduction in health inequalities</p> <p>A reduction in the number of adults who are overweight or obese</p> <p>Improving emotional wellbeing</p> <p>An economically productive city and a healthy workforce</p>	<p>A whole systems approach to promoting healthy weight</p> <p>Prioritising people who are inactive</p> <p>Developing places (e.g. workplaces, clubs, facilities) and activities which are welcoming and supportive of people with mental health conditions</p> <p>Amplifying campaigns such as 'This Girl Can' and 'We are Undefeatables' and supporting facilities to be more accessible and welcoming.</p> <p>Promoting the wide range of opportunities for families to be active together.</p> <p>Engaging adults and families through digital platforms and innovations</p>

## People – Ageing Well

### ***Physical Activity and Sport will contribute towards every citizen having the opportunity to age well***

York has an ageing population with a forecast that the 65+ demographic is set to increase from 36,000 in 2017 to 45,000 by the end of the life of this strategy.

The city is committed to being recognised as a great place to grow old with the population staying fit, healthy and independent for longer, and being physically active has a significant role to play in this.

The Chief Medical Officer advises over 65s to limit the amount of time spent sedentary and incorporate physical activity into daily life, complimented by strength and balance based activities <sup>(1)</sup>.

Planning for retirement can have an impact on ageing well. Whilst many will plan for a financial pension, the concept of a social and physical pension should also be valued highly. This can also be beneficial for physical and emotional wellbeing and maintaining or developing social connections.

<b>Outcomes that Physical Activity and sport will contribute towards:</b>	<b>It will do this by:</b>
Prevention and treatment of medical conditions  Creating accessible 'age friendly' environments  Connecting communities and reducing loneliness and isolation across the life course  Supporting the transition through to retirement age	Making physical activity an integral part of the treatment of a number of conditions  Developing places (e.g. clubs, facilities and open spaces) and activities which are welcoming and supportive of older people.  Amplifying campaigns such as 'We are Undefeatable' and supporting facilities to be more accessible and welcoming.  Harnessing the power of digital and supporting people to be active at home.  Supporting York to become an 'Age Friendly City' supporting intergenerational activity and reducing social isolation.

(1) <https://www.gov.uk/government/publications/physical-activity-guidelines-uk-chief-medical-officers-report>

## Communities – Place

### *Physical Activity and Sport supporting the development of place*

The built and natural environment can play a crucial role in helping citizens become and remain active. The design of where we live and work, access to open space and places to be active and awareness of what is available locally can all help make it easier for an individual to lead an active lifestyle.

Every day, citizens of York share their time and skills to help others in their community be physically active by volunteering, coaching or attending activities with friends & colleagues. Communities can play a significant role in improving activity levels in the City by building on the assets that are available, mobilising individuals and helping groups and associations come together to realise and develop their strengths.

Being physically active offers people the opportunity to connect and support each other, can help build a sense of belonging to a group, club or society and can help people achieve their potential.

Aligning physical activity and sport to wider arts, culture and creative initiatives offers people the opportunity to connect and support each other, this can help build a sense of belonging to a group, club or society and can help people achieve their potential.

<b>Outcomes that Physical Activity and sport will contribute towards:</b>	<b>It will do this by:</b>
<p>Improved quality and quantity of open spaces</p> <p>A reduction in inequalities across the city</p> <p>Improved community cohesion</p>	<p>Shaping the use of developer contributions for the benefit of physical activity and sport interventions</p> <p>Utilising the planning process to ensure that the principles of Active Design are incorporated<sup>(1)</sup>.</p> <p>Following the principles and recommendations of 'Healthy Placemaking' (2)</p> <p>Incorporating the promotion of physical activity in to planning and development, and in parks and open spaces</p> <p>Working in a place-based approach to embed the promotion of physical activity</p> <p>Targeting physical activity interventions which will improve community cohesion (e.g. tackling anti-social behaviour)</p>

(1) <https://www.sportengland.org/how-we-can-help/facilities-and-planning/design-and-cost-guidance/active-design>

(2) [https://www.designcouncil.org.uk/sites/default/files/asset/document/Healthy\\_Placemaking\\_Report.pdf](https://www.designcouncil.org.uk/sites/default/files/asset/document/Healthy_Placemaking_Report.pdf)

## Communities – Active Travel

### *A green city that champions cycling and walking*

With a climate change emergency declared by City of York Council in 2019 the opportunity exists for the city to be at the forefront of an active travel revolution, reimagining the transport networks and connectivity between places within the city.

In the early stages of the Coronavirus pandemic, the city reported a 30% improvement in air quality <sup>(1)</sup>, achieved through a reduced number of cars on the road due to the lockdown restrictions. This enhances the aspirations around the city centre being a clean air zone and the planned investment in electric charging points around the city.

To help drive these measures, active travel needs to be at the forefront and become that attractive alternative to the car and the go to method of transport.

Clearly, safety and accessibility will be enablers along with a shift in culture, normalising the daily commute for adults and for school children

<b>Outcomes that Physical Activity and sport will contribute towards:</b>	<b>It will do this by:</b>
<p>York becoming carbon neutral by 2030</p> <p>A reduction in inequalities across the city</p>	<p>Incorporating the promotion of active travel and movement on foot in to planning and development.</p> <p>Employers supporting active travel measures with employees.</p> <p>Driving the climate change agenda through active travel programmes and campaigns</p>

(1) <https://www.energylivenews.com/2020/04/24/yorks-air-quality-improves-by-30-during-coronavirus-lockdown/>

## Communities – Community Health and Wellbeing

### *The Community and voluntary sector using physical activity and sport to improve physical and mental health*

Building a sense of community goes a long way towards improving people's health and happiness, having physical activity and sport opportunities that are available in the community or can be done at home are as influential on health as traditional health 'care' services are.

With a strong national emphasis on prevention in the health service, the existing contribution of the community and voluntary sector to that prevention agenda should not be underestimated.

In York the adoption of an asset-based approach, where communities focus on their strengths and skills, has significantly helped to unlock the potential of the community and voluntary sector. Reinforced through York's membership of the 'Cities of Service' Coalition <sup>(1)</sup>.

The Voluntary and community sector make a significant contribution to the health and wellbeing of the people of York. 'People Helping People' – a volunteering strategy for York, harnesses the talent, energy and time of our volunteers and the impact they have on our city. Building on this will bring further positive change and benefits to the city.

<b>Outcomes that Physical Activity and sport will contribute towards:</b>	<b>It will do this by:</b>
Prevention and treatment of medical conditions  Improved mental health  A reduction in loneliness and isolation	More citizens actively involved in social action and developing practical and softer skills  Utilising business and employee supported volunteering to benefit physical activity and sport  Build on the asset-based approach to create the conditions for social action to take place  Promoting the use of informal and casual volunteering to support physical activity and sport  Maintaining connection and community through an improved digital offer  Harnessing the power of the voluntary sector to deliver health based interventions

(1) <https://citiesofservice.org/coalition/york-uk/>

## Communities – Sports Clubs and Providers

***The sporting providers experience inclusive and sustainable growth, supported by a strong workforce***

There are many citizens of York who are already active, supported by a strong infrastructure of organisations that provide the activity.

For these people, being active is a big part of their lives and identity. This is known as sport's core market.

There is under-representation in this core market – research shows those who are from lower socio-economic groups, women, people with a limiting disability and those aged 55 and over are less likely to have a regular habit. We also know these people tend to drop out more. Therefore, it is clear that the sector isn't meeting the needs of certain people.

It is important to:

- Keep active people active,
- Focus on life transitions and triggers,
- Help support those who are more prone to drop out, for example under-represented groups.

<b>Outcomes that Physical Activity and sport will contribute towards:</b>	<b>It will do this by:</b>
<p>A workforce that is capable, confident and skilled.</p> <p>A safe sports sector that supports mental wellbeing.</p> <p>Increased diversity in a sport sector that welcomes everyone, meets their needs, treats them as individuals and values them as customers</p> <p>Providers being recognised for their contribution to the community and to health of citizens</p>	<p>Clubs engaging in a comprehensive offer of training and guidance to clubs and new and existing volunteers</p> <p>Celebrating and recognising the success of clubs, coaches and volunteers who champion physical wellbeing, mental wellbeing and safeguarding.</p> <p>Supporting diversity and inclusion in the workforce</p>

# Delivery of the Strategy

To achieve the ambitions of this strategy requires an effective delivery mechanism guided through strong leadership, working to an agreed timeline and a clear way of measuring success and impact. Equally as important is a commitment from organisations and individuals in the City to work effectively together and to focus their energy around the ambitions.

The strategy directly contributes to the outcomes and ambitions of the Health and Wellbeing Board and will report into the Director of Public Health to update on progress and for check and challenge at least twice per year.

To drive the delivery and galvanise partners, a new “Active York Strategic Steering Group” will be formed lead by Director of Public Health team as the responsible strategic lead in CYC. The Steering group will be representative of the breadth of partners in the city and the desired outcomes. The strategic group will work with stakeholders to determine the structures, terms of reference and sub groups that will also support the delivery of the strategy.

## Measurement

The focus is around the contribution of reduced inactivity to positively impact on other outcomes. This will involve the creation of a measurement framework which will feed an annual impact report which showcases the breadth of work that is taking place. This will measure the work and activity as well as capturing the systemic changes across the physical activity landscape in York.

## Delivery Phases

### Year 1

- Establish structures,
- Undertake system mapping
- Produce delivery plans.
- Design measurement framework

### Year 2-4

- Action Plan 1 delivered

### Year 4 - 6

- Action Plan 2 delivered
- Mid-Strategy Review

### Year 6 - 9

- Action Plan 3 delivered

### Year 10

- Evaluation
- Consultation on next strategy

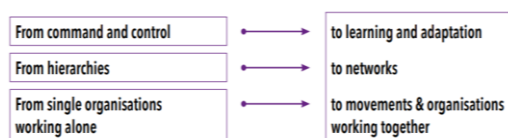


## Collaboration and Leadership

The strategy sets out the direction for physical activity and sport in York for the next 10 years. The approach, the actions and the projects will evolve and change over the lifetime of the strategy but the focus on tackling inactivity and contributing to wider outcomes will remain constant.

Achievement of the ambitions will require more than any single intervention, investment stream or organisation. It will require a strong culture of collaboration, driven by strong and dynamic leadership. This diagrams below are from Collaborate CIC who released their manifesto for collaboration in February 2020<sup>(1)</sup> And they illustrate the behaviour and attitudes that individuals and organisations will need to demonstrate.

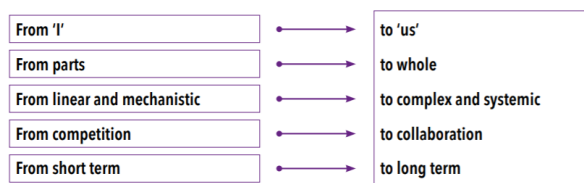
### SHIFTS FOR COLLABORATIVE ORGANISATIONS AND ORGANISING



### SHIFTS FOR COLLABORATIVE LEADERSHIP



### SHIFTS FOR A COLLABORATIVE MINDSET



The strategic group will galvanise partners around the common goals of this strategy to improve physical and mental wellbeing and reduce health inequalities.

From there we would encourage a wide range of organisations, institutions and clubs from across the City will align their own action plans and priorities to the headline ambitions outlined in this strategy.

Collaboration is often difficult and is never 'finished', it requires ongoing effort and commitment. Many of the lessons of systems thinking and collaboration are already being learned through Sport England's Local Delivery Pilots <sup>(2)</sup> and the city will continue to learn and share through these pilots.

One of the early ambitions to shape this work is for the strategic group to explore the viability of York seeking Global Active City status <sup>(3)</sup>. This will occur when the collaborative conditions are deemed right.

(1) <https://collaboratecic.com/today-we-are-pleased-to-launch-collaborates-new-manifesto-for-a-collaborative-society-f898bd0f6886>

(2) <https://www.sportengland.org/campaigns-and-our-work/local-delivery>

(3) <http://activewellbeing.org/global-active-city/>

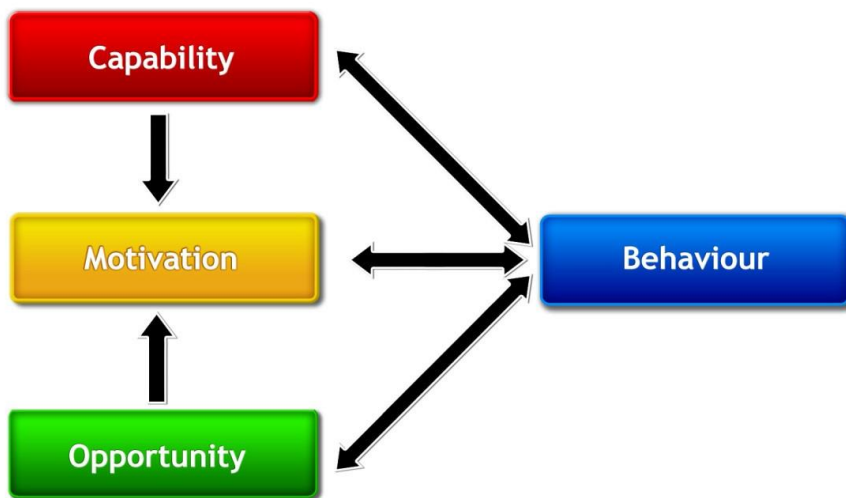
## Behaviour Change

At the heart of any strategy designed to achieve change, be it systematic or outcome based, are the citizens you are hoping to affect change upon.

There are different approaches and academic models of behaviour change. As an example the diagram below shows the COM-B behaviour change model <sup>(1)</sup>

The model shows that behaviour occurs as a result of the 3 conditions interacting;

- **Capability** is defined as the individual's psychological and physical capacity to engage in the activity concerned.
- **Motivation** is defined as all those brain processes that energise and direct behaviour, not just goals and conscious decision making.
- **Opportunity** is defined as all the factors that lie outside the individual that make the behaviour possible, or prompt it.



Approaching the strategy implementation through the lens of a behaviour change model and considering all aspects should be more successful in achieving a longer term change in behaviour.

It should be acknowledged that the COM-B model is presented as a default model, however different models may be used for different populations or demographics, or even campaigns where they are more suitable.

(1) <https://implementationscience.biomedcentral.com/articles/10.1186/1748-5908-6-42>

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**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Public Health		
<b>Service Area:</b>	Physical Activity and Sport		
<b>Name of the proposal :</b>	Physical Activity and Sport Strategy		
<b>Lead officer:</b>	Leigh Bell Fiona Phillips		
<b>Date assessment completed:</b>	15/03/2022		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Leigh Bell	Public Health Specialist Practitioner	CYC	Public Health
Fiona Phillips	Assistant Director Public Health	CYC	Public Health
Andy Laslett	Strategic services manager	CYC	Communities

George Cull	Head of Development	North Yorkshire and York Sport (Managed public/professionals consultations)	Sport and Physical Activity
Francesca Speck	Public Health Officer	CYC	Public Health

### Step 1 – Aims and intended outcomes

<b>1.1</b>	<b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.
	This is a strategic document setting out the vision and actions to meet the ambition of improving health and wellbeing through exercise

<b>1.2</b>	<b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)
	Public Health are strategically responsible for improving the health and wellbeing of York residents, this is set out in national guidance and public health grant terms and conditions

<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	York residents who wish to improve their health through Physical Activity The professional partners in sport, health, planning, education and active travel

<b>1.4</b>	<b>What results/outcomes do we want to achieve and for whom?</b> 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>The overarching aim of this strategy is to improve the mental and physical wellbeing of citizens and reduce inequalities in York through a culture of being physically active. The Chief Medical Officer produces guidelines on the amount of physical activity people should undertake on a daily basis in order to maintain or improve their physical and mental health. The benefits of physical activity are well documented, and by increasing the number of people in York following the CMO guidance we aim to:</p> <ul style="list-style-type: none"> <li>Reduce the incidence of stroke and heart disease</li> <li>Prevent and manage a number of long term physical health conditions, such as diabetes, heart disease, back pain, arthritis, asthma, dementia, etc.</li> <li>Prevent and manage a number of mental health conditions, such as depression and anxiety, stress, low self-esteem, etc.</li> <li>Improve general feelings of wellbeing and reduce social isolation in our population.</li> </ul> <p>In the May update to the Council Plan the local authority reiterated its commitment to supporting the best quality of life for ‘our residents’, especially those who educational, health and economic outcomes could be improved. The plan includes a number of key performance indicators including:</p> <ul style="list-style-type: none"> <li>a. Good Health and wellbeing, and</li> <li>b. A better start for children and young people which includes the reduction of health inequalities. Both of the key indicators are affected and enhanced by access to and participation in physical activity.</li> </ul>

	<p>The strategy impacts on elements of the council plan such as giving children the best start in life by working with a range of partners to develop activities such as holiday activities, bike ability etc. This strategy dovetails with the healthy weight strategy published previously.</p> <p>To improve the health and wellbeing of York residents through active lifestyles. It is difficult to specifically isolate improvements in cardio vascular disease presentation or diabetes although these can be positively impacted by a reduction in sedentary behaviours in a population. The Strategy takes a life course approach and aims for relative and appropriate improvements at each stage of life.</p> <p>The strategy impacts on elements of the council plan such as giving children the best start in life by working with a range of partners to develop activities such as holiday activities, bike ability etc. This strategy dovetails with the healthy weight strategy published previously.</p> <p>To improve the health and wellbeing of York residents through active lifestyles. It is difficult to specifically isolate improvements in cardio vascular disease presentation or diabetes although these can be positively impacted by a reduction in sedentary behaviours in a population. The Strategy takes a life course approach and aims for relative and appropriate improvements at each stage of life.</p>
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## Step 2 – Gathering the information and feedback

2.1	<p><b>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?</b> 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>The chief medical officers guidance<sup>i</sup> forms the backbone of evidence for this strategy:</p> <p>“Since 2011, the evidence to support the health benefits of regular physical activity for all groups has become more compelling. In children and young people, regular physical activity is associated with</p>
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improved learning and attainment, better mental health and cardiovascular fitness, also contributing to healthy weight status. In adults, there is strong evidence to demonstrate the protective effect on physical activity on a range of many chronic conditions including coronary heart disease, obesity and type 2 diabetes, mental health problems and social isolation. Regular physical activity can deliver cost savings for the health and care system and has wider social benefits for individuals and communities. These include increased productivity in the workplace, and active travel can reduce congestion and reduce air pollution”

A range of data sources were used to inform the understanding of need, this was balanced with consultations, feedback and relevant “what works” research.

<b>Source of data/supporting evidence</b>	<b>Reason for using</b>
Public Health fingertips	This gives a population overview of the population of York compared to similar cities and the national averages
School surveys	This gives an understanding of the profile of school age children, their views and participation in activity. This includes demographic breakdown related to the equalities act.
National Active Lives Children’s and Adults Survey	These are Official National Statistics (ONS) and provide insight in to physical activity and sports participation levels and understanding around the benefits. The surveys are also annual.
Interviews and focus groups	To understand the views of a broad range of stakeholders within, and beyond, the ‘sector’. The breath of conversations helped to understand more about people who are not active.
Consultative Process	North Yorkshire Sport have worked with stakeholders and groups in the city to understand the challenges and priorities and to align the role of being physically active to be considered as part of the response to these challenges. There have been regular feedback loops to the public health team and other stakeholder.
Formal Consultation	CYC launched a formal consultation on the strategy in 2021 and used the responses to modify the strategy and consider the views of the public.

Equality and human rights commission EHRC governance guidance on single sex spaces.	<a href="https://www.equalityhumanrights.com/en/advice-and-guidance/separate-and-single-sex-service-providers-guide-equality-act-sex-and-gender">https://www.equalityhumanrights.com/en/advice-and-guidance/separate-and-single-sex-service-providers-guide-equality-act-sex-and-gender</a>
Chief Medical Officer CMO guidance	UK Chief Medical Officers' Physical Activity Guidelines 2019 <sup>ii</sup>
Sports England Guidance	<a href="https://www.sportengland.org/corporate-information/equality-and-diversity">https://www.sportengland.org/corporate-information/equality-and-diversity</a>  <a href="https://www.sportengland.org/campaigns-and-our-work/equality-and-diversity">https://www.sportengland.org/campaigns-and-our-work/equality-and-diversity</a>

### Step 3 – Gaps in data and knowledge

<b>3.1</b>	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>	
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>
	There is a documented gap in knowledge around the “fairness” and “safety” of males (sex classified) competing in female categories (by gender self-identification) within competitive and formal sports.	This is a national issue and one that cannot be reasonably concluded locally. The governance body for each sport is obliged to consider their position and advise clubs based on the framework available nationally, this has to be applied in each case locally.

## Step 4 – Analysing the impacts or effects.

4.1	<p>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.</p>		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	A life course approach to the strategy has been considered in its development and actions tailored to meet the needs of each demographic in terms of age.	+	M
Disability	Consultation has taken place and specific considerations given to ensuring disability friendly activity is included within the aims	+	M
Gender	Specific consideration relating to women in sport has been incorporated into this strategy. “This girl can” being one element of the implementation	+	M
Gender Reassignment	<p>People undergoing gender reassignment process are <b>not</b> noted as been under represented in physical activity when compared to other groups in society.</p> <p>However there <b>is</b> evidence to suggest those undergoing gender reassignment do encounter perceived negative impact in formal, organised and competitive sports.</p>	0	L

	<p>Each sporting body has a legal requirement to ensure those undergoing gender reassignment are able to access formal and competitive sport in an appropriate way. This legal requirement compels each governing body to take into consideration a range of measures such as physical safety, fairness and safeguarding when deciding who can and cannot compete in which sex category.</p> <p>This assessment allows for lawful exclusion of some trans gender people from competitive sports outside of their original documented sex, this is regardless of social status relating to gender re assignment or self-identification.</p> <p>Particularly impacted are those with a male sex classification who live as female. They can be lawfully prevented from competing in a female category and therefore must compete in a male sex category if they wish to compete. The basis for this is scientifically dictated to a range of criteria to assess safety. This can be relating to differences in hormone exposure and growth of male's v females making some sports exclusive to the sex category rather than gender or change of classification of sex. In grass roots sports this includes excluding biological males from female changing areas based on sex not gender and regardless of Gender Recognition Certification and changed documentation.</p> <p>Whilst there is an impact which could be perceived as negative, this assessment rates the impact of the strategy as <b>low</b> "The proposal has consequences for or affects few</p>		
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	people” and <b>neutral</b> on the basis that the strategy itself will not have a change of impact in itself, the impacts are due to external factors which a local strategy will not change.		
<b>Marriage and civil partnership</b>	There is no direct impact on residents within this category.		<b>L</b>
<b>Pregnancy and maternity</b>	Chief medical officer guidelines make specific recommendations for pregnancy and activity, the strategy takes these into account.	<b>+</b>	<b>L</b>
<b>Race</b>	Differences in ethnicity and race were considered when looking at the available evidence and data Locally the ambition is that local sports providers would be supported to adopt national campaigns and ensure equity of access to we should add here about national campaigns such as kick race out of football etc, Using the sports England guidance relating to inclusive sport.	<b>+</b>	<b>L</b>
<b>Religion and belief</b>	There is no direct impact on residents within this category.	<b>+</b>	<b>L</b>
<b>Sexual orientation</b>	LGB residents are often underrepresented in sports and activity, some inclusive teams in the city and the strategy reflects this and supports their development	<b>+</b>	<b>M</b>
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	Carers, particularly young carers are often unable to access organised activities and sport, the strategy acknowledges this within its design and action plan	<b>+</b>	<b>M</b>
<b>Low income groups</b>	A number of initiative within the strategy target those who find finances a barrier to exercise and sport	<b>+</b>	<b>M</b>

<b>Veterans, Armed Forces Community</b>	There is no direct impact on residents within this category.	<b>+</b>	<b>L</b>
<b>Other</b>			
<b>Impact on human rights:</b>			
List any human rights impacted.	There is no direct impact on residents within this category.	<b>+</b>	<b>L</b>

**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><b>High impact</b> (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><b>Medium impact</b> (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><b>Low impact</b> (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	<p><b>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?</b></p>
<p>The strategy has perceived and researched positive impact on York residents. Taking a broad and inclusive life course approach. There is no identified unlawful prohibited or unwanted adverse impact in the strategic aims.</p> <p>The potential neutral impact outlined in the analysis is beyond the scope of this strategy to mitigate without lawful challenge against CYC and follows national guidance in its current format.</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<p><b>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:</b></p>
<p>- <b>No major change to the proposal</b> – 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.</p>	



- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **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.

<b>Option selected</b>	<b>Conclusions/justification</b>
<p><b>No major change to the proposal</b> –</p> <p>.</p>	<p>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</p>

## Step 7 – Summary of agreed actions resulting from the assessment

<b>7.1 What action, by whom, will be undertaken as a result of the impact assessment.</b>			
<b>Impact/issue</b>	<b>Action to be taken</b>	<b>Person responsible</b>	<b>Timescale</b>

## Step 8 - Monitor, review and improve

<b>8.1</b>	<p><b>How will the impact of your proposal be monitored and improved upon going forward?</b>            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?</p>
	<p>The strategy and action plan has a governance group which will take this into consideration in the review processes</p>

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- i [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/832868/uk-chief-medical-officers-physical-activity-guidelines.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/832868/uk-chief-medical-officers-physical-activity-guidelines.pdf)
  - ii [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/832868/uk-chief-medical-officers-physical-activity-guidelines.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/832868/uk-chief-medical-officers-physical-activity-guidelines.pdf)

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**Executive****21 April 2022**

Report of the Corporate Director of Place  
Portfolio of the Executive Leader (Policy, Strategy and Partnerships)

**York Central Enterprise Zone Funding Agreement****Summary**

1. The delivery of York Central has been a City of York Council (CYC) priority for well over 2 decades. Regeneration of this brownfield site will bring significant new housing and economic growth space to facilitate the future development of new sustainable business sectors to augment the existing economy, in this central, sustainable location. The importance of York Central is highlighted in the Local Plan, and in the Strategic Economic Plans of both regional Local Enterprise Partnerships. York Central will also play a pivotal role in the city wide economic recovery from the Covid 19 pandemic.
2. In 2016, the council committed a £10m budget to kick start the York Central Partnership project that has now finally started on site. This “at risk” up front financial commitment to the scheme has enabled CYC and its partners Homes England, Network Rail and the National Railway Museum (NRM) to :-
  - i. secure grant funding of £112.226m
  - ii. Working with York North Yorkshire Local Enterprise Partnership (YNY LEP) established an Enterprise Zone which will fund £35m CYC contribution to the scheme
  - iii. Acquire all third party land to deliver the site,
  - iv. Create and consult on a site wide masterplan and secure planning permissions
  - v. Procure a construction partner for the delivery of the infrastructure and commence enabling works such as demolition, line clearance and archaeology.
3. York Central will become a thriving addition to the existing city centre with; new business space, new homes, a re-modelled railway station and a transformed NRM.

4. In March 2020, as the major landowner of the site, central government announced the award of £77.1m Homes Infrastructure Grant (HIG) to Homes England and Network Rail to fund the enabling infrastructure for the site. The major landowners have undertaken due diligence on the contract procured by CYC for the first phase of infrastructure delivery and will now deliver the site infrastructure directly.
5. CYC have played a pivotal leadership role in establishing the Partnership, securing funding, funding the design team to masterplan the development and achieve planning consents for a high quality, viable and deliverable scheme, all whilst owning a very small part of the site.. This report sets out:-
  - i. Proposals to enter into a funding agreement with landowning partners to draw down Enterprise Zone funding to deliver the enabling infrastructure
  - ii. The resources needed to support inward investment and job creation on York Central
  - iii. A timeline for the delivery of the enabling infrastructure and the build out of the first phases of the scheme
  - iv. The proposed technical assurance regime for the adoption of highways and the stopping up of Leeman Rd
  - v. Proposed investment in offsite improvements to the riverside path to augment and integrate the wider cycling and pedestrian network with the new routes through York Central

## **Recommendations**

6. Executive is asked :-
  - i. To delegate to the Chief Finance Officer (in consultation with the Director of Governance or her delegated officers) the authority to enter into an Enterprise Zone funding agreement with Homes England to reimburse infrastructure costs to enable the delivery of York Central.
  - ii. To agree the allocation of the previously approved £35m capital budget funded from future EZ receipts, as a contribution to the enabling.
  - iii. Infrastructure to be used after all other grant funding has been exhausted.
  - iv. To allocate up to £2.7m of previously approved CYC borrowing to fund the Technical Assurance work to enable the highways infrastructure to be adopted.

- v. To allocate up to £500k of previously approved CYC borrowing to deliver the Jubilee Terrace to Scarborough Bridge Riverside Path improvement scheme.
- vi. To agree the allocation of up to £250k of EZ revenue receipts to fund inward investment activity in the council's economic development team, specifically to promote York Central and to attract occupiers.
- vii. To delegate to the Director of Transport, Environment & Planning the authority to agree technical assurance arrangements for the adoption of the highways infrastructure for York Central set out in this report.
- viii. Delegate to the Director of Transport, Environment & Planning (in consultation with the Director of Governance or her delegated officers) the authority to enter into S278/38 Agreements with York Central landowners.
- ix. Delegate to the Director of Transport, Environment & Planning (in consultation with the Director of Governance or her delegated officers) the authority to enter into the Bridge Agreements with Network Rail and Homes England.
- x. Delegate to the Director of Transport, Environment & Planning the certification of discharge of conditions to permit the Stopping Up of Leeman Road.
- xi. To agree the disposal of the former Canteen Building on Chancery Rise to Network Rail in order to facilitate the removal of their operational uses from the York Central site, and delegate to the Director of Housing Economy and Place to agree the final value, following an independent valuation exercise.

Reason: - To ensure the delivery of York Central and to provide funding for enabling infrastructure including a new access route to York Central, and to support the commercial development of the scheme to generate EZ income to fund that infrastructure

## **Background**

- 7. The delivery of York Central is essential to the future of York, contributing significantly to the growth of the regional economy, through the provision of high quality office space, and to meeting housing need in the city. Though the site has been earmarked for regeneration for many years, previous attempts to deliver the scheme have not come to fruition and we are now poised to seize this once in a lifetime opportunity to make this development a reality.

8. York Central Partnership (YCP) is a partnership of landowning bodies on the York Central site and is comprised of, Homes England, Network Rail, National Railway Museum (NRM) and CYC. YCP developed a comprehensive masterplan for the whole site, which secured planning consent in 2019 which will deliver up to 112,000 sq. m of commercial space and up to 2500 homes as well as a large park, public squares and an expanded NRM. Delivery of the site is central to the Strategic Economic Plans (SEPs) for both LEPS and has enjoyed wide spread national and regional support with it's' designation as both a Housing Zone and an Enterprise Zone.
9. Extensive local consultation and engagement was undertaken ahead of the planning process which demonstrated significant support for the scheme. Previous attempts by the market to bring a scheme forward on this site foundered because of the unique risk profile of the site and it has required public sector leadership and ownership to bring the site forward for development.
10. The key factors which have finally enabled the scheme to be brought forward:-
  - i. The establishment of the York Central Partnership bringing together all the public sector land owners
  - ii. Assembling the land for redevelopment and commencing the clearing of operational rail use
  - iii. Establishment of Housing Zone Status which has brought investment from Homes England to support the delivery of housing on the site.
  - iv. Establishment of the Enterprise Zone which brings with it the ability to retain the additional business rates generated from the site to allow investment in delivering the scheme and securing economic growth on the site.
  - v. Securing significant enabling funding from a range of government agencies including the WY+TF, YNYER LEP, Leeds City Region LEP, the One Public Estate Programme, Homes England and the Ministry of Housing, Communities and Local Government (MHCLG).
    - i. Establishing an award winning masterplan, on which basis we have secured outline planning permission for the site followed by the Reserved Matters approvals for the first phase of infrastructure
    - ii. Procuring a construction partner for the first phase of the infrastructure, and delivering preceding enabling infrastructure packages



11. It is a priority for all partners to accelerate the delivery of York Central in order to:-
- i. Deliver essential commercial space to promote economic growth
  - ii. Maximise the ability to facilitate development through retained business rates from the EZ, by early phase build out of commercial space
  - iii. Deliver a significant quantum of much needed mixed tenure housing within the local plan period
  - iv. Undertake capital highways spend before the end date of the WYTF and Homes Infrastructure grant spend deadlines

### **Infrastructure Capital Cost**

12. The York Central site is heavily constrained by abnormal infrastructure costs, principally related to providing site access, but also related to the brownfield nature of the site. These costs have inhibited the ability of the market to deliver the scheme in the past. A detailed appraisal of these core 'off plot' abnormal infrastructure costs was undertaken in 2018 and the costs were determined to be £155m. This infrastructure includes the new access bridge, highway cycle and pedestrian connections into and through the site, a new station entrance, a 5.5 ha park, 3 public squares with enabling ground works, site clearance, remediation and utility supplies. The masterplan is predicated on overcoming site constraints and early provision of quality place making infrastructure which will be built out early in the development timetable to increase market confidence, encourage occupiers to the site and also optimise value from each plot (which in turn the infrastructure funding package and EZ borrowing is predicated upon)..

### **Financial Approvals to Date**

13. In December 2013, Executive agreed to earmark £10m towards the delivery of York Central. Currently £9,758k has been released to support technical work, masterplan development through to planning, land acquisition costs and site preparation works. There have also been other grant contributions from WYTF, Homes England, One Public Estate, LCR LEP, YNYER LEP and Department for Communities and Local Government (DCLG) EZ funding.
14. Homes England have paid for the costs incurred and funded by the council in relation to delivering the outline planning application (£1.876m) and the CYC costs incurred funding Infrastructure Package 1 (£1.96m).
15. This reimbursement provides additional funding to the council that can be reinvested into the York Central project. This is shown in the table below

	Date	£'000	£'000
CYC Original Budget	Dec 13		10,000

Executive Approvals Dec 2013- Mar 2018			(5,338)
CYC – Infrastructure Budget	Nov 18		<b>4,662</b>
Executive Budget Approvals			
Early Contractor Involvement	July 19	(415)	
Reserved Matters Design	Oct 19	(695)	
Infrastructure Programme 1	July 20	(1,960)	
York Central Housing	Nov 20	(150)	
Client Costs	Apr 21	(900)	
Scarborough Bridge Land	Apr 21	(150)	(4,270)
<b>Total CYC Unallocated</b>			<b>392</b>
Homes England Reimbursement – OPA / OP1			3,836
<b>CYC Budget Available</b>			<b>4,228</b>

Table 1 Breakdown of £10m York Central Delivery Budget

16. There are a number of proposals in this report including £500k funding for delivery of infrastructure improvements along the riverside path from Leeman Road to Scarborough Bridge. It is also proposed to fund CYC Technical Assurance work prior to adoption of the highway of £2.7m.
17. Table 2 shows that there remains £4,228k available to reinvest in the York Central Project. It is recommended that this budget is used to fund early years costs as the borrowing costs are budgeted. The table below shows that £1,028k remains available as a council contribution towards the overall project.

	£'000
CYC – Budget Available	<b>4,228</b>
Proposals in Report (£3,200k)	
• Highway Technical Assurance	(2,700)
• Leeman Rd Riverside Path	(500)
<b>Unallocated budget £10m</b>	<b>1,028</b>

### Infrastructure costs

18. The costs across the infrastructure work streams of £155m were estimated in 2018 by the Partnership's master planning consultants and verified by cost consultants Turner and Townsend. They included allocations for risk and inflation but ultimately the final costs will be dependent on detailed designs and procurement exercises. It was identified at that time that given such large scale works it is inevitable that there will be cost pressures across elements of the programme but we could not at that time have foreseen the combined inflationary impacts of Brexit, a global pandemic and now the war in Ukraine.

19. In 2020 CYC procured a construction partner (John Sisk Ltd) but following the award of Housing Infrastructure Grant (HIG) directly to Homes England, and subsequent design development and due diligence, Homes England are now entering into contract with John Sisk Ltd
20. The detailed design work to take the bridge design from RIBA stage 3 to a deliverable bridge structure has identified some technical / buildability challenges in respect of the main arch abutments and the associated embankments adjacent to the Millennium Green which are now being incorporated into a revised design for the permissioned bridge. This will need some minor amendments to the planning permission and further discussions with the Millennium Green Trust. These changes are primarily technical amendments to the structural design and will have little or no impact upon functionality or aesthetics.
21. In addition to these design iterations, the passage of time and extremely high levels of inflation for key building materials, particularly steel, have increased the costs of IP2 above the available grant funding. During the due diligence review, John Sisk were asked to identify value engineering options to keep the bridge and the remainder of IP2 within existing cost parameters, however the options to achieve significant savings required a whole new bridge design with a narrower width which would have precluded one of the footways across the bridge, required a whole new planning permission and a revised agreement with the Millennium Green Trust.
22. The revised design was also not consistent with the design parameters for the permissioned bridge in the outline planning application and would also represent a significant compromise to the pedestrian facilities which are central to the transport strategy for the whole site. It would also reduce the aesthetic appeal of the gateway to the site. It was considered therefore that there were considerable risk that this revised bridge design would not achieve planning permission and would likely give rise to a further time delay of least 18 months. This would trigger a further inflationary impact given that a year's delay based on current levels of inflation could increase overall costs by c£12m. In addition a delay significantly reduces the level of EZ funding available and exceeds the spend window of both main sources of funding.
23. For those reasons the landowners propose to progress the permissioned design as part of the IP2 work package. However the updated costs significantly exceed the grant funding available for IP0-2 and this generated a requirement to call upon EZ funding earlier in the scheme build out than had originally been anticipated
24. The cost plan will continue to be iterated as the scheme progresses, and opportunities for cost efficiencies, value engineering, and savings through the sequencing and timing of provision will continue to be explored. It should be

noted that there is also scope for costs to increase and unknown issues to be encountered as the scheme progresses. Opportunities to add further commercial and social value to the development through the available funding streams will also be explored as the scheme progresses, alongside the project's relationship with wider development opportunities including land to the front of the railway station.

25. It is likely that the overall cost of the infrastructure will be in excess of the initial estimate of £155m. In order to enter into contract for IP2 and move the project into delivery, Homes England have requested that CYC enter into a funding agreement to release the EZ funding, originally earmarked for later infrastructure packages, which will be needed for the first and most significant enabling works (IP2 package). As greater certainty arises as to the build out rates and EZ retained income, it is likely that there will be a further request to draw down further EZ funding for further infrastructure packages which will require a decision from full council and the YNY LEP. The landowners also propose that the development partner will be able to contribute to future infrastructure package costs. That partner will not be in place for at least 11 months. It should be borne in mind that whilst we are currently seeing the impact of inflation and time on costs, the same factors could also impact upon property values and business rates.

### **Enterprise Zone Funding**

26. The granting of an Enterprise Zone on the site at York Central allows the council to retain 100% of business rates uplift to 2042 at the site. It is a joint Memorandum of Understanding between MHCLG (as was) YNY LEP and CYC as accountable body which requires both CYC and YNY LEP to agree the use of EZ funding. In 2018 the YNY LEP board agreed their support in undertaking EZ backed borrowing of £35m to deliver the enabling infrastructure and open up York Central for the delivery of the masterplan. At the same time, CYC full council agreed to undertake borrowing of £35m subject to Executive receiving a further report and agreeing to release the funding.
27. The retained EZ funding provides ongoing revenue that allows the council to borrow to fund a proportion of the total infrastructure costs. Modelling initially undertaken in 2018 assumed that the full debt was drawn down in 2022/23 and was then repaid over a 19 year period. The result of the modelling showed that a borrowing level of £35m was affordable and could be repaid under a range of scenarios of volume, rateable value and timing of commercial development. It also identified that there could be potentially significant early year deficits where borrowing costs are higher than revenues and it was proposed that these would be funded from Venture Fund and Business Rates Pool with appropriate financing charges applied.

28. EZ income has been remodelled on the assumption of the landowners projections of the commercial build out of the scheme which include a first commercial phase with a significant pre-let to a tenant with a strong covenant, to be delivered by 2027. This base case has then been modelled to accommodate variations in the amount of commercial space made available on the development, the speed of delivery of the commercial units and the Rateable Value of properties within the development
29. The result of the revised modelling shows that a borrowing level of £35m remains affordable and can be repaid under each scenario. There are however still potentially significant early year deficits where borrowing costs are higher than revenues. It is proposed that these are funded from Venture Fund and Business Rates Pool and with appropriate financing charges applied.
30. The cash flow detail of the models is summarised below

Scenario	RV assumption	Delay	Office quantum reduction	Net NDR generated (2041) £'m	After Borrowing Costs £'m	Early yr. Interest £'m
1	Baseline	0	0	103.2	48.6	-1.7
2	Low (-8.8%)	3 year	0	74.5	19.2	-5.5
3	Low (-8.8%)	2 year	0	81.1	26.2	-4.2
4	High (+8.8%)	3 year	0	89.1	34.0	-5.5
5	Baseline	0	20%	86.9	32.2	-1.7
6	Low (-8.8%)	3 year	20%	62.7	7.4	-5.5
7	Low (-8.8%)	2 year	20%	68.3	13.2	-4.2
8	High (+8.8%)	3 year	20%	75.0	20.5	-5.5

31. The table above shows that across all scenarios, the £35m investment is affordable and should provide a net surplus of business rates over the period of the Enterprise Zone scheme. The revenues vary according to the sensitivities whilst the debt costs remain constant across all scenarios. The internal financing costs are linked to the deficits should they occur. These are more significant with the longer delays in build out as debt costs are being incurred without offsetting revenues.
32. The table above however still potentially significant early year deficits where borrowing costs are higher than revenues. It is proposed that these are mitigated by smoothing the MRP impact of the investment and funding interest charges from the £3m Venture Fund allowance that was approved in the November 2018 report, as well as potential Business Rates Pool income and through overall Treasury Management resources.

33. In order to proceed into infrastructure construction contract with John Sisk Ltd, Homes England require confidence that they have the required funding for the IP2 work package and have requested that the council enter into a funding agreement for a maximum of £35m. As previously assumed, existing eligible grant funding from HIG and WYCA will be used first with the expectation that EZ funding will be needed to complete work in 2024/5.

### **Economic Rationale**

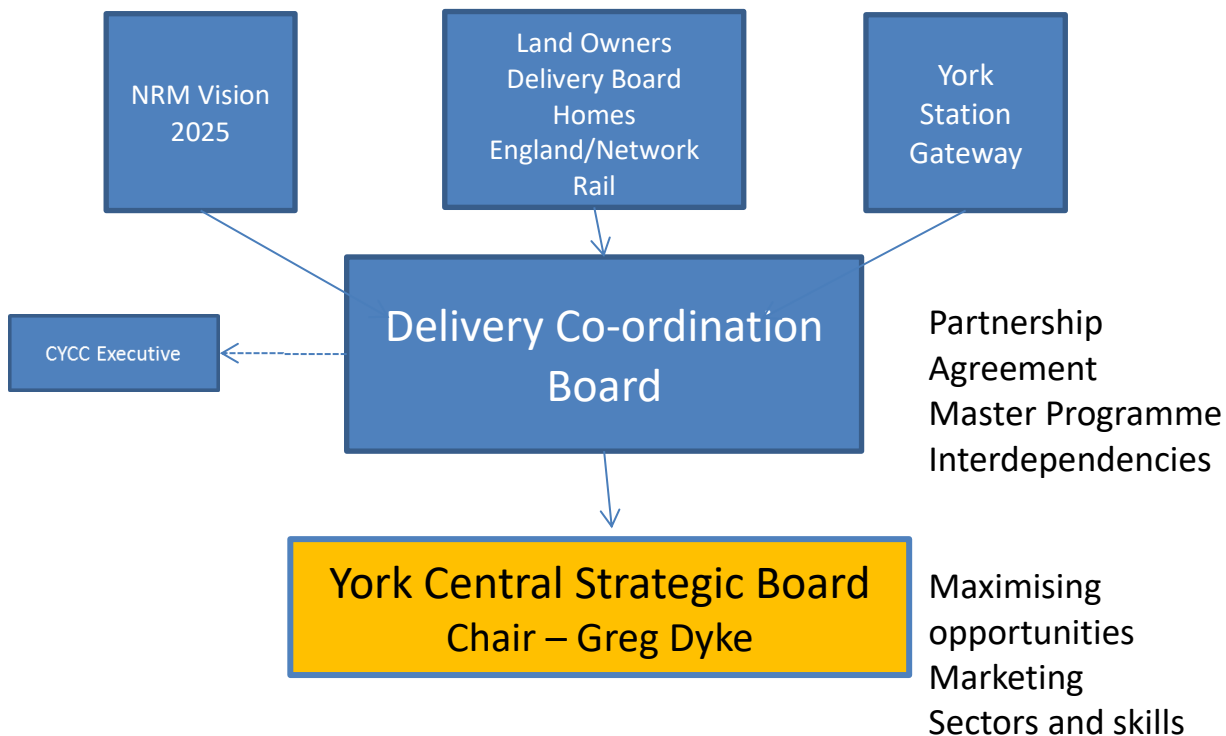
34. York has a constrained economic core, with our ancient walled city providing few opportunities for significant developments. York Central has been identified as York's most significant development opportunity for over half a century. The quantum of employment space which will be provided in York Central represents a unique opportunity to shape the future development of our economy, redressing depressed average wage levels across a diverse economy.
35. The region's economic plans have for many years identified the site as a housing and employment growth priority and set out, for YNYER a priority to 'fast track employment sites with market demand for high value sector growth', and for LCR a vision 'to be a globally recognized economy where good growth delivers high levels of prosperity, jobs, and quality of life for everyone'.
36. Aligned with this, the draft York economic strategy is currently being updated and has the long term objective of raising GVA and pay in York into the top UK quartile of UK economies through:
- Growing high value employment (Rail, Insurance, Tech, Creative, Bio/life sciences)
  - Growing the value of jobs in high employment sectors (retail, hospitality, social care)
  - Upskilling, reskilling and educating the future workforce
  - Developing green jobs and a carbon-zero future
37. The successful delivery of York Central's workspace, housing and connectivity will play a crucial role in enabling the city and the broader region to meet these targets. To increase wages, we need to support the growth of high-value jobs in sectors such as financial services, rail engineering, digital technology and professional services. These jobs need high quality well-connected office space, and there is currently a shortage of such space in central York. The commercial floor space identified in the outline application has the potential to provide a supply of space which would support high-value employment.

38. The commercial floor space that York Central will provide is a once in a generation opportunity to support curated, long term growth in industries which provide high value employment. The likely growth sectors include rail and transport high tech engineering, science and technology, financial services, with close partnership working with both Universities to promote innovation initiatives, seeking commercialisation opportunities through research, which are likely to present additional opportunities. Providing space and facilities which encourage collaboration between university and industry should be a clear priority.
39. Our strategy across the city is to seek to boost the value of retail, leisure and tourism employment through promoting York as a destination for high-value customers. The York Tourism Strategy seeks to grow the value of that sector as an important part of our economy. The expansion of the NRM will further enhance one of the city's key world class assets, making a significant contribution to this growth.
40. The site as a whole will be an attractive place to live, expressing York's unique world class cultural offer. We already have the highest skill level (in terms of % of the workforce with a level 4 qualification or above) of any city in the North of England. To maintain this advantage, York needs the kind of space which is proposed for York Central for people to live, work and play.

### **Developer Strategy**

41. Homes England and Network Rail, will work together to bring forward land for development, procuring a development partner (s) to deliver the scheme. This relationship is governed by a Collaboration Agreement, and is on the basis of cost and existing use value recovery and land value equalisation across the site.
42. By providing the strategic 'off-plot' infrastructure for the scheme the partnership will manage the site abnormal costs which have inhibited development to date, reduce risk and establish the quality parameters and sense of place (infrastructure includes landscape structure and tree planting to key access corridor) all of which are essential for the private sector to engage with the scheme.
43. In spring 2022 the landowners Homes England and Network Rail are launching a tender exercise to identify a development and investment partner for the site. This exercise will be initially focussed on securing the input of an experienced regeneration partner to develop and deliver the masterplan, starting with the commercial elements. The landowners will also be assessing market interest in developing out the whole scheme, including the residential elements. This exercise will take c11 months and is due to conclude by March 2023.

44. In the meantime the Landowners have appointed a new interim Programme Director to take forward the delivery of the major infrastructure construction works.
45. The NRM is set to deliver its own £60m masterplan to radically improve and enhance their existing facilities, with the planning application for a new Central Hall borneto be considered by Planning committee in May 2022.
46. The project has an overarching governance structure, which seeks to ensure all elements of the York Central project (including the NRM expansion, the delivery of the infrastructure and the York Station improvements) are coordinated and the interdependencies are managed to ensure delivery.
47. As the project moves onto delivery phase existing governance arrangements have been reviewed to ensure coherent delivery across a large programme of interdependent projects. This is represented diagrammatically below.



48. The Strategic Board will determine its own chair and will be responsible for
  - a. Maximising opportunities
  - b. Ensuring Strategic fit
  - c. Oversight of programme
  - d. Sectors and skills development
  - e. Advocating for the scheme
  - f. Oversight of the promotion and marketing
  - g. Leading effective decision making within their organisation



49. The Delivery Co-ordination Board will be chaired by Project Director and will be responsible for :-
- a. Delivering the commitments set out in the York Central Partnership Agreement
  - b. Oversight of the Master Programme, Cost and Quality benchmarks as set in Partnership Agreement
  - c. Monitoring of infrastructure cost plan – agreed quality standard and extent
  - d. Monitoring of EZ funding agreement
  - e. Proactive reporting from each of the “projects” on deviation from all the above, early identification of issues affecting the critical path
  - f. Manage interdependencies
  - g. Programme assurance
50. There are a series of individual project boards for each main project within the overall York Central development including:
- York Central Infrastructure Delivery Board
  - Station Gateway Board overseeing the works to the front of the railway station
  - Landowners Board – led by Homes England and Network rail who own the infrastructure delivery contract and development partnership
  - NRM Vision 2025 project
51. These will all feed into the Delivery Co-ordination Board and will be individually responsible for reporting to funding bodies and ensuring their own project assurance.
52. The role of the Landowners includes (but not exhaustively):
- Potential further land assembly
  - Leading on community engagement
  - Leading on stakeholder management
  - Manage overall project programme
  - Manage phasing plan
  - Marketing of York Central
  - Attract occupiers (in conjunction with chosen developers and other stakeholders including CYC and the LEPs)
  - Procuring developer(s) to deliver plots in phased manner
  - Attraction of Registered Provider partner(s)
  - Ensuring design standards are met
  - Manage discharge of planning conditions

- Facilitate community uses through identification of community spaces in the development and working with stakeholders to identify what they are
  - Determine Long Term Management Strategy and establish the solution
  - Develop overall project energy waste and recycling strategy
  - Commission the design and delivery of future phase infrastructure
53. The council has long advocated for York Central to deliver on a broad range of social economic and environmental ambitions for the city to and continues to use its influence with partners and funders to ensure that York Central contributes:-
- i. Inclusive, sustainable economic growth
  - ii. Affordable, sustainable housing
  - iii. Healthy and happy communities served by excellent facilities and green/public spaces
  - iv. Towards the cities' ambition for zero carbon

### **Inward Investment and Occupier Attraction**

54. The targeting of occupiers for the commercial space was always expected to follow on from achieving planning certainty and securing infrastructure funding to a confirmed timeline. A programme for future occupation is dependent on these dates. This work now needs to start in earnest.
55. The prospect of a central government hub in the city has been widely discussed though as yet not confirmed and the natural location for this is York Central. The recent announcement of the location of Active Travel England and the competition to become the headquarters of Great British Rail (GBR) all build confidence in demand for commercial space on York Central.
56. Landowners are in negotiation to secure a large scale anchor tenant for the site which could provide 2500+ new jobs in the city. The details of this potential deal are confidential at this stage.
57. This is hugely encouraging and will form a natural magnet for other occupiers. The space on York Central needs to be used to deliver the benefits of new, well paid jobs for the city, to catalyse economic growth. It is recommended that resources are set aside to supplement inward investment capacity, specifically to concentrate on attracting the right occupiers for the commercial elements of the scheme. This will involve liaison with DTi, targeting companies for growth and relocation as part of our Levelling Up ambitions and interfacing with regional bodies and existing businesses and growth drivers in the city.
58. An Inward investment plan for York Central needs to deliver the objectives of the regional and city economic strategies and therefore needs to have input

and oversight from key stakeholders including YNY LEP, Universities and business representatives to identify and secure opportunities. The Inward Investment function sits within the City of York Council Economy and Regeneration team, but is very small and in order to rise to the challenge of capturing the York Central growth opportunity, needs to expand with dedicated resource. It is proposed that an Inward Investment budget of £250k is allocated to kick-start Inward investment activity on York Central and that a steering group is established as part of the future delivery plans for the forthcoming York economic strategy.

59. The Enterprise Zone generated receipts of £928k over the first three years of its existence. This is placed in an earmarked reserve and is ring-fenced to support the delivery of the scheme and fund any borrowing backed by additional EZ receipts. As can be seen from the modelling in Paragraph 30 above the success of the EZ model is dependent on occupancy of the offices, retail and leisure units. The additional activity in inward investment is fundamental to achieving successful occupation of the units. It is proposed that the investment is funded from the early receipts which would reduce the value available going forward to £678k.

### **The role of the Highways Authority**

60. The Highways Authority will act as the regulatory authority for the highway infrastructure elements of the York Central development. As the development is now being delivered by Homes England the relationship with the Highway Authority will proceed on a similar basis to a private development where legal agreements are put in place to ensure the interests of the public and the Council are protected generally through provisions in the Highways Act 1980.
61. The overarching principle of the Highway Authority's role is to ensure that the infrastructure that is due to be adopted as highway maintainable at public expense is: in accordance with the planning consent, safe in operation and that the future maintenance and other liabilities are minimised. Highway adoption agreements under section 38 of the Highways Act 1980 (the power of highway authorities to adopt by agreement) for sections of new highway and s278 (agreements as to the execution of works) for changes to the existing highway, will be entered into with the developer.
62. To take account of the public sector status of the lead developer and the Council's position as partner in the delivery of the overall York Central project, a tailored approach is proposed for some elements of the s278/38 agreements.

## **Performance Bond and Deposit**

63. It is standard practice for a performance bond or cash deposit to be secured for delivery of the highway infrastructure where a private company is undertaking the works. This has two primary functions:
- i. to ensure completion in the event of the company going out of business
  - ii. to ensure the works are constructed to the quality and programme required
64. Homes England have indicated that they do not procure performance bonds for their developments or pay any deposits as it is considered to be an additional cost to the public purse without material benefit. As Homes England are a Government Agency it is not considered that there is a risk that they will go out of business, but protection is required to ensure that the works are delivered to standard and in a timely fashion.
- i. Default clauses will be included in the s38/278 agreement which will allow the Council to step in to rectify any default (e.g. time & quality) and recharge Homes England. If elements of work need rectification urgently and the developer does not agree, the council will need to fund these works and pursue through the courts or refuse to adopt the highway until all outstanding amounts are paid by the developer in accordance with the default provisions.
  - ii. Collateral Warranties will be obtained with the Homes England designers and sub-contractors to enable the Council to enforce the terms of the sub-contracts to resolve defects.
  - iii. An obligation will be included in the s38/278 agreement to provide a Bond in the event that the development is sold on to a third party prior to the adoption of the highway infrastructure.

## **S38/278 Fees**

65. An essential element of the successful delivery of a highway scheme is the technical assurance process to ensure that the works are designed to the required standards and constructed in accordance with the approved designs. This ensures that the outcome is a safe, high quality and low maintenance highway. The s38/278 agreement would conventionally set out the fee levels payable to the Council to cover the approval processes for the design and supervision of the works. Under the Council's highway adoption mechanism for private developments the developer funds the Council's adoption costs with the fees for standard developments set at 10% of the construction costs which could be over £10m for the York Central highway infrastructure.

66. However, in this case, where the Council is also a funding contributor to the overall scheme, the payment of EZ backed funding to Homes England for it to be then returned to the Council is not considered appropriate. It is therefore proposed that the Council agrees a budget of up to £2.7m based upon the current estimate of checking/supervision requirements, to cover the design checking and inspection fees proportionate to ensuring the highway infrastructure is delivered to the required standard. The allocation is considered sufficient to cover the first 3 years of the main highway construction phase through to adoption. Actual costs will be kept to the lowest possible level commensurate with protecting the Council's long term interests, and any unspent funds will be returned to the scheme delivery budget upon adoption of the highway.
67. It is proposed to deliver the efficient and effective checking/supervision services by the use where appropriate of a combination of in-house staff, consultants and potentially an integrated, shared, assurance arrangement with Homes England.

### **Maintenance/Commuted Sums**

68. On developments, where there are non-standard highway items, the developer pays a fee for the long term maintenance of the features. It is proposed that the cost of the future maintenance of non-standard highway items such as structures, traffic signals, non-standard paving on the York Central site, will be charged to the developer. The level of the charge will be determined following the completion of the detailed design.

### **Phasing of Highway Adoption**

69. It is anticipated that the s38/278 agreement will be split into phases to match the delivery programme and allow the early adoption and discharge of conditions. It is proposed that the decision to enter into s38/278 agreements for the York Central Highway Infrastructure is delegated to Director of Planning, Environment & Transport.

### **Bridge Agreements**

70. Bridge Agreements cover the relationship between Network Rail, Homes England (acting as the Developer) and the Council, for the bridges over the railway. The agreements provide approval from Network Rail to permit construction of the bridges over the railway which are due to be designed and built by Homes England and maintained in the future as part of the adopted Highway by the Council. Alternative arrangements, where the ownership/maintenance of the bridges is retained by Network Rail, are also being investigated. It is proposed that the authority to enter into Bridge

Agreements for the York Central bridges is delegated to Director of Planning, Environment & Transport.

### **Stopping Up Order**

71. The Stopping Up of a section of public highway (Leeman Rd) in the vicinity of the NRM was proposed as part of the Outline Planning Application. Following approval of the Reserved Matters Application for the main highway infrastructure, the Developer progressed the separate Stopping Up Order process with an application to the Secretary of State for Transport. A Public Inquiry was held in April 2021 and the Secretary of State granted the Stopping Up in September 2021.
72. The Stopping Up Order enables a section of Leeman Rd to be extinguished as public highway and will come into operation once the Council is satisfied that the conditions of the order have been met. Prior to the stopping up coming into force, alternative vehicular and pedestrian/cycle routes must be available around the stopped up length of Leeman Rd.
73. In addition to the new and improved public highway routes, pedestrians will also be able to pass through the NRM during Museum opening hours. The detail of the building layout is subject to a current Reserved Matters Application submitted by the NRM in December 2021. The detailed arrangements for the operation of this route are subject to a Walkways Agreement which has been approved between the NRM and the Council.
74. The Leeman Rd Stopping Up Order states that no part of the highway shall be stopped up pursuant to the Order until the Council certify to the developer that the provisions of article 3 of the Order have been complied with. The developer shall to the reasonable satisfaction of City of York Council provide:-
  - a) "The proposed new highways as shown on the plan accompanying this Order (shown as "New Highway to be in place when stopping up is implemented"; and
  - b) Improvement of the highways as proposed and detailed on the plan accompanying this Order (shown as "Highway Improvement"); and
  - c) The new footpath/ cycle track (shown as "New footpath/ cycle track") as approved under the planning permission."
75. It is proposed that the certification that the highway has been delivered to standard in accordance with the requirements of the Stopping Up Order conditions is delegated to the Director of Planning, Environment & Transport. To allow the certification by the Council the highway must provide a safe, convenient route for existing users to mitigate the impact of the stopping up. A number of tests will be applied to the highway layout put forward for certification by the developer, to ensure that the conditions of the Stopping Up

Order have been met. These will include the need to demonstrate that there is a good highway reason why the full highway layout approved by the reserved matters consent should not or cannot be delivered in advance of the stopping up. For example a temporary road layout will need to be proposed and approved for the junction of the existing Leeman Rd and the new Spine Road pending the delivery of the connection through to Water End. .

### **Offsite enabling works and improvements**

76. There are 2 areas that require consideration that exist outside the red line of the site

### **The Canteen Building – Chancery Rise**

77. Annex B sets out the site which sits on land previously transferred by Network Rail to the council when this was a potential vehicular access route onto the site. In 2021 CYC agreed to dispose of Alliance House, east of the Canteen building, to NR to facilitate operation clearance of York Central site. They have now identified that they also need the Canteen building and surrounding land to complete this relocation and free up the main site.
78. Now that this land is definitely not needed for an access road, the council have no alternative use for the site. The Canteen building is in an extremely poor state of repair and is beyond viable repair and therefore has no potential future use. An independent valuation has been commissioned and it is proposed that the decision to finalise the sale price and dispose of the site subject to a formal independent valuation is delegated to the Director of Housing Economy and Regeneration.

### **Improvement works to riverside path Jubilee Terrace to Scarborough Bridge**

79. The Jubilee Terrace to Scarborough Bridge Riverside Path is a key route on the cycle network connecting the west of the city with the city centre and the Scarborough Bridge river crossing. An alternative high-quality, off road route unaffected by river flooding will be provided as part of the York Central development.
80. The acquisition of land at the Scarborough Bridge end of the existing Riverside Path, has now been completed following the Executive decision in April 2021. This means that the Council is now in control of the full length of the path, allowing the progression of a comprehensive upgrade to the route to improve the layout for cyclists and pedestrians (width, lighting etc.). Subject to approvals it is also anticipated that sections of the route could be raised to allow use at higher river levels although at very high levels the route will still remain impassable.

81. Subject to more preliminary design, it is anticipated that an upgraded route could cost £500k-£1m. The contribution to upgrading off-site cycle routes included in the York Central s106 agreement (nominal £375k for all works around the York Central site) is insufficient to cover the delivery of this level of improvement. An allocation of £20k has been provided in the Transport Capital Programme using Local Transport Plan funds in 2022/23 to undertake the further investigation work (including public consultation) required to confirm the scope, cost and deliverability of the route upgrade.
82. It is proposed to allocate a capital budget of £500k to deliver the Jubilee Terrace to Scarborough Bridge Riverside Path improvement scheme. Depending on the results of the feasibility study, it is anticipated that further funding will be needed from other sources, such as the Local Transport Plan to enable the full route to be delivered.

### **Delivery Programme**

83. The delivery programme will evolve during the delivery phase of the project. A summary of key future milestones is provided below:

- |   |             |
|---|-------------|
| • Main Infrastructure contract let                | April 2022  |
| • Procurement of Commercial development partners  | March 2023  |
| • Stopping Up of Leeman Road                      | Autumn 2023 |
| • Western Access / Bridge and spine road complete | March 2025  |
| • NRM Vision 2025 Opening                         | 2025        |
| • First Commercial Occupation                     | 2027        |

### **Council Plan**

84. The project will assist in the creation of a Prosperous City for All, and be a Council that listens to residents particularly by ensuring that:-
- iv. Everyone who lives in the city can enjoy its unique heritage and range of activities.
  - v. Residents can access affordable homes while the greenbelt and unique character of the city is protected.
  - vi. Visitors, businesses and residents are impressed with the quality of our city.
  - vii. Local businesses can thrive.



- viii. Efficient and affordable transport links enable residents and businesses to access key services and opportunities.
- ix. Environmental Sustainability underpins everything we do.
- x. We are entrepreneurial, by making the most of commercial activities.
- xi. We engage with our communities, listening to their views and taking them into account.

## Implications

85. **Financial** – The main financial implications are set out in the report. These cover the financial approvals to date, a review of the Enterprise Zones financial modelling and the EZ receipts gained to date. The significant investment requested in the report comes with a number of risks that are considered further in the risk management section of the report.

The funding implications of the recommendations are summarised below

	Value £m	Budget Area	Budget Remaining £m
Contribution to IP2 delivery	35.0	Enterprise Zone backed borrowing	0.0
Riverside Path	0.5	CYC £10m borrowing	1.0
Highway Supervision	2.7		
Inward Investment	0.25	CYC EZ Receipts	0.7

The report also highlights the sale of the canteen site to Network Rail. It is propose that the receipts from this sale value is allocated to corporate capital receipts.

**Human Resources (HR)** – none

**Equalities** – Equalities impacts were considered in the full infrastructure planning application and detailed design process

**Legal** – EZ Funding Agreement - Legal Services are in discussion with legal representatives from the York and North Yorkshire LEP and Homes England regarding the proposed form of the agreement and will provide ongoing advice to officers in respect of the agreement.

86. **S38/278 Agreement and fees** - There is a proposal to use consultants, where appropriate, to deliver elements of the technical assurance of the highway works. Any consultants will be commissioned via a call-off exercise, through the Homes England Multi-disciplinary Framework Agreement. Such

an exercise would be in compliance with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules and would be carried out with advice from both the Procurement and Legal Services teams.

- i. Performance Bond and Deposit - Whilst it is normal practice and would be preferable to require a performance bond or deposit from Homes England in relation to the highway works, it is understood that a pragmatic solution is needed in order to proceed in these specific circumstances. A number of bespoke legal mechanisms are proposed which, together, would provide a reasonable level of protection to satisfy the Council's obligation to minimise the cost and risk of the highway works to local residents:
- ii. Default clauses will be included in the s38/278 agreement which will allow the Council to step in to rectify any default (e.g. time & quality), and to recharge Homes England for the cost of these works. If elements of work need rectification urgently and the developer does not agree, then the council would need to fund these works and recharge Homes England for the cost of these works. If Homes England failed to pay any such sum of money, the Council could then potentially seek to recover the monies as a debt or an injunction through the courts, and refuse to adopt the highway until all outstanding amounts are paid by the developer in accordance with the default provisions.
- iii. Collateral warranties in the Council's favour will be obtained from Homes England's designers and sub-contractors to enable the Council (in its capacity as the Local Highway Authority and as a funding contributor to the overall scheme) to enforce those sub-contracts to resolve any defects.
- iv. An obligation will be included in the s38/278 agreement for a Bond to be provided to the Council in the event that the development land is sold by Homes England to a third party prior to the adoption of the highway infrastructure. This would protect the Council should Homes England transfer ownership of the land to someone else who fails to provide adequate security to the Council.

The mechanisms above have been discussed with and will be drafted with advice from Legal Services.

87. **Bridge Agreements** - the Bridge Agreements will be tri-partite agreements between Network Rail, Homes England and the Council. Legal Services are in discussion with legal representatives from both parties regarding the proposed form of the agreement and will provide ongoing advice to officers in respect of those agreements.
88. **Stopping Up Order** - It is a requirement of the Stopping Up Order that the stopping up cannot take effect until the Highway Authority certifies that the

new highways referred to in the order have been provided to the reasonable satisfaction of the Authority. The discretion given to the Authority by the Order must be exercised properly and reasonably in the interests of highways users. The decision to certify is subject to legal challenge by way of judicial review.

89. **Riverside Path (Jubilee Terrace to Scarborough Bridge)** - any investigations, design and/or building work carried out on behalf of the Council by third party consultants and/or service providers will be carried out in accordance with the Public Contract Regulations 2015 and the Council's Contract Procedure Rules, and will require further input and advice from the Procurement and Legal Services teams.

**Information Technology (IT)** - none.

**Crime and Disorder** - none

**Property** – Covered in the report

## **Risk Management**

90. The project contains a number of significant risks, which Members need to consider carefully, and be fully aware of. This is one of the largest capital projects the Council will have embarked upon. It is also by its nature a project that has a number of different partners, and different funding sources. The £35m borrowing backed by Enterprise Zone receipts brings in a number of risks to the council as will be dependent on the overall state of the economy, commercial demand for high quality offices. Whilst some risks can be mitigated to some extent, even after mitigation there remain significant risks inherent within the Project. These risks, in terms of provision of infrastructure and ongoing viability, are further set out in the following sections. Members should formally note and consider the risks

### **Project Affordability**

91. Overall costs will need to be managed across the stages and overspends in particular phases will need to be offset by changes to scope across other phases. The governance of the project will ensure that cost control is always at the forefront of delivery.
92. There total cost of all infrastructure packages is estimated to exceed currently agreed budgets. Homes England continue to undertake due diligence on future work packages and will explore opportunities for value engineering. It is likely that there will be further requests for EZ funding and that the landowners may seek further funding from an incoming development partner, further grant funding sources or from land value uplift from landowners.
93. Given the current wider economic climate there are a number of variables that could change to make the scheme more expensive. These include

factors such as changes to the Business Rates regime which could reduce viability of the EZ borrowing, increases in interest rates increasing the cost of borrowing, inflation which would potentially increase future costs and inflation impacting the prices of goods and services.

94. The EZ borrowing is based on an assumed level of interest rates. Given borrowing is not assumed to be incurred until 2024/25, there is a risk that they will rise prior to when borrowing is ultimately taken which will impact the overall borrowing cost. A ¼% rise in interest rates adds c£90k per annum to debt costs.

### Enterprise Zone Receipts

95. As has been identified within the report there has been much modelling of potential income from the Enterprise Zone on the site. The key sensitivities which determine the success or otherwise are

Sensitivity	Impact	Control Measure
Speed of Delivery	Short term cash flow whereby the income receipts do not fund debt costs	Use of Inward Investment Resource and working with partner organisations to accelerate demand for the sites.
Amount of Commercial development	EZ revenues are dependent on levels of business rates paid on the site	Minimum level of commercial space set with the OPA parameters Borrowing to be modelled on min level
Level of Rateable Values	Not reaching assumed rateable values would lead to lower revenues	Working with developers to determine the commercial development is in line with business case.

96. The business rates are directly related to rental rates. The developments will only become profitable to developers at the rents which provide the level of business rates modelled. Working closely with the Local Enterprise Partnerships and other related bodies, the council will need to promote and advertise the advantages of major companies and organisations of the benefit of locating in the high quality offices on York Central. It is by completing the commercial zone in good time and delivering the EZ revenues that will de risk this investment at an early stage.

97. There is a delay between the investment requested from CYC and the availability of commercial development. This can be managed by a contribution of factors outlined in the report such as use of venture fund, business rates and treasury management. Should the delay be longer this would provide further pressure on council finances although could be managed by reviewing overall capital programme at the time.

### **External Funding**

98. The majority of the external funding has been sourced. The £77.1m HIG funding is absolutely critical to the development. Without this funding the scheme in its current form will not progress. The West Yorkshire Transport Fund has allocated £34m to York Central (including front of station) but release of funds will be subject to detailed business cases being approved in April 22. In order to meet external funding obligations spend relating to HIG, WYCA and LEPs will be committed first with EZ borrowing funding later expenditure. This will need to be carefully managed with external funding agencies.

### **Partnership Working**

99. There is a formally agreed partnership agreement that will determine the working relationship between CYC, Homes England and Network Rail. There are issues that the actions of one partner could impact the costs and revenues of another partner. For example much of the infrastructure will require access onto Network Rail land in order to deliver the bridge and new spine road. Homes England will require the land to be clear prior to occupation of the contractor. If the site is not clear at the required time, costs will be increased. A schedule of licences and permissions required to facilitate IP2 has been created and all relevant permissions are currently being put in place to mitigate this risk.

### **Abortive Costs**

100. CYC has allocated £4.8m of its capital budget to the scheme to date. If the scheme were not to progress a proportion of these costs would be treated as abortive. This would result in a value written back to revenue and charged back to the accounts. This can be mitigated by using funding from early years EZ revenues (£928k for 2017/18 and 2018/19).

### **Regulatory Approvals**

101. Failure to obtain the necessary regulatory approvals to dispose of land on the site for development or to clear operational railway uses from the site is another significant risk – this could prevent the development of the site in whole or part. Mitigation plans to date include the acquisition and extinguishment of long-term rail industry leases on the site by Network Rail

and development of a strategy that identifies relocation sites for the rail uses. In addition, a rail land use strategy for York is being taken forward. This issue is being led by Network Rail with a clear commitment under the partnership agreement to remove rail uses from the site within a phasing plan, to enable site development.

102. An obvious risk is of failure to secure future reserved matters planning permissions – this has been mitigated by early engagement with CYC as local planning authority in the ongoing development plans and engagement of stakeholders and local communities at both concept stage and as detailed plans have emerged.
103. The mechanism now being progressed for the delivery of the highway infrastructure has introduced a risk that the scheme may not be delivered by the developer to an adoptable standard resulting in additional work being required to rectify defects. This risk has been mitigated by entering into a s38/278 agreement with Homes England with additional clauses to cover the specific risks identified however, without a bond being in place, there remains a potential residual risk of additional cost being incurred by the Council if the developer or their contractors do not deliver the highway to the necessary standard.
104. A full risk register has been developed by the YCP and will be regularly reviewed by the project board as the project progresses.

## Contact Details

### Author:

Tracey Carter – Director of Housing Economy and Regeneration

Tony Clarke  
York Central Highways Officer

### Chief Officer Responsible for the report:

Neil Ferris – Corporate Director of Place

Report approved: ✓ Date: 11/4/22

### Specialist Implications Officer(s)

Financial – Patrick Looker  
Head of Finance

Legal – Frances Harrison  
Head of Legal Services

**Wards Affected:** Holgate, Micklegate

**For further information please contact the author of the report**

**Annex**

Annex 1 – York Central Site Plan

Annex 2 – Chancery Rise site Plan

**Background Papers:****Previous Executive Reports:**

15 November 2017-	York Central – Preferred Access Route and Preparation for Planning
15 March 2018	York Central - York Central Access Construction
21 June 2018 -	York Central Master Plan and Partnership Agreement
30 August 2018 -	York Central Update - Western Access
29 <sup>th</sup> November 2018	York Central Enterprise Zone Investment Case
17 <sup>th</sup> January 2019	York Central Partnership Legal Agreement
18 <sup>th</sup> July 2019	York Central Partnership Update
24 <sup>th</sup> October 2019	York Central Update
23 <sup>rd</sup> July 2020	York Central Update
22 <sup>nd</sup> April 2021	York Central and York Station Gateway Update

**List of Abbreviations**

CYC - City of York Council

ECML - East Coast Main Line

EIA - Environmental Impact Assessment

EZ – Enterprise Zone

FAL - Freight Avoiding Lines

GBR -Great British Rail

HIG - Housing Infrastructure Grant

LCR - Leeds City Region

LEP - Local Economic Partnership

MG - Millennium green

MGT - Millennium Green Trust

MHCLG –Ministry of Housing Communities and Local Government

NRM - National Railway Museum

ONS – Office of National Statistics

WYTF – West Yorkshire Transport Fund

YC - York Central

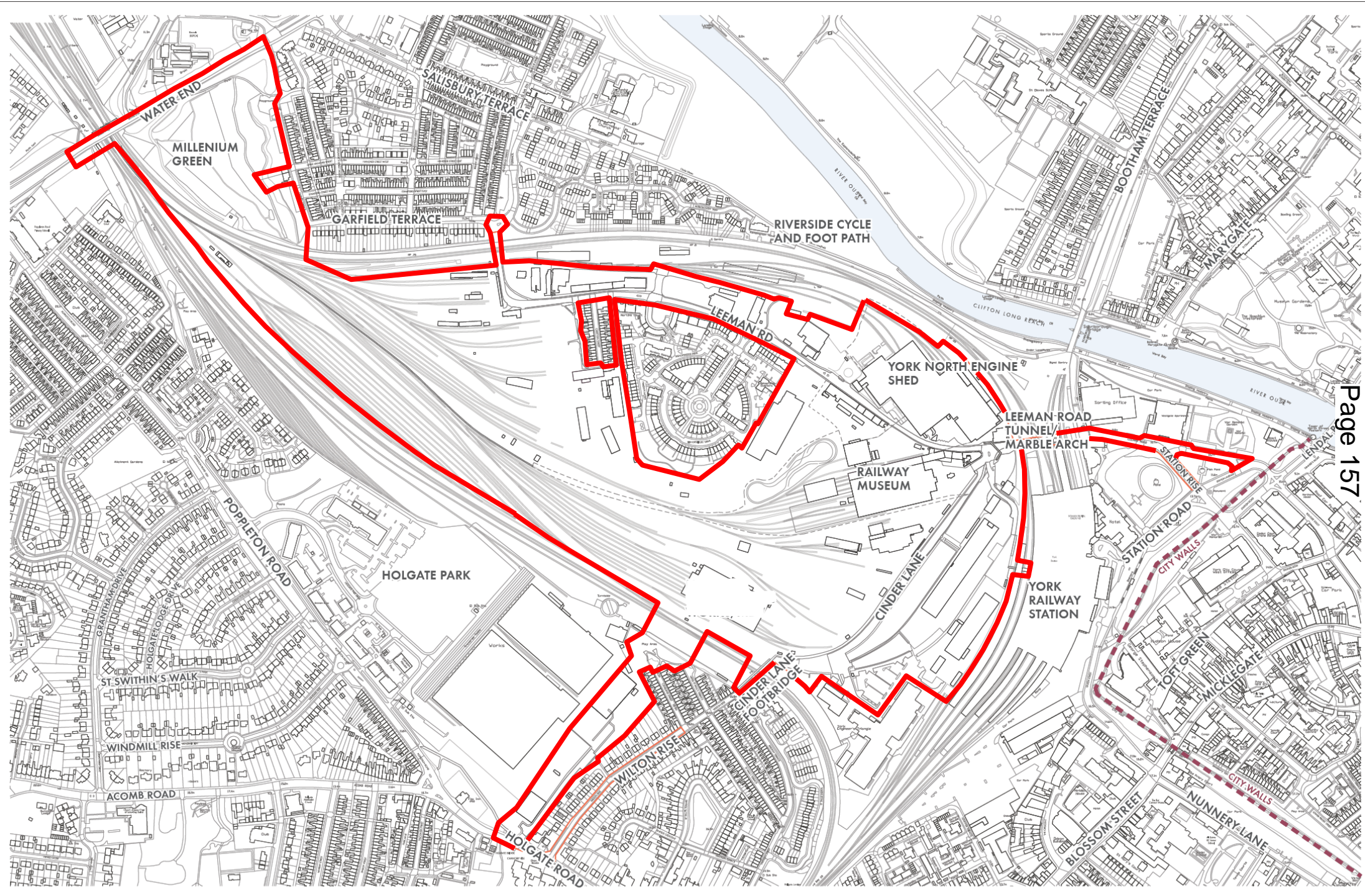
YCP - York Central Partnership

YNY LEP – York &amp; North Yorkshire Local Enterprise Partnership

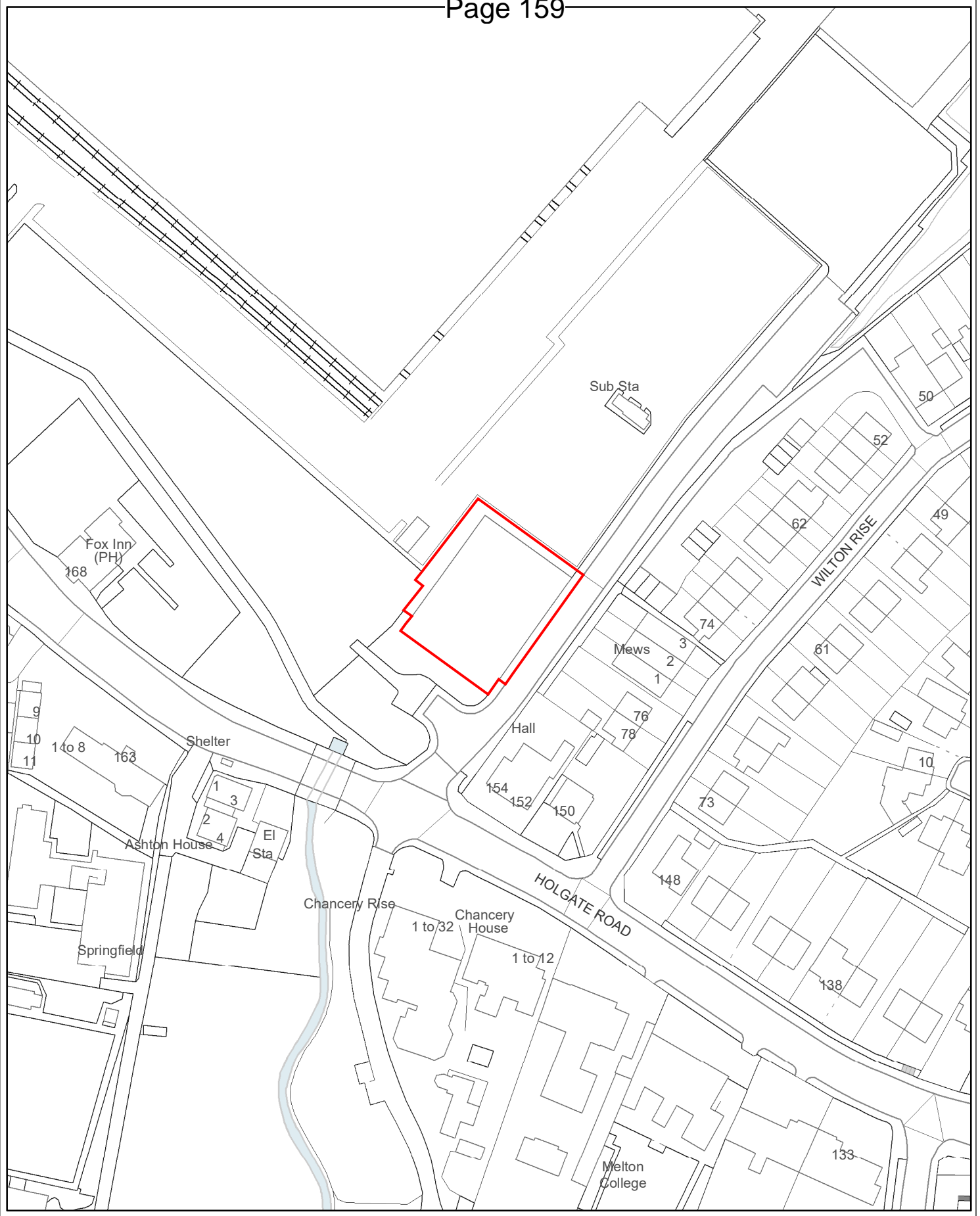
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Annex 1: Outline Planning Application Site Boundary



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**Asset & Property Management**

## Land And Pathways Near Alliance House Holgate Road



SCALE 1:1,250

DRAWN BY: KLM

DATE: 29/03/2022

Originating Group:

**Asset & Property Management**

Drawing No.

**E01585**

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**Executive****21 April 2022**

Report of the Director of Housing, Economy & Regeneration, Information and Communication Technology

Portfolio of the Executive Member for Economy and Strategic Planning

**Future of Acomb Front Street - Enhancing Economic Growth for Secondary Shopping Areas****Summary**

1. This report summarises the outcomes of the project to implement short term improvements to Front Street Acomb and identify longer term improvements that could be made to the area based on public and stakeholder engagement. This was part of a wider £100k project split equally across Acomb Front Street and Haxby centre. The outcomes of the Haxby project will follow the same format and therefore be reported to a future Executive Member decision session.
2. A number of immediate measures that were identified in the original project brief to support economic growth and drive footfall in Acomb during the project period have already been delivered and are set out in the report.
3. In addition consultants were commissioned to undertake engagement with the public and businesses on Acomb Front Street, seeking their views on the shopping area and ideas as to how to improve the area. Drawing on this engagement the consultants have assessed the physical environment of the shopping area and have proposed 10 longer term ideas to improve the area. These represent high level views of consultants and have not been tested for feasibility or been subject to public consultation.
4. Should any of the long term ideas that are highlighted in the report warrant further investigation additional feasibility work and engagement with key stakeholders, and residents, would be the starting point. Officers will continue to seek future funding sources such as Levelling Up, UK

Shared Prosperity or Devolution asks, or consider future council capital budgets. This initial consultation and ideas stage is the first stage of the regeneration process. The next stage requires refinement of ideas taking in to consideration the technical implications and feasibility studies. This leads on to the creation of a masterplan and delivery, subject to external funding.

5. Significant progress has already been made on Acomb Front Street and there are identified a number of interventions that can be delivered with the remaining capital budget from the initial project.

## **Recommendations**

6. The Executive is asked to:

- 1) Note the key findings from the community engagement and the consultants' ideas for potential physical improvements to the public realm to make long term impact in line with the study brief approved in 2018.

*Reason: To conclude the project and confirm it has been delivered in line with the brief approved in 2018.*

- 2) Note the improvements and events that have been funded through the Acomb Front Street project to date.

*Reason: To conclude the project and confirm it has been delivered in line with the brief approved in 2018.*

- 3) Approve the proposed immediate improvements to Front Street from the remaining project budget and existing budgets

*Reason: To continue to support the economic growth and vibrancy of Acomb Front Street.*

- 4) Note the proposed long term ideas that will be considered should future external regeneration funding bids be successful. Any long term idea(s) taken forward will be subject to further feasibility and engagement and require an Equalities Impact Assessment to be undertaken.

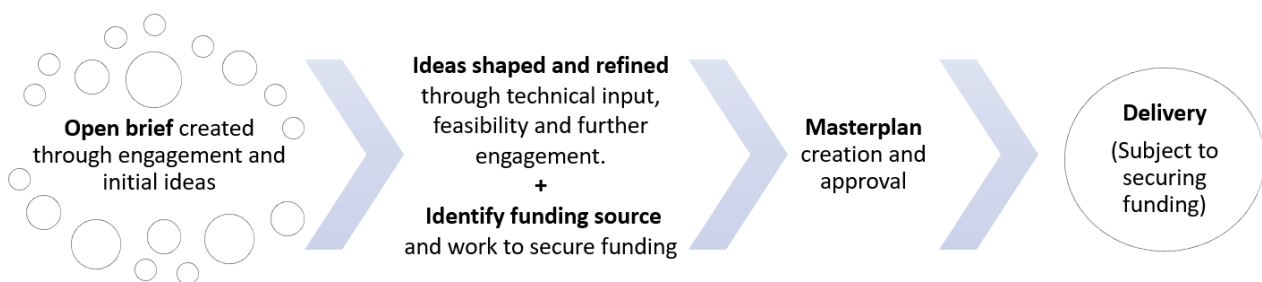
*Reason: To inform the scope of future funding bids.*

## Background

7. On the 18 May 2017 the Executive agreed a Highways Funding Overview Report which included a proposed project 'Enhancing Economic Growth for Secondary Shopping Areas'. The project was outlined as "A review of the layout of the Acomb and Haxby shopping areas and ways to achieve additional economic growth in these shopping areas will be undertaken and costed interventions proposed, following local consultation".
8. On the 3<sup>rd</sup> July 2018 a further report was taken to the Deputy Leader (Executive Member for Economic Development) to approve a range of immediate measures to improve footfall and the street scenes in the secondary centres, and to approve the brief for a study to consider the physical improvements to the public realm to make a longer term impact.
9. The approved brief for the study required consideration of the following:
  - a. Current understanding of the catchment area and the demography of shoppers
  - b. The public realm and street layout, identifying scope for improvements with outline costings
  - c. The retail/leisure/community use mix in each area with recommendations
  - d. Transport links, car parking, and measures to sustain and build footfall
  - e. Longer term trends in retailing and their likely impact on secondary shopping areas
10. The total budget allocated was £100,000, to be split equally between the immediate measures and the study, and equally between the two Secondary Shopping Centres – Front Street, Acomb and The Village, Haxby.
11. The Haxby project mirrors the Acomb project, and therefore a separate report will be taken to the Executive Member in the summer 2022 noting the outcomes of the engagement and consultants report and also noting the delivery of the immediate measures in line with the original approval.
12. Since the July 2018 approval, the delivery of the immediate measures and progressing with the study was delayed due to Covid, with the consultants PWP Design Ltd and their multi-disciplinary partners beginning work on the Future of Acomb Front Street in March 2021.

## Acomb Front Street Consultants Study

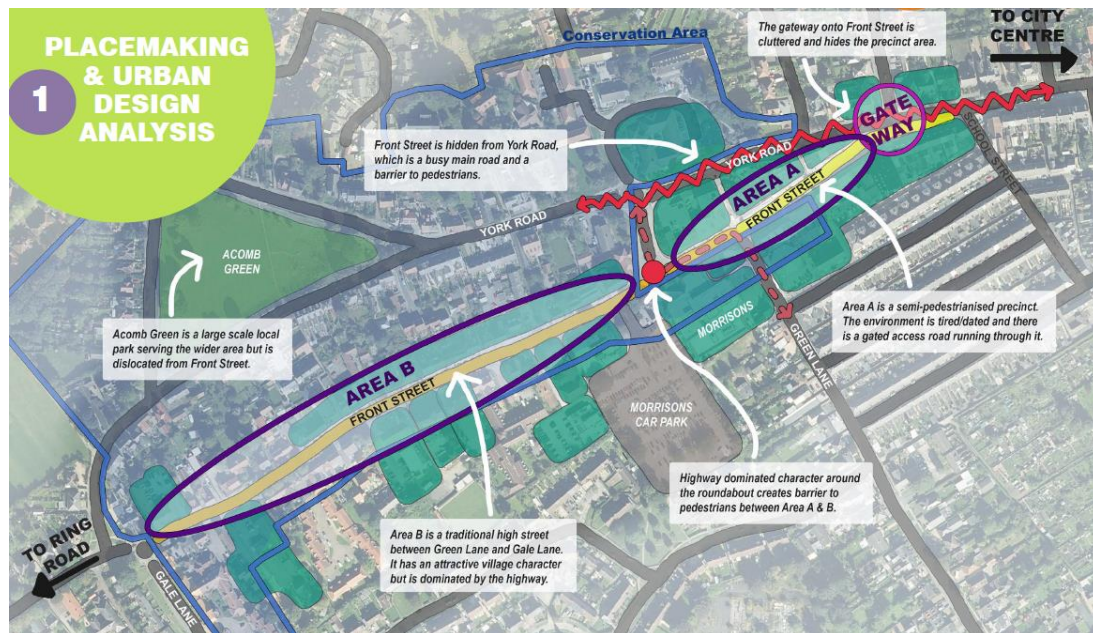
13. Consultants PWP Design Ltd and their multi-disciplinary partners were appointed following a competitive tender process and began work on the Future of Acomb Front Street in March 2021, engaging residents and the business community, to obtain their views about the area, and to ask for their ideas, input and suggestions for change.
14. In addition to the feedback from the engagement, the consultants carried out an assessment of the public realm and street layout; consideration of the current access provision; and proposed a range of ideas for further exploration that could drive footfall and improve the vibrancy of the area to support economic sustainability.
15. The ideas proposed included a mix of short term pop-ups, and the design principles for longer term improvements to the street scape and public realm, identifying further feasibility, design and engagement work that would be required to bring these to fruition.
16. This initial consultation and ideas stage is the first stage of the regeneration process. The next stage requires refinement of ideas taking in to consideration the technical implications and feasibility studies. This leads on to the creation of a masterplan and delivery, subject to external funding.





## Public and Stakeholder engagement outcomes

17. The purpose of the engagement was to understand the public opinion of Front Street from the point of view of local residents, businesses and visitors to the area.
18. Respondents were asked to share their ideas and suggestions as to what they would change to the area to increase its attractiveness and drive footfall.
19. An accessible mixed-method survey for residents/ shoppers and businesses was used, and separate targeted questionnaires for each cohort. The questionnaires were available online and in paper-based formats to allow for greatest reach into the community. Participants were also invited to draw their ideas.
20. Aside from the standard profiling questions, key topics included:
  - The local built environment and public realm
  - Safety and anti-social behaviour
  - Range of shops and amenities
  - Parking
  - Transport and travel
  - Individual, personal aspirations for the local area
21. The survey questions and responses are detailed in the presentation appended to this report **in Annex A**.
22. There was a good level of engagement, with over 1,200 responses recorded, and 32 businesses participating. This produced a broad range of views, often differing opinions between residents, shoppers and businesses.
23. Opinions and behaviours have been impacted by the pandemic and are reflected in this feedback.
24. Front Street was divided into two for the purposes of the survey – Area A is the semi-pedestrianised area, and Area B is the area up to the roundabout on Gale Lane. This is indicated on the image below extracted from the consultant's report:



25. Overall, 43% of respondents spoke highly of Front Street, with the greengrocers being cited as one of the best things about Front Street, closely followed by the good mix of shops and services and the convenience to them.
26. Businesses also cited parking as being one of the best things about Front Street, with 37% of businesses believing it would not be possible for their customers to walk or cycle to Front Street. The majority of residents and visitors that responded to the survey (85%) do travel to Front Street on foot.
27. Only 23% of respondents were actually critical of Front Street, with 26% feeling that the area was 'scruffy', with a rundown appearance. There being too many charity shops and bookmakers were also cited as being the 'worst thing' about Front Street.
28. Covid had a very mixed impact on peoples' behaviour with an equal proportion increasing their usage of Front Street to those decreasing their usage. Again a real mix in reasons given from shielding and online shopping to deliberately shopping locally, and incorporating a visit to Front Street as part of their daily exercise.
29. Looking to the future, the main vision for Front Street coming from businesses was to improve the appearance of the area, particularly with the planting of flowers and trees and the creation of a seating area. Some of the other aspirations were around reduced ASB, removal of traffic and increasing the variety of shops (particularly independent

ones). A number of businesses in Area A expressed an interest in spilling out their businesses onto the paved area in front of their premises.

30. The following were cited across all groups as being the top ideas for driving footfall and attracting more people to visit more frequently:
  - a. more variety in the offer particularly shops and food and drink
  - b. offering both in the day and night time
  - c. more activities such as markets or fitness classes
31. Although the engagement highlighted a perception of decline in the area, in the past year there has been a range of new businesses opening in the area, continuing to provide a varied offer:
  - Bluebird Bakery – Sept 2021
  - Heron Foods – Dec 2021
  - Wine Bar – due to open Summer 2022
  - Nail Bar (proposed)

### **Future of Acomb Front Street – Consultants' Report**

32. The Future of Acomb Front Street report is appended in **Annex B**
33. The ideas contained within the report take into consideration the feedback from the engagement, and also an assessment of the public realm and street layout, and consideration of the current access provision.
34. It should be noted that the views expressed by both residents and businesses were broad and sometimes contradictory. The ideas presented by the consultants encompass all views and do not attempt to address such contradictions. Any future analysis of these proposals would need to address these.
35. The main aim of the ideas is to drive footfall and improving the vibrancy of the area to support the economic sustainability and growth.
36. The ideas looked at particularly areas of Front Street, of which there are 10 (see **Annex B** for full report, including graphics). These ideas would all require refinement, including further feasibility and design work, and public and stakeholder engagement to understand the support for

particular ideas and the impact of these on individuals and businesses. Any decision to move to engage on these ideas following feasibility work would be made by the Executive Member for Economy and Place.

37. As set out in the next section, there is a small amount of capital budget remaining that will be used to deliver some of the public realm improvements mentioned in the report. This is complimented by the work already undertaken by the Public Realm team to maintain the area.
38. Some of the ideas proposed are for the council to take a facilitator role to support businesses to improve the area around their own businesses. As set out in the section below, this is something that the council are keen to facilitate.
39. A couple of the ideas proposed to improve the public realm and open up the arrival point would impact on access and parking in the area. The feedback in the engagement was mixed regarding creating a car free environment. These ideas would need to be subject to technical review, and further engagement to fully understand the desire for achieving it and the impact this would have. There are no plans to remove blue badge parking or fully pedestrianise Front Street.

### **Delivering immediate improvements**

40. The £50k budget allocated to Acomb through the Secondary Shopping Centres fund was made up of £37,500 revenue funding and £12,500 capital funding.
41. There were a number of immediate measures identified in the report aimed at improving footfall and the street scenes in Acomb in addition to the public engagement on the future of the area.
42. The projects identified were as follows:
  - a. Increasing footfall to Acomb Front Street
    - i. At Christmas (2018) – **Christmas lights**
    - ii. In the Summer (2018, and 2019 if successful) – **ADAM Festival**
  - b. Improving the street scene on Acomb Front Street
    - i. **Planters**
    - ii. **Recycling area improvements**
  - c. Improving wayfinding on Acomb Front Street

**Revenue Funding - £37.5k**

43. The £37.5k allocated revenue funding has been used to deliver the elements detailed below, in addition to £5,700 of DCLG Community Clean up funding and £6,064 funding through wider Economy and Regeneration budgets.

<b>Revenue spend on Acomb Front Street through Project (£37.5k Budget)</b>	
Engagement and Consultant Report	£20,630
Christmas Lights:	
2018	£3,664
2019	£3,486
2020	£4,964
2021	£4,446
Acomb Music and Dance Festival	£5,000
Street scene works by council Blacksmiths	£1,024
Flower Tubs	£350
Recycling area improvements	£4,500
Acomb Alive	£1,200
<b>Total Spend</b>	<b>£49,264</b>
<i>Secondary Shopping Centre Fund</i>	<i>£37,500</i>
<i>DCLG Community Clean Up Fund</i>	<i>£5,700</i>
<i>Economy and Regeneration Budgets</i>	<i>£6,064</i>

44. The additional Economy and Regeneration budgets enabled Christmas tree lights to be funded in 2020 and 2021.
45. It is important to note that, there is no further identified council funding for future Christmas lights in our secondary centres. The city centre Christmas lights are funded by the BID, not by the council.

**Capital Funding - £12,500**

46. Of the capital funding element of the project. £5,194 has been used to install brackets for the Christmas lights.
47. There is still however c.£7k of capital funding in the budget, which is proposed to be used to deliver a number of the short term project ideas proposed in the consultant's report.

**Additional short term capital improvements for immediate delivery**

48. Responding to feedback from the engagement and the ideas emerging from the consultant's report a number of additional immediate works have been identified for delivery to be delivered with the remaining capital funding.
49. These projects include:
  - a. Install a **"gateway sign"** setting an arrival point to Front Street and promoting events such as the market
  - b. Working with community groups to **paint murals** on the boards installed on the side of the toilet block building, this will improve the welcoming nature of the pedestrian and cycle link
  - c. Improve **wayfinding signage** linking key parking locations to Front Street
50. We are also proposing to engage with businesses along Front Street to increase awareness of the opportunities and potential impact of **utilising the outdoor space adjacent to their businesses**. We will work with Highways and Licensing to pull together an information pack outlining what can be done and the route to doing so.
51. In addition to these projects funded by the remaining budget, there is also work being undertaken by the Council's Public Realm and Highways teams which are contributing to the overall improvement to the area.
52. The following have either been delivered, are proposed for delivery or being monitored for future works:
  - a. Weeds removed outside the toilets, in the lane between the toilets and Boyes building/William House and in Back Lane - **completed November 2021**

- b. Varnishing of benches on Front Street – **Completing spring 2022, funded through ARG**
- c. Tree bases (x 4) – Infill tree bases with bark – **Completing Spring 2022**
- d. **Redundant lampposts** to be removed
- e. **Damaged bollards and other highways furniture including cycle racks** on Front Street – these are being reviewed and scheduled for replacement
- f. **Loose and cracked paving** referred to highways inspector as a reactive safety risk and will be inspected urgently.

### **Investment around Acomb Front Street**

- 53. There are also a number of projects investing funding in Acomb which will benefit Acomb Front Street through improving access routes and supporting footfall in the area.
- 54. **Acomb Library Investment** - £0.5m has been earmarked for Acomb library and the land to the rear, subject to the detailed proposals, this will be used to:
  - Improve the library and café area;
  - Improve car parking, increase the provision of cycle parking and introduce electric scooters/bikes;
  - Explore co-location opportunities with partners for resident drop in services;
  - Create a community garden using the land at the rear
- 55. The proposals at the library are a significant benefit to the area, contributing to an increase in footfall and ensuring a mix of uses with the community and leisure offer.
- 56. **Active Travel Funded Cycle Route** - £200k has been earmarked in the Active Travel Fund budget to deliver a complete cycle route from the Fox pub in Holgate to Beckfield Lane in Acomb, improving connectivity to Acomb Front Street.
- 57. The provision and location of cycle parking facilities will be reviewed to ensure the benefits of the route are maximised.
- 58. This cycle route is a significant benefit to Front Street, widening the catchment of Acomb Front Street to encourage and maintain footfall beyond relying on residents in the vicinity.

59. **TSAR Upgrade** - There are upgrade works planned for the existing signalised crossing at the cross roads of Green Lane and Front Street, estimated to cost £20k.

### **Future opportunities to delivering longer term ideas**

60. In order to realise some of the bolder ideas contained in the report, significant additional design and feasibility work.
61. Unless a delivery budget is set aside internally, producing a masterplan for the area would be done at risk without any certainty of funding to deliver the scheme and requiring further engagement without a budget to implement the plan.
62. There are a number of internal and external sources of funding that could be secured in the future to deliver a wider regeneration project, including:
- UK Shared Prosperity Fund
  - York's Devolution Place Ask
  - Levelling Up Fund Round 2
  - Unspent or new s106 funding (subject to such funds being available/permissible for use for such purposes pursuant to the respective provisions of respective S.106 Agreements)
  - Capital investment allocations in future council budgets
63. It is proposed that Acomb Front Street is considered for inclusion under the most appropriate of these different funding opportunities when the bidding criteria is announced.
64. There is also the opportunity for the local businesses and community groups to implement some of the smaller scale projects and ideas, with the council facilitating through its regulatory roles. This is often how the city centre initiatives are taken forward, with organisations and businesses such as the York Business Improvement District and the Minster playing a key role in delivery with the council in its regulatory role facilitate the delivery of key projects. The council will be reactive to proposals coming forward by traders and businesses in the Acomb area.



## Council Plan

65. The study in the Acomb Front Street area, along with the findings and subsequent proposals for the area align to the following principles in the City of York Council Plan 2019 – 2023 *Making History, Building Communities* are:

- Well-paid jobs and an inclusive economy
- A greener and cleaner city
- Getting around sustainably
- Good health and wellbeing
- Safe communities and culture for all
- Creating homes and world-class infrastructure

## Implications

66. The report must demonstrate that all relevant implications of the proposals have been considered. All the following sub-headings should be included. Where a sub-heading is not relevant, this should be indicated by a brief sentence under the title; e.g. “There are no legal implications”. Report authors are advised to contact the relevant Head of Department at an early stage if their report is likely to have significant implications under any of these sub-headings.

- **Financial** – The report details expenditure that has been applied against the £100k allocation for secondary shopping centres approved in budgets that have been allocated to the secondary shopping areas in May 2017. The original capital budget of £100k was amended to £75k revenue and £25k capital at Executive in June 2018. There are no ongoing financial implications arising from the recommendations in the report.
- **Human Resources (HR)** - *There are no human resources implications*
- **One Planet Council / Equalities** – Equalities Impact Assessment in Annex C
- **Legal:**

**Contracts & Procurement** – Any further services, works or supplies required as part of the next stage of the project to create and ultimately deliver a masterplan for Acomb Front Street must be commissioned in

accordance with a robust procurement strategy that complies with the Council's Contract Procedure Rules, as well as (where applicable) the Council's regulatory obligations under the Public Contract Regulations 2015 (and in time the Procurement Bill, which is likely to come into force (at the time of writing) in 2023). Advice should be sought from Procurement and Legal services to ensure compliant procurement exercises are carried out and appropriate contractual terms and conditions are entered into.

**External Funding** – Any external funding arrangements will be subject to paragraphs 6 to 8 of Part E of the Council's Financial Regulations. Further, Legal Services must be consulted during the application/Business Case stage of any external funding applications to assess any grant funding terms and conditions and to advise upon any implications under the UK Subsidy Control Regime (what was formerly known as State Aid Law).

**Highways** – It is noted that some of the proposals include:

- improvements to existing highways, pedestrian routes, and cycle routes; and
- repairs to and/or removal of existing street furniture and/or signage; and
- the possibility of local businesses on Front Street using outdoor space adjacent to their businesses on the public highway (e.g. outdoor seating for local bars and/or cafés; outdoor stalls/displays for local retail; etc.)

As well as the procurement implications above, Legal advice must be sought in due course if, for example, any changes to existing or additional Traffic Regulation Orders are required to facilitate such works or alternative use of the existing highway.

**Licensing** – Further to highways implications above, any proposal to allow local businesses on Front Street using outdoor space adjacent to their businesses on the public highway will require input from Legal Services to ensure that appropriate licensing arrangements are put in place.

**Property** – It is noted that some of the proposals will require collaboration with third party landowners, and access to their property, in particular with Morrison's (e.g. the proposals to transform the Morrison's ramp and space in to a landscape feature and pop up kiosk;

to work with Morrison's and other community groups and businesses to improve the pedestrian environment around Morrison's store and car park; potential creation of a network of "pocket parks" with the collaborations of local businesses such as Morrison's, Acomb WMC, Explore Libraries, etc.). Any arrangements for access to, or the acquisition of ownership of or rights over any third party owned land will need to be negotiated with the relevant landowner(s) and will require advice from Legal Services and Property Services.

- **Crime and Disorder** - there are no crime and disorder implications
- **Information Technology (IT)** – there are no IT implications
- **Property** – there are no property implications at present
- **Other** – there are no other implications at this time.

## **Risk Management**

67. The inclusion of Acomb Front Street in any future funding bid will need careful consideration to ensure it fits the bid criteria. It is likely that it would need to form part of wider funding bids given the size and scale of the available funding routes, and would only be able to be included if it fit the criteria and did not undermine the success of the broader funding ask. The most likely successful route is UK Shared Prosperity Fund but all options will be considered.

## Contact Details

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Regeneration Team  
Tel No. 553364

### Report

Approved



Date 07/04/2022

## Specialist Implications Officer(s)

### Legal:-

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Senior Solicitor  
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**Wards Affected:** Acomb, Westfield

**For further information please contact the author of the report**

## Background Papers:

*Enhancing Economic Growth for Secondary Shopping areas.*

Considered by the Executive Member for Economic Development and Community  
Engagement on 3rd July 2018

<https://democracy.york.gov.uk/documents/s124616/Report.pdf>

## Annexes

Annex A – Public Engagement Findings

Annex B – Future of Front Street Consultants' Report

Annex C – Equalities Impact Assessment



# Shaping the Future of Acomb Front Street

## Detailed Survey Results

May 2021



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Results from survey of residents from the area surrounding Front Street & Shoppers

## RESIDENTS AND SHOPPERS SURVEY



## Methodology

- A target sample of 500 completed questionnaires was set for the research, to give confidence interval of  $\pm 4.3\%$ . Initially it was anticipated that 384 of these would be completed by residents, with the remaining 116 completed by shoppers using Front Street. However, due to the COVID-19 restrictions making it impractical to interview shoppers, the face-to-face fieldwork was all conducted with residents.
- The survey was conducted using an assisted self-completion technique, also known as 'Knock-and-Drop'. A team of IbyD fieldwork staff worked across the area defined for the survey calling on residents in their own homes. Where residents were at home, team members introduced themselves, described the purpose of the research and sought residents' agreement to complete the questionnaire. They then called back at an agreed time to collect it.
- An approximate 'catchment area' around Front Street was defined for fieldwork. This area was made up of 10 Lower Level Super Output Areas (LSOAs) where all or some of the properties are within the 'catchment area'. Due to the good response to the survey, most fieldwork was conducted in the 4 LSOAs closest to Front Street.
- Fieldwork was conducted by the IbyD fieldwork team from 6th to 29th March. Approximately 500 completed questionnaires were completed.
- The survey was also available to complete as online self-completion survey. This online survey was promoted by City of York Council on it's website and social media platforms. The online survey closed on 6th April
- A total of 1,261 respondents participated– 515 paper questionnaires and 747 completed online via the links prompted by City of York Council. Of these 891 were completed by 'residents' (defined as living in one of the 10 'catchment area' LSOAs) and 371 by 'shoppers' (respondents who used Front Street; but do not live in the catchment area).

3



## Map of 'catchment area' LSOAs



4



Approximate 'catchment area' defined for fieldwork is made up of 10 LSOAs surrounding Front Street. More responses from LSOAs closest to Front Street.

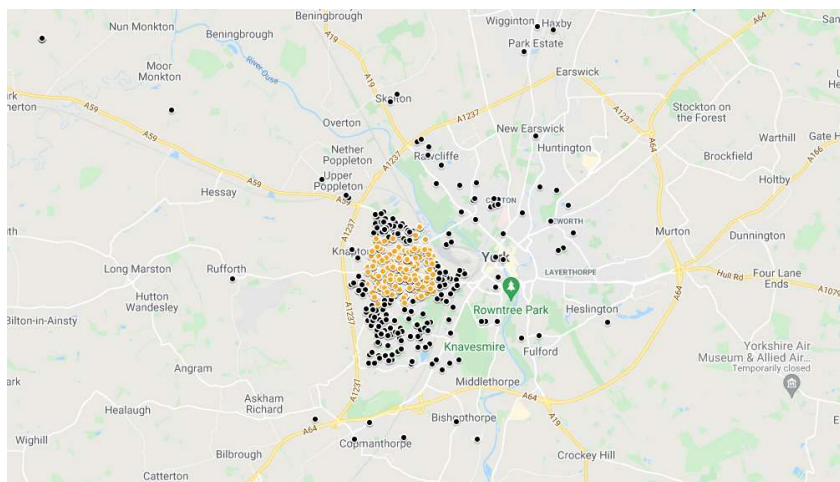


	LSOA	Count
Residents	York 012A	46
	York 012B	123
	York 012C	60
	York 012F	86
	York 016A	26
	York 016B	99
	York 016D	72
	York 016E	147
	York 016F	148
	York 018A	84
	<b>Total</b>	<b>891</b>
Shoppers		371
<b>Total</b>		<b>1,262</b>

5



Map of residents and shoppers - Shopper mainly from west of York, but some from other areas



Orange = residents, black = shoppers

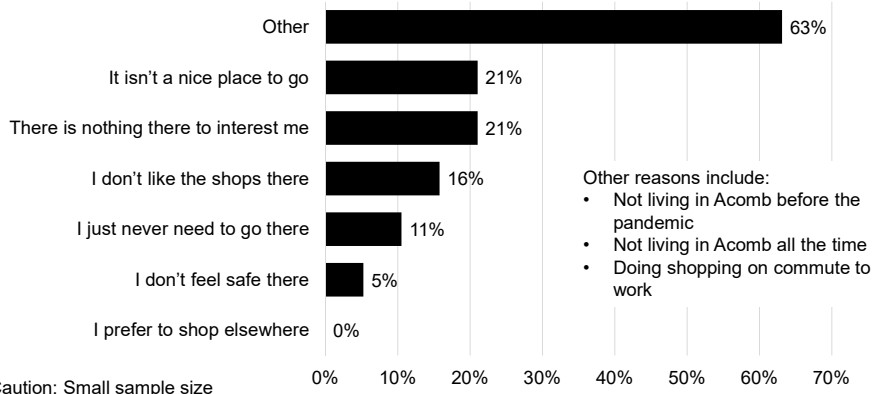
6



Only 2% of residents did not use Front Street before the start of the COVID-19 pandemic – main reason was ‘other’ which included not living in the area before the pandemic

- 2% of residents (19 respondents) did not use Front Street before the start of the COVID-19 pandemic

If you **never** used Front Street, what were the main reasons?  
(Residents Only)

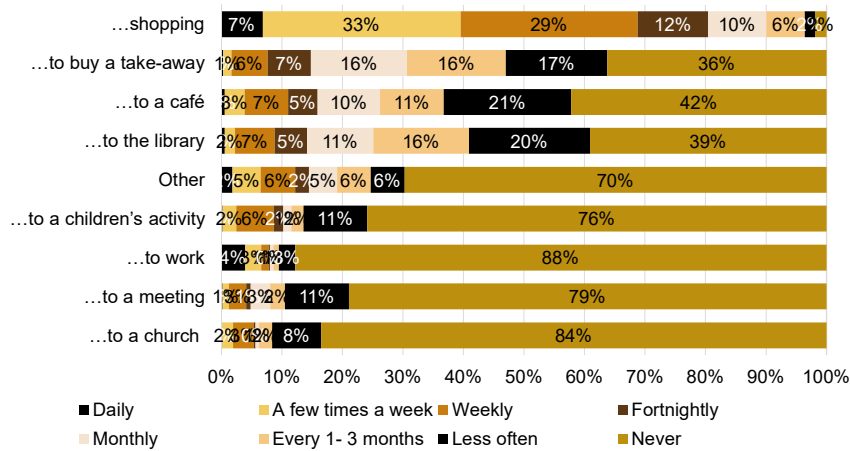


Base: Residents = 19, Q: If you **never** used Front Street, what were the main reasons?



Front Street most frequently used for shopping, with 69% of respondents using Front Street at least weekly to go shopping. A quarter or more use Front Street at least monthly for take-aways, cafes and the library.

How often did you use Front Street for this purpose in the year before the start of the COVID-19 pandemic? - Overall



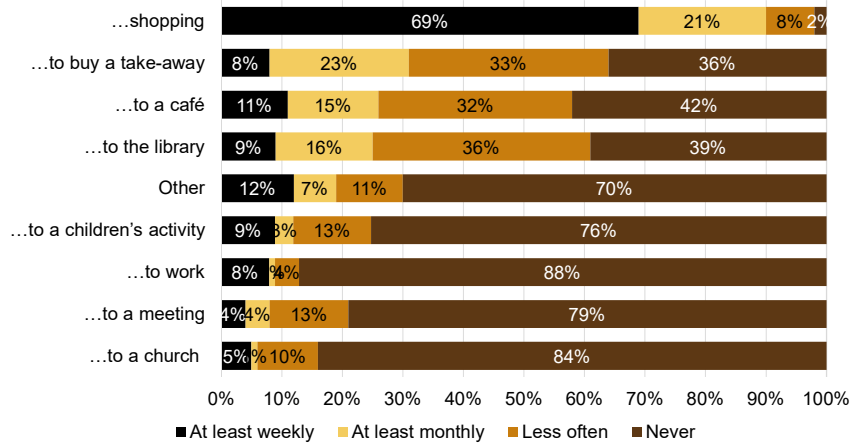
Base: Residents and Shoppers 1,227 – 1,238, Q: Please look at the list below. For each one, please say how often you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? Please tick 'never' if you never used Front Street for the purpose.





Front Street most frequently used for shopping, with 69% of respondents using Front Street at least weekly to go shopping. A quarter or more use Front Street at least monthly for take-aways, cafes and the library.

How often did you use Front Street for this purpose in the year before the start of the COVID-19 pandemic? - Overall

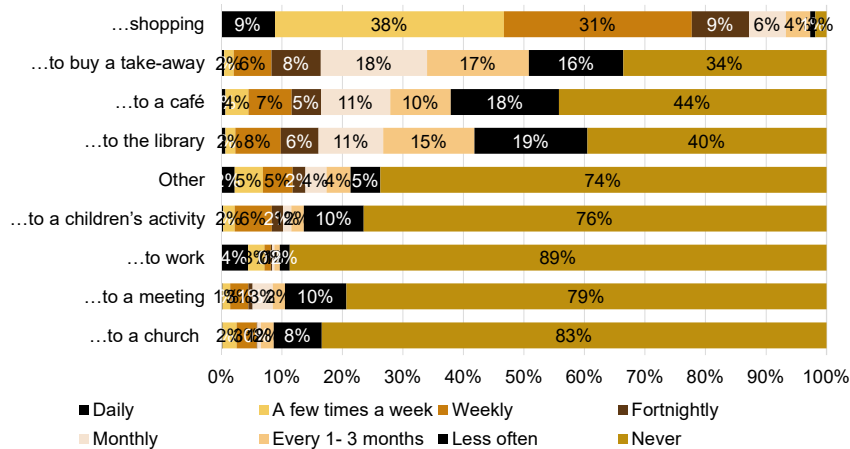


Base: Residents and Shoppers 1,227 – 1,238, Q: Please look at the list below. For each one, please say how often you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? Please tick 'never' if you never used Front Street for the purpose.



Residents use Front Street most frequently for shopping, with 78% using Front Street for this at least weekly. A quarter or more use Front Street at least monthly for take-aways, cafes and the library.

How often did you use Front Street for this purpose in the year before the start of the COVID-19 pandemic? - Residents

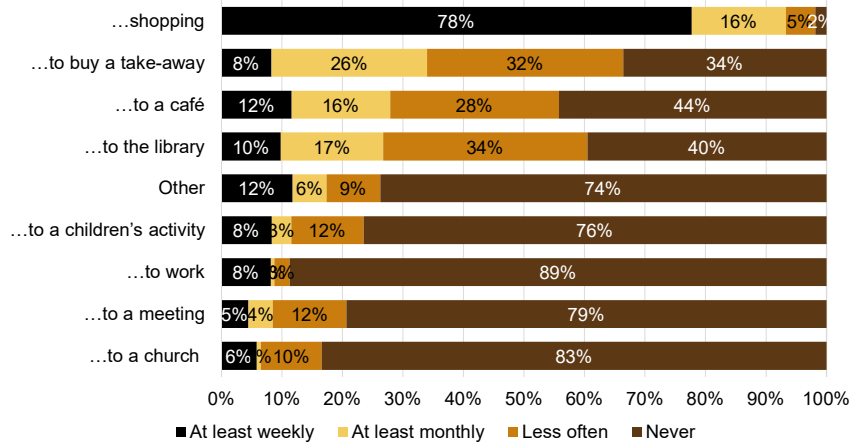


Base: Residents = 856 - 867, Q: Please look at the list below. For each one, please say how often you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? Please tick 'never' if you never used Front Street for the purpose.



Residents use Front Street most frequently for shopping, with 78% using Front Street for this at least weekly. A quarter or more use Front Street at least monthly for take-aways, cafes and the library.

How often did you use Front Street for this purpose in the year before the start of the COVID-19 pandemic? - Residents



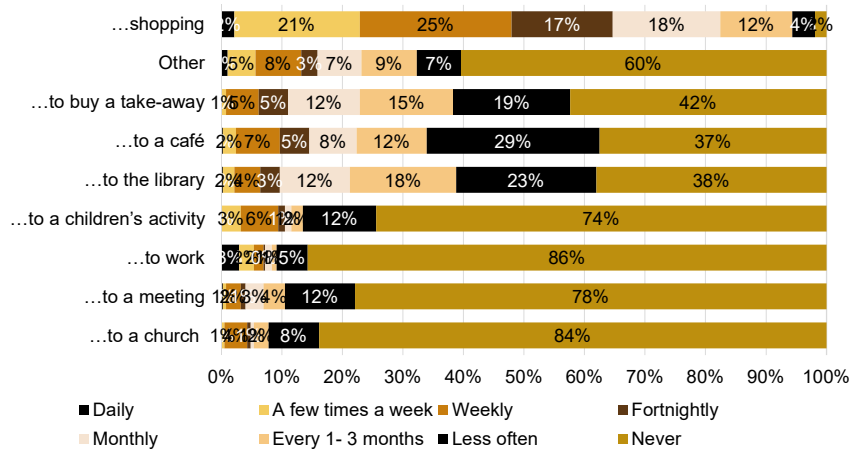
Base: Residents = 856 - 867, Q: Please look at the list below. For each one, please say how often you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? Please tick 'never' if you never used Front Street for the purpose.



11

Shoppers use Front Street most frequently for shopping, with 48% using Front Street for this at least weekly. A quarter or more use Front Street at least monthly for 'other' purposes or to buy a take-aways.

How often did you use Front Street for this purpose in the year before the start of the COVID-19 pandemic? – Shoppers



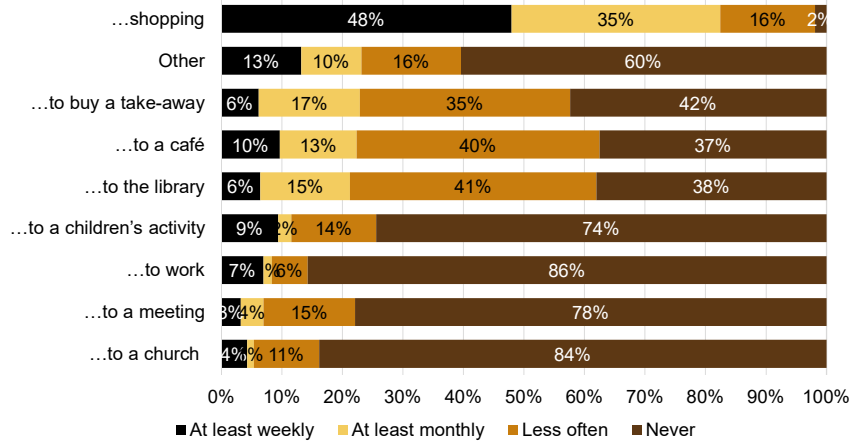
Base: Shoppers = 371, Q: Please look at the list below. For each one, please say how often you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? Please tick 'never' if you never used Front Street for the purpose.



12

Shoppers use Front Street most frequently for shopping, with 48% using Front Street for this at least weekly. A quarter or more use Front Street at least monthly for 'other' purposes or to buy a take-aways.

How often did you use Front Street for this purpose in the year before the start of the COVID-19 pandemic? – Shoppers



Base: Shoppers = 371, Q: Please look at the list below. For each one, please say how often you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? Please tick 'never' if you never used Front Street for the purpose.

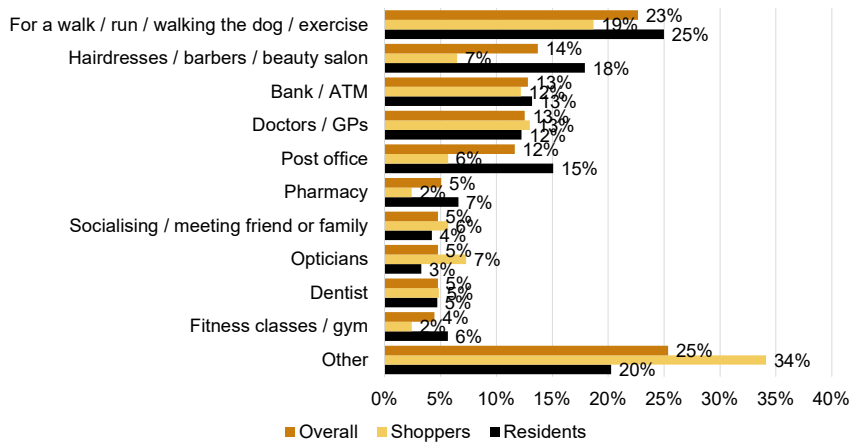


13

'Other' purposes respondents used Front Street for include walking/exercise, hairdressers / barbers / beauty salon, bank, doctors and post office

- 30% of respondents (26% of residents and 40% of shoppers) used Front 'Other' purposes

'Other' purposes Front Street was used for the in the year before the start of the COVID-19 pandemic?



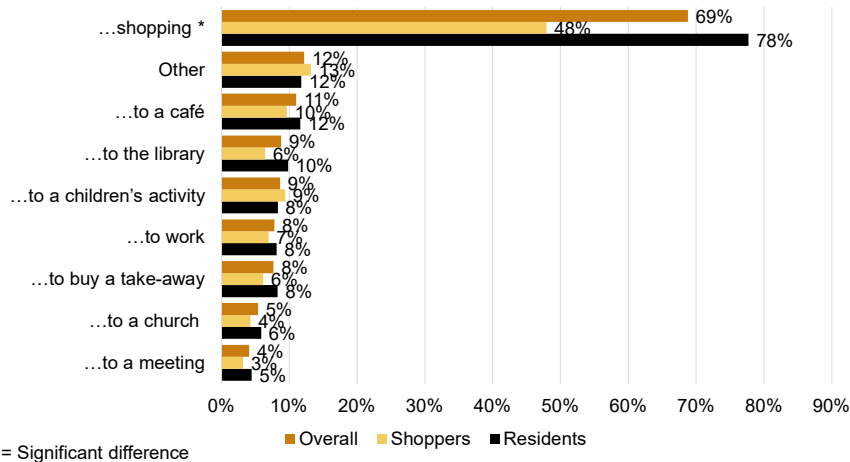
Base: Residents = 856 – 867, Shoppers = 371, Q: Please look at the list below. For each one, please say how often you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? Please tick 'never' if you never used Front Street for the purpose.



14

Residents use Front Street for shopping significantly more frequently than shoppers, with 78% of residents' and 48% of shoppers using Front Street for shopping at least weekly

How often did you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? – At least weekly



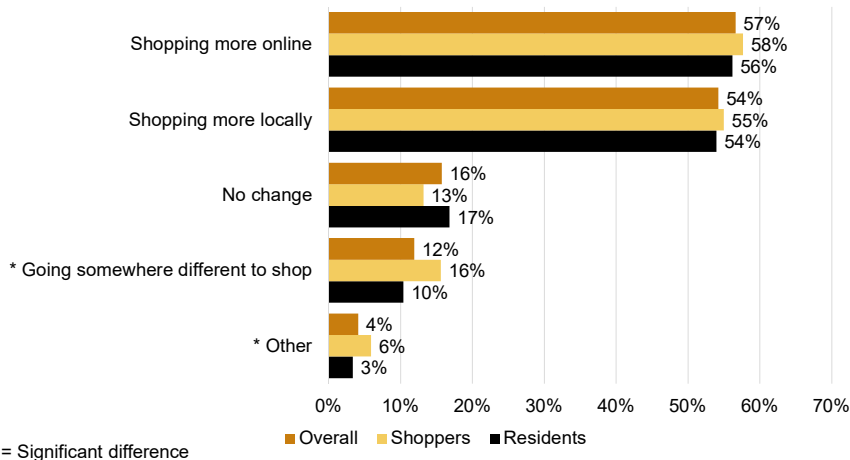
Base: Residents = 856 – 867, Shoppers = 371, Q: Please look at the list below. For each one, please say how often you used Front Street for this purpose in the year before the start of the COVID-19 pandemic? Please tick 'never' if you never used Front Street for the purpose.



15

Over half of respondents have been shopping more online and more locally since the start of the pandemic. Shoppers more likely to have been going somewhere different to shop than residents.

Have you changed the way you shop in any of the following ways, since the start of the COVID-19 pandemic?

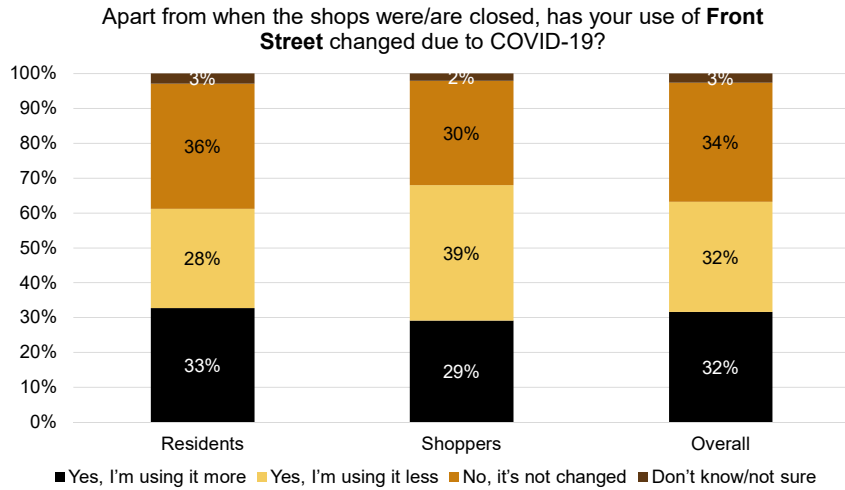


Base: Residents = 884, Shoppers = 371 Q: Thinking about shopping generally, have you changed the way you shop in any of the following ways, since the start of the COVID-19 pandemic?



16

Nearly a third (32%) of respondents are using Front Street more and nearly a third (32%) are using Front Street less due to COVID-19. Shoppers more likely to be using Front Street less than residents.



Significant difference

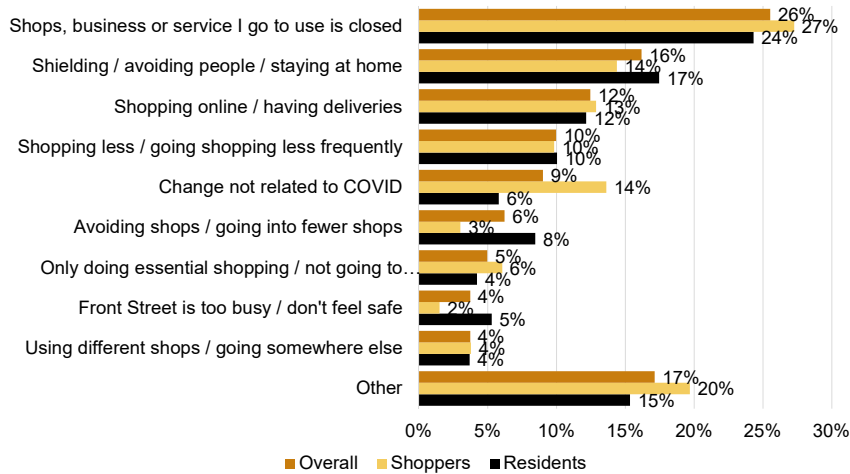
Base: Residents = 884, Shopper = 371 Q: Apart from when the shops were/are closed, has your use of **Front Street** changed due to COVID-19?



17

Of the 32% who were using Front Street less, 26% are using Front Street less because the shops, business or service they go to use is closed.

What has changed (respondents using Front Street less)



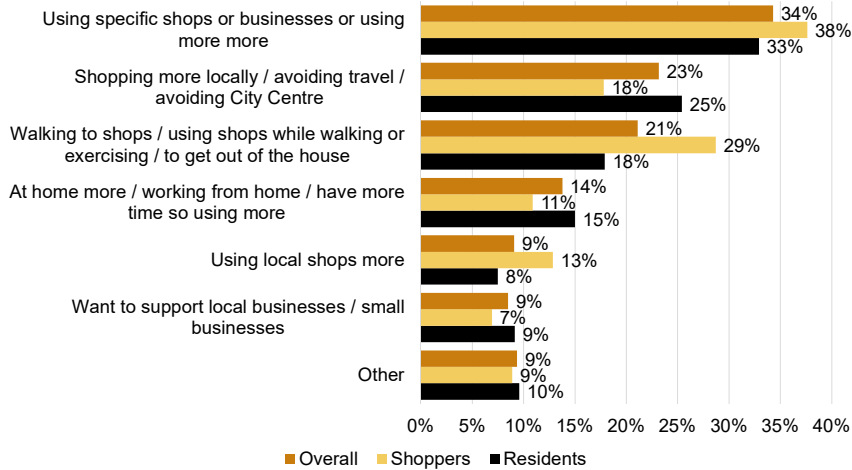
Base: Residents = 189, Shopper = 132 Q: Please say what has changed in the box below using less)



18

Of the 32% who were using Front Street more, 34% were using a specific shop or business more

What has changed (respondents using Front Street more)

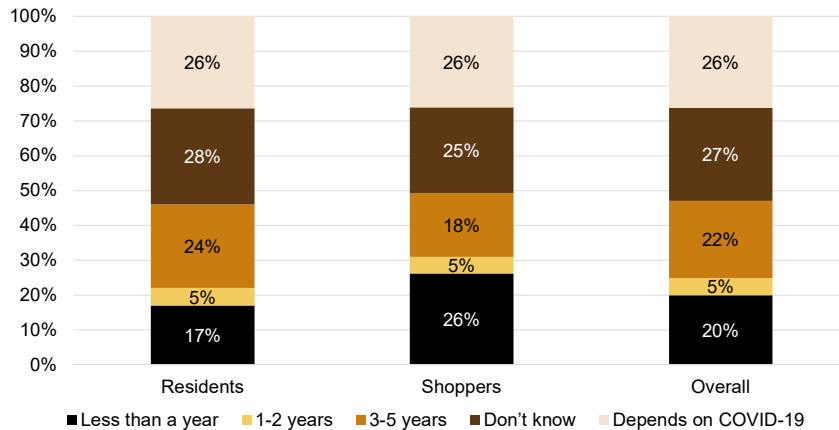


Base: Residents = 240, Shopper = 101 Q: Please say what has changed in the box below using more)



Of those who had changed the way they use Front Street, 20% of respondents thought the change would continue for less than a year. Shoppers more likely to think change would continue for less than a year.

If you have changed the way you use Front Street due to COVID-19, how long do you think that this will continue?

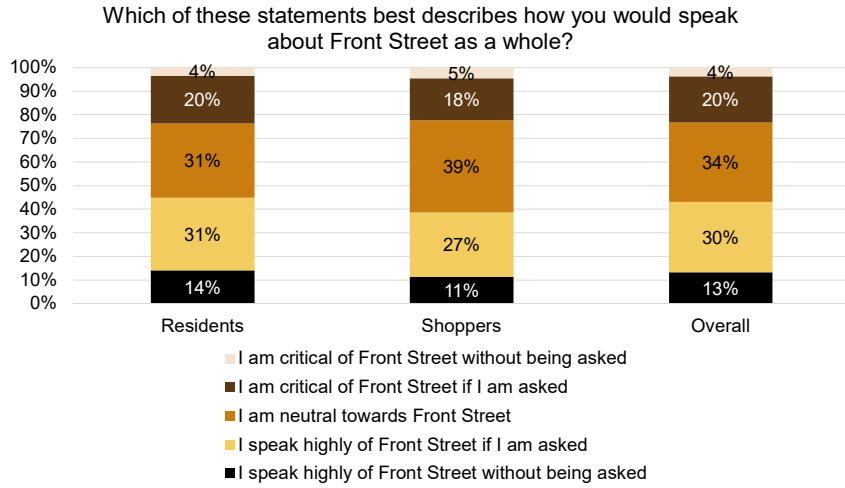


Significant difference

Base: Residents = 530, Shopper = 252 Q: If you have changed the way you use Front Street due to COVID-19, how long do you think that this will continue?



43% would speak highly of Front Street, while 23% would speak critically. Residents more likely to speak highly than shoppers.



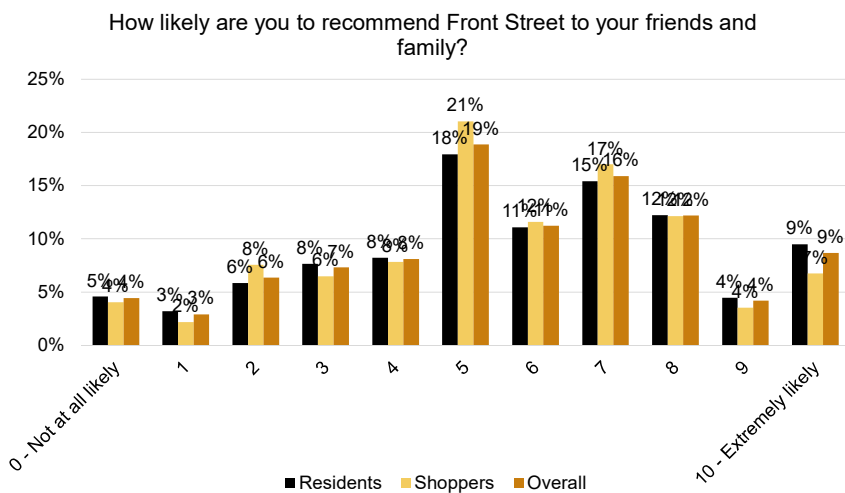
Significant difference in speak highly

Base: Residents = 883, Shopper = 371 Q: Which of these statements best describes how you would speak about Front Street as a whole?



21

13% of respondents very likely to recommend Front Street (a score of 9 or 10 out of 10). 7% very unlikely to recommend (a score of 0 or 1)



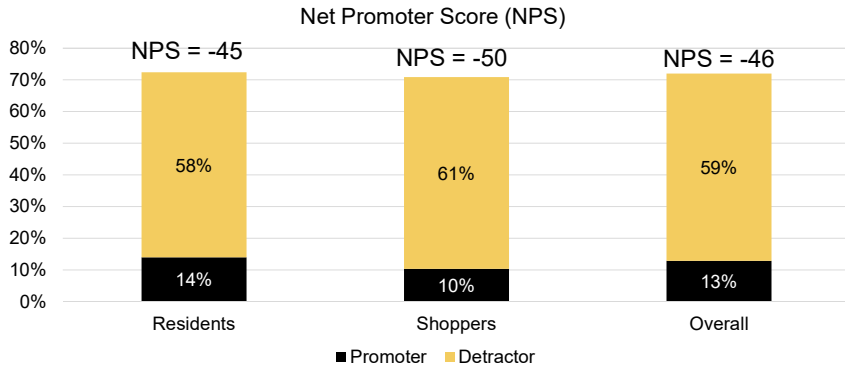
Base: Residents = 873, Shopper = 371 Q: How likely are you to recommend Front Street to your friends and family, on a scale of 0-10, where 0 is 'not at all likely' and 10 is 'extremely likely'?



22

### Net Promoter Score of -46. NPS higher for residents than shoppers

NPS is calculated from likelihood to recommend on a scale of 0-10. The calculation is:  
 Promoter – score of 9 or 10 = 13%  
 Passive – score of 7 or 8 = 28%  
 Detractor – score of 0 to 6 = 59%  
 NPS = Promoters – Detractors = 13 – 59 = -46



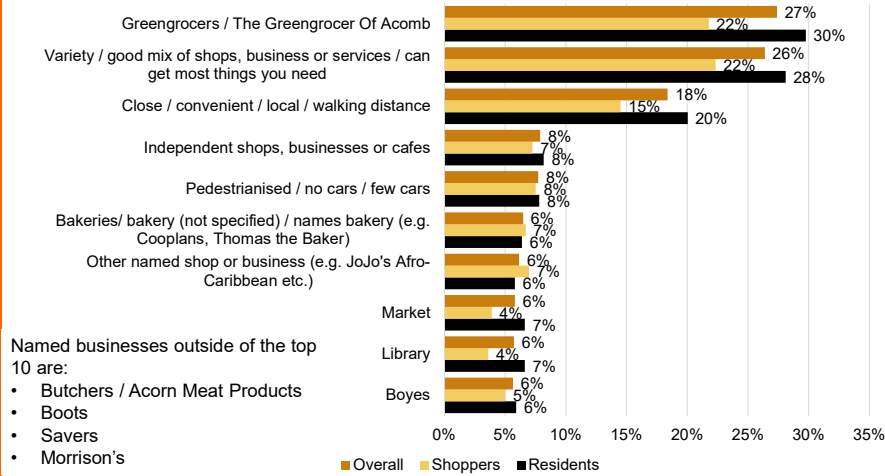
Base: Residents = 873, Shopper = 371 Q: How likely are you to recommend Front Street to your friends and family, on a scale of 0-10, where 0 is 'not at all likely' and 10 is 'extremely likely'?



23

### Greengrocers, variety of shops and convenience highest ranked best things about Front Street – higher proportion for all 3 for residents

What would you say is the best thing about Front Street? – Top 10 (coded)



Base: Residents = 843, Shopper = 358 Q: What would you say is the **best thing** about Front Street? (coded)

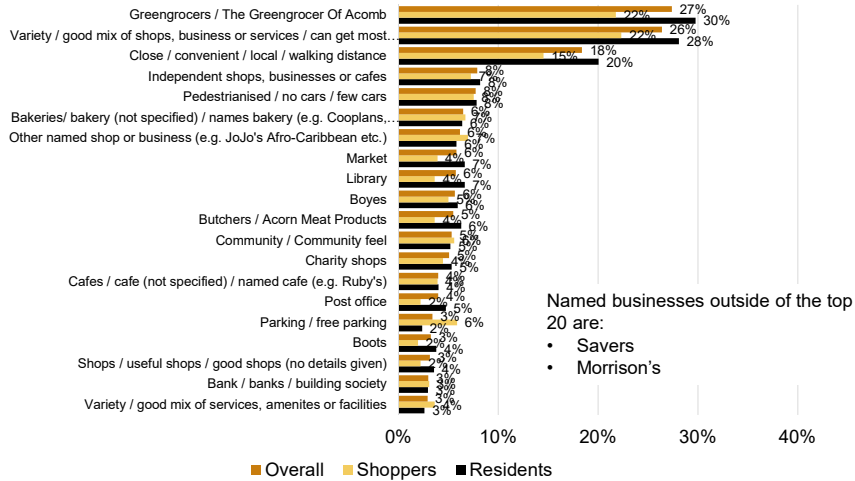


24



Greengrocers, variety of shops and convenience highest ranked best things about Front Street – higher proportion for all 3 for residents

What would you say is the **best thing** about Front Street? – Top 20 (coded)



Base: Residents = 843, Shopper = 358 Q: What would you say is the **best thing** about Front Street? (coded)



What would you say is the **best thing** about Front Street? – Full List

	Residents	Shoppers	Overall
Greengrocers / The Greengrocer Of Acomb	30%	22%	27%
Variety / good mix of shops, business or services / can get most things you need	28%	22%	26%
Close / convenient / local / walking distance	20%	15%	18%
Independent shops, businesses or cafes	8%	7%	8%
Pedestrianised / no cars / few cars	8%	8%	8%
Bakeries/ bakery (not specified) / named bakery (e.g. Cooplands, Thomas the Baker)	6%	7%	6%
Other named shop or business (e.g., JoJo's Afro-Caribbean etc.)	6%	7%	6%
Market	7%	4%	6%
Library	7%	4%	6%
Boyes	6%	5%	6%
Butchers / Acorn Meat Products	6%	4%	5%
Community / Community feel	5%	6%	5%
Charity shops	5%	4%	5%
Post office	5%	2%	4%
Cafes / cafe (not specified) / named cafe (e.g. Ruby's)	4%	4%	4%
Parking / free parking	2%	6%	3%
Boots	4%	2%	3%
Shops / useful shops / good shops (no details given)	4%	2%	3%
Bank / banks / building society	3%	3%	3%
Variety / good mix of services, amenities or facilities	3%	4%	3%
Friendly	4%	1%	3%

Base: Residents = 843, Shopper = 358 Q: What would you say is the **best thing** about Front Street? (coded)



What would you say is the **best thing** about Front Street? – Full List (continued)

	Residents	Shoppers	Overall
Savers	3%	3%	3%
Nothing / negative comment	2%	4%	2%
Doctors / dentists / optician	2%	2%	2%
Wide pavements / space	2%	3%	2%
Other type of shops (e.g. food, clothes etc).	2%	1%	2%
Other types of business (hairdressers etc)	2%	1%	2%
Morrison's	2%	1%	2%
Pharmacy / chemist (not named)	2%	1%	2%
Potential / opportunities	2%	2%	2%
Seeing people to know / socialising	2%	1%	2%
Cheap / affordable shops	1%	2%	1%
Small area / compact / shops close together	1%	2%	1%
Flowers / planters	2%	0%	1%
Gateway Centre/Church	1%	1%	1%
Architecture / buildings	1%	0%	1%
Other	12%	12%	12%

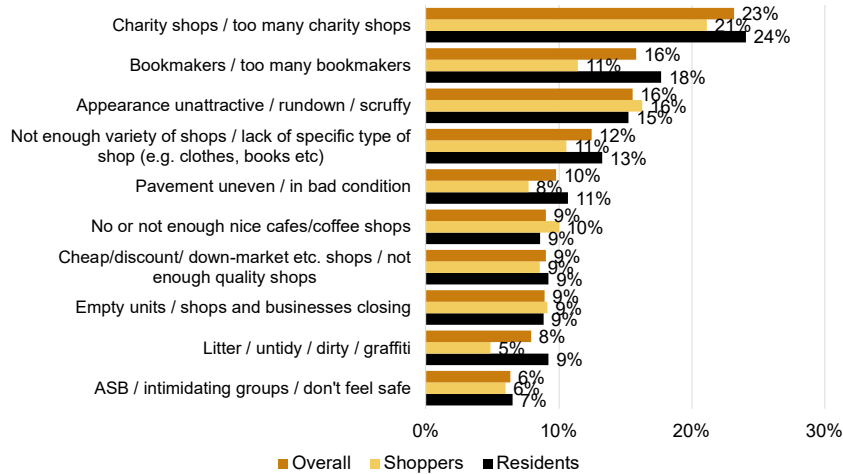
Base: Residents = 843, Shopper = 358 Q: What would you say is the **best thing** about Front Street? (coded)

27



Charity shops, bookmakers, unattractive appearance highest ranked worst things - higher proportion of residents think bookmakers worst thing

What would you say is the **worst thing** about Front Street? – Top 10 (coded)



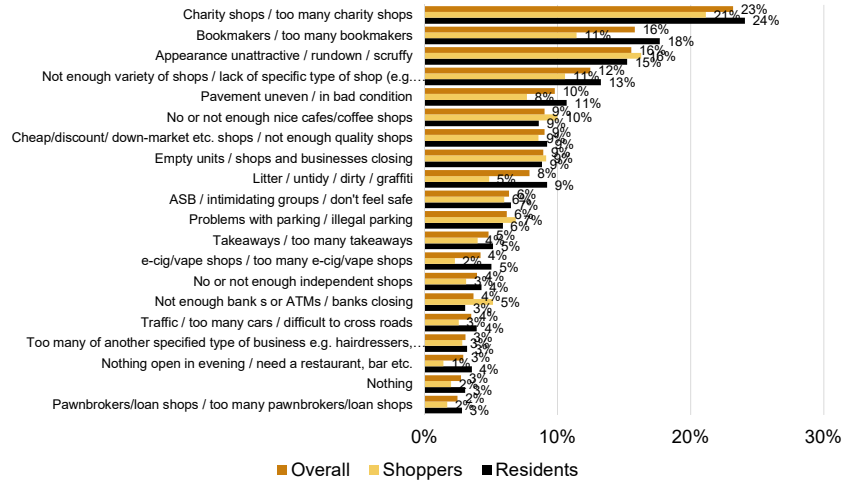
Base: Residents = 814, Shopper = 350 Q: What would you say is the **worst thing** about Front Street? (coded)

28



Charity shops, bookmakers, unattractive appearance highest ranked worst things - higher proportion of residents think bookmakers worst thing

What would you say is the **worst thing** about Front Street? – Top 20 (coded)



Base: Residents = 814, Shopper = 350 Q: What would you say is the **worst thing** about Front Street? (coded)



What would you say is the **worst thing** about Front Street? – Full List

	Residents	Shoppers	Overall
Charity shops / too many charity shops	24%	21%	23%
Bookmakers / too many bookmakers	18%	11%	16%
Appearance unattractive / rundown / scruffy	15%	16%	16%
Not enough variety of shops / lack of specific type of shop (e.g. clothes, books etc)	13%	11%	12%
Pavement uneven / in bad condition	11%	8%	10%
Cheap/discount/ down-market etc. shops / not enough quality shops	9%	9%	9%
No or not enough nice cafes/coffee shops	9%	10%	9%
Empty units / shops and businesses closing	9%	9%	9%
Litter / untidy / dirty	9%	5%	8%
ASB / intimidating groups / don't feel safe	7%	6%	6%
Problems with parking / illegal parking	6%	7%	6%
Takeaways / too many takeaways	5%	4%	5%
e-cig/vape shops / too many e-cig/vape shops	5%	2%	4%
No or not enough independent shops	4%	3%	4%
Not enough bank s or ATMs / banks closing	3%	5%	4%
Traffic / too many cars / difficult to cross roads	4%	3%	4%
Too many of another specified type of business e.g. hairdressers, firework shops, cafes	3%	3%	3%
Nothing open in evening / need a restaurant, bar etc.	4%	1%	3%
Nothing	3%	2%	3%
Lack of greenery / plants	2%	3%	2%
Seating / lack of outdoor seating	2%	3%	2%
Pawnbrokers/loan shops / too many pawnbrokers/loan shops	3%	2%	2%
Tanning, beauty salons, nail bars etc. / too many tanning, beauty salons, nail bars etc	3%	1%	2%
Cycling on pavement	1%	3%	2%
Other	14%	14%	14%

Base: Residents = 814, Shopper = 350 Q: What would you say is the **worst thing** about Front Street? (coded)



The next question is about Area A – this is the gated part of Front Street

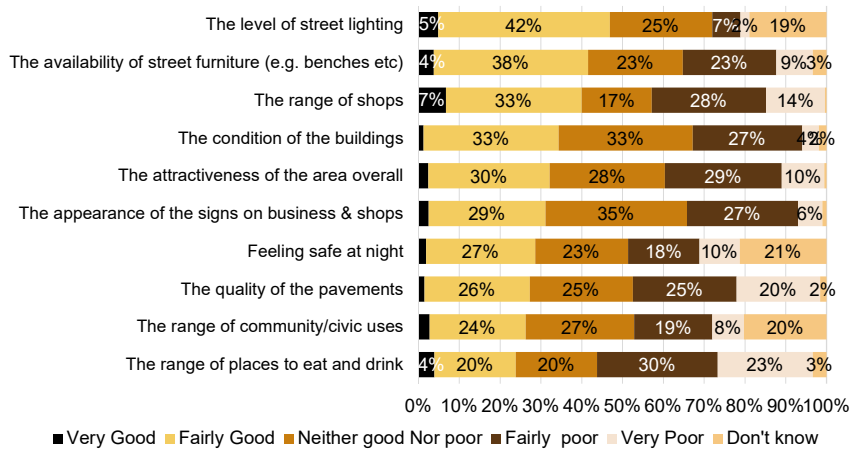


31



40% or more rate level of street lighting, availability of street furniture and range of shops in gated area as very or fairly good – lower ranked are places to eat/drink, community/civic use, pavements

Please could you rate the following aspects of each of these two parts of the Front Street area? (Part A) - Overall



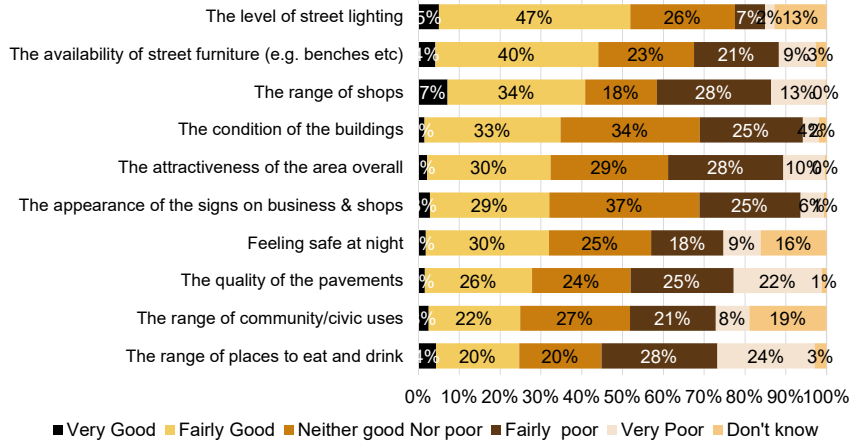
32

Base: Residents and Shoppers 1,240 – 1,253 Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part A



40% of residents or more rate level of street lighting, availability of street furniture and range of shops in gated area as very or fairly good – lower ranked are places to eat/drink, community/civic use, pavements

Please could you rate the following aspects of each of these two parts of the Front Street area? (Part A) - Residents



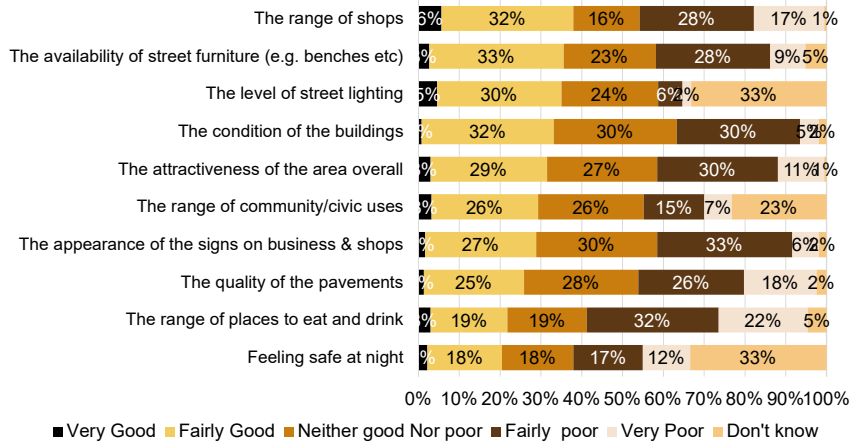
Base: Residents = 869 - 882, Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part A



33

38% of shoppers rate range of shops in gated area as very or fairly good. A third answered 'don't know' to level of street lighting and feeling safe at night, suggesting they are less likely to visit the area after dark than residents.

Please could you rate the following aspects of each of these two parts of the Front Street area? (Part A) - Shoppers



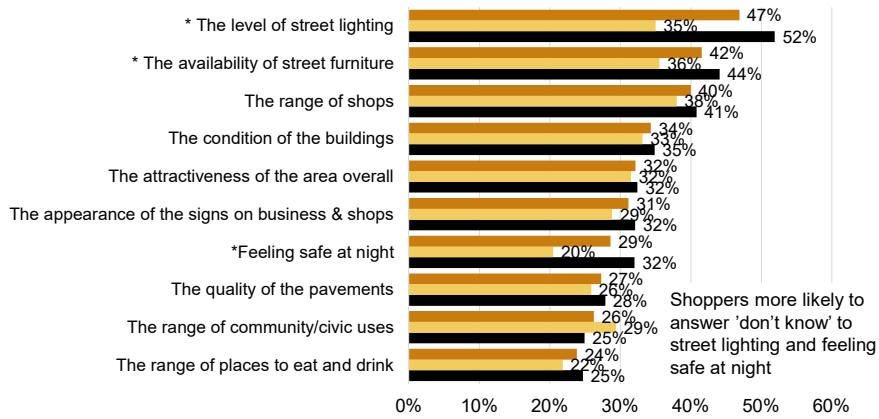
Base: Shoppers = 371, Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part A



34

Residents more likely to rate availability of street furniture as very or fairly good. Residents also more likely to rate level of street lighting and feeling safe very or fairly good, but 'shoppers' more likely to answer 'don't know'.

Please could you rate the following aspects of each of these two parts of the Front Street area? (Part A) – Very or fairly good



Shoppers more likely to answer 'don't know' to street lighting and feeling safe at night

\* = Significant difference

Overall Shoppers Residents

Base: Residents = 869 - 882, Shopper = 371, Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part A

35



The next question is about Area B – this is the part of Front Street from the roundabout to Askham Lane

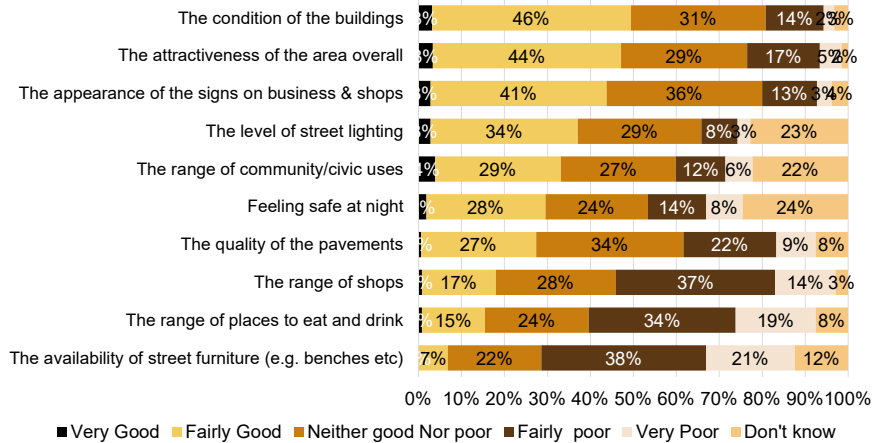


36



40% or more rate condition of buildings, attractiveness of area and appearance of signs as very or fairly good – lower ranked are street furniture, places to eat/drink, range of shops.

Please could you rate the following aspects of each of these two parts of the Front Street area? (Part B – ungated part)

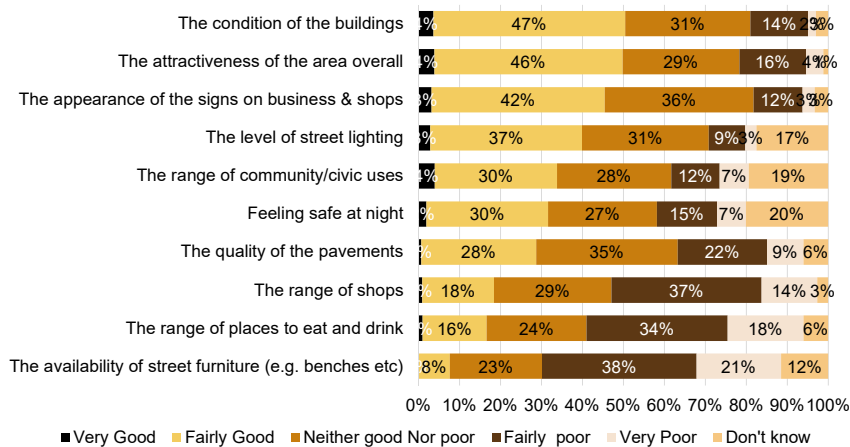


Base: Residents and Shoppers 1,244 - 1,251 Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part B



Half of residents rated condition of buildings and attractiveness of area in ungated area as very or fairly good.

Please could you rate the following aspects of each of these two parts of the Front Street area? (Part B) - Residents

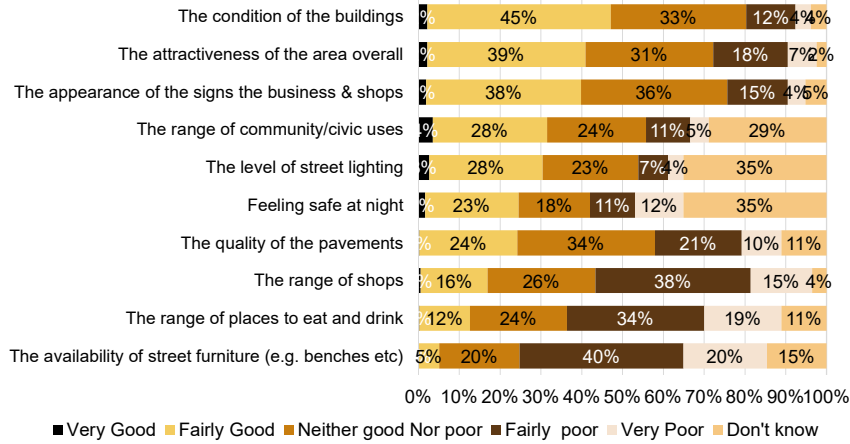


Base: Residents = 873 - 880, Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part B



40% of shoppers or more rate condition of buildings, attractiveness of area and appearance of signs in ungated area as very or fairly good. Around a third answered 'don't know' to level of street lighting and feeling safe at night

Please could you rate the following aspects of each of these two parts of the Front Street area? (Part B) - Shoppers

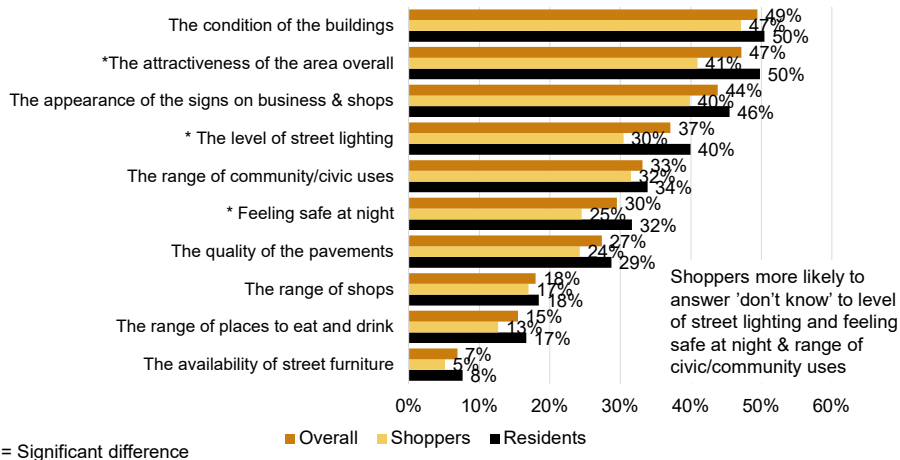


Base: Shoppers = 371, Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part B



Residents more likely to rate attractiveness of area as very or fairly good. Residents also significantly more likely to rate level of street lighting and feeling safe very or fairly good, but 'shoppers' more likely to answer 'don't know'.

Please could you rate the following aspects of each of these two parts of the Front Street area? (Part B) – Very or fairly good



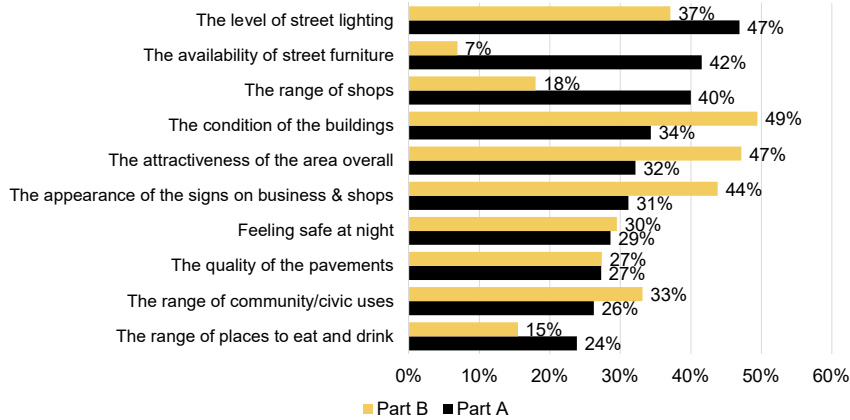
Base: Residents = 873 - 880, Shopper = 371, Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part B





Part A (gated area) rated higher for street lighting, street furniture, range of shops and places to eat and drink. Part B (non-gated area) rated higher for condition of buildings, attractiveness of area overall, appearance of signs and range of community uses.

Please could you rate the following aspects of each of these two parts of the Front Street area? – Very or fairly good – Comparison of A and B areas



Base: Residents and Shoppers 1,244 - 1,251 , Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part B



59% think parking restrictions are fine as they are. Residents more likely to think restrictions are fine as they are.

Which of the following best fits your view of the parking restrictions?



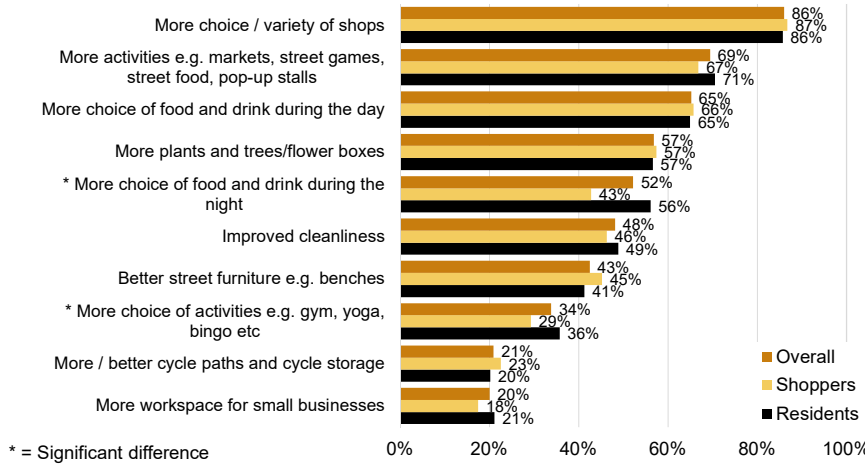
Significant difference

Base: Residents = 880, Shopper = 371 Q: Thinking again about the gated area of Front Street (Part A). At present, this area is closed to traffic from 10.30 am to 4.00 pm Monday to Friday and 9.30am to 4.00 pm on Saturday and then traffic is allowed to go down the street at other times. Which of the following best fits your view of the parking restrictions?



More choice or variety of shops, more activities, more choice of food and drink during the day/night, and more plants/flower boxes were top ranked aspects respondents thought would make them visit Front Street more often. Higher proportion of residents selected more choice of food and drink at night and more activities.

Thinking about the time in the future when it is safe to do so, which of the following would make you visit Front Street more often? – Top 10



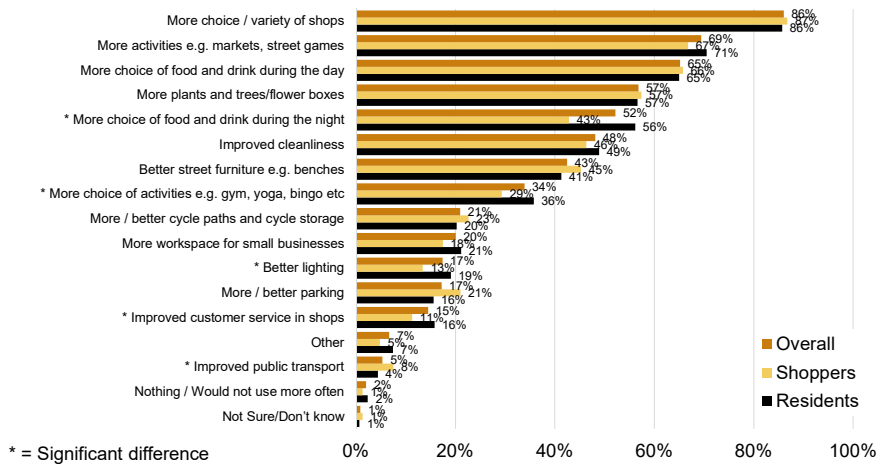
Base: Residents = 873 - 880, Shopper = 371, Q: Thinking about the time in the future when it is safe to do so, which of the following would make you visit Front Street more often?



43

More choice or variety of shops, more activities, more choice of food and drink during the day/night, and more plants/flower boxes were top ranked aspects respondents thought would make them visit Front Street more often. Higher proportion of residents selected more choice of food and drink at night, more activities, better lighting, improved customer service. Higher proportion of shopper selected improved public transport.

Thinking about the time in the future when it is safe to do so, which of the following would make you visit Front Street more often? All



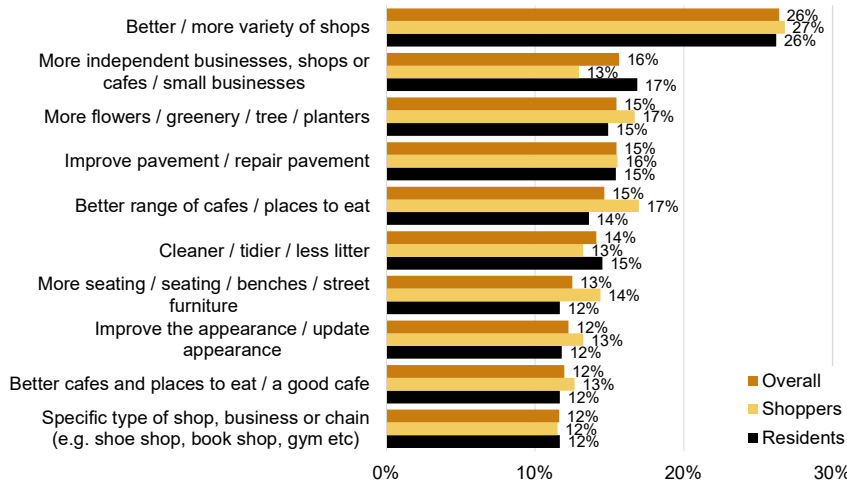
Base: Residents = 883, Shopper = 371, Q: Thinking about the time in the future when it is safe to do so, which of the following would make you visit Front Street more often?



44

Better variety of shops, more independent business/shops, more greenery, improved pavements were the top ranked aspects (coded) that would most improve Front Street

What **three** things would most improve Front Street? Top 10 (Coded)



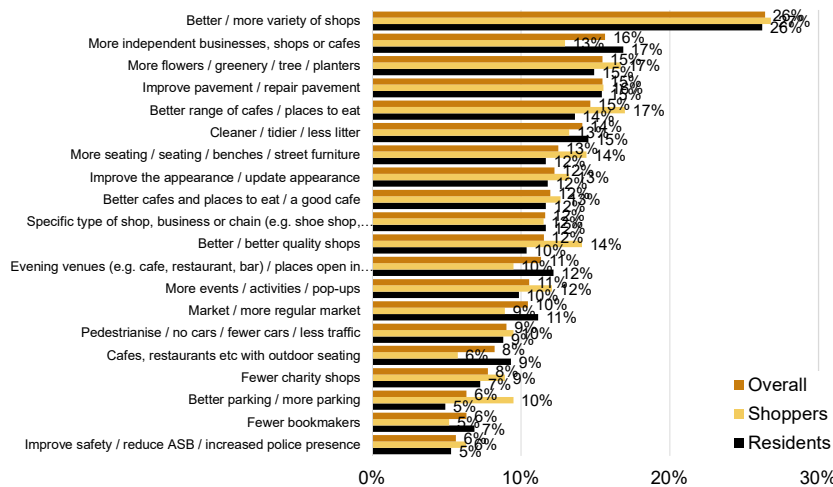
Base: Residents = 770, Shopper = 347, Q: What **three** things would most improve Front Street



45

Better variety of shops, more independent business/shops, more greenery, improved pavements were the top ranked aspects (coded) that would most improve Front Street

What **three** things would most improve Front Street? Top 20 (Coded)



Base: Residents = 770, Shopper = 347, Q: What **three** things would most improve Front Street



46

### What **three** things would most improve Front Street? Coded – Full List

	Residents	Shoppers	Overall
Better / more variety of shops	26%	27%	26%
More independent businesses, shops or cafes / small businesses	17%	13%	16%
Improve pavement / repair pavement	15%	16%	15%
More flowers / greenery / tree / planters	15%	17%	15%
Better range of cafes / places to eat	14%	17%	15%
Cleaner / tidier / less litter	15%	13%	14%
More seating / seating / benches / street furniture	12%	14%	13%
Improve the appearance / update appearance	12%	13%	12%
Better cafes and places to eat / a good cafe	12%	13%	12%
Specific type of shop, business or chain (e.g. shoe shop, book shop, gym etc)	12%	12%	12%
Better / better quality shops	10%	14%	12%
Evening venues (e.g. cafe, restaurant, bar) / places open in the evening	12%	10%	11%
More events / activities / pop-ups	10%	12%	11%
Market / more regular market	11%	9%	10%
Pedestrianise / no cars / fewer cars / less traffic	9%	10%	9%
Cafes, restaurants etc with outdoor seating	9%	6%	8%
Fewer charity shops	7%	9%	8%
Fewer bookmakers	7%	5%	6%
Better parking / more parking	5%	10%	6%
Improve safety / reduce ASB / increased police presence	5%	6%	6%
Restaurant / bistro (no details given)	5%	1%	4%
Fewer of some types of shop or business (not including charity shops & bookmakers)	4%	2%	4%
Better provision for cyclists (cycle lanes, bike racks etc.)	2%	6%	3%
Things for children & young people / more family friendly	3%	2%	3%

Base: Residents = 770, Shopper = 347, Q: What **three** things would most improve Front Street



### What **three** things would most improve Front Street? Coded – Full List (continued)

	Residents	Shoppers	Overall
Fewer / no empty shops	2%	4%	3%
Better lighting	2%	3%	3%
A community space(s) / social spaces	3%	2%	2%
Street food	2%	2%	2%
Banks / reopen banks / ATMs	2%	3%	2%
Better / more variety of businesses	2%	1%	2%
Child-friendly / family friendly cafe or restaurant	1%	2%	2%
Toilets / better toilets	1%	2%	2%
Bins	1%	1%	1%
More of a community feel / community involvement / pride in area	1%	1%	1%
Other	24%	22%	23%

48

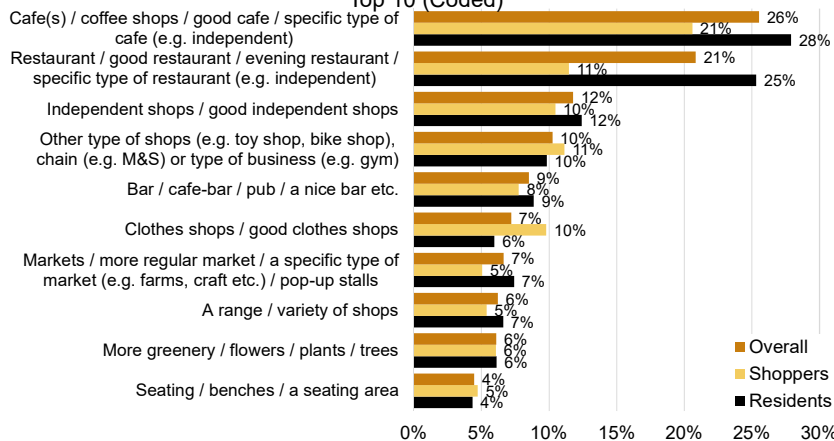
Base: Residents = 770, Shopper = 347, Q: What **three** things would most improve Front Street



Cafés and restaurants were the highest ranked aspects that residents/shoppers think is missing from Front Street – followed by a range of different shops/bars/markets. Residents more like to think cafés and restaurants are missing.

What is missing from Front Street? What would you like to see?

Top 10 (Coded)



Types of shops outside of the top 10 are: shoe shop, delicatessen, DIY / hardware shop, weigh / scoop shops, gift shop, book shop, bakery & fishmonger

Base: Residents = 620, Shopper = 296, Q: What is missing from Front Street? What would you like to see?

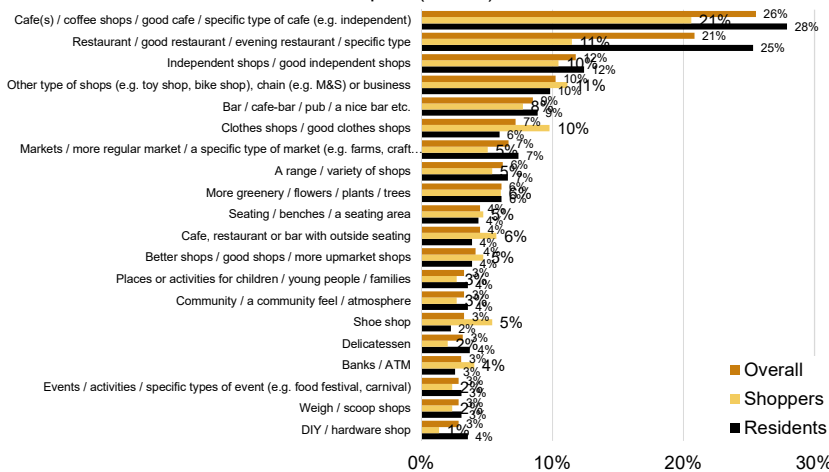
49



Cafés and restaurants were the highest ranked aspects that residents/shoppers think is missing from Front Street – followed by a range of different shops/bars/markets. Residents more like to think cafés and restaurants are missing.

What is missing from Front Street? What would you like to see?

Top 20 (Coded)



Base: Residents = 620, Shopper = 296, Q: What is missing from Front Street? What would you like to see?

50



### What is missing from Front Street? What would you like to see? Coded – Full List

	Residents	Shoppers	Overall
Cafe(s) / coffee shops / good cafe / specific type of cafe (e.g. independent)	28%	21%	26%
Restaurant / good restaurant / evening restaurant / specific type of restaurant (e.g. independent, family-friendly etc.)	25%	11%	21%
Independent shops / good independent shops	12%	10%	12%
Other type of shops (e.g. toy shop, bike shop), chain (e.g. M&S) or type of business (e.g. gym)	10%	11%	10%
Bar / cafe-bar / pub / a nice bar etc.	9%	8%	9%
Clothes shops / good clothes shops	6%	10%	7%
Markets / more regular market / a specific type of market (e.g. farms, craft etc.) / pop-up stalls	7%	5%	7%
A range / variety of shops	7%	5%	6%
More greenery / flowers / plants / trees	6%	6%	6%
Cafe, restaurant or bar with outside seating	4%	6%	4%
Seating / benches / a seating area	4%	5%	4%
Better shops / good shops / more upmarket shops	4%	5%	4%
Shoe shop	2%	5%	3%
Community / a community feel / atmosphere	4%	3%	3%
Places or activities for children / young people / families	4%	3%	3%
Delicatessen	4%	2%	3%
Banks / ATM	3%	4%	3%
DIY / hardware shop	4%	1%	3%
Weigh / scoop shops	3%	2%	3%
Events / activities / specific types of event (e.g. food festival, carnival)	3%	2%	3%
Gift shop / a nice gift shop	3%	2%	3%
A fully pedestrianised area / more restrictions on cars	2%	3%	2%

Base: Residents = 620, Shopper = 296, Q: What is missing from Front Street? What would you like to see?



### What is missing from Front Street? What would you like to see? Coded – Full List (continued)

	Residents	Shoppers	Overall
A fully pedestrianised area / more restrictions on cars	2%	3%	2%
Book shop	2%	2%	2%
Bakery / good bakery	2%	1%	2%
Street food / food stalls	2%	2%	2%
An improved appearance	1%	3%	2%
Fishmonger	2%	0%	1%
A community space	1%	2%	1%
Vibrance, liveliness, buzz etc.	2%	1%	1%
Green space / park	1%	1%	1%
Nothing / fine as it is	2%	0%	1%
Other	22%	25%	23%

52

Base: Residents = 620, Shopper = 296, Q: What is missing from Front Street? What would you like to see?



### 9% of respondents were interested in opening a business on Front Street

- 9% of respondents (9% of residents and 9% of shoppers) were interested in opening a business on Front Street.
- Some of these respondents stated that they were unlikely to do so, for example due to not having the money or not having experience of running a business.
- Some of these respondents stated that opening a business would be dependent on other factors, for example funding, more affordable rents, more affordable business rates or regeneration of the area.
- The most common type of business residents would like to open was a café, coffee shops and a specific type of café, with 23% of residents, 8% of shoppers and 22% overall who would like to open a business wanting to open this type if business.
- The most common type of business shoppers would like to open was a café bar or a café serving food in the evenings with 21% of shoppers, 10% of residents and 12% overall who would like to open a business wanting to open this type if business.
- A book shops (or book shop with a café) and a restaurant were also businesses several respondents would like to open.
- Other business respondents who like to open include: bicycle repair shop, gift shop, dress shop, ice cream parlour, fitness studio, counselling services, deli, pub or bar and hair salon.

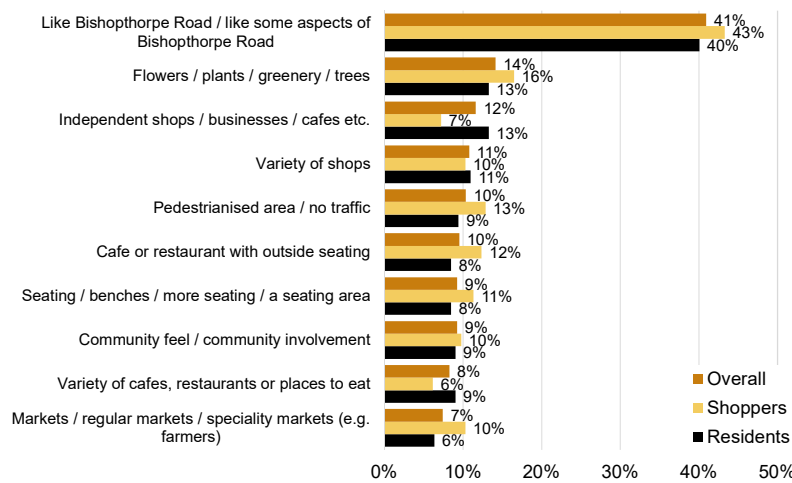
Base: Residents = 82, Shopper = 32, Q: Would you be interested in opening a business on Front Street? If so, please give some brief details of the type of business below.



53

### Residents/shoppers - 41% would like Front Street to be like Bishopthorpe Road in the future – or similar to it – but more greenery, independent shops/variety of shops also mentioned

Your vision of Front Street in the future? Top 10 (Coded)



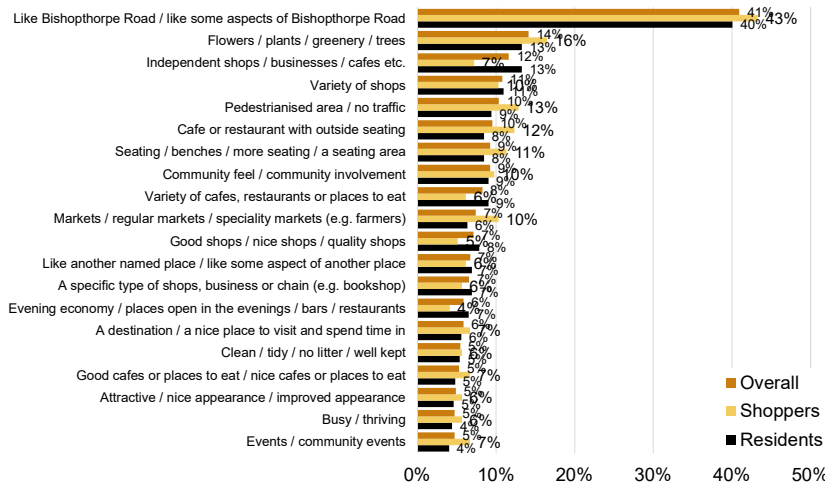
Base: Residents = 519, Shopper = 194, Q: We want local residents and shoppers to help us to understand what Front Street should look like in the future. Please use the space below to tell us what your vision of Front Street is in the future.



54

**Residents/shoppers - 41% would like Front Street to be like Bishopthorpe Road in the future – or similar to it – but more greenery, independent shops/variety of shops also mentioned**

Your vision of Front Street in the future? Top 20 (Coded)



Base: Residents = 519, Shopper = 194, Q: We want local residents and shoppers to help us to understand what Front Street should look like in the future. Please use the space below to tell us what your vision of Front Street is in the future.



Your vision of Front Street in the future? Coded – Full List

	Residents	Shoppers	Overall
Like Bishopthorpe Road / like some aspects of Bishopthorpe Road	40%	43%	41%
Flowers / plants / greenery / trees	13%	16%	14%
Independent shops / businesses / cafes etc.	13%	7%	12%
Variety of shops	11%	10%	11%
Pedestrianised area / no traffic	9%	13%	10%
Cafe or restaurant with outside seating	8%	12%	10%
Community feel / community involvement	9%	10%	9%
Seating / benches / more seating / a seating area	8%	11%	9%
Variety of cafes, restaurants or places to eat	9%	6%	8%
Markets / regular markets / speciality markets (e.g. farmers)	6%	10%	7%
Good shops / nice shops / quality shops	8%	5%	7%
Like another named place / like some aspect of another place	7%	6%	7%
A specific type of shops, business or chain (e.g. bookshop)	7%	6%	7%
A destination / a nice place to visit and spend time in	6%	7%	6%
Evening economy / places open in the evenings / bars / restaurants	7%	4%	6%
Clean / tidy / no litter / well kept	5%	6%	5%
Good cafes or places to eat / nice cafes or places to eat	5%	7%	5%
Attractive / nice appearance / improved appearance	5%	6%	5%
Events / community events	4%	7%	5%
Busy / thriving	4%	6%	5%
Good pavements / repaired pavements	4%	6%	4%
Modern / up to date	5%	3%	4%
Fewer of some types of shop or business (e.g. charity shops, bookmakers)	5%	3%	4%
Safe / less ASB / police presence / street wardens	3%	5%	4%

Base: Residents = 519, Shopper = 194, Q: We want local residents and shoppers to help us to understand what Front Street should look like in the future. Please use the space below to tell us what your vision of Front Street is in the future.





## Your vision of Front Street in the future? Coded – Full List (continued)

	Residents	Shoppers	Overall
Bunting / decorations	3%	3%	3%
Support / encouragement for businesses & the area	3%	4%	3%
Family-friendly / child-friendly / good for families	3%	3%	3%
Street food / food stalls / pop-up food stalls	2%	4%	2%
Cycle lanes / better cycle routes / provision for cyclists	1%	5%	2%
Like Haxby / like some aspect of Haxby	2%	3%	2%
Better parking including disabled parking	2%	2%	2%
Community space / outdoors space / space for events etc.	2%	2%	2%
More upmarket / less cheap/bargain	1%	2%	1%
Entertainment / buskers / performances	1%	2%	1%
Like is it now / fine as it is	2%	1%	1%
Other	31%	26%	30%

57

Base: Residents = 519, Shopper = 194, Q: We want local residents and shoppers to help us to understand what Front Street should look like in the future. Please use the space below to tell us what your vision of Front Street is in the future.



## Your vision of Front Street in the future? – Example quotes

Like Bishopthorpe Road / like some aspect of Bishopthorpe Road

- Bishopthorpe Road always looks inviting, but the downside of that street is the busy road going through it. In this way Front street is better
- A Bishy Road style and sense of community would be amazing on front street!
- Bishy Road but not quite as poncy.
- A regeneration along the lines of Micklegate or Bishopthorpe Road.
- Bishopthorpe Road feel but without the prices and traffic please!
- Bishopthorpe Road is a great role model and demonstration of how local high streets can develop and thrive.
- Bishopthorpe Road is the ideal but Acomb people don't have the money to spend.

Flowers / plants / greenery / trees

- More plants/trees. More environment-friendly and green area.
- More flower boxes and trees
- More plants / trees / flower planters

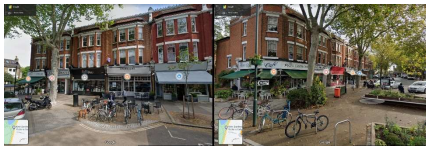
Independent shops / businesses / cafes etc.

- More independents including good food, deli, card, gallery type shops.
- More independents are needed - shops, cafes, licensed restaurants that represent a more balanced reflection of Acomb and its residents.
- The cheapness and scruffiness needs replacing with independent bakeries, delis, butchers and cafe's selling quality freshly made food and coffees.

58



Your vision of Front Street in the future? Images & diagrams submitted

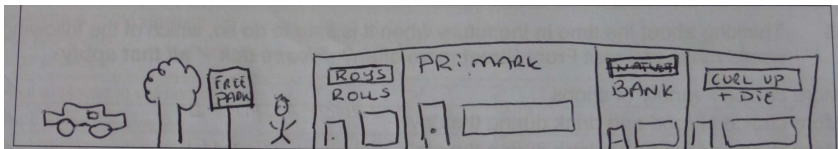


Top left - unknown  
Top right - Inverness High Street  
Bottom left - Area where you get the underground to for Kew Gardens  
Bottom right - Bold Street in Liverpool

59



Your vision of Front Street in the future? - Images & diagrams submitted

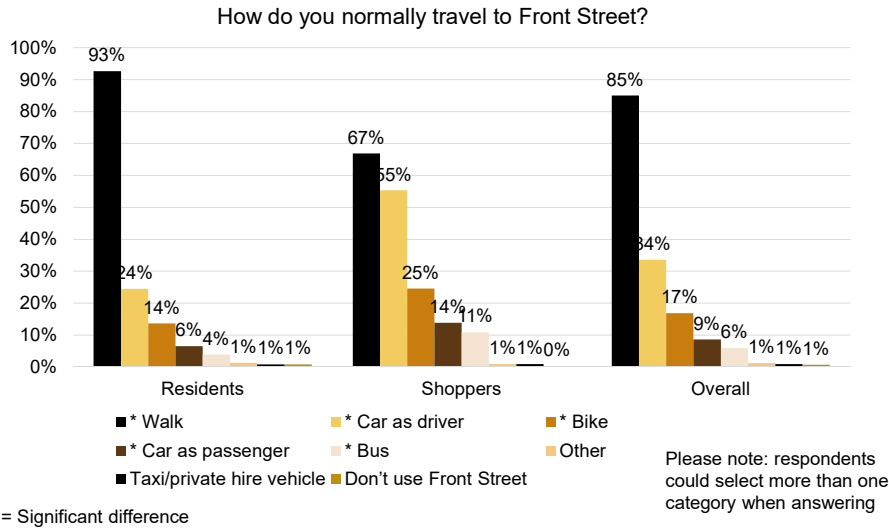


Yort Rd  
x-x  
Front St  
Mprinsg  
A space that is clearly for pedestrians  
Better crossing at end of gated section and  
across road between 2 roundabouts on north west side (x-x)  
TRAVELLING TO FRONT STREET

60



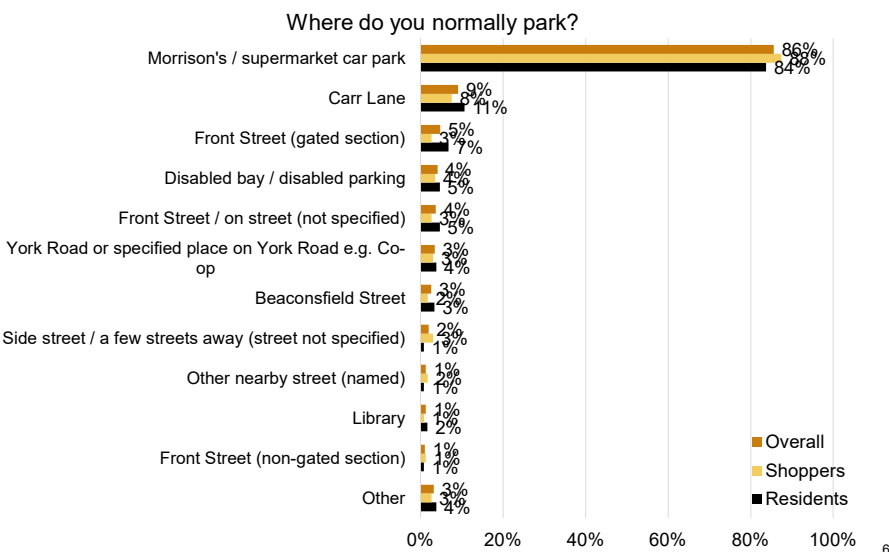
The majority of respondents (85%) normally travel to Front Street by walking. Residents more likely to walk while shoppers more likely to use car (either as driver or passenger), bike and bus.



Base: Residents = 884, Shopper = 371 Q: How do you normally travel to Front Street?



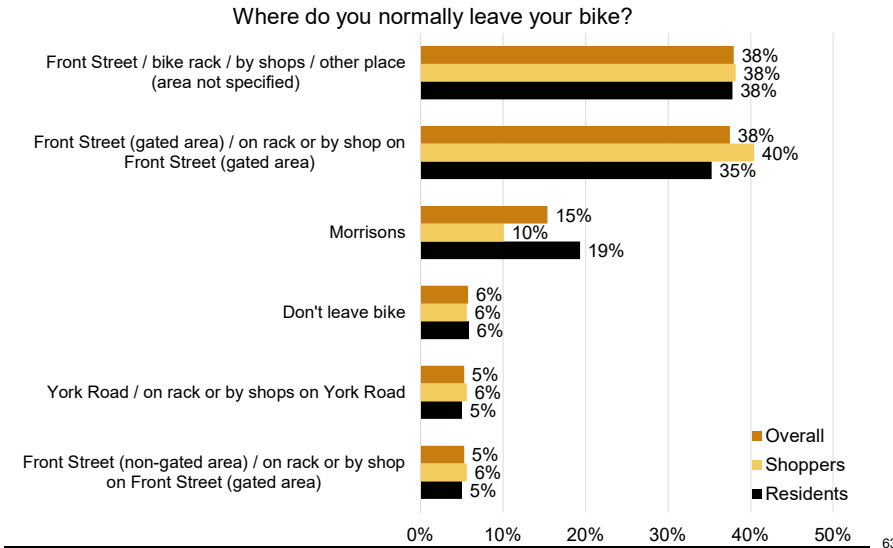
86% of those who normally travel by car, park in the Morrison's car park.



Base: Residents = 234, Shopper = 224 Q: Where do you normally park?



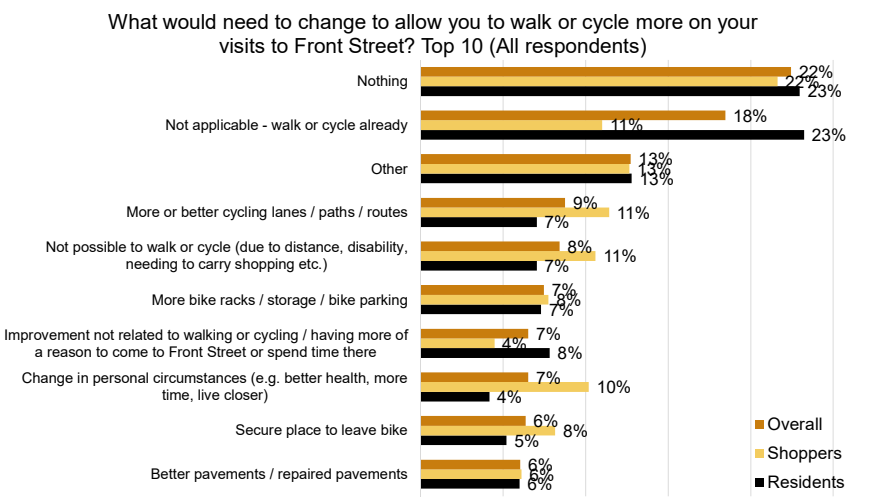
38% of those who normally travel by bike leave their bike on Front Street but didn't specify which area. 38% leave their bike in the gated area for Front Street. Residents more likely to leave their bike at Morrison's.



Base: Residents = 119, Shopper = 89 Q: Where do you normally leave your bike?



22% of respondents stated that nothing needed to change to allow them to walk or cycle more. 18% stated they walk or cycle already. Walk or cycle already higher for residents.



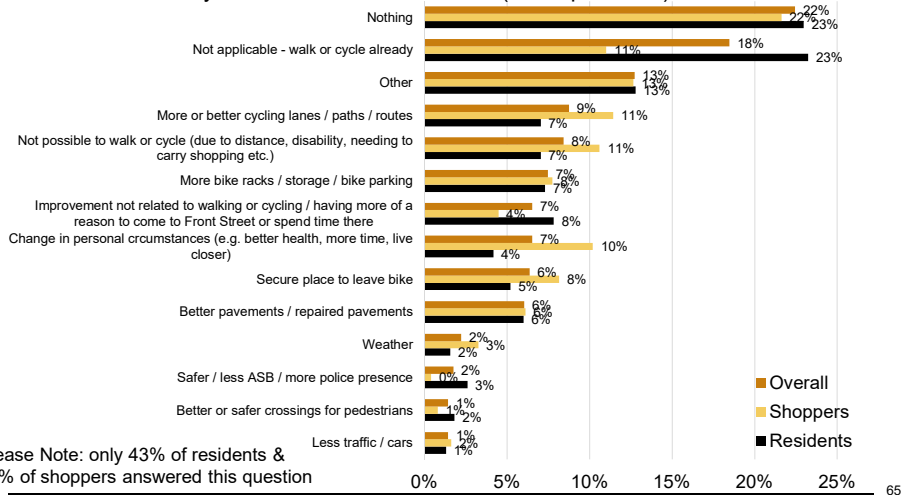
Please Note: only 43% of residents & 66% of shoppers answered this question

Base: Residents = 383, Shopper = 245 Q: What would need to change to allow you to walk or cycle more on your visits to Front Street?



22% of respondents stated that nothing needed to change to allow them to walk or cycle more. 18% stated they walk or cycle already. Walk or cycle already higher for residents.

What would need to change to allow you to walk or cycle more on your visits to Front Street? All (All respondents)



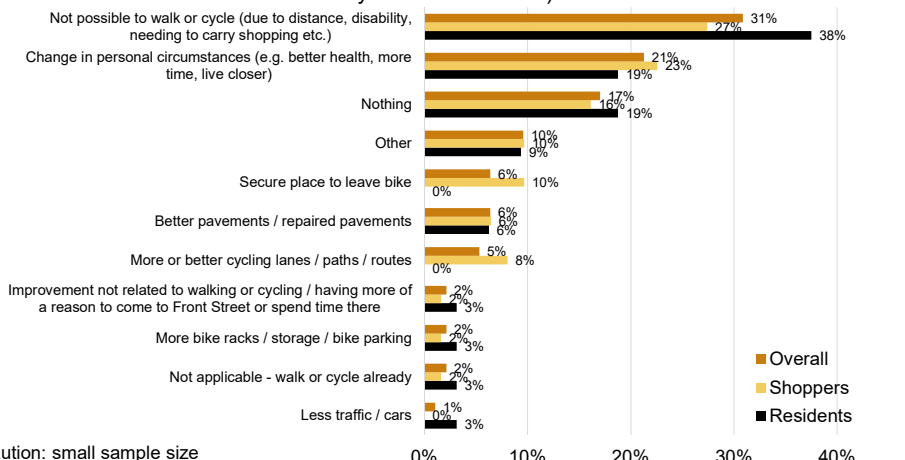
Please Note: only 43% of residents & 66% of shoppers answered this question

Base: Residents = 383, Shopper = 245 Q: What would need to change to allow you to walk or cycle more on your visits to Front Street?



Of the 11% of respondents who do not normally walk or cycle to Front Street, 31% stated that it is not possible for them to walk or cycle to Front Street.

What would need to change to allow you to walk or cycle more on your visits to Front Street? All (Respondents who don't normally walk or cycle to Front Street)



Caution: small sample size

Base: Residents = 32, Shopper = 62 Q: What would need to change to allow you to walk or cycle more on your visits to Front Street?



## Summary of demographics – who completed the survey?

Residents	Shoppers	Overall
32% male, 67% female, <1%, prefer to self-describe, 1% prefer not to say	25% male, 74% female, 1% prefer not to say	30% male, 69% female, <1%, prefer to self-describe, 1% prefer not to say
16% 16-34, 45% 35-54, 32% 55-74, 7% 75+, <1% prefer not to say	11% 16-34, 48% 35-54, 35% 55-74, 5% 75+, <1% prefer not to say	15% 16-34, 46% 35-54, 33% 55-74, 6% 75+, <1% prefer not to say
5% limited a lot and 10% limited a little in day-to-day activities	5% limited a lot and 13% limited a little in day-to-day activities	5% limited a lot and 11% limited a little in day-to-day activities
82% own outright or with mortgage, 9% private rented and 7% council or social rented	76% own outright or with mortgage, 7% private rented and 11% council or social rented	80% own outright or with mortgage, 8% private rented and 8% council or social rented
92% White British, 4% other white, 2% other ethnic group, 2% prefer not to say	91% White British, 3% other white, 1% other ethnic group, 5% prefer not to say	92% White British, 4% other white, 1% other ethnic group, 3% prefer not to say
25% live in single adult household	22% live in single adult household	24% live in single adult household
37% live in a household with children under 18	41% live in a household with children under 18	38% live in a household with children under 18

67



## Summary of employment and working from home since start of COVID-19 pandemic

Residents	Shoppers	Overall
62% in employment, 8% self employed	65% in employment, 8% self employed	63% in employment, 9% self employed
18% retired, 4% looking after home and family, 2% permanently sick or disabled, 1% in full-time education, 1% unemployed	13% retired, 5% looking after home and family, 1% permanently sick or disabled, 1% in full-time education, 1% unemployed	17% retired, 4% looking after home and family, 2% permanently sick or disabled, 1% in full-time education, 1% unemployed
5% of those working are currently furloughed	5% of those working are currently furloughed	5% of those working are currently furloughed
13% work from home all of the time and 28% some of the time before pandemic	13% work from home all of the time and 26% some of the time before pandemic	13% work from home all of the time and 27% some of the time before pandemic
38% changed to working from home all of the time and 18% some of the time during the pandemic	36% changed to working from home all of the time and 15% some of the time during the pandemic	37% changed to working from home all of the time and 17% some of the time during the pandemic
13% expect to continue working from home all of the time and 43% some of the time once COVID-19 is controlled.	11% expect to continue working from home all of the time and 38% some of the time once COVID-19 is controlled.	13% expect to continue working from home all of the time and 41% some of the time once COVID-19 is controlled.

68



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Results from survey of business on Front Street and surrounding area

## **BUSINESS SURVEY**

69



### Methodology

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- 86 business on, or adjoining, Front Street were identified for the research. Business were identified using the National Non Domestic Rates (NDR) data merged with the Names and Numbers database (which includes the BT OSIS database appended to the PAF file), and confirmed by Observational research conducted by IbyD fieldwork staff 'on the ground' to confirm whether businesses were still open or had changed.
- A team of IbyD fieldwork staff visited all of the businesses identified. Where the business was open, team members introduced themselves, described the purpose of the research and sought agreement to complete the questionnaire. They then gave the business the option to complete a paper survey which the member of fieldwork staff would call back to collect at an agreed time, or returning it in a freepost envelope which was provided. They were also given completing a link to an online version of the survey.
- If the business was closed, the team members posted the questionnaire through the door, together with an accompanying pack containing a letter to explain the purpose of the research and ask the business to take part, and a freepost envelope to return the completed questionnaire in. The letter also contained the link to the online version of the survey.
- The version of the survey is also being promoted by City of York Council on its website and social media platforms.
- A total of 32 completed questionnaires was achieved – 12 on paper and 8 online using the 'Knock-and-Drop' methodology and 12 online via the links promoted by City of York Council

70



### Who completed the survey

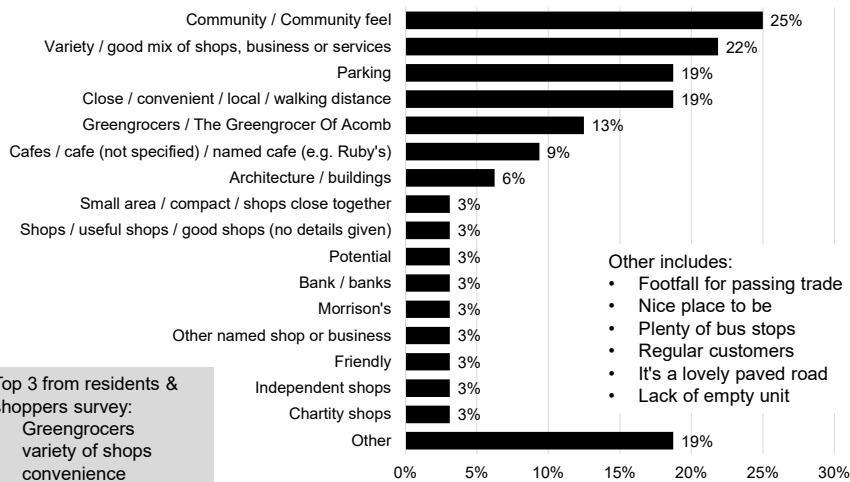
- Of the 32 business that completed the survey, 25 (78%) were located on Front Street, 4 were close to Front Street and 3 were located further away but have links to Front Street.
  
- 22% (7) of the businesses were retailers, 13% (4) were cafés, restaurants or social clubs and 66% (21) were another type of business - these include:
  - Pharmacies
  - Hairdressers, barbers & salons
  - Medical practices, dental practices, opticians & other health and wellbeing related services
  - Mortgage, accountancy & financial services
  - Tuition services
  
- 77% (24) have 0-9 employees, 16 (5) 10-49 employees and 6% (2) employees.

71



### Community, variety of shops and convenience highest ranked best things about Front Street.

What would you say is the best thing about Front Street? (coded)



**Top 3 from residents & shoppers survey:**

- Greengrocers
- variety of shops
- convenience

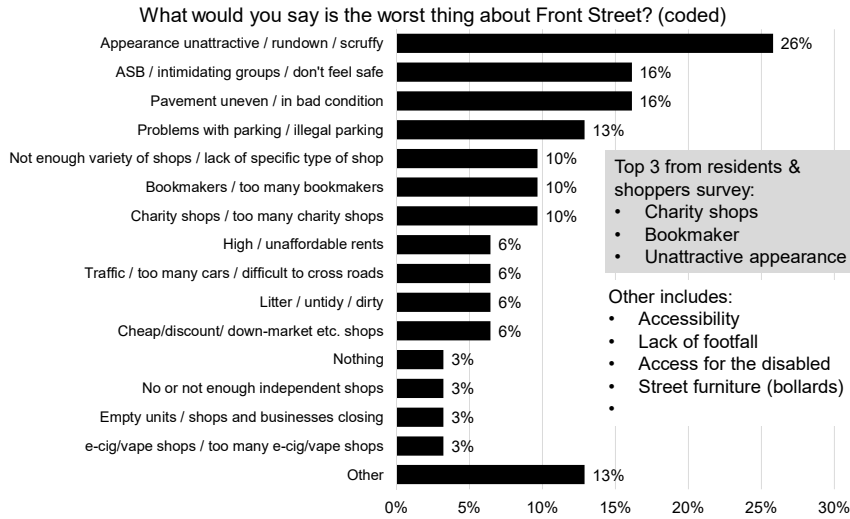
72

Base: Businesses = 32 Q: What would you say is the **best thing** about Front Street? (coded)





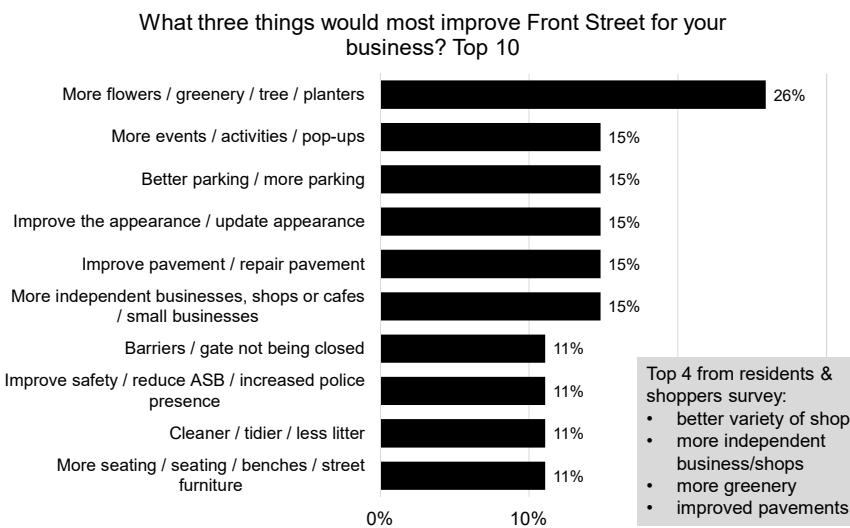
### Unattractive appearance, ASB and uneven pavement highest ranked worst things



Base: Businesses = 31 Q: What would you say is the **worst thing** about Front Street? (coded)



### More flowers and greenery top ranked to improve Front Street – but events/activities, parking, improved appearance, more independents all 15%



Base: Businesses = 31 , Q: What three things would most improve Front Street for your business?



### What three things would most improve Front Street for your business? Full List

More flowers / greenery / tree / planters	26%
More independent businesses, shops or cafes / small businesses	15%
Improve pavement / repair pavement	15%
Improve the appearance / update appearance	15%
Better parking / more parking	15%
More events / activities / pop-ups	15%
More seating / seating / benches / street furniture	11%
Cleaner / tidier / less litter	11%
Improve safety / reduce ASB / increased police presence	11%
Barriers / gate not being closed	11%
Better / more variety of shops	7%
Fewer / no empty shops	7%
Pedestrianise / no cars / fewer cars / less traffic	7%
Disabled access	7%
Better / more variety of businesses	4%
Restaurant / bistro (no details given)	4%
Market / more regular market	4%
Better cafes and places to eat / a good cafe	4%
Better range of cafes / places to eat	4%
Fewer of some types of shop or business (not including charity shops & bookmakers)	4%
Better lighting	4%

75



### What three things would most improve Front Street for your business? Full List (continued)

Bins	4%
Toilets / better toilets	4%
Other	56%

Other includes:

- A responsible location where folk could eat and drink outdoors
- A sense of cohesion
- Able to use the grass area
- Accessibility
- Better junction out of Morrison's
- Better signage to help find addresses - property numbers are misaligned
- Increased permission for signage
- Less restrictions in the conservation area
- Location board
- Lower business rates to support local businesses not charities
- More affordable rent
- More footfall
- More of an 'identity' - perhaps a logo or matching signage to let people know they're in the Front Street 'quarter'
- More shops or activities near [location of business]
- No more lockdowns
- Policed disabled bay parking
- Possibly have a covered over area so people could sit outside.
- Publicity
- Regular maintenance

76



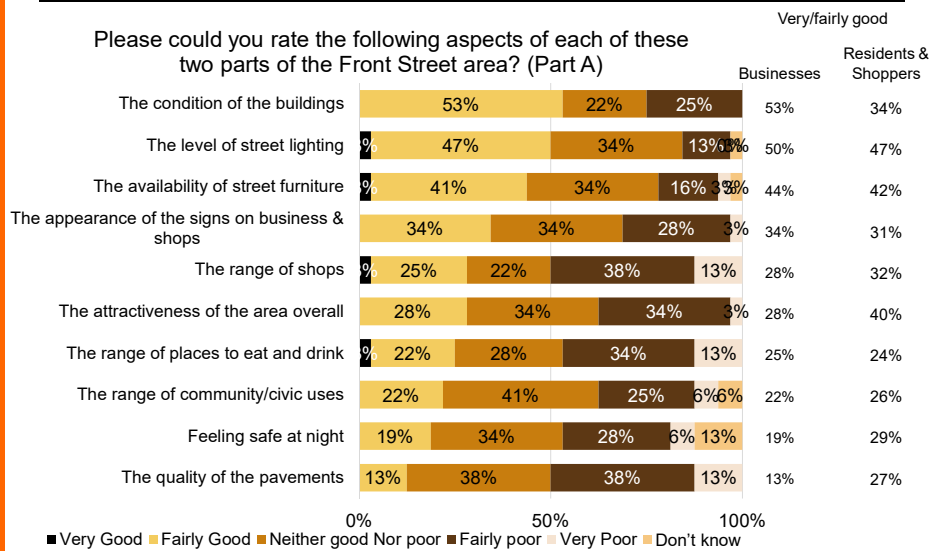
The next question is about Area A – this is the gated part of Front Street



77



50% or more rated condition of buildings, level of street lighting as very or fairly good. Pavements, range of shops and feeling safe rated lower by businesses than residents & shoppers



78

Base: Businesses = 32 , Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part A



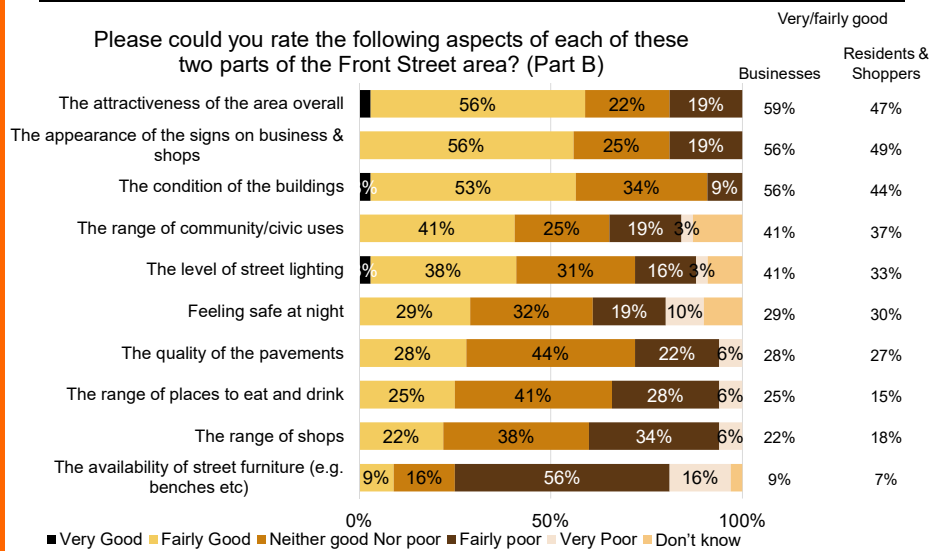
The next question is about Area B – this is the part of Front Street from the roundabout to Askham Lane



79



50% or more rated attractiveness of area, appearance of signs, condition of buildings very or fairly good – lower ranked were street furniture, range of shops and places to eat/drink. All aspects part from feel safe at night rated higher by businesses than residents & shoppers



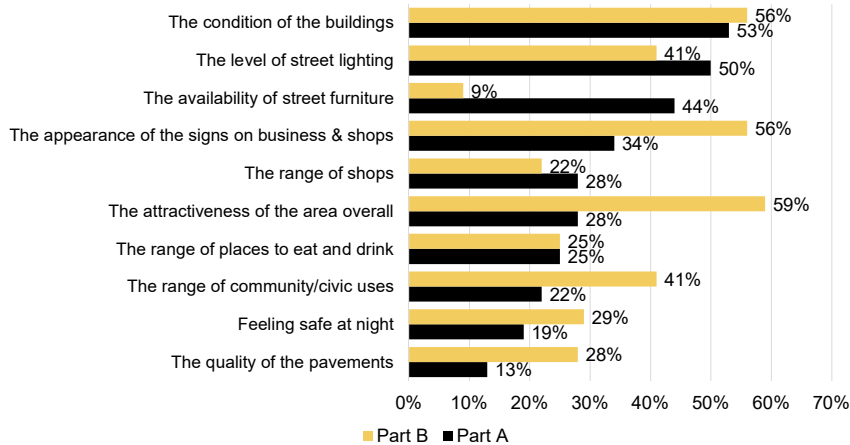
80

Base: Businesses = 31-32, Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part B



Part A (gated area) rated higher for street lighting, street furniture and range of shops. Part B (non-gated area) rated higher for appearance of signs, attractiveness of area overall, range of community uses, feeling safe at night and quality of pavement.

Please could you rate the following aspects of each of these two parts of the Front Street area? – Very or fairly good



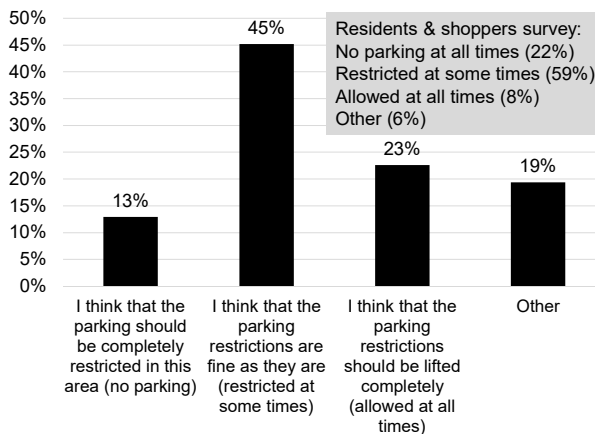
Base: Businesses = 31-32 Q: Please could you rate the following aspects of each of these two parts of the Front Street area? - Part B



81

45% of respondents to the business survey think parking restrictions are fine as they are. Businesses more likely to think parking should be allowed at all times than residents & shoppers

Which of the following best fits your view of the parking restrictions?



Residents & shoppers survey:  
 No parking at all times (22%)  
 Restricted at some times (59%)  
 Allowed at all times (8%)  
 Other (6%)

Other includes:

- Disabled parking should be available but otherwise no parking
- Remove - half hour parking limit free plus hours charged (maximum stay)
- I think the area should be pedestrian-only all the time
- Open for disabled access/parking only during restricted hours
- Restrict apart from deliveries on morning/evening
- Fairly satisfied with the current restriction but would value traffic being restricted later into the evening if it allowed more outdoor seating in the summer and later opening e.g. of cafes.

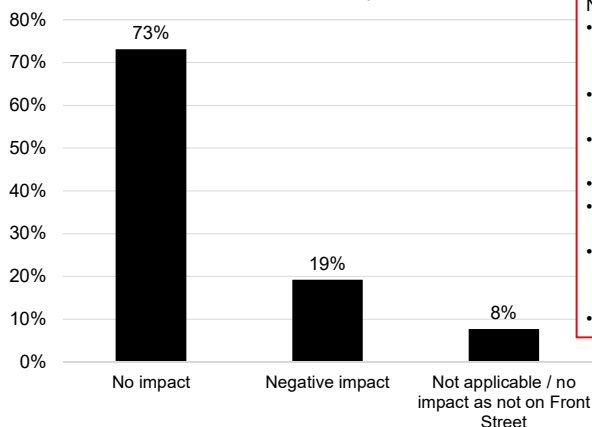
Base: Businesses = 31 Q: Thinking again about the gated area of Front Street (Part A). At present, this area is closed to traffic from 10.30 am to 4.00 pm Monday to Friday and 9.30am to 4.00 pm on Saturday and then traffic is allowed to go down the street at other times. Which of the following best fits your view of the parking restrictions?



82

73% thought there would be no impact on their business if the gates were always shut. 19% thought there would be a negative impact.

What would be the effect on your business if the gates were always shut? (All respondents)



- Negative impacts:
- Deters customers as can't park close enough – [produce sold] heavy to carry
  - Further abuse of the disabled bays
  - It would limit customers visiting as it makes it more difficult
  - Reduced footfall
  - Terrible. My shop would receive very little donations.
  - Very bad as some of our customers are older and can't walk far
  - Very difficult for deliveries

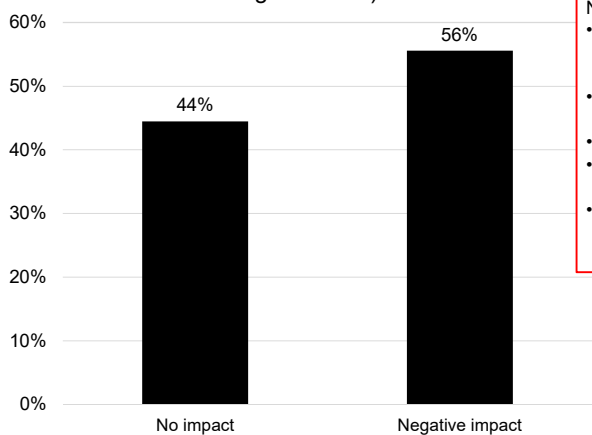
Base: Businesses = 28 Q: What would be the effect on your business if the gates were always shut?

83



Of the businesses in the gated area, 56% thought there would be a negative impact on their business if the gates were always shut. 44% thought there would be no impact

What would be the effect on your business if the gates were always shut? (Respondents in gated area)



- Negative impacts:
- Deters customers as can't park close enough – [produce sold] heavy to carry
  - Further abuse of the disabled bays
  - Reduced footfall
  - Terrible. My shop would receive very little donations.
  - Very bad as some of our customers are older and can't walk far

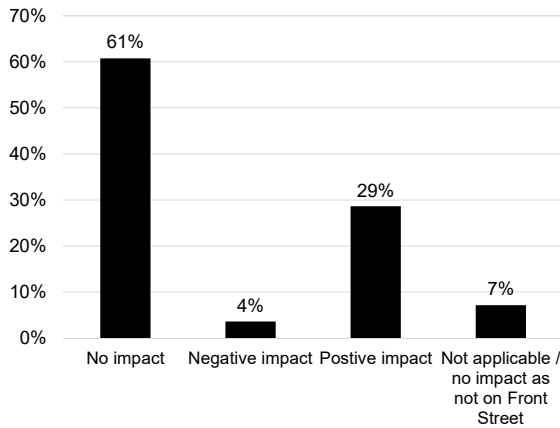
Base: Businesses = 9 Q: What would be the effect on your business if the gates were always shut?

84



61% thought there would be no impact on their business if the gates were always open. 29% thought there would be a positive impact.

What would be the effect on your business if the gates were always open? (All respondents)



Negative impacts:

- More pedestrian accidents due to traffic

Positive impacts:

- Brilliant. More customers, especially those with mobility issues, and more donations.
- If I had a business in Part A, it'd be open a lot more
- It would attract people from a wider area who have to travel but want convenience.
- Minimum impact - potential increase in new business if driving past
- More accessible access for our customers
- Our customers can park to collect pre-orders with us if too immobile to walk far
- Would help customers a lot

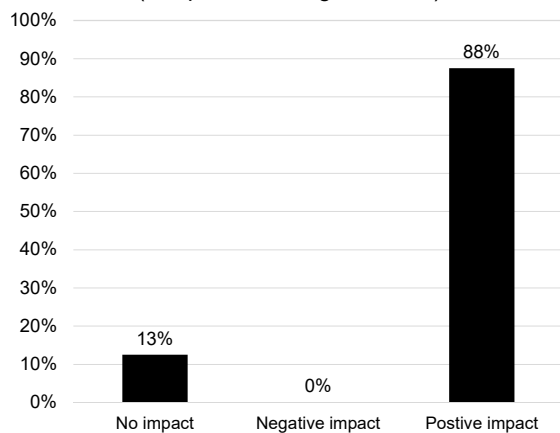
Base: Businesses = 28 Q: What would be the effect on your business if the gates were always open?

85



Of the businesses in the gated area, 88% thought there would be a positive impact on their business if the gates were always open. 13% thought there would be no impact.

What would be the effect on your business if the gates were always open? (Respondents in gated area)



Positive impacts:

- Brilliant. More customers, especially those with mobility issues, and more donations.
- If I had a business in Part A, it'd be open a lot more
- Minimum impact - potential increase in new business if driving past
- More accessible access for our customers
- Our customers can park to collect pre-orders with us if too immobile to walk far
- Would help customers a lot

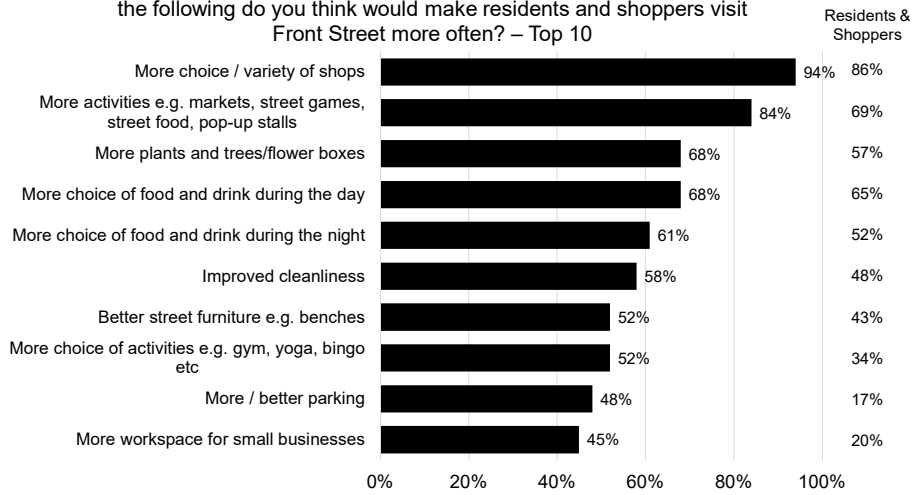
Base: Businesses = 8 Q: What would be the effect on your business if the gates were always open?

86



More choice or variety of shops, more activities, more plants/flower boxes, more choice of food and drink during the day/night was also the top 5 things that businesses thought would make residents and shoppers visit Front Street more often

Thinking about the time in the future when it is safe to do so, which of the following do you think would make residents and shoppers visit Front Street more often? – Top 10

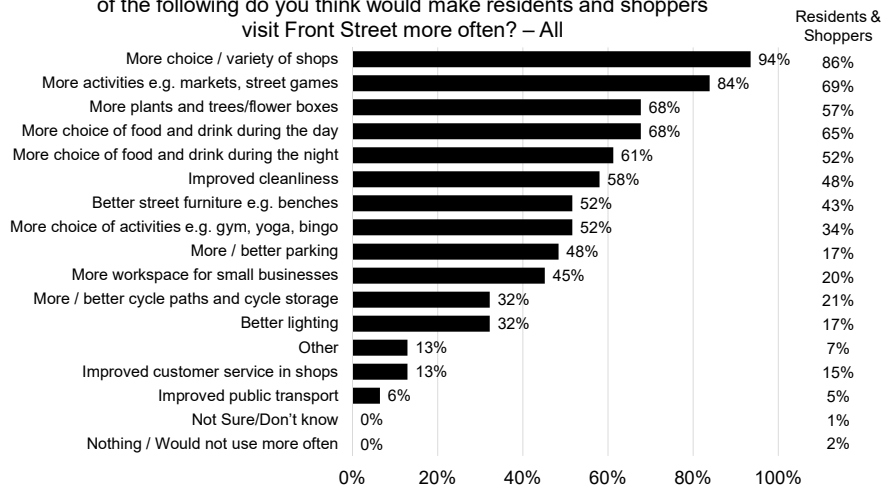


Base: Businesses = 32, Q: Thinking about the time in the future when it is safe to do so, which of the following do you think would make residents and shoppers visit Front Street more often?



More choice or variety of shops, more activities, more plants/flower boxes, more choice of food and drink during the day/night was also the top 5 things that would make residents and shoppers visit Front Street more often

Thinking about the time in the future when it is safe to do so, which of the following do you think would make residents and shoppers visit Front Street more often? – All



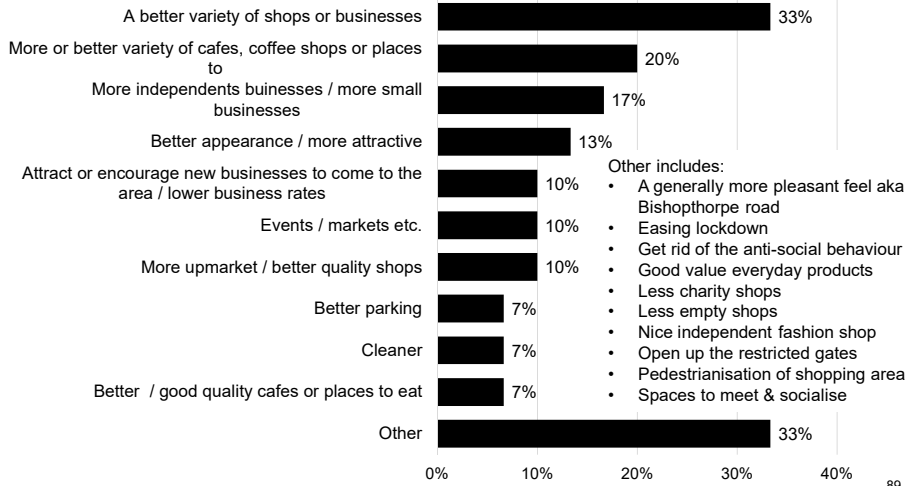
Base: Businesses = 32, Q: Thinking about the time in the future when it is safe to do so, which of the following do you think would make residents and shoppers visit Front Street more often?





**Better variety of shops, better variety of place to eat and more independent business top ranked aspects to improve footfall**

What do you think would improve footfall in Front Street most of all?



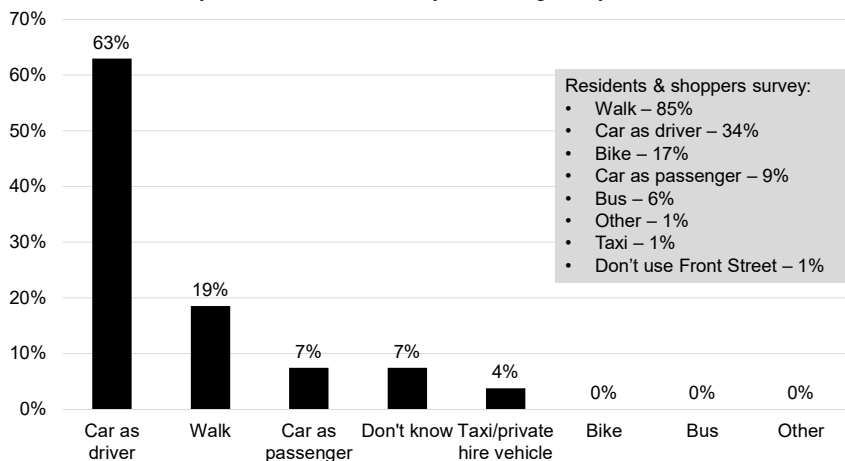
- Other includes:
- A generally more pleasant feel aka Bishopthorpe road
  - Easing lockdown
  - Get rid of the anti-social behaviour
  - Good value everyday products
  - Less charity shops
  - Less empty shops
  - Nice independent fashion shop
  - Open up the restricted gates
  - Pedestrianisation of shopping area
  - Spaces to meet & socialise

Base: Businesses = 30, Q: What do you think would improve footfall in Front Street most of all?



**70% of respondents to the business survey think their customers normally travel to Front Street by car (either as driver or passenger) – only 38% of residents & shoppers respondents said they normally travel by car.**

How do your customers normally travel to get to your business?

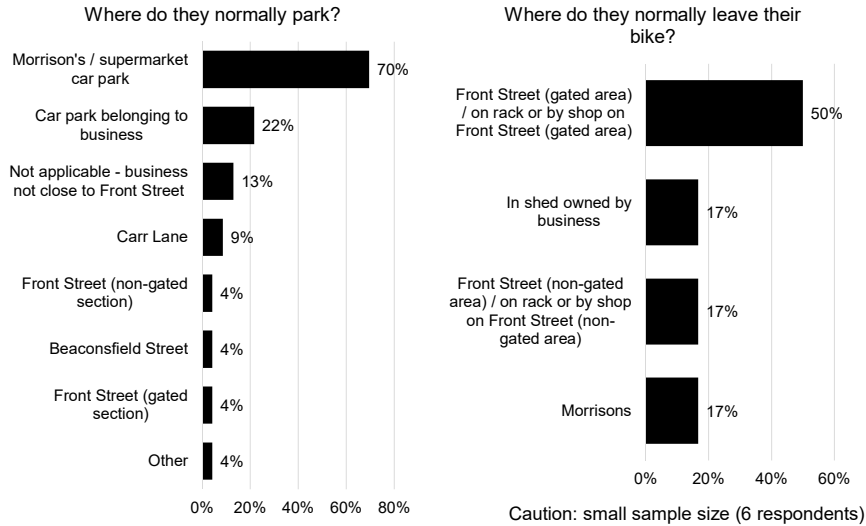


- Residents & shoppers survey:
- Walk – 85%
  - Car as driver – 34%
  - Bike – 17%
  - Car as passenger – 9%
  - Bus – 6%
  - Other – 1%
  - Taxi – 1%
  - Don't use Front Street – 1%

Base: Businesses = 27 Q: How do your customers normally travel to get to your business?



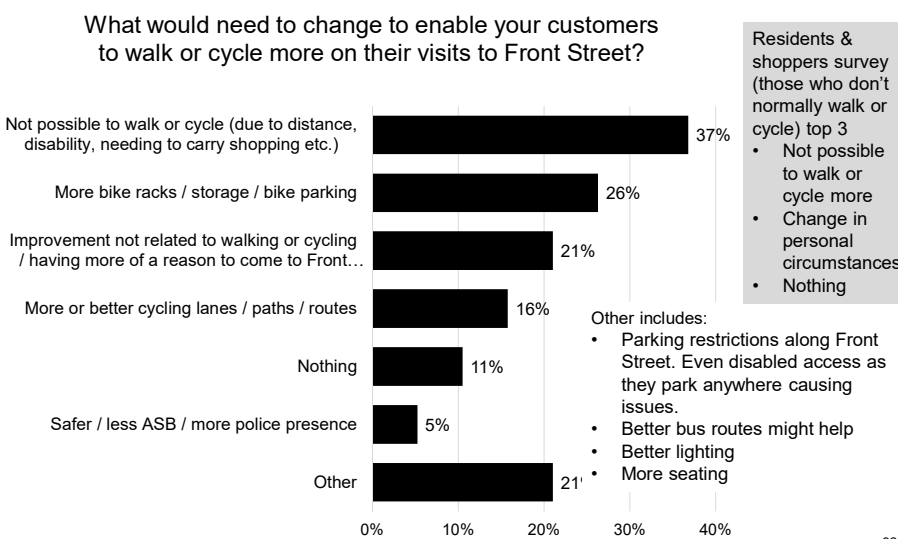
70% think their customers park in the Morrison's car park. 50% think their customers leave their bikes on in the gated area of Front Street (including on bike rack, in front of shop, or some other place).



Base: Businesses = 23 Q: Where do they normally park?  
 Base: Businesses = 6 Q: Where do they normally leave their bike?



37% of respondents to the business survey thought that it would not be possible for their customers to walk or cycle to Front Street



Residents & shoppers survey (those who don't normally walk or cycle) top 3

- Not possible to walk or cycle more
- Change in personal circumstances
- Nothing

Other includes:

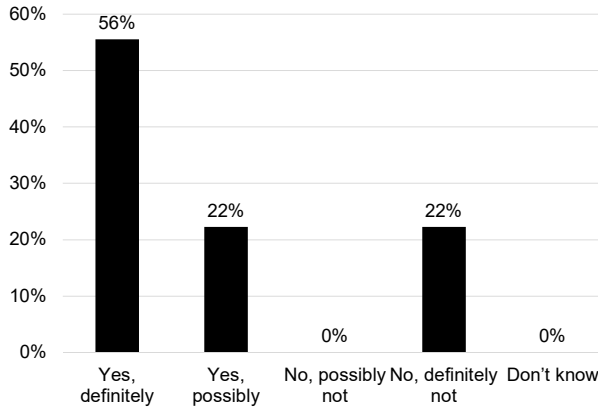
- Parking restrictions along Front Street. Even disabled access as they park anywhere causing issues.
- Better bus routes might help
- Better lighting
- More seating

Base: Businesses = 19, Q: What would need to change to enable your customers to walk or cycle more on their visits to Front Street?



Of the businesses who are located in Area A (the gated area) - 78% would like to be able to 'spill out' their business onto the paved area in front of the shops

If you are in Area A (the gated area), would you like to be able to 'spill out' your business onto the paved area in front of the shops, or not?



What is preventing you from doing that at the moment?

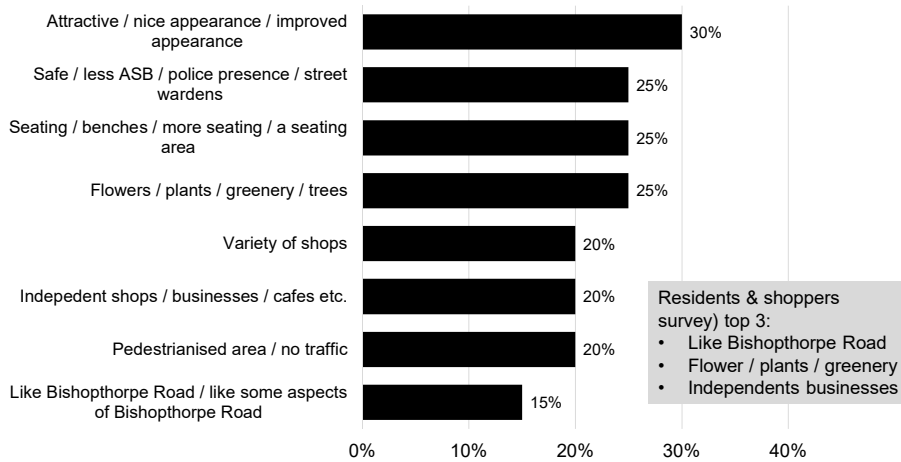
- Restrictions and theft
- Unsure if we would have permission to do so.
- Nothing stopping us currently

Base: Businesses = 9 Q: If you are in Area A (the gated area), would you like to be able to 'spill out' your business onto the paved area in front of the shops, or not?



30% of business would like Front Street to be more attractive in the future, but one-quarter also mentioned safety, seating/benches, greenery. 'Like Bishopthorpe Road in the future' lower than on residents and shoppers survey

Your vision of Front Street in the future - Top 8



Residents & shoppers survey) top 3:

- Like Bishopthorpe Road
- Flower / plants / greenery
- Independents businesses

Base: Businesses = 20 , Q: We want local businesses to help us to understand what Front Street, Acomb should look like in the future. Please use the space below to tell us what your vision of Front Street is in the future?



## Your vision of Front Street in the future - Full List

Attractive / nice appearance / improved appearance	30%
Flowers / plants / greenery / trees	25%
Seating / benches / more seating / a seating area	25%
Safe / less ASB / police presence / street wardens	25%
Pedestrianised area / no traffic	20%
Independent shops / businesses / cafes etc.	20%
Variety of shops	20%
Like Bishopthorpe Road / like some aspects of Bishopthorpe Road	15%
Community feel / community involvement	10%
Events / community events	10%
Markets / regular markets / speciality markets (e.g. farmers)	10%
Variety of cafes, restaurants or places to eat	10%
Evening economy / places open in the evenings / bars / restaurants	10%
Clean / tidy / no litter / well kept	10%
Better parking including disabled parking	10%
Community space / outdoors space / space for events etc.	10%
Like Haxby / like some aspect of Haxby	5%
Like another named place / like some aspect of another place	5%
Cafe or restaurant with outside seating	5%
A destination / a nice place to visit and spend time in	5%
Modern / up to date	5%

95

Base: Businesses = 20 , Q: We want local businesses to help us to understand what Front Street, Acomb should look like in the future. Please use the space below to tell us what your vision of Front Street is in the future?



## Your vision of Front Street in the future - Full List (continued)

More upmarket / less cheap / bargain	5%
Good pavements / repaired pavements	5%
Cycle lanes / better cycle routes / provision for cyclists	5%
Street food / food stalls / pop-up food stalls	5%
Fewer of some types of shop or business (e.g. charity shops, bookmakers)	5%
Support / encouragement for businesses & the area	5%
Other	35%

## Other includes:

- Front Street, particularly the gated area needs to be completely free of parking
- Better lighting
- York Council need to make it more attractive for small local independent businesses to move into the area.
- The link between area A and B goes via a busy round about and junction and needs better access for pedestrians.
- Need more publicity of how good Acomb is with free parking
- Better roads (fill in the pot holes)
- Better communication about market dates.
- I really love the Christmas decorations that go up each year

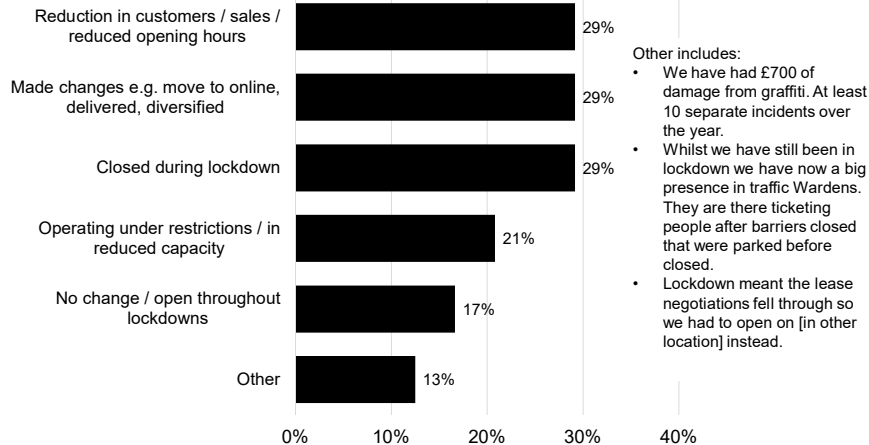
96

Base: Businesses = 20 , Q: We want local businesses to help us to understand what Front Street, Acomb should look like in the future. Please use the space below to tell us what your vision of Front Street is in the future?



### 29% had reductions in customers, sales or opening hours, 29% made changes and 29% closed during lockdown

#### What has happened to your business during the COVID-19 pandemic?



Base: Businesses = 24 , Q: We are aware that COVID-19 has had a large impact on businesses in the Front Street area. Would you like to share any information with us about what has happened to your business, and what help you need to support recovery? What has happened to your business?



97

### Help needed to support recovery is detailed below - 11% (2 business) stated they did not need help.

- Ability to stay open.
- Able to hold big sales events or others to encourage use of the function room and a large scale grant and a beer price freeze.
- Acomb needs signs juts like York has everywhere and hand sanitiser. We have ours both outside and in and general public use ours, which is good they are, but why are we paying for of for everyone? None on the street for Joe public.
- All restrictions and rules need to be lifted and businesses able to trade with a minimal involvement from the government
- Better communication with the community around self help
- Continued reduction of business rates by 100%
- COYC to support local businesses through rates relief and grants for those who were not eligible for SEISS
- Enable lower rents in the areas and business rates relief to make the area more affordable
- Help with marketing locally. We can work with local schools to provide tuition but so far have not managed to engage in discussion. We are an OFSED registered childcare provider and can accept childcare volunteers etc so our services really are accessible to all and will help young people to catch up.
- I've had some financial help from the government which has helped immensely
- If you could put some benches on the Green in front of my tea room that would be beyond amazing. Promoting Acomb in general in the press, not just front street.
- It would have been helpful to have had assistance with the cost of planning permission and building regulations inspection costs, as this was our survival plan to create a flat a change forced on us, otherwise the £10,000 grant covers 3 months of overheads. Furlough has been helpful but it doesn't cover the overheads of running a business outside of staff costs.
- More clients, advertising
- More publicity of how good Acomb is with free parking and attractive shops
- Publicity to let people know that we are open again.
- Socialising in an outdoor area.
- We need people to come and shop, to support local, so we need events, cafés, an open road and community activities to get them back. We need shops to work together like they do in areas such as Bisby Road.

Base: Businesses = 19 , Q: We are aware that COVID-19 has had a large impact on businesses in the Front Street area. Would you like to share any information with us about what has happened to your business, and what help you need to support recovery? What help do you need to support recovery?

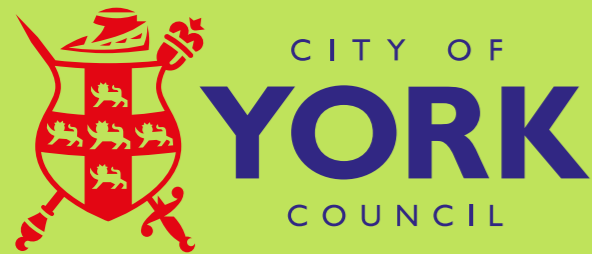


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# *future* **FRONT STREET**

THE FUTURE OF ACOMB FRONT STREET



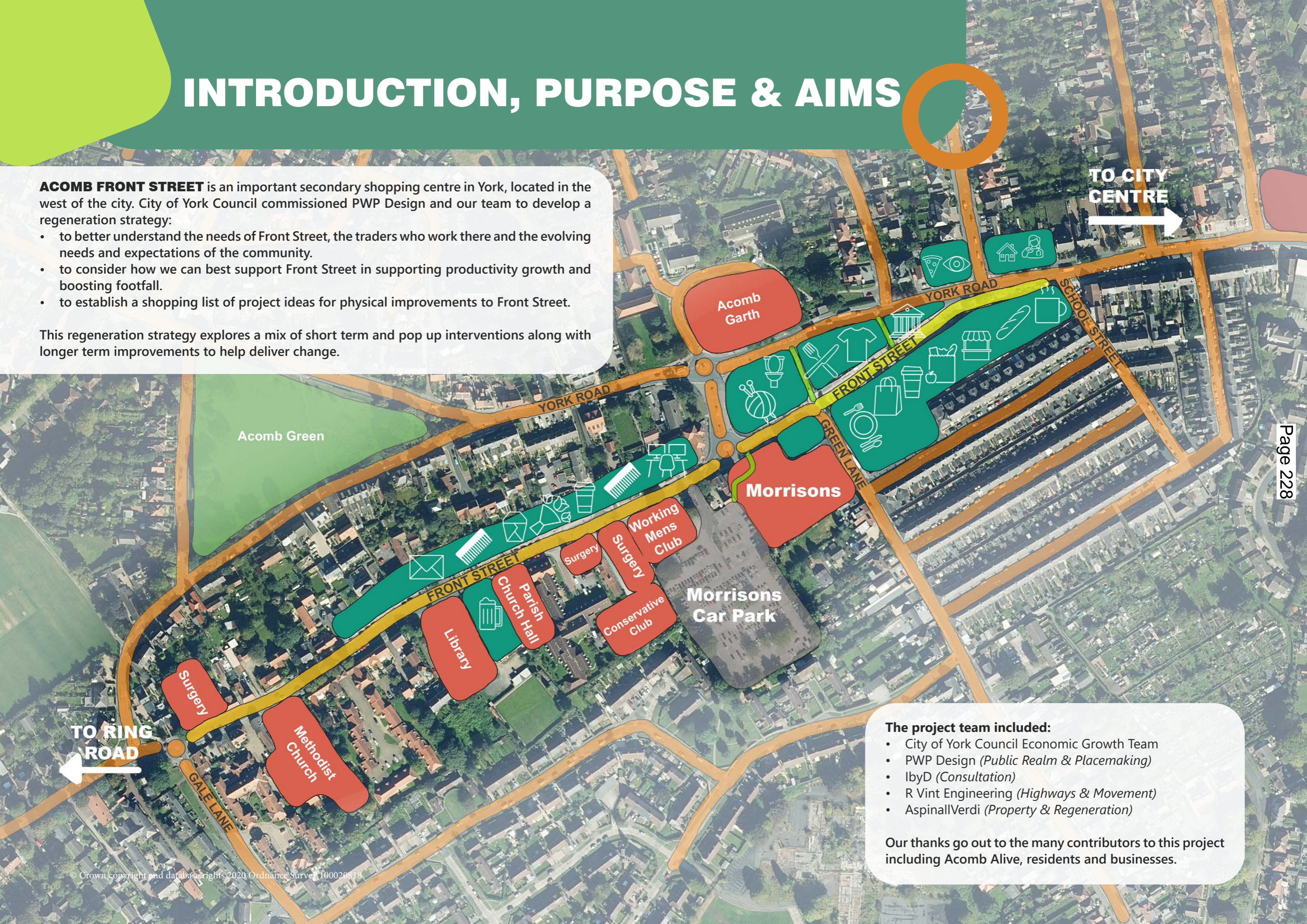
JUNE 2021  
REV 01

# INTRODUCTION, PURPOSE & AIMS

**ACOMB FRONT STREET** is an important secondary shopping centre in York, located in the west of the city. City of York Council commissioned PWP Design and our team to develop a regeneration strategy:

- to better understand the needs of Front Street, the traders who work there and the evolving needs and expectations of the community.
- to consider how we can best support Front Street in supporting productivity growth and boosting footfall.
- to establish a shopping list of project ideas for physical improvements to Front Street.

This regeneration strategy explores a mix of short term and pop up interventions along with longer term improvements to help deliver change.



TO CITY CENTRE



TO RING ROAD



## The project team included:

- City of York Council Economic Growth Team
- PWP Design (*Public Realm & Placemaking*)
- IbyD (*Consultation*)
- R Vint Engineering (*Highways & Movement*)
- AspinallVerdi (*Property & Regeneration*)

Our thanks go out to the many contributors to this project including Acomb Alive, residents and businesses.



# FRONT STREET TODAY

The largest of all the Wards in York, Acomb is situated to the west of the City Centre and has grown from a former farming village into a large suburb with over 22,000 residents. Dating back to the Domesday Book, Acomb grew to accommodate increasing numbers of workers in various manufacturing industries and is now a thriving community with several schools and sports clubs. Acomb is designated a secondary shopping area in the Local Plan and activity is centred around Front Street, which comprises a mixture of local independents, national retailers, bank branches, professional services, local services community buildings, churches and a supermarket.

Front Street features two distinctive main areas:

- A** A semi pedestrianised precinct located off York Road.
- B** A traditional high street between Green Lane and Gale Lane (which is located within Acomb Conservation Area).

A roundabout, Morrisons supermarket and its car park sit between the two areas.



High streets are struggling to contend with a number of national challenges including the increasing pressures of online shopping, out of town retail parks and decreasing footfall. In addition, the COVID-19 pandemic has had a huge impact on our communities and businesses and the pace of change for our high streets has accelerated. There is an urgent need to re-imagine and adapt high streets to create places that will thrive.

COVID-19 has changed the way we perceive and use high streets and this is set to continue. Our high streets have shown innovation and fast action to react to the changing restrictions. People have adapted to stay local, work local and shop local, supporting local businesses, their community and environment. Within this context there may be opportunity to deliver the change of direction and reinvention that high streets have needed for many years, creating safe, welcoming, flexible, community focused destinations.

# WHAT YOU TOLD US ABOUT FRONT STREET

See appendix for full report.

## CONSULTATION

The Acomb Front Street consultation was intended to engage both residents and the business community, in order to obtain their views about any potential changes to the area. A mixed-method survey of residents and businesses was used, which was available online and in paper-based formats. Uptake and engagement in the process was high providing a significant body of information to help guide and shape this regeneration strategy.

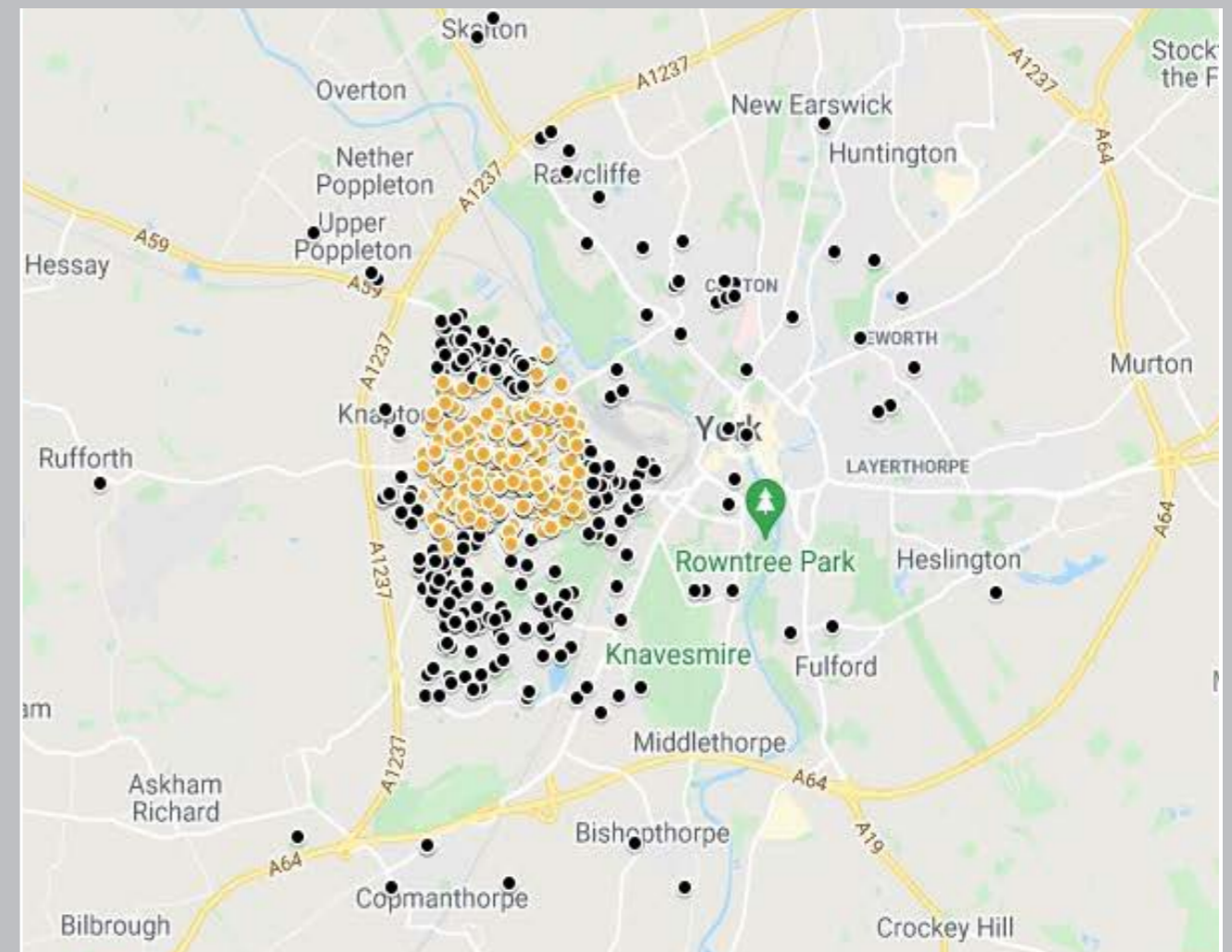
## RESIDENTS & SHOPPERS SURVEY METHODOLOGY

- An approximate 'catchment area' around Front Street was defined for fieldwork, and paper questionnaires were distributed in this area by a small team of lbyD fieldwork staff. Staff called on residents in their own homes, explained the purpose of the research, sought residents' agreement to complete the questionnaire and then called back at an agreed time to collect it. Precautionary measures, in line with industry guidance, were used to protect respondents from COVID-19 infection.
- Fieldwork staff received an enthusiastic response, with residents' keen to share their views. Due to the good response and very low refusal rate, most fieldwork was conducted in the area closest to Front Street, with some in the other areas.
- The survey was also available to complete online as a self-completion questionnaire. This online survey was promoted by City of York Council on its website and social media platforms.
- For the residents' and shoppers survey, a final sample of 1,261 questionnaires was achieved, with 515 paper questionnaires completed and 747 questionnaires completed online. 891 respondents lived within the defined catchment area and 371 used Front Street but lived outside of the 'catchment area'.

## BUSINESS SURVEY METHODOLOGY

- 86 business on, or adjoining, Front Street were identified for the research and were visited by a team of lbyD fieldwork staff. Where the business was open, team members introduced themselves, described the purpose of the research and sought agreement to complete the questionnaire. Fieldwork staff then arranged to call back to collect the paper questionnaire at an agreed time, or provided a freepost so the questionnaire could be returned by post. Businesses were also given the option to complete an online version of the survey.

- If the business was closed, the team members posted the questionnaire through the door, together with an accompanying pack containing a letter to explain the purpose of the research and asking the business to take part, and a freepost envelope to return the completed questionnaire in. The letter also contained the link to the online version of the survey.
- Precautionary measures were again used to protect respondents from COVID-19.
- The online version of the survey was also promoted by City of York Council on its website and social media platforms. Acomb Alive also helped promote the survey to local businesses.
- For the business survey, a final sample of 32 questionnaires was achieved.



Orange = residents , black = shoppers

## SURVEY RESULTS

### Use of Front Street and changes as a result of COVID-19

- Front Street was most frequently used for shopping, with 90% of respondents to the residents and shoppers survey using the street at least monthly for shopping in the year before the start of the COVID-19 pandemic. A quarter or more used Front Street at least monthly to buy take-aways, go to cafes and go to the library.
- 84% of respondents had changed the way they shopped since the start of the COVID-19 pandemic, with 57% shopping more online, 54% shopping more locally and 12% going somewhere different to shop. A third were using Front Street more since the start of the pandemic, while 32% were using Front Street less.

### What people think of Front Street now

- 43% of residents and shoppers would speak positively about Front Street, 34% would speak neutrally and 23% would speak critically.
- The Greengrocers, the variety of shops and that it is close by and convenient were the 3 highest ranked things that residents and shoppers thought were best about Front Street. The community, the variety of shops, that it is close by and convenient and parking were the highest ranked things that businesses thought were best about Front Street.
- Charity shops, bookmakers and the unattractive or rundown appearance were the highest ranked things that residents and shoppers thought were worst about Front Street. The unattractive or rundown appearance, anti-social behaviour and uneven pavement were the highest ranked things that businesses thought were worst about Front Street.
- The level of street lighting, the availability of street furniture and the range of shops in the gated precinct area of Front Street were rated as very or fairly good by 40% or more of residents and shoppers and by 40% or more of businesses.
- The condition of the buildings, attractiveness of the area overall and appearance of the signs on business and shops in the non-gated area of Front Street were rated as very or fairly good by 40% or more of residents and shoppers and by 50% or more of businesses.

### What needs to change?

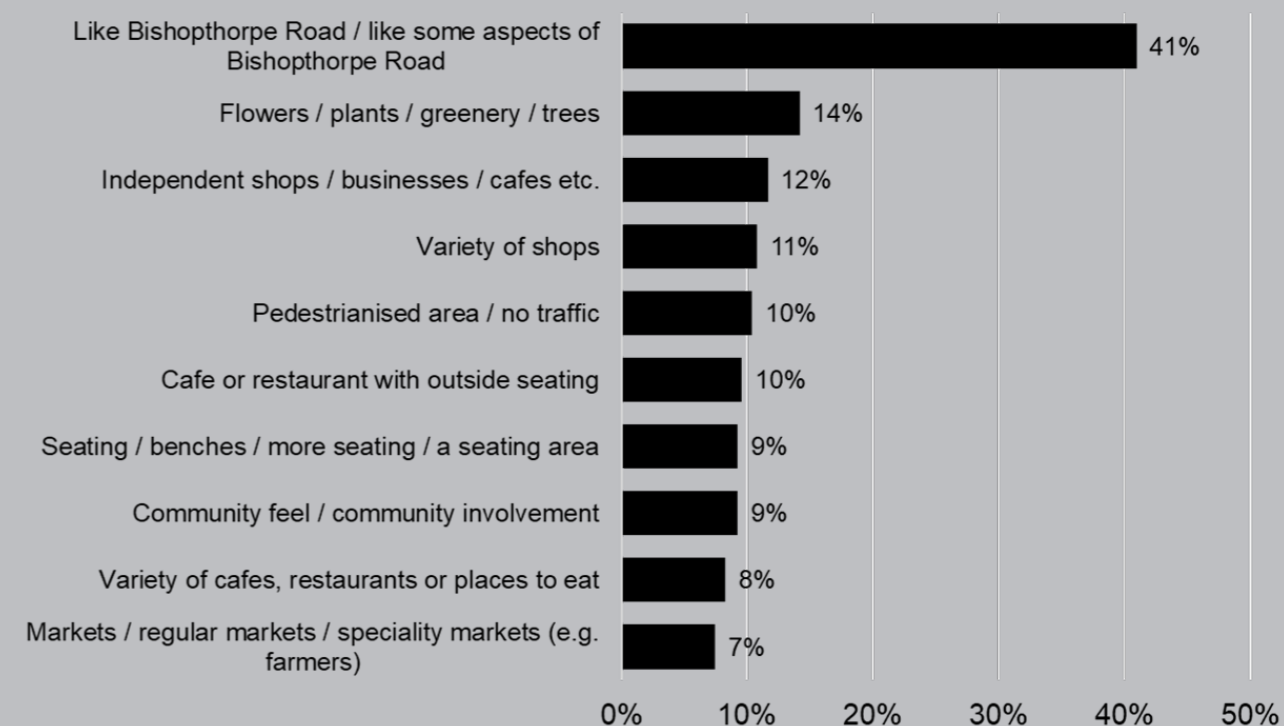
- 59% of residents and shoppers and 45% of businesses thought parking restrictions on Front Street are fine as they are. Businesses were more likely to think parking should be allowed at all times, with 8% of residents and shoppers and 23% of businesses thinking that parking restrictions should be completely lifted.
- 73% of business thought that there would be no impact on their business if the gates were always shut and 61% thought that there would be no impact if the gates were always open. Of the businesses that were located in gated precinct area, 78% would like to be able to 'spill out' their business onto the paved area in front of the shops.
- More choice or variety of shops, more activities, more choice of food or drink during the day and more plants, trees or flower boxes were the top things that would make residents and shoppers visit Front Street more often. These were also the top things that businesses thought would make residents and shoppers visit Front Street more often.

- Cafés, restaurants and independent shops were the highest ranked aspects that residents and shoppers thought were missing from Front Street.
- A better variety of shops and businesses, a better variety of places to eat and more independent businesses were the top ranked aspects that businesses thought would most to improve footfall on Front Street.

### Future vision of Front Street

- When asked about their vision of Front Street for the future, 41% of residents and shoppers would like Front Street to be like Bishopthorpe Road, or like some aspect of Bishopthorpe Road. More greenery, independent shops and businesses and a variety of shops were mentioned by over 10%.
- When asked about their vision of Front Street for the future, 30% of businesses would like Front Street to be more attractive. Safety or a reduction in anti-social behaviour, seating and greenery were also mentioned by one-quarter of businesses. Businesses were less likely to want Front Street to be like Bishopthorpe Road than residents and shoppers.
- 9% of residents and shoppers were interested in opening a business on Front Street, however many expressed that they were unlikely to do so, due to not having the money or experience, or that opening a business would be dependent on other factors (for example funding, affordable rents, affordable business rates or regeneration of the area). The most common type of business respondents would like to open was a café or coffee shop, with 22% interested in opening this type of business.

Your vision of Front Street in the future? Top 10 (Residents & Shoppers - Coded)



## SURVEY RESULTS (Cont.)

### Travel to Front Street

- The majority of residents and shoppers (85%) normally travel to Front Street by walking. 70% of businesses thought that their customers normally travel to Front Street by car (either as driver or passenger), while only 38% of residents and shoppers said they normally travel by car.
- Of the 11% of respondents who do not normally walk or cycle to Front Street, 31% stated that it is not possible for them to walk or cycle more on their visits to Front Street, 21% would need a change in their personal circumstances to be able to walk or cycle more and 17% stated that nothing would make them walk or cycle more.
- Although 37% of businesses thought that it would not be possible for their customers to walk or cycle more on their visits to Front Street, 26% thought that more cycle racks and storage would enable their customers to cycle more and 16% thought more or better cycle lanes would help. One-in-five (21%) thought a general improvement to Front Street (not related to walking or cycling) would enable their customers to walk or cycle more, with some businesses thinking that if people had more of a reason to come and spend time on Front Street they would walk or cycle more.

*Refer to Appendix 1 for the full details of the survey responses.*

## SOCIAL MEDIA

Any Council-procured project, including the Future of Acomb Front Street, must adhere to a series of high level principles, including using a variety of engagement tools to gain an understanding of a diverse range of people's needs and ideas, cultivating open debate about complex issues, and building networks to retain community involvement and influence in decision-making, design and delivery. This runs in parallel with the Council's Big Conversation approach, which actively seeks resident input, opinion and feedback on some of York's biggest challenges to build into our core strategies.

The Front Street project reached an unusually high number of people through extensive survey work, and social media has been another valuable tool for this initiative in generating energy and excitement about the local area.

We set up a website page dedicated to shaping the future of Acomb Front Street - [www.york.gov.uk/AcombFrontStreet](http://www.york.gov.uk/AcombFrontStreet) - and encouraged people to have their say through Facebook and Twitter, as well as providing an email address for more detailed feedback. This sparked various different discussions and ideas from people, groups and organisations, which we have subsequently been able to feed into some of the options you will find in this report.

## ACOMB ALIVE

Acomb Alive!, the Traders' Association for Acomb, have long championed the potential of Acomb Front Street as a magnet for the community and a 'go to' place for shoppers and visitors. They have already played their part in energising the area by establishing the local market and setting up Christmas lights displays, and they know much more is possible given the physical space, appetite for change and local pride in the area. Their members are keen to see this regeneration vision evolve and have wholly supported the process undertaken which has had unprecedented input from locals, businesses and visitors, to breathe new life into Front Street.

## CONSULTATION HEADLINES

A total of 1,261 residents/shoppers and 32 businesses completed the survey – giving a robust sample and good confidence in the results. 4 out of 10 residents/shoppers would speak positively about Front Street – with the greengrocers, the variety of shops and convenience ranked highly. Businesses ranked the community, variety of shops and parking highly.

Both residents/shoppers and businesses agreed that more choice or variety of shops, more activities, more choice of food or drink during the day and more plants, trees or flower boxes would make residents and shoppers visit Front Street more often. When asked about their vision of Front Street for the future, 41% of residents and shoppers would like Front Street to be like Bishopthorpe Road, or like some aspect of Bishopthorpe Road. However, businesses were less likely to want Front Street to be like Bishopthorpe Road that residents and shoppers.

Although the majority of residents and shoppers (85%) normally travel to Front Street by walking, 70% of businesses thought that their customers normally travel to Front Street by car (either as driver or passenger) – in fact only 38% of residents and shoppers said they normally travel by car.

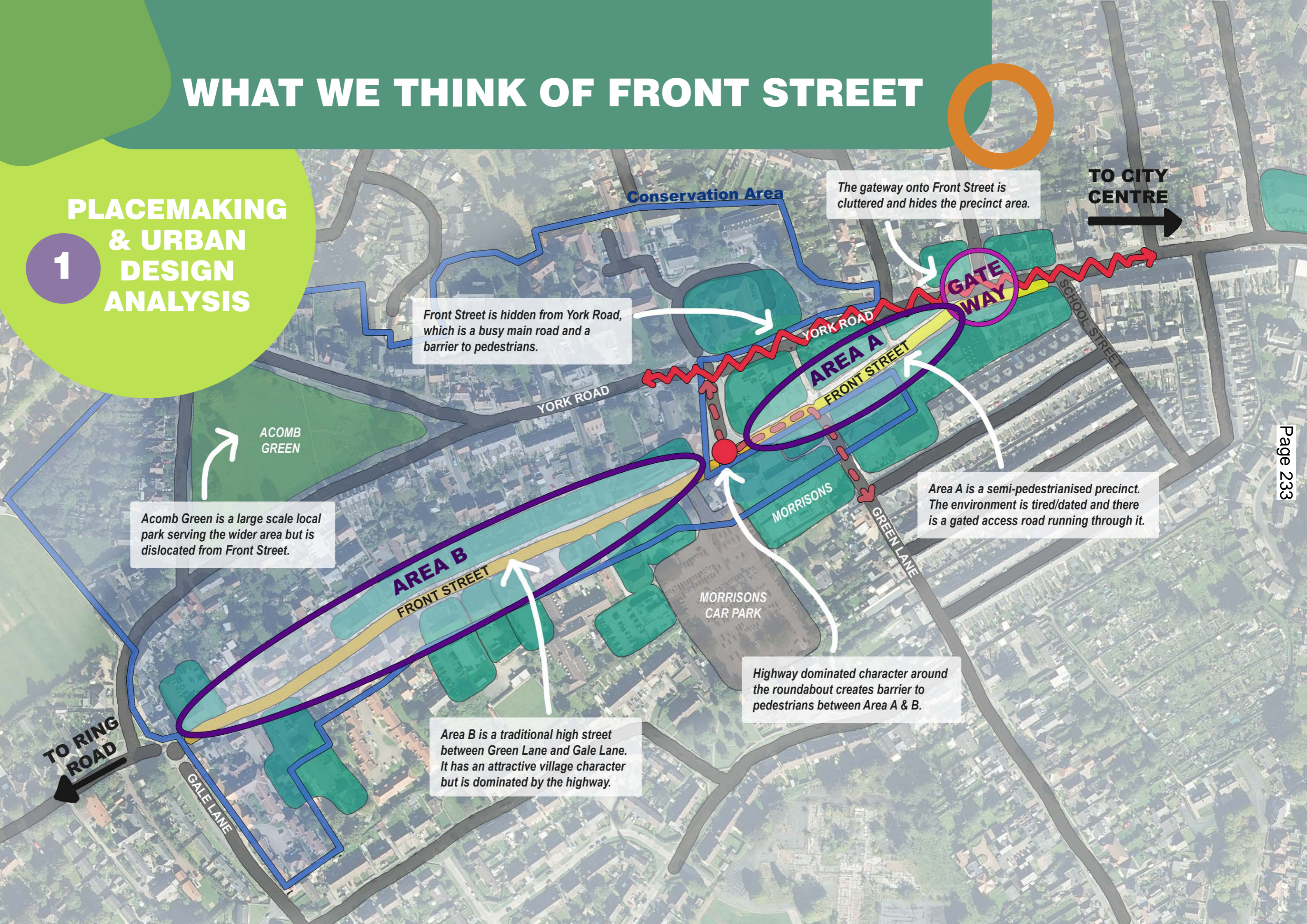
In relation to parking, there was a divergence of view between residents/shoppers and businesses. 59% of residents and shoppers and 45% of businesses thought parking restrictions on Front Street are fine as they are. Businesses were more likely to think parking should be allowed at all times, with 8% of residents and shoppers and 23% of businesses thinking that parking restrictions should be completely lifted. However, 73% of business thought that there would be no impact on their business if the gates were always shut and 61% thought that there would be no impact if the gates were always open.

These survey results along with the social media conversation and stakeholder discussions have helped our understanding of the big issues and the varying perceptions. The emerging project ideas are guided by the consultation process.

# WHAT WE THINK OF FRONT STREET

## PLACEMAKING & URBAN DESIGN ANALYSIS

1



Front Street is hidden from York Road, which is a busy main road and a barrier to pedestrians.

The gateway onto Front Street is cluttered and hides the precinct area.

TO CITY CENTRE

ACOMB GREEN

Acomb Green is a large scale local park serving the wider area but is dislocated from Front Street.

Area A is a semi-pedestrianised precinct. The environment is tired/dated and there is a gated access road running through it.

Highway dominated character around the roundabout creates barrier to pedestrians between Area A & B.

Area B is a traditional high street between Green Lane and Gale Lane. It has an attractive village character but is dominated by the highway.

TO RING ROAD

GALE LANE

MORRISONS CAR PARK

MORRISONS

YORK ROAD

FRONT STREET

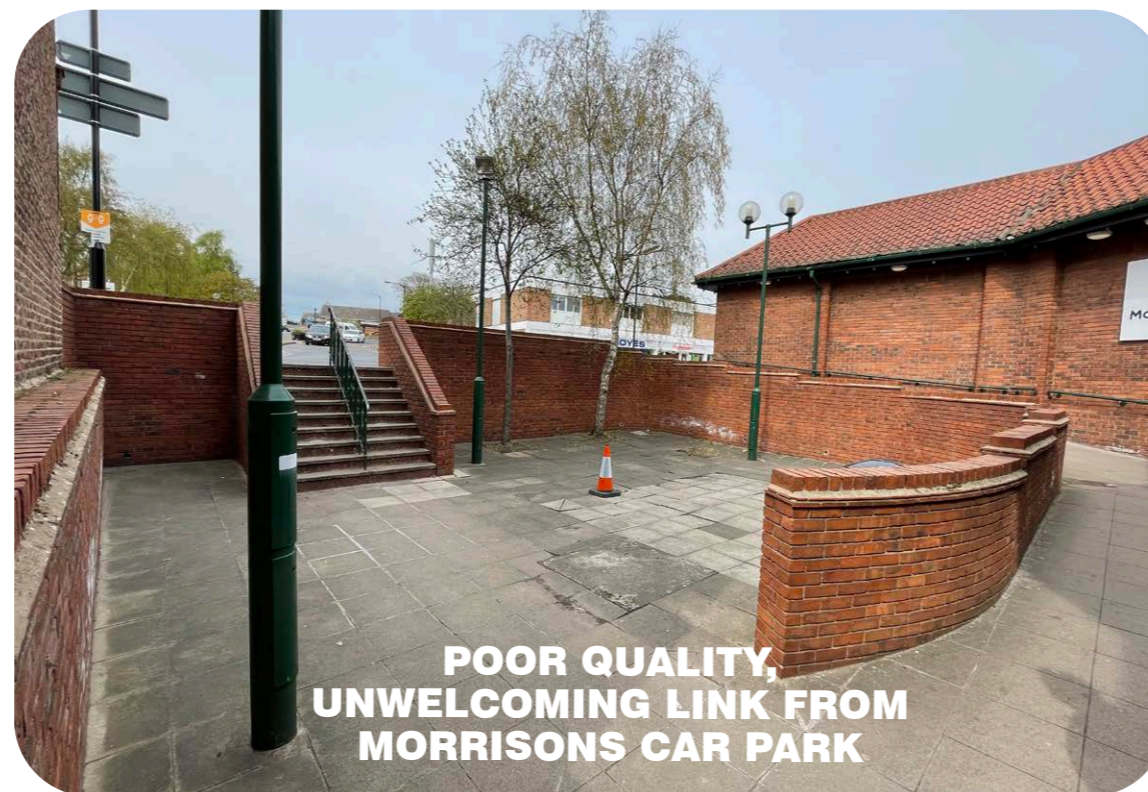
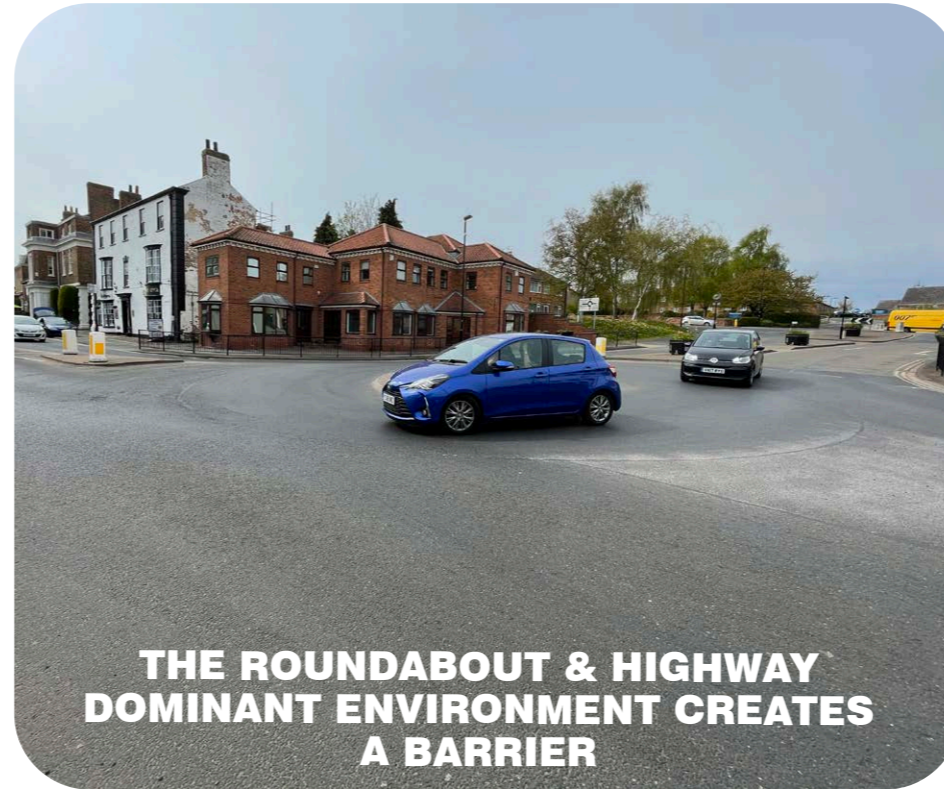
GREEN LANE

SCHOOL STREET

GATEWAY

# 1

## PLACEMAKING & URBAN DESIGN ANALYSIS



# 2

## TRANSPORT ANALYSIS

### GENERAL OBSERVATIONS

The main junction at York Road and Carr Lane presents a natural traffic calming measure, but as a result means that the junction dominates the arrival experience into Front Street. The traffic noise and application of breaks means sound pollution and potentially poor air quality at what should be the gateway to Front Street. The precinct area is gated with a one way access road closed to traffic between 10.30am – 4pm, creating a semi pedestrianised character to space.

The roads around the site are typically single lane single carriageway. While this helps encourage vehicles to travel at slower speeds, the highway dominant character of the roads and in places wide carriageway widths have the opposite effect, creating a challenging environment for pedestrians. The short link road that connects York Road to Front Street (via the roundabout), to the western side of the precinct area opens out to two lanes. This means vehicles travelling at slower speeds are potentially allowed to accelerate between the two roundabouts. This is poor use of the space and appears unnecessary when the roads approaching this area are single lane and more controlled. This contributes to the barrier effect created by this area of the site.



The precinct area of Front Street is hard and lacking greenery and features that would encourage people to dwell and enjoy. The section of Front Street that extends beyond Morrisons has a village high street feel, greenery starts to emerge and the space feels less harsh.



### PARKING

Outside of the main Morrisons car park, on-street parking is provided throughout the Front Street area.

- On-street parking on York Road in advance of the Front Street area is well used and presents an opportunity to act as a traffic calming measure to slow vehicles passing.
- On-street parking within the gated precinct area of Front Street appears to be popular during evenings to permit access to fast food outlets and convenience stores. This means vehicles dominate the space outside the pedestrianised periods and limit the use of the space for community and family use outside of the 10.30am – 4pm periods.
- On-street parking along Front Street between the roundabout and Gale Lane, appears well used supporting local businesses and presents an opportunity to act as a traffic calming measures to slow vehicles passing. The poor quality pedestrian links from Morrisons car park may deter use of Acomb Front Street's main car park when visiting this area.

Disabled parking bays adjacent to Halifax appear well used but questionable how many are blue badge holders. The position of these bays means the gateway onto Front Street is dominated by highway interventions, signage and barriers. Manoeuvring in and out of these bays when the pedestrian period is enforced creates a potentially dangerous arrangement as access is in close proximity to the York Road/Carr Lane junction. There is a real need for disabled parking in the area but a location that permits safe access to Front Street, while enabling a quality gateway space.



Free parking at Morrisons provides a convenient option for motorists but also means that most arriving at Front Street do so via Morrisons. While having a relatively large main car park is a positive feature for Front Street, it also may mean that potential customers for the wider area may be drawn into Morrisons and not venture beyond. This likelihood is intensified when consideration is given to the poor quality environment that is present along the pedestrian cut through by Morrisons. Its poor quality public realm, high wall and blank facades, with highway beyond, do nothing to create a connection that encourages pedestrians to venture further onto Front Street. The alternative route being the busy highway dominated entrance into the car park, which could be made considerably more accessible attractive and safer for pedestrians.



The informal parking that takes place in the lay-by area off York Road is poorly laid out and not an efficient use of the space. This space should be planned better to enable deliveries to this area at set times and is a potential option for more formal short stay parking together with blue badge parking (to free up the space at Halifax).

It is noted through this process that Front Street currently does not have a car share scheme location or car charging points. An opportunity to include these within Front Street should be considered.

## CYCLING

York is fast becoming a cycle city and being the busiest retail centre outside of the city centre, there are no dedicated cycle lanes to and from Front Street. This should be seriously considered as part of wider ongoing work. Convincing residents to cycle and walk in lieu of driving can only occur if there is encouragement and a real alternative that is safe and more attractive than driving. Cycle lanes and better cycle parking (at the edges of the space) should be investigated further to reduce the reliance on car use.

## PEDESTRIANS

Most pedestrians appear to arrive by either walking or private car. Few appear to arrive by public transport. Pavements are generally wide but the gated access road and associated bollards and signage that dissects the precinct area, the physical barriers around Morrisons area and the busy highway dominant roads helps make Front Street feel like a space designed for vehicles. These type of issues are reflected throughout Front Street, with all the visual clues pointing to vehicular priority and detracting from the visitor experience. Fixing these issues can change perceptions and encourage cafe culture and the use of the space by families.

Barriers are also present along the western end of the precinct, nearing the signalised crossing point and Boyes. Highway railings fence off space, give the perception of a barrier and do not encourage ease of pedestrian movement through the space. The signalised crossing is also a feature that suggests vehicles have priority and pedestrians are simply permitted to cross. The main entrance of Morrisons is a highway junction which creates a conflict between vehicles and pedestrians. Consideration should be given in the future to removing these type of barriers and introducing a raised road table to enhance the link between the precinct area, Morrisons and beyond.

The arrival experience for pedestrians entering Front Street from the main north east gateway is very poor. The informal crossing points dotted along York Road and alley links into the precinct are equally poor quality for pedestrians and discourage access. The interface with York Road could be much improved and turned into a positive edge and frontage to Front Street.





# 3

## ECONOMIC ANALYSIS

### RETAIL ECONOMIC OVERVIEW

The impact of COVID-19 has had a dramatic effect upon high streets, with a reduction in footfall and indeed closures of business. The hospitality sector has perhaps been the worst affected. The High Streets Task Force/Springboard categorises centres into 4 different types and Front Street could be described as being 'multifunctional' as it provides a wide range of functions and services to a catchment which is relatively local. The presence of an essential retailer such as Morrisons in particular together with some others will have helped to generate footfall and activity.

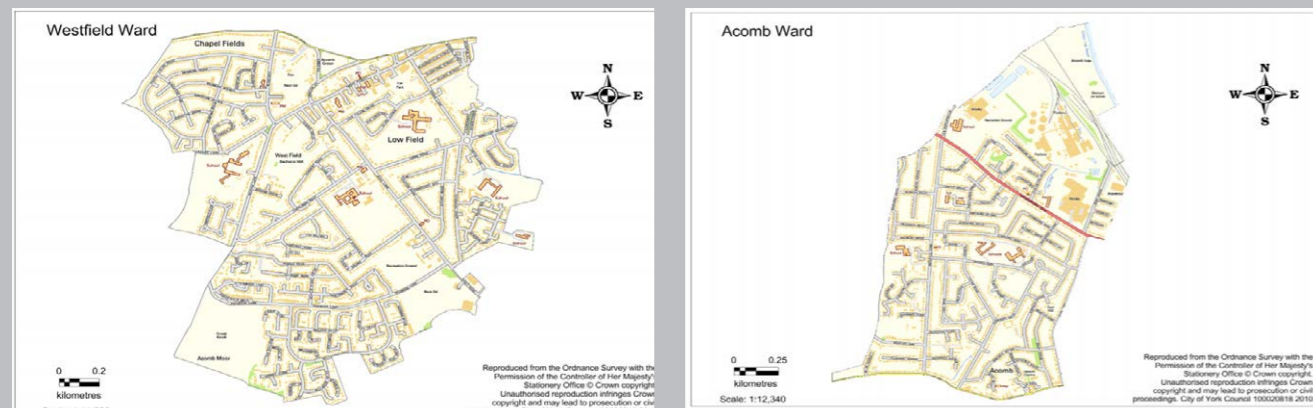
As lockdown eases it will be increasingly possible to see whether some of the smaller businesses will recover and indeed whether there will be opportunities from operators seeking accommodation for new businesses benefiting from the 'rediscovery' of local centres and facilities.

Given the range of retailing activities we would anticipate that the impact of online retailing on Front Street will be somewhat limited (but not non-existent) as the mix of shops and services will appeal to 'in-person' visits. The challenge remains however that trends such as the need for improvements in experience will still be needed in order to compete in an competitive environment.

### SOCIO-ECONOMIC AND DEMOGRAPHIC OVERVIEW

Front Street is situated close to the northern boundary of the Westfield Ward which abuts the Acomb Ward to the north. Figure 1.1 below shows both ward boundaries. This section considers both wards given that Front Street is located in close proximity to the Acomb Ward.

Figure 1.1 - Westfield Ward & Acomb Ward



Source: York City Council

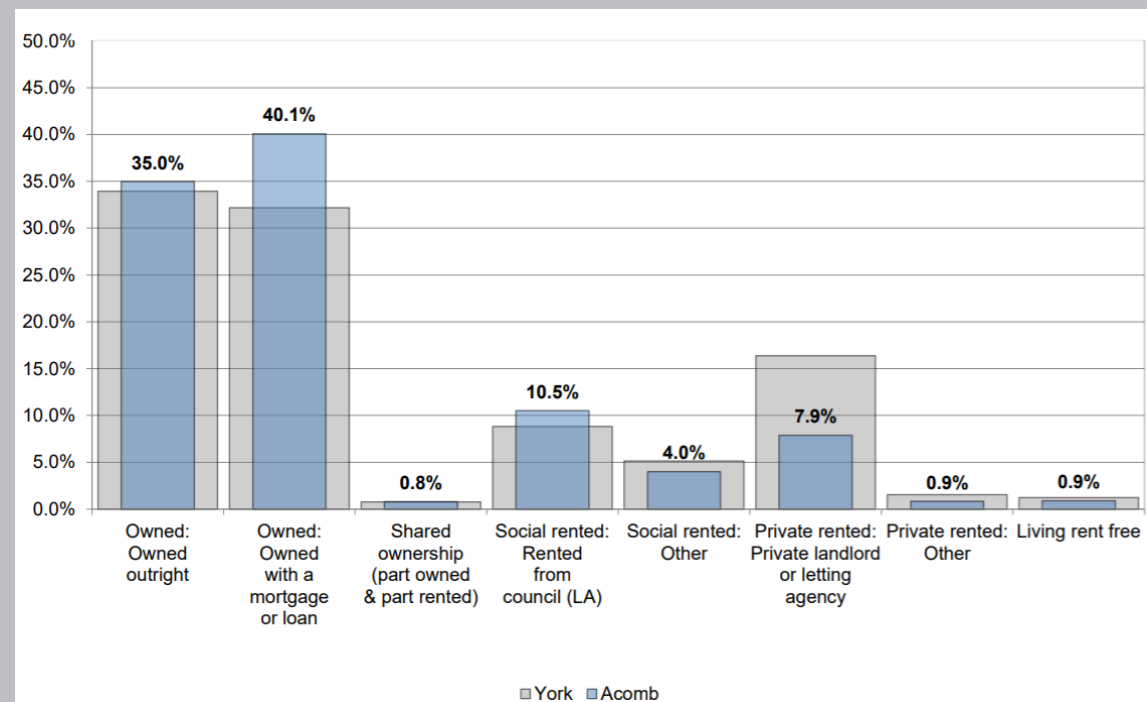
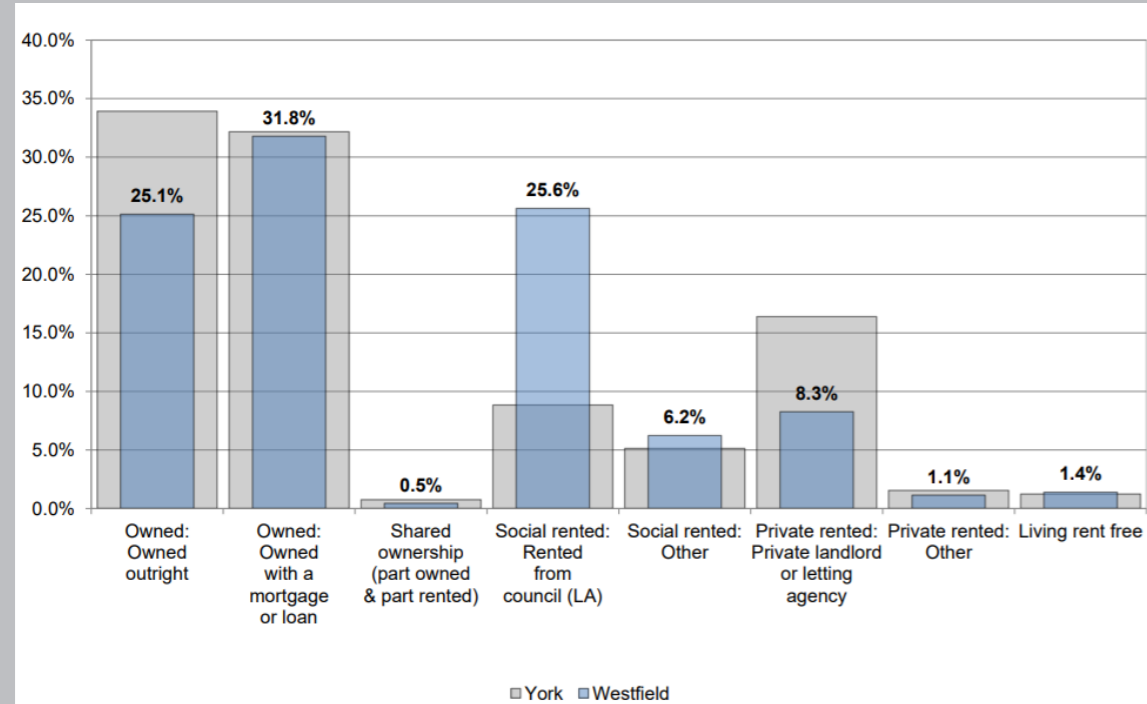
	Westfield Ward	Acomb Ward
Residents	14,109	9,208
Average Net Weekly Household Income (2017/18)	£651.92	£676.15
Home ownership		
Own outright/mortgage	57%	75%
Private Renters	9%	9%
Social Tenants	32%	15%
Percentage children in low income families	21.6%	12.4%
Percentage of households in Fuel Poverty	8.6%	8.6%
Percentage claiming out of work benefits	6.2%	3.7%

The table above indicates that the Westfield Ward profile reflects a community which suffers from greater levels of deprivation than the Acomb Ward to the north. Front Street will clearly serve both communities, segments of which may have slightly differing needs. The vibrancy and vitality of Front Street will rely on both of these catchments for a thriving local centre and indeed local employment opportunities and services are of importance.

## HOUSING TENURES

It is useful to look at the housing tenures when considering the socio-economics of a place. Figure 1.2. below shows that home ownership (ether outright or with a mortgage) is the predominant tenure type in both wards. In Westfield, home ownership with a mortgage is more regular compared with any other tenure type and accounts for 32% which is the same as the wider City of York area. In Acomb, again home ownership with a mortgage is more regular compared with any other tenure type accounting for 40%. Affordable housing (shared ownership and social rent) make up over 30% in Westfield compared with 15% in Acomb ward.

Figure 1.2 - Housing Tenures in Westfield and Acomb Ward

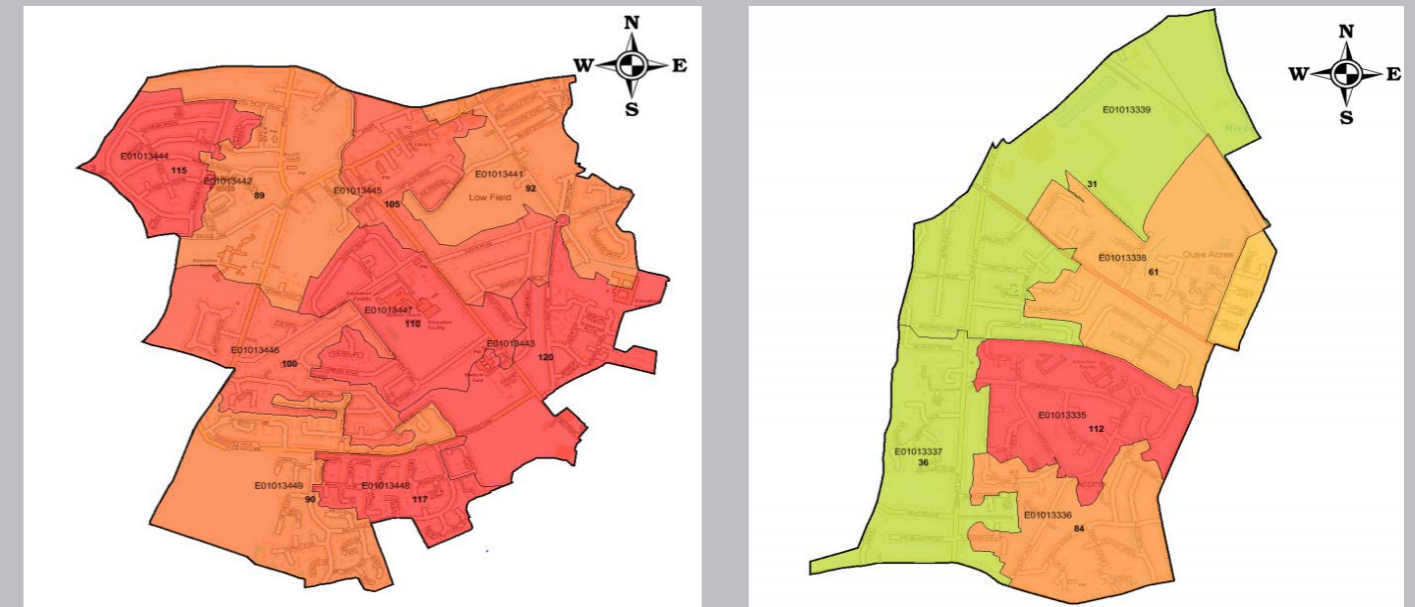


Source: York City Council

## INDEX OF MULTIPLE DEPRIVATION

The IMB is a widely used dataset which classifies the relative deprivation of wards in the United Kingdom. Components of deprivation include; Income, Employment, Education, Health, Crime, Barriers to housing and services and the living environment.

Figure 1.3 - IMD for Westfield and Acomb Wards 2019



Source: York City Council

Figure 1.3 above shows the IMD for both the Westfield and Acomb ward. It can be seen that in the Westfield ward the area to the south east has the highest score for deprivation (120), whilst Front Street is situated in an area with a slightly lower score of 105. In general the Westfield ward is highly deprived which suggests a low quality of life across the different components of deprivation. In comparison, the Acomb ward is generally less deprived, apart from the area around Carr infant and junior school which has an IMD index of 112. Overall, it appear that residents in the Acomb ward have a higher quality of life compared with the Westfield ward when comparing the components of deprivation.

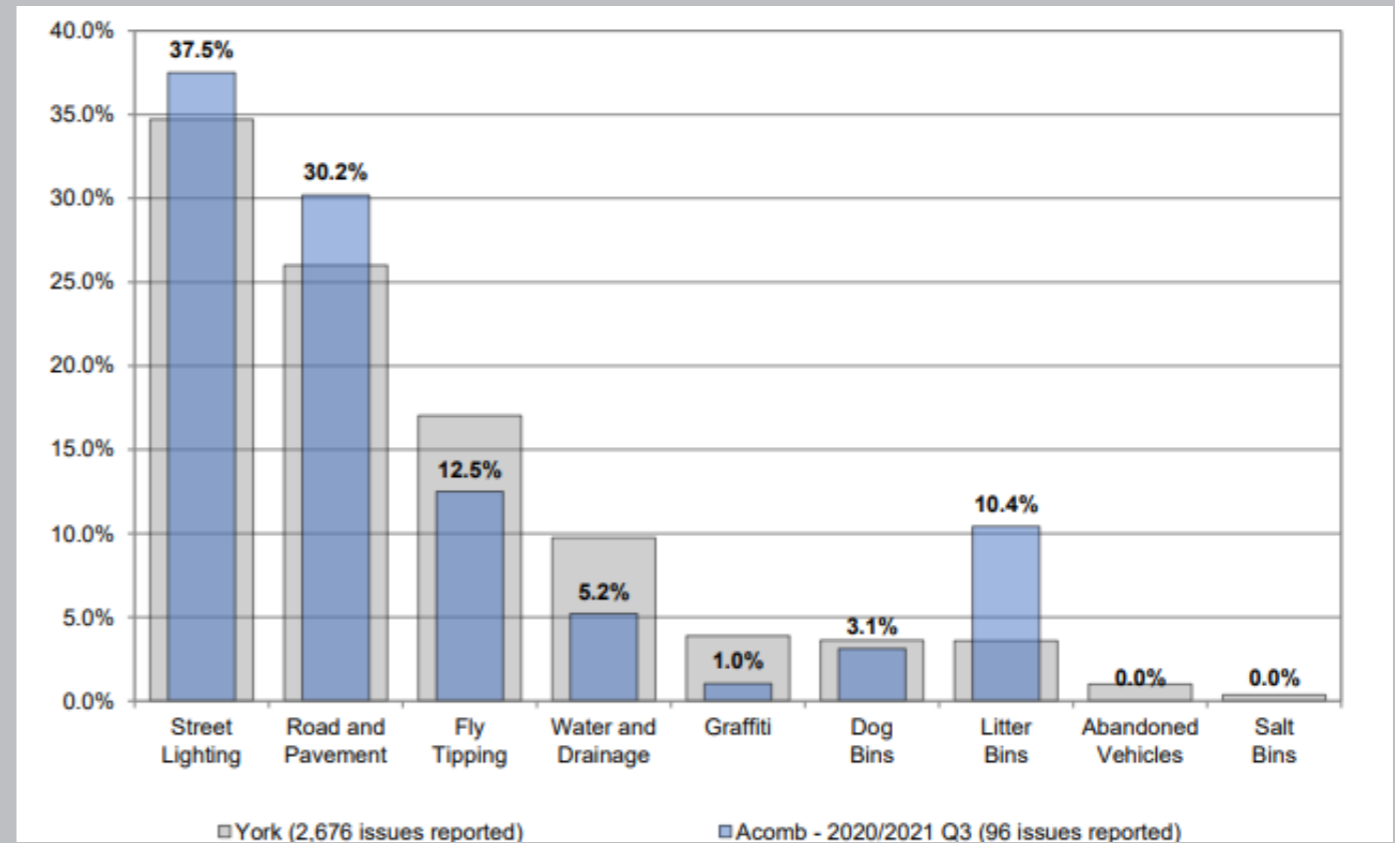
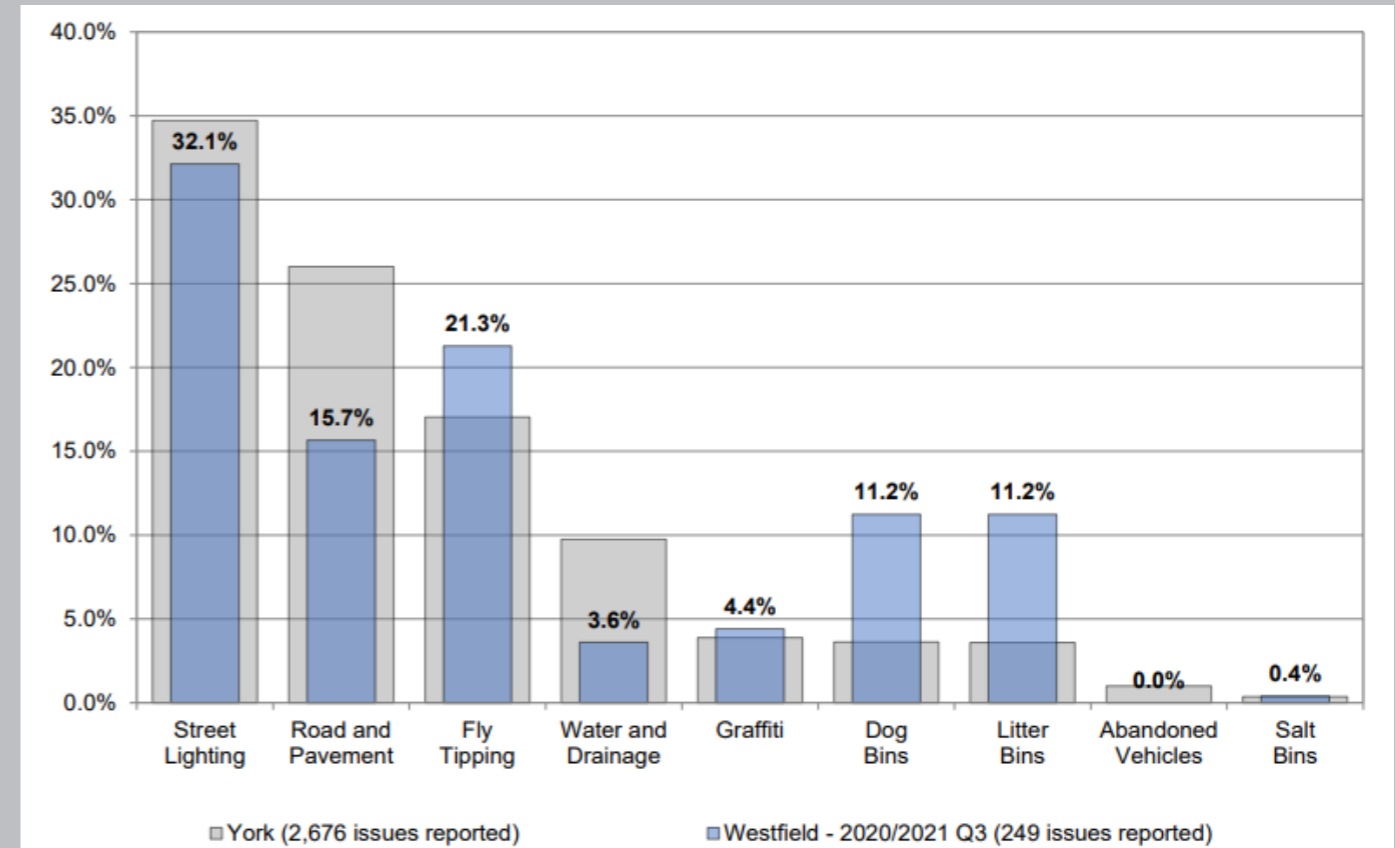
## PUBLIC REALM

Public realm is defined as the space around, between and within buildings that are publicly accessible, including streets, squares, parks and open spaces. York City Council have collected and analysed the number of issues reported in relation to public realm across every ward. The latest data available is for Q3 2020/2021, Figure 1.4 below shows this data for the Westfield and Acomb wards.

In the Westfield ward, 249 issues were reported compared to 96 in the Acomb ward in Q3 (2020 / 21). In both wards, street lighting, road and pavements and fly tipping recorded the highest numbers of issues. This data can be directly related the IMD given that one of the components relates to the living environment. It is therefore not surprising that there were more issues reported in the Westfield ward in relation to the public realm given that this ward has a higher deprivation index compared with the Acomb ward.

This data provides a useful indication of the improvements which should be made, particular in the Front Street study area.

Figure 1.4 - Public Realm issued reported - Westfield and Acomb wards

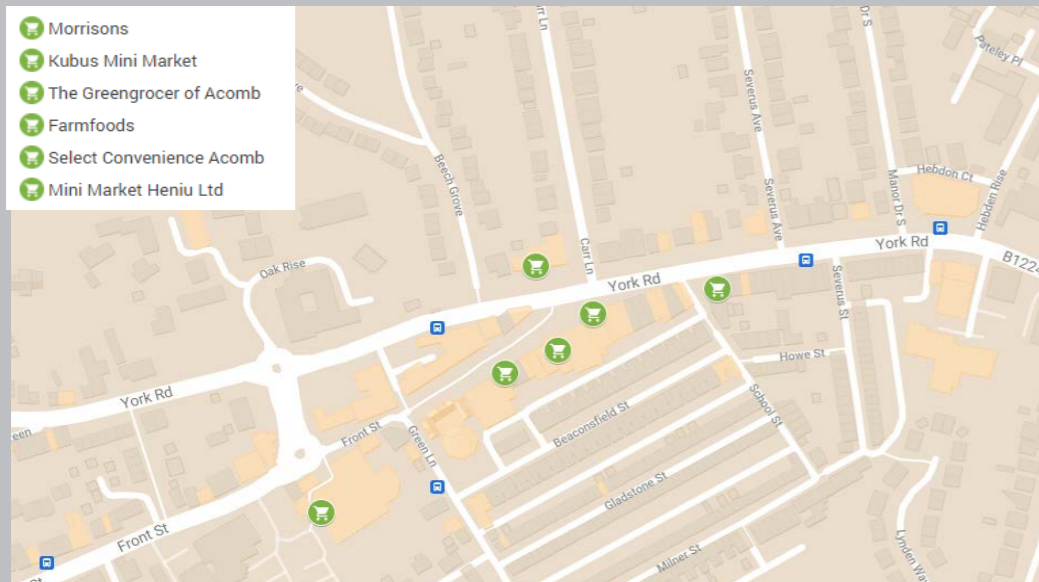


Source: York City Council

## RETAIL AND LEISURE PROVISION

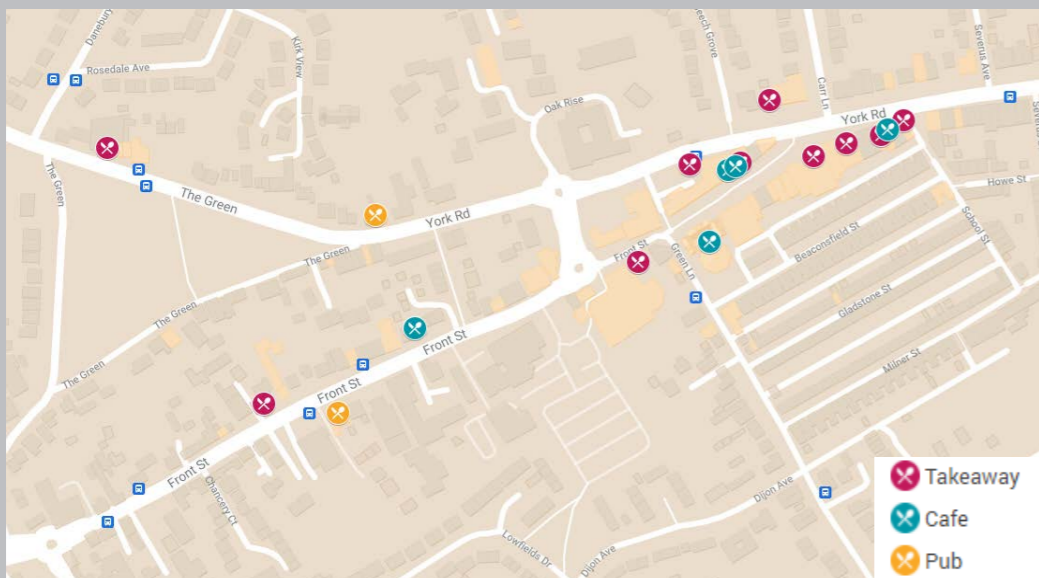
This section provides a high-level review of the supply of convenience, 'food & drink' and comparison retail along Front Street, Acomb and the immediate area.

Figure 1.5 shows the current convenience retailing along Front Street and the immediate area, the largest retailer being Morrisons located at the south western end of Front Street.



Source: Google My Maps, May 2021

Figure 1.6 demonstrates the supply of existing food and drink retail along Front Street and the immediate area. There are 11 takeaways, 5 cafés and 2 pubs with a high concentration along Front Street. It should be noted that there is no restaurant and the 'evening offer' is limited.



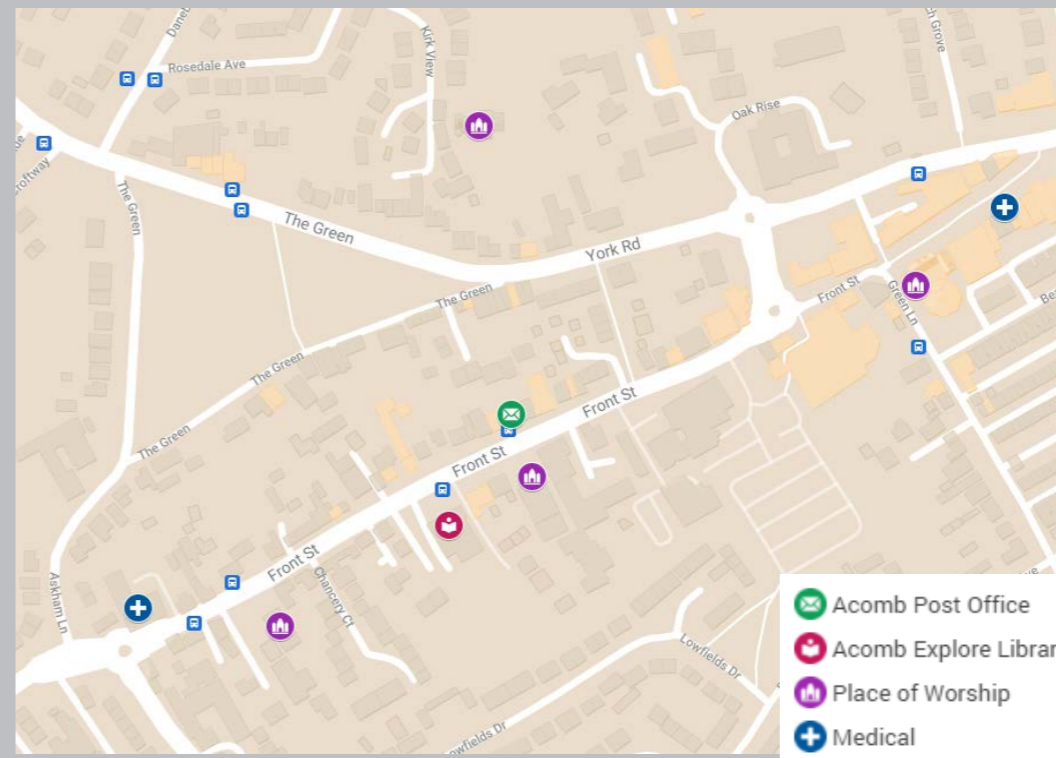
Source: Google My Maps, May 2021

Figure 1.7 shows that these uses are distributed along Front Street and that there is a varied offer. It must be noted that the west of Front Street is interspersed with residential use and therefore presents a very different character and experience.



Source: Google My Maps, May 2021

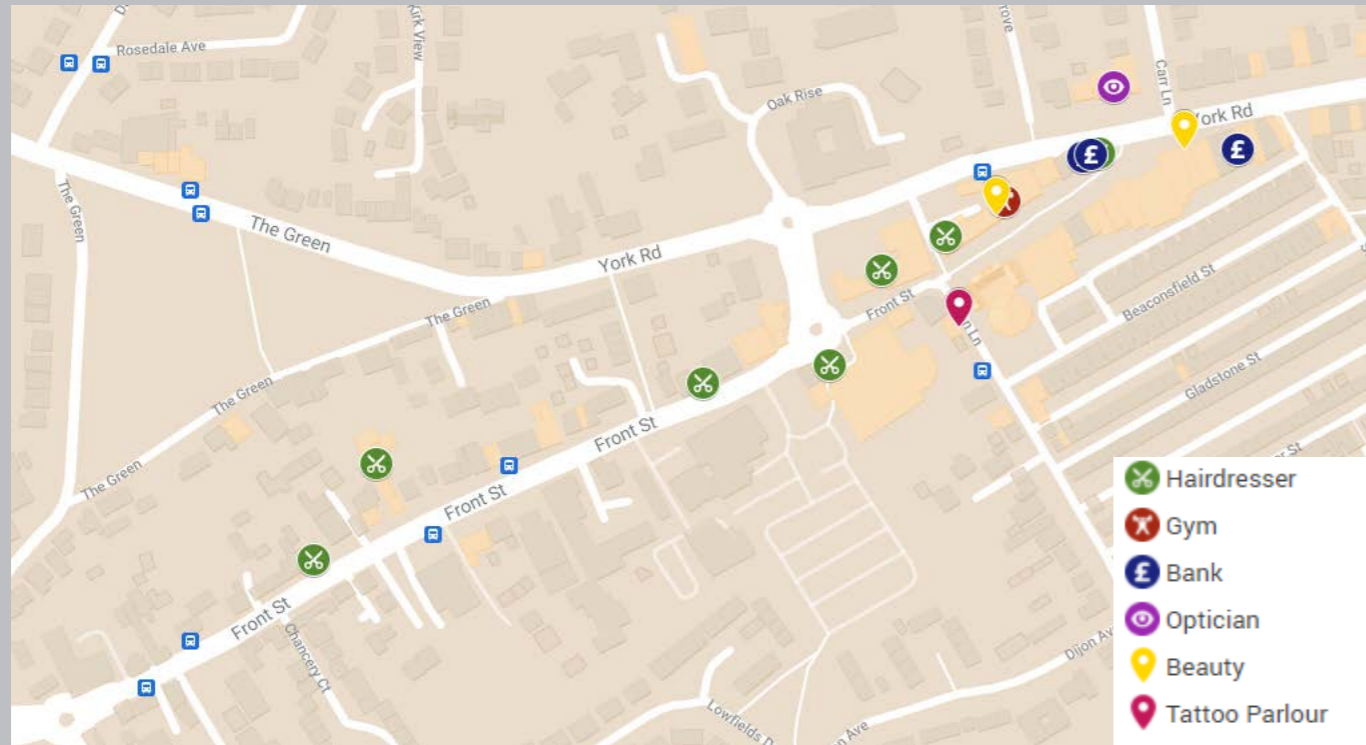
Figure 1.8 considers the provision of public services such as places of worship, post office, public library and medical facilities. It can be seen that each is represented either on Front Street or within close proximity.



Source: Google My Maps, May 2021

Figure 1.9 below shows the provision of personal services such as banks, opticians and hairdressers along Front Street and the immediate area. It can be seen there is an abundance of hairdressers, 7 in total, all within close proximity of each other. Other provisions include:

- Gym - Ouch Potato
- Two banks, Halifax and a Building Society
- Eyecare Opticians
- Beauty - York nail and spa and lash candy
- Tattoo Parlour - Black Tides Tattoo



Source: Google My Maps, May 2021

## CONCLUSIONS

Front Street benefits from two distinct catchments which have differing socio-economic profiles. Our analysis shows that Front Street and its immediate area benefits from a variety of comparison, convenience, food and drink retailing along with personal and public services.

The area is also well connected to York City Centre, which is located circa 3 miles to the east along the B1224 which makes it an ideal location for commuters to live and for those residents looking to shop at national retailers.

Whilst the COVID-19 period online sales have increased significantly, Front Street has benefited from the presence of operations deemed essential and indeed the ability to walk to access these facilities does benefit the local catchment. With the combination of independent operators and accessibility the level of vacancies in Front Street is low.

We would consider that investment in improving accessibility to the residents within the two wards is important to the success of the centre and indeed the experience and relevance of the centre to serve this catchment.

# 4

## SWOT ANALYSIS

### STRENGTHS

- Morrisons provides an anchor store and free car parking for visitors.
- Busy, well used local centre with a wide range of retail, services and community uses.
- New businesses occupying spaces brings energy.
- Future York Central development will improve connections and possible demand for Front Street (so too will Lowfield Lane development).
- Wide pavements in areas.
- Links and frontage to York Road.
- Significant residential population within easy walking distance.
- Acomb Alive traders association is active and has delivered many initiatives including the popular Christmas Lights and Farmers Market.

### WEAKNESSES

- Limited/poor quality seating opportunities.
- No play facilities (outside of main parks).
- Landscape feels like a road passing through a square.
- Quality and use of wide pavements.
- Limited food and beverage offer (lacks high quality evening economy).
- Front Street is disjointed and doesn't read as a single place or destination. The precinct has its own character in contrast to the high street running from Morrisons up to Gale Lane.
- The public realm and environment is tired and outdated in the precinct and the connection with Morrisons.
- Gateways, pedestrian connections and wayfinding are poor in general. The area around Boyes and the roundabout are dominated by vehicular infrastructure creating a barrier between the two halves of Front Street.
- There is an absence of a gateway or announcement of the space to those passing on York Road – meaning potential additional customers are being missed.

### OPPORTUNITIES

- Potentially serves a large area of York and within walking distance as an alternative to the city centre.
- There is plenty of outdoor space that could be brought into better use to support businesses and to create an attraction for visitors.
- To create a public space that is at the heart of the community and better serves the residents and greater number of people may work from home in the future.
- Create a gateway on York Road to announce Front Street as an interesting space and valuable piece of public realm.
- Better connect the public realm to those businesses on York Road to Front Street – and calm traffic at the same time.
- Improve the public realm by reducing street clutter and barriers.
- Reduce vehicle dominance (or the perception of) through altering vehicle access and introducing better delivery strategies off York Road.
- Improve connection to Morrisons by altering the space that connects the two and possibly enable Morrisons to have activity on Front Street.
- Better utilise the highway on York Road to provide parking and release space at the front of the Bank.
- Bring back into use the WC's to provide a needed facility in Front Street.
- Possible café culture and branding on York Road to draw attention to the area from passing trade.
- Introduce play space and create a centre that focuses on the residents and creates a heart to the community that does not rely on people spending money.
- Tie in with various upcoming initiatives at Acomb Explore Library.
- The precinct offers the opportunity for spilling out/back of pavement trading.
- Potential to attract local office based workers and businesses.
- Encourage more civic and community investment.
- Support local start ups and new ways of working (such as co-working space).

### THREATS

- The national trends of the declining high street which have been accelerated by COVID-19.
- Lack of fast action to support local businesses, attract more visitors and create a clear brand for Front Street.
- Potential for a gradual decline in the quality of shops/offer.
- Focus on vehicles as opposed to pedestrians.
- Front Street struggles to capture potential visitors due to poor quality arrival spaces, pedestrian environment and lack of social/seating spaces.
- Permitted Development rights could lead to loss of commercial space/vibrancy.

# 5

## KEY THEMES

### A FRIENDLY, COMMUNITY FOCUSED, LOCAL CENTRE

- There is significant warmth, loyalty and pride for Front Street, along with concern over decline. On the back of this there is an opportunity to think big and bold to capture the imagination of existing and potential visitors.
- Front Street already features many community buildings, facilities and independent businesses. The future of the high street is create activity, a wide variety of reasons to visit and a place for the community to come together. Front Street needs to shout louder about what already has as a place for all ages to visit and build on this asset by adding new layers of activity, inclusivity and access. The quality of the environment needs to transform to reflect this being a friendly place.

### TIRED ENVIRONMENT BUT BENEFITS FROM PLENTY OF SPACE

- The precinct area and the link to Morrisons is poor quality architecturally and in its environment/public realm. This is in contrast to the village character of Front Street that extends to Gale Lane. Two distinctive places and destinations is a positive feature if the quality and connectivity is lifted for mutual benefit.
- The precinct has plenty of space and is a blank canvas to be bold in design terms, creating a new distinctive attraction that sets it apart from other York destinations and local high streets. There is also space to 'go green' for the benefit of the environment and health and wellbeing.

### A DISCONNECTED PLACE WITH BARRIERS TO PEDESTRIANS

- York Road is a busy main road running alongside Front Street, with a vehicular dominant character. It forms a barrier to pedestrians accessing Front Street and separates businesses that run along York Road from being seen as part of Front Street.
- The main gateway off York Road hides Front Street from passing pedestrians and traffic. This is a cluttered space, dominated by the blue badge parking area and gated vehicular access point. This needs to become a welcome matt to encourage people to visit.
- The area around Boyes, Morrisons and the roundabout is the main barrier to unifying Front Street as a single place. A move away from vehicular dominance in this space over time is necessary to bring Front Street together.
- The precinct is currently severed by the gated access road that is open to traffic out of core hours and also provides service access to businesses. This in turn adds clutter and highway infrastructure such as rows of bollards, signage and barriers into an environment that is largely pedestrianised. The removal of through traffic would transform the environment and perceptions of this space.

### A LARGE NUMBER OF SHOPS AND RANGE OF USES

- Front Street benefits from a wide range of shops, local services and community buildings. There is a sense of decline in the general offer, but there are signs of new high quality offer emerging such artisan bakers and greengrocers and an appetite to increase this offer to encourage cafe culture and an evening economy.
- Shops and businesses are scattered along Front Street and the wider area. Therefore the full offer is not apparent or easily accessible to visitors.

# THE FUTURE OF ACOMB FRONT STREET



## VISION

We believe Acomb Front Street should shout louder and prouder about its many positives as destination for local residents and the wider community in York.

It is a friendly place with reasons to visit for all ages. It offers two distinctive character areas alongside convenient parking and an anchor supermarket. However its accessibility, public realm and visitor experience is poor, which deters footfall and stops Front Street reaching its full potential. There is an urgency to act now within the context of national trends, the post COVID-19 recovery and the clear message for change given by local residents and businesses through this study.

### The project ideas therefore aim to:

- Improve the visitor experience.
- Fix physical barriers.
- Create a stronger brand.
- Support local businesses and community groups.
- Introduce a bold community linear park as a major new attraction to Acomb Front Street.

The project team developed a shopping list of project ideas for physical improvements to Acomb Front Street. These emerged through the process, based on consultation with residents and businesses, input from stakeholders including Acomb Alive and our analysis of Acomb Front Street.

**The following pages describe the project ideas and sets out design principles and next steps towards delivery.**



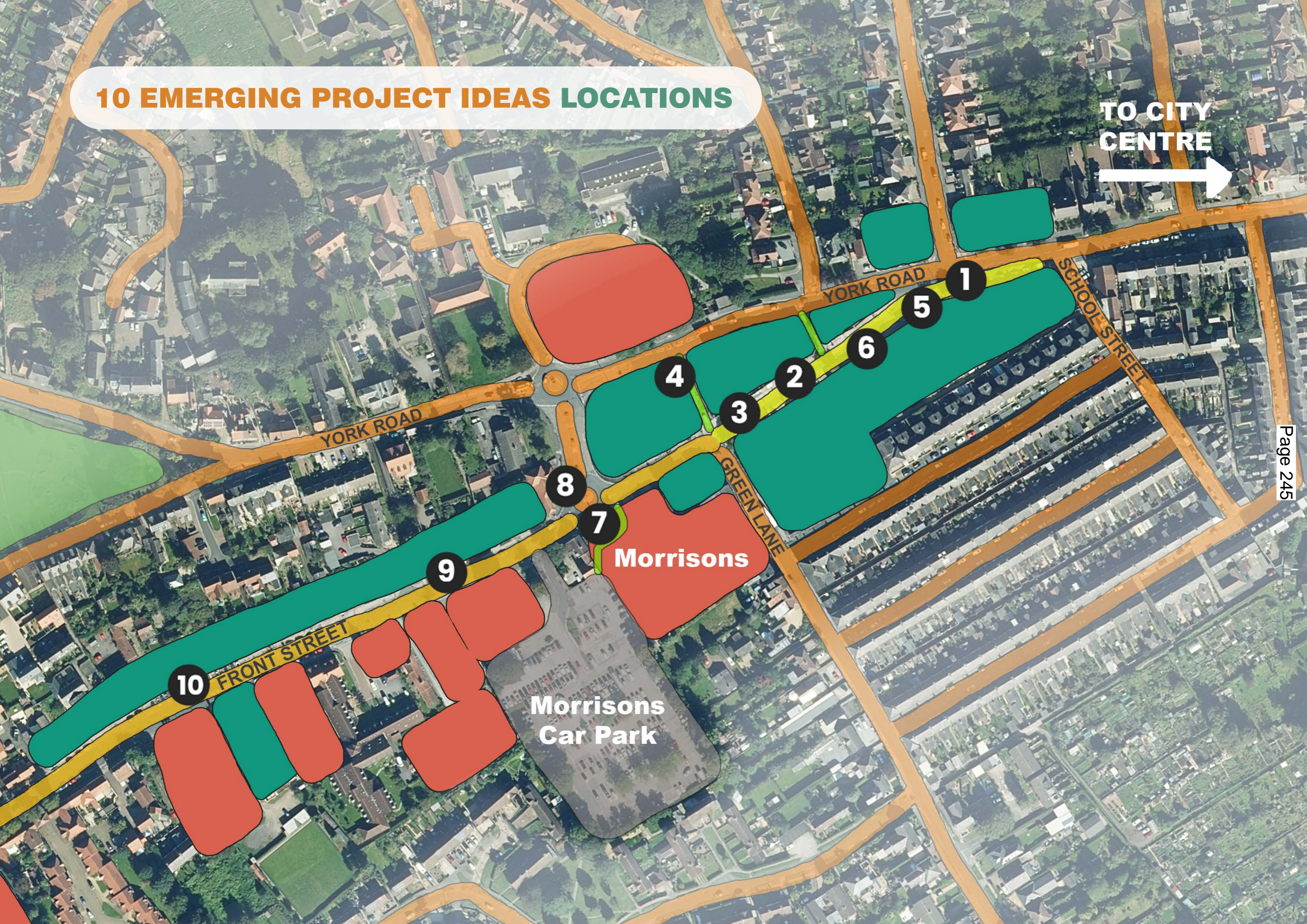
## 10 EMERGING PROJECT IDEAS

- 1 Creation of a gateway space and bold branding that addresses York Road.
- 2 Replace the road through the precinct with a community linear park.
- 3 Decluttering and enhancement of the precinct public realm.
- 4 Brand and transform the character of pedestrian connections and links through Front Street.
- 5 Relocation of blue badge parking and service access for businesses to unlock more space for pedestrians.
- 6 Enable businesses to takeover outdoor space to create a vibrant edge to streets.
- 7 Transform the Morrisons ramp space into a landscape feature and pop up kiosk.
- 8 Break down the pedestrian barriers between areas A & B, joining the whole of Front Street together.
- 9 Create a network of village character pocket parks along Front Street between the roundabout and Gale Lane.
- 10 Reclaim space from cars along Front Street between the roundabout and Gale Lane



# 10 EMERGING PROJECT IDEAS LOCATIONS

TO CITY CENTRE



# 1

## CREATION OF A GATEWAY SPACE AND BOLD BRANDING THAT ADDRESSES YORK ROAD

The precinct area of Front Street opens out onto York Road. The current gateway is cluttered, dominated by the blue badge parking, the gate and associated highway signage. This project aims to create a welcoming entrance into the pedestrian focused precinct and a strong outward facing brand to promote Front Street to visitors.

### DESIGN PRINCIPLES

- Define a gateway space that jumps across both sides of York Road, creating a sense of driving through, rather than driving past. A new public square / arrival and meeting place.
- Provides an opportunity to visually and physically connect to the businesses and increase footfall to all areas.
- Create a decluttered, open, pedestrian focused entrance to Front Street with distinctive branding that promotes businesses, community activities and attractions.
- Consider the potential relocation of blue badge parking and the trial closure of the gated road to reclaim space for pedestrians and remove conflict with vehicles from the gateway.



### NEXT STEPS

- Define the parameters for the gateway space design brief, including detailed consultation in relation to the potential relocation of blue badge parking and the trial closure of the gated road.
- Commission a concept design for the gateway space to create a defined scheme and budget for funding purposes.
- Commission a branding study for the gateway and the wider Front Street area.

# 2

## REPLACE THE ROAD THROUGH THE PRECINCT WITH A COMMUNITY LINEAR PARK

The gated access road that runs through the precinct area has been a talking point through the project. Whilst it serves a number of functional purposes it does also detract from the space for pedestrians and restricts the potential uses. This project aims to unlock this potential by transforming the carriageway into a vibrant community linear park.

### DESIGN PRINCIPLES

- The community linear park should be bold, bright and green, creating a family friendly destination, a venue for community groups/activity, a window into local businesses and a place to sit and meet a friend.
- Consider the potential trial closure of the gated access road to reclaim space for pedestrians and remove conflict with vehicles along the precinct area of Front Street.
- Ensure this trial is carried out in tandem with a positive transformation of the existing carriageway, through a short term pop up project/phase 1 linear park.
- Longer term the community linear park could be rolled out along the whole length of the precinct, with the opportunity for the design of the park to evolve and be guided by local businesses and the community.

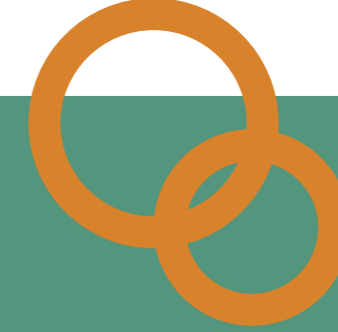
### NEXT STEPS

- Commission a pop up design for phase 1 of the community linear park and deliver in the short term.
- Put in place a trial closure of the road to enable delivery of phase 1.
- Following installation of phase 1 develop a series of events and activities to promote the benefits of the project.
- Commission an overarching design for future phases alongside ongoing consultation and engagement.



# 2

## REPLACE THE ROAD THROUGH THE PRECINCT WITH A COMMUNITY LINEAR PARK



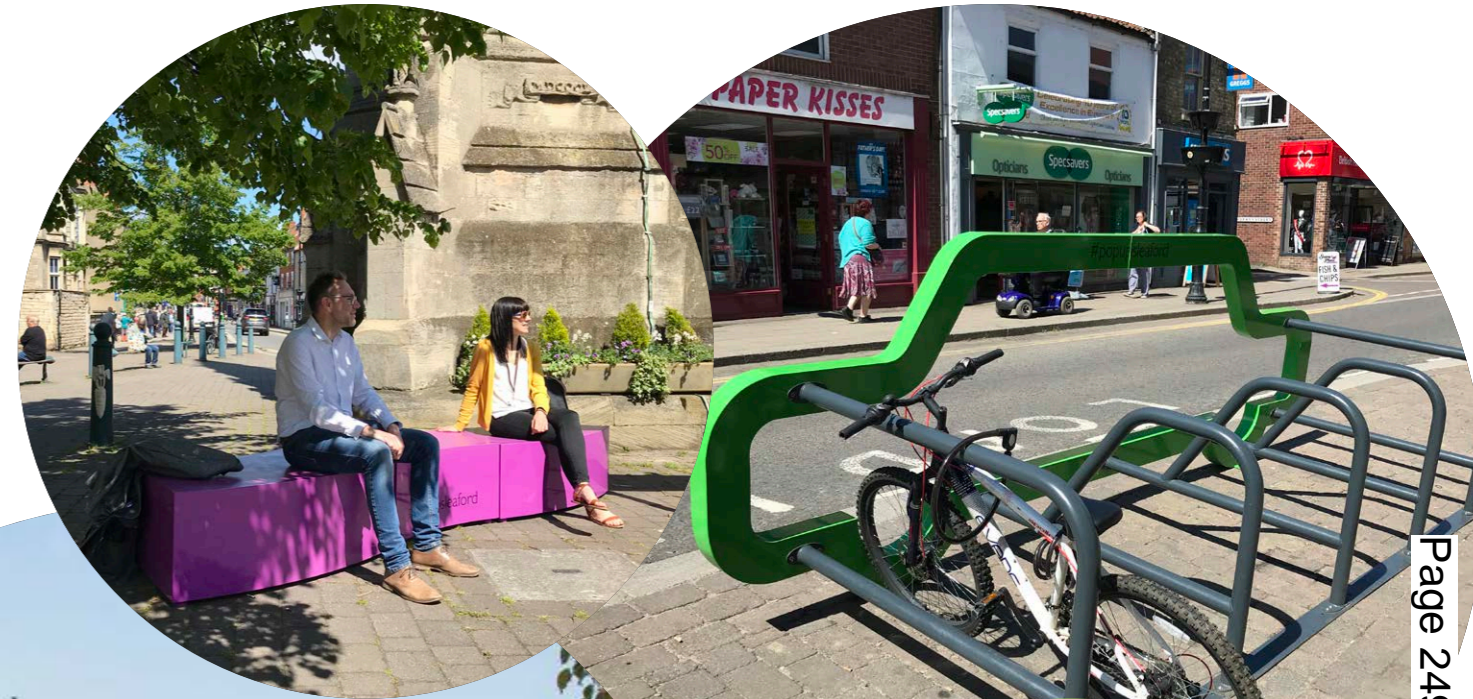
# 3

## DECLUTTERING AND ENHANCEMENT OF THE PRECINCT PUBLIC REALM

The precinct area's public realm is tired and outdated, but benefits from space. It is cluttered with signage, furniture and highway infrastructure. This project aims to give the area a spring clean, reduce clutter and introduce more attractive seating, signage and features into the space.

### DESIGN PRINCIPLES

- Alongside or following the creation of the community linear park (refer to Project 2) the remaining public realm should be decluttered of any unnecessary bollards, signage, highway railings and poor quality/dated furniture.
- This provides an opportunity to add some new seating, planters and wayfinding signage onto the existing paving.
- The various temporary and pop up interventions could guide the conversation and test ideas ahead of a longer term more comprehensive regeneration of the precinct, including new paving etc.
- Improve cycle access and promote cycle parking.
- All improvements should consider and accommodate existing events and activity such as the popular farmers markets and the Christmas Lights. The proposals for this and Project 2, need to allow flexibility to use the space for a variety of purposes.



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### NEXT STEPS

- Carry out an audit of existing signage, features, furniture and highway infrastructure in the precinct area. This should identify any items that could be removed and any items that must stay (or be replaced).
- Commission a pop up furniture design for the precinct area and deliver a first phase of decluttering and enhancement in the short term.

# 4

## BRAND AND TRANSFORM THE CHARACTER OF PEDESTRIAN CONNECTIONS AND LINKS THROUGH FRONT STREET

There is a lack of brand identity and wayfinding for Front Street. Existing signage is functional/utilitarian and focused on highway information. Existing pedestrian routes are poor and gateways are poor quality. This project aims to roll out the branding across the whole area and to enhance and highlight pedestrian/cycle access.

### DESIGN PRINCIPLES

- In combination with Project 1, develop a brand for Front Street. This should aim to bring together all areas of Front Street into one unified place and destination.
- A range of new signage and branding can be introduced to knit the areas together, promote Front Street as a whole and help people navigate to local services and attractions.
- Pedestrian and cycle routes to Front Street can be improved through focused environmental improvements, signage and branding. Signage can range from temporary paving stencils through to formal signs/totems. This is illustrated by the series of cut throughs from York Road onto the precinct that relate to informal pedestrian crossing points, which can be transformed through pop up project to be welcoming and bright, along with slowing traffic.
- Information for drivers can be improved to highlight parking and improve the pedestrian links onto Front Street from Morrisons car park.



### NEXT STEPS

- Commission a signage strategy in conjunction with the branding work (refer to Project 1). This should explore a range of interventions from small scale to large, temporary to permanent.
- Through the various ongoing projects a Front Street palette of materials and colours should be developed to create a cohesive appearance.
- Deliver a phase 1 signage project in the short term.

# 5

## RELOCATION OF BLUE BADGE PARKING AND SERVICE ACCESS FOR BUSINESSES TO UNLOCK MORE SPACE FOR PEDESTRIANS

Various proposed projects would benefit from changes to existing blue badge parking and service access arrangements for businesses. This project aims to ensure that practical considerations like these are looked at holistically as a standalone exercise, to help inform proposals to improve the pedestrian experience.

### DESIGN PRINCIPLES

- Within the precinct area reclaim the gateway space and the gated access road for pedestrians (and cycle parking). This will require a number of options to be explored for relocating existing blue badge parking and service access arrangements in detailed consultation with the community and businesses.
- Encourage servicing from a focused area to avoid the need for vehicles to travel through the gateway space and precinct area.
- Options include exploring new locations in close proximity (for example reorganising the highway along York Road). Alternatively provision could potentially be retained within a sensitively designed drop off area at one end of the precinct.
- Also consider focused opportunities to reclaim space for pedestrians in the wider Front Street area for example pop up parklets/cafe seating/bike parking in service bays and



### NEXT STEPS

- Carry out a detailed consultation and feasibility study to understand existing service access arrangements and blue badge parking usage. Identify a series of options that could support the delivery of projects in this report.
- Deliver any agreed changes in tandem with environmental improvements to demonstrate the positive change achieved by these interventions.

# 6

## ENABLE BUSINESSES TO TAKEOVER OUTDOOR SPACE TO CREATE A VIBRANT EDGE TO STREETS

Front Street has plenty of outdoor space to work with but this is currently underused. The reopening of businesses following the COVID-19 restrictions has led to creative use outdoor spaces throughout the country. This project aims to build on this momentum, actively encouraging cafe culture and vibrant frontages to shops and businesses.

### DESIGN PRINCIPLES

- Encourage and support businesses to spill out, use and decorate the streetscene. This could be supported by yearly awards for best outdoor space and 'open days' similar to York Open Studios to attract visitors.
- A palette of materials/colours could be developed in consideration of the branding (refer to Project 1) to help reinforce the overall brand, whilst still allowing for creativity and uniqueness from individual businesses.

### NEXT STEPS

- Provide design guidance and a tool kit that explains what is and isn't allowed based on local rules and regulations.
- Explore the feasibility of a grant system (similar to shop front improvement schemes) to part fund an initial wave of Vibrant Edge pilot projects as an exemplar and inspiration for others to follow.





# 7

## TRANSFORM THE MORRISONS RAMP SPACE INTO A LANDSCAPE FEATURE AND POP UP KIOSK

This link to and from Morrisons and Front Street's main car park is heavily used by pedestrians and currently is a poor quality, empty space that provides a negative impression of Front Street. This project aims to reinvent this space into an attractive, interactive gateway.

### DESIGN PRINCIPLES

- It is currently poor quality and hidden due to the nature of the levels and the blank brick walls. A variety of approaches could be taken ranging from a landscape enhancement of it (such as planted terraces), introducing artwork, through to adding a specific function or revenue generator such as a coffee kiosk. Such activity provides purpose and reduces anti-social behaviour.
- Consider removing the street level wall and replacing with something that is visually permeable. It is currently a real barrier and its removal would create the perception of a more fluid area, which would also improve passive surveillance.



### NEXT STEPS

- Commission a concept design for the space to create a defined scheme and budget for funding purposes. This project has the opportunity to collaborate with local community groups, students or artists.
- Consider delivery of some low cost pop up improvements in the short term while funding being gained for the full scheme.
- Potential for a local business to sponsor the space for marketing purposes.

# 8

## BREAK DOWN THE PEDESTRIAN BARRIERS BETWEEN AREAS A & B, JOINING THE WHOLE OF FRONT STREET TOGETHER

This location has been identified as a significant barrier in bringing together the two areas of Front Street, increasing footfall and providing pedestrian priority. This project aims to explore a series of options from short term to longer term, to change perceptions of this space and in the longer term change the environment to a pedestrian dominant one.

### DESIGN PRINCIPLES

- Key to bringing the two areas of Front Street together is a project that looks to change the balance of power in a space which is currently vehicular dominant and discourages pedestrians. Various levels of intervention should be explored and it is likely that a phased approach would be taken.
- Early opportunities are increased wayfinding signage and removal where possible of highway barriers/clutter.
- This could be followed by a change in surfacing to the section between the roundabout and the pedestrian crossing at Green Lane, still allowing vehicular movement through but changing the perception and quality of this link to the precinct.
- Further longer term opportunities could be explored to limit and reduce traffic flow and the carriageway width/lanes around the roundabout.



### NEXT STEPS

- Commission a feasibility study to understand the constraints and opportunities and to set out a series of levels of intervention from simple environmental and pop up proposals through to more fundamental changes to the highway.
- Deliver a phase 1 enhancement project in the short term.

# 8

## BREAK DOWN THE PEDESTRIAN BARRIERS BETWEEN AREAS A & B, JOINING THE WHOLE OF FRONT STREET TOGETHER



# 9

## CREATE A NETWORK OF VILLAGE CHARACTER POCKET PARKS ALONG FRONT STREET BETWEEN THE ROUNDABOUT AND GALE LANE

This area of Front Street has an attractive village character. It is green and has a number of quality buildings and details within the streetscape. It benefits from a mix of businesses, community buildings, local services and residential properties. This project aims to look at short term ways to enhance and highlight these characteristics and improve footfall.

### DESIGN PRINCIPLES

- A range of ideas should be explored including the introduction of a series of pocket parks or enhanced frontages along the street creating a reason to explore further afield and a place to stop and rest.
- Proposals should encourage use, such as additional seating or interactive features to entertain children near bus stops or near community buildings.
- There is opportunity to include habitat creation within these spaces, transforming bare verges into places full of nature.
- Opportunity sites include the areas in front of Acomb W.M. Club, Acomb Explore Library etc. Continued consultation, started by this project, will guide this opportunity.



### NEXT STEPS

- Commission a concept design for pocket parks to create a defined scheme and budget for funding purposes. This project has the opportunity to collaborate with local community groups, residents, businesses, schools or artists.
- Deliver a phase one exemplar pocket park in the short term. Potential to be installed by a local community group.

# 10

## RECLAIM SPACE FROM CARS ALONG FRONT STREET BETWEEN THE ROUNDABOUT AND GALE LANE

While the townscape in this area of Front Street is high quality, the pedestrian experience is dominated by vehicles, with a lack of crossing points and in places the pavements are tight. This project aims to reclaim space and improve the pedestrian experience, while maintaining vehicular use and on street parking to serve businesses.

### DESIGN PRINCIPLES

- This stretch of road is busy and bustling, but in places pavements are tight and carriageway widths are wide, also incorporating on street parking, service access and bus stops. Pedestrian crossings are limited and not necessarily responsive to desire lines.
- Various interventions on this street can be explored and tested that begin to capture and reclaim more of the street for pedestrians and for businesses to spill out onto.
- In the short term parklets or temporary use of underused space could be explored.
- Longer term this can lead onto more comprehensive alterations to the highway, retaining this as a trafficked street but creating a more attractive, safer and user friendly environment for visitors.
- Explore options to improve cycle access and parking along the street.
- Along with improving the pedestrian experience consider user friendly car parking opportunities along the length of the street to support various uses.

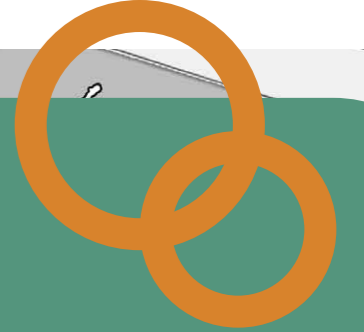


### NEXT STEPS

- Commission a feasibility study to understand the constraints and opportunities and to set out a series of levels of intervention from simple environmental and pop up proposals through to more fundamental changes to the highway.
- Deliver a phase 1 pop up project in the short term (in conjunction with Project 9).



# THESE DIAGRAMS ILLUSTRATE A PHASED APPROACH TO TRANSFORMING THE PRECINCT, BRINGING TOGETHER VARIOUS PROJECT IDEAS FROM POP UP TO PERMANENT

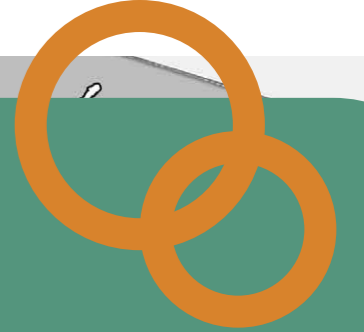


**Existing - Showing tired public realm, clutter and the gated access road cutting through the space.**

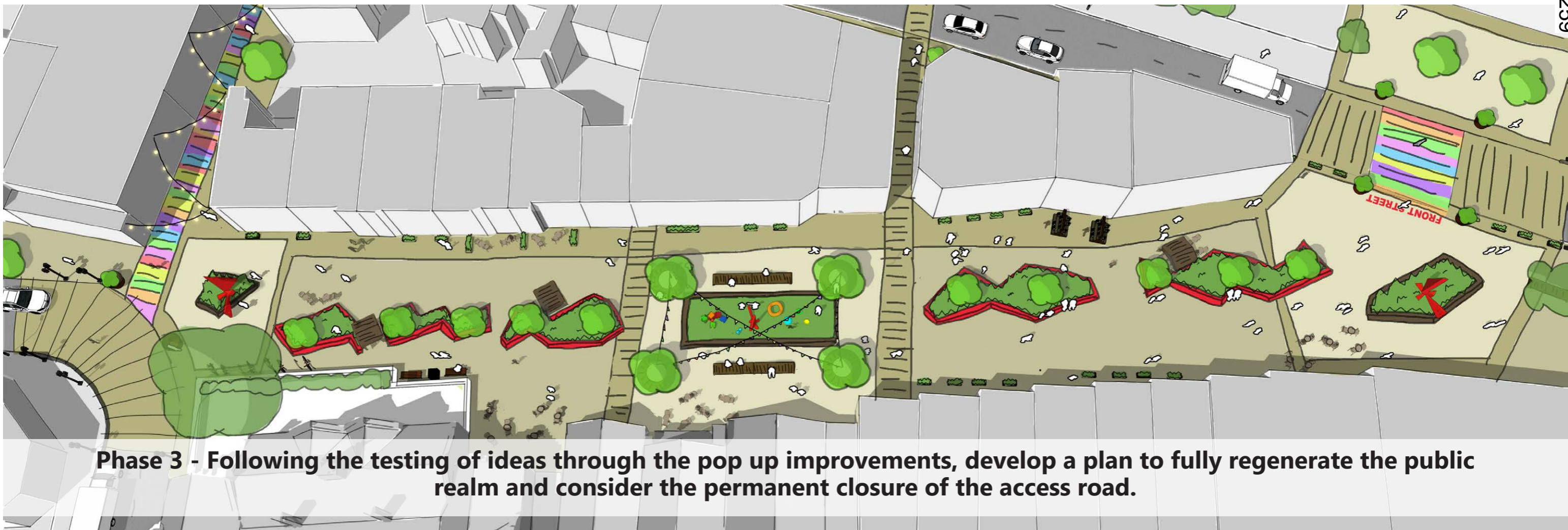


**Phase 1 - Introduce a first phase pop up community linear park and a trial closure of the gated access road.**

# THESE DIAGRAMS ILLUSTRATE A PHASED APPROACH TO TRANSFORMING THE PRECINCT, BRINGING TOGETHER VARIOUS PROJECT IDEAS FROM POP UP TO PERMANENT



**Phase 2 - Declutter street, add new pop up seating and planters, encourage spill out by businesses along the edges of the street and expand the community linear park.**



**Phase 3 - Following the testing of ideas through the pop up improvements, develop a plan to fully regenerate the public realm and consider the permanent closure of the access road.**

# SUMMARY & NEXT STEPS



## SUMMARY

This regeneration strategy aims to capture the enthusiasm of residents, businesses, community groups and the project team for the Future of Front Street.

We believe Acomb Front Street should shout louder and prouder about its many positives as destination for local residents and the wider community in York.

This report also provides a start point for reinventing the public realm and making it work much better for the community. A stage for day to day activity and special events throughout the year.

The 10 emerging project ideas aim to improve the visitor experience, fix physical barriers, create a stronger brand, support local businesses and community groups and introduce a bold community linear park.

There is urgent need to act now and build on this momentum, in consideration of national trends, the post COVID-19 recovery and the clear message for change given by local residents and businesses through this study.

## DELIVERY

This regeneration strategy includes next steps and delivery considerations for each of the 10 emerging project ideas.

In addition, the following overarching points should be considered to help deliver change for Front Street:

- Acomb Alive traders group have been a driver for change over the past decade and their role in building consensus and promoting the delivery of projects is critical. Following their engagement and support for this process, the regeneration strategy provides a masterplan to deliver in collaboration with City of York Council.
- Delivery of the projects should be broken down into small parcels and prioritised in line with emerging funding opportunities.
- Change often takes too long. Its essential to deliver something in to short term to create interest and to test ideas. Small scale pilot projects provide an opportunity to achieve actual change and start the conversation on longer term more challenging projects.
- Continue the momentum built by this process, engaging with the community and local businesses.
- Along with exploring emerging national and local funding streams, look creatively at opportunities for local sponsorship of projects.
- Proactive engagement with the North Yorkshire LEP and other key strategic organisations.
- Actively explore opportunities to maintain commercial vibrancy and reduce loss of commercial space through Permitted Development rights.



# *future* FRONT STREET

THE FUTURE OF ACOMB FRONT STREET



Welcome to  
FRONT STREET



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**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Economy and Place		
<b>Service Area:</b>	Regeneration and Economy		
<b>Name of the proposal :</b>	Secondary Shopping Centres – The Future of Acomb Front Street		
<b>Lead officer:</b>	Katie Peeke-Vout		
<b>Date assessment completed:</b>	05/04/2022		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>

## Step 1 – Aims and intended outcomes

<b>1.1</b>	<b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.
	<i>This Equalities Impact Assessment considers the impact of the immediate short term measures that have been implemented or are recommended for implementation at Acomb Front Street to increase footfall in the area and support economic growth. It also considers the outcomes of the public engagement on Acomb Front Street's future.</i>
<b>1.2</b>	<b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)
	<i>The brief for this project was approved in July 2018, prior to the Covid pandemic. The engagement which forms part of the study was due to commence just as Covid hit, so was delayed. Covid legislation and guidance needed to be taken in to consideration, with the methodology adapted to ensure it was undertaken in a Covid secure manner.</i>
<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	<i>The residents, users, potential future visitors and businesses are stakeholders in this project to review and improve Acomb Front Street.</i>  <i>Current and potential business interest focuses on the footfall in the area, the catchment of the shopping area and potential future plans or ideas to maintain and increase this.</i>

<p><b>1.4</b></p>	<p><b>What results/outcomes do we want to achieve and for whom?</b> 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><i>The overarching aims of the project align with all of the principles of the Council Plan 2019-2023.</i></p> <ul style="list-style-type: none"> <li>- <i>Well paid jobs and an inclusive economy</i></li> <li>- <i>A greener and cleaner city</i></li> <li>- <i>Getting around sustainably</i></li> <li>- <i>Good health and wellbeing</i></li> <li>- <i>Safe communities and culture for all</i></li> <li>- <i>Creating homes and world-class infrastructure</i></li> </ul> <p><i>The aim of the immediate short term measures was to attract residents and visitors to Front Street to support the economic sustainability of the businesses located there. This became particularly critical to support businesses through the pandemic and recovery once the restrictions lifted. As well as supporting the businesses themselves, this also ensures that there is a varied offer of shops, cafes, and services etc in the local area, supporting the residents that live there to access these.</i></p> <p><i>Should future funding to consider longer term proposals for the area be secured, then these would be subject to further EIA to assess the impacts of any proposals.</i></p>

## Step 2 – Gathering the information and feedback

<b>2.1</b>	<b>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?</b> 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.	
<b>Source of data/supporting evidence</b>	<b>Reason for using</b>	
<i>Engagement undertaken as part of the study</i> <ul style="list-style-type: none"> <li>- Survey available online, in paper form and also undertaken face to face</li> <li>- Targeted survey tailored to residents and visitors, and businesses</li> <li>- Engagement with Acomb Alive Traders Association</li> </ul>	<i>Engagement with residents, visitors and businesses was undertaken as part of the study to look at potential ideas of how to improve the attractiveness of the area, driving footfall and supporting the economic vibrancy of the area. The engagement feedback was taken in to consideration by the consultants as well as the physical layout of the public realm and highways space that make up the Front Street area.</i>	

### 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.	
<b>Gaps in data or knowledge</b>		<b>Action to deal with this</b>
<p><i>The consultants' report contains a number of ideas for the future of Front Street, these range in scale from smaller low impact ideas to larger longer term high impact ideas.</i></p> <p><i>Although initial engagement has been undertaken, further specific engagement would be required before any ideas are progressed to fully understand the support for and impact of each of them. This will only be undertaken if funding can be secured to proceed with a comprehensive redevelopment of Acomb Front Street.</i></p>		<p><i>Ensure that prior to progressing the ideas in the consultants' report that further engagement and technical assessment is undertaken.</i></p>
<p><i>Further feasibility and design work is required prior to progressing the longer term ideas proposed by the report.</i></p>		<p><i>As potential funding sources become available, work with technical officers and stakeholders to review the proposed ideas.</i></p>
<p><i>Ongoing monitoring and feedback from businesses and the Traders Association in Acomb is key to understanding the impact of measures already implemented and also of Covid as we move away from restrictions.</i></p>		<p><i>Continued relationship with the Acomb Alive Traders Association, Ward Members and businesses in Acomb.</i></p>

## Step 4 – Analysing the impacts or effects.

4.1	<p>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.</p>		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	No differential impact		
Disability	No differential impact		
Gender	No differential impact		
Gender Reassignment	No differential impact		
Marriage and civil partnership	No differential impact		
Pregnancy and maternity	No differential impact		
Race	No differential impact		
Religion and belief	No differential impact		
Sexual orientation	No differential impact		



<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	<b>No differential impact</b>		
<b>Low income groups</b>	<i>The immediate measures implemented included the Christmas lights over a number of years, as well as the Acomb Music and Dance Festival. These were all free to access events benefited everyone to enjoy regardless of economic demographic.</i>	<b>Positive</b>	<b>Medium</b>
<b>Veterans, Armed Forces Community</b>	<b>No differential impact</b>		
<b>Other</b>			
<b>Impact on human rights:</b>			
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><b>High impact</b> (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><b>Medium impact</b> (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><b>Low impact</b> (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	<p><b>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?</b></p>
<p><i>The project has identified a strong desire to for the community to come together to improve the Front Street area. This strong sense of community spirit will bring the different stakeholder groups together to continue to drive improvements through their own interventions and projects.</i></p> <p><i>Prior to undertaking any of the longer term ideas, further engagement and specific Equalities Impact Assessment will be carried out to ensure adverse impacts are mitigated, and positive impacts maximised.</i></p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<p><b>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:</b></p>
<p>- <b>No major change to the proposal</b> – 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.</p>	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **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.

<b>Option selected</b>	<b>Conclusions/justification</b>
<b>“No major change to the proposal”</b>	<p>There are no adverse impacts as a result of the immediate measure implemented or proposed as part of this project. Therefore no change is required.</p> <p>The longer term ideas will not be implemented until a through Equalities Impact Assessment has been undertaken.</p>

## Step 7 – Summary of agreed actions resulting from the assessment

<b>7.1 What action, by whom, will be undertaken as a result of the impact assessment.</b>			
<b>Impact/issue</b>	<b>Action to be taken</b>	<b>Person responsible</b>	<b>Timescale</b>

## Step 8 - Monitor, review and improve

<b>8. 1</b>	<p><b>How will the impact of your proposal be monitored and improved upon going forward?</b> 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?</p>
	<p>The impact of the measures implemented and the aspiration to proceed with any of the longer term ideas will be monitored and discussed through engagement with the Acomb Alive Traders Association and relationship with individual businesses.</p> <p>Further engagement will be undertaken on the longer term ideas for the area, building on the engagement to date, with specific engagement with groups affected by the ideas.</p>

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**Executive****21 April 2022**

Report of the Director of Prevention and Commissioning  
Portfolio of the Executive Member for Children and Education

**The Future of Primary School Places in Naburn****Summary**

1. This report provides members of the council's Executive with a briefing on the complex and challenging context impacting on the future of primary school places in the village of Naburn. It provides members with a briefing on the outcomes of the recent Ofsted inspection of Naburn school and presents the options for consideration about the future of primary school provision in Naburn.

**Recommendations**

2. Executive are asked to consider and support:

Option 3: To follow a twin track approach of working to identify an academy sponsor within the next 6 to 8 months, whilst at the same time consulting on the future of primary school places in the village of Naburn.

Reason: To ensure that the local authority is fulfilling its statutory duty to manage the sufficiency and quality of school places in an efficient and cost effective way. The school has received a directive academy order as a result of being placed in special measures. The school is vulnerable due to falling rolls and the impact this is having on its future financial sustainability. The publication of the statutory notice proposing the closure of Naburn Primary School, followed by a six-week representation period, will allow the LA to fully consider all further observations and comments received and decide whether to proceed with the proposals. At the same time work will continue to take place to

support the school's improvement and to continue the search for an academy sponsor.

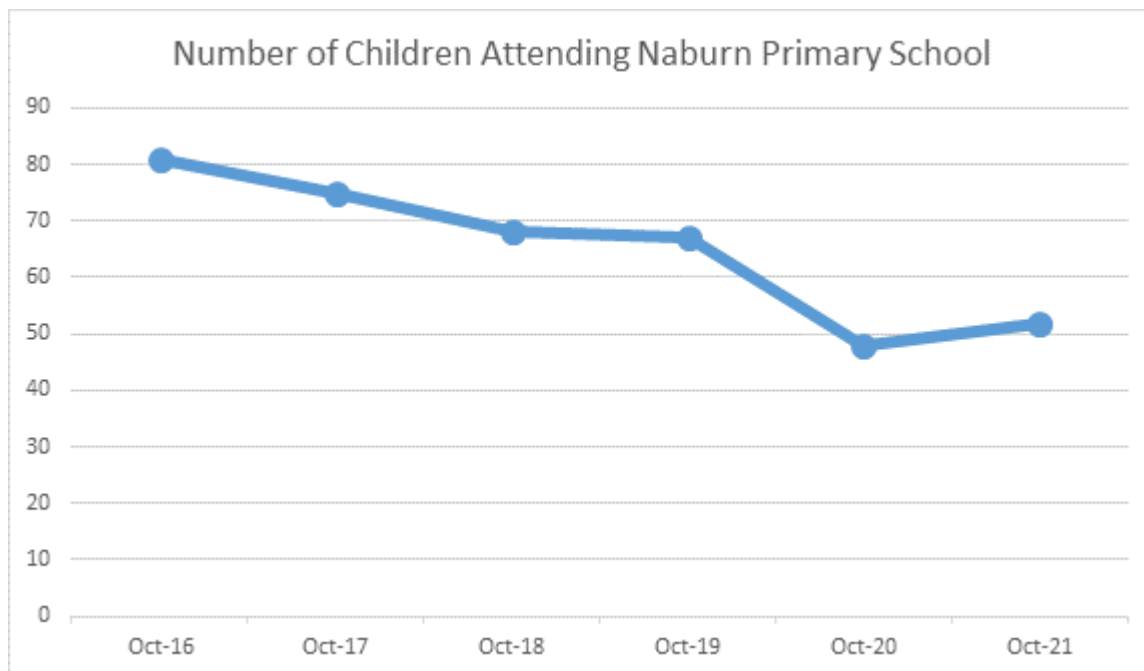
### Background

3. Naburn Primary School is a smaller than average 1 form entry voluntary controlled Church of England primary school serving Naburn Village, in the south of York. The school has been experiencing falling rolls for the last 5 years and has seen in-year movements of children over the last 3 years which has adversely impacted on the financial viability of the school. A number of children from the village opt to attend Escrick Primary School. The school has a published admissions number of 84 and currently has 38 children on roll. There are 14 total preferences and 3 first preferences (2 from catchment children and 1 sibling) for reception in September 2022. The school will see 6, Year 6 pupils leave for secondary school in July 2022.
4. The table below shows the number of children born in Naburn catchment and the number still living in catchment to start Reception 4 years later. This table not only shows the small number of children born in this catchment area, but also highlights the fluctuation from year to year.

Birth Year	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Reception Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Number born in Naburn catchment	4	2	5	0	1	3	5	4
Resident in for Reception in Naburn catchment	6	3	3	5	8	4		

5. The graph below shows the number of children attending Naburn Primary School at the time of the October census from 2016 to 2021 and shows a clear pattern of falling rolls at the school.





6. The school has faced increasing budget deficits as a result of the falling rolls and this has constrained leadership and support staff capacity in the school. In 2019/20, the school had a negative in-year balance (£-44,564). The local authority has worked with the governing body during 2020-21 to consider the future of the school and this work included exploring academy conversion and federation with another maintained primary school. Both of these options proved to be unviable and led to the restructuring of provision in 2021 and to the resignation of the headteacher. Since September 2021 the school has been supported by an acting headteacher for 2 days a week and has operated two mixed age classes.
7. The school was judged outstanding by Ofsted in 2007 and following re-inspection in December 2021 serious weaknesses were identified which placed the school in special measures. The areas for improvement identified by Ofsted are as follows:
- Procedures and processes for ensuring pupils are safeguarded are not effective.
  - The curriculum is not structured or coherent.
  - Some children in Key Stage 2 cannot read or write sufficiently well for their age
  - There is not enough challenge and ambition for pupils in mixed age classes
  - Pupils have not had any PSHE or RSE teaching

- A third of pupils are persistently absent from school and this is showing little or no sign of improvement
8. As a result of being placed in special measures the school is subject an academy order and an academy sponsor will be looked for by the Regional Schools Commissioner. Discussions with sponsors in York have indicated that none of the York multi-academy trusts are interested in sponsoring due to its financial viability. The local authority has submitted a statement of action to Ofsted outlining what it intends to do to support the school and as part of preparing this statement consideration needs to be given to whether an option to close the school should be considered. This has been discussed with the Diocese of York and they will support the decision arrived at by the local authority.
  9. The decline in pupil numbers means that the quality of education provided by the school has been severely impacted as it has lacked the capacity to develop whole school and curriculum leadership. The small mixed age teaching groups have meant that children have lacked a peer group and this has an adverse impact on their social development. The mixed age classes present challenges in delivering an appropriate curriculum to meet the needs of the broad age range within the two class structure that the school has had to implement. In practice this means that the KS2 and KS1 curriculum cannot fully be developed within the confines of small mixed age group classes. The school has also struggled to fully develop its curriculum and broader learning opportunities. Despite the good work done by the acting headteacher the school lacks the capacity in the longer term to address the areas for improvement identified by Ofsted without significant financial investment and this would still not guarantee that a sustainable future for the school could be assured.

## **Consultation**

10. The statutory period of consultation following the publication of a closure notice will involve full consideration of all options for the future of the school. These options include:
  - Keeping Naburn Primary open and increasing the funding provided to address the areas for improvement until an academy sponsor can be found.

- The impact of the closure of Naburn Primary School on the current pupils and actions to mitigate this impact.

## **Options**

### **Option 1**

Continue to support the school until an academy sponsor can be found. The local authority will work with the Regional Schools Commissioner and the Diocese of York to look for suitable sponsors over the next 6 to 8 months.

### **Option 2**

The local authority (LA) should now publish a statutory notice proposing the closure of Naburn Primary School, followed by a six-week representation period, after which the LA will consider all further observations and comments received and decide whether to proceed with the proposals. The statutory notice will outline the case for closure, the sufficiency of school places for children displaced from the school and evidence of the impact on the community of the closure of the school with any measures proposed to mitigate any adverse impact. The consultation will also outline the options for alternative school places for the children currently at the school and will provide details about potential impact on home to school transport.

### **Option 3**

To follow a twin track approach of working to identify an academy sponsor within the next 6 to 8 months, whilst beginning a consultation to consider the future of primary school places in Naburn. It is important to have clarity on the future of the school within 8 months as further delay will impact on the school's long term sustainability and the capacity to address the areas for improvement identified by Ofsted. During this time the school will be supported to address the areas for improvement identified by Ofsted through the local authority statement of action.

## **Analysis**

11. Keeping Naburn Primary School open while an academy sponsor can be found carries financial risk and would require significant investment. Currently the school's budget cannot support a full time headteacher or additional teaching or leadership time. Following the publication of the Ofsted report there is a risk that families will want to move their children from the school which will add to financial pressures and impact of the likelihood of a sponsor being found.

Finding a sponsor could take a considerable amount of time during which the school remains vulnerable as it lacks the capacity to fully address the areas for improvement identified by Ofsted. If a sponsor is not found at the end of the 8 month period then a statutory closure notice would have to be published and this would result in a period of greater uncertainty for children and families and the school community. Option 3 which adopts a twin track approach would allow the search for a sponsor to be conducted in parallel with the consultation on the future of school places. This would provide a stronger contingency plan for children, families and the community during which all options for the future of the school can be fully explored.

12. The school fell into deficit in 2021-22 which was anticipated pupil numbers had fallen to 48 pupils on the October 2020 census (leading to a significant reduction in funding for 21-22). Naburn set in place a restructure, which came into operation in September 2021. This means that during the current financial year Naburn operated with high staff numbers and in a deficit position, during the summer term of 2021, Since September 2021 it has been operating with reduced staff numbers and a break even staffing complement; the in -year revenue deficit projected for 2021-22 of £61,888 was mainly generated in summer term 2021. This was generated by the additional staffing costs during the summer term prior to the implementation of the restructure. The increase in costs of £5,894 between the start budget and revised budget, is primarily linked to the new headteacher's concern for staff wellbeing and setting in place additional teaching assistant hours.
13. While Naburn will receive some additional funding due to changes in the dedicated schools grant, all schools will need to cover the additional costs associated with pay reviews, and other budgets such as energy will also need to be increased. This means that with the opening deficit position of £65k caused by increased staffing costs, the pressure of inflation, and investment needed in teaching and learning, it will be very difficult for the school to achieve financial sustainability in the long term. The fall in pupil numbers means that the increase in funding is only guaranteed for the financial year 22/23. The fall in pupil numbers will cause a reduction in funding for 2023/24 as this will be triggered by the numbers of pupils on roll at the October census point. Based on current projections the maximum number of pupils would be 46 for the

academic year 2022/23, however, this could fall to 35 based on first preferences for admissions.

14. Due to the school's longer term financial sustainability issues it is right to consider closure as an option as the resources needed to remove the school from special measures will be considerable and the educational experience of the remaining pupils will be further impacted if the number of pupils continues to fall. If the school is able to find a suitable academy sponsor then it may be possible to secure the future of the school through implementing Executive or shared headship arrangements. It would also be possible to draw on the central support services of a multi-academy trust which may help to make the school more sustainable in the future. However, there would need to be greater security in future pupil numbers to ensure that the school is able to remain viable. Currently some children living in the catchment do not take up places at the school and this has added to the problem of a falling roll.

### **Council Plan**

15. The proposed closure supports the council plan priority to deliver a better start for children and young people. The proposed closure of the school will ensure that children receive a good quality of education through being transferred to schools which can provide a more sustainable curriculum offer.

### **Implications**

- **Financial** – the school's financial sustainability is not secure due to the fluctuation in pupil numbers. The school is currently operating well below its published admissions number and despite staffing reductions is carrying a deficit. The changes to the school funding formula will see the school receive some additional funding in 2022/23 (approximately £76K) however, this will not offset the pressures caused by the decline in pupil numbers and the school will struggle to afford to recruit a full time head which it needs to increase leadership capacity.
- **Human Resources (HR)** – a consultation to close the school will have implications for staff with possible redundancy costs.
- **Equalities** – an equalities impact assessment will be completed as part of the consultation and final decision making process.

## **Risk Management**

16. There is a risk of children not being able to access suitable school places. This will be mitigated by having a planned phased closure of Naburn Primary School.
17. Closing the school will incur potential redundancy costs and costs associated with the closure of the building. Potential redundancy costs will be mitigated by the number of temporary contracts currently held by staff at the school and seeking to ensure that staff have a sufficient notice period and to provide staff with information about available employment in York schools.

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Jamaila Hussain  
Director of Prevention and  
Commissioning

**Report  
Approved**



**Date** 6 April 2022

**Specialist Implications Officer(s)**

Finance:

Jean Lewis  
School Business Support Manager

**Wards Affected:** Naburn and Fulford

**For further information please contact the author of the report**

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**Executive****21 April 2022**

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

**Actions in Response to DfT's Bus Funding Announcement****Summary**

1. Approval is being sought to seek the delegations to submit the necessary documentation to the Department for Transport (DfT) in order to secure £17.36 million in Bus Service Improvement Plan (BSIP) funding.
2. The announcement of indicative funding was made on the 4 April and the information to secure the funding needs to be submitted to Department for Transport in the next few months.

**Recommendations**

3. The Executive is asked to:
  - Delegate to the Director of Transport, Environment and Planning (in consultation with the Leader of the Council, Executive Member for Transport and the Director of Governance or her delegated officers) the authority to:
    - a) prepare and submit a draft Bus Service Improvement Plan summary table to Department for Transport by 2<sup>nd</sup> May 2022.
    - b) Prepare and submit a finalised Bus Service Improvement Plan summary table to the Department for Transport by 30<sup>th</sup> June 2022
    - c) Prepare and submit a draft Enhanced Partnership Plan and Scheme to Department for Transport by 30<sup>th</sup> June 2022.
    - d) Commence the statutory 28 day operator consultation objection period
    - e) Commence the statutory 28 day stakeholder consultation

- Note that a further report will be brought to the Executive setting out the final arrangements that have been submitted to Department for Transport.

Reason: To ensure that £17.36m in Department for Transport Bus Service Improvement Plan funding is secured and that the council can proceed with the process of establishing a statutory bus Enhanced Partnership to deliver its stated Bus Service Improvement Plans objectives in line with the National Bus Strategy.

## Background

4. Under the original DfT guidance issued alongside the National Bus Strategy in 2021, every Local Transport Authority (LTA) was required to submit a BSIP by the end of October 2021. LTAs were also required to establish either bus franchising arrangements or a statutory Enhanced Partnership for buses (EP) by the end of March 2022, in order for the LTA and local bus operators to continue receiving government support for bus services.
5. On 20<sup>th</sup> May 2021, the Executive endorsed a decision for the council to pursue an EP in preference to establishing bus franchising arrangements. In their report, titled “York’s response to the National Bus Strategy”, officers were of the opinion that the challenges of bus franchising outweighed the benefits in comparison to an EP. The full report is available online at the following location:

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=12511>

6. It should be noted that formation of an EP would not prevent the council from considering a move to bus franchising in future years.
7. Following approval of the draft final BSIP by the Executive Member for Transport and Executive on 18<sup>th</sup> October 2021, the council submitted its BSIP by the 31<sup>st</sup> October deadline. A copy of the BSIP is available online at the following location:

<https://democracy.york.gov.uk/documents/s152872/Annex%20A%20York%20BSIP.pdf>

8. Officers subsequently prepared a draft EP Plan and Scheme for consultation with bus operators in January 2022. However, due to the total value of LTA BSIP requests across the country significantly

exceeding the DfT's total budget, plus ongoing government expenditure on Covid support for the bus industry, the DfT delayed the announcement of its BSIP allocations. Recognising that it would be impossible for LTAs to include any BSIP objectives requiring external funding in their EPs, the DfT removed the requirement for finalised post-consultation EPs to be in place by the end of March, and instead asked that draft EPs be submitted by the end of April instead.

9. After further delays, the DfT's indicative BSIP funding allocations were announced on 4<sup>th</sup> April 2022. York has been offered an indicative allocation of £17.36 million for the 3 financial years 2022-2025.
10. The allocation of £8.4 million of ZEBRA (Zero Emission Bus Regional Areas) funding which includes £10 million of match funding from Yorks bus operators will make it possible to deliver a significant number of the agreed BSIP objectives. It should also be noted that the original ask for funding covered more years than the funding award.
11. However, in order to realise the £17.36 million grant funding, the council must meet various conditions and deadlines as set out by the DfT:

**DfT deadline 1: Monday 2<sup>nd</sup> May 2022**

12. By Monday 2<sup>nd</sup> May, the council must provide a draft 'summary table' setting out how it intends to use its BSIP funding, including prioritised interventions, delivery timelines and costs in as much detail as possible. It is not required for this draft summary to have full democratic approval. It should be noted that 2<sup>nd</sup> May is a Bank Holiday, so this task will realistically need to be completed and submitted by Fri 29<sup>th</sup> April.

**DfT deadline 2: Thursday 30<sup>th</sup> June 2022**

13. The DfT have committed to provide feedback on the draft summary table during May, and will then require a finalised, approved summary table to be submitted no later than 30<sup>th</sup> June. This version must include letters of support from local bus operators, a section 151 value for money affirmation and a draft EP.
14. The EP must be defined in terms of two statutory documents, a Plan and a Scheme.

EP Plan

15. An EP Plan is a high-level strategic document which summarises the current state of the city's bus network and sets out the main objectives for the Enhanced Partnership. The plan must also include a competition test to demonstrate that the EP will not have a negative impact on commercial competition in the local bus market. The objectives in the council's draft EP Plan will represent a significant subset of those published in the York BSIP.

### EP Scheme

16. An EP Scheme is a detailed, binding legal document which sets out exactly how the EP Plan objectives will be funded and delivered. An EP Scheme also places binding commitments on each of the EP members. The commitments in the council's draft EP Scheme will represent a significant subset of those published in the York BSIP, and will need to be fully prioritised and costed.

### Structure and Governance

17. The EP Scheme must include information detailing how it will be governed and how variations can be proposed and decided upon.
18. There will be a number of task-specific groups consisting of a wide range of stakeholders. These groups will be established to monitor, report and advise on the following areas:
  - Bus performance and reliability
  - Bus infrastructure improvements
  - Ticketing and commercial issues
  - Passenger and stakeholder engagement
  - Marketing of bus services
19. Operational Delivery of the BSIP will be led by an operational delivery group consisting of council officers and local bus operators.

### **Consultation**

20. In order to enact an EP, the Plan and Scheme must be subject to a statutory 28-day Operator Objection Period (OOP), where bus operators have an opportunity to review, comment on, and register their objections to any part of the scheme. In order to meet the provisional timescales shown in Annex 1, it is proposed that the OOP would commence on or around 23rd May.

21. If any material objections are received, it is likely that the Plan and Scheme will need to be revised and the OOP repeated, which will delay final implementation of the EP and delivery of the BSIP objectives. As such, it will be vital to engage sufficiently with operators ahead of commencing the OOP process in order to minimise the likelihood of our receiving objections.
22. Once the EP Plan and Scheme have successfully negotiated the OOP process, the documents must be put forward for a statutory 28-day Stakeholder Consultation Period. During this period, members of the public and any other individuals or institutions with a potential stake in the city's bus network are given the formal opportunity to review, comment upon or register their objections. In order to meet the provisional timescales shown in Annex 1, it is proposed that the SCP would commence on or around 4th July.
23. It is proposed that the Stakeholder Consultation Period will take the form of an online consultation, with the Plan and Scheme documents made public and a web-based form made available in order to collect and collate any feedback.
24. Again, if no material changes are required, the scheme can then progress to final approval and implementation by autumn 2022.

## **Options**

25. Option 1: Delegate to the Director of Environment, Transport and Planning in consultation with the Leader, Executive Member for Transport and the Director of Governance or her delegated officers authority to submit the necessary information to the Department for Transport to secure the BSIP funding.
26. Option 2: Do not delegate to officers authority to submit the information to DfT, given the deadlines this would in effect reject the DfT's indicative £17.36m BSIP funding offer.

## **Analysis**

27. Option 1 will allow officers sufficient time to prepare a draft summary table by 2<sup>nd</sup> May, submit a draft EP Plan and Scheme plus the final summary table by the DfT's 30<sup>th</sup> June deadline and commence the necessary statutory consultations. The EP will then be delivered according to the provisional timescale shown in Annex 1.

28. Option 2 carries a major financial and reputational risk, almost certainly resulting in the loss of the £17.36m indicative BSIP funding allocation.

## **Council Plan**

29. The proposals in this report contribute to the following key outcomes in the 2019-23 Council Plan:
30. A greener and cleaner city – key BSIP objectives include transferring journeys from car to bus and reducing vehicle emissions.
31. Creating homes and world class infrastructure – BSIP commitments include working with developers to ensure high-quality public transport provision for new developments, and improvements to existing public transport infrastructure.
32. Good health and wellbeing – by moving journeys from car to bus, realising air quality improvements and reducing congestion on the highway network, a secondary effect of the BSIP will be to facilitate complimentary growth in walking and cycling mode shares.
33. A better start for children and young people – BSIP commitments include simpler, lower bus fares for children and young people.

## **Implications**

- **Financial** – the funding is indicative and this report seeks the delegations to submit the necessary information to progress the application. A further report to detail the delivery mechanisms and progress reports will be completed.
- **Human Resources (HR)** – none. The BSIP contains a number of additional posts in the public transport team, but recruitment to these is subject to funding and a further decision by CYC.
- **Equalities** – the consultation will need to take into account the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions). The final EP scheme will be subject to Executive approval and an Equalities Impact Assessment will be carried out at that point.

- **Legal** – The delivery of the BSIP through either an EP route or a franchise route is mandated by the Transport Act 2000. EP Plans and Schemes are statutory documents. The Bus Services Act 2017 incorporates a duty on local transport authorities to consult on EP Plans and EP Schemes into the Transport Act 2000.

Officers will need to work closely with Legal Services in order to finalise the draft EP Plan and Scheme to be submitted to DfT and consulted upon to ensure it complies with the Constitution.

- **Crime and Disorder**- none.
- **Information Technology (IT)** – none.
- **Property** – none.
- **Other** – none if the required documents are submitted by the DfT's deadlines. Significant reputational risk if these are not submitted by the deadlines.

## Risk Management

34. The minimal-risk option is to approve submission of the required documents by the DfT's deadlines.

## Contact Details

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**Chief Officer Responsible for the report:**

**James Gilchrist**  
**Director of Environment, Transport and Planning**

**Report**  **Date** 07/04/2022  
**Approved**

## Specialist Implications Officer(s)

Finance – Patrick Looker (Service Finance Manager)  
Legal – Cathryn Moore (Legal Manager, Projects)

**Wards Affected:**

All

**For further information please contact the author of the report**

**Background Papers:**

Report, 20 May 2021 - "York's response to the National Bus Strategy"  
(<https://democracy.york.gov.uk/ieListDocuments.aspx?CIId=733&MIId=12511>)

BSIP -

<https://democracy.york.gov.uk/documents/s152872/Annex%20A%20York%20BSIP.pdf>

**Annexes**

Annex 1 – Provisional timetable

**List of Abbreviations Used in this Report**

BSIP – Bus Services Improvement Plan

DfT - Department for Transport

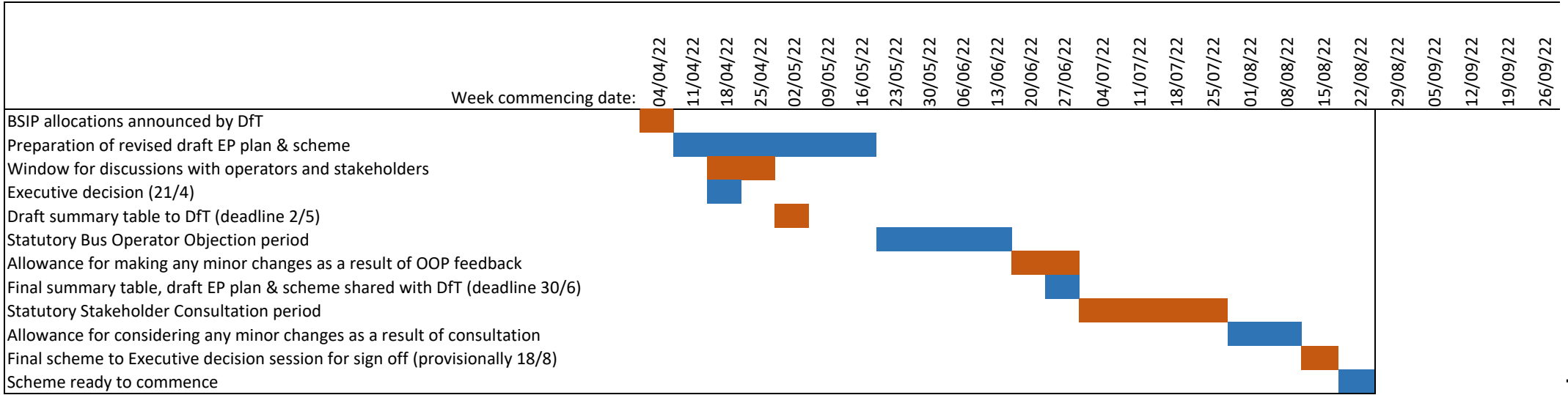
EP – Enhanced Partnership

LTA – Local Transport Authority

OOP – Operator Objection Period



York Enhanced Partnership - provisional timescale for implementation



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**Executive****21 April 2022**

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

**Adoption of Enforcement Powers under part 6 of the Traffic Management Act (TMA) 2004****Summary**

1. The report updates the Executive on the new enforcement powers for Local Authorities under part 6 of the Traffic Management Act 2004.
2. This will allow Local Authorities in England to apply to the Department for Transport to share powers with the police around moving traffic enforcement. This includes banned turns, access restrictions and yellow box junctions.
3. The report seeks Executive approval for the Council to seek these powers and support an application for extended powers under TMA part 6 with a pilot.

**Recommendations**

4. The Executive are recommended to:
  - i. Delegate to the Director of Environment, Transport and Planning to write to the Chief Constable seeking support for the Council to take on the responsibilities for enforcement of part 6 of the Traffic Management Act 2004.
  - ii. Approve a public consultation on implementation on Traffic Management on the responsibilities for enforcement of part 6 of the Traffic Management Act 2004 as per Department for Transport guidance.
  - iii. Delegate to the Director of Environment, Transport and Planning authority to apply to the Department for Transport to take on the responsibilities for enforcement of part 6 of the Traffic Management Act 2004.

- iv. Approve the exploration of a pilot scheme and delegate authority to the Executive Member for Transport the decision on implementation;
- v. Delegate authority for the further roll out of extended regulations and enforcement to the Executive Member for Transport.

**Reason:** To ensure the safety of the Highway network is further strengthened.

## **Background**

5. A paper was presented to the Executive Member for Transport in November 2020 on the Department for Transport (DfT) "Pavement Parking Consultation". The purpose of consultation was for the DfT was to explore the appetite and practicalities of Local Authorities in increasing their Civil Enforcement powers to take on some moving traffic offences that can be shared with the police.
6. Subsequently, the DfT extended the scope of this work to look at wider powers to be shared between Local Authorities and the police. Through the development of the advice from the DfT the pavement parking issue had dropped down their priority list.
7. The DfT released guidance on the process for applying for these additional enforcement powers in the spring 2021 and after consulting the Executive Member for Transport in August 2021 the Council wrote to the DfT expressing interest in applying for the extended powers.
8. The conditions of applying for the powers include gaining a letter of support from the Chief Constable of North Yorkshire Police and by conducting a consultation exercise to get feedback from the public the Local Authorities application of the new powers.

## **Extended powers under Part 6 of the Traffic Management Act 2004**

9. Schedule 8 to the 2004 Act specifies that only local authorities with existing civil parking enforcement powers may be granted moving traffic enforcement powers. The area covered by a moving traffic Designation Order may only be within, or co-extensive with, the

geographic area already designated as a civil enforcement area for parking contraventions.

10. **Annex A** outlines the full the signage requirements for the application of moving traffic offences and gives a useful level of detail in terms of a summary of what is included, which in brief is:
  - Banned Turns
  - Access restrictions
  - Yellow box junctions
11. As part of ensuring that TROs and traffic signs are accurate and lawful, applicant local authorities are encouraged to identify and remove any traffic signs at the enforcement site that are either obsolete or no longer necessary, whether or not relating directly to the restriction being enforced. This will reduce sign clutter, and aid effective enforcement by ensuring drivers are presented with clear information in an uncluttered environment.
12. The paper acts as the decision point, having already expressed an interest in applying to the DfT for extended powers, to confirm this and allow Officers to move forward and start the application process.
13. The application will need support from the local Chief Officer of Police and be supported by a minimum of six weeks public consultation. This is intended to communicate the rationale for, and benefits of, moving traffic enforcement to residents and businesses, and allow them the opportunity to raise any concerns. It is proposed that the consultation be undertaken in York in the summer and, where possible, the council will work with North Yorkshire County Council align to approaches to ensure cross boundary consistency.
14. Following this consultation and confirmation of support from the Chief Constable of North Yorkshire Police, the application will be made to the DfT for the extended powers.
15. If the powers are granted, in order to test the practicalities of taking on these powers, it is proposed that a pilot is conducted with selected powers in a discrete area. It is proposed that enforcing the banned right turn out of Lendal is explored for the implementation of moving vehicle enforcement measures.
  - i) Banned right turn out of Lendal;



16. As part of this pilot, camera technology, lines and signing will be needed as well as resource to support. It is proposed that the subject of the pilot be developed during the public consultation and that then be brought to the Executive Member for Transport in the autumn for consideration, agreement and implementation. This paper will have a fully worked up cost benefit analysis. There is also scope to investigate a pilot at Micklegate Bar.
17. Once the pilot is completed, the detail will be fed into the regulatory section of the development of the Local Transport Plan (LTP4) where it will be articulated what will be rolled out in terms of implementing the new powers and how this will be managed.
18. The initial consultation from the DfT was around pavement parking. This was not included in the DfT legislation around TMA part 6, but is still under consideration and advice is expected on this from the DfT at a future point.
19. Amendments have been made to enforcement tickets to reflect the TMA part 6 legislation.

### **Council Plan**

20. Considering this matter contributes to the Council Plan in the following areas:
  - Getting around sustainably
  - Safe communities and culture for all
  - An open and effective council

## **Implications**

### **21. Financial**

The application to take on additional enforcement powers in itself has no specific financial implications.

There will be costs and revenues arising from undertaking enforcement. As the report states there will need to be a business case take forward once the level of activity is agreed to determine the levels of costs and funding.

### **22. Human Resources (HR)**

There are no HR implications around the decisions in this report.

### **23. Legal**

The legal implications are addressed in the main body of the report.

### **24. Equalities**

Under Section 149 of the Equality Act 2010 a public authority must in the exercise of its functions have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. This is known as the Public Sector Equality Duty. A fair and proportionate balance must be found between the needs of people with protected characteristics and the interests of the community as a whole.

An Equalities Impact Assessment will demonstrate how the Council is considering and mitigating, where possible, any disproportionate impacts of the highway changes on people with protected characteristics and meeting its Public Sector Equality Duty, particularly in relation to disabled people.

### **25. Crime and Disorder**

As part of the process a letter of support from the NYCC Chief constable will be required to sign of letter of support.

The body of the report refers to the application to sharing the powers to enforce against TMA 2004 part 6 and if approved the authority would then have the powers to undertake this enforcement. The Executive would then make the decisions on the locations of where these powers are exercised by the Authority.

Any schemes are likely to be enforced using Automatic Number Plate Recognition (ANPR) technology. This technology is already in use in the City for bus lane enforcement.

## 26. Information Technology (IT)

Automatic Number Plate Recognition (ANPR) technology will run on Council operated networks.

## Risk Management

27. No significant risks with the approach proposed have been identified and the principle of a pilot manages risk

## Contact Details

### Author:

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Head of Highways &  
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### Chief Officer responsible for report:

James Gilchrist  
Director of Transport, Planning &  
Environment

Report  
Approved



Date 8 April 2022

### Specialist Implication Officer

Finance - Patrick Looker  
(Service Finance Manager)

Legal – Cathryn Moore  
(Legal Manager, Projects)

All



**Wards Affected:** All wards

**For further information please contact the author of the report**



**Abbreviations:**

ANPR – Automatic Number Plate Recognition

TMA – Traffic Management Act 2004

DfT – Department for Transport

TSRGD - Traffic Signs Regulations and General Directions 2016

**Annexes:**

Annex A: Traffic Signs Subject to Moving Traffic Enforcement










Annex B: Equalities Impact Assessment

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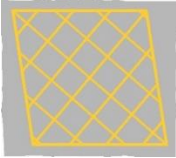
## Annex A - Traffic Signs Subject to Moving Traffic Enforcement (extract from the Department for Transport advisory note)

Schedule 7 to the 2004 Act lists those traffic signs below (prescribed in the Traffic Signs Regulations and General Directions 2016 as amended: 'TSRGD') as civilly enforceable as moving traffic contraventions. This applies to any permitted variant under TSRGD; for example, diagram 606 when varied to point ahead or to the right.

It should be noted that the Government committed only to introduce moving traffic enforcement powers in respect of those signs listed below. Regulatory traffic signs (other than those for parking and bus lanes) that are not listed below will remain enforceable only by the police (for example, diagram 626.2A indicating structural weight limits).

Description	TSRGD diagram number & location	
Vehicular traffic must proceed in the direction indicated by the arrow	606 (Schedule 3, Part 2, item 1 and Schedule 14, Part 2, item 42)	
Vehicular traffic must turn ahead in the direction indicated by the arrow	609 (Schedule 3, Part 2, item 2)	
Vehicular traffic must keep to the left/right of the sign indicated by the arrow	610 (Schedule 3, Part 2, item 3)	
No right turn for vehicular traffic	612 (Schedule 3, Part 2, item 7 and Schedule 14, Part 2, item 43)	
No left turn for vehicular traffic	613 (Schedule 3, Part 2, item 8 and Schedule 14, Part 2, item 43)	
No U-turns for vehicular traffic	614 (Schedule 3, Part 2, item 6 and Schedule 14, Part 2, item 43)	
Priority must be given to vehicles from the opposite direction	615 (Schedule 3, Part 2, item 9)	
No entry for vehicular traffic (when the restriction or prohibition is one that may be indicated by another traffic sign subject to civil enforcement)	616 (Schedule 3, Part 2, item 10 and Schedule 14, Part 2, item 44)	
All vehicles prohibited except non-mechanically propelled vehicles being pushed by pedestrians	617 (Schedule 3, Part 2, item 11)	

Description	TSRGD diagram number & location	
Entry to and waiting in a pedestrian zone restricted	618.3B (Schedule 8, Part 2, item 1)	
Entry to and waiting in a pedestrian and cycle zone restricted	618.3C (Schedule 8, Part 2, item 2)	
Motor vehicles prohibited	619 (Schedule 3, Part 2, item 12)	
Motor vehicles except solo motorcycles prohibited	619.1 (Schedule 3, Part 2, item 18)	
Solo motorcycles prohibited	619.2 (Schedule 3, Part 2, item 20)	
Goods vehicles exceeding the maximum gross weight indicated on the goods vehicle symbol prohibited	622.1A (Schedule 3, Part 2, item 13)	
One-way traffic	652 (Schedule 9, Part 4, item 5)	
Buses prohibited	952 (Schedule 3, Part 2, item 17)	
Route for use by buses, pedal cycles and taxis only	953 (Schedule 3, Part 2, item 33)	

Description	TSRGD diagram number & location	
Route for use by tramcars only	953.1 (Schedule 3, Part 2, item 36)	
Route for use by pedal cycles only	955 (Schedule 3, Part 2, item 28)	
Route for use by pedal cycles and by pedestrians only	956 (Schedule 3, Part 2, item 29)	
Route comprising two ways, for use by pedal cycles only and by pedestrians only	957 (Schedule 3, Part 2, item 32)	
With-flow cycle lane	959.1 (Schedule 9, Part 4, item 9)	
Contra-flow cycle lane	960.1 (Schedule 9, Part 4, item 6)	
Part of the carriageway outside an entrance where vehicles must not stop when the marking is placed in conjunction with the prescribed upright sign which includes the symbol at Schedule 4, Part 3, item 10	1027.1 (Schedule 7, Part 4, item 10)	
Box junction markings	1043 (Schedule 9, Part 6, item 25)	

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